

**Development Services**  
**Salisbury District Council, 61 Wyndham Road**  
**Salisbury, Wiltshire SP1 3AH**

**Officer to contact:** Lucy Flindell  
**Direct line:** 01722 434377  
**email:** lflindell@salisbury.gov.uk  
**web:** www.salisbury.gov.uk

# Report

**Report subject:** S/2007/0903 - Premier Travel Inn, Pearce Way, Bishopdown, Salisbury  
**Report to:** Planning and Regulatory Panel  
**Date:** 31 July 2007  
**Author:** Lucy Flindell (Planning Officer)

Application Number:	S/2007/0903		
Applicant/ Agent:	CLIFF WALSINGHAM & CO		
Location:	PREMIER TRAVEL INN PREMIER TRAVEL INN, BISHOPDOWN SALISBURY SP1 3GU		
Proposal:	PROPOSED 2 STOREY HOTEL BEDROOM EXTENSION		
Parish/ Ward:	LAVERSTOCK, BISHOPDOWN		
Conservation Area:		LB Grade:	
Date Valid:	2 May 2007	Expiry Date:	27 June 2007
Case Officer:	Miss L Flindell	Contact Number:	01722 434377

## REASON FOR REPORT TO MEMBERS

Councillor Ian McLennan has requested that this item be determined by Committee due to: the interest shown in the application

The item has been brought to P&R because the site falls between the areas covered by Southern Area Committee and City Area Committee

## SITE AND ITS SURROUNDINGS

The site is on the outskirts of Salisbury designated as the Landscape Setting of Salisbury & Wilton. The site contains an existing hotel complex with restaurant and car parking.

## THE PROPOSAL

To extend the existing Premier Travel Inn hotel with a 2 storey 16 bedroom extension to be built on an area of existing car park. The application is a resubmission of a previous application (S/2007/160), which was withdrawn.



*Awarded in:*  
 Housing Services  
 Waste and Recycling Services



96/1128	Erection of 40-bed travel inn hotel with 200-cover bar/restaurant and manager's accommodation. Construction of access. The application was approved on 5 <sup>th</sup> June 1997 subject to a section 106 agreement
00/0158	Twenty bedroom extension to existing travel inn and alterations to existing car parking and landscaping AC 02-Feb-2001
01/1065	Internally illuminated static fascia sign. AC 18-Jul-2001
04/704 May 04	2 X Internally illuminated totem signs 4 x fascia signs internally illuminated REF 20-
04/1849 Feb-05	2 X Internally illuminated totem signs 4 x internally illuminated fascia signs wd 15-
04/2673	Application for consent for the display of an advertisement of building letter and wall mounted sign AC 08-Feb-05
05/0305	New identity external signage scheme (retrospective) promotional display units AC 05/04/05
06/0580	Promotional display units AC 11/05/06
07/0160	Proposed 2 storey bedroom extension WD 23/03/07

## CONSULTATIONS

WCC Highways - This 16 bedroom extension is a repeat of the earlier submission and no highway objection is offered.

*Comments from previous application (no alterations are made to the proposed parking arrangements in this application):*

*I note that a parking survey has been carried out and the current maximum use is 72 spaces, with 115 currently provided. The proposal provides 118 spaces (an additional 3) with an additional 16 bedrooms proposed.*

*I therefore conclude that there will be sufficient parking space to accommodate all uses with some facilities jointly used by the hotel customers and I confirm that no highway objection is raised.*

WCC Archaeologist - Nothing of archaeological interest is likely to be affected by the proposal and therefore I have no issues to raise

Environmental Health Officer - I have no observations to make in connection with this application

Wessex Water Authority- The development is located within a sewered area, with foul and surface water sewers. The developer has proposed to dispose of surface water to existing arrangements. Surface water should not be discharged to the foul sewer. Attenuation of flows may be required.

Please note the proposed development is within a Source Protection Zone and any surface water discharge will need to be in line with the Environment Agency guidelines.

It will be necessary if required for the developer to agree points of connection onto our systems for the satisfactory disposal of foul flows and surface water flows generated by the proposal. The connection point can be agreed at the detailed design stage.

With respect to water supply, there are water mains within the vicinity of the proposal. Again, connection can be agreed at the design stage.

It is recommended that the developer should agree with Wessex Water, prior to the commencement of any works on site a point of connection onto Wessex systems.

Wiltshire Wildlife Trust – We have no objection to this application, and reiterate our comments from 07 February regarding the identical application S/07/160.

*Previous comments – We have no objection to this application, and have the following comments:*

*Protected Species and designated sites*

*The development site is less than 150m away from the River Bourne. This is a chalk stream of European importance, and designated a Site of Special Scientific Interest and Special Area of Conservation accordingly. In addition, data from the Wiltshire and Swindon Biological Records Centre indicate the presence of a variety of protected species including water voles.*

*However, as the development is building on an existing car park, we are satisfied that there will be no adverse effects on these sensitive species and habitats.*

*Measures to enhance biodiversity*

*All public bodies (including the Council) have a Biodiversity Duty under the Natural Environment and Rural Communities Act (NERC) 2006, to have due regard for conserving biodiversity. This includes restoring or enhancing a population or habitat. Simple measures can be incorporated into this proposal. Such as installing bird and bat boxes and the native planting of locally sourced species, in order to fulfil the Duty of the Act.*

*Measures to increase sustainability*

*There is no mention of energy efficiency in the proposal, and the Trust would like to see measures adopted to reduce the amount of energy consumption. This could be in the form of appliances and equipment, such as energy efficient light bulbs, and through staff training. Customers should also be encouraged to conserve resources such as water and electricity through awareness programmes.*

*It is stated that disposal of surface water is 'to existing'. It is unclear exactly what this is but, due to the proximity of the development site to a protected water course, we would strongly recommend a sustainable method of surface water disposal. A Sustainable Urban Drainage Scheme (SUDS) could be built into the development area, to provide new habitats for aquatic species, but also to reduce runoff effects from impermeable surfaces and improve water quality. Permeable surfaces could also be installed.*

Natural England - Thank you for re consulting Natural England on the above proposal. Your letter was received by this office on 5 June 2007. Based on the additional information provided Natural England has no objection to the proposed development in respect of legally protected species as we are not aware that they are likely to be adversely affected by the proposal. However if any other information such as representations from other parties highlights the possible presence of a protected or Biodiversity Action Plan species the LPA should request further survey information from the applicant before determining the application in line with paragraph 99 of Circular 06 2005. If the application is amended with this additional information Natural England should be re consulted for a further 21 days in accordance with Circular 08 2005.

The protection afforded these species is explained in Part IV and Annex A of ODPM Circular 06 2005 to PPS9 Biodiversity and Geological Conservation Statutory Obligations and their Impact within the Planning System. Paragraph 98 of the Circular states that the presence of a protected species is a material consideration when a planning authority is considering a development proposal that if carried out would be likely to result in harm to the species or its habitat. The applicants should be informed that planning permission if granted does not absolve them from complying with the relevant law including obtaining and complying with the terms and conditions of any licences required as described in Part IV B of the Circular 06 2005.

Environment Agency - We have no objection subject to the conditions and informatives being attached to any planning permission

Marketing, Economic Development and Tourism Department – comments to previous application:

*We in the Tourism Unit have been asked for a comment on the a current planning application with the Council for a 16 bedroom hotel extension to the above site, and specifically whether the proposed development would have a positive effect on the vitality and viability of Salisbury. From a tourism perspective, I confirm that this application would have our strong support as our research has shown that there is currently insufficient tourism accommodation in the area.*

*Tourism is a vital part of the local economy, accounting for 8% of all jobs locally. In order for Salisbury to continue to prosper as a tourism destination we must work to ensure that the bed stock in and around the city increases, so that we can compete more favourably with other historic destinations.*

*The Tourism Strategy for south Wiltshire, published last year, highlights the need to increase the number of hotel bed spaces within our region and the Premier Travel Inn proposal would help to fulfil this objective. Specifically the Strategy's Action Plan contains the following objectives:*

- *To increase the number of hotel bed spaces (overall increase in bed spaces by 24% by 2015)*
- *To ensure that there is a supply of good quality low-cost accommodation (A good supply of 2 star and similar accommodation, and supply of accommodation to meet the needs of the group market, both by 2015)*
- *To support accommodation providers in the provision of special rates for off-season visits (to reduce seasonality). Premier Travel Inn caters for both business travellers and tourists due to its convenient location on the road network and within easy reach of the Park and Ride.*

*Although it is good to encourage independent providers of accommodation within the city, having a choice of a national chain provider would add to the competitiveness of Salisbury nationally, as some tourist and many business visitors are more inclined to only choose nationally recognised chain hotels. Providing additional supply in this market would strengthen the Salisbury tourism product.*

*We will endeavour to work with Premier Travel Inn to encourage short breaks marketing to the city, to enable its residents to travel into Salisbury (using the Park & Ride facilities when appropriate), and to facilitate business travel and conference visitors to the area.*

## **REPRESENTATIONS**

Advertisement	Yes, expiry date 7 <sup>th</sup> June 2007
Site Notice displayed	Yes, expiry date 13 <sup>th</sup> June 2007
Departure	No
Neighbour notification	Yes, expiry date 25 <sup>th</sup> May 2007
Third Party responses	Yes, Please consider the following comments by Salisbury Transport 2000.

A survey by the applicant, over only one week at an unspecified time of the year, claims that peak car parking demand occurs on Wednesdays at 21.00, when 72 spaces are in use and 43 vacant. So, the applicant goes on to claim, if all 16 new rooms were to be occupied by motorists (as seems likely, given the hotel's location), there would still be 30 vacant car parking spaces. Such "statistics" are breathtakingly inadequate and a serious planning application (and the Local Authority considering it) deserves better.

There are claimed to be car parking spaces for the disabled near the hotel entrance but no details are given.

There is no mention of covered, secure cycle storage, either now or in the future.

Much is made of the close proximity of the London Road park-and-ride site although, as we understand it, hotel guests would have to drive their cars to the site in order to be allowed to board a bus to the city centre.

Laverstock & Ford Parish Council response      Object  
Overdevelopment of the site with its intrusive bulk dominating open countryside. It is intruding into the 'strategic gap' between two communities. Concerns over adequate car parking facilities.

## **MAIN ISSUES**

Scale and design, impact to landscape  
Impact on the vitality and viability of the city centre  
Protected species  
Highways/parking

## **POLICIES**

G1- General Policy  
G2 – General

D1 – Extensions  
C7-Landscape Setting of Salisbury and Wilton  
C24- Extensions to Buildings  
D3- Extensions  
T4- Tourist Accommodation  
TR11- Parking Standards

Planning Policy Statement 6 (PPS6): Planning for Town Centres  
Planning Policy Statement 9 (PPS9): Biodiversity and Geological Conservation  
Circular 06/2005: Biodiversity and Geological Conservation  
South Wiltshire Tourism Strategy 2006

## **PLANNING CONSIDERATIONS**

### **Scale and design, impact to landscape**

The design of the proposed extension has been informed by the existing building, which is two storey and of red brick at ground floor level with black painted boarding at first floor level. The overall bulk of the building is reduced through the use of varying roof heights and gables across the development.

Planning permission was granted under 2000/158 for a twenty bedroom extension to the existing hotel. This application was considered against the previous local plan adopted in 1996. The site was also designated in the 1996 plan as being within the Landscape Setting of Salisbury and Wilton although, whereas the relevant policy required development to not harm the landscape, policy C7 of the current plan now states new development will not be permitted in this area. However, the Forward Planning Department have advised that as an extension to an existing hotel, this policy can be applied less stringently.

There are semi-mature ash trees and hornbeam trees to the north and east boundaries of the site. Additional plans have been received proposing additional landscaping (drawing no 250.02) within the car park.

The proposed extension is considered appropriate to the overall appearance of the existing building and site in the context of the Salisbury and Wilton Landscape setting area.

### **Impact to vitality and viability of the city centre**

The forward planning department has advised that the main issue in this case is the potential impact that the proposed extension will have on the vitality and viability of the city centre, due to its edge of settlement position.

Policy T4 will be relevant which requires hotel development on the edge of settlements to demonstrate that there will no adverse impact on the vitality and viability of the town centre of Salisbury, and that the applicant will be required to demonstrate that alternative sites have been investigated. This is in line with the guidance contained within PPS6:

In order to deliver the Government's objective of promoting vital and viable town centres, development should be focused in existing centres in order to strengthen and, where appropriate, regenerate them.

In selecting sites for development, local planning authorities should:

- a) assess the need for development (paragraphs 2.32–2.40);
- b) identify the appropriate scale of development (paragraphs 2.41–2.43);
- c) apply the sequential approach to site selection (paragraphs 2.44–2.47);
- d) assess the impact of development on existing centres (paragraph 2.48); and
- e) ensure that locations are accessible and well served by a choice of means of transport (paragraphs 2.49–2.50).

The applicant is of the opinion that the requirements of PPS6 are not relevant to this proposal. However, paragraph 3.29 of PPS 6 clearly indicates that proposals for extensions to existing facilities

are covered where they exceed 200m<sup>2</sup> (stated as 453 square metres on the application documentation). Since the proposed development is over this threshold, the sequential approach is appropriate. Both local plan policy T4 and Planning Policy Statement 6- Planning for Town Centres (PPS 6) seek to ensure that this proposal has no adverse impact on the vitality and viability of the city centre.

Whilst the need, scale and accessibility of the development were not challenged at the time of the last application, the previous application failed to demonstrate that the proposal would not have any unacceptable impact on the existing city centre.

The applicant has now carried out an investigation into alternative sites within the City, many of which, though likely to be developed, have yet to be formally allocated within the emerging Local Development Framework. In this respect, the Forward Planning Department have advised that it seems reasonable to conclude that there are no sequentially preferable sites within the city that are readily available and that the extension of the existing operation is preferred. In terms of impact, the applicant maintains that the proposal will compliment the existing tourist accommodation market and would represent a growth in the number of bed spaces and increase in the low cost tourist provision which are objectives highlighted in the South Wiltshire Tourism Strategy. The applicant states that the existing hotel caters for the lower end of the market and does not pose a threat to the other hotels in the centre, or future plans for a hotel in the centre of Salisbury, which, cater for the higher end of the spectrum.

The previous proposal was supported by the Tourism Department. The proposal relates to a bedroom extension to the hotel rather than an extension to provide guest facilities (gym, restaurant, conference facilities), which does not change the nature of the existing operation. On balance it is considered that the bedroom extension to the existing hotel will not prejudice the vitality and viability of the existing tourist uses in the town centre.

### **Protected Species**

The presence of a protected species is a material consideration when a local planning authority is considering a development proposal, which if carried out would be likely to result in harm to the species or its habitat.

Natural England originally objected to the application on the grounds that the applicant did not contain a protected species survey. However, paragraph 99 of Circular 06/2005 states 'bearing in mind the delay and cost that may be involved, developers should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development'.

The proposed extension to the hotel will be built on an existing area of car park. Wiltshire Wildlife Trust advised in the previous application (and reiterate their comments regarding this application) that whilst the site is less than 150m from the River Bourne, as the development proposes building on an existing tarmac car park they were satisfied that there would be no adverse effects on sensitive species and habitats.

It is therefore considered that there is not sufficient likelihood of protected species being present to warrant a protected species survey. It is however recommended that an informative be placed on any consent, that the grant of planning permission does not absolve the applicant from complying with the relevant law protecting species, including obtaining and complying with the terms and conditions of any licences required as described in Part IVB of Circular 06/2005.

Natural England has withdrawn their objection to the proposal.

### **Parking/highways**

An objection has been raised from Laverstock & Ford Parish Council that inadequate car parking is provided.

The hotel currently has 60 bedrooms and there are currently 115 car parking spaces provided, although these are shared with the adjoining Brewers Fayre restaurant. The proposal provides 118 car parking spaces (an additional 3). The application includes details of a week long parking survey which established that the current maximum use is 72 spaces.

Salisbury Transport 2000 have raised concern that the parking survey is inadequate, that no details are provided on the disabled car parking spaces, there is no mention of secure cycle storage and that whilst the site is in close proximity to the London Road park and ride site, the hotel guests would have to drive their cars to the site in order to be allowed to board a bus to the city centre.

Wiltshire County Council Highways Department have been consulted and consider that there will be sufficient parking space to accommodate all uses with some facilities jointly used by hotel customers and have raised no objections to the proposals. The proposal is considered to be in accordance with the objectives of policy TR11.

## **CONCLUSION**

The proposal will provide additional low cost tourist accommodation, which is one of the objectives of the South Wiltshire Tourism Strategy. It is considered that the applicant's have demonstrated that the proposal will not adversely affect the vitality or viability of the city centre.

The development by reason of its design and materials, existing landscaping to the north and east site boundaries and the proposed additional landscaping, is considered to be appropriate to the overall appearance of the existing development and is not considered to have an adverse impact upon the Landscape Setting of Salisbury and Wilton.

It is considered that adequate car parking is proposed.

## **RECOMMENDATION: APPROVE, for the following reasons:-**

The proposal will provide additional low cost tourist accommodation, which is one of the objectives of the South Wiltshire Tourism Strategy. It is considered that the applicant's have demonstrated that the proposal will not adversely affect the vitality or viability of the city centre.

The development by reason of its design and materials, existing landscaping to the north and east site boundaries and the proposed additional landscaping, is considered to be appropriate to the overall appearance of the existing development and is not considered to have an adverse impact upon the Landscape Setting of Salisbury and Wilton.

It is considered that adequate car parking is proposed.

And subject to the following conditions:-

(1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission. (A07B)

(1) Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990. AS amended by section 51 (1) of the Planning and Compulsory Purchase Act 2004

(2) No development approved by this permission shall be commenced until a construction environmental management plan incorporating pollution prevention measures has been approved by the Local Planning Authority. The development shall be completed in accordance with the agreed details.

(2) Reason: To prevent pollution of the water environment

(3) No development approved by this permission shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the agreed details.

(3) In the interests of sustainable development Salisbury District Council's Supplementary Planning Guidance on Achieving Sustainable Development promotes the prudent use of natural resources. It is necessary to minimise the local demand for water to protect future supplies.

(4) The materials to be used in the construction of the external surfaces of the extension(s) hereby permitted shall match those used in the existing building.

(4) Reason: To secure a harmonious form of development.

(5) The landscaping works and planting scheme shall be completed in accordance with the plan reference: Drawing No 250.02 received by this office on the 16<sup>th</sup> May 2007.

The landscaping works and planting shall be carried out in accordance with a timetable of implementation to be agreed in writing with the Local Planning Authority.

If within a period of five years from the date of the planting or establishment of any tree, or shrub or plant, that tree, shrub or plant or any replacement is removed, uprooted or destroyed or dies or becomes seriously damaged or defective another tree or shrub, or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives it written consent to any variation.

(5) Reason: To comply with the duties indicated in Section 197 of the Town and Country Planning Act 1990 so as to ensure that the details of the development of the landscaping are complimentary and to ensure a satisfactory appearance to the development in the interests of the amenity value of the area designated as the Landscape Setting of Salisbury and Wilton.

#### **INFORMATIVES: - POLICY**

This decision has been in accordance with the following policy/policies of the Adopted Salisbury District Local Plan:

G1- General Policy

G2 – General

D1 – Extensions

C7-Landscape Setting of Salisbury and Wilton

C24- Extensions to Buildings

D3- Extensions

T4- Tourist Accommodation

TR11- Parking Standards

#### **INFORMATIVE:- ENVIRONMENT AGENCY**

The development should include water efficient appliances fittings and systems in order to contribute to reduced water demand in the area. These should include as a minimum dual flush toilets water butts spray taps low flow showers no powershowers and white goods where installed with the maximum water efficiency rating. Greywater recycling and rainwater harvesting should be considered. The submitted scheme should consist of a detailed list and description including capacities water consumption rates etc where applicable of water saving measures to be employed within the development. Applicants should visit [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk) Subjects Water Resources How We Help To Save Water Publications Conserving Water in Buildings for detailed information on water saving measures. A scheme of water efficiency should be submitted in accordance with the information supplied on the website.

#### **RECOMMENDATIONS**

Sustainable Construction

We strongly recommend that the proposed development includes sustainable design and construction measures which comply with the Code for Sustainable Homes. The development should aim to achieve the highest number of stars possible preferably six. The applicant is advised to visit [http://www.planningportal.gov.uk/uploads/code\\_for\\_sust\\_homes.pdf](http://www.planningportal.gov.uk/uploads/code_for_sust_homes.pdf) for detailed advice on how to comply with the Code. It includes sections on energy and water efficiency and will soon be compulsory for all housing.



In a sustainable building minimal natural resources and renewables are used during construction and the efficient use of energy is achieved during subsequent use. This reduces carbon dioxide emissions and contributes to climate change mitigation. Running costs of the building are also reduced.

#### **Pollution Prevention**

Safeguards should be implemented during the construction phase to minimise the risks of pollution and detrimental effects to the water interests in and around the site. Such safeguards should cover the use of plant and machinery, oils, chemicals and materials, the use and routing of heavy plant and vehicles, the location and form of work and storage areas and compounds and the control and removal of spoil and wastes.

#### **INFORMATIVE:- WESSEX WATER**

The development is located within a sewerage area, with foul and surface water sewers. The developer has proposed to dispose of surface water to existing arrangements. Surface water should not be discharged to the foul sewer. Attenuation of flows may be required.

Please note the proposed development is within a Source Protection Zone and any surface water discharge will need to be in line with the Environment Agency guidelines.

It will be necessary if required for the developer to agree points of connection onto our systems for the satisfactory disposal of foul flows and surface water flows generated by the proposal. The connection point can be agreed at the detailed design stage.

With respect to water supply, there are water mains within the vicinity of the proposal. Again, connection can be agreed at the design stage.

It is recommended that the developer should agree with Wessex Water, prior to the commencement of any works on site a point of connection onto Wessex systems.

#### **INFORMATIVE:- Protected Species**

Certain species are protected under Part 1 of the Wildlife and Countryside Act 1981 and others are protected under the Habitats Regulations. Some are protected under their own legislation. The protected species legislation applied independently of planning permission, and the developer has legal obligations towards any protected species that may be present.

Planning permission if granted does not absolve applicant's from complying with the relevant law including obtaining and complying with the terms and conditions of any licences required as described in Part IV B of the Circular 06 2005.