DEADLINE 8

RHYL FLATS WINDFARM LIMITED – RESPONSE TO DEADLINE 6 SUBMISSIONS

Table 1 – Response to Applicant's Comments on Responses to the Examining Authority's Second Written Questions [REP-6-003]

Question	Addressed	Question	RFWFL Deadline 5 Response	Applicant Deadline 6 Response	RFWFL Deadline 8 Response
Number	to				
3.8	Rhyl Flats	Wake effects	Response to Applicant Views on Wake	The Applicant considers that there are	In relation to the points raised by
	Wind Farm	The Applicant	Loss	three main points to address in	the Applicant:-
	Limited	provided its view on		relation to RFWFL's	
	(RFWF)	the matter of wake	RFWL responded to the views of the	response:	Agreement for Lease
		effects in respect of	Applicant on this atter in their comments		
		RFWF in response to	at Deadline 2 [REP2-057] and again at	 Agreement for Lease 	It is understood that the Applicant is
		ExQ1.3.27 [REP1-007].	Deadline 4 [REP4-047] . RFWL does not		seeking to submit that the wake loss
		Do you agree with the	agree with the points raised by the	The Applicant has an Agreement for	issue is unconnected to the need for
		points raised, and if	Applicant. The Applicant raises 3 main	Lease (AfL) with The Crown Estate	RFWFL's consent to the Crown
		not, do you have any	points which are addressed in turn:-	(TCE) for the AyM wind farm (the	Estate lease; and that, provided the
		substantive evidence		array area). This permits the Applicant	protective provisions are included in
		of your own to	Crown Estate Siting Criteria	to locate wind turbine generators	the DCO, there is no reason why
		support your concern		(WTGs) anywhere within the AfL area	consent should not be forthcoming.
		on this matter?	The Applicant maintains that ensuring a	without the consent of RFWFL.	
			suitable distance between existing and		Essentially, the Applicant is arguing
			new offshore wind farms was considered	The need for RFWFL's consent is	that, when deciding whether to
			as part of TCE's siting criteria and there	entirely separate from the Applicant's	consent to the lease, RFWFL is
			are no further siting requirements placed	array area. There is no link between	limited to considering the works
			on the Applicant in relation to the design	the requirement for RFWFL's consent	within the zone for which the
			of AyM. It is accepted that the Crown	for cable works within the 250m	consent is required and must shut its
			Estate's siting criteria include set off	restriction zone and the wake loss	mind to the potential impact of
			distances from existing offshore wind	claims made by RFWFL. It is important	works outwith that zone. Without
			farms but it important to take account of	that these two matters	prejudice to the outcome of a

the context for these criteria and how they fit with the policy in EN-3.

Crown Estate leases for offshore wind farms typically set restriction zones around the leased area which restrict the granting of new interests. Within the first restriction zone (typically up to 250m from the perimeter of the lease), the consent of the existing tenant is required if the Crown Estate wish to grant a lease for other works. This provision has been referred to by both parties and is why the granting of the lease by the Crown Estate to the Applicant is subject to RFWL's consent.

For some offshore windfarm leases (such as the existing RFWL lease) there is also an extended restricted zone prohibiting the granting of a lease for the construction of additional turbines which would result in reduction of energy output from an existing wind farm unless certain criteria are met.

The Crown Estate siting criteria need to be seen in the context of the Crown Estate's contractual position in relation to existing wind farms. The siting guidance seeks to avoid new proposals are not conflated.

The Applicant will have a lease with TCE for its offshore cables (the offshore transmission assets). At present it is anticipated that this lease will include a small area which intrudes into the 250m restriction zone around the RFWF array leased area. The need for the Applicant to undertake works in the restriction zone is yet to be confirmed. However, in the event that AvM needs to undertake works in this restriction zone, the consent of RFWFL is needed. The Applicant believe that, based on other TCE offshore lease drafting, RFWFL's lease with TCE will contain an obligation for RFWFL in such circumstances not to unreasonably withhold or delay consent and not to deliberately take any actions to frustrate a neighbouring project. In so far as it will be required, RFWFL's consent is therefore a leasing issue where its consent cannot be unreasonably withheld (assuming such a provision is included in RFWFL's lease). There is no reason why RFWFL's consent (if needed) should be given different status to any other offshore interaction between AyM and other existing infrastructure.

prejudice to a decision on any formal request for consent, RFWFL does not necessarily agree with this categorisation of the scope of the issues which they may consider in determining whether to give such consent.

2) Policy

In relation to the Applicant's NPS Tracker, the ExA can read this for themselves. However, in RFWFL's submission it is clear that the references to compliance with the NPS in relation to offshore wind farms is not limited to reference to good practice on consultation. The whole purpose of the Tracker table is to demonstrate how the project has complied with the NPS. The refence to consultation here is to demonstrate that the Applicant has complied with the consultation requirements with affected offshore operators, including operating of existing offshore wind farms. It is not a generic reference to good practice.

Furthermore, the Tracker makes express reference to paragraph 2.6.179 of NPD-EN-3 and explains

within geographic areas which may trigger liability for the Crown Estate under existing leasehold arrangements.

The Applicant appears to be suggesting that the ExA can rely on the Crown Estate siting process to have addressed issues of wake loss impact. Planning case law has considered how planning authorities should deal with considerations which are subject to control by other regulatory bodies. The case of Gateshead MBC v Secretary of State for the Environment and Another (1994) 67 P&CR 179 considered air emissions. The case confirmed that air emissions were a material consideration but so too was a stringent statutory regime for controlling such emissions. The planning authority was entitled to be satisfied that the issue of air emissions was capable of being overcome by Environmental Protection Agency ("EPA") regulation. Whether that point had been reached, however, was a matter for the decision maker to reach in circumstances of the case.

The position of the Crown Estate in granting leases for new wind farms is not analogous to a regulatory body in the position of the EPA. The EPA operates detailed regulatory regimes for matters such as air and water emissions. The

Any interaction between the Applicant and RFWFL in relation to the Applicant's works in the RFWF restriction zone will be appropriately controlled by the protective provisions in the DCO. Discussions between the Applicant and RFWFL are ongoing in relation to these protective provisions.

Given that protective provisions will appropriately regulate any works within the RFWF restriction zone, there is no reason to consider that RFWFL's consent for works within this area would not be obtained.

2. Policy

The Applicant notes RFWFL's position with regards to paragraphs 2.6.176 - 2.6.188 of NPS EN-3.

The Applicant acknowledges that other offshore wind farm (OWF) operators are referred to in the NPS tracker in relation to paragraphs 2.6.180 and 2.6.181 of EN -3. However, the Applicant does not consider that this contradicts its position regarding the relevance of paragraphs 2.6.176 – 2.6.188 of

how Chapter 12 of the ES assesses impacts on other marine operators. Chapter 12 includes the assessment of impacts on existing offshore wind projects. Reference to this section of the ES is relevant because the Tracker was clearly seeking to demonstrate compliance with the NPS on this point, including in relation to existing offshore wind.

In relation to the interpretation of paragraphs 2.6.176 - 2.6.188 of NPS EN-3, RFWFL has set out its position in [REP2-057], [REP4-047], [REP5-041] and [REP-7-058]. It is noted that the Applicant now appears to be saying that it is not just existing offshore wind farms which are excluded from this section of the NPS. Now they say that all "electricity generators" are excluded. For example, impacts on offshore infrastructure associated with a nuclear power station would, according to the Applicant, not require to be considered in terms of NPS-EN3. The implications of that submission are so wide that it is simply not a credible interpretation of the intention of the policy.

Crown Estate sets broad siting criteria for the lease of new sites. It is understood that this does include a criterion that the lease of new sites are sufficiently separated from existing sites so as to avoid high levels of impact on existing sites. However, the Crown Estate does not regulate such impacts in the same way as the EPA. It may use locational criteria to avoid what might be the worst levels of impact but it cannot be assumed that a site which the Crown Estate propose to lease will not have a wake loss impact on an existing wind farm or that matters in that regard will have been considered adequately by the Crown Estate.

Whether there is an impact or not will be a matter for the circumstances of the case and is a matter which the ExA requires to consider.

2) Interpretation of EN-3

The key point at issue between the parties here is whether paragraphs 2.6.176-2.6.188 require the Applicant and the ExA to consider the impact of the proposed AyM wind farm on existing offshore wind farms. The Applicant points out that impacts on existing offshore wind farms are not expressly

EN-3 to other OWFs. It merely confirms that consultation took place which is considered to be best practice.

As previously stated, the Applicant does not consider that these paragraphs apply to other OWFs for the following reasons:

- The title of the section (oil, gas and other offshore infrastructure and activities) denotes that the intention is for the policy to cover other offshore sectors such as oil and gas. If it was intended to apply to other OWFs, then the title of this section could be left as being 'Other offshore infrastructure and activities' or would include reference to other OWFs.
- The wording of paragraph
 2.6.176 which suggests that
 other offshore infrastructure
 could be telecommunications,
 oil and gas further indicates
 that another OWF would not
 fall within this category. The
 drafting of the NPS could have
 easily kept this to be more
 open or expressly included
 other OWFs or electricity

Furthermore, the Appellant's interpretation is contradicted by paragraph 2.6.177 of NPS-EN-3 which acknowledges the potential for other offshore technologies (such as wave and tidal power and carbon storage) to interact with offshore wind farms. Contrary to what the Appellant submits, paragraph 2.6.177 (when properly read with the rest of this section) clearly contemplates that the impacts of a proposed offshore wind farm on existing offshore energy development will require to be assessed. Again, it needs to be recognised that the types of development referred to in paragraph 2.6.177 are simply examples of the sorts of technology that may interact with an offshore wind farm. (The paragraph uses the phrase "such as.."). It is not an exhaustive list and could include other offshore technologies including other forms of marine renewable energy generation such as offshore wind.

The Applicant's interpretation of this section of the that it is intended to refer to industries other than energy generation is therefore not borne

referred to in this section of EN-6 and, that, had the guidance been intended to apply to them then this would have been expressly stated. They also point to paragraph 2.176. They submit that use of the word 'other' and omission of such projects from the list in paragraph 2.6.176 of NPS EN-3 confirms this is the correct interpretation.

RFWF's position is that 2.6.176-2.6.188 do require the assessment of the impact of AyM on existing offshore wind farms. The impact of the Applicant's interpretation is that any type of development (not just existing offshore wind farms) that are not expressly listed in paragraph 2.6.176 are excluded from the requirement for assessment. So, for example, impacts on telecommunications cables would require to be assessed (as they are listed) but impacts on electricity connectors would not (as they are not listed). That simply cannot be correct. It ignores the express wording in paragraph 2.5.1.76 which refers to the need to "other offshore infrastructure. such as...." The use of the words "such as" shows that the types of infrastructure referred to in the following part of the sentence are just examples of the types of infrastructure which may be affected.

- generators had this been intended.
- Paragraph 2.6.184 of EN-3 is a key policy test cited by RFWFL which relates to avoiding or minimising disruption or economic loss to 'other offshore industries'. The Applicant considers that reference to 'other offshore industries' rather than other offshore infrastructure or activities is further evidence that this section is aimed at other sectors, not offshore electricity generation.

The Applicant considers that there is nothing in the NPS or other relevant policy to prevent an OWF from being developed in the vicinity of another OWF. In addition, there is nothing in policy that says that the performance of an existing wind farm (either onshore or offshore) is something that should be protected. Paragraphs 2.6.46 and 2.6.47 of NPS EN-3 expressly contemplate the extension of existing wind farms in the vicinity of operational projects. This is in the context of leases being awarded by TCE which demonstrates that the

out by the wording of paragraph 2.6.177. The Applicant's approach relies on an overly-legalistic interpretation of policy which would give rise to nonsensical results.

The Applicant also introduces a subsidiary argument in the event that the Secretary of States accepts that impacts on existing offshore wind farms do require to be assessed in terms of NPS-EN3. They argue that that the Applicant has sought to minimise loss through compliance with Crown Estate siting criteria and because it would be disproportionate to reduce wake loss impact through reduction in the scale of development.

The Applicant refers to the Crown Estate leasing criteria "regulating the relationship" between new and offshore wind farm and existing offshore wind farms. As per RFWFL's deadline 5 submissions (REP5-041), the position of the Crown Estate here cannot be considered to bethat of a regulator. The Crown Estate's submission (REP7-060) confirms that whilst the buffer zone takes matters such as wake loss into account, it is a "commercial arrangement." It is

The Applicant's interpretation would also mean that there would be no policy requirement to assess any type of impact on an existing offshore wind farms (not just wake loss impact). For example, the impacts of a development on carrying out operations in close proximity to existing turbines or crossing an existing export cable would be excluded from policy assessment. It is difficult to see how it could be suggested that the Crown Estate siting criteria could have assessed those

impacts.

Contrary to what the Applicant says, if the intention was to exclude certain types of infrastructure from the policy requirements of paragraph 2.6.176-2.6.188 then there would require to clear wording to that effect. There is no such wording. The Applicant is seeking to read additional words into the policy which are not there. In RFWF's submission, potential impacts on existing offshore wind farms are covered by 2.6.176-2.6.188 and need to be assessed.

It is also noted that the position taken by the Applicant here contradicts what they say elsewhere in the examination documents. The Applicant's National Policy Statement Tracker {REP3-003] NPS considers that the relationship between a new offshore wind farm and existing offshore wind farms should be regulated through the leasing regime.

Furthermore, even if paragraphs 2.6.176 -2.6.188 of NPS EN-3 were to apply to OWFs (which the Applicant maintains is incorrect), the provisions do not require the Applicant to avoid any impacts altogether in all circumstances. Paragraph 2.6.184 refers to applicants making efforts to avoid or minimise disruption and economic impact. The Applicant has done this by ensuring the WTGs are in accordance with TCE's siting criteria which requires a 5km separation between OWFs. The only way to reduce any impact further would be to increase this separation which would have a disproportionate impact on the capacity of renewable energy generation that would be delivered by AyM. The Applicant has explained in response to ExQ1.17.25 relating to SLVIA effects (REP1-007) that it is not possible to reduce the extent of the array area without a significant reduction in the output of AyM. The SoS should consider these points if it determines that it is relevant to

not a regulatory process akin to Environment Agency licencing. There is simply no basis for assuming that Crown Estate leasing will adequately cover impacts on existing offshore interests. The buffer zone is clearly aimed at avoiding large scale impact but it is a blunt instrument. Site specific impacts still require to be assessed by the Applicant and considered by the Secretary of State.

The Applicant also submits that it is not possible to reduce the extent of the array area without a significant reduction in the output of AyM. In support of this submission, they make reference to their response to ExQ1.17.25 (REP1-007). These documents, however, refer to the practicality of addressing landscape impacts by reducing the scale of the development. It does not follow that, because it not practical to reduce the scale of development to reduce landscape impact therefore it is not practical to reduce the scale of development to reduce wake loss impact. The impacts are completely unrelated. Nothing has been supplied by the Applicant to explain what modifications could be made to the design of the development to

includes reference to paragraphs 2.6.176-2.6.188 of EN-3. They note the requirement in paragraphs 2.6.18 to 2.6.181 "to engage with interested parties in the potentially affected offshore sectors early in the evelopment phase." In setting out how the Applicant has accorded with this provision, the Tracker states that:

"Consultation with potentially affected stakeholders including charter anglers, other offshore wind farm operators and oil and gas operators has been carried out from the early stages of the project and continues through the pre-application consultation process"

The Applicant has therefore clearly recognised in their National Policy Tracker that this section of EN-3 applies to offshore windfarms. In terms of compliance with paragraph 2.6.179, the Tracker points to Volume 2 Chapter 12 of the ES [APP-058] which sets out the assessment of the potential effects of AyM on marine infrastructure and other users of the marine environment. This includes a section on pages 77 to 79 of the impacts on other offshore wind farms. The Applicant has therefore acknowledged the need in terms of EN-3 to assess the impact of their

consider whether the Applicant has 'minimised' economic loss on RFWFL.

Wake loss

On the basis that it is not required by policy and that TCE OWF siting criteria dictates the location of the AyM WTGs, the Applicant is not required to undertake or submit a wake loss assessment as suggested by RFWFL. In any event, to undertake an assessment based on the MDS would be overly precautionary as the number, layout and height of the WTGs have not been determined, and would therefore not be a sound basis on which to reach any conclusions regarding wake loss effects.

The relevant sections of the ES
Volume 2, Chapter 12: Other Marine
Users and Activities(APP-058) referred
to by RFWFL relate to construction
impacts which are irrelevant to
wake loss. The Scoping Opinion (APP
-295) refers to the operational effects
on RFWF only in the context of
maintenance activities. Therefore,
wake loss is not considered to be
within the scope of the EIA. The
maintenance effects of AyM on RFWF

reduce wake loss or why this is impractical. There is no evidence before the examination of how the Applicant has sought to reduce wake loss impact other than by reference to the Crown Estate licensing criteria which, as explained earlier, is not sufficient.

3) Wake Loss

For the reasons set out in [REP2-057], [REP4-047], [REP5-041] and [REP-7-058], the Applicant is required to assess wake loss. It is acknowledged that the final impact may be affected by detailed design. However, that is precisely the point. The final detailed design should be prepared to minimise wake loss and hence minimise the negative impacts of the development on Rhyl Flats to as low a level as reasonably practicable as required by paragraph 2.6.183 of NPS-EN3. The fact that the Applicant makes this point simply emphasises that the duties in terms of paragraph 2.6.183 have not been discharged.

It is noted that in response to Q3.19(i) [REP7-004], the Applicant does not contest the maximum 2%

development on existing offshore wind farms. Indeed they have assessed that impact in the ES but have just not extended that assessment to consideration of potential wake loss impact.

3) Wake loss is a private commercial matter

The applicant submits that any claims of wake loss are a commercial matter between the parties and are not relevant to the AvM examination and decision. RFWL operate a electricity generating station. If the proposed development impacts on the ability of the station to generate electricity then that is an impact on a statutory undertaker. It is not simply a private matter. Furthermore, if AvM would result in a reduction of power generation from a neighbouring generating station then this reduces the overall net contribution that the development would make to renewable energy targets. Regardless of how the NPS is interpreted, the issue of wake loss is still therefore an issue which the ExA

Evidence of wake loss

must consider.

during operation will be controlled by the protective provisions included in the DCO. No information or detail has been provided by RFWFL on the 2% figure so the Applicant is unable to comment on this assessment. In any event, even if 2% wake loss was correct, the Applicant does not consider this is sufficient to demonstrate that AyM has not sought to avoid or minimise disruption or economic loss on RFWF or that it will affect the future viability of RFWF.

RFWFL's status as a statutory undertaker (SU) has no relevance with regards to its claims regarding wake loss. There is nothing in legislation or policy which guarantees income or revenue stream to SUs and the protections afforded to SUs primarily relate to protecting land, rights and infrastructure. Sections 127 and 138 of the Planning Act 2008 do not apply as these only relate to onshore SU land or to the extinguishment of rights or removal of apparatus. Appropriate protection for RFWF's infrastructure will be provided through the protective provisions.

Outside the protective provisions to regulate the Applicant's cable works,

figure suggested by RFWFL. It is for the Applicant, not RFWFL, to show what is has done to minimise impacts. As set out above, there is nothing before the examination to this effect.

It is not necessary for an impact to impact on viability in order for the Applicant to be required in terms of NPS-EN3 to show what they have done to minimise impacts. Where there is an impact on viability then 2.5.185 requires that this impact should be given substantial weight in decision making.

RFWFL is not suggesting that legislation guarantees income for statutory undertakers. They are simply submitting that impacts on their apparatus should be properly assessed and mitigated as required by the relevant NPS.

The ExA ask if RFWF have substantive evidence of wake loss impacts. For the reasons set out above, it is for the Applicant to undertake a detailed assessment of the impacts of their proposed development on RF. RFWL should not be put to the expense of undertaking such an assessment. However, in the absence of the Applicant submitting anything to the examination, RFWF have engaged DNV to provide an independent opinion on potential wake loss. This was attached as Appendix 1 to RFWF's Deadline 4 submission [REP4-048]. It will be noted that DNV are of the opinion that, given the distances between the evelopments, construction of AyM will result in tangible wake loss at RF. In their professional opinion, DNV expect the additional wake loss at RF to be in the region of up to 2%. They further recommend that a wake loss assessment be conducted. Over the remaining lifespan of RF, a 2% wake loss will have a substantial financial impact. RFWF would add that they understand that the Applicant accepts that there will be a potential wake loss impact but they have chosen not to provide information on this to the examination or to propose any mechanism for addressing the impact.

the absence of policy tests and protections offered to SUs in relation to wake loss and the Applicant's compliance with the siting criteria means that this is not a relevant consideration for the ExA or Secretary of State.

The Applicant has set out further details of its position in its response to ExQ1.3.27 (REP1-007) and comments on RFWFL's submissions (REP3-002 and REP5-003).

RFWF is continuing to discuss protective provisions with the Applicant. In the absence of any movement from the Applicant on this matter then RFWF will propose an additional protective provision to deal with wake loss.		
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