12 December 2013 List Number 1

North York Moors National Park Authority

Ryedale District	App Num. NYM/2013/0477/EIA
Parish: Allerston	

Proposal: gas production from existing wellsite for a temporary period (five years),

construction of gas conditioning building/plant, water separator building and administration building, connection to the existing LTZ gas pipeline on site, provision of metering facilities, flare and storage tanks and erection of gas engine and associated plant and machinery, creation of hardstanding areas and 2 no. accesses off Ebberston Common Lane together with landscaping and

drainage works and means of enclosure

Location: Ebberston Moor 1 Wellsite and Lockton Compound, Ebberston Common Lane,

Snainton

Applicant: Viking UK Gas Limited, fao: Mr John Dewar, Knapton Generating Station,

East Knapton, Malton, North Yorkshire, YO17 8JF

Agent: Barton Willmore LLP, fao: Mr Paul Foster, Elizabeth House, 1 High Street,

Chesterton, Cambridge, Cambridgeshire, CB4 1WB

Date for Decision: 20 December 2013 Grid Ref: SE 489925 489697

Director of Planning's Recommendation

Approval subject to the following conditions:

1. TIME00 The permission hereby granted is valid only for five years from the date of this permission and the development shall be removed from the site before this consent expires and the site restored to its former condition before that date, unless a subsequent permission has granted permission for part of the plant and equipment to be retained.

2. PLAN02 Strict Accordance With the Plans/Specifications or Minor Variations

3. GACS00 Noise attenuation measures shall be incorporated into the site compound design and construction in such a manner that noise measured at the curtilage boundary of any local dwelling shall not exceed 42dB LAeg,1hour.

4. MISC00 The levels of noise emitted from the operational site shall not exceed 60dB(A)LAeq,1 hour, measured at any point on the site boundary, unless otherwise agreed in writing with the Local Planning Authority.

5. MISC00 Before the gas processing facility is commissioned a noise attenuation scheme shall be submitted to and approved in writing by the Local Planning Authority detailing the methods by which noise from the plant is to be controlled in order to meet the operational noise limits. The operation of the gas processing facility shall

not be undertaken except in accordance with the approved scheme.





North York Moors National Park Authority The Old Vicarage Bondgate Helmsley York

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Conditions (continued)

6. MISC00

Before the gas processing facility or the wellhead site are commissioned a programme of noise monitoring shall be submitted to and agreed in writing with the Local Planning Authority. The programme shall specify the locations at which noise is to be measured, the method of assessment (which will be in accordance with the relevant sections of BS.4142:1997) and the maximum permissible noise level at each such noise monitoring location. It shall include a requirement that the spectral equivalent continuous noise levels in third-octave bands are measured. A noise survey shall be conducted during site commissioning and before the commencement of full commercial operations and the results submitted to the Local Planning Authority for approval in writing. The programme shall include the provision that once the facility is brought into operation, noise measurements shall be conducted on behalf of the operating company as soon as possible on receipt of a written request from the Local Planning Authority. The results of such measurements are to be submitted to the Local Planning Authority within three working days of completion if the survey. In the event that the predicted noise levels at the site boundary are exceeded, additional attenuation measures shall be taken and further noise survey or surveys conducted until the predicted noise levels are achieved to the written satisfaction of the Local Planning Authority.

7. MISC00

Tonal noise from the gas processing facility shall not be audible outside any residential property in existence at the date of this planning permission. Tonal noise shall be considered to be audible where the level in any third-octave band is 5dB or more in excess of the levels in the two adjacent bands and tonal components are clearly audible.

8. RSU000

The permission hereby granted permits the extraction of upto 15 mmscf/d of conventional natural gas only by conventional drilling methods. For the avoidance of doubt it does not permit hydraulic fracturing of any part of the gas reservoir resource.

9. RSUO00

- Prior to the commencement of development a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the MPA. The CEMP shall include:
- Details of the size, location and design of the compound, including how any potentially polluting materials will be stored to minimise the risk of pollution;
- b. All fuel/oil to be stored in proprietary tanks with integral bunding with a capacity equal to not less than 110% of the capacity of the tank. Such tanks shall be located on a bunded, impervious hardstanding with a capacity of not less than 110% of the largest tank or largest combined volume of connected tanks;
- All replenishment of tanks and containers and all refuelling of vehicles, plant and equipment shall take place within that bunded, impervious hardstanding;
- d. Details of a protocol to deal with any pollution that may occur during the course of construction e.g. provision of spill kits close to storage areas/compounds. This shall include training staff on how to use these correctly:
- e. Plant and wheel washing is carried out in a designated area of hard standing at least 10 metres from any watercourse or surface water drain;

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Condition 9 (continued)

f. Run-off from plant, wheel and boot washing collected in a sump, with settled solids removed regularly and water recycled and reused where possible;

- g. A strategy for recycling/disposing of waste resulting from construction works:
- h. Details of how the requirements of the approved CEMP will be disseminated to all relevant staff/contractors throughout the construction period.

Development shall thereafter proceed only in strict accordance with the approved CEMP.

- 10. ARCH02
- Archaeological Interest Requiring Full Survey
- 11. MISC00

The applicants shall maintain a log containing the details of every time the flare stack is used for flaring, the information shall include the date, number of times that day and duration of the flare stack use and make it available to officers of the National Park upon request given reasonable advance notice.

12. HWAY00

Unless otherwise approved in writing by the Local Planning Authority, there shall be no HCVs brought onto the site until a survey recording the condition of the existing highways (Ebberston Common Lane – unclassified road, whole length, and A170 for 20 metres east and west of the junction with Ebberston Common Lane) has been carried out in a manner approved in writing by the Local Planning Authority in consultation with the Highway Authority. Within one month of the commencement of gas production from the existing wellsite, or any time prior to that date which shall have been agreed in writing by the Local Plannning Authority in consultation with the Highway Authority, the applicant shall carry out a second survey recording the condition of the same highways. The survey shall be submitted to the Local Planning Authority for approval and thereafter any works reasonably required in order to rectify any damage to the public highway resulting from traffic arising from the construction, installation and erection of any infrastructure required for the commencement of gas production from the existing wellsite shall be completed to the satisfaction of the Local Planning Authority in consultation with the Highway Authority. A further survey shall be undertaken by the applicant within one month of the completion of decommissioning and restoration works to the site (if applicable) in the manner as described above. Unless otherwise approved in writing by the Local Planning Authority, there shall be no establishment of a site compound, site clearance, demolition, excavation or depositing of material in connection with the construction on the site until details of the routes to be used by HCV construction traffic have been submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highway Authority, as generally given in the appropriate sections of the submitted Environmental Statement but with the amendment that all HCV traffic shall be limited to 25 miles per hour along the whole length of Ebberston Common Lane.

Thereafter the approved routes shall be used by all vehicles connected with

construction on the site.

13. HWAY00

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Conditions (continued)

14. HWAY00

Unless otherwise approved in writing by the Local Planning Authority, the quantity of HCV traffic movements as required for the construction, operation and decommissioning of the proposed development shall not exceed the figures provided in the appropriate sections of the submitted Environmental Statement and the applicant shall submit to the Local Planning Authority on a monthly basis such information as deemed appropriate that monitor HCV traffic to and from the development site and should such levels be exceeded the Local Planning Authority may, in consultation with the Highway Authority, require the applicant to carry out additional and/or modified improvement works including environmental improvement works to the extent of public highways described in condition (1) above in accordance with details, specification and programme of completion that shall have been first submitted to and agreed in writing with the local Planning Authority, in consultation with the Highway Authority.

Reasons for Conditions

- 1. To ensure compliance with Sections 91 to 94 of the Town and Country Planning Act 1990 as amended.
- 2. For the avoidance of doubt and to ensure that the details of the development comply with the provisions of NYM Core Policy A and NYM Development Policy 3, which seek to conserve and enhance the special qualities of the NYM National Park.
- 3. In order to comply with the provisions of NYM Core Policy A which seeks to ensure that new development does not detract from the quality of life of local residents.
- 4 to 7 In the interests of the amenities of the locality and to comply with the provisions of NYM
- & 11 Core Policy A which seeks to conserve and enhance the special qualities of the National Park.
- 8 & 9. In order to enable the Local Planning Authority to retain control over the scale of activity at the site and ensure compliance with NYM Core Policy A which seek to conserve and enhance the special qualities of the NYM National Park.
- 10. In order that any remains of archaeological importance can be adequately investigated and recorded before any development takes place on the site and to comply with NYM Core Policy G which seeks to conserve and enhance the historic assets and cultural heritage of the National Park.
- 12 to In accordance with NYM Development Policy 23 and to secure an appropriate highway
- 14. constructed to an adoptable standard in the interests of highway safety and the amenity and convenience of highway users.

Consultations

District -

Allerston and Wilton Parish - No objections.

Highways - No objections recommend conditions be placed on any approval.

Environmental Health Officer - No objections, recommends conditions be imposed on construction hours, requiring approval of the Construction Environmental Management Plan and noise conditions relating to surveys/monitoring/limits/noise attenuation measures.

Environment Agency -

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Consultations (continued)

Forestry Commission -

Health and Safety Executive - Does not advise, on safety grounds, against the granting of planning permission.

North Yorkshire Police - No objections, recommend an informative be imposed regarding need for robust fencing and secure storage.

NYCC Planning -

Yorkshire Water - Original application - No comments.

Revised Environmental Addendum - No further comments.

National Grid -

Northern Gas Network -

Campaign to Protect Rural England -

Fire Officer - No comments at this stage, will look again if any application is submitted to the Building Control Authority.

Site Notice Expiry Date - 20 December 2013.

Background

Members will recall that this application was considered by the 17 October Planning Committee; a copy of the report with late information update sheet comments incorporated is attached as an **appendix** to this report.

Following discussions about the principle material planning considerations it was resolved to delegate approval of Planning permission to the Director of Planning subject to additional conditions being drafted to cover the issues of: archaeology, timing of further noise surveys if the noise levels are breached and gas flaring timings together with awaiting the expiry of the last public consultation period and no new planning issues being raised. Before the expiry of the last consultation date a number of objections were received. Whilst most of these objected to general perceived dangers of 'Fracking' to extract natural gas and which play no part of the application, there was a lengthy letter of objection from Moorland Energy, promoters of a potentially competing gas extraction, pipeline and processing plant which contained new planning concerns. Hence the application is rescheduled for consideration. The natures of those concerns are listed separately below:

'That the Environmental Statement is Technically Flawed'

The nub of this Moorland concern is that there is a lack of information regarding: the flare stack, other waste products, water handling, traffic movements and insufficient description of development and their likely impacts. In terms of the flare stack that, without those details it is not possible to determine whether it would need to be regulated by the Environment Agency under the Environmental Permitting Regulations and what planning conditions should be imposed. In terms of the other wastes, there are insufficient details to determine whether there will need to be further Environment Permitting regulation of the generator and boiler. Furthermore that it is not clear whether the remote amine and glycol regeneration plants are operated by the applicants and whether they have the existing licenses to deal with these wastes.

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Background (continued)

In terms of the Water handling that the production of water is inevitable, it cannot be regarded as 'clean' and the details its disposal should be included to ensure the re-injected water into the subsurface water aquifer will not contaminate the aquifer. This is trying to fragment the planning process into iterative incremental applications against the principles of an Environmental Statement covering the whole core project. In terms of traffic movements that there could be more water in the gas than the applicants estimate and that traffic movements will exceed the suggested 2 in number two way movements by 4x4 vehicles, they are more likely to be two in number two way daily deliveries and twice a week 3 in number removals by a tanker. In terms of the insufficient technical description that it is not possible to 'sweeten' the gas and remove hydrogen sulphide by means of an amine contactor within the constraints of the relatively low agricultural style building proposed as such equipment is typically 20m high. Details of the equipment to be used should be provided.

Applicants Response

Viking UK gas does not accept that the level of detail supplied amounts to a technically flawed Environmental Statement. The developments are sufficiently described for the likely impacts to be assessed. A structured development programme has been adopted and this is similar to that used by Moorland in the Ryedale Gas Project. Feel Moorlands assertions about being flawed are based on a misunderstanding of the full design and they are seeking to gain commercial advantage by gaining access to the full design.

In terms of the flare system, stress that Environmental Permitting is a wholly separate regime and there is no need to set out permitting requirements in the Environmental Statement. The ES provides sufficient information for planning purposes. Moorland suggest the flare will need to be used continuously for periods, a high integrity pressure protection system will be employed along with a relief valve and blowdown valve so that the 50mW thermal limit for higher spec flares are not invoked. Moorland have suggested that the flaring planning conditions attached to their exploration permission should be imposed. These are not considered relevant for an extraction facility indeed Moorland Energy's own extraction permission does not have any flaring conditions.

In terms of other wastes products, the Officer report clearly pointed out that the amine and glycol regeneration plants are existing ones, they are not owned/controlled by the applicant and dealing with these products is part of their everyday business. Details of the Agreements between Viking and the companies are commercially sensitive. In terms of 'insufficient technical development description', have considered standard units as described by Moorland but rejected them and will commission a purpose built design which will fit within the approved building.

In terms of traffic movements, because Moorland have assumed there could be upto 300lb/mmscfd, their allegations are spurious based on extreme conditions. Our process calculations have been verified by independent engineers and an independent specialist transport consultant has verified movements will be less than two per day. In terms of water handling, since the application was made, considerable progress has been made with the Environment Agency in respect of the technical and legal aspects of the water handling arrangements running parallel to the Planning process. As a result of those discussions have submitted separate addendums to the Environmental Statements to cover the environmental impacts of the water handling arrangements.

'Temporary Consent Concerns'

The crux of this Moorland concern is that five years would be insufficient to deliver economic returns and Viking are likely to seek an extension and therefore it should be treated as a permanent consent application.

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'Temporary Consent Concerns' (continued)

Furthermore that the second phase relies on the continued presence of Knapton Generating Station which itself has a temporary permission until 2018 only and there can be no guarantee an extension will be granted. Both business plans rely on temporary permissions being renewed and this should be a concern of the Planning Authority as commercially the two business plans do not stack up. In the event that the National Park Committee does grant the planning permission request that no further renewal of the gas conditioning plant is granted.

Applicants Response

Accept that Viking Gas did make the case for a 7 year permission rather than 5 however when the Planning Committee discussed this they indicated that 5 years was their preference and any further extension would need to be judged on its merits. It is not the objective of Viking to secure a permanent permission at the wellhead for a gas conditioning plant, stand by the position that this is a temporary facility for 5 years. It is Vikings intention to apply to extend the life of the Knapton Gas generating station planning permission before the expiry in 2018 although this will be subject to the economics of the field and the generating station.

'Lack of Alternative Considerations'

The gist of this Moorland concern is that the Major Development Test has been failed because Viking have failed to demonstrate a need for the pipeline given the extant Moorland appeal permission for a pipeline and gas processing plant at Hurrel Lane, Thornton le Dale. That scheme has more than sufficient capacity to process the gas from the Ebberston gas field and then would not present any of the negative issues associated with this proposal. Furthermore that whilst the proposed pipeline route is 15.4km long there could well be easement problems which lengthen the route and thus render it a nationally Significant Infrastructure Project (NSIP). Consideration should be given to referring the project to the Secretary of State.

Applicants Response

The application documentation sets out the need case. Although the Ryedale Gas Project has planning permission, no applications have been submitted to clear off the planning conditions and the timing is uncertain and any implementation some time away. The applicants are aware of the many objections to the Ryedale Gas Project and the support for an alternative processing facility at the wellhead within the Park and the project takes account of those wishes. In summary, the Moorlands plant has not started nor is construction planned.

'Risk to Safety and Security'

The basis of this Moorland concern is that Moorland submitted a safety report with their application which covered major hazards and safety and consider such a report should have been submitted with the Viking applications.

Applicants Response

A safety report was submitted with the application. The Viking proposal is far less complex than the Ryedale Gas Project and as such the safety risks are far reduced.

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Main Issues

Policy Framework

The NYM adopted Core Strategy and Development Plan Policies (2008) contains policies, which amongst other things, seek to conserve and enhance landscape character (Core Policy A) advise that all mineral developments other than local building stone quarrying will be assessed against the Major Development Test and that gas exploration will be considered against Government mineral policy advice (Core Policy E), road improvements should complement the locality and be the minimum needed to achieve safe access (Development Policy 23) and that appropriate assessment and evaluation of ecology and archaeological assets are taken into account (Core Policy C and Development Policy 7). Core Poly D in respect of provision of on-site renewables is not relevant as the building is too small to be caught by the Authority's trigger level of 200 square metres, the building is 112 square metres.

Government advice in the National Planning Policy Framework (NPPF) and English National Parks Circular 2010 states that great weight should be given to conserving the landscape and scenic beauty in National Parks, that minerals are essential to support economic growth and our quality of life, not to grant mineral permissions if there are unacceptable adverse impacts on the natural environment and to clearly distinguish between the three phases of minerals development: exploration, appraisal and production together with having due regard to restoration. When dealing with 'major' developments, the Major Development Test sets out that major developments should not take place in National Parks except in exceptional circumstances.

The Authority adopted the North York Moors National Park Management Plan in June 2012, which has as one of its aims the need to ensure new developments do not harm the ability to attract 1.6 million extra visitors to the National Park.

The main issues for consideration are considered to be whether there are exceptional circumstances to permit this major, albeit temporary development, whether the scheme would not have an unacceptable impact on the local environment and inevitable implications if approval is granted.

Justification

The 'Major Development Test' has been an established principle of planning in National Parks for many years. It seeks to prevent the various impacts which are normally associated with 'major' developments. Such an approach includes large scale mineral extraction given the visual and other impacts that are associated, particularly taking away large quantities of landform and transportation implications. However as with other forms of mineral applications for exploration and to a fair degree assessment applications, there is local and national policy support for knowing the nature and scale of the nation's mineral resources including energy minerals. The latter particularly as the Country strives to meet renewable energy targets in 2020 and 2050 to achieve a low carbon economy. Part of the overall plan for meeting renewable targets is an appropriate mix of technologies which will allow matching of the supply cycle for energy demands, for example high demands caused by national events or unusual weather conditions where instant energy such as gas has a role to play. As such there is considered to be a general justification for a temporary exploration and assessment development, which if no viable gas is found, the development is removed and the site can be returned back to agricultural use. The net result of the application if approved would not result in significant visual impact (like that associated with say hard rock quarrying) due to the relatively modest scale of development involved, underground location of the extraction and well screened nature of the site location and close proximity of pipeline to remove the gas.

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Justification (continued)

The applicants have also explained that the directional drilling constraints for conventional gas would not permit an effective drill site location outside the National Park.

In the circumstances it is not considered that the objectives of the 'Major Development Test' would be harmed in principle by approving the application. The lack of harm and genuinely temporary nature are considered sufficient exceptional circumstances to allow approval on a temporary basis.

Impact on Local Environment

The application was lodged with lengthy supporting Environmental Statement prepared under the guidance of the 2011 Environmental Impact Regulations and sections cover the various relevant issues including: geology, flood risk and pollution, traffic management, ecology, archaeology and historical assets, visual assessments, geophysical study, noise, statement of community consultation, outline safety document and general planning statement.

In brief those reports state, as the site lies within a very large commercial forestry operation, ecological implications are limited to potential impacts on breeding birds, bats and reptiles, the proposed construction Environmental Management Plan (CEMP) has all the necessary steps to mitigate ecological impacts to an acceptable level. In landscape and visual impact terms, the generally low level and modest form (maximum height 8.5 metres) with mature vegetation with a canopy cover of around 15 metres will ensure little landscape or visual impact. In terms of air and noise impacts the CEMP and plant design includes construction during daylight hours and minimal burning of any gas on site respectively to prevent any significant impacts on local receptors.

In terms of hydrology and flooding, permeable ground conditions, impermeable aquifer conditions and height above sea level indicate there are no likely adverse impacts. There are numerous archaeological resources in the wider locality however the archaeological monitoring and recording arrangements proposed will ensure the development would have negligible impacts on archaeology. In transport terms, the public roads leading to the site are relatively narrow and the construction traffic will have a minor adverse impact however this is short term and temporary. The low levels of operational traffic (less than five vehicle movements a day) would have negligible impacts on existing users and residents/occupiers. Cumulative impacts have also been assessed with other projects in the locality and none have resulted in a cumulative adverse impact.

Those reports have been the subject of consultation with statutory bodies and the general public and at the point of writing the report, most of the normal development management issues are considered to have been adequately addressed such that no significant adverse impacts are envisaged. The main issues are considered to be: hydrology, traffic management and archaeology. The applicants have worked with the Highway Authority in drawing up the servicing arrangements and the Highway Authority have verbally confirmed the conditions they wish to see imposed on any approval. The Authority's archaeologist notes that whilst there have been no recorded finds on the site and despite some historical deep ploughing there the area is rich in archaeological finds and recommended a full archaeology watching brief and recording condition. The Environment Agency's comments are awaited as they are processing a parallel consent in respect of the water re-injection.

Implications of New Planning Matters Raised Since October Meeting

'Flawed Environmental Statement'. The matters raised by Moorland Energy Limited and the rebuttals provided by the applicants as set out above have been discussed with the Authority's solicitor and within the Department.

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Implications of New Planning Matters Raised Since October Meeting (continued)

Officers consider the criticisms of a technically flawed Environmental Statement based on insufficient technical details of: the flare stack, other waste products, traffic movements and insufficient description of development and their likely impacts does not stand up to scrutiny, the applicants assessments are preferred. However, in terms of the concerns about the water handling arrangements officers do feel this issue is not yet satisfactorily resolved. The applicants have submitted separate environmental addendums to the Environmental Statements and Environmental Statement non-technical summary. In brief these explain that the gas lies within the Permian Kirkham Abbey Formation (KAF) and that water from here is highly saline (more salty than seawater) and the proposal is to use existing consented boreholes to return water from the gas extraction from the KAF back to the less salty Triassic Sherwood sandstone water aguifer which is located below the KAF. Neither of these water aquifers is used for drinking water or other uses. Drinking water is sourced from the Corralian limestone aguifer and other supplies which are separated from the KAF and Sherwood Sandstone vertically and horizontally by impermeable rock. Best practise construction techniques would be used to avoid any contamination during construction. Any water displaced by the Sherwood Sandstone injection would occur more than 40km from groundwater and thus there would be negligible impacts. At the time of writing the Environment Agency's important views were awaited. Members will be updated at the meeting.

Temporary Consent Concerns'. The matters raised by Moorland Energy Limited and the rebuttals provided by the applicants as set out above have been discussed with the Authority's solicitor and within the Department. This project was the subject of significant pre-application engagement between senior officers of the Authority (with contact with the four main chairs of the Authority) and the applicants. The temporary nature of the Early Development Scheme and having the permanent solution were assessed as the most appropriate solution resolving the difficult major development test involving extracting of minerals in a National Park where the starting position is no and the public benefits and landscape harm are in competition. In the circumstances it is not considered that the potential business case difficulties represent a reason on their own or in combination with other non-favourable factors to warrant refusal.

'Lack of Alternative Considerations'. The matters raised by Moorland Energy Limited and the rebuttals provided by the applicants as set out above have been discussed with the Authority's solicitor and within the Department. A major plank of the Authority's case in opposing the Ryedale Gas Project was the potential alternative consideration of the gas being piped to Knapton. In his decision letter the Inspector gave this alternative little weight citing the lack of firm commitment to driving that project forward in a reasonable timeframe. Officers consider there are some similarities here. There is currently no planned start for the Ryedale gas plant. If the pipeline design has to change and it becomes an NSIP then the applicants will simply need to follow that process. It does appear they have every intension to stick to the proposed plans and for the pipeline not to exceed 16km.

Risk to Safety and Security. Whilst the security report was not submitted on day one it was submitted early on during the processing of the application and officers do not consider this amounts to a reason for refusal on its own or together with other non-favourable factors.

Conclusion

The Environmental Addendum information has been deemed to be additional environmental information for the purpose of the Environmental Impact Regulations 2011 and has thus been readvertised. Having reviewed the objections submitted after the October Planning Committee, officers can see no reason to depart from the previous recommendation, subject to no adverse comments from the Environment Agency regarding the arrangements for water handling including re-injecting of water produced during extraction.

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Explanation of how the Authority has Worked Positively with the Applicant/Agent

The Local Planning Authority has engaged in extensive pre-application advice to frontload the planning application process and has generally acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.