

WINCHESTER CITY COUNCIL  
DEVELOPMENT CONTROL COMMITTEE AGENDA 27 July 2005

**Item No:** 02  
**Address:** Land To The Rear Of 16 - 20 Grange Road Alresford Hampshire

**Parish/Ward** New Alresford

**Proposal Description:** Erection of 1 no. detached four bedroom house, 2 no. link attached four bedroom houses, 3 no. three bedroom terraced houses, 3 no. two bedroom terraced houses, 2 no. two bedroom semi-detached houses, block of 4 no. one bedroom flats and 1 no. two bedroom maisonette; new access, parking, landscaping; replacement garage and access for no. 16 Grange Road; new summer house and amended access for no. 18 Grange Road (AMENDED DESCRIPTION)

**Applicants Name** Linden Homes Southern Limited

**Case No:** 05/00978/FUL

**W No:** W08333/03

**Case Officer:** Sylvia Leonard

**Date Valid:** 13 April 2005

**Delegated or Committee:** Committee

**Reason for Committee:** At the request of a Councillor  
**Reason for Committee:** 4 or more representations contrary to the Officer's recommendations have been received

**Site Factors:**

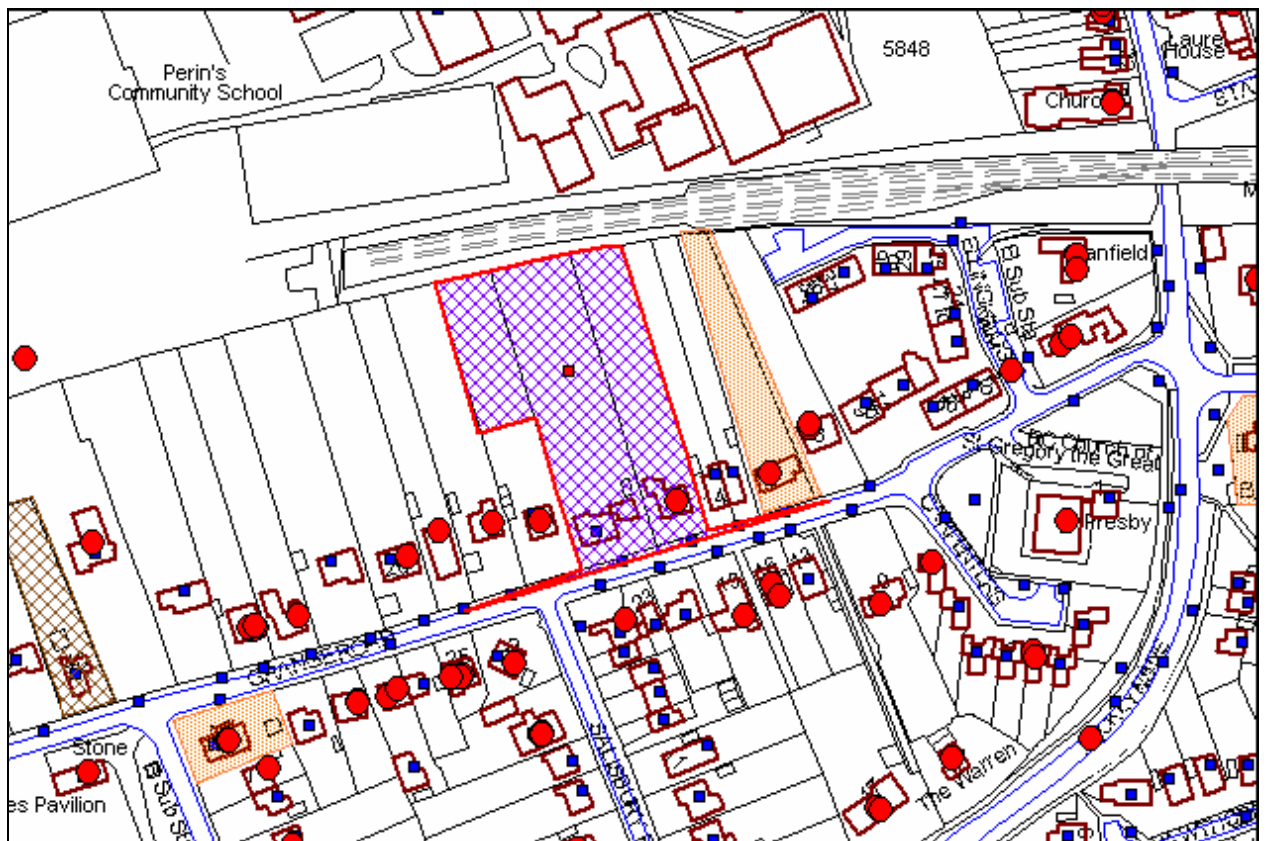
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**SITE LOCATION PLAN**

**Case No:** 05/00978/FUL      **W No:** W08333/03

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**Site Description**

- The site is on the north side of Grange Road within the settlement policy boundary of Alresford
- It comprises the rear most part of the rear gardens of 16, 18 and 20 Grange Road, which are large, detached, 2-storey houses, set within spacious, maturely-landscaped plots
- They are set back from the road with off road parking
- The Watercress railway line siding runs along the rear of the site and to the east and west sides are the rear gardens of the houses at 14 and 22 Grange Road
- The site slopes downwards from south to north (front to rear)
- There are a number of mature trees on the site and the east and west side boundaries are defined by mature trees/hedging

**Relevant Planning History**

- W08333 – 2-storey rear extension and garage (no.20) – PER – 20/11/84
- W08333/01 – Replacement conservatory (no.20) – PER – 24/04/95
- W08333/02 – Erection of 2 no . 4-bed detached dwellings, 2 no. 3-bed semi-detached dwellings, 3 no. 3-bed terraced dwellings with integral single garages, 4 no. 2-bed terraced dwellings, 1 no. 2-bed semi-detached dwelling, 4 no. 1-bed flats, new access, parking, landscaping, replacement garage and access for no.16 Grange Road, new summer house and amended access for no. 18 Grange Road – REF – 16/02/2004 – Appeal dismissed 28/10/2004

**Proposal**

- As per Proposal Description
- Seeks full planning consent for redevelopment of the rear gardens of 16 to 20 Grange Road with a residential development comprising 4 x 1-bed flats; 6 x 2-bed houses; 3 x 3-bed houses and 3 x 4-bed houses
- It comprises a mixture of detached, semi-detached and terraced dwellings
- Predominantly 2-storey with one 3-storey terrace
- A mixture of facing brick and rendered walls and slate and tiled pitched roofs
- Vehicular access would be via Grange Road, via a new access road between nos 16 and 18 Grange Road and 25 parking spaces/garages would be provided
- A new double garage with new vehicular access off Grange Road would be provided for no.16
- No.18 would be accessed via amended access, off the new access road, and would have a new summerhouse in its rear garden

**Consultations**

Engineers – highways:

- No objection subject to conditions

Engineers – drainage:

- A public foul sewer crosses this development land and appears to lie under plots 6 to 15 and possibly 5
- Before any consent is granted, SW must be consulted by both the LPA and the applicant to ascertain if a sewer diversion is required and if so is it possible to achieve
- The layout may require radical amendment as a result of the above

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Housing Enabling Officer:

- The proportion of affordable housing is fine at 5 units (31.3% of the total site)
- The affordable units need to be more integrated into the site rather than all located in one corner of the site – in support of mixed communities
- The unit sizes should be in line with the current Winchester Housing Needs Survey 2002 and not made up of only smaller units:
- For Alresford, the housing need in descending order of need: 1 bed units, 2 bed units and 3 bed units
- A mix of 2 x 1 bed, 2 x 2bed and 1 x 3 bed units is therefore proposed

Environment Agency:

- No objection in principle
- If the applicant is proposing to use soakaways for surface water drainage EA need to be consulted on the details

Southern Water:

- There is a public sewer in the vicinity of the site and the exact position must be determined before the layout of the proposal is finalised
- No development or new tree planting should be located within 3 m of the centreline of the public sewer and all existing infrastructure should be protected during the course of construction works
- The rising main shown on the plans has been abandoned
- SW can provide foul sewage disposal to service the proposed development
- SW requires a formal application for a connection to the public sewer
- To identify the appropriate connection point for the development it is recommended the applicant requests a sewer capacity check by contacting SW
- There is no public surface water sewer in the vicinity of the development and the applicant has not stated details of the proposed means of disposal of surface water from the site
- This should not involve disposal to a public foul sewer
- SW can supply a water supply to the site
- SW requires a formal application for connection and on-site mains to be made by the applicant

Landscape:

- No objection – subject to conditions

**Representations:**

New Alresford Parish Council:

- Comment Only
- The new application addresses the main concerns of the Inspector regarding the dominating appearance of the hard landscaping areas and insufficient planting and the lack of affordable housing
- The Town Council still has reservations which it would like addressed
- No indication has been given as to how the affordable houses would be dealt with.
- Given high houses prices in Alresford, assurance is sought that there would be some form of rental or shared equity scheme for a proportion of the affordable houses
- Welcome the removal of the play area, provided there would be a suitable contribution to the open spaces fund
- Seeks assurance that the provision of new trees and planting will compensate for the trees that will be lost to provide the access and provide adequate softening of the appearance of the access and parking areas
- Possible over-spill of parking into Grange Road, maybe near the junction of the new

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- access road, where visibility is poor
- It is not considered that the Inspector's report gave sufficient attention to the impact of the development on traffic, and the traffic impact study by Mason does not consider all the access/egress points which could be affected
- Officers should make a proper study of the traffic impact report, in particular the suggestion that the priority at Grange Road/Bridge Road be altered so that Grange Road/South Road becomes the major road with Bridge Road as the minor road
- Increased demand on Alresford's already overburdened infrastructure, particularly parking

Winchester Group for Disabled People:

- With the move towards making all domestic housing accessible to disabled people, (occupants and visitors), it is requested that the dwellings be made as accessible as possible for disabled people
- Steps to the front and rear entrances should be avoided as far as possible and corridors and passageways should be wide enough to enable wheelchair access and use where possible
- Consideration should also be given to providing accessible light switches and electrical sockets

Letters of objection have been received from 17 neighbours:

- The main concerns are:
- Exacerbation of existing highway danger due to increase in traffic on narrow road with dangerous junctions with Bridge Road and Jacklyns Lane
- Density of development is too high and out of keeping with the neighbourhood
- Disagreement with Inspector's view that Grange Road and surrounding roads are able to take substantially more traffic with some minor road changes
- Increased traffic will harm the peaceful nature of surrounding properties and roads
- Precedent would be set for future redevelopment in Grange Road
- Inadequate education facilities in the area to accommodate additional families
- Loss of neighbouring privacy
- Loss of neighbouring light
- Loss of neighbouring views
- Devaluation of neighbouring property
- Noise and disturbance to neighbours
- Inadequate infrastructure to accommodate an increase in the town's population
- Only the developer would benefit from the proposal
- Poor vehicular access to the site given narrow roads and amount of on-street parking
- Reduction in water pressure
- Increase in highway danger on neighbouring roads
- Loss of trees
- Loss of wildlife habitat
- Unacceptable design, appearance and layout
- Need to ensure there would be no additional water runoff to neighbours from the new access road
- Fencing along boundary with neighbour should not be too high
- Construction of new garage should not impact on foundations of neighbouring garage or a cesspit located in line with the proposed garage
- Queries the implications of the road shown leading up to the neighbouring boundary and what rights and restrictions could be imposed
- Proposal is out of character with the existing maturely landscaped character of the area with large houses
- There should be a comprehensive plan for the controlled development of the area instead of continued piecemeal development and other applications for back-land development at the western end of Grange Road and off Bridge Street have already been refused

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Councillor Cook:

- Requests that the application be referred to Committee
- Whilst the new design is much improved and meets the main concerns of the Planning Inspector, the Inspector's report was flawed with regard to the traffic assessment and his findings should be ignored on the issue of traffic, since he visited the site at a quiet time of day
- The proposed site access would cause traffic congestion and highway danger
- There is a new highway consideration since the appeal decision in that the County Council has agreed to implement a 'safer routes to school' plan which will produce a single Lane down the Jacklyns Lane bridge running past the entrance to Grange Road which will impact on traffic movements from Grange Road
- The traffic impact study does not appear to have assessed the impact of the development on the adjacent roads in the area
- The site entrance is on the brow of a hill in the road and the site lines will therefore be poor for traffic travelling from the recreation ground at the end of the road
- Inadequate on-site parking which may lead to parking overflowing onto the narrow Grange Road which could cause further congestion and traffic danger due to reduced site lines

**Relevant Planning Policy:**

Hampshire County Structure Plan Review:

- UB3, H5, H7, H8, R2, E14, E16, T2, T4, T5, T12

Winchester District Local Plan

- H.1, H.5, H.7, EN.1, EN.5, EN.7, EN.8, EN.9, EN.12, RT.3, W.1, W.27, T.8, T.9, T.11, HG.3

Winchester District Local Plan Review Deposit and Revised Deposit:

- H.2, H.5, H.7, DP.1, DP.3, DP.5, DP.6, DP.8, RT.3, W.1, W.6, T.2, T.3, T.4, HE.2

Supplementary Planning Guidance:

- Achieving a Better Mix in New Housing Developments
- Technical Paper: Open Space Provision and Funding
- Guide to the Open Space Funding System
- Parking Standards 2002

National Planning Policy Guidance/Statements:

- PPS 1 Delivering Sustainable Development
- PPG 3 Housing
- PPG 13 Transport

**Planning Considerations**

The main considerations in respect of this application are:

- Principle of development
- Density and Housing mix
- Impact on the character of the area/spatial characteristics/street scene
- Detailed design
- Residential amenities
- Highways
- Trees
- Affordable Housing
- Public open space provision

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Principle of development

- The site lies within the settlement policy boundary where the principle of residential redevelopment is acceptable
- This application is similar to the previously refused application (and dismissed appeal) for 16 dwellings on the site
- The 5 identified issues by the Inspector in determining the appeal were:
  - Efficient use of the land and need for comprehensive approach to its development
  - Impact on the character and appearance of the locality
  - Highway safety
  - Residential amenities
  - Housing mix/affordable housing provision
- The Inspector only dismissed the appeal on the grounds of adverse impact on the character and appearance due to inappropriate layout and design

Density and Housing Mix

- At 46 dwellings per hectare, (32 if nos 16, 18 and 20 are included) the density complies with PPG3 guidance
- 10 of the 16 units would be small one- or two-bedroomed dwellings (62.5%) which complies with the Council's housing mix policy

Impact on character of area

- This was the main issue of concern with the previously refused scheme according to the Inspector
- The Inspector noted that the appeal site is at a significantly lower level than the dwellings fronting Grange Road which means that, given the existing tree cover and new planting with the proposal, the proposed dwellings would not be readily visible from Grange Road
- However, the scheme was considered to have an unacceptable layout and design which would harm the character and appearance of the locality
- The main concerns were that the cramped character of the access road, particularly in relation to no.16, would produce a hard, urban appearance out of keeping with the spacious layout of the other properties on this side of Grange Road and the discordant feature of the brick wall along the western boundary of no.16, would produce a hard, urban appearance at odds with the leafy character created by the street trees and garden planting
- The loss of trees to provide the access road and the extensive hardsurfaced area proposed by the t-junction and adjacent car parking area was considered to form a focal point when entering the development which would be unrelieved by planting
- The layout was considered to be dominated by hardsurfacing, with little opportunity for landscaping/amenity space to soften the impact, with parked vehicles being visually dominant
- The proposed children's play area adjacent to the northern site boundary was not considered to make a significant contribution to the character and appearance of the development
- Whilst the style of design of the dwellings was considered to be acceptable, several had blank side elevations that presented an unattractive view to the street scene
- The current application addresses these previous concerns by providing more landscaping, to replace hardsurfacing, around the site; breaking up the car parking areas with landscaping; replacing tarmac with brick pavements; realignment and redesign of brick wall; replacement of children's play area with a general landscaped amenity space in a more visually prominent position within the site; repositioning of houses so that the view at the end of the access road would be of a dwelling with landscaping in front rather than a large area of hardsurfacing; and repositioning/redesigning some houses so that there would be no blank elevations facing the street scene

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Detailed Design

- Acceptable design, subject to agreement of quality materials and detailing, which follows the cottage style 2 and 3 storey height design considered to be appropriate when determining the previous application.

Residential Amenities

- There would be no significant loss of light or privacy to neighbours given the proposed fenestration design on elevations facing neighbouring gardens; the juxtaposition of the new houses relative to neighbours and their distance from neighbouring boundaries; and the mature landscaping that exists along the side boundaries of the application site
- The layout has been designed to ensure an adequate level of amenity for the occupiers of the new dwellings
- Where necessary, conditions can ensure that no additional first/second floor windows are added which would impact on neighbouring privacy

Highways

- The issues of traffic generation and highway safety were addressed in the consideration of the previous appeal, which included a highway consultant's report addressing traffic flows in the vicinity of the application site
- The current application proposes the same number of dwellings and parking spaces (1.56 per dwelling) as previously proposed, and the access, turning and parking layout is considered to be acceptable
- There are therefore no highway safety issues, subject to conditions, including the requirement to provide details of the access arrangements which should include a dropped footway crossing to give pedestrians priority on this road

Affordable Housing

- The proposal includes 5 affordable housing units which equates to 31.3% of the dwellings and is in line with the council's policy requirement
- These are indicated to be sited in one block in the north-west corner of the site and would comprise 4 x 1-bed flats and 1 x 2-bed house
- Ideally the mix should comprise 2 x 1-bed, 2 x 2-bed and 1 x 3-bed properties, to relate better to the identified need in Alresford in the Housing Needs Survey, and the units should be integrated more around the site
- However, the mix and position of the units is the same as that previously proposed and this was not raised as an issue of concern by the Inspector
- The appeal Inspector, suggested that, given the complications relating to site ownership which meant difficulties in providing a unilateral undertaking, the affordable housing requirement could be dealt with by condition

Trees

- A number of trees will be lost to accommodate the proposal
- This was not considered to be an issue with respect to the previous appeal proposal, and is acceptable, subject to satisfactory new planting of trees and landscaping, which can be achieved via conditions

Open Space

- It is agreed that the provision of a children's play area on the site is not necessary, given the close proximity of the Stratton-Bates Recreation Ground, to the site
- New Alresford Town Council have requested that, instead, an Open Space Contribution should be paid which would help towards the refurbishment of the Local Equipped Area for Play (LEAP) on the Recreation Ground
- Adequate on-site amenity open space would be provided for the development, including an area of amenity space at the eastern end of the access road turning area
- The tree planting and landscaping strategy is acceptable



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**Planning Obligations/Agreements**

In seeking the planning obligation(s) and/or financial contributions for open space and affordable housing, the Local Planning Authority has had regard to the tests laid down in Circular 1/97 which requires the obligations to be necessary; relevant to planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects.

**Recommendation**

**APPROVE (provided the applicant is prepared to make the appropriate provision for public open space through the open space funding system)– subject to the following condition(s):**

**Conditions:**

01 The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

01 Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990.

02 No development shall take place until details and samples of the materials to be used in the construction of the external surfaces of the development agency hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

02 Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

03 Details of measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the duration of the construction period. No lorry shall leave the site unless its wheels have been cleaned sufficiently to prevent mud being carried onto the highway.

03 Reason: In the interests of highway safety.

04 Details of provisions to be made for the parking and turning on site of operative and construction vehicles during the period of development shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the construction period.

04 Reason: In the interests of highway safety.

05 The existing access(es) to the site shall be stopped up and abandoned and the footway crossing shall be reinstated to the requirements of the Highway Authority, immediately after the completion of the new access hereby approved and before the new access is first brought into use

05 Reason: In the interests of highway safety and the amenities of the area.

06 Before the development hereby approved is first brought into use, a turning space shall be provided within the site to enable vehicles using the site to enter and leave in a forward gear. The turning space shall be retained and kept available for such purposes at all times.

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06 Reason: In the interests of highway safety.

07 The garages/parking spaces hereby approved shall not be used for any other purpose than the parking of cars

07 Reason: To ensure the provision and retention of the n the interests of local amenity and highway safety.

08 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order with or without modification) no development permitted by Classes A, B, C, D and E, other than small garden sheds, which are no greater than 12 square metres floor area measured externally and no greater than 2.5 metres in height, of Part 1 of Schedule 2 of the Order, shall be carried out without the prior written consent of the Local Planning Authority

08 To protect the amenities of the locality and maintain a good quality environment

09 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that order, with or without modification) no further first floor or second floor level windows, other than those permitted as part of this approval, shall at any time, be constructed in the south elevation of units 1 and 16, the east elevation of units 4 and 15 and the west elevation of units 5 and 8, without the prior written consent of the Local Planning Authority

09 To protect the amenity and privacy of the adjoining residential properties

10 Development shall not commence until the Local Planning Authority has approved in writing the details or arrangements for the provision of affordable housing as part of the development by the developer and such arrangements should address and contain the following matters:  
Delineation of that area or those areas of land upon which 5 affordable units will be constructed  
The type and nature of the affordable housing provision  
The arrangements the developer shall make to ensure that such provision is affordable for both initial and subsequent occupiers  
The occupancy criteria the developer shall adopt for determining the identity of the prospective and successive occupiers of such affordable housing and the means by which such occupancy criteria shall be enforced

10 To ensure the provision of affordable housing on the site in accordance with the Development Plan policies and Government Guidance

11 None of the dwelling houses to be provided on the land as part of the development shall be occupied until the arrangements for the provision of 5 affordable houses as part of condition 10 above have been agreed by an exchange of letters between the developer and the Local Planning Authority as being implemented

11 To ensure the provision of affordable housing on the site in accordance with the Development Plan policies and Government Guidance

12 A detailed scheme for hard and soft landscaping, including boundary treatments and tree and/or shrub planting shall be submitted to and approved in writing by the Local Planning Authority before development commences. The scheme shall specify species, density, planting, size and layout. The scheme approved shall be carried out in the first planting season following the occupation of the building or the completion of the development whichever is the sooner.

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If within a period of 5 years from the date of planting, any trees, shrubs or plants die, are removed or, in the opinion of the Local Planning Authority, become seriously damaged or defective, others of the same species and size as that originally planted shall be planted at the same place, in the next planting season, unless the Local Planning Authority gives its written consent to any variation

12 To improve the appearance of the site in the interests of visual amenity

13 Reason: No development shall take place until a schedule of landscape maintenance for a minimum period of 5 years has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Landscape maintenance shall be carried out in accordance with the approved schedule

13 Reason: To ensure that due regard is paid to the continuing enhancement and maintenance of amenity afforded by landscape features of communal and public interest

14 The existing trees shown as being retained on the approved plan shall not be lopped, topped, felled or uprooted without the prior written approval of the Local Planning Authority. These trees shall be protected during building operations by the erection of protective fencing in accordance with BS 5837

14 Reason: To retain and protect the trees which form an important part of the amenity of the area

15 No development, or works of site preparation or clearance, shall take place until details, including plans and cross sections of the existing and proposed ground levels of the development, levels at the boundaries of the site, ground levels adjacent to existing vegetation to be retained, and the height of the ground floor slab and damp proof course in relation thereto, have been submitted to and approved in writing by, the Local Planning Authority. Development shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority

15 Reason: To ensure a satisfactory relationship between the new development and adjacent buildings, amenity areas and trees

16 No development shall take place within 3.0 m of any public sewer

16 To ensure the satisfactory provision of foul and surface water drainage

**Informatives**

01. This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

02. The Local Planning Authority has taken account of the following development plan policies and proposals:-

Hampshire County Structure Plan Review: UB3, H5, H7, H8, R2, E14, E16, T2, T4, T5, T12  
Winchester District Local Plan Proposals: H.1, H.5, H.7, EN.1, EN.5, EN.7, EN.8, EN.9, EN.12, RT.3, W.1, W.27, T.8, T.9, T.11, HG.3

Emerging Development Plan- WDLP Review Deposit and Revised Deposit: H.2, H.5, H.7, DP.1, DP.3, DP.5, DP.6, DP.8, RT.3, W.1, W.6, T.2, T.3, T.4, HE.2

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03. Southern Water requires a formal application for a connection to the public sewer. To identify the appropriate connection point for the development, it is recommended that the applicant requests a sewer capacity check by contacting Southern Water Network Development Team (Wastewater) based in Otterbourne, Hampshire.

04. A formal application for connection to the water supply is required in order to service this development. Please contact Southern Water's Network Development Team (Water) based in Chatham, Kent or [www.southernwater.co.uk](http://www.southernwater.co.uk)

05. All work relating to the development hereby approved, including works of demolition, or preparation prior to operations, should only take place between the hours of 0800 - 1800 Monday to Friday and 0800 - 1300 Saturdays and at no time on Sundays and Bank Holidays. Where allegations of noise from such works are substantiated by the Health and Housing Service, a Notice limiting the hours of operation under the Control of Pollution Act 1974 may be served.

06. No materials should be burnt on site. Where the Health and Housing Service substantiate allegations of statutory nuisance, an Abatement Notice may be served under the Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under the Clean Air Act 1993