Allerdale Borough Council
Planning Application 2/2015/0413

**Proposed Development:** Erection of single turbine with a turbine tower height of 40m and a tip height of up to 67m along with associated infrastructure

**Location:** Springfield Farm
Greysouthen
Cockermouth

**Drawing Numbers:**
- Figure 3.2 Location plan amended 29 September 2015
- TER0004 Figure 4.1 - Site plan amended 29 September 2015
- 1000901 - Proposed turbine elevation drawing
- Environmental Statement as amended
- Addendum Report August LVIA received 20 August 2015
- Additional Visualisations from Settlements received 21 August 2015
- Indicative Transformer Container received 29 September 2015
- Elevation of turbine received 29 September 2015
- Figure 8.2 Phase 1 Habitat Survey received 29 September 2015
- Response FORCE September 2015 received 30 September 2015
- Assessment of Local Sentiment received 30 September 2015

**Recommendation:** REFUSE

**Summary/Key Issues**

<table>
<thead>
<tr>
<th>Issue</th>
<th>Conclusion</th>
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<tbody>
<tr>
<td>Principle of Development</td>
<td>The Allerdale Local Plan (Part 1) seeks to promote the development of renewable and low carbon energy resources provided the impacts (either in isolation or cumulatively) are, or can be made acceptable.</td>
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<td>Paragraph 93 of the NPPF sets out that the provision of renewable energy infrastructure is central to the economic, social and environmental dimensions of sustainable development.</td>
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|                            | Regard should be made to the Ministerial Statement of 18 June 2015 which states planning permission should only be granted where:  
  • the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and  
  • following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing. |
|                            | Ministerial Statement 18 June 2015 makes it clear that turbine development should be in specified areas and supported by local communities.                                                                          |
Communities. Until further work is undertaken to identify suitable areas for such turbine development in Allerdale, turbine applications submitted post 18 June 2015 on a site outside an area identified as suitable for wind energy development in a Local or Neighbourhood Plan would be contrary to the 18 June 2015 Ministerial Statement. This application was received 2 July 2015.

<table>
<thead>
<tr>
<th>Community response</th>
<th>There are over 130 letters/emails of objection, 5 Parish Councils have objected. 2 Parish Councils do not object. There is also a petition of objection of 65 signatories. There are 56 letters of support.</th>
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| Visual and Landscape and cumulative impact | The proposed turbines will increase turbines in the area and it is considered that the wind farm will have a significant adverse visual impact on users of local roads. The ES advises the visual effects are ‘Significant’ for a high proportion of footpath/bridle path users and in some instances users of minor roads within approximately 2 km of the turbines.  

By virtue of the scale and siting of the proposed turbine. Officers consider that there is likely to be a significant adverse visual and landscape impact on users of local roads and footpaths.

The turbine is 2.7km distant from the Lake District National Park. The turbine will be visible from receptors within the LDNP and when looking towards the LDNP. This matter is a material consideration and community objections remain with regard to adverse impacts regarding the LDNP and the potential for an adverse impact on tourism in the local economy.

There are some cumulative visual effects in sequence, combination or in succession with other wind farm sites. Overall, the potential for cumulative effect was found to be ‘not significant’ in the ES, due to distance between other turbine developments and screening from local topography and vegetation. |
| Residential amenity | The proposed turbine is not within 800m of residential properties except the applicant’s farm house, however there is little evidence of support from the local community.  

Shadow flicker is not anticipated to affect any residential properties. |
| Noise | Noise impacts from the turbine are likely to be acceptable and upper levels can be secured through planning conditions. |
| Heritage | The proposal would not have a significant adverse impact on the grade II listed dwelling known as Mayfield. |
| Operational requirements | Subject to conditions relating to construction operations, the proposed development would not have an adverse impact on the highway network. Third party agreement will be required to |
undertake alterations to the access and to secure the delivery route of the turbine.

<table>
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<tr>
<th>Nature Conservation</th>
<th>The impacts on nature conservation interests including bats and birds are not considered to be significant in the ES. Local community representations consider that this could be an adverse impact.</th>
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<tr>
<td>Hydrology and Drainage</td>
<td>Flood risk and/or contamination of water are not anticipated to increase as a result of the development although mitigation would be required by planning condition.</td>
</tr>
<tr>
<td>Potential benefits</td>
<td>The proposal will make a contribution to renewable energy sources nationally. Energy produced would be used by the farm and exported.</td>
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**Proposal**

The proposal is for a single 500kW turbine with a tower of 40m and a tip height of 67 metres, with a 54m rotor diameter, along with associated infrastructure, to include a control cabinet housing the switchgear and monitoring equipment. The likely measurements would be 3m x 5m x 3m high and would be coloured green. The turbine is likely to be painted a plain grey colour.

The proposed turbine at Springfield Farm will generate approximately 1,952MWh/yr which is equivalent to the average energy consumption of 466 homes and will offset approximately 16,780 tonnes of carbon dioxide over its lifetime.

The applicant advises the income generated by the proposal will be used to secure the long term viability of Springfield Farm and will assist the diversification of the family business, therefore contributing to the rural economy. The average annual electricity use for the farm is around 28,000kWh which amounts to £5,000 per year. The equivalent carbon footprint for the above mentioned electricity usage is approximately 13 tonnes of carbon dioxide. The installation of a single turbine would support continued agricultural activities at the farm and create an income during the operational lifetime of the scheme and eliminate some of the farms carbon footprint.

The development of the scheme has considered a range of criteria in site selection to include the availability of the wind resource, access, grid connection, proximity to dwellings, potential visual impacts and the character of the surrounding area.

**Site**

The proposed turbine position is located on land forming part of Springfield Farm, Greysouthen (an arable, beef and sheep agricultural enterprise) and is classed as Grade 3 under the Agricultural Land Use Classification. The proposal will be located in a rectangular shaped field which slopes slightly towards the farm house to the west. There is a bank of woodland to the north east of the site. The applicant has confirmed there will be no micro-siting of the scheme. The site lies approximately 120m AOD and there is a high point of 140m AON 400m east of the site. The field is surrounded by further arable and grassland fields, broken by hedgerows, small blocks of coniferous and mixed
woodland shelter belts. Tendley Hill Quarry (limestone) is approximately 1.2km north east of the site.

The turbine is sited so that the nearest non-financially involved dwelling is more than 800m from the turbine. The town of Workington is 7km to the west, Cockermouth is 4.5km to the north east and smaller villages of Greysouthern, Deanscales and Eaglesfield lie within 2km of the site. Bridgefoot, Dean and Brigham settlements are within 3km of the site.

The site would be accessed via the existing access track off the C2031 Fifkettle Brow to the south. There would be an alternative access for the crane only from the C2036 Greencastle Brow, north of Dean.

National Planning Policy Framework

Meeting the challenge of climate change, flooding and coastal change
Conserving and enhancing the natural environment
Supporting a prosperous rural economy

Planning Practice Guidance for Renewable and Low Carbon Energy June 2015

Allerdale Local Plan (Part 1) Adopted July 2014
Policy S1 - Presumption in favour of sustainable development
Policy S14 - Rural economy
Policy S19 - Renewable Energy and Low Carbon Technologies
Policy S27 - Heritage Assets
Policy S32 - Safeguarding amenity
Policy S33 - Landscape
Policy S35 - Protecting and enhancing biodiversity and geodiversity
Policy S36 - Air, water and soil quality
Policy S4 - Design principles
Policy DM17 - Trees, hedgerows and woodland

The NPPF 2012 and the Allerdale Local Plan (Part 1) 2014 are broadly supportive of proposals for renewable energy development. The need to meet national targets for the generation of electricity and heat from renewable and low carbon sources is recognised as are the wider environmental, community and economic benefits of such development. However the Ministerial Statement 18 June 2015 makes it clear that turbine development should be in specified areas and supported by local communities. Until further work is undertaken to identify suitable areas for such turbine development in Allerdale, turbine applications submitted post 18 June 2015 on a site outside an area identified as suitable for wind energy development in a Local or Neighbourhood Plan would be contrary to the 18 June 2015 Ministerial Statement.

Relevant Planning History
SCO/2014/0005
SCR/2014/0023
Representations

The application has been advertised on site and adjoining owners have been notified.

There are 130 letters/emails of objection, 5 Parish Councils have objected. 2 Parish Councils do not object. There is also a petition of objection of 65 signatories. There are 56 letters of support.

The objections received from 5 parish councils as summarised below:

Dean Parish Council - Objection. 3x the height of other approved turbines in locality. Adverse effect local landscapes and cumulative visual impact. Adverse impact on views from both within and outside the LDNP. Impact on tourism worth £4000m to the Allerdale economy (15,000 jobs). A turbine refused due to cumulative impact (Broughton Lodge 2.8 miles distant). The aviation light will cause an adverse impact. Unnecessary development in open countryside and no evidence the energy generated will be used at the site.

Greysouthern Parish Council - Objection. Change to Government Policy. 3x height of nearest approved turbine, adverse visual impact on local landscape, contributing to adverse cumulative visual impact from wind turbine development, adverse visual impact on views within the LDNP and impact on tourism and local economy. Concern about the weight given to computer generated images. Concern about the flashing aviation light. The majority of respondents to the public consultation objected to the proposal. Concern the development will affect tourism.

Papcastle Parish Council - Objection. 3x height of nearest approved turbine, adverse impact on local landscape, contributing to cumulative impact from wind turbine development, impact on views within the LDNP and will impact on tourism. Unnecessary development in open countryside and no evidence the energy generated will be used at the site.

Brigham Parish Council - Objection. Unacceptable pepper potting of turbines in area and significant adverse impact on the landscape character of the area and adjacent is the LDNP. The visual effects are significant for a high proportion of residents, footpath/ bridle path users and in some instances users of minor roads close to the turbine. Effects will be significant on nearby fells. A cumulative impact. Allerdale should be calling for a moratorium of wind turbines and should be shifting emphasis to off shore. On shore turbines interrupt the skyline and form a prominent, cumulative impact. Local appeals have been dismissed due to unacceptable cumulative impact and inappropriate siting. Local people should have the final say.

Broughton Parish Council – Objection. Adverse impact on visual amenity and could set a precedent for further turbines to be erected in the Derwent Valley

Blindbothel Parish - No objections

Little Clifton Parish - No comments
ABC Environmental Health - No objection subject to planning conditions relating to noise

ABC Flooding - No incidents of local flooding in area.

Ministry of Defence - No objection

NATS - No safeguarding objection

CAA - No objection

Electricity North West - No impact on Electricity Distribution system infrastructure or other ENW assets.

Natural England - No objections

Cumbria Highways - No objections subject to planning conditions

Lake District National Park - No comments received to date

Environment Agency - No comment

There have been 56 letters of support summarised as follows;

The electricity will feed energy into the local distribution network for use in the surrounding area, wind is a free energy source and will reduce the need for finite carbon generating fossil fuels, turbines are reliable and predictable generators of renewable energy, will generate 1,951,600kWh of electricity per year and will meet needs of 466 Allerdale homes; The project will save 839 tonnes of CO2 per year and 16,780 tonnes over the turbine lifetime. At the national level there is a target of sourcing 30% of electricity from renewables by 2020.

There have been 130 letters / emails of objection received to date (some correspondence comprise of multiple representations), the matters of objection are summarised as follows:

- Recent local appeals have been dismissed by the Planning Inspectorate.
- There is little local support for onshore turbines and local people are supposed to have the final say following revisions to guidance and there are no local zones for turbines in area;
- Unacceptable cumulative effect on landscape and contrary to Policy S19 ALP and S33 ALP and the area saturated with turbines;
- Inappropriate siting of individual turbines e.g. Wellington Farm, Cockermouth and West House Farm, Silloth and Midtown Farm, Great Orton;
- Unacceptable impact on the surrounding landscape and unacceptable views towards and from the LDNP;
- Adversely affect tourism and effort to draw tourists to western fringes;
- Negative impact on wildlife, bats, birds, including migrating geese and ground nesting birds, red squirrels and birds of prey;
- Unacceptable hazards to local roads during construction;
- Pushing turbines beyond A595 towards edge of LDNP;
- Noise and shadow flicker concerns;
- Inefficient energy source and government grants are being removed;
- A massive decommissioning burden;
- Adverse visual impacts from local villages and cumulative impacts with other turbine development in locality;
- The majority of the support has come from the farming fraternity and or people who do not live locally;
- Concern regarding connections to overhead power lines

A petition of 56 signatories raises objections regarding matters relating to the impact on the surrounding landscape and unacceptable views towards and from the LDNP, contrary to ALP 2014 policy S33. Unacceptable cumulative impact contrary to ALP Policy S19 and the NPPF.

FORCE - Objection. Local people should have the final say on on-shore wind turbine development and the local community does not support this development. The scheme is therefore contrary to National Planning Guidance. Concern about micro siting. Settlements close to the turbine are expected to experience moderate adverse impact. The village of Dean is expected to experience moderate to substantial adverse impact from the northern edge of the settlement with significant effect from the development.

The magnitude of impact on the non-associated residence Mayfield and grade II listed building is likely to be substantially adverse and significant and the property is 1020m from the application site.

It would be a substantial structure in the local landscape, exacerbated by the motion of the turbines. The turbine would be an incongruous presence in the landscape near Greysouthen. FORCE refers to the findings of the Inspector regarding the Wellington Farm appeal, Cockermouth. The CWESPD sets out the development is in Character Type 5 Lowland which has been assessed as having moderate capacity however this landscape type has long since exceeded its moderate capacity to accommodate wind energy. The impact on the surrounding landscape would be disproportionate and unacceptable including views towards and from the LDNP. The cumulative assessment is inadequate and can be simultaneous, successive or sequential in nature. The LDNP is only 2.7km from the site.

Bats and birds maybe at risk from the turbine development and the site is close to the hen harrier over wintering area and the site is surrounded by hedgerows and scattered woodland. There is also a large pond within 500m from the site.

There may be requirements to alter modify parts of the local road network in order to covey the turbine to the site and this may involve land belonging to the third parties. Two new culverts would be required to cross Far Stock Beck (Flood Zone 3) and a farther unnamed water course.

Concern about noise levels. No evidence the energy generated would be used at the site before the surplus is exported to the grid The turbine would be an unnecessary development in the open countryside.
Purpose and Need

The applicants has set out that the wind turbine proposal responds to international, national and local policy and the long term aim of reducing carbon dioxide emissions, by contributing to the attainment of renewable energy targets. The government has committed to reducing greenhouse gas emissions by 80% by 2050. The renewable Energy EU Directive (2009) set a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020 and that this will require a fourfold increase in renewable energy deployment.

NPPF 2012 and the ALP (Part 1) adopted July 2014 are broadly supportive of proposals for renewable energy development. The need to meet national targets for the generation of electricity and heat from renewable and low carbon sources is recognised as are the wider environmental, community and economic benefits of such development.

Assessment

The scheme is supported with an Environmental Statement (ES). It describes all the elements of the wind development, its construction, operation and decommissioning, the nature of the site and its surroundings, the likely effects of the development, and measures proposed to mitigate any adverse effects on the environment.

Key considerations for site selection are explained in detail with the associated Environmental Statement and include: predicted wind speed, proximity of site to dwellings, capacity of a site, access, grid connection issues, biodiversity and geological conservation, historic environment impacts, landscape and visual impact, noise and vibration, shadow flicker and traffic and transport issues.

Historically, Policy S19 ALP 2014 and other material planning policies and considerations assist in the assessment of planning impacts that may be identified by affected local communities. To ensure that the impacts of development (either in isolation or cumulatively) are, or can be made acceptable, Policy S19 of the Allerdale Local Plan sets out clear criteria for the consideration of proposals for renewable energy development, including wind turbines. The criteria most relevant to the consideration of this application are considered below.

Landscape and Visual Assessment

The ES considers the likely effect upon the landscape character and the visual amenity of the proposed wind farm together with the potential cumulative effects. The assessment is referred to as the Landscape and Visual Impact assessment (LVIA). The LVIA considers effects within the study area of 30km. A desk review, photograph montages and wire frames and assessment process has considered the effects upon both landscape character and visual amenity. Effects were assessed during construction, operation and decommissioning. Viewpoints are provided to study the potential visual effects of the scheme. They must be representative of a range of views and viewer types.

Landscape Effects - Two different Zones of Theoretical Visibility (ZTVs) have been provided to support the assessment of the scheme; these are for a hub height of 40m and for the blade tip at the highest point of the rotation at 67m. The LVIA sets out that
visibility beyond 10km would be minimal therefore the assessment has focused on a detailed study area of 10km. The significance of landscape effects identified is determined by a consideration of the sensitivity of the landscape receptors.

The site and the majority of the 10km detailed study area are outside the LDNP and lie within the NCA 07 West Cumbria Coastal Plain as defined by Natural England. At the county level, the landscape character is defined by Cumbria Landscape Character Guidance Toolkit and the site is identified as being in Landscape Character Type (LCT) 5 and the key characteristics are: A series of ridges and valleys that rise gently towards the limestone fringes of the lake district fells; Well managed regular shaped medium to large pasture fields; hedge bound pasture fields dominate, interspersed with native woodland, tree clumps an plantations; scattered farms and linear villages found along ridges; large scale structures generally scarce.

The LCT is divided into 5 sub types and the site is within subtype 5C Rolling Lowland and the key characteristics are open undulating and rolling topography, lowland agricultural landscape dominated by pasture, hedges and hedgerow trees are common on lower ground and sparse on higher ground and some scrub woodland.

The LCT is assessed within the Cumbria Wind Energy Supplementary Planning Document as having a moderate sensitivity to wind energy development for accommodating 'up to a small group of wind turbines defined as 3-5 turbines.

The ES sets out ‘that the overall effect on the landscape character of the site is assessed as moderate adverse (not significant), as the turbine would be prominent and the landscape character of the site would be changed by the presence of the turbine. The surrounding field area, trees and hedgerows would be retained around the turbine, therefore the character would not be totally changed and many of its key physical and perceptual characteristics would remain’.

The LDNP is 2.7km to the east of the site at the closest point. Viewpoints 13 and 15 illustrate the effects of the turbine from the fells as long distance panoramic views. Visitors of the Lake District National Park are considered to be high sensitivity receptors. Viewpoints 13 and 15 illustrate the effects on the views from the fells of the LDNP, the turbine would bring turbine development closer the LDNP but the ES does not consider there would be significant effects from the LDNP, where the turbine would be visible in the long distance, with panoramic views with a back drop of more developed areas along the coast. Officers note Viewpoint 13 Fellbarrow, where the turbine would be a distinctive feature within the landscape and regard objections from the community with regard to concerns relating to views from the LDNP and cumulative impacts of turbine development with lowland LCT 5 landscape.

Viewpoints 7, 8 and 12 illustrate views towards the LDNP in which the turbine would be visible. These show that in views from the west the turbine would be visible with a backdrop of the LDNP, but the ES advises that ‘as the development consists of a single turbine it would not significantly impair views towards the park’. (Para 7.103 ES).

The local community has expressed concern over the impact of the turbine on the character of the landscape and that there would be an adverse visual impact and the scheme would have an impact on the tourism industry. With consideration of the 18 June
Ministerial Statement there remains concern from the local community on matters of visual and landscape character impacts and an adverse impacts on views to and from the LDNP.

Only very small areas of the Solway Coast Area of Outstanding Natural Beauty AONB and the Frontiers of the Roman Empire (Hadrian’s Wall) World Heritage Site are within the ZTV and are approximately 10km to the north of the site. Therefore the landscape character of these designated areas are not likely to be affected.

**Visual Effects** - Visual effects concern changes in view and concerns people’s perception and response to changes in visual amenity. The closest settlements to the turbine site are Greysouthern, Eaglesfield and Dean.

Greysouthern 1.4km NNE - The ES advises that the receptors at Greysouthern are likely to have a moderate adverse effect that is not significant and from the southern and western edges of Greysouthern there would be no views of the turbine. There may be some views of the turbine from properties on the northern edge of the village. Viewpoint 3 illustrates views from just east of the village. This viewpoint was amended to show the development without a tree obscuring the view and is Viewpoint A.

Eaglesfield 1.7km ENE - The ES advises that the receptors at Eaglesfield are likely to have a moderate adverse effect that is not significant. The majority of the village is within the blade tip ZTV. Areas to the northern and southern edges of the village are within the hub ZTV and there would some views of the hub and blades above the intervening land form and vegetation. Officers note that users of the local roads and footpaths within the locality are also likely to experience a significant adverse impact.

Deanscales 1.3km ESE - Is a settlement to the south east of the turbine site. The LVIA as amended sets out that in areas where the turbine is visible, effects on visual amenity are assessed on high sensitivity receptors (medium sensitivity if the view is only from upper floor windows) and low magnitude which would give a slight to moderate adverse effect and not significant. The views from this village are illustrated in Viewpoint 5. The viewpoint screens the development with trees and dwellings. The ES acknowledged there will be glimpsed view of the turbine. Officers note that users of the local roads and footpaths within the locality are also likely to experience a significant adverse impact.

Dean 1.9km S – The ES advises the northern edge of the village of Dean would experience significant effects. The northern edge of the village is at a similar elevation to the site and has views north over the shallow valley of the Far Stock Beck towards the site in which the site would be visible above and between intervening and surrounding coniferous and mixed woodland blocks and between intervening trees as illustrated by Viewpoint 4. The overall effect is assessed as moderate to substantial adverse (significant).

Branthwaite 2.9km SW – The ES advises a moderate adverse effect. Viewpoint 6 is representative of views from the village of Branthwaite and is located on a minor road to the east of Branthwaite located at a distance of 2.7km. The upper part of the tower, hub and blades would be visible on the skyline beyond the intervening vegetation. The effects in the LVIA are moderate adverse (construction and operational effects) but not significant.
Little Clifton, Chapel Brow and Bridgefoot 2.2km NW - The ES advises a moderate adverse impact and not significant. There would be some views of the turbine from the more elevated areas of the settlements, particularly at Chapel Brow as illustrated by Viewpoint 7.

Great Clifton 4km NW - Views would be limited by intervening landform and there would be slight to moderate adverse effects but not significant.

Brigham 2.7km N - Only the south-eastern edge of the village is within the ZTV. The impacts are slight adverse but not significant.

Great Broughton 3.7km N - The village is located on the northern side of the river Derwent valley and there would be sky line views of the turbine. There have been significant numbers of objection from this community. The turbine would be viewed to the foreground of the LDNP fells. The ES advises a moderate adverse effect as illustrated in Viewpoint 9. The ES advises the effect is not significant and there would be intervening vegetation and screening by buildings.

Cockermouth 4.2km NE - Viewpoint 11 is taken on the edge of Cockermouth and looks south west and the proposed turbine would be located at a distance of 5.2km. The uppermost part of the proposed turbine tower, hub and upper blades would be seen against the skyline, set amongst trees. The effects on visual amenity for receptors present at this location were assessed as slight-moderate-adverse but not significant (construction and operational effects).

Mockerkin 4.4km SSE - The ES advises partial views over some distance, however due to the elevated nature of the village all is within the ZTV and the turbine would be visible from properties on the northern side of the village as illustrated in Viewpoint 10. The impacts would be slight to moderate adverse but not significant.

Ullock 2.2km S - There would be limited glimpsed views and the majority of the settlement is not within the ZTV. A group of properties on the northern edge of the settlement are within the ZTV but the impacts are considered to be slight due to intervening landform. The impacts would be slight adverse but not significant.

**Residential Effects** - Springfield Farm is the nearest property and is the land owner, there would be close views of the turbine from the north east facing elevation above the intervening farm buildings and between trees. The overall effects as assessed in the ES as moderate to substantial adverse (significant).

The nearest non-financially involved residential property is a bungalow called ‘Springfield’ 807m to the west of the site which is screened by coniferous shelter belts and there would be a moderate adverse impact that is not significant. Between 1km to 2km there are a number of non-financially involved properties, the closest of which are:

Mayfield - 1km to the west. 2 storey farm house with 7 windows and a front door on the front east facing elevation which faces the site. The magnitude of effects is assessed as medium and the overall effect as moderate to substantial adverse impact which the ES advises is significant.
The visual impacts from properties at Lambhill 1190m to the north-west, Woodside 1280m to south, New House, Dean 1900m SSW and Oldfield 1880m to the W are not considered to be significant.

**Transport Corridors and Rights of Way** - The A5068 runs SSW from Cockermouth approximately 2.3km south east of the site at the closest point. The A66 runs westward through the north of the study area approximately 2.8km north of the site at the closest point. The A595 runs south-west of the A66 at Bridgefoot, approximately 3km to the WNW of the site.

There are several minor roads and lanes in the vicinity of the site, the closest is Greencastle Brow, 800m west of the site. Higher sensitivity to the wind turbine development are associated with the users of local roads, at residential locations and indeed footpaths (or walkers along local roads) which together with the increased magnitude due to proximity of the turbines leads to the significant impact assessment. Users of the local roads are likely to experience a significant adverse effect at certain viewpoints. Officers note that users of local roads around Greysouthen, Dean and Eaglesfield that provide access to surrounding villages and community facilities would be likely to experience an adverse significant impact as established within the ES. Notably Viewpoint 3 that was re-photographed from a slightly revised location in order to avoid the turbine being located behind a tree shows the increased significance of the turbine in terms of visual effects for users of local roads (Viewpoint A).

Viewpoint A is located slightly further south on the minor road to the south of Overend Road, as a tree was obscuring the view of the turbine, from the viewpoint location included in the LVIA. The view looks south and the proposed turbine would be located at a distance of approximately 1590m, seen in the forward view and against the skyline for southbound users of this road. The effects for receptors at this location were assessed in the LVIA as moderate-substantial adverse and significant, in terms of both construction and operational effects. The photomontage presented for this viewpoint confirms this assessment.

Viewpoint B is located on a local road between Greysouthen and Eaglesfield, the proposed turbine would be approximately 1.3km. The upper part of the tower and hub and blades would be viewed. Operational effects on visual amenity are assessed in the LVIA as moderate-substantial adverse (significant), given the close proximity and partial view of the turbine, with the rotation of the blades breaking the skyline.

Viewpoint C is a minor road between Eaglesfield and Deanscales and the proposed turbine would be at a distance of 1.8km. The turbine hub and upper blades would be seen against the skyline. Operational effects on visual amenity area assessed in the LVIA as moderate-substantial adverse (significant) given the partial view of the turbine with the rotation of the blades breaking the skyline.

Viewpoint D is taken on a minor road between Deanscales and Dean located at a distance of 1.4km, there are views of the upper parts of the tower, hub and blades seen above the intervening trees of outfield plantation. Operational effects in visual amenity are assessed in the LVIA as moderate substantial adverse and significant given the close proximity of the turbine.
Beyond 2km uses of roads including the A5086, the A66 and the A595 are considered to have a slight adverse impact but not significant due to the limited prolonged views due to vegetation and topography. Viewpoint 8 is representative of the A595 at Winscale Moor wind farm where the ES advises the overall effects on users of the road would not exceed slight to moderate adverse (not significant).

The additional viewpoint locations within the LVIA are all in 2km of the proposed turbine and confirm the findings of the LVIA, that significant effects on visual amenity, and on the landscape character of the local area i.e. that significant effects on visual amenity, and on the character of the local area, would typically be incurred by receptors located within this distance of the turbine. Community objections have been raised with regard to adverse visual impacts from the turbine from roads, settlements and dwellings and the ES establishes there will be adverse visual impacts.

The closest bridleway is located 1.5km to the north of the site. The closest public footpath circa 650m to the south-west of the site at Lintonhill Plantation as illustrated in Viewpoint 1. The wind turbine has been positioned to avoid any impact on these footpaths and bridleways with 100.5m tip height plus 50% buffer zones utilised at the initial design stage. Of the public rights of way within the study area, the ES advises there would be significant effects only the users of the public rights of way that runs south-east off Greencastle Brow, via Galefield and Woodside to Fifkettle Brow south west of the site and users of the public access route that runs from Fifkettle Brow to Eaglesfield south-east of the site. Views of the turbine would be screened at certain points nevertheless the ES advises the effects would be moderate to substantial adverse (significant).

The northern leg of National Cycle Route 71, the C2C from Workington, is approximately 3.8km north of the site at the closest point the effects are illustrated in Viewpoints 9 and 12. The ES advises the overall effect would not exceed moderate adverse (not significant). Viewpoint 14 is representative of the southern leg of the C2C from Whitehaven. Viewpoints 10 and 14 are representative of the Lake District Boundary walk is approximately 4.1km east of the site at the closest point, but both show views of the turbine broken up by intervening vegetation and therefore the ES advises not resulting in significant effects.

**Cumulative Landscape and Visual effects**

The closest schemes to the Springfield Farm site are the approved turbines at Outgang Farm and Lucy Close, 3.5km and 3.7km to the south-west of the Springfield Farm site, which would both be 24.8m to blade tip. It is not considered that the addition of the Springfield Farm turbine to these would result in significant cumulative landscape and visual effects due to the small scale of the Outgang Farm and Lucy Close turbines, the distances from the Springfield Farm turbine, the presence of intervening vegetation limiting any combined or successive visibility of the schemes.

The ES notes that with the exception of the turbine development along the coast and schemes beyond 5km to the south west all turbine development within 10km is within the LCT 5 Lowland. The closest approved schemes for single turbines include Outgang Farm 3.5km and Lucy Close 3.7km to the south-west both with a blade tip of 24.8m. There is also a wind farm development at Potato Pot and the Winscale Moor Wind farm 4.2km
west of the site but the distance limits cumulative effects.

Potato Pot windfarm is currently being constructed for 3 x 100m turbines also within LCT 5 and is 4.4km (2.7 miles distant)(2/2012/0594). It is considered there will be some sequential cumulative impact with this wind farm development particularly from receptors using local roads.

The residents on the northern edge of the village of Dean are likely to experience the most noticeable cumulative effects of the addition of the Springfield Farm turbine to the north to those at Winscales Moor to the west-north-west, however the distance between the schemes 4.2km would mean that the effects would not be significant and would not result in wind turbines dominating the views.

Users of the A595 would experience sequential cumulative effects due to frequent visibility of the other schemes in the study area, but the ES advises the Springfield Farm turbine would not significantly affect or change the experience of travelling on the A595 through the study area.

Users of the C2C to and from Workington would experience sequential cumulative effects due to the frequent visibility of other schemes in the study area but the ES advises that Springfield Farm turbine would not form a significant contribution to the sequential effects.

The ES acknowledges that visitors to the Western Fells of the LDNP would experience cumulative visibility from the higher fells and higher ground as illustrated by wireframes for Viewpoints 13 and 15 however due to the distance and the back drop of the coastal plain beyond with more distant turbine development, the impact of the proposed single turbine is considered in the ES to be small. Viewpoint 15 is located on Burnbank Fell on the western edge of the LDNP and would be approximately 7.3km. It shows the turbine would be back dropped against the lowland farm land which extends across to the Solway Firth. The effects on visual amenity for receptors at this location is assessed in the ES as slight-moderate-adverse (construction and operational effects). The change in view in the ES is considered as small. The ES further advises due to the presence of other development in the views including operational wind farms, that the proposed turbine scheme would not result in significant cumulative effects on views from the LDNP; the ES argument being that wind farms already feature in views from the higher ground on the western edge of the LDNP and that this proposal would not result in wind turbine development dominating views from the Western Fells.

Officers acknowledge objectors concerns from the community regarding adverse impacts on the LDNP from the proposal and the adverse cumulative visual and landscape effects from turbine development within the locality and the wider borough of Allerdale.

Summary of Visual and Landscape effects.

- There are objections from the local community regarding adverse impacts on the character and appearance of the local landscape, adverse impacts on views to and from the LDNP, and adverse visual and landscape cumulative impacts. The range of visual receptors: properties, settlements, the transport and rights of way network and recreational receptors have been assessed; some would experience
significant adverse effects particularly within approximately 2km of the site as shown in Viewpoints A, B, C and D that there would be significant adverse effects on visual amenity and on the landscape character of the local area.

- The ES advises that of the settlements in the ZTV, only the residents on the northern edge of the village of Dean would experience significant adverse effects. Other settlements within the study area and ZTV are at a lower elevation to the site or are more distant and would be limited by intervening vegetation and landforms. Two properties would experience moderate to substantial adverse (significant adverse effects), those being Springfield Farm (landowner) and Mayfield. There remains community concern regarding visual impacts from nearby settlements and properties.

- Viewpoints 7, 8 and 12 illustrate views towards the LDNP in which the turbine would be visible. These show that in views from the west the turbine would be visible with a backdrop of the LDNP, but the ES advises that ‘as the development consists of a single turbine it would not significantly impair views towards the park’. (Para 7.103 ES). Viewpoints 13 and 15 illustrate the effects on the views from the fells of the LDNP, the turbine would bring turbine development closer the LDNP but the ES does not consider there would be significant effects from the LDNP, where the turbine would be visible in the long distance, with panoramic views with a back drop of more developed areas along the coast.

Ecology

To determine the effects on ecological and ornithological receptors, a desk study and extended Phase 1 Habitat Survey were undertaken. The combined information enabled the ecological interest of the survey area to be established in the context of habitats, populations of protected species and designated habitats present within the wider area, to allow an assessment of the likely ecological impacts arising from the proposed development. Habitats within the survey area comprise of a series of arable and improved grassland fields, bordered by species poor hedgerows along three of its boundaries and fence lines. There is a sitka spruce dominated plantation woodland to the east of the site. A single pond is within 500m of the turbine circa 420m south west of the turbine.

Badger - The application site was not found to support any important or notable habitats but offers potential for a range of protected species. Badger evidence was not recorded at the site and no setts were identified within 500m of the proposed turbine.

Water vole and otter - No watercourses were present within the survey area and ditches were considered suboptimal for water vole and otter.

Great crested newt - The potential for great crested newt is considered to be low given the only pond within 500m of the study area was heavily used by wildfowl (mallard and wigeon) and considered to be low suitability for great crested newt.

Birds - Land within the survey area was considered likely to support a suite of farmland bird species, however habitats are considered to be unsuitable or of low interest to the majority of bird species but the ES does recognise that lapwing, curlew and golden plover may be present in low numbers and several raptor species maybe present on occasion. The survey area is just out with the hen harrier wintering area with the turbine being circa
860m east of the area. Impacts on hen harrier are considered given the proximity of the proposed turbine location to the known wintering species, however habitats are considered of low suitability and no significant effects are anticipated in the ES.

The potential for impacts on geese and swan species associated with the Upper Solway Flats and Marshes SPA/Ramsar were considered within the ES, given the site lies within a 20km radius for the SPA. The data search returned records of pink footed goose, whooper swan and greylag goose and flocks of these species may pass over the survey area. The residual impact is considered for geese/swan to be minor adverse. Barn owls may be present locally with the survey area suitable foraging habitat along field boundaries. The ES found that the farmland bird assemblage and wader assemblage are considered of local importance. Local goose and swan and hen harrier interest is valued as of regional importance.

Red Squirrel - The tracts of coniferous plantation woodland within the survey area are considered too small and isolated to provide valuable squirrel habitat.

Bats - A range of bat species are considered likely to utilise the habitats within the application site, notably the noctule, which is considered to be a high risk impact associated within wind turbines. Excluding the micrositing (as confirmed by the applicant), a 50m buffer zone between the blade tip and the nearest bat habitat feature could mitigate against the potential for effects on local bat populations. Boundary hedges within the locality and wooded tract may attract moderate levels of bat activity. The residual impact on noctule bats is considered to be minor adverse.

A construction management plan (CEMP) can be used to mitigate against accidental killing or injuring of amphibian and reptile species and this could include pre construction badger checks. A CEMP can be secured by planning condition.

There are local community concerns regarding the potential loss of wildlife and although the protection of certain species can be safeguarded through planning condition, it is recognised that there remains some risks to wildlife and this needs to be balanced against the concerns and local knowledge of the local community.

**Heritage Assessment**

The scoping report SCO/2014/0005 scoped out the need for an archaeological assessment.

There are 4 scheduled monuments within 5km of the turbine development. There are 5 grade I and grade II* listed buildings within 5km of the proposed turbine. Of note within 600m west of the settlement of Dean is Grade I listed Branthwaite Hall. The ES concludes there to be negligible impact on the asset’s significance.

There are 12 grade II listed structures within 2km of the site. It is considered the impact on heritage assets will be negligible. It is concluded there will be no impact on Greysouthen Conservation Area.

Within 1km of the site is Mayfield this is a 19th century two storey farm house with abattlement folly tower to its northern end. It is considered that due to the 1km distance
and the setting filtered by mature trees that an understanding of the heritage aspects of
the building will not be adversely affected by the turbine development nor the setting of
the building.

**Access and Construction**

Works at the site will include the creation of new access tracks, casting the turbine
foundation, creating an electrical connection trench, constructing a control building in
addition to the turbine. A hard standing will be laid to enable the installation of the turbine.
This will measure 35m x 15m. The construction of the turbine would last 8-12 weeks. It is
set out that the turbine would be operational for 20 years. Further information is
considered necessary to ascertain the likely road defects along the proposed delivery
route. Works will be required to improve the access to the highway and a detailed design
review of proposed mitigation works to any highway alterations will be required.

The main impacts of the proposed development on the road network would be
associated with construction traffic. The Highway Authority has no objections to the
proposal subject to a condition to protect the highway surface from dirt and debris during
construction and to provide a comprehensive Construction and Traffic Management Plan.

**Noise**

Noise from turbine development can occur from the construction and decommissioning
phases of the project and during the operation of the turbines themselves. Noise levels
are considered to be acceptable and upper noise maximums can be secured by planning
condition and as such it is considered there will be no adverse noise effect from the
proposal. Noise due to the turbine development is shown in table 11.5 of the ES to be
compliant with the requirements of ETSU-R-97 both for financially and non-financially
involved receptors. With regard to concern over noise from the local community, the
matter of noise can be safeguarded by planning conditions.

**Shadow Flicker**

Shadow flicker would only occur when a building is located within 10x distance of the
rotor blade diameter. All non-financially involved properties surrounding the site lie
outside of the 10x rotor diameter of the area and therefore community concerns
regarding shadow flicker are unfounded in this instance.

**Water Quality, Hydrogeology, Soils and Geology**

The turbine site is considered to be at low risk of flooding and from pluvial, sewers,
overland flow, ground water and from reservoir failure. The closest water course to the
site is a small drainage ditch which flows from Springfield farm, 300m west of the site.
The site is not as risk from flooding. There are no designated sites of geological or
hydrological importance in close proximity to the proposed development. Provided
mitigation measures to prevent ground, surface water and ground water pollution within
the footprint of the development area in place, it is anticipated in the ES that there will be
no likely significant effects.

No coal mining activities have been recorded at the site although there are numerous
coal workings and mining activities recorded within the area, including workings recorded to the western boundary of the site. There are numerous abandoned mine shafts in the area to the west of the site, the closest being 200m to the west.

**Aviation and Electromagnetic Interference**

There are no adverse impacts with regard to aviation safeguarding or electromagnetic interference.

**Overhead Power Lines**

The proposed turbine would be over 100m from the nearest power line and is suitably sited with regard to the nearest overhead power line and therefore this matter has been suitable addressed in regard to the community concerns.

**Ice Throw**

The turbine will be equipped with an ice detection system and given the scale, position and slow rotational speed of the proposed turbine, it would not be possible for ice throw to cause any threat to nearby occupied properties or the public highway.

**Stakeholder Engagement and Consultation**

A public consultation was held 5pm-7pm Thursday 9 April 2015 at Greysouthen Village Hall, in order to provide members of the community with information on the proposed turbine, assess support and opposition to the project and hear local community suggestions on how the proposal could be improved. 500 letters were posted to residences within a 2km radius. 30 people attended the consultation and 10 questionnaires were completed. The majority disagreed with the turbine being built within their area.

It is acknowledged that the proposed turbine will have local economic benefits in terms of the contribution it would make to the sustainability of the agricultural operation at the host farm. The reduction in the level of electricity exported to the grid will reduce the overall benefits of the scheme but it is considered that this is not itself sufficient to affect the assessment of the overall planning balance.

**Local Financial Considerations**

Having regard to S70 (2) of the Town and Country Planning Act. There are no local financial considerations relevant to this application.

**Community Representations and Local Appeal Decisions**

Representations from the community reference Appeal Decision APP/G0908/A/11/2156118 that was dismissed at appeal which relates to a turbine application for 3 turbines at Broughton Lodge with a tip height of 125m. The Inspector found that in that location the appeal site would increase and intensify the impact of wind farm development in a prominent manner in a location where the proposed wind turbines would combine with others in the locality and tip the balance from a landscape with wind
farms to a landscape with wind turbines as a defining and dominant element.

Community representations also bring forward Appeal APP/G0908/A/13/2195042 regarding a single turbine with a blade tip height of 79.6m at Wellington Farm, Cockermouth. The Inspector found that the proposed turbine was of such a size that its visual impact could not be mitigated. The Inspector noted that turbines generally appear to be less prominent in photomontages and photographs than they do in real life and that views of ‘disembodied’ rotating turbine blades can have a more disturbing visual effect than views of the whole machine. The Inspector noted the 79m and concluded the proposed turbine would be out of scale with the natural and built environment of the locality and it would have a major adverse impact on the character and appearance of the local landscape.

**Ministerial Statement 18 June 2015**

Recently a Written Ministerial Statement on local planning has been published on 18 June 2015, in relation to the determination of planning applications for wind turbine development this states:

“Local planning authorities should only grant planning permission if:

- the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.”

This application was validated on 2 July 2015, post the Ministerial Statement therefore the transitional arrangements do not apply and the full provisions of the ministerial statement are therefore a material planning consideration.

Allerdale BC does not have an allocated area for turbine development clearly in a Local or Neighbourhood Plan (maps showing the wind resource as favourable to wind turbines, or similar, will not be sufficient).

Historically turbine development has been assessed against Policy S19 ALP which is a criteria based policy to address planning matters relating to renewable energy development. To date however this interpretation of the implications of the Ministerial Statement has not been tested at appeal in Allerdale or indeed elsewhere and therefore in order to make an assessment of community backing and whether any local impacts identified by a local community have been fully addressed, Policy S19 ALP along with other relevant Allerdale Local Plan policies and material considerations remains helpful to assist in the detailed assessment of this application.

Recent Secretary of State and appeal decisions in respect of wind turbine proposals elsewhere in the country deal with applications submitted prior to the Ministerial Statement and therefore the transitional arrangements set out in the Statement apply to these decisions. This means that it is not necessary for the site to be in an area allocated for wind turbines but nevertheless these decisions have all given significant weight to community objections, particularly when expressed by a representative body such as a Parish Council.
Conclusion

The current application has 130 letters of objections and a petition of 65 signatories. There are 56 letters of support. Letters of support are clearly shown within the submitted Assessment of Local Sentiment Figure 1 from the nearby farming community. There are also letters of objection from the nearest Parish Councils: Dean, Greysouthen, Brigham and the Broughton area villages.

The main issues relate to the concerns over adverse visual and landscape impacts, adverse cumulative impacts due to other wind turbine development within the locality, adverse impacts on the Lake District National Park with regard to views towards and from, adverse impacts on the tourism and the local economy, noise, and matters relating to local habitats and species particularly birds and bats.

Except the dwelling relating to the applicant there are no residential properties within 800m of the site. There are objections from residents within the nearby settlements and dwellings. Officers note that the ES advises and concur with the opinion that there will be significant adverse visual impacts on users of local roads and footpaths that are within 2km of the site and an adverse impact with significant effect on the character of the local landscape within 2km. The roads are frequently used by the community to access the facilities within neighbouring villages and to access the wider highway network beyond. The local roads, bridleway and footpaths are also used by sensitive recreational receptors walking and cycling. There is also local community concern about the potential adverse impacts on local bird and bat populations, however the ES advises the impacts to local ecology is not significant.

Significant weight is now attached to the 18 June 2015 Ministerial Statement and given the proposed turbine site is not in a Local or Neighbourhood Plan it is recommended that the proposal is contrary to this advice.

Furthermore, it has not been demonstrated that the matters raised by the community, regarding the potential for adverse visual and local landscape character impacts (particularly regarding adverse impacts experienced from users of local roads, footpaths and the settlement of Dean), the potential for adverse cumulative landscape and visual impacts and ecological impacts on protected species have been overcome to alleviate local community concerns, in order to enable community support of the scheme. The proposal is therefore considered contrary to The Ministerial Statement of 18 June 2015 and Policies S19, S32, S33 and S35 Allerdale Local Plan (Part 1) adopted July 2014 and the advice contained within the National Planning Policy Framework 2012 and Planning Practice Guidance for Renewable and Low Carbon Energy 2015 and the scheme is recommended for refusal accordingly.
Annex 1

Reasons for Refusal

1. Contrary to the Ministerial Statement of 18 June 2015 the proposed turbine site is not sited within a Local or Neighbourhood Plan as a designated area suitable for wind energy development.

2. Planning matters raised by the community, regarding the potential for adverse visual and local landscape character impacts, adverse cumulative landscape and visual impacts and ecological impacts on protected species, have not been overcome to alleviate local community concerns, in order to enable community support of the scheme. The proposal is therefore considered contrary to The Ministerial Statement of 18 June 2015 and Planning Practice Guidance for Renewable and Low Carbon Energy 2015.

3. By virtue of the scale and siting of the proposed turbine there is likely to be a significant adverse visual and landscape impact on users of local roads and footpaths contrary to policies S19, S32, S33 and S35 Allerdale Local Plan (Part 1) adopted July 2014 and the advice contained within the National Planning Policy Framework 2012 and Planning Practice Guidance for Renewable and Low Carbon Energy 2015 and The Ministerial Statement of 18 June 2015.

Proactive Statement

Application Refused Following Discussion – Where there is no Way Forward

The Local Planning Authority has acted positively and proactively in determining this application by identifying planning policies, constraints, stakeholder representations and matters of concern with the proposal and discussing those with the Applicant. However, the issues are so fundamental to the proposal that it has not been possible to negotiate a satisfactory way forward and due to the harm which has been clearly identified within the reason(s) for the refusal, approval has not been possible.