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# Morlais Project

## Proof of Evidence

### Gordon Campbell – Onshore Ecology

Applicant: Menter Môn Morlais Limited

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Author: Gordon Campbell, Royal HaskoningDHV



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## PROOF OF EVIDENCE: ONSHORE ECOLOGY

### 1. Introduction

- 1.1 My name is Gordon Campbell. I am a Senior Ecologist with Royal HaskoningDHV and a Chartered Environmentalist (CEnv). I am a Member of the Institute of Environmental Management and Assessment (MIEMA), as well as an Associate of the Chartered Institute of Ecology and Environmental Management (ACIEEM). I have an MSc in Environmental Technology (Ecology) and a BA (Hons) in Geography. I also have nine years' experience of undertaking Environmental Impact Assessment (EIA) and Habitats Regulations Assessment (HRA) for UK infrastructure projects, including for onshore export cables for over 10 offshore renewable energy projects in North Wales, East Anglia and the North of England.
- 1.2 Royal HaskoningDHV undertook the Ecological Impact Assessment presented in Chapter 19 of the Environmental Statement (ES). Post-submission of the ES, since February 2020 I have led the development of the updated onshore ecology assessment (herein the 'EclA Update'), and the concurrent consultation with Natural Resources Wales (NRW) on issues considered within the EclA Update.
- 1.3 This evidence concerns matters relating to Onshore Ecology (Biodiversity) associated with the development described within the application. This Proof of Evidence addresses potential impacts on onshore ecological receptors (international, national and locally designated sites for nature conservation, designated habitats, and projected and notable species), which may arise during the construction, operation and decommissioning of the project.
- 1.4 The evidence provided below specifically addresses impacts on the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC (see **Figure 1**), the key issue raised by NRW in consultation post-submission. The evidence provided below identifies the potential impacts with respect to the project, which, following project refinements and mitigation proposed, are not predicted to give rise to significant impacts in EIA terms nor to give rise to an adverse effect on integrity (AEIOI) of a European site.
- 1.5 This Proof of Evidence should be read in conjunction with the following evidence from other witnesses:
- Dr. Murray Grant – Ornithology (MDZ/P1)
  - Mr. David Bell – Planning (MDZ/P9)
- 1.6 This Proof of Evidence should be read in conjunction with the following core documents:
- Statement of Common Ground – NRW (MDZ/L6)
  - EIA Scoping Opinion (MDZ/A8)
  - Environmental Statement Volume 1 (Main Report) – Chapter 19 Onshore Ecology (MDZ/A25.19)

- Environmental Statement Volume 2 (Figures) – Chapter 19 Onshore Ecology (MDZ/A26.8)
- Updated assessments for terrestrial ecology (excluding chough) in response to comments made on the Environmental Statement by NRW and RSPB ('EclA Update'). Version 04. Menter Môn. October 2020. (MDZ/A31.4)
- Morlais – Botanical Survey of cliff vegetation. BSG Ecology. September 2020. (MDZ/F10)
- NRW Consultation Response - NRW comments on TWAO and Marine Licence Application received 05 November 2019 (REP005)
- RSPB Consultation Response - RSPB comments on TWAO and Marine Licence Application received 05 November 2019 (OBJ086)
- NRW Consultation Response - Bwriad / Proposal: Morlais Demonstration Zone: Transport and Works Act Order Application (TWAO) – Further Environmental Information Lleoliad / Location: Holy Island, Isle of Anglesey. 18 May 2020. (FEI\_REP004)
- NRW Consultation Response - Marine and Coastal Access Act 2009: Part 4 Marine Licensing Works, Morlais Tidal Array – Additional Information. CAS-119808-J0Q8. 18 September 2020. (ML001 (FEI))
- Natura 2000 - Standard Data Form: Glannau Ynys Gybi/ Holy Island Coast SAC. Site reference: UK0013046. Joint Nature Conservancy Council (JNCC), 2015. (MDZ/F1)
- Core Management Plan Including Conservation Objectives for Glannau Ynys Gybi SAC & Glannau Ynys Gybi SPA. Countryside Council for Wales (CCW), 2011. (MDZ/F2)
- Outline Invasive Non-Native Species Management Plan (MDZ/A13)
- Outline Code of Construction Practice (MDZ/A14)
- Outline Pollution Prevention and Management Plan (MDZ/A15)

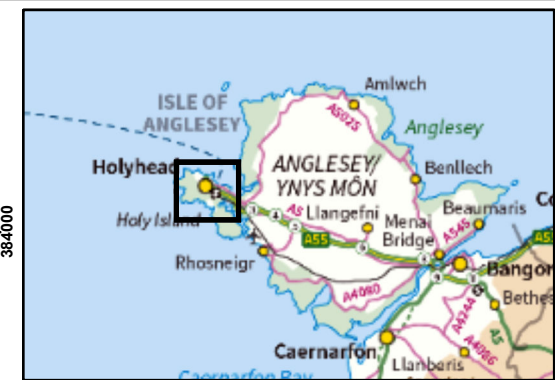
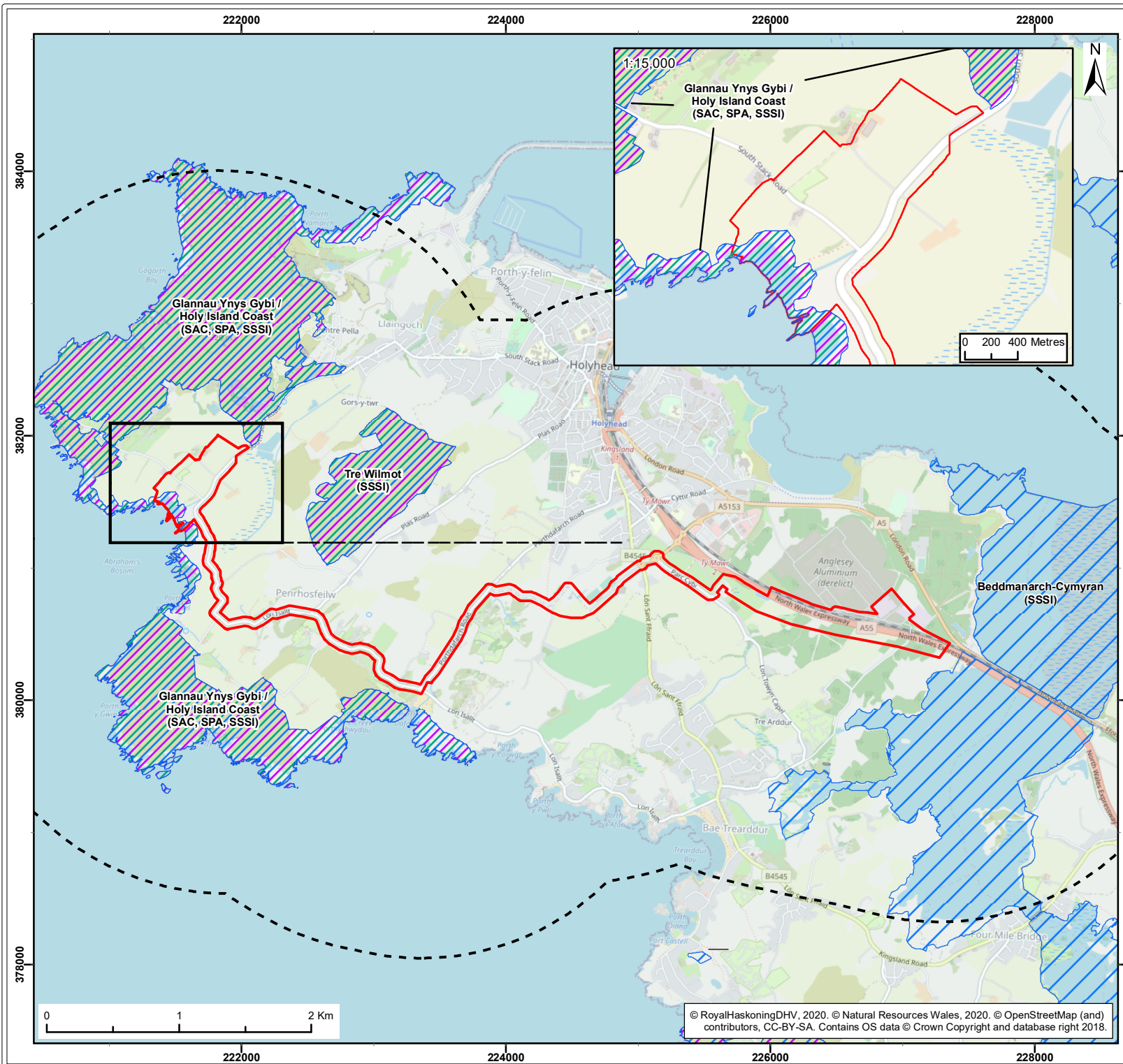
1.7 Appendices are also provided with this Proof of Evidence which provided further evidence in support of the key issues raised herein:

- Appendix 1: Natural England Report - Small scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions (2016)
- Appendix 2: Extract from **Sweetman v An Bord Pleanala** - Advocate General Opinion (C-258/11) [2012]
- Appendix 3: Extract from **Ireland v An Bord Pleanala** - EUECJ (C-258/11) [2013]







- Appendix 4: Extract from **R (Morge) v Hampshire County Council** - Court of Appeal (C1/2009/2589) [2010]
- Appendix 5: Extract from **Wealden DC v Secretary of State for Communities and Local Government** – High Court (CO/3943/2016) [2017]
- Appendix 6: Extract from **Smyth v Secretary of State for Communities & Local Government** – Court of Appeal (C1/2013/3708) [2015]
- Appendix 7: Extract from Secretary of State decision letter – Norfolk Vanguard Offshore Wind Farm, July 2020
- Appendix 8: Extract from Secretary of State decision letter – Hornsea Project THREE Offshore Wind Farm, July 2020
- Appendix 9: Extract from Secretary of State decision letter – Walney Offshore Wind Farm, Nov. 2014
- Appendix 10: Extract from Secretary of State decision letter – Able Marine Park, Dec. 2013
- Appendix 11: Extract from Isle of Anglesey County Council (IoACC) Screening Opinion for removal of existing handrail, the construction of new hard surfaced path together with erecting new handrail on land at Henborth, South Stack, August 2019.
- Appendix 12: Extract from Henborth Ecological Desk Study, August 2019.
- Appendix 13: Extracts from Technical Advice Note 5 (TAN-5): Nature Conservation and Planning. Annex 3: Development Proposals Likely to Affect an Internationally Designated Nature Conservation Site. Planning Policy Wales (2009)
- Appendix 14: Extracts from IoACC's Working for the Wealth of Wildlife: Anglesey's Local Biodiversity Action Plan (2003)
- Appendix 15: Extracts from CIEEM Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine (2018)
- Appendix 16: NRW comments on first draft of EclA Update, pers. comm., 19 March 2020
- Appendix 17: NRW comments on Botanical (NVC) Survey Report, pers. comm., 31 July 2020

1.8 This Proof of Evidence has been prepared by Gordon Campbell and represents my true and professional opinion, based on my knowledge and experience in accordance with the guidance of my professional institute.



- Legend:
- Onshore Development Area
  - Designated Sites Study Area (2 km buffer)
  - Special Protection Area (SPA)
  - Special Area of Conservation (SAC)
  - Site of Special Scientific Interest (SSSI)

Client:   Project:  

ANGLESEY MARINE ENERGY

Title:

Location of Glannau Ynys Gybi / Holy Island Coast  
SSSI/SPA/SAC

Figure: 1 Drawing No: PB5034-POE-019-001

Revision:	Date:	Drawn:	Checked:	Size:	Scale:
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Co-ordinate system: British National Grid

 **Royal HaskoningDHV**  
Enhancing Society Together

ROYAL HASKONINGDHV  
INDUSTRY & BUILDINGS  
2 ABBEY GARDENS  
GREAT COLLEGE STREET  
WESTMINSTER  
LONDON  
SW1P 3NL  
+44 (0)20 7222 2115  
www.royalhaskoning.co.uk

## 2. Structure of Evidence

- **Section 3** - Factual Background
- **Section 4** - Relevant legislation, policy and guidance to the subject matter
- **Section 5** - How the project performs when tested against the policy, guidance and other constraints
- **Section 6** - Addressing representations made by interested parties and how the project has responded to the concerns raised
- **Section 7** - Conclusions

## 3. Factual Background

- 3.1 Menter Môn Morlais Limited (Menter Môn) proposes the development of 240 MW of tidal generating capacity within the Morlais Demonstration Zone (MDZ).
- 3.2 The impacts considered within this Proof of Evidence include those which will potentially arise as a result of the construction of the project's onshore infrastructure.
- 3.3 The onshore infrastructure required to connect the MDZ to the National Grid comprises the following infrastructure:
- Cable landfall;
  - Landfall Substation;
  - Onshore cable corridor;
  - Switchgear Building; and
  - Grid Connection Substation.
- 3.4 The key focus of this Proof of Evidence is the potential impacts of the cable landfall works on sensitive habitats of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC. In the ES (MDZ/A25.19), two options for construction of the cable landfall at the point where it crosses were considered:
- **Option 1: Horizontal Directional Drilling (HDD)** – Installing cables underneath the SAC (i.e. beneath the cliffs) using HDD technology.
  - **Option 2: Alternative construction method** – Installing cable through the SAC using an alternative construction method. The alternative method proposed within the ES entailed installing 'trenches' directly into the cliff, and affixing cables to the cliff within a 'split pipe' of 'J-Tubes'. This option represents the 'worst case'.
- 3.5 Design amendments have been made post-submission at the cable landfall specifically in response to concerns raised by stakeholders (NRW and RSPB) about

works within sensitive areas of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC. The have included the following (for Option 2 only):

- During construction, reduction of the cable landfall working width from c.90m to c.11m within the Glannau Ynys Gybi / Holy Island Coast SSSI/SPA/SAC;
- In reducing the cable landfall working width to 11m, the route has also been micro-sited so that (i) it crosses the narrowest part of the SAC within the previous 90m working width, and (ii) it avoids areas of vegetated sea cliff habitat within the SAC as far as possible;
- Cables will be secured to the cliff face using 'J-tubes' affixed to the cliff at anchor points only (each 25-32mm in diameter); the J-tubes will be positioned approximately 0.4m from the cliff face to allow space for vegetation to grow beneath them;
- The J-Tubes will be designed such that the structures are able to support maintenance activities without touching the cliff and therefore the habitat within the 2m working corridor either side of the J-Tubes will not be further impacted by maintenance activities, which are likely to be required every 5-10 years.

3.6 Further details of the revised designs can be found in the EcIA Update (MDZ/A31.4).

#### **4. Legislation and Policy Context**

##### **Legislation**

4.1 The legislative context for onshore ecology is summarised in the Proof of Evidence for Ornithology, provided by Dr. Murray Grant, and for Marine Mammals (with respect to the Habitats Directive), provided by Dr. Jen Learmonth. A list of those legislative instruments which apply to onshore ecology, from those summarised in the Proof of Evidence for Ornithology and Marine Mammals, are listed below:

- Habitats Directive - Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora (MDZ/B5);
- Birds Directive - Council Directive 2009/147/EC on the Conservation of Wild Birds (MDZ/B8);
- Wildlife and Countryside Act 1981 (as amended); and,
- The Conservation of Habitats and Species Regulations 2017 (MDZ/B6).

4.2 Other legislation, which is not critical to the evidence presented in this Proof of Evidence but which sets the wider legislative framework in which the ES and HRA for this project have been undertaken, includes:

- Natural Environment and Rural Communities (NERC) Act 2006;
- The Environment (Wales) Act 2016 (MDZ/B9);

- The Commons Act 2006; and,
- Countryside and Rights of Way Act 2000 (CRoW).

### Case law

4.3 Case law is set out below in relation to the concept of ‘de minimis’ effects arising from projects upon habitats which form part of European designated sites. The case law provided supports two points:

- i. that the use of a de minimis concept exists in relation to the operation of the Habitats Directive;
- ii. what scale of effect has been considered to be de minimis for comparable projects and receptors.

4.4 For context, de minimis is defined by the Oxford English Dictionary (OED) as a “*principle that trivial matters may be disregarded...[t]hat which is regarded as so insignificant as to be unworthy of attention; a defined limit or threshold based on this*”. This definition is used as a starting point in the cases presented below.

#### *Use of a de minimis concept in relation to the operation of the Habitats Directive*

4.5 As an overview, the principle that in certain cases a project may give rise to effects which are of sufficiently small scale that they would not be considered under Article 6(3) of the Habitats Directive to be “significant”, is included within English Nature’s (now Natural England’s) guidance on HRA (Habitats Regulations Guidance Note 3 - The Determination of Likely Significant Effect under The Conservation (Natural Habitats &c) Regulations 1994 (English Nature, November 1999)), which states that “*Proposals having no, or de minimis, effects can be progressed without further consideration under the Habitats Regulations*”.

4.6 This position is reflected in case law in the ECJ decision **Sweetman and others v An Bord Pleanála** (Case C-258/11) [2012], which cites the Advocate General’s original decision that “*The requirement that the effect in question be “significant” lays down a de minimis threshold. Plans or projects that have no appreciable effect on the site are thereby excluded. If all plans or projects capable of having any effect whatsoever on the site were to be caught by article 6(1), activities on or near the site would risk being impossible by reason of legislative overkill.*” (Appendix 2). The ECJ decision contextualizes this position within the wider purpose of the Habitats Directive, stating that “*Where a plan or project not directly connected with or necessary to the management of a site is likely to undermine the site’s conservation objectives, it must be considered likely to have a significant effect on that site. The assessment of that risk must be made in the light of, in particular, the characteristics and specific environmental conditions of the site concerned by such a plan or project.*” (EUECJ Decision, Appendix 3).

4.7 It should be clarified that the existence of a de minimis threshold for significant effects applies to both the screening decision (‘Stage 1’) and Appropriate Assessment (‘Stage

2') when undertaking HRA. Natural England note that “[i]n terms of the screening decision the extent to which an effect might ‘undermine the conservation objectives’ will be influenced by its scale. Where a qualifying habitat is concerned, an effect over a very small area might not undermine the conservation objectives, whilst the same type of effect over a much larger area could”. For the Appropriate Assessment, “a site’s integrity is inextricably linked to the concept of the scale of an effect. For both habitats and species the scale of an effect will clearly be a key factor in whether it is possible for a competent authority to ascertain that the proposed plan or project will have no adverse effect on the integrity of the site concerned.” (see Appendix 1; Small scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions. Natural England Commissioned Reports, Number 205. 2016). The examples below apply to both the screening and Appropriate Assessment stages of the HRA process.

- 4.8 There are numerous examples supporting the principles of the existence of a de minimis concept within UK decisions:
- 4.9 In **R (Morge) v Hampshire County Council** [2010], it was concluded that, with respect to the concept of disturbance, “[a]ctivity will not amount in law to disturbance at all if it is de minimis, i.e., too negligible for the law to be concerned by it”, and by way of an example, that, “disturbing one bat, or even two or three, may or may not amount to disturbance of the species in the long term. It is a matter of fact and degree in each case” (Appendix 4). The decision emphasised that what amounts to effects which are of sufficiently small scale so as not to be ‘significant’ under Article 6(3) is a matter of individual, evidenced decision for each case.
- 4.10 This point is also emphasised in **Wealden DC v Secretary of State for Communities and Local Government** [2017], where the decision stated that “[c]ompetent authorities are quite entitled to use threshold levels and values in order to eliminate from further consideration de minimis environmental impacts which, on scientific evidence, fall short of engendering any relevant risk. However, and this is another point which will require development, de minimis is not a synonym for nugatory” (Appendix 5). This decision was concerned with nitrogen deposition on sensitive habitats which fall under the protection of the Habitats Directive.
- 4.11 As a further example, in **Smyth v Secretary of State for Communities & Local Government** [2015], the decision concluded that, in a case relating to effects on supra-littoral sediment and littoral sediment, fen, marsh and swamp and neutral grassland of the Exe Estuary SPA and Dawlish Warren SAC, the ecological evidence provided in that case stated that the development proposal would “at worst give rise to a de minimis effect” (Appendix 6), so that no appropriate assessment would be required on that basis under the second part of Article 6(3). This case makes the point that the ecological evidence of an individual case needs to be used to define the de minimis threshold, if one is appropriate.
- 4.12 In summary, these cases taken together indicate that there is consistent use of a de minimis concept, and that it is frequently cited as being down to the individual decision, made based on the available ecological evidence, to decide what is an appropriate threshold in an individual case. These examples deal with the Habitats

Directive in general. The next section summarises the case law which relates to temporary and permanent SAC Annex I habitat loss.

*Scale of effect considered to be de minimis for comparable projects and receptors*

- 4.13 Consideration of whether potential effects upon designated habitats and species are de minimis has been the subject of numerous authoritative decisions in the past. UK decisions over the past 20 years can be used to give an indication of the scale of effects which is typically taken to constitute a significant or a non-significant effect. Decisions by the Secretary of State (SoS), in instances where small scale effects have been determined to cause AEOL of a European site or Annex I habitat, have determined that losses across the range 0.01% - 1.79% of the habitat within the SAC are considered significant. In the same decisions, losses in the range 0.00153% - 0.056% have been considered to be insignificant (see Appendix 1: Small scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions. Natural England Commissioned Reports, Number 205. 2016).
- 4.14 However, whilst the scale of effect is important in previous decisions, the scale itself is typically not shown as being critical to the decision and it is the relative importance of the area affected in terms of the rarity, location, distribution, vulnerability to change and ecological structure has carried more weight in previous historic decisions. These are the key factors in determining whether an effect is de minimis.
- 4.15 The key cases which contribute to the case for underpinning these points are summarised below. The relevance of the conclusion in the cases presented below to the project are set out in **Section 'Habitats Regulations Assessment'** below.

***Norfolk Vanguard Offshore Wind Farm, July 2020***

- 4.16 Considered potential temporary effects on the qualifying habitats of the Haisborough, Hammond and Winterton SAC located in the North Sea off the Norfolk Coast, through which it was proposed that offshore export cable be routed. Effects considered with respect to the SAC in this case included:
- Short term temporary physical disturbance of a maximum of 1.4% of the existing Annex I sandbank within the SAC during cable laying.
  - Long term temporary habitat loss of 0.002% of the potential Annex I reef habitat within the SAC due to cable protection required during cable laying.
- 4.17 During the Examination, Norfolk Vanguard Limited (the applicant) secured additional mitigation by committing to decommissioning cable protection to ensure habitat loss would be long term over the life of the project but not permanent. The SoS concluded that *“the area of the site affected will be relatively small...any affected features are able to recover, and all cable protection will be removed at the time of decommissioning. In relation to this last point, The Secretary of State notes that the decommissioning of cable protection will be secured in the DCO to ensure that any effects are lasting (for the duration of the project) but temporary (repairable effect).”* (SoS Decision Letter, p.33/34, Appendix 7).

4.18 This case indicates a level at which the scale of long term habitat loss is considered to be of a small enough extent to not give rise to AEOL, where evidence has been presented to provide assurance that the nature of the habitat and effects will not have an overall AEOL, in this case due to:

- sediment transport processes within the SAC occur at a much larger scale than the temporary physical disturbance which would occur as a result of cable installation;
- The sediment volume that would be affected is small in comparison to the volume of sediment within the local sandbank systems;
- all the sediment will remain within the boundaries of the SAC, presenting minimal impacts on local sediment availability;
- no significant change to sandbank extent, topography and sediment composition; and
- re-deposited sediment will not affect the form or function of the sandbanks.

4.19 This decision is currently subject to Judicial Review, but that this review is in place for procedural matters and is not concerned with the decision with respect to impacts upon SAC habitats.

***Hornsea Project THREE Offshore Wind Farm, July 2020***

4.20 Similarly to the Norfolk Vanguard Offshore Wind Farm, this case considered potential temporary effects on the qualifying habitats of the North Norfolk Sandbanks and Saturn Reef SAC and The Wash and North Norfolk Coast SAC, located in the North Sea off the Norfolk Coast, through which it was proposed that offshore export cable be routed. Effects considered with respect to the SACs in this case included:

- Short term temporary physical disturbance to Annex I sandbanks habitat of a maximum of 0.2% of The Wash and North Norfolk Coast SAC (<1km<sup>2</sup>) and 0.26% of the Annex I Sandbanks habitats of the North Norfolk Sandbanks and Saturn Reef SAC (9.3km<sup>2</sup>) during cable laying.
- Long term temporary habitat loss of 0.002% of the existing Annex I sandbank in The Wash and North Norfolk Coast SAC and 0.01% of the Annex I sandbank habitat within North Norfolk Sandbanks and Saturn Reef SAC due to cable protection required during cable laying.

4.21 The SoS concluded: *“on the basis of the evidence that the area of the sites affected is relatively small and that affected features are able to recover in their entirety following the complete removal of all infrastructure and deposits associated with the Development, the Secretary of State concludes that there will be no adverse effect on the integrity of the Annex I ‘sandbanks slightly covered by water at all times’ features of those sites either alone or in-combination with other plans or projects.”* (Appendix 8).



- 4.22 As per the Norfolk Vanguard case, for temporary effects this case indicates a level at which scale of temporary habitat loss has been determined to be sufficiently small to not have an AEOI.

***Walney Offshore Wind Farm, Nov. 2014***

- 4.23 Considered potential temporary effects on the qualifying habitats of the Morecambe Bay SAC. Two effects on the SAC habitats were considered within this case:
- i. Temporary effects on 0.033% of saltmarsh habitat within the SAC in the event of HDD breakout during cable installation (est. to be 0.06ha). SoS (following Natural England's advice) concluded that Likely Significant Effects (LSE) upon the SAC are unlikely due to "a very small amount" (SoS Decision Letter, Appendix 9) of habitat potentially affected.
  - ii. Temporary effects on 0.41% of SAC's intertidal mudflat habitat during cable installation (trenching) and rock armour placement (approximately 2.46ha). SoS (following Natural England's advice) concluded that LSE could not be ruled out. Natural England subsequently concluded that AEOI would not occur, because:
    - a) The area of impact would be small relative to the SAC;
    - b) The physical habitat will recover;
    - c) There will be no loss of supporting habitat, allowing invertebrate infauna to recolonize and recover.

- 4.24 This case indicates a level at which scale of temporary habitat loss for coastal habitats has been determined to be sufficiently small to not have a significant effect, where the effects are temporary and where the habitat can be shown to recover.

***Able Marine Park, Dec. 2013***

- 4.25 Similar case to the Walney Offshore Wind Farm but concerned with permanent effects on qualifying habitats of the Humber Estuary SAC.
- 4.26 Permanent direct loss of 0.33% of Humber Estuary SAC's intertidal mudflat habitat (approximately 31.5ha) during construction of the Marine Park was predicted. Although the SoS concluded that AEOI would occur on the Humber Estuary SPA for the project, the SoS concluded that for the SAC, these losses were not significant alone: "*having regard to the size of the SAC, the loss of ecological function as a result of the...development will be small, and that the habitats are types that are found over a wide area. He agrees, therefore, that the loss of inter-tidal and estuarine habitat at North Killingholme (which cannot be mitigated) in itself will have a very minor effect on the SAC overall.*" (SoS Decision Letter, emphasis added, Appendix 10).
- 4.27 This case indicates a level at which scale has been determined to be sufficiently small to not have a significant effect when considering permanent effects, when the loss is minor in the context the overall SAC habitat for coastal habitats.

***Gilwerne to Hafodyrynys pipeline, July 2002***

- 4.28 Considered the potential effects of the loss of European dry heath habitat, a qualifying feature of the Usk Bat Sites cSAC. Two effects on the cSAC habitats were considered within this case:
- i. 0.28% (1ha) of the European dry heath within the cSAC would be subject to temporary disturbance, following mitigation, due to turving during construction i.e. the heathland turfs would be removed, the pipeline laid and the turfs replaced. The SoS concluded no AEOL due to the temporary nature of the effects: *"It is reasonable to consider the 1 to 2 years that the 1 ha turfed area is likely to take to restore its full species composition (i.e. restoration in area and quality), as de minimis"* (SoS Decision Letter, p.3, as referenced in Appendix 1, p76-78).
  - ii. 0.43% (1.5ha) of the European dry heath within the cSAC would be subject to permanent loss, due to topsoil stripping undertaken to facilitate construction. The SoS concluded AEOL, due to the timescales involved, the lack of certainty and existing evidence of success over proposed mitigation and in particular the great natural variation nationally and internationally in the habitat resource and the potentially irreplaceable nature of the habitat: *"the 10-12 year-long effect on the 1.5 ha of cSAC habitat which will not be turfed cannot be considered de minimis, and thus should be considered as an adverse effect on the integrity of the site"* (SoS Decision Letter, p.3, as referenced in Appendix 1, p76-78).
- 4.29 This case makes it clear that factors including endemism and local uniqueness of habitat, recoverability, duration of impact and confidence in mitigation are used to determine significance in cases of small-scale impacts – although in this case these factors are applied to habitat loss in the higher end of the range which has been considered significant in other cases (1ha or 0.43% of SAC habitat).

***Construction of new hard surfaced path together with erecting new handrail on land at Henborth, August 2019***

- 4.30 In addition to the UK SoS decisions outlined above, there has been a recent IoACC planning decision of relevance in the immediate vicinity (within 100m of the project). This decision concerns the creation of a new hard surfaced path located on the coastal cliff within the Glannau Ynys Gybi / Holy Island Coast SSSI/SPA/SAC.
- 4.31 In August 2020, IoACC determined through an EIA Screening that proposals for the creation of a 1m wide strip of new hard surfaced path in place of an existing, unpaved path would not give rise to *"significant effects on the ecology such that EIA is required."* (IoACC Screening Opinion, p.4, Appendix 11). The information supplied by the applicant which was used as the basis for this decision included an Ecological Desk Study, which states that *"[t]he 1m wide footpath will have a minimal impact on the heathland plant communities that grow in this area. Cliff ledge communities will be unaffected by the path"* (Ecological Desk Study, p.26, Appendix 12), acknowledging that some habitat is likely to be directly affected by the installation of the steps. Small-scale indirect effects are also cited, within the Ecological Desk Study, as likely to occur but be localised. No field survey was undertaken or provided to IoACC on which to

inform their decision, and so the presence or absence of Annex I vegetated sea cliff habitat has not been confirmed.

- 4.32 This case indicates that there is a threshold at which direct and indirect effects on the habitats which comprise Glannau Ynys Gybi / Holy Island Coast SPA/SAC are determined to be acceptable by IoACC and NRW. The decision is based on an ecological desk study which cites that a small, undefined loss of heathland habitat will occur, and IoACC, as advised by NRW, conclude that despite this the works are not likely to give rise to likely significant effect on the SPA/SAC. The precise footprint of heathland habitat is not provided within the application or decision but equates to less than a 1m-wide by 75m-long strip of the cliff.

### **National policy**

- 4.33 The policy context for onshore ecology is summarised in the Proof of Evidence for Planning provided by Mr. David Bell. A list of those policies documents which apply to onshore ecology, from those summarised by Mr. Bell, are listed below, with detail about how they relate to onshore ecology provided where appropriate:

- Planning Policy Wales, Ed. 10 (2018) (PPW) (MDZ/D1)

- 4.34 Planning Policy Wales sets out the high level approach to managing effects in internationally designated site within the planning system, stating that “*Planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. This means development should not cause any significant loss of habitats or populations of species, locally or nationally and must provide a net benefit for biodiversity*” (para 6.4.5). Detailed information on how to assess projects within respect to the Habitats Regulations is deferred to TAN-5: Nature Conservation and Planning (2009).

- Technical Advice Note 5 (TAN-5): Nature Conservation and Planning. Planning Policy Wales (2009) (Appendix 13)

- 4.35 Annex 3 of TAN-5 provides a details of how European sites should be considered within the Welsh planning system, basing the approach on principles arising from the existing European case law, i.e. that the process of determining whether or not a project is likely to give rise to significant effects on a European site should be based on the two principles that “*The development project should be considered ‘likely’ to have such an effect if the planning authority is unable, on the basis of objective information, to exclude the possibility that the project could have significant effects on any “European site”, either alone or in combination with other plans or projects*”, and “*An effect will be ‘significant’ in this context if it could undermine the site’s conservation objectives. The assessment of that risk must be made in the light of factors such as the characteristics and specific environmental conditions of the “European site” in question.*” (Annex 3, para 7, Appendix 13).

- Welsh Government: Low Carbon Delivery Plan (MDZ/J6)
- National Policy Statements (NPS):

- Overarching NPS for Energy (EN-1) (MDZ/D2)
- NPS for Renewable Energy Infrastructure (EN-3) (MDZ/D3)

#### **Local policy**

- Anglesey and Gwynedd Joint Local Development Plan (MDZ/D52)
- Anglesey Local Biodiversity Action Plan (see Appendix 14)

- 4.36 Anglesey Local Biodiversity Action Plan provides local objectives and actions for preserving and improving locally important habitats and species. It includes objectives and targets for 'Sea cliffs and rocky shores' habitats within Anglesey. This includes the following objective: *"To safeguard the habitat, with no loss of area or quality. Aim to extend appropriate management to about 4 km more of sea cliffs at least"*, and details a number of relevant actions, including managing recreational climbing and footpath erosion, improving sewage treatment for cliff outfalls, using the Marine Pollution Contingency Plan and consideration of proposals to extending coastal zone inland, with open grazing in the coastal field strip.

#### **Guidance – statutory, non-statutory**

- 4.37 The following guidance documents represent those used in producing the ES, and are provided here for reference. One guidance document, the Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine, is specifically relevant to the evidence presented in this Proof of Evidence and the key extracts are provided in Appendix 15:

##### *Impact assessment:*

- Chartered Institute of Ecology and Environmental Management (CIEEM) (2018) Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine
  - British Standard 42020:2013 – Biodiversity. Code of Practice for planning and development
  - Construction Industry Research and Information Association (CIRIA) C648 (2006) Control of water pollution from linear construction projects
  - CIRIA Guidance note C692 Environmental Good Practice on Site Guide (3rd Edition)
- 4.38 Onshore ecology species-specific guidance and standards (Natural England guidance is considered in lieu of a Welsh equivalent where appropriate):
- Biggs et al (2014) Analytical and methodological development for improved surveillance of the Great Crested Newt. Appendix 5. Technical Advice Note for field and laboratory sampling of great crested newt (*Triturus cristatus*) environmental DNA

- Creswell et al (2004) An assessment of the efficiency of capture techniques and the value of different habitats for the great crested newt
- Maddock (2011) UK Biodiversity Action Plan; Priority Habitat Descriptions
- Natural England (2014) Otters: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Badgers: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Bats: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Great crested newts: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Invertebrates: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Reptiles: surveys and mitigation for development projects. Natural England Standing Advice
- Natural England (2015) Water voles: surveys and mitigation for development projects. Natural England Standing Advice
- Oldham et al (2000) Evaluating the suitability of habitat for the Great Crested Newt (*Triturus cristatus*)
- Williams (2013) How to collect a water sample to detect Great Crested Newt eDNA.
- Natural England and Forestry Commission (2018) Ancient woodland and veteran trees: protecting them from development. Natural England and Forestry Commission Standing Advice
- British Standard 5837: 2012 – Trees in relation to design, demolition and construction (British Standard, 2012)
- Bat Conservation Trust and Institute of artificial Lighting Engineers (2018) Bats and Lighting in the UK
- Dean et al. (2016) The Water Vole Mitigation Handbook (The Mammal Society Guidance Series)
- Edgar et al. (2010). Reptile Habitat Management Handbook
- English Nature (2001) Great Crested Newt Mitigation Guidelines
- Joint Nature Conservation Committee (JNCC) (2003) Herpetofauna Worker's Manual

- Environment Agency (2006) Managing Japanese knotweed on development sites: the knotweed code of practice
- Strachan and Moorhouse (2011) Water Vole Conservation Handbook, 3<sup>rd</sup> Edition
- GB Non-native Species Secretariat (2015) Species Information.

## 5. The Project's Response

- 5.1 Chapter 19 of the ES (MCZ/A25.19) presents the findings of the Onshore Ecology EIA, conducted in line with the CIEEM guidelines<sup>1</sup> for Ecological Impact Assessment and submitted to meet the project's requirements under the EIA and Habitats Regulations. The Onshore Ecology EIA assessed potential impacts on onshore ecological receptors (international, national and locally designated sites for nature conservation, designated habitats, and projected and notable species). This includes potential impacts on terrestrial birds. In addition, marine and coastal birds are discussed in full in Chapter 11, Marine Ornithology (MDZ/A25.11) and the Offshore Ornithology Proof of Evidence.
- 5.2 The potential impacts were identified through an EIA Scoping Opinion (MDZ/A8) and in consultation with NRW, RSPB and IoACC. Following submission of the ES, and after consultation with relevant stakeholders (NRW, RSPB and IOACC, as described in **Section 6** below), Further Environmental Information (the 'EclA Update') was submitted to NRW in March 2020 and again in revised form in September 2020 (version 03) (MDZ/F9) and October (version 04) (MDZ/A31.4).
- 5.3 The key issue raised by NRW and other stakeholders and discussed through consultation since this date is:
- The potential impact of the project on the Annex I vegetated sea cliff, qualifying feature of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC.
- 5.4 As a consequence, this Proof of Evidence has focussed on providing details of this issue, including:
- baseline information collected with respect to this potential impact;
  - assessment which has been undertaken to date and the conclusions of this assessment;
  - mitigation, both embedded by design and as additional pre, during and post construction; and
  - details of how the evolution of this assessment has been led by consultation with NRW and other stakeholders.

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<sup>1</sup> Chartered Institute of Ecology and Environmental Management (CIEEM) (2018) Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine.

- 5.5 The assessment conducted as part of the Onshore Ecology EIA also covered a wide range of other issues associated with the development, which have been discussed and agreed with stakeholders during the assessment and post-submission. These issues are also summarised in this Proof of Evidence (**Section ‘Other impacts’**) to provide the overall case demonstrating how potential impacts predicted to arise due to the project have been assessed, mitigated for and concluded following consultation. These include effects upon the Glannau Ynys Gybi / Holy Island Coast SPA, which have been considered in detail in ES Chapter 19 (MDZ/A25.19) and Information to Support Habitats Regulations Assessment (MDZ/A27.11).
- 5.6 The assessment undertaken to inform the ES Chapter 19 (MDZ/A25.19) and the EclA Update (MDZ/A31.4) is considered in my opinion to be a robust assessment of the ecological impacts of the project based on the ecological baseline available and in line with the best practice guidance on ecological impact assessment. The assessment is considered to be sufficient to make an adequate determination of the potential impacts of the project on the Annex I vegetated sea cliff habitat, qualifying feature of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC.

**Vegetated sea cliff habitat, qualifying feature of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC**

*Design envelope and construction methodology*

- 5.7 The project's onshore infrastructure comprises the following elements, required to connect the MDZ to the National Grid:
- Landfall
  - Landfall Substation
  - Onshore cable route
  - Switchgear building
  - Grid connection substation
- 5.8 The project potentially interacts with the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC where the cable landfall element of the onshore infrastructure is proposed to cross the SSSI/ SAC in order to connect the MDZ to the National Grid. In order to achieve this connection, two construction scenarios have been considered (full details of the construction options, as originally intended, are presented in Chapter 19 of the ES (MDZ/A25.19)):
- **Option 1: HDD** – Installing cables underneath the SAC (i.e. beneath the cliffs) using HDD technology. In this option, the transition pits from where the HDD would take place will be set back from the cliffs and the designated site by 220m. This construction scenario is the preferred option (for further details on which situations would give rise to the preferred option not being possible, reference should be made to the CPO Proof of Evidence (paragraph 4.11.4));

- **Option 2: Alternative construction method** – Installing cable through the SAC using an alternative construction method. The alternative method posed within the ES entailed installing ‘trenches’ directly into the cliff, and affixing cables to the cliff within a ‘split pipe’ of ‘J-Tube’. This method has subsequently been revised following consultation with NRW undertaken post-submission (see below). Option 2 has been retained within the Rochdale envelope should HDD not prove achievable for engineering reasons, which cannot be determined until further studies have been undertaken post-consent. This option represents the ‘worst case’. The infrastructure required for Option 2 is shown in **Figure 2**.

5.9 Following consultation undertaken with NRW post-submission (see **Section 6**), the construction methodology and the project envelope for Option 2 was reviewed to minimise the potential impact on the SAC/SSSI as far as possible. The following key changes were made (full details of the construction methodology are found in the EclA Update (MDZ/A31.4)):

- **Micrositing:** The location of landfall has now been positioned to be within a very narrow band of the SAC to minimise the footprint on the designated habitat. At this location, the SAC is limited to the cliff face and does not include the grassland at the top of the cliff. Following receipt of the 2020 Botanical (NVC) Survey data ((MDZ/F10); see below) the route has been further microsited to the area of the available cliff face within the project envelope with the smallest percentage of vegetated sea cliff habitat and greatest percentage of bare cliff (approx. 50% of cliff). Further details of the micrositing undertaken to date – and further micrositing proposed to be undertaken in advance of construction – can be found Section 6.1.2 and Figure 2 of the EclA Update (MDZ/A31.4).
- **Avoidance:** The width of the working corridor has been reduced within sensitive habitats where possible, including a reduction of the working corridor within the SAC itself from 30m with up to 30m working width either side (a total of 90m wide potential impact width), to 7m with 2m working width either side (a total of 11m wide potential impact width). The revised construction footprint within the cliff is 510m<sup>2</sup>. This is a reduction of 88% on the original project footprint assessed in the ES. Following micrositing to route through as much bare cliff as possible (see above), this footprint is anticipated to be reduced by a further 50%. All wet and dry heath habitat has also already been avoided in the creation of the original Onshore Development Area presented in the ES.
- **Construction and maintenance methodology:** Previous methodology included the option for slots to be cut into the cliff-face, in which the J-tubes would be inserted. To minimise damage to the SAC, it is now proposed to drill the J-tubes to the cliff using bolt anchors, allowing the J-tubes to sit approximately 400mm away from the face of the cliff. Drilling of the J-Tubes will be undertaken using dust extraction equipment. At the cliff top, works within unimproved grassland habitats will be avoided as far as possible, with any stockpiles or storage taking place within poor semi-improved / improved grassland areas. Works are proposed to be undertaken directly on the cliff face or using crane mounted at the cliff top, outside the SAC. Measures will be put in place during construction of the J-tubes (such as handholds) to ensure maintenance activities (i.e. inspection and re-painting) can



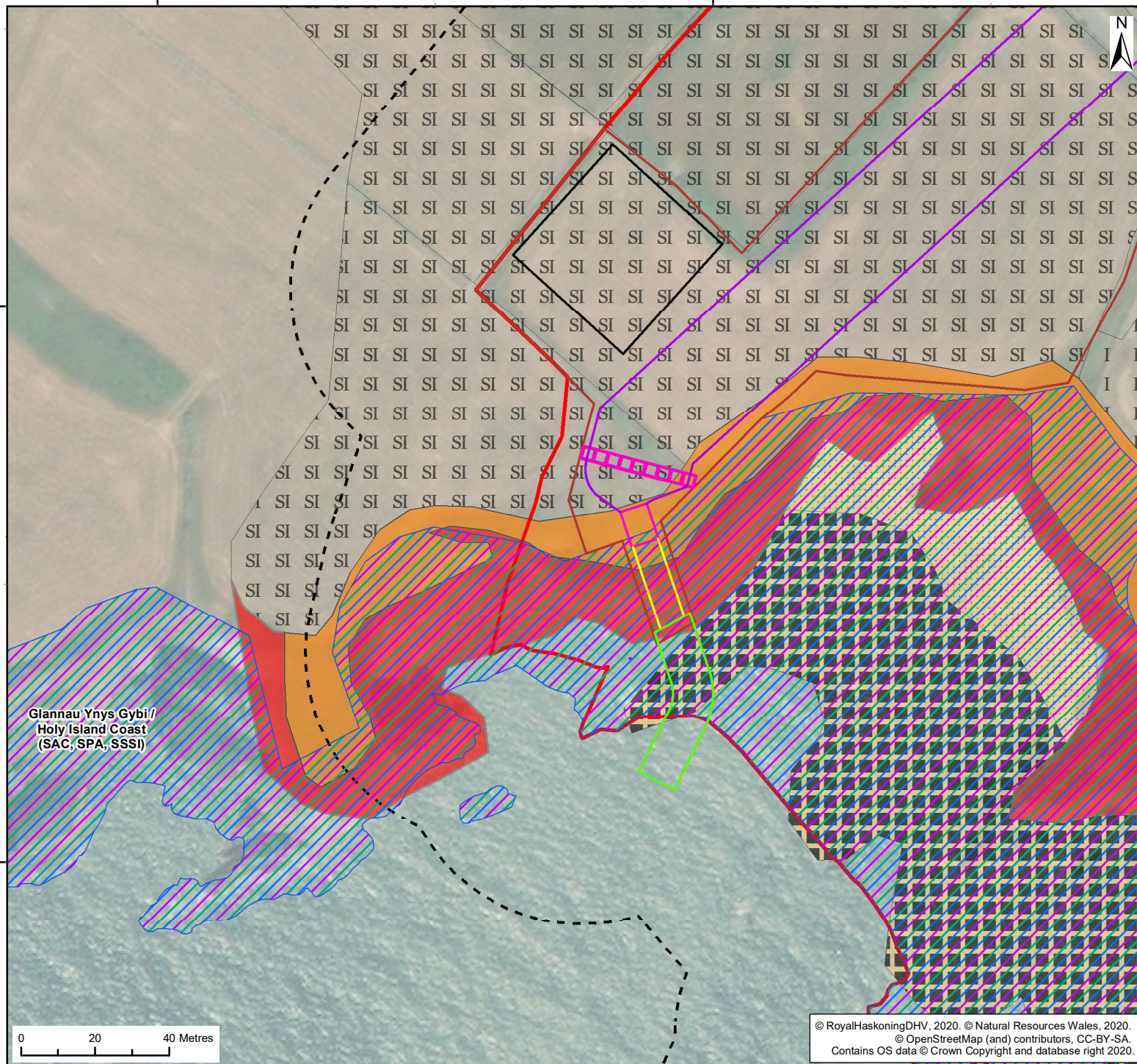
occur without touching the cliff to allow the recovery of the habitat within the working corridor without further disturbing it for maintenance.

221250

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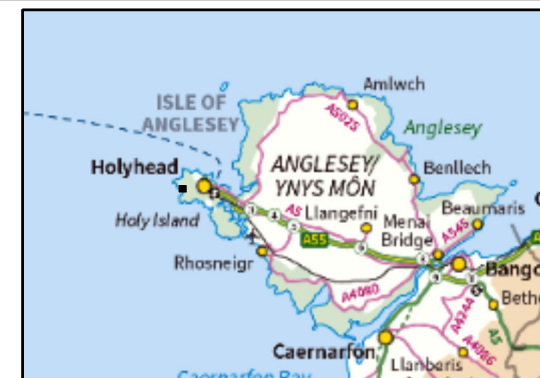
381600

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Legend:

- Onshore Development Area**
- Landfall Infrastructure**
- Limit of Temporary Rights
  - Envelope of Articulated Split Pipes (protected by concrete mattresses or rock bags)
  - Draw Pit Locations and Cable Chute
  - Location of J-Tubes
  - Satellite Site Compound
  - Envelope of Onshore Cable Trench
  - Onshore Study Area (50m Buffer)
- Special Protection Area (SPA)**
- Special Area of Conservation (SAC)**
- Site of Special Scientific Interest (SSSI)**
- Habitat Type**
- Improved Grassland
  - Poor Semi-Improved Grassland
  - Unimproved Neutral Grassland
  - Intertidal Mud/Sand
  - Intertidal Rocks/Boulders
  - Maritime Cliff and Slope

Client:



Project:



Title:

Location of infrastructure in relation to habitats and Glannau Ynys Gybi /Holy Island Coast SAC, SPA, SSSI

Figure: 2

Drawing No: PB5034-POE-019-008

Revision:	Date:	Drawn:	Checked:	Size:	Scale:
01	25/09/20	AB	SM	A4	1:1,500

Co-ordinate system: British National Grid



ROYAL HASKONINGDHV  
INDUSTRY & BUILDINGS  
2 ABBEY GARDENS  
GREAT COLLEGE STREET  
WESTMINSTER  
LONDON  
SW1P 3NL  
+44 (0)20 7222 2115  
www.royalhaskoning.co.uk



### Existing environment

- 5.10 The Annex I vegetated sea cliffs of the Atlantic (and Baltic) coasts habitat which is a primary reason for selection of the site, is noted within the SAC citation as comprising maritime heath with spotted rock rose *Tuberaria guttata* and extensive cliff-crevice and grassland communities (Glannau Ynys Gybi / Holy Island Coast SAC Standard Data Form (MDZ/F1)). The SSSI Core Management Plan expands on the botanic interest of the cliff and its supporting habitats, noting that the following notable plants are present within the site: “*The South Stack fleawort Tephrosia integrifolia subsp. maritima is not found anywhere else in the world and the nationally rare spotted rock-rose Tuberaria guttata occurs within the mosaic of heath and grassland communities above the cliffs, together with pale heath violet, Viola lactea. Other nationally scarce plant species on the cliffs include golden samphire, Inula crithmoides and the endemic rock sea-lavender Limonium britannicum subsp. celticum and L. procerum subsp. Procerum*”, in addition to a community of notable lichens (Golden hair lichen *Teloschistes flavicans*, Ciliate strap lichen *Heterodermia leucomelos*, *Cladonia peziziformis*) (Glannau Ynys Gybi / Holy Island Coast SSSI Core Management Plan (MDZ/F2)).
- 5.11 Baseline data for the onshore project area was gathered from the following data sources:
- Cofnod biological records searches (April & July 2018);
  - Initial Phase 1 habitat Survey (April / May 2018); and
  - Extended Phase 1 habitat Survey (September - November 2018).
- 5.12 From these data sources, it was determined that the following habitats were present in the vicinity of the SAC:
- **Unimproved neutral grassland** – not widespread within the onshore project area and generally limited to small patches of maritime grassland on steeper slopes and along the top of cliffs in the west part of Holy Island (Abraham’s Bosom, where landfall will take place) and at the top of the small cliffs to the south of the road between South Stack and Trearddur Bay. This unimproved grassland has the character of maritime grassland, supporting cock’s-foot *Dactylis glomerata*, Yorkshire fog *Holcus lanatus* and red fescue *Festuca rubra*, with occasional sorrel *Rumex acetosa*, bladder campion *Silene vulgaris*, spring squill *Scilla verna*, primrose *Primula vulgaris*, common scurvy grass *Cochlearia officinalis*, and wild carrot *Daucus carota*. The majority of the grassland within the onshore project area is species-poor semi improved grassland, supporting a high proportion of perennial rye grass *Lolium perenne* and few other species.
  - **Vegetated cliff habitat** – The sea cliffs around South Stack and the Range in the western part of Holy Island support a diverse vegetation community including thrift *Armeria maritima*, primrose, sea beat, sea squill, common scurvy grass, bladder

campion, kidney vetch *Anthyllis vulneraria*, buck's-horn plantain *Plantago coronopus*, western gorse, and blackthorn *Prunus spinosa* scrub.

- 5.13 **Figure 2** shows the location of these habitats with respect to the onshore development area. This Figure has been derived from the information presented within the ES Volume 2 (Figures) – Chapter 19 Onshore Ecology (MDZ/A26.8).
- 5.14 Since submission of the ES, further baseline information has been gathered with respect to the habitats in the vicinity of the cliff. Following consultation with NRW a Botanical (NVC) survey was undertaken in June 2020 using drone and rope-access (MDZ/F10).
- 5.15 The Botanical (NVC) survey covered the SAC and its adjacent habitats, and recorded the plant communities and notable species (including lichens) found within this extent, searching in particular for species noted within the SAC citation, SSSI assemblage and other species identified by NRW<sup>2</sup>.
- 5.16 The survey results identified the following communities which are all listed on the Annex 1 designation:
- MC1 *Crithmum maritimum*-*Spergularia rupicola* maritime rock-crevice community;
  - MC1b *Inula crithmoides* sub-community;
  - MC5 *Armeria maritima*-*Cerastium diffusum* ssp. *diffusum* maritime therophyte community; and
  - MC8 *Festuca rubra*-*Armeria maritima* maritime grassland community.
- 5.17 MC1 and MC1b were recorded on thinner and eroding soils and include the SSSI listed species. MC5 and MC8 was recorded on denser and more established vegetation. The top of the cliff was recorded as W22 *Prunus spinosa*-*Rubus fruticosus* community – a scrub habitat which is not listed on the Annex 1 designation. The base of the cliff was found to be bare rock.
- 5.18 Key target species identified in consultation with NRW (spotted-rock rose, spatulate fleawort, golden hair lichen and ciliate strap lichen) were not recorded during the survey. Two species from the SSSI citation (golden samphire and species of the rock sea-lavender aggregate) were recorded primarily within the MC1b community on the lower part of the cliff face, and also, to a lesser extent, in the MC1 community.
- 5.19 Following completion of the survey, NRW have reviewed the Botanical (NVC) survey report and responded on 31 July 2020, stating that “*We consider that it provides a competent description of the vegetation of the cliff face given the difficulties of surveying a cliff.*” (NRW 31 July 2020 pers. comm., Appendix 17).

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<sup>2</sup> NRW 21/22May 2020 pers. comm., see also Morlais – Botanical Survey of cliff vegetation. BSG Ecology. June 2020. (MDZ/F10).

### *Impacts*

- 5.20 The impacts considered here relate to those assessed within Chapter 19 of the ES and the subsequent EclA Update. For effects upon the integrity of the Glannau Ynys Gybi / Holy Island Coast SAC as detailed in the Information to Support Habitats Regulations Assessment Report (MDZ/A27.11), see **Section ‘Habitats Regulations Assessment’**.

### *Construction*

- 5.21 Within the ES, the potential impacts upon the SAC/SSSI in each of the two construction options were assessed as follows:
- **Option 1: HDD** – HDD entry and exit pits will be located outside (and a minimum 10 m from) sensitive coastal habitats, and as such no impact was predicted. Indirect effects arising from dust generation from earthworks (high risk), during other construction activities (low risk) and trackout from Heavy Goods Vehicles (HGV) movements (medium risk) would be managed through adherence to best practice dust minimisation and suppression methods as recommended by the Institute of Air Quality Management (IAQM), including creation of a Dust Management Plan.
  - **Option 2: Alternative construction method** – trenching through a narrow coastal strip will involve disturbance and temporary habitat loss of up to 31,700 m<sup>2</sup> of the SAC/SSSI, of which 14,050m<sup>2</sup> comprise neutral grassland and maritime cliff and slope habitat which contributes to the ‘Vegetated sea cliffs of the Atlantic and Baltic Coasts’ feature of the SAC. The footprints equate to approximately 0.07 % and 0.032% of the designated site area respectively (with the latter equivalent to 1.27% of the Vegetated sea cliffs of the Atlantic and Baltic Coasts’ feature within the SAC). This impact, as an impact of medium magnitude on a high importance receptor, was concluded to be of major adverse significance without mitigation (see **Section ‘Mitigation’** below).
- 5.22 Following amendments to the project envelope and construction methodology made after consultation with NRW post-submission (see **Section 6**), including input from the Botanical (NVC) Survey conducted in June 2020 (MDZ/F10) the impact assessment was revisited. The potential impacts upon the SAC/SSSI in each of the two construction options are now assessed as follows:
- **Option 1: HDD** – HDD entry and exit pits will be located outside (and a minimum of 220 m from) sensitive coastal habitats, and as such **no impact** was predicted.
- Indirect effects arising from sediment runoff from stockpiles of excavated material during the HDD activities, potentially contaminating or smothering highly sensitive maritime grassland and cliff habitats at the coast, were assessed as **minor adverse** without mitigation due to the localised scale but high importance of the habitats (see mitigation and revised impact in **Sections ‘Mitigation’** and **‘Impact assessment summary (following mitigation)’** below).

- **Option 2: Alternative construction method** – trenching through a narrow coastal strip will involve disturbance and temporary habitat loss of up to 510 m<sup>2</sup> of the SAC/SSSI (of which neutral grassland: 162m<sup>2</sup>, vegetated cliff: 341m<sup>2</sup>, and intertidal habitat: 7m<sup>2</sup>), of which 330m<sup>2</sup> will be lost in the long term (for the life of the project plus recovery time). The refined footprints equate to a temporary loss of 0.046% of the Annex I Vegetated sea cliffs of the Atlantic and Baltic Coasts habitat, of which 0.029% will be subject to impacts in the long term (i.e. for the project lifetime (40+ years) plus recovery). The temporary loss of habitat is determined to be recoverable in the long term, and does not give rise to loss of the key species which constitute the uniqueness of the vegetated sea cliff habitat within the SAC. The temporary habitat loss gives rise to an impact of **minor adverse** significance, which is not significant in EIA terms. Furthermore, following the micro-siting undertaken based on the 2020 Botanical (NVC) Survey data, the actual area of Annex 1 habitats directly affected is now approximately 50% of the previous footprint, i.e. 255m<sup>2</sup>, of which 165m<sup>2</sup> will be lost in the long term, equating to 0.023% and 0.015% Annex I Vegetated sea cliffs of the Atlantic and Baltic Coasts' habitat respectively.

As per Option 1, indirect effects arising from sediment runoff from stockpiles of excavated material during the HDD activities, potentially contaminating or smothering highly sensitive maritime grassland and cliff habitats at the coast, were assessed as **minor adverse** without mitigation (see mitigation and revised impact in **Section 'Mitigation'** and **'Impact assessment summary (following mitigation)'** below) due to the localised scale but high importance of the habitats. As noted earlier, construction activities are anticipated to give rise to potential construction dust effects upon qualifying habitats of the SAC/SSSI, which are also minor adverse significance without mitigation.

#### *Operation and decommissioning*

- 5.23 Potential impacts anticipated to arise during operation and decommissioning were also assessed as part of the ES and post-submission EclA Update.
- 5.24 The key potential impacts anticipated to arise during these project phases are summarised under the construction impact assessment. In short, the maintenance programme for the project comprises inspections every 5 years of the project's operational life. As noted above, a design amendment is described in the EclA Update to include handholds on the J-Tubes to remove the need for routine maintenance to require direct interaction with the cliff face. There may be a shading or a sheltering effect which might lead to the growth of different plants, not normally part of the vegetated sea cliff community but as the cliff faces a sunny south-west aspect effects of shading are likely to be limited in extent. There will be, at worst case, loss of epilithic lichens within the whole footprint, an impact of **minor adverse** significance.
- 5.25 Decommissioning is assumed to entail, as a worst case, the same impacts as construction, and to be subject to the same mitigation where applicable. These potential effects have been factored into the footprints described in respect of construction.

## Mitigation

- 5.26 Mitigation, both embedded as part of the design and as additional construction mitigation, was included within the ES and the EclA Update in order to ensure that impacts with respect to the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC are at most of minor adverse significance, and therefore not significant in EIA terms or an likely to give rise to an AEOL of the SAC. This mitigation was consulted on with stakeholders during the EIA process, including through reviews of the EclA Update (MDZ/A31.4) in 2020.
- 5.27 Mitigation follows the mitigation hierarchy, in terms of seeking to avoid impacts in the first instance, then where this not possible to seeking to minimise impacts. For the onshore development area, the mitigation hierarchy followed will be as follows:
- i. Use HDD to avoid direct impacts on the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC. Mitigate the residual indirect impacts through appropriate dust and sediment management measures (see below);
  - ii. Where avoidance is not possible through HDD (for reasons set out in CPO Proof of Evidence), seek to minimise the area of vegetated sea cliff directly affected through micro-siting;
  - iii. Manage residual direct impacts after micro-siting through the use of appropriate construction techniques, controlled by construction environmental management plans (see below). Mitigate the indirect impacts through appropriate dust and sediment management measures (see below).
- 5.28 The mitigation, following this hierarchy, is outlined in **Table 1**. This mitigation is to be secured through planning conditions; the relevant draft planning condition references are provided alongside the additional mitigation in **Table 1** below:

**Table 1: Mitigation with respect to Glannau Ynys Gybi / Holy Island Coast SSSI/SAC**

Mitigation	Embedded / additional mitigation	Draft Planning Condition
<b>Use HDD techniques for cable installation under the cliff</b> – to avoid direct impacts on the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC.	Embedded within design	3b
<b>Pre-construction survey</b> – following NRW comments on the ES, a pre-construction survey of the cliff face within the SAC/SSSI – the 2020 Botanical (NVC) Survey – was commissioned in order to ensure that the sensitive areas of the site can be micro-sited around, where possible, and to further understand the sensitivity of the area of the site affected.	Embedded within design	9h

Mitigation	Embedded / additional mitigation	Draft Planning Condition
<b>Engineering design and micrositings</b> – as outlined above, the project design has been reviewed during the consenting process and post-submission to select the narrowest point of the SAC to cross, and to select the least impactful feasible engineering design for Option 2 (J-tube installation).	Embedded within design	3b
<b>Ecological Action Plan (EAP)</b> – all mitigation measures detailed within the ES and EclA Update will be secured within an EAP, which will be submitted to IoACC, NRW and other stakeholders for agreement post-consent. The EAP will be monitored and audited during construction by an Ecological Clerk of Works (ECoW). The EAP will include, amongst others, measures to minimise the loss of propagules within the working width during construction.	Additional	3i
<b>Code of Construction Practice (CoCP) and Pollution Prevention Management Plan (PPMP)</b> – will contain details of measures to limit the potential for dispersal and accidental releases of potential contaminants, soil derived dusts and uncontrolled run-off to occur during construction. The CoCP and the PPMP will adhere to all relevant legislation and industry good practice guidance as detailed in NRW's series of Sector Guidance Notes (SNG) and Technical Guidance Notes (TNG) to advise operators on standards for operational and environmental performance.	Additional	3, 4
<b>Soil Management Plan and Turf Management Plan</b> – will contain details of soil and turf management adopted during construction, especially within neutral grassland habitats within (and outwith) the SAC/SSSI boundary.	Additional	<i>To be included within CoCP (Condition 3)</i>
<b>Dust Management Plan</b> – developed in line with <i>Guidance on the assessment of dust from demolition and construction</i> <sup>3</sup> and will include best-practice measures with respect to dust management during construction, applicable for both vegetated sea cliff and lowland heath habitat within 50m of the onshore development area. This will include the commitment to the use of dust extraction equipment during drilling works on the cliff face, the monitoring of dust levels (either by ECoW or via monitoring gauges), where appropriate an agreed threshold beyond which further action	Additional	3e

<sup>3</sup> Institute of Air Quality Management (IAQM) (2014) Guidance on the assessment of dust from demolition and construction



Mitigation	Embedded / additional mitigation	Draft Planning Condition
must be undertaken, details of further mitigating actions (e.g. damping down cliff dust) and monitoring responsibilities.		
<b>Invasive Non-Native Species Management Plan</b> – will contain details of measures for managing the spread of Japanese knotweed, pink sorrel and other invasive non-native species during construction, to meet the SAC's conservation management plan of minimising the risk of reducing invasive non-native species into the SAC. This will include measures to eradicate identified areas of these species prior to construction.	Additional	3h

- 5.29 Further details of the typical measures which will be included in these plans are provided in the EcIA Update (MDZ/A31.4).

*Enhancement*

- 5.30 Should Option 2 be selected, noting NRW's concerns regarding the short / medium term recoverability of the vegetated sea cliff habitat, Menter Môn is proposing to enter into a biodiversity net gain initiative with NRW for habitats in and around the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC. Based on NRW advice received to date, this is anticipated to involve restoration of areas of improved or semi-improved grassland to maritime grassland / lowland heath along the top of the cliff to enhance the coastal ecosystem allowing the development of a more natural transitional zone between vertical cliff and more level grassland / heathland. The details of this would be agreed with NRW and Menter Môn through the EAP post-consent.

*Habitats Regulations Assessment*

- 5.31 In addition to consideration of the impact on the SSSI/SAC in EIA terms, consideration of the potential effect upon site integrity of the SAC was undertaken as part of the application.
- 5.32 For Option 2, when drawing the conclusion regarding whether or not the scale of impacts constitutes an AEOL of a European site, reference has been made to the existing case law regarding what constitute de minimis when considering small scale effects on SAC qualifying habitats.
- 5.33 The area of vegetated sea cliffs habitat directly affected by the Project comprises 0.029% of the feature affected in the long term, plus 0.016% of the feature affected in

the short term (0.046%<sup>4</sup> in total), which falls both within the range for existing UK SoS decisions which have concluded no AEOL (0.00153% - 0.056%), and decisions which have concluded AEOL (0.01% - 1.79%). This demonstrates that, based on existing decisions, it would be reasonable to conclude that such a loss could be determined de minimis, depending on the other circumstances of the case. Previous cases demonstrate that the key factors in individual cases as to an AEOL decision is not footprint size alone, but is the consideration of the rarity, location, distribution, vulnerability to change and ecological structure of the habitat affected, and whether or not the effects on these factors can be identified as small in scale.

5.34 As summarised in **Section 'Case law'**, there are some key conclusions from existing UK SoS decisions about what constitutes an effect which is of sufficiently small scale to be considered unlikely to give rise to AEOL of a European site which are relevant to the project. The key conclusion from the case law are:

- The **Norfolk Vanguard 2020** and **Hornsea Project THREE 2020** cases indicate that a temporary loss of 0.26-1.4% of SAC Annex I habitat (sandbanks) would not give rise to AEOL on the SAC if temporary effects do not affect wider ecological processes within the habitat, are small in comparison the functioning of such ecological processes, are contained within the boundaries of the site, do not change other aspect of wider habitat composition. This is significantly above the 0.046% (0.051ha) of vegetated sea cliff habitat affected by the Morlais project.

In addition, the case for Norfolk Vanguard 2020 and Hornsea Project THREE 2020 shows how small-scale long term temporary effects (i.e. of 0.002-0.01% of Annex I habitat within the SAC), which are recoverable at the end of the lifetime of the project, as is the case for the Morlais project, can be considered to result in no AEOL on the basis that the removal of infrastructure at the end of the projects' lifetime is secured.

- The **Walney Offshore Wind Farm 2014** case indicated that a temporary loss of 0.41% of SAC intertidal mudflat habitat (2.46ha) would not give rise to AEOL as the area of impact would be small relative to the SAC, the physical habitat will recover, there will be no loss of supporting habitat, allowing invertebrate infauna to recolonize and recover. This is significantly above the 0.046% (0.051ha) of vegetated sea cliff habitat affected by the Morlais project, and indicates that the long-term, temporary loss associated with the Morlais project is within potential acceptable limits, assuming the criteria in terms of rarity, location, distribution, vulnerability to change and ecological structure of the habitat affected are met (discussed further below).
- The **Able Marine Park 2013** case indicated that a permanent loss of 0.33% of intertidal mudflat would not give rise to AEOL as the loss of ecological function would be small, and that the habitats are types that are found over a wide area. Again, this is significantly above the 0.046% (0.051ha) of vegetated sea cliff habitat affected by the Morlais project. The fact that this case covers permanent effects

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<sup>4</sup> Difference in the % calculated are due to rounding.

also highlights that the duration of temporary effects, including those temporary effects which occur over the long term can be acceptable, such as is the case for the 0.029% of the SAC feature affected for the duration of the Morlais project.

- The **Gilwerne to Hafodyrynys pipeline 2012** case indicated that that a temporary loss of 0.28% of SAC European dry heath habitat (1ha) would not give rise to AEOI as the habitat would be able to recover over a reasonable time period (1-2 years) following temporary affects. This loss is again significantly above the 0.046% (0.051ha) of vegetated sea cliff habitat affected by the Morlais project. As discussed below, as a dynamic environment, vegetated sea cliff is anticipated to be able to recover following the operation of the project for the 0.029% of the SAC feature affected in the longer term.
- The **Construction of new hard surfaced path at Henborth 2019** decision indicated that there is a threshold accepted by IoACC (as advised by NRW) below which effects on the qualifying features of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC will not give rise to LSE on the SAC. In this case, small-scale works directly affecting a 1m-wide strip of the SAC, which is subject to existing disturbance from pedestrian users but which potentially supports Annex I European Dry Heaths habitat, is determined to not give rise to LSE. Small-scale indirect effects which may occur on adjacent habitats are also determined not give rise to LSE. In addition, the decision of no LSE is not based on field survey data of the habitats in question.

5.35 As noted above, as the scale of the temporary effects on the SAC which arise during the project's construction and operation is below the level which has been considered on other projects, subject to a satisfactory case that the rarity, location, distribution, vulnerability to change and ecological structure of the habitat affected would not in themselves give rise to AEOI. In relation to these criteria, the Information to Support Habitats Regulation Assessment (MDZ/A27.11), ES Chapter 19 (MDZ/A25.19) and the subsequent EcIA Update (MDZ/A31.4) have noted the following with respect to the effects identified:

- The 2020 Botanical (NVC) Survey (MDZ/F10) found no evidence of the four key species identified by NRW (as cited in the site Core Management Plan (MDZ/F2)) as of key importance for the SAC within the working footprint;
- The vegetated sea cliff habitat is by its nature a dynamic ecosystem, comprised of pioneer species and early establishers of disturbed ground, and is situated on a substrate which is active and prone to infrequent collapse. Although the habitat is marginal and therefore prone to easy damage, it is also recoverable. As such, assuming that the surrounding habitats integrity is maintained, the recovery prospects for the cliff face habitat from disturbance are positive in the long term; and
- The area affected is a narrow strip (maximum 11m-wide), and is considered unlikely to prevent the seed dispersal pattern or habitat connectivity across the working area, thus not affecting the overall ecosystem function beyond the habitat directly affected.

- 5.36 In light of these factors, the effects predicted are considered unlikely to affect the overall functioning of the Annex I vegetated sea cliff habitats outside of the small scale localised area directly affected by the works, and for that effect to be temporary for the duration of the project and reversible in the long term. Therefore, the project concludes no AEOL of the SAC.

*Impact assessment summary (following mitigation)*

- 5.37 Following implementation of the mitigation committed to above, residual impacts on the vegetated sea cliff habitat of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC are predicted to be as follows:

- **Option 1: HDD**

- Direct impacts (loss of habitat): **no impact**
- Indirect impacts (arising from sediment runoff, dust release): reduced to **negligible**.
- Impacts assessed as having no AEOL on the SAC.

- **Option 2: Alternative construction method**

- Direct impacts (loss of habitat): **minor adverse**, not significant in EIA terms
- Indirect impacts (arising from sediment runoff, dust release): reduced to **negligible**.
- Impacts assessed as small scale (<0.046% of habitat type within the SAC) and not considered critical to the survival or prospects of the site and its key features over the long term, and are therefore considered de minimis and unlikely to give rise to an AEOL of the SAC.

**Other impacts**

- 5.38 In addition to impacts upon the Annex I Vegetated sea cliffs of the Atlantic and Baltic Coasts and unimproved neutral grassland habitats of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC, the ES Chapter 19 (MDZ/A25.19) and EclA Update (MDZ/A31.4) carried out a full Ecological Impact Assessment in line with the CIEEM *Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine* and provided a complete Information to Support Habitats Regulations Assessment report. Through the assessment presented in the ES and subsequently updated in the EclA Update following further consultation with NRW post-consent, and following mitigation commitments all impacts have been reduced down to a non-significant level in EIA terms. A summary of the impacts considered, and the mitigation committed to are provided below.

- 5.39 The potential impacts assessed in the ES and the EclA Update are as follows:

- 5.40 During Construction:

- Impacts to statutory designated nature conservation designated sites (Glannau Ynys Gybi / Holy Island Coast SSSI/SPA/SAC, Tre Wilmot SSSI, Beddmanarch-Cymryan SSSI) (see **Section ‘Vegetated sea cliff habitat, qualifying feature of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC’**);
- Impacts to non-statutory designated nature conservation designated sites (local wildlife sites, ancient woodlands, south stacks RSPB reserve, breakwater country park);
- Habitat loss and fragmentation (grasslands, hedgerows and trees, lowland fen and reedbed, open mosaic habitat, cloddiau);
- Habitat loss, disturbance or killing of the following legally protected or notable species:
  - otter;
  - water vole;
  - red squirrel;
  - badger;
  - bats (roosting and foraging / commuting);
  - reptiles;
  - great crested newts;
  - birds (seabirds, Chough, raptors, passerines and other species);
  - invertebrates;
- Damage to notable plant species; and
- Spread of invasive non-native species.

5.41 During operation:

- Impacts to statutory designated nature conservation designated sites (Glannau Ynys Gybi / Holy Island Coast SSSI/SPA/SAC);
- Disturbance to foraging and commuting routes for bats;

5.42 During decommissioning:

- Similar impacts to those described during construction.

### ***Worst case***

5.43 A realistic worst-case scenario was used for the assessment of these potential impacts. For onshore ecology, the worst-case scenario includes parameters for the following elements of onshore infrastructure, required for construction of the project:

- Landfall;
- Landfall Substation;
- Onshore cable route;
- Switchgear building; and
- Grid connection substation.

### ***Impacts***

5.44 The ES, as updated by the EclA Update, concluded that, following the implementation of embedded mitigation and additional mitigation measures, impacts of at worst minor adverse significance would have potential to occur on any receptors, whether alone or cumulatively with other projects during construction, operation and decommissioning of the project.

5.45 Minor adverse impacts were predicted to arise following mitigation on the following receptors during construction and decommissioning (negligible impacts or no impact was predicted on all other receptors considered within the EclA):

- Impacts to the Glannau Ynys Gybi / Holy Island Coast SSSI/SPA/SAC (see **Section 'Vegetated sea cliff habitat, qualifying feature of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC'**);
- Impacts to local wildlife sites;
- Impacts to grasslands, hedgerows and trees, lowland fen and reedbed, open mosaic habitat and cloddiau habitats;
- Habitat loss, disturbance or risk of killing or injuring badgers, reptiles, birds;
- Impacts to notable plants; and
- Spread of invasive non-native species.

### ***Mitigation***

5.46 Mitigation, both embedded as part of the design and as additional construction mitigation was included within the ES and the EclA Update in order to ensure that these impacts are at most of minor adverse significance, and therefore not significant in EIA terms. This mitigation was consulted on with stakeholders during the EIA

process, including through reviews of the EcIA Update in 2020. The key mitigation is set out in **Table 2**:

**Table 2: Mitigation with respect to other receptors**

Mitigation	Embedded / additional mitigation	Draft Planning Condition
<b>Route refinement</b> – during the project's site selection, ecological receptors were avoided where possible, including avoiding designated sites for nature conservation as far as possible, keeping all infrastructure at least 15m from ancient woodlands and veteran trees, and avoiding other sensitive habitats (water bodies, watercourses, trees, agricultural ditches, hedgerow and cloddiau crossings) where possible.	Embedded	N/A
<b>Engineering design</b> – during the project's design development, the design has been reviewed and modified at the crossing of the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC to minimise the potential impacts on the interest features associated with this site, as described in <b>Section 'Design envelope and construction methodology'</b> . In addition, hedgerows of importance will be crossed by trenchless methods.	Embedded	3b
<b>Replanting</b> – a commitment has been made by the project to reinstate any habitat that has been removed using native species of local provenance matching the existing habitats as soon as practicably possible, with consideration of additional species to enhance diversity as appropriate.	Embedded	3g, 6
<i>In addition to these commitments, the project has also committed to developing construction management documents in consultation IoACC. These documents also cover mitigation for other ecological receptors and comprise:</i>		
<b>EAP</b> – all mitigation measures detailed within the ES and FEI will be secured within an EAP. The EAP will be monitored and audited during construction by an ECoW.	Additional	3i
<b>CoCP and PPMP</b> – will contain details of measures implemented to reduce the risk of impacts from indirect effects (e.g. sediment / pollutant runoff) on sensitive habitats. An Outline CoCP (MDZ/A14) and an Outline PPMP (MDZ/A15) were provided within the application.	Additional	3, 4

Mitigation	Embedded / additional mitigation	Draft Planning Condition
<b>Soil Management Plan</b> and <b>Turf Management Plan</b> – will contain details of soil and turf management adopted during construction, especially within sensitive grassland habitats identified during the EIA.	Additional	<i>To be included within CoCP (Condition 3)</i>
<b>Invasive Species Management Plan</b> – will contains details of measures for managing the spread of Japanese knotweed and other invasive non-native species during construction. An Outline Invasive Non-Native Species Management Plan was provided within the application.	Additional	3h
<b>Notable plants</b> – measures for the pre-construction survey and protection of notable plants species wild leek <i>Allium ampeloprasum</i> and the small-flowered catchfly <i>Silene gallica</i> will be included within the EAP.	Additional	3i, 9 ( <i>pre-construction surveys</i> )
Additional mitigation measures are committed to within the ES and EclA Update for all receptors considered within the EIA (with the exception of invertebrates, where a negligible impact is predicted prior to mitigation).  This mitigation includes provision for pre-construction surveys, toolbox talks, sensitive lighting management, precautionary methods of working, sensitive storage of materials, provision of a habitat reinstatement plan for selected habitats (e.g. hedgerows), delineation of root protection areas and delineation of sensitive areas of habitats within the works area.	Additional	9 ( <i>pre-construction surveys</i> )

5.47 No EPS licences are proposed to be sought for the works, although pre-construction surveys for EPS are proposed within the ES, and should EPS be found during these then EPS licences would be sought from NRW. A licence to disturb badgers will be required for the works to proceed, and this will be sought from NRW post-consent.

## 6. Relevant representations

6.1 Since submission of the ES, further consultation has been held with NRW and RSPB regarding the content of the ES. The following consultation has been undertaken between December 2019 and October 2020:

- First Onshore Ecology Technical Working Group (December 2019);
- NRW Consultation Response - NRW comments on TWAO and Marine Licence Application received 05 November 2019 (REP005);



- RSPB Consultation Response - RSPB comments on TWAO and Marine Licence Application received 05 November 2019 (OBJ086);
- Second Onshore Ecology Technical Working Group (February 2019);
- NRW comments on first draft of EclA Update received 19 March 2020 (see Appendix 16);
- NRW comments on second draft of EclA Update received 18 May 2020 (FEI\_REP004);
- NRW comments on Pre-construction Botanical (NVC) Survey Report received 31 July 2020 (see Appendix 17);
- NRW comments on information submitted to date provided as part of comments on Marine Licence Additional Information received 18 September 2020 (ML001 (FEI));
- North Wales Wildlife Trust (NWWT) comments provided with their Statement of Case received 18 September 2020 (MDZ/N11);
- Cliff Ecology Meeting (NRW / Menter Môn) (October 2019).

6.2 Following the First Onshore Ecology Technical Working Group, NRW, RSPB and IoACC circulated comments on the ES. These comments were subsequently addressed through the provision of the EclA Update, provided to NRW in February 2019, and in a response to comments on the EclA Update, provided in August 2020 and again in September 2020. Formal comments have not yet been received regarding the third draft of the EclA Update (MDZ/F9), circulated for comment on 18 September by Menter Môn, nor on the fourth draft of the EclA Update (MDZ/A31.4), circulated on 19 October 2020.

6.3 Menter Môn have taken on board the comments raised, and sought to address them as far as possible through design refinements, updates to the EIA and further survey work post-submission. A summary of the key comments, and the actions Menter Môn has undertaken in response, are summarised in **Table 3** below. A detailed table of all onshore ecology NRW, RSPB and IoACC comments and Menter Môn's responses can be found in Section 4 of the EclA Update (MDZ/A31.4).

**Table 3: Key comments raised in response to ES**

Comment (summarised)	Menter Môn response
Insufficient project information for Option 2 within the ES;	Details of the design and outline construction methodology for Option 2, as far as this information can be identified prior to detailed design undertaken post-consent, has been provided in the EclA Update (MDZ/A31.4).
Concern that Option 2 will give rise to effects on site integrity of	As outlined in <b>Section 'Vegetated sea cliff habitat, qualifying feature of the Glannau Ynys Gybi / Holy</b>

Comment (summarised)	Menter Môn response
the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC, especially in terms of duration of effects, habitat recovery, grassland turf management and INNS [ <i>invasive non-native species</i> ];	<b>Island Coast SSSI/SAC</b> , the design and construction methodology for the project has been reviewed and amended post-submission, including a significant (88%) reduction in the onshore project area within the SAC, micro-siting of the onshore project area through the narrowest section of the SAC and the section with the smallest area of qualifying habitat possible, and amending the construction methodology to reduce the interaction with the cliff face during construction and operation. The project design worst case presented in the EcIA Update (MDZ/A31.4) is not considered to give rise to AEOL of the SAC nor significant impacts in EIA terms.
An assessment of indirect effects from drilling under Option 2 is required (dust / lubricant release);	An assessment of indirect effects arising from sediment runoff, dust emissions and pollutant release is considered within the EcIA Update (MDZ/A31.4), and the project design worst case presented is not considered to give rise to AEOL of the SAC nor significant impacts in EIA terms. Mitigation measures to be agreed in the CoCP, PPMP and Dust Management Plan post-consent, as secured through planning conditions, are proposed to manage the residual effects from these sources. Further information and commitments in terms of spoil generation, spoil management measures, dust extraction and monitoring are detailed in the EcIA Update (MDZ/A31.4) to demonstrate how these effects will be mitigated.
Further mitigation for hedgerow / cloddiau crossings;	Trenchless methods will be now employed to cross under cloddiau to avoid direct impact to these features. Pre-construction, an assessment will be made of all hedgerows to be crossed. Following this assessment, those hedgerows of ecological, landscape, heritage or other importance will be crossed using trenchless methods.
Concern regarding lighting levels at the onshore substation;	Lighting will be designed in accordance with Bats and Artificial Lighting in the UK <sup>5</sup> .

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<sup>5</sup> Bat Conservation Trust (BCT) and Institute for Lighting Professionals (ILP) (2018) Bats and artificial lighting in the UK. Bats and the Built Environment series. Guidance Note 08/18.

Comment (summarised)	Menter Môn response
A pre-construction Botanical (NVC) survey of the SAC habitats is required;	As outlined in <b>Section 'Existing environment'</b> , a Botanical (NVC) Survey was conducted in June 2020 and the findings have informed further micro-siting of the onshore infrastructure.  NRW have since reviewed the Botanical (NVC) Survey report and responded on 31 July 2020, stating that <i>"We consider that it provides a competent description of the vegetation of the cliff face given the difficulties of surveying a cliff."</i>
Invasive non-native species are present near the working area and need to be managed appropriately;	Invasive non-native species will be managed through an Invasive Non-Native Species Management Plan (secured via planning condition), which will include measures to eradicate known stands of such species <u>prior</u> to construction.
Notable plant species (including wild leek and small-flowered catchfly) must be properly considered within the assessment.	Measures for the pre-construction survey and protection of notable plants species wild leek <i>Allium ampeloprasum</i> and the small-flowered catchfly <i>Silene gallica</i> are detailed in the EcIA Update (MDZ/A31.4) and will be included within the EAP.

6.4 Full comments and the response can be found in the EcIA Update (MDZ/A31.4) and the Statement of Common Ground (SoCG) with NRW (MDZ/L6).

## 7. Conclusions

7.1 The ES, as updated by the EcIA Update in 2020, concluded that no significant impacts (in EIA terms) and AEOI of the Glannau Ynys Gybi / Holy Island Coast SAC were predicted to arise from the construction, operation and decommissioning of the project, either alone or in combination with other projects.

7.2 Mitigation, both embedded and additional mitigation during construction, has been proposed within the ES and EcIA Update to reduce the potential impacts on onshore ecological receptors down to this level. Embedded mitigation includes changes to the project's design made during the EIA process, including measures with respect to the trenching option through the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC, should this method be required if the preferred option of HDD is not possible. Additional mitigation measures include the provision of a series of post-consent surveys and management plans, which will be submitted to NRW and other stakeholder for submission and agreement.

## **8. Summary proof**

### **Introduction**

- 8.1 My name is Gordon Campbell. I am a Senior Ecologist with Royal HaskoningDHV, and a Chartered Environmentalist (CEnv). I am a Member of the Institute of Environmental Management and Assessment (MIEMA), as well as an Associate of the Chartered Institute of Ecology and Environmental Management (ACIEEM). I have an MSc in Environmental Technology (Ecology) and a BA (Hons) in Geography. I also have nine years' experience of undertaking Environmental Impact Assessment (EIA) and Habitats Regulations Assessment (HRA) for UK infrastructure projects, including for onshore export cables for over 10 offshore renewable energy projects in North Wales, East Anglia and the North of England. This Proof of Evidence has been prepared by myself and represents my true and professional opinion, based on my knowledge and experience in accordance with the guidance of my professional institute.
- 8.2 Royal HaskoningDHV undertook the Ecological Impact Assessment presented in Chapter 19 of the Environmental Statement (ES) (MDZ/A25.19). Post-submission of the ES, since February 2020 I have led the development of the updated onshore ecology assessment (herein the 'EcIA Update') (MDZ/A31.4), and the concurrent consultation with Natural Resources Wales (NRW) on issues considered within the EcIA Update.
- 8.3 This is a summary of the Onshore Ecology (i.e. Biodiversity) Proof of Evidence which has been provided by Menter Môn Morlais Limited (Menter Môn) in support of the application. The Proof of Evidence addresses potential impacts on onshore ecological receptors (international, national and locally designated sites for nature conservation, designated habitats, and projected and notable species), which may arise during the construction, operation and decommissioning of the project.
- 8.4 The evidence provided below specifically addresses impacts on the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC, the key issue raised by NRW in consultation post-submission. The evidence provided below identifies the potential impacts with respect to the project, which, following project refinements and mitigation proposed, are not predicted to give rise to significant impacts in EIA terms nor to give rise to an adverse effect on integrity (AEOI) of a European site.
- 8.5 Other Proofs of Evidence, including the evidence provided by Dr Murray Grant (Ornithology) and Mr David Bell (Planning), provide supporting information to that set out here. Furthermore, a number of core documents should be read alongside the Onshore Ecology Proof of Evidence to provide context to the information presented. These are detailed in the full Proof of Evidence.

### **Legislation and policy**

- 8.6 This evidence is underpinned by existing relevant European, national and local legislation, policy and guidance and best practice, including relevant case law which

applies to the evidence presented herein. Key legislation to the evidence presented below includes:

- The Conservation of Habitats and Species Regulations 2017, which transpose Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora ('the Habitats Directive') into UK law;
- Existing case law on the use of a 'de minimis' concept in UK decisions relating to the Habitats Directive.

8.7 A full account of the legislation and policy relevant is provided in the full Proof of Evidence, with relevant extracts provided within appendices.

### **The Project's response**

#### *Existing Environment*

8.8 Baseline data for the onshore project area was gathered from the following data sources:

- Cofnod biological records searches (2018);
- Initial Phase 1 Habitat Survey (2018);
- Extended Phase 1 Habitat Survey (2018); and
- Botanical (NVC) survey (2020), undertaken post ES submission, following consultation with NRW (MDZ/F10).

8.9 The Phase 1 Habitat Surveys identified the presence of Annex I vegetated sea cliff and unimproved neutral grassland habitat located within the SAC within development boundary (the latter is considered part of the Annex I habitat where it falls within the boundary of the SAC). The post-submission Botanical (NVC) Survey subsequently recorded the presence of the following communities within the SAC, all of which are listed on the Annex 1 designation:

- MC1 *Crithmum maritimum-Spergularia rupicola* maritime rock-crevice community;
- MC1b *Inula crithmoides* sub-community;
- MC5 *Armeria maritima-Cerastium diffusum* ssp. *diffusum* maritime therophyte community; and
- MC8 *Festuca rubra-Armeria maritima* maritime grassland community.

8.10 Key target species identified in consultation with NRW (spotted-rock rose, spatulate fleawort, golden hair lichen and ciliate strap lichen) were not recorded during the survey. Two species from the SSSI citation (golden samphire and species of the rock sea-lavender agg.) were recorded primarily within the MC1b and MC1 communities.

### *Design envelope and construction methodology*

- 8.11 The project potentially interacts with the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC where the cable landfall element of the onshore infrastructure is proposed to cross the SSSI/SAC in order to connect the Marine Development Zone to the National Grid. In order to achieve this connection, two construction scenarios have been considered:
- **Option 1: Horizontal Directional Drilling (HDD)** – Installing cables underneath the SAC (i.e. beneath the cliffs) using HDD technology. In this option, the transition pits from where the HDD would take place will be set back from the cliffs and the designated site by 220m. This construction scenario is the preferred option;
  - **Option 2: Alternative construction method** – Installing cable through the SAC using an alternative construction method. The alternative method posed within the ES entailed installing 'trenches' directly into the cliff, and affixing cables to the cliff within a 'split pipe' of 'J-Tube'. Option 2 has been retained within the Rochdale envelope should HDD not prove achievable for engineering reasons, which cannot be determined until further studies have been undertaken post-consent. This option represents the 'worst case'.
- 8.12 Following consultation undertaken with NRW post-submission, the construction methodology and the project envelope for Option 2 was reviewed to minimise the potential impact on the SAC/SSSI as far as possible. The following key changes were made:
- **Micrositing:** The location of landfall has now been positioned to be within a very narrow band of the SAC to minimise the footprint on the designated habitat. At this location, the SAC is limited to the cliff face and does not include the grassland at the top of the cliff. Following receipt of the 2020 Botanical (NVC) Survey data (see below (MDZ/F10)) the route has been further microsit to avoid as much of the vegetated sea cliff as possible (approx. 50% of cliff).
  - **Avoidance:** The width of the working corridor has been reduced within the SAC from 30m with up to 30m working width either side (a total of 90m), to 7m with 2m working width either side (a total of 11m). The revised construction footprint within the cliff is 510m<sup>2</sup>, an 88% reduction of on the original project footprint assessed in the ES. All wet and dry heath habitat has also already been avoided in the creation of the original development boundary presented in the ES.
  - **Construction and maintenance methodology:** To minimise damage to the SAC, it is now proposed to drill the J-Tubes to the cliff using bolt anchors, allowing the J-Tubes to sit approximately 400mm away from the face of the cliff. Drilling of the J-Tubes will be undertaken using dust extraction equipment. At the cliff top, works within unimproved grassland habitats will be avoided as far as possible, with any stockpiles or storage taking place within poor semi-improved / improved grassland areas. Works are proposed to be undertaken directly on the cliff face or using crane mounted at the cliff top, outside the SAC. Measures will be put in place during construction of the J-Tubes (such as handholds) to ensure maintenance

activities (i.e. inspection and re-painting) can occur without further disturbing the cliff during maintenance.

### *Impacts*

#### ***Construction***

- 8.13 Following post-submission amendments to the project envelope and construction methodology outlined above, the impact assessment was revisited. The potential impacts upon the SAC/SSSI in each of the two construction options are now assessed as follows:

- **Option 1: HDD** – HDD entry and exit pits will be located minimum 220 m from sensitive coastal habitats, and as such **no impact** is predicted.

Indirect effects arising from sediment runoff from stockpiles of excavated material during the HDD activities, potentially contaminating or smothering highly sensitive maritime grassland and cliff habitats at the coast, are assessed as **minor adverse** without mitigation due to the localised scale but high importance of the habitats.

- **Option 2: Alternative construction method** – trenching through a narrow coastal strip will involve disturbance and temporary habitat loss of up to 0.046% of the Annex I Vegetated sea cliffs of the Atlantic and Baltic Coasts habitat, of which 0.029% will be subject to impacts in the long term (i.e. for the project lifetime (40+ years) plus recovery). The temporary loss of habitat is determined to be recoverable in the long term, and does not give rise to loss of the key species which constitute the uniqueness of the vegetated sea cliff habitat within the SAC. The temporary loss gives rise to an impact of **minor adverse** significance, which is not significant in EIA terms. Furthermore, following the micro-siting undertaken based on the 2020 Botanical (NVC) Survey data, the actual area of Annex 1 habitats directly affected is now approximately 50% of the previous footprint.

As per Option 1, indirect effects arising from sediment runoff from stockpiles of excavated material during the HDD activities and effects from dust generated during construction, are assessed as **minor adverse** without mitigation.

#### ***Operation and decommissioning***

- 8.14 Following the change in the maintenance methodology outlined above removing the need for direct interaction with the cliff face during construction, there will be, at worst case, loss of epilithic lichens within the whole footprint, an impact of **minor adverse** significance.
- 8.15 Decommissioning is assumed to entail, as a worst case, the same impacts as construction, and to be subject to the same mitigation where applicable.

### *Habitats Regulations Assessment*

- 8.16 In addition to consideration of the impact on the SSSI/SAC in EIA terms, consideration of the potential effect upon site integrity of the SAC was undertaken as part of the application.

- 8.17 Existing UK Secretary of State decisions, in particular the Norfolk Vanguard 2020 and Hornsea Project THREE 2020, Walney Offshore Wind Farm 2014 and Able Marine Park 2013 and Gilwerne to Hafodyrnyns pipeline 2012 cases, demonstrate that thresholds exist below which the scale of effects on Annex I habitats is considered to be 'de minimis'. This can be anywhere from 0.00153% - 0.056% of the habitat present within the SAC, depending on the type of effect and the nature of the habitat.
- 8.18 The area of vegetated sea cliffs habitat directly affected by the Project under Option 2 comprises 0.029% of the feature affected in the long term, plus 0.016% of the feature affected in the short term (0.046% in total), which falls within the range for existing UK SoS decisions which have concluded no AEOL.
- 8.19 Previous cases demonstrate that it is not only the scale of the effect but the rarity, location, distribution, vulnerability to change and ecological structure of the habitat affected which has been used to determine whether a small scale effect may give rise to AEOL. In this respect, the following points are critical for concluding whether or not the project may give rise to AEOL:
- The 2020 Botanical (NVC) Survey (MDZ/F10) found no evidence of the four key species identified by NRW (as cited in the site Core Management Plan (MDZ/F2)) within the working footprint;
  - The vegetated sea cliff habitat is by its nature a dynamic ecosystem, comprised of pioneer species and early establishers of disturbed ground, and is situated on a substrate which is active and prone to infrequent collapse. Although the habitat is marginal and therefore prone to easy damage, it is also recoverable. As such, assuming that the surrounding habitats integrity is maintained, the recovery prospects for the cliff face habitat from disturbance are positive in the long term; and
  - The area affected is a narrow strip (maximum 11m-wide), and is considered unlikely to prevent the seed dispersal pattern or habitat connectivity across the working area, thus not affecting the overall ecosystem function beyond the habitat directly affected.
- 8.20 In light of these factors, and that effect to be temporary for the duration of the project and reversible in the long term, the project concludes no AEOL of the SAC.

#### *Mitigation*

- 8.21 Mitigation was included within the ES and the EclA Update in order to ensure that impacts with respect to the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC are at most of minor adverse significance, and therefore not significant in EIA terms or likely to give rise to an AEOL of the SAC. This mitigation was consulted on with stakeholders during the EIA process, including through reviews of the EclA Update (MDZ/A31.4) in 2020. In summary, it includes:
- Use HDD techniques for cable installation under the cliff as the preferred option
  - Pre-construction survey of the cliff



- Engineering design and micro-siting
- Ecological Action Plan (EAP)
- Code of Construction Practice (CoCP) and Pollution Prevention Management Plan (PPMP)
- Soil Management Plan and Turf Management Plan
- Dust Management Plan
- Invasive Non-Native Species Management Plan

#### *Enhancement*

- 8.22 Should Option 2 be selected, noting NRW's concerns regarding the short / medium term recoverability of the vegetated sea cliff habitat, Menter Môn is proposing to enter into a separate biodiversity net gain initiative with NRW for habitats in and around the Glannau Ynys Gybi / Holy Island Coast SSSI/SAC.

#### *Other impacts*

- 8.23 In addition to impacts upon the Annex I Vegetated sea cliffs of the Atlantic and Baltic Coasts, the ES Chapter 19 (MDZ/A25.19) and EcIA Update (MDZ/A31.4) carried out a full Ecological Impact Assessment in line with CIEEM guidelines and provided a complete Information to Support Habitats Regulations Assessment report. Following further mitigation commitments and consultation with NRW post-consent, all impacts have been reduced down to a non-significant level in EIA terms. Details of those impacts considered in the ES (MDZ/A25.19) and EcIA Update (MDZ/A31.4) are provided in the full Proof of Evidence.

#### **Relevant representations**

- 8.24 Since submission of the ES, further consultation has been held with NRW, RSPB, IoACC and NWWT regarding the content of the ES, comprising working groups meetings and submission of further information by Menter Môn to NRW and RSPB. This has included the submission by Menter Môn of the EcIA Update (MDZ/A31.4), in response to NRW, RSPB and IoACC comments, and the Pre-construction Botanical (NVC) Survey Report detailing the baseline ecology within the proposed working area. Menter Môn have taken on board the comments raised, and sought to address these comments as far as possible through design refinements, updates to the EIA and further survey work post-submission, as outlined throughout this evidence.
- 8.25 Full comments and the can be found in the EcIA Update (MDZ/A31.4) and the Statement of Common Ground (SoCG) with NRW (MDZ/L6).

#### **Conclusion**

- 8.26 The ES, as updated by the EcIA Update in 2020, concluded that, following the implementation of mitigation, no significant impacts (in EIA terms) and no adverse

effect on the integrity of the Glannau Ynys Gybi / Holy Island Coast SAC were predicted to arise from the construction, operation and decommissioning of the project, either alone or in combination with other projects.

## **Appendices**

- Appendix 1: Natural England Report - Small scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions (2016)
- Appendix 2: Extract from Sweetman v An Bord Pleanala - Advocate General Opinion (C-258/11) [2012]
- Appendix 3: Extract from Ireland v An Bord Pleanala - EUJ (C-258/11) [2013]
- Appendix 4: Extract from R (Morge) v Hampshire County Council - Court of Appeal (C1/2009/2589) [2010]
- Appendix 5: Extract from Wealden DC v Secretary of State for Communities and Local Government – High Court (CO/3943/2016) [2017]
- Appendix 6: Extract from Smyth v Secretary of State for Communities & Local Government – Court of Appeal (C1/2013/3708) [2015]
- Appendix 7: Extract from Secretary of State decision letter – Norfolk Vanguard Offshore Wind Farm, July 2020
- Appendix 8: Extract from Secretary of State decision letter – Hornsea Project THREE Offshore Wind Farm, July 2020
- Appendix 9: Extract from Secretary of State decision letter – Walney Offshore Wind Farm, Nov. 2014
- Appendix 10: Extract from Secretary of State decision letter – Able Marine Park, Dec. 2013
- Appendix 11: Extract from IoACC Screening Opinion for removal of existing handrail, the construction of new hard surfaced path together with erecting new handrail on land at Henborth, South Stack, August 2019
- Appendix 12: Extract from Henborth Ecological Desk Study, August 2019
- Appendix 13: Extracts from Technical Advice Note 5 (TAN-5): Nature Conservation and Planning. Annex 3: Development Proposals Likely to Affect an Internationally Designated Nature Conservation Site. Planning Policy Wales (2009)
- Appendix 14: Extracts from IoACC's Working for the Wealth of Wildlife: Anglesey's Local Biodiversity Action Plan (2003)
- Appendix 15: Extracts from CIEEM Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine (2018)
- Appendix 16: NRW comments on first draft of EclA Update, pers. comm., 19 March 2020
- Appendix 17: NRW comments on Botanical (NVC) Survey Report, pers. comm., 31 July 2020

**Appendix 1**

**Natural England, 2016. Small scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions. Natural England Commissioned Reports, Number 205.**

Full text

# **Small-scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions**

First published 29 February 2016

[www.gov.uk/natural-england](http://www.gov.uk/natural-england)





# Foreword

Natural England commission a range of reports from external contractors to provide evidence and advice to assist us in delivering our duties. The views in this report are those of the authors and do not necessarily represent those of Natural England.

## Background

The implementation of a wide range of plans or projects can affect the wildlife or habitats on sites which have been designated for their nature conservation importance as European Protected Areas.

It is uncommon for European Protected Areas to be threatened by a project that would have major adverse effects on nature conservation. However, small-scale effects are more common and Natural England advisers need to judge whether the small-scale effects on a site may adversely affect its integrity and whether the effects are significant in light of the conservation objectives for the site.

Advisers also need to consider the significance of the effects of projects and developments, which on their own may be small but which, in combination with other projects, could be significant.

This report aims to provide an analysis of authoritative decisions that have considered the

scale of effects (either the proportion of the area of a site or qualifying habitat feature, or the proportion of a population of a species) where these were judged to have been relatively small in the context of the case.

It updates and builds upon a previous Research Report **ENRR704** from 2006 entitled 'How the scale of effects on internationally designated nature conservation sites in Britain has been considered in decision making – A review of authoritative decisions' and will be used as a referencing tool for Natural England and other decision makers, in particular Natural England advisers involved in casework.

This report should be cited as:

CHAPMAN, C. & TYLDESLEY, D. 2016. *Small-scale effects: How the scale of effects has been considered in respect of plans and projects affecting European sites - a review of authoritative decisions*. Natural England Commissioned Reports, Number205.

**Natural England Project Manager** - Elizabeth Bailey, Marine Advisor, Natural England, Mail Hub, County Hall, Spetchley Road, Worcester, WR5 2NP [elizabeth.bailey@naturalengland.org.uk](mailto:elizabeth.bailey@naturalengland.org.uk)

**Contractor** - Dr Caroline Chapman, David Tyldesley and Associates, Sherwood House, 144 Annesley Road, Hucknall, Nottinghamshire NG15 7DD

**Keywords** - habitats regulations, authoritative decisions, small-scale effects, likely significant effect, site integrity, de minimis

### Further information

This report can be downloaded from the Natural England website:

[www.gov.uk/government/organisations/natural-england](http://www.gov.uk/government/organisations/natural-england). For information on Natural England publications contact the Natural England Enquiry Service on 0845 600 3078 or e-mail [enquiries@naturalengland.org.uk](mailto:enquiries@naturalengland.org.uk).

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# Summary

## Introduction

This report updates and builds upon a previous Natural England (then English Nature) Research Report from 2006 entitled *“How the scale of effects on internationally designated nature conservation sites in Britain has been considered in decision making – A review of authoritative decisions”*. The report aims to provide an analysis of authoritative decisions which considered the scale of the effects (either the proportion of the area of a site or qualifying habitat feature, or the proportion of a population of a species) that may be considered to have been relatively small in the context of the case, which can serve as a referencing tool for Natural England and other decision makers.

An ‘authoritative decision’ is a decision which has been subject to sufficient scrutiny, at an appropriate level, to impart a degree of *authority*. In the context of this report, ‘authoritative decisions’ are limited to those of the European and domestic (UK wide) court judgments and rulings, Secretary of State, Welsh or Scottish Ministers, and certain Planning Inspector or Reporter decisions in respect of a proposed plan or project, and certain legally enforceable management measures such as a bye-law or statutory order. Also included are Article 6(4) ‘opinions’ from the European Commission.

It may be necessary to consider the date of a decision or the extent to which a particular case is consistent with previous judgments or practice before relying upon it in a decision-making process. It is the responsibility of the reader to interpret and apply the findings in this report appropriately. The findings and conclusions of the report should be considered fairly, as a whole, and not quoted, used or applied selectively, in order to support a pre-determined or preferred conclusion.

The scale of an effect is an important consideration in decision making under the Habitats Regulations. This is because it is closely related to the specific legal tests against which a proposed plan or project needs to be assessed especially in stage 1, the ‘screening’ test and stage 2 the ‘appropriate assessment’ and ‘integrity test’.

## Methodology

The researchers compiled a list of potentially relevant cases drawn from:

- i. their own library of decisions, and their empirical knowledge of case work;
- ii. a further web-based search of European Court judgments and opinions;
- iii. a web-based search for decisions relating to nationally significant infrastructure projects and projects consented under the Electricity and Pipeline Acts in England and Wales and their territorial and UK offshore waters; and
- iv. suggestions made by officers in Natural England following an e-mail enquiry of case officers by the research project manager.

Cases were sorted into date order and presented in tables by type of decision-maker and type of effect, namely: habitat loss, habitat deterioration and effects on species. Over 180 cases were originally identified as being relevant to the assessment of plans and projects

affecting European sites. Following an initial screening exercise, fifty two of these decisions were subject to detailed examination in this review as being relevant to small scale effects. Two were omitted because the decisions had not been published at the time of submission of the report. One was considered not to contribute meaningfully to the study. Details of the remaining 49 decisions are provided in the Appendix. Four cases have been omitted from the analysis, because they could not reasonably be regarded as 'small scale effects', although they are retained in section E so as to provide a complete record of all of the EC Article 6(4) opinions. Three further cases were written up in detail because readers may find them helpful, but they have not been included in the detailed analysis for other reasons. Thus, 42 decisions were included in the detailed analysis of small scale effects.

## **Discussion and conclusions**

### ***Habitat loss and deterioration***

Loss of habitat was relevant to 27 of the 42 cases. Deterioration was relevant in 11 of the cases. There is no evidence that any particular decision-maker has consistently applied a more or less rigorous judgement, at the screening or integrity test stages, in terms of small scale effects of habitat loss or deterioration (or combinations thereof). Nor is there any evidence that any particular type of decision maker has regarded any specific range of smaller scale effects as either more significant or insignificant when compared to other decision makers.

No decision maker in this research systematically applied any formula or 'rule-of-thumb' that either a certain level (expressed in say square metres or hectares) or a certain proportion (expressed as a percentage) of loss or deterioration of habitat is to be regarded as a significant or an insignificant effect, or is or is not to be considered as an adverse effect on site integrity.

Authoritative decision makers invariably consider a wide range of factors when determining the significance of effects of loss or deterioration, including the characteristics of the qualifying feature (for example, rarity, location, distribution, vulnerability to potential change), how the ecological structure and function of the site might be affected, what ecological function the affected area is performing, or could perform, in terms of the ecological requirements of the qualifying features, the location of the affected area both in terms of its geographic position in the designated site and in terms of its position relative to the project.

Scale is a factor when considering habitat loss or deterioration, and can be an important factor, helping to determine the question of significance but, in light of these cases, never the only factor determining the question of significance.

The range of deterioration effects considered include fragmentation / severance, increased air pollution, increased salinity, increased wave energy, acidification and drying out, shading, rain interception and disturbance (in the sense that the qualifying feature would use the habitat less, rather than not at all – which would be habitat loss).

## **Species effects**

Population effects upon species were relevant to 10 of the 42 cases. In all but one case, effects on species involved consideration of levels of mortality of the population of qualifying species of birds that may be caused by collision with or displacement from habitat by wind turbines. One case considered the effects of entrainment.

Estimates of collision risk for birds in respect of onshore and offshore wind turbines, in the UK, has an established methodology, using the Band and / or Folkerts models. The calculation of potential biological removal (PBR) or population viability allowance (PVA) was used extensively in the Habitats Regulations Assessments undertaken on behalf of the Secretary of State. However, almost all cases involved disagreements between applicants and statutory nature conservation bodies as to the parameters to be used in such models.

Where PBR or PVA methodologies informed the decisions, the key issue was whether the calculated collision mortality or displacement mortality was simply or comfortably below the threshold calculated by these analyses, thus indicating that the SPA population would not be expected to reduce or decline below a specified sustainable level. The thresholds themselves varied widely in a range from 94 to 512 and collision mortality figures for a species found not to be an adverse effect on integrity varied from 7 to 472.

There is a danger of over-scrutinising and analysing these cases. In all the decisions on the nationally significant infrastructure projects the basis of the assessment on the SPA(s) population is clearly set out and rationally argued (whether or not the decision may be agreed by the statutory nature conservation body).

In all the wind farm / SPA cases decisions were not judgements made on a sliding scale of effects. They were decisions based on accepted mathematical models, using whatever parameters, such as avoidance rate, the decision-maker preferred and using accepted scientific analysis as to population viability, sustainability and dynamics.

## **Consideration of priority habitats and species**

The brief specifically requested an analysis of the consideration of priority habitats and species. No bird species are identified as a priority species in the Birds Directive, so this point is relevant only to the 25 cases which involved small scale effects on a SAC. Seventeen of these cases explicitly involved consideration of priority habitats or species. However, by definition, the 15 European Commission opinion cases involved the consideration of priority habitats or species because it was the potential effects on them that triggered the opinion procedure. Consequently, nothing can be drawn from these cases, as to the weight attached to the priority status, *a per pro* non-priority features. Thus, only limited conclusions as to the influence of priority habitats or species may be drawn from just two cases.

Even taking account of the EC opinion cases, whilst the presence of the priority habitat or species is recognised in all cases, there is no clear evidence that such status actually makes a difference to whether a competent authority decides whether an effect is likely to be significant or not, or whether it can be ascertained that the proposal would not have an

adverse effect on site integrity. At most, there is perhaps an implied additional weight, but it cannot be quantified or objectively analysed any further.

### **Consideration of conservation status or site condition**

The brief specifically requested an analysis of how decision makers took account of the conservation status of the qualifying features or the condition of the site. The circumstances of the site and the characteristics of the qualifying features were regularly taken into account where relevant. One case decision appears to have been particularly influenced by the 'unfavourable declining' status of the qualifying feature. The Secretary of State determined that negative effects on the breeding population of lesser black-backed gulls in an SPA had to be eliminated (100% mitigation of potential mortality) in order to conclude that there could be no adverse effect on the integrity of the site. In contrast the Secretary of State considered that in another case the 'favourable condition' of the Liverpool Bay SPA at classification was a relevant factor in deciding that the predicted mortality of 84 red-throated divers, from a wind farm project, would not have an adverse effect on the integrity of the SPA.

### **Overall Conclusions**

The cases reviewed show that in practice, authoritative decision-makers invariably consider a wide range of factors when determining the significance of small scale effects, including:

- the characteristics of the qualifying feature (for example, rarity, location, distribution, vulnerability to potential change);
- how the ecological structure and function of the site might be affected;
- what ecological function the affected area is performing, or could perform, in terms of the ecological requirements of the qualifying features;
- the location of the affected area both in terms of its geographic position in the designated site and in terms of its position relative to the project;
- where a qualifying species is affected, when the activities would occur, the rarity of individuals of the species, its conservation status and future prospects in the location in question.

Small scale effects are relevant to:

- a) qualifying Annex 1 habitat types (for which SACs have been designated);
- b) 'supporting' habitat for protected species (whether Annex II species for which SACs had been designated or bird species for which SPAs had been classified; and
- c) individuals of a designated or classified species population.

There was a difference in influence exerted by each of the above factors, depending on whether the effect related to a qualifying habitat in its own right, a supporting habitat for a protected species, or individuals of the population of a designated or classified species.

In the case of small scale effects on a *qualifying* Annex 1 habitat type for which a SAC had been designated, the decisions reviewed suggest that it is the relative importance of the area affected in terms of the rarity, location, distribution, vulnerability to change and ecological structure which is most influential. The contribution the affected area made to the overall integrity of the site (and hence that site's contribution to the conservation status of that habitat type at a member state level) exerted a stronger influence over decision makers than the spatial extent of the effect.



In the case of small scale effects on a *supporting* habitat for a species (whether a designated SAC species or a classified SPA species), the decisions reviewed suggest it is the ecological functioning of that supporting habitat which is most influential: that is, what ecological function the affected area was performing, or could perform, and it's importance to the population of the species for which the site had been designated / classified. The contribution made by the area affected to the ability of the site to support the populations for which it had been designated or classified exerted a stronger influence over decision makers than the spatial extent of the effect.

In the case of small scale effects on *individuals* which make up the population of a species for which a site has been designated / classified, the decisions reviewed suggest that it is the timing of the activities, the rarity of individuals of the species and its conservation status and future prospects in the location in question which are most influential. The relative importance of the individuals affected to the sustainability of the population for which the site has been designated / classified exerted a stronger influence over decision makers than the number of individuals affected.

No two cases are the same. The circumstances of each case must be taken into account in interpreting the decisions. For example, it cannot be assumed that, on the basis of the Sweetman ruling alone, any loss of habitat, no matter how small, whether it be priority habitat or not, should be regarded as an adverse effect on site integrity, simply because in the circumstances of the Sweetman case, the loss of 1.47ha of the 270ha of limestone pavement in the SAC was ruled to be an adverse effect on the integrity of the SAC. It should be borne in mind that the Advocate General in that case explained that *"The requirement that the effect in question be 'significant' exists in order to lay down a de minimis threshold. Plans or projects that have no appreciable effect on the site are thereby excluded. If all plans or projects capable of having any effect whatsoever on the site were to be caught by Article 6(3), activities on or near the site would risk being impossible by reason of legislative overkill."*

## A Background to this report

### A.1 Status of this report

This report updates and builds upon a previous Natural England (then English Nature) Research Report from 2006 entitled *“How the scale of effects on internationally designated nature conservation sites in Britain has been considered in decision making – A review of authoritative decisions”*<sup>1</sup>. The original report has been widely quoted and is frequently referred to by decision makers and statutory consultees. But it is now 8 years old, important cases have emerged since and there are interesting cases from a wider range of sources, including the European court and the European Commission. This report incorporates key background information and the case summaries from the original 2006 review but also includes details of additional cases. Importantly, it is extended in scope to cover the scale of effects on populations of qualifying features as well as the scale of habitat loss or deterioration. It therefore replaces the 2006 report and can be read as a stand-alone document.

This report sits within a series reviewing the findings of “authoritative decisions”. It is concerned with how the small scale of effects, in respect of either spatial extent or population affected, has been considered in decision making. At the time of writing, two other reports are available regarding the ‘longevity of effects’ and ‘functional linkages’.

### A.2 Who is the report for?

The research was commissioned by Natural England *“for the production of a report which can act as a referencing tool for use by Natural England to inform a review of its approach to casework in light of recent interpretations of the Habitats Directive and Regulations”*. Whilst the report has primarily been drafted for Natural England, it will be of interest to all practitioners and advisers working in the assessment of plans and projects under the ‘Habitats Regulations’<sup>2</sup>.

### A.3 Aims of this report

Natural England advisers in casework frequently issue advice on the potential effects that proposed plans or projects might have on European sites. For the purpose of this report the term ‘European site’ includes:

- Special Protection Areas (SPAs) classified under the EU Birds Directive<sup>3</sup>;
- Special Areas of Conservation (SACs) designated under the EU Habitats Directive<sup>4</sup>;
- Ramsar Sites listed under the Ramsar Convention<sup>5</sup>.

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<sup>1</sup> Hoskin, R. and Tyldesley, D. (2006) *How the scale of effects on internationally designated nature conservation sites in Britain has been considered in decision making: A review of authoritative decisions*. English Nature Research Report number 704.

<http://publications.naturalengland.org.uk/publication/79053>

<sup>2</sup> The Conservation of Habitats and Species Regulations 2010 SI 490.

<sup>3</sup> Council Directive of 30<sup>th</sup> November 2009 on the conservation of wild birds (2009/147/EC).

<sup>4</sup> Council Directive of 21/5/92 on the conservation of natural habitats and of wild fauna and flora (92/43/EEC).

Cases involving proposed SPAs or SACs could also be relevant, because of European Court rulings as to how member states should secure the protection of such sites before they are fully designated or classified. Later in this report there are references to 'Sites of Community Importance' or 'SCI', because this is a term widely used in respect of European sites by the European Court and the European Commission.

Advice is given by Natural England based on the best available information in light of the characteristics and specific environmental conditions at the site concerned<sup>5</sup>. However, it can be difficult to ascertain what is acceptable under the specific tests set out in the assessment provisions of the Habitats Regulations (regulation 61), commonly referred to as a 'Habitats Regulations Assessment' or 'HRA'.

**This report aims to provide an analysis of authoritative decisions which considered the scale of the effects (either the proportion of the area of a site or habitat, or the proportion of a population of species) that may be considered to have been relatively small in the context of the case, which can serve as a source of reference for advisers and decision makers.**

#### **A.4 The importance of case law to the decision making process**

Case law is a vital source of information regarding how legislation should be correctly interpreted and applied. The Habitats Regulations transpose the requirements of the EU Wild Birds Directive and the EU Habitats Directive into domestic legislation. They set out a suite of legal obligations and responsibilities for a broad range of statutory agencies and decision making bodies (known as 'competent authorities'). As with all statutory instruments of this nature, there is scope for inconsistency in how the statutory provisions are interpreted and applied.

Too strict an interpretation might lead to plans or projects being delayed, subject to unnecessary restrictions, or ultimately refused under circumstances which were not intended to be incompatible with the underlying Directives. This can result in increased costs to, and frustration for, project proposers, which might have been avoidable, or unnecessary impediments to economic growth and development.

Too lenient an interpretation carries different risks. Plans or projects might go ahead without sufficient consideration of the potential harm to the sensitive habitats and species for which the sites have been designated. This in turn might lead to the deterioration of protected habitats and species, or a legal challenge through either the domestic or the European Courts regarding a failure to comply with the Regulations or the Directives.

Case law is therefore important in establishing a common understanding of how the tests involved in the assessment of plans and projects under the Habitats Regulations should be applied. There are credibility risks for decision makers, and those advising them, if a decision taken in respect of one proposed plan or project is not taken on the same basis as another plan or project, whether by the same or different competent authorities. Decision

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<sup>5</sup> Convention on wetlands of international importance especially as waterfowl habitat, Ramsar, Iran 2/2/71 as amended by the Paris protocol 3/12/92 and the Regina amendments 3/6/87.

<sup>6</sup> Refer paragraph 48 Case C-127/02 Waddenzee

makers should strive to be consistent to ensure that the effects on the habitats and species protected under the Habitats Regulations are weighed appropriately and consistently in comparison with the benefits of proposals for change.

## **A.5 The meaning of ‘authoritative decision’**

Applying a ‘plain English’ interpretation, an ‘authoritative decision’ is a decision which has been subject to sufficient scrutiny, at an appropriate level, to impart a degree of *authority*.

In the context of this report, ‘authoritative decisions’ are limited to those of the European and domestic (UK wide) court judgments and rulings (see A.6 and A.7 below), Secretary of State, or the Scottish or Welsh Ministers and certain Planning Inspector (in Scotland Reporter) decisions in respect of a proposed plan or project (see A.8 and A.9 below), and certain legally enforceable management measures such as a bye-law or statutory order (included in Secretary of State decisions in A.8). Also included are Article 6(4) ‘opinions’ from the European Commission (see A.10).

These types of decisions are explained in the following sub sections so that they can be better understood in respect of:

- a) how they should be read in relation to each other (some authoritative decisions carry greater weight than, or may supersede, other decisions); and
- b) how they should be read in relation to a case which might currently be under consideration (where the reader is seeking guidance from this report as to a decision to be made).

## **A.6 Decisions of the European Courts**

The relevant European court was the European Court of Justice until 1<sup>st</sup> December 2009, when the provisions of the Lisbon Treaty came into force and the court became known as the Court of Justice of the European Union. For the purpose of this report, all cases are referred to simply as those of the ‘European Court’.

The European Court has two principal functions. Firstly, deciding cases of dispute between, on the one hand, the European Commission (EC), seeking to enforce the terms of the Directives; and, on the other hand, member states, who may be accused by the EC of failure to comply with the Directives. In these cases the European Court issues ‘judgments’ following consideration of written material and oral hearings. A judgment issued in the case of such a dispute is referred to in the documentation in terms of an ‘action’ of the court, because the decision reached by the court carries direct consequences for the parties involved.

The European Court also provides ‘preliminary rulings’. These are not intended to resolve a dispute in the European court itself, but to answer questions submitted to the European Court by a court of a member state. Questions will almost invariably relate to how the domestic court of the member state should properly interpret the Directives when making a judgment in their own court. These decisions are also included in the term ‘judgments’. The documentation relates to the ‘reference’ or ‘request’ made to the court rather than an ‘action’ related judgment in the case of a dispute.

This report uses the generic term ‘judgment’ in respect of European Court decisions, unless it is important to distinguish that a particular case was a ‘ruling’. All judgments of the European Court carry the greatest weight because they are binding on member states in terms of both decision making and domestic court proceedings.

Importantly, all judgments of the European Court are accompanied by an ‘opinion’ from an Advocate General of the Court. The Advocate General’s opinion is published in order to inform the Court’s judgment. The relevant opinion exerts considerable influence over the respective judgment. Opinions are also helpful because they often include more information concerning the details of the case concerned. The Advocate General’s opinion carries less weight than the final judgment and the opinions are not binding on member states. However, they are so influential and carry such weight in European Court judgments and rulings that they are regarded as ‘authoritative decisions’ in the context of this research.

European Court decisions are binding on member states. They must therefore be given due weight by competent authorities and the courts of member states. They provide the definitive interpretation of how the Directives should be interpreted. However, not all areas of potential uncertainty have been the subject of a case in the European Court. In the absence of a judgment from the European Courts, the UK Courts may need to make decisions based upon their own interpretation.

## **A.7 Judgments of the UK Courts**

Decisions taken in the UK Courts, which are of relevance to the application of the Habitats Regulations arise from judgments in the ‘High Court’, the ‘Court of Appeal’, and the ‘Supreme Court’.

Relevant legal proceedings will start in the High Court, and if the High Court judgment is not referred to the Court of Appeal it will stand. However, if a High Court judgment is referred to the Court of Appeal the latter judgment will prevail and the legal principles established are binding on subsequent High Court judgments. Similarly, if a Court of Appeal judgment is referred to the Supreme Court the latter judgment will prevail and the legal principles established are binding on all lower courts including the Court of Appeal.

In Scotland, the Outer House of the Court of Session is equivalent to the High Court and the Inner House of the Court of Session is equivalent to the Court of Appeal.

## **A.8 Decisions of the Secretary of State / Scottish / Welsh Ministers**

A decision taken by a Secretary of State, or an equivalent decision made by the Scottish or Welsh Ministers (the Ministers) is regarded as authoritative because it has been considered by a Government Department and signed off at a Ministerial level. It will usually (for example in the case of orders for development consent) be accompanied by or contain a detailed record of the related Habitats Regulations Assessment. Relevant decisions made by a Secretary of State or the Ministers relate to one of the following:

- an application for an ‘Order for Development Consent’ under the provisions of *The Planning Act 2008* for a ‘Nationally Significant Infrastructure Project’; or

- a consent required by a Secretary of State under primary legislation, for example, under the Electricity or Pipeline Acts; or
- in respect of a 'call-in' application, or a 'recovered' appeal under the provisions of the *Town and Country Planning Act 1990* and related legislation (see further below), or
- the confirmation of a bye-law or other kind of statutory Order.

A decision made by a Secretary of State or the Ministers stands unless revoked or modified by them, or it is quashed by a Court because it has been challenged and found by the Court to be unlawful. The grounds for such a challenge are limited and do not relate simply to the planning merits of the decision.

The Secretary of State and the Ministers also have powers to require a local planning authority to refer an application to them for their own determination, referred to as a 'call in' of a planning application. An Inspector (in Scotland a Reporter) will be appointed to conduct a local public inquiry and to report and make recommendations to the Secretary of State or the Ministers as the case may be. The Secretary of State and the Ministers follow established policies as to when they consider it to be appropriate to 'call-in' a planning application, but they are likely to do so if, for example, a local planning authority was minded to grant a planning permission that could have a significant adverse effect on a European site, against the advice of the statutory nature conservation body and in the face of national policy.

Where an applicant is aggrieved by a decision of a local planning authority to refuse permission for a development, or to grant it only subject to conditions that the applicant finds unacceptable, they have the right to appeal against the decision. The appeals are normally determined by a Planning Inspector or Reporter, (see A.9 below) but certain types of appeal can be 'recovered' for decision by the Secretary of State or the Ministers. Again the Inspector or Reporter will normally proceed to conduct a local public inquiry and report with recommendations to the Secretary of State or the Ministers. In both 'call-in' and 'recovered' cases the Secretary of State and the Ministers are not bound to accept the Inspector's or Reporter's recommendations.

## **A.9 Decisions of Planning Inspectors and Reporters**

Planning Inspectors (and in Scotland planning Reporters) are the decision maker (the competent authority in the terms of the Habitats Regulations) in their own right in respect of all delegated appeals against the decisions of local planning authorities, which are not 'recovered'. Appeals are considered by way of an exchange of written representations (the majority of cases); or by way of an exchange of written material followed by a public 'hearing', or in a small proportion of cases, considered by a prior exchange of written material followed by the calling and examination of evidence at a local public inquiry, conducted by the Inspector making the decision. In the context of this report, the most authoritative decisions of Planning Inspectors / Reporters are regarded to be those which have followed a public inquiry, because in these cases the evidence has been subject to particularly intense scrutiny and the parties will have had the opportunity to make legal and other submissions to the Inspector or reporter, however 'hearing' cases may also be regarded as sufficiently authoritative where evidence has been subject to particular scrutiny.

Planning Inspectors also conduct the ‘examination’ of local development plan documents submitted to the Secretary of State, in order to test them for ‘soundness’ before they can be adopted. The Inspector’s report to the local planning authority is binding, but it is the authority who adopts the plan, having made any changes required by the Inspector’s report.

## **A.10 Article 6(4) Opinions of the European Commission**

Under the provisions of Article 6(4) of the Habitats Directive, it is open to a member state to seek an opinion from the European Commission (EC) as to whether the justification for authorising a particular plan or project would amount to ‘imperative reasons of overriding public interest’. These are cases where the competent national authority cannot ascertain that there would not be an adverse effect on a European site, because a priority habitat or species may be adversely affected. This would normally rule out the consideration of economic or social reasons to authorise the project, but the option is available to seek an opinion as to the merits of the case from the EC. If the EC agree that the plan or project can proceed, they will examine compensatory measures and advise the member state accordingly. These are regarded as ‘authoritative decisions’ in the context of this research, because they have been scrutinised by the EC and the Commission’s opinion is published. These opinions are also helpful because in making the case as fully as possible, the member state must set out the details of the effects of the project on the qualifying features and must explain in detail its proposed compensatory measures.

## **A.11 A note of caution**

Given the large number of cases investigated, and the large volume of documents in relation to each case that had to be read, it was beyond the capacity of the researchers to undertake any investigations as to the accuracy of data, or to test the outputs of predictive models, or to undertake any other corroborative or verification work, as part of this research. All figures and factual information in this report are drawn directly from the documents which were read during the research. They are taken at face value. No assurance can therefore be given as to the accuracy or otherwise of information that was presented in the reports and decisions in the cases examined. For the purposes of this research it was sufficient to assume that all data recorded in the case reports and decisions were accurate and correct.

Having set out the basis on which this research considers a decision to be sufficiently ‘authoritative’ to be given weight in considering other decisions, it is worth bearing in mind that judgments stand unless superseded by a judgment in a higher court. Decisions made by the Secretary of State stand unless quashed by a Court, after having been challenged and found to be unlawful. Some decisions, and indeed, occasionally some domestic judgments, may not appear to be entirely consistent with established legal principles (for example those set by the European Court), or established approaches to decision making in terms of policy or scientific practice, but they nevertheless stand unless challenged or superseded. A judgment or a decision can only be made on the facts of the case as known at the time. If the evidence or arguments presented are incomplete or misleading the outcome may be affected. The application of case law evolves over time. Some judgments (or decisions taken in light of judgments at the time) may have been made before an important legal principle was established by a subsequent judgment.

For example, the Briels ruling in 2014 required a modification to the approach previously taken in respect of distinguishing mitigation and compensatory measures. Decisions made prior to this ruling did not have the benefit of that interpretation by the European court but were lawful and compliant at the time they were made.

Furthermore, no two cases are the same. What may initially appear to be inconsistency might, on closer examination, be a proper response to differences between the particulars of two cases which otherwise appear, at face value, to be equivalent. The discussion later in this report in section D.5 about how the Sweetman case may be interpreted in practice is a case in point.

It may be necessary, therefore, to consider the date of a decision or the extent to which a particular case is consistent with previous judgments or practice before relying upon it in a decision-making process. In the context of this report, this is not a serious problem, because the way in which a decision maker weighs the scale of effects of a proposal is usually a matter of planning judgement, rather than the application of a legal principle.

**It is the responsibility of the reader therefore to interpret and apply the findings in this report appropriately. The findings and conclusions of the report should be considered fairly, as a whole, and not quoted, used or applied selectively, in order to support a pre-determined or preferred conclusion.**



## **B Why the ‘Scale of Effect’ is important to decision making**

### **B.1 What is meant by ‘scale of effect’**

This report concentrates on the consideration of the scale of effects in terms of either the proportion of the area of the European site (or proportion of qualifying habitat) affected by a proposal (spatial scale) or the proportion of the population of a species that would be affected (population scale).

The temporal scale of an effect (the duration) is considered in a separate report<sup>7</sup> published alongside this report, where this effect is referred to by the term ‘longevity of effect’.

Whilst the spatial extent of an effect can generally be clearly defined in quantitative, usually numerical terms (through units such as metres<sup>2</sup> or hectares) the scale of an effect is often considered in terms of the percentage of the overall site or habitat feature which is affected.

Where a species is affected the ‘scale of effect’ refers to the number of individuals affected. As in the case of sites or qualifying habitat features, this may also be expressed in terms of the percentage of the total, or site-related, or meta-population affected.

### **B.2 How the scale of effect relates to the Habitats Regulations Assessment process**

The scale of an effect is an important consideration in decision making under the Habitats Regulations. This is because it is closely related to the specific legal tests against which a proposed plan or project needs to be assessed.

Figure B.1 on the next page provides an outline of the four stage process of Habitats Regulations Assessment. Few plans or projects will progress to stages 3 and 4 so the majority of the authoritative decisions referred to in this report concern the stage 1 ‘screening’ test and the stage 2 ‘appropriate assessment’ and ‘integrity test’. These initial stages are briefly introduced below.

#### **Stage 1: the ‘screening’ test**

If it is not directly connected with or necessary to site management the decision-maker must determine whether a proposed plan or project is likely to have a significant effect<sup>8</sup> on the site. The decision on whether an appropriate assessment is necessary should be made on a precautionary basis. This is in line with the European Court’s ruling in Case C-127/02 hereafter referred to as the Waddenzee judgment<sup>9</sup>, which states that “*any plan or project not directly connected with or necessary to the management of the site is to be subject to an*

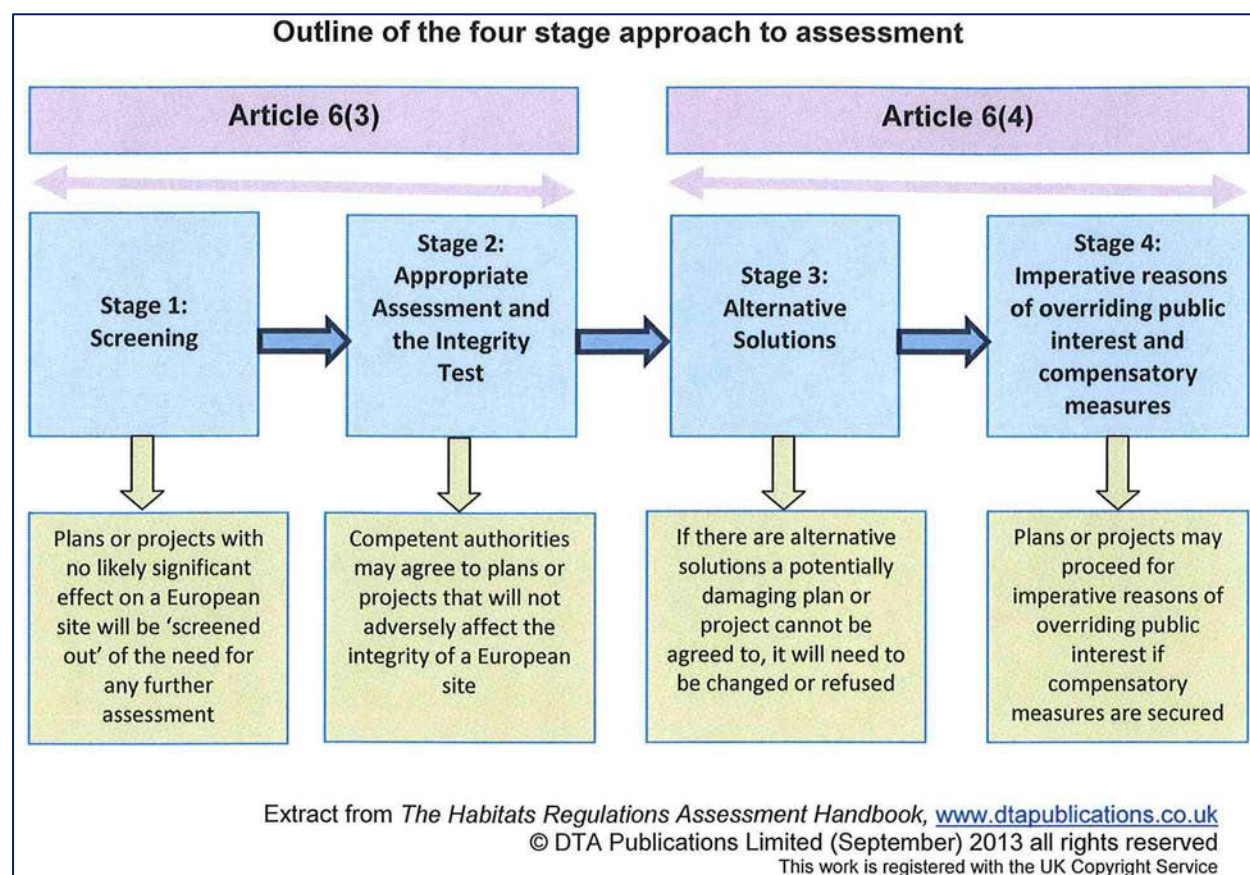
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<sup>7</sup> CHAPMAN, C. & TYLDESLEY, D. 2016. Temporary effects: how the longevity of effects has been considered in respect of plans and projects affecting European sites – a review of authoritative decisions. Natural England Commissioned Reports, Number206.

<sup>8</sup> Regulation 61(1)(a)

<sup>9</sup> *Landelijke Vereniging tot Behoud Van de Waddenzee, Nederlandse v Vereniging tot Bescherming von Vogels v Straatssecretaris Van Landbouw, Natuurbeheer en Visserij* (C-127/02: [2005] Env. LR14 [ECJ])

appropriate assessment of its implications for the site in view of the site's conservation objectives if it cannot be excluded, on the basis of objective information, that it will have a significant effect on that site, either individually or in combination with other plans or projects".



*Figure B.1: Outline of the four stage approach to a Habitats Regulations Assessment*

Taking account of advice from the statutory nature conservation body, they should consider whether the effect of the proposal on the site, either individually or in combination with other proposals<sup>10</sup>, is likely to be significant in terms of the ecological objectives for which the site was designated, classified or listed. The statutory nature conservation body in England and its territorial waters out to 12 nautical miles (nm) is Natural England. Beyond that, in offshore waters, it is usually the Joint Nature Conservation Committee (JNCC), but arrangements have been made in some cases for Natural England to be the single consultee for both jurisdictions for projects, such as offshore wind farms, which may straddle the 12nm limit.

If a plan or project would not be likely to have a significant effect on the site alone, it should nevertheless be considered in combination with other plans and projects to establish whether there would be likely to be a significant effect arising from their combined impacts.

## **Stage 2: The ‘appropriate assessment’ and ‘integrity test’**

If the decision-maker concludes that a proposed plan or project not directly connected with or necessary for site management is likely to significantly affect a European site, they must

<sup>10</sup> Regulation 61(1)(a)

make an ‘appropriate assessment’ of the implications of the proposal for the site in view of the site’s conservation objectives<sup>11</sup>. These relate to each of the qualifying features for which the site was designated, classified or listed and will be provided by the statutory nature conservation body. The scope and content of an appropriate assessment will depend on the nature, location, duration, frequency, timing and scale of the proposed project and its effects, and the qualifying features of the relevant site. It is important that an appropriate assessment is made in respect of each qualifying feature for which a likely significant effect has been identified, and for each designation where a site is designated, classified or listed under more than one international obligation.

In the Waddenzee judgment, the European Court ruled that an appropriate assessment implies that all the aspects of a plan or project which can, by themselves or in combination with other plans or projects, affect the site’s conservation objectives must be identified in the light of the best scientific knowledge in the field.

In the light of the conclusions of the appropriate assessment, the decision-maker must determine whether it can ascertain that the proposal will not adversely affect the integrity of the site(s)<sup>12</sup>. This test incorporates the precautionary principle. It is not for the decision-maker to show that the proposal would harm the site, in order to refuse the proposal. It is for the decision-maker to consider the likely and reasonably foreseeable effects and to ascertain that the proposal will not have an adverse effect on the integrity of the site before it may grant permission. If the proposal would adversely affect integrity, or the effects on integrity are uncertain but could be significant<sup>13</sup>, the decision-maker should not grant permission, subject to the provisions of regulations 62 and 66, which relate to alternative solutions, imperative reasons of overriding public interest and compensatory measures. These are not discussed further in this report because they are not relevant to the research.

In the Waddenzee judgment, the European Court also ruled that a plan or project may be authorised only if a decision maker has made “*certain*” that the plan or project will not adversely affect the integrity of the site. “*That is the case where no reasonable scientific doubt remains as to the absence of such effects.*” Decision-makers must be “*convinced*” that there will not be an adverse effect and where doubt remains as to the absence of adverse effects, the plan or project must not be authorised, subject to the procedure outlined in Article 6(4) of the Habitats Directive<sup>14</sup>.

The integrity of a site is the coherence of its ecological structure and function, across its whole area, which enables it to sustain the habitat, complex of habitats and/or the levels of populations of the species for which it was classified, designated or listed<sup>15</sup>.

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<sup>11</sup> Regulation 61(1)

<sup>12</sup> Regulation 61(5)

<sup>13</sup> See *ADT Auctions Ltd v Secretary of State Environment, Transport and the Regions and Hart District Council* (2000) JPL 1155 at p. 1171 where it was held to be implicit in the wording of reg 61(5) that the adverse effect on the integrity of the site had to be a significant adverse effect.

<sup>14</sup> Regulation 62

<sup>15</sup> *Habitats Regulations Assessment* draft guidance from Defra July 2013, and formerly in Government Circular: *Biodiversity and Geological Conservation – Statutory Obligations and their Impact within the Planning System*. ODPM Circular 06/2005

In determining the effect on site integrity, the advice of the statutory nature conservation body, the conservation objectives and any additional representations will need to be carefully considered. The UK courts have held that considerable weight should be given to the representations of the statutory nature conservation body and their advice should be adopted unless there are cogent and compelling reasons not to do so<sup>16</sup>.

As part of the judgement on integrity, the decision-maker must consider the way in which it is proposed to carry out the project and whether conditions or other restrictions would enable it to ascertain that site integrity will not be adversely affected<sup>17</sup>. The decision-maker should consider whether a consent could be issued in accordance with regulation 61 subject to conditions. In practice, this means that it should identify the potential risks so far as they may be reasonably foreseeable in light of such information as can reasonably be obtained, and put in place a legally enforceable framework with a view to preventing the risks from materialising<sup>18</sup>.

### **B.3 How the scale of an effect might influence the stage 1 and 2 conclusions**

The scale of an effect, whether upon a habitat or a species is relevant to both the stage 1 screening decision and the stage 2 integrity test. In terms of the screening decision the extent to which an effect might ‘undermine the conservation objectives’ will be influenced by its scale. Where a qualifying habitat is concerned, an effect over a very small area might not undermine the conservation objectives, whilst the same type of effect over a much larger area could. Where species are affected the loss of a small number of individuals might not undermine the conservation objectives if the population nevertheless remains self-sustaining. However, a point will be reached where the predicted mortality could be considered to undermine the conservation objectives, so a decline in population could not be ruled out.

Turning to the stage 2 integrity test, in light of the accepted definition of integrity quoted in B.2 above, a site's integrity is inextricably linked to the concept of the scale of an effect. For both habitats and species the scale of an effect will clearly be a key factor in whether it is possible for a competent authority to ascertain that the proposed plan or project will have no adverse effect on the integrity of the site concerned.

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<sup>16</sup> *R (Akester and Anor) v DEFRA and Wightlink Ferries* [2010] EWHC 232 (Admin)

<sup>17</sup> Regulation 61(6)

<sup>18</sup> See *WWF-UK Ltd and RSPB – v – Secretary of State for Scotland et al* [1999] 1 C.M.L.R. 1021 [1999] Env. L.R. 632 opinion of Lord Nimmo-Smith

## **C The Case Studies**

### **C.1 Selection**

The researchers compiled a list of potentially relevant cases drawn from:

- i. their own library of decisions, and their empirical knowledge of case work;
- ii. a further web-based search of European Court judgments and opinions;
- iii. a web-based search for decisions relating to nationally significant infrastructure projects and projects consented under the Electricity and Pipeline Acts in England and Wales and their territorial and UK offshore waters; and
- iv. suggestions made by officers in Natural England following an e-mail enquiry of case officers by the research project manager.

During January and February 2015, over 180 cases were identified as being relevant to the assessment of plans and projects affecting European sites. Following an initial screening exercise, forty nine decisions were subject to detailed examination in this review as being relevant to the consideration of small scale effects. Details of these decisions are provided in the Appendix (Part E). Four cases have been omitted from the analysis, although they are retained in section E so as to provide a complete record of all of the EC opinions. However, these four cases cannot reasonably be regarded as ‘small scale effects’, they are:

- E.46 The Siegerland Industrial Estate because loss would be 100% of the 85ha SCI;
- E.47 Rotterdam port extension affecting a total of 3,175ha of designated habitat;
- E.48 Prosper Haniel colliery which affected 852ha or 13% of the SCI; and
- E.49 Daimler Chrysler Aerospace because the 171ha loss was 21% of the SCI.

Three cases have been written up in detail because readers may find them helpful but they have not been included in the detailed analysis of this section for the following reasons:

- E.8: RSPB v Secretary of State and BAE Systems (the Ribble) because at the time of writing it is understood that the judgment has been referred to the Court of Appeal, so the case cannot be regarded as settled (see section A.7 of this report);
- E.25: Mawcarse, Loch Leven, because although the output of potential pollutant was identified accurately there is no way of assessing its scale relative to the issue of pollution in Loch Leven and therefore the effect it might have had;
- E.36 the European Commission’s opinion in the B252/B62 Bypass case because no quantitative assessment can be made.

Thus, 42 decisions were included in the detailed analysis of small scale effects in part D of this report.

### **C.2 The summary tables**

Tables C.1 to C.5 below list the cases which were identified as relevant to this report in that the scale of the effect was material to the decision taken. They are initially sorted by type of decision maker as follows:

- Table C.1 judgments of the European Court;
- Table C.2 judgments of the UK courts;
- Table C.3 decisions of the Secretary of State, Scottish or Welsh Ministers;
- Table C.4 decisions of Planning Inspectors / Reporters;
- Table C.5 opinions of the European Commission.

All the cases can be divided into three 'categories' of effect. These categories are helpful in drawing conclusions from the review and in considering how the decisions relate both to each other, and to new casework. The categories are considered further in the discussion of the cases later in this report, but they are:

- Habitat loss: where the scale of the effect refers to the direct loss of a qualifying habitat;
- Habitat deterioration: where the scale of effects refers to a deterioration in ecological function of a qualifying habitat;
- Species: where the scale of the effect refers to reduction in the population of a qualifying species.

These cases are then subsequently considered in more detail in the Appendix (Part E) and discussed in the next section D.

Tables C.1 to C.5:

- a) identify the case by reference, title or familiar short title;
- b) provide the date of the decision (or principal decision);
- c) indicate whether the cited scale of effect was considered by the decision maker, or the Court, to be a 'likely significant effect' (LSE) at stage 1 of the process; and, where relevant;
- d) indicate whether it was concluded that the proposal would or could have an adverse effect on the integrity of the relevant European site (AEOI) at stage 2 of the process (in some cases 'N/A' (not applicable) is listed in this column where, for various reasons, the case did not consider the integrity test decision, for example, a case in the European court that did not need to go beyond stage 1 in order to consider the matter before the court or, in other cases, where the documentation was unclear as to the integrity test decision);
- e) state the 'category' of effect and summarise the key quantities and proportions relevant to the scale of effects in the decision.

These conclusions were either explicitly stated in the decision or judgment, or they may be drawn by obvious implication from the text of the decision, or the procedure adopted. For example, if the decision maker undertook an appropriate assessment they must have concluded that the proposal would have been likely to have a significant effect on the site, or at least that such an effect could not be ruled out.

<b>Table C.1 Summary table of the decisions of the European Courts reviewed in this report</b>				
<b>Decision of European Court</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Category and key figures relating to the scale of effect</b>
<b>European Court Judgments</b>				
1. EC vs Spain C-404/09 (Alto Sil)	24/11/11	Yes	N/A	<b>Habitat loss:</b> Site overall is 43,706 ha. Precise figures not clear from documentation, either: a) Loss of 89ha (0.2% of site), or b) Loss of 19ha (0.04% of site) Specifically rejected an argument that loss of 17.92ha (0.04%) of supporting SPA habitat was insignificant.
2. EC vs Italy C-304/05 (World ski championship)	20/09/07	Yes	N/A	<b>Habitat loss:</b> SPA of 59,809 ha. 2500 trees felled in corridor of 2.5ha (0.004% of site) a LSE for at least the habitat of the black grouse.
3. EC vs Portugal C-239/04 (Castro verde)	26/10/06	Yes	Yes	<b>Habitat deterioration:</b> 2.1% of SPA (1,700 ha of 79,066 ha) effectively separated from rest of the site was an adverse effect on integrity. Habitat loss due to the motorway construction not known.
4. EC vs Austria C-209/02 (Woorschacher Moos)	29/01/04	Yes	Yes	<b>Habitat loss:</b> SPA was 400ha. Area of SPA affected by extension was no more than 25ha (6.25% of the site).
5. EC v Spain C-355/90 (Santona Marshes)	02/08/93	Yes	Yes	<b>Habitat loss:</b> SPA 6,765ha. Direct habitat loss of 185ha (prior to classification) represented 2.7% of SPA which was later classified and possibly some 0.5% of the entire wetland of 30,000ha. By implication a LSE and an AEOI.
<b>European Court Rulings</b>				
6. Briels v Minister C-521/12	15/05/14	Yes	Yes	<b>Habitat deterioration:</b> SAC was 897 ha. 11.5ha of <i>Molinia</i> meadow affected (1.28% of site).
7. Sweetman vs An Bord Pleanala C-258/11	11/04/13	Yes	Yes	<b>Habitat loss:</b> Site was 25,247ha. Loss of 1.47ha of limestone pavement from 270ha within the site. Loss of 0.54% of the feature and 0.006% of the site.

<b>Table C.2 Summary table of the decisions of the UK Courts reviewed in this report</b>				
<b>Decision of UK Court</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
8. RSPB v SoS and BAE Systems (Ribble)	14/05/14 High Court	No	No	<b>Species:</b> reduction to 75% of population at classification would not undermine the conservation objectives and would not be an AEOI [judgment subject to challenge].
9. RSPB v SoS CLG (Lydd Airport)	16/05/14 High Court	No	N/A	<b>Habitat loss:</b> SAC is 3,224ha. Overall 1.82 ha of SAC affected (0.056%) identified as suitable great crested newt habitat only but would not be an adverse effect due to the "insignificant loss" of habitat and proposed mitigation measures and in any event, area affected was not an Annex 1 habitat qualifying feature.
10. Bagmoor Wind v Scottish Ministers	07/12/12 Inner House (Scotland)	Yes	Yes	<b>Species:</b> 19 pairs of eagles within SPA (over 4% of total Great Britain breeding population and 5.2% of the breeding population of 19 pairs in the SPA). It was accepted that loss of one breeding pair (ie: loss of one eagle) would be AEOI.



<b>Table C.2 Summary table of the decisions of the UK Courts reviewed in this report</b>				
<b>Decision of UK Court</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
11. Akester v DEFRA (Wightlink)	16/02/10 High Court	Yes	Yes	<b>Habitat loss &amp; Habitat deterioration:</b> Sites affected were Solent Maritime SAC (11,325 ha) and Solent and Southampton Water SPA (5,505 ha). Predicted loss of 0.4ha of inter-tidal habitat per decade and detrimental habitat change of 1.3ha per decade which would continue for decades. Overall scale of effect from project is 1.7ha/decade (0.015% of SAC and 0.03% of SPA per decade) of which habitat loss is 0.003% of SAC (0.007% of SPA) per decade and degradation is 0.012% of SAC (0.027% of SPA) per decade.
12. Skye Windfarm Action Group v Highland Council	01/02/08 Outer House (Scotland)	Yes	No	<b>Species:</b> Adverse impacts on the Cuillins golden eagle SPA were not predicted if the mortality of sub-adult eagles was below one per year.

<b>Table C.3 Summary table of the decisions of the Secretary of State (SoS) reviewed in this report</b>				
<b>Decision of SoS</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
13. Hornsea Project One offshore wind farm	10/12/14	Yes	No	<b>Species:</b> PBR threshold values 362 gannets was used to determine effects applying a 'building blocks' approach to in combination effects. So annual mortality of 127 gannets (0.6% of the SPA population) no AEOI, but did not apply Natural England's preferred methods of calculation
14. Walney Extension offshore wind farm	07/11/14	Yes	No	<b>Habitat loss:</b> SPA extends to 37,404ha, SAC is 61,506. Definitive figures are not clear from documentation. Loss of 0.033% of total saltmarsh feature area ("a very small amount") was no LSE but note also low level risk. However LSE for intertidal mudflats and sand flats due to cable installation and rock armour. 0.41% of overall 600ha of feature affected, appropriate assessment concluded no AEOI due to "small area affected and rapid recovery time" (no change in habitat features expected to occur).
15. Burbo Bank Extension offshore wind farm	26/09/14	Yes	No	<b>Species:</b> SPA is 170,293ha. Windfarm would cover 7.81% of the SPA. Risks to red throated divers from displacement only (fly below turbines). With 3km buffer suggested that 11.88% of the SPA affected. Estimated that 9.15% of the SPA population would suffer from density dependent mortality. SoS concluded that the mortality levels would not prevent the site from achieving favourable conservation status because risk would not take population below the level at classification. So no AEOI.
16. North Killingholme Power Station	11/09/14	No	N/A	<b>Habitat loss:</b> cooling water intake structures required up to 4 piles within the SAC. Construction footprint of 3.2m <sup>2</sup> (0.0000019%) of total sub tidal habitat and even less of total SAC. SoS considered impacts to be "negligible".
17. Rampion offshore wind farm	16/07/14	Yes	No	<b>Species:</b> SPA is 212ha. Potential Biological Removal (PBR) threshold values (between 286 and 381 birds per year for gannet; between 250 and 350 birds per year for kittiwake) were used. Other relevant projects were estimated to result in a gannet mortality rate of 137 birds per year and a kittiwake mortality rate of 195 birds per year from the SPA. The proposal was calculated to add 7 gannets making a total of 144 and 22 kittiwakes making a total of 217 birds, well below PBR thresholds for species.



<b>Table C.3 Summary table of the decisions of the Secretary of State (SoS) reviewed in this report</b>				
<b>Decision of SoS</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
18. East Anglia One offshore wind farm	17/06/14	No	N/A	<b>Species:</b> SPA is 2,417ha. Predicted mortality of lesser black-backed gulls to arise from other wind farms considered in-combination with the proposal would be 246, but the proposal's contribution to the in-combination mortality total in respect of breeding birds from the Alde-Ore Estuary SPA (3-7) would be so small as to not materially alter the overall in-combination mortality figure, or the likelihood of an adverse effect on integrity of the SPA.
19. Able Marine Energy Park	18/12/13	Yes	Yes	<b>Habitat loss: Humber Estuary SPA</b> is 36,630ha. Permanent direct loss of 31.5ha of intertidal mudflat (with functional loss of a further 11.6 ha) was an AEOI alone for SPA due to importance of the areas affected for black-tailed godwits. Losses equate to 0.12% of the whole SPA and 0.46% of the inter-tidal mudflat feature. Note also the loss of important roost site outside the SPA, but close to the feeding grounds which were in the SPA.
		No	N/A	<b>Habitat Loss: Humber Estuary SAC</b> is 36,557ha. Permanent direct loss of 13.5ha sub-tidal habitat and 31.5ha of intertidal mudflat equated to 0.12% of the total SAC estuary feature, including 0.33% of mudflat feature and 0.1% of the sub-tidal resource. All deemed to have a "very minor effect". NE and applicant had agreed that this was a LSE.
20. Triton Knoll offshore wind farm	11/07/13	No	N/A	<b>Species:</b> Population Viability Allowance (PVA) threshold of 94 used (NE proposed 75). Impact of project alone was 8 mortalities (0.12% of population at classification). All agreed no LSE alone.
21. Galloper offshore wind farm	24/05/13	Yes	No	<b>Species:</b> SPA is 2,417ha predicted annual mortality of 119 LBBG which is 3.3% of SPA 2012 population and 0.4% of conservation objective target. LBBG in unfavourable declining status with management measures required to address the decline. Unable to conclude no AEOI without 100% mitigation, which was achieved by measures included and imposed by conditions.
22. Hinkley Point C nuclear power station	19/03/13	No	N/A	<b>Habitat deterioration:</b> Thermal regime: Environment Agency concluded no LSE. In combination assessment stated that the mixing zone from Hinkley Point B combined with that from construction discharge would impact on less than 0.2% of the estuaries feature and hence was insignificant. Entrainment: assuming 100% entrainment mortality, the predicted worst case loss of <i>Sabellaria</i> larvae was calculated as 0.33% per day which was considered insignificant given that the natural mortality is estimated at 9% per day.
		No	N/A	<b>Habitat loss:</b> During construction there should be no physical damage to the <i>Sabellaria</i> reef, although it is noted that a small area of potential <i>Sabellaria</i> reef did fall within the rock armour barge berthing and unloading area. This area equated to less than 0.05% of the SAC reef feature and was not considered significant.

<b>Table C.3 Summary table of the decisions of the Secretary of State (SoS) reviewed in this report</b>				
<b>Decision of SoS</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
23. Kentish Flats Extension offshore wind farm	19/02/13	Yes	No	<b>Species:</b> Outer Thames Estuary site is 379,268ha. 0.5% of SPA population displaced by project "alone" which SoS accepted as "so small as to be negligible". In combination with <i>existing</i> windfarms displacement was 9.3% of SPA population which was concluded as no AEOI. However, in combination with <i>proposed</i> London Array 2 (not yet determined) affects might be adverse.
		No	N/A	<b>Habitat loss:</b> Application area covered 0.4% of SPA, worst case infrastructure footprint affects 0.003% of SPA; SoS and NE agreed this loss to be negligible.
24. London Gateway port	2/5/08	Yes	Yes	<b>Habitat loss:</b> 5ha of SPA habitat lost (0.1% of SPA) AEOI with effects on habitat deterioration.
		Yes	Yes	<b>Habitat deterioration:</b> functional change over 60ha (1.24%) Overall effects of habitat loss and deterioration represent 1.34% of the SPA. AEOI with effects on habitat loss.
25. Mawcarse Loch Leven	23/12/05	Yes	No	<b>Habitat deterioration:</b> Without mitigation, an increased loading of phosphorous to the site of 8,100mg/day. Mitigation measures enabled a conclusion of no AEOI.
26. Port of Hull Quay 2005	21/12/05	Yes	Yes	<b>Habitat loss:</b> SAC is 39,493ha and SPA is 15,203ha. Loss of 4ha from site (0.01% of SAC, 0.03% of SPA).
27. Immingham Outer Harbour	07/07/04	Yes	Yes	<b>Habitat loss:</b> SPA was 15,203ha at time of decision. Loss of 22ha from pSPA and 5ha from outside SPA. 22ha represents 0.14% of the SPA.
28. Gilwerne Pipeline	03/07/02	Yes	Yes	<b>Habitat loss:</b> Site is 1,686ha, with 350ha of dry heath. 2.5ha of heath affected (1ha to be turfed and 1.5ha to double topsoil stripping) representing 0.7% of feature and 0.09% of site. DTI was <u>not</u> of the view that this should be construed as de minimis.
29. White Horse Millennium Landmark	27/03/02	Yes	No	<b>Habitat loss:</b> Inspector's calculations were on basis of cSAC being 120ha but designated SAC is 182ha. Based on Inspector's calculations, loss of between 0.02 – 0.0665ha of habitat, represented 0.017% to 0.056% of the site (based on 182ha it would be 0.011% – 0.036% of the site).
30. Linshaws Quarry	20/03/02	No	N/A	<b>Habitat loss:</b> Secretary of State decided that, due to the scale of effect being so small (0.00153% of site), on balance, any potential conflict with national planning policy was not sufficient to justify his intervention by a 'call-in'.
31. Barksore Marshes revocation	09/11/98	Yes	Yes	<b>Habitat loss:</b> Loss of 16.5% of grazing marsh from within SPA is AEOI, Inspector stated that even smaller losses (of, say 5% or 1%) of a habitat might also be unacceptable.
32. Mostyn Docks	19/08/96	No	N/A	<b>Habitat loss:</b> Assuming SPA is 13,055 ha, of which 9,000 ha is mudflat, on the basis of a loss of 5.67 ha of mudflat from the designated site, the loss would be 0.04% of the SPA and 0.063% of the mudflat resource within the SPA.

<b>Table C.4: Summary table of decisions of Planning Inspectors / Reporters reviewed in this report</b>				
<b>Inspector</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
33. Thameside Terminal	14/06/10	Yes	Yes	<b>Habitat deterioration:</b> Reserve adjacent represented 5% of SPA area but hosted 27% of total SPA population. Concluded that appeal should be refused on HRA grounds alone.
34. The Wash Eider Duck	19/09/06	Yes	Yes	<b>Habitat deterioration:</b> Total area of SPA is 62,212ha. Mussel cultures occupy 263ha or 1.4% of intertidal flats. Disturbance over 50% of area considered a risk of AEOI due to loss of potential feeding area. Area affected was 0.21% of SPA.

<b>Table C.5: Summary table of the Article 6(4) Opinions of the EC reviewed in this report</b>				
<b>Article 6(4) Opinion</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
35. River Main channel deepening	04/2013	Yes	Yes	<b>Habitat loss:</b> 0.946ha of priority habitat lost and 0.644 ha of another habitat. Overall size of both sites is 1,706ha (individual sizes not given) so overall habitat loss across both sites represents 1.59ha or 0.09% of sites.
36. B252/B62 Bypass	05/2012	Yes	Yes	<b>Habitat loss:</b> Road crosses the Obere Lahn und Wetschaft mit Nebengewässern SCI at three locations. The site is riverine and so the scale of the effect, although not quoted, will be very small.
37. Elbe River Dredge Channel	11/2012	Yes	Yes	<b>Habitat deterioration:</b> The four sites affected cover 491.2ha in total. Whilst there was no direct loss of the features, changes due to salinity and wave energy were anticipated to lead to "virtual losses" of an area of the priority species equivalent to 59.15ha and to an area evaluated as 320.7 ha of the habitat 'estuaries'. ie: 12% of site for priority species and 65% of site for estuaries.
38. Schiersteiner Brücke	09/2011	Yes	Yes	<b>Habitat deterioration:</b> SCI affected covers an area of 71.6ha. The direct use of land is avoided but the site will be affected functionally over an area of 0.19ha (0.2%).
39. Goyr Town Development Plan	01/2011	Yes	Yes	<b>Habitat loss:</b> Overall loss of 155ha (5.5% of site). As regards the species of Community interest the allocations would lead to a loss of approx. 500 plants of <i>Iris humilis</i> ssp. <i>arenaria</i> (no more than 5% of the population on the site) and will also have negative impact on several thousand individuals of <i>Carabus hungaricus</i> .
40. A49 Motorway Extension	12/2010	Yes	Yes	<b>Habitat loss:</b> The SCI affected covers 2,688ha. The total loss of the habitat types 9110 and 91EO* would be limited to approximately 0.96 ha. The priority habitat type 91EO* will be affected on 0.09 ha by the placement of bridge abutments and the construction of the motorway. <b>Habitat deterioration:</b> Increased nitrogen depositions from road traffic would affect the habitat type 91EO* and its characteristic plant species over an area of 5.50 ha. A possible deterioration of the conservation status of this priority habitat type was therefore expected. Habitat loss is 0.035% of total SCI with increased N deposition affecting 0.2% of site.
41. A20 Motorway	06/2010	Yes	Yes	<b>Habitat loss:</b> SCI affected covers an area of 1,280ha. A surface of 1,027m <sup>2</sup> is completely covered by a bridge abutment on the Eastern slope of the valley (Hangwald). <b>Habitat deterioration:</b> Also the fragmentation of the forest complex by one break of 90 m width, additional air pollution and nitrogen depositions caused by the traffic as well as traffic-related disturbances, which will affect the priority habitat types. Overall loss of 0.1ha (0.008% of SCI).

<b>Table C.5: Summary table of the Article 6(4) Opinions of the EC reviewed in this report</b>				
<b>Article 6(4) Opinion</b>	<b>Date</b>	<b>LSE</b>	<b>AEOI</b>	<b>Key issue relating to scale of effect</b>
42. Lubeck Airport	05/2009	Yes	Yes	<b>Habitat deterioration:</b> SCI affected covers 345ha and surrounds the airport. All construction works would be carried out outside the perimeter of the SCI but the operation of the enlarged airport will impact 12ha of a priority habitat type due to increased air pollution. Scale of effect is 3.4%.
43. Baden Airport	06/2005	Yes	Yes	<b>Habitat loss:</b> SCI affected is 225ha. Habitat type 2330 (area covered 3.99ha, predicted loss of 1.5ha and temporary use of 0.47ha). Habitat type 4030 (area covered 0.05ha, temporary use of 0.02ha). Habitat type 6230 (area covered 25.47ha, loss of 3.32ha and temporary use of 2.88ha). Habitat type 6510 (area covered 60.6ha against loss of 3.28ha and temporary use of 10.17ha) If aggregated, 8.1ha (9%) of the total 90.11ha of the sites affected would be lost and 13.54ha (15.02%) would be used temporarily.
44. TGV East	11/2004	Yes	Yes	<b>Habitat loss:</b> Project will lead to destruction of 3.75ha of salt meadow and sub halophytic meadow representing 0.55% of the habitat type in France, 18.6% of the feature within the site and 0.5% of the whole site.
45. La Brena Dam	05/2004	Yes	Yes	<b>Habitat loss:</b> Proposed reservoir would flood an existing reservoir within an SCI and occupy 626ha of the SCI which is 1.04% of the total area.
46. Siegerland Industrial Area	04/2003	Yes	Yes	<b>Habitat loss:</b> Project consists of creation of industrial and commercial area of 140ha of which 85ha has been designated SCI. Project affects entire SCI and would lead to “ <i>large scale destruction</i> ”. Derogation case not accepted by EC.
47, Rotterdam Port Expansion	04/2003	Yes	Yes	<b>Habitat loss:</b> Project would lead to effects over 19.5ha of grey dunes (*), 23ha of White Dunes and 3,125ha of sandbanks slightly covered by seawater at all times.
48. Prosper Haniel Colliery	04/2003	Yes	Yes	<b>Habitat loss:</b> 96ha of SCI habitat affected, of which 16ha is two priority habitats (91D0 and 91E0) which cover 17ha of one site and 21ha of the other, so 42% of priority habitats lost following anticipated subsidence and creation of new lakes. Two sites affected of 709ha and 143ha (combined size of 852ha) so overall 13% of sites would be affected.
49. Daimler Chrysler Aerospace	19/04/00	Yes	Yes	<b>Habitat loss:</b> Project located on 171ha of a river basin designated as SCI. Overall SCI is 795ha so loss of 21% of site.

## D Discussion and conclusions

### D.1 Introduction

This section discusses the findings of the research for the 42 cases included in the detailed analysis as explained in section C.1. It explores their implications for decision-makers.

The 42 decisions can be divided into three main categories (as shown in the right hand column of Tables C.1 to C.5) relating to the nature of the ‘scale of effect’ (although some cases are relevant to two categories):

- Habitat loss – where the scale of effect refers to the loss of designated habitat, including effective loss caused by displacement of species from habitat that would otherwise be available to them, through such effects as disturbance;
- Habitat deterioration – where the scale of effect refers to deterioration of designated habitat;
- Species – where the scale of effect refers to population decline of designated or classified species.

Each is considered in turn.

### D.2 Habitat loss

Habitat loss is relevant to 27 of the 42 cases.

Table D1 below lists the decisions for which the scale of the effects considered related to habitat loss.

<b>Table D.1: decisions listed by decision maker where the scale of effects related to habitat loss</b>				
<b>PART A</b>				
<b>Decisions where habitat loss was considered LSE and in all but one case AEOI</b>				
<b>Case</b>	<b>Area lost</b>	<b>%age Feature</b>	<b>%age Site</b>	<b>Assessment</b>
<b>European Court</b>				
1. EC vs Spain C-404/09 (Alto Sil)	17.92ha		0.04%	Significant. Uncertainty about other values.
2. EC vs Italy C-304/05 (ski chmpnsh)	2.5ha		0.004%	AEOI at least for habitat of black grouse.
4. EC vs Austria C-209/02 (Woor’ Moos)	25ha		6.25%	AEOI.
5. EC v Spain C-355/90 (Santona M)	185ha		2.7%	By implication must have been equivalent to an AEOI.
7. Sweetman C-258/11	1.47ha	0.5%	0.006%	AEOI.
<b>UK Courts</b>				
11. Akester v DEFRA (Wightlink)	0.4ha/ Decade		0.003% 0.007%	0.003% SAC, 0.007% SPA with habitat deterioration implied AEOI.
<b>Secretary of State</b>				
14. Walney Extension offshore wind farm		0.033% 0.41%		0.033% saltmarsh 0.41% mudflat (rapid recovery time) LSE no AEOI.

<b>Table D.1: decisions listed by decision maker where the scale of effects related to habitat loss</b>				
19. Able Marine Energy Park		0.46%	0.12%	SPA: NB loss of important roost site outside the SPA, AEOI of SPA.
24. London Gateway	5ha		1.0%	NB: Habitat deterioration effects AEOI.
26. Port of Hull Quay 2005	4ha		0.01% 0.03%	0.01% of SAC, 0.03% AEOI of SPA.
27. Immingham Outer Harbour	22ha		0.14%	AEOI of SPA.
28. Gilwerne Pipeline	2.5ha	0.7%	0.09%	AEOI of SAC.
31. Barksore Marshes	84ha	16.5%	1.79%	AEOI of SPA.
<b>EC opinions</b>				
35. River Main channel deepening	1.59ha		0.09%	AEOI.
39. Goyr Town Development Plan	155.5ha		5.5%	AEOI.
40. A49 motorway extension	0.96ha		0.035%	NB: Habitat deterioration effects AEOI.
41. A20 motorway	0.1ha		0.008%	NB: Habitat deterioration effects AEOI.
43. Baden Airport	8.1ha		3.6%	AEOI.
44. TGV East	3.75ha	18.6%		AEOI.
45. La Brena Dam	626ha		1.06%	AEOI.
<b>PART B</b>				
<b>Decisions where habitat losses were considered not to be significant</b>				
Case	Area lost	%age Feature	%age Site	Assessment
<b>Secretary of State</b>				
9. RSPB v SoS CLG (Lydd Airport)	1.82ha		0.056%	But no qualifying habitat feature affected, only great crested newt supporting habitat.
16. North Killingholme Power Project	3.2m <sup>2</sup>	0.0000019%		Sub tidal habitat 16,800ha.
19. Able Marine Energy Park	45ha 31.5ha 13.5ha	0.12% 0.33% 0.1%		SAC: 0.12% of the total SAC estuary feature, including 0.33% mudflat feature and 0.1% sub-tidal.
22. Hinkley Point C	unknown	0.05%		0.05% of <i>potential</i> SAC reef feature.
23. Kentish Flats offshore wind farm	11ha		0.003%	Site is 379,268ha, loss considered " <i>negligible</i> ".
29. White horse millennium landmark	0.02ha – 0.065ha		0.017% - 0.056%	Inspector's calculations used but if based on actual designated area loss would be 0.011% – 0.036% of the site.
30. Linshaws Quarry	0.99ha		0.00153%	
32. Mostyn Docks	5.67ha	0.063%	0.04%	0.063% of mudflat



With the exception of Barksore Marshes, which was the revocation of a damaging planning permission granted many years before the site was classified as an SPA, and therefore a retrospective decision differing from the others, the largest spatial losses appear to be those decided by the European court or the European Commission, compared to those of the Secretary of State. That may or may not reflect the likelihood that the Court and Commission will become involved in only the more serious cases, whereas the Secretary of State must apply the screening test to all cases that come before him for decision.

**There is no evidence that any particular decision-maker has consistently applied a more or less rigorous judgement, at the screening or integrity test stages, in terms of small scale effects of habitat loss. Nor is there any evidence that any particular type of decision maker has regarded any specific range of smaller scale effects as either more significant or insignificant when compared to other decision makers.**

<b>Table D.2: comparison of ranges of scales of effect by decision maker</b>		
<b>Decision maker</b>	<b>Range of site %age losses considered to be significant</b>	<b>Range of site %age losses considered to be insignificant</b>
European court	0.004% - 6.25%	
UK Court	0.003% - 0.007%*	0.056%*
Secretary of State	0.01% - 1.79%	0.00153% - 0.056%
European Commission	0.008% - 5.5%	

\* NB these values each refer to only a single case

However, it should be borne in mind that cases only reach the European Court because the Commission considers that there has been a breach of the Directive (a site has been or could be significantly damaged), and a decision only reaches the Commission for an opinion because the member state has already decided there would be an adverse effect on site integrity.

The effects on the conservation objectives are explicitly assessed in almost all (and all recent) decisions made by the Secretary of State, and are frequently referred to by the European court, but are less frequently explicitly referred to in other cases (see the case summaries in section E).

**There is no evidence that any decision maker systematically applies any formula or 'rule-of-thumb' that either a certain level (expressed in say square metres or hectares) or a certain proportion (expressed as a percentage) is to be regarded as a significant or an insignificant effect, or is or is not to be considered as an adverse effect on site integrity.**

On the contrary, the research clearly shows that these decision-makers take each case on its own merits and examine the actual or predicted effects on the qualifying features and assess the ecological functions that would be changed or otherwise affected or how the habitat loss would or could change the ecological structure or function of the site as a whole. In preparing the tables for this report the researchers have often had to calculate the percentage changes involved in habitat loss because they have not been cited or even

calculated in the case documentation and appear to have played no part, or only a limited part, in decision making.

There is no doubt that the Waddenzee ruling has been influential on decision makers at the screening stage, in terms of examining the “*characteristics and specific environmental conditions of the site*”. Paragraph 49:

*“49 ....pursuant to the first sentence of Article 6(3) of the Habitats Directive, where a plan or project not directly connected with or necessary to the management of a site is likely to undermine the site's conservation objectives, it must be considered likely to have a significant effect on that site. The assessment of that risk must be made in the light inter alia of the characteristics and specific environmental conditions of the site concerned by such a plan or project.”*

The low weight that is given to relying simply on calculations of habitat loss as a percentage of the total area of a site, or spatial extent of a qualifying feature, can be appreciated from a range of quotations from the decision-makers themselves, for example from cases E.9, E.19, E.30 and E.31 as follows.

The judge in case E.9, Lydd Airport said in looking at the way in which the Inspector had approached his task:

*“He is right not to treat any effect as an effect on integrity; but he does not commit the error of thinking that it is merely because the affected area is small, that there can be no effect on integrity. In reality, whether an adverse effect on a small proportion of a site would amount to an adverse effect on its integrity depends on the particular circumstances. The Inspector made no judgment that an adverse effect required a significant proportion of the site to be affected adversely”*

The Secretary of State's letter in case E.19 the Able Marine Energy Park (AMEP) and its effects on the Humber Estuary SPA:

*“The Secretary of State agrees with the Panel that the AMEP development is likely to have a significant adverse effect on the Humber Estuary SPA and Ramsar site, having regard to the core purpose of their designations, namely the protection of habitats of importance for migratory birds. He notes that construction of the new quay will lead to a reduction in the extent and distribution of estuarine and inter-tidal habitat, including the loss of food supply from 31.5 hectares of inter-tidal mudflat; and that an additional 11.6 hectares of mudflats is likely to have reduced functionality as a result of disturbance.*

No reference is made here to the percentage of the SPA that would be affected. The screening decision is concentrating on the ecological implications of the habitat loss and the ecological importance of the function performed by the affected habitats. And similarly in the same letter, in respect of the insignificant effect on the SAC, it is not merely the scale but the type of habitat affected and how its ecological function may be changed:

*“In relation to the Humber Estuary SAC as a whole, the Secretary of State agrees with the Panel's assessment that, having regard to the size of the SAC, the loss of ecological function as a result of the AMEP development will be small, and that the habitats are types that are found over a wide area. He agrees, therefore, that the loss of inter-tidal and*



*estuarine habitat at North Killingholme (which cannot be mitigated) in itself will have a very minor effect on the SAC overall.”*

The Inspector in case E.31 Barksore Marshes at paragraphs 6.7 – 6.8 found as follows, placing weight on the functional value of the habitat rather than its percentage reduction, which he dismisses because he does not find it a helpful guide to effects:

*“I note that the development of the Order land could result in the loss of 16.5% of the grazing marsh in the SPA. That does not seem to me to be an insignificant proportion; I am aware of no policy guidance to suggest that even smaller losses (of, say, 5% or 1%) of a valued habitat type within an SPA should be regarded as being acceptable. Habitats can be as much affected by a number of small losses as by one major reduction”*

The Secretaries of State decision letter in case E.32, Mostyn Dock reiterates the approach where they disagreed with the Assessor's indication that the small scale of the effect on its own rendered it insignificant (paragraph 13 of the decision letter). *“The Secretaries of State do not accept that the small scale of the proposal is, on its own, sufficient to justify the conclusion that the development is insignificant and therefore acceptable. The significance of effects of a development are not necessarily related to its scale”*. However, after considering all the evidence, in addition to scale, they concluded that there would be no likely significant effect on the SPA.

**Examination of these cases involving habitat loss demonstrates that authoritative decision makers have never determined significance of effect on the basis of spatial scale or percentage of area of site or proportion of qualifying feature alone.** Even in the case of the smallest loss (case E.16 North Killingholme), the very small size of the habitat loss was determined to be an insignificant effect as much on the basis of its location in the estuary and proximity to habitats regularly disturbed, as on the spatial scale (3m<sup>2</sup>) or the proportion of the habitat (0.0000019% of the sub-tidal habitat).

**These cases show that in practice, authoritative decision makers invariably consider a wide range of factors when determining the significance of effects, including the characteristics of the qualifying feature (for example, rarity, location, distribution, vulnerability to potential change), how the ecological structure and function of the site might be affected, what ecological function the affected area is performing, or could perform, in terms of the ecological requirements of the qualifying features, the location of the affected area both in terms of its geographic position in the designated site and in terms of its position relative to the project.**

Scale is a factor, and can be an important factor, helping to determine the question of significance but, in light of these cases, never the only factor determining the question of significance.

It is likely to be because this is the approach adopted, that the cases demonstrate a wide variation in areas and percentages considered to be significant or insignificant as the case may be.

### D.3 Habitat deterioration

Habitat deterioration was relevant to 11 of the 42 cases. Table D.3 below lists the decisions for which the scale of the effects considered concerned habitat deterioration.

<b>Table D.3: decisions where the scale of effects related to habitat function</b>				
<b>PART A</b>				
<b>Decisions where the effects were considered LSE and in all cases AEOI</b>				
Case	Area affected	% feature	% site	Effects
<b>European court</b>				
3. EC vs Portugal C-239/04 (Castro verde)	1,700ha		2.1%	Fragmentation / severance AEOI
6. Briels v Minister C-521/12	11.5ha		1.3%	Acidification / drying out AEOI
<b>UK court</b>				
11. Akester v DEFRA (Wightlink)	1.3ha /decade		0.012% 0.027%	0.027% of SPA + habitat loss AEOI by implication
<b>Secretary of State</b>				
24. London Gateway	60ha		1.24%	NB: also habitat loss AEOI
<b>Inspector decision</b>				
33. Thameside Terminal	237ha		5%	Disturbance AEOI
34. Wash Eider Duck case	131.5ha		0.21%	Disturbance AEOI
<b>EC opinion</b>				
37. Elbe River Channel Dredge	59.15ha 320.7ha	12% 65%		Salinity / wave energy AEOI Salinity / wave energy AEOI
38. Schiersteiner Brucke	0.19ha	1.9%	0.27%	Shading & rain interception AEOI
40. A49 motorway extension	5.5ha		0.2%	Air pollution also habitat loss AEOI
42. Lubeck airport	12ha		3.4%	Air pollution AEOI
<b>PART B</b>				
<b>Decisions where the effects were considered not to be significant</b>				
<b>Secretary of State</b>				
22. Hinkley Point C			0.2%	Thermal change

There is no evidence that any of the authoritative decision makers in this study take a different approach to the inclusion of habitat deterioration (as opposed to habitat loss) in assessing the significance of effects of projects on European sites. All types of decision-makers considered here have determined at least one case to have significant effects on the grounds of habitat deterioration (or a combination of habitat deterioration and loss).

The range of effects considered include fragmentation / severance, increased air pollution, increased salinity, increased wave energy, acidification and drying out, shading, rain interception and disturbance (in the sense that the qualifying feature would use the habitat less, rather than not at all – which would be habitat loss).

As in the case of habitat loss, there is no evidence that any particular decision-maker has consistently applied a more or less rigorous judgement, at the screening or integrity test stages, in terms of small scale effects of habitat deterioration. Nor is there any evidence that any particular type of decision maker has regarded any specific range of smaller scale effects as either more significant or insignificant when compared to other decision makers.

There is no evidence that any decision maker systematically applies any formula or 'rule-of-thumb' that either a certain level (expressed in say square metres or hectares) or a certain proportion (expressed as a percentage) is to be regarded as a significant or an insignificant effect, or is or is not to be considered as an adverse effect on site integrity.

Examination of these cases, involving habitat deterioration, show that authoritative decision makers have never determined significance of effect on the basis of spatial scale or percentage of area of site or proportion of qualifying feature alone.

Even in the case of the smallest loss considered to be significant (and an adverse effect on integrity) by the German authorities, (case E.38 Schiersteiner Brücke) the effects on the ecological structure and function of a priority habitat were studied in addition to the scale of the area that would be expected to deteriorate, noting in particular that in this case habitat loss had been avoided by design.

As in the cases involving habitat loss, authoritative decision makers invariably consider a wide range of factors when determining the significance of effects. Scale is a factor, and can be an important factor, helping to determine the question of significance of habitat deterioration but, in light of these cases, never the only factor determining the question of significance.

## D.4 Effects on species

Population effects upon species are relevant to 10 of the 42 cases as shown in Table D.4 below, but case E.8 is not considered further because it is understood to be the subject of a Court of Appeal case. All other cases are those determined by the Secretary of State or Scottish Ministers.

<b>Table D.4: decisions where the scale of effects related to species population decline</b>	
<b>PART A</b>	
<b>Decisions where the effects were considered to be LSE</b>	
<b>Decision</b>	<b>Scale of Species Population Effect</b>
<b>UK Court</b>	
10. Bagmoor Wind v Scottish Ministers	Loss of one individual eagle AEOI because of loss of one pair of breeding birds (5.2% of SPA breeding population)
12. Skye Windfarm Action Group v Highland Council	Predicted mortality less than the threshold of one sub-adult eagle mortality per year in combination
<b>Secretary of State</b>	
13. Hornsea Project One offshore wind farm	28 gannets project alone, 115-127 project in combination, PBR threshold 362 357-472 kittiwake with project in combination, PBR threshold 512
15. Burbo Bank extension offshore wind farm	Calculated collision risk 84 red-throated divers project alone, due to collision and density dependent mortality (9.15% of SPA population) but would not reduce population below that at classification of 922, so no AEOI
17. Rampion offshore wind farm	7 gannet mortalities project alone, 144 in combination, below PBR range of 286 - 361 22 kittiwake mortalities project alone, 217 in combination, below PBR threshold range of 250 - 350

**Table D.4: decisions where the scale of effects related to species population decline**

<b>PART A</b>	
<b>Decisions where the effects were considered to be LSE</b>	
21. Galloper offshore wind farm	119 lesser black backed gulls 3.3% of 2012 population, 0.4% of conservation objective target, 100% mitigation required to enable consent to be given and avoid AEOI because of unfavourable status
23. Kentish Flats offshore wind farm	Displacement of 33 red throated divers 'alone' (0.5% of population) with possible density dependent mortality of 10 – 20 birds. Made little difference to the total in-combination effects (excluding London Array 2) of 580 birds (9.8% of population) no AEOI.
<b>PART B</b>	
<b>Decisions where the effects were considered not to be significant</b>	
<b>UK Court</b>	
8. RSPB v SoS and BAE Systems (Ribble)	Case may be subject to further consideration by the courts Population reduction to 75% of that at classification no LSE
<b>Secretary of State</b>	
18. East Anglia One offshore wind farm	3-7 lesser black backed gull breeding season mortalities project alone, up to 286 in combination from other projects, addition of 7 to 286 so small as to not amount to a significant in combination effect
20. Triton Knoll offshore wind farm	Capacity within PVA threshold of 94 for 8 additional sandwich tern mortalities (0.12% of population)
22. Hinkley Point C nuclear power station	Entrainment: 0.33% of <i>Sabellaria</i> larvae per day and 0.55% in combination

Effects on species involved consideration of levels of mortality of the population of qualifying species – birds in all but one case (E.22) and in that case the species which creates the qualifying SAC habitat. Mortality would be caused by collision with wind turbines (all cases except E.22); or displacement by the construction and operation of wind turbines (E.23); or entrainment (E.22).

Estimates of collision risk for birds in respect of onshore and offshore wind turbines (9 of the 10 cases), in the UK, has become an established methodology, using the Band and / or Folkerts models. However, almost all cases involved disagreements between applicants and statutory nature conservation bodies as to the parameters, such as avoidance rate, or baseline population, to be used in such models. The calculation of potential biological removal (PBR) or population viability allowance (PVA) was used extensively in the Habitats Regulations Assessments undertaken on behalf of the Secretary of State in these cases. But again the figures derived from the analyses were subject to disagreement, often leaving the decision maker to adopt the role of adjudicator; sometimes favouring the statutory adviser's position, but at other times presenting cogent reasons for preferring and adopting the approach of an applicant or examining authority.

More of the population figures in Table D.4 could be expressed as percentages or proportions of populations, but little meaningful evidence could be drawn from such an exercise. Where PBR or PVA methodologies informed the decisions, the key issue was whether the calculated collision mortality or displacement mortality was simply or comfortably below the threshold calculated by these analyses indicating that the SPA population would not be expected to reduce or decline below a specified sustainable level. Whatever the proportion of the PBR or PVA thresholds that the predicted mortality rate may have been, adds nothing to the assessment. The thresholds themselves varied widely in a

range from 94 to 512 and collision mortality figures for a species found not to be significant varied from 7 to 472.

For example, a mortality rate of 22 kittiwakes, from the Flamborough Head and Bempton Cliffs SPA, caused by the Rampion project alone, or 217 in combination with other projects, in a breeding population of 83,370 pairs at classification, may appear to be a low percentage, 0.013% and 0.13% respectively, of the total population. However, in that case the in-combination mortality was only 33 below the lower end of the PBR range of 250 at which point predicted mortality could affect the population sustainability.

There is a danger of over-scrutinising and analysing these cases. In all the decisions on the nationally significant infrastructure projects the basis of the assessment on the SPA(s) population is clearly set out and rationally argued (whether or not the decision may be agreed by the statutory nature conservation body).

Cases 10 and 12 hinged entirely on biological (breeding) status of the eagles that may be affected. If it may be a member of a breeding pair in a specific SPA it would be an adverse effect on site integrity. If it was a non-breeding sub-adult bird in a 'floating' population not tied to a particular SPA, it may not be such an effect if the collision mortality was below the relevant threshold.

In all the wind farm / SPA cases decisions were not judgements made on a sliding scale of effects. They were decisions based on accepted mathematical models, using whatever parameters, such as avoidance rate, the decision-maker preferred and using accepted scientific analysis as to population viability, sustainability and dynamics. Where relevant there was a clear understanding of the position of parties who disagreed. Generally, these approaches had what the decision maker considered to be sufficient levels of precaution without adding further precautionary layers to a decision. However, in one case (E.21, see further D.6 below) where an SPA breeding population appeared to be at a particularly vulnerable status, this approach was supplemented by a precautionary decision to ensure that all potential mortality arising from the project would be offset by guaranteed mitigation measures.

## **D.5 Overall conclusions on effects of habitat loss, deterioration and on species**

These cases show that in practice, authoritative decision-makers invariably consider a wide range of factors when determining the significance of small scale effects, including:

- the characteristics of the qualifying feature (for example, rarity, location, distribution, vulnerability to potential change);
- how the ecological structure and function of the site might be affected;
- what ecological function the affected area is performing, or could perform, in terms of the ecological requirements of the qualifying features;
- the location of the affected area both in terms of its geographic position in the designated site and in terms of its position relative to the project;

- where a qualifying species is affected, when the activities would occur, the rarity of individuals of the species, its conservation status and future prospects in the location in question.

Small scale effects are relevant to:

- a) qualifying Annex 1 habitat types (for which SACs have been designated);
- b) 'supporting' habitat for protected species (whether Annex II species for which SACs had been designated or bird species for which SPAs had been classified); and
- c) individuals of a designated or classified species population.

There was a difference in influence exerted by each of the above factors, depending on whether the effect related to a qualifying habitat in its own right, a supporting habitat for a protected species, or individuals of the population of a designated or classified species.

In the case of small scale effects on a *qualifying* Annex 1 habitat type for which a SAC had been designated, the decisions reviewed suggest that it is the relative importance of the area affected in terms of the rarity, location, distribution, vulnerability to change and ecological structure which is most influential. The contribution the affected area made to the overall integrity of the site (and hence that site's contribution to the conservation status of that habitat type at a member state level) exerted a stronger influence over decision makers than the spatial extent of the effect.

In the case of small scale effects on a *supporting* habitat for a species (whether a designated SAC species or a classified SPA species), the decisions reviewed suggest it is the ecological functioning of that supporting habitat which is most influential: that is, what ecological function the affected area was performing, or could perform, and its importance to the population of the species for which the site had been designated / classified. The contribution made by the area affected to the ability of the site to support the populations for which it had been designated or classified exerted a stronger influence over decision makers than the spatial extent of the effect.

In the case of small scale effects on *individuals* which make up the population of a species for which a site has been designated / classified, the decisions reviewed suggest that it is the timing of the activities, the rarity of individuals of the species and its conservation status and future prospects in the location in question which are most influential. The relative importance of the individuals affected to the sustainability of the population for which the site has been designated / classified exerted a stronger influence over decision makers than the number of individuals affected.

No two cases are the same. As already set out in section A.11 of this report, the circumstances of each case must be taken into account in interpreting the decisions. Moreover, it is not appropriate to apply the findings of one court decision as if it was a blanket rule to be applied regardless of the circumstances and in every case. Thus, for example, it cannot be assumed that, on the basis of the Sweetman ruling alone (case C – 258/11), any loss of habitat, no matter how small, whether it be priority habitat or not, should be regarded as an adverse effect on site integrity, simply because in the circumstances of

the Sweetman case, the loss of 1.47ha of the 270ha of limestone pavement in the SAC was ruled to be an adverse effect on the integrity of the SAC.

Even noting that the Advocate General said this in her Opinion on this case (paragraph 60 with emphasis added):

*“....measures which involve the permanent destruction of a part of the habitat in relation to whose existence the site was designated are, in my view, destined by definition to be categorised as adverse. The conservation objectives of the site are, by virtue of that destruction, liable to be fundamentally – and irreversibly – compromised.”* (The Sweetman case fell into this category and the loss was an adverse effect on integrity).

It should equally be borne in mind that the same Advocate General had said in paragraph 48 of the same Opinion (emphasis added):

*“The requirement that the effect in question be ‘significant’ exists in order to lay down a de minimis threshold. Plans or projects that have no appreciable effect on the site are thereby excluded. If all plans or projects capable of having any effect whatsoever on the site were to be caught by Article 6(3), activities on or near the site would risk being impossible by reason of legislative overkill.”*

It is reasonable to suppose that a very small amount of loss, say one or two square metres, might not be regarded as an adverse effect on integrity. Indeed, in light of the Advocate General’s advice, had the loss in the Lough Corrib SAC in the Sweetman case actually been only 2m<sup>2</sup>, the competent authority may have been justified in concluding that such a small scale loss had no appreciable effect and was not likely to be significant and no appropriate assessment was necessary.

## **D.6 Consideration of priority habitats and species**

The brief specifically requested an analysis of the consideration of priority habitats and species and the extent, if any, that they may have influenced decisions.

It is important to bear in mind that 25 of the 49 cases in Tables C.1 to C.5 relate to effects on SPAs. No bird species are identified as a priority species in the Birds Directive, so this point is relevant only to the 25 cases which involved small scale effects on a SAC (one case involved small scale effects on both an SPA and a SAC).

Of the 25 involving effects on a SAC, 17 cases explicitly involved consideration of priority habitats or species. These were cases E.7 (Sweetman), E.29 the white horse millennium landmark and cases E.35 – E.49. However, by definition, all of the European Commission opinion cases (E.35 – E.49) involved the consideration of priority habitats or species because it is the potential effects on them that triggered the opinion procedure. Consequently, nothing can be drawn from these cases, as to the weight attached to the priority status, *a per pro* non-priority cases, because the Commission would not otherwise have been asked for an opinion.

Thus, only limited conclusions as to the influence of priority habitats or species may be drawn from just two cases.

Even taking account of the EC opinion cases, no document explicitly says that effects had been determined as significant because the feature affected was a priority habitat or species, and had it not been for that consideration the effects would not have been considered significant. Equally, no document indicated that effects had been determined as insignificant (or not an adverse effect on site integrity) because the feature affected was not a priority habitat or species, but had it been a priority feature the effects would have been considered to be significant (or adverse to integrity).

None of the cases had a document that explicitly stated that greater weight had actually been given to a priority habitat or species because of this factor, or as a corollary, that less weight had been given to effects on a feature because it was not a priority habitat or species.

At most, there is perhaps an implied additional weight, but it cannot, therefore, be quantified or objectively analysed any further. In Sweetman, for example, the Court appeared to give weight to the fact that the reduction in limestone pavement was the permanent loss of a priority habitat. Paragraph 42 of the judgment stated (emphasis added):

*“Such an appraisal applies all the more in the main proceedings, since the natural habitat affected by the proposed road scheme is among the priority natural habitat types, which Article 1(d) of the Habitats Directive defines as “natural habitat types in danger of disappearance” for whose conservation the European Union has “particular responsibility”.*

And at paragraph 46 the Court ruled (emphasis added):

*“Consequently, if, after an appropriate assessment of a plan or project’s implications for a site, carried out on the basis of the first sentence of Article 6(3) of the Habitats Directive, the competent national authority concludes that that plan or project will lead to the lasting and irreparable loss of the whole or part of a priority natural habitat type whose conservation was the objective that justified the designation of the site concerned as an SCI, the view should be taken that such a plan or project will adversely affect the integrity of that site”.*

But in the subsequent Briels ruling, where the qualifying feature affected was not a priority habitat, and the effects were not necessarily permanent and resulted in deterioration of the habitat rather than loss, the court, arguably, seemed to apply as much weight to the feature as in Sweetman and determined that that habitat change would also be an adverse effect on site integrity.

In the case of the White Horse Millennium Landmark (E.29) the fact that the habitat affected was a priority habitat was noted by the Inspector / Secretary of State but appears to have made no difference to the decision as to the effects on site integrity, or the weight given to the value of the site in the ordinary planning judgement. This is in contrast to the researchers’ empirical knowledge of cases where the Secretary of State, Scottish Ministers or Inspectors have given considerable weight to impacts on habitats identified as being priority habitats in Annex I of the Habitats Directive, where they occur outside a designated SAC and therefore the Habitats Regulations Assessment process does not apply.



## **D.7 Consideration of conservation status or site condition**

The brief specifically requested an analysis of how decision makers took account of the conservation status of the qualifying features or the condition of the site.

As indicated in sections D.2 and D.3, the circumstances of the site and the characteristics of the qualifying features were regularly taken into account where relevant. One case decision appears to have been particularly influenced by the 'unfavourable declining' status of the qualifying feature, the lesser black-backed gull in case E.21, Galloper offshore wind farm. The Secretary of State determined that negative effects on the breeding population of gulls in the SPA (estimated to have reduced to 1,811 breeding pairs in 2012 from a peak of 25,000 pairs in 2000) had to be eliminated (100% mitigation of a potential annual mortality of 119 birds) in order to conclude that there could be no adverse effect on the integrity of the site.

In contrast the Secretary of State considered that in case E.15 that the 'favourable condition' of the Liverpool Bay SPA at classification was a relevant factor in deciding that the predicted mortality of 84 red-throated divers, caused by the Burbo Bank Extension offshore wind farm, in combination with others, would not have an adverse effect on the integrity of the SPA. It had an over-wintering population of 1,188 red-throated divers but the effects of the project would not reduce the population to a level below that at classification, which was 922 birds.

## E Appendix - Case Summaries

### Decisions of the European Court

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The supporting documentation for the cases reviewed below in respect of decisions taken by the European Courts (E.1 to E.7) can be found on the European Court's InfoCuria website:

<http://curia.europa.eu/juris/recherche.jsf?language=en>

#### E.1 EC v Spain C-404/09 (Alto Sil)

##### E.1.1 Description of case

The authorisation of various open cast mining projects without a prior assessment. The case considered the effects of noise, vibration and fragmentation of habitat leading to isolation of sub populations within the Alto Sil SPA and SAC. The case concerned a long list of alleged failures of the Spanish authorities which are not all summarised below. The complexity of the various grounds of challenge is due to the timescale involved and the differing obligations which arose a) after the SPA was classified, b) after the SAC was proposed as a Site of Community Importance (SCI), and c) after SCI was formally registered. The summary below concerns only those aspects of the case where the scale of effect was relevant.

##### E.1.2 Location

The Alto Sil site is located in the north-west of the region of Castile-León in Spain, close to the regions of Galicia and Asturias, situated at the upper reaches of the river Sil.

##### E.1.3 Date of decision

24<sup>th</sup> November 2011.

##### E.1.4 Decision maker

European Court – Judgment.

##### E.1.5 Area of designated site

The Alto Sil SPA and SAC site covered an area of 43,706 hectares.

##### E.1.6 Area of habitat or number of individuals of species affected

The implementation of the Fonfría open cast mining project led to the deterioration of the Alto Sil SPA because habitat type 9230 – Galicio-Portuguese oak woods with *Quercus robur* and *Quercus pyrenaica*, which could have been used by the capercaillie, was destroyed over an area of 17.92 hectares (0.7% of the feature).

Paragraph 145 of the Advocate General's opinion went on to state:

*“According to those documents, the 93.9-hectare surface area envisaged in the original application for authorisation included 77.77 hectares of protected habitat types. The unauthorised works affected 35.24 hectares. Even assuming that the unauthorised operation had encompassed all the land surfaces that do not host protected habitat types, it would still have led to the loss of over 19 hectares of protected habitat types”.*

The footnotes to the Opinion clarify that the 77.77ha of protected habitat comprised 45.64 hectares (0.2% of feature) of habitat type 4030 – European dry heaths, 6.52 hectares of habitat type 8220 – Siliceous rocky slopes with chasmophytic vegetation, and 19.09 hectares (0.7% of feature) of habitat type 9230 – Galicio-Portuguese oak woods with

*Quercus robur* and *Quercus pyrenaica*. It is noted that there are some discrepancies with these figures because they total 71.25ha so the origin of the 77.77ha is unclear. We have assumed that the losses relate to approximately 70ha of protected habitat types, of which we can be certain that 64.73ha were designated habitat types.

The loss of approximately 70ha of protected habitat types came from what the judgment referred to as the “*authorised works*” with at least 19ha of further loss from “*unauthorised works*”. There is yet more confusion over the spatial extent of the effect which underpinned the decision taken by the Court. Whilst paragraph 186 of the Judgment refers specifically to paragraph 145 of the Opinion (implicitly accepting the Advocate General’s figures) it then concluded by reference to the effects “*being apparent over an area of at least 19ha*”. Whether the Court accepted the full predicted effects of approximately 70ha *plus* 19ha (89ha) or just the 19ha is unclear. Consequently, we consider both scenarios. If we assume the Court accepted the loss as being in the region of 89ha this would represent 0.2% of the overall site. If however the Court misinterpreted the Advocate General’s figures and only regarded the loss to be *at least* 19ha this would represent only 0.04% of the site.

#### **E.1.7 Type of habitat or species affected – its importance and sensitivity**

Special Area of Conservation: The standard data form used to notify the site to the Commission lists 23 qualifying Annex 1 habitat types and numerous qualifying species. With particular regard to this case the form refers, amongst other things, to 10 to 15 individuals of the brown bear (a priority species) as well as the following non priority habitat types:

- 4030 – European dry heaths (50% of the site, i.e. over 21,000 hectares);
- 4090 – Endemic oro-Mediterranean heaths with gorse (6% of the site, i.e. approximately 2,600 hectares);
- 6160 – Oro-Iberian *Festuca indigesta* grasslands (1% of the site, i.e. approximately 430 hectares);
- 8230 – Siliceous rock with pioneer vegetation of the *Sedo-Scleranthion* or of the *Sedo albi-Veronicion dillenii* (13% of the site, i.e. over 5,500 hectares); and
- 9230 – Galicio-Portuguese oak woods with *Quercus robur* and *Quercus pyrenaica* (6% of the site, i.e. approximately 2,600 hectares).

Special Protection Area: The site hosts many qualifying bird species but with reference to this case, the standard data from notes 42 to 47 male Cantabrian subspecies of the capercaillie (*Tetrao urogallus cantabricus*). The population of the capercaillie species present on the site is of regional importance (50% of the males in Castile-León) and of national importance (2% of the males in Spain).

#### **E.1.8 Judgment**

This case concerned a failure of the Member state to comply with Articles 6(2) to (4) of the Directive and the case therefore concerns both the 6(2) obligation to avoid deterioration and significant disturbance as well as the 6(3) obligation to assess the effects of plans or projects. It is also of relevance that the classification of the SPA pre-dated the designation of the SAC, which had a bearing on the relevance of the Directive to certain mines and the differing dates upon which respective decisions had been taken.

The Court ruled that Spain had not complied with Article 6(3) of the Habitats Directive by failing to carry out an ‘appropriate’ assessment. The scale of the effect was not referred to in the judgment but the opinion of the Advocate General set out the rationale for there being a likely significant effect (and hence that an appropriate assessment was required in the first place). With reference to the SPA the opinion considered the ‘Ladrones’ mine (117ha within the SPA representing 0.27%) at paragraphs 44 and 48:

*“44 The ‘Ladrones’ project is located within the protection area. The land surfaces directly affected can therefore no longer make any contribution to the conservation of the capercaillie, at least not until they are renaturalised.*

*“48. Both opencast mining projects are therefore likely to have a significant effect on the conservation of the Cantabrian capercaillie in the ‘Alto Sil’ bird protection area. This assessment is confirmed by the fact that, in the standard data form for the site, Spain itself stated that opencast mining projects represent a substantial threat to the site.”*

At paragraph 132 of the Judgment, with reference to the requirements of Article 6(2), the Kingdom of Spain argued that the loss of 17.92 ha of SPA supporting habitat is “*unimportant for the conservation of the capercaillie species, since the area concerned did not contain any breeding ground*”. Paragraphs 133-134 gave the Courts response to that assertion:

*“133 That argument cannot be accepted, because, even if that area were not usable as a breeding ground, it could conceivably be used by that species as a habitat for other purposes, such as a living or hibernating area.*

*“134 Moreover, if that operation had not taken place in that area, the possibility cannot be excluded that, following measures taken by the authorities for that purpose, that area could have become usable as a breeding ground.”*

The court considered the potential scale of effects upon the brown bear population after the site was registered as a Site of Community Importance. In particular with reference to the “*creating or aggravating a ‘barrier effect’ which risked preventing or severely impeding access to the Leitariegos corridor... a north south transit route of great importance for the western population*”. As the mines had been authorised prior to the site being formally recognised as a SAC, the court ruled that Articles 6(3) and (4) were not applicable (paragraph 175) but went on to consider the application of Article 6(2). Paragraph 191 states:

*“...the noise and vibrations caused by the ‘Feixolín’, ‘Fonfría’ and ‘Ampliación de Feixolín’ open-cast mines, and the closure of the Leitariegos corridor by reason of those mines, constitute disturbances of the ‘Alto Sil’ SCI, which are significant having regard to the conservation of the brown bear”.*

With regard to the direct loss of habitat, paragraph 145 of the Advocate General’s opinion confirms that the documentation before the Court supported the conclusion that the unauthorised works at the ‘Feixolín’ extension led to the loss of protected habitat after the SCI was registered. Paragraph 197 concluded:

*“...from December 2004, by failing to adopt the necessary measures to prevent the deterioration of habitats, including the habitats of species, and the disturbances caused to species by the ‘Feixolín’, ‘Fonfría’ and ‘Ampliación de Feixolín’ operations, the Kingdom of Spain has failed, in relation to the ‘Alto Sil’ SCI to fulfil its obligations under Article 6(2) of the Habitats Directive.”*

The Court ruled that the Kingdom of Spain had failed, in relation to the Alto Sil SPA, to fulfil its obligations under Article 6(2) and (3) of the Habitats Directive and also, in relation to the Alto Sil SAC, under Article 6(2) of the Habitats Directive.

## **E.2 EC v Italy C-304/05 (World Ski Championship)**

### **E.2.1 Description of case**

The authorisation of an extension of ski areas to provide for the World Alpine Ski Championships, in particular the widening of the “Edelweiss” run. The EC argued that by:

- authorising measures likely to have a significant impact on that area without making them subject to an appropriate assessment of their implications for the site in the light of the site’s conservation objectives;
- failing to adopt measures to avoid the deterioration of natural habitats and habitats of species and the disturbance of species for which that area was designated; and
- failing to endow that area with a protective legal status capable of ensuring, in particular, the survival and reproduction of the species of birds mentioned in Annex I of the Birds Directive and the breeding, moulting and migration of the regularly-occurring migratory species not covered by Annex I.

The Italian Republic had failed to fulfil its obligations under Articles 6(2) to (4) and 7 of the Habitats Directive and Article 4(1) and (2) of the Birds Directive.

### **E.2.2 Location**

The Parco Nazionale dello Stelvio extends across the Italian provinces of Trento, Bolzano, Sondrio and Brescia in the Region of Lombardy.

### **E.2.3 Date of decision**

20<sup>th</sup> September 2007.

### **E.2.4 Decision maker**

European Court – Judgment.

### **E.2.5 Area of designated site**

The Parco Nazionale dello Stelvio SPA covered 59,809 ha.

### **E.2.6 Area of habitat of SPA species affected**

2,500 trees had been felled in a new ski corridor 500m x 50 m through a forest (2.5ha) within the SPA. The damaged area represents 0.004% of the site.

### **E.2.7 Type of habitat or species affected – its importance and sensitivity**

The Judgment states:

*“16 According to a data form completed by the Italian Republic in 1998 ... the park hosts a large number of species of birds protected pursuant to Annex I to Directive 79/409 – the golden eagle (Aquila chrysaetos), the peregrine (Falco peregrinus), the honey buzzard (Pernis apivorus), the hazel hen (Bonasa bonasia), the ptarmigan (Lagopus mutus helveticus), the black grouse (Tetrao tetrix), the capercaillie (Tetrao urogallus) and the black woodpecker (Dryocopus martius) – and three species of migratory birds – the sparrowhawk (Accipiter nisus), the common buzzard (Buteo buteo) and the wallcreeper (Tichodroma muraria).”*

*“17 Another data form, of 14 May 2004, indicates the presence in that area of other species mentioned in Annex I to Directive 79/409, that is to say the bearded vulture (Gypaetus barbatus), the kite (Milvus milvus), the dotterel (Charadrius morinellus), the boreal owl (Aegolius funereus), the Eurasian pygmy owl (Glaucidium passerinum), the eagle owl (Bubo bubo), the grey-headed woodpecker (Picus canus) and the rock partridge (Alectoris graeca saxatilis).”*

### E.2.8 Judgment

The case concerned a failure to comply both with Article 6(3) through the failure to undertake an appropriate assessment and also with Article 6(2) through a failure to avoid deterioration of habitats and disturbance.

The Court ruled at paragraph 73 that Italy had failed to fulfil obligations under Article 6(3) on the basis that the assessment undertaken was insufficient, but little reference was made to the scale of effect in reaching this conclusion. However, when considering whether the works resulted in an infringement of Article 6(2), the court concluded:

*“95. With regard to the present case, it should be recalled that almost 2,500 trees were felled in an afforested part of the area concerned, which constitutes the habitat of protected species of birds, inter alia the goshawk, the ptarmigan, the black woodpecker and the black grouse. Consequently, the disputed works destroyed the breeding sites of those species.”*

*“96. The inevitable conclusion is that the works and their repercussions on SPA IT 2040044 were incompatible with the protective legal status from which that area should have benefited pursuant to Article 6(2) of Directive 92/43”*

Whilst the provisions of Article 6(2) differ from those of Article 6(3), it is established that the provisions are intended to achieve the same objectives and deterioration under Article 6(2) is equivalent to an adverse effect on integrity under Article 6(3)<sup>19</sup>. The Court regarded the felling of 2,500 trees (equating to the destruction of 2.5ha of breeding sites) within an SPA so it would have been expected that such a loss would prevent a conclusion of no adverse effect on the integrity of the site under Article 6(3).

The supporting Advocate General’s opinion provides further information regarding the protection afforded to supporting habitat and the use of the forest in question by protected bird species:

*“64. In the present case the Commission submits that around 2,500 trees were felled within the Stelvio National Park SPA, but it is unclear whether that measure has adversely affected the conservation objectives of the area. Forests cannot as such be the subject of a special protection area under Article 4 of the Birds Directive, but only in so far as they are of importance as a habitat for protected bird species.”*

*“65. Evidence of possible use of the area of forest in question by protected bird species can be found in an atlas of European breeding birds, extracts from which are submitted by the Commission. According to that atlas, the area may be used in particular by the honey buzzard, the ptarmigan and the black woodpecker. Such information can give rise to an obligation, which is not disputed here, to conduct an impact assessment. However, it is not sufficient in itself to prove actual harm.”*

*“66. The only document that contains specific information on the use of the areas in question by protected species is the study of 21 November 2005, which Italy submitted with the rejoinder. According to that document, most of the project’s effects are negligible or insignificant. Since the Commission has not disputed those findings, which would have been possible in the event of an oral procedure, they are to be regarded as accurate.”*

*“67. However, according to the same study, it is necessary to compensate for the loss of potential breeding grounds for the black grouse by improving habitats elsewhere. It is to be concluded from the recognition of the need to compensate for the harm to the black grouse*

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<sup>19</sup> Paragraph 32 of Case C 258/11 *Sweetman* and also see case C - 404/09 *Commission v Spain* [2011] paragraphs 136 - 145

*caused by Italy that the conservation objectives of the Stelvio National Park SPA have been adversely affected as far as that species is concerned.”*

The Court ruled that Italy had failed to fulfil their obligations under Article 6(3) of the Habitats Directive, through the failure to undertake an appropriate assessment, and also under Article 6(2) through a failure to avoid deterioration of habitats and disturbance.

### **E.3 EC v Portugal C-239/04 (Castro Verde)**

#### **E.3.1 Description of case**

The construction of the A2 motorway linking the city of Lisbon with the Algarve region. The route involved the crossing of the Castro Verde SPA. The EC claimed that by implementing the project, notwithstanding the negative environmental impact assessment and the existence of alternative solutions for the route concerned, the Portuguese Republic had failed to fulfil its obligations under Article 6(4) of the Habitats Directive.

#### **E.3.2 Location**

For the part of that motorway running between the settlements of Aljustrel and Castro Verde, the company drew up a planned route bypassing to the east the settlements of Messejana, Alcarias, Conceição, Aivados and Estação de Ourique and crossing the western side of the Castro Verde SPA.

#### **E.3.3 Date of decision**

26<sup>th</sup> October 2006.

#### **E.3.4 Decision maker**

European Court – Judgment.

#### **E.3.5 Area of designated site**

The Castro Verde SPA covered an area of 79,066 ha.

#### **E.3.6 Area of habitat or number of individuals of species affected**

The section of motorway at issue, between Aljustrel in the north and Castro Verde in the south, runs in a relatively straight line for a distance of approximately nine to ten kilometres through the western fringe of the Castro Verde SPA. By far the greater part of the SPA, approximately 77,000 hectares, lies to the east of the motorway, with a section approximately 1,700 hectares in area, essentially in the form of a strip of land one to two kilometres wide adjacent to the motorway, to the west of it. The severance applied to approximately 2.15% of the SPA.

#### **E.3.7 Type of habitat or species affected – its importance and sensitivity**

The judgment states (emphasis added):

*“21 In the present case, the environmental impact study mentions the presence, in the Castro Verde SPA, of 17 species of bird listed in Annex I to Directive 79/409 and the high sensitivity of certain of them to the disturbance and/or the fragmentation of their habitat resulting from the planned route of the section of the A2 motorway between the settlements of Aljustrel and Castro Verde.”*

*“22 It is also apparent from that study that the project in question has a ‘significantly high’ overall impact and a ‘high negative impact’ on the avifauna present in the Castro Verde SPA.”*

#### **E.3.8 Judgment**

Paragraph 23 states:

*“23 The inevitable conclusion is that, when authorising the planned route of the A2 motorway, the Portuguese authorities were not entitled to take the view that it would have no adverse effects on the SPA’s integrity”.*

The Court went on to consider whether the project might have been authorised on the basis of Article 6(4). Whilst the Court found that the Portuguese authorities had examined a number of alternative routes which all crossed the western side of the SPA, it was not apparent from the file that they had considered solutions which fell outside of the SPA. By failing to examine such alternatives the authorities had not demonstrated the absence of alternative solutions; the court concluded at paragraph 40:

*“In those circumstances, it must be held that, by implementing a project for a motorway whose route crosses the Castro Verde SPA, notwithstanding the negative environmental impact assessment and without having demonstrated the absence of alternative solutions for the route concerned, the Portuguese Republic has failed to fulfil its obligations under Article 6(4) of the Habitats Directive.”*

## **E.4 EC v Austria C-209/02 (Wörschacher Moos)**

### **E.4.1 Description of case**

The authorised extension to a golf course within an SPA classified for corncrake. The EC claimed this to be in spite of a negative assessment of effects on the corncrake population and hence that the Republic of Austria had failed to fulfil their obligations under Article 6(3) and (4), in conjunction with Article 7 of the Habitats Directive.

### **E.4.2 Location**

Extension of the golf course at Weißenbach in the district of Wörschach in the Province of Styria in Austria.

### **E.4.3 Date of decision**

29<sup>th</sup> January 2004.

### **E.4.4 Decision maker**

European Court - Judgment.

### **E.4.5 Area of designated site**

The Wörschacher Moos SPA extended to 400ha .

### **E.4.6 Area of habitat or number of individuals of species affected**

According to a footnote to paragraph 32 of the Advocate General’s opinion, the area of the SPA affected by the golf course extension is ‘no more than 25ha’. This represents 6.25% of the SPA.

### **E.4.7 Type of habitat or species affected – its importance and sensitivity**

The area affected is supporting habitat for the corncrake population for which the SPA had been classified. Paragraph 24 of the judgment states, with reference to an expert’s report:

*“The report stated that a corncrake population was present in the SPA where the disputed extension to the golf course was to be created. The extension would entail in particular the loss of part of the feeding and resting areas of the species in question, the destruction of the functional links by the splitting up of the different zones used by the corncrake and the elimination of, and disturbance to, elements of habitat. The measures which might counter the disturbance liable to be caused by the disputed project would be only partially effective, difficult to implement and of doubtful long-term effectiveness. In short, the creation of the two*



*holes in question could well threaten the continued existence of the corncrake population in the 'Wörschacher Moos' SPA, the only population in the Central Alps likely to reproduce."*

#### **E.4.8 Judgment**

The Court concluded at paragraph 26:

*"Having regard to the content of those expert's reports and in the absence of evidence to the contrary, the inevitable conclusion is that at the time of the adoption of the decision of 14 May 1999, the Austrian authorities were not justified in considering that the planned extension of the golf course in question in the present case, coupled with the measures prescribed by that decision, was not such as significantly to disturb the corncrake population in the 'Wörschacher Moos' SPA and would not adversely affect the integrity of that SPA."*

The Court declared that the Republic of Austria had failed to fulfil its obligations under Article 6(3) and (4), in conjunction with Article 7, of the Habitats Directive.

### **E.5 EC v Spain C-355/90 (Santoña Marshes)**

#### **E.5.1 Description of case**

The EC alleged that the Spanish government had failed to fulfil obligations under the Birds Directive to classify the Santoña Marshes as an SPA and had failed to take steps to avoid pollution or deterioration of habitat or any disturbances affecting the birds. Specific development, including the construction of a road, the discharge of untreated waste water and the granting of permits for clam farming within the marshes were noted within the judgment as being damaging in that the extent of marshland available to the birds had been reduced as a result of such development or activities.

#### **E.5.2 Location**

Marismas de Santoña, within Cantabria, on the north coast of Spain.

#### **E.5.3 Date of decision**

2<sup>nd</sup> August 1993.

#### **E.5.4 Decision maker**

European Court- Judgment.

#### **E.5.5 Area of designated site**

At the time of the challenge there was no classified SPA but the site was later classified as the Marismas de Santoña, Victoria y Joyel y Rio de Ajo SPA which is 6,765ha. Sources suggest that the entire area of wetland concerned in the original case might have extended to approximately 35,000 ha<sup>20</sup>.

#### **E.5.6 Area of habitat or number of individuals of species affected**

Of the many impacts listed, only the road construction is quantified in terms of the amount of wetland that had been lost. The road had removed 185 ha of the wetland, and that this equated to approximately 0.5% of the total area of 35,000ha of wetlands or 2.7% of the area subsequently classified.

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<sup>20</sup> Institute for European Environmental Policy, 1993, *Preliminary non-technical summary of the Judgment of the European Court of Justice: The Santoña Wetlands and the implementation of the Birds Directive (Case C-355/90)*.

### **E.5.7 Type of habitat or species affected – its importance and sensitivity**

Located at the confluence of several rivers, the Santoña marshes are an expanse of wetland that provided feeding and roosting habitat for 19 Annex 1 species, along with 14 listed migratory species.

### **E.5.8 Judgment**

Throughout the judgment there is a clear message that disturbance is effectively habitat loss, because it results in the habitat being less effective in maintaining the bird populations. The judgment states the following:

*“The commission claims that the new route followed by the C-629 road between Argoños and Santoña results not only in a considerable reduction in the surface area of the Santoña marshes but also in disturbances affecting the peaceful nature of the area and consequently the wild birds protected by the provisions of the directive”* (paragraph 33).

*“Although Member States do have certain discretion with regard to the choice of territories which are most suitable for classification as special protection areas, they do not have the same discretion under Article 4(4) of the directive in modifying or reducing the extent of those areas”* (paragraph 35).

*“The installation of aquaculture facilities, which not only reduce the surface area of the marshland and cause variations in the natural sedimentation processes there, but also modify the structure of the existing marsh bed, has the effect of destroying the particular vegetation of those areas, which is an important source of food for the birds”* (paragraph 44).

*“The activity in question has caused a significant deterioration in the habitat and the quality of the living conditions of the birds in the middle of the Santoña marshes”* (paragraph 46).

The wording of the judgment with regard to the damaging construction work and permission of damaging activities suggests the equivalent of adverse effect on integrity, and the judgment includes a failure to take appropriate steps to avoid pollution or deterioration of habitats. The judgment notes:

*“...the construction of the new section of road C-629 between Argonos and Santoña involves a reduction in the surface area of the marshland, an effect that, moreover, is aggravated by the erection of a small number of buildings near this new section of road. These operations have resulted in the loss of refuge, rest and nesting areas for birds”* (paragraph 36).

*“harmful impact on the aquatic environment”* with regard to the filling in of land adjoining the marshes” (paragraph 41).

*“significant deterioration”* (paragraph 46) as a result of the clam farming.

*“detrimental effects”* (paragraph 50) of the discharge of untreated water.

The Court declared that the Kingdom of Spain had failed to fulfil its obligations under the Birds Directive.

## **E.6 Briels v Minister van infrastructure en milieu C-521/12**

### **E.6.1 Description of case**

This case concerned a request from the Raad Van State (Netherlands) for a preliminary ruling by the European Court. In summary, the Minister had adopted an order which involved the widening of the A2 motorway. The project affected the Vlijmens Ven, Moerputten & Bossche Broek SAC which hosts the non-priority habitat type *Molinia* meadows. An

assessment had concluded that the possibility of significant adverse effects due to nitrogen deposition could not be ruled out. The Minister had subsequently provided for a project aimed at mitigating the environmental effects which were referred to in paragraph 13:

*“In that regard the A2 motorway project provides for improvements to the hydrological situation in Vlijmens Ven, which will allow the molinia meadows to expand on the site. The Minister states that this will allow for the development of a larger area of molinia meadows of higher quality, thereby ensuring that the conservation objectives for this habitat type are maintained through the creation of new molinia meadows.”*

Briels and Others brought legal action against the two ministerial orders before the court in the Netherlands, taking a view that the Minister could not lawfully have adopted the order for the A2 project, given the negative implications for the SAC. The grounds were that the proposed development of new molinia meadow cannot be regarded as a ‘mitigation measure’ and should be viewed as a compensatory measure.

#### **E.6.2 Location**

The Vlijmens Ven, Moerputten & Bossche Broek SAC is located in North Brabant in the Netherlands.

#### **E.6.3 Date of decision**

15<sup>th</sup> May 2014

#### **E.6.4 Decision maker**

European Court – Ruling. The European Court had not been asked to consider the merits of whether the effects from the project did or did not represent an adverse effect on the integrity of the site. The Netherlands had already concluded that the possibility of significant adverse effects due to nitrogen deposition could not be ruled out and hence that some form of mitigation was required. The question before the European Court was whether the measures proposed were mitigation or compensation. The decision regarding the scale of the effect, and whether it represented a risk to the integrity of the site, was for the Raad Van State.

#### **E.6.5 Area of designated site**

The Vlijmens Ven, Moerputten & Bossche Broek SAC extended to 897ha.

#### **E.6.6 Area of habitat or number of individuals of species affected**

Paragraph 12 of the ruling states that:

*“In Moerputten, 6.7 hectares of molinia meadows would be affected due to drying out and acidification of the earth. That assessment also stated that in Bossche Broek adverse effects from increased nitrogen deposits could not be ruled out as a result of the widening of the motorway. The A2 motorway project would also lead to a temporary increase in nitrogen deposits in Vlijmens Ven, although it would not prevent an extension of the molinia meadows within that area.”*

Whilst the scale of effect in Moerputten was defined in the ruling itself the scale of the effects in Bossche Broek and Vlijmens Ven was not given. However, with reference to the proposed mitigation plan, the Advocate General’s opinion stated in paragraph 17 that:

*“The new meadows in Vlijmens Ven would to a large extent offset the consequences of the increase in nitrogen deposits for the existing 11.5 hectares of molinia meadows in the Natura 2000 site as a result of traffic on the widened A2.”*

The scale of effect on the site cannot be definitively stated from the documentation, but it clearly involved 6.7ha of Molinia meadow (0.75% of the SAC) at Moerputten and it seems

likely that the overall effects related to 11.5ha of Molinia meadow affected. Accepting a degree of uncertainty therefore, 11.5ha represents 1.3% of the SAC.

#### **E.6.7 Type of habitat or species affected – its importance and sensitivity**

Molinia meadow is a non-priority habitat which is sensitive to drying out and acidification of the soil. Paragraph 16 of the ruling refers to the findings of the report which was used by the Raad Van State (emphasis added):

*“A preliminary environmental impact assessment report found that serious adverse effects from nitrogen deposits could not be ruled out. A second report stated that, in Moerputten, a temporary increase in nitrogen deposits would lead to slight acceleration of the decrease in quality already occurring. In Bossche Broek, the quality of the molinia meadows was high but potentially in danger. Adverse effects from increased nitrogen deposits could not be ruled out. Furthermore, although the molinia meadows could spread out over several decades, there would still be an increase in nitrogen deposits in 2020, and the spread might be restricted. In Vlijmens Ven, molinia meadows could develop rapidly after the hydrological system was completed, and the temporary increase in nitrogen deposits would not cause adverse effects. The report concluded that mitigating measures should be adopted to remove the adverse effects of the road-widening”.*

#### **E.6.8 Judgment**

As explained above, the European Court had not been asked to consider the merits of whether the scale of the effects from the project did or did not represent an adverse effect on the integrity of the site. The Raad Van State had already concluded that the possibility of significant adverse effects due to nitrogen deposition could not be ruled out and the ruling neither affirms nor rejects this conclusion but simply accepts it as correct.

With regard to the scale of effect, the authority of the decision that the scale of the effect did represent a threat to site integrity in this case rests with the Raad Van State who accepted the recommendations of a report that “*mitigating measures should be adopted to remove the adverse effects of the road-widening*”. The European court found these to be compensatory, rather than mitigation, measures and so by implication there must have been an adverse effect on site integrity.

### **E.7 Sweetman v An Bord Pleanála C-258/11**

#### **E.7.1 Description of case**

The Supreme Court in Ireland requested a preliminary ruling by the European Court in respect of proceedings between (i) Mr Sweetman, Ireland, the Attorney General and the Minister for the Environment, Heritage and Local Government and (ii) An Bord Pleanála (the Irish Planning Board), supported by Galway County Council and Galway City Council. It concerned An Bord Pleanála’s decision to grant development consent for the N6 Galway City Outer Bypass road scheme. The Supreme Court referred the following questions to the European Court for a preliminary ruling:

1. What are the criteria in law to be applied by a competent authority to an assessment of the likelihood of a plan or project the subject of Article 6(3) of the Habitats Directive, having “an adverse effect on the integrity of the site?”
2. Does the application of the precautionary principle have as its consequence that such a plan or project cannot be authorised if it would result in the permanent non-renewable loss of the whole or any part of the habitat in question?
3. What is the relationship, if any, between Article 6(4) and the making of the decision under Article 6(3) that the plan or project will not adversely affect the integrity of the site?

### **E.7.2 Location**

Galway Ireland. The proposed N6 Galway City Outer Bypass road scheme in question was to cross the Lough Corrib SCI.

### **E.7.3 Date of decision**

11<sup>th</sup> April 2013.

### **E.7.4 Decision maker**

European Court – Ruling.

### **E.7.5 Area of designated site**

The standard data form submitted to the EC in respect of the Lough Corrib SCI gives the area of the site as 25,247ha.

### **E.7.6 Area of habitat or number of individuals of species affected**

The case concerned the loss of 1.47 ha of limestone pavement which is a priority habitat extending to over 270 ha within the site (hence the loss represents of 0.5% of the qualifying feature and 0.006% of the site overall).

Paragraph 20 of the Advocate General's Opinion, with reference to the decision taken by the Inspector appointed by An Bord Pleanála clarifies that "*As regards the loss itself*"... the Inspector had concluded that "*this relatively small loss would not, in terms of quantity, amount to an adverse effect on the integrity of the area*". The Board went on to conclude that "*while having a localised severe impact on the Lough Corrib*" the proposal would not adversely affect the integrity of the site.

### **E.7.7 Type of habitat or species affected – its importance and sensitivity**

Paragraph 26 of the ruling summarises the predicted effects from the proposal and states that "*the implementation of the N6 Galway City Outer Bypass road scheme would result in the permanent and irreparable loss of part of the Lough Corrib SCI's limestone pavement, which is a priority natural habitat type specially protected by the Habitats Directive.*"

Paragraph 42 refers in particular to fact that the limestone pavement affected by the case in question is a "priority" habitat and stated:

*"Such an appraisal applies all the more in the main proceedings, since the natural habitat affected by the proposed road scheme is among the priority natural habitat types, which Article 1(d) of the Habitats Directive defines as "natural habitat types in danger of disappearance" for whose conservation the European Union has "particular responsibility".*

### **E.7.8 Judgment**

The Court ruled at paragraph 46 (emphasis added):

*"Consequently, if, after an appropriate assessment of a plan or project's implications for a site, carried out on the basis of the first sentence of Article 6(3) of the Habitats Directive, the competent national authority concludes that that plan or project will lead to the lasting and irreparable loss of the whole or part of a priority natural habitat type whose conservation was the objective that justified the designation of the site concerned as an SCI, the view should be taken that such a plan or project will adversely affect the integrity of that site".*

The opinion of the Advocate General sheds some more light on the issue of the scale of the effect in question with reference to the question of whether an effect should be considered as "adverse". Paragraphs 58-61 are quoted in full below (emphasis added).

*“58. What then is a negative or “adverse” effect? Here, it may be helpful to distinguish between three situations”.*

*“59. A plan or project may involve some strictly temporary loss of amenity which is capable of being fully undone – in other words, the site can be restored to its proper conservation status within a short period of time. An example might be the digging of a trench through earth in order to run a subterranean pipeline across the corner of a site. Provided that any disturbance to the site could be made good, there would not (as I understand it) be an adverse effect on the integrity of the site”.*

*“60. Conversely, however, measures which involve the permanent destruction of a part of the habitat in relation to whose existence the site was designated are, in my view, destined by definition to be categorised as adverse. The conservation objectives of the site are, by virtue of that destruction, liable to be fundamentally – and irreversibly – compromised. The facts underlying the present reference fall into this category”.*

*“61. The third situation comprises plans or projects whose effect on the site will lie between those two extremes. The Court has not heard detailed argument as to whether such plans or projects should (or should not) be considered to generate an “adverse effect on the integrity of the site”. I consider that it would be prudent to leave this point open to be decided in a later case”.*

It is therefore clear that the Advocate General regarded the scale of the loss of the habitat in the case in question to represent an adverse effect on the integrity of the site. This loss represented 0.5% of the feature affected and 0.006% of the site overall.

## Decisions of the UK Courts

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The decisions reviewed below in respect of decisions taken by the UK Courts (E.8 to E.12) can be found on the British and Irish Legal Information Institute (BAILII) website:

<http://www.bailii.org/>

### **E.8 RSPB v Secretary of State – ‘the Ribble’ case**

#### **E.8.1 Description of case**

This case concerned the granting of consent, in the interests of air safety, to undertake a cull of birds for which the SPA had been classified. The key stages prior to the case being heard are set out below:

- i. British Aerospace had originally sought consent for the culling of 1,700 pairs of lesser black-backed gull and 500 pairs of herring gull on the Ribble Estuary SPA and the taking of measures to keep the numbers at the level produced by the cull;
- ii. Natural England consented to the culling of 200 pairs of lesser black-backed gull and 25 pairs of herring gull, but refused to consent to the balance of the cull;
- iii. British Aerospace then appealed to the Secretary of State against that refusal;
- iv. The Secretary of State directed Natural England to give consent to the culling of 475 pairs of herring gull (i.e. the balance left after the cull of 25 pairs permitted by Natural England);
- v. The SoS later directed Natural England to also give consent for the further culling of 552 pairs of lesser black-backed gull (bringing the number of pairs culled to 752 of the original 1,700 applied for), and further operations to maintain the population at a reduced level, provided that it did not fall below 3,348 pairs.

By the time the case was heard in the High Court, consent had been issued for the culling of 752 pairs of lesser black-backed gull (948 pairs short of what had originally applied for) and 500 pairs of herring gull (the full amount originally applied for).

The case concerned a challenge brought by the RSPB against both of the decisions of the Secretary of State.

### **E.8.2 Location**

The River Ribble rises in Yorkshire and flows into the Irish Sea between Lytham St Annes and Southport. The River Alt rises in Huyton and flows into the Irish Sea at the edge of the Mersey Estuary. Part of the Ribble Estuary was classified as an SPA in 1982. The Alt River Estuary was similarly classified in 1985. The two estuaries were combined into a single SPA in February 1995. It was re-classified and its area extended on 28 November 2002.

### **E.8.3 Date of decision**

21<sup>st</sup> May 2014.

### **E.8.4 Decision maker**

The High Court: RSPB v Secretary of State [2014] EWHC 1645 (Admin).

### **E.8.5 Area of designated site**

The Ribble and Alt Estuaries SPA comprises 12,412 hectares.

### **E.8.6 Area of habitat or number of individuals of species affected**

A reasonable working estimate of the number of breeding pairs of the gull species in the Ribble Estuary in previous years was given as 4,100 pairs of lesser black-backed gull and, until the cull, 500 pairs of herring gull.

### **E.8.7 Type of habitat or species affected – its importance and sensitivity**

The lesser black-backed gull is a 'qualifying feature' of the site as the site hosts >1% of the breeding population. The standard data form submitted to the EC refers to 1,800 breeding pairs (representing 1.5% of the breeding population). The herring gull is not specifically referred to within the standard data form or listed as a 'qualifying feature' in the conservation objectives for the site, but it is nevertheless part of the 'breeding seabird assemblage'.

### **E.8.8 Judgment**

The precise wording of the conservation objectives which were available at the time of the judgment was influential, paragraph 38 of the judgment referred to them in the following manner (emphasis added):

*"...In a table headed 'Species Populations' it set out the following observations in the entry relating to 'Aggregation of breeding birds':*

*"Site specific target range and measures.*

*Maintain population within acceptable limits (in this context the population can be that of an individual species or the total population of an assemblage). Based on the known natural fluctuations of the population in the site maintain the population at or above the minimum for the site. Where the limits of natural fluctuations are not known, maintain the population subject to natural change within acceptable limits, above 75% of that at designation – loss of 25% or more unacceptable.*

*Individual species present in nationally/internationally important numbers at designation are:*

*...lesser black-backed gull (Larus fuscus) – breeds colonially. Breeding bird population size 4,100 (Seabird 2000) mainly confined to Banks and Hesketh Marshes. The baseline figure of lesser black-backed gulls was confirmed as 4,100 pairs in 2008.*  
*- 20,000 breeding seabird assemblage: assemblage baseline figure is 32,624 individuals."*

In a note appended to the table, Natural England explained that they had taken the population size of lesser black-backed gulls as 4,100 pairs, rather than the number at classification, because counts suggested that there were over 4,000 pairs in 1998 and that the population had remained stable at around 4,100 pairs subsequently. The figure of 32,624 for the breeding seabird assemblage, which included the lesser black-backed gull, was based on a five year assessment preceding the expansion and re-designation of the SPA in 2002.

The reference to a population being maintained at “above 75% of that at designation” was to exert a significant influence over the decision to be taken. Paragraph 40 of the judgment went on to draw two tentative conclusions from the supporting site documentation (emphasis added):

*“The first tentative conclusion is that in 2011, Natural England contemplated that conservation objectives for the site would be met if 75% of the population of a species at designation of the site as a special protection area was maintained. The second, even more tentative conclusion, is that in its 2012 guidance, Natural England was not identifying, as a conservation objective, the maintenance of a minimum number of an individual species on the site: hence the use of the plural, ‘populations’ in the phrase ‘the populations of the qualifying features’. If it had been intended to specify a minimum number for a species, it should have read ‘the population of each qualifying feature’.”*

In light of the first tentative conclusion the Secretary of State had concluded (paragraph 41) that “the conservation objectives for the species should be to maintain or restore that population above 75% of that at designation”. In essence, in view of the conservation objectives, the culling of 25% of a population for which an SPA has been classified should not be regarded as an adverse effect on the integrity of that site. The Court rejected an argument put forward by the claimant that the Secretary of State had fallen into error in doing so and had “treated the margin for natural fluctuation in the guidance manual on common standards of monitoring issued by the Joint Nature Conservation Committee in February 2004 as the limit of a non-natural intervention, a cull.” Paragraph 42 reads:

*“It was obvious, and the Secretary of State was entitled to conclude, that the culling of 752 pairs (200 + 552) would not affect the ability of the species to maintain itself on a long-term basis on the site or lead to its decline... On any view, this was a careful and rational assessment of the numbers which could safely be culled before the long-term viability of the lesser black-backed gull on this site was impaired. Given that conclusion and the self-evident fact that the cull would not, except temporarily, affect the habitat of the gulls, the Secretary of State was plainly entitled to conclude that the integrity of the site would not be affected by it.”*

The same logic was applied to a consideration of how the cull might affect the ‘seabird assemblage’. Paragraph 43 considered the uncertainty in establishing the number of individuals which should be considered as comprising the assemblage, as differing figures had been proposed to the Secretary of State, it goes on to state:

*“The figure at which he eventually arrived was 25,123 breeding individuals, based on counts made in the years 2000 to 2004. His reason for doing so was that it omitted what he believed to be an unrepresentative – overlarge – count of the major component of the assemblage – Black-headed Gulls – in 1999. Having taken that as the starting point, the Secretary of State concluded that the cull of lesser black-backed gulls and herring gulls would not reduce the number below 75% of that figure – a mathematically unchallengeable conclusion”.*



And concludes in paragraph 44:

*“Accordingly, however the Secretary of State arrived at his figures, given that he was entitled to conclude that the integrity of the site was unimpaired, this challenge, too, must fail.”*

The legal challenge was dismissed. At the time of writing this report the judgment is believed to be likely to be referred up to the Court of Appeal so, whilst included here and in Table C.2 for the record, it is not included in the discussion and conclusions arising from the research in section D.

## **E.9 RSPB v Secretary of State – ‘Lydd Airport’**

### **E.9.1 Description of case**

Two separate applications under s288 of the *Town and Country Planning Act 1990*, each challenging the decision of 10 April 2013 by the Secretary of State for Communities and Local Government and the Secretary of State for Transport to grant permission for the extension of the north/south runway at London Ashford Airport, with a limit by condition on annual aeroplane movements of 40,000, and for a passenger terminal with a capacity limited by condition to handling 500,000 passengers per annum.

The RSPB challenge related primarily to disturbance effects on the adjacent Dungeness to Pett Level SPA. The Inspector had concluded that the proposed expansion would have no likely significant effect upon the SPA and RSPB asserted that the factual conclusions and state of knowledge of the effects of the project should have led to an “appropriate assessment”.

### **E.9.2 Location**

The London Ashford Airport is located near Lydd, in Kent, adjacent to the Dungeness site.

### **E.9.3 Date of decision**

16<sup>th</sup> May 2014.

### **E.9.4 Decision maker**

The High Court: RSPB v Secretary of State [2014] EWHC 1523 (Admin) – ‘Lydd Airport’.

### **E.9.5 Area of designated site**

The Dungeness SAC extends to 3,224ha. Dungeness to Pett Level SPA is 1,474ha.

### **E.9.6 Area of habitat or number of individuals of species affected**

Dungeness SAC lies to the east of the existing runway; the paved area of the proposed runway extension would include 0.23ha (0.007%) of the existing SAC. The non-paved ‘runway strip’ would affect a further 1.59 ha within the SAC so overall 1.82 ha of SAC would be affected (0.056%).

The Dungeness to Pett Level SPA is located approximately 750m east and 500m south of the existing runway. The case considered the effects of the proposal within the site boundary and also with reference to “functionally linked land” beyond the boundary which is used by the SPA populations for feeding or roosting. This case review considers only the effects within the site boundary. Effects related to functionally linked land are considered in a separate report<sup>21</sup>. An extension to the SPA is proposed which would result in the boundary

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<sup>21</sup> CHAPMAN, C. & TYLDESLEY, D. 2016. *Functional linkage: how areas that are functionally linked to European sites have been considered when they may be affected by projects – a review of authoritative decisions*. Natural England Commissioned Reports, Number207.

of the SPA being closer to the Airport but the proposals would not use any land within the SPA or the pSPA.

#### **E.9.7 Type of habitat or species affected – its importance and sensitivity**

The area affected was identified as suitable great crested newt habitat only, that is, not as an Annex 1 habitat feature. It was accepted that the great crested newt habitat lost from within the SAC would not represent an adverse effect due to the “insignificant loss” of habitat and proposed mitigation measures. Natural England agreed and did not object on SAC related grounds.

#### **E.9.8 Judgment**

With reference to the SAC. Paragraph 14.4.6 of the Inspector’s Report stated:

*“Design changes and mitigation measures have overcome NE’s concerns about loss of ditches and CPREs concerns about detrimental impacts on water quality from activities such as de-icing. The new ditches would provide acceptable replacement habitat and agreed mitigation measures mean that the impacts on protected water vole, grass snake, common lizard, bats and medicinal leech, together with great crested newts, would be adequately addressed.”*

With regard to the SPA features and concerns over disturbance paragraph 14.6.20 states:

*“The habitats of concern, and the species within them, were identified as those along the western boundary of the RSPB Reserve, the pSPA and SPA that contain habitats for birds throughout the year, including mute swan, shoveller, bittern, golden plover, marsh harrier and widgeon. Although the ES concluded that there could be noise disturbance to some species at peak noise levels exceeding 80dB, these species occur within the 88dB, 85dB, 82dB, and 79dB contours.”*

No figures are provided concerning the exact spatial extent of the SPA within the noise contours but paragraph 14.6.22 states “only a relatively small area of the SPA/pSPA would lie within the 79dB contour”.

Paragraph 14.6.24 concludes:

*“The conservation objectives require there to be no significant decrease in extent of habitat or displacement of birds by disturbance and the maintenance of areas of open water and food. No habitat would be lost and the areas of habitats within the contours that could possibly be affected would be small... The proposals would not disturb and fragment the habitats of the SPA, pSPA and pRamsar birds such as to adversely impact on a species as a whole. Nor would they have any adverse effect on the integrity of the site as a whole, or that part of it in the vicinity of the Airport, as there are other areas in the vicinity that could be used.”*

With reference to the effects of bird scaring measures, the Inspector’s report concludes at paragraph 14.6.56:

*“Notwithstanding NE’s view, there is little evidence that there would be likely to be a significant effect, such as a significant decline in the size, distribution, structure or function of the population that would require an AA. Even if an AA were required, the area of the SPA that would be affected would be small and there is no evidence that there would be an adverse effect on the integrity of the designated sites.”*

The judgment made specific reference to the scale of an effect in respect of the integrity of the site in paras 106 and 107 which read as follows (emphasis added):

*“The final group of points concerned the Inspector’s approach to the ‘integrity’ of the sites, although this was not an issue which arose directly at the stage of considering whether an appropriate assessment was necessary. Mr Mould was critical of the last sentence of IR 14.6.56, in which the Inspector concluded that an appropriate assessment would not lead to a finding of an adverse effect, since the area of SPA affected would be small and there would be no adverse effect on the integrity of the site. Mr Mould was also critical of the reference in paragraph 15.1.13 to the need to consider the effect of a project on the “integrity of the designated sites as a whole”. It was wrong to ask whether the proportion of the site affected by the development was so great that the whole was affected; the right approach was to focus on the essential unity of the site, to avoid “death by a thousand cuts”. Disturbance of a small proportion of the species or habitat could affect the integrity of a designated site, the objective for which it was designated or the species for which it was classified. The question was the effect on the species in the SPA, and not the effect on the species over its natural range; RSPB v Secretary of State for Scotland [2000] SLT 1272, First Division. The Directive was not concerned with protecting individual specimens of the species as such; whether activities amounted to disturbance of a species would depend on when the activities occurred, the rarity of specimens of the species, its conservation status and prospects in the location in question; R (Morge) v Hampshire County Council [2011] UKSC 2, [2011] 1 WLR 268.*

*I do not disagree with the way in which Mr Mould sets out the approach to ‘integrity’, although I emphasise that the statutory focus of ‘adverse effects’ is on the integrity of the site, not on an adverse effect in some lesser sense. But I do disagree with his contention that the Inspector erred in the way alleged, either in paragraph 14.6.56 in the reference to a small area only of the SPA being affected, or elsewhere. That contention is quite contrary to the overall tenor of the Inspector’s conclusions, which is that there was no evidence of any adverse effect on the integrity of the site. He is right not to treat any effect as an effect on integrity; but he does not commit the error of thinking that it is merely because the affected area is small, that there can be no effect on integrity. In reality, whether an adverse effect on a small proportion of a site would amount to an adverse effect on its integrity depends on the particular circumstances. The Inspector made no judgment that an adverse effect required a significant proportion of the site to be affected adversely”.*

The legal challenge was dismissed.

## **E.10 Bagmoor Wind Ltd v Scottish Ministers**

### **E.10.1 Description of case**

An application challenging a decision to refuse planning permission for the construction of 14 wind turbines.

### **E.10.2 Location**

The development site is located at Stacain, near Inveraray, Argyll within the Glen Etive and Glen Fyne SPA.

### **E.10.3 Date of decision**

7<sup>th</sup> December 2012.

### **E.10.4 Decision maker**

Scottish Court of Session, Inner House: Bagmoor Wind Ltd v Scottish Ministers [2012] CSIH 93.

### **E.10.5 Area of designated site**

The Glen Etive and Glen Fyne SPA extends to 81,372 ha, the qualifying feature at issue is the breeding population of golden eagles.

#### **E.10.6 Area of habitat or number of individuals of species affected**

The documents indicated that the turbines would be constructed over an area of 5.6ha but it is unclear whether this was the total area of the development site. The key area given was that if a buffer zone of 500m around the site were taken into account the site area increased to 460 ha (0.56% of the overall site).

The location of the development site within the SPA is also important; paragraph 3 of the judgment explains:

*“the SPA consists of two zones, north and south, separated by a broad corridor running parallel to, and including, the A85 road from Dalmally to Crianlarich. The southern zone, with which the appeal is concerned, is irregular in shape. This is because it is designed to include only the eagles’ foraging ground. It accordingly excludes afforested areas. It also avoids incorporating the Clachan Flats wind farm, which is located outside its southern border. The Stacain site is to the north west of the zone. It would separate, from the main part of the zone, a tongue of some 170 hectares within the SPA running towards Loch Awe.”*

The SPA had 19 pairs of golden eagles with active territories. The case centred on the potential effects of the project on one pair of breeding eagles.

#### **E.10.7 Type of habitat or species affected – its importance and sensitivity**

Paragraph 10 of the judgment states:

*“The specific justification for the classification of the Glen Etive and Glen Fyne SPA is the presence of 19 pairs of eagles with active territories. A pair of eagles will have an active territory of some 5,000 hectares. The 19 active territories represent over 4% of the total in Great Britain. Although there are a significant number of additional single eagles frequenting the SPA, it is the presence of the pairs of eagles, and their potential to breed, which is of central importance for the SPA’s conservation purposes.”*

#### **E.10.8 Judgment**

At paragraph 11, with specific reference to the scale of the effect upon such a population is clear about the importance of each breeding pair:

*“The ultimate question for the reporter was whether a wind farm at Stacain would “adversely affect the integrity” of the SPA (1994 Regulations, reg 48(5)). It was accepted that the SPA would be so affected even if only one pair of eagles were eliminated, either through an eagle being killed and not replaced, or by a pair abandoning a territory.”*

The scale of displacement effects were also considered. Paragraph 23 quotes from the Reporter’s findings which stated that displacement effects would be 9.2% of the territory of the GF1 pair, based on a territory of 5,000 hectares, and around 11% if the barrier effect on the additional area was added. The Reporter continued *“displacement from 9.2% of their territory would represent a significant disturbance to the GF1 pair of eagles... this would undermine the conservation objectives”*. One pair would represent 5.2% of the breeding population of 19 pairs.

The overall conclusions reached by the Reporter stated:

*“In these circumstances....although it may be unlikely, it cannot be ruled out that the disturbance and displacement effect on the Stacain wind farm on the GF1 pair of golden eagles may lead to abandonment of the territory. Based on these reasonable scientific doubts .... this conservation objective would be undermined, as it relates to avoiding*

*disturbance to the golden eagles. Consequently, with regard to this conservation objective .... adverse effects on the integrity of the special protection area cannot be ruled out.*

The judgment accepted the Reporter's findings at paragraph 53 in stating: "...All of this adequately supported the reporter's finding (Report para 8.64(7)) that disturbance and displacement could not be ruled out and that this could lead to abandonment of territory, thus producing an adverse effect on the integrity of the SPA in terms of the conservation objectives."

The case was dismissed.

## **E.11 R (Akester) v DEFRA and Wightlink**

### **E.11.1 Description of case**

A challenge against the introduction of a new class of (more powerful) ferry vessels to operate between Lymington and Yarmouth.

### **E.11.2 Location**

The sites affected by the ferry route were Solent Maritime SAC and Solent and Southampton Water SPA/Ramsar.

### **E.11.3 Date of decision**

16<sup>th</sup> February 2010.

### **E.11.4 Decision maker**

The High Court: R (Akester & Anor) v DEFRA and Wightlink [2010] EWHC 232 (Admin) – 'Wightlink'.

### **E.11.5 Area of designated site**

The Solent Maritime SAC extends to 11,325ha whilst the Solent and Southampton Water SPA/Ramsar is 5,505ha.

### **E.11.6 Area of habitat or number of individuals of species affected**

The introduction of new ferries would lead to the loss of 0.4ha of inter-tidal habitat per decade and detrimental habitat change of 1.3ha per decade which would continue for decades. This was in addition to rapid coastal squeeze habitat losses of 5-6 ha/year. The Court accepted that the predicted habitat loss was dominated by coastal squeeze rather than the effects from the ferries but noted that the ferries would have an additional anthropogenic detrimental effect. Therefore Natural England had advised that it was not possible to conclude no adverse effect on integrity. Overall, the scale of effect from the project would be 1.7ha/decade, which represents 0.015% of the SAC and 0.03% of the SPA per decade; of which: habitat loss would be 0.003% of the SAC (0.007% of the SPA) per decade and degradation would be 0.012% of the SAC (0.027% of the SPA) per decade.

### **E.11.7 Type of habitat or species affected – its importance and sensitivity**

The salt marshes and mudflats at the Lymington estuary are both part of the Solent and Southampton Water SPA and part of the Solent Maritime SAC. The salt marshes and mudflats had also been included in the listed Ramsar site.

### **E.11.8 Judgment**

The case did not consider in detail whether the advice from Natural England regarding the risk of an adverse effect was correct or not. Instead the case centred on, amongst other things, whether Wightlink (the competent authority) had had sufficient regard to the advice of

Natural England as the statutory nature conservation body, in particular with reference to the commercial interest they had in allowing the introduction of the new ferries.

Paragraph 115 states *“I cannot be satisfied that it gave the formal advice from Natural England the weight that it deserved, and in consequence that it could properly have come to the conclusion that no doubt remained as to whether the introduction of the new ferries would have adverse effects on the protected sites.”*

In this regard the advice from Natural England concerning the scale of the effect was less material to the decision reached and the case should be interpreted appropriately.

Because Wightlink did not give appropriate weight to Natural England's advice, the court quashed the decision. Had Wightlink given appropriate weight to the advice it could not have concluded with certainty that the habitat loss from the introduction of the new ferries as then proposed would not have an adverse effect on the integrity of the site.

The legal challenge was dismissed.

## **E.12 Skye Windfarm Action Group v Highland Council**

### **E.12.1 Description of case**

Skye Windfarm Action Group Limited, challenged the decision of the Highland Council to grant planning permission to a wind farm at Edinbane, Skye. The proposed windfarm initially comprised 28 turbines but the developer reduced that number to 18. The principal relevant issue here was the effect of the wind farm on the golden eagle and other bird species.

### **E.12.2 Location**

The proposed wind farm was approximately two kilometres south of Edinbane and eight kilometres to the east of Dunvegan, Skye. It was also close to another proposed windfarm development at Ben Aketil.

### **E.12.3 Date of decision**

1<sup>st</sup> February 2008.

### **E.12.4 Decision maker**

Scottish Court of Session, Outer House: Skye Windfarm Action Group v Highland Council [2008] CSOH 19.

### **E.12.5 Area of designated site**

The Cuillins SPA was classified because it regularly supported a breeding population of golden eagle; the site supported eight breeding pairs and was regarded as one of the highest density populations in Great Britain.

### **E.12.6 Area of habitat or number of individuals of species affected**

Early studies into potential sub-adult mortality showed a range of between 0.27-0.6 eagles per year. These figures were challenged by the petitioners who suggested that the collision risk from the combined Ben Aketil and Edibane windfarms of 0.9 per year would be the highest of any windfarm in Scotland. SNH advised that the expected increase in sub-adult mortality would not compromise the SPA population.

### **E.12.7 Type of habitat or species affected – its importance and sensitivity**

SNH advised that whilst there were breeding pairs within the SPA, they would not be affected by the wind farms. It was the sub-adult birds which were known to fly in the vicinity of the proposed wind farm sites. They should be available to replenish the breeding bird

population within the SPA when adult birds ceased to breed or died. This separated this decision from that taken for Bagmoor Wind four years later (see E.10) which concerned a windfarm development within the territory of a breeding pair.

### **E.12.8 Judgment**

Paragraph 129 refers to the conclusion of an expert's report which stated:

*"The Cuillins golden eagle SPA is not a closed population and therefore adverse impacts are not anticipated if mortality of sub-adult eagles is below one per year. The future of the Skye population could be compromised if additional sub-adult mortality rises much above 1.0 per year. This agrees with the previous precautionary figure of 0.6 suggested by SNH (2004) for the Edinbane wind farm. It is important to note that this previous figure is still acceptable, even if productivity has declined".*

SNH advised that the windfarm would not have any direct impact on the eight breeding pairs within the SPA and acknowledged that the integrity of the site might be adversely affected if there were insufficient numbers of young eagles to replace any breeding adults. The issue was therefore *"whether the numbers of sub-adult golden eagles in the Skye population would decline to the extent that recruitment into the SPA breeding population would be affected."* SNH confirmed that the risk from Ben Aketil was between 0.21 and 0.34 deaths per year and the risk from Edinbane was 0.57, giving a combined range of between 0.78 and 0.91 per year.' When challenged as to how SNH had been satisfied that "no reasonable scientific doubt" remained, SNH responded in a letter which was quoted in paragraph 135 of the judgment that stated:

*"It is important to stress that the appraisal focuses on the numbers of young eagles as part of the 'floating' non-breeders in the Skye population. These are the birds that may eventually occupy breeding ranges in the SPA if and when a vacancy arises. A change in the number of such floaters on Skye does not directly affect the SPA but may influence the degree to which the breeding population in the SPA is buffered against change. We consider that there is no reasonable scientific doubt that the predicted loss of less than one eagle per year from this floating population, due to the combined effect of the Skye windfarms, would not adversely affect the integrity of the Cuillins SPA. We were and are confident that this predicted loss not only guarantees the integrity of the site in line with the obligations of Article 6(3) as clarified by the Waddenzee judgement, but also ensures adequate buffering against changes in the Skye eagle population due to other likely influences."*

The Court accepted that the SNH threshold of less than one eagle from the floating 'young' or 'sub-adult' population was a rational and lawful approach. The legal challenge was dismissed.

## **Decisions of the Secretary of State / Scottish Ministers**

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All the documentation referred to in the Secretary of State decisions for the Nationally Significant Infrastructure Projects reviewed below (cases E.13 to E.23) can be found on the National Infrastructure Planning Portal webpage:

<http://infrastructure.planningportal.gov.uk/projects/>

## **E.13 Hornsea Project 1 offshore wind farm**

### **E.13.1 Description of development**

1,200MW offshore wind farm comprising either two generating stations of 600MW or three of 400MW, with up to 240 turbines.

### **E.13.2 Location**

North Sea approximately 103km from the East Riding of Yorkshire coast entirely in UK offshore waters (except for cable connections).

### **E.13.3 Date of decision**

10<sup>th</sup> December 2014.

### **E.13.4 Decision maker**

Secretary of State DECC.

### **E.13.5 Area of designated site**

The Secretary of State concluded that likely significant effects alone or in combination with other plans or projects, could not be excluded in respect of five European sites in England, in respect of a range of qualifying features including breeding sea birds, fish and habitats. The sites were Flamborough Head and Bempton Cliffs SPA, the Flamborough and Filey Coast pSPA, the Humber Estuary SPA, the Humber Estuary Ramsar site and the Humber Estuary SAC.

Relevant to this research is the approach to assessment of sea bird collision risk, specifically gannet and kittiwake, breeding in Flamborough and Filey Coast pSPA, which consisted of the existing Flamborough Head to Bempton Cliffs SPA with some landward and seaward extensions and additional qualifying features.

The breeding gannet population at the Flamborough and Filey Coast pSPA had grown rapidly since the 1980's when only a few hundred breeding pairs were present. Estimates of numbers in 2012 were 11,061 pairs or 22,122 breeding individuals. It is estimated that the UK population of gannets is 440,000 individuals, with a global population of 610,000. In the UK, the gannet population is concentrated in northern Scotland, and whilst they are widely distributed in English seas during winter, the only breeding colony in England is at Bempton Cliffs.

### **E.13.6 Area of habitat or number of individuals of species affected**

The applicant's preference was to apply an avoidance rate of 98% to Band model option 4 to generate a collision risk mortality estimate of 9 gannets. Natural England had some concerns about the methodology preferring an avoidance rate of 98% and the use of Band model option 1 resulting in a mortality estimate of 28 gannets (0.13% of the SPA breeding population). However, both parties agreed that the predicted mortality levels were well within the estimated potential biological removal (PBR) thresholds at which the gannet population could suffer long-term decline, the applicant's estimate being 452 (f value = 0.5 and representing 2.0% of the SPA breeding population) and Natural England's estimate being 362 (f value = 0.4 and representing 1.6% of the SPA breeding population). Therefore Natural England agreed, and the Secretary of State concluded, that there would not be an adverse effect on the integrity of the Flamborough and Filey Coast pSPA when the project's impacts were considered alone.

In terms of the in-combination effects, Natural England advised that an adverse effect on integrity of the Flamborough and Filey Coast pSPA could not be excluded when a 98% avoidance rate was used with either of the in-combination approaches being considered, known as the 'building block' and the 'all projects' approaches respectively, because this



would breach the PBR threshold of 362 birds. However, Natural England recognised that if the collision risk mortality estimates were based on a 99% avoidance rate and the building block approach (115-127 birds), then an adverse effect on site integrity could be excluded as it would not exceed the PBR threshold (362 birds). 127 birds would be 0.6% of the SPA breeding population.

The Secretary of State adopted that approach and concluded that the in-combination impacts of the Hornsea project (using the building block approach for projects up to Hornsea and a 99% avoidance rate) would not have an adverse effect on the integrity of the pSPA. The Secretary of State further considered that it was not appropriate to consider future projects, which may be submitted after Hornsea Project 1, in the 'all projects' approach because of the significant levels of uncertainty associated with both the scale of future projects and their associated impacts. Future projects could not be lawfully consented should they be unable to demonstrate that they would not result in an adverse effect upon the integrity of a European site. The Secretary of State was therefore satisfied that the in combination impacts of future projects would be fully assessed at a later stage when they were being considered for consent.

A similar approach was used in respect of kittiwakes. Following their calculations, Natural England was satisfied that the predicted kittiwake mortality level using the building block approach (357-472 birds based on Band model option 1 and a 98% avoidance rate) would be below the PBR threshold of 512 birds (f value = 0.1). On this basis, Natural England advised that there would not be an adverse effect on the integrity of the Flamborough and Filey Coast pSPA for kittiwake.

However, Natural England could not provide the same advice when considering the in combination impacts using the 'all projects' approach, as the predicted level of mortality (759-874 kittiwakes based on Band model option 1 and a 98% avoidance rate) would be significantly higher than their predicted PBR threshold (512 birds). Again the Secretary of State considered a 98% avoidance rate for Band model option 1 to be over-precautionary and that there was too much uncertainty associated with the status (and impacts) of future projects and as such rejected the 'all projects' approach in favour of the 'building block' approach.

#### **E.13.7 Type of habitat or species affected – its importance and sensitivity**

See above.

#### **E.13.8 Decision**

The Secretary of State concluded that there would not be an adverse effect on the integrity of the Flamborough and Filey Coast pSPA for either gannet or kittiwake, either alone or in combination with other plans or projects. The Order for development consent was made.

### **E.14 Walney Extension offshore wind farm**

#### **E.14.1 Description of development**

750MW, offshore wind farm extending to approximately 149 square kilometres with 207 turbines up to 222m to blade tip.

#### **E.14.2 Location**

The Irish Sea, north-west of the existing Walney I and II wind farms, 19km west of the Cumbrian coast and 31km south-east of the Isle of Man, mainly located in UK offshore waters. The proposal including ancillary development including a cable run to shore which would cross Middleton Sands, in Morecambe Bay.

### **E.14.3 Date of decision**

7<sup>th</sup> November 2014.

### **E.14.4 Decision maker**

Secretary of State DECC.

### **E.14.5 Area of designated site**

Morecambe Bay SAC is 61,506 hectares. On the Standard Data Form saltmarsh habitat is recorded as 2.99% of the total SAC area which would be 1,839 hectares. Intertidal mudflats and sand flats are recorded on the form as extending to 34.2% which would be 21,305 hectares. However, the habitat calculations appear to have been made in respect of a smaller area of this habitat, approximately 600 hectares. The intertidal mudflats and sand flats are also a supporting habitat for the birds for which the Morecambe Bay SPA was classified. The SPA extends to some 37,404 hectares.

### **E.14.6 Area of habitat or number of individuals of species affected**

The Secretary of State concluded (in line with the advice of the Examining Authority and Natural England) that the habitat loss of saltmarsh would not be likely to be a significant effect on the SAC, either alone or in combination with other plans or projects.

This was on the basis of the proposed use of Horizontal Directional Drilling technique for the installation of the export cabling. Natural England considered that the risk of breakout of drilling mud was 'highly' to 'extremely' unlikely. If it were to occur, the worst case impacted area would be an estimated 0.033% of the total SAC saltmarsh feature area described in the Secretary of State's assessment as "*a very small amount.*" It was therefore a combination of low risk of effect as well as small scale of effect that enabled the screening out of the effects of this particular aspect of the proposal on the SAC. This would indicate a loss of 0.06ha [1839 x 0.033%] but it has not been possible to verify this figure from the documentation.

However, in respect of the loss of intertidal mudflats and sand flats, caused by cable laying and the associated placement of rock armour, a likely significant effect could not be ruled out for this proposal alone (and also in combination with other plans or projects, namely other offshore wind farms requiring cables to be laid across the SAC). Consequently, an appropriate assessment was carried out in respect of intertidal mudflats and sand flats for both the SAC and the SPA.

Natural England acknowledged that the extent of the potential impact area would be very small relative to the size of the SAC and the SPA. Also, given the programme for installation, it is likely that the whole area will not be impacted at the same time. The cable installation methods would also not completely remove invertebrates from the mudflat, although it is likely that mortality would occur.

Natural England believed that the impacted area would eventually recover, both in terms of the sediment habitat, and to a longer timescale, its associated invertebrate infauna. Recovery was likely to be in a time that allowed the mud and sand flats to recover between construction operations, both on this project and West of Duddon Sands.

Natural England advised that installation of the export cable through the mud and sand flats, which were a qualifying feature of the SAC and a supporting feature of the SPA, would not have an adverse effect on integrity of the SAC, because, beyond reasonable scientific doubt in respect of the SAC:

- a. The area of impact would be small relative to the SAC;
- b. The physical habitat will recover;

- c. There will be no loss of habitat, allowing invertebrate infauna to recolonize and recover.

And in respect of the SPA:

- a. The area of impact would be small relative to Middleton Sands and the wider SPA;
- b. The physical habitat will recover;
- c. The invertebrates will suffer some mortality, but will recover, (but to uncertain timescales).

Essentially this advice formed the basis of the Secretary of State's conclusions on the appropriate assessment and integrity test for the SAC and SPA. Documentation indicated that the affected area of the intertidal mudflats and sand flats would be 0.41% of the approximately 600 hectares of the qualifying feature in the SAC.

#### **E.14.7 Type of habitat or species affected – its importance and sensitivity**

In respect of the intertidal mudflats and sand flats feature, Natural England advised that the habitat type (littoral mud and sand) is typically of low sensitivity, and can recover more rapidly than more sensitive habitats such as saltmarsh or pure mud flats. However, the Marlin sensitivity analysis says that for physical disturbance and displacement the confidence in the evidence on sensitivity is moderate. Comparisons were made with the actual effects of works relating to the Burbo Bank wind farm, but that had less mud and fine sand, which may suggest recovery at Burbo Bank would be quicker than at Middleton Sands.

#### **E.14.8 Decision**

The Secretary of State concluded that there would be no adverse effect on the integrity of the European sites and the Order for development consent was made.

### **E.15 Burbo Bank (Extension) offshore wind farm**

#### **E.15.1 Description of development**

259MW, offshore wind farm extending to approximately 40 square kilometres with 69 turbines up to 223m to blade tip.

#### **E.15.2 Location**

Liverpool Bay, some 12km offshore from Point of Ayr (Wales), 7 – 11km from the north coast of the Wirrall and 8.5km from Crosby (Merseyside).

#### **E.15.3 Date of decision**

26<sup>th</sup> September 2014.

#### **E.15.4 Decision maker**

Secretary of State DECC.

#### **E.15.5 Area of designated site**

The Liverpool Bay SPA is 170,293 hectares in area. The proposal, excluding any buffer zones, would cover approximately 7.81% of the SPA. The relevant population of red-throated divers in Liverpool Bay SPA is considered to be the second highest in the UK. At classification the latest population estimate based on five year peak mean (2001/02 – 2006/07) but with insufficient data for one of the years, was 922 individuals, or 5.4% of the Great Britain population. The most recent estimate of the population was 1,188 birds, but confidence limits ranged from 920 to 1,534 giving an indication of the variation associated with the estimate.

#### **E.15.6 Area of habitat or number of individuals of species affected**

At the end of the examination of this proposal there remained outstanding disagreements between the applicant and the statutory nature conservation bodies (and the RSPB) as to the effects on (amongst other issues) red-throated divers associated with the Liverpool Bay SPA. The Secretary of State therefore had to resolve the disagreements, taking advice from the examination panel, and undertaking his own Habitats Regulations Assessment. In respect of the divers, he concluded that there could be a likely significant effect in combination with other plans and projects as a result of displacement of birds. He undertook an appropriate assessment.

Natural England, NRW and RSPB felt that the displacement effects may result in density-dependent impacts and ultimately result in an increase in red-throated diver mortality levels, meaning that an adverse effect on site integrity could not be excluded. The applicant's survey and analysis preferred a 2km buffer zone but on advice from the nature conservation bodies the Secretary of State preferred a 3km buffer zone. He further concluded that *"The additional red-throated diver mortality (84 birds) due to density-dependent effects, from the displacement caused by the proposed Development, in combination with other plans and projects, would not reduce the current population (1188 birds) below the level at which the site was designated (922 birds). The Secretary of State notes that at the time of designation the Liverpool Bay SPA was considered to be in favourable condition. On that basis the Secretary of State is satisfied that the Liverpool Bay SPA will remain in favourable condition even with the additional mortality resulting from the development."* (Source the decision letter) *"It also leaves considerable precautionary head room above the figure for which the site is designated (922 birds)."* (Source, the Secretary of State's HRA). He concluded that the proposed development would not have an adverse effect on the integrity of the SPA, either alone or in combination with other plans or projects.

However, it is noted that the applicant's calculations indicated that density dependent mortality with a 3km buffer zone would be 9.15% of the red-throated divers in Liverpool Bay SPA. So using the number at classification (922 birds) 84 divers would be lost each year. But if the estimated population had been used instead, 9.15% of 1,188 would be 108 birds lost. Furthermore, if the actual population was at the lower end of the confidence range (920) and therefore closer to that at classification (922), the loss of 84 birds (actually calculated on an assumed population of 922) would reduce the population to below that for which the site was classified.

#### **E.15.7 Type of habitat or species affected – its importance and sensitivity**

See above.

#### **E.15.8 Decision**

The Secretary of State concluded that the proposed development would not have an adverse effect on the integrity of the SPA, either alone or in combination with other plans or projects and the Order for development consent was made.

### **E.16 North Killingholme Power Project**

#### **E.16.1 Description of development**

470MW thermal (gas powered) electricity generating station.

#### **E.16.2 Location**

North Killingholme, North Lincolnshire.

#### **E.16.3 Date of decision**

11<sup>th</sup> September 2014.

**E.16.4 Decision maker**

Secretary of State DECC.

**E.16.5 Area of designated site**

The Humber Estuary SAC is 36,657ha, the Humber Estuary SPA is 37,630ha.

**E.16.6 Area of habitat or number of individuals of species affected**

The cooling water intake structures would require up to 4 piles within the estuary. The small construction footprint is approximately 3.2m<sup>2</sup>. It would be located next to an existing jetty in the main 'channel' below the tidal range of the estuary. The Humber Estuary (SPA/SAC European Marine Site) has an intertidal area of approximately 9,382ha and a sub-tidal area of 16,800ha. The construction footprint would therefore be approximately 0.0000019% of the total sub-tidal habitat within the estuary or approximately 0.0000012% of the total estuarine habitat. The project would not involve construction within the Estuary SAC intertidal habitat. Natural England did not find this significant due to the sub-tidal location, small area affected and pre-existing dredging activities. The jetty that would be used by the applicant for the cooling water intake and outfall is already subject to regular disturbance from ship movements, ballasting operations and at least monthly dredging. Natural England took account of studies that found no impacts on inter-tidal or sub-tidal habitats from these activities. High levels of sedimentation in the estuary meant frequent dredging was needed to keep safe navigation of vessels.

The Secretary of State considered that the effects on the Humber Estuary SAC and Ramsar habitat features at this location next to an existing working jetty would be negligible, due to the very small size of the habitat loss (0.0000019% of the total sub-tidal habitat), its location within the sub-tidal part of the Estuary, and the fact that a condition on the proposed consent would limit the maximum pile diameter, thus ensuring the limited size of the piles.

**E.16.7 Type of habitat or species affected – its importance and sensitivity**

N/A

**E.16.8 Decision**

The Secretary of State concluded that in respect of the above effects no appropriate assessment was necessary. The order for development consent was made.

**E.17 Rampion offshore wind farm****E.17.1 Description of development**

700MW, offshore wind farm of up to 175 turbines up to 200m to blade tip.

**E.17.2 Location**

The English Channel 13km to 24km off the Sussex coast (the majority within UK territorial waters).

**E.17.3 Date of decision**

16<sup>th</sup> July 2014.

**E.17.4 Decision maker**

Secretary of State DECC.

**E.17.5 Area of designated site**

The Flamborough Head and Bempton Cliffs SPA is 212 hectares but the relevant population was that of breeding kittiwake and gannet.

Breeding kittiwakes are a qualifying feature of the SPA. At the time of citation, based on a 1987 count date, the site regularly supported 83,370 breeding pairs (2.6% of the breeding Eastern Atlantic population). However, more recent estimates of kittiwake numbers have shown a substantial decline to some 37,617 pairs or 75,234 breeding adults in 2008.

Breeding gannets are not formally listed as a qualifying feature in their own right on the SPA citation but are currently present in sufficient numbers to be classed as such, so it was treated as a full qualifying SPA species. The breeding population was cited as 2,501 pairs (JNCC, 2001) at the time of the SPA designation. However, the population has grown rapidly since the 1980's when only a few hundred breeding pairs were present; estimates of numbers in 2012 were 11,061 pairs or 22,122 breeding individuals (see also case E.13 above).

#### **E.17.6 Area of habitat or number of individuals of species affected**

The Secretary of State gave weight to the advice from Natural England and the examining authority's recommendation as to uncertainty of effects and was unable to exclude a likely significant effect when considered in combination with other plans or projects in respect of the Flamborough Head and Bempton Cliffs SPA, for the gannet and kittiwake qualifying features, as a result of increased collision mortality.

Guided by Natural England, the applicant undertook a potential biological removal (PBR) analysis to quantify the potential level of additional mortality which could occur on an annual basis without resulting in a long term population decline. The analysis produced an upper and a lower estimate; the assumption was that if mortality levels were below those thresholds, then the populations of the two species should not decline as a result.

When considered in combination with other offshore wind farms, the collision mortality risk for gannet as a result of the proposal was small relative to that for other projects. Using a 99% avoidance rate, preferred by the Secretary of State, projects included in the in-combination assessment as defined by the Secretary of State (referred to as tiers 1-3) were estimated to increase gannet mortality by 100 birds a year. Including East Anglia One (see case E.18 below) in these calculations increased gannet mortality to 137 birds. Adding the effects of Rampion resulted in a total of 144 gannets per year. This was considered to be well below the PBR range of 286 and 361 birds per year and therefore left sufficient precautionary headroom to allow for the various assumptions which were required to reach these figures.

In respect of kittiwake, the Secretary of State adopted an agreed 98% avoidance rate and the predicted collision mortality rate for the proposal was 22 birds per year from the SPA. As with the gannets, the applicant undertook PBR analysis for kittiwake which estimated the thresholds at which a level of mortality would not have a long term effect upon the population as being between 250 and 350 birds per year. In the context of the proposal alone, the impacts from collision risk were considered to be small. This was not disputed by any of the parties. When considered in combination with other projects, the effect of the proposal was still small relative to that of other offshore wind farms. Projects in tiers 1-3 were estimated to result in a kittiwake mortality rate of 91 birds a year from the SPA. The East Anglia One project would increase mortality by an additional 104 birds per year. Once the impacts of Rampion were included within the cumulative assessment the mortality rate was predicted to be 217 kittiwakes per year. This was considered to be well below the PBR thresholds of 250 and 350 birds per year and therefore left sufficient precautionary headroom to allow for the various assumptions which are required to reach these figures.

The Secretary of State concluded that the additional gannet and kittiwake mortality as a result of the Rampion proposal, alone and in combination with other plans or projects, would

not prevent the site from contributing toward favourable conservation status for both species in line with the site's published conservation objectives.

Although not specifically referred to in the Secretary of State's appropriate assessment, for kittiwake the project would result in cumulative effects being 1.9% above baseline mortality rather than 1.7% without the project and for gannet 9.1% increase in baseline mortality rather than 8.7% without the project.

#### **E.17.7 Type of habitat or species affected – its importance and sensitivity**

N/A

#### **E.17.8 Decision**

On the basis of the amount of headroom left in the PBR analysis when using a 99% avoidance rate in respect of Gannet and a 98% rate in respect of Kittiwakes, and considering all projects in tiers 1, 2 and 3 and the East Anglia One offshore wind farm, the Secretary of State concluded that the Rampion proposal either alone or in combination with other plans and projects, would not have an adverse effect on the integrity of the gannet or kittiwake qualifying features of the Flamborough Head and Bempton Cliffs SPA. An Order for development consent was made.

### **E.18 East Anglia One offshore wind farm**

#### **E.18.1 Description of development**

1,200MW, offshore wind farm extending to approximately 300 square kilometres with 325 turbines up to 200m to blade tip.

#### **E.18.2 Location**

The North Sea, 43.4km from the Suffolk coast predominantly in UK offshore waters.

#### **E.18.3 Date of decision**

17<sup>th</sup> June 2014.

#### **E.18.4 Decision maker**

Secretary of State DECC.

#### **E.18.5 Area of designated site**

The Alde-Ore Estuary SPA is 2,417 hectares but the relevant population is that of breeding lesser black-backed gulls at Orfordness which had reduced from about 20,000 – 23,000 pairs in 2000 to about 640 in 2012 for reasons thought to include predators, recreational access and vegetation.

#### **E.18.6 Area of habitat or number of individuals of species affected**

The examination of the proposal considered a number of effects on sea bird populations (see for example E.17 above) but the key issue addressed in this research for this case relates to the breeding population of lesser black-backed gull (LBBG) in the Alde-Ore Estuary SPA. The applicant had initially estimated in the Environmental Statement that 14 birds per annum attributed to the Alde-Ore Estuary SPA would be killed during the breeding season. However, following tagging analysis of 24 LBBG from the SPA, of which four were found to be present on the application site during the breeding season, the applicant estimated that less than 1 bird per annum attributed to the Alde Ore SPA would be killed during the breeding season.

Natural England estimated the predicted mortality to arise from other wind farms to be considered in-combination with the proposal would be 246, added to which would be 13-40

from the East Anglia One project (5-14% of the 246). However, Natural England also estimated that the bulk of collisions would occur outside the breeding season and that the element of the proposal's contribution to the in-combination mortality total to which some degree of confidence could be attached (3-7) would be so small as to not materially alter the overall in-combination mortality figure, or the likelihood of an adverse effect on integrity of the Alde-Ore Estuary SPA.

The Secretary of State undertook an appropriate assessment on the basis of in-combination effects on the breeding population of LBBG at the Alde-Ore Estuary SPA. The Secretary of State agreed with Natural England's position that the number of predicted collisions that could be attributed to East Anglia One was so small as to not materially alter the overall in-combination mortality figure or the likelihood of an adverse effect on the SPA. It is to be noted that although the initial assumptions were that there would be likely to be a significant effect on LBBG, the detailed work undertaken for the appropriate assessment concluded that there would be no significant effect on the SPA.

The appropriate assessment also highlighted that a variety of factors, such as food availability and threats at the SPA breeding colony which were being addressed by Natural England and its partners, had far greater effects on the gull population.

#### **E.18.7 Type of habitat or species affected – its importance and sensitivity**

N/A

#### **E.18.8 Decision**

The Secretary of State also noted that his appropriate assessment for the Galloper offshore wind farm (see case E.21 below) had concluded no adverse effect on lesser black-backed gull for that project in combination with other offshore wind projects, provided that all predicted collisions from Galloper were mitigated. He was therefore confident in concluding that there would be no adverse impact as a result of the project alone and in combination on the Alde-Ore Estuary SPA. An Order for development consent was made.

### **E.19 Able Marine Energy Park**

#### **E.19.1 Description of development**

A marine energy park and compensatory habitat scheme.

#### **E.19.2 Location**

South bank of the Humber estuary at Killingholme in North Lincolnshire.

#### **E.19.3 Date of decision**

18<sup>th</sup> December 2013.

#### **E.19.4 Decision maker**

Secretary of State for Transport.

#### **E.19.5 Area of designated site**

The Humber Estuary SPA is 37,630ha and the Humber Estuary SAC is 36,657ha.

#### **E.19.6 Area of habitat or number of individuals of species affected**

In terms of the SPA the Habitats Regulations Assessment accompanying the decision letter stated "*The Secretary of State agrees with the Panel that the AMEP development is likely to have a significant adverse effect on the Humber Estuary SPA and Ramsar site, having regard to the core purpose of their designations, namely the protection of habitats of importance for migratory birds. He notes that construction of the new quay will lead to a reduction in the extent and distribution of estuarine and inter-tidal habitat, including the loss*



of food supply from 31.5 hectares of inter-tidal mudflat; and that an additional 11.6 hectares of mudflats is likely to have reduced functionality as a result of disturbance”.

*“The Secretary of State recognises that the impacts of this on the internationally important population of Black Tailed Godwit (BTG) are of particular concern given that during the period of the autumn moult they make use of the inter-tidal mudflats at North Killingholme Marshes in their thousands (the peak count of 2,566 representing 66% of the SPA population). During this period even higher numbers of BTG use the nearby North Killingholme Haven Pits as a secure roost, which are likely to be lost if the associated feeding areas are lost. The Secretary of State therefore agrees that the compensatory measures necessary to satisfy the requirements of the Habitats Regulations must include the provision of suitable nutritional resource for BTG and a roost site in proximity to that nutritional resource.”* It can be taken from this statement that the Secretary of State concluded an adverse effect on the integrity of the SPA. The total loss of functional habitat in the SPA is 0.11% (43.1/37,630ha).

However, in relation to the SAC, the losses were considered not to be significant alone. The Habitats Regulations Assessment accompanying the decision letter concluded: *“In relation to the Humber Estuary SAC as a whole, the Secretary of State agrees with the Panel’s assessment that, having regard to the size of the SAC, the loss of ecological function as a result of the AMEP development will be small, and that the habitats are types that are found over a wide area. He agrees, therefore, that the loss of inter-tidal and estuarine habitat at North Killingholme (which cannot be mitigated) in itself will have a very minor effect on the SAC overall.”* The loss referred to here is assumed to be the 31.5ha from intertidal mudflats and a further 13.5ha of sub-tidal estuary feature from the development footprint. These would be 0.33% of the inter-tidal mudflat (31.5/9,384ha); 0.12% of the total SAC estuary feature (45/36,657); and less than 0.1% of the sub-tidal resource in the estuary (13.5/16,800ha).

However, it is noted that the examining authority appeared to have concluded a potential for in combination effects as follows, although it is unclear the extent to which compensatory measures may have been taken into account in the screening decision. *“The Panel considers that in terms of the size of the Humber Estuary SAC as a whole the loss of ecological function from the proposals would be small and that the habitats are types that are found over a very wide area. In consequence the loss of habitat in itself would have a very minor effect on the SAC overall. However loss of estuarine habitat without compensatory provision would set a precedent that would set up the prospect of cumulative adverse effects.”* Although the assessments are not entirely comparable in terms of the documentary records, Natural England and the applicant had agreed that permanent direct loss of both intertidal mudflat and wider estuarine habitat qualifying features would be a likely significant effect alone.

#### **E.19.7 Type of habitat or species affected – its importance and sensitivity**

See above discussion

#### **E.19.8 Decision**

The Order for development consent was made. Having concluded that the new quay would have an adverse effect on the integrity of the SPA / Ramsar site, the order had to be granted as a derogation under the provisions of regulation 62 of the Habitats Regulations, including the provision of compensatory habitat pursuant to the requirements of regulation 66. The decision has been subject to various legal challenges not relevant to this research.

## **E.20 Triton Knoll offshore wind farm**

### **E.20.1 Description of development**

1,200 MW offshore wind farm covering an area of approximately 135km<sup>2</sup> comprising up to 288 x 3.8MW turbines up to 160m to blade tip, or 150 x 8MW turbines up to 220m to blade tip.

### **E.20.2 Location**

The North Sea 33km off the Lincolnshire coast and 46km off the Norfolk coast and lying in UK offshore waters.

### **E.20.3 Date of decision**

11<sup>th</sup> July 2013.

### **E.20.4 Decision maker**

Secretary of State DECC.

### **E.20.5 Area of designated site**

The North Norfolk Coast SPA and Ramsar site is classified, amongst many other features, for breeding Sandwich tern, *Terna sandvicensi* with a classification population of 3,457 pairs in 1989; its usual range is between 3,000 and 4,500 pairs at the site. The terns nest in colonies at Blakeney Point and Scolt Head, which have been monitored since their establishment in the 1920s. This indicates that there has been an overall increase in the size of the colonies since the early 1960s, with peak numbers of 5,600 breeding pairs in 1979. Figures for 2000 – 2004 estimated the population as a mean of 4,047 pairs but the more precautionary population estimate of 3,457 pairs (6,914 individuals) was used for the purposes of assessment.

### **E.20.6 Area of habitat or number of individuals of species affected**

Operational effects on the terns were subject to dispute at the examination in relation to methodologies used for modelling operational collision risk. The Secretary of State adopted the applicant's approach to collision risk modelling which he had previously adopted in respect of his assessment of the Greater Wash offshore wind farm in 2012, namely applying a 98.83% avoidance rate to the Folkerts model. Natural England had proposed a 98% avoidance rate applied to the Band model. The Secretary of State concluded that the project alone could result in up to 8 predicted adult sandwich tern collision mortalities per annum (0.12% of the 6,914 individuals at classification) This was not considered to lead to unacceptable increases in mortality above the PVA mortality thresholds advocated by either the applicant or Natural England. The decision took account of mitigation restricting piling activity during the herring spawning season.

The in-combination assessment approach was also disputed on the same grounds, with the Secretary of State again preferring the 98.83% avoidance rate on the Folkert's model, and also on the grounds as to which mortality threshold to adopt, with the applicants advocating a threshold of 94 additional sandwich tern mortalities and Natural England advocating a threshold of 75. Again the applicant's approach was adopted for the assessment by the Secretary of State.

The Secretary of State agreed with the Panel's conclusions that there was capacity within the mortality threshold of 94, for the project to contribute 8 mortalities. If Natural England's threshold of 75 were accepted the effect would be that there would be no biological impact envelope within which the project could be constructed.

### **E.20.7 Type of habitat or species affected – its importance and sensitivity**

See above

### **E.20.8 Decision**

All parties were in agreement that adverse effect on integrity of the North Norfolk Coast SPA and Ramsar site could be excluded as a result of impacts during construction and operation related to the project alone.

The Secretary of State concluded that no adverse effects on the integrity of the breeding sandwich tern population feature of the North Norfolk Coast SPA and Ramsar are expected to arise from the project in-combination with other plans and projects as a result of impacts during construction, operation or decommissioning. An Order for development consent was made.

## **E.21 Galloper offshore wind farm**

### **E.21.1 Description of development**

504MW, offshore wind farm in three parts in total extending to approximately 183 square kilometres, with 207 turbines with a blade tip height of up to 195m.

### **E.21.2 Location**

The southern North Sea approximately 27km off the Suffolk coast mostly in UK offshore waters.

### **E.21.3 Date of decision**

24<sup>th</sup> May 2013.

### **E.21.4 Decision maker**

Secretary of State DECC.

### **E.21.5 Area of designated site**

The Alde-Ore Estuary SPA and Ramsar site is 2,417 hectares and approximately 27 km from the wind farm. Critical to the assessment of the impacts on the lesser black-backed gull (LBBG) population, was the background population growth and decline of this species in the SPA.

The fluctuations and trends in the background population levels of LBBG breeding at the SPA were significant when trying to predict the likely impact of additional mortality as a result of the proposal. This is because the background population had seen a sharp increase followed by sharp decrease. As well as site-specific factors relating to the breeding colony, there had also been UK-wide changes to the population in response to environmental factors, such as food availability.

The first pairs of LBBG became established at the Orfordness site in the Alde-Ore SPA in the mid-1960s. By 1986, the colony had grown to 5,000 pairs, increasing rapidly to 19,700 pairs by 1997. The population continued to increase, with a population of 21,700 pairs described in the Alde-Ore Estuary SPA site account in the UK SPA Review. The population peaked at nearly 25,000 breeding pairs in 2000, followed by a severe decline the following year from which the population had not recovered. The population levels appeared to have stabilised, but only at levels of around, or just under, 2,000 pairs. The 2012 population comprised some 1,811 breeding pairs.

The conservation status of the LBBG was considered to be 'unfavourable declining'. The conservation objectives of the site included restoring the LBBG population to 14,074 pairs, subject to natural change, reduced from 21,700 pairs or 12% of the biogeographic population. Natural England advised that it was this revised population target and the

‘unfavourable declining’ conservation status of LBBG that the impacts of the proposed development should be assessed.

#### **E.21.6 Area of habitat or number of individuals of species affected**

The Secretary of State agreed with this recommendation in relation to the risk to LBBG as a result of collisions with operational turbines. Whilst the applicant’s information for Habitats Regulations Assessment predicted an annual 44 mortalities as a result of collisions, the Secretary of State could not rule out the possibility, on a suitably precautionary basis, that additional mortality could be in the order of 119 birds per annum as a result of the project alone, based on a 98% avoidance rate. 119 birds would be 3.3% of the 2012 population of 1,811 breeding pairs or 0.4% of the conservation objective target of 14,074 pairs.

The Secretary of State agreed with Natural England that all predicted collision mortalities had to be mitigated in order to confidently reach a conclusion of no adverse impacts on the SPA, given the unfavourable declining status of LBBG breeding colonies at the SPA. The Secretary of State included what he considered to be robust requirements in the development consent order and was confident that the unilateral undertaking by the applicant to deliver the required SPA site-based mitigation would be delivered.

Given the extensive foraging range of LBBG (research had indicated a mean maximum of around 141 km) birds from the Alde-Ore Estuary SPA / Ramsar were likely to be at risk of collision with an additional 23 offshore wind farms as far away as Belgium and the Netherlands. The applicant predicted that this could result in an in-combination mortality of around 135 SPA birds per annum, based on a 99% avoidance rate. Natural England advised that a figure of 357 is more likely using a 98% avoidance rate.

The Secretary of State supported the principle put forward by the examining authority of a dual approach to mitigation that comprised measures related to the project itself and measures to be carried out in the SPA. This would be on top of statutory measures required to be undertaken by Natural England to restore the site to favourable conservation status. These additional measures, such as predator control and breeding habitat improvements, would ensure that, as a minimum, an additional 101 adult birds would be ‘generated’ at the SPA per annum during the 25-year operational life of the project. This would make an 84.8% contribution to mitigating the 119 collision casualties (101/119).

A corresponding 15.2% (18 bird) mitigation would, therefore, be required from project-based measures i.e. post-consent refinements to turbine specifications and numbers. This was twice the amount of project mitigation than had been recommended by the examining authority (7.6%/9 birds). The Secretary of State considered this necessary on the basis of evidence submitted during the examination on current and likely future chick productivity and survival at Orfordness and LBBG avoidance rates of wind farms. He was also mindful of the fact that the PVA models are more influenced by adult survival than by chick productivity and of evidence demonstrating that LBBG productivity levels, in general, showed significant annual variability for reasons that were not fully understood.

The Secretary of State also dismissed two recommendations by the examining authority. The first related to further mitigation in the form of an Area B turbine exclusion area, which the Secretary of State decided was unnecessary in light of the 100% mitigation already secured; the second would have allowed the applicant the possibility of amending the percentage reduction project mitigation on the basis of providing suitably convincing information on the success of the colony and studies on the actual level of collisions experienced by LBBG at the constructed wind farm. The Secretary of State decided that the 15.2% project mitigation would remain fixed. A monitoring and adaptive feedback process for the breeding colony was included in the unilateral undertaking. This would enable changes

to the SPA management regime in response to new information on breeding success and chick productivity at the colony.

#### **E.21.7 Type of habitat or species affected – its importance and sensitivity**

See above.

#### **E.21.8 Decision**

The Secretary of State considered that there would be no adverse effects on the integrity of the Alde-Ore Estuary SPA / Ramsar site as a result of the project alone, or in combination with other plans or projects, bearing in mind the full mitigation requirements.

The Order for development consent was made including the requirements for additional mitigation explained above. The conclusion in respect of the in-combination test was approached by the Secretary of State deciding that all 119 mortalities potentially caused by Galloper must be eliminated. Once this had been satisfactorily secured, as explained above, Galloper would then make no contribution to an in-combination assessment. Whether the applicant's in-combination estimate of 135 SPA birds per annum (99% avoidance rate) or Natural England's estimate of 357 (98% avoidance rate) was used, the Galloper component of these figures (44 or 119 respectively) would be removed. It would not have any in-combination effects.

### **E.22 Hinkley Point C Nuclear Power Station**

#### **E.22.1 Description of development**

3,260MW European pressurised reactor nuclear power station.

#### **E.22.2 Location**

Hinkley Point, Somerset.

#### **E.22.3 Date of decision**

19<sup>th</sup> March 2013.

#### **E.22.4 Decision maker**

Secretary of State DECC.

#### **E.22.5 Area of designated site**

Three aspects of the Habitats Regulations Assessment (HRA) for the Hinkley Point C power station are used in this report. Each relates to the Severn Estuary SAC (though equivalent assessments were made in respect of the Ramsar site and SPA as relevant). The three aspects related to the following qualifying features: estuaries (which according the standard data form, extended to 99.95% of the SAC which is equivalent to some 73,678ha) and *Sabellaria* reef (which extended to 2% of the SAC which is equivalent to 1,474ha).

#### **E.22.6 Area of habitat or number of individuals of species affected**

The Secretary of State adopted the Environment Agency's HRA for the purposes of his own HRA in this respect. He concluded that during construction, there were likely to be mixing zones of construction discharges across the foreshore, which may have an in-combination impact with Hinkley Point B power station operational discharges. The mixing zones from the construction discharges and the tunnelling water discharge would be coincident in time and would occur from the same place on the foreshore.

The Environment Agency calculated that the potential mixing zone from the construction discharges would be about 100m<sup>2</sup> (0.01 ha). The mixing zone of total residual oxygen for Hinkley Point B did not appear to coincide spatially with the construction discharges across the foreshore, so the effects were not potentially additive. When combined with the mixing

zones of total residual oxygen from the Hinkley Point B operational discharge, it would give an in-combination impact of less than 0.2% of the estuaries feature for the mixing zone both at the sea bed and at the surface. Given the nature and scale of the temperature change on the benthic community, the in-combination impact was considered to be insignificant for the 'estuaries' qualifying feature.

The project would require up to 134m<sup>3</sup>/s of water for direct cooling, which would be abstracted from the Severn Estuary via a series of seabed intake structures and tunnels. The abstraction of seawater from the Bristol Channel meant that organisms present in the water would be drawn into the water intakes. These organisms could include anything from planktonic bacteria and algae to macro-invertebrates and fish. Larger organisms (>25mm length) will be impinged on the cooling water intake screens and removed from the fine-mesh (5mm) drum screen employed to prevent debris entering the cooling water heat exchangers. Smaller organisms, such as fish eggs and juveniles, would be likely to penetrate the cooling water screens, be taken through the cooling water system and returned via the thermal discharge to the estuary. This process, known as "entrainment", had the potential to affect estuarine species and therefore the overall estuarine form and function.

The Environment Agency looked at the combined forces of entrainment including, mechanical, temperature, pressure and chemical changes, which act on phytoplankton, zooplankton (including *Sabellaria larvae*). Before settling on substrate to build reefs, *Sabellaria* larvae spend anything between six weeks and six months in the plankton and therefore have the potential to be entrained through the cooling water system. The applicant's HRA was supported by an assessment on *Sabellaria* larvae entrainment, which looked at a numerical simulation model of eggs being released from potential *Sabellaria* habitat and being transported by passive tracers by the currents. Assuming 100% entrainment mortality, the predicted worst case loss of larvae was calculated as 0.33% per day which was considered insignificant given that the natural mortality is estimated at 9% per day. Other zooplankton species studied were considered not to be adversely affected by entrainment.

The cumulative effects of Hinkley Point C together with other potentially significant power station abstractions around the Severn Estuary were considered in the Environment Agency's HRA and included the existing Oldbury, Aberthaw and Hinkley Point B power stations. Although the power stations could be considered 'background' i.e. all had been operational for more than 20 years and no significant effects to the Severn Estuary had been quantified, the Environment Agency estimated the potential cumulative impacts.

There was no data on the entrainment mortality of *Sabellaria* larvae associated with Hinkley Point B. Therefore, the Environment Agency took a similar set of parameters to those used in the calculations for Hinkley Point C alone and predicted the worst case loss from the cumulative effects of Hinkley Point B and C to be 0.55% per day. As the calculations are conservative, and based on maximum abstraction rates, 0.55% was considered to be insignificant.

In terms of physical loss of habitat, during construction there should be no physical damage to the *Sabellaria* reef, although it was noted that a small area of potential *Sabellaria* reef fell within the rock armour barge berthing and unloading area. That area equated to less than 0.05% of the SAC reef feature and was not considered significant.

#### **E.22.7 Type of habitat or species affected – its importance and sensitivity**

See above.

#### **E.22.8 Decision**

The Secretary of State adopted the conclusions of the Environment Agency's HRA described above in his own HRA. The Order for development consent was made.

### **E.23 Kentish Flats Extension Offshore Wind Farm**

#### **E.23.1 Project description**

51MW, offshore wind farm extending the existing Kentish Flats offshore wind farm by a further 17 turbines up to 145m to blade tip over an area of about 380ha.

#### **E.23.2 Location**

The Thames Estuary, 8.6km north of Herne Bay, Kent and 9.5km north of Whitstable, Kent adjoining the existing Kentish Flats offshore wind farm and entirely within English territorial waters. The existing and, at the time of examination, almost completed London Array Offshore Wind Farm phase 1 was located 25km to the north of Kentish Flats. Other offshore activities in the area include marine aggregate extraction, dredging, commercial shipping, and fisheries.

#### **E.23.3 Date of decision**

16<sup>th</sup> February 2013.

#### **E.23.4 Decision maker**

Secretary of State DECC.

#### **E.23.5 Area of designated site**

The Outer Thames Estuary SPA is 379,268ha, lies entirely in UK territorial waters and was classified in 2010, at which point the existing Kentish Flats offshore wind farm was already completed (constructed in 2005). The Secretary of State excluded the displacement effects of that wind farm from the in-combination assessment because they were part of the baseline as surveyed by JNCC in preparation for the classification of the SPA. The wintering population of red-throated divers in the SPA at classification was 6,466 birds estimated to be about 38% of the total wintering population in Great Britain. However, the numbers vary considerably and on one count in 2010/11, 8,194 red-throated divers were counted within the London Array wind farm survey zone which comprised approximately 10% of the SPA area. Density models used in the appropriate assessment indicated a total SPA population of 6,250.

#### **E.23.6 Area of habitat or number of individuals of species affected**

All parties accepted a potential for a likely significant effect on the wintering population of red-throated divers, which was the relevant qualifying feature of the SPA. A peak of 174 birds was recorded in the area of the Kentish Flats Extension survey potential impact zone, which comprised the application site area and a 2km zone around it (2.7% of the SPA population of 6,466).

The Secretary of State accepted the need for an appropriate assessment of the project, both alone and in combination with other plans or projects, namely Gunfleet Sands I and II and the London Array Offshore Wind Farm Phase 1 and Phase 2, in respect of the displacement of red-throated divers in the Outer Thames Estuary SPA. There was uncertainty about the extent of London Array Phase 2 during the examination of Kentish Flats Extension because there had been no application to discharge the 'Grampian' condition restricting the progression of Phase 2.

Taking the effects of the Kentish Flats Extension alone, the Secretary of State concluded that he could ascertain that there would be no adverse effect on the integrity of the SPA alone. Displacement effects derived from density and disturbance modelling indicated that

the Kentish Flats Extension alone would displace 33 divers more than the existing Kentish Flats wind farm. The 33 birds was 0.5% of the SPA population and, on the basis of effective habitat loss (through birds being displaced), these effects were “*very small, especially when placed in the context of the recorded spatial and temporal fluctuations of the wintering SPA population of 6,422 birds.*” “*.... a slight increase in the density of the birds in the SPA will lead to increased competition for food and other resources and that density development mortality effects could result which may be of the order of 10 – 20 birds.*” In terms of potential collision risk, the Secretary of State was “*mindful of the relatively small size and extent of the proposed extension – up to 17 turbines over an area of 780ha as compared to the Outer Thames Estuary SPA area of 379,268ha*”.

The in-combination displacement of the Kentish Flats Extension with existing wind farms in the SPA was estimated to be 9.3% of the SPA population (580 birds). Of this, London Array Phase 1 accounted for 7.8% (486 birds) with Gunfleet Sands I and II accounting for a further 1% (61 birds) and Kentish Flats Extension 0.5% (33 birds). Adding what was known about the London Array Phase 2 to these figures increased the number of birds displaced by 843, to 1,423 (adding another 13.5% to make a total of 22.8% of the SPA population). The assessment considered that the inclusion of London Array Phase 2 could represent an adverse effect on the integrity of the SPA.

#### **E.23.7 Type of habitat or species affected – its importance and sensitivity**

N/A

#### **E.23.8 Decision**

The Secretary of State’s conclusions following his appropriate assessment were as follows:

- a) There will be no adverse effects on the integrity of the Outer Thames Estuary SPA as a result of this proposal alone, based on the assessment that the number of red-throated divers displaced by the project (33) can be considered to be very small or negligible. [0.5% of the SPA population];
- b) There will be no adverse effects on the integrity of the Outer Thames Estuary SPA in combination with the existing wind farms as there is no set threshold at which effects can be considered adverse, and the population is subject to wide spatial and temporal variations. The Secretary of State was satisfied that this level of displacement could be accommodated within the SPA and was mindful that displacement is not the same thing as mortality although he acknowledged that there would be some level of density dependent mortality. [9.3% of the SPA population];
- c) Without prejudice to any decision on the London Array phase 2 proposal, as regards any effects of the Kentish Flats Extension in-combination with the existing wind farms and possible future phases of the London Array Offshore Wind Farm, the Secretary of State considered that there would be no adverse effect on the integrity of the SPA in practice because, under the terms of the London Array consent, no further development can be permitted unless he is satisfied that it would not adversely affect the integrity of the SPA.

In effect this transferred the onus of demonstrating no adverse effect on integrity to the application for the London Array Phase 2. The Order granting development consent for Kentish Flats Extension was made.

On 14<sup>th</sup> February 2014 the consortium behind the London Array announced that it would not proceed with development of phase 2 of the offshore windfarm<sup>22</sup>; citing uncertainties in being able to meet the Grampian condition regarding the potential effects on the SPA.

<sup>22</sup> Refer: <http://www.londonarray.com/project/london-array-to-stay-at-630mw/>



## **E.24 London Gateway**

### **E.24.1 Description of development**

An application for a Harbour Empowerment Order and planning permission (together with other associated consents) for the development of a container port, including the construction of a quay wall, construction of a container handling and stacking facility, associated infrastructure, reclamation of inter-tidal area, realignment of sea wall and channel dredging.

### **E.24.2 Location**

London Gateway, on the north bank of the Thames Estuary, Thurrock, Essex.

### **E.24.3 Date of decision**

2<sup>nd</sup> May 2008.

### **E.24.4 Decision maker**

Secretary of State for Transport.

### **E.24.5 Area of designated site**

The Thames Estuary and Marshes SPA is 4,839ha in size (the Ramsar covers a larger area of 5,589ha). The Benfleet and Southend Marshes SPA was also considered regarding any indirect affects, but it was determined that there was no likely significant effect on this site.

### **E.24.6 Area of habitat or number of individuals of species affected**

5ha of habitat within the SPA would be lost, along with 9ha of habitat outside the SPA boundary that is also used by the Annex 1 birds for which the SPA was classified. The development could also potentially cause a functional change in a further 60 ha of the SPA, as a result of changes in coastal and tidal processes as a consequence of the development. The total potential habitat loss therefore was 65ha within the SPA which would be 1.34% of the classified area.

### **E.24.7 Type of habitat or species affected – its importance and sensitivity**

The site is specifically classified for its over-wintering populations of avocet *Recurvirostra avosetta*, hen harrier *Circus cyaneus* and ringed plover *Charadrius hiaticula*, along with being a habitat of international importance for its large assemblage of water birds, with over 30,000 birds over-wintering at the site.

### **E.24.8 Decision**

The Harbour Empowerment Order was made. Having concluded that the project would have an adverse effect on the integrity of the SPA / Ramsar site, the order had to be granted as a derogation under the provisions of regulation 49 (now 62) of the Habitats Regulations, including the provision of compensatory habitat pursuant to the requirements of regulation 53 (now 66).

## **E.25 Mawcarse, Loch Leven, Kinross**

### **E.25.1 Description of development**

The erection of two houses on land between Ashwood and White Rose Cottage, Mawcarse, Kinross, Scotland.

There was a long history of planning refusal, appeal, judicial review and reconsideration of the planning application, but this summary focuses on the final stage of the hearing held by the Reporter and his recommendation to the Scottish Ministers.

**E.25.2 Location**

Land between Ashwood and White Rose Cottage, Mawcarse, Kinross, adjacent to Loch Leven.

**E.25.3 Date of decision**

23<sup>rd</sup> December 2005.

**E.25.4 Decision maker**

The Scottish Ministers.

**E.25.5 Area of designated site**

Loch Leven SPA/Ramsar site has a classified area of 1,612ha.

**E.25.6 Area of habitat or number of individuals of species affected**

Effects were considered in terms of the proposed dwelling's contribution to the deterioration of habitats supporting the migratory and Annex 1 species for which the SPA was classified. The proposal does not include any land take from the designated site, but the possible quantity of pollution in terms of phosphorus discharge arising from the original proposal was given as an estimated 8,100mg/day.

**E.25.7 Type of habitat or species affected – its importance and sensitivity**

Loch Leven SPA is designated for internationally important over-wintering populations of swans, geese and ducks which are migratory or listed on Annex 1 of the Directive. Whooper swan *Cygnus cygnus*, pink-footed goose *Anser brachyrhynchus* and shoveler *Anas clypeata* all overwinter at the loch.

At the time of the decision, the water quality of the loch had declined considerably in the recent past, with large influxes of phosphorus causing algal blooms. Phosphorus pollution had a detrimental effect on the aquatic plant community within the loch through the growth of algal blooms which block essential light from reaching submerged plants. Efforts to reduce the phosphorus inputs to the loch by way of a catchment management plan and restrictive policies in the local plan, in the few years preceding the planning application, had proved successful and the condition of the loch was improving. The development in its original form proposed to use a septic tank for sewage from the two houses, which was currently the system in place for other dwellings in the area, including the existing large farmhouse, owned by the developer, close to the development site. The septic tank arrangement would have discharged water to the ground or local water courses, which would have contributed to the diffuse pollution entering the loch. The potential phosphorus discharge from two new houses was estimated at 8,100mg/day.

With advice from Scottish Natural Heritage it was considered that the proposal was likely to have a significant effect upon Loch Leven SPA. This then required an appropriate assessment, and the appellants submitted a mitigation scheme which was considered at the hearing by the Reporter, in consultation with Scottish Natural Heritage. The appellants proposed to upgrade the septic tank serving the existing large farmhouse, as well as installing new efficient treatment plants for the new dwellings, thus significantly reducing the phosphorus discharge from the existing dwelling. The reduction was such that the new farmhouse discharge rate plus the discharge rate for the two new dwellings was still below the discharge rate for the farmhouse, with the old septic tank system. With the overall reduction in phosphorus discharge rates as a result of the new development and the mitigation proposed, Scottish Natural Heritage confirmed that, the development would not have an adverse effect on the integrity of Loch Leven SPA.

The following information was provided in the Reporter's report:

- Phosphorus discharge from new dwellings with the new treatment plant 8,100 mg/day;
- Phosphorus discharge from existing farmhouse with the old septic tank system 21,060 mg/day;
- Phosphorus discharge from existing farmhouse with the new treatment plant 8,100 mg/day;
- Phosphorus discharge from the development plus the existing farmhouse without mitigation 29,160 mg/day; and
- Phosphorus discharge from the development plus the existing farmhouse with mitigation 16,200 mg/day.

The Reporter admitted that it was difficult to conclude that the proposal would have a likely significant effect alone. No analysis took place. However the precedent set by granting planning permission without mitigation was discussed and it is therefore assumed that the likely significant effect was in combination with any future proposals of a similar nature. He commented in paragraph 3.12 of his report) that *“Although it was difficult to conclude that the proposal alone would be likely to result in an adverse effect on the loch’s integrity, if it was approved without mitigation, an important precedent would be set, which would nullify the aims of the catchment and local plans”*.

The Reporter also made reference to the Waddenzee judgement to give weight to the conclusions drawn, stating in paragraph 3.9 that *“A recent European Court of Justice decision relating to a case in the Netherlands .... (C-127/02) confirmed that where a proposal not directly connected with or necessary to site management was likely to undermine a site’s conservation objectives, it would have a significant effect”* (8/RR 3.9).

#### **E.25.8 Decision**

The Scottish Ministers allowed the appeal and granted planning permission, following the Reporter’s recommendations that included mitigation measures to the satisfaction of Scottish Natural Heritage.

### **E.26 Port of Hull Quay 2005**

#### **E.26.1 Description of development**

The construction of a ‘lo-lo’ (lift on, lift off) handling facility accommodating vessels with a draft of up to 10.4 metres, reclamation of the river bed and the deepening, dredging and altering of the bed and shores.

#### **E.26.2 Location**

The Humber Estuary, Hull, Yorkshire.

#### **E.26.3 Date of decision**

21<sup>st</sup> December 2005.

#### **E.26.4 Decision maker**

The Secretary of State made the order, against the recommendation of the Inspector.

#### **E.26.5 Area of designated site**

At the time of the decision the Humber Flats, Marshes and Coast SPA/Ramsar was 15,202.53ha and was also a Ramsar site. The Humber Estuary pSAC was 39,492.89ha and today the SAC is 36,657ha.

#### **E.26.6 Area of habitat or number of individuals of species affected**

An area comprising 4ha of the Humber Flats, Marshes and Coast SPA would be lost as a result of the development. Whilst the Secretary of State’s letter refers to there being impacts

on all of the Humber Estuary sites, i.e. the SPA/Ramsar and the pSAC, it was only the adverse effects on the SPA features of interest that formed the main part of English Nature's concerns and the discussion on the case.

When the public inquiry took place, the 4ha of designated site only held a SSSI designation and was included in the boundaries of the international sites in the period between the public inquiry being held and the Secretary of State for Transport's final decision letter. Based on figures in the Inspector's report, the Secretary of State referred in his decision, to a value of 0.01% of the SSSI, which was 37,000ha. Taking the subsequently designated European sites, the pSAC site was then 39,493ha and at designation was 36,657ha (again about 0.01% of the designated area). The loss of 4ha from the 15,202ha of the SPA was a 0.03%, loss, but that was not referred to in the decision.

#### **E.26.7 Type of habitat or species affected – its importance and sensitivity**

The Humber Flats, Marshes and Coast SPA contains wetland and coastal habitats including reedbed, grazing marsh, saltmarsh, sand dunes and exposed mud and sand flats at low tide are important for the breeding, over-wintering and migratory birds that utilise the site. The site is noted for both its wetland birds and raptor populations.

#### **E.26.8 Decision**

At the time of the public inquiry the proposed development site lay outside, but within 100m of the SPA. The inter-tidal mud flats that were to be directly affected by the development were used by water birds for which the SPA is classified, thus having a likely significant effect on the SPA qualifying features. Because the site lay outside the SPA at the time of the Inquiry, habitat creation also outside the SPA proposed by the applicant was considered by English Nature to be mitigation with no adverse effect on integrity.

Because of the classification and designations taking place between Inquiry and decision, the Secretary of State re-consulted English Nature who advised that it could not now be ascertained that Quay 2005 would not have an adverse effect on site integrity, because the habitat loss would now be from within the site and the habitat creation should be regarded as compensation.

The Harbour Revision Order was made. Having concluded that the project would have an adverse effect on the integrity of the SPA / Ramsar site, the order had to be granted as a derogation under the provisions of regulation 49 (now 62) of the Habitats Regulations, including the provision of compensatory habitat pursuant to the requirements of regulation 53 (now 66).

### **E.27 Immingham Outer Harbour**

#### **E.27.1 Description of development**

The expansion of Immingham Harbour to develop a five berth roll-on, roll-off (ro-ro) terminal in a tidal harbour. The development included the reclamation of SPA foreshore, dredging and the construction of a bund, sea wall, five ramps, walkways and a quay.

#### **E.27.2 Location**

At the existing terminal of Immingham Harbour, North Lincolnshire.

#### **E.27.3 Date of decision**

7<sup>th</sup> July 2004.

#### **E.27.4 Decision maker**

The Secretary of State for Transport made the Harbour Revision Order without a public inquiry.

#### **E.27.5 Area of designated site**

At the time the case was decided, the Humber Flats, Marshes and Coast pSPA was 15,202ha and the Humber Estuary pSAC was 39,493ha. The Humber Flats, Marshes and Coast SPA was also a proposed Ramsar site.

#### **E.27.6 Area of habitat or number of individuals of species affected**

22 ha of habitat would be lost from within the pSPA, which equated to 0.14% of the site which was classified a few weeks after the Secretary of State issued the decision. This calculation of the percentage of land affected was not included in the Secretary of State's letter, but was calculated for the purposes of this report. A further 5ha of habitat from outside the SPA would also be lost as a result of the development proposal.

#### **E.27.7 Type of habitat or species affected – its importance and sensitivity**

Wetland and coastal habitats including reedbed, grazing marsh, saltmarsh, sand dunes and exposed mud and sand flats at low tide are important for breeding, over-wintering and migratory birds that utilise the site. The site is noted for both its wetland birds and raptor populations.

#### **E.27.8 Decision**

With a likely significant effect on the European designated sites, Associated British Ports (ABP), as a competent authority, undertook an appropriate assessment of the proposed development and concluded that it could not be demonstrated that the Immingham Outer Harbour development proposal would not have an adverse effect on the integrity of the pSPA / proposed Ramsar site and pSAC.

The Secretary of State agreed. The Harbour Revision Order was made. Having concluded that the project would have an adverse effect on the integrity of the SPA / Ramsar site, the order had to be granted as a derogation under the provisions of regulation 49 (now 62) of the Habitats Regulations, including the provision of compensatory habitat pursuant to the requirements of regulation 53 (now 66). Paragraph 47 of the Secretary of State's decision letter stated:

*“The Secretary of State Agrees with the advice of English Nature that the compensation measures set out in the Agreement, which include the managed realignment of agricultural land, of an area significantly greater than the area which would be lost to the works proposed in the Order, and creek habitat enhancement scheme, will enable the coherence of the Natura 2000 network to be protected. He therefore agrees that the requirements of Regulation 53 of the Habitats Regulations have been met”.*

### **E.28 Gilwerne to Hafodyrynys pipeline**

#### **E.28.1 Description of development**

The installation of a 25 km long and 600mm diameter, gas pipeline from the installation at Gilwern to the installation at Hafodyrynys, in order to improve gas supplies to southern Wales.

#### **E.28.2 Location**

Gilwern to Hafodyrynys, Fynwy and Monmouthshire, Wales.

#### **E.28.3 Date of decision**

3<sup>rd</sup> July 2002.

#### **E.28.4 Decision maker**

The Secretary of State for Trade.

#### **E.28.5 Area of designated site**

The Usk Bat Sites SAC is 1,686.4ha, it was a candidate SAC at the time when the project was being considered by the Secretary of State, of which 350ha was European dry heath, a qualifying feature of the cSAC. The primary reason for site selection was the presence of populations of lesser horseshoe bat *Rhinolophus hipposideros*. Caves not open to the public were also a qualifying Annex 1 feature.

#### **E.28.6 Area of habitat or number of individuals of species affected**

The Secretary of State considered that the effects on 2.5ha of the heath habitat and a potential for disturbance to the caves or the lesser horseshoe bats would be likely to be significant effects.

With regard to the heath, 1 ha of the affected area was to be subject to turfing, i.e. the heathland turfs would be removed, the pipeline laid and the turfs replaced. The remaining 1.5 ha could not be turfed and the top soil would be stripped, thus irreparably damaging the existing heathland vegetation and requiring heathland recreation by new planting and seeding.

The affected area of 2.5ha was 0.15% of the total cSAC. It was concluded that the effects on the 1ha to be turfed could be mitigated, leaving 1.5ha of affected habitat that could not be mitigated. There was therefore an unmitigated loss of 1.5ha of heath, equating to 0.09% of the total cSAC. Alternatively, 2.5ha is 0.71% of the area of European dry heath within the SAC and the 1.5 ha represents 0.43% of the area of European dry heath within the SAC. No adverse effect on integrity was considered to arise in relation to the lesser horseshoe bat population or cave habitats.

#### **E.28.7 Type of habitat or species affected – its importance and sensitivity**

The UK proportion of the European dry heaths is significant, and the UK heaths also exhibit remarkable diversity in comparison with those in other European countries. Within the UK, the climatic and altitude variations provide the rare circumstances in which such a range of heathland variations can be seen, with the range of upland to lowland heaths representative from north to south, and the oceanic to the continental heathland communities are represented from the west coast to the east. Thus, individual parts of the heathland resource are of importance in this context.

With typically nutrient poor, sandy and free draining soils, heathland turfs are easily damaged and broken up by soil movement. Whilst the 1ha of heathland where turfing could take place was not considered to have an adverse impact on the integrity of the site, where soils stripping was proposed it was considered that the soil, vegetation and seed bank would be so disturbed that recovery without intervention would be very slow, and that the habitat may never be fully replicated.

#### **E.28.8 Decision**

In light of the appropriate assessment, it was concluded that the proposal would adversely affect the integrity of the cSAC and the Secretary of State therefore considered whether there were any alternative solutions, and concluded that there were none. The appropriate assessment stated that conditions were “*very likely*” to mitigate for the negative effects, but maintained that there was still a possibility that the pipeline would still have an adverse effect on site integrity. Page 3 of the Secretary of State’s decision letter said:

*“It is reasonable to consider the 1 to 2 years that the 1 ha turfed area is likely to take to restore its full species composition (i.e. restoration in area and quality), as de minimis. This would not therefore represent an adverse effect on the integrity of the cSAC. In contrast, the DTI is of the view that the 10-12 year-long effect on the 1.5 ha of cSAC habitat which will not*

*be turfed cannot be considered de minimis, and thus should be considered as an adverse effect on the integrity of the site”.*

The mitigation methods proposed for the 1.5 ha of soil stripped heath included the propagation of dwarf shrubs for transplanting into the affected area. This method was experimental and therefore no reference could be made to previous applications to verify how successful the proposed method might be. The lack of certainty of recovery of the stripped 1.5ha was a factor in the Secretary of State’s decision, as well as the longevity of the adverse effect.

The Secretary of State for Trade and Industry granted consent in accordance with Regulation 14(4)(a) of the *Gas Transporter Pipe-line Works (Environmental Impact Assessment) Regulations* 1999, after undertaking an appropriate assessment of the pipeline proposal. Having concluded that the project would have an adverse effect on the integrity of the SAC, the permission was granted as a derogation under the provisions of regulation 49 (now 62) of the Habitats Regulations, including the provision of compensatory habitat pursuant to the requirements of regulation 53 (now 66) in the form of enhancement and/or expansion of the European dry heath habitat.

## **E.29 White Horse Millennium Landmark**

### **E.29.1 Description of development**

The creation of a white outline depicting a horse across the hillside of Cheriton Hill, to be viewed from a distance, by the removal of turfs of calcareous grassland to create a line within which chalk slabs could be laid.

### **E.29.2 Location**

Cheriton Hill, Crete Road West, Folkestone, within the Kent Downs.

### **E.29.3 Date of decision**

27<sup>th</sup> March 2002.

### **E.29.4 Decision maker**

The Secretary of State for Transport Local Government and the Regions.

### **E.29.5 Area of designated site**

The Inspector referred to a site area of 120ha for the Folkestone to Etchinghill Escarpment cSAC. However the site area as designated is 182ha.

### **E.29.6 Area of habitat or number of individuals of species affected**

The area of excavation was 0.02 ha according to the applicant, and potentially as much as 0.066 ha according to English Nature. The inspector acknowledged that “*the precise area remains uncertain*”. Taking the inspector’s reference to 120ha and the potential land take of between 0.02ha and 0.0665ha, the percentage lost would be calculated as between 0.017% and 0.056%.

Taking the actual site area of 182ha and the potential land take of between 0.02ha and 0.0665ha, the percentage lost would be between 0.036% and 0.121%.

### **E.29.7 Type of habitat or species affected – its importance and sensitivity**

The site has the following Annex 1 habitat: semi-natural dry grasslands and scrub facies on calcareous substrate (*Festuco-Broetalia*) (important orchid sites) which is a priority habitat. The calcareous grassland has a number of rare and scarce plants, with particular importance placed on the rare orchid species present, including early spider orchid *Ophrys sphegodes*, late spider orchid *Ophrys fuciflora* and burnt orchid *Orchis ustulata*. English

Nature advised at the Inquiry that the sensitivity and rarity of this orchid site and its qualifying features were such that the effects would constitute an adverse effect on the integrity of the site.

#### **E.29.8 Decision**

Paragraph 81 of the Inspector's report stated:

*"In absolute terms the cSAC would be better able to retain its integrity without the hill-figure and it must be acknowledged that the proposals would have an immediate adverse effect on the site in terms of habitat loss. However, this does not equate to an adverse effect on its integrity if that integrity can be preserved, in the longer term, by reason of the effective management of the considerable habitat resource that the cSAC holds. Accordingly I do not regard the changes proposed as so significant that they amount to what could, overall, be regarded as an 'adverse effect on the integrity of the cSAC' (taking account of the definition of integrity given in PPG9)".*

Planning permission was granted by the Secretary of State in accordance with Inspector's recommendations, which concluded there would be no adverse effect on the integrity of the site. The Inspector did not impose conditions to ensure the implementation of the mitigation relied upon to avoid the adverse effects on integrity.

It is also noted that this case was raised in evidence and submissions at the Dibden Terminal public inquiry and the Inspector noted the contradictory nature of this decision in his report (paragraphs 36.173 – 174): *"The conclusion in the White horse Millennium Landmark case is striking, since the Secretary of State agreed with the Inspector's opinion that 'the cSAC would be better able to retain its integrity without the proposed development'. The decision does not establish a binding precedent"* and further *"I note that the inspector (with whom the Secretary of State agreed) considered that 'the cSAC would be better able to retain its integrity without the hill-figure.' Taken alone, that would necessarily imply that the hill-figure could adversely affect the integrity of the European site.*

*"However, the Inspector continued by arguing that the habitat loss would not equate to an adverse effect on the site's integrity 'if that integrity can be preserved in the longer term, by reason of the effective management of the considerable habitat resource that the cSAC holds.' It was on that basis that he concluded that there would be no adverse effect on the integrity of the cSAC".*

### **E.30 Linshaws Quarry, Peak District National Park**

#### **E.30.1 Description of development**

An application to re-open Linshaws Quarry at Dunford for the extraction of sandstone and tilestone. This site was previously quarried for sandstone but had been unworked for approximately 50 years. In the interim period the site had naturally regenerated to the extent that it was included within the boundary of the South Pennine Moors SAC. The Secretary of State initially issued a Direction under the planning acts prohibiting the grant of permission whilst he considered whether to call in the application for his own determination. The case relates to the letter which the Secretary of State issued withdrawing the holding Direction and deciding not to call in the planning application.

#### **E.30.2 Location**

Linshaws Quarry, Dunford, Peak District National Park.

#### **E.30.3 Date of decision**

20<sup>th</sup> March 2002.



#### **E.30.4 Decision maker**

Secretary of State for Transport Local Government and the Regions.

#### **E.30.5 Area of designated site**

The South Pennine Moors SAC is 64,983ha. The area affected was also part of the Peak District Moors SPA, which now forms part of the South Pennine Moors SPA Phase 1, which has an area of 45,270ha.

#### **E.30.6 Area of habitat or number of individuals of species affected**

An area of 0.99 ha of the then candidate SAC was affected by the proposal. According to the Secretary of State's letter, this equated to 0.0000153% of habitat within the South Pennine Moors cSAC. However, this appears to have been a miscalculation and the amount of designated site affected equated to 0.00153%.

#### **E.30.7 Type of habitat or species affected – its importance and sensitivity**

The SAC is designated for its Annex 1 habitats, which include Blanket Bogs, a priority habitat, along with European Dry Heaths and Old Sessile Oak Woods with *Ilex* and *Blechnum* in the British Isles.

#### **E.30.8 Decision**

The letter dated 20<sup>th</sup> March 2002 stated:

*“The Secretary of State has carefully considered all the national planning and other relevant planning issues relevant to this planning application and taken into account the fact that the proposed development will cover a very small part of the Peak District Moors SPA and the South Pennine Moors cSAC. Indeed, he notes that the proposed development will cover just 0.99 ha which is less than 0.0000153% of the total area of the South Pennine Moors cSAC which amounts to 64,983.13 ha. Taking all these factors into account, the Secretary of State has concluded that, on balance, any potential conflict with national planning policy is not sufficient to justify his intervention. He has, therefore, decided that he should leave the decision on whether or not to grant planning permission in this case to the NPA”.*

Whilst the Secretary of State decided that he should not intervene in the decision, he did not expressly indicate whether he considered the habitat loss to be significant in terms of the Habitats Regulations. Had the Secretary of State considered that this loss would be likely to be a significant effect, he would probably either have indicated to the National Park Authority that they should do an appropriate assessment or he would have carried out an appropriate assessment after calling in the application for his own determination. The Peak District National Park Authority had considered it would be a significant effect but concluded no adverse effect on integrity.

### **E.31 Barksore Marshes**

#### **E.31.1 Description of development**

The deposit of river dredgings on land at Barksore Marshes. The existing planning permission was reviewed under Regulation 55 of the Conservation (Natural Habitats & c.) Regulations 1994 and an order made, partly modifying and partly revoking the permission. The Order was opposed by the operator Westminster Dredgings and Medway Port.

#### **E.31.2 Location**

Land at Barksore Marshes, Lower Halstow, Sittingbourne, Kent.

#### **E.31.3 Date of decision**

9<sup>th</sup> November 1998.

#### **E.31.4 Decision maker**

The Secretary of State for Transport Local Government and the Regions.

#### **E.31.5 Area of designated site**

The proposal had the potential to affect the Medway Estuary and Marshes SPA/Ramsar site, which totals 4,684ha (4,696ha for the Ramsar site).

#### **E.31.6 Area of habitat or number of individuals of species affected**

The continued deposit of dredgings in accordance with the planning permission would destroy the value of the land as supporting habitat for avocet *Recurvirostra avosetta*. The completion of the planning permission would have directly affected 16.5% of the grazing marsh habitat within the SPA. The development site consisted of 104ha of land, 20ha of which was not classified as either SPA/Ramsar. The proposal therefore affected 84ha of the SPA / Ramsar site. Based on these figures it is calculated here that the affected area equates to 1.79% of the whole SPA / Ramsar site including other habitats such as saltmarsh, estuarine mud flats and eelgrass beds, but the Inspector was assessing the effect on the grazing marsh which supported the species directly affected.

#### **E.31.7 Type of habitat or species affected – its importance and sensitivity**

Barksore Marshes are included within the SPA for their populations of waders and terns, in particular the breeding pairs of avocet, with the Inspector's report indicating that 76% of the SPA population of avocet bred within the Barksore / Funton area.

The Inspector was in no doubt that the loss of 84ha of the habitat within the SPA holding 76% of the SPA population of an Annex 1 species would be likely to have an adverse effect on the integrity of the site. The area of land held the majority of the breeding pairs of avocets within the SPA. The Inspector's report at paragraphs 6.7 – 6.8 found:

*"I note that the development of the Order land could result in the loss of 16.5% of the grazing marsh in the SPA. That does not seem to me to be an insignificant proportion; I am aware of no policy guidance to suggest that even smaller losses (of, say, 5% or 1%) of a valued habitat type within an SPA should be regarded as being acceptable. Habitats can be as much affected by a number of small losses as by one major reduction".*

*"Further disposal of dredgings at Barksore Marshes would be likely to have an adverse effect on the integrity of the SPA. I am certainly unable to conclude that there would be no such effect".*

In his letter the Secretary of State agreed with the Inspector's conclusions and concluded that the case did not present any overriding reasons of public interest for which the development should be allowed to continue. The Secretary of State recognised (paragraph 7 of the decision letter) *"the importance of the Port of Medway and that continued dredging is imperative for its continued success. However, he agrees with the Inspector that there are practicable alternative solutions for the disposal of dredgings and that the extra cost involved would be unlikely to jeopardise the commercial success of the port. He therefore concludes that there are no reasons of overriding public interest for the continued deposit of dredgings at Barksore Marshes"*.

#### **E.31.8 Decision**

The Secretary of State confirmed the Order made by Kent County Council (with a very minor modification), as recommended by the Inspector. The effect of the Order was to revoke the planning permission for all areas within the SPA, and modify the permission for the area outside, but adjacent to the SPA. The developer was financially compensated for the loss of the benefit of the planning permission.

## **E.32 Mostyn Docks**

### **E.32.1 Description of development**

The construction of a new quay including mooring dolphins and reclamation of foreshore with dredged material. The proposal included a new quay across the foreshore and estuarine flats of the Dee Estuary, a new berthing facility, and the dredging of the channel to provide access for larger vessels. The dredged material would be spread and compacted within the development site. The majority of the development site was an SPA and a Ramsar site.

### **E.32.2 Location**

The Port of Mostyn, south western bank of the Dee Estuary, North Wales.

### **E.32.3 Date of decision**

19<sup>th</sup> August 1996.

### **E.32.4 Decision maker**

The Secretaries of State for Wales and Transport.

### **E.32.5 Area of designated site**

The Inspector's report stated that the Dee Estuary SPA/Ramsar site was approximately 13,055ha. However the actual area appears to be 13,085ha for both the SPA and the Ramsar site.

### **E.32.6 Area of habitat or number of individuals of species affected**

The figures quoted within the Inspector's report for the amount of SPA that would be lost as a result of the development lead to some confusion. The key paragraph (2.1.9) relating to the amount of SPA that would be lost is therefore quoted:

*"The immediate 8.71 ha site of the proposed development is located in a bay with an area of upper shore-line and inter-tidal mudflat of approximately 5.67 ha within a total SSSI/SPA/Ramsar site of about 13055 ha. The development site contributes approximately 0.07% of the total Statutory Site and the mudflat which would be lost by the development forms 0.063% of the total area of about 9000 ha of this habitat".*

It appears that the Inspector may have used the total area of the development site, which was 8.71 ha, in calculating the percentage of 0.07%, but not all of the development site is in the SPA. However, for the purposes of this report's calculation, the Inspector's own figures are used here because they were the basis of the decision. Assuming that the SPA was 13,055ha, of which 9000ha was mudflat, and on the basis of a loss of 5.67ha of mudflat from the designated site, the loss should have been quoted as 0.04% of the whole SPA and 0.063% of the mudflat resource within the SPA.

### **E.32.7 Type of habitat or species affected – its importance and sensitivity**

The inter-tidal mud and sand flats, along with the salt marshes of the Dee Estuary are rich in invertebrates and therefore attract major populations of waterbirds that are of international importance. The upper shore line grades into brackish and swamp vegetation and maritime heathland and grassland, adding to the range of roosting habitat available for the birds that have come to the Estuary to feed on the rich invertebrate resource within the mudflats. The estuary supports a wader and wildfowl population of between 100,000 and 150,000 birds annually.

The SPA supports an extensive area of inter-tidal feeding habitat and roosting habitat for the sandwich tern *Sterna sandvicensis* and bar-tailed godwit *Limosa lapponica*, and is also of European importance for its breeding populations of common tern *Sterna hirundo* and little

tern *Sterna albifrons*. In addition to these Annex 1 species, the site supports populations of European importance of the following migratory species for winter feeding and roosting; redshank *Tringa totanus*, black-tailed godwit *Limosa limosa islandica*, curlew *Numenius arquata*, dunlin *Calidris alpina alpina*, grey plover *Pluvialis squatarola*, knot *Calidris canutus*, oystercatcher *Haematopus ostralegus*, pintail *Anas acuta*, shelduck *Tadorna tadorna* and teal *Anas crecca*.

The Assessor's report (paragraph 16.5) stated "*I cannot avoid the conclusion that the site is not a significant feeding ground. Typically less than 100 birds are present. Even species which are considered to be most affected by the proposals, such as redshank and turnstone, did not reach median daily maxima of 25 birds. These figures must be compared with estimated winter counts for the Dee Estuary as a whole of 100,000 to 150,000 birds. As a fraction of the six-yearly mean given by CCW (about 135,000) the Mostyn shore supports about 0.074%*".

The Inspector concluded that the project would be unlikely to have a significant effect upon the SSSI, stating (paragraph 16.12.10) that the proposal "*would not be likely to have an adverse effect on the nature conservation interests of the SSSI and its surroundings*". The Inspector decided not to provide a recommendation in terms of likely significant effect on the SPA and did not form any formal conclusions with regard to impacts on the SPA or Ramsar site, leaving that decision to the Secretaries of State.

However, whilst declining to make a substantial recommendation, the Inspector did say (paragraph 16.12.11) that "*as the project would be unlikely to have a significant effect upon the SSSI there would seem to be no impediment to the grant of planning permission. It is therefore reasonable to assume that there would be no apparent breach of either the Ramsar Convention or the requirements of the "Habitats Directive"*".

#### **E.32.8 Decision**

Permissions were granted by the Secretaries of State who made frequent reference to the conclusions drawn in the Assessor's report. Of particular relevance to this research report is the fact that the Secretaries of State disagreed with the Assessor's indication that the small scale of the effect on its own rendered it insignificant (paragraph 13 of the decision letter). "*The Secretaries of State do not accept that the small scale of the proposal is, on its own, sufficient to justify the conclusion that the development is insignificant and therefore acceptable. The significance of effects of a development are not necessarily related to its scale*". However, after considering all the evidence, the Secretaries of State concluded that there is no likely significant effect on the SPA. "*The Secretaries of State accept that there is no evidence that the bird populations in the Dee Estuary are limited by food resources or roosting sites,*" and that "*The Secretaries of State agree with the Assessor's conclusion that the development proposal is not likely to have a significant effect on the designated sites of the Dee Estuary... as the development is considered to make an insignificant impact on the sites, it cannot destroy their integrity*" (paragraph 13 of the decision letter; and further at paragraph 16: there are "*no significant implications for the European site and they have reached the same conclusion in respect of the Ramsar site*".

Again, as in case E.29, it is noted that in his report on the Dibden Bay public inquiry the Inspector also commented on the Mostyn Docks case, because it had been put to him in evidence and submissions. At paragraph 36.162 he said:

*"I have had regard to the Ministerial planning decision relating to Mostyn Docks, in which it was found that the destruction of 8ha of protected inter-tidal habitat would be unlikely to have a significant effect on a designated SPA and Ramsar site. It is not for me to comment on that decision. However, it does not seem to me to be necessary to demonstrate that birds*

would suffer “severe hardship” in order to conclude that a project would have a significant effect on a designated site”.

Whilst this appears to perpetuate the inaccuracy relating to the calculations of habitat lost from the SPA initially found in the Mostyn Inspector’s report, the reference to “severe hardship” originates in the Assessor’s report where, at paragraph 16.6, he stated “*Claims that loss of inter-tidal habitat at Mostyn Docks would impose severe hardships on feeding and roosting birds were not substantiated. It was conceded that the estuary provides a rich invertebrate food supply and that there is not evidence that the present bird populations are limited by food resources or roosting sites. The physiological stress of additional energy expenditure by a few birds having to fly slightly greater distances to roost was not quantified and is, in any case, likely to be insignificant*”.

## Decisions by Planning Inspectors / Reporters

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### **E.33 Thameside Terminal**

#### **E.33.1 Description of development**

Twenty appeals (considered together) against 2 sets of enforcement notices issued by Medway Council relating to unauthorised development. The grounds of appeal were numerous but consideration of ground a(i) included the effect of the appeal on nature conservation.

#### **E.33.2 Location**

The enforcement notices concerned land known as the former Conoco (Thameside Terminal) site at Salt Lane, Cliffe, Rochester.

#### **E.33.3 Date of decision**

14<sup>th</sup> June 2010.

#### **E.33.4 Decision maker**

The Planning Inspector.

#### **E.33.5 Area of designated site**

The development site was adjacent to the RSPB Cliffe Pools Nature Reserve which was part of the Thames Estuary and Marshes SPA. The reserve is 237ha but the overall SPA extends to 4,839ha.

#### **E.33.6 Area of habitat or number of individuals of species affected**

The assessment undertaken by the Inspector was made in respect of the whole of the Cliffe Pools reserve (237ha), with particular reference to an area known as ‘Elf Pools’ which were within close proximity of the unauthorised development and most likely to be impacted by the associated operations.

#### **E.33.7 Type of habitat or species affected – its importance and sensitivity**

The Cliffe Pool reserve made up less than 5% of the overall SPA but bird count data revealed that it supported 27% of the total SPA population. The reserve was therefore considered to be of high significance to the maintenance of the SPA populations. With reference to the significance of the reserve, the Inspector stated in paragraph 229 that “*I consider that it holds very significant numbers of wintering water birds. The reserve is of particular importance in the context of the SPA as a high tide roost*”.

The SPA supported nationally important winter populations of goldeneye (2%) and both nationally and internationally important populations of autumn and winter lapwing (1%) (paragraph 250). The peak winter count for 2005/06 included 163 lapwing and 13 goldeneye, whilst that for 2004/05 included 323 lapwing and 5 goldeneye; both lapwing and goldeneye had been recorded in significant numbers. Most of the current activities had not commenced on the appeal site during these earlier counts.

#### **E.33.8 Decision**

Of relevance to the decision the bird counts in the years following the unauthorised development did not show obvious reductions in total bird numbers across the SPA as a whole (paragraph 239). However, neither lapwing nor goldeneye, species which were known to be sensitive to the effects of noise and disturbance, had been observed at Elf Pools since the winter of 2005/06. At paragraph 250 the Inspector stated:

*“Thus there is no objective evidence for me to rule out the possibility that Goldeneye and Lapwing have been displaced from Elf Pools because of the activity on the appeal site... I cannot be certain that the activity on the TT site has not had, or is not likely to continue to have, an adverse impact on the contribution made by Elf Pools to the SPA as a whole to sustain the levels of populations for which it was classified.”*

The Inspector dismissed all of the appeals and upheld the enforcement notices.

### **E.34 The Wash Eider Duck Case**

#### **E.34.1 Description of development**

An appeal against the refusal of consent to use bird scaring devices on mussel lays within the Wash.

#### **E.34.2 Location**

The proposed activity would take place within the Wash SSSI which was part of The Wash and North Norfolk Coast SAC, The Wash (Norfolk and Lincolnshire) SPA / Ramsar site.

#### **E.34.3 Date of decision**

19<sup>th</sup> September 2006.

#### **E.34.4 Decision maker**

Planning Inspector.

#### **E.34.5 Area of designated site**

Total areas of the respective European sites are as follows:

- a) The Wash and North Norfolk Coast SAC is 107,761ha
- b) The Wash (Norfolk and Lincolnshire) SPA/Ramsar site is 62,212ha

#### **E.34.6 Area of habitat or number of individuals of species affected**

Mussel culture took place over 263ha, the case concerned the use of bird scaring techniques over 50% of the lay area so the effects would be apparent over 131.5ha (0.12% of the SAC and 0.21% of the SPA).

#### **E.34.7 Type of habitat or species affected – its importance and sensitivity**

The case was concerned primarily with the potential for disturbance effects upon the populations for which the SPA had been classified, but also identified adverse effects upon the benthic communities of the SAC. The original reason for refusal given by English Nature (which was the subject of the appeal) stated:

*“The proposals for electronic bird scarers, in combination with the applications from the other layholders, involves use of scarers 24 hours a day, seven days a week on 23 lays. This represents over 50% of the lay area in The Wash. We consider that this level of disturbance is likely have an adverse effect on the eider and other non-target species due to loss of access to a substantial feeding area in the SSSI. We consider wild mussel and cockle stocks which would be accessible to eider are not sufficient to maintain minimum mortality levels in the eider population. Loss of mussel and cockle beds due to increased predation as a result of these proposals would constitute an adverse effect on the invertebrate interest of the SSSI. Further, the low tide survey of the Wash (Yates et al, 2004) found transects containing lays supported nearly 25% of The Wash oystercatcher population, and very high concentrations of shelduck (c. 30%), grey plover, sanderling, dunlin, bar-tailed godwit, curlew and turnstone (all c. 20%). Within these transects the lays were the main feeding area for oystercatcher and bar-tailed godwit and one of the main feeding areas for the other species” (Document 15/21).*

Whilst the disturbance would occur over a relatively small area of the European sites concerned (0.12% of the SAC and 0.21% of the SPA) this area was highly significant as a feeding area, supporting high proportions of the SPA populations.

Substantial parts of the Wash were classified as being in unfavourable condition with several of the bird species being the subject of ‘WeBS Alerts’ (paragraph 10.7).

#### **E.34.8 Decision**

In his report the Inspector referred to two key concerns in respect of the integrity of the SPA. Firstly that disturbance from the bird scaring techniques could reduce feeding areas (paragraph 10.5) and secondly that the displacement of birds might have indirect adverse effects on the extent of naturally intertidal mussel and cockle beds (paragraph 10.6).

Paragraph 10.15 of the Inspector’s report set out his conclusions and stated *“I conclude that it cannot be ascertained that the appeal proposals would not adversely affect the integrity of the European site.”*

The Inspector dismissed the appeals.

## **Article 6(4) Opinions from the EC**

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The supporting documentation for the cases reviewed below in respect of the Article 6(4) opinions from the European Commission can be found on the Commission’s website:

[http://ec.europa.eu/environment/nature/natura2000/management/opinion\\_en.htm](http://ec.europa.eu/environment/nature/natura2000/management/opinion_en.htm)

### **E.35 River Main channel deepening, Germany**

#### **E.35.1 Description of development**

The main purpose of the project was to widen the existing fairway of the River Main from 36m to 40m, and also to deepen the river’s waterway from currently 2.5m to 2.9m. At the river bends the widening was to be scaled up to 58m to accommodate the manoeuvrability of boats. The project’s dimensions would be compatible with the existing extension of the Lower Main and the Main-Danube-Canal and would be part of the Trans-European Network (TEN).

#### **E.35.2 Location**

The works were to take place on the River Main between the floodgates at Wipfeld and Ottendorf, Germany.

#### **E.35.3 Date of decision**

5<sup>th</sup> April 2013.

#### **E.35.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.35.5 Area of designated site**

Two SCIs were affected; the Mainaue zwischen Grafenrheinfeld und Kitzingen SCI and Maintal bei Sennfeld und Weyer SCI. They had a combined area of 1,706ha (individual sizes not given).

#### **E.35.6 Area of habitat or number of individuals of species affected**

The proposed scheme led to the loss of 0.946ha of priority habitat 'Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*' and 0.644 ha of the non-priority habitat 'Lowland hay meadow' so overall habitat loss across both sites represented 1.59ha or 0.09% of the sites.

#### **E.35.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type 'Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*' is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.35.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCIs affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.36 B252/B62 Bypass, Germany**

#### **E.36.1 Description of development**

The construction of a national road with associated additional works in respect of public infrastructure including local roads, energy grids, a railway and a gas pipeline.

#### **E.36.2 Location**

The new road was to start in the north of the Münchhausen municipality and end in the south of Lahntal-Göttingen connecting to the existing B62. It would run to the west of the existing B252 and would be 17.56 km long in total.

#### **E.36.3 Date of decision**

29<sup>th</sup> May 2012.

#### **E.36.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social so did not meet the stricter criteria for projects affecting a priority habitat.



#### **E.36.5 Area of designated site**

The Obere Lahn und Wetschaft mit Nebengewässern SCI covered the natural course of the Rivers Lahn and Wetschaft, their tributaries and river shores and extended to 374ha.

#### **E.36.6 Area of habitat or number of individuals of species affected**

The new road crossed the SCI at three locations. The site is riverine and so the scale of the effect, although not quoted, would have been very small.

#### **E.36.7 Type of habitat or species affected – its importance and sensitivity**

At all three intersections, the priority habitat type of Community interest 91E0\* (alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*), habitat type 3260 (water courses of plain to montane levels with the *Ranunculion fluitantis* and *Callitriche-Batrachion* vegetation) and the species of Community interest, *Cottus gobio* (Freshwater sculpin) and *Lampetra planeri* (Brook lamprey) were reported to have been affected by barrier effects. The project also caused direct and indirect effects on habitat type 91E0\* through increased nitrogen deposition. The habitat type Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior* is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.36.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCIs affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.37 River Elbe dredge, Germany**

#### **E.37.1 Description of development**

The main purpose of the project was to improve access into the port of Hamburg so as to accommodate the deeper draft of the so-called 'benchmark container vessel' (in German: 'Bemessungsschiff'). The port is situated about 130km upstream of the Elbe estuary, so improvements were needed to the waterway between the estuary mouth and the port. Consequently, the main element of the project would be the lowering of the riverbed and the disposal of the dredged material. Some other measures connected with the waterway deepening were also to be carried out.

#### **E.37.2 Location**

The widening would take place along the ship fairway Unter- and Außenelbe (river Elbe) to the port of Hamburg, Germany.

#### **E.37.3 Date of decision**

6<sup>th</sup> December 2011.

#### **E.37.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.37.5 Area of designated site**

The assessment considered nine SPAs and seventeen SCIs; four SCIs were considered to be affected by the proposed works, these were:

- Nationalpark Schleswig-Holsteinisches Wattenmeer und angrenzende Küstengebiete;
- Schleswig-Holsteinisches Elbästuar und angrenzende Flächen;
- Unterelbe (Niedersachsen);

- Komplex NSG Neßsand und LSG Mühlenberger Loch (Hamburg).

#### **E.37.6 Area of habitat or number of individuals of species affected**

All four sites cover a combined area of 491ha. The German authorities considered that the project would cause a shift in the brackish water zone of between 1-1.9km upstream. Particularly affected was one habitat 'Estuaries' and the endemic plant *Oenanthe conioides*. Whilst there was not expected to be any direct loss of the 'estuaries' feature, the indirect effects of changes to the ecological value through changes in physical and morphological parameters such as tidal dynamics, salinity, turbidity and underwater topography were considered to represent a 'virtual loss' of 320.7ha. Furthermore, the changes to salinity and wave energy would result in the virtual loss of 59.2ha of *Oenanthe conioide* habitat. These impacts represent 'virtual losses' of 12% of the combined sites for the *Oenanthe conioides* and 65% of the combined sites for the 'estuaries' feature.

#### **E.37.7 Type of habitat or species affected – its importance and sensitivity**

*Oenanthe conioides* is a priority species considered to be in danger of disappearance (Article 1d).

#### **E.37.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCIs affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.38 Schiersteiner Brücke bridge and A643 motorway extension, Germany**

#### **E.38.1 Description of development**

The replacement of an existing motorway bridge (the 'Schiersteiner Brücke') together with the expansion of the motorway from four lanes to six.

#### **E.38.2 Location**

The bridge links the city Wiesbaden (Hesse) with Mainz (Rhineland-Palatinate) and crosses an 'isle' in the river Rhine.

#### **E.38.3 Date of decision**

14<sup>th</sup> September 2011.

#### **E.38.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social so they did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.38.5 Area of designated site**

The SCI affected was the Rettbergsaue bei Wiesbaden SCI, which is the 'isle' which the bridge would traverse. The site extended to 71.6ha.

#### **E.38.6 Area of habitat or number of individuals of species affected**

Direct loss of land was avoided but there would be functional effects over an area of 0.19ha of priority habitat caused by the construction of the bridge and the change in local microclimate due to light and rain interception by the bridge itself. This represents 0.27% of the site and 1.9% of the priority habitat type.

#### **E.38.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior* is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.38.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.39 Győr Town Development Plan, Hungary**

#### **E.39.1 Description of development**

The request concerned a proposed modification of an allocation of 321ha of land in order to expand an existing economic area and allow the development of a car manufacturing complex with associated infrastructure.

#### **E.39.2 Location**

The proposed area for development was on the outskirts of the town of Győr and included the Eastern economic-industrial area, the Eastern bypass and the nearby industrial railway track. The proposed area for development overlapped with 279ha of the Gönyői-homokvidék SCI.

#### **E.39.3 Date of decision**

25<sup>th</sup> January 2011.

#### **E.39.4 Decision maker**

The decision to consent to the project was taken by the Hungarian authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.39.5 Area of designated site**

The Gönyői-homokvidék SCI extended to 2,823ha.

#### **E.39.6 Area of habitat or number of individuals of species affected**

The predicted effects of the project upon habitat types are summarised below:

- loss of 143ha of the habitat type 6260\* (Pannonic sand steppes), which accounted for 27% of the coverage of this habitat type on this site and 0.72% of the coverage of this habitat types in the Natura 2000 network in Hungary;
- loss of 7ha of the habitat type 9110\* (Euro-Siberian steppic woods with *Quercus spp.*), which accounted for 10% of the coverage of this habitat type on this site and 0.11% of the coverage of this habitat type in the Natura 2000 network in Hungary;
- loss of 5.5 ha the habitat 91N0\* (Pannonic inland sand dune thicket (*Junipero-Populetum albae*) the relative proportions of which were not given.

As regards the species of Community interests:

- the development would lead to a loss of approx 500 plants of *Iris humilis* ssp. *arenaria* (no more than 5% of the population on the site); and would also have:
- negative impact on several thousand individuals of *Carabus hungaricus*;
- 10-50 individuals of *Cerambyx cerdo*;
- 10-50 individuals of individuals of *Lucanus cervus*.

The overall spatial extent of habitat types lost across the site is 155.5ha which was equivalent to 5.5% of the SCI.

#### **E.39.7 Type of habitat or species affected – its importance and sensitivity**

The habitat types 'Pannonic sand steppes', 'Euro-Siberian steppic woods with *Quercus spp.*' and 'Pannonic inland sand dune thicket (*Junipero-Populetum albae*)', are all priority habitats considered to be in danger of disappearance (Article 1d).

#### **E.39.8 Decision**

The Hungarian authorities considered that the proposed project would have an adverse effect on the integrity of the SCIs affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.40 Extension of A49 'Hessen Highway', Germany**

#### **E.40.1 Description of development**

The highway A49 is part of the trans-European road network. The project involved construction of a new section between Neuental and Gemünden, which would run through the western part of the Herrenwald östlich Stadtallendorf SCI. The project also included the construction of a bridge crossing the river Joßklein.

#### **E.40.2 Location**

The new road would run between Neuental and Gemünden in Germany.

#### **E.40.3 Date of decision**

3<sup>rd</sup> December 2010.

#### **E.40.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.40.5 Area of designated site**

The Herrenwald östlich Stadtallendorf SCI extended to 2,688ha.

#### **E.40.6 Area of habitat or number of individuals of species affected**

The total loss of the habitat types 9110 (*Luzulu-Fagetum* beech forest) and 91EO\* ('Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*') would be limited to approximately 0.96ha. The priority habitat type 91EO\* would be affected over 0.09 ha by the placement of bridge abutments and the construction of the motorway. Increased nitrogen depositions from road traffic would affect the habitat type 91EO\* and its characteristic plant species over an area of 5.5ha. A possible deterioration of the conservation status of this priority habitat type was therefore expected. Habitat loss would be 0.035% of the total SCI with increased nitrogen deposition affecting 0.2% of the site.

#### **E.40.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type 'Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*' is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.40.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

## **E.41 The new section 3 of the A20 motorway, Germany.**

### **E.41.1 Description of development**

The A20 motorway was part of the traffic-concept plan of Germany for tackling the increasing volume of traffic since the reunification of Germany. It was also part of the trans-European road network. The project included the construction of the new 'section 3' of the motorway A20 in the South of Bad Segeberg, together with the construction of a bridge crossing the Travetal SCI.

### **E.41.2 Location**

The new 'section 3' route ran to the south of Bad Segeberg between Weede and Wittenborn in north Germany.

### **E.41.3 Date of decision**

11<sup>th</sup> June 2010.

### **E.41.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social, so they did not meet the stricter criteria for projects affecting a priority habitat.

### **E.41.5 Area of designated site**

The Travetal SCI covered an area of 1,280ha and extended for a length of approximately 20km. The site included the River Trave and several associated forest habitat types.

### **E.41.6 Area of habitat or number of individuals of species affected**

A surface area of 1,027m<sup>2</sup> would be completely covered by a bridge abutment on the Eastern slope of the valley (the Hangwald). Also the proposed project would cause the fragmentation of the forest complex by a break of 90m width, additional air pollution (especially nitrogen deposition) caused by the traffic as well as traffic-related disturbances, which would affect the priority habitat types. Overall habitat loss of 0.1ha (0.008% of SCI).

### **E.41.7 Type of habitat or species affected – its importance and sensitivity**

The part of the SCI affected by the construction of the bridge site was in the two most natural parts of the Trave valley; the forest belt concerned was one of the longest continual slope forests of the SCI. The forests surrounding the planned crossing of the A20 with the River Trave were characterised by three priority habitat types:

- 7220\* Petrifying springs with tufa formation;
- 9180\* *Tilio-Acerion* forests of slopes, screes and ravines;
- 91E0\* Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior*;
- as well as non-priority habitat types including 9130, beech forests (*Asperulo-Fagetum*) and 9160 oak-hornbeam forests (*Carpinion betuli*).

The priority habitat types 7220\* Petrifying springs with tufa formation (*Cratoneurion*) and 9180\* *Tilio-Acerion* forests of slopes, screes and ravines were rare in North Germany, and all three priority habitat types were considered to be in danger of disappearance (Article 1d).

### **E.41.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

## **E.42 Lübeck Airport, Germany**

### **E.42.1 Description of development**

The extension of the airport's runway by 155m and the development of the existing infrastructure including the renovation of positioning and navigation installations, the addition of buffer zones around the runway, the construction of service buildings and parking lots, the enlargement of utility services, the building of new fences and the improvement of the surface drainage systems.

### **E.42.2 Location**

The proposed project would be in the Lübeck-Blankensee airport, in Germany.

### **E.42.3 Date of decision**

5<sup>th</sup> May 2009.

### **E.42.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

### **E.42.5 Area of designated site**

The Grönauer Heide, Grönauer Moor and Blankensee SCI covered an area of 345ha and surrounded the airport. The Grönauer Heide SPA was completely enclosed by the larger SCI.

### **E.42.6 Area of habitat or number of individuals of species affected**

The site was mainly characterised by small patches of priority habitat types 'species-rich *Nardus* grasslands' (6230\*) and 'bog forests' (91D0\*) as well as non-priority habitat types such as ponds, dry heath lands, wet grasslands and fens as well as oak forests. All the construction works, with the exception of some electricity cables, water pipes and associated small technical buildings occupying an area of approximately 500m<sup>2</sup>, were to take place outside the perimeter of the SCI. However, the operation of the enlarged airport would impact about 12ha of habitat types through increased air pollution effects (3.4% of the SCI).

### **E.42.7 Type of habitat or species affected – its importance and sensitivity**

The two priority habitat types affected were considered to be in danger of disappearance (Article 1d). The overall habitat mosaic made the area the most species-rich site in the region of Schleswig-Holstein.

### **E.42.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

## **E.43 Karlsruhe/Baden-Baden Airport, Germany**

### **E.43.1 Description of development**

The project concerned the expansion of the airport involving the renovation of the main runway and existing taxiways, moving a parallel taxiway, construction of new aprons and further associated buildings.

### **E.43.2 Location**

The Karlsruhe/Baden-Baden Airport in Germany.

#### **E.43.3 Date of decision**

6<sup>th</sup> June 2005.

#### **E.43.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.43.5 Area of designated site**

The Baden Airport SCI extended to 225ha.

#### **E.43.6 Area of habitat or number of individuals of species affected**

The predicted effects were as follows:

- Habitat type 2330 'Open grasslands' (extent 3.99ha) - predicted loss of 1.5ha (38% of feature, 0.67% of site) and temporary use of 0.47ha.
- Habitat type 4030 'Dry Heaths' (extent 0.05ha) - temporary use of 0.02ha.
- Habitat type 6230\* '*Nardus* grassland in mountain areas' (extent 25.47ha) - predicted loss of 3.32ha (13% of feature and 1.5% of site) and temporary use of 2.88ha.
- Habitat type 6510 'Lowland hay meadows' (extent 60.6ha) - predicted loss of 3.28ha (5.4% of feature and 1.46% of site) and temporary use of 10.17ha.

If aggregated, 8.1ha (9%) of the total 90.11ha of the sites affected would be lost and 13.54ha (15.02%) would be used temporarily.

#### **E.43.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type '*Nardus* grassland in mountain areas' is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.43.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.44 Construction of the TGV East high speed railway line, France**

#### **E.44.1 Description of development**

This particular TGV project involved the construction of 406km of railway to enable high speed trains to connect Paris with the cities of Eastern France, and from there with neighbouring countries. The project would also connect the eastern regions of France with the western, south-western and northern regions without having to go through Paris.

#### **E.44.2 Location**

The new railway would run between Vaires-sur-Marne and Baudrecourt in France.

#### **E.44.3 Date of decision**

9<sup>th</sup> September 2004.

#### **E.44.4 Decision maker**

The decision to consent to the project was taken by the French authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social so they did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.44.5 Area of designated site**

The project was expected to affect numerous European sites, but the request for the Opinion under Article 6(4) was concerned with the significant effects upon the priority habitat type 'Inland salt meadows' within the Secteurs halophiles et prairies de la vallée de la Nied SCI which extended to 737ha.

#### **E.44.6 Area of habitat or number of individuals of species affected**

The project would lead to the destruction of 3.75ha of salt meadow and sub halophytic meadow representing 0.55% of the resource in France, 18.6% of the feature within the site and 0.5% of the site as a whole.

#### **E.44.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type 'Inland salt meadows' is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.44.8 Decision**

The French authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.45 La Breña Dam, Spain**

#### **E.45.1 Description of development**

The construction of a new dam 'La Breña II' to be built 120m from the existing La Breña I dam. Part of the 'La Breña I' reservoir was already located within the 'Sierra de Hornachuelos' SCI. The proposed new dam would completely flood the La Breña I reservoir; the main aim of the project being to increase the flow of the River Guadalquivir in its middle section to reduce water shortages in this area.

#### **E.45.2 Location**

The new dam would be built on the River Guadito close to the River Guadalquivir in Spain.

#### **E.45.3 Date of decision**

7<sup>th</sup> May 2004.

#### **E.45.4 Decision maker**

The decision to consent to the project was taken by the Spanish authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social so did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.45.5 Area of designated site**

The Sierra de Hornachuelos SCI which extended to 60,020ha.

#### **E.45.6 Area of habitat or number of individuals of species affected**

The proposed reservoir would completely flood an existing reservoir within an SCI and occupy 626ha of the SCI which represented 1.04% of the total area. The impact of most significance related to the destruction of habitat for the Iberian lynx, a priority species.

#### **E.45.7 Type of habitat or species affected – its importance and sensitivity**

The Iberian lynx is a priority species which is recognised by the Spanish authorities as being in danger of extinction.



#### **E.45.8 Decision**

The Spanish authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

### **E.46 Siegerland industrial and commercial area, Germany**

#### **E.46.1 Description of development**

The project involved the construction of a new commercial and industrial area of 140ha; 85ha of which were within a proposed SCI.

#### **E.46.2 Location**

The proposed development site was within the former military training area Trupbach near Siegen / Freudenberg (North Rhine-Westfalia).

#### **E.46.3 Date of decision**

24<sup>th</sup> April 2003.

#### **E.46.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.46.5 Area of designated site**

The Heiden und Magarrasen Trubbach SCI extended to 85ha.

#### **E.46.6 Area of habitat or number of individuals of species affected**

The project involved creation of an industrial and commercial area of 140ha which would lead to the complete destruction of the SCI.

#### **E.46.7 Type of habitat or species affected – its importance and sensitivity**

The SCI was characterised by a rich complex of habitats, including:

- 4030 European dry heaths;
- \*6230 Species-rich *Nardus* grasslands on silicious substrates; and
- 6510 lowland hay meadows.

The area also hosted relevant populations of the wood lark (*Lullula arborea*) and the red-backed shrike (*Lanius collurio*), two birds species of Annex I of the Birds Directive (79/409/EEC). Two other species mentioned in that annex were also present on the site: the common crane (*Grus grus*) and the honey buzzard (*Pernis apivorus*).

The habitat type Species-rich *Nardus* grasslands is a priority habitat and is considered to be in danger of disappearance (Article 1d).

#### **E.46.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI affected, but that it satisfied the derogation tests of Article 6(4). In this case the European Commission did not agree that the derogation tests had been met, because alternative solutions to the project existed which had not been fully explored.

## **E.47 Project Mainport Rotterdam, Netherlands**

### **E.47.1 Description of development**

'Project Mainport Rotterdam' was an extension plan for the port of Rotterdam consisting of a combination of better use of space still available in the existing harbour area, the 'Maasvlakte 2' land reclamation from the sea covering 2,500 ha and 750ha of new nature and recreation areas on shore.

### **E.47.2 Location**

Rotterdam harbour and surrounding areas.

### **E.47.3 Date of decision**

24<sup>th</sup> April 2003.

### **E.47.4 Decision maker**

The decision to consent to the project was taken by the Dutch authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

### **E.47.5 Area of designated site**

The proposed project affected five European sites; the sizes of the sites affected were not stated.

### **E.47.6 Area of habitat or number of individuals of species affected**

The land reclamation aspects of the project were expected to lead to effects over 19.5ha of 'Grey Dunes' habitat, 23ha of 'White Dunes' and 3,125ha of the 'sandbanks slightly covered by seawater at all times' habitat.

In addition the occurrence of the Slavonian grebe was expected to decline by 0.1 – 5% in the Voordelta SPA, whilst that of the Scaup was expected to experience a decline of 8-16%.

### **E.47.7 Type of habitat or species affected – its importance and sensitivity**

The habitat type 'Grey Dunes' is a priority habitat and is considered to be in danger of disappearance (Article 1d).

### **E.47.8 Decision**

The Dutch authorities considered that the proposed project would have an adverse effect on the integrity of the SCIs affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

## **E.48 Prosper Haniel Colliery, Germany**

### **E.48.1 Description of development**

The project involved the implementation of a new operational master plan for the colliery. This plan envisaged the extension of the mining activities which would lead to large scale ground subsidence accompanied by flooding and increased groundwater levels with impacts on ecosystems in the area.

### **E.48.2 Location**

The Prosper Haniel Colliery is located in the Arnsberg district of Germany.

### **E.48.3 Date of decision**

24<sup>th</sup> April 2003.

#### **E.48.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and social and also related to security of energy supply, so they did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.48.5 Area of designated site**

The area affected by the project was characterised by two proposed SCIs: the Kirchheller Heide und Hiesfelder Wald SCI of 709ha, and the Gartroper Mühlenbach SCI of 143ha.

#### **E.48.6 Area of habitat or number of individuals of species affected**

The formation of two new lakes after large scale subsidence would affect an area which was mainly characterised by the presence of priority habitat types 91D0\* 'Bog woodland' (1 ha) and 91E0\* 'Residual alluvial forests - *Alnion glutinoso-incanae*') (15ha). A further 80ha of non-priority habitats would also be affected, together with deterioration of 2.9km of river. In total 96ha of habitat would be affected across two sites representing 11.3% of the combined overall site area.

#### **E.48.7 Type of habitat or species affected – its importance and sensitivity**

Habitat types 91D0\* 'Bog woodland' and 91E0\* 'Residual alluvial forests - *Alnion glutinoso-incanae*' are priority habitat considered to be in danger of disappearance (Article 1d).

#### **E.48.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed that there was a case for the project to proceed in respect of economic and social reasons but did not agree there were energy supply security reasons sufficient to override the harm.

### **E.49 Daimler Chrysler Aerospace site, Germany**

#### **E.49.1 Description of development**

The project concerned the extension of the existing industrial plant area along the River Elbe in order to enlarge the plant to complete the production of the passenger airliner the airbus A3XX. The extension was planned over an area of 171ha of the existing river basin.

#### **E.49.2 Location**

The Elbe River in Hamburg, Germany.

#### **E.49.3 Date of decision**

19<sup>th</sup> April 2000

#### **E.49.4 Decision maker**

The decision to consent to the project was taken by the German authorities but an opinion was sought from the European Commission, in accordance with Article 6(4), because the reasons considered sufficient to justify the project were economic and did not meet the stricter criteria for projects affecting a priority habitat.

#### **E.49.5 Area of designated site**

The Muhlenberger Loch SCI extended to 795ha.

**E.49.6 Area of habitat or number of individuals of species affected**

The proposed project was located on 171ha of a river basin designated as SCI so the loss would be 21% of the site.

**E.49.7 Type of habitat or species affected – its importance and sensitivity**

The SCI hosted an unspecified priority habitat type together with a priority plant species (*Oenanthe coniodes*) both of which are considered to be in danger of disappearance (Article 1d).

**E.49.8 Decision**

The German authorities considered that the proposed project would have an adverse effect on the integrity of the SCI's affected, but that it satisfied the derogation tests of Article 6(4). The European Commission agreed.

**Appendix 2:**

**Extract from Sweetman v An Bord Pleanála - Advocate General Opinion (C-258/11) [2012]**

**Extract – p.7-11**

for the purposes of Article 6(4). That point seems to me to be irrelevant. It does not detract in any way from the need to forestall the differences of interpretation referred to in point 31 above. Furthermore, if (on a correct interpretation of Regulation 30, read in the light of the Directive) the only way the development could proceed is by way of Article 6(4) of the Directive, it seems to me that Ireland would be obliged either to withdraw the site from the list of sites referred to in point 16 above (quite how it would do so is not clear) or wait until the site was designated and then approach the Commission under Article 6(4). But that is merely the logical consequence of aligning national law with the Directive's requirements in advance of the actual point at which Natura 2000 was established.

33. In the light of all of the above, it seems to me that the Supreme Court was entirely right to make a reference to this Court and it is appropriate that this Court should give a ruling.

### *Question 1*

34. By this question, the national court seeks guidance on the interpretation of Article 6(3) and, in particular, the phrase 'adverse effect on the integrity of the site'.
35. As the Board pointed out at the hearing, this case is unusual in so far as much of the Court's previous case-law concerns situations where there has been no appropriate assessment in terms of that provision and the question is whether such an assessment is necessary. (<sup>13</sup>) Here, by contrast, an assessment was undertaken and there is no suggestion that it was improperly conducted – indeed, all the indications are that it was done with great care. (<sup>14</sup>) Rather, the issue concerns the conclusion reached as a result of that assessment, on the basis of which the Board adopted the decision at issue.
36. While the question covers a single expression used in Article 6(3), that expression must be understood having regard to the context in which it is used. I shall therefore consider the objectives which the Directive sets out to achieve, before turning to the obligations laid down in Article 6 as a whole.

### *The objectives of the Directive*

37. Article 2(1) states that the aim of the Directive is to contribute towards ensuring biodiversity through the conservation of natural habitats and of wild flora and fauna throughout the Member States. Article 2(2) goes on to provide that measures taken pursuant to the Directive must be designed to *maintain at or restore to*, a favourable conservation status, natural habitats and species of wild flora and fauna 'of Community interest'.
38. The term 'conservation' is defined in Article 1(a) as 'a series of measures required to maintain or restore ... natural habitats ... at a favourable status'. By Article 1(e), the conservation status of a natural habitat is to be taken as 'favourable' when, inter alia, the natural range and areas it covers within that range are *stable or increasing* and the specific structure and functions which are necessary for its long-term maintenance *exist and are likely to continue to exist* for the foreseeable future.
39. To that end, Article 3(1) requires the setting-up, under the 'Natura 2000' title, of a coherent European ecological network of special areas of conservation. That network is intended to enable, inter alia, the natural habitat types listed in Annex I to be maintained at or, where appropriate, restored to a favourable conservation status in their natural range.
40. It is thus an essential objective of the Directive that natural habitats be maintained at and, where appropriate, restored to a favourable conservation status. Such an aim is necessary in the context – recorded in the fourth recital in the preamble to the Directive – of a continuing deterioration in those habitats and the need to take measures in order to conserve them. That is *a fortiori* the case as regards priority natural habitat types. Article 1(d) defines these as 'natural habitat types in danger of disappearance', stating that the Community has 'particular responsibility' for their conservation.

### *Article 6*

41. Article 6 falls to be construed against that background. As regards natural habitats, it provides for necessary conservation measures to be established in relation to SACs (Article 6(1)) and for steps to be taken to avoid

the deterioration of those habitats (Article 6(2)), on the one hand, and sets out a series of procedures to be followed in the case of plans or projects that are not directly connected with or necessary to the management of the site (Article 6(3) and (4)), on the other. Without those provisions, the notions of maintenance and restoration on which the Directive is based would risk being of no practical effect.

42. Of the measures prescribed by Article 6, those laid down by the first paragraph, which relate to the establishment of conservation measures, are not directly relevant to the question. They exist, essentially, in order to ensure that positive steps are taken, on a more or less regular basis, in order to ensure that the conservation status of the site in question is maintained and/or restored.
43. Paragraphs 2, 3 and 4 of Article 6 serve a different purpose. Paragraph 2 imposes an overarching obligation to avoid deterioration or disturbance. Paragraphs 3 and 4 then set out the procedures to be followed in respect of a plan or project which is not directly connected with or necessary to the management of the site (and which is thus not covered by paragraph 1) but which is likely to have a significant effect thereon. Collectively, therefore, these three paragraphs seek to pre-empt damage being done to the site or (in exceptional cases where damage has, for imperative reasons, to be tolerated) to minimise that damage. They should therefore be construed as a whole.
44. Article 6(2) imposes a general requirement on the Member States to maintain the status quo. ( [15](#) ) The Court has described it as ‘a provision which makes it possible to satisfy the fundamental objective of preservation and protection of the quality of the environment, including the conservation of natural habitats and of wild fauna and flora, and establishes a general obligation of protection consisting in avoiding deterioration and disturbance which could have significant effects in the light of the directive’s objectives’. ( [16](#) ) The obligation Article 6(2) lays down is not an absolute one, in the sense that it imposes a duty to ensure that no alterations of any kind are made, at any time, to the site in question. Rather, it is to be measured having regard to the conservation objectives of the site, ( [17](#) ) since that is why the site is designated. The requirement is thus to take all appropriate steps to avoid those objectives being prejudiced. The authenticity of the site as a natural habitat, with all that that implies for the biodiversity of the environment, is thus preserved. Benign neglect is not an option.
45. Article 6(3), by contrast, is not concerned with the day-to-day operation of the site. It applies only where there is a plan or project not directly connected with or necessary to site management. It lays down a two-stage test. At the first stage, it is necessary to determine whether the plan or project in question is ‘likely to have a significant effect [on the site]’.
46. I would pause here to note that, although the words ‘likely to have [an] effect’ used in the English-language version of the text ( [18](#) ) may immediately bring to mind the need to establish a degree of probability – that is to say that they may appear to require an immediate, and quite possibly detailed, determination of the impact that the plan or project in question might have on the site – the expression used in other language versions is weaker. Thus, for example, in the French version, the expression is ‘susceptible d’affecter’, the German version uses the phrase ‘beeinträchtigen könnte’, the Dutch refers to a plan or project which ‘gevolgen kan hebben’, while the Spanish uses the expression ‘pueda afectar’. Each of those versions suggests that the test is set at a lower level and that the question is simply whether the plan or project concerned is capable of having an effect. It is in that sense that the English ‘likely to’ should be understood. ( [19](#) )
47. It follows that the *possibility* of there being a significant effect on the site will generate the need for an appropriate assessment for the purposes of Article 6(3). ( [20](#) ) The requirement at this stage that the plan or project be likely to have a significant effect is thus a trigger for the obligation to carry out an appropriate assessment. There is no need to *establish* such an effect; it is, as Ireland observes, merely necessary to determine that there *may be* such an effect.
48. The requirement that the effect in question be ‘significant’ exists in order to lay down a *de minimis* threshold. Plans or projects that have no appreciable effect on the site are thereby excluded. If all plans or projects capable of having *any* effect whatsoever on the site were to be caught by Article 6(3), activities on or near the site would risk being impossible by reason of legislative overkill.
49. The threshold at the first stage of Article 6(3) is thus a very low one. It operates merely as a trigger, in order to determine whether an appropriate assessment must be undertaken of the implications of the plan or project

for the conservation objectives of the site. The purpose of that assessment is that the plan or project in question should be considered thoroughly, on the basis of what the Court has termed ‘the best scientific knowledge in the field’. ( [21](#) ) Members of the general public may also be invited to give their opinion. Their views may often provide valuable practical insights based on their local knowledge of the site in question and other relevant background information that might otherwise be unavailable to those conducting the assessment.

50. The test which that expert assessment must determine is whether the plan or project in question has ‘an adverse effect on the integrity of the site’, since that is the basis on which the competent national authorities must reach their decision. The threshold at this (the second) stage is noticeably higher than that laid down at the first stage. That is because the question (to use more simple terminology) is not ‘should we bother to check?’ (the question at the first stage) but rather ‘what will happen to the site if this plan or project goes ahead; and is that consistent with “maintaining or restoring the favourable conservation status” of the habitat or species concerned?’. There is, in the present case, no dispute that if the road scheme is to proceed a part of the habitat will be permanently lost. The question is simply whether the scheme may be authorised without crossing that threshold and bringing into play the remaining elements of Article 6(3) (and, if necessary, Article 6(4)).
51. It is plain, however, that the threshold laid down at this stage of Article 6(3) may not be set too high, since the assessment must be undertaken having rigorous regard to the precautionary principle. That principle applies where there is uncertainty as to the existence or extent of risks. ( [22](#) ) The competent national authorities may grant authorisation to a plan or project *only if they are convinced that it will not adversely affect the integrity of the site concerned*. If doubt remains as to the absence of adverse effects, they must refuse authorisation. ( [23](#) )
52. How should the reference in that expression to the ‘integrity’ of the site be construed?
53. Here, again, it is worth pausing briefly to note the differing language versions of Article 6(3). The English-language version uses an abstract term (integrity) – an approach followed, for example in the French (intégrité) and the Italian (integrità). Some other language versions are more concrete. Thus, the German text refers to the site ‘als solches’ (as such). The Dutch version speaks of the ‘natuurlijke kenmerken’ (natural characteristics) of the site.
54. Notwithstanding those linguistic differences, it seems to me that the same point is in issue. It is the essential unity of the site that is relevant. To put it another way, the notion of ‘integrity’ must be understood as referring to the continued wholeness and soundness of the constitutive characteristics of the site concerned.
55. The integrity that is to be preserved must be that ‘of the site’. In the context of a natural habitat site, that means a site which has been designated having regard to the need to maintain the habitat in question at (or to restore it to) a favourable conservation status. That will be particularly important where, as in the present case, the site in question is a priority natural habitat. ( [24](#) )
56. It follows that the constitutive characteristics of the site that will be relevant are those in respect of which the site was designated and their associated conservation objectives. Thus, in determining whether the integrity of the site is affected, the essential question the decision-maker must ask is ‘why was *this particular site* designated and what are its conservation objectives?’. In the present case, the designation was made, at least in part, because of the presence of limestone pavement on the site – a natural resource in danger of disappearance that, once destroyed, cannot be replaced and which it is therefore essential to conserve.
57. Lastly, the effect on the integrity of the site must be ‘adverse’. In any given case, the second-stage appropriate assessment under Article 6(3) may determine that the effect of the plan or project on the site will be neutral, or even beneficial. But if the effect is negative, it cannot proceed – by virtue of that provision, at least.
58. What then is a negative or ‘adverse’ effect? Here, it may be helpful to distinguish between three situations.
59. A plan or project may involve some strictly temporary loss of amenity which is capable of being fully undone – in other words, the site can be restored to its proper conservation status within a short period of time. An example might be the digging of a trench through earth in order to run a subterranean pipeline



across the corner of a site. *Provided* that any disturbance to the site could be made good, there would not (as I understand it) be an adverse effect on the integrity of the site.

60. Conversely, however, measures which involve the permanent destruction of a part of the habitat in relation to whose existence the site was designated are, in my view, destined by definition to be categorised as adverse. The conservation objectives of the site are, by virtue of that destruction, liable to be fundamentally – and irreversibly – compromised. The facts underlying the present reference fall into this category.
61. The third situation comprises plans or projects whose effect on the site will lie between those two extremes. The Court has not heard detailed argument as to whether such plans or projects should (or should not) be considered to generate an ‘adverse effect on the integrity of the site’. I consider that it would be prudent to leave this point open to be decided in a later case.
62. Let us assume that a plan or project crosses the threshold laid down in the second sentence of Article 6(3). It is then necessary to consider whether it may proceed under Article 6(4). That provision is triggered by ‘a negative assessment for the implications of the site’. Those words must, if Article 6 is to have any sense as a coherent whole, be interpreted so as to mean that paragraph 4 will cut in precisely where paragraph 3 ends, that is to say, once it is found that the plan or project in question cannot proceed under Article 6(3).
63. Article 6(4) is, like Article 6(3), divided into two parts. The first applies to any plan or project which fails to satisfy the requirements of Article 6(3). The second applies only where the site concerned hosts a priority natural habitat type or a priority species.
64. As regards the first – general – set of requirements, the plan or project may proceed only if that is for imperative reasons of overriding public interest and there is no alternative solution. ( [25](#) ) In addition, the Member State concerned must take all compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected. While the Commission must be informed of the compensatory measures adopted, it does not, as such, participate in the procedure. The legislation recognises, in other words, that there may be exceptional circumstances in which damage to or destruction of a protected natural habitat may be necessary, but, in allowing such damage or destruction to proceed, it insists that there be full compensation for the environmental consequences. ( [26](#) ) The status quo, or as close to the status quo as it is possible to achieve in all the circumstances, is thus maintained.
65. The second part is narrower. The grounds on which the plan or project may proceed are more limited and it may be necessary for the competent authorities of the Member State concerned to obtain an opinion from the Commission before proceeding. ( [27](#) )
66. Whilst the requirements laid down under Article 6(4) are intentionally rigorous, it is important to point out that they are not insuperable obstacles to authorisation. The Commission indicated at the hearing that, of the 15 to 20 requests so far made to it for delivery of an opinion under that provision, only one has received a negative response.
67. Seen in that overall context, it seems to me that any interpretation of Article 6(3) that provides a lower level of protection than that which Article 6(4) contemplates cannot be correct. To require the Member States to ‘take all compensatory measures necessary’ when a plan or project is carried out under the latter provision so as to preserve the overall coherence of Natura 2000 while, at the same time, allowing them to authorise more minor projects to proceed under the former provision even though some permanent or long-lasting damage or destruction may be involved would be incompatible with the general scheme which Article 6 lays down. Such an interpretation would also fail to prevent what the Commission terms the ‘death by a thousand cuts’ phenomenon, that is to say, cumulative habitat loss as a result of multiple, or at least a number of, lower level projects being allowed to proceed on the same site. ( [28](#) )
68. The above analysis essentially endorses the line of reasoning put forward by Mr Sweetman, Ireland and the Commission. The Board, the Local Authorities and the United Kingdom adopt a different approach, based closely on the literal wording of Article 6(3). In particular, they emphasise the two-stage process which that provision imposes. Each stage is separate and, they argue, must be understood as having a separate meaning and purpose.
69. I would summarise that alternative approach as follows.

70. In construing Article 6, a line is to be drawn between paragraphs 1 and 2, on the one hand, and paragraphs 3 and 4, on the other. The former exist to govern the day-to-day management of the site. The latter, for their part, deal with plans or projects that are unconnected with that management. They may thus be seen as laying down exceptions to paragraphs 1 and 2. In considering such a plan or project, it is necessary, first, to consider whether it is likely to have a significant effect on the site. The word 'likely' would be construed in that context as comprising a test of probability (albeit based on the precautionary principle – I do not think there is any dispute in that regard). A plan or project that was not considered likely to have a significant effect could proceed, without there being any need for an assessment of its implications.
71. Conversely, where such an effect was predicted, an assessment would be required. In conducting that exercise, and thus determining whether the plan or project 'adversely affects the integrity of the site', it would be necessary to bear in mind that that expression must mean more than 'adversely affects the site'. Equally, the expression 'adverse effect' must be understood as carrying a stronger meaning than the phrase 'significantly affect' used in the first stage of Article 6(3). If that were not the case, there would be no distinction between the trigger for deciding whether an assessment is required (Article 6(3), first sentence) and the criterion for determining whether a plan or project must be refused permission to proceed (Article 6(3), second sentence).
72. On that basis, the Board argues that the decision to authorise the road scheme at issue in the main proceedings was correctly adopted.
73. The submissions of the parties arguing in support of the approach I have just described are well made. They should certainly not be dismissed out of hand.
74. However, in my view, that approach is not the correct one. In particular, it concentrates on the wording of Article 6(3) read in isolation and fails to take into account the wider context in which that provision must be construed. As a result, it involves an inherent, and irresolvable, tension between allowing certain projects to proceed under Article 6(3), while projects covered by Article 6(4) may go ahead only if full compensatory measures are adopted. It also fails in any way to deal with the 'death by a thousand cuts' argument.
75. Those arguments likewise cannot be reconciled with the Court's case-law laid down in *Waddenvereniging and Vogelbeschermingsvereniging*. ( [29](#) ) In holding, in paragraph 35, that Article 6(3) renders superfluous a concomitant application of the rule of general protection laid down in Article 6(2), the Court was not seeking to stress the differences between those provisions. Rather, it chose to emphasise their *similarity*. It was with that point in mind that it went on to observe, in paragraph 36, that 'authorisation of a plan or project granted in accordance with Article 6(3) of [the Directive] necessarily assumes that it is considered not likely adversely to affect the integrity of the site concerned and, consequently, not likely to give rise to deterioration or significant disturbances within the meaning of Article 6(2)'. It was for the same reason that the Court held in *Commission v Spain* that Article 6(2) and (3) of the Directive is 'designed to ensure the same level of protection'. ( [30](#) )
76. In the light of all of the above, the answer to Question 1 should be that in order to establish whether a plan or project to which Article 6(3) of the Directive applies has an adverse effect on the integrity of a site, it is necessary to determine whether that plan or project will have a negative effect on the constitutive elements of the site concerned, having regard to the reasons for which the site was designated and their associated conservation objectives. An effect which is permanent or long lasting must be regarded as an adverse one. In reaching such a determination, the precautionary principle will apply.

## Question 2

77. By this question, the national court asks whether the precautionary principle requires authorisation of a plan or project to be refused if it would result in the permanent non-renewable loss of the whole or any part of the natural habitat in question. It is implicit in the question that the principle concerned may have a separate role to play in the assessment to be carried out by the national authorities under Article 6(3). That is to say, it assumes that, if the principle is not called in aid, a different result might be reached than if it is.
78. I have described the application of the precautionary principle in point 51 above. It is, as the Local

**Appendix 3:**

**Extract from Ireland v An Bord Pleanala - EUECJ (C-258/11) [2013]**

**Extract – p.8**

- 26 It is apparent from the order for reference that the implementation of the N6 Galway City Outer Bypass road scheme would result in the permanent and irreparable loss of part of the Lough Corrib SCI's limestone pavement, which is a priority natural habitat type specially protected by the Habitats Directive. Following assessment of the impact of the road scheme on the Lough Corrib SCI, An Bord Pleanála established that it would have a locally significant negative impact on the SCI, but decided that such an impact did not adversely affect the integrity of that site.
- 27 According to Mr Sweetman, Ireland, the Attorney General, the Minister for the Environment, Heritage and Local Government and the Commission, a negative impact of that kind on the site caused by that road scheme necessarily entails an adverse effect on the site's integrity. By contrast, An Bord Pleanála, Galway County Council and Galway City Council and the United Kingdom Government submit that the finding of damage to that site is not necessarily incompatible with there being no adverse effects on its integrity.
- 28 Article 6(3) of the Habitats Directive establishes an assessment procedure intended to ensure, by means of a prior examination, that a plan or project not directly connected with or necessary to the management of the site concerned but likely to have a significant effect on it is authorised only to the extent that it will not adversely affect the integrity of that site (*Waddenvereniging and Vogelbeschermingsvereniging*, paragraph 34, and Case C-182/10 *Solvay and Others* [2012] ECR, paragraph 66).
- 29 That provision thus prescribes two stages. The first, envisaged in the provision's first sentence, requires the Member States to carry out an appropriate assessment of the implications for a protected site of a plan or project when there is a likelihood that the plan or project will have a significant effect on that site (see, to this effect, *Waddenvereniging and Vogelbeschermingsvereniging*, paragraphs 41 and 43).
- 30 Where a plan or project not directly connected with or necessary to the management of a site is likely to undermine the site's conservation objectives, it must be considered likely to have a significant effect on that site. The assessment of that risk must be made in the light of, in particular, the characteristics and specific environmental conditions of the site concerned by such a plan or project (see, to this effect, *Waddenvereniging and Vogelbeschermingsvereniging*, paragraph 49).
- 31 The second stage, which is envisaged in the second sentence of Article 6(3) of the Habitats Directive and occurs following the aforesaid appropriate assessment, allows such a plan or project to be authorised on condition that it will not adversely affect the integrity of the site concerned, subject to the provisions of Article 6(4).
- 32 In appraising the scope of the expression 'adversely affect the integrity of the site' in its overall context, it should be made clear that, as the Advocate General has noted in point 43 of her Opinion, the provisions of Article 6 of the Habitats Directive must be construed as a coherent whole in the light of the conservation objectives pursued by the directive. Indeed, Article 6(2) and Article 6(3) are designed to ensure the same level of protection of natural habitats and habitats of species (see, to this effect, Case C-404/09 *Commission v Spain* [2011] ECR I-11853, paragraph 142), whilst Article 6(4) merely derogates from the second sentence of Article 6(3).
- 33 The Court has already held that Article 6(2) of the Habitats Directive makes it possible to comply with the fundamental objective of preservation and protection of the quality of the environment, including the conservation of natural habitats and of wild fauna and flora, and establishes a general obligation of protection consisting in avoiding deterioration as well as disturbance which could have significant effects in the light of the directive's objectives (Case C-226/08 *Stadt Papenburg* [2010] ECR I-131, paragraph 49 and the case-law cited).

**Appendix 4:**

**Extract from R (Morge) v Hampshire County Council - Court of Appeal (C1/2009/2589) [2010]**

**Extract – p.16**

The point to be made is that for Article 12(1)(b) purposes, the disturbance need not be significant.

34. It is not necessary for the purposes of this judgment to express any view as to whether or not Regulation 39 faithfully and accurately transposes the Directive. It may be that it does not in as much as there is still reference to activity which is likely to affect *significantly* the local distribution or abundance of the species to which they belong. Since it is the Directive and not the Regulations which must prevail, I need say no more than that the disturbance need not be significant.
35. That leaves unresolved what the level of disturbance must be to fall within the prohibition. Activity will not amount in law to disturbance at all if it is *de minimis*, i.e. too negligible for the law to be concerned by it. Mr George Q.C., for the appellant, submits that any activity above that minimal level is disturbance. I do not accept that submission. The example give in paragraph 39 of scaring away the wolf from the sheep fold , must be an *a fortiori*, rather than a typical one. The disturbance does not have to be significant but, as paragraph 38 of the Guidance explains, there must be some room for manoeuvre which suggests that the threshold is somewhere between *de minimis* and significant. It must be certain, that is to say, identifiable. It must be real, not fanciful. Something above a discernible disturbance, not necessarily a significant one, is required. Given that there is a spectrum of activity, the decision maker must exercise his or her judgment consistently with the aim to be achieved. Given the broad policy objective which I explored in [27] above, disturbing one bat, or even two or three, may or may not amount to disturbance of the species in the long term. It is a matter of fact and degree in each case.
36. Mr George seizes on the words in paragraph (38) of the Guidance, “a certain negative impact likely to be detrimental must be involved” and he elevates this statement into a test for establishing a disturbance. His difficulty is that that does not answer the critical question: when does the negative impact become detrimental? Paragraph (39) seems to me to spell out the proper approach, namely to give consideration to the “effect on the conservation status of the species at population level and biogeographic level”. This in my judgment is an important refinement. The impact must be certain or real, it must be negative or adverse to the bats and it will be likely to be detrimental when it negatively or adversely effects the conservation status of the species. “Conservation status of a species” is a term of art which, as I have set out at [9] above, means the sum of the influences acting on the species concerned that may affect the long-term distribution and abundance of its population. That is why the Guidance at (39) makes the point that the disturbing activity must be such as “affects the survival chances ... of a protected species”. Furthermore, “*the competent authorities will have to reflect carefully on the level of disturbance to be considered harmful, taking into account the specific characteristics of the species concerned and the situation*”, to quote the concluding sentence of paragraph 39. The summary in the Guidance has the same emphasis:

“Disturbance is detrimental for a protected species e.g. by reducing survival chances, breeding success or reproductive ability. A species-by-species approach needs to be taken as different species will react differently to potentially disturbing activities.”

**Appendix 5:**

**Extract from Wealden DC v Secretary of State for Communities and Local Government – High Court (CO/3943/2016) [2017]**

**Extract – p.16**

52. Fourthly, at paragraphs 73-77 of his judgment in R (oao Mott) v Environment Agency [2016] 1 WLR 4388, Beatson LJ warned against the dangers of this court substituting its own factual and evaluative assessments for those of an expert decision-maker. If “tenable expert opinion” exists, a reviewing court should be very slow to hold that the expert decision-maker, or I would add the non-expert decision-maker relying on that expert opinion, has erred in the Wednesbury sense. Here I am paraphrasing the effect of these paragraphs in Beatson LJ’s judgment.
53. There was some debate at the Bar as to whether Hickinbottom J’s two-stage approach is consistent with the judgment of Lord Carnwath JSC in Champion. In my judgment, there is no inconsistency between them, although one continues to need to be careful with the use of terms such as “scoping”, “screening” and “trigger”. “Scoping” is not a term of art; “trigger” is a metaphor. “Screening” can be a term of art, but it also can be deployed more informally. Competent authorities are quite entitled to use threshold levels and values in order to eliminate from further consideration *de minimis* environmental impacts which, on scientific evidence, fall short of engendering any relevant risk. However, and this is another point which will require development, *de minimis* is not a synonym for nugatory.
54. Since the hearing, the Court of Appeal handed down its judgment in R (oao DLA Delivery Ltd) v Lewes DC and Newick Parish Council [2017] EWCA Civ 58. At this stage I note that paragraphs 29-31 of the judgment of Lindblom LJ, containing a survey of the applicable legal principles, are wholly consistent with the parties’ common ground in the case before me, as well as my reference to the application of the Wednesbury test (as per paragraph 51 above). I will be returning to this authority below. My wider researches have also taken me to the decision of the Supreme Court in R (oao Morge) v Hampshire CC [2011] 1 WLR 268 and of Lindblom J (as he then was) in R (oao Prideaux) v Buckingham CC [2013] EWHC 1054 (Admin). Upon examination, however, I do not consider that these two cases advance any party’s argument.
55. I was also referred to two other authorities which I would prefer to address later.

### **DMRB Guidance and the Evidence of Natural England**

56. The relevant part of the DMRB is Volume 11 (Environmental Assessment), Section 3 (Environmental Assessment Techniques), May 2007 edition. This Advice Note is in the nature of governmental advice across the UK (the then Highways Agency, now Highways England, taking the lead for England) and “gives guidance on the assessment of the impacts that road projects may have on the air environment”. Paragraphs 3.10 and 3.14 make clear that there is an initial or “scoping” stage, based on a preliminary assessment of whether there are likely to be significant impacts resulting from a specific plan or project. In this regard, paragraph 3.12 is crucial:

*“Obtain traffic data for the Do-Minimum and Do-Something scenarios for the years to be assessed. Identify which roads are likely to be affected by the proposals. Affected roads are those that meet any of the following criteria:*



**Appendix 6:**

**Extract from Smyth v Secretary of State for Communities & Local Government – Court of Appeal  
(C1/2013/3708) [2015]**

**Extract – p.14**

mitigation strategies, which was that it was willing to endorse such strategies (paras. 8.119 to 8.122).

51. In the following paragraphs of his proof (paras, 8.123 to 8.135), Mr Goodwin discussed the impact of the development site on the SPA and the SAC on a stand-alone basis and also in combination with other projects. His view was that, considered alone, the development proposal would “at worst give rise to a *de minimis* effect”, so that no “appropriate assessment” would be required on that basis under the second limb of Article 6(3): paras. 8.123, 8.126 and 8.132. Even in combination with other residential developments which were planned, Mr Goodwin was doubtful that the effects of the development site upon the SPA and the SAC would rise above the *de minimis* level (paras. 8.126 to 8.128 and 8.132). However, even assuming that they might do, the in-combination effects from the development site would be subject to the adoption of the mitigation or avoidance measures reviewed by him, and on that footing his view was that they would not be likely to give rise to significant effects on the protected sites, within the meaning of Article 6(3) of the Habitats Directive (paras. 8.132 to 8.135; see also paras. 3.4 and 5.31).
52. Mr Goodwin was cross-examined on his proof of evidence when the inquiry resumed on 2 March 2012. He was the only expert ecologist to give oral evidence. It is clear that the Inspector considered that he could place weight on Mr Goodwin’s evidence. The Inspector was lawfully entitled to take that approach.
53. In his Report, the Inspector accepted Mr Goodwin’s evidence and approach, to the effect that on the material available by the time of the inquiry the compatibility of the proposed development at Sentry’s Farm could be determined under the first limb of Article 6(3) of the Habitat’s Directive, on a screening assessment, without the need to proceed further to conduct an “appropriate assessment” under the second limb of that provision. The Inspector dealt with the relevant ecology issues at paras. 25ff of his Report, as follows (footnotes omitted):

“25 The appeal site lies in reasonably close proximity to the Exe Estuary Special Protection Area (SPA) and RAMSAR site and somewhat further away from the Dawlish Warren Special Area of Conservation (SAC). The Council have previously undertaken an initial screening assessment in line with the requirements of the Conservation of Habitats and Species Regulations 2010 (HSR) into whether the proposed development would be likely to result in a significant effect on this site. They concluded from this initial assessment that an Appropriate Assessment (AA) was necessary and consequently undertook such an assessment. The result of the AA was that the Council concluded that the proposed development would have no significant effect on the SPA/RAMSAR site or the SAC.

26 In an email dated 29 June 2011 Natural England confirmed that they agreed with the conclusions of this AA. In a Secretary of State decision regarding Land at Dilley Lane, Hartley Witney, it is made clear that the *Secretary of State continues to give great weight to the views of NE as the appropriate nature*

**Appendix 7:**

**Department for Business, Energy & Industrial Strategy (BEIS) – Application for the Norfolk Vanguard Offshore Wind Farm Order – Secretary of State Decision Letter, July 2020**

Extract – p.33-34

considered alone or with other plans and projects. It was, then, necessary to consider whether the proposed Development would have an adverse effect, either alone or in-combination, on the integrity of those sites. An appropriate assessment was, therefore, undertaken to determine whether an adverse effect on the sites could be ruled out in light of the sites' conservation objectives. The overall conclusion of the assessment was that the proposed Development would have no adverse effects on the integrity ("AEol") on any European sites. The Secretary of State does not, therefore, consider that there is any breach of his duty under the Habitats Regulations and the Offshore Habitats Regulations in the event is granted consent for the proposed Development.

5.6 The Secretary of State's assessment differs from the ExA's conclusions on HRA in that, in agreement with the Applicant, he considers that he has been presented with enough information to rule out an AEol on two sites: the Alde-Ore Estuary Special Protection Area ("SPA") and the Flamborough and Filey Coast SPA. The key details of the Secretary of State's assessment are provided below. Due to a large number of representations regarding the Haisborough, Hammond and Winterton SAC and the Southern North Sea SAC, key details of the assessment for these two sites are also provided below.

#### Flamborough and Filey Coast SPA and the Alde-Ore Estuary SPA

5.7 In relation to these SPAs, the ExA came to its conclusion in view of the potential for a range of seabird species, protected as features of these sites, to collide with the turbines or be disturbed and displaced from the array (depending on the species). On the advice of Natural England, the ExA's recommendation concluded that an AEol could not be ruled out when the total number of birds impacted is added to the in-combination total for other windfarms. The ExA's recommendation also warned that the Applicant's in-combination assessment was incomplete due to the use of incomplete seabird survey data from the Hornsea Three project. However, the Secretary of State considers that a robust in-combination assessment has been made in view of additional survey data provided by Hornsea Three. Furthermore, due to additional mitigation commitments made by the Applicant during the post-examination period, the Secretary of State considers that the potential loss of a relatively very small number of birds through collision impacts does not contribute in a significant way to the total number of birds predicted to be impacted in-combination ("*de minimis*"). On this basis the Secretary of State concludes that the proposed development will not have an adverse effect on the above SPA sites and, therefore, developmental consent should not be refused on Habitats Regulations grounds.

#### Haisborough, Hammond and Winterton Special Area of Conservation ("SAC")

5.8 The SAC is designated for Annex I Sandbanks which are slightly covered by seawater all the time and Annex I Reefs (*Sabellaria spinulosa*). The ExA recommended that a conclusion of no AEol can be reached on the basis of the information submitted during Examination. Having reviewed all representations received during and after Examination, the Secretary of State agrees with a conclusion of no AEol as the Applicant has demonstrated that the area of the site affected will be relatively small (in the case of reef, kept to a minimum through micro-siting), any affected features are able to recover, and all cable protection will be removed at the

time of decommissioning. In relation to this last point, The Secretary of State notes that the decommissioning of cable protection will be secured in the DCO to ensure that any effects are lasting (for the duration of the project) but temporary (repairable effect).

5.9 Also in relation to this site, the Secretary of State notes the Applicant's commitment to producing a Haisborough, Hammond and Winterton Site Integrity Plan, which he views as an additional safeguarding mechanism, although it is not critical to our recommendation. The Site Integrity Plan commits the Applicant to agree all works and potential mitigation measures associated with offshore cable installation (including seabed preparation works and cable protection) and maintenance within the Haisborough, Hammond and Winterton SAC, with the MMO in consultation with Natural England, in order to ensure there would be no AEoI. The Secretary of State considers that it provides sufficient detail on potential mitigation measures at this stage, whilst granting the Applicant a flexible approach until the extent and nature of mitigation becomes clear.

5.10 Finally, the ExA's recommendation also included a change to the DCO that had not been agreed during Examination. This was made in order to meet Natural England's request that the Applicant should commit to depositing any dredged material in location within the SAC that contain benthic material of similar particle size. The Secretary of State consulted on this request post Examination; however, the Applicant has not been able to commit to ensuring that the particle size composition is within 95% of the similarity to the particle size composition of the seabed at the disposal location. This is on the basis that it is not feasible to extensively sample all sediments to enable a realistic analysis of 95% similarity. However, the Applicant has committed to requiring the location and method for sediment disposal being agreed with the MMO in consultation with Natural England. This will be secured in the Haisborough, Hammond and Winterton SAC Site Integrity Plan. The Secretary of State of State is satisfied with this approach.

### Southern North Sea SAC

5.11 The ExA's recommendation made clear that at the close of Examination, a number of matters remained unresolved in relation to in-combination disturbance to the harbour porpoise feature of this site. Of particular note are the residual concerns from Natural England, Whale and Dolphin Conservation and the Wildlife Trusts over the effectiveness of the Applicant's Southern North Sea Site Integrity Plan. Nevertheless, the ExA was satisfied that with this plan secured, the Applicant will use the most appropriate mitigation measures based on best knowledge, evidence, and proven available technology at the time of construction in order to avoid adversely affecting this SAC. Having reviewed this plan, the Secretary of State considers that it provides sufficient detail on potential mitigation measures at this stage, whilst granting the Applicant a flexible approach until the extent and nature of mitigation becomes clear. On this basis, the Secretary of State considers that in-combination disturbance will not have an AEoI of the Southern North Sea SAC.

5.12 In relation to this site, the ExA's recommendation included a change to the DCO that had not been discussed during Examination with regard to the use of vibropiling or 'blue-hammer' technology. In response to the Secretary of State's post-examination

**Appendix 8:**

**Department for Business, Energy & Industrial Strategy (BEIS) – Application for the Hornsea Three Offshore Wind Farm Order – Secretary of State Decision Letter, July 2020**

Extract – p.12

- Berwickshire and North Northumberland Coast SAC
- Coquet Island SPA
- Farne Islands SPA
- Forth Islands SPA
- Greater Wash SPA
- Humber Estuary SAC and Ramsar site
- Norfolk Valley Fens SAC
- North Norfolk Coast SAC
- North Norfolk Coast SPA/Ramsar site
- North Norfolk Sandbanks and Saturn Reef SAC
- River Wensum SAC
- The Southern North Sea SAC;
- The Wash and North Norfolk Coast SAC

7.20 The Secretary of State's HRA differs from the ExA's conclusions on HRA in that he concludes the Development would not have an adverse effect on integrity on the relevant qualifying features of the North Norfolk Sandbanks and Saturn Reef SAC and the Wash and North Norfolk Coast SAC but he cannot rule out an adverse effect on the kittiwake qualifying feature of the Flamborough and Filey Coast SPA in combination with other plans or projects.

7.21 In respect of the North Norfolk Sandbanks and Saturn Reef SAC and the Wash and North Norfolk Coast SAC, on the basis of the evidence that the area of the sites affected is relatively small and that affected features are able to recover in their entirety following the complete removal of all infrastructure and deposits associated with the Development, the Secretary of State concludes that there will be no adverse effect on the integrity of the Annex I 'sandbanks slightly covered by water at all times' features of those sites either alone or in-combination with other plans or projects.

7.22 However, due to the potential for kittiwake collision mortality, the Secretary of State cannot rule out an adverse effect on integrity beyond reasonable scientific doubt in relation to the in-combination impacts on kittiwake, a qualifying feature of the Flamborough and Filey Coast SPA. Although the Development alone will not have an adverse effect, the contribution it could make to the total in combination impact is not insignificant. There is a high level of confidence, based on the science, that there would be a population level effect on kittiwake from this SPA.

7.23 The Secretary of State therefore concludes that the Development does not meet the integrity test and that the further tests set out in the Habitats Regulations must be applied. These include an assessment of alternatives, Imperative Reasons of Overriding Public Interest (IROPI) and environmental compensation.

#### Consideration of Further Tests under the Habitats Regulations

**Appendix 9:**

**Department for Energy and Climate Change (DECC) – Planning Consent Application – Proposed  
Walney Extension Offshore Wind Farm – Secretary of State Decision Letter, November 2014**

Extract – p.9/10



permanent disturbance effect to the belted beauty moth was anticipated from the use of HDD (ER 4.151).

35. The ExA noted however that there is still risk from HDD with regards drilling muds (bentonite) breaking out above the surface of the saltmarsh and smothering moths at all life stages. The Secretary of State notes that this risk is low (ER 4.152) and that requirements are included in the Order to mitigate this risk. Natural England confirmed that these mitigation measures will provide a better understanding of the impact of HDD on belted beauty moths during these operations and allow further mitigation to be provided if necessary.
36. The Secretary of State noted that Butterfly Conservation did suggest a further mitigation measure that HDD takes place between August and February so if bentonite breakout did occur, it would impact on the most robust life stage for the moths (ER 4.156). However the ExA noted this was not possible as work was already restricted from October to March to prevent a likely significant effect on overwintering birds a feature of the Morecambe Bay SPA. The Secretary of State notes Natural England's evidence that works in the summer months would allow the rapid recovery of saltmarsh plants. The ExA concluded that they considered adequate safeguards exist to ensure there would be no significant impact on the belted beauty moth colony and that the chosen method of cable installation and the Order's requirements and conditions provided significant mitigation to control this (ER 4.160).
37. The Secretary of State agrees with the conclusions reached by the ExA and is satisfied that the requirement to use HDD within this sensitive area at Middleton Sands for installing cables will not have a significant impact on the belted beauty moth colony.

#### Habitats Regulation Assessment (HRA): European Sites and Protected Species Impacts

38. Regulation 61 of the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations) and Regulation 25 of the equivalent Offshore Regulations requires the Secretary of State to consider whether the proposed Development would be likely to have a significant effect on a European Site as defined in the Habitats Regulations. If such an effect is likely, then he must undertake an Appropriate Assessment (AA) addressing the implications for the European site in view of its conservation objectives. The AA takes into account the impacts of the proposed project alone and also in combination with other plans and projects.
39. Officials have carefully considered the evidence submitted during the examination and the ExA's recommendation. The Secretary of State has taken account of the ExA's conclusions, the Report on the Implications for European Sites, the Applicant's Environmental Statement and other

information available and considers that likely significant effects arising from the proposed Development when considered alone and in combination cannot be excluded in relation to those European sites listed in paragraph 41 below. The Secretary of State notes, however, the ExA's view (ER 5.74) that it has been shown beyond reasonable scientific doubt that there is not likely to be a significant adverse impact on any European site so that an Appropriate Assessment is not needed. The Secretary of State considers, however, that there are potential pathways for impacts on European sites that are not trivial and has therefore undertaken an AA as required under the Habitats Regulations to consider the effects of the Development alone and in combination alongside other operational, consented and reasonably foreseeable projects (subject to a current planning application) as regards the likely impact upon the integrity of the European Sites listed below in paragraph 41.

40. The Secretary of State is satisfied that sufficient information has been provided to inform a robust assessment as required under the Habitats Regulations. The Secretary of State considers that likely significant effects could not be ruled out for breeding Lesser Black-Backed Gull, Herring Gull, Manx Shearwater and intertidal mudflats and sandflats as a result of the Development alone. These are features of five European sites and an additional two sites may be affected when the Development is considered in combination with other plans and projects.

41. The sites are located in England, Wales and Northern Ireland and are:

- Bowland Fells SPA
- Ribble and Alt Estuaries SPA / Ramsar
- Morecambe Bay SPA / Ramsar
- Morecambe Bay SAC
- Aberdaron Coast and Bardsey Island SPA (in combination only)
- Copeland Islands SPA (in combination only).
- Skokholm and Skomer SPA

42. A copy of the Secretary of State's HRA is published alongside this decision letter. The Secretary of State is confident, however, that, with the mitigation measures recommended by the ExA included in the Order, there will be no adverse effect on the integrity of any of these European sites. This view is supported by the ExA's report, the Applicant and the Statutory Nature Conservation Bodies.

### **Other Matters**

#### **Representations received after the close of the ExA's examination of the Application**

43. As set out above at paragraph 15 at the close of the examination there was an outstanding objection from the DIO on behalf of MoD in consultation

**Appendix 10:**

**Department for Transport (DfT) – Planning Act 2008: Applications for the Proposed Able Marine Energy Park Development Consent Order and for Certificates under Section 127 – Secretary of State Decision Letter, December 2013**

Extract – p.17/18



- the functional loss of 11.6 hectares of mudflat habitat as a result of disturbance;
- the effects on the use of North Killingholme Haven Pits as a roost if the feeding areas on the North Killingholme Mudflats are lost;
- the disturbance effects on birds due to piling activities during construction of the new quay;
- the disturbance effects on birds using North Killingholme Haven Pits from construction activities other than piling, and operation of the AMEP; and
- the effects of loss of terrestrial habitat within the AMEP site at North Killingholme which is used by SPA birds (predominantly curlew).

7. The Secretary of State notes also the agreement between the applicant, Natural England and the MMO that as the qualifying interest features of the Humber Estuary Ramsar site broadly align with those of the SAC and SPA, there is no need to consider separately the impacts of the AMEP development on the Ramsar site (PR 10.17-18).

### ***Mitigation measures***

8. In relation to the terrestrial area of the AMEP development at North Killingholme, the Secretary of State has taken into account the mitigation measures proposed by the applicant that are relevant to the qualifying features and conservation objectives of the SPA. The measures, which would be secured by the Terrestrial Environmental Management and Monitoring Plan ("EMMP"), include the provision of two mitigation areas within the project site boundary to mitigate the loss of habitat as a result of the AMEP development. Mitigation Area A will provide wet grassland habitat for the use of feeding and roosting birds from the SPA assemblage (predominantly curlew) as well as for farmland birds. Mitigation Area B will include new ponds for use by great crested newts (which are not qualifying features of the SPA or the SAC.) In addition, in order to safeguard the significant numbers of SPA bird populations supported by the North Killingholme Haven Pits SSSI from visual and noise disturbance, measures to control the use of land adjacent to the SSSI will be secured by requirement 42 in Schedule 11 to the Order (PR 10.53-62).

9. The Secretary of State notes Natural England's opinion that Mitigation Area A, taken with the management and monitoring measures to be agreed under the Terrestrial EMMP, is sufficient to avoid an adverse effect on the site integrity of the SPA (PR 10.68). He notes also the Panel's view that the draft Terrestrial EMMP submitted at the end of the examination formed a firm basis for finalising measures that would fully mitigate the impacts on habitats and species of the AMEP development on land at North Killingholme (PR 10.76-78). Since the details of this and the other EMMPs have now been agreed between the applicant and Natural England, the Secretary of State is satisfied that the Terrestrial EMMP will ensure that the objectives of the mitigation measures relevant to the SPA (as well as other habitats and species) will be achieved.

### ***Assessment of likely significant impacts on the European sites: Humber Estuary SAC***

10. In relation to the Humber Estuary SAC as a whole, the Secretary of State agrees with the Panel's assessment that, having regard to the size of the SAC, the loss of ecological function as a result of the AMEP development will be small, and that the habitats are types that are found over a wide area. He agrees, therefore, that the loss of

inter-tidal and estuarine habitat at North Killingholme (which cannot be mitigated) in itself will have a very minor effect on the SAC overall (PR 10.79-81).

11. The Secretary of State agrees with the Panel that the AMEP development will not have adverse effects on the qualifying features of the European sites (including the SPA and Ramsar site) directly from capital dredging. He agrees also that the potential for adverse in-combination or cumulative effects over the long-term from maintenance dredging and the disposal of materials from capital and maintenance dredging can be avoided by compliance with the monitoring regime under the Marine EMMP. This will be secured by condition 15 of the proposed Deemed Marine Licence in Schedule 8 to the Order ("the DML") and requirement 17 in Schedule 11 to the Order (10.85). He is similarly satisfied that the adverse effects on grey seals and river lamprey can be avoided by the controls on piling during the construction phase specified in conditions 37 to 43 of the DML and in the Code of Construction Practice to be approved under requirement 20 in Schedule 11 to the Order.

### ***Humber Estuary SPA and Ramsar site***

12. The Secretary of State agrees with the Panel that the AMEP development is likely to have a significant adverse effect on the Humber Estuary SPA and Ramsar site, having regard to the core purpose of their designations, namely the protection of habitats of importance for migratory birds. He notes that construction of the new quay will lead to a reduction in the extent and distribution of estuarine and inter-tidal habitat, including the loss of food supply from 31.5 hectares of inter-tidal mudflat; and that an additional 11.6 hectares of mudflats is likely to have reduced functionality as a result of disturbance.

13. The Secretary of State recognises that the impacts of this on the internationally important population of Black Tailed Godwit ("BTG") are of particular concern given that during the period of the autumn moult they make use of the inter-tidal mudflats at North Killingholme Marshes in their thousands (the peak count of 2,566 representing 66% of the SPA population). During this period even higher numbers of BTG use the nearby North Killingholme Haven Pits as a secure roost, which are likely to be lost if the associated feeding areas are lost. The Secretary of State therefore agrees that the compensatory measures necessary to satisfy the requirements of the Habitats Regulations must include the provision of suitable nutritional resource for BTG and a roost site in proximity to that nutritional resource (PR 10.82-84).

14. With regard to the disturbance effects on SPA birds during the construction and operational phases of the AMEP development as a result of noise, lighting and visual effects, the Secretary of State notes from section 4.3 of the SoCG that Natural England and the MMO agree that those adverse effects can be avoided by the inclusion of appropriate mitigation. He is satisfied that appropriate mitigation of those effects will be secured by the controls on piling under conditions 37 to 43 of the DML, and by the controls on lighting and noise and the proposed operational buffers adjacent to Mitigation Area A and North Killingholme Haven Pits provided for in requirements 22, 24, 25 and 42 of Schedule 11 to the Order. The Secretary of State is satisfied also that, with the establishment of replacement roosting and foraging habitat to be provided in Mitigation Area A, which will be secured by the Terrestrial EMMP referred to above, there will be no adverse effect due to the loss of terrestrial habitat.

**Appendix 11:**

**IoACC Screening Opinion for removal of existing handrail, the construction of new hard surfaced path together with erecting new handrail on land at Henborth, South Stack, August 2019**

Extract p.4/5

**Reference: SCR/2019/34**

**TOWN AND COUNTRY PLANNING (ENVIRONMENTAL IMPACT ASSESSMENT) (ENGLAND AND WALES) REGULATIONS 2017 “EIA Regulations”**

**SCREENING OPINION for removal of existing handrail, the construction of new hard surfaced path together with erecting new handrail on land at Henborth, South Stack**

8. Consideration of the characteristics of the potential impact

8.1. Introduction

- 8.1.1. The potential for the following significant environmental impacts and mitigation to reduce or offset environmental effects from the construction and operation of the Proposed Development are considered in this section of this Screening Opinion.

8.2. Cultural Heritage

- 8.2.1. No heritage assets affected by the proposed development
- 8.2.2. It is therefore, not considered that the proposed development will have a significant effect on cultural heritage such that EIA is required.

8.3. Landscape & Visual

- 8.3.1. The scale of the development is small in EIA terms and it is not considered that the proposed development will have a significant effect on the landscape such that and EIA is required.

8.4. Terrestrial and Freshwater Ecology

- 8.4.1. It is not considered that there are significant effects on the ecology such that EIA is required.

8.5. Surface Water and Groundwater

- 8.5.1. On this basis and given the small scale of the development it is concluded that there are no likely significant effects on surface water and ecology such that EIA is required.

8.6. Public Access and Recreation

- 8.6.1. There are no public rights of way near the site.

8.7. Cumulative Impacts

**Reference: SCR/2019/34**

TOWN AND COUNTRY PLANNING (ENVIRONMENTAL IMPACT ASSESSMENT) (ENGLAND AND WALES) REGULATIONS 2017 "EIA Regulations"

**SCREENING OPINION for removal of existing handrail, the construction of new hard surfaced path together with erecting new handrail on land at Henborth, South Stack**  
None.

9. Any Proposed Mitigation Measures

None.

10. Conclusion

10.1.1. It is considered that this particular development would not constitute 'EIA Development' for the following reasons:

- It is not considered that there will be any significant effect on the environment from the proposed development in terms of the likely significant impacts identified in this screening report.

Arwyddwyd / *Signed*  
(Swyddog Dirprwy / *Delegated Officer*)

GJ

Dyddiad / *Date*

07/08/19

Llofnodwr Awdurdedig /  
*Authorised Signatory*

Dyddiad / *Date*

Cyfnod 3 Wythnos i ben /  
*3 Week Deadline*

30/7/19 – EOT agreed until 9/8/19

Rheswm os yn hwyr / *Explanation if outside period.*

Within 3 week target



**Appendix 12:**

**Henborth Ecological Desk Study, August 2019**

Extract p.26/27

## 8 CONCLUSIONS

The proposed development constitutes reinstatement of an existing footpath that has fallen in to disrepair in recent years. The proposed footpath design will be consistent with that of the Anglesey Coastal Path in the adjacent bay at SH 21555 81464.

### 8.1 Designated Sites

The site lies within four statutory designated sites:

- The SSSI is designated for heathland and maritime grassland communities, coastal cliffs and ledges, as well as invertebrates and birds.
- The SPA is designated for it's breeding population of choughs.
- The SAC is designated for important examples of coastal cliff heathland vegetation.
- The AONB was designated in order to protect the aesthetic appeal and variety of the island's coastal landscape and habitats from inappropriate development.

As the project intends to reinstate an existing footpath, and will not be creating a new access, there is unlikely to be any long-term impact on the habitats and species present.

Vegetation along the route was cut back outside of the bird nesting season to prevent disturbance of birds when nesting.

Choughs are not known to breed in this bay, there are no appropriate rock formations that would be suitable for choughs to nest.

The 1m wide footpath will have a minimal impact on the heathland plant communities that grow in this area. Cliff ledge communities will be unaffected by the path. As a result of the removal of existing invasive and/or non-native species such as hebes and montbretia from the area there will be a net improvement in the quality of habitats.

The design of the footpath has been selected to be in-keeping with the Anglesey Coastal Path, so is unlikely to have a negative impact on the aesthetic appeal of the AONB.

### 8.2 Protected/Priority Species

#### Reptiles and Amphibians

A number of reptile and amphibian species have been identified in the vicinity of the site, and the heath habitats are ideal habitat. If works are carried out between March and October when reptiles and amphibians are active, impact is likely to be minimal.

#### Birds

There are fulmars and jackdaws known to roost on the cliffs on the opposite side of the bay to the footpath, as such reinstatement is unlikely to cause a disturbance.

Songbirds that nest and forage in the heath vegetation are unlikely to be disturbed considering that vegetation removal has already been completed.

#### Invertebrates

There is unlikely to be a long-term negative impact on invertebrates.

#### Mammals

Terrestrial and marine mammals are unlikely to be affected by reinstatement of the footpath. Bats that use the sea cliffs of Anglesey to shelter from wind when commuting may be impacted by the installation of lighting on the footpath. Any lighting design must take this in to account.

#### Plants

Cliff ledge communities will not be affected by reinstatement of the footpath. There will be a minimal reduction of heath habitat, however this is likely to be outweighed by the benefits resulting in the removal of invasive non-native species.

**Appendix 13:**

**Extracts from Technical Advice Note 5 (TAN-5): Nature Conservation and Planning. Annex 3:  
Development Proposals Likely to Affect an Internationally Designated Nature Conservation Site.  
Planning Policy Wales (2009)**

Extract p. 51-58

## DEVELOPMENT PROPOSALS LIKELY TO AFFECT AN INTERNATIONALLY DESIGNATED NATURE CONSERVATION SITE

See section 5.3 above for the context for this Annex.

**As a matter of policy, the Assembly Government has chosen to apply the procedures described below, unless otherwise specified, in respect of Ramsar sites and potential SPAs (pSPAs), even though these are not European sites as a matter of law.**

1. In determining planning applications and other forms of consent, local planning authorities should follow the procedures described below in respect of any internationally designated site and, more generally, should have regard to the Habitats Directive in the exercise of their planning functions in order to fulfil the requirements of the Habitats Directive in respect of the land use planning system<sup>90</sup>.
2. Part IV of the Habitats Regulations regulates the granting of planning permission for development which is likely to significantly affect a European site or European offshore Marine Site<sup>91</sup>, and which is not directly connected with or necessary to the management of the site. The procedures explained in detail below apply to planning decisions taken on or after the date the Regulations came into force, regardless of when the application was submitted.

Although the paragraphs below refer to European sites and European offshore marine sites, it is important that these procedures are also applied, as a matter of policy, to Ramsar sites and, as appropriate and necessary, to help to protect pSAC and pSPA until such time as the site becomes a statutory European site or it is determined that the site should not become part of the Natura 2000 network. Planning authorities should ensure that, where the development could have an effect on a pSPA, permission may only be granted if it is certain that the project will not cause significant pollution or deterioration of the pSPA, or significant disturbance of the bird species for which the pSPA has been proposed (either alone or in combination with other plans or projects) and that in the case of pSACs, the ecological characteristics of the pSAC are safeguarded.

3. PPW sets out the Assembly Government's policy in respect of calling in planning applications that are likely to significantly affect sites of international importance; it will have regard to the advice of CCW on which applications are likely to have such effects. Local planning authorities should be prepared to explain their reasons for granting permission for such applications, particularly if they do not decide the case in accordance with the recommendations of CCW. The reasons for the local planning authority's

<sup>90</sup> Regulation 3(4) The Conservation (Natural Habitats &c) Regulations 1994.

<sup>91</sup> These provisions do not apply, in law, in relation to sites which are European sites by reason of regulation 10(1)(c) of the Conservation (Natural Habitats &c) Regulations 1994 or which are European offshore marine sites by reason of regulation 15(c) of the Offshore Marine Conservation (Natural Habitats &c) Regulations 2007: see regulation 48(7) of the 1994 Regulations. However, these provisions should be applied, as a matter of policy, in relation to such sites.

decision, including the relevant factors considered for the purposes of regulation 48, and if applicable, regulation 49, must be transparent and properly documented. Regulation 49 requires an authority proposing to allow development that would adversely affect a European site or European offshore marine site to notify the Welsh Ministers in advance. Regulation 53 places a duty on the Welsh Ministers to secure, where planning permission is granted in accordance with regulation 49, that any necessary compensatory measures are taken to ensure the overall coherence of Natura 2000. The Assembly Government will therefore expect to see, and be satisfied by, evidence to the effect that a plan or project satisfies the requirements of regulation 49(1) and, if applicable, (2) when applications are referred to it under the provisions of regulation 49(5) and that any necessary compensatory measures have been secured.

4. The approach to be taken in considering a development proposal that might affect an internationally designated site is set out below, and applies regardless of whether the decision-taker is the Welsh Ministers, an Inspector or the local planning authority. This process is represented in the flow chart in Figure 1. The European Commission has also issued guidance which planning authorities should consider<sup>92</sup>.

5. The decision-taker must first establish whether the proposed development is directly connected with or necessary to site management for nature conservation<sup>93</sup> of a European site or European offshore marine site. There will be few cases where a development is directly connected with, or the whole of the development is necessary to, site management and, therefore, not further subject to the requirements of regulation 48. If any part of the development is not so connected with or necessary for site management, the whole project must be subject to the procedures of regulation 48.

### Likely significant effect

6. If the proposed development is not directly connected with or necessary to site management the decision-taker must determine whether the proposal is likely to have a significant effect<sup>94</sup> on a European site or European offshore marine site. An appropriate assessment is required where there is a probability or risk that the plan or project will have significant effects on a site. The decision on whether an appropriate assessment is necessary should be made on a precautionary basis.

7. The consideration of the likelihood of significant effects is a form of screening process or risk assessment which should be repeated if a project significantly changes during consideration by the planning authority. The planning authority must consider whether the proposed development would be likely to have a significant effect on any European site or European offshore marine site. In doing so, it must adopt a precautionary approach:

<sup>92</sup> *Managing Natura 2000 Sites: the provisions of Article 6 of the 'Habitats' Directive 92/43/EEC*, European Commission, April 2000, *Guidance document on Article 6(4) of the 'Habitats' Directive 92/43/EEC*, European Commission, January 2007, and *Assessment of Plans and Projects Significantly Affecting Natura 2000 Sites*, European Commission, November 2001.

<sup>93</sup> *ibid* Regulation 48(1)(b).

<sup>94</sup> *ibid*. Regulation 48(1)(a).

- The development project should be considered '**likely**' to have such an effect if the planning authority is unable, on the basis of objective information, to exclude the possibility that the project could have significant effects on any "European site", either alone or in combination with other plans or projects.
- An effect will be '**significant**' in this context if it could undermine the site's conservation objectives. The assessment of that risk must be made in the light of factors such as the characteristics and specific environmental conditions of the "European site" in question<sup>95</sup>.

8. This is in line with the ruling of the European Court of Justice in Case C-127/02 (the Waddenzee judgment) which states that *"any plan or project not directly connected with or necessary to the management of the site is to be subject to an appropriate assessment of its implications for the site in view of the site's conservation objectives if it cannot be excluded, on the basis of objective information, that it will have a significant effect on that site, either individually or in combination with other plans or projects"*.

9. Taking account of advice from CCW, local planning authorities should consider whether the effect of the proposal on the site, either individually or in combination with other proposals<sup>96</sup>, is likely to be significant in terms of the ecological objectives for which the site was designated.

10. The decision-taker may require the proposer to provide such further information as is reasonably necessary to assess the likelihood and significance of potential effects, and thus enable the decision-taker to determine whether an appropriate assessment is required<sup>97</sup>. The additional information which might be needed might include, for example, whether the site's features include any priority natural habitat types or priority species, whether the site's features are at favourable conservation status, and whether there are any impediments to improving their status, especially those that could be addressed by the plan.

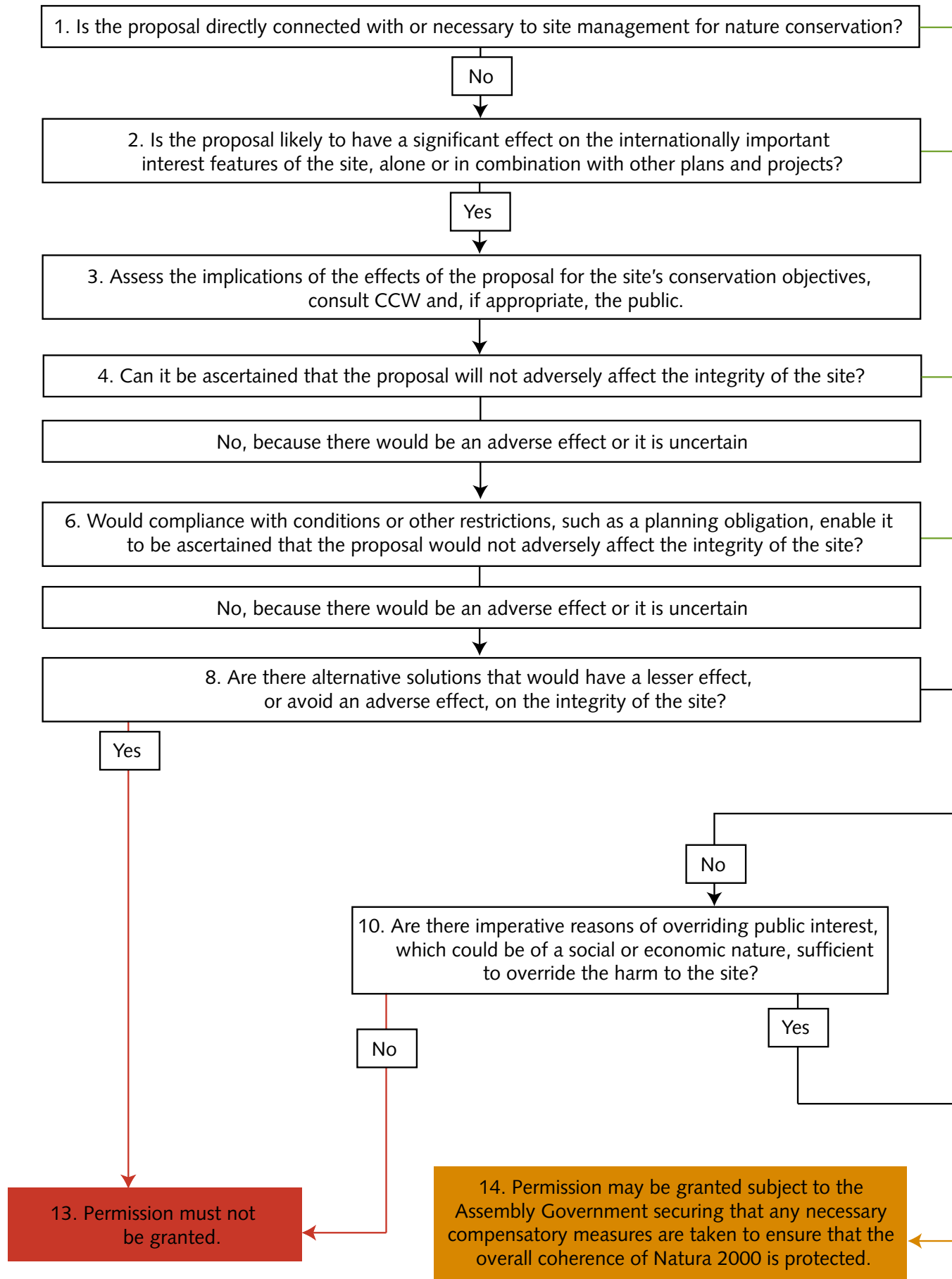
11. It is important that the likelihood of a significant effect is assessed in respect of each interest feature, for which the site is internationally designated, and for each designation where a site is designated, classified or listed under more than one international obligation. Local planning authorities should ensure that the assessment takes into account the full range of Ramsar interests for which the site has been listed and their vulnerability to any effects of the proposed development. CCW will advise on a case-by-case basis.

<sup>95</sup> Refer to Case C-127/02, paragraph 49.

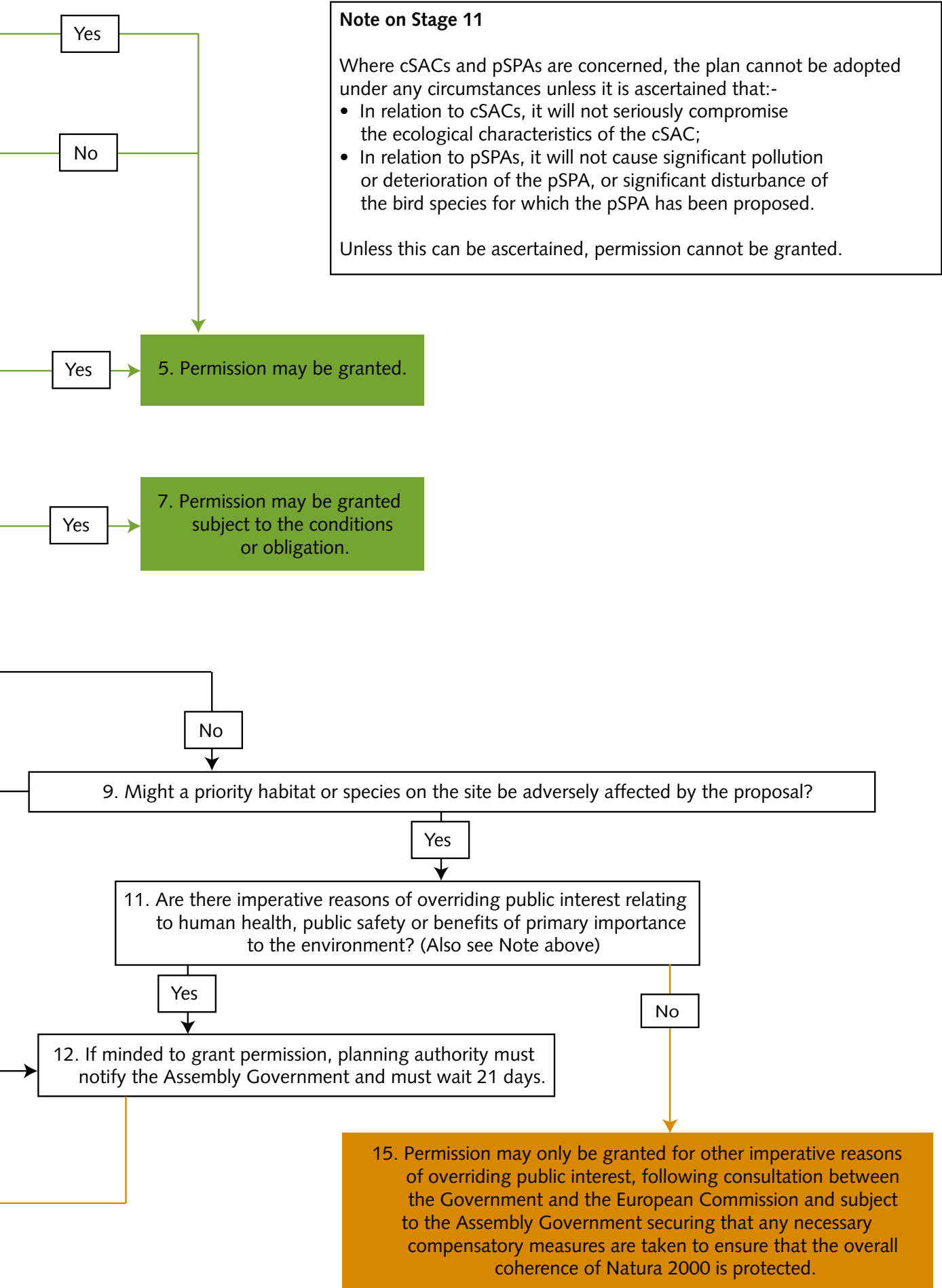
<sup>96</sup> Regulation 48(1)(a) The Conservation (Natural Habitats &c) Regulations 1994.

<sup>97</sup> *ibid* Regulation 48(2).

## CONSIDERATION OF DEVELOPMENT PROPOSALS AFFECTING INTERNATIONALLY







12. In considering the combined effects of other plans and projects it will normally be appropriate to take account of outstanding consents that are not started or fully implemented, ongoing activities or operations that are subject to continuing regulation (such as discharge consents or abstraction licences) and other proposals that are subject to a current application for any kind of authorisation, permission, licence or other consent. The effects of projects which have already been implemented and policies and proposals in adopted and published draft plans should also be included in the in-combination test. Thus, the assessment is not confined to proposals that require planning permission, but includes all plans and projects.

13. Compensatory measures (see below) should **not** be taken into account in assessing whether the proposal is likely to have significant effects on a European site or European offshore marine site.

### The appropriate assessment

14. If the decision-taker concludes that a proposed development not directly connected with site management is likely to significantly affect a European site or European offshore marine site, they must make an appropriate assessment of the implications of the proposal for the site in view of the site's conservation objectives<sup>98</sup>. These relate to each of the interest features for which the site was classified or listed and will be provided in more detail by CCW<sup>99</sup>. The scope and content of an appropriate assessment will depend on the nature, location, duration and scale of the proposed project and the interest features of the relevant site. It is important that an appropriate assessment is made in respect of each interest feature for which the site is classified or listed; and for each designation where a site is classified or listed under more than one international obligation. CCW will advise on a case-by-case basis. The decision-taker can require the applicant to provide such information as may reasonably be required to undertake the assessment<sup>100</sup>.

15. In the Waddenzee judgment<sup>101</sup> the European Court of Justice ruled that an appropriate assessment implies that **all** the aspects of the plan or project which can, by themselves or in combination with other plans and projects, affect the site's conservation objectives must be identified in the light of the best scientific knowledge in the field<sup>102</sup>.

<sup>98</sup> Regulation 48(1) The Conservation (Natural Habitats &c) Regulations 1994.

<sup>99</sup> For cross border sites with England, the site conservation objectives would be provided jointly by CCW and Natural England.

<sup>100</sup> Regulation 48(2) The Conservation (Natural Habitats &c) Regulations 1994.

<sup>101</sup> ECJ Case C-127/02.

<sup>102</sup> See also *Managing Natura 2000 Sites*, European Commission, April 2000 as amended by *Guidance document on Article 6(4) of the 'Habitats Directive' 92/43/EEC Clarification of the concepts of alternative solutions, imperative reasons of overriding public interest, compensatory measures, overall coherence and opinion of the Commission* January 2007.

16. As part of the assessment process, the decision-taker must consult CCW<sup>103</sup> (and Natural England where the site affected lies wholly or partly in England, and the JNCC where the site affected is an European Offshore Marine Site) and must have regard to any representations made by CCW and, where relevant, Natural England and JNCC. The decision-taker may also consult the general public<sup>104</sup>. It is for the decision-taker to decide whether publicity and consultation over and above that required under the planning or other regulatory procedures should be undertaken. In most cases, existing arrangements for publicity and consultation are likely to be adequate but the decision-taker may usefully consult organisations that may have relevant information or expertise, such as the Environment Agency Wales, the Wildlife Trusts, Amphibian & Reptile Conservation Trust, Plantlife, RSPB, The Butterfly Conservation Society (see Annex 11 for websites).

### Ascertaining the effect on site integrity

17. In the light of the conclusions of the assessment of the project's effects on the site's conservation objectives, the decision-taker must determine whether it can ascertain that the proposal will not adversely affect the integrity of the site(s)<sup>105</sup>. This test incorporates the precautionary principle. It is not for the decision-taker to show that the proposal would harm the site, in order to refuse the application or appeal. It is for the decision-taker to consider the likely and reasonably foreseeable effects and to ascertain that the proposal will not have an adverse effect on the integrity of the site before it may grant permission. If the proposal would adversely affect integrity, **or the effects on integrity are uncertain but could be significant**<sup>106</sup>, the decision-taker should not grant permission, subject to the provisions of regulations 49 and 53 as described below.

18. In the Waddenzee judgment, the European Court of Justice ruled that a plan or project may be authorised only if a competent authority has made **certain** that the plan or project will not adversely affect the integrity of the site. "*That is the case where no reasonable scientific doubt remains as to the absence of such effects*". Competent national authorities must be "**convinced**" that there will not be an adverse effect and where doubt remains as to the absence of adverse affects, the plan or project must not be authorised, subject to the procedure outlined in Article 6(4) of the EC Habitats Directive regarding imperative reasons of overriding public interest<sup>107</sup>.

<sup>103</sup> Regulation 48(3) The Conservation (Natural Habitats &c) Regulations 1994.

<sup>104</sup> *ibid.* Regulation 48(4).

<sup>105</sup> Regulation 48(5) The Conservation (Natural Habitats &c) Regulations 1994. See also paragraphs 25-28 below.

<sup>106</sup> See ADT Auctions Ltd v Secretary of State Environment, Transport and the Regions and Hart District Council (2000) JPL 1155 at p. 1171 where it was held that, it was implicit in the wording of regulation 48(5) that the adverse effect on the integrity of the site had to be a significant adverse effect.

<sup>107</sup> Regulation 49 The Habitats Regulations 1994.

19. The integrity of a site is the coherence of its ecological structure and function, across its whole area, which enables it to sustain the habitat, complex of habitats and/or the levels of populations of the species for which it was classified or listed. In determining the effect on site integrity, the advice of CCW and the citation issued by them saying why the site was classified or listed will need to be carefully considered. Whilst it is the duty of the decision-taker to carry out the appropriate assessment and make a judgement as to the effect on site integrity, it would normally be expected to adopt the advice of CCW on the integrity test. If it does not, the decision-taker should have convincing and exceptional reasons for not adopting the advice, which it should be prepared to explain, and it should be able to show that these reasons are clearly supported by sound scientific evidence.

20. Depending on the nature conservation value of the site, it may be necessary to identify whether particular aspects such as hydrology, disturbance or land-take should be specifically addressed. In the simplest cases, a general statement from CCW of the impact of the development may suffice. The assessment required under the Habitats Regulations does not correspond to an environmental impact assessment (EIA), although for some projects EIA will be necessary. In such cases it will be appropriate to use some of the information assembled for the purposes of the EIA also for the assessment required by the Habitats Regulations. Indeed, in practice it has been useful for environmental impact statements to include a separate chapter providing information that, along with other information such as the responses to consultations, will be required by the decision-taker to undertake the assessments required by the Habitats Regulations<sup>108</sup>.

21. Compensatory measures (see below) should **not** be taken into account in assessing whether the proposal would adversely affect the integrity of European sites or European offshore marine sites.

### Considering conditions or other restrictions

22. As part of the judgement on integrity, the decision-taker must consider the way in which it is proposed to carry out the project and whether conditions or other restrictions (such as a section 106 planning obligation) would help to ensure that site integrity will not be adversely affected<sup>109</sup>. This is an important requirement of the Regulations and local planning authorities should consider whether a consent could be issued in accordance with regulation 48 subject to conditions. In practice, this means that the local planning authority should identify the potential risks so far as they may be reasonably foreseeable in light of such information as can reasonably be obtained, and put in place a legally enforceable framework with a view to preventing the risks from materialising<sup>110</sup>.

<sup>108</sup> See also *Managing Natura 2000 Sites*, European Commission, April 2000 as amended by *Guidance document on Article 6(4) of the 'Habitats Directive' 92/43/EEC Clarification of the concepts of alternative solutions, imperative reasons of overriding public interest, compensatory measures, overall coherence and opinion of the Commission* January 2007.

<sup>109</sup> Regulation 48(6) The Habitats Regulations 1994.

<sup>110</sup> See *WWF-UK Ltd and RSPB - v - Secretary of State for Scotland et al* [1999] 1 C.M.L.R. 1021 [1999] Env. L.R. 632 opinion of Lord Nimmo-Smith.

**Appendix 14:**

**Extracts from IoACC's Working for the Wealth of Wildlife: Anglesey's Local Biodiversity Action Plan (2003)**

Extract p. 25/26

## **CLOGWYNI MOR A GLANNAU MOR** **CREIGIOG**

Gan gynnwys glannau mor gyda chreigiau, clogwyni ac/ neu fannau o greigiau sy'n rhedeg i lawr yn raddol, pyllau glan mor ayyb. Darnau isaf yn bwysig i rywogaethau sy'n byw rhwng y ddau lanw. Yn aml, mae'r rhan uchaf yn ymdoddi i rostir. Gall clogwyni fod yn bwysig i adar môr sy'n nythu.

**Arwynebedd/ safleoedd:** I'w gweld ar arfordir y gogledd a'r gorllewin: Rhoscolyn, Trwyn Ifan, Ynys Llanddwyn; hefyd Ynys Gybi. Nodweddion pwysig yn yr AHNE.

**Cyflwr:** Fel arfer yn dda, ond mae'r darnau uchaf yn tueddu i fynd yn llai am eu bod yn cael eu gwasgu gan ddefnydd tir cyfagos (fe allai rheolaeth traddodiadol wedi'i gorffen).

### **Ffactorau'n achosi Dirywiad/ materion:**

- Pwysau hamdden e.e. llwybrau.
- Llygredd oherwydd carthffosiaeth a damweiniau ar y môr yn gollwng olew.
- Amddiffynfeydd sylweddol rhag y môr.
- Pwysau amaethyddol ar ochr y clogwyn: peidio â dilyn sustemau pori traddodiadol, dympio silwair ayyb.

### **Camau ar hyn o bryd:**

- # CSYM yn wardenio nifer o draethau gan gynnwys rhai darnau creigiog.
- # Gwarchodfa CFGA yn Ynys Lawd yn rheoli'r clogwyni ac yn cyfyngu ar ddringo yn ystod y tymor bridio.
- # Yr Ymddiriedolaeth Genedlaethol yn perchen rhai darnau ar arfordir y Gogledd: Carmel Head, Llanbadrig, Fedw Fawr, Clegir Mawr, Porth.
- # Gwaith ar y Cynllun Llygredd Mor Wrth Gefn.
- CSYM
- # Rhai mannau o dan gytundebau ESA LICC
- # Rheolaeth CCGC ar Ynys Llanddwyn

### **Amcanion Cyffredinol a Thargedau**

Gwarchod y cynefin, heb golli arwynebedd nac ansawdd. Anelu at ymestyn rheolaeth addas i tua 4 km pellach o leia, erbyn 2007.

## **SEA CLIFFS AND ROCKY SHORES**

Including shores with rocks, cliffs and/ or areas of gently sloping rock, rockpools and so forth. Lower parts are important for intertidal species. The upper zone often grades into heath. Cliffs can be important for nesting seabirds.

**Area/ sites:** Found particularly on north and west coasts: Rhoscolyn, Trwyn Ifan, Ynys Llanddwyn; also Ynys Gybi. Important features in the makeup of the AONB.

**Condition:** Good overall, though upper sections suffer 'squeeze' from adjacent land use (traditional management may be abandoned).

### **Factors causing Decline/ issues:**

- Recreational pressures e.g. footpaths.
- Pollution, both from discharges such as sewage and accidental spillages such as oil.
- Major sea defences.
- Agricultural impact to cliff edge: the abandoning of traditional grazing, dumping of silage and so forth.

### **Current action:**

- # IACC warden a number of beaches including some rocky sections.
- # RSPB reserve at South Stack manages cliffs including climbing restrictions during breeding season.
- # National Trust own some sections on North coast: Carmel Head, Llanbadrig, Fedw Fawr, Clegir Mawr, Porth.
- # Work on Marine Pollution Contingency Plan.
- IACC
- # Some areas covered by ESA agreements WAG
- # CCW management of Ynys Llanddwyn

### **Overall Objectives and Targets**

To safeguard the habitat, with no loss of area or quality. Aim to extend appropriate management to about 4 km more of sea cliffs at least, by 2007.

### **Camau Arfaethedig:**

#### **Rheolaeth ac Amddiffyniad**

# Parhau i wella trin carthion.

AyrA

# Ystyried ymestyn ardal morol mewn i'r tir, efo pori agored yn llain y caeau morol.

CSYM, YG.

# Ceisio rheolaeth addas, dan gynllun TirGofal a chytundebau A 15.

LICC, CCGC, CFGA, YG

# Gorffen cynhyrchu, a rhedeg/ defnyddio Cynllun Llygredd Mor Wrth Gefn.

CSYM

# Cysylltiad cyson â CMP ar ddringo.

### **Cynghori**

# Darparu cyngor i dirfeddianwyr a defnyddwyr eraill.

AHNE

### **Ymchwil/ Monitro**

# Monitro ardaloedd sensitif ar gyfer newidiadau dros amser.

**Agoriadau** - Prosiectau Myfyrwyr

### **Addysg/ Ymwbyddiaeth**

# Darparu gwybodaeth i annog defnydd a mwynhad diogel, heb achosi newid i fioamrywiaeth.

CCGC, CSYM.

### **Gweithredu:**

**Arweiniad:** IACC

**Chwaraewyr allweddol:** CCGC, CSYM, CFGA, YG, CMP.

### **Prif Gysylltiadau/ Diddordeb ar y Cyd â CGG a CGR Eraill:**

Traethau Tywod, Rhosdir yr Arfordir a'r Iseldir

Bran goesgoch

### **Proposed Action:**

#### **Management and Protection**

# Continue to improve sewage treatment.  
EA

# Consider extending coastal zone inland, with open grazing in coastal field strip.  
IACC, NT.

# Seek appropriate management under Tir Gofal scheme and S 15 agreements.  
WAG, CCW, RSPB, NT

# Completion and running/ using of Marine Pollution Contingency Plan.

IACC

# Ongoing liaison with BMC on climbing.

### **Advisory**

# Provide advice to landowners and other users.

AONB

### **Research/ Monitoring**

# Monitor sensitive areas for effects over time.

**Openings** - Student Projects

### **Education Awareness**

# Make information available to encourage safe use and enjoyment without damage to biodiversity.

CCW, IACC.

### **Implementation:**

**Lead:** IACC

**Key players:** CCW, IACC, RSPB, NT, BMC.

### **Main Links/ Common Interest with Other HAPs and SAPs:**

Sandy Beaches, Coastal and Lowland

Heathland

Chough

**Appendix 15:**

**CIEEM (2018) Guidelines for Ecological Impact Assessment in the UK and Ireland: Terrestrial, Freshwater, Coastal and Marine version 1.1. Chartered Institute of Ecology and Environmental Management, Winchester**

**Extract 1 – p29-32. Identifying Important Ecological Features for inclusion within an EclA**

**Extract 2 – p36-39 & 41-42. Methodology for Impact Assessment within an EclA**



3.10 The spatial and temporal extent of the baseline should also be informed by the potential for cumulative effects, as well as the need for information to support design of suitable mitigation and compensation measures.

3.11 The spatial extent of baseline studies should be flexible to accommodate different needs. For example, impacts on part of an ecosystem, habitat or population may have implications for the whole ecosystem, habitat or population so that a larger study area may be needed. Vulnerability of different habitats and species may vary greatly depending on the type of project (see 'zone of influence', paragraphs 2.20 to 2.24).

## Data

3.12 Data used to establish baseline conditions can be obtained from a range of sources, including desk study and surveys. These surveys may have been carried out during scoping, or scoping may have identified the need for further baseline survey to address gaps. In particular, baseline data for species and habitats may not be available in some marine areas. Standard survey methods should be used to ensure that the data collected are robust and results can be easily interpreted and compared with those from other investigations. Habitat surveys should follow a published and recognised habitat classification system that is appropriate for the site's location (see Appendix 5). Details of how methods have been tailored to meet the needs of the study should be included. If survey methods vary from accepted good practice this should be explained and justified, and reliability of the results discussed.

3.13 Any limitations of surveys, such as information, access or seasonal constraints, should be outlined (see BS 42020<sup>44</sup>, clause 6.7). However, these limitations should be avoided wherever possible, for example by undertaking additional surveys. All surveys should be carried out by suitably skilled and experienced staff. Certain protected species surveys must be carried out under the appropriate licence. If surveys are undertaken out of the optimal survey season, or there are other substantive limitations to the data collected, further information may be needed to ensure that the EclA is robust.

3.14 If it is not feasible to gain access to land beyond the project site, it may be possible to undertake a basic survey from public highways or other accessible public spaces<sup>45</sup>. The considerable limitations of this type of survey and the influence on confidence in the conclusions should be assessed and reported. Where feasible, survey limitations should be addressed: for example, if access to private land can be gained at a later date, survey findings should be updated.

3.15 Desk study information can be obtained from a range of sources, including the local environmental records centre, local nature conservation groups and individuals, previous survey reports for the site or other sites in the surrounding area, and various web-based sources<sup>46</sup>. Aerial photographs or other remote sensing data such as satellite images, Lidar data and hydrographic data can provide insight into spatial and temporal relationships.

## Introduction

4.1 One of the key challenges in EclA is to decide which ecological features (habitats, species, ecosystem and their functions/processes) are important and should be subject to detailed assessment. Such ecological features will be those that are considered to be important and potentially affected by the project. It is not necessary to carry out detailed assessment of features that are sufficiently widespread, unthreatened and resilient to project impacts and will remain viable and sustainable. However, efforts should still be made to safeguard biodiversity in its entirety, as emphasised by the Convention on Biological Diversity<sup>47</sup> and developed in the EU Biodiversity Strategy 2020<sup>48</sup>. The EU Strategy and national policy documents emphasise the need to achieve no net loss of biodiversity and enhancement of biodiversity.

4.2 Ecological features can be important for a variety of reasons and the rationale used should be explained to demonstrate a robust selection process. Importance may relate, for example, to the quality or extent of designated sites or habitats, to habitat/species rarity, to the extent to which they are threatened throughout their range, or to their rate of decline.

## Determining Importance

4.3 The EclA should demonstrate how a proposal will comply with statutory requirements and policy objectives for biodiversity. European, national and local governments and specialist organisations have identified a large number of sites, habitats and species that provide the key focus for biodiversity conservation in the UK and Ireland, supported by policy and legislation. These provide an objective starting point for identifying the important ecological features that need to be considered in EclA (Box 14).

### Box 14: Key sites, habitats and species for biodiversity and nature conservation in the UK and Ireland

#### Designated Sites

- Statutory sites designated or classified under international conventions or European legislation, for example
  - World Heritage Sites, Biosphere Reserves, Wetlands of International Importance (Ramsar sites), Special Areas of Conservation, Special Protection Areas\*
- Statutory sites designated under national legislation, for example
  - Sites of Special Scientific Interest (England, Wales, Scotland)
  - Areas of Special Scientific Interest (Northern Ireland)
  - Marine Conservation Zones (England, Wales, Northern Ireland), Nature Conservation Marine Protected Areas (Scotland)\*\*
  - Natural Heritage Areas (Ireland)
  - National Nature Reserves (UK)
  - Nature Reserves (Ireland)
  - Refuges for Fauna (Ireland)
  - Wildfowl Sanctuaries (Ireland)
  - Local Nature Reserves (UK)
- Locally designated wildlife sites

### National Biodiversity Lists

- Habitats and species of principal importance for the conservation of biodiversity: England<sup>49</sup>, Wales<sup>50</sup> and Scotland Biodiversity List<sup>51</sup>
- Northern Ireland priority habitats<sup>52</sup> and species<sup>53</sup>
- Protected and rare species in Ireland<sup>\*\*\*54</sup>
- Priority Marine Features (Scotland)<sup>\*\*\*\*55</sup>
- Ancient woodland inventories<sup>56</sup> for England, Ireland, Northern Ireland, Scotland and Wales

### Biodiversity Action Plan lists

- UK BAP<sup>\*\*\*\*</sup> priority habitat<sup>57</sup> and priority species<sup>58</sup>
- Local BAP priority species and habitats<sup>59</sup>

### Red Listed, Rare, Legally Protected Species

- Species of conservation concern, Red Data Book (RDB) species – UK<sup>60</sup>; Ireland<sup>61</sup>
- Birds of Conservation Concern – UK<sup>62</sup>; Ireland<sup>63</sup>
- Nationally rare and nationally scarce species – UK<sup>64</sup>; Ireland<sup>65</sup>
- Legally protected species – UK<sup>66</sup>; Ireland<sup>67</sup>
- OSPAR Commission list of threatened / declining species in the North-east Atlantic<sup>68</sup>

**Note:** there is overlap in these lists and many habitats and species appear on several.

*\*Including candidate SACs and proposed SPAs, SACs and Ramsar sites*

*\*\* MCZs and NCMPAs (Scotland), plus other statutory designated sites of marine importance, are collectively defined in the UK as Marine Protected Areas.*

*\*\*\* Ireland: Local Authority BAPs, Heritage Plans, Local Area Plans and County Development Plans also identify locally important species and habitats.*

*\*\*\*\*Supersedes the Scottish Biodiversity List for marine habitats and species*

*\*\*\*\*\*The UK BAP lists of priority habitats and species have been superseded by the national biodiversity lists, but they are a useful reference source.*

4.4 Ecologists may identify ecological features that are not included in lists of important sites or features, but considered important on the basis of expert judgment e.g. because of their local rarity or because they enable effective conservation of other important features. For example, an area of low quality grassland neighbouring a designated saltmarsh could be considered important to allow the saltmarsh to migrate landward as a consequence of sea level rise.

4.5 Ecological features might also be important because they play a key functional role in the landscape as 'stepping stones' for migratory species to move during their annual migration cycle, as well as for species to move between sites, to disperse populations to new locations, to forage, or move in response to climate change<sup>69</sup>. Ecosystem processes are very important e.g. fronts and upwellings that lead to important aggregations of marine wildlife; groundwater dependent ecosystems.

4.6 Various characteristics contribute to the importance of ecological features. Examples include:

- naturalness
- animal or plant species, sub-species or varieties that are rare or uncommon, either internationally,

nationally or more locally, including those that may be seasonally transient

- ecosystems and their component parts, which provide the habitats required by important species, populations and/or assemblages
- endemic species or locally distinct sub-populations of a species
- habitats that are rare or uncommon
- habitats that are effectively irreplaceable
- habitat diversity
- size of habitat or species population
- habitat connectivity and/or synergistic associations
- habitats and species in decline
- rich assemblages of plants and animals
- large populations of species or concentrations of species considered uncommon or threatened in a wider context
- plant communities (and their associated animals) that are considered to be typical of valued natural/semi-natural vegetation types, including examples of naturally species-poor communities
- species on the edge of their range, particularly where their distribution is changing as a result of global trends and climate change.

### Geographic context

4.7 The importance of an ecological feature should be considered within a defined geographical context. It is recommended that the following frame of reference be used, or adapted to suit local circumstances:

- International and European
- National
- Regional
- Metropolitan, County, vice-county or other local authority-wide area
- River Basin District
- Estuarine system/Coastal cell
- Local.

4.8 Various approaches can be adopted for defining local importance, including assessment within a district, borough or parish context or within other locally defined areas. Consideration of impacts at all scales is important, and essential if objectives for no net loss of biodiversity and maintenance of healthy ecosystems are to be achieved.

4.9 The following paragraphs provide guidance on how to apply the concept of importance to assess the impacts of projects on designated nature conservation sites, habitats, species and ecosystem services.

### Designated sites

4.10 For designated sites, importance should reflect the geographical context of the designation. For example, Local Wildlife Sites may be designated according to criteria applied in a county or district context, and should be considered important accordingly.

4.11 Sites that are considered to be important in an international, European and national context and protected through international and national legislation are identified on the Joint Nature Conservation Committee (UK)<sup>70</sup> and National Parks & Wildlife Service (Ireland)<sup>71</sup> protected sites webpages. Information on international and national designated sites in Scotland is also provided on SNH SiteLink<sup>72</sup> webpages and for Northern Ireland on the Northern Ireland Environment Agency<sup>73</sup> website. Information on protected sites in Wales is provided on the NRW website<sup>74</sup>. Where there is potential for a significant effect on such sites, the effect should be assessed in accordance with the respective statutory procedures and relevant government policy.

4.12 Where a site has multiple designations the EclA should consider the impacts of the development in respect of each of the features of each of the designations, carefully distinguishing between them in

accordance with the respective legislation and policy. For example, where a site is both a SSSI and a SPA or SAC (in the UK), or SPA/SAC and a NHA (in Ireland), the impacts need to be assessed in respect of each of the interests and for each of the qualifying features of the SSSI, SPA, SAC or NHA, carefully applying the differing legislative and policy requirements in respect of each designation, as may be necessary.

**4.13** In both UK and Ireland it is also necessary to have regard to impacts on features for which a site may be notified, designated or classified in the future. In particular, in Ireland, a suite of proposed Natural Heritage Areas (pNHAs) were published on a non-statutory basis in 1995. These should be considered important at the national scale, although they are not currently formally proposed for designation, and are generally given protection through statutory licensing restrictions and planning policies. NHAs are designated under the Wildlife (Amendment) Act 2000 and become legally protected from the time that they are statutorily proposed for designation. European case law also requires member states to ensure adequate and appropriate levels of protection for sites that may, or should, be classified as SPAs or designated as SACs.

**4.14** On the rare occasion that a site no longer appears to meet the criteria relating to its designation or proposed designation, discussions should be held with the designating authority to agree how the site should be treated. Where this relates to internationally/nationally designated sites, unless the site has been formally 'de-notified', the designation still applies and the relevant national government has legal and policy obligations to ensure that the site is restored to favourable condition. It must be demonstrated in the EclA that development will not be detrimental to the recovery of these sites.

**4.15** Conversely, there may be occasions when an undesignated site is considered to meet published selection criteria for statutory or non-statutory site designation or have substantive potential to meet them. This should be used to guide the assessment of importance and discussions should be held with the potential designating authority to agree how the site should be treated.

## Habitats

**4.16** Habitat types of European (International) conservation importance are listed on Annex I of the Habitats Directive. Habitat types that are considered priorities for conservation in England are listed as habitats of principal importance under section 41 of the Natural Environment and Rural Communities Act 2006<sup>75</sup>. Habitat types of priority for conservation in Wales are listed under section 7 of the Environment (Wales) Act, 2016<sup>76</sup>. Habitats considered of principal importance for biodiversity in Scotland (the Scottish Biodiversity List) are listed under Part 1 section 2(4) of the Nature Conservation (Scotland) Act 2004<sup>77</sup> and Priority Marine Features, which supersedes marine habitats in the Scottish Biodiversity List, are listed on the Scottish Natural Heritage website<sup>78</sup>. Valuing Nature – A Biodiversity Strategy for Northern Ireland to 2020 refers to priority habitats and this list is hosted on the Northern Ireland Environment Agency website as the 'biodiversity list for priority habitats'<sup>79</sup>. Habitats protected at national level in Ireland are listed in the National Biodiversity Action Plan 2017-2021 and under the Wildlife Acts, 1976 to 2012<sup>80</sup>. Additional locally important habitats may be listed in local Biodiversity Action Plans<sup>81</sup>.

**4.17** There may be cases where important habitat types are affected but they are currently in a degraded or unfavourable condition. Whilst the current baseline condition of a habitat may be sub-optimal, its potential value should be considered, including its possible contribution to conservation objectives. It is essential not to under-estimate the importance of habitats in sub-optimal condition where there is potential for restoration. It is also particularly important to conserve irreplaceable habitats, as reflected in the England National Planning Policy Framework (2018)<sup>82</sup>.

## Species

**4.18** Species of European (International) conservation importance are listed on Annexes II, IV and V of the Habitats Directive and Annex I of the Birds Directive. Species that are considered to be priorities for conservation in England are listed as species of principal importance under sections 41 of the Natural Environment and Rural Communities Act, 2006<sup>83</sup>. Species that are priority for conservation in Wales are listed under section 7 of the Environment (Wales) Act, 2016<sup>84</sup>. Species considered of principal importance for biodiversity in Scotland (the Scottish Biodiversity List) are listed under Part 1 section 2(4) of the Nature Conservation (Scotland) Act 2004<sup>85</sup> and Priority Marine Features, which supersedes marine species in the Scottish Biodiversity List are listed on the Scottish Natural Heritage website<sup>86</sup>. The Northern Ireland Biodiversity Strategy lists 'Priority Species' and the list is hosted on the Northern Ireland Environment Agency

website<sup>87</sup>. There is no equivalent list of national priority species in Ireland, apart from species protected under the Wildlife Acts 1976 to 2012<sup>88</sup>, Red Lists<sup>89</sup> and Birds of Conservation Concern in Ireland<sup>90</sup> species. Additional locally important species may be listed in local Biodiversity Action Plans (see Box 13 for additional lists of important species for nature conservation).

**4.19** Deciding the importance of species populations should make use of existing criteria where available. For example, there are established criteria for defining nationally and internationally important populations of waterfowl. The scale within which importance is determined could also relate to a particular population, e.g. the breeding population of common toads within a suite of ponds or an other population within a catchment.

**4.20** When determining the importance of a species population, contextual information about distribution and abundance is fundamental, including trends based on historical records. For example, a species could be considered particularly important if it is rare and its population is in decline.

## Legally protected species

**4.21** Specific species have legal protection under Annex IV of the EC Habitats Directive<sup>91</sup> and the appropriate national regulations. In the UK, other species are protected under the Wildlife and Countryside Act 1981 (as amended), the Wildlife and Natural Environment (Northern Ireland) Act 2011<sup>92</sup>, the Nature Conservation (Scotland) Act 2004<sup>93</sup> and the Marine (Scotland) Act 2010<sup>94</sup>. In Ireland, species are protected under the Wildlife Acts 1976 to 2012, the Flora (Protection) Order 2015, and the European Communities (Birds and Natural Habitats) Regulations 2011 (SI 477 of 2011)<sup>95</sup>.

**4.22** Lists of legally protected species may require careful interpretation. For example, in England and Wales birds listed in Schedule 1 of the Wildlife and Countryside Act 1981 (as amended) have special legal protection against disturbance during the breeding season in addition to the general protections afforded to birds. Caution should also be applied when referring to the lists of animal and plant species of Community interest in Annex II of the EC Habitats Directive lists and Annex 1 the EC Birds Directive<sup>96</sup>. These species have no specific legal protection under these Annexes except insofar that SACs and SPAs may be designated because of the presence of these species and that they should be conserved on these sites as defined.

**4.23** Where protected species are present and there is the potential for a breach of the legislation, those species should always be considered as 'important' features. It will always be necessary for the EclA to determine whether there could be a breach of the legislation as a result of the project, and the scheme being assessed needs to be designed/mitigated in such a way that the law will not be contravened.

## Legally controlled species

**4.24** Consideration should also be given to ensuring that land use changes do not result in contravention of laws relating to legally controlled plant and animal species under Schedule 9 of the Wildlife and Countryside Act 1981 in Britain (e.g. Japanese knotweed, Himalayan balsam, giant hogweed), under the Wildlife (Northern Ireland) Order 1985 (as amended), under the Wildlife and Natural Environment (Scotland) Act 2011, under the Wildlife Acts 1976 to 2012 in Ireland, and under the Third Schedule of the European Communities (Birds and Natural Habitats) Regulations 2011 (SI 477 of 2011). See also Invasive Species Ireland<sup>97</sup>. In addition, five plants (common ragwort, broad-leaved dock, curled dock, creeping thistle, spear thistle) are identified as injurious in the Weeds Act 1959 (as amended by The Ragwort Control Act 2003 England and Wales)<sup>98</sup>. The relevant agricultural weed control legislation for Ireland is the Noxious Weeds Act 1936, and weed species to which the Act applies have been added by ministerial orders. EclA should, where appropriate, identify how such species will be controlled. An EU Regulation<sup>99</sup> on invasive alien species came into force on 1 January 2015. This has led to the identification of Invasive Alien Species of Union Concern and establishes measures for prevention, early detection, rapid eradication, and management. This has not been transposed into legislation in the UK or Ireland, but is supported, for example, by the GB Invasive Non-native Species Strategy (2015)<sup>100</sup>.

## Ecosystem services and natural capital

**4.25** Ecosystem services are the benefits that people derive from the natural environment. The natural environment can be considered as a stock of 'natural capital' from which many benefits flow – social, health-related, cultural or economic. Box 15 includes policy guidance on ecosystem services and a summary of types of ecosystem services is provided in Box 16.

## Introduction

### 5.1 The impact assessment process involves:

- identifying and characterising impacts and their effects
- incorporating measures to avoid and mitigate negative impacts and effects
- assessing the significance of any residual effects after mitigation
- identifying appropriate compensation measures to offset significant residual effects
- identifying opportunities for ecological enhancement.

The terms 'impacts' and 'effects' are explained at the end of Chapter 1. The hierarchical process of avoiding, mitigating and compensating ecological impacts and their effects is explained further in paragraph 1.19 and Chapter 6.

5.2 In EclA it is only essential to assess and report significant residual effects that remain after mitigation measures have been taken into account (see paragraphs 5.24 to 5.28). However, it is good practice for the EclA to make clear both the potential significant effects without mitigation and the residual significant effects following mitigation, particularly:

- a) where the mitigation proposed is experimental, unproven or controversial; or
- b) to demonstrate the importance of securing the measures proposed through planning conditions or obligations.

### 5.3 Assessment of ecological impacts is required at the following stages:

- during initial scoping – to provide the basis for selecting ecological features within the zone(s) of influence that require systematic assessment
- during the evolution of the project – to identify the need for avoidance and mitigation and opportunities for enhancement
- after mitigation strategies have been devised and their likely success considered – to assess residual effects and whether these are significant and require compensation.

5.4 The assessment should include potential impacts on each ecological feature determined as 'important' (Chapter 4) from all phases of the project, e.g. construction, operation and decommissioning. Impacts should be characterised, through consideration of their magnitude and/or extent, the route through which they occur (whether direct, indirect, secondary or cumulative) and their duration and their reversibility. Positive impacts should be assessed as well as negative ones.

### 5.5 The assessment of impacts should take into account the baseline conditions to allow:

- a description of how the baseline conditions will change as a result of the project and associated activities
- the identification of cumulative impacts arising from the proposal and other relevant developments.

5.6 The significant effects must be assessed in the context of the predicted baseline conditions within the zone(s) of influence during the lifetime of the development (see Chapter 3). Information may be required from other specialists as impacts may relate to noise, air quality, hydrology, water quality, coastal processes etc. Liaison with other disciplines will enable more robust predictions for project-related bio-physical changes and assessment of their ecological implications. Cross-reference should be made to other assessments submitted with the project proposal.

## Predicting Ecological Impacts and Effects

5.7 The process of predicting ecological impacts and effects should take account of relevant aspects of ecosystem structure and function – see Box 17.

### Box 17: Aspects of ecological structure and function to consider when predicting impacts and effects

#### Available resources

- territory – hunting/foraging grounds, shelter and roost sites, breeding and spawning sites, corridors for migration and dispersal, stop-over sites
- food and water (quantity and quality)
- soil minerals and nutrients and hydrochemistry
- solar radiation, light penetration and gaseous resources
- water movement and connectivity

#### Environmental processes

- flooding, drought, wind blow and storm damage, disease, eutrophication, erosion, deposition and other geomorphological processes, fire, temperature fluctuations and climate change
- additional marine, oceanographic and physical-chemical processes, including wind and weather patterns, wave and tidal conditions and sedimentary processes

#### Ecological processes and relationships

- population dynamics – population cycles, survival / reproduction rates, competition, predation, seasonal behaviour, dispersal / genetic exchange
- vegetation dynamics– colonisation, succession, competition, and nutrient-cycling
- food webs, predator-prey relationships, herbivore/planktivore food-source relationships, herbivore-carnivore relationships, adaptation, and dynamism
- decomposer, primary producer, parasite, predator, keystone species

#### Human influences

- animal husbandry, cutting, burning, mowing, draining, irrigation, culling, hunting, excavations, dredging, ground profiling, water abstraction, ploughing, seeding, planting, cropping, fertilising, pesticides, herbicides, pollution and contamination, introduction of non-native species, weeds and genetically modified organisms, disturbance from public access and recreation, pets, transport
- aquaculture husbandry, fishing activities, bait digging, shellfisheries, kelp harvesting, maintenance dredging, coastal defence, flow regulation

#### Historical context

- natural range of variation over recorded historical period
- irregular perturbations beyond normal range (e.g. very infrequent storm events)
- historical human influence, e.g. water quality changes, land claim, species exploitation
- geomorphological evolution

#### Ecosystem properties

- fragility and stability, carrying capacity and limiting factors, productivity
- connectivity
- open/closed system
- source/sink
- numbers in a population or meta-population, minimum viable populations
- sex and age ratios
- patchiness and degree of fragmentation
- ecological coherence

#### Other environmental influences

- air quality
- hydrology and water quality
- nutrient status and salinity

*Adapted from: Developing Naturally. A handbook for incorporating the natural environment into planning and development<sup>109</sup>*

5.8 There could be any number of possible impacts on important ecological features arising from a development. However, it is only necessary to describe in detail the impacts that are likely to be significant (see paragraphs 5.24 to 5.28). Impacts that are either unlikely to occur, or if they did occur are unlikely to be significant, can be scoped out. For transparency, justification for scoping out any ecological impact should be provided. If in doubt, the potential impact should be assessed.

## Characterising Ecological Impacts

5.9 When describing ecological impacts and effects, reference should be made to the following characteristics as required:

- positive or negative
- extent
- magnitude
- duration
- frequency and timing
- reversibility.

5.10 The assessment only needs to describe those characteristics relevant to understanding the ecological effect of the impacts and determining its significance. For example, timing of the removal of a hedgerow is unlikely to be of particular relevance to the assessment of the effect on hedgerows, although it may be relevant in assessing the effect on a species using the hedgerow, such as nesting birds.

### Positive or negative

5.11 Positive and negative impacts and effects should be determined according to whether the change is in accordance with nature conservation objectives and policy:

- positive – a change that improves the quality of the environment e.g. by increasing species diversity, extending habitat or improving water quality. This may also include halting or slowing an existing decline in the quality of the environment.
- negative – a change which reduces the quality of the environment e.g. destruction of habitat, removal of foraging habitat, habitat fragmentation, pollution.

### Extent

5.12 The extent is the spatial or geographical area over which the impact/effect may occur under a suitably representative range of conditions (e.g. noise transmission under water).

### Magnitude

5.13 Magnitude refers to size, amount, intensity and volume. It should be quantified if possible and expressed in absolute or relative terms e.g. the amount of habitat lost, percentage change to habitat area, percentage decline in a species population.

### Duration

5.14 Duration should be defined in relation to ecological characteristics (such as the lifecycle of a species) as well as human timeframes. For example, five years, which might seem short-term in the human context or that of other long-lived species, would span at least five generations of some invertebrate species.

5.15 The duration of an activity may differ from the duration of the resulting effect caused by the activity. For example, if short-term construction activities cause disturbance to birds during their breeding period, there may be long-term implications from failure to reproduce that season. Impacts and effects may be described as short, medium or long-term and permanent or temporary. These will need to be defined in months/years.

## Frequency and timing

5.16 The number of times an activity occurs will influence the resulting effect. For example, a single person walking a dog will have very limited impact on nearby waders using wetland habitat, but numerous walkers will subject the waders to frequent disturbance and could affect feeding success, leading to displacement of the birds and knock-on effects on their ability to survive.

5.17 The timing of an activity or change may result in an impact if it coincides with critical life-stages or seasons e.g. bird nesting season.

## Reversibility

5.18 An irreversible effect is one from which recovery is not possible within a reasonable timescale or there is no reasonable chance of action being taken to reverse it. A reversible effect is one from which spontaneous recovery is possible or which may be counteracted by mitigation. In some cases, the same activity can cause both reversible and irreversible effects. Examples of reversible and irreversible effects are provided in Box 18 below.

### Box 18: Examples of reversible and irreversible effects

#### Ancient woodland

Placement of a temporary access through an ancient wood could cause the loss of food and shelter for common woodland birds that may be reversible, but the compaction of woodland soils and damage to ancient woodland ground flora along the access route is irreversible

#### Cold-water coral reefs

Irreversible damage can be caused by the destruction of cold-water coral reefs by fishing trawls. These structures on the deep seabed have formed slowly over thousands of years, and their removal also removes the essential habitat for their associated fauna.

#### Species populations

The loss of small numbers of individuals of a rapidly breeding species could be considered reversible where the overall population is sufficiently robust to recover in terms of numbers and distribution within a relatively short space of time. In some cases, the loss of small numbers of individuals could push a population into a long-term decline from which it is not capable of recovering, causing an irreversible effect. This could occur as a result of the population not being sufficiently robust to recover or where it is suffering from other limiting factors made worse by the development project.

## Assessment of Cumulative Impacts and Effects

5.19 Cumulative effects can result from individually insignificant but collectively significant actions taking place over a period of time or concentrated in a location. Cumulative effects are particularly important in EclA as ecological features may be already exposed to background levels of threat or pressure and may be close to critical thresholds where further impact could cause irreversible decline. Cumulative effects can also make habitats and species more vulnerable or sensitive to change.

5.20 Different types of actions can cause cumulative impacts and effects:

- Additive/incremental – multiple activities/projects (each with potentially insignificant effects) added together to give rise to a significant effect due to their proximity in time and space. The effect may be additive ( $1+1 = 2$ ) or synergistic ( $1+1 = 3$ ).



- Associated/connected – a development activity enables another development activity e.g. phased development as part of separate planning applications. Associated developments may include different aspects of the project which may be authorised under different consent processes. It is important to assess impacts of the project as a whole and not ignore impacts that fall under a separate consent process.

**5.21** Developments to be included in the cumulative impact assessment should be in accordance with national guidance and, if possible, agreed with the competent authority during scoping. In most cases other projects to be considered would include the following types of future development within the same zone of influence:

- proposals for which consent has been applied which are awaiting determination in any regulatory process (not necessarily limited to planning permission)
- projects which have been granted consent (not limited to planning permissions) but which have not yet been started or which have been started but are not yet completed (i.e. under construction)
- proposals which have been refused permission but which are subject to appeal and the appeal is undetermined
- to the extent that their details are in the public domain, proposed projects that will be implemented by a public body but for which no consent is needed from a competent authority.

In some situations, it may be necessary to also consider:

- constructed developments whose full environmental effects are not yet felt and therefore cannot be accounted for in the baseline
- developments specifically referenced in a National Policy Statement, a National Plan or a Local Plan (draft or adopted).

**5.22** Information about developments within the zone(s) of influence may be available in other EclAs, Local Plan documents, Marine Spatial Plans, Strategic Environmental Assessments (SEAs), Sustainability Appraisals (SAs), Water Framework Directive Assessments (WFDAs), and Habitats Regulations Assessments/Appraisals (HRAs), including 'Natura Impact Statements' (NISs) / 'Natura Impact Reports' (NIRs), 'Information / Reports to Inform an Appropriate Assessment', 'Shadow Habitats Regulations Assessments' and, for Nationally Significant Infrastructure Projects, 'Reports on the Implications for European Sites' (RIES). The local planning authority, wildlife trust and statutory nature conservation bodies (SNCB) may also be able to advise on appropriate development projects to consider.

## Assessment of Residual Impacts

**5.23** After assessing the impacts of the proposal, all attempts should be made to avoid and mitigate ecological impacts (Chapter 6). Once measures to avoid and mitigate ecological impacts have been finalised, assessment of the residual impacts should be undertaken to determine the significance of their effects on ecological features. Any residual impacts that will result in effects that are significant, and the proposed compensatory measures, will be the factors considered against ecological objectives (legislation and policy) in determining the outcome of the application (Chapter 7).

## Significant Effects

**5.24** Significance is a concept related to the weight that should be attached to effects when decisions are made. For the purpose of EclA, 'significant effect' is an effect that either supports or undermines biodiversity conservation objectives for 'important ecological features' (explained in Chapter 4) or for biodiversity in general. Conservation objectives may be specific (e.g. for a designated site) or broad (e.g. national/local nature conservation policy) or more wide-ranging (enhancement of biodiversity). Effects can be considered significant at a wide range of scales from international to local.

**5.25** A significant effect is simply an effect that is sufficiently important to require assessment and reporting so that the decision maker is adequately informed of the environmental consequences of permitting a project. A significant effect is a positive or negative ecological effect that should be given weight in judging whether to authorise a project: it can influence whether permission is given or refused and, if given, whether

the effect is important enough to warrant conditions, restrictions or further requirements such as monitoring. A significant effect does not necessarily equate to an effect so severe that consent for the project should be refused planning permission. For example, many projects with significant negative ecological effects have been lawfully permitted following EIA procedures.

**5.26** In broad terms, significant effects encompass impacts on the structure and function of defined sites, habitats or ecosystems and the conservation status of habitats and species (including extent, abundance and distribution).

**5.27** Significant effects should be qualified with reference to an appropriate geographic scale. For example, a significant effect on a Site of Special Scientific Interest or Natural Heritage Area is likely to be of national significance. European case law is specific regarding significance in relation to European sites and Annexed habitats. However, the scale of significance of an effect may not be the same as the geographic context in which the feature is considered important (Chapter 4). For example, an effect on a species which is on a national list of species of principal importance for biodiversity may not have a significant effect on its national population. Examples of other relevant scales include regional and county. It should be noted that effects may be significant at the local scale, particularly in view of policies for no net loss of biodiversity.

**5.28** When seeking mitigation or compensation solutions, efforts should be consistent with the geographical scale at which an effect is significant. For example, mitigation and compensation for effects on a species population significant at a county scale should ensure no net loss of the population at a county scale. The relative geographical scale at which the effect is significant will have a bearing on the required outcome which must be achieved.

## Determining Ecologically Significant Effects

### Designated/defined sites and ecosystems

**5.29** Significant effects encompass impacts on the structure and function of defined sites and ecosystems. The following need to be determined:

- for designated sites – is the project and associated activities likely to undermine the conservation objectives of the site, or positively or negatively affect the conservation status of species or habitats for which the site is designated, or may it have positive or negative effects on the condition of the site or its interest/qualifying features?
- for ecosystems – is the project likely to result in a change in ecosystem structure and function?

### Consideration should be given to whether:

- any processes or key characteristics will be removed or changed
- there will be an effect on the nature, extent, structure and function of component habitats
- there is an effect on the average population size and viability of component species.

**5.30** Consideration of functions and processes acting outside the formal boundary of a designated site is required, particularly where a site falls within a wider ecosystem e.g. groundwater dependent terrestrial ecosystems can be damaged where the proposed activity impacts on the quantity or quality of groundwater that feeds these habitats<sup>110</sup>. Predictions should always consider wider ecosystem processes.

**5.31** Many ecosystems have a degree of resilience to perturbation that allows them to tolerate some biophysical change. Ecological effects should be considered in the light of any information available or reasonably obtainable about the capacity of ecosystems to accommodate change.

### Habitats and species

**5.32** Consideration of conservation status is important for evaluating the effects of impacts on individual habitats and species and assessing their significance:

- habitats – conservation status is determined by the sum of the influences acting on the habitat that may affect its extent, structure and functions as well as its distribution and its typical species within a given geographical area
- species – conservation status is determined by the sum of influences acting on the species concerned that may affect its abundance and distribution within a given geographical area.

5.33 In many cases (e.g. for species and habitats of principal importance for biodiversity), there may be an existing statement of the conservation status of a feature and objectives and targets against which the effect can be judged. However, not all species or habitats will be described in this way and the conservation status of each feature being assessed may need to be agreed with the relevant statutory nature conservation body and set out in the EclA. The conservation status of a habitat or species will vary depending on the geographical frame of reference.

5.34 When assessing potential effects on conservation status, the known or likely background trends and variations in status should be taken into account. The level of ecological resilience or likely level of ecological conditions that would allow the population of a species or area of habitat to continue to exist at a given level, or continue to increase along an existing trend or reduce a decreasing trend, should also be estimated.

## Precautionary Principle

5.35 The evaluation of significant effects should always be based on the best available scientific evidence. If sufficient information is not available further survey or additional research may be required. In cases of reasonable doubt, where it is not possible to robustly justify a conclusion of no significant effect, a significant effect should be assumed. Where uncertainty exists, it must be acknowledged in the EclA.

## The Marine Context

5.36 Within marine and estuarine environments, the assessment of impacts and the evaluation of significance have some distinct considerations that are not always associated with terrestrial or freshwater habitats. For example, marine environments are often very dynamic and highly changeable over varying timescales. They can also exhibit high levels of physical and ecological connectivity even across quite wide expanses (coastlines, estuarine systems and transnational boundaries) and are also generally less visible and accessible for observation and monitoring. These factors influence the potential nature, scale and extent of environmental changes as well as the way in which marine and estuarine species and habitats are sensitive/vulnerable to these changes. They also influence the extent to which we can understand and quantify cause and effect responses. These distinctive factors and the particular role of uncertainty in the context of the Precautionary Principle need to be recognised for EclAs that cover marine environments.

5.37 It is also important to recognise that adaptive mitigation and monitoring strategies (Adaptive management) can often be adopted successfully to resolve residual uncertainties about the significance of effects of impacts in the marine environment and to provide necessary assurances as to the absence of negative effects. Adaptive management is a decision process that promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood. Careful monitoring of these outcomes both advances scientific understanding and helps adjust policies or operations as part of an iterative learning process. These adaptive solutions have also been referred to as 'deploy and monitor' techniques (as applied within Scotland's marine renewable energy sector for example) or as 'iterative implementation' processes (as used over recent years for the implementation of strategic marine plans in the UK). However, this approach should only be adopted if uncertainty cannot be sufficiently resolved and there is a compelling case for taking forward the project.

## Alternative Approaches

5.38 There are a number of approaches for determining the significance of effects on ecological features. This includes methods for scoring and ranking impacts on the basis of subjective criteria. Results are often presented in the form of a matrix in which ecological value/importance and magnitude of impact are combined into a significance score. A matrix approach is commonly used in EIA by disciplines other than ecology to assign significant residual effects to categories (e.g. major, moderate, minor). In many cases, its use is required to provide consistency across all the topics of an Environmental Statement. If using this approach, it is very important to make a clear distinction between evidence-based and value-based judgements so that

decision-makers and other stakeholders are aware of the level of subjective evaluation that has been used. Spurious quantification should be avoided in which numerical scores or significance rankings/categories are used without a clear definition of the criteria and thresholds that underpin them. These Guidelines avoid and discourage use of the matrix approach and categorisation. An alternative approach for categorising significant residual effects without using a matrix<sup>111</sup> makes it clear that the suggested approach should not be used routinely, but only where categorisation has been specifically required.

## Example Assessment of the Significance of Effects

5.39 Example assessments of the significance of effects are provided in Appendix 1 and Appendix 2. The example assessment in Appendix 1 considers the effects of a road-widening scheme on a Cetti's warbler population. The example assessment in Appendix 2 considers the effects of an offshore wind farm on marine habitats and lesser black-backed gulls. A summary of impacts and effects is given in a separate table at the end of each appendix.

5.40 The example assessments document both the significance of the effects without mitigation, and the significance of the effects of the residual impacts taking mitigation into account. Some EclAs only document the significant effects of the residual impacts. Both methods are acceptable. However, documenting the effects of impacts without mitigation can help to make the EclA more transparent and can be useful to the competent authority when assessing the adequacy of proposed mitigation.

**Appendix 16:**

**NRW comments on first draft of EclA Update, pers. comm., 19 March 2020 [via email]**



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**Subject:**

Morlais: updated terrestrial ecology assessment - NRW comments

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**From:** [REDACTED]**Sent:** 19 March 2020 16:05**To:** [REDACTED]**Cc:** [REDACTED]**Subject:** Morlais: updated terrestrial ecology assessment - NRW comments

Dear [REDACTED]

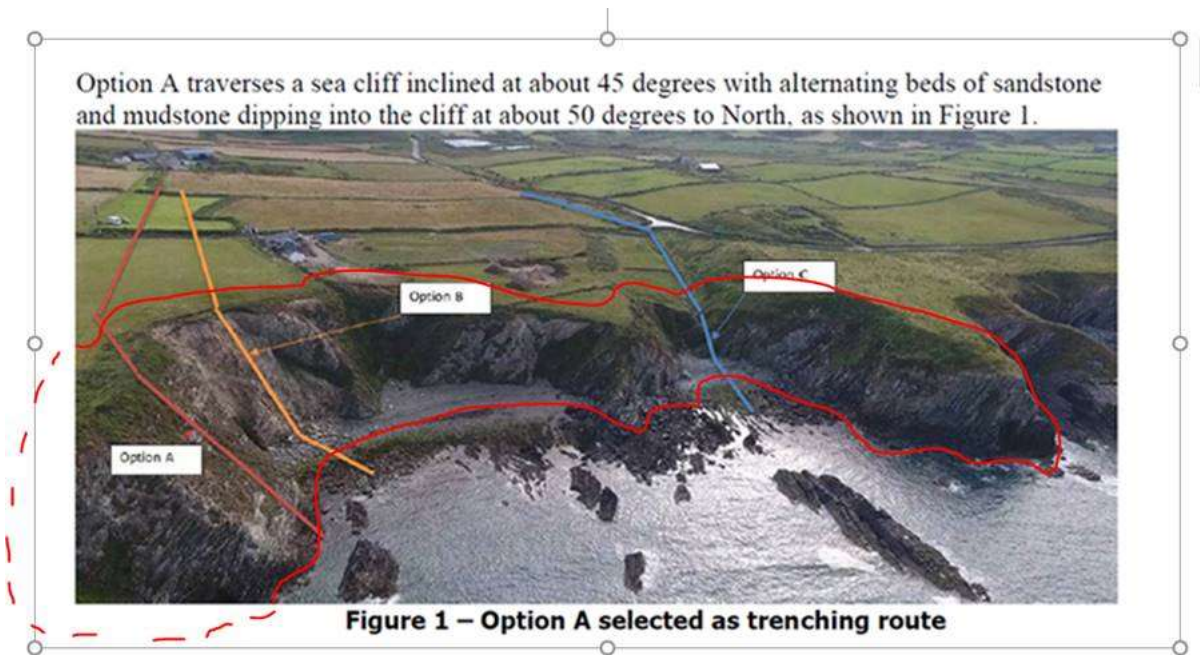
Please find our comments on the updated terrestrial ecology impact assessment below:

- 1) A satellite compound is shown on Drawing 1 close to the cliff. We would advise that anything in this compound be made stormproof. In recent storms a Portaloo blew over on a nearby RSPB construction site. Any incidents in the satellite compound are very close to SAC cliff vegetation and could therefore have serious impacts.
- 2) Drawing 2: Concrete apron at toe of cliff – up to Highest Astronomical Tide. There is a need to assess whether any qualifying SSSI features are present in this area: rockpools, caves and overhangs under boulders.
- 3) Drawing 2 shows the wrong SSSI boundary at the north-west end of the area where cables come ashore. It should follow mean low water but at c SH215815 the low water mark disappears and only the high water boundary is left.
- 4) The areas shown for stockpiles still seem quite small relative to the volumes of material to be stored, even allowing for opening trenches in short sections. Turf storage usually requires a lot of space.
- 5) Para. 2.4: Tre Wilmot appears to be over 700m from the nearest works, yet this paragraph says at least 36m. Is there additional work of which we are unaware which isn't shown on the Drawing? Assuming the map is correct the conclusion in this paragraph is correct, even if the presented facts are wrong.
- 6) Para. 5.2.1: The stockpile will be a minimum of 19.5m back from the cliff edge; this seems extremely precise, suggesting that space may be very tight – any sediment runoff prevention measures should be within the stockpile area, not even closer to the cliff vegetation.
- 7) It is essential that the existing vegetation in the location of Options A, B and C is surveyed to determine a baseline. NRW suggest a Phase II National Vegetation Classification (NVC) Survey (by NRW approved contractors with relevant qualifications and experience in surveying vertical cliff face vegetation) should take place at least within the red polygon outlined in Figure 1 below. The NVC survey should take extend at least 20m from the cliff top inland and should finish at break of slope on the seaward side. Fixed point photographs should be used as part of the survey procedure.
- 8) There are numerous references to cliff survey, including suggestions that a drone may be used. A roped-access botanical survey by a suitably-qualified botanist will also be needed as we do not believe that a drone will give adequate resolution to identify small specimens of rare plants. This should also include photography of the cliff face to give an idea of density of the plant growth. Our final assessment of the impacts of this proposal will have to be done after the cliff vegetation survey as we will have insufficient information to comment prior to that.

- 9) Para. 5.2.1, top of page 14: this refers to excavation of the trench with an excavator with “breaker” taking c. 1 month. The noise of this should be included in the chough SPA assessments together with the noise of drilling all the anchor pins for the J-tubes. We are concerned that this has been overlooked so far.
- 10) An assessment of potential impacts on cliff vegetation from the dust from drilling will be required.
- 11) If any lubricant is required for the drilling then impacts of this must also be assessed.
- 12) There is no description about the nature of the pins but we suggest that they should be as durable as possible to minimise maintenance requirements and non-toxic to plants since there could be run-off from the pins downslope.
- 13) Neutral grassland at the top of the cliff was mapped as heathland by CCW’s phase 1 surveyors in the past. It may be a heath/grassland mosaic and, if so, restoration to heath rather than grassland would be preferred.
- 14) Para. 5.2.3 does not mention what will happen to the concrete mattress at sea level during decommissioning.
- 15) Any replanting should comprise species suitable to the area, particularly near the boundary of the SAC.
- 16) Storage of soil: It is not only important to keep topsoil and subsoil separate, topsoil from unimproved or semi-improved areas should be separate from improved topsoil.
- 17) Para. 6.2.2: Seeds should be collected in late summer. In some areas it may be preferable to reseed using material “Rytecced” from local heathland
- 18) Para. 6.3.2, Mitigation: Under the secondary option, *i.e.* trenching, beyond the measures already made to avoid and minimise direct impacts upon the SAC/SSSI features through micro-siting, reduction of footprint and adaptation of methods to be used during construction, no further mitigation is considered to be successful upon the sea cliff habitat due to ongoing disturbance through 5 yearly maintenance activities. Please also clarify the purpose of the highlighted section.
- 19) We would seek clarity over the reasons why Option A has been selected over Options B and C, as from Figure 1 it appears that a larger area of vegetated vertical sea cliff would be affected compared to Option C and to a lesser extent Option B. We would value seeing the process and reasons as to why Options B and C have been ruled out.
- 20) It is difficult to anticipate what the effects of the J- tubes 400mm from the cliff will be. During installation we would expect almost all vegetation within the working zone to be damaged, but roots may persist and may regrow. We will have a better idea about how fragile the vegetation is after the survey.
- 21) During operation there will be a shading effect and possibly sheltering effect. This could lead to the growth of different plants, not normally part of the vegetated seacliff community. Whatever the effects, they will last for the duration of the project *i.e.* 37 years.
- 22) We cannot accept the assertion that damaging a 7m wide strip of cliff is “de minimis”. If an area of any SSSI of these dimensions were deliberately damaged without consent, we would consider it as a potential offence. We therefore advise that the final assessment of the impact of the proposals should be changed.
- 23) We are currently unable to determine if there would be any permanent loss of Vegetated Sea Cliff (Annex I habitat) as a result of trenching at landfall. The construction methodology outlining the cliff

works does not clearly outline how the siting of the cables via J-tubes will interact with the existing vertical cliff vegetation and whether or not after the installation the Vegetated Sea Cliff (Annex I habitat) would be permanently damaged or destroyed from:

1. shading
2. a reduced influence of salt-spray on vegetation
3. the loss of epithilic lichens
4. the loss of disturbance by sea birds (essential for ephemeral sea cliff plant species).



If you have any queries about the above please don't hesitate to contact me. I have also asked our landscape adviser to confirm whether he has any comments on the proposed RAL colours and will forward these on to you as soon as I receive them.

Best regards,

[Redacted Signature]

Uwch Gynghorydd, Cynllunio Datblygu / Senior Advisor, Development Planning

Gwasanaeth Cyngchori Cynllunio Datblygu / Development Planning Advisory Service

Cyfoeth Naturiol Cymru / Natural Resources Wales

[Redacted Address]

Maes y Ffynnon, Bangor

[www.cyfoethnaturiol.cymru](http://www.cyfoethnaturiol.cymru) / [www.naturalresources.wales](http://www.naturalresources.wales)

**Appendix 17:**

**NRW comments on Botanical (NVC) Survey Report, pers. comm., 31 July 2020 [via email]**

**From:** [REDACTED]  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Cliff survey  
**Date:** 31 July 2020 12:23:35

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Hi [REDACTED]

We have now reviewed the cliff survey report (*Morlais – botanical survey of cliff vegetation, BSG Ecology, June 2020*) regarding the adequacy of the cliff survey following our previous comments about this as part of the TWAO further environmental information submission consultation from PINS and subsequent discussions with you and BSG Ecology.

We consider that it provides a competent description of the vegetation of the cliff face given the difficulties of surveying a cliff. We note that much of the cliff is mapped as a mosaic, but this is acceptable as both the vegetation types within the mosaic are part of the vegetated seacliff SAC feature. The survey was completed at an appropriate time of year, but given the prolonged hot, dry weather conditions in May it is possible that some small annuals may have been desiccated to the point that they could not be identified. The species recorded on site are typical and representative of cliffs and clifftop vegetation in the Holy Island Coast designated site.

We wish to raise the following comments for your consideration:

1. *Tuberaria guttata* is a small annual which could have been desiccated in May, but it is unlikely that any other species of significance were affected. We note that none was found during the survey and there are no historic records, but we suspect that the cliff has never been surveyed in this detail before. We do not consider this to be an issue which invalidates the survey.
2. Section 4.49 states that “*NVC communities representing the Annex 1 habitat 1230 Vegetated sea cliffs of the Atlantic and Baltic coasts (i.e. MC1 MC5 MC8) are present over much of the face. Given their distribution, is it unlikely that these can be avoided if cabling is to be attached to the cliff face.*” We concur with this conclusion.
3. Section 4.50 states “*The vegetation on the face includes two species which are listed in the notified assemblage of the Holy Island Coast SSSI: golden samphire *Inula crithmoides* and rock sea-lavender *Limonium binervosum* primarily occur in the MC1b community in the lower part of the face, as shown on Figure 1*”. We advise that it will be important to consider impacts on these species as part of the TWAO and Marine Licence applications.
4. We note that the non-native species *Oxalis articulata* was recorded in the grassland above the cliff. If any work is to be done in the vicinity of this plant or if access routes pass near it, we advise that it should be eradicated prior to work commencing to avoid spreading of vegetation fragments within the Holy Island Coast SSSI/SAC/SPA.
5. Figure 2 should also reference the Holy Island Coast Special Area of Conservation and Special Protection Area.
6. Figure 5 has an unmapped area at the bottom left of the main cliff. An indication should

be given of what is there, whether bare rock, lichen crusts or something else.

We will also be providing comments on this aspect as part of our formal consultation response on the Marine Licence application additional information submission. In the meantime, if you have any further queries please don't hesitate to contact me.

Best regards,

[REDACTED]  
Uwch Gynghorydd, Cynllunio Datblygu / Senior Advisor, Development Planning  
Gwasanaeth Cynghori Cynllunio Datblygu / Development Planning Advisory Service  
Cyfoeth Naturiol Cymru / Natural Resources Wales

[REDACTED]  
Maes y Ffynnon, Bangor

[www.cyfoethnaturiol.cymru](http://www.cyfoethnaturiol.cymru) / [www.naturalresources.wales](http://www.naturalresources.wales)

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**From:** [REDACTED]

**Sent:** 20 July 2020 07:12

**To:** [REDACTED]

**Cc:** [REDACTED]

[REDACTED]

[REDACTED]

**Subject:** Cliff survey

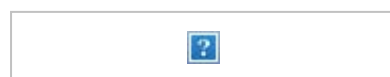
Hi [REDACTED]

Hope all well with you.

I believe that the cliff survey report was provided to you on 02/07/20 by [REDACTED]. Please could you advise when we can expect to receive feedback from NRW on this?

Best regards,

[REDACTED]



Juno Energy Ltd, The Lighthouse, Heugh Road, North Berwick EH39 5PX

[REDACTED]  
[REDACTED]  
[REDACTED]

(Company No. 05696030) Registered Office at Dynevor House, 5-6 De La Beche Street, Swansea, SA1 3HA  
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