

CASSINGTON NEIGHBOURHOOD PLAN
SUBMISSIONS DRAFT

REPRESENTATIONS MADE ON BEHALF OF
CHURCHFIELDS CARE HOME, CASSINGTON,
OXFORDSHIRE, OX29 4BN

FOR THE PLAN TO INCLUDE PROVISION FOR:

- 1.THE ERECTION OF A KEY CARE WORKER
ACCOMMODATION BLOCK
- 2.A TWO STOREY EXTENSION TO PROVIDE
8 X ACQUIRED BRAIN INJURY ADULT
CARE BEDROOMS

OCTOBER 2022

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INTRODUCTION

- I.1 This statement sets out the circumstances that have led the applicant to make these submissions. It describes the employment needs of the existing business and the severe challenges that existing and prospective employees have in finding suitable accommodation nearby, and how the owners have responded to those challenges. It also demonstrates the pressing need for acquired brain injury (ABI) care bedrooms nationally.
- I.2 It demonstrates how current local and national planning policies represent a significant and challenging obstacle to meeting the accommodation and expansion needs of the business and how the neighbourhood planning process can provide for sustainable development to meet those needs.

1 SITE AND SURROUNDINGS

- 1.1 The site (plan at Appendix 1) lies on the north side of the A40 trunk road to the south of the village of Cassington, and within the Cassington Conservation Area. To the south, east and west there are largely undeveloped areas of land. Land levels in the vicinity are generally flat but the site slopes gently down to the A40. There are a large number of mature trees at the site, which assist in screening it from external views.
- 1.2 The site is occupied by a two-storey building, located in the northern part of the site, and finished in cream rendered walls and a tiled roof. The building has had the benefit of previous extensions and is used as a residential and nursing care home, capable of providing care services for up to 35 persons.
- 1.3 There is vehicular access to the site from both the A40 to the south, and from Pound Lane to the north.
- 1.4 Given that the site lies within the Conservation Area, all the trees thereon are protected under planning legislation. Moreover, it is unclear from the Council's website whether the site is subject to any Tree Preservation Orders

2 BACKGROUND

The Business

- 2.1 As indicated above, the existing operation is capable of providing care services for up to 35 persons. The operation provides residential and nursing care, offering respite and convalescence, as well as long term nursing and dementia care in a safe, comfortable and happy environment. The latest Care Quality Commission report, published on 27 March 2020 rated the services provided as 'Outstanding'.

- 2.2 In recent years, the business has faced a number of significant challenges, made worse by events such as Brexit and Covid-19, which have resulted in a national shortage of the qualified and experienced staff required to maintain the high standards of care provided. Currently, the operation requires a total of 48 staff.
- 2.3 The business has suffered from a declining trading position in recent years, to where it currently suffers from an operating loss, which along with the above challenges presents a real threat to its medium-term survival.

Staff Requirements

- 2.4 The attached Local Property and Public Transport Report (Appendix 2) demonstrates that property prices in West Oxfordshire are above the national average and largely beyond the means of care workers. Moreover, where there is affordable property, it is found in locations that are inaccessible by public transport.
- 2.5 One attempted solution was for the owners to rent a house in the nearby town of Witney to house some employees and provide taxi transport to work. However, this is unsustainable and expensive and cannot provide for all the employees, and in economic terms further prejudices the medium-term survival of the operation. Indeed, more recently another staff member has had to provide a shuttle service from and to Witney for these staff.

Acquired Brain Injury (ABI) Care

- 2.6 The UK Acquired Brain Injury Forum (UKABIF) make the following key statements on ABI:

Acquired Brain Injury (ABI) is a leading cause of death and disability in the United Kingdom (UK). It is a chronic condition with 'hidden' disabilities and life-long consequences.

The excellent advances in emergency and acute medicine mean that many more children, young people and adults now survive with an ABI, however, many of these individuals require early and continued access to neurorehabilitation to optimise their recovery and maximise their long-term potential.

- 2.7 There is an acute nationwide shortage of care beds for persons with ABI. The All-Party Parliamentary Group on Acquired Brain Injury Report, 2018, concludes that there are currently 300,000 ABI admissions each year resulting in a nationwide shortfall of 10,000 Neurorehabilitation bed spaces,
- 2.8 The report adds that the number of available neurorehabilitation beds across the UK is inadequate, service provision is variable and, consequently, long-term outcomes for ABI survivors are compromised.

3 RELEVANT PLANNING HISTORY

- 3.1 Application 16/01105/FUL for '*Erection of single, first floor and two storey extensions with changes to internal layout. Provision of pv solar panels (amended plans)*', was approved in June 2016. This permission has been implemented.
- 3.2 Application 04/0988/P/FP for '*Formation of new window in first floor south east elevation and extend existing bay window to first floor on south west elevation*' was approved in June 2004.
- 3.3 Application W94/1698 for '*Erection of a two storey extension to south elevation to provide ten additional bedrooms*' was refused in May 1995.
- 3.4 Application W94/0452 for '*Erection of a two storey extension on north east elevation to provide additional accommodation*' was refused in May 1994.
- 3.5 Application W89/2345 for '*Extension to nursing home to provide ten extra bedrooms & a conservatory*' was approved in February 1990.
- 3.6 Application W89/0240 for '*Change of use & alterations to existing dwelling to nursing home including, extension to provide additional bedroom accommodation*' was approved in April 1989.
- 3.7 In May 2022, a pre-application submission was made to the LPA in respect of a key worker nurse accommodation block. The LPA's response, which was largely negative is at Appendix 3.

4 CURRENT PLANNING POLICY

The West Oxfordshire Local Plan 2031

- 4.1 The development plan for West Oxfordshire includes the Local Plan 2031 (LP), which was formally adopted on 27 September 2018.
- 4.2 On the LP Policies map the site is shown within the Oxford Green Belt and the Cassington Conservation Area.
- 4.3 Table 4b of the LP (Settlement Hierarchy) defines Cassington as a 'village' which is distinct from the defined 'Small villages, hamlets and open countryside'
- 4.4 Policy OS2 (Locating development in the right places) states that the villages are suitable for limited development which respects the village character and local distinctiveness and would help to maintain the vitality of these communities. It adds that a number of site allocations are proposed to ensure identified needs are met and that further allocations may be made through

Neighbourhood Plans. It advises that proposals for residential development will be considered in accordance with Policy H2.

- 4.5 Policy H2 (Delivery of new homes) states that new dwellings will be permitted in the villages in the following circumstances:
- On sites that have been allocated for housing development within a Local Plan or relevant neighbourhood plan;
 - On previously developed land within or adjoining the built up area provided the loss of any existing use would not conflict with other plan policies and the proposal complies with the general principles set out in Policy OS2 and any other relevant policies in this plan;
 - On undeveloped land within the built up area provided that the proposal is in accordance with the other policies in the plan and in particular the general principles in Policy OS2.
 - On undeveloped land adjoining the built up area where convincing evidence is presented to demonstrate that it is necessary to meet identified housing needs, it is in accordance with the distribution of housing set out in Policy H1 and is in accordance with other policies in the plan in particular the general principles in Policy OS2.
- 4.6 Policy E5 advises that the Council will support the development and retention of local services and community facilities to meet local needs and to promote social wellbeing, interests, interaction and healthy inclusive communities. However, this does not override other policies, including green belt ones.

Affordable Housing SPD

- 4.7 This was adopted in October 2021. Paragraph 8.4.1 notes that the NPPF* defines ‘essential local workers’ as including ‘Public sector employees who provide frontline services in areas including health, education and community safety – such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers’ (*National Planning Policy Framework)
- 4.8 Paragraph 8.4.4 adds that the LPA recognises that in addition to the health, education, emergency, police and military services traditionally associated with key workers, the definition should be expanded and not limited. It states that key workers can be employed in commercial, industrial, public bodies, care, farming/agricultural and transport industries as examples. It is clear that enabling people to live close to their place of work may also be considered a reason to award Key / Essential Worker status.
- 4.9 It is noted that since the publication of the SPD, the definition of affordable housing in the NPPF has been revised as follows: *housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)*

- 4.10 Paragraph 8.4.6 makes it clear that the LPA is supportive of, and will seek, innovative methods to bring forward proposals to provide key worker accommodation.

National Planning Policy Framework, 2021 (NPPF)

Green Belts

- 4.11 Paragraph 147 explains that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 adds that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, and that 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.
- 4.12 Paragraph 149 states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. It clarifies that exceptions to this include the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building and limited affordable housing for local community needs under policies set out in the development plan.

Affordable Housing

- 4.13 Paragraph 11 advises that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.
- 4.14 Paragraph 78 states that in rural areas, planning policies should be responsive to local circumstances and support housing developments that reflect local needs.

Care Facilities

- 4.15 The NPPF is effectively silent on the provision of specialist care facilities.

On-line Planning Practice Guidance (PPG)

- 4.16 Paragraph: 009 Reference ID: 67-009-20190722 advises as follows: *The nature of rural housing needs can be reflected in the spatial strategy set out in relevant policies, including in the housing requirement figures for any designated rural areas. A wide range of settlements can play a role in delivering sustainable development in rural areas, so blanket policies restricting housing development in some types of settlement will need to be supported by robust evidence of their appropriateness. A neighbourhood plan*

can allocate additional sites to those identified in an adopted plan so long as the neighbourhood plan meets the basic conditions.

- 4.17 Paragraph: 002 Reference ID: 63-002-20190626 advises as follows: *The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in helping them to live safe and independent lives. Unsuitable or unadapted housing can have a negative impact on disabled people and their carers. It can lead to mobility problems inside and outside the home, poorer mental health and a lack of employment opportunities. Providing suitable housing can enable disabled people to live more independently and safely, with greater choice and control over their lives. Without accessible and adaptable housing, disabled people risk facing discrimination and disadvantage in housing.*

5 CASSINGTON NEIGHBOURHOOD PLAN SUBMISSIONS DRAFT

- 5.1 Cassington Parish Council has submitted the Cassington Neighbourhood Plan (NP) to West Oxfordshire District Council. The 6-week statutory Regulation 16 consultation on the NP is open for comments from 20 September 2022 to 1 November 2022.
- 5.2 Policy CAS7 (Local Services and Community Facilities) does not cover Churchfields Care Home.
- 5.3 Policy CAS10 (Affordable Housing) does not deal specifically with the provision of key worker housing
- 5.4 The draft NP is effectively silent on the provision of specialist care facilities.

6 DISCUSSION/PROPOSALS

Staff Accommodation

- 6.1 The viability and success of the business depends on attracting and retaining high quality care staff in order to continue to function and grow. However, property prices in West Oxfordshire are largely beyond the means of care workers, and where there is affordable property, it is found in locations that are inaccessible by public transport. This is a significant obstacle to the recruitment and retention processes.
- 6.2 The provision of a well-designed, care worker accommodation block at the site will assist in meeting the genuine staff requirement of the business. Moreover, it will reduce car borne commuting to and from the site to a significant degree.

ABI Beds

- 6.3 The viability and success of the business also depends on an expansion of the number and type of care bedrooms provided at the site. Moreover, the expansion of the care offer is better provided at this existing site, taking advantage of the existing 'outstanding' management and professional expertise currently available, rather than by the development of a greenfield site.
- 6.4 The provision of a well-designed two storey extension to provide 8 x acquired brain injury adult care bedrooms will assist in meeting the genuine expansion needs of the business. It will also assist in meeting the acute national shortfall of such accommodation

General

- 6.5 However, current development plan policies and national planning policies place significant restrictions on new building at the site. Moreover, the fact that the original building has been previously extended means that the owners cannot take advantage of one of the stated exceptions in paragraph 149 of the NPPF.
- 6.6 The neighbourhood planning process is an ideal mechanism to relax planning restrictions at the site and provide for a well-designed, sustainable development comprising a two-storey key care worker accommodation block of some 350 sqm, along with a two storey extension of some 315 sqm to provide 8 x acquired brain injury adult care bedrooms. Indeed, the provision of the former would accord with the affordable housing policies in the local plan and the NPPF.
- 6.7 The design and appearance of both the proposed block and extension will have to accord with the conservation policies in the local and neighbourhood plans. They would also have to have regard to the retention of important trees at the site.

7 CONCLUSIONS

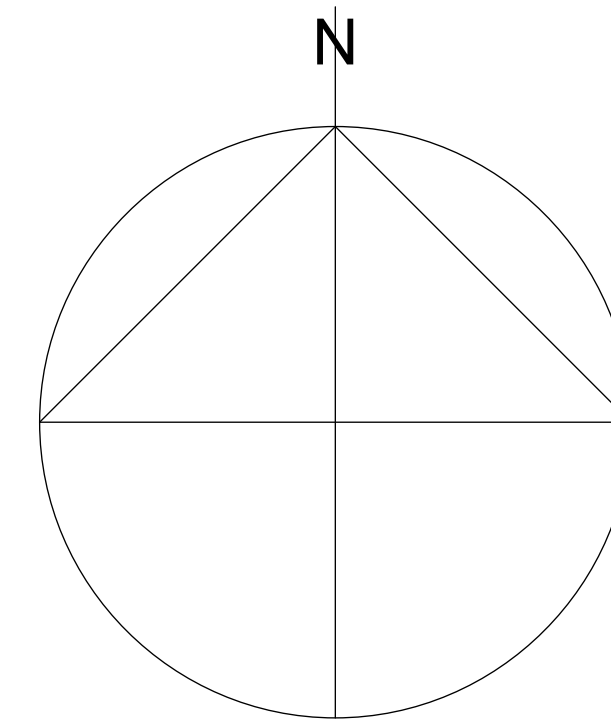
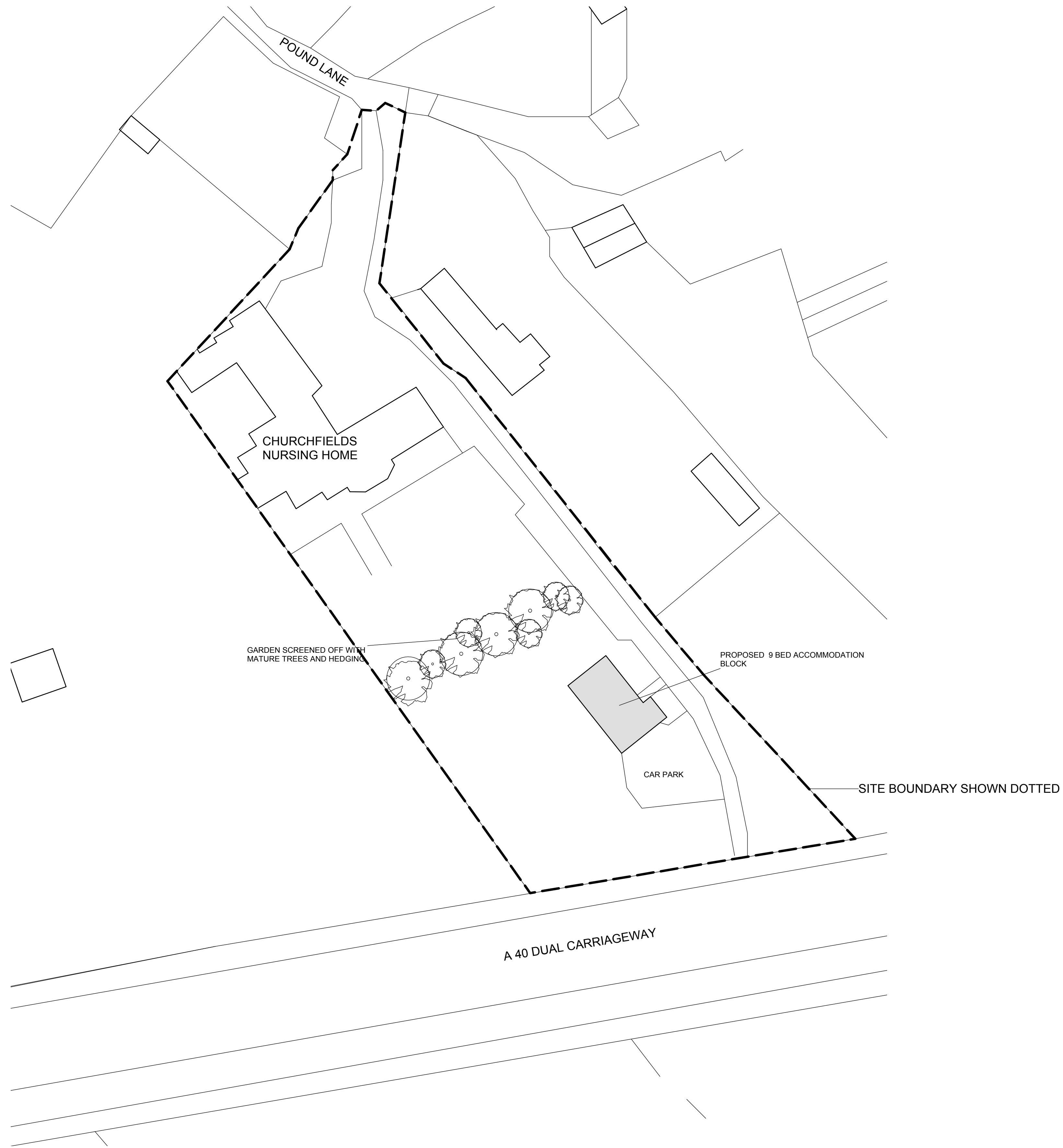
- 7.1 The continued functioning and expansion of the business results in benefits to the local economy and provides a valued community service in an 'outstanding' setting. However, this is largely dependent on expanding the care offer at the site and attracting and retaining quality care staff, which at present is a significant challenge.
- 7.2 However, it has been shown that current local and national planning policies represent a significant and challenging obstacle to meeting the genuine expansion and staff accommodation needs of the business.

- 7.3 Nonetheless, the allocation of the site to provide key care worker accommodation and an extension to provide adult ABI beds on a proportionate basis, as part of the neighbourhood planning process can provide for sustainable developments to meet those needs.

APPENDICES

1. Site Plan
2. Local Property and Public Transport Report
3. LPA's pre-application advice

Appendix 1



Notes

- 1. All dimensions to be verified by the contractor before work is commenced
- 2. All discrepancies to be notified to the Architect as soon as they are found.
- 3. All shop drawings to be approved by the Architect before work commences.

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 worke + bussell architects
 72 summerlee avenue
 london n2 9qh
 t: 020 8442 1895
 mail@workeandbussell.com

JOB Churchfields Nursing Home

TITLE
 Proposed Site Plan

SCALE 1:500 **DATE** 28-04-22

JOB NO 2202 **DWG NO** 02

Appendix 2

Local Property and Public Transport Report Churchfields Care Home, Cassington, West Oxfordshire

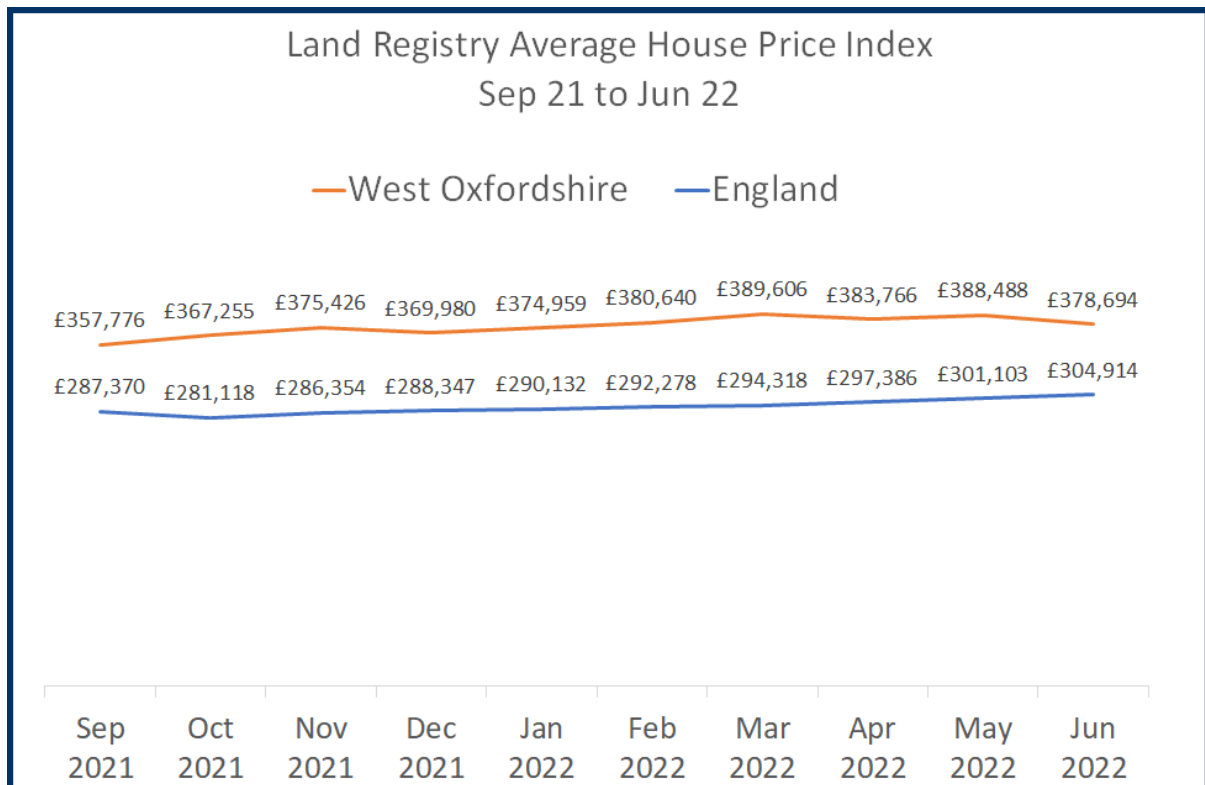
Report by Mike Short, CSI Market Intelligence Ltd.

Location

Cassington is a village about 5 miles to the north west of the City of Oxford and situated just to the north of the Oxford Northern Bypass road.

House Prices

According to the Land Registry Index average house price in West Oxfordshire is around £380,000 which has averaged around 28% above the England average price since September 2021 (see chart 1)



Letting Property

Private rental of houses and flats in the Oxford area is made more difficult by the fact that out of a total population of around 150,000 in the City, 30,000 or 20% are University students.

The following shows current letting deals available from the Rightmove online portal, that are within 3 miles of Cassington.

Type of Accommodation	Monthly Rental
Shared Room	£600 to £875
Studio Flat	£825
1 bed flat	£845 to £1,100
2 bed flat	£1,000 to £1,375
3 bed flat	£1,300
2 bed semi-detached house	£1,795

There were just 15 available, of which nine were located in Kidlington which is around 3 miles north east of Cassington.

Despite Kidlington being relatively close to Cassington it is still a one hour 13 minute walk away. Using a bus would also be over an hour as it would require a journey in and out of Oxford (see public transport section)

The average hourly rate paid by Churchfields, which is around 8% more than the average rate paid to a care worker in Oxford (source Indeed) and 18% higher than the national average. (image below)



Using the Churchfields wage, assuming a 40 hour week, the cheapest shared room would cost from around one third of the net monthly wage through to a 3 bed semi which would equate to 100% of the net monthly wage.

There was just one property available in Cassington which was the £1,795 2 bed detached house.

Finally there were no properties available to rent in Eynsham, a larger village to the south west of Cassington (see also public transport)

Local Transport

Railways

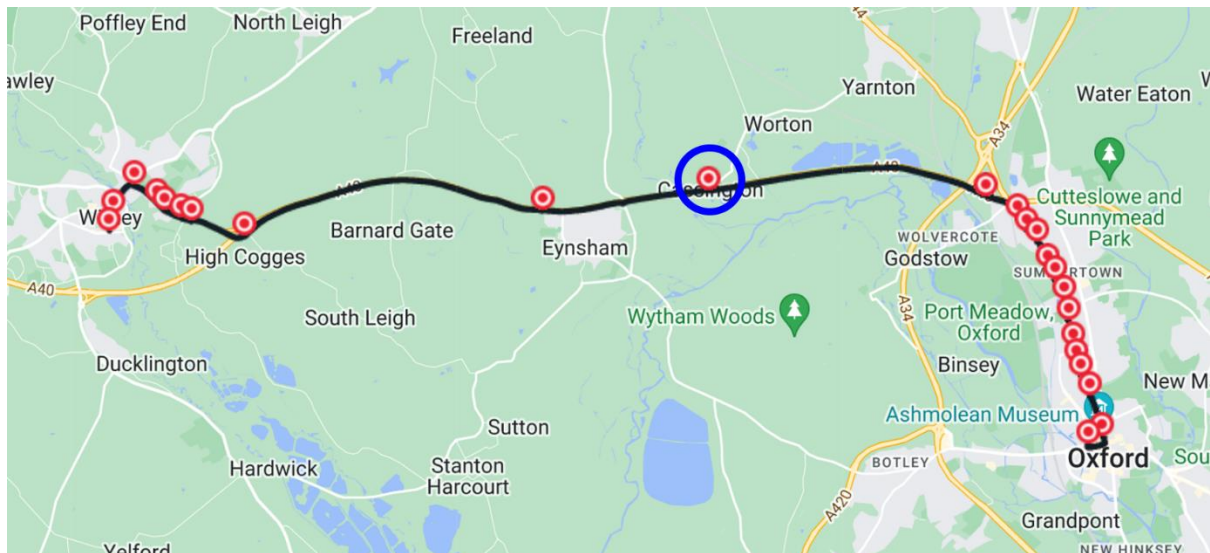
There are no train services running anywhere near Cassington.

Bus Services

Cassington has two bus stops – one by the Red Lion Public House, and opposite by The Green but the author can find no evidence of busses running through the village and assumes that whatever services were in place have been discontinued.

There are just two current bus services that go near Cassington, both run by Stagecoach, neither of which enter Cassington but stop on the Northern Bypass at Cassington Turn (see maps) which is a 10 minute walk to Churchfields.

S2 Oxford to Witney (and Carterton)



The service is run every hour (Monday to Saturday) and is roughly a 20 minute journey to and from both Oxford and Witney to Cassington Turn.

First and last buses arriving at Cassington Turn (source Stagecoach timetables)

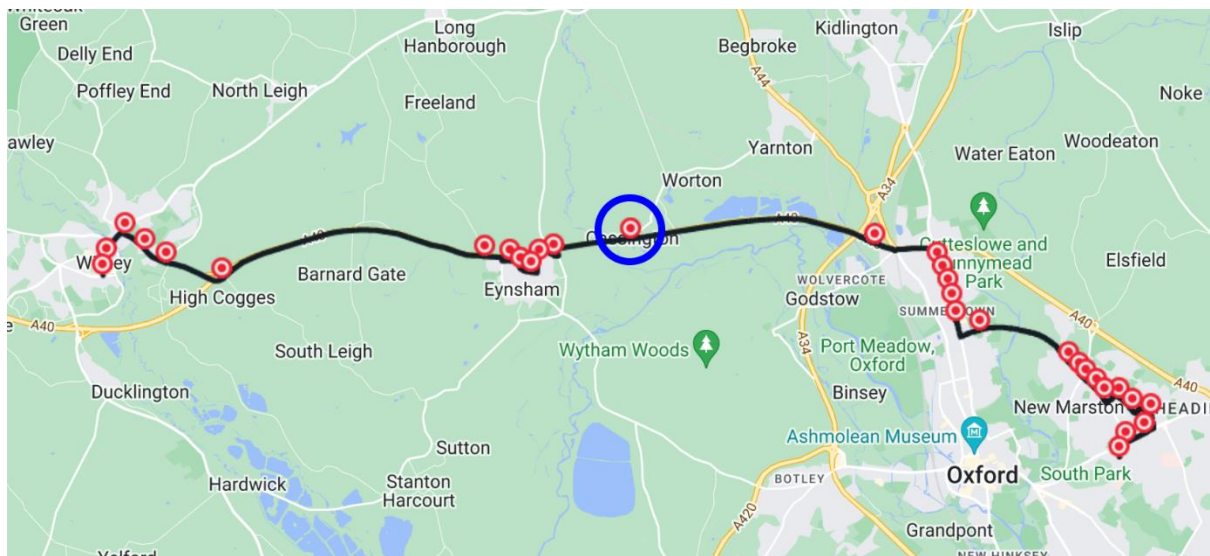
Cassington Turn Stops	Depart To Oxford / Arrive From Witney		Depart To Witney / Arrive From Oxford	
	First	Last	First	Last
Monday to Friday	06:22	18:43	07:18	19:42
Saturdays	06:33	18:33	07:22	19:22
Sundays*	10:40	15:40	11:27	16:27

*The S2 runs only twice on Sunday and Bank Holidays, times shown above.

Whilst the bus provides an opportunity to arrive for an 8am shift start Monday to Saturday, those finishing at 8pm will have missed their last bus.

Sunday in effect provides no service at all for people working at Churchfields.

H2 John Radcliffe Hospital to Carterton



The H2 service also runs along the Northern Bypass but starts at the John Radcliffe Hospital in Headington, Oxford.

Again it is around a 20 minute journey from Oxford, but just 15 minutes into Witney

First and last buses arriving at Cassington Turn (source Stagecoach timetables)

Cassington Turn Stops	Depart To Oxford / Arrive From Witney		Depart To Witney / Arrive From Oxford	
	First	Last	First	Last
Monday to Friday	07:07	20:40	06:22	19:47
Saturdays	07:07	20:40	06:22	19:28
Sundays*	07:05	20:40	06:28	19:48

*The H2 runs only four times on Sunday and Bank Holidays, times shown above.

Whilst those travelling to and from Oxford have an opportunity to catch a bus to meet both 8am starts and 8pm finishes across all seven days of the week, those working until 8pm and travelling to and from Witney would have missed their last bus throughout the week.

Bus travel to the north of Cassington

The only options for those people wishing to enter Cassington from the north (e.g. Yarnton, Kidlington) will, if a bus route is provided, have to enter, change at, and leave Oxford which will result in over one hours travel time, or two hours every working day.

Mike Short
 Director
 CSI Market Intelligence Ltd
 October 2022

Appendix 3

On Behalf Of:
C/o Ray Bussell
72 Summerlee Avenue
London
N2 9QH

Date: 29th June 2022
Our Ref: 22/01247/PREAPP
Please ask for: Sarah Hegerty
Telephone: 01993 861713
Email: sarah.hegerty@westoxon.gov.uk

Dear Ray

Town and Country Planning Act 1990

APPLICATION: 22/01247/PREAPP

PROPOSAL: To build a key worker nurse accommodation block in the grounds of the Home. A unit of 9 bedrooms with living and kitchens on each floor.

AT: Churchfields Care Home Pound Lane Cassington

I write in regard to your enquiry received by the Council on the 03.05.2022 seeking the pre-application views of the Local Planning Authority. The relevant information is set out below. Please be aware of the disclaimer at the end of this letter. If you have any questions relating to the advice given, please contact the Case Officer.

Policies

OS2, OS4, H1, H2, EH9, EH10, NPPF, West Oxfordshire Design Guide.

Site Characteristics and Constraints

The site is part of the Churchfields Care Home which is on the edge of the village of Cassington. The A40 runs along the southern boundary of the site and it is within the Cassington Conservation Area and the Green Belt.

Assessment

In the first instance the principle of development has to be established. Policy OS2 of the Local Plan identifies Cassington as a Village. Under Policy H2 states that

New dwellings will be permitted at the main service centres, rural service centres and villages in the following circumstances:

- On sites that have been allocated for housing development within a Local Plan or relevant neighbourhood plan;
- On previously developed land within or adjoining the built up area provided the loss of any existing use would not conflict with other plan policies and the proposal complies with the general principles set out in Policy OS2 and any other relevant policies in this plan;
- On undeveloped land within the built up area provided that the proposal is in accordance with the other policies in the plan and in particular the general principles in Policy OS2.
- On undeveloped land adjoining the built up area where convincing evidence is presented to demonstrate that it is necessary to meet identified housing needs, it is in accordance with the distribution of housing set out in Policy H1 and is in accordance with other policies in the plan in particular the general principles in Policy OS2.

In this instance whilst the proposed is not a dwelling the use is for residential accommodation, therefore the final bullet point applies in this case.

As no information has been submitted apart from within the description (Key Worker Accommodation) the principle of development cannot be confirmed. If an application were to be submitted it would need to include convincing evidence to demonstrate the identified housing need for the development.

Notwithstanding this, Officers have also assessed the Siting, Design and Massing of the proposed. Whilst the proposed siting of the residential accommodation is to the south of the plot away from the Care Home itself, Officers are concerned with the proximity of the block to the A40 Dual Carriageway. There are works due to be completed to increase the A40's width with the addition of a bus and cycle lane which further reduces the separation distances from the A40 itself therefore there is concern for the living conditions of the future occupiers by way of noise and pollution.

The site also sits within the greenbelt and forms part of an area of undeveloped green space which extends westwards into the open countryside.

Paragraph 148 of the NPPF states when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt.

Given the edge of settlement location and that built form is located past the existing build line of the site officers are concerned with the negative impact on the Green Belt and the wider landscape setting.

There is concern with the overall scale, massing and design of the buildings.

The Cassington Conservation Area Appraisal document states

“Architectural character and quality of buildings

The buildings of Cassington are typically vernacular, and are characterised by their small scale and their simple form and detailing.”

Policies OS2 and OS4 seek a high quality of design. Policy OS2 clearly advises that new development should be proportionate and appropriate in scale to its context and should form a logical complement to the existing scale and pattern of development and should relate well to the character of the area. Similarly Policy OS4 seeks a high quality of design that respects, inter alia, the historic and architectural character of the locality, contributes to local distinctiveness and, where possible, enhances the character and quality of the surrounding. The NPPF also makes it clear that creating high quality buildings and places is fundamental to what the planning and development process can achieve and the recently published National Design Guide provides advice on the components of good design which includes the context for buildings, form and scale, appearance, landscaping, materials and detailing.

Whilst the proposed materials are consistent with the Care Home and the wider context of the area, the proposed design which includes large high level flat roofs, dormers in the roof that do not appear to be windows and overall a fairly tall large scale building is not considered to be characteristic for the site or the wider setting. The high level flat roof alters the traditional proportions of the building making it extremely deep in plan form. Officers consider that that proposed fails to form a logical compliment to the locality and therefore contrary to OS2 and OS4.

Given the Conservation Area location of the site the Council must have regard to section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 in respect of any development proposal either preserving or enhancing the character of Conservation Area. Further to this the paragraphs of section 16 'Conserving and enhancing the historic environment ' of the NPPF are relevant to consideration of any application.

Given the uncharacteristic roof form and deep plan form officers do not consider that the proposed preserves or enhances the Conservation Area.

Conclusion

In terms of the principle of this development, convincing evidence would need to be presented to demonstrate that it is necessary to meet identified housing needs, it is in accordance with the distribution of housing set out in Policy HI and is in accordance with other policies in the plan in particular the general principles in Policy OS2. In addition, there is concern regarding the siting, design and massing of the proposed building..

West Oxfordshire District Council would encourage all applicants to consult with neighbouring properties prior to the submission of any application.

I trust this is of some assistance. If I can be of further help, please do not hesitate to contact me.

Yours sincerely,

Sarah Hegerty
Planner

Useful links

Sustainability Standards Checklist: <https://www.westoxon.gov.uk/planning-and-building/planning-permission/make-a-planning-application/sustainability-standards-checklist/>

West Oxfordshire District local plan: <https://www.westoxon.gov.uk/residents/planning-building/planning-policy/local-development-framework/local-plan-2031/>

Environment Agency: www.environment-agency.gov.uk enquiries@environment-agency.gov.uk

Thames Water: developer.services@thameswater.co.uk

Natural England: www.naturalengland.org.uk

NPPF: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Disclaimer

- Please note that this is an officer's opinion and is in no way binding Members of the Area Planning Sub Committee.
- The above advice is given for purposes relating to the Town and Country Planning Acts and for no other Council function.

West Oxfordshire District Council Planning Department promotes email correspondence as it is the quickest, easiest and most environmentally friendly way of contacting us.

Contact us at planning@westoxon.gov.uk