

# Schedule of Planning Applications for Consideration

*In The following Order:*

Part 1) Applications Recommended For Refusal

*Part 2) Applications Recommended for Approval*

*Part 3) Applications For The Observations of the Area Committee*

With respect to the undermentioned planning applications responses from bodies consulted thereon and representations received from the public thereon constitute background papers with the Local Government (Access to Information) Act 1985.

## *ABBREVIATIONS USED THROUGHOUT THE TEXT*

<b>AHEV</b>	-	<b>Area of High Ecological Value</b>
<b>AONB</b>	-	<b>Area of Outstanding Natural Beauty</b>
<b>CA</b>	-	<b>Conservation Area</b>
<b>CLA</b>	-	<b>County Land Agent</b>
<b>EHO</b>	-	<b>Environmental Health Officer</b>
<b>HDS</b>	-	<b>Head of Development Services</b>
<b>HPB</b>	-	<b>Housing Policy Boundary</b>
<b>HRA</b>	-	<b>Housing Restraint Area</b>
<b>LPA</b>	-	<b>Local Planning Authority</b>
<b>LB</b>	-	<b>Listed Building</b>
<b>NFHA</b>	-	<b>New Forest Heritage Area</b>
<b>NPLP</b>	-	<b>Northern Parishes Local Plan</b>
<b>PC</b>	-	<b>Parish Council</b>
<b>PPG</b>	-	<b>Planning Policy Guidance</b>
<b>SDLP</b>	-	<b>Salisbury District Local Plan</b>
<b>SEPLP</b>	-	<b>South Eastern Parishes Local Plan</b>
<b>SLA</b>	-	<b>Special Landscape Area</b>
<b>SRA</b>	-	<b>Special Restraint Area</b>
<b>SWSP</b>	-	<b>South Wiltshire Structure Plan</b>
<b>TPO</b>	-	<b>Tree Preservation Order</b>

LIST OF PLANNING APPLICATIONS TO BE SUBMITTED BEFORE THE FOLLOWING  
COMMITTEE  
SOUTHERN AREA – 28/02/08

Note: This is a précis of the Committee report for use mainly prior to the Committee meeting and does not represent a notice of the decision

<b>Item Page</b>	<b>Application No</b>	<b>Parish/Ward Officer Recommendation Ward Councillors</b>
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1	PN/2008/0001	LAVERSTOCK
3-9	Mrs J Wallace	GRANT
SV  15:15	DAVID WILLIAMSON – JONES SAVILLS  HIGHWAY VERGE RIVERSIDE ROAD LAVERSTOCK SALISBURY SP1 1PZ	LAVERSTOCK WARD  Councillor King Councillor McLennan

# Part 2

## Applications recommended for Approval

1

Application Number:	PN/2008/0001		
Applicant/ Agent:	DAVID WILLIAMSON-JONES		
Location:	HIGHWAY VERGE RIVERSIDE ROAD LAVERSTOCK SALISBURY SP1 1PZ		
Proposal:	ERECTION OF 12 METRE TIMBER TELEGRAPH POLE WITH THREE SHROUDED ANTENNAS, EQUIPMENT CABINET AND ANCILLARY DEVELOPMENT FOR VODAFONE		
Parish/ Ward	LAVERSTOCK		
Conservation Area:		LB Grade:	
Date Valid:	28 January 2008	Expiry Date	21 March 2008
Case Officer:	Mrs J Wallace	Contact Number:	01722 434687

### REASON FOR REPORT TO MEMBERS

Councillor McLennan has requested that this application be determined by Committee due to the interest shown in the application

### SITE AND ITS SURROUNDINGS

The proposed site is on the northern edge of Riverside Road approximately 4.5 metres east from the bridge over the River Bourne, between the hedge and the back of the pavement, to the west of the village sign for Laverstock.

To the north of the site are the open water meadows, crossed to the west by the railway line on its embankment, whilst to the south and east are residential areas.

The water meadows create an open area between the railway embankment and the residential areas of Riverside Road and visually this open area extends north and appears to separate Laverstock from the city of Salisbury.

### THE PROPOSAL

This is an application for determination as to whether prior approval for the siting and appearance of a timber monopole structure of 12 metres with 3 shrouded antennas and an equipment cabin is required and if required whether prior approval would be granted or refused.

The proposal is to locate a 12 metre timber monopole with 3 shrouded antennas on top (making the overall height 13.5 metres and the equipment cabin, behind the footpath on Riverside Road. The mast is intended to provide 3G coverage for Vodafone within Laverstock and it will link in with existing masts to improve the telecommunications network for the city.

### CONSULTATIONS

Environmental Health    Not yet received.

WCC Highways            The place name sign for Laverstock is a few metres away and the box (being about 1.35metres high) will obstruct the view of this sign for drivers. This could be remedied by relocating the box to the back of the

verge. Pole could also be re-located 0.5m further back. Request amended plans.

District Ecologist Not yet received.

Environment Agency Not yet received.

## PLANNING HISTORY

None

## REPRESENTATIONS

Advertisement	No
Site Notice displayed	Yes, expiry date 21 February 2008
Departure	No
Neighbour notification	Yes, expiry date 13 February 2008
Third Party response	9 letters of objection received so far which raise issues relating primarily to the visual impact of the proposed mast as well as health concerns particularly for the large numbers of children who pass by on their way to school.

The following specific comments have been made:-

- Site is adjacent to the water meadows that are protected from development.
- A 12m mast would be a scar on an area of natural beauty.
- It will spoil views of meadows and beyond.
- Pole will be highly visible and unsightly.
- Height is visually out of proportion to anything in Salisbury except the Cathedral.
- Mast will be out of place.
- Contrary to PPG8, and Local Plan Policy C7.
- The 15metre trees adjacent to Becket Way will not act as a screen.
- Unlikely that any planting scheme in the foreground of the site would be viable.
- Disagree with applicant's statement that a timber pole will blend in with area as there are a number of poles in the local area. There are no poles in the vicinity of the site. Also the poles referred to are only about 10m high and are oblique to views from Becket Way. This 12m pole will be directly in line of sight from properties in Becket Way.
- The site floods.
- The mast is not needed as the existing masts at St Thomas's Farm provide a strong signal.
- Disagree with presumption that because a timber pole is acceptable at Stonehenge it is automatically acceptable here.
- Circumstances regarding the pole at Stonehenge are very different, pole is set back behind a dense area of woodland and is not near housing.
- Applicant states that Vodafone shares poles with other companies. This suggests that there is a real possibility that more equipment will be added to the pole in the future.
- Alternative preferable site available. Land off Cow Lane adjacent to allotments would be preferable.
- Riverside Road is very busy, parked servicing vehicles will cause traffic hazards.
- Whether or not there is a health risk, there is a perceived risk that will affect the value of property in the area.
- Concerned in view of current personal health problems that close proximity to our house will create additional stress due to perceptions regarding possibility of risk to health from microwave radiation.
- There are radio wave dangers from masts.
- Permission to site installation at Laverstock Sports Ground refused as it was considered local residents would object on health grounds.

- Too close to dwellings in Becket Way.
- Concerns on health grounds for young people as Riverside Road is a main route to school for the children at Laverstock's 3 secondary schools.

**Parish Council**                      Object Local residents have strong views about these aerials and oppose them within the Laverstock and Ford Parish

## **MAIN ISSUES**

- 1            Visual Impact, Siting and Appearance
- 2            The need for the tower
- 3            Other matters,

## **POLICY CONTEXT**

G2, C3, C7, C17, C18 and PS7 of Replacement Adopted Salisbury District Local Plan (June 2003)

PPG8 Telecommunications

## **PLANNING CONSIDERATIONS**

Telecommunications code system operators enjoy a general right to carry out certain forms of development under Part 24 of Schedule 2 of the Town and County Planning (General Permitted Development) Amendment (England) Order 2001. This allows an operator to carry out the development permitted by Class A of Part 24, subject to certain conditions, without making a planning application to the Local Planning Authority. Under paragraph A2 (4) certain development permitted under Part 24 is conditional upon the operator making a prior approval application, allowing the Local Planning Authority to consider the siting and appearance of the proposed development.

This application is for the prior approval of the details of the siting and design of a 12 metre monopole (which will support the 3 shrouded antenna) together with details of an associated cabin.

In accordance with the GPDO, the Local Planning Authority has 56 days, beginning with the date on which it received the application (28 January 2008) in which to make and notify the applicant of its determination as to whether prior approval is required and also to notify the applicant of its decision to grant or refuse such approval. There is no power to extend the 56 day period. If no decision is made, or the Local Planning Authority fails to notify the developer of its decision within the 56 days, (i.e. by 23 March 2008) permission is deemed to have been granted.

### **1.            Visual Impact**

#### **a)            Siting**

The 12 metre pole is proposed to be sited on the grass verge behind the pavement between the bridge over the River Bourne and the road sign for Laverstock. This is an open area, edged by a hedge but with no street furniture.

The Highway Authority has objections to the proposed siting for highway safety reasons because the road sign for Laverstock would be partially obscured. However, the amended siting proposed is very limited (a movement of the pole and the cabinet by 0.5metre further into the verge) and will have no substantial impact on the general considerations regarding the proposal, even if the siting is slightly amended to comply with the Highway Authority's concerns.

The proposed site of the monopole is adjacent to a hedge of about 2 metres high and close by, is a single tree of approximately 10 metres height. On this side of the road in the immediate vicinity of the site there are no other trees, lampposts or telegraph poles and any isolated structure of 13.5 metres high will be immediately apparent against the sky and highly visible.

When viewed from the water meadows to the immediate north, to which there is no public access, the pole will be viewed against the background of the groups of trees, telegraph poles, lighting columns and other street furniture and with this background, a timber pole of 12 metres even with shrouded antenna on top, will not be visually prominent.

However, to the south adjacent to the dwellings in Becket Way, there is a small area of woodland that extends across to the western side of the River Bourne and Manor Road. Nevertheless, these trees reach up to approximately 15 metres and when viewed from the general area around Manor Road (to the west of the site) a monopole of even 13.5 metres will not be prominent and immediately apparent.

Concerns have been expressed by residents in Becket Way in particular, on the grounds that despite the presence of this small area of woodland they will look directly at this telecommunications pole and that it will appear alien and oppressive. At their closest, the rear elevations of some of the dwellings are some 40 metres from the proposed site.

When viewed from the east of the proposed site (Mayfair Road junction with Riverside Road) the monopole will appear in the context of the other poles (which are about 10 metres high) and the wirescape as an unusually tall telegraph pole. It will also be read against the background of all the trees in the area including those close to the railway line and whilst easily visible with the shrouded antenna on top the pole will not be prominent in the street scene.

From the viewpoint of passengers using the railway, the pole will be read against a background of trees, poles, lighting columns and other street furniture and with this background, a timber pole of 12 metres even with shrouded antenna on top, will not be visually prominent, particularly when compared with the view that those same passengers will have of the three masts sited on St Thomas's Farm just to the north.

In the longer views from the Kelsey Road and Wessex Road area, on the higher ground to the west of the railway line, the pole will be read against the background of the tall trees (some at least 15 metres tall) at the rear of Becket Way as well as those on the corner between Mayfair Road and Whitebridge Road and with this background a timber pole of even 13.5 metres will not be visually prominent.

In policy terms, the site is located within the 'landscape setting of Salisbury and Wilton' (Policy C7). This policy states that 'no new development will be permitted'. However, the supporting text to this policy states that built development or changes of use of land will be permissible where, in addition to being fully in accordance with other relevant policies of this Local Plan, it can be demonstrated that the quality of the landscape will not be impaired. Policy C7 adopts an essentially restrictive stance in order to protect the high quality of the landscape settings of Salisbury and Wilton primarily to prevent the coalescence of the settlements. The policy indicates that there should be no new development within the lifetime of the plan.

The erection of a timber pole and equipment cabin could, however, be considered to be so minimal as not to have an impact on the general visual quality of the landscape setting of Salisbury and only if it were considered that this proposal would create such a substantive feature in the landscape, which would be prominent and intrusive; could it be considered that the proposal would be in conflict with the spirit of Policy C7.

In conclusion, therefore, in the longer public views the site of the mast will not be prominent or highly visible and will have no impact on the visual quality of the landscape setting of Salisbury. It is only in the immediate vicinity of the proposed site and more particularly when viewed from the public areas immediately to the east of the site, around the junction with Whitebridge Road, that the pole will be viewed as an isolated structure, prominent in the street scene and hence could be considered to have a detrimental impact on the visual quality of the area.

## **b) Appearance**

Factors to be considered concerning the appearance of the mast and the proposed ancillary apparatus include materials, colour and design. The use of appropriate materials and colouration often allow a mast to blend more easily into its surroundings. In this case the applicant is proposing that the mast be constructed so that visually it appears to be a wooden

telegraph pole. The shape and solid form of a wooden telegraph pole are considered to be suited to this environment particularly as there are other poles along Riverside Road. A wooden pole is also considered to be the most suitable form of mast for a location within the 'Landscape Setting of Salisbury', where a telegraph pole is a common item of street furniture and therefore the visual impact of an additional structure would be minimized.

The mast is proposed to be 12 metres high to support three shrouded antenna making its overall height 13.5 metres. This height is necessary in order to achieve coverage without interruption from buildings, trees and other structures. Concerns have, however, been expressed regarding the visual impact of a structure which because of its height will appear to be an alien structure in the street, and which whilst looking like a telegraph pole will appear monstrously over sized.

However, it is considered that a mast in the form of a timber telegraph pole in a street where there are lighting columns and other telegraph poles would represent an acceptable design. Though clearly there would be a difference in overall height, it is considered that a 13.5m pole would only appear out of scale with the surrounding lighting columns (6 metres), telegraph poles (10 metres) and other street furniture when viewed from the immediate vicinity. In the longer views this difference in scale would not be material. Therefore, on balance, as it would not be so obviously out of scale in the longer views it is considered that the visual impact of the appearance of the proposed wooden pole would not be so detrimental to the amenities of this residential location as to warrant refusal.

### **c) Landscaping**

In considering the siting and appearance of a mast together with its associated development, the scope for landscaping and screening to reduce the impact of the development on its surroundings is usually an important consideration. However, in this case, in the longer views the pole does not require screening as it merges with the background of the existing trees and in the shorter views a mast could not be screened without interrupting its angles of operation. As regards the accompanying equipment cabinet it is considered that in view of its size and shape, in this area it would appear to be part of the street furniture.

## **2. The need for the tower**

National Telecommunication Policy is set out in PPG8 and states that the Government's general policy on telecommunications is to facilitate the growth of new and existing systems and Planning Authorities have to be alive to the special needs and technical problems of telecommunications development when considering proposals. Material considerations include the significance of the proposed development as part of the network. Whilst local planning authorities may be disposed to conclude that planning permission ought to be refused because of siting or appearance considerations, they should first seek to understand the constraints the operator faces, whether due to the nature of the technology or the legal requirement to provide a service.

Vodafone have established to their satisfaction that there is an existing deficiency in this area and alternative sites have been considered and rejected in favour of this site. The operator is of the view that a mast is needed to provide telecommunications cover within Laverstock. All the alternative sites which were investigated proved unsuitable either due to problems in achieving the required levels of coverage, or because the sites were closer to housing, or were considered more visually intrusive or the owners were unwilling to allow an installation on their premises.

In conclusion, in this case it is accepted that the information provided shows that there are currently difficulties in achieving adequate 3G coverage for Vodafone in Laverstock and that alternative sites have been considered and rejected for a variety of reasons. However, it is considered that not all the possible alternatives have been explored and investigated and that there may be other alternatives to this proposal.

### **3. Other Issues**

#### **a) Health**

Government advice on health issues, following independent reviews, is that there is no proven health hazard provided the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines are adhered to. In 2000, Salisbury District Council adopted a precautionary policy in order to allay public fears regarding the effects of radio frequency (RF) emissions from antenna upon the health and well-being of the public.

Government advice as expressed in PPG8 is that whilst both health risks and fear of such risks can be material considerations in planning decisions, it is the Government's firm view that the planning system is not the place for determining health safeguards. It remains central Government's responsibility to decide what measures are necessary to protect public health. In the Government's view, if a proposed mobile phone base station meets the (ICNIRP) guidelines for public exposure it should not be necessary for a local planning authority, in processing an application for planning permission or prior approval, to consider further the health aspects and concerns about them. There is no support in that advice for a precautionary approach beyond that set out in PPG8.

In this case, Vodafone confirm that the RF emissions level on their new installations will comply with ICNIRP guidelines and have provided the appropriate certificate.

#### **b) Special Area of Conservation, River Avon**

The site is adjacent to the River Bourne; part of the River Avon System Site of Special Scientific Interest (SSSI) which has statutory protection under the Wildlife and Countryside Act 1981 (as amended) and a Special Area of Conservation (SAC) which has European protection. The nature conservation interest of the river system arises from the importance of a plant (water crowfoot) and five species of fish and snails.

Whilst development close to the river could damage the river eco-system through loss of habitat or pollution, both during and after construction, the nature conservation interest is unlikely to be affected, by the erection of a telecommunications pole close to the bridge. However, in view of the adjacent important habitats and in view of the proximity, the applicant has provided a construction method statement so as to prevent pollution of the river. The advice of the District Ecologist is awaited.

#### **c) Flooding**

The site is located within Flood Zone 2 (1 in 1000 years) as defined by the Environment Agency. The provision of improved telecommunications coverage could be considered to be part of the essential infrastructure. The advice of the Environment Agency is awaited

#### **d) Mast Sharing**

Whilst mast and site sharing (rather than the dispersal of masts) are encouraged by Government advice, it is suggested that accommodating another operator on this structure, if it were approved would not be technically possible without replacing the pole by a much taller and more substantial structure such as a lattice tower. It is considered that in this location such a structure would be so alien and visually intrusive as to be totally unacceptable.

#### **e) Property values**

Government advice states that though the Local Planning Authority may receive representations about the alleged impact of a proposed telecommunications development on property values, it is not for the planning system to protect the private interests of one person against the activities of another. Although in a particular case considerations of public interest may serve to protect private interests, the material question is not whether a particular development would cause financial or other loss to the individual owners and occupiers of the neighbouring property, but whether the proposal would have a detrimental effect on the locality generally, and on amenities that ought, in the public interest, to be protected.



## Conclusion

It is appreciated that telecommunication operators (Vodafone in this instance) have a requirement to provide mobile phone coverage and the Local Planning Authority accept that it is very difficult to identify an ideal site within this area because by their very nature telecommunication poles are noticeable in the landscape. In this case, the appearance of a wooden telegraph pole design is considered acceptable and it is only the acceptability of the suggested positioning of this mast on the edge of Laverstock that is very finely balanced. Whilst there are concerns regarding the visual impact of the proposed mast from the short distance views, in the terms of its impact in the broader landscape and in the longer views it is not considered that it would be harmful.

In policy terms, though the pole would be erected within the 'Landscape Setting of Salisbury of Wilton' it is considered that a single wooden pole even if its overall height is 13.5 metres, will have only a minimal impact on the visual quality of the landscape setting and that therefore if the proposal is acceptable in landscape terms, its impact would be so minimal as to not be considered contrary to the spirit of Local Plan Policy C7.

At the time of writing this report the period for publicity has not expired. Therefore there is a proviso to the following recommendation. The recommendation is made in the light of the information currently available and only provided that no new issues are raised by any consultees or representations that are subsequently received prior to the meeting.

**RECOMMENDATION: Subject to no substantive new issues being raised by representations before the expiry of the publicity period, the decision be delegated to the Head of Development Services to grant the Prior Approval**

### Reason for Approval:

The appearance of a wooden telegraph pole design is acceptable in this location and it is considered that on balance the visual impact of the installation would be acceptable in accordance with Local Plan policies.

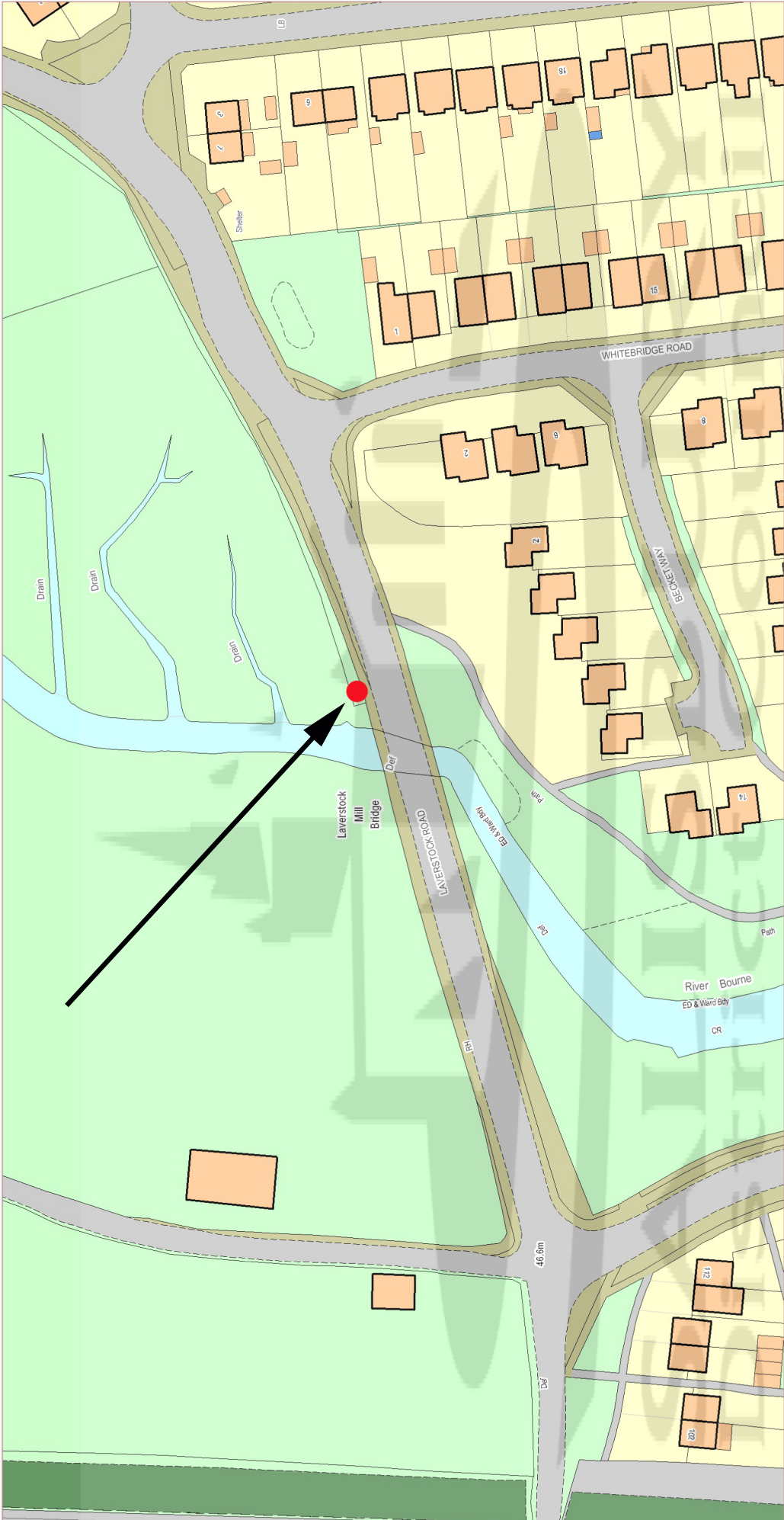
And subject to the receipt of amended plans

### INFORMATIVE 1

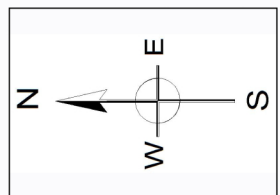
And in accordance with the following saved policies of the Adopted Salisbury District Local Plan.

#### Saved policy Purpose

G2	General criteria for development
C3	Small scale development for public utilities
C7	Landscape setting of Salisbury
C17	Conservation of River corridor and River Avon SAC
C18	Development in floodplains
PS7	Telecommunications policy
PPG 8	Telecommunications



**HIGHWAY VERGE, RIVERSIDE ROAD (SITE VISIT 15:15)**  
**PN 2008 0001: Site of 12m Telecoms mast and cabinet**



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Map Scale  
**1:1250**

Date  
**19th February 2008**

Workspace  
**OS Mastermap**