

Planning, Transport & Sustainability Division
Planning and Rights of Way Panel 21st June 2016
Planning Application Report of the Planning and Development Manager

Application address: 1G and 1H Janson Road			
Proposed development: Relief from conditions 4, 5 and 6 of planning permission 01/01003/FUL to allow conversion of garages for units 1G and 1H to provide additional living accommodation (resubmission 15/01469/FUL)			
Application number	16/00738/FUL	Application type	FUL
Case officer	Stuart Brooks	Public speaking time	5 minutes
Last date for determination:	29.06.2016	Ward	Shirley
Reason for Panel Referral:	5 or more letters of objections have been received	Ward Councillors	Cllr Hannah Coombs Cllr Satvir Kaur Cllr Mark Chaloner
Called in by:	n/a	Reason:	n/a

Applicant: Mr Amjad Dbss	Agent: Southern Planning Practice
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Recommendation Summary	Conditionally approve
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Reason for granting Permission

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012). Policies - SDP1, SDP7, SDP9, H4 of the City of Southampton Local Plan Review (Amended 2015) and CS18, CS19 of the Local Development Framework Core Strategy Development Plan Document (Amended 2015) as supported by the guidance set out in the relevant sections of the HMO SPD (amended May 2016) and Parking Standards SPD (September 2011).

Appendix attached			
1	Relevant Policies	2	Details of application 15/01469/FUL
3	Appeal decision March 2016	4	Summary of cases

Recommendation in Full

Conditionally approve

1.0 The site and its context

- 1.1 The application site is located within the ward of Shirley. The site is located within the defined boundary of the Shirley Town Centre at the southern end of Janson Road close to the junction with Shirley Road. The two properties forming the application site form part of a group of 8 terraced townhouses. The townhouses are 3 storeys with an integral garage at ground floor and a small front forecourt where bins are normally stored. The depth of the forecourt to the edge of the pavement is not large enough to accommodate a parked vehicle.
- 1.2 The Council's records indicate that one of the properties is occupied as a C4 HMO (1G), whilst the other property is occupied as a family home. The properties themselves are built on a narrow plot leaving a small space at the rear for amenity space. The existing garages measure 5m by 2.7m, and can also be used for cycle parking.

2.0 Proposal

- 2.1 This application seeks permission for the relief of conditions 4, 5, 6 of permission 01/01003/FUL. These conditions effectively control the retention of the garage parking spaces. The applicant is seeking to incorporate the garage spaces into the main living area of the dwellings by creating ground floor dining rooms. The conditions under permission 01/01003/FUL to be removed are as follows:

Condition 4 - Car Parking

The car parking area shown on the approved drawing shall be laid out and surfaced before the use hereby permitted commences and shall thereafter be kept clear and maintained at all times for that purpose.

REASON

To prevent obstruction to traffic in neighbouring roads.

Condition 5 - On-site Parking/Access

Before any dwelling unit hereby approved is occupied, both the on-site car parking and a proper vehicular access relating to it shall be provided to the satisfaction of the Local Planning Authority. The car parking shall thereafter be retained and not used for any trade, business or industrial use.

REASON

To ensure provision of vehicular access and car parking, to avoid congestion in the adjoining area and to protect the amenities of the area.

Condition 6 - Garages/Parking Spaces

The garages and/or parking spaces shown on the approved plans shall only be used in connection with the dwelling units hereby approved and for no other purpose unless otherwise agreed in writing by the Local Planning Authority.

REASON

To ensure adequate on-site car parking provision for the approved dwelling units remains available for that purpose and to prevent parking on the adjoining highway.

- 2.2 The conversion will be facilitated through replacing the garage doors with new

bricked up façades with windows. An opening will be created beneath each front window cill to provide access to a secure internal cycle store, effectively creating a cupboard space. The applicant also intends to enclose the front forecourt with a suitable boundary treatment to create an area for bin storage and prevent any further parking which could obstruct the pavement. The details of the front enclosure has not been submitted with the application, however, this can be reserved by planning condition.

3.0 Relevant Planning Policy

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015). The most relevant policies to these proposals are set out in **Appendix 1**.
- 3.2 The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.
- 3.3 Policy CS19 sets out the Council’s parking policies for residential development. The policy sets out that parking for all development must have regard to the Council’s maximum car parking and minimum cycle parking standards. The assessment of the parking provision is set out in the Council’s Parking Standards SPD. The level of parking provision is based on the accessibility to public transport and the scale and travel needs of the development. The SPD provides that less than the maximum provision is permissible, but that developers should demonstrate that a lower provision is sufficient.

4.0 Relevant Planning History

- 4.1 The townhouses were first granted permission in 1999 (ref no. 99/00893/FUL) and then amended under permission 01/01003/FUL. There have been various applications to modify the townhouses including conversion of the garages into living accommodation, erection of conservatories, conversion into flats. A summary of the cases directly linked to the conversion of the garages has been set out in **Appendix 4**.
- 4.2 Section 2 of the report covers the background planning history to the townhouses in more detail. Directly related to this application, the proposal was previously refused by Officers in October 2015 (ref no. 15/01469/FUL – **see Appendix 2**). The reason being that there was no parking survey submitted to demonstrate whether there would be an sufficient capacity of kerbside parking in Janson Road and the surrounding streets to accommodate the parking spaces lost relative to the maximum parking standards.
- 4.3 An appeal was dismissed by the Inspectorate in March 2016 (**see Appendix 3**) following the refusal of application 15/01469/FUL. In summary, the Inspector ruled that the loss of the car parking provision would be acceptable, however, this was outweighed by the sustainability policy conflict related to the loss of cycle parking.

5.0 Consultation Responses and Notification Representations

5.1 Following the receipt of the planning application, a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, and erecting a site notice (11.05.2016). At the time of writing the report **5** representations have been received. The following is a summary of the points raised:

5.1.1 **Janson Road is already over-parked. The loss of the garage parking spaces will add further pressure to street parking in Janson Road. The increased demand in parking pressure will be in addition to developments in Janson Road, including Burlington Mansions and further residential developments.**

Response

The Council's parking policies allow for lower provision of parking spaces below the maximum standard. The maximum standard being 2 spaces per dwelling (4+ bedrooms in a high accessibility area). The Inspector ruled in their decision that the parking survey (dating from 2014) used to support the application for the roof top extension at Burlington Mansions (ref no. 14/01588/FUL for 10 additional flats with no parking spaces) would also be valid to assess the capacity of on street parking for this application, given that it's age was not considered to be out of date, and the different nature of development that the survey applied to wouldn't make a material difference. The parking survey is appended to **Appendix 5**. The Inspector also ruled that the garage spaces are unlikely to be used for parking given their small dimensions (5 x 2.7m) in relation to the Council's currently adopted standard of at least 6 x 3m.

5.1.2 **Vehicles park outside the garages obstructing the pavement. This is made worse by bins being left outside partially blocking the pavement. In addition, this end of Janson Road is particularly dangerous due to the number of parked vehicles on double yellow lines, including large delivery vehicles.**

Response

The Highway Officer has raised no concern with regards to the impact on highway safety. Further details of forecourt enclosures can be agreed by planning condition. The enclosures shall then be provided prior to the first use of the new living spaces. The enclosures would ensure that the front forecourts are not used for parking.

Consultation Responses

5.2 **SCC Highways** - No objection subject to conditions.

Further details have been submitted regarding the cycle parking. The dimensions are acceptable and subject to a robust locking mechanism securing the access to them, there will be no highway objections.

It was also discussed that the front forecourt treatment was to be some kind of low enclosure to provide some security and screening for the bins to be placed. This will also help avoid informal parking on the forecourt area. The application is to be recommended approval subject to the above being addressed.

6.0 Planning Consideration Key Issues

6.1 The key issues for consideration in the determination of this planning application are:

- Principle of Development;
- Impact on the Character and Amenities and;
- Impact on Parking and Highway Safety;

6.2 Principle of Development

6.2.1 The principle of providing additional living accommodation within the properties is acceptable. This is subject to an assessment of the merits of the proposal as set out below.

6.3 Impact on the Character and Amenities

6.3.1 The physical changes to the façade of the buildings are not considered to be out of character with their appearance. In addition, the provision of front forecourt enclosure and additional living space and cycle storage facilities would not be detrimental to the living conditions of the existing occupiers of the buildings.

6.4 Impact on Parking and Highway Safety

6.4.1 The Highways Officer has not raised any concerns with regard to the impact on highway safety in terms of access and parking. The Council's parking policies would expect a maximum of 2 off street parking spaces in order to reduce car ownership levels and encourage the use of more sustainable transport. It would therefore be acceptable in policy terms not to have any off street parking at this property. However, the applicant should demonstrate that a lower provision is sufficient.

6.4.2 The applicant has not carried out their own parking survey to assess the availability of on-street parking, however, they have relied on a previous survey in relation to the development at Burlington Mansions. The Inspector ruled in their decision (**see Appendix 3**) that this survey is still valid and, therefore, gave significant weight to its findings which showed that there would be street parking capacity to accommodate the loss of parking at the townhouses. The Inspector also ruled that the garage spaces are unlikely to be used for parking given their small dimensions (5 x 2.7m) in relation to the Council's currently adopted standard of at least 6 x 3m.

6.4.3 As such, it is considered that the evidence relied upon by the applicant is sufficient to demonstrate that the additional demand for on street parking from loss of the garage parking spaces would not detrimentally affect the amenities of the residents who park within Janson Road and surrounding streets.

7.0 Summary

7.1 In summary, the provision of no parking at these townhouses would not be

contrary to the Council's maximum parking standards, whilst the resulting demand for street parking within Janson Road and surrounding streets can be sufficiently accommodated without materially harming the amenity of the local residents.

8.0 Conclusion

8.1 In conclusion, the proposed development is considered to accord with the Council's guidance and policies and, therefore, is recommended for approval subject to the conditions in the report.

Local Government (Access to Information) Act 1985

Documents used in the preparation of this report Background Papers

1(a), (b), (c), (d), 2(b), (d), 3(a), 4(f), (qq), (vv), 6(a), (b)

SB for 21/06/16 PROW Panel

PLANNING CONDITIONS

01. Full Permission Timing Condition

The development hereby permitted shall begin no later than three years from the date on which this planning permission was granted.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

02. Refuse & Recycling

Prior to the commencement of development, details of storage for refuse and recycling to be provided with the frontage, together with the access to it, shall be submitted to and approved in writing by the Local Planning Authority. The storage shall be provided in accordance with the agreed details before the development is first occupied and thereafter retained as approved.

Reason: In the interests of visual amenity, the amenities of future occupiers of the development and the occupiers of nearby properties and in the interests of highway safety.

03. Front boundary enclosure

Prior to the commencement of development, details of a low brick wall (to match the red brickwork of the existing dwelling as closely as possible) to enclose the front forecourt shall be submitted to and approved in writing by the Local Planning Authority. The enclosure shall be provided in accordance with the agreed details before the development is first occupied and thereafter retained as approved.

Reason: In the interests of visual amenity, the amenities of future occupiers of the development and the occupiers of nearby properties and in the interests of highway safety.

04. Cycle storage

Prior to the first use of the living space hereby approved, the secure and covered storage for 1 bicycle per property, including the robust locking mechanism securing the door

access, fitting of concrete floors and locking lugs/form of securing of a bicycle, shall be provided in accordance with the approved plans and shall be thereafter retained as approved.

Reason:

To encourage cycling as an alternative form of transport.

05. Reinstate dropped kerb

Prior to the first occupation of the living space hereby approved, the existing dropped kerb access adjacent to the converted garages shall be stopped up and reinstated to a full height kerb.

Reason: In the interests of protecting highway safety.

06. Retention of communal spaces

The living space hereby approved shall not be used as a bedroom whilst the property 1G is in C4 use.

Reason: To ensure that a suitable communal facilities are provided for the residents.

07. Permission 01/01003/FUL

Other than as outlined in the other conditions set out in this decision notice, the development shall continue to be in accordance with the requirements of the conditions 3, 8, 10, 11 outlined under application 01/01003/FUL. Furthermore, the remainder of the other properties not pursuant to this variation of condition application shall continue to be in accordance with conditions 4, 5 and 6.

Reason: For the avoidance of doubt and to ensure compliance with the original planning permission.

08. Approved Plans

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

Reason: For the avoidance of doubt and in the interests of proper planning.

POLICY CONTEXT

Core Strategy - (as amended 2015)

CS18 Transport: Reduce-Manage-Invest
CS19 Car & Cycle Parking

City of Southampton Local Plan Review – (as amended 2015)

SDP1 Quality of Development
SDP5 Parking
SDP7 Urban Design Context
SDP9 Scale, Massing and Appearance
H4 Houses in Multiple Occupation

Supplementary Planning Guidance

Residential Design Guide (Approved - September 2006)
Parking Standards SPD (September 2011)
Houses in Multiple Occupation SPD (May 2016)

Other Relevant Guidance

The National Planning Policy Framework (2012)

15/01469/FUL/7641



DETERMINATION OF APPLICATION

TOWN AND COUNTRY PLANNING ACT 1990

Town and Country Planning (Development Management Procedure) (England) Order 2015

Southern Planning Practice Ltd
Mr Ian Donohue
Youngs Yard
Churchfields
Twyford
Winchester
SO21 1NN

In pursuance of its powers under the above Act and Order, Southampton City Council as the Local Planning Authority, hereby gives notice that the application described below has been determined. The decision is:

FULL APPLICATION - REFUSAL

Proposal: Relief from conditions 4, 5 and 6 of planning permission 01/01003/FUL to allow conversion of garages for units 1G and 1H to provide additional living accommodation

Site Address: 1G and 1H Janson Road, Southampton SO15 5TA

Application No: 15/01469/FUL

For the following reason(s):

01.REASON FOR REFUSAL - Residential Amenity

There is a lack of evidence submitted with the application through the assessment of kerbside parking capacity within the local area to determine whether there would be a detrimental impact on amenities of neighbouring occupiers from residents being inconvenienced not being able to park their vehicles in close walking distance to their properties. As such, the proposal would be contrary to saved policy SDP1(i) of the Local Plan Review (amended March 2015) and policy CS19 of the Southampton Core Strategy Development Plan Document (2015) as supported by the guidance set out in Council's adopted Parking Standards Supplementary Planning Document (September 2011).

02.REFUSAL REASON - Cycle Storage

The conversion of the garages to habitable accommodation would prevent its use for cycle storage and it is not clear how the cycle storage needs of the dwellings would be accommodated. This is particularly due to the absence of external access to the rear gardens of the dwellings and the small front curtilage of the dwelling which could not comfortably accommodate further storage without resulting in either a cluttered frontage, that would harm the character of the street, or unacceptably enclosing the window to the proposed new room. As such, there is a lack of information to demonstrate the cycle storage could be provided in accordance with policies SDP1 and H7 of the Southampton Local Plan Review 2015 or policies CS13 and CS19 of the Southampton Core Strategy 2015 as supported by the Parking Standards Supplementary Planning Document (2011) and the Residential Design Guide Supplementary Planning Document (2006).



Samuel Fox
Planning & Development Manager *ST*

12 October 2015

For any further enquiries please contact:
Stuart Brooks

IMPORTANT NOTE TO APPLICANT

This decision has been made in accordance with the submitted application details and supporting documents and in respect of the following plans and drawings:

Drawing No:	Description:	Date Received:	Status:
S/236/2/ID/001	Location Plan	18.08.2015	Refused
S/285/2/ID	Block Plan	18.08.2015	Refused
S/285/4/ID	Floor Plan	18.08.2015	Refused



Appeal Decision

Site visit made on 17 March 2016

by Phillip J G Ware BSc DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 30 March 2016

Appeal Ref: APP/D1780/W/15/3139950

1G and 1H Janson Road, Southampton SO15 5TA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission under section 73 of the Town and Country Planning Act 1990 for the development of land without complying with conditions subject to which a previous planning permission was granted.
 - The appeal is made by Mr Amjad Dbss against the decision of Southampton City Council.
 - The application Ref 15/1469/FUL, dated 13 July 2015, was refused by notice dated 12 October 2015.
 - The application sought planning permission for an amendment to previous permission 99/00893/FUL to "redevelop the site into 8 dwellings without complying with conditions attached to planning permission Ref 01/01003/FUL, dated 6 July 2005".
 - The conditions in dispute are Nos. 4, 5 and 6 which state that:
 - 4. The car parking area shown on the approved drawing shall be laid out and surfaced before the use hereby permitted commences and shall thereafter be kept clear and maintained at all times for that purpose.
 - 5. Before any dwelling unit hereby approved is occupied, both the on-site car parking and a proper vehicular access relating to it shall be provided to the satisfaction of the Local Planning Authority. The car parking shall thereafter be retained and not used for any trade, business and industrial use.
 - 6. The garages and/or parking spaces shown on the approved plans shall only be used in connection with the dwelling units hereby approved and for no other purpose unless otherwise agreed in writing by the Local Planning Authority.
 - The reasons given for the conditions are:
 - 4. To prevent obstruction to traffic in neighbouring roads.
 - 5. To ensure provision of vehicular access and car parking, to avoid congestion in the adjoining area and to protect the amenities of the area.
 - 6. To ensure adequate on-site car parking provision for the approved dwelling units remains available for that purpose and to prevent parking on the adjoining highway.
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Procedural matter

1. As part of the appeal the appellant submitted a revised plan which was said to show a cycle storage area within the front façade and details of the front gardens. In fact the revised plan, as agreed at the site visit, does not show front gardens. I have considered whether to accept this revision, bearing in mind that appeals should normally deal with the scheme as decided by the Council. In this case the revision is an important one, as it seeks to address one of the Council's reasons for refusal, and introduces elevational changes. The Council has not addressed the implications of this revision, and to accept it at this stage in the process could prejudice the position of the authority. The

appeal has therefore proceeded on the basis of the plans as decided by the Council.

Decision

2. The appeal is dismissed.

Main issues

3. There are two main issues in this case:
 - The effect of the proposal on the living conditions of residents in the area, in relation to the reduction of on-site car parking.
 - Whether the loss of cycle storage would be harmful in the light of policies aimed at promoting sustainable means of transport.

Reasons

The reduction in on-site parking

4. The appeal premises are the end two of a terrace of eight townhouses, which are close to the junction of Janson Road and Shirley Road. Each property has a small integral garage and a small forecourt area where the Council states that refuse bins are normally stored. One of the properties is said by the Council to be a House in Multiple Occupation (HMO), whilst the other is a single dwelling. At the time of my visit the garages appeared to be in use for domestic storage and a bicycle (in one case). This section of Janson Road, close to the junction, has double yellow line parking restrictions.
5. The policy context is provided by the Local Plan Review (amended 2015) (LP) and the Core Strategy (2015) (CS). LP policy SDP1 seeks to protect amenity and policy CS19 sets out maximum car parking and minimum cycle parking standards. This is supported by a Parking Standards Supplementary Planning Document (2011) (SPD). The National Planning Policy Framework (the Framework) allows local planning authorities to set local residential parking standards.
6. The maximum car parking provision as set out in the SPD for dwellings of this size is two spaces per unit, although the SPD states that the parking standards do not apply to HMOs. The standards provide that less than the maximum provision is permissible, but that developers should demonstrate that a lower provision is sufficient.
7. In this case, the Council has stated that there is lack of evidence of kerbside parking capacity, and the authority is concerned with the inconvenience to residents who would be unable to park close by their properties. The Council has stated that parking demand is known to be high in this area, although this has not been supported by evidence¹.
8. The appellant has referred to a survey dating from 2014 (prepared in connection with a separate development) which showed available on-street spaces in the area. The authority is concerned with the age of that survey and noted that it related to a new build scheme rather than a proposal related to the loss of existing facilities. However there is nothing to suggest that the

¹ There is no highway safety issue in this case

situation has changed significantly since 2014, and I fail to see how the validity of the survey would be affected by the nature of the proposal being considered at that time. I therefore give the survey significant weight.

9. In addition, I note that the garages are agreed to measure 5 x 2.7 metres, which is significantly less than the SPD standard of at least 6 x 3 metres. Bearing this in mind, and having inspected both garages on site, I consider that it is most unlikely that they would ever actually be used for car parking, as a garage of these limited dimensions would not be practical for any but the very smallest cars.
10. Overall, the Council's parking standards (which only appear to apply to one of the appeal premises) are expressed as maxima, and the appellant has produced a survey which shows on-street parking availability. There is no evidence from the Council on this matter. In addition, the garages themselves are of such a size as to raise considerable doubt as to whether they would ever be used for parking. There is no evidence that, if additional on-street parking were to occur, this would harm residential amenity. For these reasons the proposal would not harm the living conditions of residents in the area, and would not conflict with the policies and guidance summarised above.

The loss of cycle storage

11. As mentioned above, CS policy CS19 and the SPD set out a minimum cycle parking standard of one secure space per dwelling. The submitted plans show a cycle rack against the back wall of each garage. The CS explains that the policy and standard is aimed at reducing unnecessary car use by encouraging the use of bicycles. This is in line with the overall approach towards sustainability as set out in the Framework.
12. The proposed loss of the existing cycle storage facility therefore runs directly counter to the relevant policies related to sustainable transport. Although there might be visually acceptable methods of storing bicycles at the premises, there are none before me. The Council has commented on the visual effect of some of the potential options, but equally these do not fall to be considered as part of this appeal.
13. For that reason, the proposed loss of cycle storage would be harmful in the light of policies aimed at promoting sustainable means of transport.

Other matter and conclusion

14. I have considered the Council's argument that the current proposal would set a precedent for similar schemes along the rest of the terrace. Whilst each application and appeal must be treated on its individual merits, I can appreciate the Council's concern that approval of this proposal could be used in support of a similar scheme. However, especially in the absence of any evidence of any such intention, this is not sufficient to affect my conclusion on either of the main issues.
15. Overall, although I have concluded that the loss of the car parking provision would be acceptable, this is clearly outweighed by the policy conflict related to the loss of cycle parking. Bearing in mind the importance of sustainable transport provision in national and local policy, I consider the proposal is contrary to the development plan as a whole.

16. For the reasons given above I conclude that the appeal should be dismissed.

P. J. G. Ware

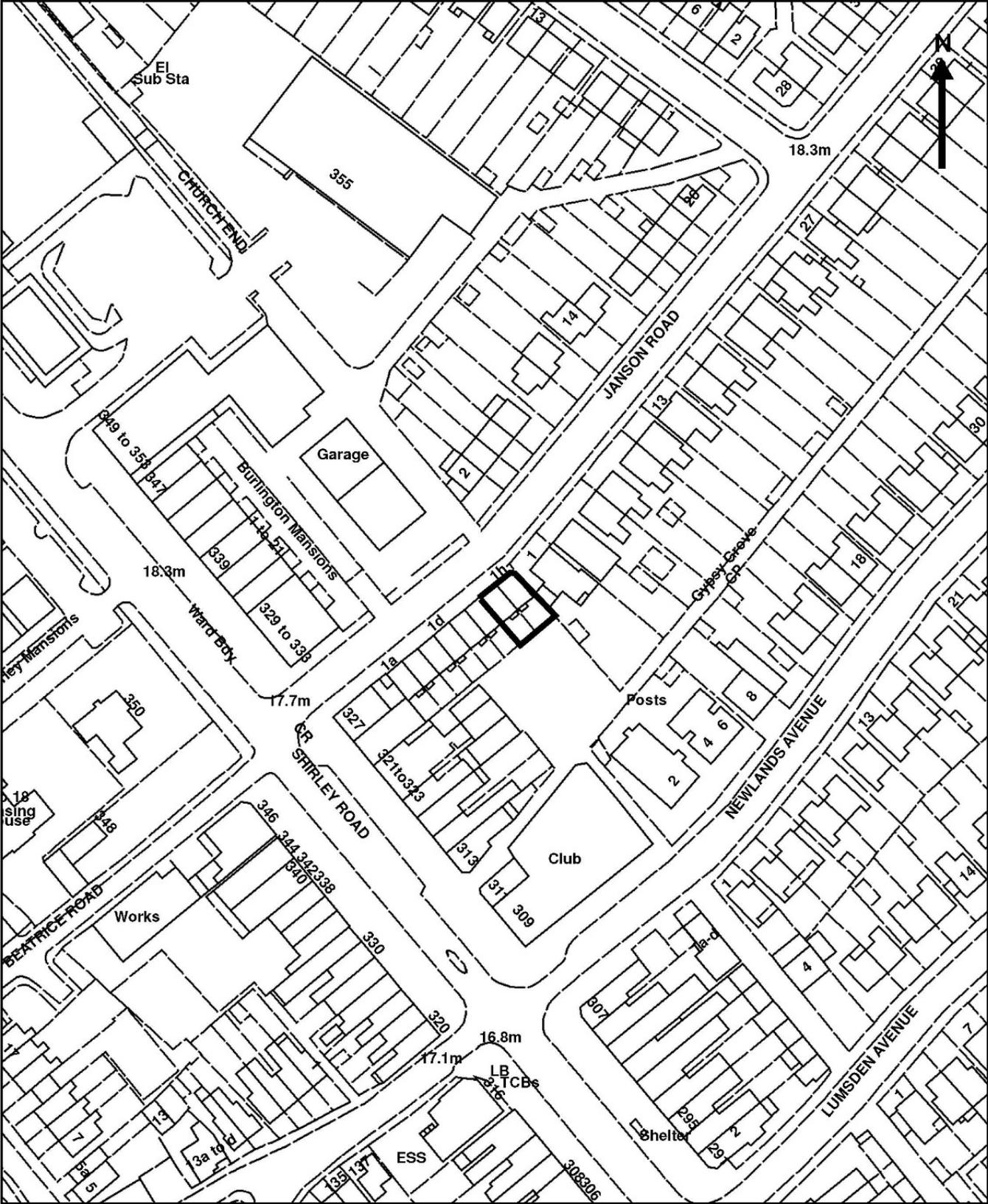
Inspector

07/01965/VC - The garages were first converted without planning permission in 2007. The applicant sought permission to convert the garages into living accommodation. This was refused on the grounds of highway safety and concerns with regards to vandalism of vehicles which would be parked on the street given its location near Shirley Road. At the time, there were highway safety concerns that on-street parking in front of the garages would cause interruption to the free flow of traffic given that there were no double yellow lines outside the townhouses to prevent on-street parking.

08/01667/FUL - Following a breach of planning control by partially converting the garages into living accommodation whilst retaining the garage doors, this application was refused as the same highway safety concerns still applied. The garages were subsequently converted back without any formal enforcement action being taken.

In 2009, it was found that there was a breach in planning control following the conversion of each separate townhouse into studio flats. Following the refusal of application 09/01133/FUL, the townhouses were converted back to single dwellings. Subsequent to this a number of the townhouses were then occupied as HMOs prior to the Article 4 direction coming into effect (introduced on March 23rd 2012 to remove permitted development rights to change from class C3 to C4 use). An enforcement notice was served in 2010 to remove the conservatories which was upheld at appeal. The conservatories were then granted permission following their reduction in size (ref no. 10/01301/FUL).

16/00738/FUL



Scale: 1:1,250

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