



Planning Committee Date	14 June 2022
Report to	Cambridge City Council Planning Committee
Lead Officer	Joint Director of Planning and Economic Development
Reference	21/00483/FUL
Site	The Guildhall, Market Hill, Cambridge CB2 3QJ
Ward / Parish	Market
Proposal	Installation of 6No. antennas on 3No. on new offset brackets & support poles installed on new climbable tripod support, mounted on new steel grillage frames. Installation of radio equipment within existing equipment cabin and removal of existing 6No. antennas and replaced with 6No. antennas fixed to wall and braced back to upper roof level and new ancillary equipment.
Applicant	Vodafone Ltd
Presenting Officer	Sumaya Nakamya
Reason Reported to Committee	Land within ownership of the Council
Member Site Visit Date	N/A
Key Issues	1. Impact on Conservation Area and Listed Building 2. Residential Amenity and Public Safety
Recommendation	APPROVE subject to conditions

1.0 Executive Summary

- 1.1 The application seeks planning permission for the installation of 6No. antennas on 3No. new offset brackets & support poles installed on new climbable tripod support, mounted on new steel grillage frames. Installation of radio equipment within existing equipment cabin and removal of existing 6No. antennas and replaced with 6No. antennas fixed to wall and braced back to upper roof level and new ancillary equipment.
- 1.2 The development accords with the Development Plan as the proposal would preserve the historic interest, its setting and the significance of the Listed Building and would preserve the character and appearance of the Conservation Area.
- 1.3 Officers recommend that the Planning Committee approve the development.

2.0 Site Description and Context

- 2.1 The application site is Grade II listed and is in the ownership of Cambridge City Council.
- 2.2 The building (The Guildhall) was constructed 1936-37 and 1946-48. It has a U-shaped on plan from grey brick laid in Flemish bond. The building is 5 storeys, and the northern elevation of the site faces onto the Market Place. The attic storey is set back and the flat roof not visible. There are existing antennas with ancillary equipment and solar panels.
- 2.3 The proposal site is located within the Central (Historic Core) Conservation Area and within a Controlled Parking Zone.

3.0 The Proposal

- 3.1 The installation of 6No. antennas on 3No. on new offset brackets & support poles installed on new climbable tripod support, mounted on new steel grillage frames. Installation of ancillary equipment with 5No. RRU's to be installed on 2No. sloping pole brackets fixed to brace poles at each antenna location. Installation of radio equipment within existing equipment cabin and existing 6No. antennas to be removed and replaced with 6No. antennas fixed to wall and braced back to upper roof level. Also, existing, and new ancillary equipment to be installed and 5No. new MAFI freestanding frames.
- 3.2 The new antennas with ancillary equipment will be predominately located on the northern side of the roof and one mounted on the front elevation of the building on the west. There will also be replacements on the eastern and western side of the roof. The highest antenna will be approximately 26.9m above the roof.

- 3.3 The purpose of the new installations is to increase coverage from 4G to 5G. In the submitted information the applicant provided justification that the chosen locations is to minimise constraints associated with 5G such as clipping (distortion) and disruption in frequency. The applicant explained that the proposed antennas need to be much closer to the roof edge to avoid the signal 'clipping'.
- 3.4 This application should be read in conjunction with the listed building consent application reference 21/00484/LBC.

4.0 Relevant Site History

Reference	Description	Outcome
20/51518/PREAPP	Installation of 6no new vodafone antennas; ancillary equipment, 1no vodafone csc equipment enclosure and 2no ERS hybrid equipment racks on the existing grillage.	Pending
18/0422/FUL	Installation of solar PV and edge protection on the roof of the Guildhall.	Approved (24.05.2018)
18/0423/LBC	Installation of solar PV and edge protection on the roof of the Guildhall.	Approved (24.05.2018)
14/1894/FUL	Removal of six antennas and replacement of three antennas on rooftop. Installation of equipment cabinets within the existing cabin together with ancillary development.	Approved (17.03.2015)
14/1895/LBC	Removal of six antennas and replacement of three antennas on rooftop. Installation of equipment cabinets within the existing cabin together with ancillary development.	Approved (17.03.2015)

5.0 Policy

5.1 National

National Planning Policy Framework 2021

National Planning Practice Guidance

National Design Guide 2019

Circular 11/95 (Conditions, Annex A)

Environment Act 2021

5.2 Cambridge Local Plan 2018

Policy 1: The presumption in favour of sustainable development
Policy 39: Mullard Radio Astronomy Observatory, Lord's Bridge
Policy 61: Conservation and enhancement of historic environment
Policy 62: Local heritage assets
Policy 65: Visual pollution
Policy 84: Telecommunications

5.3 Supplementary Planning Documents

Sustainable Design and Construction SPD – Adopted January 2020

5.4 Other Guidance

Central conservation area

6.0 Consultations

6.1 County Highways Development Management

6.2 No comment on the behalf of the Highway Authority.

6.3 Conservation Officer

6.4 As can be seen in the application documents, there are already antennas on the roof of this building plus the cabinets needed for the equipment. They are readily seen from the busy Market Hill and Market Street and the proposal is to replace a number of them which need to be higher to meet the technical requirements now needed. Following on from the original submission, the agent has submitted photomontages showing the proposed new equipment in place. As for the existing situation, the location from which they will be most visible will be Market Hill and Market Street.

6.5 Due to the increase in height and one of the poles will have two elements on it, increasing the bulk, the overall effect of the new equipment would be to draw the eye from the listed building. This would be detrimental to the character and setting of the listed building and therefore the appearance of the conservation area. The proposals would be more visually harmful than what is already in place. Taking the above into account, I consider that the proposal will adversely affect the character of the Listed Building. Taking the above into account, I consider that the proposal will not preserve or enhance the character or appearance of the conservation area.

6.6 Environmental Health

6.7 The development proposed is acceptable and, no recommended conditions to make regarding this application.

6.8 Air Safeguarding

6.9 The proposed development has been examined from an aerodrome safeguarding perspective and does not conflict with safeguarding criteria. Therefore, there is no objection to this proposal.

7.0 Third Party Representations

7.1 No representations have been received.

7.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8.0 Assessment

8.1 Principle of Development

8.2 The National Planning Policy Framework supports high quality communication infrastructure and encourages the use of existing sites. Policy 84 of the Cambridge Local Plan 2018 states:

Planning permission will be granted for telecommunications development where it can be demonstrated that:

- a. the proposal does not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation that is operated in the national interest;
- b. visual impact is minimised through design and location, with equipment sympathetically designed and camouflaged where appropriate;
- c. pre-application consultation has been undertaken, particularly where a mast is to be installed near a school or college, or within a statutory safeguarding zone surrounding an aerodrome or technical site. The relevant highways authority should be consulted where works are in the highway or in close proximity to the Cambridgeshire Guided Busway;
- d. applications for an addition to an existing mast or base station are accompanied by a statement that self-certifies that the cumulative exposure, when operational, will not exceed guidelines set by the International Commission on Non-Ionizing Radiation Protection (ICNIRP); .and
- e. applications for a new mast or base station are accompanied by evidence that the applicant has explored the possibility of erecting aerials on an existing building, site, mast or other structure and a statement that self-certifies that, when operational, ICNIRP guidelines will be met.

8.3 The application has been accompanied by a ICNIRP Declaration and Clarification Statement dated 1st February 2021. The ICNIRP Declaration and Clarification Statement certifies that the site is designed to be fully compliant with the requirements of the radio frequency guidelines by the International Commission on Non-Ionizing Radiation Protection (ICNIRP). The ICNIP Declaration takes into account the cumulative effect of the emissions from the proposed installation and all radio base stations present at, or near the proposed location. This radio emission compliance calculation is based upon the maximum possible cumulative values. Additionally, the need for evidence from the applicant of erecting aerials on an existing building is not necessary given that there is evidence of existing aerials on the application site.

8.4 The principle of the development is acceptable and in accordance with policy 84, in particular criteria's d and e of the policy.

8.5 Heritage Assets and Impact on Conservation Area

8.6 The application falls with the Central (Historic Core) Conservation Area. The application is within the setting of the several listed buildings.

8.7 Section 72 provides that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

8.8 Policy 61 of the Cambridge Local Plan (2018) requires development to preserve or enhance the significance of heritage assets, their setting and the wider townscape, including views into, within and out of the conservation area. Policy 62 seeks the retention of local heritage assets and where permission is required, proposals will be permitted where they retain the significance, appearance, character or setting of a local heritage asset.

8.9 The proposed antennas are set back from the edge of the building behind the parapet wall which is approximately 1.61 metres high. The proposed equipment will be visible from Market Street, Market Hill and Petty Cury and glimpsed views from Guildhall Street/Guildhall Place and Peashill.

8.10 The Conservation Officer has advised that the proposed installations due to the increase in height and that one of the poles will have two elements on it, increasing the bulk, the overall effect of the new equipment would be to draw the eye from the listed building. They conclude this would be detrimental to the character and setting of the listed building and therefore the appearance of the conservation area and that the proposals would be more visually harmful than what is already in place.

8.11 Officers have taken note of the Conservation Officer's comments and, in this case, disagree with the conclusions. It is considered that the masts will generally not be any higher than existing and would not be perceived

as introducing any further roofscape development that would be additionally harmful in nature to the setting of the Guildhall or the character or appearance of the conservation area. The comparable height difference of the proposal with the existing mast is approximately 2.1 metres.

8.12 Officers note that the equipment will be visible from various vantage points. However, where they may be seen they are unlikely to be intrusive and would be sited in close proximity and read in context with the existing rooftop telecom equipment. Any views would be of relatively low visual impact. Many of the surrounding buildings have plant and equipment on their roofs so it is not considered that the masts and equipment would be detrimental to the character of the conservation area and would not be something unexpected, if viewed from a higher vantage point.

8.13 Notwithstanding the Conservation Officer's comments, it is considered that the proposal, by virtue of its scale, massing, and design, would not harm the character and appearance of the Conservation Area or the setting of listed buildings. The proposal would not give rise to any harmful impact on the identified heritage assets and is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and Local Plan policy 61.

8.14 Amenity

8.15 Policies 35, 50, 52, 53 and 58 seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking or overbearing and through providing high quality internal and external spaces.

8.16 Neighbouring Properties

The proposed antennae adequately respect the amenity of its neighbours and the constraints of the site. No significant amenity issues arise.

8.17 Third Party Representations

8.18 There are no remaining third-party representations that need to be addressed.

8.19 Planning Balance

8.20 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).

8.21 The provision of upgraded telecommunications equipment on the Guildhall is consistent with the existing roofscape and context of the Conservation Area. No visual harm to the conservation area would arise or harm to the setting of the LB. The installation would provide much needed 5G

coverage in a City centre location where there are many constraints to alternative provision elsewhere.

8.22 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

8.23 Recommendation

8.24 **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

9.0 Planning Conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- Cambridge Local Plan 2018
- Cambridge Local Plan SPDs

