

Inspector's Report ABP-313645-22

Development	Planning permission is sought for a ground floor extension, an attic conversion, and a first-floor extension, all to the rear of existing single storey dwelling. Permission is also sought for the demolition of a rear extension and all associated site works.
Location	No. 1 Coldwell Street, Glasthule, County Dublin.
Planning Authority	Dun Laoghaire Rathdown County Council.
Planning Authority Reg. Ref.	D22A/0172.
Applicant(s)	Elizabeth Dunne.
Type of Application	Planning Permission.
Planning Authority Decision	Grant with conditions.
Type of Appeal	First Party.
Appellant(s)	Elizabeth Dunne.
Observer(s)	None.
Date of Site Inspection	4 th day of November, 2022.
Inspector	Patricia-Marie Young.

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1.0 Site Location and Description

- 1.1. No. 1 Coldwell Street, the appeal site has a stated 0.00499ha and it is located on the southern corner of Coldwell Street's T-junction with Harold Crescent and Eden Villas, c102m to the south of Harold Crescent's junction with Eden Road Lower, in the Dublin city suburb of Sandycove, and is situated just over 13km by road from the city centre. The site contains a single storey artisan end of terrace cottage with a later single storey rear extension. Together it has a given floor area of 35.5m².
- 1.2. There is a modest paved yard area to the rear and a tall side boundary wall addressing Eden Villas Road.
- 1.3. The front elevation has a zero setback from the street and double yellow lines are present along the corner of the pedestrian footpath with on-street publicly provided pay and display car parking space commencing in vicinity of its asymmetrically placed front door.
- 1.4. The site has an irregular shape as those the terrace dwelling thereon reflecting the changing alignment of the public domain in which it sits. The site has a depth of c11m and width of c5m with the western boundary tapering to a lesser width of c4.9m at its rear most point.
- 1.5. The subject terrace property forms part of a larger group of artisan cottages that front either side of Coldwell Street and Findlater Street. To the rear the site backs onto a terrace of modest 2-storey dwellings. Many of the properties in the immediate setting of the appeal site have been subject to additions and alterations, including the single storey artisan terrace cottages of Coldwell Street and Findlater Street.

2.0 Proposed Development

- 2.1. Planning permission is sought for:
 - Demolition of a rear extension (Note: 8.2sqm).
 - Construction of a ground floor extension (Note: 10.7m²).
 - Construction of an attic conversion (Note: 14.5m²) and a first-floor extension (Note:
 - 3.5m²) to the rear of existing single storey dwelling.
 - All associated site works.

3.0 **Planning Authority Decision**

3.1. Decision

- 3.1.1. On the 29th day of April, 2022, the Planning Authority granted permission subject to 6 no. mainly standard conditions. Of relevance to the grounds of this appeal are the requirements of the following two conditions only. They read:
 - Condition No. 2: "The proposed development shall be carried out as follows: (a) The proposed rear dormer, shall be set-back from the existing east side gable and existing roof edge, by a visibly discernable amount, and retaining the existing soffit level. (b) The proposed rooflights on the front roof slope shall comprise conservation grade rooflights, such that the rooflights are flush with the roof plane, or project minimal height only above same. REASON: In the interest of residential and visual amenity and harmony."
 - Condition No. 5: "The disposal of surface water shall be in accordance with the requirements of the Planning Authority as follows; the surface water generated by the extension shall not be discharged to the sewer but shall be infiltrated locally to a soakpit/attenuation system or similar as shown on the planning drawings. The surface water generated by the extension (roof and pavements) shall not be discharged to the sewer but shall be infiltrated locally, to a soakpit/attenuation system or similar, as shown on the planning drawings. There shall be no overflow to the public network. The soakpit shall be designed to BRE Digest 365, shall be at a min. 5m from the house and shall have no impact on neighbouring properties. If the applicant does not consider a soakpit a feasible solution, the applicant shall prove that by submitting a report signed by a Chartered Engineer, showing an infiltration test (with results, photos, etc), and shall propose an alternative SuDS measure. REASON: In the interest of public health."

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Planning Officers report (29/04/2022) is the basis of the Planning Authority's decision. It included the following comments:

- The proposed development would not detract from the visual or residential amenities of the area, subject to the gable/roof dormer being setback from the eastern side and from the roof edge.
- The side yard door providing access onto the public domain is acceptable.
- The proposed development would give rise to any undue overshadowing, overlooking or overbearing appearance.
- The proposed development would not detract from the visual amenities of the area.
- The requirements of the Drainage Section are noted.
- No AA or EIA issues arise.
- Concludes with a recommendation to grant permission.

3.2.2. Other Technical Reports

Drainage: No objections subject to surface water generated by the extension not discharging directly to the public sewer. Seeks surface water provisions to meet the required standard as part of any grant of permission.

3.3. Prescribed Bodies

3.3.1. None.

3.4. Third Party Observations

3.4.1. None.

4.0 **Planning History**

- 4.1. Site
- 4.1.1. No recent and/or relevant planning history.

4.2. Setting

4.2.1. Relevant planning history in the vicinity of the site is set out below:

• P.A. Ref. No. D21B/0212: No. 16 Coldwell Street

Planning permission was granted for demolition of existing internal walls, stair and rear single storey extension & rear pitched roof and swapping position of front door & window to the existing single storey mid terrace structure with attic converted. Permission requested for the addition of a dormer style roof to the rear with projected window box with roof lights on front roof section thus allowing a first floor in the attic space, addition of a single storey flat roof extension to the rear with roof-light over. maintain connection to exiting surface water and soil water and all ancillary site works, in June, 2021.

Of note Condition No. 6 required that the "proposed rooflights on the front roof slope shall comprise conservation grade rooflights, such that the rooflights are flush with the roof plane, or project minimal height only above same" with the stated reason given as "in the interests of visual amenities".

In addition, the submitted drawings show the rear extension setback from either side of the terrace roof structure and the roof structure eaves level set below the adjoining property of No. 15 and slightly above that of the adjoining property of No. 17 so that the staggered eaves level to the rear was maintained.

• P.A. Ref. No. D20B/0400: No. 20 Coldwell Street

Planning permission was granted for the demolition of existing single storey return; construction of new part single, part two storey extension to rear of cottage; refurbishment and alterations to existing cottage, to include new mezzanine floor, 2no. rooflights to north facing slope of roof, 1 no. full width flat-roofed dormer to south; and all associated siteworks, in May 2021.

Of note Condition No. 5 required that: "the proposed rooflights on the front roof slope shall comprise conservation grade rooflights, such that the rooflights are flush with the roof plane, or project minimal height only above same". with the stated reason given as "in the interests of visual amenities".

• ABP-302245-18 (P.A. Ref. No. D18B/0226): No. 44 Coldwell Street.

This appeal case related to a Section 139 First Party Appeal which related to Condition No. 2 of the Planning Authority's notification order to grant permission and seeking that a 4.2m W.C. be omitted from the first-floor level rear extension only. The Board omitted this condition on the basis of previous precedents of similar development in the vicinity of the site. Alongside having had regard to the nature, form, scale, and design of the proposed development, it considered that this component of the proposed development would not seriously injure the residential or visual amenities of the area, in November 2018.

• P.A. Ref. No. D19B/0214: No. 25 Coldwell Street

Planning permission was granted for a 11.25 sqm single storey flat roofed, rendered extension and a 16.8 sqm rendered first floor level to the rear of the single storey dwelling. The permission will include the demolition of a 2 sqm flat roofed outhouse and 2.4 sqm flat roofed rear extension. It includes raising the existing roof height at the back of the property, an internal courtyard, new skylights to the front section of roof, alterations to the internal layout and all associated site works, in June 2019.

• P.A. Ref. No. D17A/0566: No 14 Coldwell Street

Planning permission was granted for amendment to existing one storey extension at the rear of the existing house and to construct a new extension at first floor to the rear containing one bedroom and ensuite bathroom, in August 2017. A condition was attached to the decision requiring the applicant to modify the rear first floor level and dormer extension by reducing its width and to it set back by approximately 0.4 metres from the side boundary with no. 13 Coldwell Street.

• P.A. Ref. No. D14B/0328: 23 Coldwell Street.

Planning permission was granted for the construction of a new two storey extension (750mm above existing ridge height), internal alterations, provision of external courtyard and all sundry works required to facilitate the development, in November 2014.

• ABP Ref. No. PL06D 241438 (P.A. Ref. No. D12B/0324): No. 15 Coldwell Street

Planning permission was granted by the Board for the construction of a new ground and first floor extension. Condition 2 required that the proposed extension to the rear at first floor level be stepped in by approximately 0.4 metres from both sides of the roof slope and site boundary, in April 2013.

• ABP Ref. No. PL06D 230275 (P.A. Ref. No. D08A/0517): No. 15 Coldwell Street

Planning permission was granted for a mezzanine bedroom, in February 2009.

• P.A. Ref. No. D07A/1688: No. 45 Coldwell Street

Split Decision, April 2008. Planning permission **granted** for a single storey extension to the rear and planning permission refused for a first-floor dormer extension to provide for a mezzanine bedroom.

• ABP Ref. No. PL06D.230411 P.A. Ref. No. D08A/0390: No 39 Coldwell Street

Planning permission was granted by the Board for an extension and alterations which include bathroom extension, demolition of kitchen and retention of attic conversion, in February 2009.

4.2.2. There have also been a number of similar developments permitted on Findlater Street, i.e., P.A. Ref. No. D07B/0491, D06B/0842, D16B/0249, D16B/00512 and D06B/1080.

5.0 Policy Context

5.1. **Development Plan**

5.1.1. Since the Planning Authority issued its decision in respect of the subject proposed development, they have adopted a new development plan for their administrative area. The applicable plan for the determination of this application is therefore the Dun Laoghaire Rathdown County Development Plan, 2022-2028. Under this plan the appeal site is located in an area zoned as 'A' with the stated land use zoning objective: "to provide residential development and improve residential amenity while protecting the existing residential amenities".

- 5.1.2. Section 12.3.7 of the Development Plan is relevant. It deals with the matter of additional accommodation in existing built-up areas.
- 5.1.3. Section 12.3.7.1 of the Development Plan provides guidance with respect to porches, front extensions, side extensions, rear extensions, roof alterations, attic conversions and dormer extension.
- *5.1.4.* Section 12.3.7.1(ii) of the Development Plan provides guidance on extensions to the rear. It states the following: "ground floor rear extensions will be considered in terms of their length, height, proximity to mutual boundaries and quantum of usable rear private open space remaining. The extension should match or complement the main house".
- 5.1.5. First floor rear extensions will be considered on their merits, noting that they can have potential for negative impacts on the amenities of adjacent properties, and will only be permitted where the Planning Authority is satisfied that there will be no significant negative impacts on surrounding residential or visual amenities. In determining applications for first floor extensions the following factors will be considered:
 - Overshadowing, overbearing, and overlooking along with proximity, height, and length along mutual boundaries.
 - Remaining rear private open space, its orientation and usability.
 - Degree of set-back from mutual side boundaries.
 - External finishes and design, which shall generally be in harmony with existing."
- 5.1.6. Section 12.3.7.1(iv) of the Development Plan provides guidance on alterations at Roof/Attic Level. It states that: "roof alterations/expansions to main roof profiles changing the hip-end roof of a semi-detached house to a gable/ 'A' frame end or 'half-hip' for example will be assessed against a number of criteria including:
 - Careful consideration and special regard to the character and size of the structure, its position on the streetscape and proximity to adjacent structures.
 - Existing roof variations on the streetscape.
 - Distance/contrast/visibility of proposed roof end.
 - Harmony with the rest of the structure, adjacent structures, and prominence."

5.1.7. It also sets out that: "dormer extensions to roofs, i.e., to the front, side, and rear, will be considered with regard to impacts on existing character and form, and the privacy of adjacent properties. The design, dimensions, and bulk of any roof proposal relative to the overall size of the dwelling and gardens will be the overriding considerations. Dormer extensions shall be set back from the eaves, gables and/or party boundaries. Dormer extensions should be set down from the existing ridge level so as to not read as a third storey extension at roof level to the rear. The proposed quality of materials/finishes for dormer extensions will be considered carefully as this can greatly improve their appearance. The level and type of glazing within a dormer extension should have regard to existing window treatments and fenestration of the dwelling. However, regard should also be had to size of fenestration proposed at attic level relative to adjoining residential amenities. Particular care will be taken in evaluating large, visually dominant dormer window structures, with a balance sought between quality residential amenity and the privacy of adjacent properties. Excessive overlooking of adjacent properties should be avoided."

5.2. Natural Heritage Designations

- 5.2.1. The site is not located within a designated Natura 2000 site, it does not adjoin such a site nor is it within the zone of influence of such sites. The nearest Natura 2000 site is Special Protection Areas: South Dublin Bay and River Tolka Estuary SPA (Site Code: 004024). This is located c1.9km to the north west.
- 5.2.2. I also note to the Board that proposed Natural Heritage Area: Dalkey Coastal Zone & Killiney Hill (Site Code: 001206) is located c390m to the north of the site at its nearest point.

5.3. EIA Screening

5.3.1. The proposed development is not of a nature or scale which would fall within the fifth schedule of the Planning and Development Regulations, 2001, (as amended), such as would necessitate the carrying out of an EIAR.

6.0 The Appeal

6.1. Grounds of Appeal

- 6.1.1. The grounds of this First Party appeal can be summarised as follows:
 - This appeal is against Conditions No. 2 a, b and 5 of the Planning Authority's notification to grant permission only.
 - The works at first floor level are not a dormer but a first-floor extension replacing the rear pitch of the existing slate roof similar to the nearby property of No. 25 Coldwell Street which is the mirrored version of No. 1 Coldwell Street on the opposite side of the street. This was granted permission under P.A. Ref. No. D19B/0214.
 - There are approximately 14 no. dwellings along Coldwell Street that have installed front facing rooflights that range in size. The vast majority are velux style rooflights. There are also two no. long linear rooflights which stand up off the slate roof finish.
 - The improvements to a soakpit are not a suitable option for this particular site based on their studies of the site. Including an infiltration test. There is not a suitable location in the site that complies with the BRE Digest 365 requirement for 5m separation between the soakpit and any building. The current surface water drained from the entire site goes to the public sewer and there is currently a 6.4m2 courtyard to the rear, which is hard landscapes, drained to a single gully trap which is connected to the combined sewer. As such it is not possible to increase the capacity of surface water from the site.
 - There is precedent for the type of development sought under this application.

6.2. Planning Authority Response

- 6.2.1. The Planning Authority's response can be summarised as follows:
 - Board is referred to their Planning Officer's report.
 - The grounds of appeal do not raise any new matter that would justify a change of attitude to the proposed development.

7.0 Assessment

7.1. Introduction

- 7.1.1. The First Party has appealed Condition No. 2(a), (b) and Condition No. 5 of the Planning Authority's notification order to grant permission for P.A. Ref. No. D22A/0172 only. Having regard to the nature of the development.
- 7.1.2. Having examined the documentation attached to file, carried out an inspection of the site and its setting, examined the planning history of the site and its context together with having had regard to relevant planning provisions and guidance, I am satisfied that the consideration of the proposed development '*de novo*' by An Bord Pleanála would not be warranted in this case.
- 7.1.3. Accordingly, I recommend that the Board should use its discretionary powers under Section 139 of the Planning and Development Act, 2000, as amended, and in so doing issue a direction to the Planning Authority that retains, removes, or amends the said conditions.
- 7.1.4. Therefore, my assessment below will deal with the requirements of the said conditions accordingly. In addition, at the end of my assessment the matter of 'Appropriate Assessment' also requires examination.

7.2. Condition No. 2

- 7.2.1. The proposed development sought under this application consists of alterations and additions to an existing modest single storey artisan cottage that is known as No. 1 Coldwell Street, with this property at some point in time since its completion been extended to the rear leaving a limited in rear yard area. A summary of the nature, scale, and extent of works sought under the subject application has been set out in Section 2.1 of this report above. The subject premises are located on a corner site at the easternmost end of Coldwell Street, where Coldwell Street ends at a T-junction meeting Harold Crescent and Eden Villas.
- 7.2.2. Condition No. 2 of the Planning Authority's grant of permission contains two subconditions and essentially seeks revisions to the development as proposed to include firstly under sub-condition (a): "*that the rear dormer, shall be set-back from the existing east side gable and existing roof edge by a discernible amount and retaining the soffit level*". In addition, under sub-condition (b): "*the proposed rooflights on the front roof*

slope shall comprise conservation grade rooflights, such as that the rooflights are flush with the roof plane, or project minimal height above same". The given reason for these required amendments to the first-floor level of the extension proposed is: *"in the interests of residential and visual amenity*".

- 7.2.3. The Planning Officer's report notes that most of the end of terrace units adjoining Coldwell Street and Findlater Street. These particular streets in suburban 'Glashule' are characterised by what would have been highly homogenous in appearance, built form and appearance single storey artisan cottages, which have rear dormer elements have a precedent for these being setback from the corner and the original roof edge. This report sets out exampled for this as including No. 26 Coldwell Street and No. 20 Findlater Street with more recently permitted being those at No. 16 Coldwell Street (Note: P.A. Ref. No. D21B/0212); No. 20 Coldwell Street (Note: P.A. Ref. No. D21B/0212); No. 20 Coldwell Street (Note: P.A. Ref. No. D19B/0214) and No. 14 Coldwell Street (P.A. Ref. No. D17A/0566).
- 7.2.4. Having examined the planning history of Coldwell Street and Findlater Street including more recent applications for planning permission including those that came to the Board for its determination on appeal, alongside having conducted an inspection of the site and its setting in the preparation of this assessment, I concur with the Planning Authority's Planning Officer that there is an established precedent for these modest terrace properties to have later first floor level extensions that maintained part of the rear roof structure over on either side.
- 7.2.5. In addition, to the use of conservation grade roof lights that do not project or minimally project above the slope of the roof structure. Where these are present the first-floor level additions as observed from the public domain through to from the private domain of properties in this tight grain setting are less visually obtrusive in the context of the artisan single storey modest cottage in which they have been provided on.
- 7.2.6. I consider that the site and setting of No. 1 Coldwell Street, is sensitive to change. This is not just a result in the fact that No. 1 forms part of what was once a highly coherent and uniform artisan terrace group that was replicated on the opposite side of Coldwell Street as well as replicated on either side of Findlater Street.

- 7.2.7. It is also as a result of the site's corner location. With the eastern side boundary having a tapering width reducing to where it meets the rear boundary of No. 101 Eden Villas and the setback positioning of 101 Eden Villas relative to No. 1 Coldwell Street.
- 7.2.8. These factors result in the rear and eastern side of No. 1 Coldwell Street being in my view highly visible within its streetscape scene.
- 7.2.9. Further, No. 1 Coldwell Street in terms of visual appearance matches No. 51 Coldwell Street. No. 51 Coldwell Street is located at the opposite side of the Coldwell Street and Harold Crescent/Eden Villa junction. This dwelling does not contain any rear first floor additions. Though dormer extensions are visible to the rear of the terrace group it forms part of as is the case with the terrace group No. 1 Coldwell Street forms part of as appreciated from the public domain.
- 7.2.10. I also raise a concern that by not setting back the first-floor level extension to the rear from the sides of the rear roof structure and by not maintaining the eaves of the original roof that the first-floor extension would be overtly visually dominant and incongruous within its visual setting. In my view, it would also give rise to a sense of visual overbearance when viewed from other residential properties in its vicinity.
- 7.2.11. Having regard to the pattern of development, including the planning history of the site setting, the vernacular character of this terrace property and its contribution to surviving visual intactness of the terrace group it forms part of as appreciated from the public domain I concur with the Planning Authority that in this instance the requirements of Condition No. 2 (a) and (b) are in the interest of achieving an appropriate balance between allowing improvements in the form of additional habitable space in circumstances like No. 1 Coldwell Street where habitable space for modern living at just over 35m² for a single dwelling unit is limited in qualitative and quantitative standards. Alongside protecting the residential amenities of this attractive period group of artisan cottages where the tight grain nature of these residential plots means that these terrace properties are highly sensitive to change from any development to them and within their immediate vicinity.
- 7.2.12. Furthermore, that the visual contribution of these properties as a coherent group as appreciated in their streetscape scene which adds to this locality's unique sense of place requires alterations and additions to them to be appropriately sympathetic to them as well as to the pattern of development that characterises them.

- 7.2.13. In terms of the Development Plan provisions I also consider that Condition No. 2 (a) and (b) are consistent with Section 12.3.7.1 (ii) and (iv) that are applicable to rear extensions and roof alterations. In particular, I note that Section 12.3.7.1 (iv) requires that special regard is had to the character and size of the structure as well as its position; existing roof variations; visibility; prominence in the streetscape scene through to achieving harmony with the rest of the structure, adjacent structure.
- 7.2.14. Moreover, as previously noted Objective A's land use objective seeks to provide residential development and improve residential amenity whilst protecting the existing residential amenities. In this regard, sub conditions (a) and (b) in my view achieves this appropriate and reasonable balance.
- 7.2.15. Based on the foregoing, I advise the Board that the Condition No. 2 in its entirety be retained.

7.3. Condition No. 5

- 7.3.1. Condition No. 5 relates to the disposal of surface water and essentially seeks that the surface water generated by the extension shall not be discharged to the sewer but shall be infiltrated locally to a soakpit/attenuation system or similar as shown on the planning drawings with this to be to the required standards. It is clear from the constraints of the site that the requirements of BRE Digest 365 cannot be met on this restricted site.
- 7.3.2. Notwithstanding, Condition No. 5 also provides for the scenario where if the soakpit is not a feasible solution, that they shall prove that by submitting a report signed by a Chartered Engineer, showing an infiltration test (with results, photos, etc), and shall propose an alternative SuDS measure. The given reason for this condition is given as *"in the interest of public health"*.
- 7.3.3. Whilst I am cognisant that very limited rear yard space remains, what is of concern the documentation accompanying this application and on appeal makes no meaningful attempt to harvest surface water rainwater on site or provide any alternative SuDs measures seeking pure reliance on public infrastructure. This is not a sustainable or climate resilience approach to public infrastructure provision whose capacity needs to be safeguarded from undue reliance upon it for surface water drainage arising from development within urban areas.

- 7.3.4. I note that Policy Objective EI4 of the Development Plan which deals with the matter of Surface Water Drainage Systems sets out that is a policy objective to require all development proposals to provide a separate foul and surface water drainage system where practicable. With this being consistent with RPO 10.12 of the Development Plan.
- 7.3.5. In addition, Policy Objective EI6 of the Development Plan which deals with the matter of Sustainable Drainage Systems sets out that it is a Policy Objective to ensure that all development proposals incorporate Sustainable Drainage Systems (SuDS).
- 7.3.6. I therefore consider that in the interest of climate resilience, public health, safeguarding public infrastructure through to ensuring compliance with Policy Objective E14 and Policy Objective E16 of the Development Plan that the Condition No. 5 in its entirety be retained. In saying this it is reasonable therefore that the applicant/developer appropriately liaises with the Planning Authority to incorporate some level of Sustainable Drainage System into the design as implemented to reduce reliance upon discharge of the increased building footprint and roof structure on the public sewer prior to the commencement of any development on site.

7.4. Appropriate Assessment

7.4.1. Having regard to the nature and scale of the proposed development, a domestic extension within an established urban area, and the distance to the nearest European site, no Appropriate Assessment issues arise, and it is not considered that the proposed development would be likely to have a significant effect individually or in combination with other plans or projects on a European site.

8.0 **Recommendation**

8.1. It is recommended that based on the reasons and considerations set out below, that the Planning Authority are directed under subsection (1) of section 139 of the Planning and Development Act, 2000, as amended to RETAIN Condition Number 2(a) and (b) as well as Condition Number 5 in their entirety for the reason set out below.

9.0 **Reasons and Considerations**

Having regard to the provisions of the current Dún Laoghaire Rathdown County Development Plan, 2022-2028, to the pattern of development in the area and previous planning precedents of similar development and to the nature, form, scale and design of the proposed development, it is considered that, subject to compliance with the requirements of Condition No.s 2 and 5 in their entirety that the proposed development would not seriously injure the residential or visual amenities of the area nor would it be prejudicial to public health. The proposed development would be in accordance with the proper planning and sustainable development of the area.

Patricia-Marie Young Planning Inspector

1st day of December, 2022.