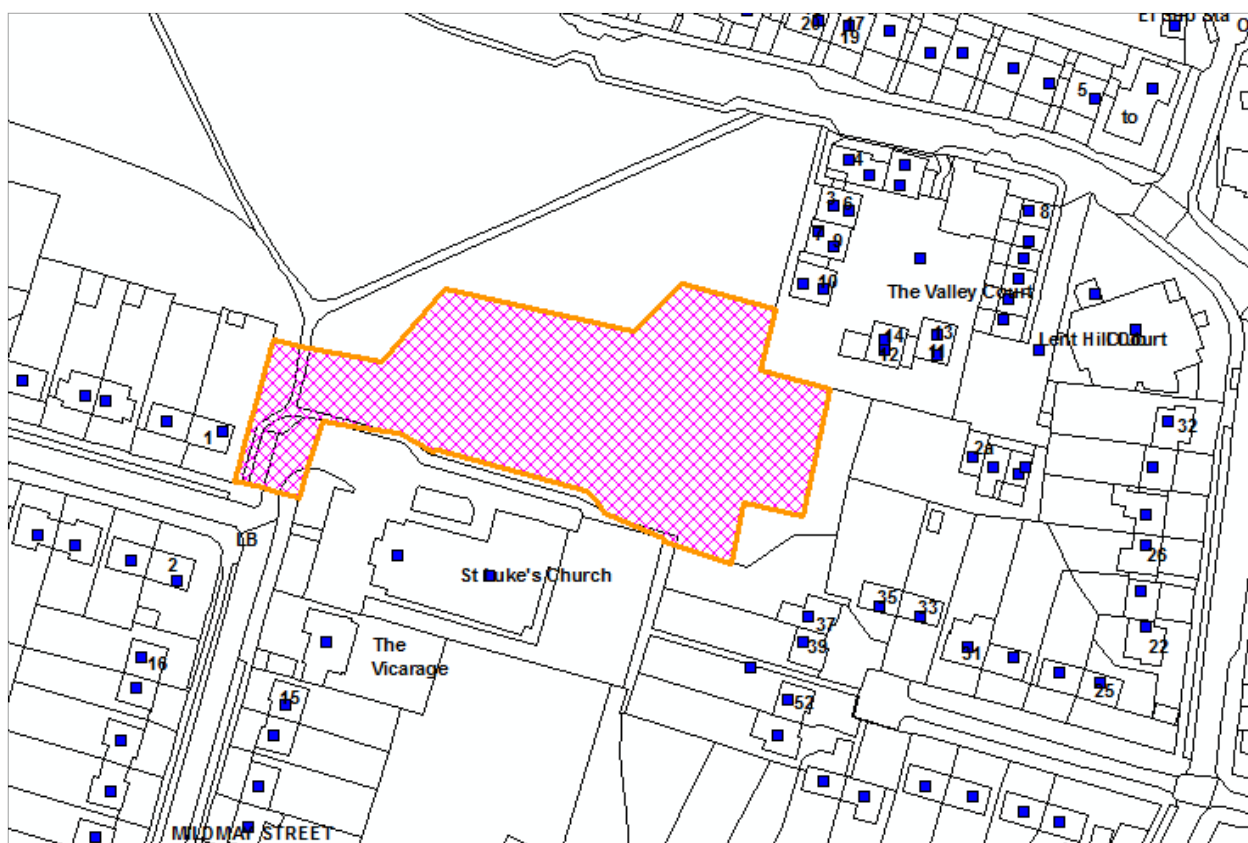


WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE AGENDA

**Case No:** 18/01792/REM  
**Proposal Description:** Reserved matters application - consent for appearance, landscaping, layout and scale for new dwellings behind St Lukes Church  
**Address:** Land At Stanmore Estate North Of Stanmore Lane Winchester Hampshire  
**Parish, or Ward if within Winchester City:** St Luke  
**Applicants Name:** Ms Debbie Rhodes  
**Case Officer:** Verity Osmond  
**Date Valid:** 25 July 2018

**Recommendation:**



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**General Comments**

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**The application is reported to Committee in accordance with the scheme of delegation as the Council is the applicant and 1 letter of objection has been received contrary to the recommendation for approval.**

This reserved matters application relates to outline planning permission 17/00641/FUL for the development of approximately 9 family houses behind St. Luke's Church including the construction of a new access road from Mildmay Street. The original outline application was approved at committee on 27<sup>th</sup> July 2017 following a pre-emptive site visit.

This application seeks consent for appearance, landscaping, layout and scale for the 9 new dwellings behind St Luke's Church. The matter of access is not subject of this application as it was approved under the original application.

### **Site Description**

The application site for phase 2B has site area of approximately 0.35 hectares. The site is located on land behind of St Luke's Church. The site is situated within 'The Valley' which is a steep sided chalk valley running through the Stanmore area of Winchester. The application site is currently informal open space with sporadic tree planting. The site is bounded by St Luke's Church on its southern boundary, residential development to its east and west and to the north by flats approved under the previous application 17/00641/FUL.

The surrounding area is characterised by a juxtaposition of the 1930's style Arts and Crafts Garden City influenced master plan of Stanmore with the gradual and incremental infill development of the Valley of the late 20th century. The dual gable frontage and low hanging pitched roofs of the residential dwellings within the locality is a defining characteristic of the Stanmore Area, with traditional Hampshire materials of clay tile and red brick common place.

The lower part of The Valley has a distinctly different character with newer and higher buildings featuring 4 storey built form with a higher percentage of flats. These blocks are constructed in red and yellow brick with tiled pitched roofs, some of the buildings feature white wood cladding.

Along the top of the site to the rear of the gardens of the properties on Battery Hill is an informal unsurfaced path known as the "chicken run" which is a well used path. There are other routes through The Valley but the slope of the land limits accessibility in some areas.

### **Proposal**

This application relates to the approval of reserved matters relating to the outline application for Phase 2B which formed part of a wider hybrid application for The Valley, Stanmore and which was granted at committee on 27.07.2017 with the reference: 17/00641/FUL.

The reserved and other matters applied for are as follows;

a) The layout including the positions and widths of roads and footpaths.

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b) Landscape considerations including:

(i) an accurate plan showing the position, type and spread of all the trees on the site and a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to bring each tree to a satisfactory condition; and also details of any proposals for the felling, pruning, trimming or uprooting of any trees;

(ii) a landscape scheme showing the planting proposed to be undertaken, the means of forming enclosures, the materials to be used for paved and hard surfaces and the finished levels in relation to existing levels;

(iii) the arrangements to be made for the future maintenance of landscaped and other open areas.

c) The siting of all buildings and the means of access thereto from an existing or proposed highway, including the layout, construction and sightlines.

d) The design of all buildings, plant and tanks, including the colour and texture of external materials to be used together with samples of all external facing and roofing materials.

e) The details of materials/treatment to be used for hard surfacing.

f) The layout of foul sewers and surface water drains.

g) The provision to be made for the parking ,turning, loading and unloading of vehicles.

h) The alignment, height and materials of all walls and fences and other means of enclosure.

i) The provision to be made for the storage and disposal of refuse.

j) 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.

### **Relevant Planning History**

17/00641/FUL - (AMENDED PLANS 05.06.2017) Outline application for the development of approximately 9 family houses behind St. Luke's Church including the construction of a new access road from Mildmay Street. Full planning application for the development of 5 dwellings North of Battery Hill, including a new access road. 39 dwellings off Wilberforce Close, associated parking spaces and hard and soft landscaping. 23 dwellings off the Valley, associated parking and landscaping Improvements to footpath network across the Valley and landscaping improvements. Application permitted at committee July 2017.

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**Consultations**

Engineers: Drainage: No objection subject to further testing (conditions 26 and 27 of outline permission)

Capacity in the foul sewer system has been confirmed by Southern Water in the outline application. Surface water drainage is to soakaways. The note states that site-wide infiltration tests to BRE 365 are still to be undertaken. The suitability of the surface water drainage design cannot be confirmed until the receipt of the results from this further testing is submitted.

The site is in Flood Zone 1 and is at very low risk of surface water flooding. The layout as proposed should not obstruct any existing surface water flow pathways modelled for the area.

Engineers: Highways: No objection

The access issues of this proposal were considered at outline stage, when no highway objections were raised. The details submitted with this reserved matters application appear to be acceptable from a highway point of view. Therefore no objections.

Head of Landscape: No objections

CP7 of LPP1 was examined when the whole application site was being considered. An objection was originally raised to the loss of open space at the Valley but this was subsequently overcome in that sufficient improvements would be made to the remainder of the open space to make the loss acceptable. Furthermore, CP7 permits the loss of open space if the community benefit of what is being proposed outweighs the harm which would result from the loss of open space.

WIN8 - The Stanmore Planning Framework proposes the building of new Council houses on Council owned open space. The policy later made it an objective that existing open spaces would be improved and better use made of them.

It is accepted that some WCC open space will have to be built on, but the improvements which are being made to the remaining open space in The Valley provide suitable mitigation and will make the space more usable for more residents.

Head of Trees:

The most westerly houses were requested to be pushed towards the east at the outline application stage so they do not conflict with the existing Beech Trees – this is shown in the reserved matters application.

**Representations:**

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City of Winchester Trust: No comments

1 letters received objecting to the application for the following reasons:

- Loss of natural amenity
- Impact on local wildlife
- Increase traffic and noise on roads.
- Pressure on existing parking spaces.

Reasons aside not material to planning and therefore not addressed in this report

- Impact of development on personal health

1 letters of support received.

- Good Layout
- Positive integration of steps on path up from St Mary's and path down to the Valley.

**Relevant Planning Policy:**

The Development Plan: Winchester District Local Plan Part 1 2011- 2031 (LPP1), and Winchester District Local Plan Part 2 (LPP2)

LPP1 formally adopted by the Council on 20 March 2013. The following policies are particularly relevant to this application:

DS1 – Development Strategy and Principles  
WT1 – Development Strategy for Winchester  
CP1 – Housing Provision  
CP2 – Housing Provision and Mix  
CP7 – Open Space, Sport and Recreation  
CP11 – Sustainable Low and Zero Carbon Built Development  
CP13 – High Quality Design  
CP14 – Effective Use of Land  
CP15 – Green Infrastructure  
CP16- Biodiversity

Local Plan Part 2: Development Management and Site Allocations (LPP2)  
Formally adopted by the Council on 5th April 2017

The following policies are particularly relevant to this application:

WIN1 – Winchester Town  
WIN 3 – Views and Roofscape  
WIN 8 – Stanmore  
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

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## **Planning Considerations**

### Principle of development

The principle of development of this area for housing has been established by the hybrid planning permission 17/00641/FUL. This application is submitted as a reserved matters application and is bound by the conditions on the hybrid consent, some of which are applied for as part of this application and others remain to be discharged before development can commence.

This reserved matters application is for Phase 2B only and covers the 9 new dwellings behind St Luke's Church. As application 17/00641/FUL was a hybrid application combining both a full and outline application for 76 houses, the majority of the site now has planning permission for residential development.

The principle of the loss of open space has been accepted under the outline application; therefore the principles of Policy CP4, CP7 and DM5 do not need to be re-considered for this reserved matters application.

This reserved matters application provides mitigation measures to compensate for the loss of open space in accordance with WIN8 of WDLPP2. For the proposed development to be acceptable, it should either provide replacement open space in the Stanmore area or, where this is not feasible, make meaningful and high quality improvements to existing areas of open space nearby. The proposal is considered to accord with the stipulations of this policy and will be discussed further in the following sections of this report.

The proposal also has to be acceptable in terms of housing mix and the provision of affordable housing. The NPPF requires local authorities to provide for a wide choice of quality homes both market and affordable. Paragraph 50 requires that where there is an identified need for affordable housing that policies for meeting this need are included in local plans.

The proposed development at Phase 2B would provide 9 x two bedroom affordable dwellings. This proposed housing provision is in accordance with Policy CP2 of WDLPP1 as the all of the homes are in the form of 2 bedroom houses and meet the identified housing need for the area.

Affordable housing is not being considered as part of this application as Condition 21 of the outline permission ensures that at least 70% of the housing on Phase 2B to be provided is affordable. This will ensure that if viability demands some market housing is provided, the scheme will still be policy compliant. It may still be possible for the Council to provide 100% affordable houses, but this will not be known until the tenders are returned for the project. This scheme is being proposed as 100% affordable.

The principle of development is therefore acceptable and the application is recommended for approval and condition 20 for discharge. Some conditions are required on this application and are set out at the end of the report.

### Design/layout

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Policy CP13 of LPP1 expects new development to meet the highest standards of design and this is supported by the Council's supplementary planning document High Quality Places. New development should make a positive contribution to the local environment and create an individual place with a distinctive character while respecting its context and surrounding development. These requirements are re-enforced in the development management policies in LPP2.

The design and access statement sets out clearly the wide contextual analysis that has been undertaken and how this has informed the principles of design/design framework and in turn the siting, forms and detailing, both of the buildings and the landscape. Buildings within the Valley are regularly four storey while buildings further up the valley sides and to the South are two storey. Properties either step-up the Valley sides, follow the contours or, in the case of larger buildings, cut into the slope.

The 9 proposed dwellings will be located in three terraces consisting of 2 semi detached properties and a detached dwelling. The layout of the dwellings reflects that permitted through the full planning application, respecting the orthogonal layout of the residential development to the south of the site but also working with the geometry of the site by following the existing contour of the site in order to balance the amount of cut and fill, better fitting the houses to the slope.

The density and mix of house types are considered to be in keeping with the context of the valley, being two storey in height. By working with the changing levels on the site, the proposal makes an efficient use of the land, and the height and massing are both considered to be appropriate to the setting.

The proposed design features the characteristic gable and low sloping roof which defines the surrounding context. The proposed front elevations of the dwellings feature a faceted feature which adds interest to the design and results in a form of development that is high quality and well related to its landscape setting.

The proposed materials to be used are intended to match those used with Phase 1B and the adjoining development at 2A. The proposed material palette is considered to reflect the distinctive character of the Stanmore Area, with the predominant material being red brick which matches the dominant character of Stanmore. Further definition is added to the new dwellings through brick detailing and the use of projecting headers.

The layout adheres to sound urban design principles with properties generally fronting onto public spaces and providing active and interesting forms and spaces. Every unit is dual aspect improving the relationship with the public realm. The proposed dwellings each have a private amenity with raised decking area; this is considered to provide sufficient amenity space in accordance with Policy DM17 of WDLPP2.

The proposed design of the dwellings is considered to be of a high quality and reflective of the Stanmore area. The blocks have been designed to respond carefully and uniquely to their specific context and site constraints and care has been taken to reflect the character, scale and form of surrounding development and limit adverse impacts on residential amenity.

The design and layout of the scheme is therefore considered to be acceptable.

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Impact on character of area and neighbouring property

The proposed development has been designed to provide good quality affordable housing which respects the constraints of the site including the existing neighbouring properties. Topographical information demonstrating the existing and proposed levels has been submitted which shows that the proposed new dwellings will not have an unacceptable impact on neighbouring amenity.

The proposed dwellings within Phase 2B are located adjacent to St Luke's Church to the south, phase 2A to the north, park settings to the west and residential properties to the east. The properties are two storey in height and constructed with sloping roofs and low eaves considered to be sympathetic to the surrounding properties in terms of design but also in terms of residential amenity as the pitch of the roofs reduces the mass of the dwellings at a first floor level, allowing views through the site. Given the degree of separation between the dwellings and the nearest residential amenity, it is not considered that the proposal will result in significant overbearing or overshadowing impact.

Unit 3 within Block A is the dwelling located the closest to the Block G (forming part of Phase 2A) which has been approved under full planning application on the site. At its widest point, at the front of the property, there is approximately 9 metres between Block A and G, and at its rear about 3 metres. The angle in which Block A is positioned allows separation between these two elements and directs views away from Block G. There are no first floor windows on the northern or southern elevation of Unit 3, mitigating overlooking between units within Block A and Block G.

Unit 6 of Block B features its ground floor windows looking northwards to the properties approved at Phase 2A – these windows serve kitchen and lounge spaces. There are no windows on the first floor north or southern elevation facing towards units 4/5. Block C is comprised units 7-9, as with Blocks A and B, unit 9 contains no windows in its first floor mitigating overlooking to the existing properties on Cromwell Road and The Valley.

It is accepted that the outlook for some occupiers of Cromwell Road and The Valley will change as they will be looking out onto new development; there is no right to a view in planning considerations. The buildings have been designed to take into account the slope of the land and also ensure that the built form is contained so that sufficient open space can be retained. The proposed development also improves the existing open space which will positively enhance the character of the area for the occupiers of adjoining dwellings. The impact of the proposed built form on existing properties has been assessed and the proposed relationships are considered to be acceptable.

Landscape/Trees

The application site is located within The Valley in Stanmore which is an attractive open space which is well used and provides a high level of amenity to local residents. The Stanmore Planning Framework has identified The Valley as a site suitable for new housing and so the principle of developing on some of this area is acceptable in principle. The mitigation for the loss of some of the open space is that there will be funds available to improve the remaining area, make it more accessible and usable to the wider population

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which is something that has been identified as a benefit to the area. The principle of this has been established through the outline permission.

Because the open space is quite steeply sloping the use of it is fairly limited in terms of many recreational uses. As part of the improvements to the remaining open space new paths are proposed. This application is supported by a landscaping plan and access plan which provides a Disability Discrimination Act compliant pedestrian footpath that links with the wider network of DDA ramped path. The proposal also creates improved footpath connections across the lower part of the site that integrates with existing and proposed footpath network established in phase 2A. These factors are considered to contribute to improving the public realm.

The buildings and landscape serve to enhance the existing park landscape, softening and framing the landscape edge. Entrances relate well to the public realm, parking and footpaths as well as individual units have appropriate privacy and enjoy a positive outlook. The submitted landscape plan shows parking will be integrated within the development outside views from the park.

The houses have been situated a sufficient distance away from the Beech trees to the west of the site and the existing trees and vegetation to be retained are to be protected in accordance with the submitted Arboricultural Method Statement.

The details for the proposed access improvements and enhancements to the remaining open space are acceptable and will provide adequate mitigation against the loss of some of the open space. The landscape and tree proposals for the site are therefore considered to be acceptable and the significant tree adjacent to the site is to be retained and protected during construction

In summary, the enhancements of the remaining open space are acceptable with alternative options having been fully explored as part of the Planning Framework as required by DM5. The proposal also accords with Development Plan policy WIN8.

#### Highways/Parking

The access to the site was approved at the outline stage; the access to the site will be afforded via Mildmay Street. No highways objection was raised to the outline application and the details submitted with this reserved matters application are considered to be acceptable from a highways point of view. The development will include sufficient parking provision and integration for the new dwellings; the site is located within the Stanmore Estate which is considered to be highly accessible with regard to pedestrian and public transport provision. The site is also close to Winchester Town Centre as well as many other more local and major retail facilities such as Sainsbury's at Badger Farm.

Condition 28 of the outline planning permission remains to be discharged and requires a construction management plan to include provisions to be made for the parking and turning of operative and construction vehicles during the period of development including times of movement so as to avoid peak period traffic, neighbour notification, use of points men etc.

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Bin Storage

The bin storage area for Block C is located next to the proposed car parking areas to the east of the site. The bin storage for Blocks A and B is located behind parking bays to the west of the site; the location of the bin stores in close proximity to parking spaces is considered to limit their visibility from the pedestrian footpaths within the site.

The position of the bin stores would mean that refuse vehicles can gain easy access to the collection points within 25 metres of the storage point. Residents will also not be required to carry waste more than 30 metres to the storage points which is in accordance with the recommendations set out in Manual for Streets.

Drainage

The layout of foul sewers and surface water drains is considered to be acceptable by WCC Drainage Engineers. This is because the drainage layout is not considered to obstruct any existing surface water flow pathways for the area.

Conclusion

The proposal is therefore considered acceptable and in accordance with the Development Plan. Detailed conditions are included in the Outline permission and so only limited conditions are recommended.

**Recommendation**

That the matters reserved by Outline Planning Permission 17/00641/FUL Condition 20 are approved as follows:

- a) The layout including the positions and widths of roads and footpaths.
- b) Landscape considerations including:
  - (i) an accurate plan showing the position, type and spread of all the trees on the site and a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to bring each tree to a satisfactory condition; and also details of any proposals for the felling, pruning, trimming or uprooting of any trees;
  - (ii) a landscape scheme showing the planting proposed to be undertaken, the means of forming enclosures, the materials to be used for paved and hard surfaces and the finished levels in relation to existing levels;
  - (iii) the arrangements to be made for the future maintenance of landscaped and other open areas.
- c) The siting of all buildings and the means of access thereto from an existing or proposed highway, including the layout, construction and sightlines.
- d) The design of all buildings, plant and tanks, including the colour and texture of external materials to be used together with samples of all external facing and roofing materials.
- e) The details of materials/treatment to be used for hard surfacing.
- f) The layout of foul sewers and surface water drains.
- g) The provision to be made for the parking, turning, loading and unloading of vehicles.

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- h) The alignment, height and materials of all walls and fences and other means of enclosure.
- i) The provision to be made for the storage and disposal of refuse.
- j) 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.

Conditions 22, 23, 24, 25, 26, 27, 28, 29 of 17/00641/FUL remain.

**Conditions:**

01. The development to which these reserved matters and accompanying details relates shall be begun not later than two years from the date of this permission, in accordance with the time scale as established with the Outline Planning Permission 17/00641/FUL Condition 20.

Reason: To comply with the provision of Section 92(2) of the Town and Country Planning Act 1990 (as amended).

02. The development hereby approved shall be constructed in accordance with the following plans:

1292-GA-110\_B - GA Plan  
1292-PP-310 Planting Plan  
P867-SNUG-XX-ZZ-DR-A-0001-Existing Site Location Plan (Block Plan)  
P867-SNUG-XX-ZZ-DR-A-0501-Proposed Site Location Plan (Block Plan)  
P867-SNUG-XX-ZZ-DR-A-0520-Units123FloorPlansHousesD  
P867-SNUG-XX-ZZ-DR-A-0521-Units456FloorPlansHousesE  
P867-SNUG-XX-ZZ-DR-A-0522-Units789FloorPlansHousesF  
P867-SNUG-XX-ZZ-DR-A-0530-Units123ElevationsHousesD  
P867-SNUG-XX-ZZ-DR-A-0531-Units456ElevationsHousesE  
P867-SNUG-XX-ZZ-DR-A-0532-Units789ElevationsHousesF  
P867-SNUG-XX-ZZ-DR-A-0533-Units12And78Elevations  
P867-SNUG-XX-ZZ-DR-A-0534-Units39Elevations  
P867-SNUG-XX-ZZ-DR-A-0535-Units45Elevations  
P867-SNUG-XX-ZZ-DR-A-0536-Unit6Elevations  
P867-SNUG-XX-ZZ-DR-A-0550-ArtistImpression  
P867-SNUG-XX-ZZ-PP-A-6000-DesignStatement  
W01369-401 P05 - Drainage Plan  
W01369-500 P01 Access Plan  
C051808 The Valley Arb&AMS

Reason: In the interests of proper planning and for the avoidance of doubt and to ensure the development is carried out in accordance with the relevant policies of The Development Plan.

03. The materials to be used in the construction of the external surfaces of the dwellings hereby permitted shall be those as detailed within the material schedules submitted as part of the application.

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Reason: To ensure a satisfactory visual relationship between the new development, the existing and the surrounding area in accordance with Policy DM15, DM16 of Winchester District Local Plan Part 2 (2017) and The High Quality Places SPD (2015).

**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:-

Local Plan Part 1 - Joint Core Strategy:

DS1 - Development Strategy and Principles

WT1 - Development Strategy for Winchester Town

CP1 - Housing Provision

CP2 - Housing Mix

CP3 - Affordable Housing

CP4 - Affordable Housing on Exception Sites

CP7 - Open Space, Sport & Recreation

CP10 - Transport

CP11 - Sustainable Low and Zero Carbon Built Development

CP13 - High Quality Design

CP14 - Effective Uses of Land

CP15 - Green Infrastructure

CP16 - Biodiversity

CP17 - Flooding and Water Environment

CP20 - Heritage and Landscape Character

Local Plan Part 2 - Joint Core Strategy: Development Management and Site Allocations:

WIN1 - Winchester Town.

WIN3 - Views and Roofscapes.

WIN8 - Stanmore.

DM1 - location of new development

DM2 - Dwelling sizes

DM5 - protecting open areas

DM6 - open space provision in new developments

DM15 - local distinctiveness

DM16 - site design criteria

DM17 - site development principles

DM18 - access and parking

DM26 - Archaeology

Stanmore Planning Framework July 2014 and update Autumn 2014

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03. In accordance with paragraphs 186 and 187 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by;

- offering a pre-application advice service and,
- updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

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

04. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

05. During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.

06. 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](http://www.winchester.gov.uk).