

URS

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Evidence Base

Heritage and
Landscape
Parameter
Study

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Figure 1: Site Location Plan

1 Introduction

1.1 Land at Hedon Haven

- 1.1.1 The land at Hedon Haven comprises approximately 240 ha of farmland, owned by Associated British Ports (see Figure 1).
- 1.1.2 The parcel of land to the south of Salt End, adjacent to the Humber Estuary (approximately 80 ha) is allocated for employment uses by the Holderness District Wide Local Plan in 1999 (East Riding of Yorkshire Council, 1999). The allocation of the wider 240 ha site for port-related employment uses is being considered through the emerging East Riding Local Plan Strategy and Allocations Documents.
- 1.1.3 A series of baseline environmental studies have been produced to inform the emerging Local Plan Strategy and Allocations Documents, and the supporting Sustainability Appraisal/ Strategic Environmental Assessment and Habitats Regulations Assessment. These include a cultural heritage baseline study and a landscape baseline study that have been undertaken to identify the condition of the sites with regard to their historic and landscape qualities respectively.
- 1.1.4 Further to the cultural heritage and landscape baseline studies, this report seeks to set-out the parameters for new development within the proposed Hedon Haven allocation site, and so inform the emerging Local Plan Strategy and Allocations Documents. Both landscape and heritage considerations are presented together where they reflect the common themes shared by each discipline. The parameters do not comprise prescriptive requirements for future development, but rather provide a series of considerations based on high-level strategic analysis of the site, which can then be formalised within the Local Plan Strategy and Allocations document. A separate heritage impact assessment, which explores all heritage constraints, has been undertaken (URS, 2014b) and should be referred to alongside this report.
- 1.1.5 The conclusions identified within this report have been discussed with the relevant officers within East Riding of Yorkshire Council, notably Peter Hopkins (conservation) and Stephen Robinson (landscape).
- 1.1.6 For ease of reference, the 240 ha site as a whole is referred to as the 'proposed Hedon Haven allocation' and the three sub-areas of the 240 ha site are referred to throughout this report as follows (see Figure 1):
- Hedon Haven North site;
 - Hedon Haven South site; and
 - Paull site.

2 Previous Studies

2.1.1 Baseline reports have been prepared for the proposed allocation at Hedon Haven including reports for Cultural Heritage (URS, 2012) and Landscape and Visual Amenity (URS, 2014a).

2.2 Cultural Heritage

2.2.1 The cultural heritage baseline study identified a rich heritage associated with the wider area surrounding the allocation site, reflecting its estuarine location and the influence of the former Haven. During the medieval period, Hedon functioned as the main port for Holderness (prior to the expansion of neighbouring Hull). This former role remains visible in the present landscape, with post-medieval Holderness characterised by a series of small settlements that took advantage of both the fertile agricultural land and industry generated by the Estuary.

2.2.2 There are few isolated structures of interest to be considered, with the majority of farmsteads located to the north (within land areas that were drained). Many of the surrounding villages are designated as conservation areas, notably Paull, Hedon and Preston. This reflects their special architectural and historic interest. Within the villages are a high proportion of good quality historic structures, including designated listed buildings. In general, these contribute to the special interest of the settlement as a whole, rather than any interaction with the wider landscape. However, due to the low-lying and relatively level topography of the area, any tall structure is visually dominant. This characteristic was harnessed in the post-medieval period with the construction of churches with tall spires and towers. These structures were designed to be seen from long distances and with clear views between them. Of particular note is the Grade I listed Church of St Augustine in Hedon, widely known as the 'King of Holderness'. This represents a significant ecclesiastical structure of 13th century origins; however, it is the 15th century tower that makes it a significant structure within the wider landscape. The church is situated on a slight rise within the village and can be clearly seen over large distances. Views of St Augustine's also take in those of the Grade I listed Church of All Saints with its 15th century tower which stands above the roofscape of Preston. Completing the group of churches that are both visible to one another and which are important features in the landscape is the Grade I listed Church of St Andrew. This church stands outside the village of Paull, situated on the banks of the Humber. The church itself is less visible within the landscape due to its lower tower; however, its isolated position makes it visible from the surrounding open countryside and the church experiences clear views across to Hedon and Preston.

2.3 Landscape and Visual Amenity

2.3.1 The landscape and visual amenity baseline identified the study area as being characterised by low-lying, flat agricultural land with scattered urban areas. The sky generally dominates the open, long distance views, which in some directions are heavily influenced by the large-scale industrial developments of Salt End and Immingham and the urban/ industrial area of Hull. Tree and woodland cover are generally sparse.

2.3.2 The character of the local landscape is influenced by the important landmarks of the Fort Paull Battery, Paull Holme Tower and Paull Church (all of which being located within the Landscape Character Area (LCA) 21D Paull Farmland (Carl Bro and Golder Associates, 2005)). The important landmark of Hedon church (located in Landscape Character Type (LCT) 19) is also visible from this character area. The industrial development on the east edge of Hull is clearly

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- visible from within LCA 21D and Area 9 of the Detailed Assessment of Selected Settlements' study(Golder Associates 2013) is seen as a detractor on the edge of this area. The northern area of the Hedon Haven North site, located within LCA 19E Burstwick to Withernsea Farmland and Area 9, is a landscape of dispersed villages, linked by winding roads, and surrounded by irregular shaped fields.
- 2.3.3 Views across the landscape are dictated by landform, screening elements such as hedgerows, woodland blocks and built settlement. Settlements and small scale landscape elements restrict views within the area around the proposed Hedon Haven allocation site, which due to the flat landform result in limited visibility within this area. Where vegetation allows, long distance views are available, although these are in the context of the large scale industrial development at Salt End and the Port of Hull.
- 2.3.4 The Paull site and the south-western extent of the Hedon Haven South site are considered to have a medium sensitivity to large-scale built development. The Hedon Haven North site and the north-east of the Hedon Haven South site, are considered to have a low sensitivity to large-scale built development.
- 2.3.5 The landscape to the north of Paull is considered to have a low to medium capacity to accommodate large-scale built development whilst the landscape adjacent to Salt End and to the south and south-east of Hedon is considered to have a medium capacity to accommodate large-scale built development.

3 Planning Context

3.1 Cultural Heritage

- 3.1.1 The Planning (Listed Buildings and Conservation areas) Act 1990 imposes a duty on the Secretary of State to compile lists of buildings of special architectural or historic interest. In consideration of proposals, the Secretary of State has special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest that it possesses (Section 66). Section 69 of the Act imposes a duty on local planning authorities to designate as conservation areas any area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Both listed buildings and conservation areas are therefore considered to be statutorily protected.
- 3.1.2 In March 2012 the Government published the National Planning Policy Framework (NPPF) to set-out their planning policies for England (Department for Communities and Local Government, 2012). Central to the NPPF is the presumption in favour of sustainable development, which can be achieved through the application of 12 core policies (paragraph 17). These seek to enhance development through economic, social and environmental considerations, including improvements in the built and historic environment (paragraph 9). Development that does not conform to the policies outlined in the NPPF is not considered to be 'sustainable development'.
- 3.1.3 Paragraphs 126-141 of the NPPF deal specifically with the historic environment. Paragraph 126 places the onus on Local Authorities to set-out a positive strategy with regard to the conservation and enjoyment of the historic environment. Encompassed within this is a requirement to take into account:
- *“the desirability of new development making a positive contribution to local character and distinctiveness”*; and
 - *“opportunities to draw on the contribution made by the historic environment to the character of a place”*.
- 3.1.4 Heritage also forms a tenet of good design within planning. Local Authorities are encouraged to refuse applications for development that does not take into account the existing environment and seek ways to improve it (paragraphs 56 and 64). Planning decisions should ensure that developments respond to local character and history (paragraph 58) and address the integration of new development into the historic environment (paragraph 61).
- 3.1.5 At paragraph 129, the NPPF highlights the need to identify and assess the significance of a heritage asset that may be affected by development (including through its setting) in order to avoid or minimise conflict between the conservation of the asset and any aspect of the development. Paragraph 132 recognises the levels of significance attributed to heritage assets with Scheduled Monuments, registered battlefields, Grade I and II* listed buildings, registered parks and gardens, and World Heritage Sites assigned the highest level. However, at paragraph 139 the NPPF also recognises that non-designated heritage assets can exhibit qualities equivalent to those of a designated asset and should be subject to the appropriate policies.
- 3.1.6 The identification of significance also takes into account the setting of the asset.

- 3.1.7 As stated in NPPF (Annex 2) “*significance derives not only from a heritage asset’s physical presence, but also from its setting*”. Setting itself is defined as “*the surroundings in which a heritage asset is experienced. Its extent is not fixed, but may change as the asset and its surrounding evolve.*” This makes it clear that setting can be a result of the intended experience of an asset, or one that has evolved over time, shaped by cycles of change or changes in understanding (page 7).
- 3.1.8 English Heritage guidance on the identification and assessment of setting (English Heritage, 2011) gives consideration of the role of views within the understanding of the asset. The guidance notes that views are not only restricted to those from and to an asset, but also ‘through’ the landscape. Particular reference is made to intentional intervisibility between heritage assets, or between assets and natural features that can make a “*particularly important contribution to significance*” (page 6). The document also makes it clear that such intervisibility is not dependent on the assets being contemporary, but can be a result of a gradual development within the area.
- 3.1.9 The English Heritage document also provides guidance for the assessment of the impact of a proposed development, stating that assessment should identify whether the development would be acceptable in terms of the degree of harm to an asset’s setting. This can be identified by using a broad five-step approach that identifies (1) which assets and settings are affected; (2) how and what degree these settings make a contribution to the significance of the heritage asset; (3) the effects of the proposed development; (4) ways to minimise harm and maximise enhancement; and (5) how to document the decision and monitor outcomes.
- 3.1.10 Current local planning policy for Holderness is contained within the Joint Structure Plan for Kingston-Upon-Hull and the East Riding of Yorkshire (the ‘Joint Structure Plan’) and the Holderness District Wide Local Plan (the ‘Local Plan’). Policies, including those relating to built heritage, are currently being reviewed through the emerging East Riding Local Plan. However, these are still relevant context to this study because they highlight the heritage sensitivities and considerations that have been found to be important in the past, and so are summarised in this context below.
- 3.1.11 The Joint Structure Plan was adopted in 2005, with policies saved in 2008. One saved policy remains relevant to the heritage issues discussed in this report:
- “Policy ENV6: The setting, character or appearance of strategically important buildings, features and areas of historic or architectural interest should be protected and where appropriate enhanced.”*
- 3.1.12 The Local Plan was adopted in 1999, with policies saved in 2007. Those saved policies relevant to this heritage issues discussed in this report include:
- “ENV21: The Council will not permit any alteration, addition or change of use that would adversely affect the special architectural or historic character of Listed Buildings unless it can be demonstrated that every effort has been made to avoid such damage and there are very exceptional circumstances that, on balance, justify development”*
- “ENV25: In determining applications for development in and adjoining a conservation area, the Council will have special regard to such matters as bulk, height, materials, colour, vertical or horizontal emphasis and design and safeguarding of views...”*

3.2 Landscape and Visual Amenity

- 3.2.1 The NPPF identifies the three roles of the planning system in achieving sustainable development to be economic, social and environmental. Section 11 states that the planning system should, amongst other items *'contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils'*.
- 3.2.2 The Paull and Hedon Haven North and South sites are covered by regional and local policies ENV10, Ec3 and HED4, described below. These policies are currently being reviewed through the emerging East Riding Local Plan, but are relevant context to this study because they highlight landscape and visual amenity sensitivities that have been considered important in the past.
- 3.2.3 The Regional Spatial Strategy for Yorkshire and Humber (Yorkshire and Humber Assembly, 2008) Policy ENV10: Landscape seeks to ensure that landscapes that contribute to the distinctive character of Yorkshire and the Humber are safeguarded and enhanced. The coastal landscapes of the East Coast and the Humber are identified as landscapes of importance. This policy relates to the Paull and Hedon Haven North and South sites.
- 3.2.4 Current local policy is set-out in the Holderness District Wide Local Plan (East Riding of Yorkshire Council, 1999). Policies Ec3 and HED 4 relate to the Paull site, whilst policy ENV31 relates to the Hedon Haven North and South sites.
- 3.2.5 Policy Ec3 (site allocated for industry) requires any industrial development to consider impacts on the character, appearance and amenity of the surrounding area. Reasonable efforts are required to minimise any adverse effects on the special character of Paull. Policy HED4 also requires measures, where appropriate, to enhance the existing footpath that runs to the south of Hedon Haven and the landscape within this area.
- 3.2.6 Policy PLL2 (industry) relates to land to the south of the Paull site and requires land to the west of the site to be used for landscaping purposes.
- 3.2.7 Policy ENV31 relates to the need to retain the openness between settlements, in particular the open nature of the area between Hedon and Saltend. The policy is intended to *"prevent the progressive erosion of a settlement's character caused by unsympathetic development"*.

4 Considerations

4.1 Heritage

- 4.1.1 It is evident from the cultural heritage baseline that the Holderness area has a rich and diverse heritage. This is reflected in the wealth of archaeological sites and historic buildings and areas contained within the landscape. With respect to the Hedon Haven allocation, much of this historic interest can be accommodated through sensitive detailed design, with any conflicts that might otherwise arise being resolved through the adoption of appropriate layout, massing and materials. The form of mitigation will be dependent on the form and function of the development proposed. This is explored further in the Heritage Impact Assessment (URS, 2014b).
- 4.1.2 The remaining factor to be considered is the importance of setting to the historic built environment. The ability to understand the settlements within the context of their wider landscape, particularly the conservation areas of Paull and Hedon, can effectively be preserved through appropriate landscape mitigation. Paull takes much of its character from its estuarine location, taking advantage of its defensive position. Hedon, in contrast, is located inland with an enclosed character, distinct from the industrial developments which define Hull to the west. With appropriate mitigation, the ability to understand and appreciate the conservation areas will be preserved. In particular, the coalescence of villages can be preserved through the introduction of vegetation screening or green corridors, as discussed within the landscape section below. Any mitigation would need to be carefully considered to ensure that it complements the existing landscape, taking into consideration the flat topography and characteristic hedgerows, and does not constitute an impact in its own right. Such mitigation should be considered in consultation with landscape specialists.
- 4.1.3 One element that does require special regard within the Core Strategy is the contribution that church architecture makes to the character and sense of place of the Holderness region. Churches are an important element within the landscape, historically designed as a focal point for the village and outlying areas, and consequently incorporating features that are designed to be visible across a large area. The intervisibility of churches (*i.e.* views of churches from churches) is achieved by their having tall towers and spires, and forms a significant and important characteristic of the English landscape. The introduction of new elements within the landscape have the potential to erode or obliterate this intervisibility of local churches, and hence significantly impact upon this element of the English landscape, and our understanding and appreciation of it.
- 4.1.4 The visibility of a church is dependent on a number of factors:
- geographical – the local topography influences the potential for long distance views;
 - historical – the wealth of an individual settlement is often reflected in the embellishment of its church, such as the addition (and height) of a spire; and
 - architectural – local architectural styles and building materials also influence the final form of a structure.
- 4.1.5 The Grade I listed Church of St Augustine in Hedon is known locally as the ‘King of Holderness’ due to its striking architecture and wide geographical influence. The church tower is visible from long distances, including from within the proposed Hedon Haven allocation area. However, the ‘setting’ of buildings is not restricted to direct views of the asset, but is also dependant on ‘side’ views (*i.e.* in this case, those views of the church that are available within

the wider landscape, and which may be detracted from by development). NPPF and English Heritage guidance highlights how important the intervisibility of churches is when considering how such assets are experienced. Within the Hedon landscape, there are clear views of St Augustine's from the Grade I listed Church of St Andrew at Paull and Grade I listed Church of All Saints, Preston. Consequently both of these views need to be carefully considered.

- 4.1.6 Specifically, as part of the allocation it is important that views of and between the churches are maintained in any development of the Hedon Haven site. This requirement should not prevent development from taking place, but inventive ways of incorporating and conserving these views should be explored, and an acceptable design agreed with relevant parties. Whilst this may be achieved through sensitive site layout design, any temptation to provide 'sightlines' or channels within new development should be resisted since this will merely result in development seeping visually into the landscape, and would serve to create 'pockets' of structures. Such solutions would also erode the context within which the churches are set, and hence the ability to understand the importance that intervisibility plays in the historic landscape and historic built environment.

4.2 Landscape and Views

- 4.2.1 Existing industrial development on the edge of Hull already adversely impacts the LCT 21 Humber Estuary Low Lying Drained Farmland and Area 9 (South to West Hedon: Farbridge Lane to Hull Road). The extent to which the industrial development influences the wider landscape character reduces with distance, and is further tempered by intervening vegetation and topography. This is demonstrated by the lack of influence that the development at Salt End has on the LCT 19 Holderness Open Farmland (as a whole), parts LCA 19E Burstwick to Withernsea Farmland, parts of Area 9 to the north of the A1033 Hedon Bypass (which are screened by well-established vegetation along its route) and Area 7.
- 4.2.2 Characteristic elements that contribute to the distinctiveness of the landscape character around the study area should be maintained and enhanced. For LCT 19 these include the existing field patterns, which could be strengthened through the gapping-up and improvement of existing hedgerows. Settlements are an important feature in the landscape, and both their respective characters and characters shared in common are important in contributing to a sense of place.
- 4.2.3 The characteristic elements of LCT 21 include wide open, bleak and featureless landscape that demonstrates the historic importance of land reclamation. The characteristics of the landscape should be maintained by the planting of hedgerows or other appropriate landscape treatment to road and development boundaries. Impacts on the openness of the landscape within LCT 21 should be limited through the definition of clear development boundaries to prevent potential sprawl of development into the countryside.
- 4.2.4 Within Area 9 the characteristic elements include Hedon Haven (water course). The area (as a whole) is regarded defined as a 'Key Open Area' and intended to avoid coalescence between settlements. Future development within this area should aim to maintain the visual separation between these urban areas.
- 4.2.5 Available views within the landscape can be limited when influenced by intervening landform and vegetation. In the northern part of the village of Paull the high density of buildings creates an enclosed character with limited appreciation of the estuarine location. To the south of Paull lies the historical core of the village. This portion has clear views across the Humber

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- encompassing both the urban development at Hull and the open landscape of North-East Lincolnshire.
- 4.2.6 Views from Hedon are restricted by the built-up nature of the settlement. To the south and west, views are limited by built development and vegetation located at the edges of the settlement boundary.
- 4.2.7 Future development of the Hedon Haven allocation site will need to take consideration of the importance and extent of views from both Paull and Hedon.
- 4.2.8 The Hedon Haven allocation site currently provides a valuable resource that prevents the coalescence of Paull and Hedon with the eastern edge of Hull. As discussed within the Heritage section above, the characteristics of individual settlements, namely Paull and Hedon, should be retained and protected through a clear separation from any proposed development. This separation should seek to prevent both coalescence and adverse impacts on the settlements' character. The formation of a sufficient buffer/ area of openness between development on the proposed Hedon Haven allocation site and the villages of Hedon and Paull would prevent long-term coalescence and prevent adverse impacts on the settlements' character. The scale and form of the buffer would be determined by the type, form and scale of proposed development.

5 Conclusion

- 5.1.1 In drafting a proposed allocation policy for the Hedon Haven site, consideration needs to be made of the significance of the heritage assets (Grade I listed Church of St Augustine in Hedon, Grade I listed Church of St Andrew at Paull and Grade I listed Church of All Saints at Preston) and the role these assets play in the experience and understanding of the Holderness landscape, while maintaining a development that is sympathetic to the wider landscape. Our suggested wording is as follows:

Development should maintain intervisibility between significant historic features within the landscape.

- 5.1.2 Existing field patterns are an important element of the landscape and should be strengthened where possible through the planting and improvement of existing hedgerows. Development boundaries should be clear and defined to prevent the sprawl of development into the surrounding landscape. Our suggested wording is as follows:

Characteristic elements that contribute to the distinctiveness of the landscape should be maintained and enhanced.

Development site boundaries should incorporate landscape enhancement measures appropriate to the surrounding landscape character.

- 5.1.3 A sufficient buffer/ area of openness should be retained and protected to enable the continued separation of settlements. The formation of a 'green wedge' would prevent long-term coalescence and adverse impacts on the settlements' character. The scale and form of the buffer would be determined by the type, form and scale of proposed development.

A buffer/ open area in the form of a 'green wedge' should be provided between the Hedon Haven Allocation site and the settlements of Paull and Hedon.

The scale and form of the buffer/ open area or 'green wedge' should be determined by the type, form and scale of proposed development.

6 References

Carl Bro and Golder Associates (2005) *East Riding of Yorkshire Landscape Character Assessment*

Department for Communities and Local Government (2012) *National Planning Policy Framework*

East Riding of Yorkshire Council (1999) *Holderness District Wide Local Plan*

English Heritage (2011) *The Setting of Heritage Assets: English Heritage Guidance*

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Yorkshire and Humber Assembly (2008) *Regional Spatial Strategy for Yorkshire and Humber*

FIGURES



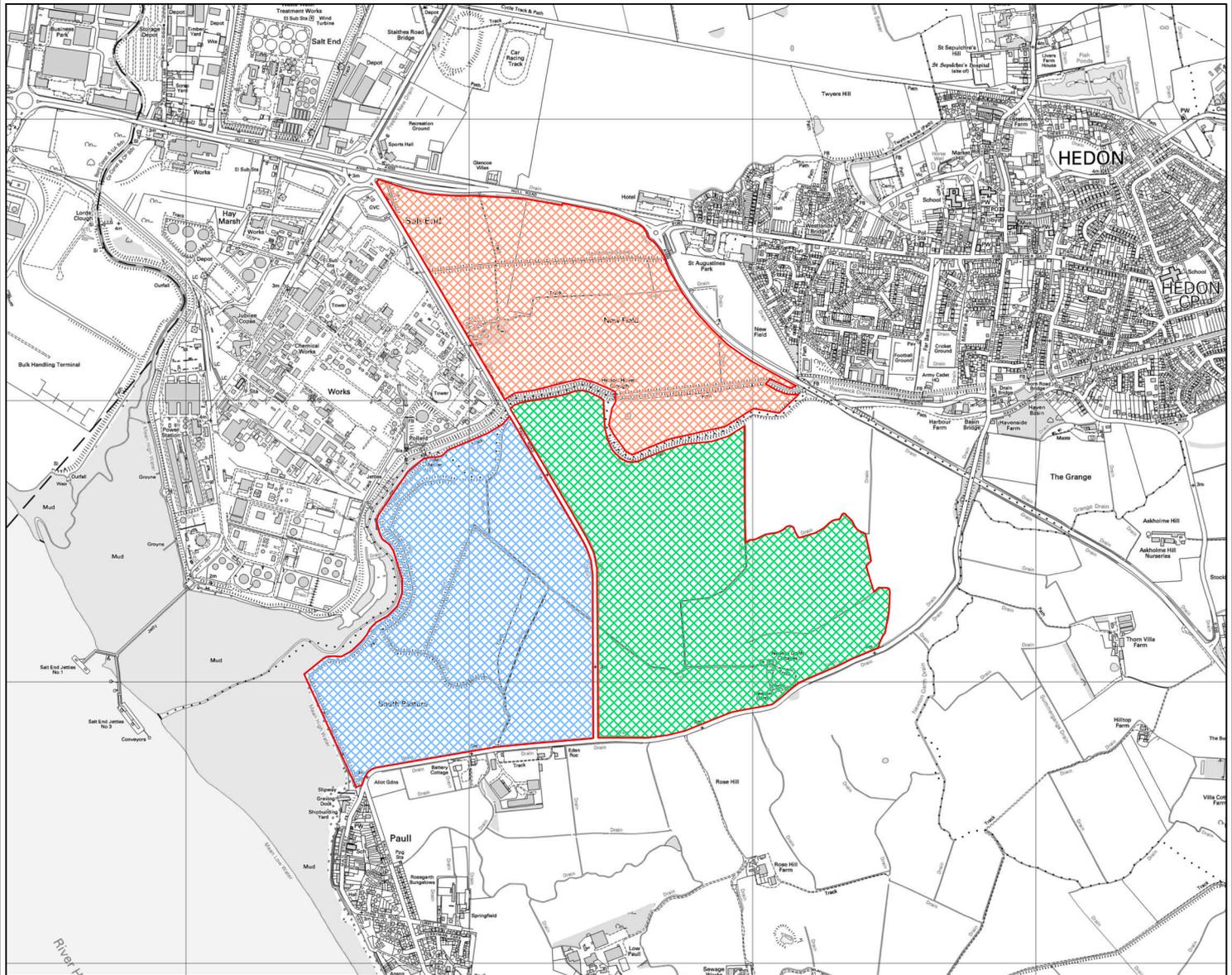
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Key

-  Hedon Haven North site
-  Hedon Haven South site
-  Paull site
-  Site Location



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Drawing Title FIGURE 1 SITE LOCATION PLAN HEDON HAVEN	Scale @ A4 1:100,000 & NTS		
	Drawn CLH	Checked LM	Approved LM
	Date 16.07.12		Rev
	Drawing Number 47062982/AR/001		



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