

AGENDA ITEM

WAVERLEY BOROUGH COUNCIL

EXECUTIVE – 6 JUNE 2017

Title:

DUNSFOLD AERODROME – PROPOSED CONSERVATION AREA

[Portfolio Holder: Cllr Brian Adams]

**[Wards Affected: Alfold, Cranleigh Rural & Ellens Green,
and Chiddingfold & Dunsfold]**

Summary and purpose:

The purpose of this report is to consider whether Dunsfold Aerodrome should be designated as a Conservation Area (CA).

An assessment has been carried out to determine whether Dunsfold Aerodrome is eligible for Conservation Area designation following the request from Dunsfold Research Group (DRG) that it be considered (this request has been transferred over from that originally submitted by Protect Our Waverley (POW)).

The assessment, following this request, has been executed by officers using the guidance set out by Historic England 'Conservation Area Designation, Appraisal and Management' (February 2016). The area studied, which reflects the request from DRG, is outlined in red in Appendix I.

The local sensitivity and significance of the site as a former World War II Airfield and later uses have been fully taken into account, in the assessment. The views of local residents, Parish councils and Historic England have been fully considered.

Following assessment, the recommendation is that Dunsfold Aerodrome should not be designated as a Conservation Area.

How this report relates to the Council's Corporate Priorities:

It relates to the Council's Corporate Priority 3, to protect and enhance the environment of Waverley.

Financial Implications:

There are no direct financial implications arising from this report.

Legal Implications:

Waverley Borough Council as a Local Planning Authority has an obligation under The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 69, to determine which parts of their area are areas of special architectural or historic interest, the character or appearance of which is desirable to preserve, and to designate those areas Conservation Areas (CAs).

As it is recommended that the area should not be a CA, any additional protection afforded to CAs will not apply.

Background

A CA is defined as ‘an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’. Designation of a CA covers all land within the CA and therefore planning control is directed at maintaining the special interest of the entire area, including the buildings, streetscene, uses and the relationship of these elements with open spaces and landscape.

CA designation enables the planning authority to ensure that the historic character and special interest, which attract people to live, work and visit the area, remain intact and that the development is of high architectural quality and in keeping with the area’s existing character.

The Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69 states: “Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest, the character or appearance of which is desirable to preserve, and shall designate those areas conservation areas”.

The NPPF, Chapter 12 (127) states:

“When considering the designation of Conservation Areas, Local Planning Authorities should ensure that any area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest”.

There are no set criteria on which proposed areas should be assessed but the different types of special architectural and historic interest which have led to designation include:

- Areas with a high number of nationally designated heritage assets and a variety of architectural styles and historic associations.
- Those linked to a particular industry, or an individual with a particular local interest.
- Where an earlier, historically significant, layout is visible in the modern street pattern.
- Where a particular style of architecture or traditional building materials predominate.
- Areas designated because the quality of the public realm or a spatial element, such as a design, form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of parks and gardens of special historic interest.

Methodology

The assessment was undertaken by way of a desktop survey which included map regression and study of documentary sources and supporting information provided by DRG. In addition, a site visit was undertaken on 26 January 2017 by officers.

Location and form

Dunsfold Aerodrome is located to the east of Dunsfold, just to the north of the abandoned Wey and Arun Canal and to the west of the A281.

The aerodrome consists of an open airfield with three runways in a triangular pattern with a surrounding perimeter track, a large complex of industrial buildings to the north and a cluster of smaller holding and hardstanding areas to the east. The remainder of the site consists of areas of grass or woodland with occasional buildings and hardstanding.

History

Dunsfold Aerodrome was built in 1942 by the First Canadian Army as a temporary airfield for use by the Royal Canadian Air Force during WWII. The site was completed in just 20 weeks.

Prior to this the area, was pasture and woodland with several farm buildings (see Appendix II). During construction the area was cleared. This involved cutting across 2 roads, Benbow Lane and Stovolds Hill. The latter was the main route between Horsham and Guildford (this now runs to the east of the site). Also involved was the demolition of several buildings. However, one dwelling was retained and another was relocated. The former, Primemeads (now known as Primeads) and was used as a residence for the chief test pilots in the 50s and the 60s. The latter is known as Broadmeads Cottage (but has had several other names since WWII). It was moved from an area at the north west end of the site to the southern boundary. This was at the request of the resident. A cluster of Nissen huts was constructed around it and it served as a squadron flight office for a group of nearby dispersal points. After the War, Broadmeads was used as a residence for test pilot Frank Murphy and, briefly, as a rescue training house by the fire service.

The layout of the airfield consisted of three standard runways (one 2,000 yards and the other two 1,400 yards), laid out in a triangular pattern with a perimeter track surrounding it. Dispersal sites clustered off to the south and east and a main technical area was located to the north.

The airfield was opened on 16 October 1942 by Lieutenant General A.G.L McNaughton of the First Canadian Army with a commemorative stone placed in front of the control tower. The first arrivals were three Mustang squadrons from the RCAF in December 1942. They mainly carried out reconnaissance as part of the army co-operation.

In June 1943, Army Co-operation command was disbanded and the airfield became a fighter station allocated to the new 2nd Tactical Air Force. Dunsfold was one of five airfields used by No.2 group and was home to three Mitchell II squadrons. These squadrons were part of bombing missions aimed at the Germans' long range weapons sites, and, in the months prior to D-Day, aimed at sites which could reinforce German positions after the invasion.

By the end of October 1944, the Mitchell squadrons had left and Dunsfold was placed on care and maintenance. In January 1945, it became a satellite airfield for Odiham and the No.83 group support unit operated out of it.

Apart from this there was little air activity, until after the war when the airfield was used as a landing ground for DC3 Dakotas bringing back over 47,000 prisoners of war.

In August 1946, the Aerodrome was declared inactive and the airfield was leased to Skyways Ltd, a charter airline. Skyways used the airfield to refurbish, test fly and deliver Spitfire and Hurricane aircraft for the Portuguese Air Force, it also played a part in the Berlin Airlift between 1948 and 1949.

Following the liquidation of Skyways in 1950, the lease was acquired by the Hawker Siddeley Group. The company used the airfield for final assembly work and flight testing of its Sea Hawks, Hunters, Sea Furies, Gnats, Harriers and Hawks.

There have been a number of milestones recorded at the site: in May 1953, test pilot Neville Duke broke the 'world speed record' sound barrier at an average of 727.63 mile per hour in a prototype Hunter Mk3.

From the 1960s, the company became involved in developing Vertical/Short Take-off and Landing (VSTOL) planes (Harriers). Much of the work was carried out at Dunsfold and some of the engine testing bays still survive. It is around this time that the runways were lengthened/widened to allow for testing.

On 21 October 1960, the first P1127 (the forerunner of the Harrier Jump jet) made its first tethered flight at Dunsfold, which led to its first conventional flight in November of the same year. In 1969, the Harrier was introduced into the RAF Service with the ground training phase taking place at Dunsfold.

In 1977, Hawker Siddeley became a founding component of the nationalised British Aerospace (BAe). Until 2000, when BAe Systems ceased activity at the aerodrome, all derivatives of the Harrier family of aircraft evolved from Dunsfold.

The airfield was also used by the Royal Observer Corps (ROC). A monitoring post was constructed in 1961, in the south western corner of the airfield for nuclear reporting during the Cold War. The post was closed in 1991 following the break-up of the Communist Bloc.

Following the closure of the aerodrome in 2000, the site was sold to The Rutland Group in 2002, which formed Dunsfold Park Ltd. Today, the aerodrome is a private unlicensed airfield which, in addition to aviation activities, is home to over 100 businesses. It is also used as a motor circuit and for filming by BBC Top Gear and has been the backdrop for a number of films and tv series, including Casino Royale and The Da Vinci Code.

Since 2005, an event called Wings and Wheels has been held every summer which celebrates aviation and motorsport.

Consultation

Consultation upon the request for CA designation was carried out between Friday 17 March and Friday 28 April 2017.

A letter was sent to all those who would be affected by the conservation area designation and key stakeholders namely; Alfold and Dunsfold Parish Councils,

Surrey County Council Rights of Way Officer, Historic England, Natural England and Environment Agency, and Local Councillors.

Whilst the consultation was focussed, it did not preclude other interested parties from responding.

Respondents were able to comment on the request in a variety of ways:

- Via the online Innovem (consultation) database accessed via the website (with no need to register)
- By email to the conservation inbox (conservation@waverley.gov.uk)
- By letter

Key Stakeholder responses:

	Comment
Historic England	<p>Historic England generally considers the designation of Conservation Areas to be a matter most appropriately determined at a local level, and thinks this is the case here. There is clearly a good deal of historic interest to the site, and some form of local designation could well be appropriate to conserve that interest, or to help inform detailed design proposals for the proposed mixed use development of the site.</p> <p>They acknowledge that consent has been granted by Waverley authority for redevelopment of the site, although this has now been called in by the Secretary of State and a final decision is pending. There may be future opportunities to revisit the proposals to enhance the historic landscape and setting of surviving World War Two buildings to better reveal the significance of the site. A Conservation Area Appraisal would certainly assist in setting such parameters.</p> <p><i>Historic England also referred Officers to recent research on temporary airfields and examples of airfields that have Conservation Area Designation to provide a national picture for Officers to understand how Dunsfold compares to levels of survival at other other temporary airfields. This information has been used when assessing the site.</i></p>
Natural England	<p>Natural England does not consider that the request for Dunsfold Aerodrome to be designated as a Conservation Area poses any likely risk or opportunity in relation to our statutory purpose, and so does not wish to comment on this consultation.</p>
Dunsfold Parish Council	<p>Dunsfold Parish Council notes the request for Dunsfold Aerodrome to be designated a Conservation Area. We also note that paragraph 127 of the National Planning Policy Framework states:</p> <p>“When considering the designation of conservation areas, the local planning authorities should ensure that an area justifies such status because of its special architecture or (emphasis</p>

	<p>added) historic interest and that the concept of conservation is not devalued through the designation of areas that lack special interest.”</p> <p>(Note: the criteria in paragraph 127 of the NPPF are alternative and not cumulative as suggested by your letter of 16 March 2017.)</p> <p>Against this background, the key issue is whether the historic interest justifies the proposed status. On this basis the issue seems to be whether Historic England considers that the ten identified structures are appropriate for listing. If, as a result of its review, Historic England verifies that a sufficient number of the buildings in question are of appropriate importance, the Parish Council would support the proposed designation.</p>
<p>Alfold Parish Council</p>	<p>Alfold Parish Council has considered the request for Dunsfold Aerodrome to be designated as a Conservation Area, in such consideration have referred to Historic England's advice note, a presentation made by Dunsfold Airfield History Society and its publication.</p> <p>Dunsfold Aerodrome plays an important part in both the aviation history and the wartime use. It has a number of unique buildings and structures which have to date been preserved. Planning permission has been granted for residential development (under review by the Secretary of State) but the majority of planning issues and design have been reserved so this gives an ideal opportunity for all parties to consider how design and implementation of the proposed development can incorporate and enhance those unique buildings and structures, so as to enhance the development and preserve the history and symbolism of the site as a world war airfield and the birthplace of the Hawker Hunter and Harrier.</p> <p>Many of the features do not impinge on the proposed development site, or, if within the development site, could be incorporated into the design to beneficial effect.</p> <p>Whilst preservation of the whole of the runway may be impractical, preservation of part should be feasible and indeed enhance the development.</p> <p>It is accepted that the purpose of a Conservation Area designation should not materially prevent development, it should (and must) be designed so as to enhance the area and retain it as an area of special historic interest (NPPF Paragraph 127).</p> <p>The proposed development is both large and dramatic in a rural area and CA designation will not prevent the development but will conserve and enhance the historic areas, providing not only a sense of continuity and stability but also ensure the area</p>

	<p>will be attractive for people to work and live.</p> <p>Therefore it follows that Alfold Parish Council supports the application to designate Dunsfold Aerodrome as a Conservation Area so that the buildings and features as identified after the appraisal and the special historic interest can be preserved both for the benefit of the community and the developer.</p> <p>Alfold Parish Council notes the recent Grade II Listing of Primeads and would request that Historic England's decisions on the other structures being considered for listing are taken into account in the Council's decision.</p>
<p>Hascombe Parish Council</p>	<p>Hascombe Parish Council believes that Dunsfold Aerodrome deserves the protection that designation as a Conservation Area would provide.</p> <p>The importance of this site:- Dunsfold Aerodrome played an important role in the defence of Britain and its interests for over half a century. Built in 1942, this includes the Second World War, return of the Prisoners of War, support of the Berlin Airlift, the Cold War, the development of Vertical Take Off and Landing (VTOL) aircraft and in more recent years the BBC programme Top Gear and Wings & Wheels.</p> <p>Historic England states: "Value of military aviation sites: Military aviation sites have left their mark on the landscape and remind us of the global conflicts and fast-changing technologies developed during the 20th century. They are typically extensive and highly complex sites."</p> <p>The Historic England guide to Conservation Principles and Practice assesses the term 'significance' in terms of four areas of value:</p> <p>Evidential Value – derives from the potential of a place to yield evidence about past human activity.</p> <p>Historic Value – derives from the ways in which past people, events and aspects of life can be connected through a place to the present.</p> <p>Aesthetic Value – derives from the ways in which people draw sensory and intellectual stimulation from place.</p> <p>Communal Value - derives from meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.</p>

Evidential Value:

The evidence shows this area of land was historically part of the Hascombe estate and ecclesiastically the area north of the main runway is referred to as Hascombe Detached. It was during the Second World War that this airfield was constructed and saw the road diversion. The B2130, the old Turnpike road that runs through Hascombe was diverted to avoid the airfield and the mileage on the cast iron markers changed. All the numbering was altered by one mile to take into account the longer route.

Historic Value

The value of this currently undesignated heritage asset to this and future generations may be archaeological, architectural, artistic or historic but its 'Significance derives not only from a heritage asset's physical presence, but also from its setting.' [NPPF Framework Guidance]

Aesthetic Value

The sense of place at the airfield provides a profoundly important foundation for both the individual and community identity. Visible from Hascombe Hill, this airfield is laid out within the countryside below with the distant backdrop of the South Downs beyond.

On the airfield stands the Reg Day Museum, and just a look at the visitors' book shows the profound effect this location has impacted on so many lives worldwide.

Communal Value

Access to this once military airfield for the public has been limited under the Official Secrets Act. There are a number of public Rights of Way that surround the perimeter fence, but it is a gated area with restricted views through the security fencing. This restriction no longer exists for the now unlicensed airfield.

The airfield has touched the lives of thousands of people:-

- In the Second World War, there were those who built the airfield, the pilots from Canada and the Netherlands and well as Britain and all their support staff (including Reg Day after whom the Museum on the airfield is named)
- At the end of the conflict, Dunsfold saw 50,000 returning prisoners of war first setting foot here.
- Thousands have worked on this airfield for over the seventy-five years and some live or have lived at Hascombe.
- 350 million people in over 200 countries with the latest series peaking at 3.1 million viewers
- Tourism aspect of Wings and Wheels event attracting up to 25,000 visitors over the two-day event held annually in August

Currently, this site is largely undocumented and has no protection for its historic assets. We believe the light touch

	<p>conservation that designation would provide is appropriate for this area.</p> <p>It is for these reasons Hascombe Parish Council consider Dunsfold Aerodrome should become a Conservation Area.</p>
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No response was received from any other key stakeholders that were consulted.

82 other responses were received, 79 of which supported the request for designation, 1 did not support the request and 2 did not identify either way. 13 unduly made responses were received.

Those in support of the designation gave the following reasons:

Reason	Waverley response
<p>Site is of historic importance for the following reasons:</p> <ul style="list-style-type: none"> - Construction and use by the Canadian Air Force during WWII. - Used in the Berlin Airlift - Development of the 'jump jet' P1127 through to the Harrier. World class technology that led to economic and military success. 	<p>Officers agree that the site has historical interest. However, when assessing an area for its suitability for designation, Officers must also assess whether the area, as it currently exists, is of a character or appearance that is desirable to be preserved or enhanced (see assessment and conclusion below).</p>
<p>Survival of a large number and variety of buildings and structures including:</p> <ul style="list-style-type: none"> - VTOL engine testing pens - VTOL tethering platform - Cold War/Nuclear Bunker - Broadmeads (Canada House) - Primemeads - Watch Office (Control Tower) - Runway track and perimeter - 1942 Canadian Memorial - Blister Hangar, T2 Aircraft Hangar and 3 A1 Hangars - Fusing point Nissen Hut - Battle Headquarters 	<p>Although there is some survival of buildings and structures related to the historic interest of the site, Officers consider the majority of them to be in poor condition and scattered throughout the site (see assessment and conclusion below).</p>
<p>Would give the planning authority greater influence over the further development of the site.</p>	<p>If the area were to be designated, the Council would have a duty to produce a Conservation Area appraisal and management plan which would identify the special quality of the Conservation Area and identify any threats and</p>

	<p>opportunities. In addition, as a designated heritage asset, developers would need to demonstrate that the development would not harm the significance of the asset and comply with Chapter 12 of the NPPF. However, a number of the structures within the site are already considered to be non-designated heritage assets which means that any development affecting these heritage assets would need to comply with paragraph 135 of the NPPF.</p>
<p>At least 10 structures are being considered by Historic England for listing – this should have an important bearing on the designation of the site.</p>	<p>Reasons for Conservation Area designation are not related to the presence of listed buildings in that area. Although many Conservation Areas have listed buildings within them, it is not a reason in itself to designate an area. Indeed, an area could be designated that does not have listed buildings within it. This point is made by Historic England's guidance 'Conservation Area Designation, Appraisal and Management' (2016).</p>
<p>Not a suitable location for housing</p>	<p>The future use of the site is not a consideration when assessing its suitability for designation. However, it is important to note that Conservation Area designation does not prevent development.</p>
<p>Should be kept as it is. Some suggested it become a public park open to all, others suggested it should be retained as an airfield in case it is required in the future.</p>	<p>Conservation Area designation does not prevent change. The future use of the site is not a consideration when assessing the area for designation and, in addition, as this is a privately owned site the council would not be able to control the aviation use of the site in that manner.</p>
<p>Sits within Surrey Hills AONB</p>	<p>The site is not within Surrey Hills AONB which in fact lies to the north of the site. However, other designations are not a consideration when assessing a site's suitability for designation. Please see Historic England's guidance 'Conservation Area Designation, Appraisal and Management' (2016).</p>
<p>Is home to many varieties of animals including birds and some protected bat species</p>	<p>Conservation Area designation is for the preservation and enhancement of the built environment, it is not a tool related to nature conservation.</p>
<p>Should be returned to farm land</p>	<p>This would defeat the object of</p>

	conservation area designation. Historic legal judgements have established that it does not need to be returned to farmland.
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Those who do not support the designation of the area gave the following reasons:

Reason	Waverley response
Would only support if economically possible.	The economic viability of a Conservation Area is not considered when assessing the suitability for designation.
Previous studies by a number of bodies have not considered the historic interest and significance of the site to be of particular importance.	Officers consider the site to be of historic importance, please see assessment and conclusion below.
The majority of the remaining built form is of low value and in poor condition and is used for a variety of uses that bear little or no relevance to the airfield heritage. Many of the buildings have also been modified	Agree; see assessment and conclusion below.
The runways themselves, whilst largely intact, lack the coherence of association with other structures	Agree; see assessment and conclusion below.

In assessing the suitability of the site for designation, these responses have been taken into account.

Assessment

During the Second World War some 450 new service (temporary) airfields were created. Dunsfold Aerodrome is one of 280 hard-runway airfields (as opposed to grass) to be created during this period. It was constructed in the year of peak construction (1942) using standardised models.

Construction of the airfield has removed the historic landscape that preceded it. The access points do connect to the traditional road layout surrounding the site but the internal routes are completely different. Therefore assessment of the site's special interest relates purely from 1942 onwards. However, there are two buildings within the site which pre-date this and are evidence of the preceding road layout.

Historic England has recently produced guidance, regarding historic military sites, which identifies the key pre-1945 military aviation sites in England that retain the best preserved airfield landscapes and/or most historically significant groups of original buildings. Only one temporary airfield is mentioned as significant (Dunkeswell, Devon – given a rating of 6 in the audit mentioned below) and only 9 airfields (this includes pre WWII airfields) have been given Conservation Area status by their local authority.

The most distinctive parts of the Dunsfold airfield that remain are the runways and perimeter tracks. According to an audit, of all the remaining temporary airfields (449 in total) carried out by the Airfield Research Group, 85% of the original runway/taxiway remains. However, because very little of everything else remains the Group gave the airfield a rating of 4 out of 10.

There are roughly 19 structures, built during WWII, remaining, many of which are hidden from sight in unused areas of the airfield. A survey of the site was undertaken by Paul Francis in 2007. As stated by Francis, in the context of what survives at other aviation sites, the majority of remaining structures are not significant. There are better examples and larger groups of original buildings surviving elsewhere.

According to Francis, the most significant building remaining is the WWII Watch Office and commemorative stone located in front of it. This is because, out of the 162 Watch Offices of this type which were built, only 66 remain. The majority, of these are on former airfields where the runway has been removed. However, the Dunsfold example has been extended and all of the window frames replaced with uPVC.

There are two T2 Hangars located in the main technical area, now the main industrial area. However, these have both been extended and are no longer easily recognisable.

There are three A1 hangars erected side by side. However, although they appear to be of WWII origin, they were not constructed at Dunsfold. Instead, it is thought, they were originally located at Langley, a Hawker factory, and were relocated by the Hawker Siddeley Group for product assembly

The majority of the remaining buildings within the main technical area are from the 1980s onwards following a period of modernisation which included the demolition of many of the war-time buildings. There are some Nissen huts still around with numerous uses.

There are other structures from WWII dispersed around the site, but a lot have been demolished and those that do remain are in poor condition or hidden from view. This means that their understanding and appreciation are limited.

However, it is not only surviving physical features that contribute to the interest of Dunsfold Aerodrome, as demonstrated above, its use as an operation station during WWII means that it is associated with a number of wartime events and personnel who worked or flew from it. In addition, its use by the Hawker Siddeley Group resulted in Dunsfold being associated with several historic events.

There are some structures associated with VSTOL and the Harriers remaining. In particular, the engine test bays and the tethering grids. However, the grids are covered, which means that their understanding and appreciation are limited.

It is acknowledged that Historic England recently listed 1 building within the site, Primeads. In addition, Historic England has also received requests for at least another 9 buildings/structures within the site to be listed. These are still in the process of being assessed. However, importantly, this on-going assessment for listing does not affect the assessment of the suitability of the aerodrome as a

Conservation Area. The presence of individual listed buildings within an area does not necessarily give it any more merit for conservation area designation than an area without listed buildings. These are two separate tools for heritage protection.

Conclusion

It is considered, by Officers, that Dunsfold Aerodrome is not suitable for designation as a Conservation Area.

The local sensitivity and significance of the site as a former World War II Airfield and later uses have been fully taken into account, in the assessment. The views of local residents, Parish councils and Historic England have been fully considered.

Officers note Historic England's comment that the area could merit some form of local designation but that it is a local judgement. That conclusion has been recognised at the appropriate level by the Council's Historic Buildings Officer who concludes that the site should be regarded as a non-designated heritage asset.

Although the site has considerable historical interest, particularly in the years after the war, the majority of this is intangible due to the lack of remaining structures and lack of quality of those which remain and that cannot be appreciated on site. Taking into account the survey work from Paul Francis, and in the context of what survives at other aviation sites, the majority of remaining structures at Dunsfold are not significant, nor unique.

Therefore it is considered that it is not a site that has a particular character or appearance that would justify Conservation Area designation.

However, this does not mean that the site should not be considered a non-designated heritage asset, within the meaning of the NPPF. Indeed, as stated above in accordance with local Council's expert advice (Historic Buildings Officer) the Officers' assessment in relation to planning application WA/2015/2395 for the new settlement included a full assessment of the heritage assets upon the site taking this level of heritage protection into account, in accordance with the advice in the NPPF.

Recommendation

It is recommended to the Council that Dunsfold Aerodrome should not be designated as a Conservation Area under The Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69.

Background Papers

There are no background papers (as defined by Section 100D(5) of the Local Government Act 1972) relating to this report.

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