

Oxford City Planning Committee

14th July 2026

Application number:	26/00786/FUL		
Decision due by	12th June 2026		
Extension of time	24th July 2026		
Proposal	Change of use from dwellinghouse (Use Class C3) to a large House in Multiple Occupation (Sui Generis). Provision of cycle and bin storage and landscaping. (Amended plans. Part retrospective)		
Site address	11 Glebelands, Oxford, Oxfordshire, OX3 7EL – see Appendix 1 for site plan		
Ward	Lye Valley Ward		
Case officer	Mary Rowe		
Agent:	Mr Ajita Jivan	Applicant:	Mrs Ajita Jivan
Reason at Committee	Delegated application called in by the Director of Planning and Regulation.		

1. RECOMMENDATION

1.1. is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission; and

1.1.2. **agree to delegate authority** to the Director of Planning and Regulation to:

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Director of Planning and Regulation considers reasonably necessary;
- issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers a proposal for a change of use of the property from a C3 dwellinghouse to a Sui Generis House in Multiple Occupation (HMO).

2.2. The proposed development is acceptable in principle in terms of HMO density, being below the Policy 20% threshold, and meet internal and external space requirements. Subject to relevant conditions, the proposals would not cause any

impacts in terms of highway safety, vehicle and bicycle parking, bin storage or drainage.

- 2.3. Officers consider that the proposals would be acceptable and that the development would accord with the policies of the development plan when considered as a whole and against the range of material considerations and support the grant of planning permission.

3. LEGAL AGREEMENT

- 3.1. This application is not subject to a legal agreement.

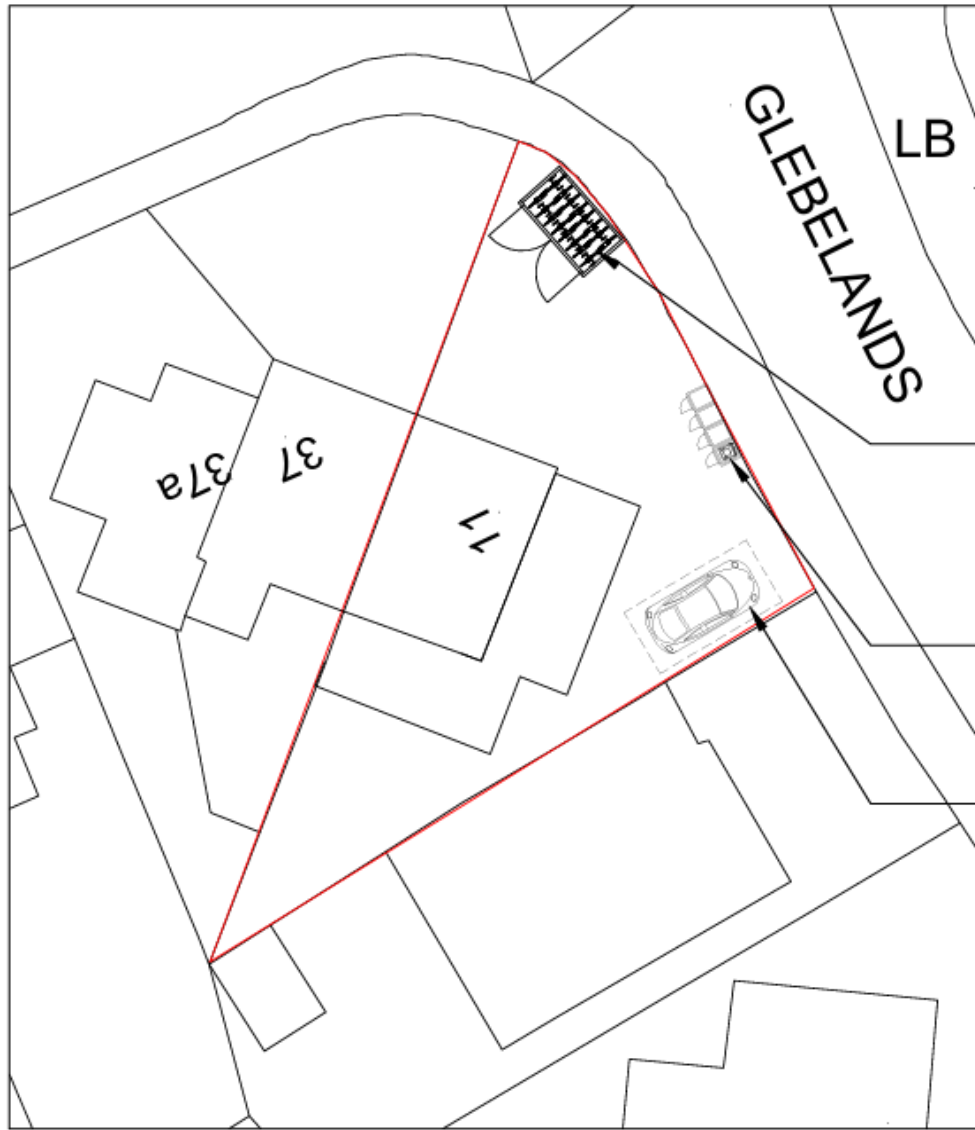
4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

- 5.1. The application property relates to 11 Glebelands, which is a two storey dwelling located on the south western side of Glebelands close to the intersection with Coverley Road. The property was originally semi-detached, however, the other half of the semi-detached pair, 37 Coverley Road has been extended (09/01855/FUL) with a two storey side extension and this is now a separate dwelling 37a Coverley Road. As such the application dwelling is now part of a short terrace. The property is finished in pebble dash render under a hipped tiled roof. The property is set back from the road with an area of garden and hardstanding to the front which is used for on-site parking. The property has recently been extended with a two storey side and part two storey and single storey rear extension following grant of planning permission under application 26/00786/FUL.

- 5.2. See block plan below:



N



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Ordnance Survey 100019348

6. PROPOSAL

6.1. The application seeks the change of use of the property from a dwellinghouse (Use Class C3) to a large House in Multiple Occupation (Sui Generis) and the provision of cycle and bin storage.

7. RELEVANT PLANNING HISTORY

7.1. The table below sets out the relevant planning history for the application site:

24/01764/FUL - Demolition of existing rear extension. Change of use from a dwellinghouse (Use Class C3) to a large House in Multiple Occupation (Sui Generis) for up to 8 occupants. Erection of a two storey side and a part single, part two storey rear extension. Provision of bin and cycle storage. Provision of one parking space. (Amended description, amended plans). Withdrawn 6th January 2025.

25/00081/FUL - Change of use from dwellinghouse (Use Class C3) to a house in multiple occupation (Use Class C4). Insertion of 1no. window to rear elevation. Provision of bin and cycle storage. Approved 28th August 2025.

25/00823/FUL - Demolition of existing detached garage and existing rear extension. Erection of a part single, part two storey rear extension. Erection of a two storey side extension. (Amended description, Amended plans). Approved 27th November 2025. Implemented.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Emerging Oxford Local Plan 2045
Design	131-141	DH1 – High quality design and placemaking	HD1 – Principle of high-quality design
Housing	61-84	H6 – Houses in Multiple Occupation	H7 – Houses in Multiple Occupation
Residential Amenity		H14 – Privacy, daylight and sunlight	HD8 - Privacy, Daylight and Sunlight
Transport	109-118	M3 Motor Vehicle parking M5 Bicycle Parking	C8 – Motor Vehicle Parking Design Standards C7 – Cycle and Powered Two Wheelers
Environmental	161-186, 187-201	RE4 – Sustainable and foul drainage, surface and groundwater flow RE7 – Managing the impact of development G2 – Protection of biodiversity and	G8 – SuDS R8 – Amenity impacts of development G6 – Protection of biodiversity and geodiversity

		geodiversity G8 - New and enhanced Green and Blue Infrastructure Network Features	G2 - Enhancement and provision of new green and blue features
Miscellaneous	7-14	S1 – Sustainable Development	S1 – Sustainable development

8.2. Other relevant documents and considerations:

Town and Country Planning Act 1990

National Planning Policy Framework (NPPF)

Planning Practice Guidance

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 5th May 2026 and the following representations were received.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

9.2. Local Highway Authority: No comments received.

Public representations

9.3. Public comments have been received from the Bullingdon Community Association and addresses in Coverley Road, Fair View, Lye Valley, Inott Furze and Temple Road.

9.4. In summary, the main points of objection (from 14 residents) were:

- Lye Valley already has a high number of HMOs and a further increase will have a negative impact on character and social cohesion of the area
- Issues of privacy, noise and light pollution
- Increased parking pressure/Inadequate parking
- Congestion
- Noise and disturbance
- Inadequate amenity space
- Overdevelopment of the site
- Inadequate cycle spaces
- Concern about the recent trend for planning permission to be granted for large HMOs in Lye Valley area

- 3 HMOs within 50 yards of each other and HMOs being close together i.e. allowed to 'cluster'
- Residents tend to be short term and have less incentive to participate in the social life of the community
- Small bedrooms and limited living space
- Loss of family home
- Anti-social behaviour
- Increased pressure on sewage system
- Inadequate time for neighbours to consider the application
- A paper petition was presented to Planning Committee (regarding previous application) outlining current problems from 300 residents. Council doesn't listen
- Developers buying up houses, extend and apply to change from residential to Sui Generis before building work is completed to get around planning laws.
- Transient population.
- Upkeep of HMO properties is poor
- Application will set a precedent.
- Application not adequately advertised with notices displayed in public.
- Council should encourage and support affordable housing for local families

Officer response

9.5. Where these are material considerations, the above matters are addressed in the report below. Other matters that were raised during the public consultation that are not considered to be material considerations for the application are addressed as follows:

- Officers note concerns regarding noise and anti-social behaviour. Separate regulatory regimes exist to deal with noise concerns.
- Officers note concerns regarding increased pressure on the sewage system. Separate regulatory regimes exist to deal with these concerns.
- In response to the comments relating to the advertisement of the planning application, site notices were placed in the locality on 5th May 2026, both in front of the application dwelling and in Coverley Road advertising the proposal. The statutory consultation period of 21 days was allowed for members of the public to make representations. In light of this, officers consider that the Council's duty to advertise the application in accordance with the Town and Country Planning (Development Management Procedure) Order 2015 (as amended) has been discharged.

- Concerns regarding the loss of a family house are noted, however, the property remains in residential use and as such is in accordance with Local Plan policies.
- Social cohesion, transient population and whether residents participate in community activities are not material consideration to which planning can have regard.
- Each application is assessed on its individual merits and assessed against Local Plan Policies. Petitions presented relating to other applications are not a material consideration with regards to the current application.

9.6. The applicant is permitted to submit a further planning application relating to the application site before the completion of the development. Developers undertaking or implementing work without planning permission do so at their own risk and may be subject to enforcement action. The development approved under 25/00823/FUL is now substantially complete.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- a) Concentration of HMOs
- b) Internal and External Space
- c) Highways/parking
- d) Bin storage
- Bicycle storage
- Drainage and impact upon SSSI
- Biodiversity

a. Concentration of HMOs

10.2. Oxford has a large number of HMOs and in some areas of the city, high concentrations of HMOs are resulting in changes to the character of the local area. These changes in character have been actively addressed by Oxford City Council, firstly by the removal of permitted development rights to change the use of a single dwelling to an HMO, and also by the OLP, which directly addresses the overconcentration of HMOs.

10.3. As of 24th February 2012 planning permission is required to change the use of any dwellinghouse (Use Class C3) in Oxford City to a House in Multiple Occupation (Use Class C4), due to the removal of permitted development rights under an Article 4 Direction.

10.4. Policy H6 of the Oxford Local Plan states that the change of use of a dwelling to an HMO will only be granted where the proportion of buildings used in full or

part as an HMO within 100m of street length either side of the application site, does not exceed 20%. This includes side roads and footpaths.

- 10.5. Within 100m either side of 11 Glebelands there are a total of 63 dwellings including the application dwelling. Licensing records indicate that of these 6 are registered as an HMO. The proposal would result in 7 of these buildings being classed as an HMO. The HMO at 11 Glebelands would result in a total of 11% of the dwellings within 100m either side of the application site being classed as an HMO and this is below the 20% concentration threshold defined in Policy H6.
- 10.6. Previous application 25/00081/FUL for Change of use from dwellinghouse (Use Class C3) to a house in multiple occupation (Use Class C4), was approved in August 2025. For this application an HMO density of 9.2% was calculated. Whilst this permission was not implemented, the principle of change of use to HMO has been established.
- 10.7. Whilst neighbour concerns regarding the number of HMOs are noted, the surrounding area does not show a significant concentration of HMOs and the current proposal would not have a detrimental impact upon the balance and mix of dwelling types within the surrounding area. As such the application complies with Policy H6 of the OLP 2036.

b. Internal and External Space

- 10.8. Policy H6 states that the change of use of dwelling to an HMO will only be granted where the development complies with Policy H15 and the City Council's good practice guidance on HMO amenities and facilities.
- 10.9. Policy RE7 states that planning permission will only be granted for development that ensures that the amenity of occupiers is protected.
- 10.10. No. 11 Glebelands would provide accommodation set over two storeys. The ground floor would comprise of a shared kitchen and communal space and three en-suite bedrooms. The first floor would comprise of five further en-suite bedrooms. All of the rooms in the property meet the space requirements set out in Oxford City Council's Landlord's Guide to Amenities and Facilities for Houses in Multiple Occupation. All of the bedrooms are large enough to accommodate one occupant each resulting in a total of 8 bed spaces. The property has a kitchen large enough for this number and as all the bedrooms are en-suite, the property would also provide sufficient sanitary facilities. It is therefore considered the property would provide adequate facilities for up to 8 occupants, although the final number would be controlled through the HMO licensing process. The neighbour concerns regarding small bedroom and living space are noted, however, the rooms all exceed the minimum space standards set out in the Landlord's Guide to Amenities and Facilities for Houses in Multiple Occupation and are therefore acceptable.
- 10.11. The property benefits from outdoor space to the rear of the site. Whilst the amenity space is on the smaller side, it would allow space for clothes drying, sitting out and reasonable circulation for 8 occupants. Officers acknowledge that

this area is on the smaller side given the triangular nature of the plot, however on balance deem it to be acceptable.

10.12. Overall, the proposal would be considered to comply with Policies H6, H15 and RE7 of the Oxford Local Plan.

c. Highways/parking

10.13. Policy M3 states that in CPZs where development is located within a 400m walk to frequent public transport services and within 800m walk to a local supermarket or equivalent facilities, planning permission will only be granted for residential development that is car-free. In all other locations, planning permission will only be granted where the relevant maximum standards set out in Appendix 7.3 are complied with.

10.14. Policy RE7 of the Oxford Local Plan 2036 states that planning permission will only be granted for development that does not have unacceptable transport impacts.

10.15. The application site is located within the Lye Valley Controlled Parking Zone. The house has one on-site parking space, which it is proposed to retain. Officers note that the use of the house as an HMO may result in a larger number of adult residents and the possibility of more cars being associated with the house. No net increase in parking is proposed on site.

10.16. The Local Highways Authority (HA) were consulted on the application but have not submitted a response. For the previous application 25/00081/FUL the HA stipulated that prior to occupation of the HMO the site would need to be excluded from the parking permit scheme in order to ensure that future residents do not generate an increase in parking demand within Glebelands and the surrounding streets. Therefore, the same condition is recommended for the current application. Concerns raised by residents regarding increased parking pressure and congestion are noted. Therefore, removing eligibility for permits is the appropriate way of preventing on-street parking and mitigating the pressure to park on street.

10.17. Overall, the proposals are unlikely to have a detrimental impact on the local highway network in traffic and safety terms, subject to a condition removing eligibility for resident and visitor parking permits.

10.18. Subject to the recommended condition, it is considered that the proposal would comply with Policies M3 and RE7 of the Oxford Local Plan 2036.

d. Cycle Storage

10.19. Policy M5 states that planning permission will only be granted for development that complies with or exceeds the minimum bicycle parking provision as set out in Appendix 7.3. Policy M5 also states bicycle parking should be, well designed and well-located, convenient, secure, covered (where possible enclosed) and provide level, unobstructed external access to the street.

- 10.20. Policy DH7 states that planning permission will be granted where it can be demonstrated that bin and bike storage is provided in a way that does not detract from the overall design of the scheme or the surrounding area.
- 10.21. Appendix 7.3 states that for HMOs at least 1 bicycle parking space should be provided per occupant. As discussed previously in this report, the property is large enough to accommodate up to 8 occupants, and therefore the proposed provision of bicycle storage should be for at least 8 bicycles, providing one space per occupant.
- 10.22. The cycle store would be sited to the front of the property adjacent to the shared boundary with 37 Coverley Road. Revised plans have been submitted that show storage for up to 8 bicycles. The proposed stores would measure 3.5m wide by 2m deep and would consist of a mono pitched roof that would have a height of 1.55 at the front falling to 1.35m at the rear. The proposed bicycle store would be constructed out of timber.
- 10.23. The number of cycle spaces provided would comply with the minimum amount required by policy M5 of the 2036 Local Plan. It is considered that there is enough space at the front of the property to accommodate the bike store which would provide convenient and accessible storage for occupants to use. Whilst the store would be located at the front boundary of the property close to the shared boundary with No. 37, it would be sited over 8m from the habitable front windows of the neighbouring dwelling. In addition, it would be partially screened by the front boundary wall of the property. By virtue of its siting, scale, traditional design and materials, officers consider that the proposed cycle storage would respect the character and appearance of the main dwelling and surrounding area and would not impact on neighbouring amenity. It is noted that 37 Coverly Road has a structure at the front of their property for storage and other storage shelters are seen in the vicinity.
- 10.24. A condition is suggested to ensure provision of cycle parking prior to occupation and subject to this condition, the proposals would provide an acceptable level of cycle provision and would be in accordance with that required by policy M5 of the Oxford Local Plan 2036 and is therefore considered to be acceptable.

e. Bin storage

- 10.25. Policy DH7 states that planning permission will be granted where it can be demonstrated that bin and bike storage is provided in a way that does not detract from the overall design of the scheme or the surrounding area.
- 10.26. Bin storage is proposed in a storage area that would be located adjacent to the front boundary of the site. The proposed store would measure approximately 3m wide by 0.8m deep. The proposed store would have an overall height of approximately 1.3m and would be suitable to accommodate 4 waste bins. The proposed bin store would be finished in timber. The bin store would be of small scale, low height and is considered to be of an acceptable design. It is considered that there is enough space at the front of the property to accommodate a bin store which would be convenient and easily accessible for

occupants to use and would be an acceptable pull distance for residents. On the basis of the above, Officers are satisfied that the proposal would comply with Policy DH7 of the Oxford Local Plan.

f. Drainage and impact upon SSSI

10.27. Policy RE4 states that within the surface and groundwater catchment area for the Lye Valley SSSI, development will only be permitted if it includes SuDS and where an assessment can demonstrate that there will be no adverse impact on the surface and groundwater flow to the Lye Valley SSSI. Policy G2 states that planning permission will not be granted for any development that would have an adverse impact on sites of national or international importance (SSSIs).

10.28. The site lies within the catchment area for the Lye Valley SSSI, an area which is highly dependent on its supply of groundwater, is affected by surface water discharge to the sewer catchment and to watercourses that discharge through the SSSI, and is sensitive to any changes in the water quality of any of these sources. As such it must be demonstrated that there will be no negative impact on the SSSI due to the proposed development.

10.29. The site has been assessed against the criteria and guidelines provided by the latest study on the impacts of development on the Lye Valley SSSI. The site lies within the catchments for groundwater supply, modified surface water runoff (via sewers and watercourses), and aquifer recharge. The proposals do not include an increase in built footprint however there is a change to landscaping at the front of the property that has already been implemented and thus retrospective. The front garden area has been re-landscaped with part gravel over a permeable membrane, which allows rainwater to continue to drain onto the ground and as such is acceptable. The proposed cycle and bin stores would be located on new concrete bases to the front of the property. The concrete bases have been installed. Given that run-off from the proposed bins and cycle stores could drain into the ground via the gravelled area, Officers consider that the proposed cycle and bin stores would be acceptable and would not harm the Lye Valley SSSI subject to an updated drainage strategy secured by condition.

10.30. As such the retrospective landscaping and proposed bins and cycle stores would be acceptable in terms of impact on the Lye Valley and comply with Policies RE4 and G2 of the Oxford Local Plan 2036.

g. Biodiversity

10.31. OLP policy G2 states that development that results in a net loss of sites and species of ecological value will not be permitted. Policy G8 requires new development that affects green infrastructure to demonstrate how these have been incorporated within the design, including health and wellbeing and biodiversity enhancement.

10.32. As of 2nd April 2024 under Schedule 7A of the Town and Country Planning Act 1990, all major and minor developments are required to deliver a minimum of 10% biodiversity net gain (BNG) in habitat units, hedgerow units and watercourse units (where applicable). There are a series of exemptions, including self and

custom builds and sites that impact a small area/length of habitat below a given de minimis threshold.

10.33. The proposed development would not result in 25sqm of habitat loss and as such the is considered to meet the de minimis exemption. The application is therefore exempt from mandatory BNG.

10.34. In light of the above, the proposal would comply with Policy G2 and G8 of the Oxford Local Plan 2036.

11. CONCLUSION

11.1. On the basis of the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes it clear that proposals should be assessed in accordance with the development plan unless material consideration indicate otherwise.

11.2. In the context of all proposals paragraph 11 of the NPPF requires that planning decision apply a presumption in favour of sustainable development. This means approving development that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: the application of policies in the Framework that protect areas or assets of particular importance provides a clear reasons for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. Policy S1 of the OLP 2036 reiterates this.

11.3. Therefore it would be necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.

Compliance with development plan policies

11.4. In summary the proposed development is acceptable in principle, in terms of HMO density, internal and external space requirements. The proposals would not cause any impacts in terms of highway safety, vehicle and bicycle parking, bin storage, drainage or biodiversity. In summary the proposals are considered to comply with the relevant Policies of the Oxford Local Plan 2036, and the NPPF.

Material Considerations

11.5. The principal material considerations which arise are addressed above, and follow the analysis set out in earlier sections of this report.

11.6. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF for the reasons set out in the report. Therefore in such circumstances, paragraph 11 is clear that planning permission should be

approved without delay. This is a significant material consideration in favour of the proposal.

- 11.7. Officers would advise members that, having considered the application carefully, including all representations made with respect to the application, the proposal are considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Local Plan 2036, and that there are no material considerations that would outweigh these policies.
- 11.8. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 of this report.

12. CONDITIONS

Time Limit

- 1 The development to which this permission relates must be begun no later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

Approved Plans

2. The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans.

Reason: To avoid doubt as no objection is raised only in respect of the deemed consent application as submitted and to ensure an acceptable development as indicated on the submitted drawings in accordance with Policy S1 of the Oxford Local Plan.

Materials as specified

3. The materials to be used in the proposed development shall be as specified in the application hereby approved. There shall be no variation in these materials without the prior written consent of the Local Planning Authority.

Reason: To ensure that the development is visually satisfactory as required by Policy DH1 of the Oxford Local Plan 2036.

Cycle storage prior to occupation

- 4 The cycle storage shown on the approved drawings shall be provided on site and available prior to the first occupation of the property as an HMO. The cycle storage shall remain on site in perpetuity for the purposes of cycle storage only unless otherwise first agreed in writing by the Local Planning Authority.

Reason: In the interests of encouraging the use of sustainable modes of transport in line with Policy M5 and DH7 of the Oxford Local Plan 2036.

Bin storage prior to occupation

- 5 Prior to the occupation of the development hereby approved, the bin storage shall be provided on site in accordance with the approved details and retained in perpetuity for this purpose only.

Reason: In the interests of the character and appearance of the area in accordance with policy DH7 of the Oxford Local Plan 2036.

Remove from CPZ

- 6 The development hereby permitted shall not be occupied until the Order governing parking at 11 Glebelands has been varied by Oxfordshire County Council as highway authority to exclude the site, subject to this permission from eligibility for residents parking permits and residents visitors parking permits unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development does not generate a level of vehicular parking which would be prejudicial to highway safety, or cause parking stress in the immediate locality, in accordance with policy M3 of the Oxford Local Plan 2036.

- 7 Prior to the installation of the cycle and bin stores as approved under conditions 4 and 5 above, an updated drainage strategy to include details of the landscaped garden area to the front of the property and sustainable drainage scheme for the site shall be submitted to and approved in writing by the Local Planning Authority. The cycle and bin stores shall be installed in accordance with the approved drainage strategy.

Reason: in the interests of the Lye Valley SSSI and in accordance with Policies RE4 and G2 of the Oxford Local Plan 2036.

INFORMATIVES :-

- 1 In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.

- 2 In order to meet the requirements of the condition to vary the order governing parking as set out above, you are advised to contact:

Environmental Services,
Oxfordshire County Council,
Speedwell House,
Speedwell Street,
Oxford,
OX1 1NE

01865 815857

- 3 This permission relates only to the granting of planning permission. The use of the property as an HMO also requires a separate Houses in Multiple Occupation Licence.

13. APPENDICES

- **Appendix 1** – Site location plan

14. HUMAN RIGHTS ACT 1998

- 14.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 15.1. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.

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