

# **Broads Landscape Sensitivity Study for Renewables and Infrastructure**

## Final report

Prepared by LUC July 2012

**Project Title**: Broads Landscape Sensitivity Study for Renewables and Infrastructure

Client: Broads Authority

Version	Date	Version Details	Prepared by	Checked by	Approved by Principal
V1	June 2012	Draft for issue	Andrew Tempany, Fearghus Foyle	Kate Ahern	Kate Ahern
V2	July 2012	Final report	Andrew Tempany, Fearghus Foyle	Kate Ahern	Kate Ahern



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### 1 Introduction

- 1.1 The nationally designated landscape of the Broads and its environs is faced with a wide range of challenges arising from a changing climate. Balancing the need to make a meaningful contribution towards reducing harmful emissions from our energy use (through cleaner energy production) with the conservation and management of the unique landscape of the Broads is a key challenge.
- 1.2 The distinctive lowland wetland landscapes of the Broads have a strong sense of place and cultural pattern, reflected in the special qualities underpinning its National Park status. These include its sense of tranquillity, wildness and remoteness, the simplicity of the landscape created by undeveloped big skies, areas of open water, winding waterways, its diversity of riparian and wetland habitats (including habitats unique to the Broads) and the local character of 'beautiful churches, windmills and quiet villages'. The landscape of the Broads is also vitally important to the local economy, in terms of the opportunities afforded for recreation and tourism. As such, the environmental, economic and social value of the Broads is significant.
- 1.3 Simultaneously the comparatively flat, lowland, coastally influenced landscape of and around the Broads has relatively good conditions to produce wind and solar electricity. The Broads Authority recognises these opportunities and understands the need to maximise renewable energy generation. However a key consideration is the impact such proposals have on landscape character and special qualities, whether development is proposed within or adjacent to the Broads Authority Executive Area, or in areas outside the Executive Area but which may form part of its setting.
- 1.4 In order to provide advice for planners and development management officers in considering planning applications for renewable energy schemes, the Broads Authority has commissioned LUC to undertake an assessment of the sensitivity of the Broads landscape to onshore wind and field-scale solar photovoltaic (PV) development<sup>1</sup>, as well as infrastructure associated with offshore wind energy which also has an influence on the character and quality of this landscape. The outputs of the study will help the Broads Authority to make robust, well-informed decisions on the planning applications received for wind and solar PV developments.
- 1.5 The main aim of this study is:
  - To assess the sensitivity of the landscape to wind energy developments and solar PV developments within the Broads Authority Executive Area, with reference both to the special qualities in the Broads Plan and landscape character as defined in the thirty one local landscape character areas.
- 1.6 This study is designed as a strategic aid to inform determination of planning applications for wind energy and solar PV development at the landscape character scale. This assessment addresses landscape and visual sensitivity only and does not make any judgement regarding cultural heritage or natural environment sensitivities. Decisions regarding wider acceptability of wind energy and solar PV schemes affecting the Broads will need to be made in the context of these (e.g. separate assessments covering nature conservation and cultural heritage) and considered 'in the round' a balance of issues as part of a planning judgement.
- 1.7 Landscapes are borne of a complex inter relationship of different elements, all of which may be sensitive to varying degrees and in different ways to renewable energy development. The detailed discussion on landscape sensitivity at **section 4** and **Appendix 3** shows how potential conflicting issues are addressed in the landscape sensitivity assessment.

#### Definition of landscape sensitivity

1.8 There is policy support for renewable energy through the Climate Change Act (2008) which sets out a statutory target to reduce greenhouse gas emissions in the UK by 80% by 2050. Furthermore, the new National Planning Policy Framework (2012) states at paragraph 97 that

<sup>&</sup>lt;sup>1</sup> For the purposes of this report, we will use the shorter term 'solar PV development(s)'

- local authorities should have a positive strategy to promote renewable and low carbon sources of energy, considering identification of appropriate areas for renewable and low carbon energy, whilst having regard to potential impacts of such schemes.
- 1.9 The term 'landscape sensitivity' has been defined in various ways in a number of different guidance documents and studies. The current Landscape Character Assessment (LCA) Guidance<sup>2</sup> does not provide a definition of 'landscape sensitivity', although considerations to take into account in assessing landscape sensitivity include professional judgement as to the degree to which the landscape in question can accommodate change without adverse impacts on landscape character. Such judgements involve the making of decisions about whether important aspects of landscape character are liable to loss in light of the change being assessed and whether important aesthetic attributes of character would potentially be altered.
- 1.10 For the purposes of this study, landscape sensitivity is defined as follows:

Landscape sensitivity is the extent to which the character and quality of the landscape is susceptible to change as a result of wind energy/field-scale solar PV development

#### Sensitivity or capacity?

1.11 This study does not address landscape capacity for the reason that the term 'capacity' when applied to the landscape is misleading and implies some sort of threshold when in reality consequences will always result. It is also important to recognise that judgements about the acceptability of landscape change can alter over time, not only in terms of our attitudes to a particular landscape but also in terms of our attitudes towards a particular type of change. This suggests that 'capacity' is a subjective term and may vary over time. It is important that any assessment is clear about which elements of it are relatively objective and unlikely to be disputed, and which ones are more subjective and likely to be viewed differently by different stakeholders and potentially by the same stakeholders but at different times.

#### Structure of this report

- 1.12 The remainder of this report is set out as follows:
  - Section 2: The baseline landscape of the Broads
  - Section 3: Method for undertaking the landscape sensitivity assessment
  - Section 4: Summary of results
- 1.13 A Glossary is provided at **Appendix 1**. **Appendix 2** sets out the characteristics of wind energy and solar PV development which have informed this assessment, whilst **Appendix 3** presents the full landscape sensitivity matrices for each of the landscapes in this assessment.

<sup>&</sup>lt;sup>2</sup> Former Countryside Agency and Scottish Natural Heritage (2002) 'Landscape Character Assessment - Guidance for England and Scotland', prepared by Swanwick C and LUC

## 2 The baseline landscape of the Broads

### The Broads – a nationally designated landscape

- 2.1 The Broads located in east Norfolk and Suffolk and fringed by the local authorities of North Norfolk District, Broadland District, South Norfolk District, Great Yarmouth Borough and Waveney District, comprise a diverse range of wetland landscapes associated with the Rivers Bure, Yare, Thurne, and Waveney and smaller river valleys such as the Ant and Chet. Much of the landscape was formerly coastal and estuarine, associated with the historic Isles of Flegg and Lothingland and with the great estuaries at Breydon and Lake Lothing. The Broads are the product of many centuries of human intervention. This occurred principally in the form of medieval peat excavation in river valleys and land drainage of estuarine marshes and flats for agriculture, and has resulted in a hugely diverse and dynamic, ever changing landscape, cultural and habitat mosaic. This includes lowland river valleys, freshwater fens, reed beds, areas of regeneration by wet woodland (alder carr), heathlands and coastal and estuarine grazing marsh, as well as areas of traditional vernacular settlement using site specific materials linked with traditional industries such as reed cutting, and servicing trades associated with boating and sailing.
- 2.2 The past challenges associated with settling and reclaiming areas of the landscape are the very factors which have contributed to its often remote and tranquil character and the wildness associated with its landscape and habitat fabric. It is this tranquil character or the characteristic of the Broads as a 'breathing space for the cure of souls' (Ted Ellis), together with its expansive character of open undeveloped skylines, which are among the primary special qualities underpinning the national designation of the Broads.
- 2.3 Natural England's 'Making Space for Renewable Energy'<sup>3</sup> suggests that the presence of statutory protected landscapes (England's National Parks and Areas of Outstanding Natural Beauty) will substantially reduce the degree to which wind energy development can be accommodated. It also recognises that, as with sites within protected landscapes, the bar is also higher in the areas outside them which form their setting, stating that "Natural England regards the settings of protected landscapes as being potentially influential on the conservation of the special qualities of the National Park or AONB concerned" and "The potential impact of a wind energy development situated in the setting of a protected landscape on the protected area itself is, however, a material consideration in determining applications. The critical test is, as before, to demonstrate that the development will not compromise the objectives of designation" (page 17).

#### Landscape quality baseline: Special qualities identified in the Broads Plan

- 2.4 The following special qualities underpinning the National Park Designation of the Broads are set out in the Broads Plan 2011<sup>4</sup>:
  - Wide, open landscape
  - Winding waterways
  - Big skies
  - Abundance and diversity of nature
  - Sense of space, tranquillity and wildness
  - Local character of beautiful churches, windmills and quiet villages
  - · Opportunities for boating and sailing

<sup>&</sup>lt;sup>3</sup> Natural England (2010) Making Space for Renewable Energy: Natural England's Approach to Assessing On-Shore Wind Energy Development (Catalogue Code: NE254)

<sup>&</sup>lt;sup>4</sup> Broads Authority (2011), Broads Plan 2011: A Strategic Plan to Manage the Norfolk and Suffolk Broads

- Other characteristics of the landscape are also directly relevant to the special qualities, identified through consultation with the Broads Authority:
  - Open Broads
  - Presence of dyke patterns
  - · Wet woodlands and/or reed beds
  - · Enclosure created by woodlands
  - Simplicity of the landscape
- 2.6 The special qualities, together with landscape character, have informed the sensitivity assessment undertaken and presented in this report. It will be important that any renewable energy development has appropriate regard to these special qualities with regard to design and siting, whether within the Broads or its setting.
- 2.7 The special qualities that may be specifically affected by wind energy and solar PV development respectively are set out in the tables at **section 3**. Consultation has been undertaken upon the landscape assessment work for the Broads, and these qualities are therefore recognised by local communities.

#### Landscape character: The Broads Landscape Character Assessment, 2006

- 2.8 The Broads Landscape Character Assessment (LCA), together with updates and additional information gathered on perceptual character by LUC (2012), forms the other key baseline element for this study.
- 2.9 The LCA identifies thirty one fine grain local landscape character areas based on distinctions in geology, landscape management and cultural pattern, supported by a series of smaller landscape types within these character areas. The landscape character areas have been used as the basis for this sensitivity study, and are as follows:
  - 1: Waveney Valley Outney Common and Bath Hills
  - 2: Waveney Valley Bungay/Ditchingham to Shipmeadow/Geldeston
  - 3: Waveney Valley: Barsham, Gillingham and Beccles
  - 4: Waveney Valley: Aldeby to Burgh St Peter
  - 5: Waveney Valley Worlingham Wall to Boundary Dyke Barnby
  - 6: Waveney Valley Boundary Dyke Barnby to the Fleet, Oulton
  - 7: Waveney Valley Burgh St Peter to Haddiscoe Marshes
  - 8: Waveney Valley Flixton to Herringfleet Marshes
  - 9: Waveney Valley St Olaves to Burgh Castle
  - 10: Yare Valley Whitlingham and Country Park
  - 11: Yare Valley Thorpe to Carey's Meadow, Thorpe Island and Marshes, Postwick Grove and Whitlingham Marshes
  - 12: Yare Valley Kirby/Postwick to Rockland/Strumpshaw
  - 13: Yare Valley Claxton to Hardley Marshes
  - 14: Yare Valley Buckenham and Cantley Marshes and Carrs
  - 15: Yare Valley Cantley to Reedham
  - 16: Yare/Waveney Valley Norton Marshes to Haddiscoe dismantled railway
  - 17: Chet Valley
  - 18: Haddiscoe Island
  - 19: Halvergate Marshes (excluding Bure Loop and west of Tunstall Dyke)
  - 20: Breydon Water

- 21: Waveney Valley Church Farm, Burgh Castle, Fisher's and Humberstone Marshes
- 22: Bure Valley Upstream Wroxham to Horstead
- 23: Bure Valley Wroxham to Fleet Dyke, South Walsham
- 24: Bure Valley South Walsham to Acle Marshes and Fens
- 25: Bure Valley Lower Bure Arable Marshlands
- 26: Muck Fleet Valley and the Trinity Broads
- 27: Ant Valley Upstream of Wayford Bridge
- 28: Ant Valley Downstream of Wayford Bridge
- 29: Ant/Bure Valley Ludham, Horning and Neatishead Grazing Marshes
- 30: Thurne Valley Upper Thurne Open Marsh, Broads and Fens
- 31: Thurne/Bure Valley Martham Ferry to Oby

#### LCA update, 2012

- 2.10 This study has been informed by the additional gathering of perceptual information in relation to the thirty one local character areas, as part of an update of the LCA undertaken by LUC with the Broads Authority. This involved field survey to capture and add detail to information on the following perceptual aspects of landscape character for each area:
  - · Special and scenic qualities of the Broads
  - Remoteness and tranquillity
  - Enclosure and scale
  - Light and reflectivity
  - Pattern and texture
  - Sense of time depth<sup>5</sup>
  - Skylines
  - Visibility and intervisibility
  - Accessibility and experience/recreation

The landscape character areas are shown on **Figure 2.1**, together with the landscape character context of adjacent districts. The LCA descriptions, together with updated information on perceptual character (LUC, 2012) form the primary evidence base for this assessment.

#### LCA groupings for the sensitivity assessment

- 2.11 For the purposes of this study, the landscape character areas have been aggregated into the following groups which were defined by the Broads Authority based on their local knowledge and upon common landscape characteristics:
  - LCAs 1 and 2
  - LCA 3
  - LCAs 4, 5 and 6
  - LCAs 7 and 16
  - LCAs 8 and 9
  - LCAs 10 and 11
  - LCAs 12, 12, 14, 15 and 17
  - LCAs 18, 19, 20 and 21

<sup>&</sup>lt;sup>5</sup> The imprint of the past and cultural pattern upon a place.

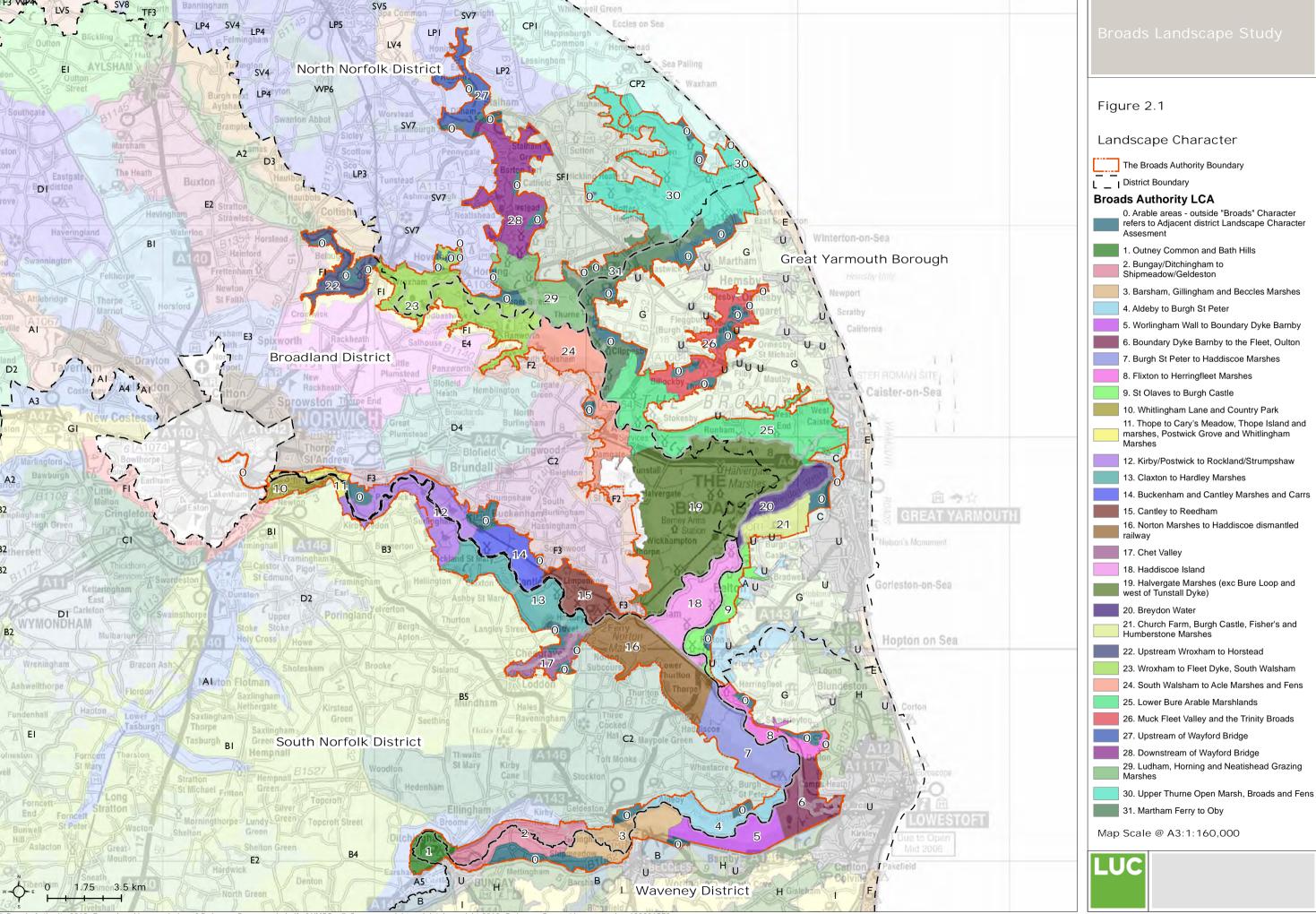
- LCAs 22 and 23
- LCAs 24, 29 and 31
- LCA 25
- LCA 26
- LCAs 27 and 28
- LCA 30

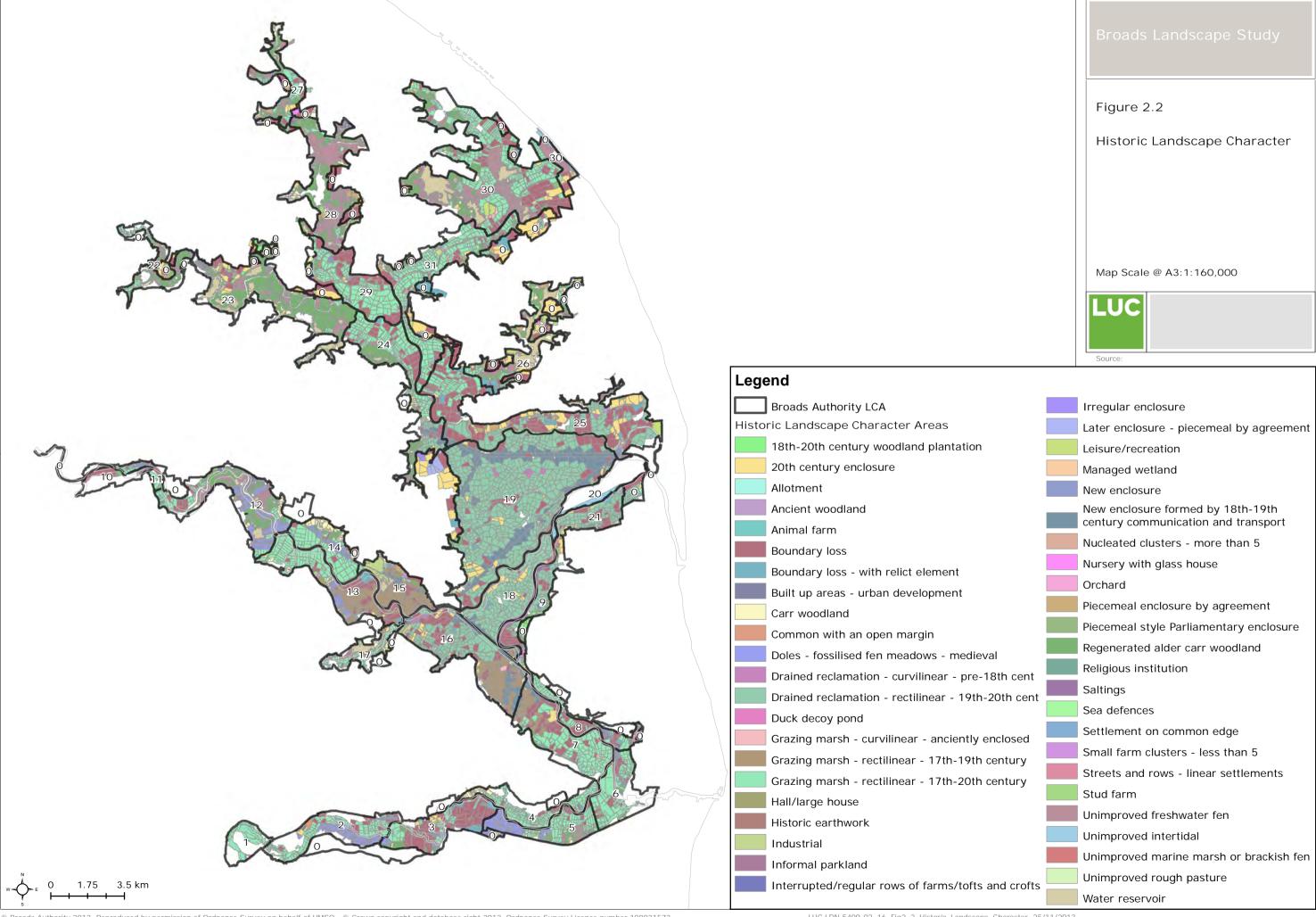
#### Landscape character of adjacent districts

- 2.12 The landscape sensitivity assessment considers intervisibility with and relationship to landscape features within district landscape character areas outside of and adjacent to the Executive Area, as appropriate. Accordingly reference has been made to the following landscape character assessments:
  - Great Yarmouth Borough Landscape Character Assessment 2008
  - North Norfolk District Landscape Character Assessment Supplementary Planning Document (SPD) 2009
  - Broadland District Draft Landscape Character Assessment Supplementary Planning Document (SPD) 2010
  - South Norfolk District Landscape Character Assessment 2005
  - Waveney District Landscape Character Assessment 2008

#### Norfolk Historic Landscape Characterisation

2.13 Norfolk's Historic Landscape Characterisation (HLC, 2008) maps historic landscape character types across the county. These Historic Landscape Types (HLTs) are shown on **Figure 2.2**.





## 3 Method for undertaking the landscape sensitivity assessment

#### Spatial and descriptive framework

- 3.1 The local landscape character areas in the Broads, together with their accompanying descriptions and updated information on perceptual character, form the evidence base for the Landscape Sensitivity Assessment. Other key sources of information used to inform the assessment include:
  - The Norfolk Historic Landscape Character (HLC) Assessment
  - The special qualities of the Broads as expressed in the Broads Plan 2011
  - CPRE Tranquillity and Intrusion Mapping<sup>6</sup>
  - Ordnance survey base maps (1:250K, 1:50K and 1:25K) and aerial photographs
  - Adjacent district LCA information account has been taken of landscape character areas outside the Broads
  - · Field survey, to support and verify the assessment
- 3.2 In addition Zone of Theoretical Visibility (ZTV) analysis mapping has been used to inform the visual elements of the sensitivity assessment and consideration of intervisibility between character areas. The ZTV mapping is presented at Figures **3.1 to 3.5**. These sample ZTVs were generated from a range of representative locations within and adjacent to the Broads, including expansive open marshland landscapes, from promoted paths/routes such as the Weavers Way, from sites of visitor focus such as Beauchamp Arms on the Yare and Carlton Marshes within the Waveney Valley. A ZTV was also generated to show potential visual influence of introducing turbines on the type of site which could potentially be of interest for turbines outside the Broads (an old military airfield). The ZTVs were processed using a digital ground model based on Ordnance Survey Landform Panorama contour data and produced using Arc GIS software. For the purposes of this assessment, woodlands (drawn from the National Woodland Inventory data) were modelled to a height of 15m to give an indication of visual barriers. The extent of the ZTV was a 35km radius from a central point on the chosen site. A 35km radius was used as this corresponds to the study area chosen for windfarm LVIAs with reference to published guidance<sup>7</sup>. The ZTVs are based on a viewer eye height of 2m to consider worst case, and also take account of earth curvature.
- 3.3 ZTVs have been supported by field survey to identify aspects of the adjacent character areas which are sensitive in relation to the Broads, as identified in the matrices at **Appendix 3**.

#### Development types considered

3.4 In discussion with the Broad Authority, the following renewable energy typologies have been used to inform the analysis, with more information on the characteristics of relevant renewable energy technologies at Appendix 2

<sup>&</sup>lt;sup>6</sup> http://www.cpre.org.uk/resources/countryside/tranquil-places

<sup>&</sup>lt;sup>7</sup> SNH, 2006 **Visual Representation of Windfarms** Good Practice Guidance. Although produced for Scotland, this is widely accepted technical guidance for the assessment of the impact of windfarms.

#### Wind turbines and associated infrastructure

3.5 The sensitivity assessment applies to all forms of turbines, although this study is based on the most common three bladed horizontal axis turbines. The assessment considers different turbine heights and cluster sizes, based on bandings that reflect the existing applications submitted to The Broads Authority and those most likely to be put forward by developers in the future. In this context, the fine grain, small scale landscape and intricate patterns of the Broads have also been recognised in determining the size and scale of turbines to be considered appropriate for assessment within the study area. The following height and cluster ranges have been used to inform this assessment:

#### Turbine heights

- 0-20 metres to blade tip
- 20-50 meters to blade tip
- 50-70 meters to blade tip (Relevant areas outside the Broads Authority area only)
- 70 meters and above to blade tip (Relevant areas outside the Broads Authority area only)
- 3.6 It is considered that 50 metres to blade tip is an appropriate upper threshold for assessment in the Executive Area, as this relates to the maximum height for which applications are currently coming forward, and that turbines of a larger height range in the Executive Area would be fundamentally out of scale with the landscape elements which make up the Broads. However, the largest scale turbines in the above typology have also been assessed for completeness.

#### Turbine cluster sizes

- Single turbine
- Small scale clusters (up to 5 turbines)
- Medium scale clusters (6-10 turbines areas outside the Broads Authority only)
- Large scale clusters (11-25 turbines areas outside the Broads Authority only)
- Very large scale clusters (>26 turbines areas outside the Broads Authority only)

#### Associated renewables infrastructure

3.7 Commentary is provided in the assessment in relation to pylons/cabling/landfall/substation infrastructure associated with offshore wind turbines, in applicable character areas, as appropriate.

#### Solar PV

- 3.8 The assessment considers the sensitivity of The Broads landscape to field scale solar PV in addition to commentary on domestic roof-mounted solar PV where appropriate, and with consideration of visible parts of adjacent character areas beyond the Executive Area. The most common field scale developments consist of 'arrays' of PV panels, around 3-4 meters in height and mounted on aluminium/stainless steel frames. The following sizes of development have been used to inform the assessment:
  - Roof mounted requiring planning permission
  - Roof mounted up to 1 hectare area
  - Up to 1 hectare area (single field developments)
  - 1 to 5 hectares area (Developments encompassing more than one field)

#### Evaluating landscape sensitivity

3.9 The approach taken in this study builds on current guidance published by the former Countryside Agency and Scottish Natural Heritage including the Landscape Character Assessment Guidance, as well as LUC's considerable experience from previous and on-going studies of a similar nature.

#### Assessment criteria

3.10 In line with good practice, this landscape sensitivity assessment uses carefully defined criteria. Criteria for determining landscape sensitivity to wind energy and field-scale PV development are based on special qualities and landscape character attributes of the landscape most likely to be affected by each development type.

Table 3.1 sets out the criteria that have been used for the assessment of wind energy development; and Table 3.2 set out those used for solar PV developments. These have been informed by our experience and knowledge of other studies as well as feedback from the Steering Group. The criteria in these tables have been fed into the sensitivity matrices for each character area group at Appendix 3.

**Table 3.1: Criteria for Assessing Landscape Sensitivity to Wind Energy Development** 

#### 1. Scenic and special qualities of the Broads

The special qualities underpinning the national landscape designation of the Broads are in many instances intrinsic to aspects of landscape character which are brought out in other criteria in this table. A number of the special qualities referenced in the Broads Plan are directly relevant to aesthetic, scenic and perceptual aspects of landscape character. This assessment considers the extent to which these special qualities are referenced in each of the landscape character area groupings.

Of the scenic and special qualities, the following would have the highest sensitivity to wind energy development, where present:

- Wide, open landscapes and big skies (would be affected by presence of taller vertical structures)
- Sense of space (would be affected by presence of taller vertical structures and by clusters of these)
- Sense of tranquillity and wildness (due to potential of wind energy development to introduce a sense of movement and noise to the landscape)

Information sources: Broads Plan 2011.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity **Higher sensitivity** e.g. a landscape with e.g. a landscape with e.g. a landscape with e.g. a landscape e.g. a landscape greater presence of some presence of some evidence of the with considerable of very high scenic scenic and special evidence of the quality, with elements which elements which impact on special and impact on qualities, albeit with scenic/special most/all of the scenic qualities special/scenic a degree of erosion qualities. Most of landscape may be qualities, or one of due to modern the special qualities qualities evident and very likely to affected by and medium scenic settlement edges present are likely to intervisible with large quality, unlikely to be and/or infrastructure. be affected by wind be affected by

scale settlement	significantly affected	Alternatively the	turbine	wind turbine
and/or 'edge'	by wind turbine	special qualities	development	development
influences/lighting/tr	development, or with	present are likely to		
ansport	few special qualities	be only moderately		
infrastructure. Very	likely to be affected	affected by wind		
low		turbine development		
presence/distribution				
of special qualities				
which may be				
affected by wind				
energy development				

#### 2. Enclosure and scale

A simple, open, large scale landscape with no visual boundaries and few features that relate to human scale is likely to be less sensitive to wind energy development than is a landscape of enclosed and small scale character. This is because turbines may appear out of scale, detracting from visually important landscape features which define the landscape scale or appear confusing (due to turbines being at varying heights) in the latter types of landscapes. In this criterion, specific aspects which can affect landscape scale in relation to the Broads can include not just valley sides but elements which punctuate the landscape such as windpumps or winged dykes, whilst, seasonally, sailing craft can also provide human scale elements within the landscape.

Information sources: Key characteristics for the LCA; Ordnance Survey basemaps; Topography data (Ordnance Survey Panorama); fieldwork



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity



#### **Higher sensitivity**

e.g. extensive open landscapes of exposed character, such as arable farmland defined by field boundary loss, and/or a landscape with very few human scale indicators e.g. a landscape with a limited degree of enclosure, and relatively few field boundary/structural landscape features, and/or a landscape with few human scale indicators e.g. a medium scale landscape, with a moderate degree of enclosure created by the presence of field boundary features and/or with presence of some human scale indicators e.g. a landscape
with a higher
degree of enclosure
and containment
created by
structural landscape
features and/or by
localised
topographic
variation, such as
river valleys, valley
sides and ridges,
and with a high
presence of human
scale indicators

e.g. a landscape with a considerable sense of enclosure and containment. A landscape defined by an intimate spatial scale, whether due to structural vegetation or localised topographic variation (river valleys, valley sides and ridges), and with a high

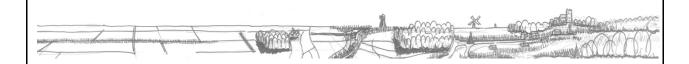
presence of human scale indicators

#### 3.Landscape and land cover pattern

Simple, regular landscapes with extensive areas of consistent ground cover are likely to be less sensitive to wind energy development than landscapes with more complex or irregular land cover patterns, smaller and / or irregular field sizes (note also cross reference to sense of historic character) and landscapes with frequent human scale features that are traditional of the landscape, such as vernacular Broad side/river front dwellings or carr woodlands <sup>8</sup>. This is because large features such as wind turbines may dominate smaller scale traditional features within the landscape.

Within the above, it should be noted that more fine grained landscape patterns such as intricate dyke networks could affect landscape sensitivity where they have particular perceptual or visual expression.

Information sources: Key characteristics for the LCA; Ordnance Survey basemaps; Google Earth (aerial photography); fieldwork.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

### Lower sensitivity Higher sensitivity

e.g. a very largescale landscape with simple/uniform landcover pattern, with little variation, and lacking in human scale features e.g. a landscape with large-scale field patterns and little variety in land cover. Occasional human scale features such as trees and domestic buildings e.g. a landscape with medium sized fields, some variations in land cover and presence of human scale features such as trees, domestic buildings or where dyke pattern has some visual expression e.g. a landscape with irregular small-scale fields, variety in land cover/interplay of landcover elements and presence of human scale features such as trees, domestic buildings, or a landscape where dyke pattern is evident

e.g. a landscape with a very strong variety in land cover and small-scale / irregular in appearance.
Containing numerous human scale features or a landscape where dyke pattern is particularly evident

<sup>&</sup>lt;sup>8</sup> Human scale features are aspects of land cover such as hedges or buildings which give a 'human scale' to the landscape

#### 4.Skylines

Skylines (that is horizon lines or the extent of visibility defined by the meeting of land/water and sky), of undeveloped character have the highest sensitivity to wind turbine development as turbines may detract from such skyline character. Turbines and other related tall infrastructure such as pylons may also detract from traditional Broads skyline features such as church towers or historic wind pumps. Skylines with a higher distribution of human scale development influences may have proportionally lower sensitivity, although this is to a large extent dependent on the form of development which makes up the skyline, for example modern settlement would be of considerably lower sensitivity than traditional settlement centred on church spires. Skylines defined by large scale development and infrastructure (large urban edges, coastal ports) have the lowest sensitivity. The direction of view and associated different skyline elements in relation to character areas have been considered in the sensitivity assessment.

Information sources: Key characteristics for the LCA; fieldwork.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

Lower sensitivity **Higher sensitivity** e.g. a landscape e.g. a landscape whose skylines are with skyline entirely character largely uninterrupted by uninterrupted by modern development and development or infrastructure, e.g. a landscape with infrastructure, e.g. a landscape with irrespective of skylines largely irrespective of some presence of whether skylines e.g. a landscape with defined by human whether skylines distinctive simple skylines defined by scale settlement are open/expansive Broads skylines, open/expansive or large scale modern influences, or with or defined by whether expansive defined by some large scale development (due to woodland. May marshes or wooded woodland. Likely also contain areas urban edge, industry modern broads, and to also contain or infrastructure) or development/infrastr of localised vernacular features areas of where such features ucture (urban topographic such as wind pumps, topographic variation which edge/industry/infrast form prominent but also with human skyline elements ructure), or a would render scale settlement combination of the turbines prominent, influences and edges prominent. Also above and some vertical presence of some features associated with traditional associated with Broads vernacular traditional Broads such as church vernacular such as towers and wind church towers and pumps. wind pumps.

#### 5. Perception and experience of the landscape

Landscapes that are relatively remote or tranquil (due to relative freedom from human activity and disturbance or having a strong feel of traditional rurality with few modern human influences) tend to increase levels of sensitivity to wind energy development compared to landscapes that contain signs of modern development (although it is noted that pockets of traditional rural settlement within character areas are unlikely to negatively affect overall sense of remoteness or sensitivity in perceptual terms, as they often fit aesthetic character). This is because modern development will introduce new and uncharacteristic features which may not respond well to landscape context and which may detract from a sense of tranquillity and or remoteness and rural landscape character.

Information sources: Key characteristics for the LCA; CPRE's Tranquillity and Intrusion mapping; Ordnance Survey basemaps (presence / absence of development, settlement, structures); Field survey



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity **Higher sensitivity** e.g. a landscape with much human activity e.g. a more e.g. a remote or and development e.g. a rural landscape naturalistic e.g. a rural landscape 'wild' landscape such as large scale with some presence landscape and / or with much human with little or no agricultural buildings, of modern one with little activity and dispersed signs of current modern settlement development and presence of modern modern development human activity edges or ports/docks human activity human influence and development (to coastal/estuarine and development broads)

#### 6. Historic landscape character

Landscapes comprising medieval features such as broads, associated ancient wet woodlands, and flood meadows are considered to have a higher sensitivity to larger scale wind energy development than landscapes comprising 18<sup>th</sup> century and later or modern land drainage, reclamation and river works schemes, due to the potential effects of larger scale wind energy development on the coherence of these landscapes and the ability to appreciate them. Historic landscape types of larger scale e.g. 20<sup>th</sup> century agriculture would be least sensitive. Historic, small scale landscape types such as sinuous co axial field systems have the highest sensitivity to wind turbine development as a result of potential change to the coherence of these historic landscape types, as do landscapes which demonstrate a strong sense of time depth in terms of functional and cultural landscape and settlement relationships. Scale of wind energy development in relation to that of historic landscape features is key to sensitivity, as picked up in specific LCA assessment groupings at Appendix 3.

Information sources: Key characteristics for the LCA; Norfolk HLC.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity

 $\longleftrightarrow$ 

#### **Higher sensitivity**

e.g. majority of the landscape covered by least sensitive HLTs and/or a low sense of time depth e.g. majority of the landscape covered by lower sensitivity HLTs, and with relatively low sense of time depth, but may include some small areas of higher sensitivity

e.g. majority of the landscape covered by medium sensitivity HLTs or a mixture of higher and lower sensitivity HLTs.
Some aspects of time depth evident

e.g. majority of the landscape covered by higher sensitivity HLTs and/or generally has a strong sense of time depth, but may include some small areas of lower sensitivity

e.g. the majority of the landscape covered by higher sensitivity HLTs and/or has a very clear/strong sense of time depth

#### 7. Visual sensitivities and intervisibility

Landscapes with a strong sense of intervisibility and of open visual character will have a greater sensitivity to wind energy development than will landscapes of contained visual character. This is because of the greater potential of the former to be influenced in visual terms by wind energy development.

Source: Field survey



Lower sensitivity

Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity



#### **Higher sensitivity**

e.g. a landscape with a very high level of visual containment and filtering, due to interaction of topographic and structural landscape features e.g. a landscape with a relatively high degree of visual containment, due to interaction of topographic and structural landscape features

e.g. a landscape with a moderate degree of visual containment, due to interaction of topographic and structural landscape features e.g. an exposed and open landscape with a relatively high degree of intervisibility with adjacent character areas e.g. a very exposed and open landscape with a strong sense of intervisibility with adjacent character areas

## Table 3.2: Criteria for Assessing Landscape Sensitivity to Field-scale Solar PV Development (commentary also provided for consideration of roof mounted PV under the following criteria which are relevant to this form of solar PV: historic character, visibility/intervisibility and openness/enclosure)

#### 1. Scenic and special qualities of the Broads

The special qualities underpinning the national landscape designation of the Broads are in many instances intrinsic to aspects of landscape character which are brought out in other criteria in this table. A number of the special qualities referenced in the Broads Plan are directly relevant to aesthetic, scenic and perceptual aspects of landscape character. This assessment considers the extent to which these special qualities are referenced in each of the landscape character area groupings.

The following special qualities, where present, would have higher sensitivities to solar PV development:

- The *abundance of nature* (land take required by solar PV schemes could potentially have an effect on habitat and landscape networks which contribute to this quality)
- Sense of tranquillity and wildness (due to introduction of structural elements which could interrupt this)
- Wide, open landscapes and big skies (would be affected by presence of solar arrays as skyline elements/due to local loss of skylines)
- Sense of space (would be affected by presence of solar arrays whose footprint could potentially impinge on this sense of space and openness)

Information sources: Broads Plan, 2011.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

Lower se	nsitivity	<b>←</b>	Higher	sensitivity
e.g. a landscape with greater presence of elements which impact on special and scenic qualities — landscape may be intervisible with large scale settlement and/or 'edge' influences/lighting/ transport infrastructure. Very low presence/distributio n of special qualities which may be affected by solar PV development	e.g. a landscape with some presence of elements which impact on special/scenic qualities, or one which is unlikely to be significantly affected by solar PV development, or with few special qualities likely to be affected	e.g. a landscape with some evidence of the scenic and special qualities, albeit with a degree of erosion due to modern settlement edges and/or infrastructure. Alternatively the special qualities present are likely to be only moderately affected by solar PV development	e.g. a landscape with considerable evidence of the scenic/special qualities. Most of the special qualities present are likely to be affected by solar PV development	e.g. a landscape of very high scenic quality, with most/all of the scenic/special qualities evident and very likely to be affected by solar PV development

#### 2.Sense of openness / enclosure

A landscape with a strong sense of enclosure (e.g. provided by land cover such as woodland or high hedgerows, or by relative variations in topography) is likely to be less sensitive to solar PV development whether field or roof mounted than an open and unenclosed landscape because the development will be less easily perceived, especially at a distance, in an enclosed landscape.

Information sources: Key characteristics for the LCA; Google Earth / aerial photographs; fieldwork.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity

#### **Higher sensitivity**

e.g. a very well enclosed landscape – enclosure is perhaps provided by thick, high hedgerows, tree belts and woodland and/or by topographic variation

e.g. relatively high levels of enclosure provided by thick hedgerows with frequent hedgerow trees, and/or by relative topographic variation e.g. a landscape with some open and some more enclosed areas – likely to be a rural landscape with some hedgerows and tree belts. The landscape may have a degree of topographic variation which could provide localised enclosure

e.g. an open landscape with little sense of enclosure (low, few or no hedgerows, few trees) e.g. an extremely open landscape such as an unenclosed marsh with no field boundaries or trees

In terms of this criterion, whilst a strong sense of enclosure creates visual containment in relation to solar PV and therefore has the potential to reduce sensitivity in visual terms, the landscape structure of small scale, enclosed landscapes is potentially vulnerable to solar PV development footprints, as described in criterion 3 (Landscape and land cover pattern and scale), overleaf. This is brought out as appropriate in the discussion on landscape sensitivity for the character area groups.

#### 3.Landscape and landcover pattern and scale

Landscapes with small-scale, more irregular field patterns are likely to be more sensitive to the introduction of solar PV development than landscapes with large, regular scale field patterns because of the risk of diluting or masking the characteristic landscape patterns. This would be particularly apparent if development takes place across a number of adjacent fields where the field pattern is small and intricate (bearing in mind that the height of panels could exceed that of a hedge).

Landscapes with a more complex, 'mosaic' landcover pattern, which may often be related to landscape scale, would also have a higher sensitivity to solar PV than those with a simpler land cover pattern e.g. arable agriculture, which is potentially more reflective of the pattern/geometry created by field scale PV.

Information sources: Key characteristics for the LCA; Norfolk Historic Landscape Characterisation; Ordnance survey 1:25K basemap (showing field patterns); Google Earth (aerial photography); fieldwork.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity

### $\longleftrightarrow$

#### **Higher sensitivity**

e.g. a landscape with large-scale, regular fields of mainly modern origin, or an arable or 'brownfield' landscape e.g. a landscape
which is mainly
defined by large,
modern fields, or a
largely arable or
'brownfield'
landscape with some
pasture or seminatural land cover
present

e.g. a landscape with a mixture of largescale, modern fields and some smaller, more historic enclosure, or a mixed pastoral and arable landscape, perhaps with some brownfield sites and some seminatural land cover e.g. a landscape dominated by ancient, small-scale field patterns with a few isolated areas of modern enclosure, or a landscape dominated by permanent pasture (there could be some arable land present), and with areas of seminatural land cover

e.g. a landscape characterised by small-scale, ancient field patterns, or a landscape dominated by semi-natural land cover, perhaps with some permanent pasture

In terms of this criterion, whilst small scale landscape patterns are potentially vulnerable to solar PV development footprints, they also afford visual containment, reducing sensitivity in visual terms and in relation to criteria 2 (Sense of openness/enclosure) above. This is brought out as appropriate in the discussion on landscape sensitivity for the character area groups.

#### 4. Perception and experience of the landscape

Landscapes that are relatively remote or tranquil (due to freedom from human activity and disturbance and having a strong feel of traditional rurality with few modern human influences) tend to increase levels of sensitivity to solar PV development compared to landscapes that contain signs of modern development. This is because such development will introduce new and uncharacteristic features which may detract from a sense of tranquillity and or remoteness and rural landscape character.

Information sources: Key characteristics for the LCA; CPRE's Tranquillity and Intrusion mapping; Ordnance Survey basemaps (presence / absence of development, settlement, structures): Field survey



#### Examples of sensitivity ratings

#### Lower sensitivity Higher sensitivity

e.g. a landscape with much human activity and development such as industrial areas or ports/docks (to coastal/estuarine broads)

e.g. a rural landscape with much human activity and dispersed modern development e.g. a rural landscape with some modern development and human activity e.g. a more naturalistic landscape and / or one with little modern human influence and development e.g. a remote or 'wild' landscape with little or no signs of current human activity and modern development

#### 5. Historic Landscape Character

Landscapes comprising medieval features such as broads, associated ancient wet woodlands, and flood meadows are considered to have a higher sensitivity to both field scale and rooftop PV development than landscapes comprising 18<sup>th</sup> century and later or modern land drainage, reclamation and river works schemes, due to the potential effects of both field and roof mounted solar PV development on the coherence of such landscapes and the ability to perceive and appreciate them. Large scale historic landscape types such as 20<sup>th</sup> century field systems have lowest sensitivity to solar arrays. Historic, small scale landscape types such as sinuous co axial field systems have the highest sensitivity to solar PV development as a result of potential change to the coherence of these historic landscape types, as do landscapes which demonstrate a strong sense of time depth in terms of functional and cultural landscape and settlement relationships.

Information sources: Key characteristics for the LCA; Norfolk HLC.



Lower sensitivity Higher sensitivity

## Examples of sensitivity ratings

#### Lower sensitivity

**←** 

#### Higher sensitivity

e.g. majority of the landscape covered by least sensitive HLTs and/or a low sense of time depth e.g. majority of the landscape covered by lower sensitivity HLTs, and with relatively low sense of time depth, but may include some small areas of higher sensitivity

e.g. majority of the landscape covered by medium sensitivity HLTs or a mixture of higher and lower sensitivity HLTs. Some aspects of time depth evident e.g. majority of the landscape covered by higher sensitivity HLTs and/or generally has a strong sense of time depth, but may include some small areas of lower sensitivity

e.g. the majority of the landscape covered by higher sensitivity HLTs and/or has a very clear/strong sense of time depth

#### 6. Visual sensitivities and intervisibility

Landscapes with a strong sense of openness and intervisibility will have a greater sensitivity to solar PV development than will more visually contained landscapes with denser or more intact landscape structure. This is due to the greater potential for the former to be influenced in visual terms by solar PV development.

Information sources: Field survey.



Lower sensitivity Higher sensitivity

#### Examples of sensitivity ratings

#### Lower sensitivity



#### **Higher sensitivity**

e.g. a landscape with a very high level of visual containment and filtering, due to interaction of topographic and structural landscape features

e.g. a landscape with a relatively high degree of visual containment, due to interaction of topographic and structural landscape features

e.g. a landscape with a moderate degree of visual containment, due to interaction of topographic and structural landscape features e.g. an exposed and open landscape with a relatively high degree of intervisibility with adjacent character areas e.g. a very
exposed and open
landscape with a
strong sense of
intervisibility with
adjacent
character areas

#### Discussion on landscape sensitivity

- 3.11 Once the criteria have been assessed individually, the results are drawn together into a summary discussion on landscape character sensitivity for that landscape character area grouping.
- 3.12 If one criterion has a particularly strong influence on landscape character this is drawn out in the discussion (an example might be skylines in a landscape character area with open or undeveloped skylines, or perception and experience of the landscape in a particularly remote landscape character area).

3.13 In any given LCA group there may be criteria that produce conflicting results. For example, when considering sensitivity to wind energy development, a settled landscape, while containing greater human influence (indicating a lower sensitivity), will also include more human scale features that could be affected by large-scale wind turbines (indicating a higher sensitivity). Conversely, a more remote landscape will lack the human scale features but may have a higher sensitivity from a perceptual point of view. When considering solar PV development, a landscape with a very small-scale field pattern and with a high sense of enclosure might score lower in terms of sensitivity for 'sense of enclosure/openness' but higher for 'field pattern and scale'. These issues are brought out in the discussion on landscape sensitivity, and a professional judgement is made on overall sensitivity.

#### Judging landscape sensitivity to different sizes of development

- 3.14 The next stage of the assessment is to come to a judgement on landscape sensitivity to different sizes/scales of development (height of wind turbines and size of solar PV development). In the case of wind turbines, notes are also provided in relation to sensitivity to different turbine cluster sizes (see matrices at **Appendix 3**). Assumptions concerning the footprints of solar PV schemes are set out in the notes at **Appendix 2**.
- 3.15 For all the renewables scenarios covered in this study, sensitivity is judged on a five-point scale as shown in **Table 3.3** below. These sensitivity ratings can apply to any landscape in England they are not specific to the Broads.

Table 3.3: Definition of landscape sensitivity levels

Sensitivity Level	Definition
High (H)	The key characteristics and qualities of the landscape are highly sensitive to change from the type and scale of renewable energy being assessed.
Moderate-High (M-H)	The key characteristics and qualities of the landscape are sensitive to change from the type and scale of renewable energy being assessed.
Moderate (M)	Some of the key characteristics and qualities of the landscape are sensitive to change from the type and scale of renewable energy being assessed.
Low-Moderate (L-M)	Few of the key characteristics and qualities of the landscape are sensitive to change from the type and scale of renewable energy being assessed.
Low (L)	Key characteristics and qualities of the landscape are robust and are less likely to be adversely affected by the type and scale of renewable energy development being assessed.

#### **Presentation of results**

- 3.16 The full landscape sensitivity assessments for each of the grouped/aggregated landscape character areas are presented in tabular format in Appendix 3. The tables provide:
  - A summary description of the LCA group against each of the assessment criteria, giving a landscape sensitivity assessment 'score' for each (on the coloured five-point scale as set out in Table 3.3 above)
  - An overall discussion on landscape sensitivity for the LCA group
  - Commentary on sensitivity for different scales of development (different turbine heights for wind energy development and different areas of panels for solar PV development)
  - For wind energy development, a commentary on landscape sensitivity to different cluster sizes.
- 3.17 A summary of the results of the landscape sensitivity assessment is presented in **Chapter 4** and mapped at **Figures 4.1-4.15**.

#### Limitations of the landscape sensitivity assessment

3.18 While this Landscape Sensitivity Assessment provides an initial indication of the relative landscape sensitivities of different areas to wind energy and solar PV development, it does not aim to comment on landscape capacity, and should not be interpreted as a definitive statement on the

- suitability of a certain location for a particular development. It is not a replacement for detailed studies for specific siting and design and all developments will need to be assessed on their individual merits. It is also unrelated to any Government targets for renewable energy development or studies of technical potential.
- 3.19 This Landscape Sensitivity Assessment is based on an assessment of landscape character and quality using carefully defined criteria. As with all analyses based upon data and information which is to a greater or lesser extent subjective, some caution is required in its interpretation. This is particularly to avoid the suggestion that certain landscape features or qualities can be absolutely associated with certain sensitivities the reality is that landscape sensitivity is the result of a complex interplay of often unequally weighted variables (or 'criteria'). We have sought to address this issue in our summary of overall landscape sensitivity given for each LCA group which considers how the criteria-based assessments combine to give an overall sensitivity result for different scales of development within an LCA group. Because of the complexity of the criteria, and their subtle interrelationships with each other, we have purposefully not used a numeric scoring system in expressing sensitivity. The assessments are based on professional judgement, taking account of the interplay between criteria, as well as those which might be more important [to landscape character] in a particular LCA group.
- 3.20 It is also worth noting that, whilst the assessment comments on ecological or cultural matters in general terms as they relate to landscape character, it does not cover specific ecological issues associated with nature conservation designations or, in the case of wind turbines, bird flight paths; specific cultural heritage/archaeological issues associated with individual designated heritage assets and their settings; visual amenity issues; or technical issues (such as the fact that trees and woodland can create turbulence making siting of turbines more difficult) these are all issues that will need to be taken into account in site selection and impacts will need to be reported at the time when individual proposals are being put forward e.g. through the Environmental Impact Assessment (EIA) process.

#### Consideration of seascape

- 3.21 The study area for this assessment includes all onshore areas of the Broads, a small part of which forms a section of the North Norfolk coastline near Winterton. It does not consider offshore wind energy development, other than intervisibility with offshore schemes in general terms or the sensitivity to onshore infrastructure associated with offshore windfarms. Although siting wind and solar PV development on-shore may also have an indirect effect on the perceptual qualities of the seascape off the coast, without defined seascape units and baseline information on seascape character it is not possible for this sensitivity assessment to consider the impact of wind energy development on seascape character. Nevertheless, for Landscape Character Areas with an inherent relationship with the coast and sea, sensitivity of the coastline has been considered through the following criteria:
  - Landform and scale (for wind turbines) or landform (for solar PV)
  - Skylines (for wind turbines)
  - · Perceptual qualities
  - Scenic quality.
- 3.22 If, in the future, a seascape character assessment is undertaken for the coast around the Broads, the information in that assessment should be used alongside this study to inform decisions.

