

Stonestreet Green Solar

Volume 4: Appendices

Chapter 8: Landscape and Views

Appendix 8.1: Legislation, Planning Policy and Guidance

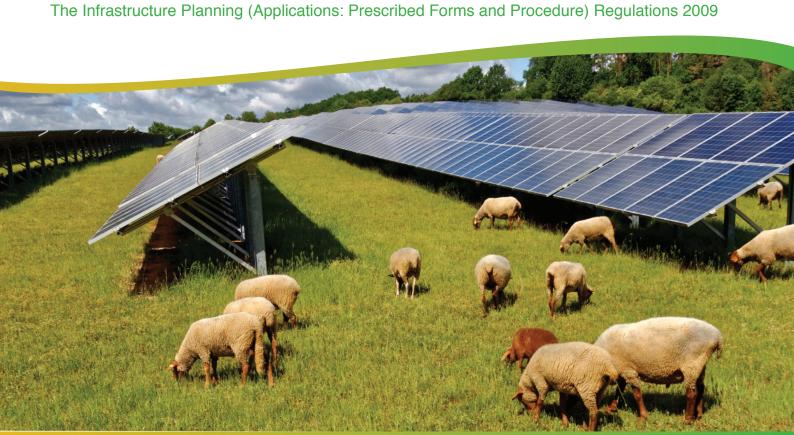
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Planning Act 2008



A1	Introduction
A2	Legislation
А3	Planning Policy and Guidance
	National Planning Policy
	Overarching National Planning Statement for Energy EN-1 ('NPS EN-1' (November 2023)
	National Planning Statement for Renewable Energy EN-3 ('NPS EN-3' (November 2023)
	National Planning Statement for Renewable Energy EN-5 ('NPS EN-3' (November 2023)
A4	Local Planning Policy10
	Ashford Borough Council Local Plan10
	Ashford Borough Council Landscape Character SPD13
A5	Guidance Documents14
	Kent Downs AONB Management Plan 2021-2026
	Kent Downs Area of Outstanding Natural Beauty Setting Position Statement 10

June 2024

A1 INTRODUCTION

- A1.1 This legislation, planning policy and guidance summary is Appendix 8.1 to ES Volume 2, Chapter 8: LVIA (Doc Ref. 5.2).
- A1.2 This legislation, planning policy and guidance summary has been prepared on behalf of EPL 001 Limited ('the Applicant') to summarise landscape relevant legislation, planning policy and guidance in relation to the Development Consent Order ('DCO') application for Stonestreet Green Solar ('the Project').

A2 LEGISLATION

A2.1 The legislation of relevance to **ES Volume 2, Chapter 8: LVIA (Doc Ref. 5.2)** is as follows:

Infrastructure Planning (Environmental Impact Assessment) Regulations 2017ⁱ

A2.2 The Infrastructure Planning (Environmental Impact Assessment) Regulations 2017 contain the overarching legislation governing Environmental Impact Assessment and the preparation of Environmental Statements for DCO applications.

Countryside and Rights of Way Act 2000, Part IV

A2.3 The Countryside and Rights of Way Act 2000, Part IV allows for the designation of Areas of Outstanding National Beauty ('AONB' – now National Landscapes) on areas of land in England which are not in a National Park and are of such outstanding natural beauty that it is desirable to conserve and enhance the natural beauty of the area.

Planning (Listed buildings and Conservation Areas) Act 1990ⁱⁱⁱ

A2.4 The Planning (Listed Buildings and Conservation Areas) Act 1990 provides protection for buildings and area of special architectural or historic interest.

3

SLR Project No.: 404.011998.00001

Hedgerows Regulations 1997iv

A2.5 The Hedgerows Regulations 1997 provide protection for Important Hedgerows, defined as hedgerows that meet specific criteria in terms of length, location, species and historic associations.

A3 PLANNING POLICY AND GUIDANCE

National Policy Statements

Overarching National Policy Statement for Energy (EN-1) ('NPS EN-1') (November 2023)^v

- A3.1 Section 4 of NPS EN-1 sets out the general assessment principles to be considered in the submission and assessment of applications. Paragraph 4.1.5 states that in considering development proposals, the Secretary of State must take account of the potential benefits, including environmental enhancements, and also the "potential adverse impacts, including on the environment, and including any long-term and cumulative adverse impacts, as well as any measures to avoid, reduce, mitigate or compensate for any adverse impacts".
- A3.2 Paragraph 3.3.62 states that there is a "critical national priority for the provision" of nationally significant low carbon infrastructure". Paragraph 4.2.15 states that where residual non-Habitats Regulations Assessment or non-Marine Conservation Zone "impacts remain after the mitigation hierarchy has been applied, these residual impacts are unlikely to outweigh the urgent need for this type of infrastructure. Therefore, in all but the most exceptional circumstances, it is unlikely that consent will be refused on the basis of these residual impacts".
- A3.3 Section 4.7 relates to 'Criteria for "Good Design" for Energy Infrastructure'. Paragraph 4.7.1 states that the "visual appearance of a building, structure, or piece of infrastructure, and how it relates to the landscape it sits within, is sometimes considered to be the most important factor in good design. But high quality and inclusive design goes far beyond aesthetic considerations. The

Planning Inspectorate Scheme Ref: EN010135

functionality of an object - be it a building or other type of infrastructure - including fitness for purpose and sustainability, is equally important".

- A3.4 Paragraph 4.7.2 goes on to note that sustainable infrastructure that is sensitive to place can be achieved by applying good design. However, it is also acknowledged that "the nature of energy infrastructure development will often limit the extent to which it can contribute to the enhancement of the quality of the area".
- A3.5 Under the heading 'Environmental and Biodiversity Net Gain', Paragraph 4.6.6 states that projects should "should seek opportunities to contribute to and enhance the natural environment by providing net gains for biodiversity, and the wider environment where possible". These wider environmental gains are defined under Paragraph 4.6.13 and include landscape enhancement, increased access to natural greenspace and expansion of trees and woodlands.
- A3.6 In relation to 'Criteria for good design for Energy Infrastructure', paragraph 4.7.1 states:

"The visual appearance of a building, structure, or piece of infrastructure, and how it relates to the landscape it sits within, is sometimes considered to be the most important factor in good design. But high quality and inclusive design goes far beyond aesthetic considerations. The functionality of an object - be it a building or other type of infrastructure - including fitness for purpose and sustainability, is equally important."

A3.7 Paragraph 4.7.6 provides further discussion on this point, stating:

"Whilst the applicant may not have any or very limited choice in the physical appearance of some energy infrastructure, there may be opportunities for the applicant to demonstrate good design in terms of siting relative to existing landscape character, land form and vegetation. Furthermore, the design and sensitive use of materials in any associated development such as electricity substations will assist in ensuring that such development contributes to the quality of the area. Applicants should also, so far as is possible, seek to

embed opportunities for nature inclusive design within the design process".

- A3.8 Under the heading 'Landscape and Visual' Paragraph 5.10.1 states that the "landscape and visual effects of energy projects will vary on a case by case basis according to the type of development, its location and the landscape setting of the proposed development"; and Paragraph 5.10.4 continues "Landscape effects arise not only from the sensitivity of the landscape but also the nature and magnitude of change proposed by the development, whose specific siting and design make the assessment a case-by-case judgement".
- A3.9 Paragraph 5.10.5 clarifies that "Virtually all nationally significant energy infrastructure projects will have adverse effects on the landscape, but there may also be beneficial landscape character impacts arising from mitigation" while 5.10.6 states that "Projects need to be designed carefully, taking account of the potential impact on the landscape. Having regard to siting, operational and other relevant constraints the aim should be to minimise harm to the landscape, providing reasonable mitigation where possible and appropriate".
- A3.10 Paragraph 5.10.7 states that Areas of Outstanding National Beauty (now known as National Landscapes) "have been confirmed by the government as having the highest status of protection in relation to landscape and natural beauty. Each of these designated areas has specific statutory purposes. Projects should be designed sensitively given the various siting, operational, and other relevant constraints".
- A3.11 The approach to the setting of National Landscapes is clarified by Paragraph 5.10.8 which states that the "duty to seek to further the purposes of nationally designated landscapes also applies when considering applications for projects outside the boundaries of these areas which may have impacts within them. In these locations, projects should be designed sensitively given the various siting, operational, and other relevant constraints".

- A3.12 Paragraph 5.10.12 states "Outside nationally designated areas, there are local landscapes that may be highly valued locally. Where a local development document in England or a local development plan in Wales has policies based on landscape or waterscape character assessment, these should be paid particular attention. However, locally valued landscapes should not be used in themselves to refuse consent, as this may unduly restrict acceptable development."
- A3.13 Paragraphs 5.10.13 and 5.10.14 state that all energy projects are likely to result in visual effects and that the "Secretary of State will have to judge whether the visual effects on sensitive receptors, such as local residents, and other receptors, such as visitors to the local area, outweigh the benefits of the project".
- A3.14 Paragraph 5.10.19 states that "The applicant should consider landscape and visual matters in the early stages of siting and design, where site choices and design principles are being established. This will allow the applicant to demonstrate in the ES how both negative effects have been minimised and opportunities for creating positive benefits or enhancement have been recognised and incorporated into the design, delivery and operation of the scheme".
- A3.15 With regard to mitigation, paragraph 5.10.26 states:

"Reducing the scale of a project can help to mitigate the visual and landscape effects of a proposed project. However, reducing the scale or otherwise amending the design of a proposed energy infrastructure project may result in a significant operational constraint and reduction in function".

A3.16 Paragraph 5.10.27 states that "Adverse landscape and visual effects may be minimised through appropriate siting of infrastructure within its development site and wider setting. The careful consideration of colours and materials will support the delivery of a well-designed scheme, as will sympathetic landscaping and management of its immediate surroundings".

- A3.17 Under the heading 'Secretary of State decision making', Paragraph 5.10.34 states that in considering applications outside National Landscapes, the duty to seek to further the purposes of nationally designated areas also applies, however "The fact that a proposed project will be visible from within a designated area should not in itself be a reason for the Secretary of State to refuse consent".
- A3.18 Paragraph 5.10.35 provides further clarity, noting that 'The scale of energy projects means that they will often be visible across a very wide area. The Secretary of State should judge whether any adverse impact on the landscape would be so damaging that it is not offset by the benefits (including need) of the project".
- A3.19 In conclusion, "The Secretary of State should consider whether the project has been designed carefully, taking account of environmental effects on the landscape and siting, operational and other relevant constraints, to minimise harm to the landscape, including by appropriate mitigation" (Paragraph 5.10.37).

National Policy Statement for Renewable Energy (EN-3) ('NPS EN-3') (November 2023)^{vi}

- A3.20 NPS EN-3 sets out primary policy for decisions relating to specific renewable energy types including Solar Photovoltaic Generation.
- A3.21 Paragraph 2.10.17 states that the scale of solar farms vary, but that the "scale of development will inevitably have impacts, particularly if sited in rural areas".
- A3.22 Under the heading 'Proximity of a site to dwellings', paragraph 2.10.27 identifies that "Utility-scale solar farms are large sites that may have a significant zone of visual influence" and that "The two main impact issues that determine distances to sensitive receptors are therefore likely to be visual amenity and glint and glare".
- A3.23 Under the heading 'Public rights of ways', NPS EN-3 states in paragraph 2.10.43:

"Applicants are encouraged where possible to minimise visual impacts of the development for those using existing public rights of way, considering the impacts this may have on any other visual amenities in the surrounding landscape";

and in paragraph 2.10.44:

"Applicants should consider and maximise opportunities to facilitate enhancements to the public rights of way and the inclusion, through site layout and design of access, of new opportunities for the public to access and cross proposed solar development sites (whether via the adoption of new public rights of way or the creation of permissive paths), taking into account, where appropriate, the views of landowners."

- A3.24 Paragraph 2.10.89 states that "Solar farms have the potential to increase the biodiversity value of a site, especially if the land was previously intensively managed. In some instances, this can result in significant benefits and enhancements beyond Biodiversity Net Gain, which result in wider environmental gains which is encouraged".
- A3.25 Paragraph 2.10.94 confirms that the "approach to assessing cumulative landscape and visual impact of large-scale solar farms is likely to be the same as assessing other onshore energy infrastructure".
- A3.26 In relation to the zone of visual influence of solar farms, Paragraph 2.10.95 notes "whilst it may be the case that the development covers a significant surface area, in the case of ground-mounted solar panels it should be noted that with effective screening and appropriate land topography, the area of a zone of visual influence could be appropriately minimised".
- A3.27 Paragraph 2.10.98 states that applicants "will be expected to direct considerable effort towards minimising the landscape and visual impact of solar PV arrays...".
- A3.28 Furthermore, paragraph 2.10.100 states:

"The applicant should consider as part of the design, layout, construction, and future maintenance plans how

to protect and retain, wherever possible, the growth of vegetation on site boundaries, as well as the growth of existing hedges, established vegetation, including mature trees within boundaries. Applicants should also consider opportunities for individual trees within the boundaries to grow on to maturity".

A3.29 The following paragraphs relate to mitigation and state that:

"Applicants should consider the potential to mitigate landscape and visual impacts through, for example, screening with native hedges, trees and woodlands" (paragraph 2.10.131);

"Applicants should aim to minimise the use and height of security fencing. Where possible applicants should utilise existing features, such as hedges or landscaping, to assist in site security, or screen security fencing" (paragraph 2.10.132); and

"Applicants should minimise the use of security lighting. Any lighting should utilise a passive infra-red (PIR) technology and should be designed and installed in a manner which minimises impact" (paragraph 2.10.133).

National Policy Statement for Electricity Networks Infrastructure (EN-5) ('NPS EN-5') (November 2023)^{vii}

A3.30 With respect to underground cables paragraph 2.9.25 states that the Secretary of State should only grant development consent for underground cables when they are satisfied that the proposal considers "the landscape and visual baseline characteristics of the setting of the proposed route, in particular, the impact on high sensitivity visual receptors (as defined in the current edition of the Landscape Institute's Guidelines for Landscape and Visual Impact Assessment), residential areas, designated landscapes, valued landscapes, designated heritage assets and Heritage Coasts (including, where relevant, impacts on the setting of designated features and areas)".

A3.31 Paragraph 2.10.6 states that specific measures can be taken to mitigate adverse landscape and visual impacts of electricity networks including *"landscape"*

schemes, comprising off-site tree and hedgerow planting, are sometimes used for larger new overhead line projects to mitigate potential landscape and visual impacts, softening the effect of a new above ground line whilst providing some screening from important visual receptors"; and "screening, comprising localised planting in the immediate vicinity of residential properties and principal viewpoints can also help to screen or soften the effect of the line, reducing the visual impact from a particular receptor".

A3.32 Paragraph 2.10.8 states that "since long-term management of the selected mitigation schemes is essential to their mitigating function, a management plan. developed at least in outline at the conclusion of the examination, and which sets out proposals within a realistic timescale, should secure the integrity and benefit of these schemes. This should also uphold the landscape commitments made to achieve consent, alongside any pertinent commitments to environmental and biodiversity net gain".

Α4 LOCAL PLANNING POLICY

Ashford Borough Council Local Plan¹

A4.1 The Ashford Borough Council Local Plan was adopted in February 2019 and sets out the Council's policies and proposals to guide planning decisions and establishes the framework for the sustainable growth and development of the Borough up to 2030. The following policies are relevant to landscape and visual matters.

A4.2 Policy ENV1 – Biodiversity states:

"Proposals that conserve or enhance biodiversity will be supported. Proposals for new development should identify and seek opportunities to incorporate and enhance biodiversity. In particular, development should

¹ Available at: Ashford Borough Council, 2019. Local Plan. [online] https://www.ashford.gov.uk/media/jw3nbvq1/adopted-ashford-local-plan-2030.pdf Accessed May 2022

take opportunities to help connect and improve the wider ecological networks.

"Proposals should safeguard features ... including ancient woodland, water features, ditches, dykes and hedgerows, as corridors and stepping stones for wildlife."

A4.3 Policy ENV3a – Landscape Character and Design states:

"All proposals for development in the borough shall demonstrate particular regard to the following landscape characteristics, proportionately, according to the landscape significance of the site:

- a) Landform, topography and natural patterns of drainage;
- b) The pattern and composition of trees and woodlands;
- c) The type and composition of wildlife habitats;
- d) The pattern and composition of field boundaries;
- e) The pattern and distribution of settlements, roads and footpaths;
- f) The presence and pattern of historic landscape features:
- g) The setting, scale, layout, design and detailing of vernacular buildings and other traditional man made features;
- h) Any relevant guidance given in the Landscape Character SPD;
- i) Existing features that are important to and contribute to the definition of the local landscape character shall be retained and incorporated into the proposed development; and
- j) Any non-designated, locally-identified, significant landscape features justified in a Parish Plan or equivalent document."

A4.4 Policy ENV3B, titled Landscape Character and Design in the AONBs states:

"All proposals within or affecting the setting of AONBs will also only be permitted under the following circumstances:

• The location, form, scale, materials and design would conserve and where appropriate enhance or restore the character of the landscape.

- The development would enhance the special qualities, distinctive character and tranquility of the AONB.
- The development has regard to the relevant AONB management plan and any associated guidance.
- The development demonstrates particular regard to those characteristics outlined in Policy ENV3a, proportionate to the high landscape significance of the AONB."
- A4.5 Policy ENV4 Light Pollution and Promoting Dark Skies states:

"Proposals will be permitted provided that the lighting proposed is: the minimum appropriate for its purpose ... and; that no significant adverse effects individually or cumulatively will result to the character of the area, the residential amenity of local residents...;

...

Within the area proposed to be designated as a 'dark sky zone', proposals will only be permitted where they can demonstrate that there will be no significant adverse effects on the visibility of the night sky or its intrinsically dark landscapes.

All proposals will be expected to demonstrate clear regard to the guidance and requirements set out in the Council's Dark Skies SPD (2014)".

A4.6 Policy ENV5 – Protecting Important Rural Features states:

"All development in the rural areas of the Borough shall protect and, where possible, enhance the following features:

- a) Ancient woodland and semi-natural woodland;
- b) River corridors and tributaries;
- c) Rural lanes which have a landscape, nature conservation or historic importance;
- d) Public rights of way; and
- e) Other local historic or landscape features that help to distinguish the character of the local area."
- A4.7 Policy ENV10 Renewable and Low Carbon Energy states:

June 2024 SLR Project No.: 404.011998.00001

"Planning applications for proposals to generate energy from renewable and low carbon sources will be permitted provided that:

- a) The development, either individually or cumulatively does not result in significant adverse impacts on the landscape, natural assets or historic assets, having special regard to nationally recognised designations and their setting, such as AONBs, Conservation Areas and Listed Buildings;
- b) The development does not generate an unacceptable level of traffic or loss of amenity to nearby residents (visual impact, noise, disturbance, odour);

...

A statement should be submitted alongside any planning application illustrating how the proposal complies with the criteria above and any mitigation measures necessary and be informed by a Landscape and Visual Impact Assessment."

Ashford Borough Council Landscape Character SPDviii

A4.8 Policy TRS17 of the Ashford Borough Council Landscape Character SPD – Landscape Character and Design states:

"Development in the rural areas shall be designed in a way which protects and enhances the particular landscape character area within which it is located, and, where relevant, any adjacent landscape character area. Proposals shall have particular regard to the following:

- a) Landform, topography and natural patterns of drainage;
- b) The pattern and composition of trees and woodlands;
- c) The type and composition of wildlife habitats;
- d) The pattern and composition of field boundaries;
- e) The pattern and distribution of settlements, roads and footpaths:
- f) The presence and pattern of historic landscape features;

- g) The setting, scale, layout, design and detailing of vernacular buildings and other traditional man made features, and
- h) Any relevant guidance given in an AONB Management Plan or in a Landscape Character SPD"

Existing features that are important to the local landscape character shall be retained and incorporated into the proposed development. For the purpose of this policy, the Kent Downs Area of Outstanding Natural Beauty and the High Weald Area of Outstanding Natural Beauty are to be treated as landscape character areas".

A4.9 Policy TRS18 – Important Rural Features states:

"Development in the rural areas shall protect and where possible, enhance the following features:

- a) ancient woodland and semi-natural woodland;
- b) river corridors and tributaries;
- c) rural lanes which have a landscape, nature conservation or historic importance; and
- d) public rights of way."

A5 GUIDANCE DOCUMENTS

Kent Downs AONB Management Plan 2021-2026 ix

- A5.1 The Kent Downs AONB Management Plan 2021-2026 has been prepared to identify "the key issues, opportunities and threats facing the landscape and sets out aims and principles for the positive conservation and enhancement of the Kent Downs for a five-year period".
- A5.2 Under the heading 'Climate Change in the Kent Downs' the following very serious threats are identified that will have an impact on the key characteristics and qualities of the Kent Downs National Landscape: "introduction of new pests and diseases, sea level rise and coastal erosion, wild fire, both drought and flooding affecting water bodies, water scarcity, soil erosion, air quality issues, changes in species distribution and abundance and changes in land management practice". The management plan subsequently

- identifies a series of nature based responses to climate change, including wilding, tree and hedgerow establishment and permanent grassland creation.
- A5.3 Under the heading 'Setting' the management plan gives the following definition: "The setting of the Kent Downs AONB is broadly speaking the land outside the designated area which is visible from the AONB and from which the AONB can be seen, but may be wider when affected by intrusive features beyond that."
- A5.4 The management plan states that "Proposals which would affect the setting of the AONB are not subject to the same level of constraint as those which would affect the AONB itself. The weight to be afforded to setting issues will depend on the significance of the impact. Matters such as the size of proposals, their distance, incompatibility with their surroundings, movement, reflectivity and colour are likely to affect impact".
- A5.5 Section 3.6 sets out a series of sustainable development principles including the following:

"SD7: New projects, proposals and programmes shall conserve and enhance tranquillity and where possible dark night skies.

SD8: Ensure proposals, projects and programmes do not negatively impact on the distinctive landform, landscape character, special characteristics and qualities, the setting and views to and from the Kent Downs AONB.

SD11 Major development should avoid the Kent Downs AONB in line with NPPF guidance. Where it is decided that development will take place that will have a negative impact on the landscape character, characteristics and qualities of the Kent Downs AONB or its setting, mitigation and or compensatory measures appropriate to the national importance of the Kent Downs landscape will be identified, pursued, implemented and maintained.

SD13 A strategic, landscape led approach to green infrastructure and net gain investments is taken to ensure the recovery, conservation and enhancement of the

special characteristics and qualities of the Kent Downs AONB and its setting."

Kent Downs Area of Outstanding Natural Beauty Setting Position Statement^x

- A5.6 The Kent Downs AONB Setting Position Statement is an advisory document that is intended to provide guidance on issues relating to the setting of the National Landscape.
- A5.7 Section 4 states "The setting of the Kent Downs AONB does not have a geographical border. In most cases, the setting comprises land outside the AONB which is visible from the AONB and from which the AONB can be seen. The setting may be wider however, for example when affected by features such as noise and light. In some cases the setting area will be compact and close to the AONB boundary, perhaps because of natural or human made barriers or because of the nature of the proposed change. However, the setting area maybe substantial for example where there is a contrast in topography between higher and lower ground".
- A5.8 Section 4 also identifies locations where development and changes to the landscape where the setting of the Kent Downs National Landscape may be more keenly felt include views to and from the:
 - "Scarp of the Kent Downs to the Vale of Holmesdale

 the valley that lies at the foot of the North Downs
 and incorporates the A20/M20, M26 and M25
 corridors, together with views from the Lympne
 escarpment to the Romney Marsh and from the
 Greensand Ridge;
 - the highest and most open parts of the AONB to the Greater Thames Estuary, the Romney Marsh and Greater London;
 - Dover White Cliffs, the English Channel and French coast:
 - High Weald AONB; and
 - Land which has landscape character linked to the Kent Downs such as dry valleys".

- A5.9 Section 5 states that "Scale, height, siting, use, materials and design are factors that will determine whether a development affects the natural beauty and special qualities of the AONB".
- A5.10 Section 5 also states that "In most cases, the further away a development is from the AONB boundary, the more the impact is likely to be reduced, however a very large or high development may have an impact even if some considerable distance from the AONB boundary".
- A5.11 Examples of causes of adverse impacts on the setting of the AONB are also given, including:
 - "development which would have a significant impact on views in or out of the AONB;
 - loss of tranquillity through the introduction or increase of lighting, noise, or traffic movement or other environmental impact including dust, vibration and reduction in air quality;
 - introduction of abrupt change of landscape character;"
- A5.12 Under the heading 'Cumulative impacts upon AONB setting', the following is set out: "Cumulative impacts can also arise from multiple developments within the setting of the AONB. Each development may not be harmful in isolation, but taken in conjunction with others proposed, they may result in significant harm."
- A5.13 Section 7 highlights a series of measures that can be employed to reduce the impact of schemes on the setting of the National Landscape, including:
 - "care over orientation, site layout, height, scale and massing of structures and buildings to minimise impact when viewed from the AONB;

- consideration not just of the site but also the landscape, land uses and heritage assets around and beyond it;
- careful use of colours, materials and non-reflective surfaces:

restraint and care over the installation and use of external lighting including street lighting, to prevent

harm to the dark night skies of the AONB. Where essential, lighting should be well-directed and full cut off and of low level in form and lumen intensity;"

Kent Downs Area of Outstanding Natural Beauty Renewable Energy Position Statement^{xi}

A5.14 The Kent Downs AONB Renewable Energy Position Statement states "the Kent

Downs AONB Joint Advisory Committee therefore supports the need for

renewable energy sources as part of the mitigation response to climate

change."

A5.15 The position statement goes on to state that: "The Kent Downs AONB

partnership agrees that it is right for the AONB landscape to make an

appropriate contribution to meet these targets and that the Kent Downs

landscape has considerable potential to contribute to providing renewable

energy supplies."

A5.16 Under the heading 'Considering renewable energy development proposals' the

position statement states, "All proposals will need to clearly demonstrate

how conservation and enhancement of the area will not be compromised

and satisfactorily address the potential impacts, particularly with regard to

landscape character, views and setting."

A5.17 Under the heading 'Photovoltaic Arrays' the position statement sets out that "it

is extremely unlikely that any location could be found in or within the

setting of the AONB where field-scale photovoltaics would not have a

significant adverse effect on the landscape and the sense of remoteness,

natural beauty and landscape character for which the Kent Downs are

valued".

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Planning Inspectorate Scheme Ref: EN010135

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