

Planning

Growth & Development

Delegated officer report for planning application

Application no. 132382/TEL/2021

Date registered valid: 1 December 2021

Proposal: Prior approval application for the installation of a 17 metre high, monopole tower, associated radio-equipment cabinets and ancillary development

Address: Land Adjacent To Manor Road , Manchester, M19 3HB

Ward(s): Levenshulme Ward

Applicant: Hutchison 3G UK Limited Great Brighams Mead, Vastern Road, Reading, RG1 8DJ

Agent (if any): Mr Rory Hollings Dalcour Maclaren 4 Bredon Court, Brockridge Park, Twynning, GL20 6FF

Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 January 2022

Application details

Type of application: Telecommunication Application

Development type: Notifications

Date of site visit:

Standard consultations:

Printed: 8 December 2021 Expired: 29 December 2021

Neighbour notifications

Printed: 8 December 2021 Expired: 29 December 2021

Site notice

Posted: Expired:

Press advert

Published: 14 December 2021 Expired: 4 January 2022

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The proposed site is located at the rear of the wide pedestrian footpath on the southern side of Manor Road. The site backs onto a multi use games area which forms part of an area known locally as Greenbank playing fields. The proposed equipment would be adjacent to a hedge which forms the boundary at the back of pavement with the multi use games area, which would act as a backdrop to the cabinets and lower section of the monopole. The existing footway is 3.73m in width.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

This application relates to an area of pavement on the southern side of Manor Road, in an area of mixed uses. Greenbank playing fields and associated MUGA lie to the south of the site, with Greenbank Park lying to the north of Manor Road. Further to the east of the site are commercial uses on the eastern side of Mount Road. and the former St. Marks Rectory at no.331 Mount Road. Further to the south east of the site are a row of semi detached houses facing onto Mount Road. The nearest property is approximately 50 metres away to the south of the Greenbank playing fields on the Mount Road.

Description of development

The submitted application seeks prior approval for the installation for the installation of a 17m high slim-line telecommunications monopole supporting 3no. antennas to serve the 4G network, 3no. antennas to serve the 5G network, and a GPS module mounted at the top of the monopole, with 4 equipment cabinets at the base and associated works.

The proposed development is required to provide new infill coverage for the H3G network. The site is primarily required to provide new 5G coverage and capacity to the area surrounding the site. It would also improve 4G coverage and capacity.

The three uppermost antennas provide 5G coverage, and the lower set of 3 antennas would provide 4G coverage. These are required to link the site into the wider network.

Consultations & Notification Responses

Local residents/adjoining occupiers – No comments received.

Environmental Health – advised the wording in the submitted ICNIRP declaration does not fully reference the relevant guidelines, and asked for the matter to be clarified.

A further ICNIRP certificate has been submitted which references the relevant guidelines and states the proposed equipment and installation as detailed in the attached planning / General Permitted Development Order application is designed to be in full compliance with the requirements of the radio frequency public exposure guidelines of the International Commission on Non-Ionizing Radiation Protection¹ as expressed in EU Council Recommendation 1999/519/EC of 12 July 1999 “on the limitation of exposure of the general public to electromagnetic fields (0 Hz to 300 GHz)”.

Highway Services - Both the mast and associated pole and cabinets appear to be placed at the back of the adopted footway. Sufficient carriageway clearance is being provided and sufficient footway width is being maintained.

It is accepted by highways that the proposals would not cause a distraction to passing vehicles, and would not give rise to forward visibility issues.

It is understood that the proposals would require a minimal level of routine servicing/maintenance (every two to three months) which would require maintenance vehicles to be parked nearby in consideration of the surrounding parking restrictions. The applicant should be advised that any requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Email -highwaylicenses@manchester.gov.uk

Issues

Town and Country Planning (General Permitted Development) (England) (Amendment) (No.2) Order 2016

The proposal falls within Part 16, Class A - 'Electronic communications code operators', of the above regulations. This requires that Local Planning Authorities assess whether prior approval is required for the siting and appearance of the development.

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was subsequently amended and updated in February 2019 and July 2021. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system ‘only to the extent that it is relevant, proportionate and necessary to do so’. It provides a mechanism through ‘which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities’.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point

for decision making. However, paragraph 10 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

The Framework has been related to the proposed development, with particular emphasis given to the following:

Section 10 Supporting high quality communications - The following paragraphs are considered to be relevant:

- i. Paragraph 114 - States that advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. It further states that planning decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) connections. It is considered that the development would be appropriately related to this objective by upgrading the performance of mobile telephone network and its capacity.
- ii. Paragraph 115 - The number of radio and electronic communications masts, and the sites for such installations, should be kept to a minimum consistent with the needs of consumers, the efficient operation of the network and providing reasonable capacity for future expansion. Use of existing masts, buildings and other structures for new electronic communications capability (including wireless) should be encouraged. Furthermore, that where new sites are required equipment should be sympathetically designed and camouflaged where appropriate.
- iii. Paragraph 114 - States that Local planning authorities should not impose a ban on new electronic communications development in certain areas, impose blanket Article 4 directions over a wide area or a wide range of electronic communications development, or insist on minimum distances between new electronic communications development and existing development. They should ensure that:
 - a) they have evidence to demonstrate that electronic communications infrastructure is not expected to cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest; and
 - b) they have considered the possibility of the construction of new buildings or other structures interfering with broadcast and electronic communications services.
- iv. Paragraph 117 - States that all applications for electronic communications development (including applications for prior approval under the General Permitted Development Order) should be supported by the necessary evidence to justify the proposed development. In this case the applicant has provided a satisfactory explanation of the site selection and a ICNIRP declaration. The proposal has been related to clearly presented drawings and a supporting statement. It is considered that sufficient and satisfactory information has been provided.

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be

decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- Creating well designed places that enhance or create character
- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy EN1 relates to design principles and strategic character areas and states that all development in Manchester will be expected to follow the seven principles of urban design listed below:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed

guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Saved policy DC17 relates to telecommunications and states that the council should be satisfied that the development has been sited and designed to minimise its impact on residential amenity and in environmentally sensitive areas.

Siting -The proposed works are not located in close proximity to any designated sites such as SSSIs, SPAs, SACs, or national nature reserves. As such, the Site is not considered to be a sensitive area and is suitable for the proposed development. The proposed works will not require the significant removal of vegetation and will utilise existing access routes. Furthermore, the site is not near to any listed buildings nor is it in a Conservation Area.

The proposed siting of the mast would mean that it would be located in a large gap between two mature trees which lie within the Greenbank playing fields site, and in proximity to an existing hedge which forms the site boundary at the back of pavement on Manor Road.

It is noted that there are a number of other vertical features in the area, including lighting columns along Manor Road and Mount Road, and the fencing and the floodlighting columns to the curtilage of the multi-use games area to the south, which would assist in assimilating the equipment into its surroundings.

The applicant has applied the sequential test to the provision of new and upgraded telecoms equipment and is utilising the existing site in line with NPPF guidelines.

The applicants do not feel that there is an alternative suitable location (3 alternatives in the wider area were considered and discounted), and the new installation is considered the best technical and environmental solution which will enable the operator to address the current coverage deficiency in this area.

It is considered the proposal strikes an appropriate balance between operational and environmental considerations, and the impact of the development would be outweighed by the public benefit of the proposal.

There are residential properties, in proximity to the site, but the nearest property is approximately 50 metres away to the south of the Greenbank playing fields on the Mount Road. The location does not therefore have what might be considered a predominantly residential character. However, the open nature of the sites to the north and south of Manor Road in proximity to the proposed site would mean that that the proposed monopole element of the scheme would be visible from the surrounding area. In this instance, there is a need to balance any visual intrusion in the streetscene, with the need to support high quality communications in the local area. It is considered that the works would not have a significantly harmful visual impact upon the locality to warrant refusal of permission and that the proposed location is therefore acceptable in principle.

It is not considered that the new telecommunication monopole and cabinets will create clutter within the street scene, as there is already street furniture along Manor Road, and within the vicinity of the site, and the siting of the works are considered to be acceptable.

In relation to pedestrian safety, the site lies on a sufficiently wide area of footpath, with an adequate footway clearance of 2.7 metres maintained, which is considered to be acceptable. It is not considered that this would unduly restrict the movement of wheelchair and buggy users.

Design - The proposal is for the siting of installation of a 17m high slim-line telecommunications monopole supporting 3no. antennas to serve the 4G network and 3no. antennas to serve the 5G network, and a GPS module mounted at the top of the monopole, with 4 equipment cabinets at the base and associated works.

The proposed cabinets are of a simple square box/rectangular shape and the monopole is cylindrical and very similar to other telecommunications equipment within the vicinity and

elsewhere in the City. The telecommunications column would have a grey finish, with the cabinets having a dark green finish, which is considered acceptable in this location.

The design of the proposal is considered to be acceptable in this instance. It is considered that the colouration of the proposed cabinets has been designed to blend in with the adjacent hedge, trees and playing fields beyond, and would assist in reducing any potential visual impacts.

It is considered that any impacts to visual and residential amenity not be significant, and any impacts would be outweighed by the benefits of the proposal, in terms of improved connectivity.

Health and safety - A further ICNIRP certificate has been submitted which references the relevant guidelines and states the proposed equipment and installation as detailed in the attached planning / General Permitted Development Order application is designed to be in full compliance with the requirements of the radio frequency public exposure guidelines of the International Commission on Non-Ionizing Radiation Protection¹ as expressed in EU Council Recommendation 1999/519/EC of 12 July 1999 "on the limitation of exposure of the general public to electromagnetic fields (0 Hz to 300 GHz)".

The proposal therefore accords with all relevant health and safety requirements, including the guidelines of the International Commission for Non-Ionising Radiation Protection (ICNIRP) as adopted in the EU Council Recommendation of 12 July 1999 on the limitation of exposure to the general public to electromagnetic fields.

Compliance with ICNIRP legislation - A declaration of conformity with ICNIRP Public Exposure Guidelines has been submitted with the application and meets guidelines in terms of health aspects that a local planning authority does not need to give further consideration to health aspects given an ICNIRP has been submitted. Further advice on health issues was previously provided in PPG8 which has now been replaced with the National Planning Policy Framework (July 2021) and the weight that this can be given to applications for telecom equipment.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the application. In this case a change to the colouration of the proposed cabinets was sought. This matter has been addressed, and the proposal is considered to be in accordance with City Council policy.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1. The City Council is satisfied that this development has been sited and designed to minimise the impact on residential amenity and the visual amenity of the surrounding area. The proposal is also suitably sited to ensure there is no detriment to highway and pedestrian safety. Accordingly, the proposal complies with Section 10 of the National Planning Policy Framework, policies SP1 (Spatial Principles) and DM1 (Development Management) of the Core Strategy for the City of Manchester and saved policy DC17.1 (Telecommunications) of the Unitary Development Plan for the City of Manchester.

Consent is hereby granted in accordance with the following drawings and documents:

Drawing refs:

002 Site Location Plan MAN20042_TBC_TBC_M1274_GA_REV_A;

100 Existing Site Plan - MAN2004_TBC_TBC_M1274_GA_REV_A;

150 Existing Site Elevation - MAN20042_TBC_TBC_M1274_GA_REV_A;

215 Proposed Site Plan - MAN20042_TBC_TBC_M1274_GA_REV_A;

265 Proposed Site Elevation - MAN20042_TBC_TBC_M1274_GA_REV_A;

Supplementary information from Dalcour Maclaren (notwithstanding reference to the colouration of the equipment cabinets);

received on 1st December 2021;

Email from planning agent dated 16th December 2021 confirming the wording in section 4 page 7 of the Supplementary Information Form is the ICNIRP declaration;

Declaration of Conformity with International Commission on Non-Ionizing Radiation Protection Public Exposure Guidelines received 4th January 2022.

Email dated 4th January 2022 from the planning agent confirming that the cabinets will be finished in green (RAL 6009) with the mast itself remaining grey in colour.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy, saved policy DC17.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework (NPPF).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Parks & Events

286 Mount Road, Manchester, M19 3HN
33 St Marks Street, Manchester, M19 3HG
284 Mount Road, Manchester, M19 3HN
280 Mount Road, Manchester, M19 3HN
337 Mount Road, Manchester, M19 3HW
333 Mount Road, Manchester, M19 3HW
2 Gytes Lane, Manchester, M19 3HB
4 Gytes Lane, Manchester, M19 3HB
335 Mount Road, Manchester, M19 3HW
Ryecroft Cottage, Mount Road, Manchester, M19 3HW
Connaughton House, Mount Road, Manchester, M19 3BH
282 Mount Road, Manchester, M19 3HN
341 Mount Road, Manchester, M19 3HW
339 Mount Road, Manchester, M19 3HW
331 Mount Road, Manchester, M19 3HW

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH2