SUMMARY

1.1 This application proposes a solar farm on a site at Ellough and was the subject of a member site visit on 8 July. The application has been assessed against relevant policies, including the recently published Planning Practice Guidance Note. Although the site is “greenfield”, it is well screened and as a result the development will have limited visual impact outside the site.
1.2 Consequently the application is recommended for approval.

SITE DESCRIPTION
2.1 The site is roughly L-shaped, having a frontage to Church Road to the east and backing onto the Moor Business Park and waste transfer site fronting Benacre Road to the north. There is a bridleway on the southern boundary. The site extends to 15.26 hectares.

PROPOSAL
3.1 The proposal is for a solar farm comprising:
- The installation of 27,864 solar panels each measuring 1.65m x 0.992m. The maximum height of the panels would be 2.35m.
- 7 transformers, each measuring 4.5m x 2.3m x 2.272m
- A switchroom, measuring 4.76m x 2.66m x 2.48m
- A security fence 2.4 m high and dark green in colour.
- CCTV cameras mounted on 5.5 metre poles.
- Construction of an access track
- Additional planting 3 metres wide along the southern and western boundary, to be maintained at a height of 5-8 metres.

3.2 The application is accompanied by:
- a Landscape and Visual Impact Assessment
- a Transport Statement
- a Planning Statement and Design and Access Statement
- an Extended Phase 1 Habitat Survey
- an Agricultural Land Classification report
- an Archaeological and Heritage Desk-based Assessment

CONSULTATIONS/COMMENTS
4.1 Neighbour consultation/representations: one objection received citing the following grounds:
- Infrastructure and impact during construction.
- Aesthetic impact in an AONB (Area of outstanding natural beauty)
- Environmental impact
- Precedent for other similar developments

4.2 Ellough Parish Council: the council refuses this application for the following reasons:

4.3 1. The continuing loss of agricultural land

4.4 2. The cumulative effect of adding further solar farms to those in the immediate vicinity

4.5 Worlingham Parish Council: Worlingham PC refuse this application on the basis of:

4.6 Adverse Impact of the vista onto the surrounds and Hundred Valley and the impact of the siting on views from the Valley, and the Environmental impact. The area has already been provided with a large scale development at Ellough and a further expansion would alter the landscape in this area

4.7 Access from Church Road (which already states that it is unsuitable for HGV) would have an adverse impact on local traffic on what is already an over congested narrow road. Access to / from Church Road is not suitable. Construction traffic would have an adverse impact on this access route, and would cause significant safety concerns.

4.8 Adverse Environmental impact on this part of the Waveney area
4.9 **Beccles Town Council**: approve

4.10 **Weston Parish Council**: refusal – this would have a detrimental impact on the landscape and the rural tranquility of the area.

4.11 **North Cove Parish Council**: Approve if well screened from road, footpaths and any homes. A resident in Marsh Lane North Cove has complained of an intermittent hum she feels may be associated with the existing solar farm in the area.

**Consultees**

4.12 **English Heritage**: the application site is Playters New Farm, which is located in Ellough near Beccles. It falls within the proximity of several designated heritage assets, in particular the Church of St Peter, Weston and All Saints Church, Ellough, both of which are grade I and Weston Hall which is grade II*. St Peters Church is a medieval parish church with a twelfth century core. All Saints is a redundant medieval parish church which was restored in 1880 by Butterfield. Weston Hall is the fragmentary remains of a sixteenth century mansion house which was largely demolished in 1821 following fire.

4.13 The application seeks permission to install a ground mounted photovoltaic (PV) plant, including the erection of transformers and other ancillary equipment, tracks, drainage, fencing, CCTV, landscaping for a period of 25 years. The PV panels and their associated equipment have the potential to impact on the setting of the Church of St Peter, Weston and All Saints Church, Ellough and Weston Hall.

4.14 The landscape around the area is predominantly rural with the exception of the kart circuit and light industry to the north of the site. Ellough sits down in the valley with the application site on a hill to the north. All Saints Church is to the south of the site raised on the other side of the valley. Between them is a heavily wooded area that would screen all views of the proposed panels. St Peters Church is set on the south side of Church Lane. Due to the planting and distance between it and the application site the proposal would not be visible and would not impact of St Peters Church. Weston Hall is located to the south west of the application site, north west of St Peters Church. There is a large wooded area between the Hall and the proposed PV plant, which would prevent the proposals from impacting on the setting of the Hall. We are satisfied that the proposals would not cause harm to the significance of these heritage assets in terms of the NPPF. We are therefore satisfied for your authority to determine the application in accordance with national and local policy guidance and on the basis of your expert conservation guidance.

4.15 **Suffolk County Archaeological Unit**: This application concerns the installation of a solar farm. The application site is situated in a topographically favourable location for early occupation and it is on the edge of a former green, recorded on historic maps as Ellough Moor. Due to this landscape setting, as well as the large size of the proposed development area and its location close to a number of sites recorded in the County Historic Environment Record, there is high potential for the discovery of important hitherto unknown heritage assets of archaeological interest. A number of medieval pits and ditches were detected on the edge of the former Ellough Moor during an evaluation close to the proposed development site (ELO 013) and a geophysical survey carried out within the proposed development site has identified a number of features which are potentially archaeological in origin. As a result, there is potential for early occupation deposits to be disturbed by development.

4.16 There are no grounds to consider refusal of permission in order to achieve preservation *in situ* of any important heritage assets. However given the potential and large size of the proposed development area, in accordance with the *National Planning Policy Framework* (Paragraph 141), any permission granted should be the subject of a planning condition to record and advance understanding of the significance of any heritage asset before it is damaged or destroyed.
4.17 The following two part archaeological condition is recommended:

4.18 1. No development shall take place within the development site until the implementation of a programme of archaeological work has been secured, in accordance with a Written Scheme of Investigation which has been submitted to and approved in writing by the Local Planning Authority.

   The scheme of investigation shall include an assessment of significance and research questions; and:

   a. The programme and methodology of site investigation and recording
   b. The programme for post investigation assessment
   c. Provision to be made for analysis of the site investigation and recording
   d. Provision to be made for publication and dissemination of the analysis and records of the site investigation
   e. Provision to be made for archive deposition of the analysis and records of the site investigation
   f. Provision to be made for appropriate mitigation strategies to be agreed in writing by the Local Planning Authority following the evaluation
   g. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.
   h. The site investigation shall be completed in the phased arrangement, as approved in the Written Scheme of Investigation, unless otherwise agreed in writing by the Local Planning Authority.

4.19 2. Before first use of the solar farm for energy generation (or such other date or stage in the development as may be agreed in writing with the Local Planning Authority) the site investigation and post investigation assessment shall be completed, submitted to and approved in writing by the Local Planning Authority. This shall be in accordance with the programme set out in the Written Scheme of Investigation approved under Condition % and the provision made for analysis, publication and dissemination of results and archive deposition.

Reason:

To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Policy CS 17 of Waveney District Council Core Strategy Development Plan Document (2009) and the National Planning Policy Framework (2012).

Informative:

The submitted scheme of archaeological investigation shall be in accordance with a brief procured beforehand by the developer from Suffolk County Council Archaeological Service, Conservation Team.

4.0 I would be pleased to offer guidance to the applicant on the archaeological work required and, in our role as advisor to Waveney District Council, the Conservation Team of SCC Archaeological Service will, on request of the applicant, provide a specification for this work. In this case, an archaeological evaluation will be required to establish the potential of the site and decisions on the need for any further investigation (excavation before any groundworks commence and/or monitoring during groundworks) will be made on the basis of the results of the evaluation.

4.20 **Waveney Byways and Bridleways Association:** Regarding the above planning application, please find the following comments;
4.21 A. This is adjacent to an important and well-used bridleway and it is essential that the hedge between the proposed site and the bridleway is retained as it is now. The full height and width. There is mention of a section of existing hedge being removed at the site access but assume this will be in Church Road and NOT affect the hedge adjacent to the bridleway. Even if it is replanted it will take some considerable time to reach the present height.

4.22 B. It is unclear from the drawings how the gate is to be situated. It is assumed that it will face Church Road and not in any way impinge on the bridleway and affect anyone using it. Will it be set back to allow vehicles room to enter and leave? Church Road is not very wide.

4.23 This bridleway is part of a very important network and would want assurance that nothing in this proposed application will affect the enjoyment of its many users.

4.24 The applicant has responded to these comments as follows:

4.25 First, it is confirmed that the development will not impinge upon any public right of way. An existing bridleway lies to the south of the application site; the hedgerow between the site and the bridleway will be retained.

4.26 Second, it is confirmed that the site access will be from Church Road and not from the bridleway. The submitted site layout drawing shows that the access will be gated and will be set back from Church Road.

4.27 Suffolk County - Highways Department: Notice is hereby given that the County Council as Highway Authority recommends that any permission which that Planning Authority may give should include the conditions shown below:

4.28 Condition: No other part of the development shall be commenced until the new vehicular access has been laid out and completed in all respects in accordance with Drawing No. DM04 and been made available for use. Thereafter the access shall be retained in the specified form.

4.29 Reason: To ensure that the access is designed and constructed to an appropriate specification and is brought into use before any other part of the development is commenced in the interests of highway safety.

4.30 Condition: Prior to the application hereby permitted, the compound access onto the site shall be properly surfaced with a bound material for a minimum distance of 20 metres from the edge of the metalled carriageway, in accordance with details previously submitted to and approved in writing by the local planning authority.

4.31 Reason: To secure appropriate improvements to the vehicular access in the interests of highway safety.

4.32 Condition: Prior to the access being constructed the ditch beneath the proposed access shall be piped or bridged in accordance with details which previously shall have been submitted to and approved in writing by the Local Planning Authority and shall be retained thereafter in its approved form. (See Note 6).

4.33 Reason: To ensure uninterrupted flow of water and reduce the risk of flooding of the highway.

4.34 Condition: All HGV traffic movements to and from the site over the duration of the construction period shall be subject to a Deliveries Management Plan which shall be submitted to the planning authority for approval a minimum of 28 days before any deliveries of materials commence. No HGV movements shall be permitted to and from the site other than in accordance with the routes defined in the Plan. The site operator shall
maintain a register of complaints and record of actions taken to deal with such complaints at the site office as specified in the Plan throughout the period of occupation of the site.

4.35 **Reason:** To reduce and/or remove as far as is reasonably possible the effects of HGV traffic in sensitive areas.

4.36 **Condition:** The use shall not commence until the areas within the site shown on drawing number General Layout 01r.1 for the purposes of [LOADING, UNLOADING] manoeuvring and parking of vehicles has been provided and thereafter these areas shall be retained and used for no other purposes.

4.37 **Reason:** To ensure that sufficient space for the on site parking of vehicles is provided and maintained in order to ensure the provision of adequate on-site space for the parking and manoeuvring of vehicles where on-street parking and manoeuvring would be detrimental to highway safety to users of the highway.

4.38 **Suffolk Preservation Society:** 1. **Introduction.** In reference to the above application I write on behalf of the Suffolk Preservation Society to submit representations. The Society is supportive in principle of renewable energy initiatives but believes the key issue in considering renewable schemes is contextual compatibility. The Society was supportive of previous applications to develop solar installations on other sites near Ellough Airfield but in this instance objects to the use of a greenfield site and the visual impact on the character of the surrounding landscape.

4.39 **2. Policy Context.** The Society believes the starting point for the consideration of such schemes should be paragraph 98 of the NPPF:

4.40 “**When determining planning applications, local planning authorities should:**

- not require applicants for energy development to demonstrate the overall need for renewable or low carbon energy and also recognise that even small scale projects provide a valuable contribution to cutting greenhouse emissions;
- and approve the application if its impacts are (or can be made) acceptable.”

4.41 However there is not an overriding policy presumption in favour of renewable energy schemes taking precedence over material planning and other policy considerations. Clarification of this is provided in the planning policy guidance (Renewable and low carbon energy) para 3 which states that *this does not mean that the need for renewable energy automatically overrides environmental protections and the planning concerns of local communities.* Para. 005 which, in line with NPPF para 98, emphasises that *an application should only be approved if the impact is (or can be made) acceptable.*

4.42 Waveney District Council development management policy DM03 – Low Carbon and Renewable Energy – states that renewable energy schemes will be permitted where the wider environmental, economic social and community outweigh any potentially significant adverse effects upon the landscape, townscape and historic features.

4.43 **3. Greenfield Development.** Planning policy guidance (Renewable and low carbon energy) para 013 sets out factors that a local planning authority will need to consider when considering a large ground mounted PV array and include:

- Encouraging the effective use of land by focussing large scale solar farms on previously developed and non-agricultural land.

4.44 Moreover the NPPF at para. 111 states that: “Planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed...”
The Society questions whether it has been adequately demonstrated that it is necessary to develop in excess of 15 hectares of greenfield land, albeit of lesser quality, when alternative brownfield sites would be preferable. The Design and Access Statement refers to the applicant’s track record in developing renewable energy projects on brownfield sites and on roof tops and yet no explanation is given on why this approach is not being pursued in this case. The buildings to the north and east of the site provide an opportunity for extensive roof top solar installations.

4. Landscape impact. The site is open in character, has a relatively flat topography and is visible from various viewpoints, in particular from Church Road which forms the eastern boundary to the site. The Society was largely supportive of the permitted scheme for a 14.1MW installation at Ellough Airfield as the site had suffered major landscape intervention. The site was partly brownfield and its character was compromised by neighbouring industrial activities and businesses such as the warehousing, airfield and go-kart track. The Society notes that a larger scheme was dismissed at appeal as the increased renewable energy production did not justify the increased harm to the landscape.

The current application site is also unable to absorb the development without prejudicing its character due to the open agricultural nature of the landscape. A PV installation will considerably change the character of the site and detract from its largely unspoilt rural qualities. There will also be a cumulative impact as it will result in the enlargement of the industrial areas of the neighbouring airfield and industrial estates which will harm the rural nature of the surrounding area. Planning policy guidance (Renewable and low carbon energy) para 023 explains that in addition to considering areas where more than one PV development will be visible it is necessary to consider sequential effects on visibility. The Society considers that the proposal, when taken with the permitted site at Ellough airfield, will have a negative impact on a receptor moving through the landscape due to the close proximity of the two sites separated by about 500 metres.

5. Conclusion. The Society supports renewable energy, conservation, and all other efforts to reduce our carbon footprint. Its views on this application are specific to this site namely: the loss of a significant greenfield site and the visual and cumulative impact upon the open countryside, contrary to Waveney Development Management policy DM03. The Society considers that options to further utilise brownfield sites and rooftops have not been adequately explored and therefore respectfully requests for the reasons set out above, that the application be refused.

Suffolk Wildlife Trust: Thank you for sending us details of this application, we have the following comments. We have read the ecological survey report (WYG Planning and Environment, Mar 2014) and we are satisfied with the findings of the consultant. We request that the recommendations made within the report are implemented in full, via a condition of planning consent, should permission be granted. With regard to any seeding of the site, we request that a suitable native species mix is used.

We would recommend that, should permission be granted, a management plan for the site should be produced prior to the commencement of any works and that its implementation should be secured by condition. Such a plan should include detail on the long term management which seeks to maximise the sites value for biodiversity.

Natural England: Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England does not consider that this application poses any likely or significant risk to those features of the natural environment1 for which we would otherwise provide a more detailed consultation response and so does not wish to make specific comment on the details of this consultation.
4.53 The lack of case specific comment from Natural England should not be interpreted as a statement that there are no impacts on the natural environment. Other bodies and individuals may make comments that will help the Local Planning Authority (LPA) to fully take account of the environmental value of this site in the decision making process.

4.54 In particular, we would expect the LPA to assess and consider the possible impacts resulting from this proposal on the following when determining this application:

4.55 Protected species Where there is a reasonable likelihood of a protected species being present and affected by the proposed development, the LPA should request survey information from the applicant before determining the application.

4.56 Natural England has produced standing advice, which is available on our website Natural England Standing Advice to help local planning authorities to better understand the impact of particular developments on protected or BAP species should they be identified as an issue. The standing advice also sets out when, following receipt of survey information, local planning authorities should undertake further consultation with Natural England.

4.57 Local wildlife sites If the proposal site is on or adjacent to a local wildlife site, e.g. Site of Nature Conservation Importance (SNCI) or Local Nature Reserve (LNR) the authority should ensure it has sufficient information to fully understand the impact of the proposal on the local wildlife site, and the importance of this in relation to development plan policies, before it determines the application.

4.58 Biodiversity enhancements This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application. This is in accordance with Paragraph 118 of the National Planning Policy Framework. Additionally, we would draw your attention to Section 40 of the Natural Environment and Rural Communities Act (2006) which states that ‘Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity’. Section 40(3) of the same Act also states that ‘conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat’.

4.59 Landscape enhancements This application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green space provision and access to and contact with nature. Landscape characterisation and townscape assessments, and associated sensitivity and capacity assessments provide tools for planners and developers to consider new development and ensure that it makes a positive contribution in terms of design, form and location, to the character and functions of the landscape and avoids any unacceptable impacts.

4.60 If you disagree with our assessment of this proposal as low risk, or should the proposal be amended in a way which significantly affects its impact on the natural environment, then in accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, please consult Natural England again.

4.61 Suffolk County - Rights Of Way: Thank you for your consultation concerning the above application. Bridleway No. 1 is adjacent to the development site. The Public Rights of Way does not appear to be directly affected by this application and we have no objection to the proposed works.

4.62 The Ramblers Association was consulted on the 14 April 2014.
4.63 The applicant has responded to some of the objections as follows:

4.64 Ellough Parish Council objects on two grounds (paragraphs 4.2 – 4.4):

4.65 Loss of agricultural land – The application is accompanied by the Agricultural Land Classification report which demonstrates that the site comprises Grade 3B agricultural land. Such land is not “best and most versatile agricultural land” for the purposes of national policy. In any event, the proposed use is temporary and reversible and does not damage agricultural land quality; hence the natural resource is protected.

4.66 Cumulative effects – The potential cumulative effects of the development are addressed in section 5.8 of the Landscape & Visual Impact Assessment report. A cumulative ZTV shows the areas where the consented solar farm at Ellough Airfield is theoretically visible, and how its zone of visibility overlaps with the theoretical visibility for the proposed solar arrays at New Playters Farm. The five assessment photographs selected for the landscape and visual impact assessment include three locations from which it is theoretically possible to see both of the solar farms. The actual visibility of both sites was checked during the field survey, along with the potential for cumulative impacts at the viewpoint photograph locations. No actual visibility of both sites from the same location was confirmed. Furthermore, the extent of the actual visibility of the proposed arrays at Playters is limited exclusively to locations adjacent to the site or nearby public routes to the south-west and north. This part of the report concludes that: ‘Within the context no sequential cumulative impacts were identified as a result of the proposed solar farm in combination with the solar farm at Ellough Airfield, which has planning approval.’

4.67 Weston Parish Council objects (paragraph 4.10) on the ground of detrimental impact on landscape and rural tranquillity. The landscape and visual effects of the development are fully addressed in the comprehensive Landscape & Visual Impact Assessment report. It concludes that the proposed development will not have any substantial adverse effects on either landscape character or visual receptors. Effects on landscape character are assessed as “negligible” and “negligible – slight adverse”; effects on visual amenity are assessed as “moderately adverse – negligible” during construction and “slight adverse – negligible” during operation. There will be no impact on the setting of The Broads National Park or the Suffolk Coast and Heaths AONB and no views of the proposed solar farm would be available from them.

4.68 Worlingham Parish Council objects (paragraphs 4.5 – 4.8) on three grounds:

4.69 Visual – See above.

4.70 Cumulative effects – See above.

4.71 Highways – The application is accompanied by a Transport Statement, which clearly sets out the volume of traffic that will be associated with the construction of the project and its timescale. The projected number of HGV deliveries is low (approximately 6-7 per week at peak) and the construction timescale is short (12 weeks). All matters relating to site management during construction will be covered in a Construction Method Statement, to be submitted for the approval of the LPA. A planning condition to this effect is invited.

4.72 During the operational period, the number of vehicles accessing the site will be very low (no more than one per month on average) and will be lower than if the land were in full agricultural use.

4.73 The Suffolk Preservation Society objects (paragraphs 4.38 – 4.48) on three grounds:

4.74 Policy context – The presumption in favour of sustainable development is set out at paragraph 14 of the NPPF and the proposal benefits from the fact that it accords with the development plan, particularly Policy DM03, all three criteria in which are met.
4.75 Greenfield development – Although the site is not brownfield land, it should be recognised that:

4.76 The use of greenfield land for solar projects is not precluded either by national or local planning policies.

4.77 In the case of this site, the land is Grade 3B and is not “best and most versatile agricultural land”.

4.78 There are no significant adverse effects.

4.79 The site is not located in the National Park, AONB or other designated landscape and lies outside the Rural River Valley and the Tributary Valley Farmland areas.

4.80 The use is temporary and reversible.

4.81 Landscape impact – See above. The Society refers to the previous dismissed appeal. The present proposal may be readily distinguished from the circumstances in that case and this is dealt with in section 6 of the submitted Planning Statement and Design and Access Statement.

4.82 Conclusion. None of the objectors has considered the planning balance which must be struck when considering planning applications.

4.83 Development plan Policy DM03 states that renewable energy schemes ‘will be permitted’ where three criteria are met. These criteria require there either to be no significant adverse effects or, where there are significant adverse effects, they are outweighed by wider benefits. The reports submitted with the planning application demonstrate that the project will not give rise to significant adverse effects. In addition, there is a wider benefit in terms of renewable energy production.

4.84 The proposal accords with the development plan, is supported by the presumption in favour of sustainable development set out in the NPPF and satisfies the detailed considerations contained in the Council’s Renewable Energy and Sustainable Construction Supplementary Planning Document.

PUBLICITY

4.85 The application has been the subject of the following press advertisement:

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<th>Expiry</th>
<th>Publication</th>
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<td>18.04.2014</td>
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<td>Beccles and Bungay Journal</td>
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SITE NOTICES

4.86 The following site notices have been displayed:

General Site Notice                           Reason for site notice: Major Application, Potential Public Interest, In the Vicinity of Public Right of Way, Date posted 13.05.2014 Expiry date 02.06.2014
PLANNING POLICY

5.1 Development Management policy DM03 Low Carbon and Renewable Energy is the most relevant policy for the consideration of this application and is considered in detail below. Reference will also be made to policy DM27 Protection of Landscape Character.

5.2 Core Strategy policy CS02 and Development Management policy DM02 both include general considerations against which all applications should be assessed.

5.3 The Council’s Supplementary Planning Document – “Renewable Energy and Sustainable Construction” is also relevant.

5.4 The National Planning Policy Framework (NPPF) is relevant to this proposal, as is the National Planning Practice Guidance, and again both are referred to below.

PLANNING CONSIDERATIONS

6.1 The starting point for the consideration of this proposal is planning policy. Development Management policy DM03 deals specifically with renewable energy so is clearly relevant to this proposal. This states:

6.2 “Proposals for stand alone energy generation and other CO2 reductions will generally be supported. The District is seeking new renewable energy generation capacity to deliver an appropriate contribution towards the UK Government’s binding renewable energy target. Therefore targets for Waveney District include:

• Approximately 30% electricity from renewable sources by 2021
• Approximately 12% heat from renewable sources by 2021.

Renewable energy schemes will be permitted where:

• There are no significant adverse effects or cumulative adverse effects upon the landscape, townscape and historic features;
• There are no significant adverse effects on the amenities of nearby residents by way of noise, dust, odour or increases in traffic; and
• The wider environmental, economic, social and community benefits directly related to the scheme outweigh any potentially significant adverse effects.

In areas of national importance, large-scale renewable energy infrastructure will not be permitted unless it can be demonstrated that the objectives of the designation are not compromised. Small-scale developments will be permitted where they are sympathetically designed and located, include any necessary mitigation measures and meet the criteria above.

When the technology is no longer operational there is a requirement to decommission, remove the facility and complete a restoration of the site to its original condition.”

6.3 This policy sets challenging targets for the delivery of renewable energy. The target of 30% electricity from renewable sources translates to 215GWh. The position as at 30 September 2013 was as follows:

Development completed 11MW = 34,923MWh

Outstanding permissions 54MW = 75,448MWh

The total therefore (assuming all permissions are implemented) is:

65.4MW = 110370MWh = 110.4GWh

On this basis the Council has committed to approximately 51% of the target. We are almost three years into an 11 year plan period (27%)

The details of this are as follows:
## Technology Complections

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### 6.4

It is worth noting that all the planning permissions for solar farms that the Council has granted (5) have now been completed and are generating electricity. However the Council will need to approve the same capacity of renewable energy installations again between now and 2021 to meet its target.

### 6.5

Policy DM03 sets three criteria for renewable energy schemes. In this case the main issues are whether there are adverse effects or cumulative adverse effects on the landscape and whether there are adverse effects on the amenities of nearby residents through traffic, principally construction traffic.

### 6.6

In September 2013 the Council adopted a Supplementary Planning Document on “Renewable energy and Sustainable Construction.” Section 2 of the document considers low carbon and renewable energy. It notes that:

### 6.7

“The contribution a scheme will make to the District's energy targets is important but this should not override the need to protect the natural environment and places where people live from significant adverse impacts. These impacts will be identified on a case by case basis taking into account characteristics of the proposal, the site and the local area.”

### 6.8

The document goes on to list various constraints on renewable energy schemes, including proximity to designated landscapes and the need to protect heritage assets.

### 6.9

It then considers the issues likely to be relevant to different types of renewable energy schemes. For solar farms it suggests the issues are likely to include:

- Loss of agricultural land, although it notes that stand-alone solar PV arrays do not render land non-productive in the same way housing does. However land of poorer quality should be used in preference to that of higher quality. The best and most versatile agricultural land is classified as grades 1, 2 and 3a.
- Archaeology: The installation of frames may impact upon underground archaeology.
• Biodiversity: Frames for solar panels sit above ground level and provide opportunities to enhance biodiversity through the creation of new habitats. A landscaping and maintenance plan can identify how the proposal could enhance the site and environment.
• Heritage assets: Large solar PV arrays can increase the perceived human influence on the environment. This may be particularly important in areas that are remote and open or may contain structures with heritage value. The setting of a heritage asset must also be considered.
• Landscape: A Landscape Visual Impact Assessment (LVIA) should be carried out which assesses the potential impact on the area. Potential impact resulting from glint and glare and visual impact associated with proposals will need to be assessed alongside mitigation measures that may be needed.
• Cumulative Impact: Several large-scale developments in close proximity to each other may look out of place in the landscape and have an adverse impact on important and historical views across the landscape as well as the character of the area.
• Noise: Transformers located on site may generate noise while in operation.
• Public Rights of Way: Public access to the countryside should be maintained and mitigation measures used to minimise the impact on amenity.
• Reflection: Solar panels are designed to absorb, not reflect, radiation and the potential impact of glare should be considered in the context of landscape character, wildlife and aviation activity.
• Restoration: A restoration strategy should set out how the site will be returned to its original condition.
• Security: Equipment will need to be adequately protected. Measures should be of a minimum height and sensitively designed to fit into the surroundings. This may include security fencing, infrared cameras and CCTV.
• Site Access: The installation of access tracks should be kept to a minimum. Agricultural vehicles, quad bikes and four wheel drive vehicles should be capable of servicing facilities on site without the need to construct access tracks.

6.10 These factors are considered in more detail below.
6.11 National policy is generally supportive of renewable energy schemes. The NPPF states:

6.12 “Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development…When determining planning applications, local planning authorities should:
• not require applicants for energy development to demonstrate the overall need for renewable or low carbon energy and also recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and
• approve the application if its impacts are (or can be made) acceptable.

6.13 In March the government published Planning Practice Guidance Notes (PPGN), including “Renewable and low carbon energy”, which replaces similar guidance issued in July 2013. The introduction to the guidance restates the government’s commitment to renewable energy:

6.14 “Increasing the amount of energy from renewable and low carbon technologies will help to make sure the UK has a secure energy supply, reduce greenhouse gas emissions to slow down climate change and stimulate investment in new jobs and businesses. Planning has an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.”

6.15 The guidance then goes on to consider the particular considerations for various types of renewable energy. It states that:
6.16 “The deployment of large-scale solar farms can have a negative impact on the rural environment, particularly in undulating landscapes. However, the visual impact of a well-planned and well-screened solar farm can be properly addressed within the landscape if planned sensitively.”

6.17 It goes on to list the particular factors a local planning authority will need to consider, including:

- encouraging the effective use of land by focusing large scale solar farms on previously developed and non-agricultural land, provided that it is not of high environmental value;

- where a proposal involves greenfield land, whether (i) the proposed use of any agricultural land has been shown to be necessary and poorer quality land has been used in preference to higher quality land; and (ii) the proposal allows for continued agricultural use where applicable and/or encourages biodiversity improvements around arrays.

- Solar farms are normally temporary structures and planning conditions can be used to ensure that the installations are removed when no longer in use and the land is restored to its previous use;

- the proposal’s visual impact, the effect on landscape of glint and glare and on neighbouring uses and aircraft safety;

- the need for, and impact of, security measures such as lights and fencing;

- great care should be taken to ensure heritage assets are conserved in a manner appropriate to their significance, including the impact of proposals on views important to their setting. As the significance of a heritage asset derives not only from its physical presence, but also from its setting, careful consideration should be given to the impact of large scale solar farms on such assets. Depending on their scale, design and prominence, a large scale solar farm within the setting of a heritage asset may cause substantial harm to the significance of the asset;

- the potential to mitigate landscape and visual impacts through, for example, screening with native hedges;

- the energy generating potential, which can vary for a number of reasons including, latitude and aspect.

6.18 It is now proposed to assess the application against each of these factors.

6.19 The site forms part of Playters New Farm, and is in agricultural use. As such it does not meet the requirement that local planning authorities should focus large scale solar farms on previously developed and non-agricultural land. However there is limited “brownfield” land suitable for solar farms in the district. For example the only former airfield (Holton) already has a solar farm on it. If the Council is to meet its targets for renewable energy (see paragraphs 6.3 – 6.4 above) it is inevitable that some additional greenfield development will be required.

6.20 The site also adjoins existing industrial areas along part of its northern boundary. Land on the opposite side of Church Road is allocated for industrial development in the Site Specific Allocations document and has the benefit of a Local Development Order, so the context of the site is not wholly rural.

6.21 The second factor considers applications that do involve the use of “greenfield” land and asks whether poorer quality land has been used in preference to higher quality and whether the proposal allows for continued agricultural use and/or biodiversity improvements.
6.22 In this case an agricultural land classification report has been submitted which shows the site to be grade 3B, which is not considered to be “best and most versatile” land. The application notes that grazing round the arrays will be possible, but includes no firm proposals for such a use. A Habitat Survey has been submitted but there are no recommendations for biodiversity enhancements. Both the Suffolk Wildlife Trust and Natural England point to the opportunities for biodiversity enhancements, and these could be required by a planning condition.

6.23 The guidance notes that solar farms are normally temporary structures. In this case the proposed life of the solar farm is 25 years, after which the application proposes that the panels and other equipment would be removed and the land returned to agriculture. This could be required by a condition on any planning permission.

6.24 The most significant factor in this case is the “proposal’s visual impact, the effect on landscape of glint and glare and on neighbouring uses and aircraft safety.”

6.25 The first point to make is that contrary to the neighbour representation, this site is not within the Coasts and Heaths Area of Outstanding Natural Beauty, which is 2.4 kilometres from the site at its closest point.

6.26 The Council commissioned a Landscape Character Assessment in 2008 to inform the Local Development Framework. The site falls within the “Saints Plateau East” Landscape Character Area (LCA). Key attributes of this area include the existence of hedgerows that reflect the historical agricultural use of the land, the tranquil nature of the area (although this is interrupted by pylons and power lines) and that existing development is of a small scale. Together these create contained views within a small-scale landscape. Church towers were identified as being key to creating a setting and views that contributed towards the historical character of the landscape.

6.27 The Landscape Character Assessment suggests development in this area should be small scale in keeping with the character of the area and that opportunities should be taken to enhance existing hedgerows through gaping up and reinforcement of existing native hedgerows with appropriate species such as hawthorn, common privet, dogwood and hazel. New native hedgerow oak tree planting should also be considered as part of a long-term approach to hedgerow management. The recommendations set out in the Landscape Character Assessment should be considered as part of a landscape strategy used to screen the proposal and minimise its impact on the surrounding area, particularly as hedgerows and identified as being a very important part of the landscape.

6.28 The most relevant policy on landscape character is Development Management policy DM27. This states:

6.29 “Proposals for development should be informed by, and be sympathetic to, the distinctive character areas, strategic objectives and considerations identified in the Waveney District Landscape Character Assessment. Development proposals should demonstrate that their location, scale, design and materials will protect and where possible, enhance the special qualities and local distinctiveness of the area. Proposals that have an adverse effect will not be permitted unless it can be demonstrated that they cannot be located on alternative sites that would cause less harm and the benefits of the development clearly outweigh any adverse impacts. Development affecting the Broads Area and the Suffolk Coast and Heaths Area of Outstanding Natural Beauty and their settings, Rural River Valley and Tributary Valley Farmland areas will not be permitted unless it can be demonstrated there is an overriding national need for development and no alternative site can be found.”
6.30 In relation to the last paragraph of this policy, members will no doubt recall that the larger version of the Ellough Solar Farm was refused because part of the site fell within the Hundred Tributary Valley LCA. Although close to this LCA at its southern edge, the current application does fall outside the Hundred Tributary Valley LCA.

6.31 The applicant’s Landscape and Visual Impact Assessment concludes that “the proposed development will not have any substantial adverse effects on either landscape character or visual receptors. The site is generally well-screened by existing hedgerows and provided these are retained (the only proposed removal is a short stretch to create the vehicular access onto Church Road) the impact should be limited. Additional planting is proposed to supplement the existing hedges and this could be required by a condition.

6.32 The PPGN also refers to “glint and glare from the panels and the Landscape and Visual Impact Assessment has a section on this, which concludes that any impact will be negligible.

6.33 The PPGN also refers to aircraft safety. The Ellough Solar Farm was closer to Ellough Airfield, and the Council consulted the CAA, who did not object.

6.34 However Cumulative Visual Impact must also be considered. Members will be aware that whilst the larger application for a solar farm at land to the south of Ellough Airfield was refused and dismissed at appeal (although that decision has recently been quashed) a smaller scheme was approved and has been constructed. That scheme is approximately 620 metres from the current application site at its closest point.

6.35 However there will be limited direct visibility between the two schemes. This issue is considered briefly in the applicant’s Landscape and Visual Impact Assessment, which states:

6.36 “The actual visibility of both sites was checked during the field survey, along with the potential for cumulative impacts at the viewpoint photograph locations. No actual visibility of both sites from the same location was confirmed. Furthermore the extent of the actual visibility of the proposed array at Playters is limited exclusively to locations adjacent to the site or nearby public routes to the south, west and north. Within the context no sequential cumulative impacts were identified as a result of the proposed solar farm in combination with the solar farm at Ellough Airfield.”

6.37 The proposal has been assessed by the Council’s Arboriculture and Landscape Manager. He considers that the Landscape and Visual Impact Assessment has been carried out to recommended best practice and accordingly its conclusions can be relied on as a fair assessment of the landscape and visual impacts that the application presents.

6.38 He considers that in contrast to the Ellough Airfield site, Playters New Farm is much more suited to solar arrays because it is a landscape of significantly character. Here the existing field pattern is much smaller in scale (has been unchanged for many decades) and the fields are enclosed by tall mature native hedgerows, both around the periphery of the site and within the application area between individual fields. In addition the site is predominantly level and cannot been seen to any great extent from higher ground. Although the ZTV suggests that there is a degree of visibility from the surrounding area, this is theoretical only and in reality hedgerows and other vegetation markedly restrict that degree of visibility.

6.39 His conclusions are therefore that there is a high degree of impact on landscape character in its own right because of the conversion of farmed land to solar array, but that in itself has limited if any significance because of the reversibility of the proposal, and the very limited visibility of the site. In addition there is no proposed removal of structural landscape elements (trees and hedges) other than to widen the proposed access, but then there will be replacement planting once construction is complete. So key landscape elements as
identified in the Waveney Landscape Character Assessment will remain substantially unharmed. This is important given the relatively high sensitivity of the landscape to change, and with public access routes on adjacent land. It is a key objective of the prevailing landscape character type to conserve and enhance the small scale landscape structure, and to conserve and enhance the strong co-axial field boundary pattern. These objectives are not threatened by this proposal. With likely impacts being of low magnitude, so too is the degree of significance of any likely impact.

6.40 With regard to visual impacts, in general these are very low to negligible because of the network of mature hedgerows which grow in a relatively tight network because of the small scale field pattern. Visibility from the immediate surrounding landscape is very limited, although there will be occasional glimpses from the bridleway to the south at field access points, but such glimpses are brief, and the main views along this route are to the open landscape to the south. Further afield beyond 1 km from the site, there is no visibility of the site of any significance, if any at all. Any theoretical visibility is restricted by terrain and intervening vegetation.

6.41 The PPGN next goes on to consider the security measures associated with a solar farm. As noted above, the application proposes a 2.4 metre high security fence and CCTV, but no lights. Such a fence is unlikely to have a significant impact.

6.42 The PPGN notes that great care must be taken to ensure that heritage assets are conserved. English Heritage has assessed the impact of the solar farm on grade I and II* listed buildings, and has concluded that the application is acceptable. Suffolk Archaeology notes the potential of the site to contain archaeological remains but recommends two conditions.

6.43 The PPGN notes the potential to screen a solar farm which has been considered above.

6.44 Finally the PPGN identifies the energy generating potential as an issue. In this case the installed capacity would be 7.245MW, generating 6,719MWH annually.

6.45 A further issue is traffic. This relates to construction traffic – once in operation it is suggested that there would be two people in a 4 x 4 vehicle visiting the site once a month.

6.46 In relation to construction, a 12 week construction period is proposed, working 07.00 – 18.30 Monday to Friday and 07.00 – 13.00 on Saturdays with no working on Sundays and bank holidays. Construction traffic is estimated as 4 HGVs per day and 10 other vehicles. Suffolk highways have recommended conditions, including one requiring a Deliveries Management Plan.

6.47 The Ellough Airfield solar farm has been referred to several times in this report and the Planning Statement sets out the differences between the two projects (referring to the larger appeal proposal at Ellough Airfield):

<table>
<thead>
<tr>
<th></th>
<th>Ellough Airfield</th>
<th>Playters New Farm</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size</td>
<td>24MW on 46 hectares</td>
<td>7.245 MW on 15 hectares</td>
</tr>
<tr>
<td>Agricultural land quality</td>
<td>Included some “best and most versatile” land</td>
<td>Grade 3B</td>
</tr>
<tr>
<td>AONB</td>
<td>750 metre from boundary</td>
<td>2.4 kilometres from boundary</td>
</tr>
<tr>
<td>Public rights of way</td>
<td>Appeal site crossed by PROW</td>
<td>PROW along southern boundary</td>
</tr>
</tbody>
</table>
CONCLUSION

7.1 This report has sought to assess the application against the potential issues listed in both the Council’s Supplementary Planning Document and in the recently published Planning Practice Guidance Note. For its size this site is arguably the best screened of any of the solar farms that the Council has considered. Recent government guidance has proposed a move away from greenfield agricultural sites for solar farms towards brownfield previously-developed sites. However the use of some greenfield land is inevitable if the Council is to meet its ambitious targets for renewable energy.

7.2 This development will make a useful contribution towards those targets and given the relatively limited impact of the development, the application is recommended for approval.

RECOMMENDATION

That permission be granted subject to the following conditions:

1. The development hereby permitted shall be begun within a period of three years beginning with the date of this permission.

   Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 as amended.

2. The development hereby permitted shall not be brought into use until it has been completed in all respects strictly in accordance with the following drawings;
   – Application site plan 01
   – General layout 01 revision 1
   – CCTV pole/camera 1
   – “Devices on construction 15 degrees” 1
   – “Devices on construction 15 degrees” 2
   – “Construction point LV/HV – DNO”
   – Fence and gate detail 1
   – Supporting frame
   – Transformer TS1-TS7
   – Construction 15 degrees 1Access to site

   received 2 April 2014, for which permission is hereby granted or which are subsequently submitted to and approved in writing by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

   Reason: To secure a properly planned development.

3. The planning permission is for a period from the date of this permission until the date occurring 25 years after the date of commissioning of the development. Written confirmation of the date of commissioning of the development shall be provided to the Local Planning Authority no later than 1 calendar month after that event.

   (“Commissioning” is defined as the point at which the solar farm is put into active service or becomes “active”, or is in use or useable condition)

   Reason: To ensure that the landscape impact of the development exists only for the lifetime of the development.

4. If the solar farm hereby permitted ceases to operate for a continuous period of 6 months then, unless otherwise agreed in writing by the Local Planning Authority, a scheme for the decommissioning and removal of the panels and any other ancillary equipment, shall be submitted to and agreed in writing by the Planning Authority within 3 months of the end of the cessation period. The scheme shall include details for the restoration of the site. The
scheme shall be implemented within 12 months of the date of its agreement by the Local Planning Authority.

Reason: To ensure that the landscape impact of the development exists only for the lifetime of the development.

5. No development shall take place within the development site until the implementation of a programme of archaeological work has been secured, in accordance with a Written Scheme of Investigation which has been submitted to and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:
a. The programme and methodology of site investigation and recording
b. The programme for post investigation assessment
c. Provision to be made for analysis of the site investigation and recording
d. Provision to be made for publication and dissemination of the analysis and records of the site investigation
e. Provision to be made for archive deposition of the analysis and records of the site investigation
f. Provision to be made for appropriate mitigation strategies to be agreed in writing by the Local Planning Authority following the evaluation
g. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.
h. The site investigation shall be completed in the phased arrangement, as approved in the Written Scheme of Investigation, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Policy CS 17 of Waveney District Council Core Strategy Development Plan Document (2009) and the National Planning Policy Framework (2012).

6. Before first use of the solar farm for energy generation (or such other date or stage in the development as may be agreed in writing with the Local Planning Authority) the site investigation and post investigation assessment shall be completed, submitted to and approved in writing by the Local Planning Authority. This shall be in accordance with the programme set out in the Written Scheme of Investigation approved under Condition %%% and the provision made for analysis, publication and dissemination of results and archive deposition.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Policy CS 17 of Waveney District Council Core Strategy Development Plan Document (2009) and the National Planning Policy Framework (2012).

7. No other part of the development shall be commenced until the new vehicular access has been laid out and completed in all respects in accordance with Drawing No. DM04 and been made available for use. Thereafter the access shall be retained in the specified form.

Reason: To ensure that the access is designed and constructed to an appropriate specification and is brought into use before any other part of the development is commenced in the interests of highway safety.
8. Prior to the application hereby permitted, the compound access onto the site shall be properly surfaced with a bound material for a minimum distance of 20 metres from the edge of the metalled carriageway, in accordance with details previously submitted to and approved in writing by the local planning authority.

Reason: To secure appropriate improvements to the vehicular access in the interests of highway safety.

9. Prior to the access being constructed the ditch beneath the proposed access shall be piped or bridged in accordance with details which previously shall have been submitted to and approved in writing by the Local Planning Authority and shall be retained thereafter in its approved form.

Reason: To ensure uninterrupted flow of water and reduce the risk of flooding of the highway.

10. All HGV traffic movements to and from the site over the duration of the construction period shall be subject to a Deliveries Management Plan which shall be submitted to the planning authority for approval a minimum of 28 days before any deliveries of materials commence. No HGV movements shall be permitted to and from the site other than in accordance with the routes defined in the Plan.

The site operator shall maintain a register of complaints and record of actions taken to deal with such complaints at the site office as specified in the Plan throughout the period of occupation of the site.

Reason: To reduce and / or remove as far as is reasonably possible the effects of HGV traffic in sensitive areas.

11. The use shall not commence until the areas within the site shown on drawing number General Layout 01r.1 for the purposes of loading, unloading, manoeuvring and parking of vehicles has been provided and thereafter these areas shall be retained and used for no other purposes.

Reason: To ensure that sufficient space for the on site parking of vehicles is provided and maintained in order to ensure the provision of adequate on-site space for the parking and manoeuvring of vehicles where on-street parking and manoeuvring would be detrimental to highway safety to users of the highway.

12. The development shall be carried out in strict accordance with the recommendations of the Extended Phase 1 Habitat Survey (WYG Planning and Environment, March 2014)

Reason: to mitigate any potential adverse impacts on protected wildlife.

13. Before any development is commenced details of measures to enhance the biodiversity of the site shall be submitted to and approved by the local planning authority. The approved scheme shall be implemented within 12 months of the commencement of development.

Reason: to preserve and enhance the biodiversity of the site.

14. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; hard surfacing materials; proposed and existing functional services above and below ground (e.g. drainage power, communications cables, pipelines etc indicating lines, manholes, supports etc); retained historic landscape features and proposals for restoration, where relevant. Soft landscape works shall include planting plans; written specifications (including cultivation and other operations associated with
plant and grass establishment); schedules of plants, noting species, plant sizes and proposed number/densities where appropriate; implementation programme.

Reason: To ensure the provision of amenity afforded by appropriate landscape design.

15. The landscaping scheme shall be completed within six months from the date when the solar farm is brought into use, or such other date as may be agreed in writing with the Local Planning Authority. Any trees or plants which die during the first 5 years shall be replaced during the next planting season.

Reason: To ensure the provision of amenity afforded by appropriate landscape design.

16. In relation to the construction of the development hereby permitted; no machinery shall be operated, no process shall be carried out and no construction traffic shall enter or leave the site except between the hours of 07.00 hours and 18.30 hours Monday to Friday or between the hours of 07.00 hours and 13.00 hours on Saturdays. No work shall be carried out at any time on Sundays or Bank Holidays unless approved in writing in advance with the Local Planning Authority.

Reason: In the interests of the amenity of the area

BACKGROUND INFORMATION: See application ref: DC/14/1169/FUL at www.waveney.gov.uk/publicaccess
CONTACT Richard Amor, Team Leader (North Area), (01502) 523018, richard.amor@waveney.gov.uk