

Development Management Sub Committee

Wednesday 10 February 2016

Application for Planning Permission 15/02335/FUL At Land Adjacent To 62, Broughton Road, Edinburgh Development of 8 townhouses with associated access improvements and ground condition survey.

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|---------------|------------------|
| Item number | 7.1(a) |
| Report number | |
| Wards | A12 - Leith Walk |

Summary

The proposal does not comply with Policies Hou 4, Des 3 and criterion a) of Policy OS1 of the adopted Edinburgh City Local Plan and policies Hou 4, Des 4 and Env 18 of the emerging Second Proposed Local Development Plan and non-statutory guidelines. The scale of the development proposed does not have a positive impact on its setting, resulting in an adverse impact on the spatial character and wider townscape. There are no compelling reasons for departing from policy. The proposal would adversely affect the residential amenity of both the existing residents and future occupiers. There are no material considerations which outweigh this conclusion.

Links

[Policies and guidance for this application](#)

LPC, CITD1, CITD3, CITE3, CITE6, CITH3, NSG, NSGD02, NSLBCA, OTH, CRPNEW, LDPP, PLDP09, PLDP54, PLDP36,

Report

Application for Planning Permission 15/02335/FUL At Land Adjacent To 62, Broughton Road, Edinburgh Development of 8 townhouses with associated access improvements and ground condition survey.

Recommendations

1.1 It is recommended that this application be Refused for the reasons below.

Background

2.1 Site description

The site lies to the south of Broughton Road. It is a linear strip of undeveloped land measuring 173 metres in length. At its widest point it measures 21 metres and 6 metres at its narrowest. It is a backland site surrounded by residential development. To the north there are tenement properties at 32 to 62 Broughton Road. To the east are the boundaries of the gardens belonging to 10 -13 Claremont Crescent. To the south is Claremont Grove which has 1930's terraces laid out in cul-de-sacs.

Beyond the site to the east lies 7-21 Claremont Crescent, a terraced crescent of two storey houses with basements which are Category A listed. It was listed on 22 November 1965 (LB Ref. LB28324).

The success of the New Town stimulated demand for further expansion of the city to the north resulting in an escarpment with late 19th century development to north. The site includes this escarpment and is steeply sloping with a north facing gradient which has been disused for many years resulting in a self seeded shallow rooted tree cover. The tree cover has now been cleared.

The site is adjacent to the boundary of the New Town Conservation Area.

This application site is located within the New Town Conservation Area.

2.2 Site History

19 March 1997 - Planning permission was granted for a change of use from vacant land to car parking (application number 97/00071/FUL).

29 May 2015 - An application for Listed Building Consent was submitted to realign the stone boundary wall by reconstructing it in reclaimed stone, while making good the wall head to its original height (application number 15/02511/LBC). This application is pending decision.

Main report

3.1 Description Of The Proposal

The application proposes the development of eight townhouses with associated access improvements.

The proposed houses would be three storeys in height and have four bedrooms. There is an integrated garage in each with terracing at second floor. The development would be laid out as four pairs of semi-detached blocks.

Each house will be clad externally with stone block on the front elevation and roughcast on the rear. Roofs will be slate and rainwater goods will be cast iron. Windows will be grey powder coated aluminium on a timber frame.

Each house will have two areas of private open space one to the rear of the block against the back boundary and a further area in the form of upper level terracing.

The access road will be designed to be capable of taking delivery and service vehicles, with a shared surface design. Six visitor parking spaces will serve the eight houses.

Public landscaped areas will provide the setting for the houses with a landscaped strip along the north boundary and, at the top of the slope on the southern boundary there will be trees and shrubs to provide a green setting for the houses. The plant material will be shrubs, ground cover and medium sized trees.

The site is steeply sloping and the proposed houses have been designed to provide a retention structure for the land with a retaining structure at the top boundary on the south side of the site, and an intermediate structure part way down the slope providing a retaining wall within the body of the houses and a formation which will allow the provisions of parking bays and a turning area for larger vehicles. A crib wall is to be positioned at the foot of the slope on the northern boundary facing the gardens of the tenements on Broughton Road.

The proposed road level will be 12 metres AOD at the site entrance with Broughton Road rising to 18 metres AOD at the first turning point some 80 metres into the site.

Hard surfaces will be porous and surface water drainage will be absorbed in soakaways within the site.

Supporting Statement

A design statement has been submitted giving the background to the proposal. This document is available to view on the Planning and Building Standards Online Services.

3.2 Determining Issues

Section 25 of the Town and Country Planning (Scotland) Act 1997 states - Where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.

Do the proposals comply with the development plan?

If the proposals do comply with the development plan, are there any compelling reasons for not approving them?

If the proposals do not comply with the development plan, are there any compelling reasons for approving them?

3.3 Assessment

To address these determining issues, the Committee needs to consider whether:

- a) the proposal is acceptable in principle;
- b) the proposal has an acceptable setting on the conservation area;
- c) the proposal will not have an adverse impact and preserves the setting of the listed building;
- d) the proposed scale, design and materials are acceptable;
- e) the proposal is detrimental to the amenity of neighbours;
- f) the proposal provides sufficient amenity for the future occupiers of the development;
- g) the proposal affects road safety;
- h) the proposal is satisfactory in terms of archaeology;
- i) the proposal is acceptable in relation to trees and biodiversity;
- j) there is any impact on equalities and human rights; and
- k) the public comments have been addressed.

a) Principle of proposal

The application site is located within the urban area of the adopted Edinburgh City Local Plan. Policy Hou 1 supports the principle of housing on suitable sites within the urban area, provided that the proposal complies with all other relevant Local Plan policies.

Policy Hou 4 Density seeks an appropriate density of development having regard to its characteristics and those of the surrounding area. New development should adhere to a density that is appropriate to the immediate site conditions and to the neighbourhood. Back-land development must be designed to ensure that any proposed building is subservient to the surrounding building and it does not have an adverse impact on spatial character. Similar provisions are contained in Policy Hou 4 of the emerging Second Proposed Development Plan.

The proposal is essentially the creation of a new street in a backland location which is not subservient to the surrounding buildings due to the topography resulting in an uncharacteristic pattern of development reducing residential amenity on the tenemental garden ground at lower level.

The proposal is not in keeping with the requirements of this policy.

Whilst not identified as a significant area of open space on the Proposals Map of the Edinburgh City Local Plan, the site contributes to the amenity of its surroundings and plays an integral part in its townscape character and its biodiversity. Policy Os 1 Protection of Existing Open Space does not support proposal, involving the loss of open space unless it is demonstrated that:

- a) there will be no significant impact on the quality or character of the local environment;
- b) the open space is a small part of a larger area or a limited amenity or leisure value and there is a significant over-provision of open space serving the immediate area and;
- c) the loss would not be detrimental to the wider network including its continuity or biodiversity value and either;
- d) there will be a local benefit in allowing the development in terms of either alternative equivalent provision being made or improvement to an existing public park or other open space or;
- e) the development is for a community purpose and the benefits to the local community outweigh the loss.

In this case criteria b, c, d and e do not apply. As discussed above, given the number of units proposed and their positioning within the site, the proposal would have a significant impact on the character of the local environment so would not comply with provisions of Policy Os 1. This impact is also contrary to the spirit of the policy contained in Policy Env 18 of the emerging Second Proposed Local Development Plan.

The principle of this quantity and scale of residential development is not acceptable in this location.

b) Character and Appearance of Conservation Area

The north eastern boundary of the site and the land to the east lies within the New Town Conservation Area. The New Town Conservation Area is *typified by the formal plan layout, spacious stone built terraces, broad streets as key characteristics in this area and an overall classical elegance. The buildings are generally three or four storey and basement with some four or five storey corner and central pavilions.*

Within the Claremont area of the New Town, there is variety of architectural style.

The proposed development is on a transition zone lying between the New Town Conservation Area and Victorian tenemental area of Broughton Road. The new houses would lie at the bottom of a slope away from the buildings of the New Town Conservation Area. The development is of contemporary architectural style using traditional materials on the main elevations which do not detract from the surrounding buildings.

The proposed housing development would have a neutral impact on the setting of the conservation area.

c) Setting of the listed building

Part of the eastern boundary of the site is shared with properties on Claremont Crescent which are category A listed. These properties are positioned at a higher level than the application site. The proposal will have no effect on the setting of their principal elevations. The rear elevations are significant and the key views of these will not be affected by the development due to topography.

The proposal will have a neutral impact on the setting of the listing buildings.

d) Scale and design

Policy Des 3 Development Design and the Council's Edinburgh Design Guidance seek back-land development to be subservient to the surrounding buildings. Policy Des 4 Development Design - Impact on Setting of the emerging Second Proposed Local Development Plan requires development to demonstrate that it will have a positive impact on its surroundings, including the character of the wider townscape and landscape with particular regard to height and form, scale and proportions including the spaces between building and position of buildings on site. The proposal is of modern design and set in a formal plan layout which is at odds with the layout of its immediate surroundings. It does not respect the spatial pattern of the area. The new development will be sited lower than the properties on Claremont Crescent and Claremont Grove but will be positioned at a higher level than the tenement properties on Broughton Road. This gives it a dominant appearance in the space which not has a positive impact on its setting.

The houses are of modern appearance and are no higher than the existing tenements of four storeys to the north. The proposed roof style is hipped and the use of slate is in keeping with the neighbouring roof styles. The proposed elevations are broken up by different building materials of stone to the front and render to the rear and glass giving an overall vertical emphasis. While the design of the buildings is reasonable, their positioning within the site is not. The development would not be satisfactorily integrated into the urban environment.

The proposal is contrary to Policy Des 3 of the Edinburgh City Local Plan and Policy Des 4 of the Second Proposed Local Development Plan read in conjunction with the Edinburgh Design Guidance.

e) Neighbouring residential amenity

Overshadowing

The Council's Edinburgh Design Guidance states that new buildings should be laid out so that reasonable levels of sunlight are maintained to existing gardens and spaces.

In this case, due to the positioning of the new build, any overshadowing to the north will fall on the access road. The mature trees in the gardens of the tenemental flats already affect the sunlight reaching the flats.

The proposal includes a retaining wall to be located at the northern end of the site lying directly adjacent to the boundary of the garden grounds of 44-62 Broughton Road. Although these tenements have a reasonable depth of back garden, the retaining walls are between 4 to 4.5 metres high resulting in approximately 30 metres of overshadowing falling into these garden areas which will have a significant and detrimental impact on their amenity and outlook.

Daylight

New buildings should be laid out so that reasonable levels of daylighting to existing buildings are maintained. The proposal complies with the 25 degree method for Edinburgh Design Guidance in respect of the daylighting to the development to the north.

Privacy

The new houses face onto the habitable rooms and gardens of the tenemental flats to the north where there is currently overlooking. The windows lie 12 metres to the northern boundary but would have a window-to-window distance of 37 metres. For the adjacent houses at a higher level to the south side of the site the new houses are designed to sit no higher than the top of their garden fences.

Although the proposal complies with the privacy distances set in the Edinburgh Design Guidance given their positioning on the site they will appear prominent which would have a detrimental impact on the outlook for both the existing tenemental flats on Broughton Road and the proposed houses. The new road introduces a very public function into what is currently a very private space. This road, because of its elevated level, will harm the privacy of the neighbouring tenement gardens.

The proposal is detrimental to the amenity of neighbours.

f) Amenity of future occupiers

Policy Hou 3 Private Open Space in Housing Developments requires that 20% of the area of a housing site should be green space. Due to the site topography proposed, the development provides a small area of garden ground to the rear of the property for each of the houses and a terrace area. There is a narrow strip of open space proposed along the northern boundary of the site but this is not a size and form to provide satisfactory amenity. Given that the houses would have four bedrooms designed for families, it is important that adequate amenity is provided.

Overall the amount of private open space is approximately 15% of the site area which is below the requirements of Policy Hou 3. However, all the proposed houses are dual aspect and meet the sizes for internal floor areas as set out in the guidelines to ensure a good standard of overall amenity for new development.

To the south-west of the site there is an outdoor play area belonging to a children's nursery. Environmental Assessment has concerns over the potential impact of the outdoor play area and requested that a noise impact assessment is submitted to investigate the impact of noise from the outdoor area of the nursery and assess the levels at the nearest/most effected of the proposed dwellings (making mitigation recommendations as requested). A noise assessment has not been requested from the agent but if Committee is minded to approve the application it is recommended that a noise assessment is submitted to assess the impact of this neighbouring use on the proposed development to ensure the amenity of future occupiers is considered properly.

While the proposal does not comply with Policy Hou 3 of the Edinburgh City Local Plan in terms of amenity space, this minor infringement of policy is not a reason for refusal.

g) Road Safety

The existing access into the site does not meet the adoptable standards to serve three or more residential properties. The proposed access serving the houses is narrow and, whilst it may allow for domestic vehicles, it may not be wide enough for fire service vehicles.

A separate application is required for road construction consent which would include details on materials, drainage, and lighting, SUDS, public utilities, suitable turning facilities and structural approval as necessary.

There is not presently sufficient information to confirm that a satisfactory access can be created.

Transport Planning has no objections in principle to the proposal provided it can be constructed to adoptable standards. They request that the application be continued for further details to ensure that the access can be constructed to adoptable standards.

The proposal is unsatisfactory in terms of road safety. Details have not been requested to demonstrate that the access can be brought up to adoptable standard given concerns with the impact on the quantum of development proposed on this backland site. If Committee was minded to approve the application, such details would need to be submitted in order for this matter to be assessed in detail.

h) Archaeology

Historically the site lies close to the early medieval milling complex of Canonmills, with area to the north important for 18th-19th industry. Historic map evidence indicates that, until the publication of the 1893 OS map, the site remained undeveloped, though it was chosen to form part of an abandoned canal scheme in 1817 linking Leith Docks.

The 1893 OS map however shows significant terracing or quarrying across the site in advance of the construction of the tenements fronting the site over the next 10-15 years.

Given this historic evidence for significant ground reductions, although occurring within an area of archaeological potential, it is considered unlikely that significant remains will have survived. There are no known archaeological implications.

The proposal is satisfactory in terms of archaeology.

i) Trees and biodiversity

Tree and habitat information was not submitted. If Committee is minded to grant planning permission, it is recommended that the application is continued to enable this information being provided in advance of any decision being taken.

j) Equalities or human rights impacts

This application was assessed in terms of equalities and human rights. No impact was identified. An Equality and Rights Impact Assessment Summary is available to view on Planning and Building Standards Online Services.

k) Public Comments

Material Representations - objection

- single track access not appropriate - assessed in section 3.3g) and found that Transport request further details to ensure that the access is satisfactory.
- loss of privacy, overlooking and loss of sunlight - assessed in section 3.3b) and found the proposal does not comply with guidance.
- too many houses - assessed in section 3.3a) and found that this is not an appropriate density of development for area.

Non-Material Representations

- potential subsidence - not relevant to Planning .

Community Council

New Town and Broughton Community Council did not request to be a statutory consultee but it objected on the following grounds:

- impact of development in terms of amenity on the residents in Broughton Road - assessed in section 3.3e) and found that the proposal would have a detrimental effect on residential amenity.
- principle of residential development on the site - assessed in section 3.3a) and found not to be acceptable.

- traffic impact - assessed in section 3.3g) and found the Transport required more details.
- run off from hard surfaces - assessed in section 3.3g) and found that Transport required further details.
- impact on neighbouring trees - assessed in section 3.3i) and found that more that if the proposal is considered acceptable than further details would be required.

Conclusion

In conclusion the proposal does not comply with the development plan and non-statutory guidance in respect to scale, spatial character and residential amenity. There are no compelling reasons for departing from policy. The proposal would adversely affect the spatial character and the amenity of both existing residents and future occupiers. There are no material considerations which outweigh this conclusion.

It is recommended that this application be Refused for the reasons below.

3.4 Conditions/reasons/informatives

Reasons:-

1. The proposal is contrary to Policy Des 3 of the adopted Edinburgh City Local Plan and Des 4 of the emerging Second Proposed Local Development Plan read in conjunction with the Edinburgh Design Guidance in respect of Development Design, as the proposal will have a detrimental impact on neighbouring character and amenity.
2. The density of development in this backland location results in an uncharacteristic pattern of development which has an adverse impact on spatial character reducing the residential amenity of the tenemental buildings to the north, contrary to policy Hou 4 Housing Density of the adopted Edinburgh City Local Plan and policy Hou 4 of the emerging Second Proposed Local Development Plan read in conjunction with the Edinburgh Design Guidance.
3. The extent of development proposed will have a significant impact on the quality and character of the local environment through a significant change in the character of this buffer zone between the New Town and tenemental development on Broughton Road, contrary to criterion a) of Policy Os1 Open Space Protection of the adopted Edinburgh City Local Plan and Policy Env 18 of the emerging Second Proposed Local Development Plan.

Financial impact

4.1 The financial impact has been assessed as follows:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

Equalities impact

6.1 The equalities impact has been assessed as follows:

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

This application is not subject to the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

8.1 Pre-Application Process

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 5 June 2015 and 14 December 2015 and 112 letters of representation were received: all objecting. These included comments from Malcolm Chisholm MSP and New Town and Broughton Community Council.

Several of the representations received in respect of the application for Listed Building Consent raise issues that can be assessed as part of the planning process.

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading/external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- [Edinburgh City Local Plan and Rural West Edinburgh Local Plan](#)
- [Planning guidelines](#)
- [Conservation Area Character Appraisals](#)
- [Edinburgh Local Development Plan](#)
- [Scottish Planning Policy](#)

**Statutory Development
Plan Provision**

The site lies within the urban area of Edinburgh City Local Plan where the eastern boundary is designated as being within New Town Conservation Area.

Date registered

20 May 2015

Drawing numbers/Scheme

1-11,

Scheme 1

John Bury

Head of Planning & Transport
PLACE
City of Edinburgh Council

Contact: Jennifer Zochowska, Senior Planning Officer
E-mail:jennifer.zochowska@edinburgh.gov.uk Tel:0131 529 3793

Links - Policies

Relevant Policies:

Relevant policies of the Edinburgh City Local Plan.

Policy Des 1 (Design Quality and Context) sets general criteria for assessing design quality and requires an overall design concept to be demonstrated.

Policy Des 3 (Development Design) sets criteria for assessing development design.

Policy Env 3 (Listed Buildings - Setting) identifies the circumstances in which development within the curtilage or affecting the setting of a listed building will be permitted.

Policy Env 6 (Conservation Areas Development) sets out criteria for assessing development in conservation areas.

Policy Hou 3 (Private Open Space) sets out the requirements for the provision of private open space in housing development.

Relevant Non-Statutory Guidelines

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings and landscape, in Edinburgh.

Non-statutory guidelines 'LISTED BUILDINGS AND CONSERVATION AREAS' provides guidance on repairing, altering or extending listed buildings and unlisted buildings in conservation areas.

Other Relevant policy guidance

The New Town Conservation Area Character Appraisal states that the area is typified by the formal plan layout, spacious stone built terraces, broad streets and an overall classical elegance. The buildings are of a generally consistent three storey and basement scale, with some four storey corner and central pavilions.

Relevant policies of the Proposed Local Development Plan.

Second Proposed LDP Policy Des 4 (Development Design - Impact on Setting) sets criteria for assessing the impact of development design against its setting.

Second Proposed LDP Policy Hou 4 (Housing Density) sets out the factors to be taken into account in assessing density levels in new development.

Second Proposed LDP Policy Env 18 (Open Space Protection) sets criteria for assessing the loss of open space.

Appendix 1

Application for Planning Permission 15/02335/FUL At Land Adjacent To 62, Broughton Road, Edinburgh Development of 8 townhouses with associated access improvements and ground condition survey.

Consultations

Archaeology

Further to your consultation request I would like to make the following comments and recommendations concerning this application for the development of 8 townhouses with associated access improvements and ground condition survey.

Historically the site lies close to the early medieval milling complex of Canonmills, with area to the north important for 18th-19th industry. Historic map evidence indicates that until the publication of the 1893 OS map the site remained undeveloped, though it was chosen to form part of an abandoned canal scheme in 1817 linking Leith Docks. The 1893 OS map however shows significant terracing or? quarrying across the site in advance of the construction of the tenements fronting the site over the next 10-15years.

Given this historic evidence for significant ground reductions, although occurring within an area of archaeological potential, it is considered unlikely that significant remains will have survived. Accordingly I have concluded that there are no known archaeological implications.

Please contact me if you require any further information.

Environmental Assessment

Could you please request a noise impact assessment from the agent to support the proposal; I'm concerned over the potential impact of the outdoor play area of the children's nursery to the southwest of the site.

The NIA should investigate the impact of noise from the outdoor area of the nursery and assess the levels at the nearest/most effected of the proposed dwellings (making mitigation recommendations as required) against the following standards:

Habitable Room (Bedroom or Living Room)

Internal/daytime 35dB LAeq

55dB LAfmax

Residential Garden (External) 55dB LAeq

Measurement periods should be representative of the loudest normal use of the outdoor space of up to 30 children (the max number using the outdoor space at any time), e.g. LAeq of 5 or 10 minutes to capture noisy games.

Transport Planning

I would ask that the application be continued.

Reasons:

Whilst I have no objections to the application in principle, the successful completion of the development depends on the construction of the proposed access road to an acceptable standard. At the present time, I do not have sufficient information on which to form a view and be confident that a satisfactory access can be created.

The applicant should note the following:

- 1. Council policy requires access to 3 or more residential properties to be a 'road' under the meaning of the Roads (Scotland) Act 1984. The existing access is not a road and is therefore required to be brought up to an adoptable standard, and open for use by the public in terms of the statutory definition of 'road', i.e. a public right of passage. Separate application will be required for road construction consent. This will include, inter alia, materials, drainage, lighting, SUDS, public utilities, suitable turning facilities and structural approval as necessary. The width and gradient of the proposed road is crucial to this and the applicant should be asked to provide written confirmation from the fire service confirming that the proposed access road is acceptable;*
- 2. Contributions will be required to progress suitable traffic orders to include the proposed development in the existing controlled parking zone and redetermine sections of footway as carriageway;*
- 3. The applicant should be advised that they will be eligible for one residential parking permit for each new property in accordance with Transport and Environment Committee decision of 4 June 2013. See http://www.edinburgh.gov.uk/download/meetings/id/39382/item_7_7*
- 4. Access to any car parking area is to be by dropped kerb (i.e. not bell mouth);*
- 5. A length of 2 metres nearest the road should be paved in a solid material to prevent deleterious material (e.g. loose chippings) being carried on to the road;*
- 6. Any gate or gates must open inwards onto the property;*
- 7. Any hard standing outside should be porous, to comply with 'Guidance for Householders' published in December 2012;*
- 8. The applicant should be informed that prior to carrying out any works to form a footway crossing a Minor Roadwork's consent must be applied for and secured;*
- 9. The works to form a footway crossing must be carried out in accordance with "Development Roads - Guidelines and Specification". See pages 5, 15 & 16 of http://www.edinburgh.gov.uk/download/downloads/id/704/guidance_for_householders*

If you have any queries, please call Matthew Simpson on 0131 529 3426 (Direct Dial).

Historic Environment Scotland

Thank you for your consultation which we received on 14th December.

You have consulted us because you believe the development may affect:

7-21 (Inclusive Nos) Claremont Crescent

Historic Environment Scotland does not object to this application and we do not have any comments to make on the proposals.

Note

Historic Environment Scotland has a national remit for Historic Environment, and as such does not provide detailed comments on every application. We consider consultations in national terms, and will decide whether to provide detailed advice depending on the scale, nature or complexity of the proposals.

A decision not to provide detailed comments or not to object should not be taken as support for the proposal by Historic Environment Scotland, and the application should be assessed as normal by your Council against local and national policy and guidance on the Historic Environment.

Detailed guidance on the application of National policy is set out in our 'Managing Change in the Historic Environment' series available online at <http://www.historic-scotland.gov.uk/managingchange>. Technical advice is available through our Technical Conservation website at <http://conservation.historic-scotland.gov.uk>.

Location Plan



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