

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6 June 2018

AUTHOR/S: Joint Director for Planning and Economic Development

Application Number: S/4095/17/OL

Parish(es): Orwell

Proposal: Outline planning application for the development of 2No. detached houses as part of the SCDC Right to Build Vanguard.

Site address: Garage Site rear of 45 & 47 Meadowcroft Way, Orwell, Cambridgeshire

Applicant(s): Laurence Castle, South Cambridgeshire District Council

Recommendation: Approval

Key material considerations: Principle of development
Impact upon the local area
Residential amenity of neighbouring properties
Highway safety and car parking

Committee Site Visit: 4 June 2018

Departure Application: No

Presenting Officer: Rebecca Whitney, Senior Planning Officer

Application brought to Committee because: Applicant is South Cambridgeshire District Council and objections have been raised from neighbours

Date by which decision due: 8 June 2018 (Extension of Time agreed)

Executive Summary

1. The application seeks outline permission for the erection of two detached dwellings as a part of the South Cambridgeshire District Council Right to Build Vanguard. Matters such as the scale and appearance of building s and landscaping are reserved for later approval.
2. The application site is located within the Development Framework of Orwell. The principle of the development of two dwellings is acceptable in this location.
3. While neighbour objections have been received, officers are satisfied that two dwellings can be satisfactorily located on the site without undue harm to the residential amenity of nearby properties.

Planning History

4. None of relevance.

National Guidance

5. National Planning Policy Framework 2012 (NPPF)
Planning Practice Guidance

Development Plan Policies

6. The extent to which any of the following policies are out of date and the weight to be attached to them is addressed later in the report.

South Cambridgeshire LDF Core Strategy DPD, 2007

ST/2 Housing Provision

ST/6 Group Villages

South Cambridgeshire LDF Development Control Policies DPD, 2007:

DP/1 Sustainable Development

DP/2 Design of New Development

DP/3 Development Criteria

DP/7 Development Frameworks

HG/1 Housing Density

HG/2 Housing Mix

NE/6 Biodiversity

NE/9 Water and Drainage Infrastructure

NE/11 Flood Risk

TR/1 Planning For More Sustainable Travel

TR/2 Car and Cycle Parking Standards

7. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**

Trees & Development Sites SPD - Adopted January 2009

Landscape in New Developments SPD - Adopted March 2010

Biodiversity SPD - Adopted July 2009

District Design Guide SPD - Adopted March 2010

8. **South Cambridgeshire Local Plan Submission - March 2014**

S/1 Vision

S/2 Objectives of the Local Plan

S/3 Presumption in Favour of Sustainable Development

S/7 Development Frameworks

S/10 Group Villages

HQ/1 Design Principles

H/7 Housing Density

H/8 Housing Mix

NH/4 Biodiversity

CC/9 Managing Flood Risk

TI/2 Planning for Sustainable Travel

TI/3 Parking Provision

Consultations

9. **Orwell Parish Council** - Supports the application without further comment.

10. **Cambridgeshire County Council (Local Highway Authority)** - No significant adverse effect upon the Public Highway should result from this proposal, should it gain benefit of Planning Permission.
11. **Drainage Officer** - No objections subject to conditions for a foul and surface water drainage scheme
12. **Contaminated Land Officer** - A Phase 1 Geo-Environmental Desk Study has been submitted in support of the application. The site comprises a number of residential garages which have the potential to give rise to contamination and the proposals are for a use that is sensitive to the presence of contamination (residential). The EPS report concludes that "it has not been possible to discount potential for contamination to be present associated with the quality of made ground which may be present". Therefore a condition is requested to require additional investigation.
13. **Tree Officer** - No objections, and no additional information required.
14. **Ecology Officer** – A Preliminary Ecological Appraisal was submitted in support of the application, and no objections have been raised. Conditions are requested to require that the works be carried out in accordance with the Ecological Appraisal, and to require a scheme of biodiversity enhancement.
15. **Environmental Health Officer** –No objections and requests conditions regarding noisy works and burning of waste, and informatics regarding pile driven foundations, noise and disturbance and demolition.
16. **Natural England** – No comments received.

Representations

17. A number of objections were received from local residents, summarised as follows:

47 Meadowcroft Way

- a. Clarity of the proposal description,
- b. Access to their garage,
- c. Risk to boundary fence due to vehicle movements, and
- d. Car parking provision.

49 Meadowcroft Way

- a. Car parking provision,
- b. Land ownership and access arrangements,
- c. Access to their garage.

51 Meadowcroft Way

- a. Car parking provision,
- b. The use of the forecourt as a turning space,
- c. Highway safety.

Site and Surroundings

18. The site is located within the Development Framework of Orwell with the Framework boundary to the east, and open countryside beyond. The site currently comprises 13 garages, accessed off of Meadowcroft Way to the west. The site is not located within

a Conservation Area and does not form the setting of any Listed Buildings or other built heritage asset. The site is within a Flood Zone 1 and furthermore, the site is not within the Green Belt.

Proposal

19. The proposal seeks to demolish the existing garages on the site, and to develop two detached dwellings as a part of the Council's "Right to Build" programme.
20. The application is submitted as an outline planning permission at this stage with access and layout to be considered. Matters relating to scale, appearance and landscaping are to be reserved for later approval. These details of the proposal will be to the individual self-builders' requirements.
21. Substantial new parking zones have been created since the original development of Meadowcroft Way was planned and built. These new bays were created by the Council's Housing department as a result of local requests for more convenient parking closer to resident's homes. As a result of the creation of the requested new parking bays the demand for lock-up garages substantially diminished and the garage blocks fell into disrepair.
22. The application was initially described as including the demolition of the existing garages. The description has since been amended to omit reference to demolition works and has been advertised from 22 February 2018 to 15 March 2018. The demolition of the garages will instead take place under permitted development rights under Schedule 2, Part 11, Class B (Demolition of buildings) of the Town and Country Planning (General Permitted Development) (England) Order 2015.

Planning Assessment

23. The key issues to consider in the determination of this application are the principle of development and whether the development meets the definition of sustainable development in relation to proximity to services and facilities.
24. An assessment is required in relation to the impact of the proposals on the character of the village, highway safety, the residential amenity of neighbouring properties, environmental health, surface water and foul water drainage capacity.

Principle of Development

25. Under policy ST/6 of the Core Strategy, Orwell is designated as a Group Village where residential development and redevelopment up to an indicative maximum scheme size of 8 dwellings will be permitted within village frameworks. Development may exceptionally consist of up to about 15 dwellings where this would make best use of a single brownfield site.
26. As the site has already been previously developed (i.e. brownfield land), the proposal to erect two dwellings is therefore acceptable in principle.
27. Paragraph 50 of the NPPF states that local planning authorities should deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. A mix of housing should be planned for based on current and future demographic trends, market trends and the needs of different groups of the community, such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their

own homes.

28. In March 2015 the government introduced the Self-build and Custom Housebuilding Act 2015 (the 2015 Act). This places a duty on certain public authorities to maintain a register of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects and places a duty on public authorities to have regard to those registers in carrying out planning and other functions including housing, regeneration. The 2015 Act now also places a legal duty on authorities to grant sufficient development permission to meet the demand for self-build and custom build in its area.
29. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications shall be determined in accordance with the development plan, unless material considerations indicate otherwise. At present the Council does not have a specific adopted or emerging local planning policy for the provision of self-build and custom build sites in the district. Therefore, in determining this application members will need to have regard to national planning policy.
30. The proposed development if approved will make a small contribution to the demands of the register. This remains a relatively new concept for the Council as a vanguard authority and officers advise that weight should be given to this factor in favour of the development if there was a need to balance this against any perceived harm. In the absence of any such harm, there is no need to secure a legal agreement to ensure they are sold off as self-build plots.
31. In a wider sense, the development of two new dwellings would also help, in a modest way, to increase the supply of housing in the district.

Housing density, mix and affordable housing

Housing density

32. The area of the site is 0.05 hectares, with the provision of 2 residential units, this would equate to a development of 40 dwellings per hectare. This would accord with the Council's adopted and emerging planning policies HG/1 and H/7 which seek a density of at least 30 dwellings per hectare, or 40 dwellings per hectare in sustainable locations.
33. The proposed density is considered in keeping with the existing street scene and density of development in Meadowcroft Way.

Housing mix

34. The actual mix of housing will be determined at reserved matters stage, whereby local circumstances should dictate the size of the dwellings, in accordance with emerging policy H/8. The Council are now giving full weight to this policy given the emerging plan's stage of preparation.

Layout and Neighbouring Amenity

35. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development and is indivisible from good planning and should contribute positively to making places better for people. Amongst other things, good design should function well over the lifetime of the development, establish a strong sense of place, optimise the potential of the site to accommodate

development, respond to local character without preventing or discouraging appropriate innovation, be safe and accessible and be visually attractive in terms of architecture and landscaping.

36. The NPPF states that local planning authority decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.
37. The site is developed with two rows of lock-up garages. The site is rather un-kept in appearance and there would be positive planning gain outcomes from a small scale redevelopment scheme.
38. There are existing residential dwellings to the north, south and west of the site. Detailed design of the dwellings, including their scale, will not be submitted until reserved matters stage and therefore will offer the self-builders some flexibility. Notwithstanding this, the district council has to be comfortable that the amount of units can fit within the parameters of the site without having a detrimental impact on neighbouring occupiers. The proposed layout demonstrates that two units, each with adequate private amenity space and two car parking spaces could fit on the site as a matter of principle.
39. Officers consider the potential to overlook could be designed out through the careful orientation of the rooms. Officers note that the front elevation of the dwelling shown on Plot Two on the indicative drawing no.1521-SK-502 Revision B is located less than 10m from the rear boundary of No.47 Meadowcroft Way to the west, and approximately 26m from the rear elevation of the dwelling. It is therefore possible that the proposed dwellings could be sited a suitable distance from the nearest neighbouring dwelling so as to comply with the privacy and overlooking guidance set out in the District Design Guide. This states that there should be a minimum of 12m between a window and neighbouring wall, and 25m between windows serving primary habitable rooms.
40. Special attention will need be given to ensuring that the internal layouts are designed such that the potential for the overlooking of the neighbouring properties be limited wherever possible.
41. Environmental Health Officers request that a condition be attached to any permission granted to limit noisy works. It is recommended that this condition be attached to any permission granted in the interests of residential amenity, in accordance with Policy DP/3 of the Local Development Framework 2007.
42. A condition was requested to restrict the burning of waste. The application does not include any indication that waste would be burned on site, and the requested condition is not considered reasonable or necessary to make the proposal acceptable. It is instead recommended that the wording be attached as an informative, for the attention of the applicant.
43. The other informatics recommended by Environmental Health Officers should be attached to any permission granted.
44. Based on the submitted plans officers consider any reserved matters scheme is likely to accord with policy DP/3 of the Local Development Framework and not cause significant or adverse harm.

Highway safety and parking

45. The site is located along a made vehicular track which is not adopted public highway. The site is currently developed, hosting 13 garages, all of which would have generated historic traffic movements. The removal of these garages and their replacement with two dwellings is likely to result in the reduction of traffic movements relative to the historic situation.
46. The Local Highway Authority commented that the proposed should not result in a significant impact upon the highway. The proposed development and the allocation of parking to the existing dwellings are therefore considered to generally comply with policies DP/3 and TR/1 of the Local Development Framework.
47. A number of consultee comments raised concerns regarding car parking. The indicative plans submitted with the application demonstrate each dwelling could accommodate up to two on-site spaces. Therefore the development is capable of compliance with parking standards set out in policy TR/2 of the Local development Framework.
48. Concerns were raised by neighbours regarding car parking of existing residents due to the removal of 13 garages. The garages have not been fully occupied for a number of years and are in a state of disrepair such that they are not fit for purpose. Significant weight cannot be attached to the car parking provision which would have been afforded by these garages as new.
49. It is also noted that 30 new car parking spaces have been introduced on Meadowcroft Way in recent years to go some way to addressing increased car parking demand.
50. Neighbours raised concerns regarding their current use of the hardstanding of the application site as a turning area and to enable access to their garages which lie adjacent to the site. It is noted that permission has not been sought or granted for residents to use the land in this way, and therefore significant weight cannot be attached to the loss of this function.
51. A comment also raised concerns regarding the potential for damage to their property as a result of increased vehicle movements. As noted above, the proposed development would result in fewer vehicle movements than the historic movements associated with the 13 garages. As a result, significant weight cannot be attached to this comment.

Trees and Landscaping

52. There are some existing trees on the boundaries of the site. An arboricultural assessment has been submitted with the application which plots the existing trees and their root protection areas to determine the developable areas of the site and to inform any necessary tree protection measures during construction.
53. Any reserved matters application will be expected to be supported by an updated arboricultural report and tree protection strategy. The acceptability of the development will be dependent upon the proposed layout and its impact upon, and relationship to, the existing trees.
54. On this basis the Councils Tree Officer has raised no objections to the proposed development and it would accord with policy DP/2 and NE/6 of the Local Development

Framework.

Ecology

55. A Preliminary Ecological Appraisal (by MKA Ecology, dated March 2017) was submitted in support of the application, and no objections have been raised by the Council's Ecology Officer.
56. The application site comprises an area of grassland, some scattered trees, hardstanding, buildings, and some areas of introduced scrub. The application site lies within an impact zone for the nearby Eversden and Wimpole Woods Special Area of Conservation/Site of Special Scientific Impact.
57. It is unlikely that any non-statutory protected site in the vicinity will be adversely affected by the application. Species records from the area show a healthy farmland bird population and water vole in the ditch to the southwest of the Meadowcroft Way. The application site appears to be connected to this drain through a smaller ditch that runs adjacent to the eastern boundary.
58. The applicant has provided a Preliminary Ecological Appraisal in support of this application. The report provides a comprehensive assessment of the site and areas to the south. The only concern the report raised was a mature oak tree to the south of their surveys site that contained large amounts of ivy and probably suitable bat roosting features. No further surveys were recommended as long as the tree remained untouched. The tree falls outside of the redline boundary and should not be affected by the application.
59. The recommended avoidance and mitigation strategies should be adequate to prevent legislative conflict during the construction period, which includes a strategy specifically for water voles should the resulting dwellings impact the ditch adjacent to the eastern boundary, and a detailed lighting strategy to prevent any impact to commuting bats. The recommended enhancement scheme will ensure that the development is inline with both national and local policy concerning 'no net loss' and enhancements to biodiversity.
60. Conditions are requested to require that the works be carried out in accordance with the Ecological Appraisal, and to require a scheme of biodiversity enhancement.
61. Natural England were consulted on the application due to the location of the site within an impact zone for the near-by Eversden and Wimpole Woods Special Area of Conservation/Site of Special Scientific Impact. No comments were made.

Drainage

62. No objections have been raised by the Council's Drainage Consultant regarding drainage matters on the site, subject to a condition to require details of a scheme for the provision and implementation of surface water and foul water drainage in accordance with policy NE/11 and NE/10 respectively of the adopted Local Development Framework 2007. These conditions are considered reasonable and necessary.

Contaminated Land

63. A Phase 1 Geo-Environmental Desk Study (by EPS dated February 2017) has been submitted in support of the application, and assessed by the Council's Scientific

Officer (Contaminated Land).

64. The site comprises a number of residential garages which have the potential to give rise to contamination and the proposals are for a use that is sensitive to the presence of contamination (residential). The desk study report concludes that "it has not been possible to discount potential for contamination to be present associated with the quality of made ground which may be present". A condition was therefore requested to require additional investigation works. It is recommended that the condition recommended by the Scientific Officer be attached to any permission granted.

Other Matters

65. A neighbour response commented on the lack of clarity in the proposal description and site location. An error on the Ordnance Survey Base Map resulted in an incorrect site address being advertised. This was also amended and advertised from 22 February 2018 to 15 March 2018.
66. A neighbour response commented on land ownership issues. Whilst this would not ordinarily be a planning matter, the applicant has submitted a minor amendment by way of a revised site location plan with the application site slightly reduced in size to address this comment. The nature of this amendment has not required additional formal consultation, but has been available to view online from 16 May 2018.

Conclusion

67. The proposed development lies within the designated village framework, the scale of which would accord with the development plan policies ST/6 and DP/7.
68. The provision of two self-build plots in a sustainable location will benefit the local self-build register, although there is no material planning reason to oppose the application without this requirement.
70. It is therefore considered that the proposal achieves the definition of sustainable development and should be approved subject to various safeguarding conditions.

Recommendation

72. Approve subject to:

Conditions and Informatives

73. Planning conditions and Informatives as set out below, with the final wording of any amendments to these to be agreed in consultation with the Chair and Vice Chair prior to the issuing of planning permission:

Conditions

- 1) Approval of the scale and appearance of buildings and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.
(Reason - The application is in outline only.)
- 2) Application for the approval of the reserved matters, for each plot, shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

(Reason - The application is in outline only.)

- 3) The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.

(Reason - The application is in outline only.)

- 4) The development hereby permitted shall be carried out in accordance with the following approved plans:

- a. Site Location and Block Plan drawing no.1521-P-501 Revision C, and
- b. Proposed Site Plan drawing no.1521-P{-502 Revision B in so far as it relates to layout and access only,

As received 20 April 2018.

(Reason - To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.)

- 5) The landscaping details required by condition 1 above shall include indications of all existing trees and hedgerows on the land and details of any to be retained, together with measures for their protection in the course of development. The details shall also include specification of all proposed trees, hedges and shrub planting, which shall include details of species, density and size of stock.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

- 6) All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.

(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)

- 7) Prior to the occupation of each of the dwellings, a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment for that dwelling shall be completed before the dwelling is occupied in accordance with the approved details and shall thereafter be retained.

(Reason - To ensure that the appearance of the site does not detract from the character of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)

- 8) Prior to the commencement of development on each of the plots, a scheme for the provision and implementation of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority.

(Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding in accordance with Policies DP/1 and NE/11 of the adopted Local Development Framework 2007.)

- 9) Prior to the commencement of development on each of the plots, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved plans prior to the occupation of any part of the development or in accordance with the implementation programme agreed in writing with the Local Planning Authority. (Reason - To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage in accordance with Policy NE/10 of the adopted Local Development Framework 2007.)
- 10) Prior to commencement, site preparation or the delivery of materials to site for each plot an updated arboricultural impact assessment and tree protection strategy in accordance with British Standard BS5837 shall be submitted for the approval of the Local Planning Authority to reflect the detailed layout. The tree protection measures must be implemented in accordance with the details provided in the approved arboricultural impact assessment and tree protection strategy and remain in position until practical completion of the implementation of the development.
(Reason - To protect trees which are to be retained in order to enhance the development, biodiversity and the visual amenities of the area in accordance with the policies DP/1 and NE/6 of the adopted Local Development Framework 2007.)
- 11) No development approved by this permission shall be commenced, unless otherwise agreed, until:
 - a) The application site has been subject to a detailed scheme for the investigation and recording of contamination and remediation objectives have been determined through risk assessment and agreed in writing by the Local Planning Authority.
 - b) Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Remediation method statement) have been submitted to and approved in writing by the Local Planning Authority.
 - c) The works specified in the remediation method statement have been completed, and a Verification report submitted to and approved in writing by the Local Planning Authority, in accordance with the approved scheme.
 - d) If, during remediation and/or construction works, any contamination is identified that has not been considered in the remediation method statement, then remediation proposals for this material should be agreed in writing by the Local Planning Authority.
(Reason - To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy DP/1 of the adopted Local Development Framework 2007)
- 12) The proposed development shall be carried out in accordance with the recommendations set out in the Preliminary Ecological Appraisal by MKA Ecology, dated March 2018.
(Reason - To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies DP/2 and NE/6 of the adopted Local Development Framework 2007.)
- 13) Prior to the occupation of the proposed dwelling, a scheme of biodiversity

enhancement shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the features to be enhanced, recreated and managed for species of local importance both in the course of development and in the future. The scheme shall be implemented prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. The development shall be retained as such thereafter.

(Reason - To enhance ecological interests in accordance with Policies DP/1, DP/3 and NE/6 of the adopted Local Development Framework 2007.)

- 14) No construction site machinery or plant shall be operated, no construction related deliveries taken at or despatched from the site before 0800 hours and after 1800 hours on weekdays, before 0800 hours and after 1300 hours on Saturdays, nor at any time on Sundays and Bank Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.
(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)

Informatics

- 1) There shall be no burning of any waste or other materials on the site, without prior consent from the environmental health department in order to ensure nuisance is not caused to local residents.
- 2) Should driven pile foundations be proposed, then before works commence, a statement of the method for construction of these foundations shall be submitted and agreed by the District Environmental Health Officer so that noise and vibration can be controlled.
- 3) The applicant should take all relevant precautions to minimise the potential for disturbance to neighbouring residents in terms of noise and dust during the construction phases of development. This should include the use of water suppression for any stone or brick cutting and advising neighbours in advance of any particularly noisy works. The granting of this planning permission does not indemnify against statutory nuisance action being taken should substantiated noise or dust complaints be received. For further information please contact the Environmental Health Service.
- 4) Before any existing buildings are demolished, a Demolition Notice will be required from the Building Control section of the council's planning department establishing the way in which the property will be dismantled, including any asbestos present, the removal of waste, minimisation of dust, capping of drains and establishing hours of working operation.

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.

- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents (SPD's)
- South Cambridgeshire Local Plan Submission 2014

- Planning File Reference: S/4095/17/OL

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