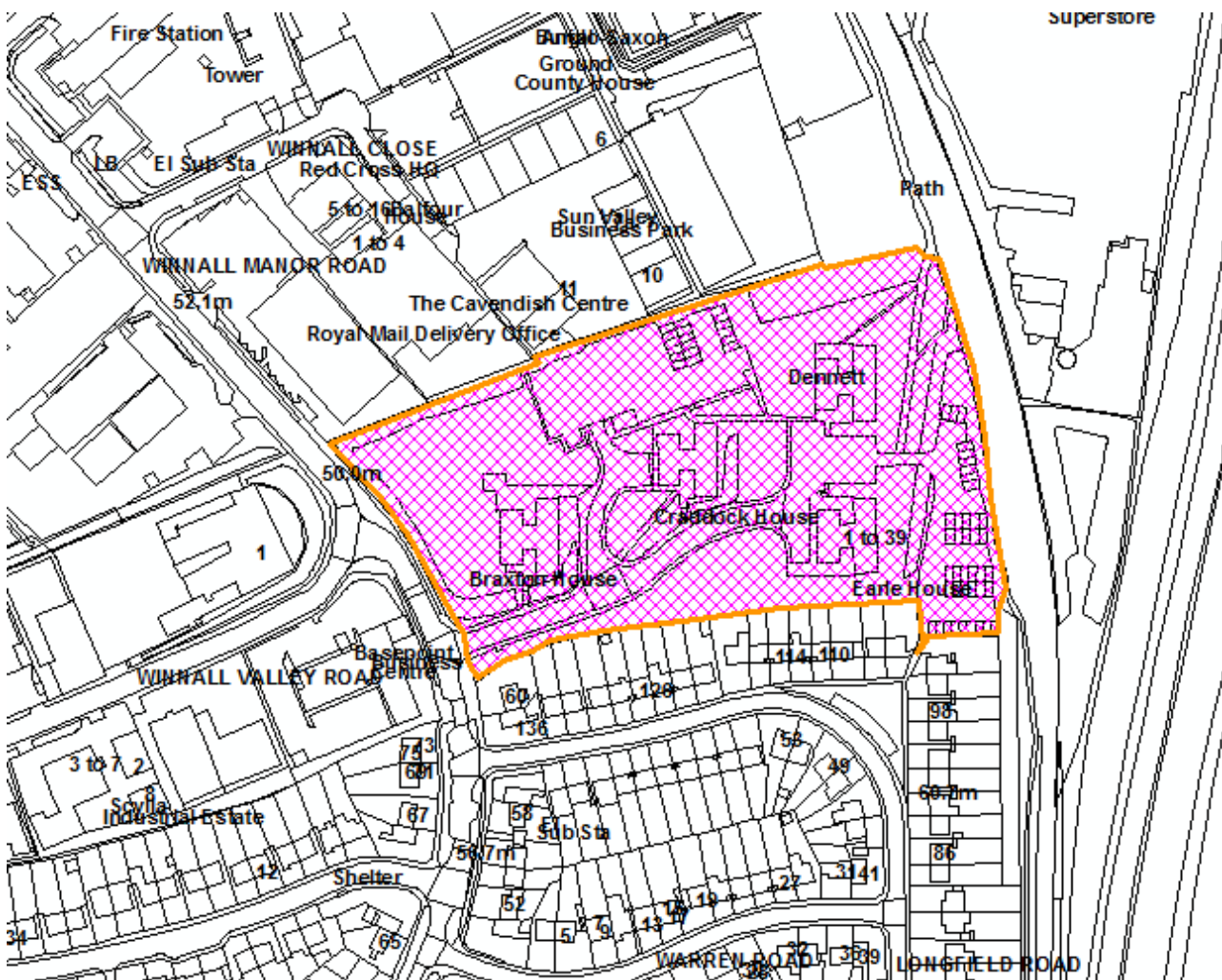


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Case No: 20/02729/FUL
Proposal Description: 1. Erection of additional residential accommodation comprising 32 shared ownership apartments and 41 sub market rent apartments within two five storey apartment buildings and three shared ownership two storey dwellings. 2. Re-landscaping of site to provide pocket park and parking. 3. Upgrading of entrances to existing blocks.
Address: Winnall Flats Winnall Manor Road Winchester Hampshire
Parish, or Ward if within Winchester City: St Bartholomew
Applicants Name: Winchester City Council - Debbie Rhodes
Case Officer: Mrs Megan Osborn
Date Valid: 8 December 2020
Recommendation: Application Permitted

Link to Planning Documents : <https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple&searchType=Application>

Pre Application Advice: yes - 20/01844/PRE



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General Comments

Application reported to Committee as it is a major development, the application is made by Winchester City Council as owner of the site and there have been objections to the application.

Site Description

The application site is located at the very northern end of the existing housing estate known as Winnall. The site has an industrial estate to the north (some recent permissions have been given for student accommodation in this area). To the west of the site across the road are start-up business premises. To the south is the start of the residential estate on Winnall. These are houses which are mainly two storeys, in a terrace or semi-detached format of typically 50's built design. To the north east of the site there is a parcel of land that is owned by Tesco which is currently vacant and overgrown. To the east of the site there is a footpath that runs along the eastern length of the site that links Tesco to the north and the Winnall housing estate to the south. Access to the site can be made from this footpath. Beyond the footpath is the M3 and beyond this approximately 150m away from the site is the South Downs National Park.

The existing site is occupied by 4 blocks of 156 flats. These are Braxton House, Craddock House, Dennett House and Earle House. These blocks are 8 storeys in height and are mainly occupied by council tenants with about 28 flats having been sold under the right to buy.

There is parking leading into the site on the road and there are two main parking areas within the site, one to the north of Craddock House and one in between the two blocks Earle House and Dennett House. There is a line of trees to the east of these two blocks, which form a group Tree Preservation Order (TPO) and to the east of the trees there are existing garage blocks.

Proposal

The proposal is for the erection of 76 new homes. 32 of these will be shared ownership, in block A, which is 5 storeys in height. The apartments in Block A are split into 18 two bedroom apartments and 14 one bedroom apartments. Block B is 5 storeys in height and will consist of 41 sub market rent all 1 bedroom units. The proposals also include 3 two storey dwelling houses to the east of the site, these would all be two bedrooms. The apartments and houses will be built to an AECB standard (Association for Environment Conscious Building). AECB Building Standard allows a standard way of delivering sustainable low energy, low carbon buildings, which can then be certified as such.

The proposal includes changes to the road layout and parking areas for the existing and proposed residents. A total of 174 parking spaces will be provided with 18 disabled parking spaces and 20 Electric Vehicle charging points included within these parking spaces. The parking spaces will be provided in various locations throughout the site with 11 of the parking spaces under car ports under the line of TPO trees to the east of the site. These will have green roofs. 48 cycle parking visitor hoops are proposed on the site. The total footprint of new development is approximately 1135m² not including the relocated and extended substation and carport.

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Changes are proposed to the landscaped area of the site by moving the location of the road running through the site. This will free up some space for a pocket park and a landscaped amenity area in the southern part of the site and retain the open grassed area to the west of the site for the walking of dogs etc. A pedestrian spine is proposed through the middle of the site linking all the existing buildings with the footpath to the east and creating a new link to Winnall Manor Road away from the vehicular access to the west.

The amount of tarmac, mainly in the form of the road existing is 5089m² and the proposed changes to the road layout will result in 3175m² of proposed tarmac, which is a reduction of 1914m².

Further changes will be made to the existing blocks by updating the four entrance areas to these flats.

Relevant Planning History

There is no relevant planning history on this site.

Recent planning permission was given to the neighbouring site directly to the north called the Cavendish Centre. This was given planning permission for the 'Demolition of the existing office building, mixed-use redevelopment of the site comprising: 1,343sq.m (gross internal area) of B1(a) Office; purpose built student accommodation consisting of 3 no. 6 bed cluster flats, 3 no.4 bed cluster flats, 3 no. 5 bed cluster flats, 1 no. 8 bed cluster flat, 35no. studios, including 5no. accessible studios (total of 88 student beds) and a warden's flat, associated communal facilities, external works including landscaping, car parking, bin storage, cycle parking and associated infrastructure' Application number 19/01055/FUL.

Consultations

WCC Service Lead for the Built Environment: Building Control

All of the proposed buildings will be the subject of a Building Regulation application.

The proposed blocks of flats will be required to conform to the current Building Regulation Approved Document B – Means of Escape in Case of Fire effective from 26th November 2020 for buildings with a floor in excess of 11m above external ground level, this will include (but is not limited to) the following:

- A domestic sprinkler system within each flat
- Fire compartmentation of a minimum 60 minutes fire resistance between flats, and between flats and the communal areas
- Cavity barriers surrounding the windows and at the junctions of the compartment walls and floors with the external wall construction
- A minimum of 60 minutes fire resistance to all structure

The proposed elevations indicate external masonry, it is understood that a steel frame structure is proposed. Fire fighting measures to the proposed buildings and a consultation with Hampshire Fire and Rescue Service regarding the communal areas of the flats will be carried out as part of the Building Regulation application.

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WCC Service Lead for Environmental Services: Drainage

No objections, subject to compliance with the drainage details provided in condition 2 and 11.

Flood water management: HCC

Sufficient information have been submitted and received by the Local Lead Flood Authority and therefore no objection is raised, subject to conditions 2 and 11.

HCC Highways

Concerns relating to the adoption of the road- this is to be covered in the S278 and S38 agreement and secured under condition 12.

WCC Service Lead Public Protection: Environmental Protection

The submitted noise report is acceptable and no objections are raised subject to condition 2, which secures the findings and mitigation proposed by the noise report.

WCC Service Lead Public Protection: Contamination

Sufficient information has been given in the initial desk study report, however further ground investigation is needed. This can only be done when the site is cleared because it involves work under the existing site. This approach has been agreed by the local planning authority as the best way forward. Conditions 20, 21 and 22 are proposed to secure this.

WCC Service Lead Environmental Services: Landscape

No objection, subject to conditions on landscaping. Further details have now been provided and they are acceptable and are conditioned under the plans condition 2 and further condition 3. The loss of open space is considered within the report. In general, landscape officers are satisfied that the Landscape Visual Assessment (LVA) has assessed all relevant viewpoints adequately and that the impact on the wider landscape character has been considered and mitigated wherever possible.

WCC Service Lead Environmental Services –Trees

Concerns regarding detailing in relation to the pit details, information has now been provided and the tree officer is now satisfied with the additional information, subject to the information provided in the landscaping details in condition 2.

Natural England

Natural England are satisfied with the information provided and that the local planning authority are the competent authority and therefore able to decide what occupancy is appropriate in terms of nitrates. This is covered in the nitrates section of this report.

WCC Service Lead for Environmental Services: Ecology

No objections, the relevant information has been provided and is conditioned (number 2)

SDNP

Comments received and no objections made.

WCC Service Lead Built Environment: Urban Design

No objections.

Southern Water

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No objections: Our initial investigations indicate that Southern Water can provide foul sewage disposal to service the proposed development.

Fire and Rescue service HQ

All fire safety regulations should be met for a development of this type. All of the recommendations have been taken on board by the applicant.

Designing out crime officer

Various suggestions made under Section 17 of the Crime and Disorder Act 1998 (as amended). The comments were taken on board by the applicant and some changes have been made. These include: Defensive planting next to ground floor flats; the clearing out the understorey to the land licensed from Tesco; and changes the boundary to metal railings to the path beyond the site (between Winnall and Tesco) to allow natural surveillance.

HCC Education

Contributions are not collected for 1-bedroomed properties and from the 21 2-bedroomed properties about seven primary age pupils (approximately one pupil per year group) would be expected. Winnall Primary School has space to accommodate this number of pupils and, therefore HCC will not be seeking a contribution from this development towards educational facilities.

Representations:

City of Winchester Trust:

The density proposed is high, but appropriate for the Winnall Flats site. Impressed with the improvements to the public domain and reducing the dominance of car parking on the site although the residents do still seem concerned about parking. The Trust notes that the layout has been informed by crime prevention, anti-social behaviour and security issues. The landscaping should have proper maintenance, it is also hoped that the houses proposed to the rear of the site (Avenue Houses) do not become surveillance for the whole site.

10 letters received from different households objecting to the application for the following reasons:

- Replacement windows in the existing flats is needed.
- Increase vehicles
- Lack of parking already
- Need electric charging points
- Concerns of parking in other areas of Winnall
- There is not sufficient space for emergency vehicles
- Impact on schools, GP surgeries, transport etc.
- The area would be too overcrowded.
- Concerns on Construction Traffic
- This would result in more anti-social behaviour
- Concerns about noise during construction
- Ecological impacts
- This area cannot cope with the additional people
- The green space around the flats will be reduced.
- Increase in noise which takes away from privacy

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- Concerns regarding the small number of nearby businesses on residents.
- The development would put a burden on existing parking in Winnall.
- Concerns about anti-social behaviour
- Concerns about construction traffic

2 letters of support received.

- This is an excellent initiative by the council to address the shortage of affordable housing.
- The area of the build is rarely used.

Relevant Planning Policy:

Winchester Local Plan Part 1 – Joint Core Strategy

DS1 – Development Strategy and Principles
WT1 – Development strategy for Winchester Town
CP1 – Housing Provision
CP2 – Housing Provision and Mix
CP3 – Affordable Housing Provision on Market led Housing Sites
CP7 – Open Space, Sport and Recreation
CP11 – Sustainable Low and Zero Carbon Built Development
CP13 – High Quality Design
CP14 – Effective Uses of Land
CP15 – Green Infrastructure
CP16 – Biodiversity
CP17 – Flooding, Flood risk and the Water Environment
CP20 – Heritage and Landscape Character
CP21 – Infrastructure and Community Benefit

Winchester Local Plan Part 2 – Development Management and site allocations

WIN1 – Winchester Town
WIN3 – Views and Roofscape
DM1 – Location of New Development
DM2 – Dwelling Sizes
DM5 – Protecting Open Areas
DM6 – Open Space Provision for New Developments
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM18 – Access and Parking
DM24 – Special Trees, Important Hedgerows and Ancient Woodlands
DM26 – Archaeology

National Planning Policy Guidance/Statements:

National Planning Policy Framework (NPPF)

Supplementary Planning Guidance

Winnall Planning Framework

Winnall Community Plan

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Car Parking Standards (2008)

High Quality Places SPD 2015

- Part 4 – Layout arrangement of buildings and creation of spaces
- Part 5 – High quality spaces
- Part 6 – High quality buildings
- Part 7 – Materials and detailing

Planning Considerations

Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and Paragraph 47 of the NPPF requires that applications for planning permission be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations, therefore an Environmental Impact Assessment is not required.

The application site is located approx. 50m from the South Downs National Park

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) updated February 2019. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

The development will not adversely affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

Due to the nature of the development and the distance between the application site and the River Itchen SAC, an Appropriate Assessment under the Conservation of Habitats & Species (Amendment) Regulations 2011 is not required.

The proposed application is for the erection of 76 new homes within two five storey apartment blocks and three, two storey houses together with associated car-port buildings and the re-landscaping of the site to provide for a new pocket park together with car parking. The entrances into the existing four blocks at Winnall Flats will also be upgraded as part of the proposals.

The site is located within the built up area of Winchester, where the principle of development for housing is considered acceptable subject to an assessment of development control criteria, which is considered further below.

Policy CP2 of the Local Plan Part 1 considers housing mix. The policy requires that there should be a majority of 2 & 3 bed dwellings, unless local circumstances indicate an alternative approach should be taken.

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The new units are a mix of 1 and 2 bedroom flats and 3 no two bedroom houses. The majority of the homes will be 1 and 2 bedroom flats with a small number of 2 bedroom houses. This does not meet the requirements set out in policy CP2 that require the majority of dwellings to be 2 and 3 bedrooms. The reason for this is that the requirement of this development is to build small, affordable homes that are economic to run, aimed at younger households earning lower incomes. In addition to this, demand for this tenure shows that 1 and 2 bedroom homes are the most popular size needed. Therefore it is considered that the development has taken into account local housing needs, which is acceptable in relation to policy CP2.

In compliance with DM2, all the dwellings meet the nationally described space standards in that they should exceed 39sqm in internal floor area. The one bedroom / one person flats are 39sqm, the two bedroom flats are 61sqm and the two bedroom houses are 79sqm. The dwellings are designed to meet the requirements of Building Regs M4 (2): accessible and adaptable dwellings.

The proposal is a landscape-led development. The development potential of the site has been maximized (CP14) whilst providing a high quality design appropriate to the local setting and improving the remaining open spaces around the flats (CP20, DM14).

Biodiversity will be maintained and enhanced by the improvements to the open spaces, the retention of trees and the addition of native planting, see ecology section. (CP15, CP16)

The loss of some of the open space is mitigated by the significant improvements that will enhance the accessibility, usefulness and quality of the open space, along with the improvements to the area of land to the north east of the site, see open space section below (CP7).

The Winnall Planning Framework and Winnall Community Plan includes the following objectives:

- enhance the green spaces around the flats – with allotments, community gardens, provision of dog bins
- note concerns about parking and access

It is considered that this development covers the requirements as set out with the document.

Policy CP21 of the LLP1 supports development proposals which provide or contribute towards the infrastructure and services needed to support them. HCC Education services were consulted as part of this application and it concluded that no contributions would be required for a development of this type, therefore this is compliant with this policy.

The principle of development is therefore acceptable.

Affordable housing

The proposed development includes a range of housing types and tenures to complement the housing currently existing on the site which will help to maintain and

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develop a mixed, sustainable community.

Of the existing 156 flats on site the majority are council tenancies with around 25 leaseholder flats having been sold under the right to buy.

The proposed new dwellings will be a mix of affordable home ownership (shared ownership) defined as affordable housing in the NPPF, and sub-market rent, as set out below. Whilst the sub-market rent is not defined as affordable in the NPPF, the rents will be set at a level which is affordable to the identified client group in need of housing in the District: low paid workers (including younger people) earning around and below median incomes, and keyworkers.

The scheme comprises:

- 14 x 1 bedroom/1 person flats @ 39sqm for shared ownership
- 18 x 2 bedroom/3 person flats @ 61sqm for shared ownership
- 3 x 2 bedroom/ 4 person houses @ 79sqm for shared ownership
- 41 x 1 bedroom/1 person flats @ 39sqm for sub-market rent

Evidence of need includes that 67% of applicants on the Help to Buy South register are 1 and 2 person households, The Strategic Housing Market Assessment for Winchester District projects a growth of 23% of single households between 2016 and 2036.

Therefore the proposal meets policy CP3 with regard to the proportion of affordable housing as 46% are affordable (shared ownership).

Design/layout/ Impact on character of area

The proposal is for a council owned housing scheme of two five-storey apartment blocks, to the northern side of the site, and three two-storey houses, to the eastern section of the site.

Solar studies were carried out as part of the submission and these show the existing site layout and how it is affected by different light conditions at different times of the year. It demonstrates that many of the existing substantial external spaces are shaded by the existing blocks for much of the year, whilst the area of the current access road is predominantly in sun.

Taking into consideration the conclusions of the solar studies, and the little benefit that existing residents get from this area, the new blocks are to be set within a substantially re-landscaped setting, which utilises the existing sunnier areas with more landscaped areas and proposes the buildings in the more underused areas of the site to the north of existing blocks. It is considered that the revision to the layout will improve the functioning of the site, and make it a more enjoyable space to be within, for both existing and new residents.

The access road within the site is also proposed to be re-routed to the north of the existing blocks therefore retaining land to the southern part of the site for a new 'pocket park'. A new pedestrian route is also proposed to link the existing blocks to this new park, and on to both the eastern and western ends of the site, where it connects with Winnall Manor Road and the Avenue, which also links with the new houses to the eastern part of the site.

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The site parking has been relocated, with the majority being placed at the northern side of the site, between the new blocks and Dennett House. Other areas are arranged close to Braxton, Craddock, and Earle Houses, together with parking to the Avenue end of the site, which will include some car port structures to protect cars from the trees and birds above.

This scheme proposes to make a better use of the existing external spaces in order to avoid anti-social behaviour and to promote a sense of ownership. These have been achieved by creating well-designed and well-built places that benefit people and communities. This scheme has followed good urban design principles, such as:

- Designing Buildings to positively overlook and address the open space and provide better edges and enclosure;
- Proposed pedestrian routes through the site to improve connectivity, straight as possible, wide and well overlooked;
- Build a community park with opportunities for casual recreational use (rather than to just pass through it);
- Proposed pockets of parking areas, related with each block of apartments, carefully designed with permeable material to reduce the amount of hard paving on site.

Materials to the 5 storey blocks are mainly red brick with black brick detailing, the roofs are flat with parapets so will not be seen apart from the high storeys of the adjacent blocks. These residents will see some PV panels. Windows are framed with dark grey frames and external louvres shade some windows made from aluminium.

The Avenue Houses and Lodge are treated similarly with red brick, concrete roof tiles and dark grey window frames. A small contemporary porch is provided to the front door. The design of these links in with the proposed materials of the new flats whilst responding to the existing dwellings in Winnall. The car port has a green roof and the substation is red brick with an asphalt roof. The scale of these are in keeping with their neighbours on Longfield Road.

Therefore it is considered that the proposed development will respond positively to its location by successfully integrating with the character of the area which enhances the appearance of the wider context. As such it accords with policy CP13 of the LPP1 and policies DM15-17 of the LPP2.

Existing flats

The four existing blocks consist of the same replicated 'H' shaped design. They are situated across the full width of the site, all oriented so that the flats enjoy views from main rooms in an east and west direction, with service rooms such as kitchens and bathrooms facing towards the inner space enclosed by the buildings.

The entrances to the existing blocks of apartments will be improved to be in keeping with the architectural aesthetic and consistent throughout the development, which is considered acceptable.

Impact on neighbouring amenities

The new blocks are located to the north of the existing blocks and therefore would not

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result in any adverse overshadowing to any existing residential amenities.

The new apartments have single-aspect arrangements, orientated to the east or west, in common with the existing blocks. In this manner they do not look directly onto the existing residents, with the closest relationship being that between part of the eastern side of proposed Block B, and part of the western face of Dennett House. These are separated by approximately 23m.

The proposed house, called Avenue Lodge, at the end of the avenue would not result in any overshadowing or overlooking towards any residential amenities.

The Avenue houses to the south of this house, are to the north of existing dwellings on Longfield Road. The only windows on the southern elevation would be for a stairwell and no other windows are proposed. Therefore it is considered that there will be no material planning harm in terms of overlooking from a habitable room to the amenities of the dwellings on Longfield Road.

The proposals therefore accord with Policy DM17 of LPP2.

Landscape/Trees

The application is very much landscape led with changes to the existing site layout to maximise the usable landscape areas around the current and proposed blocks. The majority of the onsite mature trees will be retained, whilst 131 new trees will be planted, with a net gain of 112 trees. The landscape proposals will also include new shrub, perennial and wildflower planting, a pedestrian link, and multi functional open space including growing area, seating and children's play.

The application included a Landscape Visual Assessment (LVA) that was carried out regarding the proposed development in November 2020, it concluded:

- Overall there will be some limited impact on the landscape during the construction phase of the development.
- New planting will soften both the existing and proposed development and provide landscape enhancement to the site.
- Due to the location of the site, there will be no significant harm on the effects of the SDNP.
- The site is generally well contained visually within the wider landscape.
- The development will blend with the views of the existing taller buildings on the site and therefore would be insignificant with the context of the views of the surrounding built form.

Overall, the LVA considers that the development proposed is acceptable in line with development plan policy for the reasons above.

It is concluded that the LVA has assessed all relevant viewpoints adequately and that the impact on the wider landscape character has been considered and mitigated wherever possible. Additionally the amount of trees to be removed is minimal and with a net gain of 112 the overall loss is acceptable. The development is therefore in line with LPP1 policy CP20, and LPP2 policy DM23 and DM24 by enhancing the setting of the built form and enhancing the character of this part of Winnall.

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Open Space

The external area of the estate is an important element of this scheme to encourage a stronger sense of ownership and designed to ensure that it is attractive, safe, accessible and well connected to its surroundings.

The proposal will mean a loss of open space as stated in the Planning Statement. The loss of some of the open space is mitigated by the significant improvements that will enhance the accessibility, usefulness and quality of the open space.

Policy CP7 says that new housing should make provision for public open space in accordance with the standards in Tables 1 and 2 'preferably through on site provision where feasible or by financial contributions towards off-site improvements'. This development is proposing that there be 76 new dwellings. The submitted accommodation schedule states that this will mean an additional 107 residents on the site. The open space standard would therefore expect there to be 0.43 ha or 4320 m² of new open space provided for this size of population.

The application is proposing large area of landscaping with the area to the south of Craddock House to be used as a large landscaped amenity area. There is a central spine running through the site linking the site from east to west, increasing the permeability of the site also. On top of all this the area of land to the north east of the site, owned by Tesco, has been leased by the City Council and they are proposing to landscape this area as part of this proposal. This area of land is approximately 1.88 hectares and therefore more than meets the requirements as set out in policy CP7. The landscaping and ecology of this land has been assessed and it is found acceptable.

It is acknowledged that a significant quantum of development is being proposed for this site. However, the raising of the overall quality of the built form, together with the landscape proposals and the proposed Tesco site, would compensate for the loss of the open space whilst strengthening the character and identity of the place. The proposals therefore comply with policy CP7.

Highways/Parking

The application proposes to move the main service road that runs through the site. The works to the existing highway requires a S278 agreement and the extinguishment of the existing highway and adoption of the new access road will be via a S38 agreement. Condition 12 secures the S278 / S38 agreement. The new road layout is considered acceptable and is in line with current Highways Standards.

The proposals also include the demolition of the garages and provides parking spaces in small and larger parking courts near the existing four blocks of flats and car ports to the east of the line of beech trees behind Earle House.

The site is located in a highly accessible location, with most key facilities being a reasonable walking distance away, and Winchester City Centre being accessible by cycle, public transport, or a longer walk. As such, the site is considered to be a 'walkable neighbourhood' as defined by the Manual for Streets.

The site is also situated near to employment, public open space, local schools, services and amenities. The National Cycle Route No.23 runs through the site, along Winnall

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Manor Road and connects to the City Centre, and the Stagecoach Kings City 1 is a frequent service linking Winnall and Stanmore via the City Centre.

174 parking spaces are to be provided in total over the whole site, that is 117 spaces provided for the existing flats calculated at a use of 0.75 vehicles per flat (this figure is taken from a number of parking surveys carried out by the applicant) and 57 spaces for the new units (this again is calculated at 0.75 vehicles per flat). It is considered that this figure is reasonable given the current usage of the parking spaces, by existing residents, the location of the site in a sustainable location and the size of the units proposed. It is acknowledged that there is a high number of non-residents using the site for parking and council are looking into ways of controlling this.

The scheme provides sufficient parking especially for a scheme that is sustainable, such as this, and therefore not encouraging car use and at the same time enhancing green spaces and cycle provision. Therefore this is acceptable in relation to Local Plan Part 2 Policy DM17 in that it provides a safe and secure accessible by all both on and off the site.

Ecology:

The application has been submitted with an Ecological Impact Assessment, which concluded that although there is a small amount of ecological features on the site, some mitigation has been proposed and should be carried out in accordance with the report. The landscape proposed provides a Biodiversity Net Gain overall through new planting on site comprising a variety of new trees, shrubs, perennials, bulbs and areas of wildflower meadow, including many native and pollinator species. In addition to this 131 new trees will be added with only 19 existing trees removed, whilst the majority of on site mature trees will be retained.

Further land has been provided to the north east of the in line with the requirements set out in LPP1 policy CP7 (see landscape section) and this has been assessed by ecology and no objections have been raised.

As such it is considered that the proposals are in accordance with policy CP16 of the LPP1.

Drainage

This is in flood zone 1, which has lower probability of flooding, a Flood Risk Assessment FRA has been carried out, which concludes that the development of the site can be delivered in a safe and sustainable manner, the site has no history of flooding. The proposed surface water drainage would provide suitable surface water management in terms of run off and quality therefore this is acceptable in accordance with development plan policy CP17 of the LPP1.

Noise

Although the existing site is residential, the site of the proposed new apartments means that residential accommodation will be located closer to the business units on Winnall Trading Estate to the north of the site and Tesco beyond. Similarly, the residential dwellings to the east of the site would serve to bring development closer to the M3 motorway, which has been identified as another potential noise source.

A noise assessment has been undertaken to ensure a suitable noise mitigation strategy

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is in place to protect the amenity of future occupants of the proposed apartments. The mitigation measures include façade treatment in the form of glazing and ventilator specifications with appropriate acoustic performance ratings, where required and these meet the relevant standards.

In conjunction with the project architect, mechanical engineer and overheating consultant, consideration has been given to internal noise levels during overheating conditions. The resulting assessment provides a minimum acoustic performance specification for façade ventilation panels such that suitable internal noise levels can be achieved while providing additional ventilation rates to control overheating.

The proposals therefore comply with policy DM20.

Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty as statutory planning authority for the council.

Sustainability

The Council declared a climate emergency in June 2019 and aims for the District to be carbon neutral by 2030.

The scheme is designed to achieve the AECB levels (Association for Environment Conscious Building) which can be described as a Passivhaus Light standard. This is significantly better than the LPP2 policy CP11 Policy requirement of Building Regulations part L +19%. Design elements to achieve this standard include high insulation values, high levels of air tightness, mechanical ventilation heat recovery (MVHR), photo voltaic panels, electric heating and hot water and solar shading screens to minimize overheating. Water consumption will comply with Building Regulations part L +19% by using kitchen and bathroom fittings to reduce water consumption.

In regards to sustainability, the scheme is designed to be highly sustainable (AECB standards) and provide for a high quality living environment for new and existing residents. Therefore it is compliant with the LPP2 policy CP11.

Nitrates

The project being assessed would result in a net increase of 76 additional units of residential accommodation within Winchester District, and would result in an additional nitrate contribution of 143.3 Kg/N/year.

Natural England recommends a default occupancy rate of 2.4 is used, which is based on the Office for National Statistics average occupancy figure and is considered to be suitably precautionary. For a bespoke calculation to be used Natural England recommend that Local Planning Authority, as competent authority, is satisfied that the evidence submitted is appropriately precautionary.

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The nitrate budget has been calculated using an occupancy rate of 1 for the 41x1 bedroom/1 person rented flats and an occupancy rate of 2 for the 14x1 bedroom/1 person shared ownership flats and 2.4 for all other units of accommodation.

This is considered an acceptable approach for two reasons.

Firstly, the physical size constraints of the unit should result in its use as 1-person or 2-person residences. The units this is proposed for are in blocks of flats, which are unable to be physically extended.

Secondly, the proposal is to provide affordable housing units which will be managed by Winchester City Council as Housing Authority. The tenancy agreements for the units will provide for occupancy to be restricted to single and two person residences only and the Housing Authority will be able to inspect and enforce this under the tenancy agreements. The Local Planning Authority has received confirmation from the Housing Authority as applicant that suitable provisions will be included in the tenancy agreements to this effect and the Grampian condition being applied (discussed below) will provide for further confirmation of this control on occupancy to be secured by way of an appropriate planning obligation provided by the Housing Authority alongside the proposed mitigation.

Whilst it is acknowledged that these residents may have guests visiting the property, the nitrate input from such guests is taken as being from their own residence.

As a result, and following a precautionary approach, in this instance the Competent Authority is satisfied that the occupancy rate of 1 on some of the units is accurate and reflective of the future use of the unit.

In line with Policy CP16 of the Winchester City Council Local Plan Part 1 Joint Core Strategy, and the WCC position statement on nitrate neutral development, a permanent significant effect on the Solent SPAs due to increase in eutrophication as a result of the new development, is likely. As such, in order to lawfully be permitted in accordance with the Habitats Regulations based, the development will need to include a package of avoidance and mitigation measures as described in order that the integrity of the European sites is not adversely affected.

Conclusion

In conclusion, it is considered that the proposed development will respond positively to its location by successfully integrating with the character of the area and enhancing the appearance of the wider context. The proposed development will further enhance the conditions present within its surroundings by improving the public realm, raising the quality of the buildings and improving natural surveillance. The proposed development makes more efficient use of land in a sustainable location while providing substantial, accessible and useable community spaces.

Both the Appropriate Assessment (AA) and Natural England conclude that a Grampian condition is acceptable in this instance to mitigate against nitrates and the Construction, demolition and environmental management plan, which has also been conditioned has sufficient information to protect the surrounding environment and neighbouring uses. Therefore, the mitigation proposed along with the information submitted provides sufficient detail that it is considered that the proposed development of the housing and

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landscaping is acceptable in relation to relevant planning policy.

This development is therefore recommended for approval in relation to policies, DS1, WT1, CP1, CP2, CP3, CP7, CP11, CP13, CP14, CP15, CP16, CP17, CP20 and CP21 of the LPP1 and policies WIN1, WIN3, DM1, DM2, DM5, DM6, DM15, DM16, DM17, DM18, DM24 and DM26 of LPP2.

Recommendation

Application Permitted subject to the following condition(s):

Conditions

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

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

2. The development hereby permitted shall be carried out in accordance with the plans and documents listed below unless otherwise agreed in writing by the local planning authority:

Site location plan 01-101 Rev B
Existing site plan 01-102 Rev B
Block plan existing 01-103
Proposed block plan 01-104 Rev C
Proposed block plan 01-104 Rev C – showing the finished floor levels
Block A – Floor plan 03-A100 Rev I
Block A – Roof plans 03-A101 Rev B
Block B – Floor plan 03-B100 Rev I
Block B – Roof plan 03-B101 Rev B
Avenue Houses – Ground floor plan 03-H100 Rev F
Avenue Houses – First floor plan 03-H101 Rev B
Avenue Lodge – Floor plans 03-L100 Rev F
Avenue Lodge – Roof plan 03-L102 Rev A
Site Section AA 05-100 Rev A
Site section BB 05-101 Rev A
Site section CC 05-102 Rev A
Block A – North and east elevations 05-A100 Rev B
Block A – South and west elevations 05-A101 Rev B
Block B – North and east elevations 05-B100 Rev F
Block B – South and west elevations 05-B101 Rev F
Avenue Houses – Elevations 05-H100 Rev D
Avenue Lodge – Elevations 05-L100 rev D
Existing blocks – Existing plan and elevation 30a-100 Rev B
Existing blocks – Proposed plan and elevation (type 1) 30a-101 Rev B
Existing blocks – Proposed plan and elevation (type 2) 30a-102 Rev A
Existing Blocks – Proposed visual 30a-103 Rev A
Existing blocks – Entrance key plan 30a-104 Rev A
Substation plans and elevations 30B-100 Rev B
Car Port plans and elevation 30B-200 Rev B

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Apartment type A 80-100 Rev B
Apartment type B 80-102 Rev B
Aerial view VS-100 Rev B
Block A visual VS-101 Rev B
Block B Visual VS-102 Rev B
Pocket Park VS-103 Rev B
The Avenue VS-104 Rev B
Topographical survey 209419-2871

Landscaping plans

General arrangement plan - 100 C04
General arrangement plan 01 – 101 C03
General arrangement plan 02 – 102 C03
General arrangement plan 03 – 103 C02
General arrangement plan 04 – 104 C03
General arrangement plan – Eclectic charging points – 100 Rev H
GA Kerb plan and hard landscape 01 – 105 C02
GA Kerb plan and hard landscape 02 – 106 C02
GA kerb plan and hard landscape 03 – 107 C02
GA Kerb plan and hard landscape 04 – 108 C02
GA fencing and street furniture plan 01 – 109 C02
GA fencing and street furniture plan 02 – 110 C02
GA fencing and street furniture plan 03 – 111 C02
GA fencing and street furniture plan 04 – 112 C02
GA setting out plan 01 – 113 C02
GA setting out plan 02 – 114 C02
GA setting out plan 03 – 115 C02
GA setting out plan 04 – 116 C02
Landscape graphic plan – 117
Hard landscape build up detail – 200 C01
Kerb and edging detail – 201 C01
Steps Detail – 202 C01
Balustrade and retaining wall detail and section – 203 C01
Typical tree and shrub planting detail – 204 C01
Play equipment detail 205
Close board, trellis and brick wall and metal rail and brick wall details – 206 C01
Timber hit and miss fencing detail -207 C01
Bike stands – 208 C01
Retained steps section – 209 C01
Tree pit to parking details – 210 C01
General arrangement planting plan – 300
Planting plan 01 – 301
Planting plan 02 – 302
Planting plan 03 – 303
Planting plan 04 – 304
Planting plan schedule – 305
NBS Specification – 900
Landscape management plan 1468-05-600
Proposed landscape works –Tesco land 10001 Rev B
Landscape appraisal - Dec 2020, revised Jan 2021 – 1468 LVApp rev B

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Tree plans

Arboricultural assessment and method statement 17375-AA-CA
Tree constraints plan 17375-BT2
Tree protection plan 17375-BT3
Manual for managing trees on development sites -Barrell

1637_Design and access statement

Acoustic report prepared by RSK, titled 'Winnall Flats', report reference 298201-RSK-RP-002-(01) dated April 2021

Ecology

External lighting layout WIN-WdA-00-ZZ-DR-E-0002 P3
Ecological Impact Assessment - ECOSA March 2021 – ref 20.0545.0001.F1
Technical note –ECOSA 2nd Dec 2020
Biodiversity metric Assessment 20.0454.002.DO

Drainage

Micro Drainage Calculations; dated: 23/02/2021.
Flood Risk Assessment and Drainage Strategy ref: 5013400-RDG-XX-XX-DOC-C-0500; dated: 16/11/2020.
EXISTING DRAINAGE SURFACE & FOUL & PROPOSED LAYOUT OVERLAY - SHEETS 1 & 2; ref: 5013400-RDG-XX-ST-PL-C-0104-0105; dated: SEPTEMBER 2020.
PROPOSED BELOW GROUND DRAINAGE LAYOUT SHEET 1 & 2; ref: 5013400-RDG-XX-ST-PL-C-0540-0541; dated: NOVEMBER 2020.
EXISTING EXCEEDENCE FLOWS; ref: 5013400-RDG-XX-ST-PL-C-0560; dated: NOVEMBER 2020.
Phase 1 Desk Study & Phase II Site Investigation Report; Report Reference: LP2285; dated: 17th September 2020.

Construction, demolition and environmental management plan – Aug 2020
Transport Statement – Stuart Michael Associate Ltd Nov 2020

Reason: For the avoidance of doubt, to ensure that the proposed development is carried out in accordance with the plans and documents from which the permission relates to comply with Section 91 of the Town and Country Planning Act 1990.

3. No development shall take place above DPC level until details and samples of the materials to be used in the construction of the external surfaces of the development 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.

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

4. All hard and soft landscape works shall be carried out in accordance with the approved details as listed in condition 2. The works shall be carried out prior to the completion of the development hereby permitted or in accordance with the programme agreed with the Local Planning Authority. If within a period of five years after planting any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased another tree or plant of the same species and size as that

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originally approved shall be planted at the same place, within the next planting season, unless the Local Planning Authority gives its written consent to any variation.

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

5. Prior to the commencement of the development above DPC level hereby permitted, detailed information demonstrating that the development will achieve AECB standards shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2018 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

6. Prior to the occupation of the development hereby permitted detailed information demonstrating that the development will achieve AECB standards shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

7. Details of the solar panels to be installed on the roof of the new blocks hereby permitted shall be submitted to and approved, in writing, by the Local Planning Authority before their installation. The development shall be carried out in accordance with the approved details.

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

8. The parking areas including the garages shall be provided in accordance with the approved plans before the development hereby permitted is first occupied and thereafter permanently retained and used only for the purpose of accommodating private motor vehicles or other storage purposes incidental to the use of the dwellings on the sites a residence.

Reason: To ensure adequate car parking provision within the site in accordance with the standards of the Local Planning Authority.

9. No development shall take place until all Protective measures, including fencing and ground protection, in accordance with the Arboricultural method statement (written by Barrell Tree consultancy dated 4rd Dec 2020 – ref 17375-AA-CA) and the submitted Tree protection plan ref. 17375-BT3 and submitted to the Local Planning Authority is installed and retained during construction.

Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

10. No development shall take place until the Local Planning Authority's Arboricultural Officer is informed once protective measures have been installed so that the Construction Exclusion Zone (CEZ) can be inspected and deemed appropriate and in accordance with

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the Arboricultural method statement (Arbtech written by Matthew Middle dated 10th May 2018). Such measures shall be retained during the construction period.

Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

11. The drainage system shall be constructed in accordance with the Flood Risk Assessment and Drainage Strategy ref: 5013400-RDG-XX-XX-DOC-C-0500. Any changes to the approved documentation must be submitted to and approved in writing by Local Planning Authority and Lead Local Flood Authority. Any revised details submitted for approval must include a technical summary highlighting any changes, updated detailed drainage drawings and detailed drainage calculations.

Reason: To ensure satisfactory provision of foul and surface water drainage.

12. Notwithstanding the information provided within the application documentation, the detailed layout of the site shall comply with the Local Planning Authority's standards in respect of road and footpath design and vehicle parking and turning provision and the applicant shall enter into a S278/S38 Agreement for the adoption of the sites road and footpaths where required by the Highways Authority.

These works to be agreed by the highway authority and completed prior to occupation of the dwellings hereby permitted.

Reason: In the interests of highway safety.

13. An Employment and Skills Plan shall be submitted and approved, in writing, by the Local Planning Authority before the use hereby permitted is commenced. The development shall be carried out in accordance with the approved report.

Reason: In the interests of the economy of the surrounding area.

14. The dwellings hereby permitted shall NOT BE OCCUPIED until:

- a) A water efficiency calculation which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to and approved in writing by the Local Planning Authority
- b) A mitigation package addressing the additional nutrient input arising from the development has been submitted to, and approved in writing by the Local Planning Authority. Such mitigation package shall address all of the additional nutrient load imposed on protected European sites by the development and be implemented in full prior to first occupation and shall allow the Local Planning Authority to ascertain on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of the protected European Sites, having regard to the conservation objectives for those sites; and
- c) All measures forming part of that mitigation have been secured and submitted to the Local Planning Authority.

Reason: To accord with the Conservation of Habitats and Species Regulations 2017, and Policy CP11, CP16 and CP21 of the Winchester District Local Plan Part 1.

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15. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended), (or any order revoking and re-enacting that order, with or without modification), no windows other than those expressly authorised by this permission shall, at any time, be constructed in the southern elevations of the Avenue houses hereby permitted.

Reason: To protect the amenity and privacy of the adjoining residential properties.

16. No arboricultural works other than those specified and in accordance with Arboricultural Method Statement (Barrell - 3rd Dec 202 17375-AA-CA) shall be carried out to trees. Any deviation from the works set out in the Method Statement shall be agreed in writing to the Local Planning Authority.

Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

17. No development, or site preparation prior to operations which has any effect on compacting, disturbing or altering the levels of the site, shall take place until a person suitably qualified in arboriculture, and approved as suitable by the Local Planning Authority, has been appointed to supervise construction activity on the site. The arboricultural supervisor will be responsible for the implementation of protective measures, special surfacing and all works deemed necessary by the approved arboricultural method statement. Where ground measures are deemed necessary to protect root protection areas, the arboricultural supervisor shall ensure that these are installed prior to any vehicle movement, earth moving or construction activity occurring on the site and that all such measures to protect trees are inspected by the Local Planning Authority Arboricultural Officer prior to commencement of development work.

Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

18. No machinery shall be operated, no process shall be carried out and no deliveries shall be taken at or dispatched from the site during the construction stage except between the hours of 0800 and 1800 Monday to Friday and 0800 and 1300 on Saturdays and at no time on Sundays and recognised public holidays, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenities of the occupiers of nearby properties.

19. No materials shall be burnt on site at any time during the construction period.

Reason: To protect the amenity of occupiers of nearby premises and in the interest of public health.

20. No development shall take place unless otherwise agreed in writing until a scheme to deal with contamination shall be submitted to and approved in writing by the Local Planning Authority.

The scheme shall conform to current guidance and best practice as set out in BS10175:2011 Investigation of potentially contaminated sites - code of practice; CLR 11 - Model procedures for the management of land contaminations; or other supplementary
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guidance and include the following phases, unless identified as unnecessary by the preceding stage and agreed in writing by the LPA:

- a) A site investigation report documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the desk top study;
- b) A remedial strategy detailing the measures to be undertaken to avoid risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such scheme shall include nomination of a suitably qualified person to oversee the implementation of the works.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants

21. Where a potential for contamination to be present has been identified a site assessment is required to quantify risks to the developer during construction and to future occupants. It is important this is undertaken prior to development commencing to enable appropriate remedial solutions to be incorporated into the final design stage of the development (such as the need for contamination removal or treatment, design and installation of gas protection measures, the use / re-use of materials on site or the need for cover systems and to ensure protection to workers and the general public during the development.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants

22. Prior to the occupation of the development hereby permitted, written verification produced by the suitably qualified person nominated in the approved remedial strategy shall be submitted to and approved in writing by the Local Planning Authority. The report must demonstrate that the approved remedial strategy has been implemented fully, unless varied with the written agreement of the Local Planning Authority in advance.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

23. Development shall cease on site if, during any stage of the works, potential contamination is encountered which has not been previously identified, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before an assessment of the potential contamination has been undertaken and details of the findings along with details of any remedial action required (including timing provision for implementation), has been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

24. Prior to Asbestos removal on site, Appendix 5 - Asbestos Management Plan of the Construction, Demolition & Environmental Management Plan must be completed prior to the commencement of any works to remove asbestos on site.

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Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

Informatives:

1. In accordance with paragraph 38 of the NPPF (July 2018), Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:
 - offer a pre-application advice service and,
 - update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

In this instance the applicant was updated of any issues after the initial site visit.

2. 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.
3. The Local Planning Authority has taken account of the following development plan policies and proposals:-

Winchester Local Plan Part 1 - Joint Core Strategy
DS1 – Development Strategy and Principles
WT1 – Development strategy for Winchester Town
CP1 – Housing Provision
CP2 – Housing Provision and Mix
CP3 – Affordable Housing Provision on Market led Housing Sites
CP7 – Open Space, Sport and Recreation
CP11 – Sustainable Low and Zero Carbon Built Development
CP13 – High Quality Design
CP14 – Effective Uses of Land
CP15 – Green Infrastructure
CP16 – Biodiversity
CP17 – Flooding, Flood risk and the Water Environment
CP20 – Heritage and Landscape Character
CP21 – Infrastructure and Community Benefit

Winchester Local Plan Part 2 – Development Management and site allocations
WIN1 – Winchester Town
WIN3 – Views and roofscape
DM1 – Location of New Development
DM2 – Dwelling Sizes
DM5 – Protecting Open Areas
DM6 – Open Space Provision for New Developments
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles

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DM18 – Access and Parking

DM24 – Special Trees, Important Hedgerows and Ancient Woodlands

DM26 - Archaeology

National Planning Policy Framework

Other documents

Winnall Planning Framework

Winnall Community Plan

Car Parking Standards (2008)

High Quality Places SPD 2015

- Part 4 – Layout arrangement of buildings and creation of spaces
- Part 5 – High quality spaces
- Part 6 – High quality buildings
- Part 7 – Materials and detailing

4. A formal application for connection to the water supply is required in order to service this development. Please contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk.

Any works within highway/ access road will require to protect public apparatus and the protection details need to be submitted to, and approved by Southern Water under NRSWA enquiry.

5. The applicant is advised that one or more of the Conditions attached to this permission need to be formally discharged by the Local Planning Authority before works can commence on site. Details, plans or samples required by Conditions should be submitted to the Council at least 8 weeks in advance of the start date of works to give adequate time for these to be dealt with. If works commence on site before all of the pre-commencement conditions are discharged then this would constitute commencement of development without the benefit of planning permission and could result in Enforcement action being taken by the Council.

- The submitted details should be clearly marked with the following information:
- The name of the planning officer who dealt with application
- The application case number
- Your contact details
- The appropriate fee

Further information, application forms and guidance can be found on the Council's website www.winchester.gov.uk