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## Report

**SUBJECT:** Planning application S/2006/0122 – Formation and laying out of car park to provide park and ride facility. Erection of ancillary buildings and structures. Formation of new access to A36 and associated engineering works. Closure of existing junction of A36 with Petersfinger Road to motorised traffic and formation of new junction to Petersfinger Road with access road to park and ride site at Petersfinger Park and Ride Site, A36 (Southampton Road) / Petersfinger Road, Salisbury for Mouchel Parkman

**SUPPLEMENTAL REPORT TO:** Planning and Regulatory panel

**DATE:** 18<sup>th</sup> Sept 2007

**AUTHOR:** Stephen Thorne (Head of Development Services)

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### REASON FOR REPORT TO MEMBERS

At the meeting of this panel on the 28<sup>th</sup> of August 2007 the above Item was deferred for the following reasons:

*Resolved: That the above application be deferred to a future meeting of the Planning and Regulatory Panel to allow the Head of Development Services (HDS) to investigate and advise Members concerning a reference in the Local Development Framework documentation regarding possible alternative site(s) for the A36 Park and Ride facility.*

In addition, the HDS to provide additional information/ clarification regarding the following:

- The need/opportunities for the provision of an extension of the cycle lane along the A36 to the east of the application site towards Alderbury, including the provision of a crossing to the A36.
- The need/opportunities for the provision of a pedestrian and cycle link from the site along Petersfinger Road and Milford Mill Road and the implementation of traffic calming measures along Petersfinger Road/Milford Mill Road/Manor Farm Road as a result of potential effects of changes to traffic flows.
- The need/opportunities for the provision of a bus lane along the A36 (Southampton Road) to the west of the Park and Ride site and priority measures for Park and Ride buses exiting the site.
- Opportunities for the occupiers of Willow Cottage and Petersfinger Farm to have free use of the site for parking.



Awarded in:  
Housing Services  
Waste and Recycling Services



- Opportunities for the provision of night vision CCTV (nil lux) in order to minimise light pollution.
- Clarification on the contributions secured for improvements of the cycle network from the adjacent Tesco extension development.
- Clarification on enforcement of weight restriction to Petersfinger Road.

#### **SUPPLEMENTAL REPORT**

Taking the points requested by members in the order that they arose in the minutes, the HDS has clarified the position regarding the LDF as follows:

#### **1. Reference in the Local Development Framework documentation regarding possible alternative site(s) for the A36 Park and Ride facility.**

Reference was made in the previous meeting to Topic Paper No 2 (Housing) that sets out background information and research undertaken by the council to examine some of the key housing issues that have emerged from local studies, national and regional guidance, as well as preliminary views of stakeholders in some key areas.

Option G – Alderbury States:

*'Development at Alderbury, combined with improvements to public transport and the possible relocation of the Petersfinger Park and Ride site, offers the potential to deliver community objectives between the A.36 by-pass and the village.'*

This is a technical background document to the Local Development Framework process, is an officer working paper, without any Cabinet endorsement and in consulting at this issues and options stage, this and other topic papers, should be viewed as a source of information which will be refined and supplemented as the LDF process matures.

The paper is therefore not a material consideration of any weight to this planning application and has to be contrasted with the firm commitment to the Petesfinger Park and Ride site in the Approved Transport plan for Salisbury, that it is funded by the Government through the Local Transport Plan and has been adopted Local Plan policy for the last ten years.

In addition following concerns expressed by the previous administration about the location of the Park and Ride Site at Petersfinger, consultants were instructed in 2002 to re-evaluate options and concluded there was no better site.

With regard to points 2-8 HDS has sought comments from both the applicant and the highway authority and their responses follow.

#### **2. The need/opportunities for the provision of an extension of the cycle lane along the A36 to the east of the application site towards Alderbury, including the provision of a crossing to the A36.**

##### **Applicant's response**

The Park and Ride scheme includes a shared use cycleway/footway path alongside the new Petersfinger Road. This will provide a cycling link from the A36, from the tie-in with the new cycleway to be constructed as part of the Tesco contribution, through to the existing Petersfinger Road. From this point the existing Petersfinger Road is restricted to through traffic and will therefore provide a safe route for cyclists to access the A36 at the existing junction.

The path fronting the park and ride on the A36, to the east of the new Petersfinger Road junction will not be immediately designated a cycle path. It is to be constructed to a standard suitable for a shared use cycleway/footway as agreed with the Highways Agency to facilitate future development of a cycle route alongside the A36 extending toward Alderbury.

Continuing a shared path of a suitable width beyond the extent of the Park and Ride to the east involves the purchase of property and extensive planning work. This also applies to the section between the Park and Ride and current Petersfinger Road junction, where at least 1.5m of land will be required to accommodate the appropriate path width. The provision of an east facing cycle link is considered to be beyond the remit of the P&R proposal and a safe alternative route for cyclists from Bourne Way to the existing Petersfinger Road, A36 junction has been provided as described above.

The promoting authority are aware that a cycle link to Alderbury is supported by Sustrans and currently they are in cooperation with partners at the County Council, District Council and Highways Agency seeking appropriate funding. In addition they are in partnership with the County Council promoting the provision of a toucan crossing near Clarendon Park.

#### **Highway Authority's response**

The P&R site is provided to cater predominantly for city bound car traffic, with the objective of alleviating demand in the city centre. Cycles are not targeted, but are catered for. Alderbury has public transport provision to the city, and demand for cyclists to use the P&R site is likely to be extremely limited. The P&R site should be regarded as part only of a longer term strategy to influence mode of travel into the city centre. There are significant constraints on the provision of a cycle route to Alderbury, including the probable need to compulsorily purchase land. This is beyond the remit of the P&R proposal. The non-provision of an east facing cycle link is not considered to be a sufficient justification to recommend a refusal of the application.

### **3. The need/opportunities for the provision of a pedestrian and cycle link from the site along Petersfinger Road and Milford Mill Road and the implementation of traffic calming measures along Petersfinger Road/Milford Mill Road/Manor Farm Road as a result of potential effects of changes to traffic flows.**

#### **Applicant's response**

Providing a cycle link north of the new road into the Milford Mill Road and beyond would involve a separate planning exercise that would take some time. If an off road route was desired purchase of private land would be very likely given the narrow highway boundary. Funding of this project cannot be achieved within the Park and Ride budget.

The traffic study undertaken as part of the planning application concludes that there is limited potential for an increase in motorised traffic along the new road into the Milford area. The rationale behind this conclusion is that intelligent traffic signals are proposed at the new Petersfinger Road, A36 junction. The timing of the lighting phases will be adjusted to induce the appropriate delay so that Petersfinger Road traffic experiences the same level of delay as currently experienced when turning right at the existing junction.

The traffic signals will be the responsibility of Wiltshire County Council and monitoring of the traffic conditions will be undertaken to ensure that no increase in traffic is experienced.

Although traffic modelling has demonstrated that there will be no increase in traffic rat-running, Wiltshire County Council acknowledge as promoting authority and Highway Authority the concerns raised by local residents in this area.

It is therefore proposed that should there be an unacceptable increase in traffic that cannot be suppressed by the alteration of the phasing of the traffic signals further delay will be induced on the northern end of the new Petersfinger Road by the introduction of physical forms of calming.

The implementation of traffic calming measures along Petersfinger Road/Milford Mill Road and Manor Farm Road based on the potential effects is not considered appropriate prior to the monitoring of the Park and Ride operation.

#### **Highway Authority's response**

There is insufficient road space to provide a cycle route along Petersfinger Road/Milford Mill Road within the highway boundary. A dedicated route on private land would require land assembly, possibly through a compulsory purchase route. Justification for such a scheme has not been considered. Whilst Petersfinger Road can be busy in the peak periods, it is relatively quiet at other times, and suitable for on-carriageway use by cyclists. Cycle routes are provided from Petersfinger Road to Dairyhouse Bridge and to the Tesco site.

### **4. The need/opportunities for the provision of a bus lane along the A36 (Southampton Road) to the west of the Park and Ride site and priority measures for Park and Ride buses exiting the site.**

**Applicant's response**

As mentioned in all responses to date this Park and Ride is part of an overall transport strategy to reduce traffic into the central city, once Petersfingher is operational the parking element of this strategy can be implemented.

It is acknowledged that the current issues with congestion on the A36 corridor will not make the bus journey into the city significantly shorter than if being in a car. However there is no way to easily or quickly accommodate bus priority measures on the A36. A study underway will identify the options and associated costs so that funding options can be considered. The timing of any project to provide bus priority will be years rather than months. Implementation of the Petersfingher Park and Ride will mean the parking strategy can not be put in place thus benefits for all the park and rides and usage maximised.

Priority measures for buses exiting the Park and Ride site are included in the design via detection systems and traffic signal timing. Buses will be detected upon approaching or leaving the park and ride, activating the green signal phase for the appropriate bus movement.

**Highway Authority's response**

WCC has previously commented:

The Petersfingher P&R site is one of five identified as a requirement for Salisbury in the Salisbury Transport Plan. It is acknowledged that there are issues on the A36 corridor that have been identified as requiring a solution which this application does not address, and that the situation is recognised as far from ideal. This proposal should be considered as part only of a series of measures, some of which have been funded and implemented, whilst others remain for solutions to be fully identified. Funding was secured, subject to conditions, to undertake study work with the objective of mitigating the problems caused to transport on the Southampton Road, through the planning agreement to extend the Tesco retail store at Bourne Way. This work remains to be progressed by the Salisbury JTT.

The A36 is currently under the control of the Highways Agency, and has the status of a 'virtually de-trunked' route. The Highways Agency is unlikely to promote any scheme to improve the route. Affordability of major improvements is an issue for the local authority, and funding sources are extremely restricted. It is likely that funding will have to be sought through the regional funding allocation, and no certainty can be offered.

This site will complete the ring of P&R sites around the City and enable the parking strategy to be fully implemented. Car drivers will be influenced not just by journey time to the city centre, but also by city centre parking charges. The on-going problems of local link capacity are not regarded as a valid reason to reject the application, as the proposal will help mitigate, and not exacerbate the existing situation.

Buses exiting the site will exercise a 'hurry call' to the signals, offering a degree of priority to exiting buses.

**5. Opportunities for the occupiers of Willow Cottage and Petersfingher Farm to have free use of the site for parking.**

**Applicant's response**

The applicant is providing the infrastructure of the park and ride only. The provision of free parking or any other exemption for local residents is a matter for the park and ride operator, currently Salisbury District Council.

**Highway Authority's response**

No Comment

**6. Opportunities for the provision of night vision CCTV (nil lux) in order to minimise light pollution.**

**Applicant's response**

In the application it is stated that the site will be lit during operational periods when natural light is not adequate to provide the levels of illumination necessary to maintain user safety and security.

The main vulnerable area out of hours is the amenity building. It is proposed that the internal lights of the building are left on, this would provide sufficient lighting for the internal cameras and,

combined with the ambient lighting (from nearby street lights), at least one external camera to look at the building. The intruder/fire alarm would give additional protection.

In summary the lights will be on a timer to switch on and off the supply at appropriate times. An over-ride switch will also be installed so that lighting can be switched on at any time, particularly in the case of an emergency.

Please note that the street lights on the new road will be operational 24 hours as this a public road.

Customers returning to their vehicle after normal operational hours will be able to leave the car park in the normal way by using their ticket in the exit barrier system. If a customer returns for a vehicle after hours and requires assistance they will need to use the 'help points' to discuss their situation with the security team. Customers are able to leave their vehicles on the site overnight as the ticket is still valid in the exit barrier the following day.

**Highway Authority's response**

No comment

**7. Clarification on the contributions secured for improvements of the cycle network from the adjacent Tesco extension development.**

**Applicant's response**

Contributions have been secured from the Tesco agreement to provide a new cycle path between the Bourne Way roundabout and the new Petersfinger Road.

Funds have also been secured to undertake investigation into bus priority on the A36 Southampton Road. This work will be undertaken by the Salisbury Joint transport Team, operated in partnership by SDC and WCC.

**Highway Authority's response**

Contributions have been secured from the Tesco agreement to provide a new cycle track between the Bourne Way roundabout and the P&R access, contiguous with the carriageway of Southampton Road.

**8. Clarification on enforcement of weight restriction to Petersfinger Road.**

**Applicant's response**

There is currently an environmental 3 tonne weight restriction on the Milford Mill Road and Petersfinger Road enforced to prevent HGV's using this route as an alternative to the A36.

This weight restriction will remain in place and a revised order made to apply the weight limit to the new Petersfinger Road north of it's junction with the park and ride site. Clear advance signage will be provided on the A36 notifying HGV's of the restriction.

Whilst every effort is made to provide clear, advance signing over and above that required by design standards, the weight restriction is only enforceable by the police.

**Highway Authority's response**

Weight restrictions are enforceable by the police. The P&R proposal should have a neutral effect on use of Petersfinger Road by prohibited vehicles.

**Recommendation:**

That members note the information as clarification to the original report and that the recommendation as tabled at the meeting of this panel on the 28<sup>th</sup> August 2007 stands and a copy of the original report is attached for information.

## Agenda Item 7

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# Report

**SUBJECT:** Planning application S/2006/0122 – Formation and laying out of car park to provide park and ride facility. Erection of ancillary buildings and structures. Formation of new access to A36 and associated engineering works. Closure of existing junction of A36 with Petersfinger Road to motorised traffic and formation of new junction to Petersfinger Road with access road to park and ride site at Petersfinger Park and Ride Site, A36 (Southampton Road) / Petersfinger Road, Salisbury for Mouchel Parkman

**REPORT TO:** Planning and Regulatory Committee

**DATE:** 28 August 2007

**AUTHOR:** Stephen Llewellyn

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### Reason for Report:

The purpose of this report is to provide an update on this application following the resolution of the Planning and Regulatory Committee to defer the application at its' meeting held on 31<sup>st</sup> July 2007 to ensure that all interested parties are notified of, and given the opportunity to attend, the meeting.

### Background

Following a site visit held earlier that day, the Planning and Regulatory Committee resolved to defer the application to ensure that all interested parties are notified of, and given the opportunity to attend, the meeting.

The report of the Head of Development Services, together with the schedule of additional correspondence, that were previously circulated at the meeting of the Planning and Regulatory Committee held on 31<sup>st</sup> July 2007 are attached at [Appendix 1](#) and [Appendix 2](#) respectively.



Awarded in:  
Housing Services  
Waste and Recycling Services



## **Additional Representations Received Since Previous Report Written**

Since the report was written for the previous meeting of the Planning and Regulatory Committee on 31<sup>st</sup> July 2007, one further letter of representation has been received from the Laverstock and Ford Downland and Watermeadows Trust. This letter was reported in the schedule of additional correspondence at the meeting of the Planning and Regulatory Committee held on 31<sup>st</sup> July 2007 (see Appendix 2). This letter requests that the following issues be considered:

- The traffic volumes have significantly increased since WS Atkins ranked the Petersfinger site as most favourable on the basis that the traffic queue ends near the Petersfinger site.....the queue now regularly ends near the Alderbury site.
- The site includes the remains of a section of classic water meadow at the confluence of the Bourne and the Avon which has been allowed to scrub up but still contains a rich flora and fauna of high ecological value – should this iconic entrance to Salisbury be replaced by a car park?
- Has the Southern Area Flood Defence Committee been consulted over the flood management proposals of the site?
- Should the fragile economics of this park and ride lead to the car park being closed presumably this would lead to the land being further developed with warehouses or retail development?
- If the development does go ahead the opportunities to interpret the remaining watermeadow and ancient pottery to car park users should be taken as part of the mitigation measures.

A statement has also been received from County Councillor Mrs Douglas, as a member of the public. This statement raises the following comments:

“I am concerned that the proposed site at Petersfinger is located, for westbound traffic coming into Salisbury, after the dual carriageway has ended, such that cars driving to the P&R will add to, and buses bearing P&R passengers into town will get stuck in, the congestion which results from a dual carriageway feeding into a single carriageway.

This problem is raised in the Salisbury Joint Transportation Team’s Final report into Traffic Capacity and Park and Ride Study for Salisbury South Eastern Approaches, published in August 2002 (Para 4.7).

This report describes plans to dual the A36 between College Roundabout and Bourne Way (paras 6.16-6.25) and/or introduce a segregated westbound bus lane between Kennel Farm and Bourne Way roundabout (para 6.37). It also outlines several Package Options, including a combination of these plans (Chapter 8).

Yet, there is no mention of these in the papers for the Planning and Regulatory Committee.

### **Are there plans to implement a whole package?**

In my opinion, it would be foolish to introduce a Park & Ride scheme at Petersfinger without measures to address the congestion which results from a dual carriageway feeding into a single carriageway. I urge the Committee to seek funding to implement these measures”.

## **WCC Highways (Development Control) Response to Statement by County Councillor Mrs Douglas**

“The Petersfinger Park & Ride site is one of five identified as a requirement for Salisbury in the Salisbury Transport Plan. It is acknowledged that there are issues on the A36 corridor that have been identified as requiring a solution which this application does not address, and that the situation is recognised as far from ideal. This proposal should be considered as part only of a series of measures,

some of which have been funded and implemented, whilst others remain for solutions to be fully identified. Funding was secured, subject to conditions, to undertake study work with the objective of mitigating the problems caused to transport on the Southampton Road, through the planning agreement to extend the Tesco retail store at Bourne Way. This work remains to be progressed by the Salisbury Joint Transportation Team.

The A36 is currently under the control of the Highways Agency, and has the status of a 'virtually de-trunked' route. The Highways Agency is unlikely to promote any scheme to improve the route. Affordability of major improvements is an issue for the local authority, and funding sources are extremely restricted. It is likely that funding will have to be sought through the regional funding allocation, and no certainty can be offered.

This site will complete the ring of Park & Ride sites around the City and help enable the parking strategy to be fully implemented. Car drivers will be influenced not just by journey time to the city centre, but also by city centre parking charges. The on-going problems of local link capacity are not regarded as a valid reason to reject the application, as the proposal will mitigate, and not exacerbate the existing situation".

### **Additional Consultations Undertaken and Responses Received Since Previous Report Written**

Following further discussions with the Council's Legal Officers in respect of the previous submission of amended plans and additional information, that principally relates to detailed design aspects of the proposed new signal controlled junction and layout of the scheme and a further reptile survey that has been undertaken, it has been advised that in accordance with the requirements of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 that further consultation must be undertaken with all consultees to which the original Environmental Statement was sent.

Further consultation in respect of the amended plans and additional information has previously been undertaken with the Highways Agency, WCC Highways, Natural England and Wiltshire Wildlife Trust and their consultation responses were included in the report that was previously circulated at the meeting of the Planning and Regulatory Committee held on 31<sup>st</sup> July 2007 (see attached at Appendix 1).

The additional consultation process with the other consultees to whom the original Environmental Statement was sent is currently being carried out and is due to expire on 28<sup>th</sup> August 2007. As part of this process, the following responses have been received to-date.

WCC Planning:  
Response is awaited.

WCC Libraries and Heritage:  
Response is awaited.

Environment Agency:  
Response is awaited.

Wessex Water:  
Response is awaited.  
GOSW:  
Response is awaited.

Joint Transportation Team:  
Response is awaited.



SDC Environmental Health:  
No further observations/comments to make.

SDC Building Control:  
No adverse comments to make.

SDC Arboricultural Officer:  
No further comments to make.

SDC Forward Planning:  
The revisions received do not alter the policy implications of this proposal that remain as per the previous comments that were provided.

### **Further Planning Considerations**

As reported in the schedule of additional correspondence that was circulated at the meeting of the Planning and Regulatory Committee held on 31<sup>st</sup> July 2007 (see Appendix 2), an appropriate assessment under the Habitat Regulations has been carried out for this site and the impact of the development upon the Special Area of Conservation considered. It has been concluded that subject to the imposition of suitable conditions to secure the provision of mitigation measures that the proposed scheme, either alone or in combination, would not have an adverse impact on the River Avon SAC or the River Avon System SSSI.

### **Updated Recommendation**

#### **APPROVE subject to:**

- (i) the conditions as set out in the report previously circulated at the meeting of the Planning and Regulatory Committee held on 31<sup>st</sup> July 2007 and any such further conditions or amendments to conditions as considered necessary and appropriate to be delegated to the Head of Development Services; and
- (ii) no new substantive material planning issues being raised as a result of the current further consultation period that is received before the expiry of the consultation period.