

HINKLEY POINT C

PRE-APPLICATION CONSULTATION

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INTRODUCTION

1.1 Background

a) Intention to Apply for Planning Consent at Hinkley Point

- 1.1.1 It is EDF Energy's intention to submit an application for a Development Consent Order (DCO) (planning submission) to the Infrastructure Planning Commission (IPC) to develop a new nuclear power station at Hinkley Point, near to Bridgwater, Somerset. The application will comprise full details of all development proposals together with a suite of documents including a statement on its pre-application consultation activities. The planning submission will also be accompanied by an Environmental Statement.
- 1.1.2 In advance of making the DCO application, EDF Energy is consulting the local community, statutory stakeholders and other interested parties on its development proposals. Pre-application consultation is a legal requirement under the Planning Act 2008 which has introduced a new consenting regime for large infrastructure projects such as nuclear power stations.

b) The Consultation Process

- 1.1.3 EDF Energy is undertaking its pre-application consultation activities in two formal stages. The first stage, comprising this document, sets out EDF Energy's initial proposals, including options, at a time when development detail is being worked on. Feedback on these proposals will help inform a second stage consultation where more detailed proposals for the development will be presented. Responses to the second stage consultation will be taken into account before the DCO application is finalised.
- 1.1.4 This consultation is intended for statutory consultees and other interested parties and meets the requirement of Section 42 of the Planning Act 2008. Consultation with the local community, required under Section 47 of the Planning Act 2008, is being run concurrently with this consultation.
- 1.1.5 In summary, this document includes information on the following:
- the pre-application consultation process;
 - the need for new nuclear power;
 - the suitability of the Hinkley Point C site for new nuclear development;
 - an outline description of the nuclear power station and its physical characteristics;
 - land use and activities during the construction of the nuclear power station;
 - the regulatory regime for the nuclear power station;
 - the waste management and spent fuel arrangements for the nuclear power station;
 - the decommissioning activities for the nuclear power station;
 - the need for, and outline description of, development required off-site to support the development of the nuclear power station;
 - information on EDF Energy's approach to sustainability, community benefits and compulsory purchase; and
 - a report on the current status of EDF Energy's environmental impact assessment for the nuclear power station and off-site development.

c) Consultation Approach

- 1.1.6 The development proposals set out in this Stage 1 consultation fall into two broad categories: those elements which are already preferred and likely to remain unchanged, for example the reactor design and the location of the proposed nuclear power station; and those which could be subject to change as a result of ongoing technical and environmental studies, and in response to consultation. In the latter category, options for development are presented. While EDF Energy welcomes comments and views on all the information provided, it is particularly interested in obtaining views where options for development are given. This will assist with



pulling together development proposals in more detail for Stage 2 consultation which will take place in 2010. Dates for consultation at Stage 1, the expected timescales for Stage 2 and the application submission are set out as follows:

Stage 1 Consultation

16 November 2009 – 11 January 2010

Stage 2 Consultation

Mid-March 2010 – early May 2010

Application Submission

July 2010

d) Environmental Status Report

- 1.1.7 This document is accompanied by an Environmental Status Report at Appendix A.1, which provides information on the baseline environment together with an indicative assessment of environmental impact of the proposed development. Stage 2 of the consultation will include a draft Environmental Statement, which will set out the environmental impacts of the proposed development in more detail.

e) Development Objectives

- 1.1.8 EDF Energy has set the following objectives for its proposed development of a new nuclear power station at Hinkley Point:
- to construct two UK EPR reactor units and associated facilities on the Hinkley Point C site to the highest standards of safety, quality and operational efficiency;
 - to have the first reactor operational by the end of 2017 and the second in 2019;
 - to manage the construction in a way that maximises efficiency and minimises disruption to the local community;
 - to provide positive socio-economic benefits to the local community, e.g. through opportunities for training, employment and participation in the supply chain;
 - to make a positive contribution to the locality, e.g. by taking forward development in line with regional and local priorities for regeneration;
 - where possible, to create infrastructure that has a long-term, sustainable legacy benefit for the local community;
 - to minimise as far as reasonably practicable any negative environmental impacts and seek opportunities for environmental enhancement; and
 - to be a 'good neighbour' and ensure the needs and views of the local community are fully taken into account.

- 1.1.9 These objectives have informed the development of proposals described in this document.

f) The Hinkley Point Site

- 1.1.10 Hinkley Point is located on the west Somerset coast, 25km to the east of Minehead and 12km to the north-west of Bridgwater. The indicative site upon which the nuclear power station is to be constructed is shown coloured red on **Figure 10.1**. The site is bounded to the north by Bridgwater Bay and to the west by land in agricultural production. The village of Shurton lies to the south. The indicative site identified for the development is shown in **Figure 10.2**. The permanent nuclear power station development will cover approximately 69 hectares (ha) and this is shown shaded pink in **Figure 10.8**.
- 1.1.11 Immediately to the east, the land is occupied by two nuclear power stations, Hinkley Point A and Hinkley Point B, which form the existing Hinkley Point Power Station Complex. Hinkley Point A operated between 1965 and 2000 and is currently undergoing decommissioning by the Nuclear Decommissioning Authority (NDA). Hinkley Point B, owned by EDF Energy, has operated since 1976 and is scheduled to continue generating until at least 2016.

g) Summary of Development Proposals

- 1.1.12 For the purposes of defining what constitutes a Nationally Significant Infrastructure Project (NSIP) under the Planning Act 2008 (the Act), development is divided into two categories. The

first category is the NSIP itself, in this case the construction of a generating station, which is essentially plant and buildings involved in the generation of electricity, such as the reactors and turbine halls. The second category is that which is associated with this operation, such as offices, car parking and land required on a temporary basis for construction, both on and off-site. This latter category is known as Associated Development and along with the NSIP, under Section 115 of the Act, can be included as part of the overall development proposal if it can be reasonably demonstrated that it is needed to enable the nuclear power station to be constructed and operated. EDF Energy is in the process of seeking confirmation from the IPC that all Associated Development described in this consultation can form part of the proposed development under the Act.

1.1.13 Throughout this document the NSIP is referred to as the Hinkley Point C Nuclear Power Station and all other development adjacent to the nuclear power station is referred to as On-site Associated Development. Collectively this is referred to as the Hinkley Point C Development Site (or Hinkley Point C site). Development located away from the nuclear power station site is referred to as Off-site Associated Development, such as accommodation and transport infrastructure. More details of these development proposals are given in **Section 4**.

h) Hinkley Point C Nuclear Power Station

1.1.14 The nuclear power station development itself would comprise two UK EPR reactor units. The expected electrical output of the nuclear power station will be approximately 1,630 megawatts (MW) per unit giving a total site capacity of 3,260MW; equivalent to supplying approximately 5 million homes.

i) On-site Associated Development

1.1.15 This comprises:

- all infrastructure and facilities needed to support the operation of the nuclear power station including offices, workshops, storage buildings and transport infrastructure;
- a Sea Wall along the frontage of the site for coastal protection;
- interim spent fuel storage facilities;
- interim radioactive waste storage facilities;
- cooling water tunnels and associated infrastructure;
- construction areas and facilities including a Temporary Aggregates Jetty (the jetty) for bulk aggregate delivery;
- temporary accommodation for construction workers; and
- spoil disposal/landscape integration.

j) Off-site Associated Development

1.1.16 This comprises:

- options for a Cannington bypass;
- accommodation facilities for construction workers (campuses);
- options for park and ride facilities;
- options for freight consolidation/storage facilities;
- refurbishment of Comwich Wharf and a heavy loads berthing facility;
- options for temporary laydown and storage facilities at Comwich Wharf;
- other road improvements; and
- spoil disposal/landscape integration.

1.1.17 The location of the proposed Hinkley Point C Nuclear Power Station and On-site Associated Development at Hinkley Point and Off-site Associated Development are shown in **Figure 10.1**.

k) Preliminary Works

1.1.18 Government has advised local authorities in areas where sites have been nominated into the Government's Strategic Siting Assessment (SSA), that there is the potential for developers to seek planning permission to undertake preliminary or preparatory works on potential new nuclear sites. EDF Energy intends to seek consent under the Town and Country Planning Act 1990 and related consent regimes to undertake such works, including preparing the site for development along with the construction of a Sea Wall and the Jetty. This submission would be

made ahead of the main DCO application. Government has advised that local authorities should have confidence in considering such applications on their merits. They may decide that consent should potentially be granted on the basis that any preliminary works carried out will be removed if the subsequent DCO application to the IPC is turned down or if, within a specified time, no application is made.

- 1.1.19 Information is provided on the preliminary works proposals in **Appendix A.3**. Formal consultation on the planning application for the proposals will be undertaken by the local planning authority.

l) Indicative Project Programme

- 1.1.20 The indicative programme of activities to implement the Hinkley Point C project is shown in **Appendix A.2**.

1.2 The Legal Context

a) A New Planning Process for Major Infrastructure

- 1.2.1 The Planning Act 2008 (the Act) introduced a new planning regime for NSIPs, including energy projects. The objective of the new regime is to improve the process for delivering major infrastructure projects, making the process faster and fairer.
- 1.2.2 Under the Act, a new body has been established to consider applications for NSIPs, the Infrastructure Planning Commission (IPC). The IPC will be able to receive applications for development from 1 March 2010.
- 1.2.3 The Act also provides for Government to produce National Policy Statements (NPSs) setting out the national need for strategically significant infrastructure. NPSs will help to set the strategic policy framework within which the IPC will consider individual applications. The draft Nuclear NPS¹ will set out the Government's assessment of the need for new nuclear power.
- 1.2.4 The Government is also undertaking a Strategic Siting Assessment (SSA), which would form part of the draft Nuclear NPS, to determine which sites are strategically suitable for the construction of new nuclear power stations up to 2025. Earlier this year, the Government published the criteria that it would use to assess the suitability of sites and invited nominations for potential sites from Credible Nuclear Power Operators. EDF Energy nominated a number of sites, including the Hinkley Point C site, for inclusion in the Government's assessment.
- 1.2.5 The draft Nuclear NPS would create a strategic policy framework for the consenting of new nuclear power station projects. It is important to note however that national policy on new nuclear will not in itself confer consent for new nuclear development at Hinkley Point. A Development Consent Order (DCO) authorising the project works will be subject to determination by the IPC following a detailed examination of the proposed development, including its local impacts. As part of this assessment, the IPC must have regard to the Environmental Statement which EDF Energy will submit under The Infrastructure Planning (Environmental Impact Assessment) Regulations 2009 and any requirement to carry out Appropriate Assessment under the Conservation (Natural Habitats, & c.) Regulations 1994.
- 1.2.6 The DCO may include consents required under a number of other licensing regimes, if the relevant licensing bodies agree to licensing as part of the DCO. In particular, a DCO may include authorisations or permits normally issued by the Environment Agency, for instance under the Environmental Permitting (England and Wales) Regulations 2007, for activities such as standby combustion plant. In addition, a DCO may grant deemed consent under the Coastal Protection Act 1949 and a deemed licence under the Food and Environmental Protection Act 1985 for works to be carried out at the Hinkley Point C Development Site below Mean High Water Spring Tide. The DCO may also include powers of compulsory purchase over land required for the purpose of the project. EDF Energy's approach to compulsory purchase is discussed further in **Section 8**.

¹ The draft Nuclear NPS is scheduled for consultation in Autumn 2009. At the time of printing this document the draft Nuclear NPS had not been issued.

1.2.7 It should be noted that the licensing of the proposed Hinkley Point C Development Site under the Nuclear Installations Act 1965 will remain a separate process outside the control of the IPC. The Nuclear Installations Inspectorate (NII) is responsible for nuclear site licensing and will not grant this licence until it is satisfied that the design meets their standards and that organisational arrangements and safety issues are appropriately addressed. A process of Generic Design Assessment (GDA) is currently being carried out by the Health and Safety Executive (HSE) and the Environment Agency to assist the licensing process. EDF Energy must also have a Funded Decommissioning Programme (FDP) approved by Government under the Energy Act 2008 before it can commence the installation of the nuclear reactors. A separate Justification Process is being undertaken in accordance with the EURATOM Treaty and the Justification of Practices Involving Ionising Radiation Regulations 2004. The purpose of this Justification Process is briefly set out in **Section 2.2**. Further details of the wider nuclear regulatory regime are set out in **Section 3.6**. However, these processes are outside the scope of the IPC and this consultation.

b) Legal Requirements for Consultation

1.2.8 One of the key elements of the new regime for NSIPs is the legal requirement to undertake detailed pre-application consultation. This consultation falls into two categories:

- Consultation with statutory consultees and other relevant stakeholders (other interested parties) under Section 42 of the Act.
- Consultation with local communities living in the vicinity of the site under Section 47 of the Act.

1.2.9 This consultation is being carried out under Section 42 of the Act. Its primary focus is to engage with statutory consultees and other interested parties. However, the information contained here will also assist with the local community consultation being carried out under Section 47 of the Act. For reference, a list of the public consultation questions, which form part of the Section 47 consultation are given in **Appendix A.5**.

1.2.10 In consultation with the local authorities, the local community consultation will include a range of events which will take place during the two stage process. Details of the events for the first stage of local community consultation are set out in the Initial Proposals and Options Summary Document and further information on the manner in which the consultation will be carried out is set out in the Statement of Community Consultation (SOCC). The Initial Proposals and Options Summary Document and SOCC are available online at www.edfconsultation.info.

c) Consultation Principles

1.2.11 Guidance² issued by Government on how pre-application consultation under Section 42 and Section 47 should be conducted sets out five key principles:

- to allow members of the public to influence the way projects are developed by providing feedback on potential options, providing them with an opportunity to shape the way that their community develops;
- to help local people understand better what a particular project means for them, so that concerns resulting from misunderstanding are resolved early;
- to obtain important information about the economic, social and environmental impacts of a scheme from consultees, and thus help promoters identify project options which are unsuitable and not worth developing further;
- to enable potential mitigating measures to be considered and, in some cases, built into the project before an application is submitted; and
- it may identify ways in which the project could, without significant costs to promoters, support wider strategic or local objectives.

² Department for Communities and Local Government (DCLG) (September 2009) *Planning Act 2008- Guidance on Pre-Application Consultation*



d) EDF Energy’s Commitment

- 1.2.12 In developing its public consultation strategy under Section 47 of the Act, EDF Energy has consulted with the Relevant Local Authorities – West Somerset, Sedgemoor District and Somerset County Councils. As far as is reasonable and practicable it will have regard to views of the local authorities when carrying out the public consultation. EDF Energy will also follow the Government’s consultation principles as set out in the guidance.
- 1.2.13 EDF Energy will give careful consideration to all responses received as part of the Section 42 and Section 47 consultation process and will produce a Consultation Report about its pre-application consultation as part of the DCO application.

1.3 Consultation to Date

a) Statutory Consultees and Other Interested Parties

- 1.3.1 EDF Energy has had ongoing informal engagement with key statutory consultees and other interested parties which has informed the preparation of its development proposals at Hinkley Point C, dating back to 2008. Key milestones include the consultation programme coordinated in the Autumn/Winter 2008 in support of the Environmental Impact Assessment (EIA) scoping process and, in early 2009, to assist the SSA nomination process.
- 1.3.2 In addition to the formal stages of pre-application consultation, EDF Energy will continue to hold informal discussions with the key statutory consultees and other interested parties as appropriate. These discussions are expected to take place up to the point of the DCO application submission to the IPC and are likely to continue under the auspices of the IPC during the formal examination.

b) Consultation with Statutory Consultees and Other Interested Parties

- 1.3.3 Key statutory consultees and other interested parties consulted are included in **Table 1.1**:

Table 1.1: Statutory Consultees and Other Interested Parties Consulted

	Type of Stakeholder	Stakeholders Consulted
Statutory	NSIP Planning Regulator	Infrastructure Planning Commission (IPC).
	Relevant Local Authorities	West Somerset Council; Sedgemoor District Council; and Somerset County Council.
	Neighbouring Local Authorities	Including: North Somerset District Council; South Somerset District Council; Taunton Deane Borough Council; and Mendip District Council.
	Parish, Town and Community Councils	Including: Cannington; Stogursey; Otterhampton; Minehead; Weston-super-Mare; and Barry.
	National Government Departments and Key Statutory Public Bodies and Agencies	Including: Department of Energy and Climate Change (DECC); Countryside Council for Wales; Nuclear Decommissioning Authority (NDA); Health and Safety Executive (HSE) including the Office of Civil Nuclear Security (OCNS) and the Nuclear Installations Inspectorate (NII); Environment Agency; Natural England; Commission for Architecture and the Built Environment (CABE); English Heritage; Highways Agency; Marine and Fisheries Agency (MFA); The Crown Estate; Centre for Environment, Fisheries & Aquacultural Science (CEFAS); First Great Western; Historic Buildings and Monuments Commission for England; and the Ministry of Defence.

	Type of Stakeholder	Stakeholders Consulted
	Regional Government Bodies and Key Personnel	Government Office for the South West; South West Regional Development Agency (SWRDA); South West Regional Assembly; and Devon and Somerset Fire and Rescue Service.
	Relevant Statutory Undertakers	Including: National Grid; Wessex Water; and Western Power Distribution.
Other Interested Parties	Local and National Pressure Groups	Including: Stop Hinkley; Parents Against Nuclear; and West Hinkley Action Group.
	Educational organisations	Including: Bridgwater College; Danesfield School; Stogursey Primary School; Brymore School; National Skills Academy; Bristol University; Cambridge University; Imperial University; Cardiff University; Haygrove Secondary School; Somerset College of Arts and Technology; West Somerset Community College; Bridgwater Educational Trust; and the Smallpiece Trust.
	Businesses and Business Groups	Including: the South West Chambers of Commerce; Burnham Chamber of Commerce and Trade; Bridgwater Chamber of Commerce; Watchet Chamber of Commerce; Business Link; Pontins; Butlins; Urban Splash; BAM Group; Magnox South Ltd; Hallam Land Management; S. Notaro Ltd; Tamlyn and Sons; and Recruitment South West.
	Others	Including: Local MPs; Hinkley Point Site Stakeholder Group; Bridgwater Challenge; Severn Link; Community Sport in Somerset; Global Innovation (IBM); Royal Institute of Chartered Surveyors; South West Planning; Institute of Mechanical Engineers; Bridgwater Bay Wildfowler Association; Notaro Homes; Into Somerset; The Welding Institute; and staff working at the existing Hinkley Point Power Station Complex; and Bridgwater Swimming Club.

c) Public Consultation

- 1.3.4 EDF Energy has been undertaking a public consultation programme in order to engage people on its plans for nuclear new build at Hinkley Point.
- 1.3.5 British Energy and its predecessors have had an operational presence at Hinkley Point for over 40 years. British Energy therefore has strong links with the local community and regularly communicates through the Hinkley Point Site Stakeholder Group.



d) Key Issues Identified and EDF Energy's Response

1.3.6 **Table 1.2** sets out a summary of the key issues raised during the early stages of consultation and provides some information on EDF Energy's response to date.

Table 1.2 Key Issues Identified and EDF Energy's Response

Key Issues Raised by Stakeholders (Statutory, Other Interested Parties and Public)	EDF Energy Response
To have due regard to the health and safety of the general public.	A rigorous process of safety assessment is being undertaken and EDF Energy is fully engaged in the GDA process with the HSE and the Environment Agency.
To ensure environmental impacts are kept to a minimum.	Baseline studies necessary to gain an understanding of the environment commenced in early 2008. Assessment of impacts is ongoing and the current status of studies is reported on in this document. See Appendix A.1 .
To give particular regard to the interests of those people living near to the site during construction and operation.	Careful consideration is being given to protecting the interests of those residents living near to the site. While proposals are at an early stage, an example of the type of mitigation under consideration is the intention to form a landscape buffer along the southern flank of the site to reduce noise, light and other impacts associated with construction.
To pay careful attention to areas of environmental sensitivity.	The majority of the proposed development will take place on land away from areas of environmental sensitivity. Where some work within ecological designations is necessary, for example on the foreshore, land take and disturbance will be kept to a minimum.
To ensure that the approach to the layout and design of the plant, where engineering and safety considerations allow, show regard to good architectural and landscape principles.	EDF Energy has engaged a leading architect to produce a masterplan for the proposed nuclear power station. This will help ensure the final design of the nuclear plant and buildings conform to a coherent set of architectural principles.
To ensure the local community will benefit directly from jobs in new nuclear development.	EDF Energy is being advised by the socio-economic consultant who was engaged on the Sizewell B nuclear project. Section 7 sets out EDF Energy's proposals to address this issue.
To provide training in nuclear skills for both construction and operation.	EDF Energy is actively consulting with local educational establishments and other interested parties to help ensure training opportunities are developed.
To ensure transportation during construction does not produce significant congestion.	Section 4 on Off-site Associated Development sets out EDF Energy's transport strategy, which involves seeking to minimise the number of additional vehicles using local roads during the construction period.
To provide support for community facilities.	EDF Energy will consider supporting community facilities as part of an amelioration package in recognition of the wider impact of the proposed development on surrounding communities. Further information is provided in Section 6 of this document.

<p>To give consideration to the socio-economic impact of workers' accommodation during the construction period.</p>	<p>Detailed assessment of the impact of non-local workers is ongoing. This will include consideration of their likely expenditure and social impacts.</p>
<p>To give consideration to issues such as footpaths and amenity provision.</p>	<p>Footpaths will need to be stopped-up and diverted during construction. However, the aim is to improve connectivity across the site following construction. The existing coastal footpath will be integrated into the design of the proposed Sea Wall.</p>

