

# Inspector's Report ABP-304931-19

**Development** Construction of a one and a half

storey dwelling, the widening of existing site entrance to improve

sightlines, connection to public sewer

& mains water supply and all

associated site works.

**Location** Annestown, Co. Waterford.

Planning Authority Waterford City and County Council

Planning Authority Reg. Ref. 19294

Applicant(s) David Twohig

Type of Application Permission

Planning Authority Decision Refusal

Type of Appeal First Party v. Decision

Appellant(s) David Twohig

Observer(s) Louisa Griffin

Mary Sue Connolly

**Date of Site Inspection** 12<sup>th</sup> October, 2019

**Inspector** Robert Speer

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# 1.0 Site Location and Description

- 1.1. The proposed development site is located in the small coastal village of Annestown, Co. Waterford, where it occupies a 'backland' position to the rear of the existing roadside properties which front onto the northern side of the main street (i.e. the R675 Regional Road / the 'Copper Coast' scenic drive). The character of the village is defined by a single street of neat, well-maintained, 19<sup>th</sup> Century houses, including a thatched cottage and two large 18<sup>th</sup> /19<sup>th</sup> Century houses on the approach from Tramore, with the only public building in Annestown being the early 19<sup>th</sup> Century Church of Ireland. The wider area includes access to a nearby beach with sea views and vistas on the approaches to the village greatly enhancing its overall character and charm.
- 1.2. The site itself has a stated site area of 0.043 hectares, is generally rectangular in shape, and comprises a vacant plot of land which is accessed via a narrow laneway that extends northwards from the main street to provide access to surrounding agricultural lands and a dwelling house located further north. The site topography is characterised by a slope that rises on travelling northwards away from the main street with a notable difference in ground levels apparent between the site and the adjacent residential properties to the immediate east and south (a thatched cottage / protected structure). The site boundaries are defined by a combination of fencing, ditches and embankments with the existing entrance located in the north-western corner of the site at the apex of a sharp bend in the laneway.

# 2.0 **Proposed Development**

- 2.1. The proposed development consists of the construction of a detached, two-bedroom dwelling house, which includes a mezzanine level, with a stated floor area of 83.61m² and a ridge height of 6.9m. The overall design is simple and based on a rectangular plan with a conventional pitched roof detail, although it also utilises more contemporary features such as the extensive use of glazing within the south-facing elevation and a combination of external finishes which includes vertical timber cladding and render.
- 2.2. The proposal also provides for the widening of the existing site entrance onto the adjacent laneway and the lowering of the boundary walls / ditches to either side of

- same in order to improve the available sightlines. Sewerage and water services are available via connection to the public mains.
- 2.3. An application for a Certificate of Exemption pursuant to the provisions of Section 97 of the Planning and Development Act, 2000, as amended, has accompanied the planning application.

# 3.0 Planning Authority Decision

#### 3.1. **Decision**

- 3.1.1. On 20<sup>th</sup> June, 2019 the Planning Authority issued a notification of a decision to refuse permission for the proposed development for the following single reason:
  - The Planning Authority considers the proposed dwelling by virtue of its excessive height, scale and inappropriate design to be sited at an elevated and prominent position within the 'Streetscape of Distinctive Character' area for Annestown as identified in the Waterford County Development Plan, 2011-2017 (as extended) will result in a development that will adversely impact on the overall visual setting of Annestown village and accordingly be contrary to Policy AH10 of the Waterford County Development Plan, 2011-2017 (as extended). Furthermore, the proposed development is situated within a scenic route corridor in the current Waterford County Development Plan, would be at variance with Development Plan policy for such scenic routes where the onus is on applicants 'to demonstrate that there will be no obstruction or degradation of the views towards visually vulnerable features nor significant alterations to the appearance or character of sensitive areas'. It is considered that the proposed development at this location will represent an unduly prominent and incongruous feature in the landscape, would be injurious to visual amenity of this area, and would establish an undesirable future precedent for similar type development at this location. The proposed development would therefore be contrary to the proper planning and sustainable development of the area.

## 3.2. Planning Authority Reports

## 3.2.1. Planning Reports:

Details the site context, planning history, and the applicable policy considerations before stating that the design of the dwelling would be inappropriate to the site and unsympathetic to the architectural heritage of the village.

## 3.2.2. Other Technical Reports:

Executive Conservation Officer: Recommends that permission be refused on the basis that the height, design, materials, and siting of the proposed development would have a negative visual impact and would detract from the setting of the 'Streetscape of Distinctive Character' within Annestown. It is further stated that the proposal would set an undesirable precedent for inappropriate development in the village.

## 3.3. Prescribed Bodies:

None.

## 3.4. Third Party Observations:

3.4.1. A total of 2 No. submissions were received from interested third parties and the principle grounds of objection / areas of concern raised therein can be derived from my summation of the contents of the observations lodged with respect to this appeal.

# 4.0 **Planning History**

#### 4.1. On Site:

PA Ref. No. 07318. Was granted on 21<sup>st</sup> November, 2007 permitting Elizabeth Twohig outline permission for a detached dwelling house, two vehicular entrances and connection to the public sewer.

## 4.2. On Adjacent Sites (to the immediate east):

PA Ref. No. 16627. Was granted on 21<sup>st</sup> April, 2017 permitting Carol Cunningham permission for the extension and alteration of the existing dwelling house.

# 5.0 Policy and Context

## 5.1. Waterford County Development Plan, 2011-2017:

Land Use Zoning:

The proposed development site is zoned as 'R2 – Protect amenity of existing residential development and provide new residential development – low density (clustered housing, serviced sites, large plot size)'.

Other Relevant Policies / Sections:

Table 4.2: County Settlement Hierarchy: Settlement Nodes: Annestown

Section 8.1: Landscape:

Scenic routes indicate public roads from which views and prospects of areas of natural beauty and interest can be enjoyed. There is an onus on developers/applicants for planning permission to demonstrate that any proposed development shall not negatively impact on the character of a scenic route and that there shall be no obstruction or degradation of views towards visually vulnerable features or sensitive areas.

The proposed development site is located along Scenic Route: No. 14 (that includes the main street of Annestown) as identified in Appendix A9: *'Scenic Routes'* of the Plan.

Section 8.34: Streetscapes of Distinctive Character:

Policy AH 10: Within Streetscapes of Distinctive Character, it is the policy of the Council to:

- Identify, protect and enhance the unique character of a streetscape by providing guidelines on appropriate development to retain its distinctive character;
- Protect elements of landscapes and streetscape such as stonewalls, limekilns and street furniture such as water pumps etc. which make a positive contribution to the architectural heritage;

- Promote sensitive reuse and/or alterations of buildings of historic character. Proposed works shall not detract from the building and shall make a positive contribution to the character of the building/streetscape or setting; and
- Ensure that the design of new buildings within such a streetscape respects the established character of the area in height, scale and massing.

Variation No 1: Development Management Standards:

Section 11.12: Planning Guidance for Streetscapes of Distinctive Character (incl.):

All new buildings should contribute to the visual enhancement of the area while respecting its physical character.

- Pastiche or replication of historic design is not always appropriate and high quality contemporary architectural design is acceptable in some cases.
- The elevational treatment of the new development should be well proportioned and built having respect to its context.
- Buildings should follow the eaves heights, roof pitches and building lines
  which predominate in the streetscape and should employ windows of
  matching proportions and alignment. Materials should be of good visual
  quality & durability.

# Vol. 2: Annestown:

The site is located within an identified 'Streetscape of Distinctive Character' and is also in the vicinity of a 'Scenic Route'.

- DO<sub>1</sub>: It is an objective of the Council to retain and enhance the unspoilt picturesque character of the village. All new development/redevelopment should have regard to the scale and design of the existing streetscape.
- DO<sub>10</sub>: Any development which is in a Streetscape of Distinctive Character shall have regard to the planning guidance set out in Section 10.46 of the Development Standards Chapter in the Plan (the Board is advised that Section 11.12 of Variation No. 1 has replaced the development standards previously set out in Section 10.46 of the Plan).

# 5.2. Natural Heritage Designations

- 5.2.1. The following Natura 2000 sites are located in the general vicinity of the proposed development site:
  - The Mid-Waterford Coast Special Protection Area (Site Code: 004193), approximately 120m southeast of the site.

## 5.3. **EIA Screening**

5.3.1. Having regard to the nature and minor scale of the development proposed, the site location in a built-up area within the development boundary of the village of Annestown which is outside of any protected site, the nature of the receiving environment, the limited ecological value of the lands in question, the availability of public services, and the separation distance from the nearest sensitive location, there is no real likelihood of significant effects on the environment arising from the proposed development. The need for environmental impact assessment can, therefore, be excluded at preliminary examination and a screening determination is not required.

# 6.0 The Appeal

# 6.1. Grounds of Appeal

• Outline planning permission was previously granted on site for a single storey dwelling house pursuant to PA Ref. No. 07318, however, following discussions with the neighbouring property owners, it was decided that in order to limit any potential impacts, the overall size of any new dwelling would be reduced and the building repositioned so as to avoid impacting on those views available from Dean's Close. By relocating the living space to an additional mezzanine floor / half storey, it has been possible to reduce the overall length of the proposed dwelling by 9.5m. Furthermore, the introduction of the half storey, when combined with a lowering of the floor to ceiling height at ground level, has resulted in a net increase of only 1m in height against a reduction of 7.5m in length (equating to 40% of the massing).

- In order to avoid any overlooking of the adjacent property to the immediate
  east (i.e. 'The Old Schoolhouse'), no windows have been included within the
  eastern elevation of the proposed dwelling house. Furthermore, given the
  need for privacy from the laneway to the west and the amount of daylight
  received by the extent of glazing within the southern facade, the provision of
  fenestration within the western elevation of the dwelling has been limited.
- During the course of pre-planning discussions, whilst the Planning Authority indicated a preference for a single storey building on site, the proposal for a glazed south-facing elevation was favourably received and was thus incorporated into the submitted design.
- The suggestion that the massing of the proposed 'storey and a half'
  construction is not in keeping with the vernacular of Annestown is rejected
  given that there are several examples of such properties (as well as twostorey structures) within the village.
- Contrary to assertions made by a third-party objector, the applicant has no other holiday home anywhere and is planning to return from the UK in order to be close to his elderly mother.
- The proposed dwelling will not overlook any windows or garden area within the thatched cottage located alongside the main road with only the windowless rear elevation of that property visible from the development.
- The photomontages provided with the grounds of appeal demonstrate that the proposed dwelling will be screened by the existing cottage and will not be visible from the footpath outside of Annestown House.
- Due to the separation distance available, the difference in levels, the
  architecture of the thatched cottage, and the absence of any directly opposing
  windows, the proposed dwelling house will not have a detrimental impact on
  the residential amenity of the nearby cottage by reason of overlooking.
- It is acknowledged that the subject site is located within the 'Streetscape of
   Distinctive Character for Annestown' and that the Planning Authority has
   raised concerns as regards the visual impact of the proposal on the
   architectural heritage of the area, however, it is submitted there is a wide

variety of building types and architectural styles prevalent within the village. The primary aspect of the streetscape comprises a combination of two-storey, dormer and 'storey-and-a-half' properties, all of which have ridge heights consistent with the proposed development, with 13 No. of these buildings located on more elevated lands towards the western end of the village.

- In recent years, permission has been granted for 2 No. large, two-storey buildings at the top (western side) of the village which have had a significant impact of the setting of Annestown.
- The principle of a dwelling house on this site is acceptable by reference to its planning history and the land use zoning i.e. 'R2 Residential Low'.
- The proposed dwelling will be set back from the main road and will be screened from view behind existing roadside properties. The building footprint has been reduced by 40% when compared to that previously permitted on site whilst its design, massing and location has been amended to be more cognisant of the neighbouring properties to the east and west.
- Whilst the subject proposal will give rise to some impact on the streetscape, it
  will not result in an unduly prominent structure within the existing pattern of
  development or on the village skyline. Furthermore, any such impacts will not
  be materially greater than those previously permitted under PA Ref. No.
  07318.
- Any impact on the setting of the thatched cottage (a protected structure)
  would not be significantly over those associated with the development
  previously approved under PA Ref. No. 07318. Indeed, the impact on that
  setting and the streetscape would be lessened due to the reduction in the
  scale and length of the development proposed and the increased separation
  distance between the respective buildings.
- The applicant is amenable to considering the imposition of any conditions pertaining to a reduction in height or a change in materiality.

## 6.2. Planning Authority Response

None.

#### 6.3. **Observations**

## 6.3.1. Louisa Griffin:

- When outline permission was previously sought under PA Ref. No. 073128, the Planning Authority stipulated the construction of a single-storey dwelling in keeping with the vernacular of the village and this was reiterated during the course of pre-planning discussions as regards the subject application.
- Annestown is a unique historic village with a streetscape dating from between c. 1775 & 1870. The subject proposal will be the first new building in proximity of the main street that, if permitted, will be visible above the protected thatched cottage on approaches from the east and west due to its height and elevated location. The submitted design is not sympathetic to the vernacular or architectural heritage of Annestown, will be visually intrusive, and will set an undesirable precedent for further inappropriate development in the village.
- Contrary to the assertion that the site is located c. 1.5m over the regional road, a review of the submitted particulars (as confirmed by recent survey works) indicates that the site is at least c. 4.045m above the main street and thus the impact of the proposal has been significantly understated by the developer.
- The site layout plan does not identify all contiguous properties, with particular reference to 'Dean's Close' to the west which will be adversely affected by the scale and positioning of the proposed development.
- The levels for all those properties adversely impacted by the development have not been accurately presented. In this regard, it should also be noted that the difference in level between the adjacent 'Old Schoolhouse' and the building proposed under PA Ref. No. 07318 was underestimated by c. 30%.
- Given the absence of any levels etc., the photomontages do not provide for an accurate representation of the impact of the proposed development.
- In light of the difference in levels between the proposed development and the property to the east, the new construction will result in considerable overshadowing of the upper storey rear windows within the 'Old Schoolhouse'.

- Due to the change in levels and the height of the proposed development (with particular reference to the mezzanine floor), it will result in undue overlooking of the nearby thatched cottage.
- Cross-sectional details are required to verify the impact of the proposal on adjacent properties and the streetscape.
- The application site is particularly visible from the main street due to the break in the streetscape at this location and the elevated nature of the lands.
- The overall scale and height of the proposed dwelling house on this elevated site will have an unacceptable visual impact and will detract from the streetscape. It will also have a detrimental impact by way of the overlooking and overshadowing of surrounding properties.
- The design and external finishes of the proposed dwelling are not in keeping with the character of the village or surrounding buildings.
- Further clarity is required as regards the proposed boundary treatment and the existing traditional dry-stone walls are worthy of preservation.
- On the basis that the submitted photomontages do not accurately reflect the likely impact of the proposed development on neighbouring properties, the owners of those properties are not in support of the developer's proposals (please refer to Appendix 3 of this submission).
- No reference has been made to the nature of any upgrading works proposed to the existing laneway.
- The grant of outline permission issued for PA Ref. No. 07/317 expired in 2010.
- Due to a failure to display the site notice at the correct location for the
  required 5 No. weeks, multiple third parties likely to be adversely affected by
  the proposal were denied the full opportunity to object to the application and
  thus are unable to lodge observations on this appeal. There is overwhelming
  opposition to the proposal as evidenced by Appendix 3 of this submission.

 The development will have a detrimental impact on the amenity of neighbouring properties by reason of overlooking, overshadowing, visual intrusion, and loss of views.

# 6.3.2. Mary Sue Connolly:

- Concurs with the contents of the observation lodged by Ms. Louisa Griffin.
- The proposed dwelling is completely out of character with the vernacular of Annestown and surrounding buildings, including 'The Thatch' (a protected structure).
- Contrary to the assertion that the site is located c. 1.5m over the regional road, a review of the submitted particulars indicates that the site is c. 4.045m above the main street and thus the impact of the proposal has been understated by the developer.
- The observer was not consulted as regards the potential impact of the development on her home ('The Thatch').
- The failure to correctly display the site notice unacceptably curtailed the ability of the observer to lodge a submission as regards the initial application.

# 6.4. Further Responses

None.

## 7.0 Assessment

- 7.1. From my reading of the file, inspection of the site and assessment of the relevant policy provisions, I conclude that the key issues relevant to the appeal are:
  - The principle of the proposed development
  - Overall design and layout / visual impact
  - Impact on residential amenity
  - Procedural issues
  - Appropriate assessment

These are assessed as follows:

## 7.2. The Principle of the Proposed Development:

- 7.2.1. With regard to the overall principle of the proposed development, it is of relevance in the first instance to note that the subject site is located within the identified settlement boundary for the village of Annestown on lands zoned as 'R2' with the stated land use zoning objective to 'Protect amenity of existing residential development and provide new residential development low density (clustered housing, serviced sites, large plot size)'. Moreover, the site is positioned within the built-up core of the village adjacent to existing housing in an area which is primarily residential in character with the prevailing pattern of development along the main street (i.e. the R675 Regional Road) dominated by traditional / vernacular housing. It should also be noted that the principle of a dwelling house on site has previously been accepted by the Planning Authority given the decision to grant outline permission for PA Ref. No. 07318 (albeit under the provisions of an earlier Development Plan).
- 7.2.2. In this respect I would suggest that the proposed development can be considered to comprise a potential infill site situated within an identified development area where public services are available and that the development of appropriately designed infill housing would typically be encouraged in such areas provided it integrates successfully with the existing pattern of development and adequate consideration is given to the need to protect the amenities of existing properties.
- 7.2.3. Therefore, having considered the available information, including the site context, planning history, and land use zoning, I am satisfied that the overall principle of the proposed development is acceptable, subject to the consideration of all other relevant planning issues, including the impact, if any, of the proposal on the amenities of adjacent development and built heritage considerations.

## 7.3. Overall Design and Layout / Visual Impact:

7.3.1. The special physical and social character of the small coastal village of Annestown, which is situated along the 'Copper Coast' scenic drive, derives from its historically small-scale and cohesive urban form, which is at present centred along the main street and is of close urban grain and predominantly hard onto the road frontage. In this respect it would seem that the historical pattern of development clustered around the early 19<sup>th</sup> Century Church of Ireland with the village subsequently expanding to

- encompass a picturesque streetscape of well-maintained 19<sup>th</sup> Century houses, including a thatched cottage and two large 18<sup>th</sup> /19<sup>th</sup> Century houses on the approach from Tramore (which have been designated as protected structures). The sea views and vistas on the approaches to Annestown further serve to enhance its overall charm and character which remains largely unspoilt with the village having experienced little development or change in the past one-hundred years.
- 7.3.2. In recognition of this special character, the Development Plan has designated a 'Streetscape of Distinctive Character' within the village wherein it is the policy of the Planning Authority (i.e. Policy AH10) to identify, protect and enhance its unique character and to ensure that the design of new buildings within the streetscape respects the established character of the area in terms of height, scale and massing. This is given further expression by reference to a specific Development Objective (DO<sub>1</sub>) for Annestown contained in Vol. 2 of the Development Plan which seeks to retain and enhance the unspoilt picturesque character of the village with all new development being required to have regard to the scale and design of the existing streetscape.
- 7.3.3. Cognisance should also be taken of the location of Annestown along the R675 coastal drive, which has been identified as a 'Scenic Route', and the potential wider visual impact of the proposed development, particularly in light of the site context when viewed from lower elevations on the eastern approach to the village.
- 7.3.4. Although the proposed development site occupies a 'backland' location to the rear of properties along the main street, concerns nevertheless arise as regards its potential impact on the visual amenity and special character of the village. In this respect, particular consideration must be given to the site context, including its location within a 'Streetscape of Distinctive Character' that includes multiple properties deemed to be of 'Regional' importance in the National Inventory of Architectural Heritage due to their architectural qualities (several of which have been designated as protected structures), its relationship with neighbouring properties, and the wider visibility of the site from the surrounding area.
- 7.3.5. Whilst the site itself is only visible from along a relatively short stretch of the main village street given the break in the streetscape arising from the presence of the access laneway, I am inclined to suggest that the sensitivity of the site context

warrants a high standard of design at this location. Any development on this site will be visible to some extent and will not only impact on the 'Streetscape of Distinctive Character' but will also be viewed in the context of neighbouring structures which are of built heritage interest. In this respect I would advise the Board that the junction of the access laneway with the main street is framed to the east by an attractive thatched cottage (a protected structure) and to the west by a modest, three-bay, two-storey house which, although substantially altered over the course of the 20<sup>th</sup> Century, is considered to be of 'regional' importance in the NIAH and forms a picturesque component of the streetscape that integrates with the modest quality of the built stock of Annestown.

7.3.6. In my opinion, the design of the proposed dwelling house is unsympathetic and out of character with the existing streetscape and will not make a positive contribution to either its preservation or enhancement. Policy AH10 and Development Objective DO<sub>10</sub> of the Development Plan place considerable emphasis on the need for new development to suitably respect the distinctive character of the Annestown streetscape, and although the guidance offered in Section 11.12 of the Plan states that pastiche or the replication of historic design is not always appropriate and that high-quality contemporary design may be acceptable in some cases, I am unconvinced that the submitted proposal is suitable given the site context. Whilst the proposed development is of a relatively modest scale and simple in its construction, its overall appearance and elevational treatment, including the glazed gable feature and external finishes, do not respect the site context or the established character of the area. These concerns are exacerbated somewhat by the elevated nature of the site relative to the main street and the adjacent properties to the immediate east and south. For example, the finished floor level of the proposed dwelling at a datum of 23.65m would appear to be approximately 3.3m over that of the public footpath on the main street, however, this measurement relates to a single fixed point with the result that the difference between the respective levels of the site and the main street will be more pronounced towards the eastern side of the site. In my opinion, it is regrettable that the subject application has not been accompanied by a series of cross-sectional drawings accurately detailing the proposed development (including floor, eaves and ridge levels) relative to those properties on the adjacent lands to the east and south.

- 7.3.7. In addition to the foregoing, I would have some concerns as regards the potential adverse visual impact of the proposal on the vistas / views of Annestown available from those lower elevations on the eastern approach to the village along the R675 coastal drive, which has been identified as a 'Scenic Route'. In this regard, the proposed dwelling will be visible along the ridge line / sky line and will present a blank gable towards the scenic drive.
- 7.3.8. On balance, I am not satisfied that the overall design of the proposed dwelling house adequately respects the special physical and historic character of the village of Annestown as given expression through the identification of the 'Streetscape of Distinctive Character' and the need for adherence to the requirements of Policy AH10 of the Development Plan.

## 7.4. Impact on Residential Amenity:

7.4.1. Having reviewed the available information, and in light of the site context, including its location within a built-up urban area, in my opinion, the design, positioning and orientation of the proposed development, with particular reference to the separation of same from adjacent dwelling houses, will not give rise to any significant detrimental impact on the residential amenity of neighbouring property by way of overshadowing or loss of daylight / sunlight.

#### 7.5. **Procedural Issues:**

7.5.1. With regard to concerns that the erection of the site notice failed to comply with legislative requirements and thus denied interested third parties a full opportunity to participate in the planning process, in my opinion, the consideration of the adequacy of public notices with regard to the validity of a planning application is the responsibility of the Planning Authority in the first instance and in this respect I would draw the Board's attention to the Planner's Report on file which confirms that the site notice was inspected by the case planner and was seemingly found to accord with the requirements of the Planning and Development Regulations, 2001, as amended. Accordingly, it is my opinion that the right of third parties to make a submission on the subject application and to subsequently appeal the decision of the Planning Authority was not prejudiced in this instance, particularly as cognisance should also be taken of the fact that the applicant published a newspaper notice in order to inform members of the public of the planning application.

## 7.6. Appropriate Assessment:

7.6.1. Having regard to the nature and minor scale of the proposed development, the availability of public services, the nature of the receiving environment within the built-up confines of the village of Annestown, and the proximity of the lands in question to the nearest European site, it is my opinion that no appropriate assessment issues arise and that the proposed development would not be likely to have a significant effect, either individually or in combination with other plans or projects, on any Natura 2000 site.

#### 8.0 **Recommendation**

8.1. Having regard to the foregoing, I recommend that the decision of the Planning Authority be upheld in this instance and that permission be refused for the reasons and considerations set out below.

## 9.0 Reasons and Considerations

1. Having regard to the location of the site within the 'Streetscape of Distinctive Character' for Annestown as identified in the Waterford County Development Plan, 2011-2017 (as extended), its proximity to a protected structure and other buildings listed in the National Inventory of Architectural Heritage, and the surrounding pattern of development within the village of Annestown, it is considered that the proposed development by virtue of its inappropriate design would have an adverse impact on the special physical and historic character of the village, would seriously injure the amenities of the 'Streetscape of Distinctive Character' contrary to Policy AH10 of the Development Plan, and would be injurious to the visual amenity of the area. The proposed development would, therefore, be contrary to the proper planning and sustainable development of the area.

Robert Speer Planning Inspector

21st October, 2019