

|  |  |   |    |                                       |    |                                     |    |
|--|--|---|----|---------------------------------------|----|-------------------------------------|----|
| <b>Delegated Report</b>  |  | <b>Analysis sheet</b>   |    | <b>Expiry Date:</b>                   |    | 29/06/2022                          |    |
|  |  | N/A / attached  |    | <b>Consultation Expiry Date:</b>      |    | 12/06/2022                          |    |
| <b>Officer</b>   |  |   |    | <b>Application Number(s)</b>          |    |                                     |    |
| Matthew Dempsey  |  |   |    | 2022/1894/P                           |    |                                     |    |
| <b>Application Address</b>   |  |   |    | <b>Drawing Numbers</b>                |    |                                     |    |
| Mullen Towers<br>Mount Pleasant<br>London<br>WC1X 0AG  |  |   |    | Please refer to draft decision notice |    |                                     |    |
| <b>PO 3/4</b>  |  | <b>Area Team Signature</b>  |    | <b>C&amp;UD</b>                       |    | <b>Authorised Officer Signature</b> |    |
|  |  |   |    |                                       |    |                                     |    |
| <b>Proposal(s)</b>   |  |   |    |                                       |    |                                     |    |
| Installation of telecommunications equipment to roof, including 3 corner tripods containing 2 antennas each and a central tower mast containing 18 antennas and 8 dishes, plus ancillary cabinets and other works. |  |   |    |                                       |    |                                     |    |
| <b>Recommendation(s):</b>  |  | i) Prior Approval Required<br>ii) Prior Approval Refused  |    |                                       |    |                                     |    |
| <b>Application Type:</b>   |  | GPDO Prior Approval Determination   |    |                                       |    |                                     |    |
| <b>Conditions or Reasons for Refusal:</b>  |  | Refer to Draft Decision Notice  |    |                                       |    |                                     |    |
| <b>Informatives:</b>   |  |   |    |                                       |    |                                     |    |
| <b>Consultations</b>   |  |   |    |                                       |    |                                     |    |
| <b>Adjoining Occupiers:</b>  |  | No. notified  | 00 | No. of responses                      | 00 | No. of objections                   | 00 |
| <b>Summary of consultation responses:</b>  |  | A press notice was published 19/05/2022, which expired 12/06/2022.<br>A site notice was displayed 18/05/2022, which expired 11/06/2022.<br>No responses were received during public consultation. |    |                                       |    |                                     |    |
| <b>CAAC/Local groups* comments:</b><br>*Please Specify   |  | N/a   |    |                                       |    |                                     |    |

## Site Description

The host property is a mixed use mid-late 20<sup>th</sup> century building with retail at ground floor and offices above, rising approximately twelve storeys above ground, with plant room above main roof level.

The property is not listed; however it is situated within the Hatton Garden Conservation Area, towards the southern part of the London Borough of Camden.

## Relevant History

**2020/4958/P** - Installation of 3 pole-mounted antennas and 2 300mm pole-mounted transmission dishes to rooftop plus ground-based equipment cabin and meter cabinet, and ancillary development. **Granted 10/12/2021.**

**2020/4374/INVALID** - Installation of assorted steelwork to accommodate 3 antenna apertures & 2 300mm dishes; installation of 6 cabinets; ancillary development thereto. **(Pre-app) Withdrawn no fee received 26/11/2020.**

**2019/1097/P** - The installation of 48 small antennas pole-mounted on 10 free-standing support frames on the roof of the building, with the installation of 2 equipment cabinets and development ancillary thereto. **Refused 19/06/2019.**

**2017/3219/P** - Installation of 12 dual user pole-mounted antennas, 3 transmission dishes together with 5 radio equipment cabinets at roof level. **Withdrawn 28/02/2022.**

## Relevant policies

**National Planning Policy Framework (2019)**

**The London Plan (2021)**

**Camden Local Plan (2017)**

- **A1 Managing the impact of development**
- **D1 Design**
- **D2 Heritage**

**Camden Planning Guidance:**

- **CPG – Design (March 2019)**
- **CPG – Amenity (March 2018)**
- **CPG – Digital Infrastructure (2018)**

**Code of Best Practice on Mobile Network Development (November 2016)**

**Hatton Garden Conservation Area Appraisal and Management Strategy 2017**

## Assessment

### 1.0 Proposed development:

1.1 The application has been submitted under Part 16 of schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order (GDPO) 2015 (as amended). The GDPO sets out the details in regard to the type of development for which planning permission is 'deemed' to be granted, more commonly known as 'permitted development'. In particular, the application seeks determination as to whether the prior approval of the Local Planning Authority is required as to the siting and appearance of the proposed development in relation to telecommunications equipment.

1.2 In this instance, Prior Approval is sought to install new telecommunications equipment on the existing rooftop area. The proposal includes the installation of a large centrally-placed antenna tower accommodating eighteen antennas and eight transmission dishes, plus three tripod supports on the roof corners accommodating two antennas each. In addition, equipment cabinets are proposed to be positioned at main roof level positioned behind the parapet, also with ancillary cabling. Further to this a meter cabinet is proposed at ground level with an associated vertical cable tray fitted to the side elevation connecting the meter cabinet to the roof top installations.

1.3 The maximum height of the existing main roof is approximately 33m above ground level. The upper roof above this has a maximum height of approximately 37m above ground level. The roof level installations are all proposed to be sited at the main roof level.

1.4 The antenna tower shall rise from the main roof level by approximately 10m to a maximum of approximately 43m. Additionally, three tripod supports shall be mounted at NE, SE and SW corners of the main roof, housing two further antennas to each tripod.

1.5 The tripod supports are installed at approximately the same height as the existing plant room, i.e. 36.1m. Further to this, a total of twelve equipment cabinets shall be installed to the southern side of the main roof. These are positioned behind parapets and centrally located on the south side of the main roof. Associated safety railings and cable trays shall also be installed as part of the overall scheme.

1.6 At ground level, a metre cabinet shall be installed to the north side elevation with an associated vertical cable tray fitted to the north side elevation.

### 2.0 Justification:

2.1 The proposal is a new installation intended to enhance existing network services by increased capacity and to allow for new 5G provision in the area. It would enable the provision of 2G, 3G, 4G and new 5G services for the MBNL (EE (UK) Ltd and H3G (UK) Ltd) mobile network in this part of London.

2.2 The applicant has provided confirmation that they have employed a sequential approach to site selection for this proposal; however the detail given is very limited (see page 10 of Site Specific Supplementary Information document: 'Discounted Options').

2.3 Given the position of the proposals at roof level, the applicant states there would be no impact on residential amenity in terms of loss of light or outlook. Given the height of the tower rising above other buildings around, it is agreed that there would be loss of neighbouring amenity in this respect.

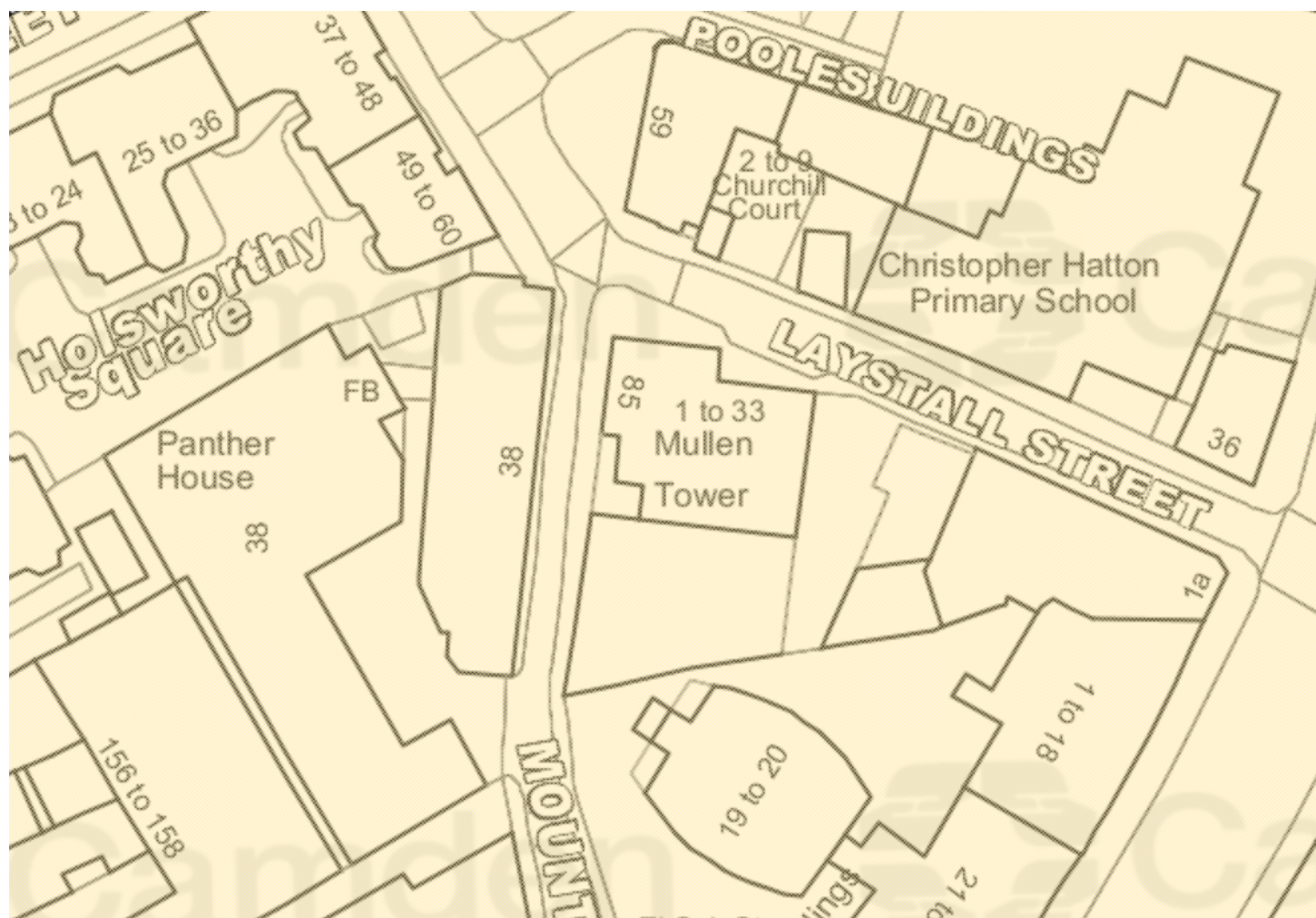
2.4 The applicant has indicated that prior to the submission of this application a pre-application consultation was undertaken with the local planning authority (LPA); however no fee was paid and so formal pre-app advice was not undertaken (please see planning history section above). Nevertheless, the Council notes that the proposed development described by the pre-app request submitted does not correspond to the proposed development under consideration here.

2.5 The applicants have declared with appropriate documentation that all of the proposed equipment would comply with International Commission on Non-Ionizing Radiation Protection (ICNIRP) standards on emission levels in accordance with government guidelines. Thus there will be no direct impact on public health.

2.6 Para 46 of the NPPF states that 'local planning authorities must determine applications on Planning grounds. They should not seek to prevent competition between different operators, question the need for the telecommunications system, or determine health safeguards if the proposal meets International Commission guidelines for public exposure'.

### 3.0 Siting and appearance:

3.1 The host property is located in a prominent position at the corner of Mount Pleasant and Laystall Street, with Roseberry Avenue enclosing the south side of the site. The host building is a modern structure of no great architectural merit. The property is for the most part clad in a light grey material with white framed windows to the upper floors. It is the tallest of its immediate neighbours and is an imposing structure, particularly when appreciated from Mount Pleasant, which is a very narrow historic lane where it passes the host property, within the Hatton Garden Conservation Area.



Camden GIS Heritage layer: demonstrates site is within and surrounded by the Hatton Garden conservation area [highlighted yellow]. Also to note, narrow nature of Mount Pleasant adjacent to Mullen Tower.

3.2 The highest elements of the roof can be appreciated in views from various locations, including from both directions along Mount Pleasant, and from Laystall Street. However it is also appreciated that the tower, despite its height, is set within a tight historic street pattern with high built frontages characteristic of this area and thus is not readily visible from many other street views.

3.3 A screen shot of the street view from the Junction of Mount Pleasant and Laystall Street

demonstrates the prominence of the roofscape from this sensitive location, as below:



Google street view image: from junction of Mount Pleasant and Laystall Street, looking south towards the host building. The host site [grey building] is visible in the centre behind the London Plane Tree.

3.4 Although the host building is not considered to be of great architectural merit, it is noteworthy that the existing roofscape is free from clutter. The roofscape is considered to contribute significantly to the character and appearance of the conservation area. The introduction of a cluster of antennas projecting up to 10m above the existing roofline is not welcomed in this location.

3.5 Due the close urban grain of the Hatton Garden Conservation Area, where historic street patterns tend to have narrow lanes, the host site is not appreciable from many public views at ground level; however as demonstrated in the image below, the clean existing roofline can be appreciated along the historic narrow lane route via Mount Pleasant.



Google Street view image: from within Hatton Garden Conservation Area; Mount Pleasant looking north. The roof of the host site [grey building] is clearly visible to passers-by along this route.

3.6 The image above clearly shows the lack of clutter along this roofscape where the host site and the neighbouring properties meet the skyline. The introduction of a very high antenna tower in the centre and three individual tripod structures at the corners projecting above the existing un-cluttered roofline is considered to be harmful in views from both sides of the site. The cabinets would be unlikely to be visible due to their size and setback on the roof. The proposed installation is not considered appropriate in context and is not in keeping with the character of the Hatton Garden conservation area.

3.7 The applicant states within their supporting information that they have consulted the local schools and have not received any response. It is noted that the names for each institution within the applicant's supporting information appear to be incorrect. It is considered, given the close proximity of the local schools to the proposed siting of the installation, that greater effort to engage with the schools should have been made. It is noted that the pre-app process with the local planning authority did not go further than an enquiry submitted without any fee payment.

3.8 Policy D1 of the Camden Local Plan seeks to secure high quality design in development. Policy D2 (Heritage) states that the Council will resist development that would cause harm to views into and out of conservation areas, and affecting the character or appearance of conservation areas and the setting of listed buildings.

3.9 The existing roofline of the host building is clean and uncluttered. It is characterised by the absence of any telecommunications equipment or similar visible clutter. The prominence and scale of the installation as proposed would be visible above the existing roof line, where it would be highly noticeable against the skyline, and clearly visible from public views close by and also from longer views. There may be some argument in accepting a small degree of carefully located and designed rooftop equipment here of an appropriate small scale and height, as well as the ancillary cabinets

which would not be visible. However it is considered the overall scale and dominance of the proposals, especially the huge 10m high central tower mast with its projecting antennas, is totally unacceptable; it would be highly prominent in both long and short views and would be out of scale with the host building itself. The proposed equipment, due to its scale, size and design with numerous large antennas attached to various support structures, is considered to cause harm to the character and appearance of the host building, streetscenes and surrounding conservation area. There are no listed buildings in close proximity.

3.10 Given that the proposed installation would significantly rise up above the existing roof line, it would add conspicuous and noticeable clutter to the rooftop, and as such, its siting is considered to be visually insensitive and harmful to the character and external appearance of the building and wider roofscape.

3.11 Overall, it is considered that the location, bulk, scale, height and design of the proposed telecommunications equipment would be harmful to the character and appearance of the host building, local views and the adjacent Hatton Garden Conservation Area.

#### **4.0 Planning balance:**

4.1 Considerable importance and weight has been attached to the harm to the designated heritage assets, and special attention has been paid to the desirability of preserving or enhancing the character and appearance of the adjacent Hatton Garden and Bloomsbury Conservation Areas in particular, under s.72 of the Listed Buildings and Conservation Areas Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013.

4.2 Local Plan Policy D1, consistent with Section 16 (Conserving and enhancing the historic environment) of the NPPF 2019 which seeks to preserve and enhance heritage assets, states that the Council will not permit harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the harm is necessary to achieve substantial public benefits that outweigh that harm.

4.3 Given the assessment as outlined above, it is considered that the proposed telecommunications equipment would result in 'less than substantial' harm to the character and appearance of the Hatton Garden Conservation Area. It is recognised that the proposed scheme would result in better network coverage, and as such, some public benefit would be derived from the scheme. However, in weighing the harm caused as a result of the development against this public benefit, the proposal is considered to be contrary to Section 16 of the NPPF (2019) which seeks to preserve heritage assets.

4.4 The Council does not dispute the public benefit entailed by improving connectivity and indeed welcomes this aspiration; however the harm arising from the prominent visibility of the proposed equipment from within the Hatton Garden Conservation Area is considered to outweigh this public benefit. It is therefore considered that the heritage constraints of this site prevent the Council from recommending this application for approval.

4.5 The proposal would therefore fail to accord with policies D1 and D2 of the Camden Local Plan 2017. The development, particularly the central tower mast with antennas, would create overly dominant visual rooftop clutter on a prominent roofscape, causing harm to the character and appearance of the host building, local views and Hatton Garden Conservation Area.

#### **5.0 Recommendation:**

5.1 Prior Approval Required and Prior Approval Refused, on grounds of the proposal's detrimental impact on the character and appearance of the host building in terms of both siting and appearance; its unacceptable location, scale, height and design; and the dominant visual clutter resulting in harmful impact to local views and the wider Hatton Garden Conservation Area.