SCOTTISH BORDERS COUNCIL LOCAL REVIEW BODY

MINUTE of Meeting of the LOCAL REVIEW BODY held in the Council Chamber, Council Headquarters, Newtown St Boswells, TD6 0SA on Monday, 23 January 2017 at 11.00 am

- Present:- Councillors R. Smith (Chairman), J. Brown (Vice-Chairman), M. Ballantyne, J. Campbell, J. A. Fullarton, I. Gillespie, D. Moffat, S. Mountford and B White
- In Attendance:- Chief Planning Officer, Managing Solicitor Property and Licensing, Democratic Services Team Leader, Democratic Services Officer (F. Walling).

1. CONTINUATION: REVIEW OF APPLICATION 16/00844/FUL

With reference to paragraph 1 of the Minute of 19 December 2016, and following an unaccompanied site visit, Members continued consideration of the request from Mr J M and R Bayne, per Ferguson Planning, 54 Island Street, Galashiels, to review the decision to refuse the planning application in respect of the erection of 2 No. dwellings for holiday let and associated infrastructure works on land north west of 4 Rink Farm Cottages, Galashiels. The papers which accompanied this review had been re-circulated. Members agreed that the site visit had been useful in order to assess the landscape and visual impacts of the proposed development and to assist them to make the judgement as to whether these impacts would be outweighed by the potential economic benefits of the project. Members were unanimous in their view that the site chosen for the high class accommodation was ideal in terms of the views across the valley and that the developer had given careful consideration to the design of the units and a way of fitting them into the hillside with minimal impact on the landscape.

DECISION AGREED that:-

- (a) the review could be determined without further procedure on the basis of the papers submitted and the unaccompanied site visit;
- (b) the proposal was consistent with the Development Plan and that there were no other material considerations that would justify departure from the Development Plan; and
- (c) the decision of the appointed planning officer to refuse the application be reversed and the application for planning permission be granted, subject to conditions and informatives, for the reasons given in Appendix I to this Minute.

2. **REVIEW OF APPLICATION 16/00866/FUL**

There had been circulated copies of the request from Mr & Mrs P Costello, Crawfield, Auchencrow, Eyemouth, to review the decision to refuse the planning application to vary Condition 3 of 06/00243/OUT and Condition 5 of 13/00897/PPP pertaining to access road at Plots 1 and 2, The Putting Green, Auchencrow. The supporting papers included the Decision Notice; Notice of Review; officer's report; papers referred to in the report;

consultation; and a list of policies. The Local Review Body considered a letter which was submitted with the Notice of Review and which constituted new evidence. For the reasons detailed in Appendix II to this minute, Members concluded that this evidence should be disregarded. There followed a lengthy and detailed discussion about the suitability of the existing gravel surface on the shared access to the two new houses, in this rural location, bearing in mind the condition placed on several previous consents for the site which required a bituminous surface. There was a division of opinion amongst Members as to the suitability of the surface and whether gravel on the fixed eco-grid matting system constituted a bound surface, which for this particular application would meet the intention of the condition.

<u>VOTE</u>

Councillor Campbell, seconded by Councillor Gillespie, moved that the decision to refuse the application be upheld.

Councillor Ballantyne, seconded by Councillor Fullarton, moved as an amendment that the decision to refuse the application be reversed and the application approved.

On a show of hands Members voted as follows:-

Motion - 4 votes Amendment - 5 votes

The amendment was accordingly carried.

DECISION DECIDED that:-

- (a) the request for a review had been competently made in terms of Section 43A of the Town and Country Planning (Scotland) Act 1997;
- (b) in accordance with Section 43B of the Town and Country Planning (Scotland) Act 1997 the review be determined without reference to the new evidence submitted with the Notice of Review documentation;
- (c) the review could be considered without the need for any further procedure on the basis of the papers submitted;
- (d) the development was consistent with the Development Plan and there were no other material considerations that would justify departure from the Development Plan; and
- (e) the decision of the appointed officer to refuse the application be reversed and the application for planning permission be granted, subject to the varied condition, as detailed in Appendix II to this Minute.

The meeting concluded at 12.45 pm



APPENDIX I

SCOTTISH BORDERS COUNCIL LOCAL REVIEW BODY DECISION NOTICE

APPEAL UNDER SECTION 43A (8) OF THE TOWN AND COUNTRY PLANNING (SCOTLAND) ACT 1997

THE TOWN AND COUNTRY PLANNING (SCHEMES OF DELEGATION AND LOCAL REVIEW PROCEDURE) (SCOTLAND) REGULATIONS 2013

Local Review Reference: 16/00027/RREF

Planning Application Reference: 16/00844/FUL

Development Proposal: Erection of 2 No dwellings for holiday let, and associated infrastructure works

Location: Land North West of 4 Rink Farm Cottages, Galashiels

Applicant: Mr J M & R Bayne

DECISION

The Local Review Body reverses the decision of the appointed officer and grants planning permission for the reasons set out in this decision notice and subject to the conditions set out below.

DEVELOPMENT PROPOSAL

The application relates to the erection of two dwellings for holiday let, and associated infrastructure works at land north west of 4 Rink Farm Cottages, Galashiels. The application drawings consisted of the following drawings:

Plan Type

Plan Reference No.

Plot 1 plans and elevations	Р
Plot 2 plans and elevations	Р
Proposed locality & site plan	Р
Proposed plant room/solar panel details	Р
Access - general arrangement	A
Access – visibility splay	A
Access – longitudinal sections	A
SDA Visualisations	-

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PRELIMINARY MATTERS

The Local Review Body considered the review, which had been competently made, under section 43A (8) of the Town & Country Planning (Scotland) Act 1997 at its meeting on 19th December 2016.

After examining the review documentation at that meeting, which included:

a) Decision Notice; b) Notice of Review; c) Officer's Report; d) Consultations and e) List of policies, the LRB concluded that it did not have sufficient information to determine the review and that a site visit was necessary to assist their deliberations. The site visit was held on Monday 23rd January 2017, after which the Review Body reconvened at Council HQ and proceeded to consider the case.

REASONING

The determining issues in this Review were:

- (1) whether the proposal would be in keeping with the Development Plan, and
- (2) whether there were any material considerations which would justify departure from the Development Plan.

The Development Plan comprises: SESplan Strategic Development Plan 2013 and the Scottish Borders Local Development Plan 2016. The LRB considered that the most relevant of the listed policies were:

• Local Development Plan policies: PMD1, PMD2, EP5, EP8, EP13, ED7, HD2, HD3, IS5, IS7, IS9 and ED9.

Other material considerations were:

- Scottish Planning Policy
- SBC Supplementary Planning Guidance on Householder Development 2006
- SBC Supplementary Planning Guidance on Placemaking and Design 2010
- SBC Supplementary Planning Guidance on Landscape and Development 2008
- SBC Supplementary Planning Guidance on Local Landscape Designations 2012
- SBC Supplementary Planning Guidance on Renewable Energy 2007

The Local Review Body commented that their site visit had been particularly helpful in appreciating the landscape setting of the development and gauging its potential impact. Members accepted that the new holiday units would have an impact on the visual amenities and landscape qualities of the Special Landscape Area but did not accept that this would be so significant to warrant refusing the application.

The Review Body considered there would be limited visibility of the buildings. The existing topography and tree cover, within this mature landscape, reduced the degree and spread of any visual impact to a limited number of distant viewpoints.

Members considered that a great deal of thought had been put into trying to fit the holiday units into the landscape, cutting them into the hillside, setting them off the skyline and designing them to be modest single storey structures. The use of weathered whin stone for the external walls of the buildings and non-reflective glass was also critical in reducing any visual impact of the new development. Members considered that the units were of an an innovative and attractive contemporary design that was compatible with, and respected the character of the surrounding area.

Members debated the potential impact of the sun reflecting on the glass façade of the buildings and whether this would draw attention to the buildings. They concluded that the use of non-reflective glass and the design of the roof, with its pronounced overhang,

would limit any such impact. However, they felt that there may be glare from vehicles parked this far up the hillside. Members agreed that a wall of similar height and material to the existing field dykes built along the access road adjoining the parking area would help ameliorate any impact.

Whilst there were other buildings within the farm steading that could have been converted to provide holiday accommodation and other areas within the applicant's land holding that could have accommodated this development, Members were satisfied that, on balance, this was the correct location for this type of venture. The development promotes high quality accommodation that needs a degree of seclusion and takes advantage of the fabulous views down the valley. A development of this nature could not be delivered in the other suggested locations.

The Review Body was firmly of the view that only the two holiday units proposed were acceptable at this location. The erection of further units would have a more significant and harmful impact on the visual and landscape qualities of this sensitive landscape and would be at odds with the applicant's development ethos of providing a secluded and tranquil visitor experience.

Members gave significant weight to the potential economic benefit the development would generate. In their opinion, this would not only help sustain the existing farming operation and allow the applicants to diversify their business interests but would benefit the Borders more generally. The Local Review Body accepted a persuasive case had been made for a viable business and that the development would provide a much needed high quality tourism offer in the central Borders.

The Review Body was content that the other matters relating to archaeology, access and servicing of the site could be dealt with through the imposition of appropriate planning conditions.

CONCLUSION

After considering all relevant information, the Local Review Body concluded that the development was consistent with the Development Plan and that there were no other material considerations that would justify departure from the Development Plan. Consequently, the application was approved.

DIRECTIONS

 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
Reason: To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by the Planning etc. (Scotland) Act 2006

CONDITIONS

- 1. Prior to the occupation of the first of the holiday units, the proposed access, passing places, turning area and parking spaces indicated on the approved drawings shall be constructed in accordance with the approved plans and the following specifications:
 - The first 20 metres of the new access to be constructed to the following specification "40mm of 14mm size close graded bituminous surface course to BS 4987 laid on 60mm of 20mm size dense binder course (basecourse) to the same BS laid on 350mm of 100mm broken stone bottoming blinded with subbase, type 1."
 - The remainder of access track to be formed with a well compacted, free draining smooth running surface. This will require the removal of the central grass strip along the length of the track and upgrading the existing running surface.

- The bellmouth of the access to be a minimum of 5.5 metres wide for the first 7.5 metres.
- The existing access to be closed off and grubbed up to an agreed specification once the new access has been formed.
- The new access to be formed and available for use prior to works commencing on the holiday units, to ensure construction traffic benefits from the new and improved access. The phasing of the new access works can be agreed to ensure that the final wearing course is laid prior to occupation of first of the holiday units.
- The visibility splays of 2.4 by 90 metres to be provided in both directions onto the public road and maintained as such in perpetuity.

Reason: To ensure that the proposed estate is laid out in a proper manner with adequate provision for traffic.

The occupation of the buildings, hereby approved, shall be for holiday purposes only. 2. The occupation of the buildings shall be restricted to genuine holidaymakers for individual periods not exceeding 4 weeks in total within any consecutive period of 13 weeks. A register of holidaymakers shall be kept and made available for inspection by an authorised officer of the Council at all reasonable times. Reason: the use of the buildings for permanent residential use in this location would

conflict with the established planning policy for this rural area.

- Notwithstanding the description of the materials in the application, no development 3. shall be commenced until precise details of the materials to be used in the construction of the external walls and roofs of the buildings have been submitted to and approved in writing by the Local Planning Authority, and thereafter no development shall take place except in strict accordance with those details. Reason: The materials require further consideration to ensure a satisfactory form of development, which contributes appropriately to its setting.
- No development shall take place until the applicant has secured a programme of 4. archaeological work in accordance with an approved Written Scheme of Investigation (WSI) outlining a Watching Brief. Development and archaeological investigation shall only proceed in accordance with the WSI.

The requirements of this are:

- The WSI shall be formulated and implemented by a contracted archaeological organisation working to the standards of the Chartered Institute for Archaeologists (CIfA) approval of which shall be in writing by the Planning Authority.
- If significant finds, features or deposits are identified by the attending archaeologist(s), all works shall cease and the nominated archaeologist(s) will contact the Council's Archaeology Officer immediately for verification. The discovery of significant archaeology may result in further developer funded archaeological mitigation as determined by the Council.
- Development should seek to mitigate the loss of significant archaeology through avoidance in the first instance according to an approved plan.
- If avoidance is not possible, further developer funded mitigation for significant archaeology will be implemented through either an approved and amended WSI, a new WSI to cover substantial excavation, and a Post-Excavation Research Design (PERD).
- Initial results shall be submitted to the Planning Authority for approval in the form of a Data Structure Report (DSR) within one month following completion of all on-site archaeological works. These shall also be reported to the National Monuments Record of Scotland (NMRS) and Discovery and Excavation in Scotland (DES) within three months of on-site completion

The results of further mitigation of significant archaeology shall be reported to the Council following completion for approval and published as appropriate once approved.

Reason: The site is within an area where ground works may interfere with, or result in the destruction of, archaeological remains, and it is therefore desirable to afford a reasonable opportunity to record the history of the site.

5. A scheme to facilitate access and interpretation of Rink Fort to be submitted to and approved by the Planning Authority before the holiday let units are occupied. Thereafter, the scheme shall be implemented in accordance with the agreed details and timescales.

Reason: To improve access to the Rink fort and increase appreciation, experience and understanding of the historic asset and its setting.

- No development is to commence until a report, by a suitably gualified person, has 6 been submitted to and approved in writing by the Planning Authority, demonstrating the provision of an adequate water supply to the development in terms of quality. quantity and the impacts of this proposed supply on surrounding supplies or properties. The provisions of the approved report shall be implemented prior to the occupation of the buildings hereby approved. Reason: To ensure that the development is adequately serviced with water without a detrimental effect on the water supplies of surrounding properties.
- 7. The buildings shall not be occupied until works for the disposal of surface water and foul sewage have been provided on the site to serve the development hereby permitted in accordance with details to be submitted to and approved in writing by the Local Planning Authority. The submitted details shall set out how the drainage system will be maintained in a serviceable condition. Reason: To ensure that satisfactory arrangements are made for the disposal of surface and foul water.
- 8. Any noise emitted by plant and machinery used on the premises will not exceed Noise Rating Curve NR20 between the hours of 2300 - 0700 and NR 30 at all other times when measured within the nearest noise sensitive dwelling (windows can be open for ventilation). The noise emanating from any plant and machinery used on the premises should not contain any discernible tonal component. Tonality shall be determined with reference to BS 7445-2 Reason: To protect the residential amenity of nearby properties.
- 9. All plant and machinery shall be maintained and serviced in accordance with the manufacturer's instructions so as to stay in compliance with the noise limits referred to on condition 8..

Reason To protect the residential amenity of nearby properties.

10. Details of a wall along the access road to the site adjoining the propose parking area to be submitted to and approved in writing by the Local Planning Authority before work on the site is commenced. The wall shall be constructed and completed prior to the occupation of the first of the holiday units. Reason: To enable the proper effective assimilation of the development into its wider surroundings and to prevent glare from parked vehicles.

INFORMATIVES

Access

In terms of condition 1 above, the Roads Planning Officer suggests that:

• Consideration to be given to reducing the width of the private access road from 4.5 metres to 3.7 metres. The reason for this is change is that 4.5 metres gives an impression that two vehicles can pass each other. The minimum width for two way movements is 4.8 metres. Reducing the road width to 3.7 metres will remove any confusion of passing and will also reduce construction costs.

Archaeology

The Archaeology Officer indicates that he is keen to engage in a dialogue with the applicants regarding means to emphasise the heritage elements within the site.

Water Supply

In respect of condition 6 above, the Environmental Health Officer states that as the proposal may result in the general public consuming the water from the private water supply, the supply will be classed as a Type A. This will mean that the supply will be subjected to annual water testing and a risk assessment of the supply. The applicant should contact an Environmental Health Officer before becoming operational to discuss testing of the water.

Private Drainage

In respect of condition 7 above, the Environmental Health Officer states that private drainage systems often cause public health problems when no clear responsibility or access rights exists for maintaining the system in a working condition.

Problems can also arise when new properties connect into an existing system and the rights and duties have not been set down in law.

To discharge condition 6 relating to the private drainage arrangements, the applicant should produce documentary evidence that the maintenance duties on each dwelling served by the system have been clearly established by way of a binding legal agreement. Access rights should also be specified.

Wood Burning Stoves

These installations can cause smoke and odour complaints and any Building and Planning Consents for the installation do not indemnify you in respect of Nuisance action. In the event of nuisance action being taken there is no guarantee that remedial work will be granted building/planning permission.

Accordingly this advice can assist you to avoid future problems.

The location of the flue should take into account other properties that may be downwind.

The discharge point for the flue should be located as high as possible to allow for maximum dispersion of the flue gasses.

The flue should be terminated with a cap that encourages a high gas efflux velocity.

The flue and appliance should be checked and serviced at regular intervals to ensure that they continue to operate efficiently and cleanly.

The appliance should only burn fuel of a type and grade that is recommended by the manufacturer.

If you live in a Smoke Control Area you must only use an Exempt Appliance <u>http://smokecontrol.defra.gov.uk/appliances.php?country=s</u> and the fuel that is Approved for use in it <u>http://smokecontrol.defra.gov.uk/fuels.php?country=s</u>.

In wood burning stoves you should only burn dry, seasoned timber. Guidance is available on -

<u>http://www.forestry.gov.uk/pdf/eng-woodfuel-woodasfuelguide.pdf/\$FILE/eng-woodfuel-woodasfuelguide.pdf</u>

Treated timber, waste wood, manufactured timber and laminates etc. should not be used as fuel.

Paper and kindling can be used for lighting, but purpose made firelighters can cause fewer odour problems.

Notice Under Section 21 of the Town & Country Planning (Schemes of Delegation and Local Review procedure) (Scotland) Regulations 2008.

- 1. If the applicant is aggrieved by the decision of the planning authority to refuse permission for or approval required by a condition in respect of the proposed development, or to grant permission or approval subject to conditions, the applicant may question the validity of that decision by making an application to the Court of Session. An application to the Court of Session must be made within 6 weeks of the date of the decision.
- 2. If permission to develop land is refused or granted subject to conditions and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted, the owner of the land may serve on the planning authority a purchase notice requiring the purchase of the owner of the land's interest in the land in accordance with Part V of the Town and Country Planning (Scotland) Act 1997.

Signed....Councillor R Smith Chairman of the Local Review Body

Date.....27 January 2017



APPENDIX II

SCOTTISH BORDERS COUNCIL LOCAL REVIEW BODY DECISION NOTICE

APPEAL UNDER SECTION 43A (8) OF THE TOWN AND COUNTRY PLANNING (SCOTLAND) ACT 1997

THE TOWN AND COUNTRY PLANNING (SCHEMES OF DELEGATION AND LOCAL REVIEW PROCEDURE) (SCOTLAND) REGULATIONS 2013

Local Review Reference: 16/00029/RREF

Planning Application Reference: 16/00866/FUL

Development Proposal: Variation of Condition 3 of planning permission 06/00243/OUT and Condition 5 of planning permission 13/00897/PPP pertaining to access road

Location: Plots 1 & 2 Site at The Putting Green Auchencrow Eyemouth

Applicant: Mr & Mrs P Costello

DECISION

The Local Review Body reverses the decision of the appointed officer and grants planning permission for the reasons set out in this decision notice and subject to the varied condition as set out below.

DEVELOPMENT PROPOSAL

The application relates to the variation of condition 3 of planning permission 06/00243/OUT and condition 5 of planning permission 13/00897/PPP pertaining to access road. The application drawings consisted of the following drawings:

Plan Type Location Plan Block Plan Plan Reference No. OS Extract

PRELIMINARY MATTERS

The Local Review Body considered the review, which had been competently made, under section 43A (8) of the Town & Country Planning (Scotland) Act 1997 at its meeting on 23rd January 2017.

After examining the review documentation at that meeting, which included:

a) Decision Notice; b) Notice of Review; c) Officer's Report; d) papers referred to in report; e) Consultations and f) List of policies, the LRB concluded that it had sufficient information and proceeded to determine the review. The Review Body noted that a letter from Mr Stephen Jones dated 22nd December 2016 had been lodged with the review. This letter was not lodged with the application and was not before the appointed officer when the decision was issued. The Review Body considered this to be new evidence but concluded that it did not meet the tests set out in section 43B of the Act. In the circumstances, they gave it no regard in their subsequent determination of the case.

REASONING

The determining issues in this Review were:

- (1) whether the proposal would be in keeping with the Development Plan, and
- (2) whether there were any material considerations which would justify departure from the Development Plan.

The Development Plan comprises: SESplan Strategic Development Plan 2013 and the Scottish Borders Local Development Plan 2016. The LRB considered that the most relevant of the listed policies were:

• Local Development Plan policies: PMD2, HD2 & HD3.

Other material considerations were:

• SBC Supplementary Planning Guidance on Placemaking and Design 2010

The Review Body debated at length the suitability of the existing access that serves the two new houses at The Putting Green. They noted that the access had been constructed with a gravel surface fixed, or bound, through the use of an eco-grid matting system onto 150mm type 1 onto hardcore @200mm. They noted that this standard of access was sufficient to meet Building Standards requirements.

Whilst there had been some confusion caused by the differing requirements needed to meet Building Standards, Members were clear that the applicants/developers of the houses should have been aware of the planning requirements for a bituminous surface. A condition setting this out had been imposed on each planning permission issued for the site. Notwithstanding, the Review Body was required to test the suitability of the condition against the provisions of Circular 4/1998 and, in particular, whether the condition was reasonable.

Members were satisfied, after considering the application on its individual merits, that a gravel surface was appropriate and visually acceptable in a rural village such as Auchencrow. This is a countryside location where a more rustic approach was appropriate. In coming to this view, they gave weight to the fact that there were a number of properties in the immediate vicinity of the site that already had gravel drives. In addition, they expressed concern that a bituminous surface would give the development more of suburban appearance than was suitable for this particular site.

In terms of road safety, Members accepted that there was some potential for gravel to spill onto the public road but that this was limited due to the matting system used, which holds the gravel in various cells. They did not feel that this would be a significant problem. Members were satisfied that the existing surface would provide greater permeability and be able to deal with surface water more effectively than a bituminous surface. This would avoid the problem of water and ice on the public road and a slip hazard being created for residents using the driveway.

The Review Body did not feel that the provision of a partially bituminous surface, as suggested by the Roads Planning Officer, was desirable or would have any particular road safety benefit. In addition, they did not feel that it would look particularly attractive.

The Review Body was satisfied that the gravel access was fit for purpose and was acceptable on amenity and road safety grounds. The Review Body concluded that the condition, as originally drafted, was not reasonable in all respects and agreed that it should be varied to allow the use of a gravel drive with the eco-grid matting system.

The Planning Advisor informed the Review Body that after examining the planning history of the development he had noted that a condition (No.7) relating to the same access specification had also been imposed on planning consent 08/00626/REM for Plot 1 (the detailed application pursuant to outline permission 06/00243/OUT). This condition would also need to be varied to provide full clarity on the required access standard.

CONCLUSION

After considering all relevant information, the Local Review Body concluded that the development was consistent with the Development Plan and that there were no other material considerations that would justify departure from the Development Plan. Consequently, the application was approved.

CONDITION

All three applications 06/00243/OUT, 08/00626/REM and 13/00897/PPP shall be subject to the following condition:

- 1. The access road serving the site shall be completed to the following specification and shall incorporate the following requirements:
 - surface shall be 5.5 metres wide to a point 7.5 metres back from the edge of the public road
 - access road shall be 'straightened' to allow a perpendicular junction
 - a visibility splay of 2.5 x 70 metres must be provided in both directions and maintained in perpetuity.
 - road shall be formed in a bound surface material (including through the use of an eco-grid matting system) or similar approved by the Planning Authority.

Reason: in the interests of amenity and road safety.

Notice Under Section 21 of the Town & Country Planning (Schemes of Delegation and Local Review procedure) (Scotland) Regulations 2008.

- 3. If the applicant is aggrieved by the decision of the planning authority to refuse permission for or approval required by a condition in respect of the proposed development, or to grant permission or approval subject to conditions, the applicant may question the validity of that decision by making an application to the Court of Session. An application to the Court of Session must be made within 6 weeks of the date of the decision.
- 4. If permission to develop land is refused or granted subject to conditions and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted, the owner of the land may serve on the planning authority a purchase notice requiring the purchase of the owner of the land's interest in the land in accordance with Part V of the Town and Country Planning (Scotland) Act 1997.

Signed....Councillor R Smith Chairman of the Local Review Body