P/17/0984/FP SARISBURY

PRIME (UK) DEVELOPMENTS AGENT: J L L PLANNING & DEVELOPMENT

DEMOLITION OF EXISTING DWELLING AND ERECTION OF 75 BED CARE HOME 123 BARNES LANE SARISBURY GREEN SOUTHAMPTON SO31 7BH

Report By

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Introduction

The Council's position on 5-year housing land supply was challenged by way of planning appeal at a site in Cranleigh Road Portchester (Ref: APP/A1720/W/16/3156344) in April last year with the appeal decision issued in August.

In deciding that planning appeal the Inspector concluded that the Council's housing requirements should be based upon Objectively Assessed Housing Need, not the housing requirements set out in Local Plan Parts 1 and 2. On this basis the Inspector concluded that the Council's housing land supply position was little more than 2 years.

Finding that Fareham Borough Council does not have a 5YHLS represents a significant material change in planning circumstances. The most significant implication of the Council's current position on 5YHLS is that the approach that the Council must take in determining applications for residential development will have to be altered until the Council can robustly demonstrate that it has a 5YHLS. The approach which will need to be undertaken was set out in detail in the report titled 'How proposals for residential development should be considered in the context of this Council's 5 year housing land supply position' presented to the Planning Committee on the 15th November 2017.

This report sets out all the relevant planning policies and considerations and applies the planning balance (often referred to as the 'tilted balance') as required by National Planning Policy Framework and established planning case law.

Site Description

The application site comprises the residential curtilage of a single dwelling at 123 Barnes Lane, Sarisbury Green. The existing dwelling is in a chalet bungalow style located within the centre of the site. It is not readily visible from outside of the confines of the site the perimeter of which is heavily treed and bound on its frontage with Barnes Lane with high level boundary treatment.

To the immediate north of the site lies Winnard's & Cawte's Copses ancient woodland Sites of Importance for Nature Conservation (SINC) which also forms part of the Holly Hill Woodland Park Local Nature Reserve and Historic Park and Garden. To the west lies Holly Hill cemetery and to the south of the site a section of land where planning permission was recently granted for an extension to that cemetery (planning reference P/17/1050/D3). That land to the south has trees which are to be felled as part of the extension to the cemetery and currently forms an area adjacent to the main car park for Holly Hill Woodland Park.

On the opposite side of Barnes Lane to the application site is Holly Hill Leisure Centre and a short distance southwards is Sarisbury Infant School. To the south of the school lies the boundary of the urban settlement area. For planning purposes therefore the application site lies within the countryside and outside the urban area.

Description of Proposal

Planning permission is sought for the demolition of the dwelling and the erection of a 75-bed care home. As a residential institution the development would fall within Use Class C2 of the Town & Country Planning (Use Classes) Order 1987.

The application has been revised since being first submitted following discussions with Officers. The revised proposal is for a care home building with accommodation over three storeys with the second floor level set within the roof space. The building would be located centrally within the plot with its front elevation facing Barnes Lane. To the rear (west) of the building would be an enclosed amenity area for residents. Car parking is shown divided into small parking bays around the outside of the home. Access into the site would be provided by widening and improving the existing vehicular access from Barnes Lane currently serving the dwelling.

The application has been submitted with a suite of supporting documents including ecology and tree reports, transport and highways statements and an assessment of the need for elderly care provision in the area. Also submitted for consideration is an assessment of suitable alternative sites in the locality.

Policies

The following policies apply to this application:

Approved Fareham Borough Core Strategy

- CS2 Housing Provision
- CS4 Green Infrastructure, Biodiversity and Geological Conservation
- CS5 Transport Strategy and Infrastructure
- CS6 The Development Strategy
- CS14 Development Outside Settlements
- CS15 Sustainable Development and Climate Change
- CS16 Natural Resources and Renewable Energy
- CS17 High Quality Design

Development Sites and Policies

- DSP1 Sustainable Development
- DSP3 Impact on living conditions
- DSP5 Protecting and enhancing the historic environment
- **DSP13 Nature Conservation**
- DSP15 Recreational Disturbance on the Solent Special Protection Areas
- **DSP40 Housing Allocations**
- DSP42 New Housing for Older People

Representations

Nine letters of support have been received citing the need for such accommodation.

Consultations

EXTERNAL

Southern Water -

Our initial investigations indicate that Southern Water can provide foul sewage disposal to service the proposed development.

[With regards to surface water disposal] The results of an initial desk top study indicates that Southern Water currently cannot accommodate the needs of this application without the development providing additional local infrastructure. The proposed development would increase flows into the surface water system and as a result increase the risk of flooding in and around the existing area, contrary to paragraph 109 of the National Planning Policy Framework.

Hampshire County Council (Flood and Water Management team) -

The general principles for the surface water drainage proposals are acceptable. It is recommended that further information on the proposals be submitted as part of a more detailed design phase.

Hampshire Gardens Trust -

The only concern of the Trust would be the impact of any adjacent large development upon the secluded nature of the woodland park which is a valuable and popular public open space.

INTERNAL

Environmental Health - No objection.

Highways - Objection.

Whilst it is accepted that the development will not have a material impact upon the wider highway network and that the on-site details, including parking and the form of the widened access, are acceptable, the location of the access, being almost opposite the busy entrance to Holly Hill Leisure Centre, will be unacceptable in highway safety and convenience terms. There is a concern that any material increase in vehicular activity at the present private access would be detrimental to the safe operation of the very busy junction serving the Holly Hill Leisure Centre and other sports and recreational uses. As the two accesses are only separated by 9m, the principal concerns are conflicts/priority issues for vehicles leaving the accesses simultaneously and simultaneous right turns where gridlock could easily occur. Barnes Lane is a busy, free flowing road where occasional gaps in traffic flow are at a premium and where turning in or out movements have to be carried out expeditiously.

The provision of the Road Safety Audit and plan do not provide sufficient mitigation to overcome the highway objection.

Contaminated Land - No objection subject to condition.

Planning Considerations - Key Issues

IMPLICATION OF FAREHAM'S CURRENT 5 YEAR HOUSING LAND SUPPLY

This proposal for a residential care home should be determined in the same way as a proposal for new dwellings since both are considered to represent development for housing purposes in the context of local and national planning policy.

As set out in the Introduction to this report, the Cranleigh Road Planning Appeal Inspector concluded that the Council's housing requirements should be based upon Objectively Assessed Housing Need (OAHN), not the housing requirements set out in Local Plan Parts 1 and 2. Officers accept this position.

Officers have undertaken a review of current planning permissions and the residual

allocations from the adopted local plan in order to provide robust evidence to inform the current 5YHLS position. A separate report setting out Fareham Borough Council's 'Five Year Housing Land Supply Position' was reported to the Planning Committee on 13 December, 2017. Fareham Borough Council presently has 3.6 years of housing supply against its OAHN 5YHLS requirement.

The starting point for the determination of this planning application is section 38(6) of the Planning and Compulsory Purchase Act 2004:

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

In determining planning applications there is a presumption in favour of the policies of the extant Development Plan, unless material considerations indicate otherwise. Material considerations include the planning policies set out in the NPPF, and this contains specific guidance in paragraphs 47, 49 and 14 for Councils unable to demonstrate a 5YHLS.

Paragraph 47 of the NPPF seeks to boost significantly the supply of housing, and provides the requirement for Councils to meet their OAHN, and to identify and annually review a 5YHLS including an appropriate buffer. Where a Local Planning Authority cannot do so, paragraph 49 of the NPPF clearly states that:

"Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a 5-year supply of deliverable housing sites."

Paragraph 14 of the NPPF then clarifies what is meant by the presumption in favour of sustainable development for decision-taking, including where relevant policies are "out-of-date". For decision-taking (unless material considerations indicate otherwise) this means:

Approving development proposals that accord with the development plan without delay; and

Where the development plan is absent, silent or relevant policies are out of date, granting permission unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
- specific policies* in this Framework indicate development should be restricted. (*for example, policies relating to sites protected under the Birds and Habitats Directive and/or Sites of Special Scientific Interest; Green Belt, Local Green Spaces, Areas of Outstanding Natural Beauty, Heritage Coast and National Parks; designated heritage assets; and locations at risk of flooding or coastal erosion).

On the basis that SPA mitigation can be secured, Officers can confirm that none of the 'specific policies' listed in the preceding paragraph apply to this site. Taking account of the current housing supply shortage, paragraph 14 of the NPPF is engaged and it is for the decision taker to attribute the appropriate weight to the material considerations of the case. The key judgement for Members therefore is whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies taken as a whole.

The following sections of the report assesses the application proposals against this

Council's adopted local planning policies and considers whether it complies with those policies or not. Following this, Officers undertake the Planning Balance to weigh up the material considerations in this case.

RESIDENTIAL DEVELOPMENT IN THE COUNTRYSIDE

Policy CS2 (Housing Provision) of the adopted Core Strategy states that priority should be given to the reuse of previously developed land within the urban areas. Policy CS6 (The Development Strategy) goes on to say that development will be permitted within the settlement boundaries. In this instance the application site is previously developed land but within an area which is outside of the defined urban settlement boundary.

Policy CS14 of the Core Strategy states that:

Built development on land outside the defined settlements will be strictly controlled to protect the countryside and coastline from development which would adversely affect its landscape character, appearance and function. Acceptable forms of development will include that essential for agriculture, forestry, horticulture and required infrastructure. The conversion of existing buildings will be favoured. Replacement buildings must reduce the impact of development and be ground with other existing buildings, where possible.'

Policy DSP6 of the Local Plan Part 2: Development Sites and Policies states - there will be a presumption against new residential development outside of the defined urban settlement boundary (as identified on the Policies Map).

The site is clearly outside of the defined urban settlement boundary and the proposal is therefore contrary to Policies CS2, CS6, and CS14 of the adopted Core Strategy and Policy DSP6 of the adopted Local Plan Part 2: Development Sites and Policies Plan.

The applicant has submitted an Alternative Sites Assessment to explain the property search undertaken by their client and why no other suitable site has been identified in the urban area. The assessment has been carried out in search of an accessible site of at least 1.5 acres and close to local facilities.

Officers have considered this assessment but have concluded that insufficient robust evidence has been provided to conclusively demonstrate that the proposed development could not be accommodated within the urban area. More specifically, Officers are concerned that alternative sites have been dismissed without further enquiries being made to possibly overcome perceived barriers to development. For example, Officers believe the possibility of smaller parcels of larger sites should have been considered, in particular in relation to the assessment of the site on the north side of Heath Road, Locks Heath. In addition other sites appear to have been dismissed due to similar site constraints to the application site at Barnes Lane, namely mature trees and the likely scale and bulk of a care home building, without a more detailed explanation as to why those issues could not be overcome.

This issue and the weight to be given to the Alternative Sites Assessment in the planning balance is considered later in this report.

POLICY DSP40

Policy DSP40: Housing Allocations, of Local Plan Part 2, states that

"Where it can be demonstrated that the Council does not have a five year supply of land for housing against the requirements of the Core Strategy (excluding Welborne) additional

housing sites, outside the urban area boundary, may be permitted where they meet all of the following criteria:

- i. The proposal is relative in scale to the demonstrated 5 year housing land supply shortfall;
- ii. The proposal is sustainably located adjacent to, and well related to, the existing urban settlement boundaries, and can be well integrated with the neighbouring settlement;
- iii. The proposal is sensitively designed to reflect the character of the neighbouring settlement and to minimise any adverse impact on the Countryside and, if relevant, the Strategic Gaps;
- iv. It can be demonstrated that the proposal is deliverable in the short term; and
- v. The proposal would not have any unacceptable environmental, amenity or traffic implications."

Each of these five bullet points are worked through in turn below:

POLICY DSP40 (i)

The present shortfall of dwellings needed to achieve a 5YHLS is in the region of 660. The proposal for a 75-bed care home is relative in scale to the 5YHLS shortfall and therefore bullet point i) of Policy DSP40 is satisfied.

POLICY DSP40 (ii)

The site does not lie adjacent to the existing urban area, the edge of which lies approximately 75 metres south of the site entrance where houses in Sherwood Gardens are located. The proposed care home would therefore stand on its own some distance from nearby houses. Notwithstanding, it is considered that the location is relatively accessible being close to local facilities and services. However, due to the proximity of the site to the urban settlement boundary the proposal does not accord with point ii) of Policy DSP40.

POLICY DSP40 (iii)

The applicant has undertaken significant revisions to the originally proposed scheme following feedback from Officers on the scale, bulk and design and resultant visual impact of the care home. This has been in order to more sensitively reflect the site's setting adjacent to Holly Hill Woodland Park and in particular views of the care home from surrounding land.

The revised proposals are for a care home with reduced height roof and eaves slightly above two storey scale. The floor area of the home is substantial and the applicant has therefore attempted to reduce the bulk and massing of the elevations, in particular the eastern and southern facing elevations, to minimise the potential visual impact. This can be seen on the submitted drawings in the use of recessed and subservient aspects constructed of lighter glazed materials.

Public views into the site from Barnes Lane would be more prominent than at present due to the loss of some of the interior trees and the widening and re-orientation of the driveway access. Views of the southern elevation of the care home would also be afforded from the public car park of the woodland park to the south of the site and, in the future, from the cemetery extension in that area. The applicant has proposed additional planting along the southern boundary in recognition of this visibility. Views would also be possible of the upper

floors and roof of the building from the existing cemetery west of the site.

Officers acknowledge the lengths the applicant has gone to through the revisions made to this application to attempt to reduce and minimise the visual impact of the development. This is evident from the reduced scale of the building compared to that which was originally proposed, the articulation in the building's elevations, the appropriate use of external materials and also in the proposed retention of a large number of existing trees and the intention to plant new ones. Notwithstanding, it cannot be argued that the building's design reflects the character of the neighbouring settlement given that, as noted earlier in this report, the settlement area lies some distance from the application site. Instead the proposal would introduce a visually intrusive form of development into a location outside of the urban area where there is currently a single unobtrusive dwelling unseen from outside the site set in a generous and sylvan plot.

For the reasons above Officers do not consider the proposal meets point iii) of Policy DSP40. Neither can the development be considered to accord with Policy CS14 of the adopted Fareham Borough Core Strategy since it would harm the appearance and character of the area. Furthermore the proposal would fail to comply with the design related requirements of Policy CS17 which expects development to respond positively to and be respectful of the key characteristics of an area.

The site is within the boundary of the Holly Hill Woodland Park Historic Park and Garden - a non-designated heritage asset. However, given the significance of this asset, the site's peripheral location on the fringe of the park and garden and the limited harm identified to the garden's features of special interest, Officers do not believe the proposal to be contrary to Policy DSP5 of the Local Plan Part 2 which seeks to protect non-designated assets from unacceptable harm.

POLICY DSP40 (iv)

The applicant has confirmed that an operator for the home has been identified. If planning permission was granted it would be their intention to start development later this year with completion and opening of the care home in 2020.

Officers consider that the site is deliverable in the short term thereby satisfying the requirement of Policy DSP40(iv).

POLICY DSP40 (v)

The final test of Policy DSP40: "The proposal would not have any unacceptable environmental, amenity or traffic implications" is discussed below:

ECOLOGY

The advice received from Hampshire County Council Ecology group is that the information submitted with regards protected species and habitat is sufficient to conclude there would be no adverse impact. As a result no objection is raised to the development.

The Bat Surveys report carried out on site between June and October 2017 confirmed the presence of a small number of bats foraging and commuting on site. The existing building on site supports a non-breeding summer roost and its demolition will therefore has the potential to result in harm to bats which receive strict legal protection under UK and EU law. Whilst there would be a breach of the EU directive, mitigation measures are proposed which the County's Ecologist has confirmed are acceptable and the proposed development is of overriding public interest in terms of the provision of housing. There would be no

satisfactory alternative to delivering the proposed development which would not result in the demolition of the existing house. For these reasons Officers consider that an EPS licence from Natural England is likely to be granted to allow the development to proceed under a derogation from the law.

The proposal is acceptable from an ecological perspective in accordance with Policy CS4 of the adopted Fareham Borough Core Strategy and Policies DSP13 and DSP15 of the adopted Fareham Borough Local Plan Part 2.

Concerns have been raised by Southern Water over surface water drainage capacity however the lead flood authority Hampshire County Council have considered the information submitted by the applicant and raised no in principle objection to the development subject to further details of the means of surface water disposal from the site being provided at a later stage.

AMENITY

The site has no immediate neighbours that would be adversely affected by the proposed development.

HIGHWAYS

The Council's Transport Planner has raised an objection to the proposed development. Barnes Lane is a busy, free flowing road with occasional gaps in traffic flow along it.

It is considered that the use of the existing vehicular entrance into the site, albeit widened and improved, for the level of traffic likely to be generated by the proposed care home would be harmful to the safety of highway users. There would be a material increase in vehicle movements in and out of the access. Due to the access being in close proximity (approximately 9 metres apart) from the access on the opposite side of the road to Holly Hill Leisure Centre, there would be a far greater chance of conflicts/priority issues occurring involving vehicles leaving the accesses simultaneously.

The applicant has submitted a Road Safety Audit and further details from the care home's intended operators to try and demonstrate that the access could operate safely. Notwithstanding, Officers are of the view that the proposed means of access to the site is unsuitable and detrimental to highway safety contrary to Policy CS5 of the adopted Fareham Borough Core Strategy.

In summary, the proposal would have unacceptable traffic implications and does not therefore comply with the requirements of Policy DSP40(v). In this regard the proposal would also be contrary Policy CS5 of the adopted Fareham Borough Core Strategy and Paragraph 32 of the NPPF which expects decisions to take account of whether safe and suitable access to the site can be achieved.

POLICY DSP42

Policy DSP42 (New Housing for Older Persons) of the adopted Local Plan Part 2 states that

"The development of new accommodation designed specifically for older people should:

i. offer easy access to community facilities, services and frequent public transport or, where a site is not within easy access to community facilities, services and frequent transport, on-site services should be provided;

- ii. be well integrated with the wider neighbourhood;
- iii. provide sufficient car parking for visitors and residents;
- iv. where appropriate, provide choice of tenures; and
- v. should be designed to be accessible and adaptable with particular regard given to the principles of Lifetime Homes.

As discussed in the preceding paragraphs, the site is considered to be in an accessible location (point i) however would not relate well to the existing urban area which does not lie adjacent (point ii). The applicant has demonstrated that sufficient car parking would be provided on the site (point iii). Points iv and v are not directly relevant to the proposal since it relates to a care home where residents would be tenants and the accommodation designed to meet a range of user needs throughout their lifetime.

UNMET NEED FOR HOUSING FOR THE ELDERLY

The Council's current position regarding housing need following the Cranleigh Road appeal decision is set out at the top of this report.

Paragraph 50 of the NPPF sets out the expectation that local planning authorities should "plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes)".

A specific assessment of the level of need for housing for older people is set out in the evidence studies of the recently published Draft Local Plan 2036 in the Housing Evidence Overview Report by the Health & Housing Partnership LLP. This report represents the most up to date assessment of the demand and the need for specialist accommodation for older people in Fareham. It separates the different types of specialist accommodation such as sheltered housing, extra care housing, residential care and nursing care provision. It identifies that in 2014 there was a shortfall of 309 residential care accommodation units. It estimates that the 85+ age group will increase by almost 2.5 times by the year 2037 and that it is the growth in this age group that will most closely determine the level of demand for specialist forms of accommodation. With that in mind the report suggests that by 2025 that shortfall will have grown to 959 units.

The applicant has submitted their own needs assessment in support of the proposal. Whilst the geographical area, methodology and figures quoted differ from the overview report referred to above, the conclusions are broadly similar. The assessment states that "The level of undersupply within the catchment area is currently large and is likely to remain so, given the scale of the changes to demography over the coming decades and beyond".

The advice of both reports is that at present there is a shortfall in residential care accommodation being provided in relation to the need for such, and by any measure there is likely to be considerable unmet demand for this type of housing in the future. This unmet need weighs heavily in favour of granting planning permission as a means of boosting the Council's housing supply in this particular specialist area.

THE PLANNING BALANCE

Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

Paragraph 14 of the NPPF clarifies the presumption in favour of sustainable development in that where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
- specific policies indicate development should be restricted (for example, policies relating to sites protected under the Birds and Habitats Directive and/or Sites of Special Scientific Interest; Green Belt, Local Green Spaces, Areas of Outstanding Natural Beauty, Heritage Coast and National Parks; designated heritage assets; and locations at risk of flooding or coastal erosion).

The approach detailed within the preceding paragraph, has become known as the "tilted balance" in that it tilts the planning balance in favour of sustainable development and against the Development Plan.

The site is outside of the defined urban settlement boundary and the proposal does not relate to agriculture, forestry, horticulture and required infrastructure. The principle of the proposed development of the site would be contrary to Policies CS2, CS6 and CS14 of the Core Strategy and Policy DSP6 of Local Plan Part 2: Development Sites and Policies Plan.

Officers have carefully assessed the proposals against Policy DSP40: Housing Allocations which is engaged as this Council cannot demonstrate a 5YHLS against objectively assessed housing need. In weighing up the material considerations and conflicts between policies; the development of a site in the countryside weighted against Policy DSP40, Officers have concluded that the proposal is relative in scale to the demonstrated 5YHLS shortfall and could be delivered within the short term. The development is proposed on previously developed land the re-use of which is supported by local and national planning policy. In addition the attempts by the applicant to reduce the visual impact of the development are acknowledged.

However the site is located within the countryside and the construction of a large care home would inevitably detract from its character and appearance. The site is not adjacent to the urban area and would not therefore be well integrated with the existing settlement. Officers do not believe it has been sufficiently demonstrated that the proposed development could not be accommodated on a site within the urban area. In respect of environmental and amenity issues, there are no concerns over the likely impact but the material increase in vehicle movements using the access to the site would be harmful to highway safety.

In balancing the objectives of adopted policy which seeks to restrict development within the countryside alongside the shortage in housing supply, Officers acknowledge that the proposal could deliver a 75 unit care home, a type of accommodation for which there is a recognised unmet demand. The contribution the proposed scheme would make towards addressing this shortfall and boosting the Borough's housing supply as required by Paragraph 47 of the NPPF weighs in favour of granting planning permission. The benefit from the creation of jobs associated with the operation of the care home is also a material planning consideration.

Notwithstanding, Officers consider that the harm caused by the development to highway safety and the character and appearance of the area, as described in this report, significantly and demonstrably outweighs the benefits of its delivery when assessed against

the policies in the Framework as a whole.

Officers therefore recommend that the planning application should be refused.

Recommendation

REFUSE for the reasons:

The development would be contrary to Policies CS2, CS5, CS6, CS14 and CS17 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP6, DSP13, DSP40 & DSP42 of the adopted Local Plan Part 2: Development Sites and Policies Plan;

and is unacceptable in that:

- (a) by virtue of the material increase in vehicle movements in and out of the access to the application site and the close proximity of that access to the existing vehicular access/agress point of entrance to Holly Hill Leisure Centre, the proposed development would be harmful to highway safety;
- (b) by virtue of the height, scale and massing of the proposed care home building, the proposed development fails to respond positively to and be respectful of the key characteristics of the area and would harm the appearance and character of the surrounding countryside;
- (c) had it not been for the overriding reasons for refusal the Council would have sought ecological mitigation with regards to bats and reptiles known to be present on the site.

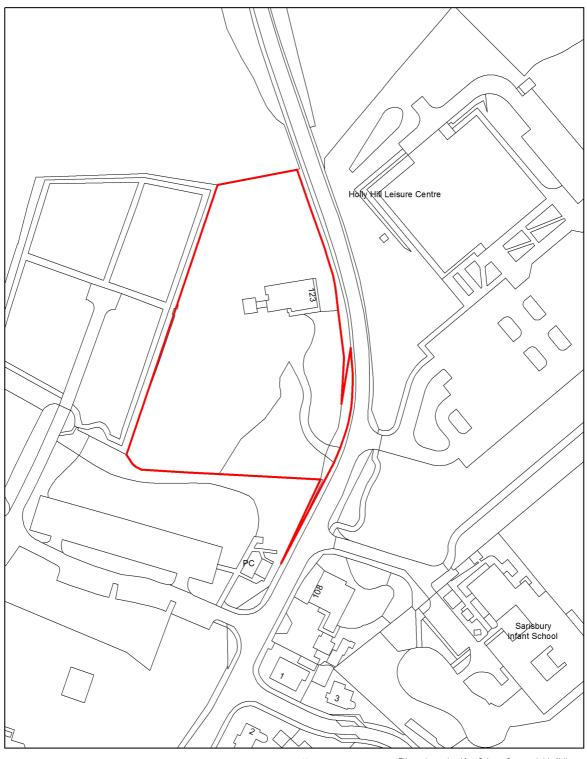
Notes for Information

Had it not been for the overriding reasons for refusal to the proposal, the Local Planning Authority would have sought to address point c) above through the imposition of a suitably worded planning condition.

Background Papers

P/17/0984/FP

FAREHAM BOROUGH COUNCIL



123 Barnes Lane Scale: 1:1,250



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