#### APPLICATION NO PA/2018/2324

**APPLICANT** Mr Nick Lupton, Environment Agency

- **DEVELOPMENT** Planning permission for the construction of a Flood Alleviation Scheme between the CEMEX Plant and South Ferriby (approximate length of 3km); permanent works comprise new embankments, raising and increasing the footprint of an existing flood embankment, raising and replacing existing flood defence walls, new flood defence walls and installation of fixings for demountable flood defences; temporary works include soil stockpiling, site compounds, access points from the A1077 and footpath diversions
- LOCATION Land in the vicinity of Ferriby Sluice, Sluice Road, South Ferriby (also within Winteringham and Winterton Parishes)
- PARISH Winterton; South Ferriby; Winteringham
- WARD Brigg and Wolds; Burton upon Stather and Winterton
- CASE OFFICER Shaun Robson

# SUMMARYSubject to the outstanding archaeological information,<br/>grant permission subject to conditions

**REASONS FOR** Significant public interest **REFERENCE TO** 

#### POLICIES

COMMITTEE

**National Planning Policy Framework:** Paragraph 11 of the NPPF identifies a presumption in favour of sustainable development as being at the heart of the planning system, and also that development which is sustainable should be approved without delay.

Paragraph 80 of the NPPF highlights that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt, and that significant weight should be placed on the need to support economic growth and productivity in the country.

Paragraph 91 of the NPPF, planning policies and decisions are expected to aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible and enable and support healthy lifestyles.

Paragraph 149 of the NPPF states that:

"Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures.

Policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts, such as providing space for

physical protection measures, or making provision for the possible future relocation of vulnerable development and infrastructure."

Paragraph 168 of the NPPF states that development in a Coastal Change Management Area will only be deemed appropriate if it is demonstrated that:

- "a) it will be safe over its planned lifetime and not have an unacceptable impact on coastal change;
- b) the character of the coast, including designations, is not compromised;
- c) the development provides wider sustainability benefits; and
- d) the development does not hinder the creation and maintenance of a continuous signed and managed route around the coast."

Paragraph 170 of the NPPF states that planning should contribute to and enhance the natural and local environment and lists a number of measures that planning should adopt, including minimising impacts on and providing net gains for biodiversity and preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability.

Paragraph 175 of the NPPF lists a number of principles to ensure that biodiversity is conserved and enhanced and that any development that will detrimentally affect/cause loss to local ecology should have benefits that clearly outweigh these impacts.

Paragraph 189 of the NPPF states that applicants should be required to describe the significance of any heritage assets affected. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 195 states that, where development would lead to substantial harm or total loss of significance of a designated heritage asset, local planning authorities are instructed to refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

#### North Lincolnshire Local Plan:

Policy LC1 – Special Protection Areas, Special Areas of Conservation and Ramsar Sites

- Policy L2 Sites of Special Scientific Interest and National Nature Reserve
- Policy HE5 Development affecting Listed Buildings
- Policy HE8 Ancient monuments
- Policy HE9 Archaeological Evaluation
- Policy DS1 General Requirements
- Policy DS16 Flood Risk
- Policy T1 Location of Development

- Policy RD2 Development in the Open Countryside
- Policy T2 Access to Development
- Policy DS1 General Requirements

#### North Lincolnshire Core Strategy:

- Policy CS1 Spatial Strategy for North Lincolnshire
- Policy CS2 Delivering More Sustainable Development
- Policy CS3 Development Limits
- Policy CS 5 Delivering Quality Design in North Lincolnshire
- Policy CS6 Historic Environment
- Policy CS17 Biodiversity
- Policy CS18 Sustainable Resource Use and Climate Change
- Policy CS19 Flood Risk
- Policy CS25 Promoting Sustainable Transport

#### CONSULTATIONS

**Highways:** With regard to this planning application and supporting information, I would offer the following advice. As discussed in the supporting document there are a number of omissions. Furthermore, with regard to the detail design of components to be positioned within the highway and issues such as the detail method statement for road sweeping and wheel wash facilities, there is insufficient information available to do anything other than offer conditions.

**Transport Solutions Manager:** A full road closure would have a very significant impact on bus services through the village. The 350 Fast Cat service is a half hourly service linking Scunthorpe to Hull and carries significant numbers of passengers throughout the day, but is also a very important commuter link.

I would be extremely worried if some mitigation to the service was not put in place and early consultation with public transport and the operators will be needed to ensure that disruption to services is minimised.

Severn Trent Water Ltd: No comments received.

Yorkshire Water: No comments received.

Environment Agency: No comments received.

Environmental Health: No objections to the proposal; advise condition(s).

Anglian Water Developer Services: No comments received.

#### Humberside Fire & Rescue Service: No objection.

**Archaeology:** The proposed development has the potential to impact heritage assets of archaeological interest within the application site. As it currently stands, the application is not accompanied by sufficient information with which to assess the impact of the proposed development on the significance of heritage assets.

The National Planning Policy Framework (NPPF) makes it clear that assessment of the significance of heritage assets is required PRIOR to the determination of an application.

The Historic Environment Record advises a HOLDING OBJECTION to the application until such time as this information is submitted. If, as anticipated, the archaeological trial trenching commences very shortly, I am confident that sufficient information can be made available within the application determination period.

Determining the application before this information is available would be contrary to the NPPF, Core Strategy policy CS6, and local plan policy HE9; inadequate information has been provided to allow the local planning authority to assess the impact of the development on the heritage assets, or to approve an appropriate mitigation strategy.

If for any reason, the planning authority is required to determine the application before the necessary information is available, I would be grateful to have the opportunity to discuss other options, including appropriate planning conditions.

**RSPB:** No objections to the proposal as it does not have any serious impacts on the SPA. However, greater clarity is required around mitigation and any potential/residual impacts on breeding SSSI species.

**Natural England:** Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on designated sites and has no objection.

Natural England's advice on other natural environment issues is set out below.

#### European sites – Humber Estuary SAC, SPA and Ramsar site

#### No objection.

Natural England notes that your authority, as competent authority under the provisions of the Habitats Regulations, has undertaken an appropriate assessment of the proposal, in accordance with Regulation 63 of the Regulations. Natural England is a statutory consultee on the Appropriate Assessment stage of the Habitats Regulations Assessment process, and a competent authority should have regard for Natural England's advice.

Your appropriate assessment concludes that your authority is not able to ascertain that the proposal will not result in adverse effects on the integrity of any of the sites in question. Having considered the assessment, and the measures proposed to mitigate any adverse effects, Natural England concurs with the conclusion you have drawn as competent authority, which is that it is not possible to ascertain that the proposal will not result in adverse effects on site integrity.

Regulation 63 states that a competent authority may agree to a plan or project only after having ascertained that it will not adversely affect the integrity of the European site, subject

to the exceptional tests set out in Regulation 64. As the conclusion of your Habitats Regulations Assessment states that it cannot be ascertained that the proposal will not adversely affect the integrity of the European site, your authority cannot permit the proposal unless it passes the tests of Regulation 64; that is that there are no alternatives and the proposal must be carried out for imperative reasons of overriding public interest.

The plan or project as proposed cannot be shown to have no adverse effect on the integrity of the site due to potential habitat loss due to coastal squeeze effects. (This is covered by the Humber FRM Strategy HRA (Final version, February 2011).)

The coastal squeeze impacts along the coast from the Humber Bridge to Boothferry Bridge (the Humber Inner habitat zone) have been compensated for by Alkborough managed realignment scheme, and documented within the Humber FRM Strategy's Statement of Case for Imperative Reasons of Overriding Public Interest, which was approved by Defra on behalf of the Secretary of State. This compensation has already been delivered: the Alkborough Flats managed realignment scheme was completed in 2006.

The HRA identifies that there is potential for disturbance to SPA/Ramsar birds during the raising and widening of the flood bank west of the sluice and the western flood gate (across the A1077). A number of measures have been identified to avoid/mitigate disturbance and these are set out in Appendix 1 of this letter. Natural England concurs with the assessment conclusions, providing that all mitigation measures are appropriately secured in any permission given.

Natural England has based our response on the information provided in the Habitats Regulations Assessment rather than assessment tables 5.9 and 5.11 in the Environmental Statement.

#### Humber Estuary Site of Special Scientific Interest

#### No objection.

The Environment Agency has carried out an assessment of the impacts on the Humber Estuary SSSI. This includes assessment of the impact on the feature assemblages of breeding birds – lowland open waters and their margins due to potential for disturbance of reedbed during the bird breeding season and vegetation clearance (habitat removal) used by breeding birds.

Based on the plans and SSSI assessment submitted, Natural England considers that the proposed development will not damage or destroy the interest features for which the site has been notified and has no objection.

#### **Protected species**

We have not assessed this application and associated documents for impacts on protected species.

Natural England has published Standing Advice on protected species. The Standing Advice includes a habitat decision tree which provides advice to planners on deciding if there is a 'reasonable likelihood' of protected species being present. It also provides detailed advice on the protected species most often affected by development, including flow charts for individual species to enable an assessment to be made of a protected species survey and mitigation strategy.

You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

The Standing Advice should not be treated as giving any indication or providing any assurance in respect of European Protected Species (EPS) that the proposed development is unlikely to affect the EPS present on the site; nor should it be interpreted as meaning that Natural England has reached any views as to whether a licence may be granted.

If you have any specific questions on aspects that are not covered by our Standing Advice for European Protected Species or have difficulty in applying it to this application, please contact us at with details at consultations@naturalengland.org.uk.

We would be happy to comment further should the need arise but if, in the meantime, you have any queries, please do not hesitate to contact us.

Should the proposal change, please consult us again.

**Lincolnshire Wildlife Trust:** We are satisfied with the conclusions of the Habitats Regulations Assessment and the Environmental Statement. We are aware that Natural England have asked for further information in relation to the Humber Estuary Site of Special Scientific Interest (SSSI) and we are happy to defer to their comments and recommendations in this regard.

We have also seen the comments submitted by North Lincolnshire Council's ecologist Andrew Taylor and support his views. We particularly note the predicted loss of an area of freshwater which is of Local Wildlife Site quality. To ensure no net loss of priority freshwater habitats we would also recommend that the Environment Agency seeks to compensate for this loss, through creation of new ponds or restoration of existing. A scheme of this scale should aim to result in a significant net gain for biodiversity.

**Ecology:** The application site lies adjacent to, and partly within, the Humber Estuary Special Area for Conservation (SAC), Special Protection Area (SPA) and Ramsar site. Under The Conservation of Habitats and Species Regulations 2017, North Lincolnshire Council is the lead competent authority for this project. We must therefore carry out, and record the results of, a Habitats Regulations Assessment (HRA) in consultation with Natural England.

The Environment Agency is also a competent authority and has carried out its own detailed Habitats Regulations Assessment – see submitted documents 'Stage 1 Habitats Regulations Assessment' and 'Stage 2 Habitats Regulations Assessment'.

Having read the Stage 1 Habitats Regulations Assessment, I am confident that we can endorse this assessment and adopt its conclusions.

## Determination of Likely Significant Effect under The Conservation of Habitats and Species Regulations 2017

1. North Lincolnshire Council does not consider that the plan or project is directly connected with, or necessary to, the management of the Humber Estuary Special Protection Area (SPA) and Ramsar site or Humber Estuary Special Conservation Area (SAC) for nature conservation.

2. North Lincolnshire Council is of the opinion that the plan or project is likely to have a significant effect alone or in combination with other plans and projects on the Humber Estuary Special Protection Area (SPA) and Ramsar site.

North Lincolnshire Council is of the opinion that the plan or project is likely to have a significant effect alone or in combination with other plans and projects on the Humber Estuary Special Conservation Area (SAC).

The likely effects of the proposal on the international nature conservation interests for which the site was designated may be summarised as:

- disturbance of wintering and passage waterbirds and breeding avocets during the construction phase of the proposal
- loss of intertidal habitat due to coastal squeeze following restoration and improvement of the floodbank.

I have also checked the Stage 2 Habitats Regulations Assessment and I am confident that we can endorse this assessment and adopt its conclusions.

# Overall, determination in relation to Adverse Effect on the Integrity of the International Nature Conservation Sites under The Conservation of Habitats and Species Regulations 2017

#### Project without restrictions or conditions

The proposed project is not necessary for the management of the Humber Estuary SAC, SPA or Ramsar site.

The proposed project would have a likely significant effect on the Humber Estuary SAC, SPA and Ramsar site.

Without conditions or restrictions, North Lincolnshire Council cannot ascertain that the proposed project would not have an adverse effect on the integrity of the Humber Estuary SAC, SPA and Ramsar site. The sources of the adverse effect on integrity are listed below:

- disturbance of wintering and passage waterbirds and breeding avocets during the construction phase of the proposal
- loss of intertidal habitat due to coastal squeeze following restoration and improvement of the floodbank.

#### Project with conditions and other positive measures

The proposed mitigation measures in relation to the disturbance of waterbirds are set out on page 22 of the Stage 2 Habitats Regulations Assessment. **These measures will need to be secured by planning conditions.** 

• With these measures in place, it is possible to ascertain that the proposal will not have an adverse effect on the Humber Estuary SAC, SPA and Ramsar site alone or in combination with other plans or projects in relation to the disturbance of wintering and passage waterbirds and breeding avocets during the construction phase of the proposal. However, it is not possible to mitigate the loss of intertidal habitat. It is not possible to
ascertain that the proposal will not have an adverse effect on the Humber Estuary SAC,
SPA and Ramsar site alone or in combination with other plans or projects in relation to
the loss of intertidal habitat due to coastal squeeze following restoration and
improvement of the flood bank.

#### Humber Estuary Site of Special Scientific Interest (SSSI)

The Humber Estuary is of national importance for some interest features in addition to those given higher protection by the SAC, SPA and Ramsar designations. The assemblage of breeding birds that use reedbed habitats is one such feature and is found within the application site. Birds such as reed warbler, sedge warbler, Cetti's warbler, reed bunting, bearded tit and water rail breed in reedbeds that will be affected by the proposal – both within and near to the SSSI.

Impacts on these species require mitigation secured by planning conditions.

Natural England has expressed concerns about the way in which impacts on SSSI features have been addressed in the submitted Environmental Statement (Susan Wilson pers. comm.). This may need to be rectified before the application can be determined.

#### **Protected and Priority Species**

I have read the submitted Environmental Statement and associated ecological survey reports. The survey methods used and the survey effort deployed are appropriate for the site in question.

Barn owls, other breeding birds, bats, water voles, great crested newts, reptiles and uncommon invertebrates may all be affected by the project. These effects will require mitigation, as set out in the submitted drawings and documents. The mitigation measures must be secured by planning conditions.

#### Great Crested Newts

Small populations of great crested newts have been recorded in ponds within the study area and within 50 metres of proposed works. At present, the proposal is to secure a Low Impact Licence to provide consent for these works.

## The local planning authority must then consider and record the results of the following tests:

• No Satisfactory Alternatives

If the case officer feels that, for planning reasons, there are no alternatives to this proposal, then they will need to provide clear written evidence of this with any committee report or record of decision. Otherwise, there may be difficulty in obtaining an EPS licence.

The Environment Agency options appraisal would presumably be an acceptable form of evidence.

#### • Overriding Public Interest

This is a planning, rather than ecological, matter. The test here is that 'The proposed development must meet a purpose of preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment.'

If the case officer feels that, for planning reasons, there are overriding economic or social reasons for the proposal, then they will need to provide clear written evidence of this with any committee report or record of decision. Otherwise, there may be difficulty in obtaining an EPS licence.

The Environment Agency evidence to support the flood defence scheme would presumably be an acceptable form of evidence.

• Favourable Conservation Status

The applicant has proposed sensitive working methods to minimise the risk of harm to great crested newts. They also propose to create two newt hibernacula. Therefore the development, as currently proposed, passes the Favourable Conservation Status test of EPS licensing.

#### Habitats

When the existing floodbank is breached, this will create around 10 hectares of new intertidal habitat, and will allow the intertidal zone to function more naturally in this localised area. This is a welcome development from the perspective of the Humber Estuary European Marine Site. However, the same inundation will also impact upon existing freshwater habitat – a pond with associated marginal vegetation. This pond has been revealed to be of Local Wildlife Site quality – comparable to sites protected by saved policy LC4 of the local plan. Once inundated, it may be expected to act as a saline lagoon for a short period of time, before silting up. In any case, the existing valuable invertebrate community is likely to be lost.

Arguably, the breach of the flood bank and resulting loss of the pond would happen with or without the proposed development, in the absence of repairs to the existing floodbank. Nevertheless, this impact represents a loss of LWS quality habitat that cannot be mitigated as part of the scheme. I would therefore encourage the Environment Agency to seek to compensate for the loss by creating or restoring other ponds in the area. This would help them to meet the Duty to Conserve Biodiversity that arises from Section 40 of the Natural Environment and Rural Communities Act 2006.

Other features that may be lost include 1.3 hectares of semi-improved grassland, 0.3 hectares of reedbed, 0.1 hectares of broadleaved plantation and 45 metres of hedgerow. A Landscape and Ecology Mitigation Plan is proposed to mitigate these losses.

#### **Biodiversity enhancement**

The National Planning Policy Framework states that:

'The planning system should contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, geological conservation interests and soils;
- recognising the wider benefits of ecosystem services;
- minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures...'

and:

'opportunities to incorporate biodiversity in and around developments should be encouraged;'

With this application, significant biodiversity enhancements are set out in the submitted documents and drawings. These should be secured by planning conditions.

#### PARISH COUNCILS

South Ferriby Parish Council: No comments received.

Winteringham Parish Council: Initially commented that they had no objections to the proposed scheme.

The parish council subsequently revised their comments to read:

The parish council appreciates the need for the flood alleviation works that are proposed to be carried out in the planning application. However, the parish council strongly objects to the closure of the A1077 and is against the proposed diversion route. Due to the location of Winteringham, it is expected that residents would regularly access the A1077 to Barton and Hull. A full understanding of the nature and volume of traffic should be made available to all parish and town councils, and communities along its whole route before any decision is made as the road closure will impact on emergency services and the maintenance needed to the A1077 itself. Overall, the parish council feels strongly that alternative methods of transporting and working, that would allow the A1077 to remain open, should be of the highest priority.

**Bonby Parish Council:** The parish council is in full support of the flood alleviation scheme, and the protection it would give to residents of South Ferriby.

However, councillors raised concerns around the number of weeks of closure to the A1077 and the impact that this would have on residents of Bonby and would like the following specific concerns to be noted in relation to this application:

- increase in traffic on the B1204 through the Low Villages, as people seek diversion route
- impact of HGVs and buses using the B1204, as has happened during previous closures of the A1077
- need for increased signage and weight limit restrictions on the Low Villages lanes

• the need for road closures to be kept to an absolute minimum, and only at off-peak times.

#### STATEMENT OF COMMUNITY INVOLVEMENT

As per the requirement for a Statement of Community Involvement (SCI), set out in Part 18 of the Planning and Compulsory Purchase Act 2004, the applicant has engaged with the public, stakeholders and other interested parties prior to the preparation of this planning application.

#### PUBLICITY

Advertised by site notice(s) and a press notice. Seventy-three letters have been received raising the following objections:

- concerned about the proposed road closures
- The significant detour required will have a detrimental impact on the community.
- Being a co-owner of a business with access off the A1077 in South Ferriby, I object to a road closure of 30 weeks over a two year period. We open from 5.30am till 6pm. The A1077 is a busy road at all times and we generate 70% of our trade through the road and access being available during these times....even a rolling road block would have adverse conditions against our business during the rush hours. We employ five staff to operate our shop and could foresee a problem in as much that we may have to reduce their hours or even lay staff off. Whilst I support the idea of a flood defence upgrade I believe you need to look into road closures. Traffic lights could be slightly better with a let in to allow potential customers to pull in and use our shop.
- As for the rest of Sluice Road, you have a complication of personal driveways being blocked and other businesses not having access, and the residents that are not capable of walking having access to a bus stop.
- unacceptable impact on local businesses
- I agree that the defences need to be created, as do the ones at Winteringham, but there must be another way rather than shutting the road. I live in Winteringham and work in Hull. I simply cannot afford to drive round by Brigg twice a day both in monetary terms and in terms of time. Surely night closures at a minimum would be better than nothing. Please rethink your plans.
- Stagecoach East Midlands supports the plan for the construction of improved flood defences for South Ferriby but objects to proposals contained in this application for extensive road closures during the works, which will prevent us from operating the local bus service for the residents of villages along the A1077. We recognise the need for improved flood defences having seen the effects of the flooding on the local communities we serve with our Humber FastCat bus service. However, whilst understanding that there will inevitably be some disruption to traffic along the A1077 during the works, it seems unreasonable to impose long periods of road closures at this location; the length of the diversion involved with the alternative route will make it impractical for us to maintain the Humber FastCat bus service along the A1077 between Scunthorpe and Hull during the closures. The bus service operates half hourly in both

directions through South Ferriby and provides a vital transport link to employment, education, healthcare and retail facilities for local people. We will be pleased to meet with North Lincolnshire Council and the Environment Agency to discuss the implications of these works for people using our bus services and explore any alternative options for minimising the disruption to bus passengers.

- The development includes areas of land not within the Environment Agency's land.
- NLC should insist on temporary traffic restrictions or limit the road closures to occur through the night.
- Excessive road closures will directly affect employment and may result in the loss of employment.

Six letters of support have been received, citing the following:

- Although we understand the concerns of some regarding the road closures necessary to undertake these works, we believe the proposal will offer security to the many families who lost their homes for upwards of six months in 2013, much longer, I believe, than the inconvenience this project will take. I believe all who were afflicted, many of whom had to spend tens of thousands of pounds, will be very supportive of this plan.
- The development will deliver long-term benefits for the community of South Ferriby.

#### ASSESSMENT

The Environment Agency proposes to develop a new flood defence alignment (the Scheme) on the south bank of the Humber Estuary in North Lincolnshire to provide improved flood protection for Winteringham Ings to South Ferriby.

The proposal constitutes EIA development and has been accompanied by a comprehensive Environmental Statement covering a number of the areas identified.

The scheme will improve the level of tidal flood protection for residential properties, agricultural land, farms and the CEMEX cement plant, which were all previously affected by tidal flooding in December 2013.

The Scheme encompasses:

- a new impermeable flood embankment on land west of the CEMEX Plant;
- raising of existing flood embankments north of the A1077, west of the Ferriby Sluice;
- new set back impermeable embankments to the east of East Drain;
- rebuilt and new impermeable brick clad walls in the area around the Ferriby Sluice; and
- demountable defences to be placed across the A1077 and the Hope and Anchor Pub when flood warnings are issued;
- an area of replacement tree planting within the CEMEX Plant;
- drainage ditches and French drains.

The application site extends from just west of the CEMEX cement factory to an area of agricultural land further east towards the main South Ferriby village, a distance of approximately 3 kilometres.

Within the application site is a restaurant/public house (The Hope and Anchor), private gardens to residential properties and the CEMEX cement factory to the west of the village, a key landmark in the settlement.

The A1077 is a major highway that runs between Scunthorpe and the A15 Humber Bridge.

The Humber Estuary is an internationally important site for nature conservation designated as a Special Area of Conservation (SAC), Special Protection Area (SPA), Ramsar Site and Site of Scientific Interest (SSSI).

The Ferriby Sluice is a key landmark which provides a complex series of structures and a gatehouse to allow the swing bridge across the A1077 to be raised. Once raised, this allows boat passage between the River Ancholme (also referred to as the new River Ancholme) and the estuary. Moorings are present on the River Ancholme at the South Ferriby Marina which includes a public convenience. The Ferriby Sluice is a Scheduled Monument and was constructed between 1842 and 1844 designed by Sir John Rennie.

A series of drainage ditches are present within and surrounding the application site, most notably the West Drain and East Drain each side of the River Ancholme and connecting into the Humber Estuary. Public Rights of Way run on both sides of the River Ancholme and a permissive path, which is part of the Nev Cole Way long distance footpath, runs along the top of the existing flood defence embankment. A further permissive footpath runs adjacent to the Fulsea's Drain between the A1077 and the embankment.

The curtilage of several residential properties fall within the application site, including Elms Farm and those north of the A1077 Sluice Road. The Scheme passes through agricultural land to the east of the East Drain. This land also includes an area covered by a pond.

Ferriby Hall is a Grade II Listed Building beyond the red line planning application boundary to the east.

The main issues to consider in the determination of this application are: whether the principle of the development is acceptable; whether the proposal would have an unacceptable impact in respect of highway safety; whether it would have an adverse impact on local services, residential amenity, landscape or wildlife; and the impact on protected areas.

#### Principle of development

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. In this instance the development plan consists of the saved policies of the North Lincolnshire Local Plan (NLLP) and the North Lincolnshire Core Strategy (NLCS).

Policy DS1 of the NLLP sets out the general criteria against which development is assessed and the impact to be considered. The nature of the Scheme means there are no direct impacts on air quality or odour from the proposal. It is necessary to protect local amenity during construction. Proposed mitigations include employing construction practices that will minimise dust and pollution and these will be included in the CEMP produced prior to construction.

Policy DS16 of the NLLP and policy CS19 of the NLCS address the considerations with regard to flood risk. Considering the nature of the Scheme, it is deemed that the project will have a beneficial impact on flood risk as it aims to significantly reduce flood risk for South Ferriby. Overall, 150 residential properties will benefit from reduced flood risk as well as the CEMEX Plant.

It is accepted that the proposal is not expressly permitted by policy RD2 of the adopted local plan but it is considered that any policy conflict in this regard is heavily outweighed by the public benefits of the scheme in relation to flood risk.

The broad principle of development is therefore considered acceptable.

Paragraph 83 (Supporting a Prosperous Rural Economy) of the NPPF emphasises the importance of housing and community facilities in supporting the sustainability of rural communities. This is reflective of guidance contained within the NPPG. The proposed development will improve existing defences which will provide additional protection from flood risk.

The broad principle of development is therefore considered acceptable.

#### Flood risk

The proposed development is intended to reduce the risk of flooding in the surrounding area. The scheme has been developed by the Environment Agency, in conjunction with other stakeholders, who have offered no objections to the scheme. The proposal is considered to result in clear benefits to flood risk and this should be weighted heavily in favour of the application.

#### Highways

Once complete the proposed development will have no impact on vehicular safety or highways efficiency. However, it is acknowledged that the construction phase will result in impacts on the road network.

The site is situated on the Humber Estuary, immediately to the west of the village of South Ferriby. The A1077 is the primary access road to the site and forms a priority T-junction with Sluice Road in South Ferriby. Sluice Road is the primary access road into the site. The A1077 originates to the west of Scunthorpe, runs north towards Winterton, then northwards and eastwards towards South Ferriby, where it continues towards Barton-upon-Humber and southwards towards South Killingholme.

Construction works are anticipated to commence in 2019 and would last approximately two years. The proposed access for construction traffic for the Scheme will be from the A1077, which runs through the site and is classified as a class 'A' principal road in a rural area.

Throughout the construction period there will be varying numbers of construction staff on site. These numbers have been informed from the contractor and based upon information included within the CTMP.

Parking will be provided for workers near to their relevant workface. Space will be provided as part of secondary compounds located along length of works. Working hours for construction workers will be from 7.30am to 5pm.

Construction workers are expected to travel to the construction site primarily by car. It is assumed that, for a robust assessment, there will be one car to one construction worker accessing the site, meaning 60 two-way trips for most of the construction phase, in the AM and PM peak periods (7.30–8.30am and 5–6pm). All construction workers are assumed to access the site via the A1077, either from the eastern side of the site or the western side. The impact from traffic associated with construction workers shall be minor and temporary.

Construction traffic and abnormal loads are expected to access the site via South Ferriby (to the east of the site), as this is the route from the A15. It is expected that most of the construction traffic shall access the site through South Ferriby via the A1077/Sluice Road junction and the A1077/A15; this route along the local road network is tarmacked and suitable for HGV access.

The greatest number of HGV movements at the construction site in a month will be approximately 3030 (for two months, other months are less), indicating approximately 23 HGV movements per hour as a maximum number, expected to be accessing the construction site. Annual average daily traffic (AADT) figures for the A1077 in 2016 east of South Ferriby, were 7955 vehicles. During the construction period there is predicted to be an increase of up to 3% of vehicles in the two months with the most HGV movements. The increase will be less for all other months of construction.

The scheme is expected to have no significant adverse effects on the highway network. Construction impacts will be minor and temporary; any short-term construction impacts are to be managed through the CTMP.

For the operational mitigation, when the demountable defences are operated, traffic will be diverted away from the village of South Ferriby during this period and a section of road will be closed.

The Environment Agency (EA) have indicated that:

'The worse-case scenario is that there will be approximately 30 weeks of total road closures on the A1077. This will be broken down into sections of 12 weeks, 11 weeks and 7 weeks closures.

It may not be necessary to close the A1077 for these durations and that temporary traffic management, such as traffic signals, would be employed. The disadvantage of traffic management is this prolongs the durations that the A1077 would be affected.

Closures and temporary management would be agreed in advance in consultation with the Highways Authority and local stakeholders.'

A large number of objections (73) have been received in relation to the above statement, based on the impact on individuals' lives, wellbeing, livelihood and direct impact on local independent businesses.

The EA has been questioned in relation to the above statement and they have confirmed that, until they enter the site and carry out preliminary works, the above cannot be altered, but it is anticipated that the period specified will not be required.

A further meeting has been held with the council's Highways team and bus operators, the general conclusion of the meeting being that the highway works would be better concentrated during school holiday periods as the impact on public transport services would be minimised, particularly during August. It would also help the bus companies if any closures are kept to a minimum, but also a three-week single closure would be better than a week here and there spread over a longer period.

The Highway Officer and the Highway Solution Manager have raised issues with the potential longevity of road closures along the A0177. However, subject to conditions suggested, on balance, it is considered that the impact of the proposal can be mitigated.

#### Ecology

The application is accompanied by comprehensive technical documentation, in the form of an Environmental Statement, which addresses matters relating to ecology.

The scheme has been reviewed by Natural England, and the council's ecology officer. A condition has been recommended in the event of any approval which would require the works, biodiversity mitigation and biodiversity enhancements to be carried out strictly in accordance with the submitted documents and drawings. Subject to the imposition of such a condition, it is considered that sufficient information has been supplied to demonstrate that the proposal would not detract from any ecological assets.

#### Visual amenity and impact on local residents

Various safeguards will need to be imposed to ensure that residential amenity is not adversely affected during the construction process. Such safeguards include restrictions on working hours where necessary. The proposed works are considered to sufficiently respect the character of the areas within which they are located and their design is heavily informed by their functional purpose. The visual impacts of the scheme are therefore considered acceptable.

#### Heritage

The scheme is supported by technical information relating to impacts on heritage assets; however, insufficient information has accompanied the proposal in relation to archaeological deposits.

A holding objection exists from the council's archaeologist; however, additional information is anticipated from the applicant that will address the current situation. A further update will be provided at the planning committee.

#### Land contamination/pollution control/noise

The council's environmental health officer has offered no objections to the scheme subject to conditions. Such conditions include the submission of a Site Waste Management Plan, an Earthworks Verification Plan, a land contamination condition and a CEMP. Subject to such conditions, it is considered that the proposals would not give rise to an unacceptable increase in pollutants or noise impacts and the proposal is considered acceptable in this regard.

#### Conclusion

The proposal will have significant public benefits leading to a reduced risk of flooding in the area. The benefits are considered to outweigh any minor conflicts with the development plan.

Adequate technical justification has been supplied in support of the scheme and any outstanding matters can be adequately controlled by condition.

The proposal is considered to sufficiently accord with adopted planning policy and guidance.

#### **RECOMMENDATION:**

Subject to receipt of the outstanding archaeological information, the committee resolves:

- (i) to grant permission for the development;
- (ii) to include any additional conditions required as a result of the outstanding archaeological information;
- (iii) the permission so granted be subject to the following conditions:

1.

The development must be begun before the expiration of three years from the date of this permission.

#### Reason

To comply with section 91 of the Town and Country Planning Act 1990.

2.

No development shall take place until the final construction phase traffic management plan, showing details of:

- all associated traffic movements, including delivery vehicles and staff/construction movements;
- any abnormal load movements;
- contractor parking and welfare facilities;
- storage of materials;
- traffic management requirements, including the method of providing traffic control, road closures and necessary diversions;
- consideration of public transport vehicles through the works; and
- the means of preventing/controlling the deposition of mud onto the adjacent highway, along with appropriate methods of cleaning the highway as may be required;

has been submitted to and approved in writing by the local planning authority. Once approved, the plan shall be implemented, reviewed and updated as necessary throughout the construction period.

Reason

In the interests of highways safety.

3.

No apparatus associated with the scheme shall be positioned within highway limits until all details relating to its construction and maintenance have been submitted to and approved in writing by the local planning authority.

#### Reason

In the interests of highways safety.

4.

Within six months of any planning permission being issued, the final operational Traffic Management Plan covering all aspects of traffic control, diversions and works to install flood defences within the limits of the highway shall be submitted for approval by the local planning authority. Once approved, all aspects of traffic management and works within the highway shall be carried out in accordance with the approved details.

#### Reason

In the interests of highways safety.

5.

Works, biodiversity mitigation and biodiversity enhancements shall be carried out strictly in accordance with the following submitted documents and drawings:

- Environmental Action Plan ref IMAN002289-CH2-00-300-RP-EN-0002 Version C02
- Winteringham Ings to South Ferriby Flood Alleviation Scheme Water Vole Mitigation Strategy, dated 16 November 2018
- Water Vole Mitigation (Drawing No. IMAN002289-CH2-00-300-DR-EN-0004 revision C02)
- Estuarine SPA Birds Mitigation (Drawing No. IMAN002289-CH2-00-300-DR-EN-0005 revision C02)
- Barn Owl Survey Findings and Mitigation (Drawing No. IMAN002289-CH2-00-300-DR-EN-0006 revision C02)
- GCN Mitigation Plan (Drawing No. IMAN002289-CH2-00-300-DR-EN-0007 revision C02)
- Reptile Mitigation (Drawing No. IMAN002289-CH2-00-300-DR-EN-0008 revision C02)
- Figure 6.3: Landscape and Ecology Outline Design General Arrangement Plans SHEET 01 of 02 Drawing No. IMAN002289-CH2-00-300-DR-EN-0019 revision C01)

 Figure 6.3: Landscape and Ecology Outline Design General Arrangement Plans SHEET 02 of 02 Drawing No. IMAN002289-CH2-00-300-DR-EN-0020 revision C01).

The biodiversity management prescriptions, and monitoring and reporting procedures, shall be carried out in their entirety in accordance with the timescales set out in the above documents and drawings. Prior to the completion of the approved development, the applicant or their successor in title shall submit a report to the local planning authority, providing evidence of compliance with the Biodiversity Management Plan. All biodiversity features shall be retained thereafter.

#### Reason

To conserve and enhance biodiversity in accordance with saved policies LC1, LC2, LC5, LC6 of the North Lincolnshire Local Plan, and policies CS5 and CS17 of the North Lincolnshire Core Strategy.

#### 6.

Unless otherwise agreed in writing by the local planning authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until parts 1 to 4 below have been complied with. If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the local planning authority in writing until part 4 has been complied with in relation to that contamination.

#### Part 1: Site Characteristics

A Phase 1 desk study shall be carried out to identify and evaluate all potential sources of contamination and the impacts on land and/or controlled waters, relevant to the site. The desk study shall establish a 'conceptual model' of the site and identify all plausible pollutant linkages. Furthermore, the assessment shall set objectives for intrusive site investigation works/Quantitative Risk Assessment (or state if none required). Two full copies of the desk study and a non-technical summary shall be submitted to the local planning authority for approval prior to proceeding to further site investigation.

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the local planning authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the local planning authority.

- (i) a survey of the extent, scale and nature of contamination;
- (ii) an assessment of the potential risks to:
  - human health;
  - property (existing or proposed), including buildings, crops, livestock, pets, woodland, and service lines and pipes;
  - adjoining land;

- groundwaters and surface waters;
- ecological systems;
- archaeological sites and ancient monuments;
- (iii) an appraisal of remedial options, and a proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the management of Land Contamination, CLR 11'.

#### Part 2: Submission of Remediation Scheme

A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the local planning authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

#### Part 3: Implementation of Approved Remediation Scheme

The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the local planning authority. The local planning authority must be given two weeks' written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (referred to in PPS23 as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the local planning authority.

#### Part 4: Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Part 1, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Part 2, which is subject to the approval in writing of the local planning authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the local planning authority in accordance with Part 3.

#### Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with policy DS7 of the North Lincolnshire Local Plan.

7.

Prior to the importation of earthworks materials onto the site there shall be submitted to and approved in writing by the local planning authority an earthworks verification plan. The verification plan shall ensure and demonstrate that imported materials are safe and suitable for use on the approved development. No deviation from the approved plan shall be permitted unless agreed in writing with the local planning authority.

The scheme shall be retained for the duration of the development.

#### Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with policy DS7 of the North Lincolnshire Local Plan.

#### 8.

No stage of the development hereby permitted shall commence until a construction environmental management plan (CEMP) has been submitted to and approved in writing by the local planning authority. The CEMP shall include the following:

Noise and vibration: The CEMP shall set out the particulars of:

- (a) the works, and the method by which they are to be carried out;
- (b) the noise and vibration attenuation measures to be taken to minimise noise and vibration resulting from the works, including any noise limits; and
- (c) a scheme for monitoring the noise and vibration during the works to ensure compliance with the noise limits and the effectiveness of the attenuation measures.

Light: The CEMP shall set out the particulars of:

- (a) specified locations for contractors' compounds and materials storage areas;
- (b) areas where lighting will be required for health and safety purposes;
- (c) location of potential temporary floodlights;
- (d) identification of sensitive receptors likely to be impacted upon by light nuisance;
- (e) proposed methods of mitigation against potential light nuisance, including potential glare and light spill, on sensitive receptors.

Dust: The CEMP shall set out the particulars of:

- (a) site dust monitoring, recording and complaint investigation procedures;
- (b) identification of receptors and the related risk of dust impact at all phases of the development, including when buildings and properties start to be occupied;

- (c) provision of water to the site;
- (d) dust mitigation techniques at all stages of development;
- (e) prevention of dust trackout;
- (f) communication with residents and other receptors;
- (g) a commitment to cease the relevant operation if dust emissions are identified either by regular site monitoring or by the local authority;
- (h) a 'no burning of waste' policy.

#### Reason

To protect residential amenity in accordance with policy DS1 of the North Lincolnshire Local Plan.

9.

Construction operations shall be limited to the following hours:

- 7am to 7pm Monday to Friday

- 7am to 1pm on Saturdays.

No construction operations shall take place on Sundays or public/bank holidays.

HGV movements shall not be permitted outside these hours during the construction and demolition phase without prior written approval from the local planning authority.

Installation of equipment on site shall not be permitted outside these hours without prior written approval from the local planning authority.

#### Reason

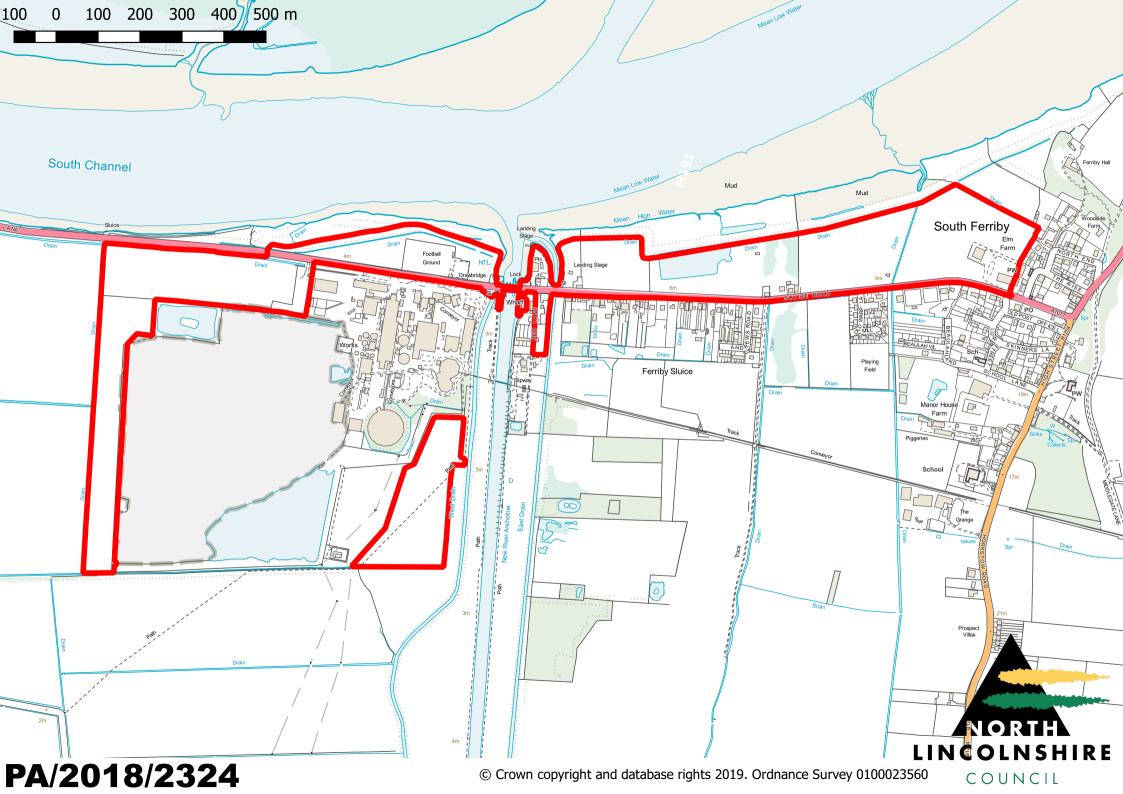
To protect residential amenity in accordance with policy DS1 of the North Lincolnshire Local Plan.

#### Informative 1

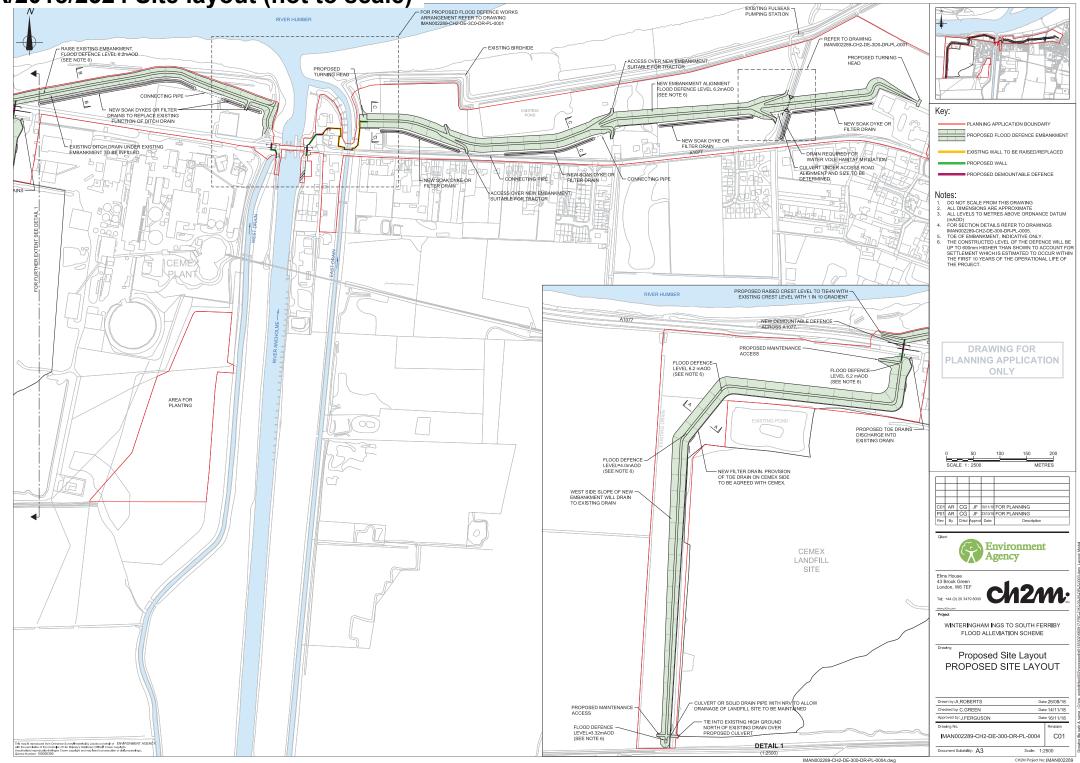
Planning permission is hereby granted after full consideration of the Environmental Statement (ES) submitted as part of the planning application in accordance with the Town & Country Planning (Environmental Impact Assessment) Regulations 2017.

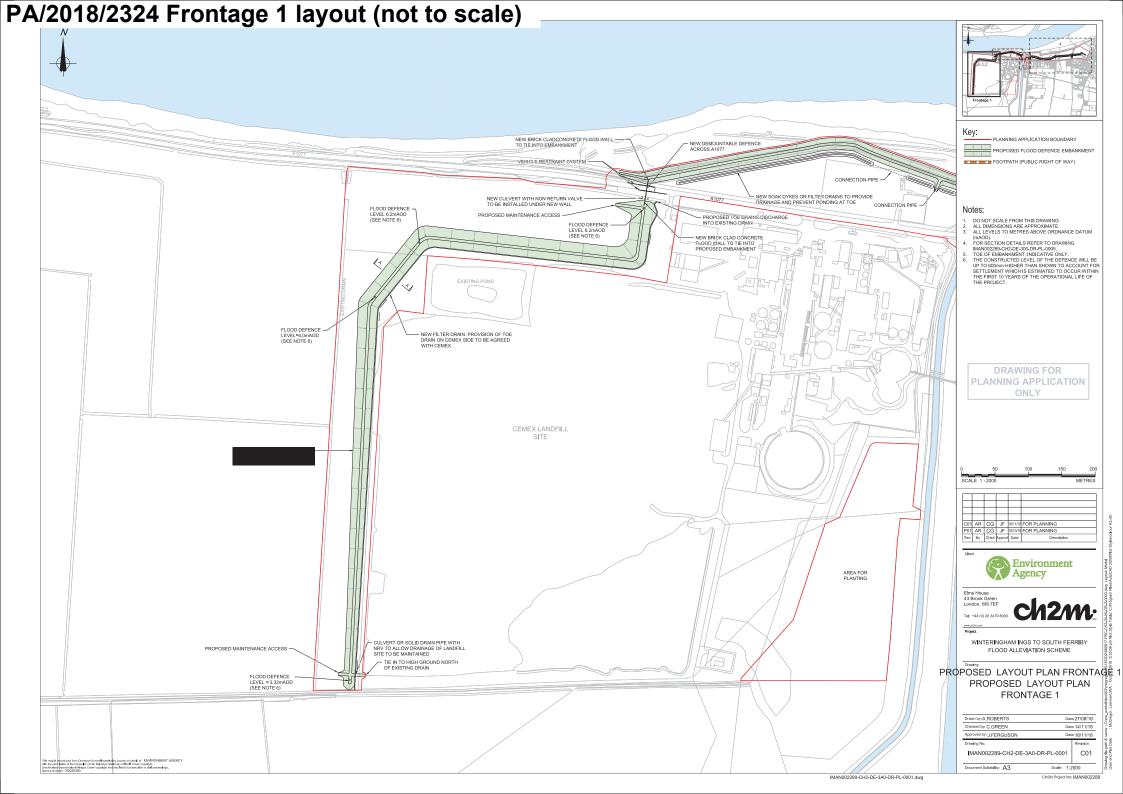
#### Informative 2

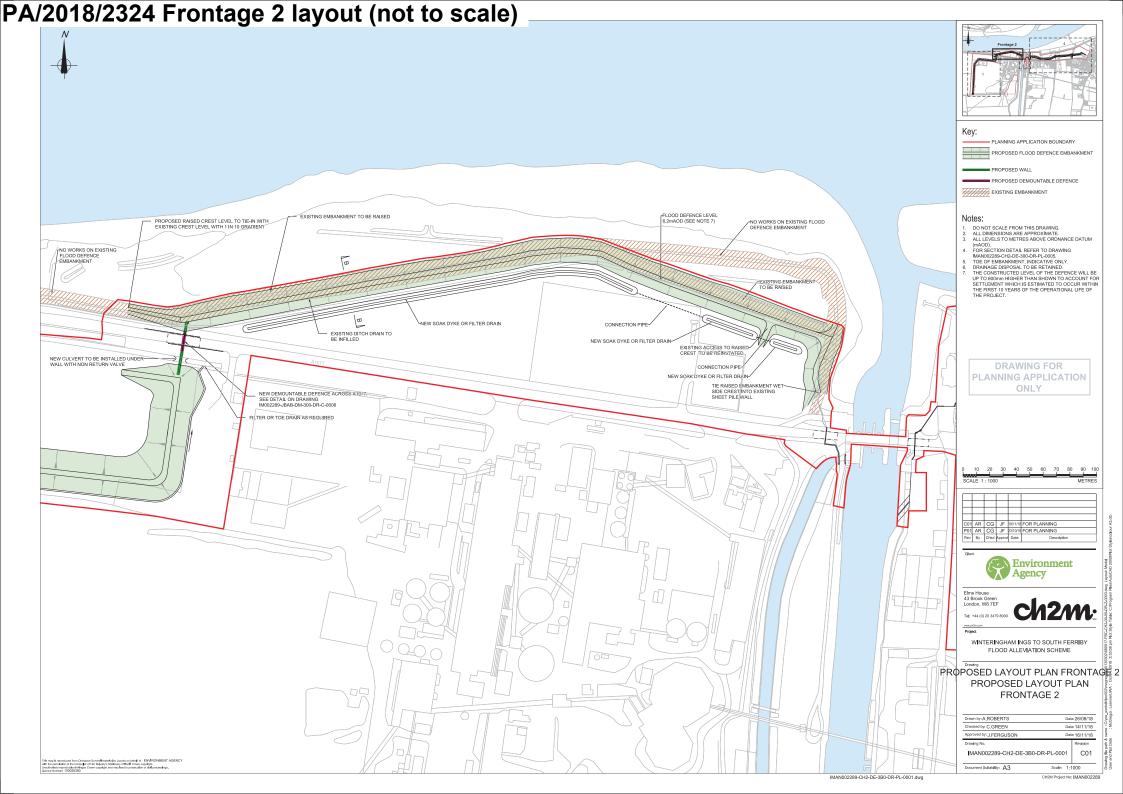
In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



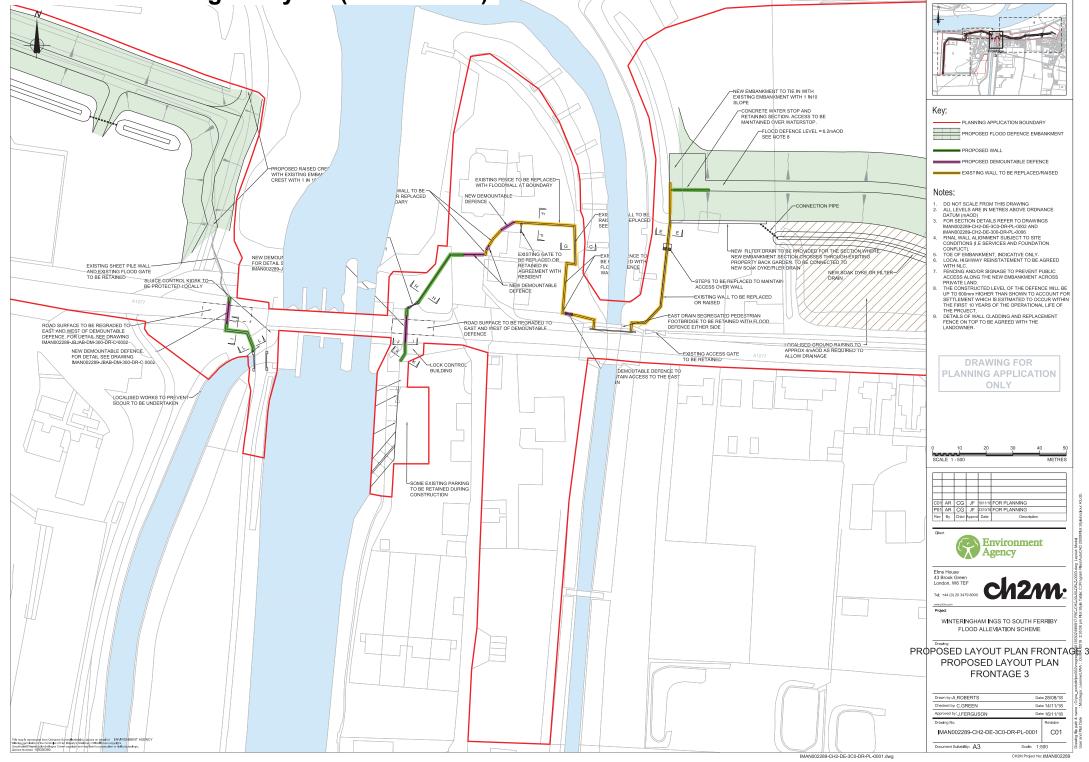
## PA/2018/2324 Site layout (not to scale)

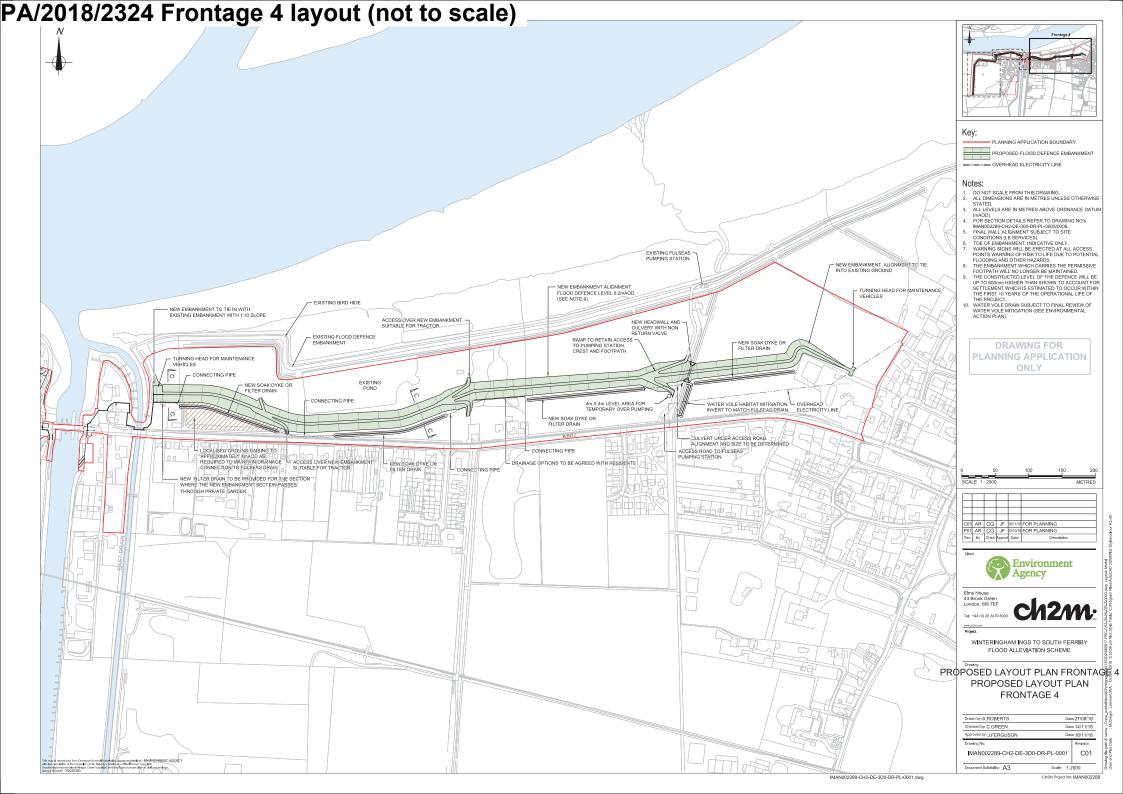


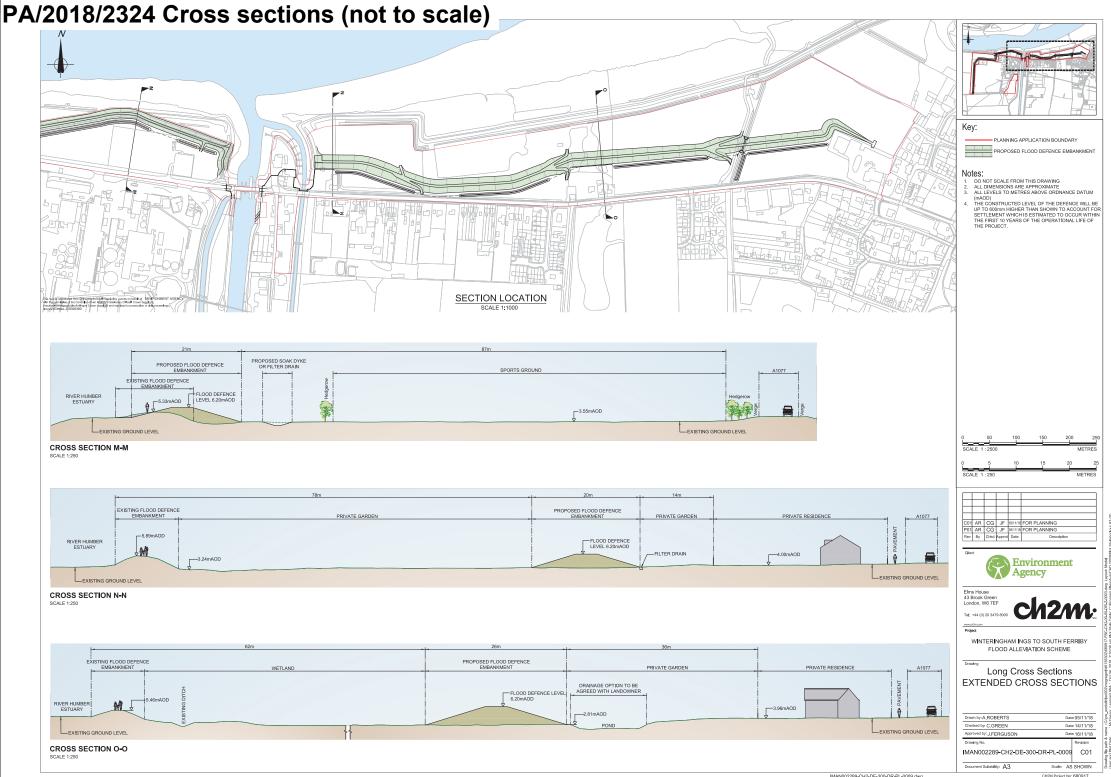




## PA/2018/2324 Frontage 3 layout (not to scale)







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