

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Winchester City
Council
Planning Department
Development Control

TEAM MANAGER
SIGN OFF SHEET

Committee Decision

Case No:	07/00092/FUL	Valid Date	15 January 2007
W No:	05102/20	Recommendation Date	3 April 2007
Case Officer:	Lisa Booth	8 Week Date	12 March 2007
		Committee date	
Recommendation:	Application Refused	Decision:	Committee Decision

Proposal: Use of existing matchday carpark for 65 weekday parking spaces

Site: Winchester City Football Club Hillier Way Winchester Hampshire SO23 7SU

Open Space Y/N	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
N	N	N	Y	N	N	N

DELEGATED ITEM SIGN OFF		
	REFUSE for the reason(s) listed	
	Signature	Date
CASE OFFICER		
TEAM MANAGER		

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Item No: 6
Case No: 07/00092/FUL W05102/20
Proposal Description: Use of existing matchday carpark for 65 weekday parking spaces
Address: Winchester City Football Club Hillier Way Winchester Hampshire
SO23 7SU
Parish/Ward: Winchester Town
Applicants Name: Winchester City Football Club
Case Officer: Lisa Booth
Date Valid: 15 January 2007
Site Factors: Winchester Conservation Area
Area Liable to Flood
Conservation Area
Recommendation: Application Refused

General Comments

This application is reported to Committee because of the number of objections received
This application is reported to Committee at the request of Councillor Maynard whose request is appended in full to this report

The application is a resubmission of a previous planning application that was refused (ref:W05102/17) in October 2005.

The revised submission has reduced the number of parking spaces from 125 to 65 and the applicants have also provided a Green Travel Plan to accompany the proposal.

Site Description

Established football club, with pitch, clubhouse, running track and various outbuildings and stands.

Located within countryside adjacent to rugby club and within an area of recreational uses and the leisure centre.

Mature trees and close boarded fence along perimeter of site, both inside and outside club ground.

Nuns Walk, a National Trail/recreational path, runs alongside the north-western boundary, with other pedestrian and cycle paths close to the other boundaries.

Network of public footpaths surround the site

Proposal

The proposal is to create 65 private parking spaces within the grounds of the existing Football Club, for the sole use of Denplan Ltd.

The spaces are proposed to be used 5 days a week.

Relevant Planning History

W05102/17 - Use of land for car parking – Refused 03/10/2005

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Consultations

Engineers: Drainage:

As this proposal utilises existing parking with the proviso that permeable paving is to be used should any renovation be required, there should be no increase in surface water run off and I have no objection.

Engineers: Highways:

Following refusal of previous application, the applicant has undertaken further work and this current submission includes a highway assessment and a Travel Plan relating solely to Denplan Ltd.

Proposal seeks to provide 65 parking spaces to be used throughout the week by staff employed by Denplan Ltd, which is a company situated in Victoria Road, Winchester. The supporting statement suggests that at present the Victoria Road site accommodates 243 people, and the site benefits from 42 parking spaces. A staff travel survey was undertaken in February 2006 to ascertain the travel patterns of staff. A total of 171 employees responded (70.4%) and a breakdown of these figures showed that currently 113 employees are travelling into Winchester by car (65%). The survey was not completed by all staff, and the statement suggests that the remaining 30% of staff are assumed to travel by car. An assumption such as this cannot be made, and the only way to view this is to "factor up" the figures. In real terms therefore, 158 staff are travelling into work in a car, whether on their own or with another person.

Of the staff that are travelling by car, 16% park at the Denplan site, 25% use Park & Ride, 23% use public car parks and 7% use nearby streets and other areas. It is worth noting, however, that Denplan also has a parking facility at the Winchester Rugby Club where 28% of car users park their cars. In consideration of this application, I have visited the Denplan site on a number of occasions to ascertain the amount of parking that takes place. It appears that the car park is used almost to capacity throughout the day, with only a disabled space and a few visitors spaces being available. Based on information provided with the application, it suggests that only 18 (16% of 113 car users) of the parking spaces are used, which is clearly not the case. Based on the suggestion that 28% of car users park at the Rugby Club, this gives a total of 44 users. If this planning application is granted consent, Denplan would have available to them 42 spaces at Denplan, 44 spaces at the Rugby Club and 65 spaces at the Football Club, giving a total of 151 parking spaces. This exceeds the demand for the 113 surveyed staff who already travel by car, and is only just less than the factored up figure of 158 staff who are assumed to travel by car.

Whilst the aim of the travel plan is to reduce the amount of employees travelling to and from work by car, in reality the provision of additional car parking will do nothing to discourage them.

In view of the above and despite the information supplied with the application, the proposal remains contrary to adopted local and district plan policies and should be refused for the same reasons given on the previous application.

Environmental Health:

Expressed concern regarding the increased usage of the site with regard to potential for noise disturbance over and above its primary usage as a football club.

If minded to approve, a condition regarding restricted hours of parking should be attached to any consent granted. in order to protect the nearby residential properties

Landscape:

Concerns regarding impact of proposals on local character due to sensitive location.

The revised proposals still do not appear to take this concern into consideration.

Parking spaces, for instance, are touching boundaries in places, which does not allow for any screening or containment planting.

There appear to be no restrictions to prevent parking on grassed areas.

Concerns remain regarding the use of grasscrete for this location.

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The above concerns need to be addressed and, if minded to approve, conditions should be imposed regarding provision of a landscape management plan and a detailed scheme for hard and soft landscaping.

Environment Agency:

No objection in principle, but suggests conditions to be imposed, should planning permission be granted, relating to details of a surface water regulation system in order to prevent flooding, as the proposed car parking area is located close to Nuns Stream and there is a risk of pollution from surface water run off from the car park to the stream.

Estates

No comments on planning grounds.
Right to comment as landlords reserved

Others:

Hampshire County Highways have responded that Winchester City Council Highways have responded on their behalf, taking into account national and local policies.

Representations:

City of Winchester Trust:

Although the number of parking spaces has been reduced from the number previously proposed, the Trust still wonders whether the daily increased number of cars is acceptable for both the nearby residents and the local environment, especially during the peak hours of commuter and school-run journeys.

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

- People who live close to the site will have views of a large car park.
- Concerned about the number of cars coming down/parking at Hillier Way at present in the week. At weekends you will only see 2 or 3 cars parked on this road.
- Proposed car park is not going to get rid of the unwanted parked cars that park for free on Hillier Way, it will just make way for additional parking. They should use Park and Ride car parks.
- Government discourages use of cars, which is supported by Winchester City Council.
- There will be an extra 65+ cars, making it even more dangerous for those who use the walks in the countryside and to and from town.
- Once a peaceful and pleasant walk – now dangerous and frightening – some car drivers use road as a race track.
- Majority of staff travel more than 10-20 miles and 86% travel by car for convenience sake – How is letting 65 cars park in the outskirts of the town going to help?
- If driving from the north there are 5 car parks, which are closer to Denplan's offices and at 8.30am they have plenty of spaces, so would therefore not need to employ 'Private Park and Ride Service'
- If coming from the south – how is this going to ease congestion in town? They have to come through the city to get to the football ground.
- Exit from ground is blind and dangerous.
- Concerned the 65 spaces will increase in time without permission.
- Will result in intrusion and congestion for Abbotts Barton residents.
- Concerned about potential light pollution from security lighting.
- Noise from football club a problem locally
- Should encourage other recreational facilities to use club, e.g. running and hockey clubs.
- Encourages rubbish to be dumped in hedges and grassed areas.
- The route that is used to access the proposed car park is already overloaded with parked cars – route is used by parents to walk their children to school and also dog walkers.

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- Football ground adjacent to a river which is a breeding ground for swans, ducks, etc and exhaust fumes will make berries dangerous to both birds and humans.
- There is a playgroup in the Clubhouse – no separation of cars and children.
- Turning an expensive running track into a car park
- Not compatible with planning policies regarding transport and traffic

8 letters of support received for the following reasons:

- Will help to alleviate inconsiderate parking by motorists over the cycle lane, pavements, etc.
- Will keep routes clear/safe for people taking children to schools and children cycling to school.
- Will reduce the number of people driving children to school and encourage children to cycle.
- Will remove cars off the street.
- Would reduce traffic levels through city centre.
- Although an aspiration to discourage workers travelling by car, more pragmatic to provide co-ordinated measures such as Park and Ride in north of city.
- Will be of benefit to the football club and for the club to grow it needs money.
- Would solve club's financial problems and Denplan's parking problems.
- 65 spaces is not considered to be significant
- Don't think Winchester has served sporting interests very well in the past and think this is a way to redress the balance.

1 letter of concern received

- Concerned about speed of traffic using Hillier Way – lots of pedestrians using route to access city centre at peak times – feel road should be speed restricted to 20mph or traffic calming scheme implemented.
- Feels anything which will help provide additional parking to keep cars out of city has to be worth considering and should accept not everyone can come by public transport.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

UB3, C1, C2, T1, T2, T3, T4, T5

Winchester District Local Plan Review

DP3, CE5, CE28, RT19, T1, T2

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 7 Sustainable Development in Rural Areas

PPG 13 Transport

Other Planning guidance

Movement, Access, Streets and Spaces

Planning Considerations

- Principle of development
- Impact on area/neighbouring property
- Landscape/Trees
- Highways/Parking
- Comments on Representations

Principle of development

Policy RT19 of the WDLP states, *“that recreational facilities in the countryside should be viable in their own right and should not require other development to ensure viability. The need for tourist and recreational facilities in the countryside is not so great so as to justify “enabling” development that would override the presumption against inappropriate development in the countryside.”*

Policy CE28 states, *“The countryside is an important recreation and tourism resource, but it is*

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crucial that related activity does not destroy the qualities of the countryside which attract such activity. Levels of recreational activity which maintain these inherent qualities are termed "sustainable recreation". Development related to such activities will only be permitted if the site and wider area are capable of accommodating it without long-term detriment."

PPS7, paragraph 15, states, *"Planning policies should provide a positive framework for facilitating sustainable development that supports traditional land-based activities and makes the most of new leisure and recreational opportunities that require a countryside location. Planning authorities should continue to ensure that the quality and character of the wider countryside is protected and, where possible, enhanced. They should have particular regard to any areas that have been statutorily designated for their landscape, wildlife or historic qualities where greater priority should be given to restraint of potentially damaging development."*

It is clear that the proposal for formalised private car parking is contrary to countryside and recreation planning policies.

The proposal is also contrary to advice given in PPG13 and the Transport Policies of the Hampshire County Structure Plan and the Winchester District Local Plan Review, which aims to encourage the use of modes of transport other than the private car. This application is contrary to such aims in this it will encourage commuters to use their cars to travel to and from work, and to travel through or around the city to reach the car park.

Impact on character of area and neighbouring property

The proposal for private car parking will have detrimental and unsustainable highway implications and is not in accord with National Planning Policy PPG13.

Although not raised as a reason for refusal, there are a large number of residential properties within the vicinity of the site and more importantly along the roads leading to the site. It is considered that, whilst the increase of vehicles onto the site at weekends for matches does not cause too much disturbance and is just for a short time, this proposal will extend the use to full time. Therefore, there will be a significant increase in disturbance to local residents. Although the applicant has stated the proposal will move cars from parking on the street, this will in fact only displace them, allowing further cars to park on the street. This will effectively significantly increase the number of cars using the residential roads, causing further noise and disturbance.

The site is fairly well contained and as such the proposal is not considered to cause any detrimental visual intrusion to the area from longer distance views. However, if the proposal is allowed there will be views of a long line of cars from Nuns Walk, which is a well used public footpath and also from the entrance to the Football Club. It is therefore considered that the development fails to respect the character of the area.

Landscape/Trees

There are no significant landscape issues relating to this application.

The applicant has shown on the parking layout plan that wooden posts will be provided to stop parking on areas close to the existing trees.

However, the Landscape Section has raised concerns regarding the impact of the proposal on the character of the landscape, which is further discussed in the section above. The applicants have referred to an appeal decision to allow car boot sales for 30 days a year (ref:W05102/18), to justify the landscape concerns. Although the Inspector, in his decision to allow the car boot sales, noted that the site was well screened by a close boarded fence on three sides and a hedge on the other and that the car boot sale would have no adverse impact on the character of the area, he further stated that its impact was for a limited time only and would be viewed in conjunction with other buildings. The car boot sale permission was also limited by the Inspector to 30 days a year in order to protect the character and appearance of the area. This proposal

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will result in a permanent fixture of cars along the north-west boundary and will not be of a limited nature, with cars being parked 5 days a week throughout the year.

Highways/Parking

The proposal is contrary to advice given in PPG13, which aims to encourage the use of modes of transport other than the private car. This application is contrary to such aims in this it will encourage commuters to use their cars to travel to and from work, and to travel through or around the city to reach the car park.

The applicant's suggestion that the application will relieve pressure on both on-and off street car parking in the local area is unfounded, as any relocation of vehicles to the proposed park and ride site would most likely result in the empty spaces being taken up by unmet demand.

It has been established that over 80% of commuters into Winchester come from the south and it has not been demonstrated that the applicants would limit the car park to users from the north of the city. Therefore, it has to be assumed that a similar proportion of the users to the new car park would also come from the south. In all likelihood it would represent an increase in traffic passing through the city to access the site and passing through the Air Quality Management Area (AQMA) with an associated affect on air quality and additional vehicles passing through the congested junctions in the city centre.

Whilst facilities are encouraged by development plan policies to reduce the use of the car through the city centre, with park and ride facilities being encouraged as a way to do this, this proposal is for a private company. If permitted, it would set a precedent for other companies to do the same, resulting in a proliferation of large private car parks outside the control of the Highway Authority.

The applicants have submitted a further letter in response to the Engineers consultation response. Many of the points do not overcome the policy reasons for refusal or materially change the highways comments made on the application.

In particular, although PPG13 (paragraph 51(3)) encourages different uses sharing parking facilities in the town centre (e.g. leisure/offices who require use of the parking facility at different times of the day), the Football Club is located in a countryside location. The proposal and its Transport Plan is not considered to be a sustainable choice, as it does not discourage Denplan employees travelling to work by car. Other policies outweigh this part of PPG13 and restrict other uses in the countryside to avoid the proliferation of commercial uses to the detriment of the countryside.

Despite the additional travel plan and supporting information, the proposal is contrary to both national and local policies and the proposal cannot be supported for the reasons as set out.

Other matters and Comments on Representations

In regard to comments from Cllr Maynard suggesting that refusal of the application may be detrimental to the club's long term financial position and also detrimental to Denplan's long term interests in Winchester, all applications have to be determined in accordance with development plan policy. In this instance the proposal is contrary to recreational policy RT19. The supporting text states that recreational facilities in the countryside *"should be viable in their own right and should not require other development to ensure viability. The need for recreational facilities in the countryside is not so great so as to justify "enabling" development that would override the presumption against inappropriate development in the countryside."*

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Original Message-----

From: Cllr James Maynard

Sent: 07 March 2007 19:17

To: Fiona Tebbutt

Cc: Cllr Dominic Hiscock; Cllr Sue Nelmes

Subject: Application ref. 07/00092/FUL b y Winchester City Football Club for parking

Fiona,

I would like to formally request that the above application comes to committee for decision on the following grounds:

1. There is an existing (long term) Highway safety issue which this application addresses namely work to the Nuns Walk / Hillier Way crossing about which a great deal of concern has been raised by the local residents.
2. The application concerns Winchester City Football Club who are significant in the district. Their success is in accordance with a number of our corporate goals concerning social issues and economic prosperity. They have suggested that refusal of the application may be detrimental to their long term financial position.
3. As part of the application Denplan suggest that refusal may be detrimental to their long term interests in Winchester. Denplan are a major employer in Winchester and a sponsor of many Winchester based events and organisations. Their success also accords with a number of our corporate goals concerning social health and economic prosperity of the district.

Because of the local and wider issues I would therefore like this application to be considered by the committee.

Regards,

James Maynard

Councillor for St Bartholomew's Ward,
Winchester City Council

Recommendation

A1COMREP

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Application Refused subject to the following condition(s):

Conditions

1 The proposal involves development that cannot be reconciled with National Planning Policy Guidance in PPG13 in that it would rely on the major road network for access and draw traffic, principally the private car, from a wide catchment area. This would lead to longer and larger numbers of private car journeys and not encourage alternative means of travel to reduce the reliance on the private car. The over reliance on the private car would result in an unacceptable increase in the number and length of car journeys to the detriment of the environment and the locality and would create a precedent for other similar sites to do the same. The proposal therefore conflicts with the strategy of the Hampshire County Structure Plan (Review) particularly policies T1 to T5.

2 The proposal is contrary to Policies UB3, C1, C2 of the Hampshire County Structure Plan and Policies DP3, CE5, CE28 and RT19 of the Emerging Winchester District Local Plan, in that it is considered to be inappropriate additional development to the detriment of the countryside in that it is not directly essential to the operation of the recreational facility.

Informatives:

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

Hampshire County Structure Plan Review: UB3, C1, C2, T1, T2, T3, T4, T5

Winchester District Local Plan Policies: DP3, CE4, CE5, CE28, RT19, T1, T2