

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Item No:	06
Address:	Scats, Overton Road, Micheldever Station, Winchester Hampshire SO21 3AN
Parish/Ward	Micheldever
Proposal Description:	Residential redevelopment for 43 no. dwellings; comprising one, two, three and four bedrooms, including some affordable accommodation; associated garages/parking and new access, landscaping and associated open space (Details in compliance with Outline Planning Permission W00341/08)
Applicants Name	Berkeley Homes (Southern) Ltd
Case No:	05/02270/REM
W No:	W00341/10
Case Officer:	Lorna Hutchings
Date Valid:	14 September 2005
Delegated or Committee:	Committee Decision
Reason for Committee:	Parish Council submitted representations contrary to officer recommendation
Reason for Committee:	The application is for a major development
Site Factors:	None

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Site Description

- 1.15 ha site formerly leased by Countrywide Farmers situated in Micheldever Station to the east of the railway line and railway station and to the west of Overton Road.
- The buildings that previously existed on the site included a large warehouse, grain mill, silos, most of which have now been removed.
- Most of the site now comprises a very large area of hardstanding much of which was used for parking and lorry manoeuvring.
- There is a 2 storey office building in the northeast corner which will be retained for employment use and up until recently was used as offices to the weighbridge at the entrance of the site.
- The site levels fall away significantly from the east to the west and generally across the site and in the wider area from north to south.
- Levels along the boundaries of the site again drop significantly to the north and west and the eastern boundary to Overton Road forms a well treed bank. Levels were originally reduced below road level to assist screening the large 3 and 4 storey mill buildings.
- The whole proposal site is bounded by a substantial mature tree belt which is protected by TPO 1113 and TPO 1826 and comprises mainly Beech, Birch and Sycamore.
- Traditional rural red brick terraced housing is located opposite the northern boundary of the site along New Road which were originally built to serve the Railway station. There are some Victorian and Georgian buildings within the village at the station and beyond to the west and to the west is railway infrastructure and the steel clad warehouse building of Micheldever Tyres.
- The housing along Overton Road further south comprises a ribbon of mixed dwelling types situated variously to the rear and the front of their long and wide plots. Immediately adjacent the south of the application site is a detached bungalow.

Relevant Planning History

W00341/06 Demolition of all existing buildings and redevelopment of site for residential use (OUTLINE) - Application Withdrawn - 21/06/2002

W00341/07 Demolition of all existing structures "excluding the office building" and redevelopment of site for residential use (OUTLINE) - Application Refused - 24/09/2002

W00341/08 Demolition of all existing structures "excluding the office building" and redevelopment of site for residential purposes (OUTLINE) - Application Permitted - 05/11/2003

W00341/09 Demolition of feedmill and residential development of 38 no: dwellings comprising of 3 no: four bedroom, 16 no: three bedroom and 6 no: two bedroom dwellings; 11 no: two bedroom flats, and 2 no: one bedroom flats; associated open space, parking, garaging, alteration to existing access and new pedestrian access - Application Refused - 28/01/2005

Proposal

- This is a resubmission of the full planning application W00341/09 refused in Jan 2005, but is submitted as reserved matters to W00341/08 instead.
- W00341/09 was refused due to the following:
- design, materials and external appearance not responding positively and not sympathetic to local character and out of keeping;
- overlooking of property to south;
- failure to make adequate provision for open space;
- inadequate design statement and site context analysis particularly regarding site levels, sections and tree management;
- inadequate cycle and car parking;
- and adverse impact on TPO trees.

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- The layout of the current proposal is for a similar single cul de sac off Overton Road however the disposition, design and height of the units has changed resulting in 43 units proposed in the current application, increasing from 38 indicated in the outline. These issues are discussed in detail below. There are no other major changes other than the level of information provided is now satisfactory with improved tree management.
- These matters were recently discussed at an Informal Hearing on 07/03/2006 as Berkeley Homes have appealed the refused application.

The current proposal comprises:

- 10 no. 4 bed, 8 no. 3 bed, 21 no. 2 bed, 4 no. 1 bed houses and flats.
- 30% affordable housing.
- 490m² general on site open space and 52.5m² on site play space.
- Tree management and new planting.
- 88 parking spaces including new garages and parking.
- Secure and undercover cycle parking – sheds proposed in houses and communal bike store in flats.

Consultations

Engineers: Drainage:

- More details required as a sizeable works is required. The indicative location for a new treatment plant in northwest corner may not be acceptable as the space available is minimal for soakaways and the area is constrained by tree protection zones and proposed footpath.

Engineers: Highways:

- The increase of 7 units above that approved in the outline application is not considered material in highway safety terms. This results in two additional peak period traffic trips and approximately twenty additional traffic trips over a 24hr period for which the proposed visibility splays are considered acceptable. Given these figures and the historic use of the site, there can be no justification to increase visibility requirements.
- A safety audit has also been undertaken to consider the implications of the level and location of parking and the proposed visibility splays, the road will however not be adopted.
- A contribution towards off site highway works of £50,000 was secured through a S106 legal agreement at the outline stage. Works include a footpath link connecting the existing footway of Overton Road to the railway station over the bridge and along Andover Road and improved visibility splays and signage at the Overton Road / Larkwhistle Farm Road crossroads.
- Recommend approval subject to condition.

Environment Agency:

- No objection but recommend an informative regarding Water Resources Act and Control of Pollution legislation. Have been negotiating with developers regarding a suitable drainage scheme for the site with Consent to Discharge submitted.

Environmental Protection:

- The Acoustic and Ground Appraisal reports have been examined in detail and they address any concerns regarding noise and potential ground contamination, the works are recommended to be carried out as proposed.

Landscape:

The revised drawings and management plan are now acceptable. Recommend approval subject to conditions regarding further details of treatment to northwest corner including grading of land area with reference to utilities proposed and root protection areas and landscape implementation.

Open Space – With reference to latest layout drawings, I can confirm that the location, quantity, quality and configuration of the public open space meets the Council's requirements and is satisfactory.

Trees – In agreement with the original report but in light of the changes under the new British Standards, a new report has been submitted.

Confirmation from Arboriculture is awaited to ensure that it is satisfactory.

Southern Water:

- No adverse comments. Advice applicants to consult EA and a water supply can be provided

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to the site.

Housing Enablement:

- The required 30% of affordable housing is proposed in accordance with policy. Satisfied that there is a considerable housing need in Micheldever and the developer is proposing a good mix and size of accommodation to meet this need.
- Hyde Housing Association has been consulted by Berkeley Homes regarding the integration and management of the affordable units and they have no concerns over the location so there are no further concerns in this respect. Support the scheme proceeding in its current form.

Crime Prevention Design Advisor:

- No adverse comments made.

English Nature

- No objection, satisfied that a bat survey has been carried out to an acceptable standard, no bats were found but the trees offer potential as habitat for roosting bats. Advise that the recommendations in section 5 of the report are followed. HCC ecology should be consulted as there is a SINC nearby.

HCC Ecology

- Concern that a full environmental assessment and ecological survey to determine the full ecological potential of the site has not been undertaken although bats are the most obvious protected species affected by the development. It is suggested that an emergence survey ahead of the works to the mature beech on the western boundary be undertaken. With the addition of gardens and green spaces the opportunity should be taken to design and maintain these areas with regard to nature conservation. Care has however been taken to incorporate the existing landscape features within the design of the site.

Representations:

Micheldever Parish Council

- Objection grounds – affordable housing should be spread across development, larger block to northwest not in keeping with remainder of development, is distinctly different from existing properties and buildings around;
- common areas may become place for threatening behaviour to exist;
- overshadowing and overlooking of New Road properties;
- no details of suitable effluent disposal and non mains sewerage in Micheldever; no improvements to access, traffic calming is needed;
- car parking is minimal, none for existing office and tandem parking will reduce safety and desirability;
- is road / communal areas / boundaries to be adopted and what provision is there for maintenance – a suitably financed organisation required;
- support the request and reasons of Sycamore House to relocate footpath entrance.

Letters of representations have been received from 3 Neighbours

- Objection grounds - overcrowding which is out of keeping, traffic calming required on Overton Road, footpath users will be unsafe exiting onto New Road where visibility is poor and from traffic entering / exiting from houses of New Road, cars park on this side of the road;
- clearance needed in existing hedgerow affecting privacy, a location further to the west is preferable and is opposite the subway;
- design will not make positive contribution to area, is out of keeping;
- no. of units has increased out of step with vernacular along New Road, Overton Road;
- green space is inadequate;
- amenity of neighbours impacted;
- trees health impacted;
- access inappropriately aligned to provide safe exit.

Winchester Group for Disabled People

- Standard advice given where the proposed dwellings should be made as 'accessible' as possible.

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Relevant Planning Policy:

Hampshire County Structure Plan Review:

- UB3, R2, T2, T6, H7, H8, E6.

Winchester District Local Plan

- H1, EN4, EN5, EN7, EN9, H5, H7, RT3, T9.

Winchester District Local Plan Review Deposit and Revised Deposit:

- H2, DP1, DP3, DP5, DP6, H5, H7, T1, RT3.

Supplementary Planning Guidance:

- Achieving a Better Mix in New Housing Developments
- Micheldever Village Design Statement
- Winchester District Landscape Character Assessment 2003

Background documents.

- Winchester Housing Needs Survey
- Movement, Access, Streets and Spaces

National Planning Policy Guidance/Statements:

- PPS 1 Delivering Sustainable Development
- PPG 3 Housing

Planning Considerations

The main considerations in respect of this application are:

- Principle of development
- Detailed design
- Impact on the character of the area
- Residential amenities
- Highways
- Public open space provision
- Nature conservation
- Affordable housing and mix
- Noise and contamination
- Drainage

Principle of development

- The principle of development has been established by the previous granting of outline planning permission, where residential use was accepted with a proportion of employment use retained in the northeast.
- The reserved matters therefore to be considered in this application includes those aspects noted in condition 01 below. Details of drainage and ecology were not matters reserved for later consideration however the applicants upon our request have looked into the issues, in accordance with other legislation.
- The site also needs to be considered under policies EN4 and DP1 as it is sensitive within its landscape context, is over 0.5ha in size and will have a significant impact on Micheldever Station given its relative size compared to the rest of the small village.
- The proposal has also been screened for EIA schedule 2 developments, where it was considered that an EA was not required.
- In this respect a satisfactory design statement, contextual analysis and level of information on all matters is submitted with this application. This is also the result of lengthy discussions regarding principles of design between Berkeley Homes and officers, prior to the resubmission.

Detailed design

- PPS1 emphasises the importance of good design in terms of what it can achieve and that it is

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proper to seek to promote or reinforce local distinctiveness. PPG3 emphasises that new housing development must be informed by the wider context, not only immediate neighbouring properties but also the wider locality so that places and spaces are created with the needs of people in mind and which respect and enhance local character.

- The matter of design and external appearance is a reserved matter for determination and was previously considered in the full application (which was refused), as noted in the proposal description.
- From assessing the nature of this development it is clear that the design and layout needs to reflect the Hampshire and Micheldever vernacular, the traditional and historic buildings in the countryside and there was also an opportunity for the design to be informed by the industrial nature of the existing buildings on and opposite the site.
- The full application proposed a series of detached units along the east and south side with a series of staggered terrace blocks to the west and north with a large flated unit in the northwest corner spanning across the diagonal. It was considered that this development lacked any local distinctiveness and was in the main standard house types which could have appeared anywhere in the country.
- It was considered to offer nothing positive to the village or create any sense of place within it and was considered to suburbanise the area because of the nature of for example the roof pitches proposed, proportion of windows and doors, depth of buildings and materials including a mixture of render, coloured brick, brick details, cladding and overall design, disposition and building forms, with nothing unifying the scheme, and this did not respond at all to the context as noted above.
- Another important design principle identified, is the need for additional height on the site for the building forms. The previous scheme was primarily 2 storeys with elements of 2 ½ and was entirely inward facing, when in fact the site is very visible through the trees and so appropriately detailed elevations addressing external views are necessary. This requires additional building height in response to on and off site levels differences and also due to the opportunity presented by the very tall trees surrounding the site which screened the very tall mill buildings and silos.
- The current proposal is considered to effectively achieve those principles for development noted above as it comprises a series of 2 and 3 storey dwellings with tall pitched roofs, chimneys and fenestration of an appropriate style and proportion and which alter in height giving interest, and address the long views from the east and west. A robust corner flats block is proposed which turns the corner.
- The proposal will use a mixture of timber boarding, Hampshire stock brick, slates and clay tiles so there will be coherence to the forms and appearance of the proposed buildings.
- It is considered that the design and layout of the scheme, which opens up immediately to amenity space in the centre and has a series of pinch points along the cul de sac, will make a positive contribution to Micheldever Station village and will be in keeping with its context.
- The density, at 42.4 dph (not including the office building) is in accordance with policy DP3 and PPG3 and is appropriate to the rural location of the site, given the design features and existing character of the site, as noted above.

Impact on character

- The site is significant in the landscape and is part of the North Dever Downs, noted as being rolling and low lying chalk downland with long panoramic views. In this case, there are far reaching view of the site across the countryside from a footpath to the east and particularly in winter it is more prominent in views on its higher level than the village from the west. The tree belt surrounding the site is essential to retain in order to preserve the rural character of the site and mitigate the impact of the development. The industrial buildings are large but are not unsightly as are typical of commercial rural enterprise and any new housing development could potentially have an urbanising effect on the edge of the open countryside, if the detail is not appropriate.
- Landscape details and management are matters reserved for consideration and a significant amount of work has been undertaken in this respect. The application demonstrates that the

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very important treed boundaries will be properly managed in accordance with the latest guidance, and there are good hard and soft landscaping schemes with the proposal. Some minor changes and a final Arboriculture response are still required (see landscape comments above) which are dealt with by condition and a proviso to ensure the implementation of the tree method statement.

- Given these details and the nature of the external appearance of the proposal, it is considered that the proposal will be in keeping and relate well to the character of the countryside.

Residential amenities

- The proposal minimises the number of properties on the southern side to minimise any impact on the adjacent single storey dwelling.
- There is 3 storey development to the north western side of the site opposite and to the south of New Road. This relationship has however been carefully considered with regards to any impacts of overshadowing, overlooking or of being overbearing to the existing properties.
- Drawings show that the higher three storey block is located further from the existing dwellings than the proposed 2 storey houses on the northern side.
- Sections demonstrate that due to distances of 28m to front gardens and 36m to front elevations and the tall tree line in between, the proposal will not compromise the amenity of the dwellings and private back gardens proposed will be buffered with new native planting.

Highways

- Visibility splays and the level and arrangement of parking is acceptable. Parking courts are located in areas behind and to the sides of houses which are convenient to the user, benefit from natural surveillance and are hidden from the central area of the scheme and countryside viewpoints.
- A contribution towards off site highway works of £50,000 was secured through a S106 legal agreement at the outline stage. Works include a footpath link connecting the existing footway of Overton Road to the railway station over the bridge and along Andover Road and improved visibility splays and signage at the Overton Road / Larkwhistle Farm Road crossroads.
- A footpath link connecting the site to the subway opposite (shown in the northwest corner) is also proposed however the land in the ownership of the applicants only extends to the fence line which is 2.75m from the highway. The land in between comprises a steep and uneven earthy bank owned by Railtrack which leaves the problem of how to ensure the connection of the path from within the site to the highway. This has been explored in terms of imposing a Grampian style condition to ensure that the link is provided before such time as the last units are occupied however such a condition should only be imposed if there is at least a reasonable prospect of compliance within the life of the permission. In these circumstances, it cannot be confirmed that this 'reasonable prospect' exists and therefore it is felt better to omit the footpath completely which can be dealt with via conditioning amended plans, as it has no purpose if it cannot be linked up to the highway. Deleting the footpath will assist with the location of the new sewage treatment plan.

Public Open Space provision

- A contribution to towards off site play and sports open space provision has been secured through the original S106 legal agreement.

Comments on representations

- The issues in the comments received have been addressed within this report.

Nature conservation.

- Matters regarding protected species and ecology were not reserved for later consideration at the outline stage and so it is not necessary to deal with them in detail in this application and there is other legislation which will ensure the protection of protected species if found on site in due course. Notwithstanding this the applicants have submitted a bat survey with mitigation scheme and have been liaising with DEFRA. English Nature and HCC ecology do not raise

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any adverse issues in their consultation response and it is considered satisfactory to attach an informative noting that the applicants should now undertake to implement the recommendations of the bat report and commission an emergence survey the actual control of which is dealt with in the Countryside and Wildlife Act.

Affordable housing and mix

- The nature of the units proposed for affordable housing accord with the need identified in the area. A 30% provision within the scheme for affordable housing was secured through the original S106 legal agreement with the outline permission.
- The development is in accordance with policy H7 as more than 50% of the dwellings / flats provided are one or two bedrooms and are 75m² or less in external area.
- Hyde Housing Association and Housing Enablement have confirmed that they have no concerns regarding the location, nature and management of the affordable housing as proposed.

Noise and contamination

- A scheme to deal with noise and contamination was a matter reserved for determination and reports have been submitted detailing suitable measures to deal effectively with both. The conditions on the outline permission will ensure the implementation of the schemes.

Drainage

- Details of drainage were not a reserved matter and so no further details can be required. The applicants have however indicated the potential location of a scheme to the northwest of the site and landscape have concerns how the necessary grading and underground utilities will affect existing trees and vegetation. On this basis it is considered appropriate under the reserved matters details requiring existing and proposed levels, tree protection and details of plant and tanks to be submitted, to condition details showing how this corner will be treated. This detail will be part of amended plans also required in light of the footpath being omitted.

Recommendation

APPROVE provided that the Arboriculture officer first confirms that the revised Arboriculture Impact Appraisal and Method Statement is satisfactory. Upon receipt of this confirmation, the following condition shall be attached to the approval of reserved matters:

“The existing trees shown as being retained in the approved Arboriculture Impact Appraisal and Method Statement ref: 5308-AIA-AMS-BD 10/02/06, 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 in accordance with the tree protection methods detailed in the above referenced document, before development commences. The Councils Arboricultural officer shall be contacted, after the implementation of protection measures, to ensure compliance with the approved method statement. In addition the holes for the support posts of the new fence along the western boundary of the site hereby approved, shall be hand dug and the fence shall be erected in accordance with Barrell tree consultancy letter dated 19/02/2006 ref: 5308-Let1-BD.

Reason: To retain and protect the TPO'd trees which form an important part of the amenity of the area.”

Should the Arboriculture officer find that the above appraisal and method statement is not satisfactory then delegated authority shall be given to officers to further amend the document or refuse the application for its detrimental impact to protected trees.

Approve the matters reserved by Condition 03 of Outline Planning Permission W00341/08 including plans and particulars for conditions:

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02 The layout including the positions and widths of roads and footpaths.

- Landscape considerations including position, type, health, spread and works to, of all the trees;
- (ii) planting scheme, means of forming enclosures, hard surfaces and finished levels and existing levels;
- (iii) future maintenance of landscaped and other open areas.
- siting of buildings, means of access, including the layout, construction and sightlines.
- design of all buildings, plant and tanks.
- The details of materials/treatment to be used for hard surfacing.
- The provision to be made for the parking, turning, loading and unloading of vehicles.
- The alignment, height and materials of all walls and fences and other means of enclosure.
- The finished levels, above ordnance datum, of the ground floor of the proposed building(s), and their relationship to the levels of any existing adjoining buildings.

03 A scheme to deal with contamination of the site including investigation and assessment to identify the extent of contamination and measures to be taken to avoid risk.

05 A scheme for protecting the proposed dwelling(s) from noise from the railway.

Reason: To comply with the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order).

And subject to the following conditions:

01 The garages and parking spaces hereby approved shall not be used for any other purpose than the parking of cars, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the provision and retention of the garage and parking spaces in the interest of local amenity and highway safety.

02 Construction of the last four dwellings as shown on the approved plans shall not continue above slab level until tree works have been carried out and landscaping on the remainder of the application site has been planted in accordance with the approved landscape details and specifications.

Reason: To improve the appearance of the site in the interests of visual amenity.

03 The management and maintenance of the landscaped areas shall be undertaken in accordance with the approved plans and approved documents including ref: Management Plan Rev C 15/03/2006 and addendums in accordance with the timescale as set out within the approved documents.

Reason: To ensure that due regard is paid to the continuing enhancement and maintenance of amenity afforded by landscape features of communal, public and nature conservation significance.

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04 No development shall take place until 1:20 fully annotated plans, sections and elevation details of the following, including reference to materials used, are submitted to and approved by the Local Planning Authority including:

- Eaves
- Hips
- Ridges
- Chimneys
- Windows (which shall show a minimum of 100mm reveals)
- Window heads and sills
- Surrounds to windows
- Entrance doors
- Garage doors
- Porches

The development shall be implemented strictly in accordance with the approved details before the houses are occupied.

Reason: In the interests of visual amenity and preserving the character of the area.

05 The footpath indicated on the approved drawings in the northwest corner of the site outside and to the north of the approved parking area, is hereby not approved. No development shall take place until a revised layout plan is submitted showing the omission of this footpath detail and further details of the treatment of this area, including the grading of the land areas, including existing and proposed levels datum, showing the relationship of proposed sewage treatment plant to existing vegetation and surrounding landform. The development of this area shall be undertaken in accordance with these approved details prior to the completion of development.

Reason: In the interests of maintaining the amenity value of the area and as it is not possible to link the footpath to the highway.

Reserved matters not approved and still required, before development commences including:

- elevations for all brick walls, fences, cycles sheds and bin stores;
- material samples of all means of enclosure, hard surfacing, external facing and roofing materials for all dwellings and buildings (cross referencing with large scale elevations where relevant (see 04 above));
- the provision to be made for the storage and disposal of refuse;
- details of alterations to be made to any of the existing buildings, where relevant; and
- the provision to be made for contractors vehicles parking and plant, storage of building materials and any excavated materials, huts and working areas.

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, R2, T2, T6, H8, E6.

Winchester District Local Plan Proposals: H1, EN4, EN5, EN7, EN9, H5, H7, RT3, T9.

Emerging Development Plan- WDLP Review Deposit and Revised Deposit: H2, DP1, DP3, DP5, DP6, H5, H7, T1, RT3.

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03. Under the terms of the Water Resources Act 1991 this development will need a Discharge Consent from the Environment Agency. Permission might not be forthcoming. The developer should be aware that the Environment Agency has a presumption against consenting discharge of effluent to wells or deep bore holes.

The proposed development must comply with the Control of Pollution (Oil Storage) (England) Regulations 2001.

The Regulations apply where more than 200 litres of oil are stored (excluding waste oil) in one or more containers. The Regulations stipulate requirements for the standard of tanks, pipework and secondary containment, including bund walls.

04. The applicants are advised that a DEFRA licence will be required in relation to bats at the site and that the recommendations of the Ecological Planning and Research ref: 05/18 April 2005 Bat Survey and Report should be undertaken. In addition, the applicants are advised to consider undertaking a full emergence survey ahead of commencing the works proposed for the mature beech trees on the western boundary and bat survey and to undertake a habitat survey to consider the presence of other protected species on site, in accordance with the Wildlife and Countryside Act 1981, the Habitats Regulations 1994 and The Countryside and Rights of Way Act 2000.