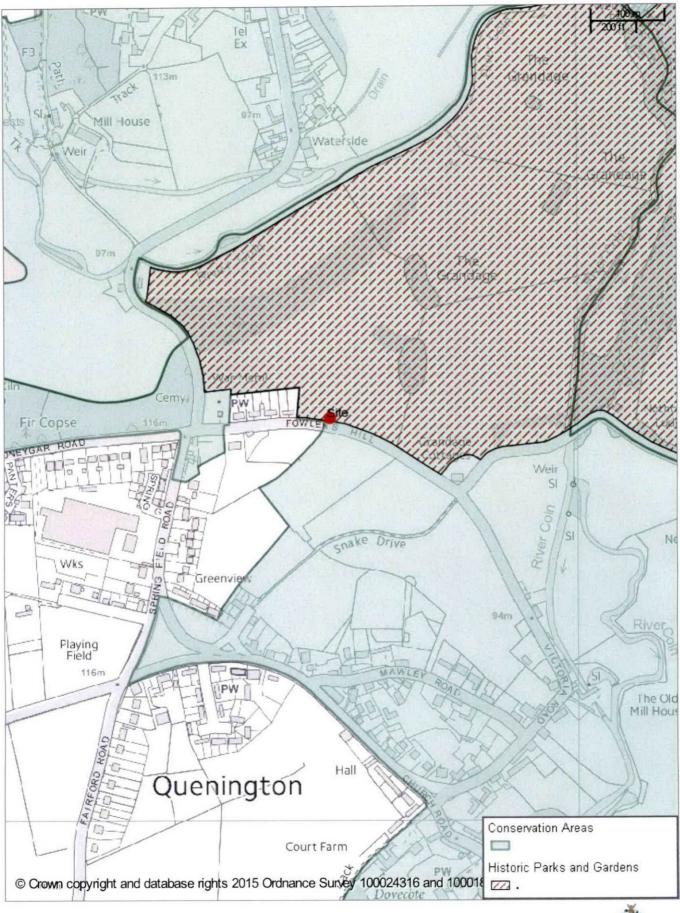
Item No 03:-

18/01631/TELEC

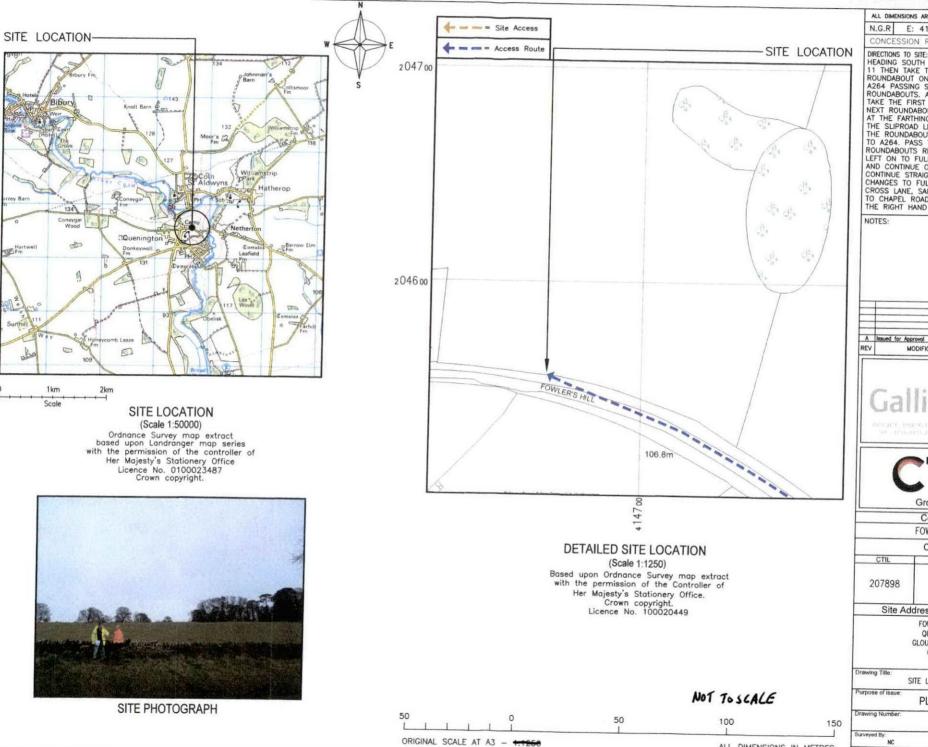
Fowlers Hill Quenington Gloucestershire



Scale: 1:5000

Printed on: 1/6/2018 at 11:28 AM





ALL DIMENSIONS ARE IN mm UNLESS NOTED OTHERWISE

E: 414651 N: 204555

CONCESSION REQUIRED

HEADING SOUTH ON M23 LEAVE AT JUNCTION 11 THEN TAKE THE THIRD EXIT AT THE ROUNDABOUT ON TO A264. CONTINUE ON A264 PASSING STRAIGHT OVER 6
ROUNDABOUTS. AT THE NEXT ROUNDABOUT
TAKE THE FIRST EXIT ON TO A24. AT THE
NEXT ROUNDABOUT TAKE THE SECOND EXIT. AT THE FARTHINGS HILL INTERCHANGE TAKE
THE SLIPROAD LEFT TOWARDS A264 THEN AT THE ROUNDABOUT TAKE THE THIRD EXIT ON TO A264. PASS THROUGH THREE ROUNDABOUTS REMAINING ON A264. TURN LEFT ON TO FULFORDS HILL THEN BEAR LEFT AND CONTINUE ON TO WESTONS HILL. CONTINUE STRAIGHT ON AS THE ROAD NAME CHANGES TO FULFORDS ROAD, PLUMTREE CROSS LANE, SANDHILLS ROAD AND FINALLY TO CHAPEL ROAD. THE SITE IS SITUATED ON THE RIGHT HAND SIDE.

JT LB 05,04.18 MODIFICATION BY CH DATE



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Issue:

FOWLERS HILL Cell ID No 207898 50661 95712

Site Address / Contact Details

FOWLERS HILL QUENINGTON GLOUCESTERSHIRE GL7 5DA

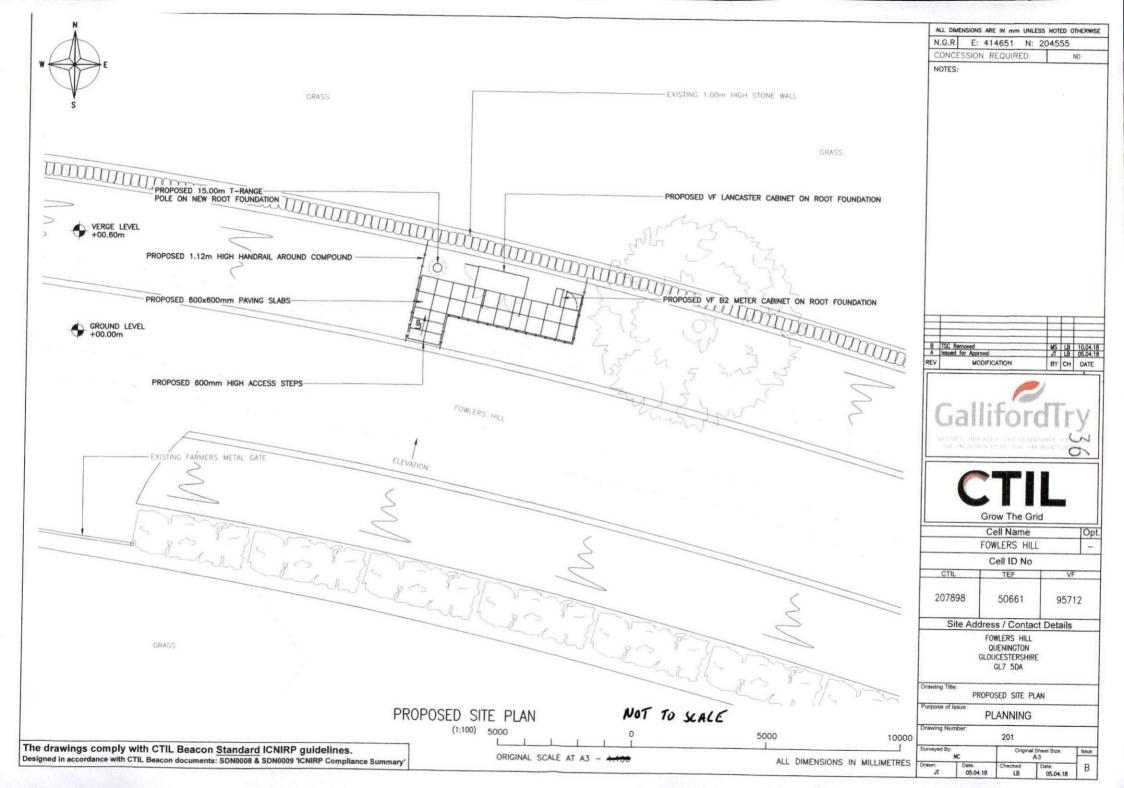
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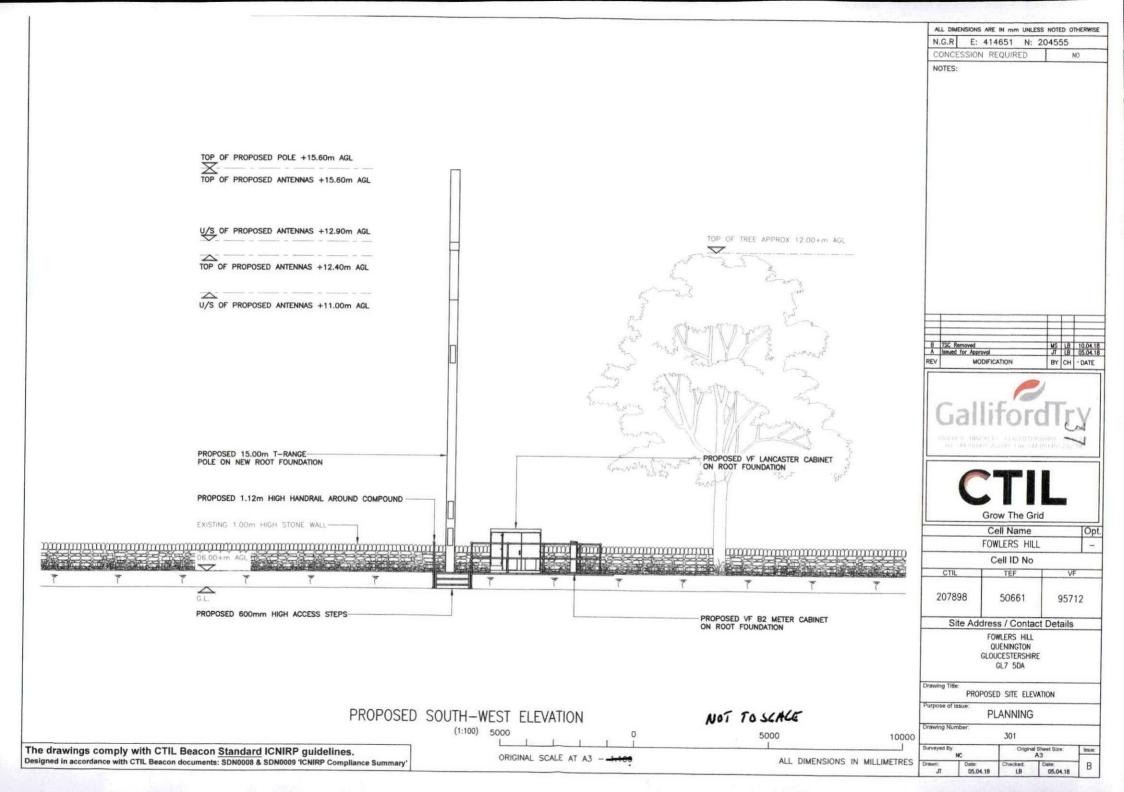
SITE LOCATION MAPS

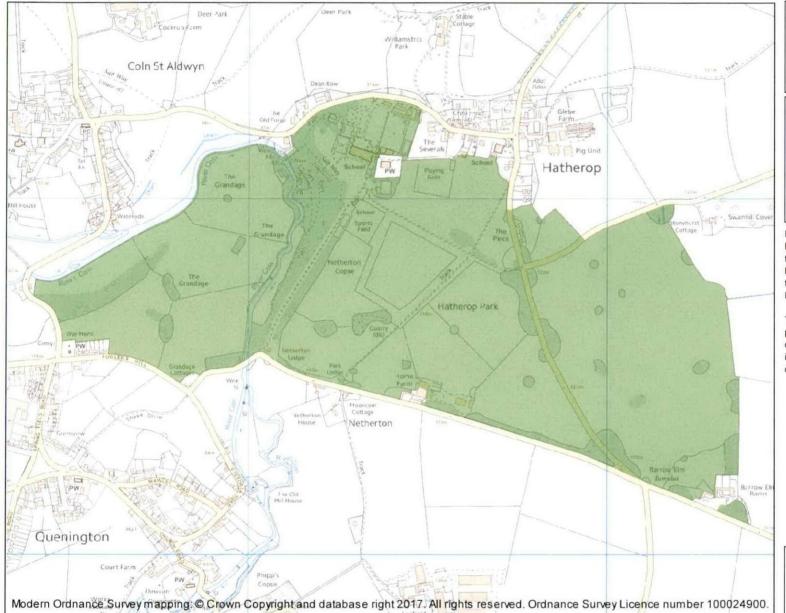
100 Original Sheet Size:

**PLANNING** 

05.04,18 LB 05.04.18







This is an A4 sized map and should be printed full size at A4 with no page scaling set.

Name: HATHEROP CASTLE

Heritage Category:

Park and Garden

List Entry No :

1000767

Grade:

County: Gloucestershire

District: Cotswold

Parish: Hatherop, Quenington

Each official record of a registered garden or other land contains a map. The map here has been translated from the official map and that process may have introduced inaccuracies. Copies of maps that form part of the official record can be obtained from Historic England.

This map was delivered electronically and when printed may not be to scale and may be subject to distortions. The map and grid references are for identification purposes only and must be read in conjunction with other information in the record.

HATHEROP CASTLE REGISTERED PARK & CHROEN HATCHED IN GREEN

List Entry NGR:

SP1622704589

Map Scale: NoT To SCALE

**Print Date:** 

15 November 2017



HistoricEngland.org.uk

### Item No 03:-

# Erection of base station and mast at Fowlers Hill Quenington Gloucestershire

Telecommunication Notification 18/01631/TELEC	
Applicant:	CTIL & Vodaphone Ltd
Agent:	Sinclair Dalby Ltd
Case Officer:	Ben Bendall
Ward Member(s):	Councillor Ray Theodoulou
Committee Date:	13th June 2018
RECOMMENDATION:	REFUSE

### Main Issues:

- (a) Policy Context
- (b) Impact of siting and appearance on the Grade II registered Park and garden, Hatherop Conservation Area
- (c) Cotswolds AONB
- (d) Impact of pollution

### Reasons for Referral:

Councillor Theodoulou has requested that this Prior Approval is brought to committee for further consideration.

# 1. Site Description:

The site is located within the Cotswolds Area of Outstanding Natural Beauty (AONB) and Hatherop Castle Grade II Registered Park and Garden.

### 2. Relevant Planning History:

16/04581/FUL Installation of a telecommunication base station, with 24m high Lattice Tower with 6No. proposed antennas, 2No. 0.3m dishes, a 6.5m x 6.5m concrete base, 2No. Cabinets, a 1.8m high welded mesh fenced and access gate Refused 09.06.2017 - Dismissed on Appeal

16/04581/FUL Installation of a telecommunication base station, with 24m high Lattice Tower with 6No. proposed antennas, 2No. 0.3m dishes, a 6.5m x 6.5m concrete base, 2No. Cabinets, a 1.8m high welded mesh fenced and access gate Refused 09.06.2017

## 3. Planning Policies:

LPR05 Pollution and Safety

LPR15 Conservation Areas

LPR19 Develop outside Development Boundaries

LPR42 Cotswold Design Code

LPR41 Telecommunications

NPPF National Planning Policy Framework

### 4. Observations of Consultees:

Landscape Officer: Refuse

### 5. View of Town/Parish Council:

None received to date

## 6. Other Representations:

None received to date

## 7. Applicant's Supporting Information:

Drawings
ICNIRP Certificate
Supporting statement

#### 8. Officer Assessment:

#### Introduction

The Council has received a prior notification for the proposed mast and associated base station. Notice has been given to the applicant that prior approval is required; this Authority is required to determine the application within 56 days of its receipt.

The land is within the Hatherop Conservation Area wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area, in accordance with Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

The application site is located to the northern edge of Quenington, it relates to a parcel of open pasture known as The Grandage. The site itself sits on an elevated ridge, the land slopes down steeply in an easterly direction towards the River Coln. The site is situated in close proximity to two small woodland groups and further north is a larger woodland belt. The site is adjacent to the public highway named Fowlers Hill on a highway verge that forms part of the Hatherop Castle registered Park and Garden and the Cotswolds AONB, the proposed compound and associated 15.6 metre mast would abut a Cotswold dry stone wall which is approximately 1 metre in height.

The proposal would involve the formation of a base station compound with an associated mast at 15 metres in height finished in a timber brown effect. The proposed base station would be 6.2 metres in length and 2.5 metres in width, with associated steps up to a paved area where there would be a Lancaster cabinet finished in a green colour at 1.8 metres in length, 0.7 metres in width and 1.7 metres in height. The second cabinet would be 0.2 metres in width, 0.5 metres in length and 1.2 metres in height. The compound would be surrounded be 3 horizontal metal railings at 1.2 metres in height. The proposed mast would be 15.6 metres in height with associated antennas. The proposed development would be seen when entering Fowlers Hill from the west and be read up against the back drop of the open landscape which forms the Grade II Registered Park and Garden.

### (a) Policy Context

Section 12 of the National Planning Policy Framework requires that Local Planning Authorities should take account of the desirability of sustaining or enhancing the significance of heritage assets. Paragraph 132 states that when considering the impact of the proposed works on the significance of a designated heritage asset, great weight should be given to the asset's conservation. It also states that significance can be harmed through alteration or development within the setting. Paragraph 134 states that where proposals will cause harm to the significance of a designated heritage asset that is less than substantial harm, that harm is weighed against the public benefits of those works.

Section 11 of the National Planning Policy Framework encourages the conservation and enhancement of the natural environment. Paragraph109 states that the planning system should protect and enhance valued landscapes. Paragraph 115 states that great weight should be given to conserving landscape and scenic beauty in Areas of Outstanding Natural Beauty.

The site is located within the Cotswolds Area of Outstanding Natural Beauty (AONB). Section 85 of the Countryside and Rights of Way (CROW) Act 2000 states that relevant authorities have a statutory duty to conserve and enhance the natural beauty of the AONB.

The application site and its surroundings are classified in the Cotswolds Conservation Board's Landscape Character Assessment as falling within Landscape Character Type 12B Dip-slope Lowland Valley. This in turn falls within Landscape Character area Lower Coln Valley. Characteristics of this particular landscape character area are;

Thames Tributaries (Coln and Leach)

Well-defined valley form with convex slope profile at transition onto the adjacent Dip-Slope Lowland landscape;

Progressively shallower and more open valley form within the lower reaches of the Thames tributaries extending into the very gently undulating landscape of the Thames Basin;

Pronounced valley meanders, and interlocking spurs. Rivers meander through flat alluvial valley bottoms that become progressively wider towards the lower reaches of the valleys;

Linear belts of mixed and broadleaved woodland follow steeper landform and often extend up to the river edge. These often combine with hedgerow and hedgerow trees to create the impression of a well-wooded landscape and represent important green ways linking the river to the wider landscape;

## All river valleys:

Intimate, small scale, settled landscape character with landform and woodlands restricting long views out of the valleys;

Predominance of open pastoral farmland of improved grassland interweave between intermittent wooded slopes and along valley bottoms, together with pockets of arable land, particularly on the shallower slopes extending onto the neighbouring Dip-Slope Lowlands providing seasonal variations in texture and colour:

Sequence of stone built villages occupying secluded locations in valley bottoms, often in association with a bridging point and on valley sides;

Occasional farmsteads within the more open valley sections linking to farmed areas on the adjacent Dip-Slope Lowlands;

Limited road network within valleys, generally confined to a single valley side road, or routes that cross the valley at long established bridging points contributes to their secluded rural character; some areas of the valleys, including tributary valleys are only accessible on foot and retain a remote rural character.

The Landscape Character Assessment states that the Dip-Slope Lowland Valleys are 'deeply rural and are therefore sensitive to developments that might compromise this characteristic' and 'in the more developed sections of the valleys, and where a strong woodland framework exists, the landscape is less sensitive due to tree cover offering opportunities to successfully integrate small scale developments into their surroundings. However, development should avoid the sensitive and more visually prominent upper valley slopes and areas of floodplain bordering the river channel'.

The site and the surrounding landscape has a rural character. The Council considers that the sloping valley landscape, open pastoral character and linear woodland belts are typical of the Dip-Slope Lowland Valley character type. It is considered that these pleasant landscape qualities along with the nearby attractive landscape features such as mature trees and traditional stone walling and parkland railings make an important and pleasing contribution to the rural AONB landscape.

Section 7 of the NPPF makes it clear that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 56 attaches great weight to the importance to the design of the built environment and requires development to contribute positively making places better for people.

Paragraph 57 acknowledges that it is important to plan positively for the achievements of high quality and inclusive design of all developments, including individual buildings, public and private spaces.

Paragraph 58 requires development to function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development. The policy promotes establishing a strong sense of place, using streetscape and buildings to create attractive comfortable places to live and work. There is a presumption in favour of sustain green and other public spaces as part of the development whist responding to local character and reflect the local identity of the site having regard to creating visually attractive developments.

Paragraph 60 acknowledges that it is proper to seek to promote or reinforce local distinctiveness.

Paragraph 64 states that Permissions should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions.

Section 5 of the NPPF (Supporting high quality communications infrastructure) acknowledges the importance the development of high speed broadband technology and other communications networks play a vital role in enhancing the provision of local community facilities and services. The policy aims to keep the number of telecommunications masts and the sites for such installations to a minimum. It encourages the use of existing masts, unless the need for a site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate. The policy also requires development to have regard to not exceeding international commission on non-ionising radiation protection guidelines.

'In preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband. They should aim to keep the numbers of radio and telecommunications masts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate'.

Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by 'protecting and enhancing valued landscapes'.

Paragraph 115 of the NPPF states that 'great weight should be given to conserving landscape and scenic beauty in... Areas of Outstanding Natural Beauty'

Paragraph 132 of the NPPF states that when considering the impact of the proposed works on the significance of a designated heritage asset, (in this case Hatherop Castle registered park and CAUSSETSLDUIFFDESKDD/LUTE BEN.Rtf

garden) 'great weight should be given to the asset's conservation'. It also states that 'significance can be harmed through alteration or destruction of the heritage asset or development within its setting'.

Paragraph 134 of the NPPF states that where proposals will cause harm to the significance of a designated heritage asset that is less than substantial harm, that harm is weighed against the public benefits of those works.

Local Plan Policy 11: (The Historic landscape) states that development will be permitted provided it avoids harming the character, appearance or setting of historic landscape features, including Parks and Gardens of Special Historic Interest'.

Policy 15 (Conservation Areas) States that, alterations to buildings affecting a Conservation Area must preserve or enhance the character and appearance of the area as a whole, or any part of the designated area. Minor household development that does not adversely affect or obscure historic boundary plots is likely to be acceptable.

Policy 42 (Design) states that development must respect the character, appearance and local distinctiveness of the Cotswold District. The detailed design, materials and layout of buildings and structures must be appropriate to their setting and the character of the surrounding.

Policy 5 (Pollution) Paragraph 2 states that the Council will seek through conditions on planning permission or legal agreements, to control the operation of any development to minimise levels of pollution, of whatever type, and risk to:

- a) Public Health
- b) the environment
- c) general amenity; or
- d) existing land uses

Policy 41 (Telecommunications) States that, proposals for the provision of telecommunications equipment will be permitted where the following criteria is met:

- (a) that there are no alternative suitable sites, particularly within or affecting the Cotswolds AONB;
- (b) it has been demonstrated that there is not a reasonable possibility of sharing existing facilities or, in the case of radio masts, using existing buildings or other structures:
- (c) certification has been provided that the proposed development meets the ICNIRP guidelines on the limitations of exposure of the general public to electro-magnetic fields;
- (d) suitable protection is given to adjoining trees that are used to help screen the mast; and
- (e) an undertaking is given that an undertaking is given or condition applied that the mast and all associated apparatus and structures will be removed once becoming redundant for telecommunications purposes, and the site restored to its former use and condition.

Part (a) and (b) conflict with the objectives of Section 5 Paragraph 46 of the NPPF which advises Local Planning Authorities that they should not seek to prevent competition between different operators, or question the need for telecommunications system.

Policy 45 (Landscaping in New Development) states that high standards of landscaping will be required in all developments. Any planting shall not significantly adversely affect views of the wider landscape from public vantage points.

Paragraph 4 states that where a development is site contains, or is bounded by, Cotswold drystone or other walls, whatever their condition, every effort should be made to protect and repair them, reusing local stone wherever possible, as part of the development proposal.

Paragraph 5 acknowledges that in locations where Cotswold dry stone walls are characteristic, especially in conservation areas of areas of outstanding natural beauty, new dry stone walls, of an appropriate type, height and style., may be required for the boundaries and means of C:\Users\Duffp\Desktop\Uune Ben.Rtf

enclosure for new development, especially where boundaries are adjacent to public highways, public footpaths or in prominent locations, reusing local stone where possible.

The emerging policies of the Cotswold District Draft Local Plan 2011-2031 Tracked Changes with main modifications February 2018, has been through public examination and is at an advanced stage of being adopted and as such is a material considerations and can be afforded moderate weight. The emerging Policy EN2 (Design of the Built and Natural Environment) is consistent with the current Policy 42 of the Saved policies.

Emerging Policy EN10 (Designated Heritage Assets) is consistent with the objectives of Section 12 of the NPPF.

Emerging Policy EN11 (Conservation Areas) is consistent with the objectives of Policy 15 of the Saved policies.

Emerging Policy INF9 (Telecommunications Infrastructure) states that if it is likely to have an adverse impact upon the environment (including heritage assets, biodiversity, local amenity, the landscape and its setting) will not be permitted unless:

- (a) There is no alternative location which would be less detrimental; and
- (b) There is no possible technological alternative, having regard to reasonable operational considerations, which would lead to a less adverse impact.
- 2. Where an installation becomes redundant for telecommunications purposes, the infrastructure and all associated apparatus and structures shall be removed, and the site reinstated in accordance with proposals approved at application stage.
- 3. Proposals for new allocations should include the provisions of telecommunications infrastructure with sufficient flexibility to support the fastest available data transfer speed at the time of development.

# (b) Impact on the Registered Park and Garden and Hatherop Conservation Area:

The application site also forms part of the historic parkland associated with Hatherop Castle which is a Grade II Registered Park and Garden and a designated heritage asset, it is also within the Hatherop Conservation Area.

Within the Register of Parks and Gardens the entry for Hatherop Castle states;

'The park is used as permanent pasture and has thin belts of trees on its south boundary and along the public road which runs from north-west to south-east through the eastern half of the park. Clumps of trees are scattered throughout the park'.

The site and the immediate surroundings have parkland qualities which closely link to the key characteristics as defined above. The Registered Park and Garden is associated with Hatherop Castle which stands at the northern side of the park. The park was established in the C16 and C17 and landscaped jointly with Williamstrip Park (to the north) in 1778 by Capability' Brown's contemporary Richard Woods for John Webb.

Officers consider that the mast would be an intrusive and prominent feature, by its nature, incongruous within the parkland, degrading its historic character, and harming those aspects that contribute to its significance. The impact on public views as assessed in Section 5 also apply here.

Officers consider that there is harm to the significance of the Registered Park and Garden as a designated heritage asset and the Hatherop conservation area. Whilst this harm is less than substantial, it is considerable, and this consideration should be given great weight and should be weighed against the public benefits, in accordance with guidance contained in the NPPF, in particular Paragraphs 132 and 134.

## (c) Impact on Cotswold Area of Outstanding Natural Beauty

The impact of the proposed mast within the Cotswold AONB would intercept views across the open rural landscape, the proposed height and finished appearance of the mast would form an alien and incongruous feature within the landscape detracting from its intrinsic rural character and appearance.

## (d) Impact of poliution

The applicant has submitted an ICNIRP certificate, confirming that the proposed development would have regard to public health considerations and as such would accord with the objectives of Policy 5 and Policy 41 and Section 11 of the NPPF in this particular regard.

## **Planning Balance and Conclusion:**

### Alternative Sites

When the applicant assessed alternative sites for the previously refused scheme referred to above, the applicant set out reasons why they have been discounted. The Council considered that the applicant's justification for discounting the alternative sites is flawed in that it is stated that the list could have been extended further but the applicant sought to limit these to reasonably viable or obvious options. Furthermore, 7 no. sites were investigated, but 3 were discounted because the owner did not respond. No details are provided as to how landowners were approached and no explanation as to why those initial approaches weren't followed up by the applicant. The Council contends that given the sensitivity of the site's location within the AONB and the identified landscape harm that the Council contends would result from the development as proposed, the applicant should have applied a more robust approach to considering and discounting potential alternative sites for the mast. This approach is contrary to the objectives of Cotswold District Local Plan policy 41 and Policy INF 9 of the Emerging Local Plan.

Within this prior approval application, the applicant has stated that Vodaphone and Telefonica have implemented a number of measures to identify and maximising site sharing opportunities, details have not been provided of this. The Prior Approval has given details of alternative locations for the proposed mast and cabinet and has discounted 3 of them as suitable coverage cannot be achieved. The 4th option was discounted in a less sensitive location, as it was considered to be inappropriate within the street scene at 20 metres in height.

The proposed scheme would result in the introduction installation of a new electronic communications installation consisting of a 15.6 metre high mast. The proposal would be sited on a concrete base with 2 cabinets serving the mast and a fenced off area surrounding the site. The proposed works would be sited adjacent to the highway.

The proposal would be highly intrusive and would be a detracting feature in local views and would have a negative impact on the character and appearance of the AONB. The Council has a statutory duty to have regard to the purpose of conserving and enhancing the natural beauty of the AONB and that great weight should be given to conserving landscape and scenic beauty in AONBs. These requirements carry significant weight when considering the application.

The proposed mast is also located within the Grade II Hatherop Castle Registered Park and Garden. The Council consider that the mast would be an intrusive and prominent feature, by its nature incongruous within the parkland, degrading its historic character, and harming those aspects that contribute to its significance. Whilst this harm is less than substantial, it is considerable, and this consideration should be given great weight and should be weighed against the public benefits in accordance with guidance contained in the NPPF, in particular Paragraphs 132 and 134.

It is acknowledged that in considering the Prior Approval the Council is required to weigh the landscape and visual impact of the proposal against the potential social and economic benefits arising from the scheme. The proposed development seeks to provide infrastructure for improved 2G and 3G network benefits and new 4G network services to those living, working and travelling in the Coln St Aldwyns and Quenington settlement areas. The proposal will therefore have public benefits that also carry weight.

Taking all matters into consideration, it is considered that the impact of the development on the character and appearance of the Cotswolds AONB and Hatherop Castle Park and Garden and the Hatherop Conservation Area it cannot be mitigated. The siting of the mast in this location, adjacent to the highway and seen against the skyline would be highly intrusive and would have a detrimental urbanising impact. While some alternative sites have been considered by the applicant, it is the Council's view that this exercise has not been rigorous or robust and the Council is therefore not persuaded that this is the only location for the mast.

In light of the above, it is considered that the impact of the proposal on the character and appearance of the AONB and Hatherop Castle Registered Park and Garden and Hatherop Conservation Area outweighs other more limited benefits that would arise from the proposed development. Furthermore, the Council does not consider that alternative sites have been adequately assessed. Therefore, the proposal would conflict with Local Plan Policies 11, 41, 42 and 45 and Emerging Local Plan policies EN2, EN10, EN11 and INF 10 and guidance in the NPPF, in particular Paragraphs 17, 43, 56, 57, 58, 60, 64 109, 115, 132 and 134.

### 10. Reason for Refusal:

The site is located within the Cotswolds AONB, wherein the Local Planning Authority is statutorily required to have regard to the purpose of conserving and enhancing the natural beauty of the landscape. The proposal would cause harm to the character and appearance of the AONB and Hatherop Castle Grade II Listed historic park and garden by virtue of scale, position and design which will be visually prominent in the landscape. The public benefits of the proposal are not considered to outweigh this harm. Furthermore, the Council does not consider that alternative sites have been adequately assessed. Therefore, the proposal would conflict with Local Plan Policies 11, 41, 42 and 45 and Emerging Local Plan policies EN2, EN10, EN11 and INF 10 and guidance in the NPPF, in particular Paragraphs 17, 43, 56, 57, 58, 60, 64 109, 115, 132 and 134.