Report from Overview and Scrutiny

Lead Members: Councillors P Connolly, Mrs Y R T Clarkson, J Kane, Mrs W Metherell

Lead Officer: N White, Scrutiny Support Officer

January and February 2009

Recommendation: That (A) the Council endorses the recommendation of the Economic Development and Enterprise Overview and Scrutiny Committee that:

The Copeland Borough Council calls on the Secretary of State for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over-reliance on onshore wind, reduce current wind-related targets and invest, as a matter of urgency, in other low carbon energy generation, such as tidal and nuclear power, this council reaffirms its support to a balanced energy policy as detailed in the Energy Coast Master Plan.

(B) the Council endorses the recommendation of the Safer and Stronger Overview and Scrutiny Committee that:

The council should, in principle, support the concept of a Community Prison but that it would like to see the Home Office undertake:

a) a detailed work up of plans by the Home Office for a Community Prison, and

b) a full public consultation exercise, to include this council and South Copeland, on those plans.

Since Overview and Scrutiny last reported:

1. Council Budget for 2009/2010

The Overview and Scrutiny Management Committee received a presentation from The Head of Finance and Management Information Systems on the Council's Budget for 2009/2010. This included a background to Budget setting and the exceptional challenges faced by the Council in the current financial climate.

Following the presentation, Members questions were invited.
Members enquired about the Council Tax levied on second homes, Financial input from Central Government, the County Council and other agencies.

HMP Haverigg

Introduction

At the Council Meeting on Tuesday, 24 February 2009 this item was referred back to the next meeting of the Safer and Stronger Community Overview and Scrutiny Committee. The reason for this being that although the report was generally supported some concerns had arisen as a result of responses received and the response from the Rt Hon David Maclean in particular.

Cllr Cole also requested that consideration be given to more consultation with the local community before making any decision in this matter. He referred to a meeting of the Millom Neighbourhood Forum on 23 February 2009 at which a number of concerns had been raised.

The Leader, Cllr Elaine Woodburn, proposed that the matter be referred back to the Safer and Stronger OSC and that all Members of the Council be invited to attend that meeting and at which a decision could be made on the way forward.

MP's Responses

Eric Martlew, the MP for Carlisle, stated that he was not opposed to the principle of a community prison but would require much more detail as to how it would affect his constituents before offering active support.

It is possible for us to request a breakdown, by Ward, of all prisoners from his constituency who are currently held within penal establishments across England and Wales. My understanding is that if we request this information from Gill Cooper, Director of Twin Peaks and Head of Offender Management she will provide us with those details together with distances and travelling times.

The Rt Hon David Maclean MP is strongly supportive of the expansion of HMP Haverigg, but cautions against going blindly down the 'community prison' route and also suggests that Cumbria and Copeland would have to pay for it.

To understand why the question of local authorities paying for local prisons could never be an issue it is necessary to appreciate how the current prison estate is administered. There are roughly 150 penal establishments in England and Wales. Some areas have no prisons (e.g. Cornwall) whilst others have clusters (Isle of Wight, Isle of Sheppey and Portland Bill). Prisons do have catchment areas but for a variety of reasons prisoners may end up in establishments far outside these. For example HMP Haverigg has prisoners from as far afield as London and the Home Counties. Prisoners are separated

according to gender, age, security risk and whether they are sentenced or remanded. Obviously this limits the number of establishments that they can actually be housed in. A considerable number of prisoners are of no fixed abode and could not, therefore, be the responsibility of any particular area. The highest risk prisoners (Category A) can only be accommodated in one of the 6 dispersal prisons which are as follows:

HMP Belmarsh (London)
HMP Long Lartin (Worcestershire)
HMP Full Sutton (Yorkshire)
HMP Frankland (Yorkshire)
HMP Wakefield (W Yorkshire)
HMP Whitemoor (Cambridgeshire)

The costs of prisons vary enormously. A Category A dispersal prison requires much greater numbers of staff than, for example, an open prison. A number of its prisoners will be foreign nationals and could not be weighed against any Local Authority area. Some prisons on the South Coast house extremely large numbers of foreign nationals due to their proximity to Channel ports. The only therapeutic prison is situated at Grendon Underwood in Buckinghamshire and is by far the most expensive to run and draws prisoners from all over the country.

The main reason for a Community Prison is to accommodate prisoners within a reasonable distance of their homes. Cities such as London, Birmingham and Manchester have prisons for both genders, all age groups and security risks well within the 50 mile recommended radius. Very few areas have the problem of a population scattered over such a vast area and with such poor infrastructure as Cumbria. It follows, therefore, that the need for community prisons would be limited to such areas. In Cumbria the journey to visit prisoners can be 10 to 12 hours for the return trip and even longer in some worse case scenarios.

For all these reasons it would be impracticable for any Government to consider weighing the costs of incarceration against Local Authorities, but an even more important consideration would be that to do so would lead to demands by Local Authorities to decide how prisons that they paid for would be managed. This in turn could result in different prisons operating to different standards and would, therefore, be unacceptable to any Government and contrary to all the principles of natural justice and prison reform dating from the Gladstone Report of 1895 onwards.

Issues raised at Millom Neighbourhood Forum 23/02/09

Concern was expressed at the lack of consultation in respect of a Community Prison at Haverigg.

It is difficult to know what more could be done. The principle of a Community Prison has already been put to Millom Town Council and an offer of an update on the proposal was made to the Clerk of Millom Town Council on 19 December 2008. No response was received. An offer to speak on the subject was made to the Millom Neighbourhood Forum on the same date but this has been put back by the Neighbourhood Forum to June 2009 although a brief update was given at the meeting on 23/02/2009. The Governor of Haverigg Prison had agreed to speak with the Haverigg Residents Association in September 2008 but had to cancel due to operational matters but offered to set an alternative date. I understand from the prison authorities that no alternative date has been requested.

If any local group requires a speaker on the subject then either myself, or Gill Cooper, Head of Offender Management at HMP Haverigg will be pleased to help. Personally I believe that at this stage we should be consulting the professionals rather than the general public. Once we have agreement in principle then there would need to be extensive public consultation and by which time there will be a great deal more detail to offer. In this respect it would be helpful for Members to be aware that all the organisations involved in the criminal justice system in Cumbria support the proposal for a Community Prison. The Cumbria Criminal Justice Board, HMPS, Probation Service, PCT, Police, and all other professionals so involved within the system are in support of the proposals.

Concerns were also expressed in relation to increased traffic resulting from remand prisoners having to appear in court on a weekly basis. This is completely unfounded as HMP Haverigg will be participating in the Virtual Court Project. This is a system of video link court hearings which negate the need for personal attendance in Crown and Magistrates Courts. There are reasons why other prisoners will have to attend court but this is done by using a single cellular vehicle to pick up and return prisoners from courts. Given that a Community Prison would not necessarily mean an increase in the number of prisoners then it follows that traffic resulting from prison visits would also not be affected. There is, therefore, no reason to suggest that there would be any increase in traffic flow to and from the prison as a result of any change in status.

Members will also be aware that a Community Prison on the Haverigg site could result in around 150 new jobs, many of which would be ancillary workers recruited from the local area. This would also impact favourably upon the local economy and benefit the housing market in the area.

Robin F Pitt **26 February 2009**

CONFERENCE NOTE

CONFERENCE: Twin Peaks: A Cumbria Community Approach to Reducing Re-offending

DATE: Friday 24th October 2008, 10:00am, Stonecross Manor Hotel, Kendal

Key Speakers:

Clive Chatterton	Her Majesty's Prison Haverigg (CC)
Juliet Lyon	Prison Reform Trust (JL)
Gill Cooper	Her Majesty's Prison Haverigg (GC)
Annette Hennessy	National Probation Service, Cumbria (AH)
Will Greenhow	Department of Home Affairs, Isle of Man (WG)
Paul Bradley	Cumbria Criminal Justice Board (PB)

Attendance:

Adrian Adcock	Learning and Skills Council (AA)
Chris Armstrong	Her Majesty's Courts Service (CA)
Graham Beck	Her Majesty's Prison Service (GB)
Nigel Bennett	Government Office North West (NB)
John Browne	Office for Criminal Justice Reform (JB)
Matthew Bulmer	Office for Criminal Justice Reform (MBul)
Mike Burger	A4e (MBur)
Helen Chapman	Her Majesty's Prison Haverigg (HC)
Bronya Cooper	Her Majesty's Prison Haverigg (BC)
Pat Edwards	Office for Criminal Justice Reform (PE)
Kenny Evans	Her Majesty's Prison Haverigg (KE)
Dave Everett	Her Majesty's Prison Service (DE)
Doug Graham	Carlisle and District Bench (DG)
John Grantham	IMB Chair (JG)
Phillip Greatorex	Sellafield Limited (PG)
Janet Hall-Gardiner	Her Majesty's Prison Haverigg (JHG)
Steve Halliday	Cumbria Constabulary (SH)
Paul Latham	Cumbria Constabulary (PL)
Eric Hodgson	North West Development Agency (EH)
Christine Hosie	Learning and Skills Council (CH)
Gail Inglis	West Allerdale and Keswick Bench (GI)
Caroline Leonard	Cumbria Criminal Justice Board (CLeo)
Claire Lindley	Crown Prosecution Service (CLin)
Bill McHugh	Regional Offender Manager (BM)
Simon Newberry	A4e (SN)
Val Ogilvie	Her Majesty's Prison Service (VO)
Stasia Osiowy	Her Majesty's Prison Service (SO)
Robin Pitt	Copeland Borough Council (RobP)
Rowena Pitt	Youth Offending Team (RowP)
Sargon Sait	National Probation Service, Cumbria (SS)
Paul Segalini	Her Majesty's Prison Haverigg (PS)
John Thompson	Shelter (JT)
Kathryn Walker	Learning and Skills Council (KW)
Bobby Watson	Population Management Unit (BW)
Cathy Wynne	Cumbria Primary Care Trust (CW)
Brian Mayne	Her Majesty's Prison & Young Offenders Institute (Lancaster) (BM)
Christine Davidson	National Probation Service, Cumbria (CD)
Wendy Binks	Cumbria Criminal Justice Board (WB)
Claire Kenyon	Cumbria Criminal Justice Board (CK)

2. **Welcome and Overview: Clive Chatterton, Governor HMP Haverigg**

Clive Chatterton opened the event with a brief overview of the Twin Peaks project and pointed out the various displays located within the conference room. These included architects plans of the prison and maps highlighting court locations and prison locations within Cumbria and the immediate surrounding areas. Clive Chatterton thanked the Cumbria Criminal Justice Board for their support in respect of the Twin Peaks project.

The idea behind the Twin Peaks project arose from the increase in the prison population and the Prison Service looking for potential sites for prison expansion. HMP Haverigg eventually rose to the top of this list because it already had planning permission for a 120-bed unit. Clive Chatterton stated that the combination of these two things led to the Twin Peaks project and the idea that Haverigg should be able to house the majority of Cumbrian prisoners.

The question of whether Cumbria wants to pursue the idea of a community prison was put to the group. Clive Chatterton stated that the two aims of the project were to reduce re-offending and to provide opportunities to inmates to ensure that we consider the best interests of the offender.

Due to its location, HMP Haverigg has room for expansion and is ready for further expansion. Clive noted that the prison employed committed staff and was at the centre of the local community.

Two recent developments include:-

1. Discussions between the prison and A4e on the "Working Wing Model"; and
2. Sellafield - who are looking for opportunities to employ offenders.

3. **'A Prison Serving its Community': Juliet Lyon, Director Prison Reform Trust**

Juliet Lyon stated that prison is the 'last point of call' and that it is one place which cannot turn people away. Juliet Lyon discussed the number of people in the prison system and the sharp increase in numbers; she stated that sentencing had become much harsher.

Juliet Lyon highlighted that it was a huge success if someone avoided having to go to prison and echoed Clive Chatterton in that it was important to put the offender first.

Various comments have been made in the past about the idea of community prisons, for example by Lord Woolf, Charles Clark, etc.

Juliet Lyon commented that community prisons have been on the agenda for quite some time. and that the Prison Reform Trust had looked at different types of prisoners (such as those with learning difficulties and those with mental health issues) and how a community prison might impact on them. It was stated that we needed to look at who is in the prison rather than simply building more prisons.

Juliet stated that focusing on the community and localism was a good idea. She also spoke about the zero tolerance scheme which has been used in New York.

Juliet spoke of the need to discuss the idea of partnerships between organisations and also about what the public will think about the project; and the fact that the public often want community solutions.

4. **The Twin Peaks Project: Gill Cooper, Director of Prison & Community Partnerships HMP Haverigg**

- See attached slides.

5. **Annette Hennessy, Chief Officer, National Probation Service Cumbria**

- See attached slides.

6. **Will Greenhow, Chief Executive, Department of Home Affairs, Isle of Man Government**

- See attached slides.

7. **Syndicate Work: Strengths, Weaknesses, Opportunities and Threats**

- See attached table for the feedback provided.

General Comments relating to the SWOT Feedback:-

- Concern about psychiatric problems; see opportunity to develop mental health care which would be from their local health authority.
- Juliet Lyon - keen to see the 'Bradley Review' to see how to deal with people who are mentally ill; whether in community or 'semi-secure units'.
- Need to be careful not to turn prisons into hospitals or social services.
- Graham Beck - University of Cumbria and their role in the 'Community Prison'; need their input/links.
- Bill McHugh - unless there is money in Cumbria, you will need central funding; regional perspective - need to develop the idea to present to those who have access to funding.

8. **Next Steps: Clive Chatterton, Governor HMP Haverigg**

Clive Chatterton highlighted the increase in prisoner numbers and the need for improvement within the service stating that the current procedures for dealing with offenders can be criticised. He also highlighted that at HMP Haverigg prisoners assist with community projects (chosen by the community themselves) and that these projects have links to employment.

Clive noted that often prisoners are released on temporary license, and then moved to a Category D prison, which is further away from their family and friends.

Clive stressed that the Twin Peaks project will only work at certain prisons, but that it can work and could become the blueprint for how strategically based prisons can look after their communities. It was also discussed how HMP Haverigg is trying to work with prisoner's families, i.e. the next generation.

Clive spoke about victims and highlighted that Victim Support are a member of the Cumbria Criminal Justice Board. He also stated that Juliet Lyon's research showed how victims realise that prison isn't always the answer. Clive stressed that victims needed to be included within the Twin Peaks project.

Clive thanked Will Greenhow for his invaluable insight into the Isle of Man prison system. He also discussed the appointment of DOMs and stated that from April 2009 funding will be given to DOMs to be used for prisons and probation.

The issue of alcohol problems in Cumbria was raised and the need to work closely with the

	health service recognised. It was also stated that we need to look long-term and the idea of 'spending to save'. Clive stated that we need to look at the savings that can be made and also the amount of money which will need to be spent. Clive Chatterton highlighted the following next steps:- • Promote the idea of partnership between the agencies; idea of a Cumbrian Management Team who can discuss strategic issues. • Identify key stakeholders. • Present the case for a community prison to the DOMs. • Research link to the University of Cumbria. Clive asked what the agencies are prepared to give to the project, i.e. manpower, resources, money. Clive brought the event to a close by thanking all for their input and attendance.

CUMBRIA CRIMINAL JUSTICE BOARD

Criminal Justice System: working together for the public

Twin Peaks: Syndicate Work - SWOT Analysis

1. Strengths:-

- Cumbrian history in partnership working.
- Continuity of education 'through the gate'.
- Family and community ties.
- Reducing re-offending by working with probation, etc, in their own community.
- Community prison could more easily respond to local employer needs.
- Travel infrastructure.
- Ability to innovate/think differently.
- Fewer barriers to innovation.
- Beneficial to offender and families.
- Improved community links and services - including continuity of community services.
- Housing services potentially simplified.
- Improve the carbon footprint/reduce transport costs.
- Local employment needs met by training courses provided at the prison.
- Opportunity for 'honest' discussion about risks to employers and community services.
- Develop entrepreneurships - "Made in Cumbria".
- Reducing re-offending; proximity to family.
- Resettlement training more tailored to locality.
- Haverigg has the space to create the community prison.
- LCJB - Beacon status.
- Improve joined up services between HMPS and the community.
- Supports NOM's objectives (Cumbria good to pilot).
- Reduced additional costs associated with travel.
- Improve efficiency and effectiveness of ROTL (Release on Temporary License).
- Draw in access to community resources (e.g. LAA) and include agenda in regional strategies.

2. Weaknesses:-

- In terms of discussions, no involvement from victims.
- Location of Cumbria.
- Provision of community based support for addiction/substance abuse.
- Infrastructure - roads.
- Inward looking.
- Remoteness.
- Increases risk of Cumbrian gang mentality (particularly among PPO's) - could be a university of crime for Cumbrians?
- Possible disadvantage of staff and prisoners mixing in the community (however, this is also recognised as an advantage/strength).
- Practicalities of travel to/from Haverigg, as compared to Durham, from Carlisle for example.
- Financial impact.
- Infrastructure - prison itself, transport links, volume of traffic, public transport?
- Recruitment of suitable staff to meet increased need.
- Potential narrowing of curriculum/programmes on offer due to need to keep discreet prisoner groups separate.
- Cost.

3. Opportunities:-

- Links with local employment and local education.
- Local opportunities for local economy/employment.
- Develop healthcare/mental health provision form women.
- Joined-up intervention.
- Collective voice.
- Trust/confidence.
- Local identity.
- Potential for synergy by agencies working together.
- Greater impetus for partnership in the community.
- Contain spread of other types of crime/contamination/
- PCT resources.
- Chance for local employers/employment.
- Strong community in Cumbria, e.g. strong employers such as Sellafield Ltd.
- Simplicity of relationships between prison service and Cumbria's agencies, including local knowledge and partnership working.
- Could be supported by a joint investment approach.
- University of Cumbria as a potential partner; both as a provider and as a strategic/research partner.
- Proposal needs to be stratified - men, women, young adults.
- Opportunity for marketing resettlement work.
- Potential for development of infrastructure.
- Could open facilities to the public (i.e. in the prison).
- Funding - isolated communities.
- Confidence - prison/probation, promoting safer communities.
- Stronger links to mainstream L & S provision.
- Enrich local community working.
- Housing Advice Surgeries - place these within the prison at earliest stage possible.
- Expansion of South Cumbria Offenders Scheme - to continue to reduce reoffending.
- Major opportunity to improve throughcare, especially in relation to health and reducing health inequalities.

4. Threats:-

- Media perception.
- Cash for funding.
- Convincing officials.
- Cuts in public spending.
- Rise in prison population.
- Government policy.
- Economic downturn.
- Backlash from idea of reintegration.
- Lack of family value.
- Costs - cost/benefit analysis - how do you make the investment to create the advantages.
- Economic downturn/recession?
- Budget cuts.
- National prison priorities/perceptions/support.
- Needs a strategy to communicate benefits to the community (as well as to offenders).
- Need to raise public confidence.
- Increased number of prison places may lead to more judges handing down custodial sentences to fill the spaces.
- Political aversion to risk taking.
- Political inertia.
- Flexible management of population change (facilities and access).
- If population continues to grown, then population management pressures risk model.
- Regional managers of service delivery may be at risk due to some degree of devolution.

Haverigg Prison

Head of Service: Tim Capper, Head of Democratic Services
Report Author: Neil White, Scrutiny Support Officer

Recommendation: that the committee advises full council how it wishes to proceed with this matter.

BACKGROUND

The Committee may recall that at its meetings on 1 April 2008 and 18 December 2008 it considered the principle of whether a community prison should be proposed at Haverigg Prison.

The Committee agreed at the 1 April 2008 meeting that:

(A) the report by Councillor Pitt be sent to Anne Owers, the Inspector General of Prisons, seeking support for a Community Prison in Cumbria,

(B) support be sought from Rob Allen, the Director of The International Centre for Prison Studies and from Juliet Lyon the Director of the Prison Reform Trust prior to petitioning the Home Secretary, and

(C) the County Council and the other District/Borough Councils across Cumbria be asked for their support for the principle of making HMP Haverigg a community prison.

Initial letters were sent to the other local authorities and MPs across Cumbria as well as other relevant organisations shortly after the meeting and further reminder letters were sent to those organisations and people who had not responded to the original letter.

The Committee considered the responses to this proposal at the meeting on 18 December 2008 (these were circulated with the full council agenda on 24 February 2009).

It also considered a note of a conference organised by Cumbria Criminal Justice Board on Twin Peaks: A Cumbria Community Approach to Reducing Re-offending which is reproduced at Appendix “A”.

The Committee noted that J Reed MP had supported the principle and agreed that full council should be asked to take up his offer of assistance in presenting the proposal to the Home Office.

Full council considered this at its meeting on 24 February 2009 and agreed that this issue should be referred back to this committee for further consideration.

Councillor Pitt has submitted a report, at Appendix “B”, which deals with the comments raised at the council meeting.

Conclusion
The Committee is invited to consider Councillor Pitt’s report and make a recommendation to full council on how this matter should be proceeded with.

List of Appendices
Appendix “A” – Note of conference by Cumbria Criminal Justice Board on Twin Peaks: A Cumbria Community Approach to Reducing Re-offending
Appendix “B” – HMP Haverigg – report by Councillor Pitt

List of Background Documents:
None

9.2 RENEWABLE ENERGY POLICIES

9.2.1 The Council recognises the benefits that both standalone and integrated renewable energy schemes can bring from a local to global scale. In land-use policy terms the important thing is to seek a balance between encouraging the development of renewable energy resources, taking into consideration the wider environmental, economic and social benefits of proposals, and appropriate safeguards against any adverse impact, in line with the provisions of PPS 22 on Renewable Energy, Policy ER15 of RSS and Policy R44 of the JSP. The Council will therefore support development for renewable energy generation so long as the overall criteria of Policy EGY 1 are met along with any of the additional safeguards in Policies EGY 2 – 6 which relate to specific types of energy proposal. The following paragraphs 9.2.2 – 9.2.7 set out how the criteria in Policy EGY 1 are to be applied.

9.2.2 The landscape and visual effects of renewable energy proposals will vary according to the type of development, its location and the landscape or townscape setting. Adverse impacts can be minimized by attention to siting, design, scale, colour schemes and landscaping and the Council will expect developers to take such matters into account (including the effects of any associated infrastructure such as network connections, sub stations, security fencing and access tracks and foundations) at an early stage in project development. They should ensure that their proposals do not adversely affect the special qualities of designated landscapes, particularly the St Bees Head Heritage Coast or those of the built heritage – in terms of Scheduled Ancient Monuments, Conservation Areas and Listed Buildings. In addition, sensitive handling will be required in the siting, design and scale of development in Landscapes of County Importance. The Council will take into account the likely cumulative effects of existing and proposed renewable energy schemes including linked apparatus and distribution lines and other utility infrastructure in its assessment of all proposals.

9.2.3 Effects on biodiversity are also important. Where development for renewable energy could have an adverse effect on a site of international importance such as a Special Protection Area, a Special Area for Conservation or a RAMSAR site (see 6.1.4 – 6.1.11 and Policy ENV 1) the Council will only consider granting planning permission a) if an assessment of the site has shown that its integrity would not be adversely affected or b) where adverse effect could be expected and with no alternative solution apparent, that there are imperative reasons of overriding public interest identified by the developer, including those of a social or economic nature. In cases of national designations like SSSIs, proposals will need to demonstrate that they would not compromise the objectives of the designation or that any adverse effects are clearly outweighed by the environmental, social or economic benefits. Elsewhere the Council will expect developers to explore all potential effects on wildlife habitat or species and make provision for mitigation, compensatory or enhancement measures.

9.2.4 Effects on general amenities will be taken into account. As noted in PPS 22, renewable technologies may generate small increases in noise levels and the Council will expect the location and design of renewable energy developments to minimize increases in ambient noise levels. Objectionable odours can be significant issue in handling some proposals e.g. for anaerobic digestion. The Council will not allow such plants to be located in close proximity to existing residential areas or those with planning permission or allocated for development in this Plan. Any other potential nuisance e.g. emissions and pollutants must be identified by the developer and appropriate mitigation measures designed into the scheme to minimize their effects on neighbouring uses. Waste arisings can also be a source of potential nuisance and care will be required to in the first instance minimize the amounts of material involved and then to ensure that the most efficient, least harmful means of disposal is used, including attention issues involved in transportation from the site (e.g. type of vehicle and need for containment). Developers will also need to demonstrate that neither the operations or waste arisings will have an adverse effect on the hydrology of the site and surrounding area.

9.2.5 Traffic impacts must be borne in mind, particularly the match between the standard and condition of highway(s) serving the site and the size of vehicles and frequency of trips generated by the particular type of development. The site access, traffic management and parking arrangements must be designed in accordance with Policy TSP 6 requirements.

9.2.6 Care must be taken in or adjoining areas designated for community recreation purposes (by virtue of Policy SVC 13) and routes serving them. Developers must ensure that no safety or security risks are created by the form, siting or type of development proposed.

9.2.7 Most large scale renewable energy proposals are likely to require a full Environmental Impact Assessment which will assist all parties in meeting the Policy EGY 1 criteria or in establishing the need to consider alternative sites (Policy DEV 8 will also apply). In all cases, however, the Council will expect developers to actively consult local communities at an early stage in the development process and will expect significant benefits to be delivered to the community where a scheme is to be sited, where possible. The Council will also expect that such issues as effects from electro-magnetic interference, effects on radar and aviation and separation distances from powerlines, roads and railways will have been addressed before it considers applications for planning permission. Additional guidance is being compiled by the County Council in partnership with the Cumbrian District Authorities. This will be incorporated in Supplementary Planning Documents to be published shortly on Wind Energy Development and Landscape Character and both will assist in the handling of new development proposals."

POLICY EGY 1: Renewable Energy

Proposals for any form of renewable energy development must satisfy the following criteria:

1. **That there would be no significant adverse visual effects**

2. **That there would be no significant adverse effects on landscape or townscape character and distinctiveness**

3. **That there would be no adverse impact on biodiversity**

4. **That proposals would not cause unacceptable harm to features of local, national and international importance for nature or heritage conservation**

5. **That measures are taken to mitigate any noise, smell, dust, fumes or other nuisance likely to affect nearby residents or other adjoining land users**

6. **That adequate provision can be made for access, parking and any potentially adverse impacts on the highway network**

7. **That any waste arising as a result of the development would be minimized and dealt with using a suitable means of disposal**

8. **There would be no adverse unacceptable conflict with any existing recreational facilities and their access routes**

9. **That they would not give rise to any unacceptable cumulative effects when considered against any previous extant planning approvals for renewable energy development or other existing/approved utility infrastructure in the vicinity.**

Developers are expected to actively consult with local communities in developing their proposals and to deliver significant benefits to the community where the scheme is to be sited wherever possible.

Wind Energy

9.2.8 The best wind energy sites are open to constant high speed winds usually on the coast or on exposed hillsides and usually, therefore, in wild and unspoilt landscapes open to views from a wide area. These are sensitive locations where the application of Policy EGY 1 will be implemented with care and the proposed new SPDs on wind energy and landscape character will be especially useful in this regard. The St Bees Head Heritage Coast is particularly sensitive area and planning permission for wind energy development within or in close proximity to the Heritage Coast will only be given where it can be demonstrated that the objectives of its designation

will not be compromised, and any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by the environmental, social and economic benefits. Elsewhere in Landscapes of County Importance, schemes will need to demonstrate sensitivity to the distinctive character of the area. The impact upon other sensitive sites such as SSSIs, sites of wildlife interest, RIGS, Scheduled Ancient Monuments and sites of local archaeological or historic importance must also be borne in mind along with affects on wildlife and the potential impact on residential amenity. The Council will have regard to the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 and where relevant proposals will be subject to Policy DEV 8: Major Development. The Council will also take into account the cumulative effects of wind turbine developments in any locality so as to avoid significant adverse affects. As required by JSP Policy 44 (4) measures will also be required to secure the removal of structures and related infrastructure from the development site once their operation ceases with appropriate remediation works to the site.

9.2.9 The Council also intends to adopt SPD to supply further guidance on achieving positive onshore wind energy development schemes as part of the Local Development Framework.

POLICY EGY 2: Wind Energy

Proposals for wind energy developments will be considered against the criteria of Policy EGY 1 with the additional requirement that:

There would be a scheme for the removal of turbines and associated structures and the restoration of the site to agriculture when the turbines become redundant.

9 Environment, Minerals, Waste and Energy

Policy EM 17

Renewable Energy

In line with the North West Sustainable Energy Strategy, by 2010 at least 10% (rising to at least 15% by 2015 and at least 20% by 2020) of the electricity which is supplied within the Region should be provided from renewable energy sources. To achieve this new renewable energy capacity should be developed which will contribute towards the delivery of the indicative capacity targets set out in Tables 9.6 and 9.7a-c. In accordance with PPS22, meeting these targets is not a reason to refuse otherwise acceptable development proposals.

Local authorities should work with stakeholders in the preparation of sub regional studies of renewable energy resources so as to gain a thorough understanding of the supplies available and network improvements, and how they can best be used to meet national, regional and local targets. These studies should form the basis for:

- informing a future review of RSS to identify broad locations where development of particular types of renewable energy may be considered appropriate [119]; and
- establishing local strategies for dealing with renewable resources, setting targets for their use which can replace existing sub regional targets for the relevant authorities.

Plans and strategies should seek to promote and encourage, rather than restrict, the use of renewable energy resources. Local planning authorities should give significant weight to the wider environmental, community and economic benefits of proposals for renewable energy schemes to:

- contribute towards the capacities set out in tables 9.6 and 9.7 a-c; and
- mitigate the causes of climate change and minimise the need to consume finite natural resources.

Opportunities should be sought to identify proposals and schemes for renewable energy. The following criteria should be taken into account but should not be used to rule out or place constraints on the development of all, or specific types of, renewable energy technologies:

- anticipated effects on local amenity resulting from development, construction and operation of schemes (e.g. air quality, atmospheric emissions, noise, odour, water pollution and disposal of waste). Measures to mitigate these impacts should be employed where possible and necessary to make them acceptable;
- acceptability of the location/scale of the proposal and its visual impact in relation to the character and sensitivity of the surrounding landscape, including cumulative impact. Stringent requirements for minimising impact on landscape and townscape would not be appropriate if these effectively preclude the supply of certain types of renewable energy, other than in the most exceptional circumstances such as within nationally recognised designations as set out in PPS22 paragraph 11;
- effect on the region's World Heritage Sites and other national and internationally designated sites or areas, and their settings but avoiding the creation of buffer zones

119 Requirement of Paragraph 6, Planning Policy Statement (PPS22) "Renewable Energy", ODPM 2004.

and noting that small scale developments may be permitted in such areas provided there is no significant environmental detriment;

- effect of development on nature conservation features, biodiversity and geodiversity, including sites, habitats and species, and which avoid significant adverse effects on sites of international nature conservation importance by assessment under the Habitats Regulations;
- maintenance of the openness of the Region's Green Belt;
- potential benefits of development to the local economy and the local community;
- accessibility (where necessary) by the local transport network;
- effect on agriculture and other land based industries;
- ability to make connections to the electricity distribution network which takes account of visual impact (as qualified above);
- integration of the proposal with existing or new development where appropriate;
- proximity to the renewable fuel source where relevant – e.g. wood-fuel biomass processing plants within or in close proximity to the region's major woodlands and forests;
- encourage the integration of combined heat and power (CHP), including micro CHP into development.

Developers must engage with local communities at an early stage of the development process prior to submission of any proposals and schemes for approval under the appropriate legislation.

9.55 In the short to medium term, the majority of the power generated in the North West will continue to come from the large-scale nuclear, coal and gas-fired power stations that supplied around 80% of the region's electricity in 2001 [120]. However, as fossil fuel resources are in serious decline and nuclear stations are scheduled to close, the UK is likely to become a major importer of energy during the next two decades. Much of the Region's existing capacity for generating power is from long term unsustainable non renewable sources, although there may still be a role for cleaner coal production. Renewable energy technologies must now be developed to support an increasing proportion of the Region's capacity for generating electricity. Tables 9.6 and 9.7 a-c provide indicative regional and sub regional targets. These are flexible and will change. However they provide an important indication of the way in which regional and sub regional targets might be met and new renewable energy capacity should be developed with the aim of meeting or exceeding these targets. It is proposed that the targets should be subject to bi-annual review, allowing them to be revised periodically through an active process of monitoring of renewable energy deployment against proposed targets and regional energy consumption. The replacement of non-renewable capacity by improved energy efficiency and Combined Heat & Power (CHP) will bring new economic opportunities to the region, as part of a strategic and sustainable approach to energy.

9.56 The Energy and Greenhouse Gas Emissions Study published by NWRA in 2007 [121] examined the potential for installation of renewable heat technologies, and proposed regional targets for their uptake. Work to agree such targets for renewable heat will be considered in a future review of the RSS.

120 Energy in England's Northwest - Achieving Sustainable Growth" Northwest Regional Development Agency, July 2003.
121 www.nwra.gov.uk

9.57 Each renewable technology has its own locational characteristics and requirements and different areas will be better suited to different technologies. The international importance of much of the coastline and all of the major estuaries of the Region for nature conservation is likely to inform choice of location for marine schemes.

9.58 In line with PPS22, developers must consult and engage with local communities at an early stage of the development process prior to submission of any proposals and schemes for approval under the appropriate legislation.

Policy EM 18

Decentralised Energy Supply

Plans and strategies should encourage the use of decentralised and renewable or low-carbon energy in new development in order to contribute to the achievement of the targets set out in Table 9.6 and 9.7a-c. In particular, local authorities should, in their Development Plan Documents, set out:

- targets for the energy to be used in new development to come from decentralised and renewable or low-carbon energy sources, based on appropriate evidence and viability assessments; and
- the type and size of development to which the target will be applied.

In advance of local targets being set, new non residential developments above a threshold of 1,000m² and all residential developments comprising 10 or more units should secure at least 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources, unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable.

9.59 PPS1 supplement on Climate Change expects local planning authorities to provide a framework that promotes and encourages renewable and low carbon energy development. Local planning authorities should have an evidence-based understanding of the local feasibility and potential for renewable and low-carbon technologies, including microgeneration, to supply new development in their area. Targets for the percentage of energy to be use in new development to come from decentralised and renewable or low-carbon energy sources should be set out and tested in Development Plan Documents to ensure they are evidence-based, viable and consistent with ensuring housing and affordable housing supply is not inhibited.

9.60 Microgeneration has the potential to play a significant role in moving towards the Government's objective of sustainable, reliable and affordable energy for all, delivered through competitive markets. The Microgeneration Strategy, published in 2006, aims to create conditions in which microgeneration is a realistic alternative, or supplementary energy generation source, for individual householders, the wider community and small businesses [122].

122 Our Energy Challenge: Microgeneration Strategy: Power from the People, http://www.berr.gov.uk/energy

The Yes 2 Wind website is a site produced by Friends of the Earth, Greenpeace and WWF, with the aim of providing information and resources for the public to support wind farm proposals locally.

It talks of 8 myths about wind power and it gives the following answers:

Myth 1. Wind turbines spoil the landscape
Fact: This is a highly subjective issue. Being visible is not necessarily the same as being intrusive. While some people express concern about the effect wind turbines have on the beauty of our landscape, others see them as elegant and beautiful, or symbols of a better, less polluted future.
The landscape we inhabit is largely human-made and it evolves over time. In comparison to other energy developments like nuclear, coal and gas power stations, or open cast mining, wind farms have relatively little visual impact. Nevertheless sites within Areas of Outstanding Natural Beauty (AONBs) or National Parks are unlikely to be appropriate for large wind farms. The increased utilisation of renewable energy and greater use of wind power will mean that we will have more of these structures visible in our townscape and landscape in the future. But all the organisations supporting this web site believe that wind energy is one of the most environmentally benign ways of producing the electricity we need to power our daily lives. If we don't switch to cleaner forms of energy, climate change will severely and irrevocably alter much of our landscape as well as the animal and plant life it contains.

Myth 2. Wind turbines kill lots of birds
Fact: Monitoring of existing wind farms suggests that with sensitive siting there is no adverse effect on bird populations. Applications for consent for wind farms submitted to the Department for Business, Enterprise and Regulatory Reform (BERR) and local councils must be accompanied by an Environmental Impact Assessment (EIA) that includes details of the likely impact of the project in question on the environment and wildlife, among other things. In considering an application, the Department consults with a range of stakeholders, including the statutory advisers on nature conservation, as well as others with an interest in the project. This ensures that decisions on whether to grant consent for a wind farm are considered in the light of the best available information about its likely impacts.

According to the Royal Society for the Protection of Birds (RSPB), the available evidence suggests that appropriately positioned wind farms do not pose a significant hazard for birds. The RSPB supports the sustainable development of renewable energy such as wind power because it helps mitigate climate change, which they believe "poses the most significant long-term threat to the environment...The available evidence suggests that appropriately positioned wind farms do not pose a significant hazard for birds." The RSPB's conclusion is supported by a report last year for the Swedish State Energy Authority, which found that only 14 of the total 1.5 million migrating seabirds that each year passes two wind farms at Kalmarsund in south east Sweden are at risk of being killed.

Developers should contact specialists such as the RSPB and conduct a thorough analysis of the risk to birdlife as part of the environmental impact assessment of their wind farm proposal. With rigorous EIAs and thorough monitoring wind power can be deployed without significant detriment to birds (and other wildlife).

For example, the 9 harbour-wall turbines at Blyth are in a busy bird area. Of the bird flights through the wind farm, only 1 in 10,000 have resulted in a collision. This translates to 1-2 collisions per year per turbine. To put the issue into perspective, every year more than 10 million birds are killed by cars in the UK.
Projects like the Black Law windfarm demonstrate that, if properly sited, such developments not only produce zero emissions, but can also have a positive impact on the environment. The RSPB make clear that the Black Law windfarm, on the site of an abandoned opencast coalmine, represents an exciting opportunity to deliver real biodiversity benefits through habitat management. In any case, the likely impact on wildlife must be kept in context. A paper in Nature, by a large group of scientists including one from the RSPB, indicated that in sample regions covering about 20 per cent of the Earth's land surface - 15 per cent to 37 per cent of species (not just birds) will be committed to extinction as a result of mid-range climate warming scenarios by 2050.

Myth 3. Tourists hate wind farms
Fact: There is no evidence to suggest that wind farms deter tourists, indeed many wind farms are themselves tourist attractions.
For example, in Swaffham, Norfolk, over 50,000 tourists have climbed the wind turbine tower to see the spectacular views from the top of its the 65m high viewing platform.

In August 2003 20 Greenpeace volunteers interviewed over 650 tourists about the proposed Scarweather Sands wind farm in Swansea Bay. The response was emphatic - 96 percent said that they would be 'more likely' or 'just as likely' to return for a beach holiday after the wind fram was built.

In Scotland, a MORI poll was undertaken in 2002 regarding wind farms in the Argyll area. 80 percent of tourists said they would be interested in visiting a wind farm if it were open to the public with a visitor centre., while 91 percent of repondents said they would not be put off from visiting an area because of the presence of wind farms.

In Denmark, many tour agencies run boat trips to take visitors to see the offshore wind farm at Middelgrunden, near Copenhagen.

Myth 4. Wind turbines are noisy
Fact: Modern turbines are actually very quiet! Thanks to advances in wind turbine technology, well designed, well sited turbines can be quiet enough to cause no disturbance to people living just a few hundred metres away.

At these distances, any noise they do make is usually drowned out by the natural noise of the wind itself in the trees and vegetation. To protect nearby residents from any undue disturbance, proposals to install wind turbines are required to meet strict noise standards.

Having read exaggerated claims in the press, people visiting wind farms are often surprised at how quiet they actually are. The Scottish Executive public opinion survey is one of several demonstrating that concerns about noise are often unfounded.

Before construction of the Scottish wind farms studied, 12% of people living near the sites thought that the turbines would cause a noise nuisance, but after construction, when people had experience of the wind farm operating, only 1% thought they were noisy.

Myth 5. Wind power isn't reliable
Fact: Yes it is. There is actually a lot of confusion about the reliability of different sources of electricity. No power stations are able to operate all the time without stopping. Many so-called reliable sources such as nuclear plants suffer from unexpected 'outages' when reactors must be shut down, often at short notice, for essential safety maintenance.

Unreliability of this kind is far harder to deal with than the intermittency of wind power, as the amounts of electricity involved are generally much higher. By comparison the variation in output from wind farms distributed around the country is scarcely noticeable.

A great advantage of wind power is that the available wind resource is much greater during the colder months of the year, when energy demand is at its highest. And the wind will never stop blowing everywhere in the UK at once! At present the National Grid can be operated effectively and economically with up to 20 per cent of the electricity capacity being provided by variable energy sources such as wind. At the levels being considered over the next few decades for wind energy production, such variability can easily be accommodated by the grid system.

It is true that we could never rely on wind turbines alone to provide for all our electricity needs. But there are storage technologies we can use, such as pumped storage hydro power schemes (where water is pumped up-hill, thus acting like large batteries for the electricity system).

In future, hydrogen offers a potential way of storing electricity from wind power. Excess wind power can be used to produce hydrogen through electrolysis, and then hydrogen can be turned back into electricity using a fuel cell, as and when it is needed.

The UK is the windiest country in Europe, so we have a massive resource waiting to be used. And in the future, all our electricity could come from a mix of complementary renewable sources - balancing wind power with wave, tidal, solar and biomass.

Myth 6. Wind turbines are taking over the countryside
Fact: There are now some 1,769 turbines in 137 locations across the UK.1 Generating 10 per cent of our electricity from renewables by 2010 could mean an increase by around another one and half times the current number.2 Less than 1/20,000th of the UK (800–1,200 hectares) would be used for foundations and access roads 3, while land between turbines can still be used for farming or natural habitat.

A typical wind farm of about 20 turbines extends over an area of about one to two square kilometres. But only a small fraction of this land, about 1-2 per cent, is actually occupied by the turbines and access tracks. The bulk of the land is unaffected and can continue to be used for agriculture, grazing, etc. To produce 10 per cent of the UK’s current electricity from the wind would use about 1 per cent of the total UK land area, with the turbines occupying only about 0.02 per cent of this. When the wind farm has finished generating, the turbines can be dismantled, and the land returned completely to its previous use.

Myth 7. Wind produces little power

Fact: A single 1.8-megawatt turbine can produce enough power for 1,000 homes. Wind power already provides enough electricity to supply 1.2 million British homes every year. Offshore wind farms like the London Array (1,000MW) are planned on a scale that will generate enough power to supply the electricity needs for 750,000 homes (equivalent to a quarter of Greater London's households or every home in Kent and East Sussex). And in 30 years of monitoring there have been no days when the wind has not blown throughout the UK, meaning that our wind farms generate power for approximately 85 per cent of the time.

According to the DTI, renewable energy technologies could cost effectively provide one third of UK electricity requirements by 2025. The UK is the windiest country in Europe, but in 2001 only 0.3 per cent of our electricity supply came from wind power – less than 500 megawatts (MW). According to the Low Carbon Buildings Programme, the UK has 40 per cent of Europe's total wind energy. But we are not taking full advantage of this potential, unlike Germany for example, which already had more than ten times our current wind farm capacity - despite the fact that our winda are stronger and more constant than theirs.
Germany added 2,650MW of wind power capacity during 2001, giving a total of 8,750MW (equivalent to 3.5 per cent of their electricity consumption). Germany also plans a massive increase over the next 25 years, with a target of one quarter of present electricity needs coming from wind power. Spain is another rapidly growing wind energy market (second fastest in 2001), with a total of over 3,340 MW of installed capacity and has built over five times more than we have in just a few years. In Denmark 18 per cent of electricity already comes from wind and this is set to increase.

Myth 8. Wind power is expensive and heavily subsidised
Fact: The cost of generating electricity from wind has fallen dramatically over the past few years. Between 1990 and 2002, world wind energy capacity doubled every three years and with every doubling prices fell by 15%7. Power generation costs are determined by the installed costs of the plant (including interest during construction), operation and maintenance costs, fuel costs, energy productivity, cost of capital and the capital repayment period. In the case of wind energy, the fuel – the wind itself – is free.

Wind energy is competitive with new coal and new nuclear capacity, even before any environmental costs of fossil fuel and nuclear generation8 are taken into account. The average cost of generating electricity from onshore wind is now around 3-4p per kilowatt hour, cheaper than new nuclear (4-7p)9. As gas prices increase and wind power costs fall – both of which are very likely – wind becomes even more competitive, so much so that some time after 2010 wind should challenge gas as the lowest cost power source. Furthermore, the wind is a free and widely available fuel source, therefore once the wind farm is in place, there are no fuel or waste related costs.

When the full costs of the environmental damage caused by fossil fuels and nuclear power are taken into account, wind power is an even better buy. For example, it has been estimated that if the cost of environmental damage were included, the price of electricity from coal would be three times higher than electricity from the wind. The full costs of nuclear power, including dealing with highly-radioactive waste and decommissioning of old plants, are still not included in the price of electricity after decades of operating stations in the UK, and the nuclear industry is still dependent on massive Government subsidy.

There is no Government subsidy for building wind farms. As much as £2 billion of private investment has been made in the UK wind industry. The support mechanism – Renewable Obligations Certificates (ROC) - is only available for electricity that wind farms have already produced and supplied to utilities. The cost to the consumer of supporting the initial development of wind power in the UK has been very small. The Non-Fossil Fuel Levy, set up at the time of electricity privatisation, supported all non-fossil fuel sources of electricity: nuclear power and renewable energy. However, almost 90 per cent of that subsidy went to the nuclear industry. The Government has replaced this arrangement with the Renewable Energy Obligation, which encourages electricity suppliers to provide up to 10 per cent of their electricity from renewable sources by 2010.

Campaign to Protect Rural England

Policy Position Statement

Onshore Wind Turbines

Summary

CPRE believes that climate change caused by greenhouse gas emissions is a major threat to the global environment and to the character and quality of England's countryside.We are therefore campaigning for urgent reductions in energy consumption, especially through improved transport policies and better planning and design of new development. We recognise, too, the need for improved energy efficiency and the need to exploit the potential of a range of renewable energy sources, including wind power, to reduce greenhouse gas emissions.

However, the visual impact of large wind turbines can be a form of pollution which damages the landscape. Decisions on the scale and location of wind power development and other forms of energy generation should therefore avoid damaging valued rural landscapes – not only those that are designated as National Parks or AONBs. Landscape character assessment should be used to identify broad locations which may be appropriate for renewable energy development, and those where unacceptable harm would be done to the landscape.

While CPRE will support renewable energy development in certain cases, such schemes should not come at the expense of the countryside. We believe that each wind power proposal should be assessed for its potential impact on the landscape. And we will strongly resist those, which damage the beauty, tranquillity and diversity of the English countryside.

Introduction

Wind turbines convert energy from wind into electricity. Unlike conventional power from fossil fuels, they produce no air pollutants or climate-changing carbon dioxide. But while they are a welcome renewable energy source, they can have significant adverse impacts on the landscape and wider countryside.

In the UK, technological advance and Government subsidies have brought down the cost of producing electricity from the wind. This has made it economical for wind turbine development on land, sometimes in the form of small single turbines (usually providing power to individual properties or operations) but mostly as large single or clustered turbines (windfarms) supplying the national grid network.

At present 49 onshore wind farms exist in England. Around 1,230 wind turbines are operating across the UK, almost all in open countryside. But these currently produce just over half of one percent of the nation's total electricity. Because they only work when and where the wind blows, greater reliance on such

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intermittent energy sources will require substantial and innovative changes to the way in which electricity is distributed and stored if we are to replace conventional fossil fuel electricity generation.

If our consumption of electricity continues to increase, we will need more and more electricity from renewables to keep down carbon emissions and successfully tackle climate change. Even with improved technology, our growing reliance on wind would require vast extra numbers of turbines. To deliver its target of 10% of electricity coming from renewables by 2010, the Department of Trade and Industry estimate another 2,000 onshore wind turbines would be needed across the UK. This would have very significant implications for the countryside.

While wind energy is widely advocated as a solution to delivering the UK's international and domestic commitments to tackle climate change (*Our Energy Future*, 2003), CPRE believes its contribution should not come at the expense of the beauty, character and tranquillity of rural England.

What are the issues for the countryside?

The English countryside will not be immune to the damage done by global climate change caused by excess greenhouse gases such as carbon dioxide in the atmosphere. Its character and beauty could change substantially. Unlike conventional fossil fuel power stations, wind turbines can generate electricity without producing carbon dioxide.

But while the UK has a considerable wind resource compared with other European countries, our windiest places are often in the most remote and beautiful landscapes. Turbines have become larger with technological advances and could soon exceed 100 metres in height – taller than the clock tower of Big Ben. While some people may find them symbolic and aesthetically pleasing, they stand prominent in any landscape. Some landscapes, especially industrialised areas, may be better able to accommodate such visual impacts. But when insensitively located, onshore wind turbines harm the beauty and unique character of the English countryside.

CPRE believes there is a role for wind energy in providing electricity in the UK, but its intermittency and major visual impact limit the potential contribution of onshore turbines. Their location and extent need to be carefully controlled. The infrastructure associated with onshore wind development – such as power cables and access roads – have further impacts on the countryside. The planning system has an important role to play in promoting wind and other renewables development while protecting sensitive areas of landscape from adverse impacts and minimising the effect on the character of the wider countryside.

Increasing our use of wind energy without harming the English countryside could be achieved by the development of wind farms offshore. These should be sited beyond where they may affect sensitive coastlines and seascapes, and only after their impact on the marine environment and costal communities has been carefully assessed. At sea, wind turbines can operate at higher efficiency and will have reduced impact on cherished scenery. But we cannot rely on wind power alone

to provide for our energy needs. There needs to be much more investment in harnessing a range of more predictable and reliable sources of renewable energy, such as the tides. As new technologies become cheaper and more advanced, the role of onshore turbines may diminish.

In August 2004, the Government published its planning policy statement, PPS22: *Renewable Energy*. This places much greater emphasis on the planning system actively supporting renewable energy such as wind turbines, and we fear could weaken the protection of the countryside.

CPRE's approach

CPRE believes onshore wind development has a role to play in reducing greenhouse gas emissions in the UK, but only as one of a range of renewable energy technologies. We welcome the Government's commitment to increasing electricity generation from renewable sources and its aspirational target for achieving this. To deliver these without detriment to the English countryside renewable energy policy should:

> **be underpinned by with a much greater focus on improving energy conservation and efficiency.** We cannot build our way out of climate change with new non-fossil fuel energy sources alone. The cheapest, cleanest and safest way to reduce the UK's impact on global warming would be to use less energy – and thereby less fossil fuel. We need to make our homes and workplaces more energy-efficient and reduce our need to travel. Reducing greenhouse gas emissions through energy conservation and improved efficiency now would allow the UK to develop a more sustainable energy supply from renewable sources in the long term. Strategic planning for energy should promote energy conservation, energy efficiency and small-scale renewables technologies before relying on large-scale wind power schemes;

> **be planned strategically following the 'plan, monitor and manage' approach**. Planning for renewables should not be based purely on the setting of targets to meet a perceived demand and the provision of development to meet them (the 'predict and provide' approach). CPRE advocates the 'plan, monitor and manage' approach which requires consideration of the capacity there is to produce energy locally, not just in terms of different renewable resources, but also according to local environmental, social and economic constraints. The search for appropriate sites for onshore wind turbines should be guided by criteria that ensure the protection of the character of the countryside, its landscape, tranquillity, ecology, heritage and amenity. A sequential approach should be adopted, to steer wind development to the least environmentally sensitive areas and encourage development on brownfield sites where appropriate. Strategic plans for renewables development should benefit from Strategic Environmental Assessment, a process used to identify and resolve conflicting policies, investigate alternative scenarios of development and ensure all relevant environmental issues are properly considered;

> **not set technology-specific targets for renewables.** Setting targets for the

increased use of specific technologies such as wind turbines could restrict the development of other more efficient, but currently less commercially viable alternatives. This would result in an over-reliance on onshore wind despite its lower efficiency and potentially major impact on the countryside. In recognition of the variety and increasing cost effectiveness of renewables technologies and energy efficiency solutions, official targets for reducing our carbon emissions need to allow flexibility in how we achieve them. The emphasis should be placed on finding the most sustainable ways of reaching those targets and not be constrained by the performance of current technologies;

> **protect the character of the countryside – its landscape, tranquillity, ecology, heritage and amenity.** Renewable technologies should be sensitively located with regard to their cumulative impact on the countryside, with consideration given to both their simultaneous (within one field of vision) and sequential (as one travels through the landscape) impact and the impact of associated infrastructure. The implications of wind development should be assessed using the Countryside Agency's Countryside Character methodology. The erection of wind turbines which affect nationally designated areas of landscape value are unlikely to be acceptable, save in exceptional circumstances where the scale of development is small and appropriate to the local environment. CPRE will vigorously oppose proposals for major wind turbine development in and adjacent to Areas of Outstanding Natural Beauty and National Parks where these would have a detrimental effect on the landscape;

> **require proposals for wind turbines to be assessed on their individual merits.** There should be no presumption in favour of renewable energy development. All development will have impacts on local environments, communities and economies, which need to be taken into account. CPRE will support wind development proposals where they are appropriately located, particularly where they offset or meet local energy needs. CPRE believes that an Environmental Impact Assessment should normally be required and should consider all aspects of development. This should include cumulative impacts on the landscape, potential noise impacts, design, construction and associated development such as access roads, overhead wires, pylons and poles, and issues surrounding decommissioning;

> **require the removal of wind turbines once they have become redundant.** As better renewable technologies become available, wind turbines should not be allowed to stand dormant in the landscape. Licences for wind turbines should be time-limited and decommissioning requirements set out in planning permissions, with agreements for the removal of works and reinstatement of land established through planning conditions or obligations;

> **encourage small-scale community and household energy schemes.** Such schemes can incorporate renewables technologies (including single or small wind turbines) that supply electricity

directly to homes and community buildings, sometimes exporting electricity to the national grid when they are generating more power than is required locally. They supply energy efficiently and reduce the demand for fossil fuel, minimising the need for large-scale electricity generation and grid infrastructure that can damage the landscape. Such development needs to be encouraged through the planning system. CPRE supports the objectives of the Countryside Agency's Community Renewables Initiative, which aims to help groups and individuals realise such schemes; and

> **engage local communities and secure public participation in planning for renewables.** Developers should be encouraged to consult local communities prior to applications for wind turbine development, to help identify and resolve potential conflicts. Engaging the public at earlier stages in planning for renewables could also help spread awareness of the consequences of current decisions and the need for energy efficiency.

CPRE rejects the current process for considering major onshore wind developments. If a project will have an installed capacity of 50 megawatts the decision on the application will not be taken by the local planning authority but by the Department of Trade and Industry which has a vested interest in securing new energy capacity. We believe this represents a serious democratic deficit, and should be addressed through changes to legislation.

Land-use planning policy will be key to securing improved energy efficiency and a greater proportion of electricity generation from renewable sources while safeguarding the countryside. We are deeply concerned that the Government's planning policy on renewables fails to recognise the role for planning in reducing energy consumption, or in protecting the countryside 'for its own sake'.

What can you do?

You can:

> scrutinise the policies in the Local Development Framework for your area to ensure they maximise the opportunity for energy conservation and efficiency, including through reducing the need to travel;

> support policies in your Local Development Framework that promote a broad range of renewables while making sure that the potential implications of wind turbines on the countryside are recognised. Object to the establishment of technology-specific targets;

> advocate that your local planning authority assesses the potential impacts of wind development on countryside character when they are developing planning policies for renewable energy and assessing proposals for new turbines. This should include the potential cumulative impact from a number of different developments;

> assess the impact of local proposals for wind development on the countryside. Annex 1 of CPRE's *Renewable Energy* campaign briefing identifies criteria on which you can base your assessment.

Further reading

Campaigning for Countryside Character: A CPRE Briefing, CPRE, 2003. Available from CPRE Publications.

Landscape Character Assessment: Guidance for England and Scotland, Countryside Agency, 2002.

Our Energy Future – Creating a Low Carbon Economy, Department of Trade and Industry, 2003.

Our Energy Future – Creating a Low Carbon Economy: A CPRE Briefing, CPRE, 2003. Available from CPRE Publications.

Renewable Energy: A CPRE Campaign Briefing, CPRE, 2003. Available from CPRE Publications.

Responding to Planning Applications, CPRE, 2001. Available from CPRE Publications.

Planning Policy Statement 22: Renewable Energy, Office of the Deputy Prime Minister, 2004.

You could also contact your local CPRE branch (see our website www.cpre.org.uk for details or call 020 7981 2800), which may be commenting on wind turbine development in your area. If you think a particular proposal is inappropriate because of its impact on the landscape, object to your local planning authority with your concerns (see CPRE's guide *Responding to Planning Applications*). If you think a development has been promoted sensitively, send a letter of support;

> demand that, when wind development gets the go ahead, the planning permission includes a legal agreement and conditions to minimise its adverse impacts, and sets out when and how the turbines will be removed; and

> Ask your local MP for their views on wind energy or on particular schemes. Urge them to write to Ministers calling on them to demonstrate their commitment to safeguarding protected landscapes and the wider countryside. Encourage them to give greater support to community renewables which are less damaging, and to a broad range of renewable technologies.

The Planning Response to Climate Change: Advice on Better Practice, Office of the Deputy Prime Minister, 2004

Planning for Renewable Energy: making the system more democratic: a CPRE briefing, CPRE, 2005. Available from CPRE Publications

For more information about the Community Renewables Initiative, contact the Countryside Agency on 01242 521381 or visit www.countryside.gov.uk

A related CPRE Policy Position Statement on Energy is also available. Available from CPRE Publications.

February 2006

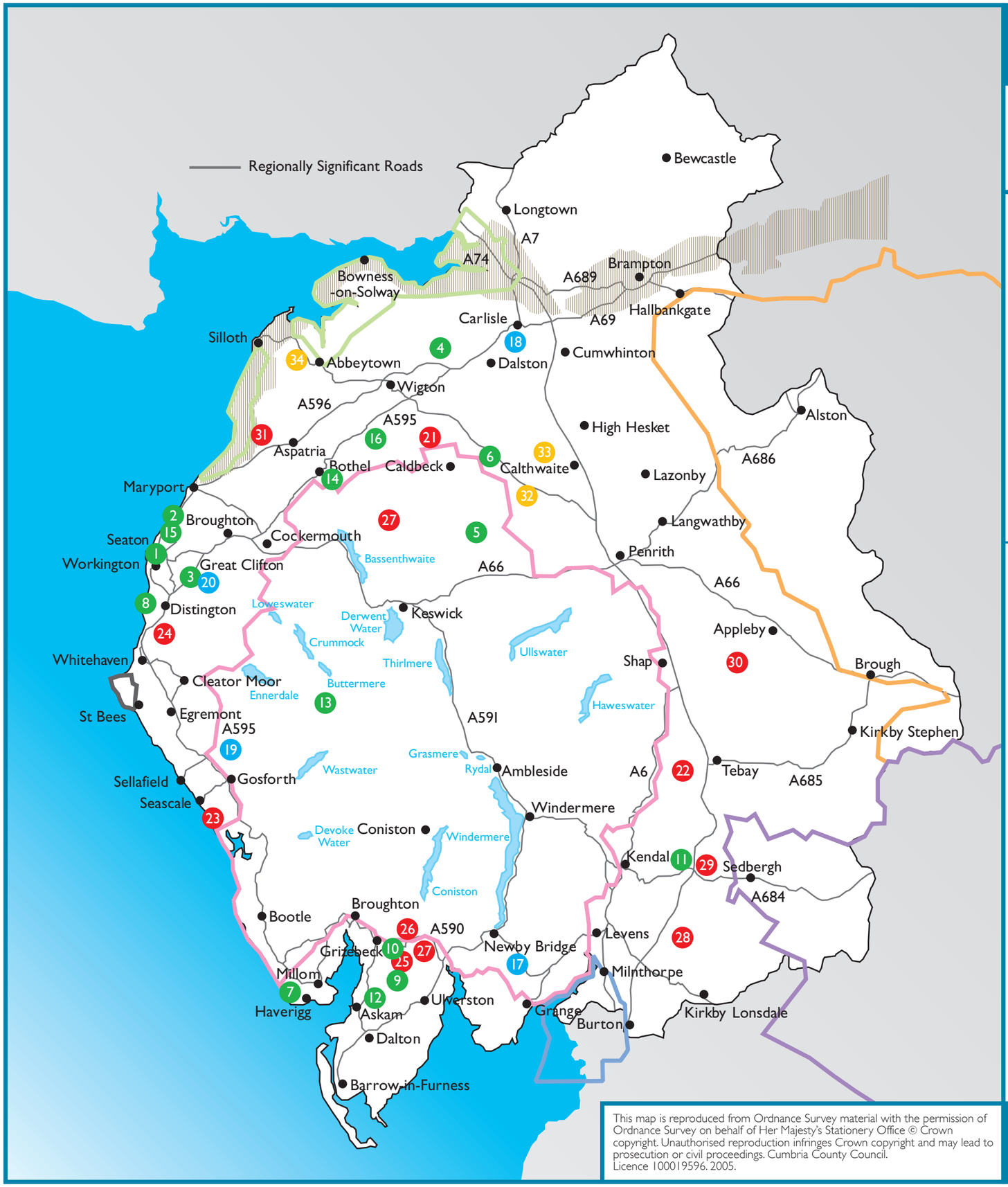
Cumbria Wind Energy
Supplementary Planning Document

Cumbria County Council

Wind Energy Development Sites

Map 2

This map should be read in conjunction with the Landscape Capacity Assessment Fundings in Part 2. When considering the potential acceptibility of a scheme all other planning issues set out in the SPD must be considered. This map is indicative only.



Key

- Lake District National Park
- Yorkshire Dales National Park
- Solway Coast AONB
- North Pennines AONB
- Arnside and Silverdale AONB
- Frontiers of the Roman Empire: Hadrian's Wall - visual envelope
- St Bees Heritage Coastline
- Cumbria County Council Boundary

- Operational
- Approved
- Appeal
- Refused
- Application

Wind Energy Development - Operational

1 Oldside
2 Siddick
3 Winscales
4 Great Orton
5 Swineside*
6 Newlands Mill
7 Haverigg
8 Lowca
9 Harlock Hill
10 Kirkby Moor
11 Lambrigg Fell
12 Far Old Park
13 Black Sail Hut*
14 Wharrels Hill
15 Voridian
16 High Pow

Wind Energy Development - Approved

17 Barnscar Fold*
18 Pirelli
19 Laverock Howe*
20 Winscales Moor

Wind Energy Development - Refused

21 Hilltop
22 Whinash Wind Farm
23 Drigg
24 Fairfield Farm (2)
25 Gunson Height
26 Lowick Beacon
27 Lowick Common
28 Barkin House
29 Firbank Fell
30 Hoff Moor
31 Brownrigg Hall

Wind Energy Development - Application

32 Lamonby
33 Grise
34 Hellrigg

* schemes within the Lake District national Park are small scale providing power to individual buildings only

10 20 30 40 km

N

July 2007

9.61 Government policy, as re-stated in the Energy White Paper 2007 [123] and Energy Bill 2007-8, is quite clear that diversity in the provision of energy is fundamental and that it is essential to maintain electricity supply system security. Therefore, whilst renewable energy and microgeneration have an important role to play, there will be a continued need for other electricity generation including potentially nuclear, clean coal and gas generation technologies.

Table 9.6 Indicative Regional Renewable Energy Generation Targets

Renewable Energy Type / Scale	Existing Generating Capacity in 2005		Indicative Target for Total Generating Capacity in 2010 (including existing schemes) [Target = 3.59 TWh/ yr (3,590 GWh/yr)]			Indicative Target for Total Generating Capacity in 2015 (including existing schemes) [Target = 5.66 TWh /yr (5,660 GWh/yr)]			Indicative Target for Total Generating Capacity in 2020 (including existing schemes) [Target = 7.93 TWh/yr (7,930 GWh/yr)]		
	No of schemes	Capacity (MW)	No of schemes	Capacity (MW)	Energy Output (GWh/yr)	No of schemes	Capacity (MW)	Energy Output (GWh/yr)	No of schemes	Capacity (MW)	Energy Output (GWh/yr)
Offshore wind farms	0	0	3	297	937	4	747	2,356	5	1347	4,248
On-shore wind farms	16	68.9	35 – 51	600	1,183	44 – 62	720	1,561	44 – 62	720	1,561
On-shore wind clusters											
Single large wind turbines			30	48	88.7	50	75	162.6	50	75	162.6
Small stand-alone wind turbines	Small	Small	50	1.5	3.0	75	2.25	4.9	75	2.25	4.9
Bldg.-mounted micro-wind turbines	0	0	1,000	1	1.7	10,000	10	16.6	20,000	20	33.3
Biomass-fuelled CHP / electricity schemes	2	11.1	7	31.1	150.5	12	56.1	271.5	15	106.1	513.5
Biomass co-firing	2	103	2	103	498.5	0	0	0	0	0	0
Anaerobic digestion of farm biogas	0	0	5	10	48.4	10	20	96.8	15	30	145.2
Hydro power	9	2.7	12	3.5	7.1	12	3.5	7.1	12	3.5	7.1
Solar photovoltaics [124]	V small	V small	1,000	2	1.7	25,000	50	52	50,000	100	124.8
Tidal energy	0	0	0	0	0	2	30	67	2	30	67
Wave energy	0	0	0	0	0	0	0	0	1	30	39.4
Energy from waste											
Landfill gas	52	113.4	52	113.4	548.8	19	79.1	382.8	0	0	0
Sewage gas	16	13.4	16	13.4	64.9	16	13.4	64.9	16	13.4	64.9
Thermal treatment of municipal / industrial waste	1	10.5	1	10.5	50.8	3	125.5	607.4	6	215.5	1043
TOTAL	97	312.5	215 – 229 plus PV plus Micro Wind	1,234.4	3,584.1	247 – 265 plus PV plus Micro Wind	1932	5,650.6	241 – 259 plus PV plus Micro Wind	2,692.8 plus Waste	8,014.7 plus Waste

123 Meeting the Energy Challenge, A White Paper on Energy, May 2007, CM7124.

124 This category is assumed to consist of a variety of different scales of domestic, commercial and "motorway" scheme with an average size of 2kW

Table 9.7a Indicative Sub-Regional Breakdown of Target for Total Generating Capacity in 2010 (including existing schemes)

Indicative Renewable Energy Generation Type/Size	Region-Wide Targets	Cheshire	Cumbria	Greater Manchester	Lancashire	Merseyside	Warrington & Halton	TOTAL
Offshore wind farms	3 (297)	-	-	-	-	-	-	3 (297)
On-shore wind farms On-shore wind clusters	-	5-7 (82.5)	13-18 (210)	5-7 (90)	11-16 (195)	2 (15)	1 (7.5)	37-51 (600)
Single large wind turbines	-	3 (4.5)	4 (9)	8 (12)	7 (10.5)	6 (9)	2 (3)	30 (48)
Small stand-alone wind turbines	-	8 (0.24)	10 (0.3)	12 (0.36)	10 (0.3)	8 (0.24)	2 (0.06)	50 (1.5)
Bldg.-mounted micro-wind turbines	-	95 (0.095)	75 (0.075)	370 (0.37)	205 (0.205)	190 (0.19)	65 (0.065)	1,000 (1)
Biomass-fuelled CHP / electricity schemes	-	1 (4)	2 (8)	1 (4)	1 (9)	1 (4)	1 (2.1)	7 (31.1)
Biomass co-firing	2 (103)	-	-	-	-	-	-	2 (103)
Anaerobic digestion of farm biogas	-	1 (2)	1 (2)	1 (2)	1 (2)	1 (2)	0	5 (10)
Hydro power	-	0	8 (2.4)	2 (1)	2 (0.1)	0	0	12 (3.5)
Solar photovoltaics [126]	-	95 (0.19)	75 (0.15)	370 (0.74)	205 (0.41)	190 (0.38)	65 (0.13)	1,000 (2)
Tidal energy	0	-	-	-	-	-	-	0
Wave energy	0	-	-	-	-	-	-	0
Energy from waste								
Landfill gas	-	7 (16.2)	6 (5.4)	13 (23.7)	14 (20.2)	7 (13.5)	5 (34.4)	52 (113.4)
Sewage gas	-	3 (0.7)	0	5 (8.5)	4 (1.2)	2 (2.0)	2 (1.0)	16 (13.4)
Thermal treatment of municipal / industrial waste	-	0	0	1 (10.5)	0	0	0	1 (10.5)
Total [127]	5 (400)	28-30 (110.4)	44-49 (237.3)	48-50 (153.2)	50-55 (239)	27 (46.3)	13 (48.2)	215-229 (1,231.4) [1234.4?]

126 This category is assumed to consist of a variety of different scales of domestic, commercial and “motorway” scheme.
127 All totals are exclusive of micro wind and photovoltaics installations

Table 9.7b Indicative Sub-Regional Breakdown of Target for Total Generating Capacity in 2015 (including existing schemes)

Indicative Renewable Energy Generation Type/Size	Region-Wide Targets	Cheshire	Cumbria	Greater Manchester	Lancashire	Merseyside	Warrington & Halton	TOTAL
Offshore wind farms	4 (747)	-	-	-	-	-	-	4 (747)
On-shore wind farms	-	7-10 (120)	15-21 (247.5)	6-8 (97.5)	13-20 (232.5)	2 (15)	1 (7.5)	44-62 (720)
On-shore wind clusters								
Single large wind turbines	-	6 (9)	6 (9)	14 (21)	11 (16.5)	10 (15)	3 (4.5)	50 (75)
Small stand-alone wind turbines	-	12 (0.36)	15 (0.45)	18 (0.54)	15 (0.45)	12 (0.36)	3 (0.09)	75 (2.3)
Bldg.-mounted micro-wind turbines	-	950 (0.95)	750 (0.75)	3,700 (3.7)	2,050 (2.05)	1,900 (1.9)	650 (0.65)	10,000 (10)
Biomass-fuelled CHP / electricity schemes	-	2 (9)	3 (13)	2 (9)	2 (14)	2 (9)	1 (2.1)	12 (56.1)
Biomass co-firing	0	-	-	-	-	-	-	0
Anaerobic digestion of farm biogas	-	2 (4)	2 (4)	2 (4)	3 (6)	1 (2)	0	10 (20)
Hydro power	-	0	8 (2.4)	2 (1)	2 (0.1)	0	0	12 (3.5)
Solar photovoltaics [129]	-	2,375 (4.75)	1,875 (3.75)	9,250 (18.5)	5,125 (10.25)	4,750 (9.5)	1,625 (3.25)	25,000 (50)
Tidal energy	2 (30)	-	-	-	-	-	-	2 (30)
Wave energy	0	-	-	-	-	-	-	0
Energy from waste								
Landfill gas	-	2 (8.7)	3 (3.9)	2 (12)	7 (14.3)	3 (9.7)	2 (30.5)	19 (79.1)
Sewage gas	-	3 (0.7)	0	5 (8.5)	4 (1.2)	2 (2.0)	2 (1.0)	16 (13.4)
Thermal treatment of municipal / industrial waste	-	1 (25)	0	2 (100.5)	0	0	0	3 (125.5)
Total [130]	6 (777)	35-38 (182.5)	52-58 (284.8)	53-55 (276.2)	57-64 (297.4)	32 (64.5)	12 (49.6)	247-265 (1,932)

129 This category is assumed to consist of a variety of different scales of domestic, commercial and “motorway” scheme. With domestic PV now encouraged via the Bldg. Regulations the number of domestic installations increases greatly.

130 All totals are exclusive of micro wind and photovoltaics installations

Table 9.7c Indicative Sub-Regional Breakdown of Target for Total Generating Capacity in 2020(including existing schemes)

Indicative Renewable Energy Generation Type/Size	Region-Wide Targets	Cheshire	Cumbria	Greater Manchester	Lancashire	Merseyside	Warrington & Halton	TOTAL
Offshore wind farms	5 (1,347)	-	-	-	-	-	-	5 (1347)
On-shore wind farms	-	7-10 (120)	15-21 (247.5)	6-8 (97.5)	13-20 (232.5)	2 (15)	1 (7.5)	44-62 (720)
On-shore wind clusters								
Single large wind turbines	-	6 (9)	6 (9)	14 (21)	11 (16.5)	10 (15)	3 (4.5)	50 (75)
Small stand-alone wind turbines	-	12 (0.36)	15 (0.45)	18 (0.54)	15 (0.45)	12 (0.36)	3 (0.09)	75 (2.3)
Bldg.-mounted micro-wind turbines	-	1,900 (1.9)	1,500 (1.5)	7,400 (7.4)	4,100 (4.1)	3,800 (3.8)	1,300 (1.3)	20,000 (20)
Biomass-fuelled CHP / electricity schemes	-	2 (9)	4 (18)	2 (9)	3 (19)	2 (9)	2 (42.1)	15 (106.1)
Biomass co-firing	0	-	-	-	-	-	-	0
Anaerobic digestion of farm biogas	-	2 (4)	3 (6)	3 (6)	5 (10)	2 (4)	0	15 (30)
Hydro power	-	0	8 (2.4)	2 (1)	2 (0.1)	0	0	12 (3.5)
Solar photovoltaics [132]	-	4,700(9.5)	3,750 (7.5)	1,8500 (37)	10,250 (20.5)	9,500 (19)	3,250 (6.5)	50,000 (100)
Tidal energy	2 (30)	-	-	-	-	-	-	2 (30)
Wave energy	1 (30)	-	-	-	-	-	-	1 (30)
Energy from waste								
Landfill gas	-	0	0	0	0	0	0	0
Sewage gas	-	3 (0.7)	0	5 (8.5)	4 (1.2)	2 (2.0)	2 (1.0)	16 (13.4)
Thermal treatment of municipal / industrial waste	-	1 (25)	0	2 (100.5)	1 (40)	1 (40)	1 (10)	6 (215.5)
Total [133]	8 (1,407)	33-36 (179.5)	51-57 (292.4)	52-54 (288.4)	54-61 (344.4)	31 (108.2)	12 (73)	241-259 (2692.8)

132 This category is assumed to consist of a variety of different scales of domestic, commercial and “motorway” scheme. With domestic PV now encouraged via the Bldg. Regulations the number of domestic installations increases greatly.

133 All totals are exclusive of micro wind and photovoltaics installations.

Wind Generated Energy

Head of Service: Tim Capper, Head of Democratic Services
Report Author: Neil White, Scrutiny Support Officer

Recommendation: to advise full council on the motion submitted by Councillor N Clarkson on wind generated energy.

BACKGROUND

Full council at its meeting on 13 January 2009 received a motion that:

"Copeland Borough Council wish to support the motion that was passed by Cumbria County Council on Thursday November 20th 2008 in that the County Council has grave concerns that the current targets for onshore wind-generated energy ride rough shod over the capacity of our landscapes and seascapes to satisfactorily accommodate further wind farms. Cumbria's environment is a key asset for economic wellbeing. The County Council believes that a proliferation of wind farms will undermine efforts to address the county's economic problems.

The County Council calls on the Secretary of Stage for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over reliance on onshore wind, reduce current wind – related targets and invest, as a matter of urgency, in other low carbon energy generation."

An amendment to the motion was also submitted that stated:

"Copeland Borough Council wish to support the concerns raised in the motion passed by the County Council on Thursday 20 November 2008, and resolves to write to the Secretary of State for Energy and Climate Change, the local MP and the county council as follows:

The Copeland Borough Council calls on the Secretary of State for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over-reliance on onshore wind, reduce current wind-related targets and invest, as a matter of urgency, in other low carbon energy generation."

The Council agreed that that the Notice of Motion under Standing Order 8 submitted by Councillor N Clarkson be referred without discussion to the Overview and Scrutiny Committee for Economic Development and Enterprise.

ENERGY CONSUMPTION

The UK currently has around 76GW (gigawatts) of electricity generation capacity to meet annual consumption of about 350TWh (terawatt hours) and winter peak

demand of about 63GW. This level of capacity is roughly 20% higher than the expected level of peak demand.

The UK also has a diverse electricity generation mix. In 2006, 36% was generated by gas-fired power stations, 37% from coal, 18% from nuclear, and 4% from renewables. The remainder comes from other sources such as oilfired power stations and electricity imports from the continent.

The Government has set the ambitious target of reducing the UK's carbon emissions by at least 60% by 2050. Under the Climate Change Bill the emission reduction goals for 2020 and 2050 will become statutory, with the introduction of five-year 'carbon budgets' (total emission limits). The Government will be required to produce plans to meet its carbon budgets, and to report to Parliament on how it is doing so.

In spring 2007 the Government helped secure agreement in the EU to an ambitious target to source 20% of the EU's total energy use – a combination of electricity, heat and transport – from renewable sources by 2020. This compares to around 8.5% across the EU in 2005. Member State contributions to this overall target have yet to be agreed, but the European Commission has proposed that the UK should provide renewable sources for 15% of its total energy use by 2020

The Government considers that this is a very challenging target. In 2006 only around 1.5% of our final energy consumption came from renewable sources, and under current policies we expect this to rise to 5% by 2020. To meet the proposed EU target by 2020 we will have to increase the proportion of our energy coming from renewables ten-fold from 2006 levels, three times more than current policies are designed to achieve.

UK RENEWABLE ENERGY STRATEGY

From June to September 2008 the Government undertook consultation on its UK Renewable Energy Strategy that contained a range of possible additional measures to encourage deployment of renewable energy in the UK. These measures are designed to achieve a 15% renewable energy target for the UK by 2020.

The Strategy stated that:" We would need to develop a completely new approach to renewable heat: providing a substantial incentive to jump-start this new market, developing supply chains and encouraging large numbers of households to find renewable ways of heating their homes. We would also need to develop a new sustainable biomass market. The country's current wind generation capacity, on and offshore, would have to increase by a factor of ten.

We expect the key growth area to be wind power, both on and offshore. Analysis on electricity constraints suggests that up to 33 GW of offshore wind might be

achievable by 2030. However, our initial modelling suggests that by 2020 deployment may be closer to 14 GW, compared to less than 1 GW today. This would equate to around 3,000 extra offshore turbines of 5 MW. Others have suggested that higher levels might be achievable – for example, Renewables Advisory Board (RAB) estimated that around 18 GW of offshore wind could be deployed by 2020. BERR is undertaking a Strategic Environment Assessment (SEA) to assess the feasibility (economic, technical and environmental) of proposals for up to a further 25 GW of offshore wind on top of the 8 GW already planned. We want to make full use of the potential for offshore development.

Our initial modelling suggests that we might need approximately 14 GW of onshore wind too, compared to 2GW today – equating to around 4,000 new 3 MW onshore turbines in addition to the approximately 2,000 turbines already installed. Others have estimated a slightly lower level of onshore deployment, for example, RAB estimated that around 13 GW of onshore wind could be deployed by 2020. Subject to planning permission, we would expect that a large proportion of onshore wind development will take place in Scotland. Tidal barrages and lagoons, such as the options being discussed in Severn Estuary, could also make a key contribution if they are able to meet environmental assessment, economic and other criteria."

The Government also states in the strategy that: "there are potential tensions between local concerns and wider national policy and needs. Renewable developers often complain that the balance between them is not always struck correctly; that the planning system takes too long, costs too much and, in some cases, does not consistently reflect national policy. This can block new generation and the extensions to the electricity grid which are necessary for it to become operational, adding delay and cost to investment."

The Government further stated that it was "seeking powers to address some of these concerns through the Planning Bill and the Marine Bill, notably by ensuring that all onshore wind developments above 50 MW and offshore wind developments above 100 MW in England and Wales are considered by a new Infrastructure Planning Commission (IPC) on tight timeframes and on the basis of a new National Policy Statement for renewables."

WIND GENERATION

The British Wind Energy Association is the trade and professional body for the UK wind and marine renewables industries.

It states that the wind industry is experiencing significant growth, three years ago in 2005 it reached 1 gigawatt of installed wind capacity, last month it passed the 3GW mark and within another three years it will achieve 8GW. Within 5 years

wind is anticipated to overtake nuclear energy in terms of installed generating capacity.

As of October 2008 there were just over 20GW worth of wind energy schemes at one stage or another in the development cycle.

Onshore status	Schemes	MW Cap	Offshore Status	Schemes	MW Cap
Operational	186	2,590	Operational	7	566
Under construction	27	772	Under construction	7	467
Approved, not built	131	3,379	Approved, not built	9	3,413
In planning	262	7,142	In planning	5	1,678

REGIONAL SPATIAL STRATEGY
Targets for renewable energy production are set on a regional basis in order to meet the Government's overall targets.

The targets for different types of renewable energy generation across the North West have recently been adopted in the North West Regional Spatial Strategy (The North West Plan, September 2008).

All local authorities contributed to and commented on drafts of the Regional Spatial Strategy. The Regional Spatial Strategy was then subject to a public examination, where objections were considered, before adoption.

The current target which is in line with the North West Sustainable Energy Strategy, is that by 2010 at least 10% (rising to at least 15% by 2015 and at least 20% by 2020) of the electricity which is supplied within the Region should be provided from renewable energy sources. To achieve this new renewable energy capacity should be developed which will contribute towards the delivery of the indicative capacity targets. More detail on the targets is set out in Appendix "A ".

CUMBRIA WIND ENERGY SUPPLEMENTARY PLANNING DOCUMENT
The Cumbria Wind Energy Supplementary Planning Document that was adopted by the Council in September 2007 stated that: "The wind resource in Cumbria is greatest on west facing upland sites and along the coast. It does not take into account that wind energy developments are now being built in areas of lower wind speeds or the technical, environmental or cultural constraints that may affect land. Neither does it provide a basis for individual development decisions.

Many of the windiest parts of Cumbria fall within national landscape designations. The Lake District National Park and Yorkshire Dales National Park, Arnside and Silverdale, North Pennines and Solway Coast Areas of Outstanding Natural Beauty have the highest value landscapes in Cumbria. Policies have been put in

place to protect the landscape value of these areas and their settings, which limits the level of wind energy development that is likely to take place there. “

This planning document also included a map showing the Wind Energy Development Sites in Cumbria as at July 2007. This is at Appendix “B”.

ANTI WIND AND WIND SUPPORTERS

The Guardian unlimited in December 2007 suggested that there were now 151 anti-wind farm action groups in the UK which have been formed as a result of wind farm developments planned for local countryside areas.

The Campaign to Protect Rural England Policy Position Statement on Onshore Wind Turbines which gives a useful explanation of the concerns about wind farms in the countryside is Appendix “C “.

In response to the Anti Wind Groups the Friends of the Earth, Greenpeace and WWF, created a website with the aim of providing information and resources for the public to support wind farm proposals locally.

It seeks to debunk what it calls the eight myths about wind power. Details of this are at Appendix “D “.

THE ENERGY COAST MASTERPLAN

The master plan states that for West Cumbria to be recognized as Britain’s Energy Coast not just in the UK but across the globe it must:

- Have a strong background in nuclear, other energy, environmental remediation and technological development
- Be a location for skills development
- Have government support with public private partnership
- Be at the forefront of cutting edge research in nuclear, energy and engineering fields.

Furthermore, the North West Development Agency Science Strategy identified renewable energy as a major opportunity for the Northwest and there are incentives for renewable energy arising from the Energy Review and White Paper e.g. the Environmental Transformation Fund.

PLANNING POLICIES

In determining planning applications for wind farms the council as the local planning authority has to consider each application on its individual merits on a case by case basis using the relevant adopted planning policies in place.

These policies are:

Regional Spatial Strategy
The North West of England Plan Regional Spatial Strategy to 2021 has a specific policy on Renewable Energy. This is Policy EM17 and is detailed in full at Appendix “E”.

Copeland Local Plan (June 2006)
The Copeland Local Plan has one policy relating to renewable energy in general (EGY1) and then a number of subsequent policies considering different forms of renewable generation in turn, including wind energy (EGY2).

Policy EGY 1 provides a list of criteria that any form of renewable energy development must satisfy in order to minimise adverse impacts of any development. This includes the consideration of any cumulative effects when considered against any previous extant planning approvals for renewable energy development or other existing/approved utility infrastructure in the vicinity.

Policy EGY2 reiterates the criteria in EGY1, together with a requirement that there is a scheme for the removal of turbines and associated structures and the restoration of the site to agriculture when the turbines become redundant.

The Local Plan Policies EGY 1 and EGY 2 can be found in full in Appendix “F”.

Cumbria and Lake District Joint Structure Plan (April 2006)
Policy R44: Renewable energy outside the Lake District National Parks and AONBs is a saved policy in the Cumbria and Lake District Joint Structure Plan and has not been superseded by the Regional Spatial Strategy (September 2008).

Its focus is very similar to policies EGY1 and EGY2 in the Copeland Local Plan.

Cumbria Wind Energy Supplementary Planning Document
The Cumbria Wind Energy Supplementary Planning Document was adopted by the Council in September 2007 as supplementary guidance to policies EGY1 and EGY2 in the Copeland Local Plan. The purpose of the document is to give a clearer indication of the potential capacity of different landscape character types and how cumulative effects of development will be considered, without being site specific.

It was produced and adopted jointly by a number of councils across the county to provide a consistent approach to proposals.

Copeland Local Development Framework
The Council is currently in the very early stages of producing new planning policies for the borough to replace the Local Plan through the Local Development Framework.

The issues around wind energy can be considered and consulted on fully as part of the due process for the Local Development Framework. The current timetable for the Local Development Framework will see policies adopted from June 2011.

Conclusion
The Committee is invited to consider this report and advise full council accordingly. This could be through forming a recommendation supporting or not the notice of motion on the basis of this report or through the establishment of a task and finish group if the committee feels it needs to see more detailed information on this subject.

List of Appendices
Appendix "A" – North West Indicative Targets for Renewable Energy
Appendix "B" – Wind Energy Development Sites in Cumbria as at July 2007
Appendix "C" – The Campaign to Protect Rural England Policy Position Statement on Onshore Wind Turbines
Appendix "D" – Yes 2 Wind website eight myths about wind power
Appendix "E" – The North West of England Plan Regional Spatial Strategy Policy EM17 Renewable Energy
Appendix "F" – Copeland Local Plan Policies EGY 1 and EGY 2

List of Background Documents:
None

Members enquired how much a 1% rise in Council Tax would affect income and were advised a 1% rise was equal to approximately £36k.

The Committee stated their disappointment at the attendance from non Members of the Committee, although all Members had been invited to this presentation. It was suggested that the Presentation papers be circulated to all Members of the Council for information.

2. Compliments, Comments and Complaints

The Overview and Scrutiny Management Committee considered a report on details of Compliments, Comments and Complaints by the Head of Customer Services, for the period September 2008 to November 2008. This showed a total of 74 compared with 78 for the same period in 2007.

The Committee were advised that a new computerised system was to be introduced from 31 March 2009.

The Head of Customer Services was congratulated on the results and the Customer Relations Officers were also praised for their work.

3. Urgent Actions

The Overview and Scrutiny Management Committee considered a report The Committee considered an update report on the use of Urgent Actions and it was suggested that this now be monitored via the Covalent system.

The Committee noted that it was intended for the first stage of the process to be a Special Meeting of the committee that would be open to all members of the council which was scheduled for 23 January 2009. The purpose of this meeting would be an officer-led presentation to explain the current position of the budget and what the final budget may look like.

The second stage will then be held in March/April which will look at the whole budget process retrospectively and seek to consider how well the process worked and whether the delivery chain was realised (Priorities – Objectives – Resources – Outcomes).

4. Procedure for consultation on Overview and Scrutiny/Task & Finish Group Reports

The Overview and Scrutiny Management Committee considered a report on a procedure for consultation on Overview and Scrutiny /Task and Finish Group Reports.

The Committee noted that the procedure enabled the first draft of a report to be circulated to the Overview and Scrutiny group Members and simultaneously to relevant Corporate Team Members, including in all cases the Chief Executive, Monitoring Officer and Section 151 Officer. These officers would be invited to comment on the content of the report and recommendations, including resource and other practical implications of implementing proposed recommendations.

The Committee agreed the procedure which would apply where an Overview and Scrutiny Committee or Task and Finish Group was reporting direct to Executive or Council, not to reports of Sub Groups or Task and Finish groups to a parent OSC."

5. Child Protection

The Children, Young People and Healthy Communities Overview and Scrutiny Committee received a presentation from Helen Smith, Head of Service for Child and Family Care at Cumbria on Child Protection within Cumbria.

Members were advised that Child and Family Care was divided into four areas within the county - Carlisle, Kendal, West Cumbria and Furness. There was a children's home being operated in each of Barrow, Carlisle and Whitehaven.

For the year ended December 2008, there were 505 referrals across Cumbria to the Child and Family Care section, resulting in 363 Initial Assessments of which 70 children were looked after and 54 children made subject to a Child Protection Plan.

6. Concessionary Fares

The Children, Young People and Healthy Communities Overview and Scrutiny Committee received an update on the current position with the concessionary travel budget.

The Committee noted that the forecast underspend, based on information received from NOWcard back office to 30th November remained at £190k for 2008/09 and the budget proposal agreed by the Resource Planning Working Group to be recommended to Executive for 2009/10 included reducing the cash limited budget by £170k to reflect this underspend.

There was no proposal to make amendments to the scheme i.e. the current concessionary (and discretionary) scheme continue. In addition, there was some provision in the risk based reserve to accommodate this budget area, if overspending was to occur in 2009/10.

Members requested the Head of Finance and Management Information Systems be invited to attend the next meeting to give a more detailed update.

During discussion of this item, two issues were identified for the Scrutiny committee to consider and it was suggested the Task and Finish Group be re-established to look at them and this be considered at the next meeting.

Members also raised concerns that some rural areas had no buses and Rural Wheels charged 30p per mile.
Members asked if there was a way of receiving a discount for rural areas.

It was noted that the County Council is proposing to start a Task and Finish Group to look at Concessionary Travel and Members would like input to this.

7. Work Plan

The Overview and Scrutiny Management Committee considered the Work Plan of the Council's Overview and Scrutiny Committees.

During consideration of this item, some members expressed a view that they were unsure of the terminology used with regards to the Council's budget and they would benefit from some training on the Capital and Revenue Budget.

The Head of Finance and Management Information Systems would be invited to attend a future meeting to provide this and all Members are to be encouraged to attend.

8. Executive Decisions

The Overview and Scrutiny Management Committee considered the decisions made by the Executive at its Special meeting on 17 February 2009.

During discussion of this item, Members welcomed the decision not to increase car park charges for 2009/2010.

9. Liveability Task and Finish Group

The Liveability Task and Finish Group have now met twice and are due to hold a number of meetings before it draws up its recommendations. It is intended that its recommendations will be presented to a future meeting of the Safer and Stronger Overview and Scrutiny Committee.

10. Youth Engagement Task and Finish Group

The Youth Engagement Task and Finish Group have now met twice and are due to hold a number of meetings before it draws up its recommendations. It is intended that its recommendations will be presented to a future meeting of the Children, Young People and Healthy Communities Overview and Scrutiny Committee.

11. Call In – Revenues and Benefits Service Shared Service

A Sub Group set up by Overview and Scrutiny Management Committee met on 18 February 2009 to consider a call-in of the Executive's decision of 27 January 2009 (**EXE/08/0111**) on the Revenues and Benefits Shared Service.

The Group considered the following written evidence:

- Reports to the Executive on this subject matter from 27 January 2009; 12 August 2008; 11 March 2008 and 13 June 2006.
- Carlisle City Council Shared Services Policy and Allerdale Borough Council Shared Services Strategy

It also heard three hours of oral evidence from four witnesses.

The Group agreed that:

(A) the Executive's decision of 27 January 2009 be confirmed and welcomed.

(B) However, some of the decisions that have been made in reaching the current position on revenue and benefits have been in reaction to circumstances and whilst understandable they were not ideal in terms of governance or clear policy making.

(C) In light of this the group would like to see a Shared Service Policy to be drawn up as a matter of urgency and submitted to full council for approval. This policy statement should be a short document that clearly sets out the principles, particularly governance arrangements, by which shared services will be considered. It would also be appropriate for the document to signpost officers to more detailed documents such as the Connected Cumbria Partnership Shared Services Strategy by Aperia and the work being done by the Searching for Best Value Officer/Member group on efficiency.

Such a document would provide clarity to this subject matter and help overcome some misconceptions about shared services. It would also provide clear guidance in a non prescriptive manner to officers and members on the subject and enable the council to look at this issue in a more proactive manner.

The Executive at its meeting on 10 March 2009 agreed that (a) the observations of the Overview and Scrutiny Management Committee be noted; and

(b) the submission of a Shared Service Policy be delegated to the Searching for Best Value Task Group.

12. Wind Generated Energy

The Economic Development and Enterprise Overview and Scrutiny Committee considered a report on Wind generated Energy.

The Committee noted that a motion had been put to full Council on 13 February 2009 that

"Copeland Borough Council wish to support the motion that was passed by Cumbria County Council on Thursday November 20th 2008 in that the County Council has grave concerns that the current targets for onshore wind-generated energy ride rough shod over the capacity of our landscapes and seascapes to satisfactorily accommodate further wind farms. Cumbria's environment is a key asset for economic wellbeing. The County Council believes that a proliferation of wind farms will undermine efforts to address the county's economic problems.

The County Council calls on the Secretary of Stage for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over reliance on onshore wind, reduce current wind – related targets and invest, as a matter of urgency, in other low carbon energy generation."

An amendment to this motion was also put before Council that

"That Copeland Borough Council wish to support the concerns raised in the motion passed by the County Council on Thursday 20 November 2008, and resolves to write to the Secretary of State for Energy and Climate Change, the local MP and the county council as follows:

"The Copeland Borough Council calls on the Secretary of State for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over-reliance on onshore wind, reduce current wind-related targets and invest, as a matter of urgency, in other low carbon energy generation."

Both the motion and amendment were referred, without discussion, to the Overview and Scrutiny Committee Economic Development and Enterprise for consideration.

During consideration of this item Members stressed the importance of reaffirming Councils support of the Energy Coast Masterplan and as such an further amendment was moved by Councillor Whiteside duly seconded and agreed that

"Copeland Borough Council wish to support the concerns raised in the motion passed by the County Council on Thursday 20 November 2008, and resolves to write to the Secretary of State for Energy and Climate Change, the local MP and the County council as follows:

The Copeland Borough Council calls on the Secretary of State for Energy and Climate Change to give a commitment to seek to ensure that Government will reduce its over-reliance on onshore wind, reduce current wind-related targets and invest, as a matter of urgency, in other low carbon energy generation such as tidal power this will reaffirm Councils commitment to the Energy Coast Masterplan."

13. Tackling Worklessness

The Economic Development and Enterprise Overview and Scrutiny Committee considered a report setting out an overview of the Council's developing framework for tackling worklessness within Copeland**.** The report also highlighted progress and current activities as well as the Council's approach and potential priorities.

A presentation was received from J Cass of Home Group on their approach in tacking worklessness, in the Borough. It was noted that worklessness covered a wider range of people from the unemployed to people who have retired prior to reaching the statutory retirement age.

14. Business Development

The Economic Development and Enterprise Overview and Scrutiny Committee received presentations from

- T Bell of Business link on the various ways they could assist with New Start Business Support;

- T Cairns of WISE on work being carried out jointly with Allerdale in assisting local people into self employment; and
- C Robertson on the way Copeland Borough Council worked with the partners to assist in the development of all forms of business opportunities for the benefit of the Borough.

15. Haverigg Prison

The Safer and Stronger Communities Overview and Scrutiny Committee considered a report on Haverigg prison.

Prior to discussion of this item, written comments received from Councillors P Whalley and D Wilson were distributed to Members.

Councillor Pitt then introduced this item to the committee and stressed the benefits to the local economy that the extra 150 jobs would bring.
It was also noted that a community prison could house less serious offenders.

The need for full public consultation was acknowledged, however at this stage there was insufficient detail on which to consult. If the idea were to be supported in principle, a more detailed case would be prepared and then full public consultation could take place.

Questions were then invited from Members.

Members asked how a community prison differed from the type of establishment already in place. This was explained and also that prisoners housed closer to home where family could visit more easily, were up to six times less likely to re-offend.

The need for full public consultation was further raised and it was again stressed that this would be undertaken at the right time, when more detail was available.

It was also noted that Copeland Borough Council was a consultee and not the lead on this item.

Members raised the question of extra traffic using the roads to the prison and were advised that the extra 150 jobs would be on a shift basis and would not create too much extra traffic.

The committee wished to know what percentage of current inmates were local and were advised this was 10%. If a community prison were established, this would be able to hold all the current Cumbrian prisoners (although the more serious offenders would be housed elsewhere) and have space for approximately 200 non-Cumbrians.

The Committee agreed to advise full council that the council should, in principle, support the concept of a Community Prison but that it would like to see the Home Office undertake:

c) a detailed work up of plans by the Home Office for a Community Prison, and

d) a full public consultation exercise, to include this council and South Copeland, on those plans.

16. Locality Working

The Safer and Stronger Communities Overview and Scrutiny Committee considered a report on Locality Working.

During discussion of this item, it was confirmed that locality boundaries had not yet been finalised and were still subject to change.

It was noted that the Cumbria Association of Local Councils (CALC) was being invited to send a representative to the Locality Working Group and it was agreed that the Copeland Association of Local Councils also be invited.

17. Good Practice Example of Public Convenience Provision

The Safer and Stronger Communities Overview and Scrutiny Committee considered a report on which highlighted a partnership case study offering public access to toilet facilities developed by Perth and Kinross Council in consultation with the Perthshire Tourist Board.

During the discussion that followed, Members were keen to progress any improvement to public convenience provision in Whitehaven as it was felt there was currently a severe shortage.

The Committee also noted that there had been no progress made on the issues previously raised regarding the multi-storey car park and requested the Portfolio Holder to attend the next meeting to give an update.

Members also discussed the possibility of further investigations being made as part of the Townscape Heritage.

Appendices

Appendix “A” – Report on Wind Generated Energy submitted to the The Economic Development and Enterprise Overview and Scrutiny Committee on 19 February 2009

Appendix “B” – Report on Haverigg Prison to the Safer and Stronger Communities Overview and Scrutiny Committee on 5 March 2009