



Appeal by: Bristol Airport Limited

Appeal Reference: APP/D0121/W/20/3259234

North Somerset Council Application Reference: 18/P/5118/OUT

**Summary proof of evidence of
Tim Colles BEng (Hons)
Transport**

Reference: NSC/W4/2

Atkins

Appeal APP/D0121/W/20/3259234 Application 18/P/5118/OUT

Development of Bristol Airport to enable throughput
of 12 million passengers per annum

North Somerset Council

15 June 2021

Tim Colles BEng (Hons)
Summary Proof of Evidence

TOWN AND COUNTRY PLANNING ACT 1990
APPEAL BY BRISTOL AIRPORT LIMITED
PROOF OF EVIDENCE ON BEHALF OF NORTH SOMERSET COUNCIL

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1. Introduction

1.1. The Witness

- 1.1.1. My name is Tim Colles. I am a Senior Managing Consultant with Atkins Limited based in their Birmingham office. I have a Batchelor of Engineering Degree from the University of Wales and have over 20 years' experience as a Transport Planner, working for both the public and private sector, with experience in aviation and highway development control. My experience includes significant transport infrastructure projects in the UK and Middle East. This involved *inter alia* surface access studies for Birmingham Airport and East Midlands Airport, and masterplan development for Abu Dhabi Airport landside requirements. These projects involved the assessment and operation of highway capacity for set down and pick up areas, parking studies and sustainable mitigation measures to accommodate shortfall in staff and passenger parking. It also included optimisation of short and long stay parking capacity and the design and location for the provision of a bus interchange to maximise sustainable mode share. My work has also included studies for railway station connectivity at East Midlands Airport.
- 1.1.2. In addition to my aviation experience, I was an expert witness for the East West Rail 2 TWAO Inquiry as well as other planning appeals, hearings and examinations. I have also supported several local authorities with development control. This includes sustainable urban extensions, motorway service areas and major application reviews. These projects include highway mitigation, sustainability and safety.
- 1.1.3. Atkins Limited is an international design, engineering and project management consultancy working in a wide range of sectors including; infrastructure, transportation, nuclear and power, oil and gas, engineering and design.
- 1.1.4. In July 2020 I was approached by the Lead Transport Planner at North Somerset Council ("the Council") who requested support for a potential appeal by Bristol Airport Limited ("BAL"). I considered the application documents prior to instruction and in my professional opinion the case for refusal was reasonable and one which I could support consistently with my professional obligations. I was subsequently appointed in September 2020 following the lodging of the appeal by BAL.
- 1.1.5. I have reviewed the relevant material submitted by the Appellant and prepared my Proof of Evidence ("PoE") for this appeal. I confirm that the opinions expressed are my true and professional opinions.
- 1.1.6. I appear at this Inquiry on behalf of the Council to give evidence on transport planning matters.

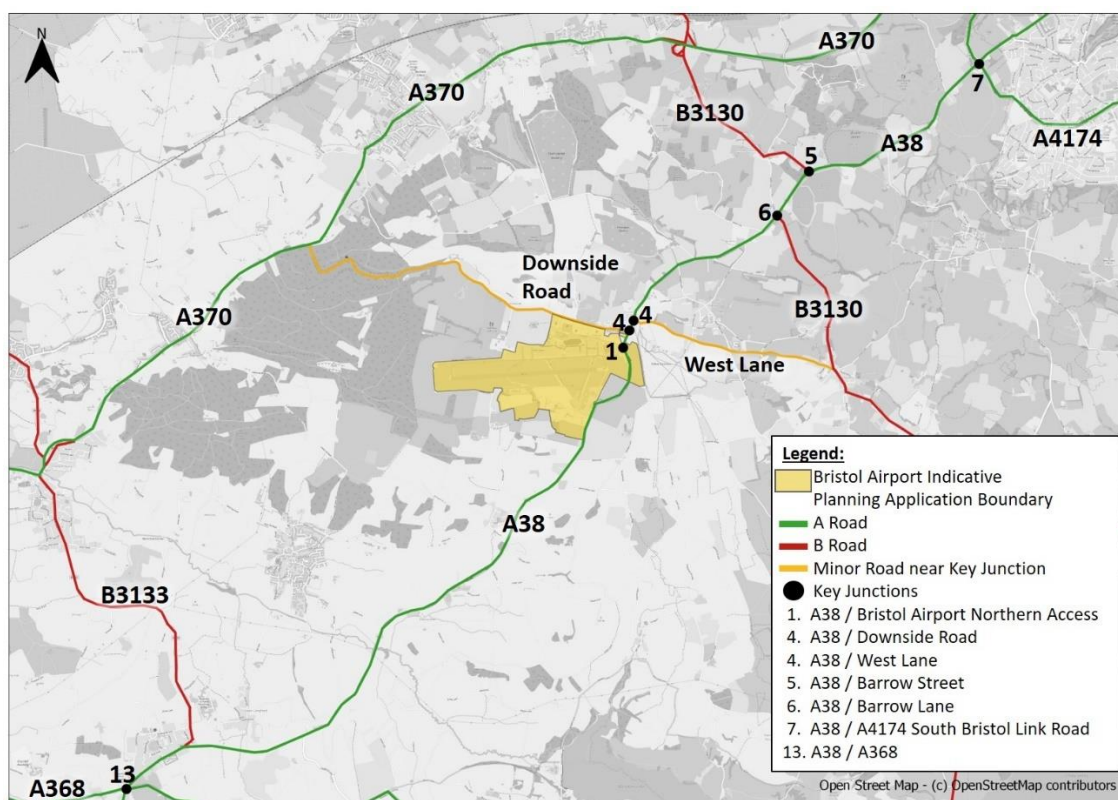
1.2. Background

- 1.2.1. This appeal is concerns the decision of the Council to refuse to grant outline planning permission, with some reserved matters included and others reserved for subsequent approval, for the

development of Bristol Airport (“BA”) to enable a throughput of 12 million terminal passengers in any 12-month calendar period (“the Proposed Development”). Full details of the application and the Proposed Development are provided in the Statement of Common Ground (“SoCG”). I deal with those parts of the application and the Proposed Development which bear on transport issues.

- 1.2.2. The appeal site comprises BA and land adjacent to it including land at the A38 highway, Downside Road and other private land. The site location and adjacent highway network are shown in Figure 1-1.

Figure 1-1 Site Location and Adjacent Highway Network



- 1.2.3. The A38 is particularly pertinent to this appeal as it provides the two main highway access points to BA and is subject to the proposed highway mitigation measures at BA Access Roundabout (Junction 1), Downside Road (Junction 4) and West Lane (Junction 4). The A38 also forms junctions at four other locations which are considered in the Transport Assessment Addendum (“TAA”)
- 1.2.4. The A38 performs a strategic function connecting Bristol with Somerset, Devon and Cornwall and has significant economic importance. The A38 compliments the Strategic Road Network providing resilience and connectivity to the M5. In the vicinity of the Proposed Development, the A38 is single carriageway subject to a 40mph speed limit and experiences congestion in peak periods.

1.3. Information Reviewed

1.3.1. The information that I have reviewed in preparing my PoE is listed below. These documents form Core Documents to this Inquiry and have been given unique reference numbers. Following the initial application in 2018, further submissions have been made to include sensitivity tests and an addendum to reflect the impact of COVID-19. This PoE is based on the findings and conclusions of the most recent submissions noting that they are updates to earlier submissions and therefore have to be read in conjunction with them.

- (a) CD 2.5.8 Documents forming Application Submission (Ref: 18/P/5118/OUT);
- (b) CD2.9.1 to 16 Transport Assessment (December 2018) (“the TA”);
- (c) CD3.1 Transport Post-Submission Sensitivity Tests (January 2019);
- (d) CD2.20.3 TA Addendum (Appendix 5A November 2020) (“the TAA”);
- (e) CD2.20.1 ES Addendum Main Report (Volume 1 November 2020);
- (f) CD2.11 Parking Demand Study (2018);
- (g) CD3.6.2 Parking Demand Study Addendum (2019); and
- (h) CD2.23 Update to the Parking Demand Study (November 2020).

1.3.2. Whilst I have focussed on the documents listed above given their obvious importance to my evidence, I have also considered the application and appeal documents more widely in order to understand the background to the specific transport issues.

1.3.3. I visited the site and relevant highway network in June 2021 following relaxations to international travel. At this time a limited number of countries were on the Government’s green list for international travel. Government guidance was for office workers to continue to work from home where they could. Consequently, airport activity was significantly below typical capacity and traffic levels on the highway network were not typical. I have been cognisant of this in my assessment.

2. Scope

2.1.1. My PoE considers:

- (a) the impact of the Proposed Development on surface access infrastructure;
- (b) parking demand and supply; and
- (c) public transport provision.

2.1.2. My PoE addresses Reasons for Refusal 1, 4 and 5, as set out in the SoCG.

3. Relevant Policy, Standards and Guidance

3.1.1. My PoE provides details the following transport policy, standards and guidelines relevant to this appeal:

- (a) National Planning Policy Framework;
- (b) Planning Policy Guidance – Travel Plans, Transport Assessments and Statements;
- (c) North Somerset Council Core Strategy;
- (d) Development Management Policies Sites and Policies Plan Part 1;
- (e) Joint Local Transport Plan 4;
- (f) Aviation Policy Framework;
- (g) Beyond the horizon;
- (h) Aviation 2050 The future of UK aviation;
- (i) Design Manual for Roads and Bridges;
- (j) Local Transport Note 1/20 July 2020 Cycle Infrastructure Design;
- (k) North Somerset Highways Development Design Guide October 2020;
- (l) Manual for Streets and Manual for Streets 2;
- (m) Junctions 9 User Guide;
- (n) TfL Traffic Modelling Guidelines Version 3; and
- (o) IStrucE Design recommendations for multi-storey and underground car parks (Fourth edition) (March 2011)

4. Surface Access Infrastructure

- 4.1.1. My PoE considers the issue of surface access infrastructure which forms part of Reason for Refusal 1.
- 4.1.2. Several junctions considered in my PoE have measures proposed to mitigate the impacts from the development. In proposing mitigation, it is implicit that in not providing adequate mitigation, the Proposed Development's impact would be sufficiently severe as to be unacceptable.
- 4.1.3. BAL's TA and TAA submissions have a number of deficiencies which do not allow the effects of the Proposed Development to be fully understood. This results in an incomplete and inaccurate understanding of the effects of the Proposed Development.
- 4.1.4. Significant information was missing which does not allow the Proposed Development to be assessed sufficiently. The missing data included:
 - (a) Turning flow movement diagrams;
 - (b) Detailed proposed mitigation drawing;
 - (c) Swept Path Analysis;
 - (d) Road Safety Audit;
 - (e) Collision Analysis;
 - (f) Walking, Cycling and Horse Riding Audit; and
 - (g) Junction Modelling of Slower Growth Scenario.
- 4.1.5. It has not been demonstrated that the impact of the proposed development on congestion and safety has been mitigated to an acceptable degree. This is contrary to NPPF Paragraph 108. c).
- 4.1.6. It is also contrary to CS10 which requires the Proposed Development to 'mitigate against increased traffic congestion', and CS23 which requires 'proposals for the development of Bristol Airport will be required to demonstrate the satisfactory resolution of environmental issues, including the impact of growth on surrounding communities and surface access infrastructure'.
- 4.1.7. There is therefore inadequate surface infrastructure to accommodate the Proposed Development which supports Reason for Refusal 1.

5. Parking

- 5.1.1. My PoE considers the proposed parking provision which is relevant to Reason for Refusal 4. The proposed requirement for a parking provision of 4200 additional spaces (Silver Zone Extension Phase 2 for 2700 spaces and MSCP 3 for 1500 spaces) to support the growth from 10mppa to 12mppa is identified in Parking Demand Study 2018, Parking Demand Study Addendum 2019 and November 2020 Update to the Parking Demand Study. The proposed parking provision for 12mppa would increase total parking provision to 22,200 spaces.
- 5.1.2. Maximising sustainable transport lies at the core of the policy documents. The proposed parking demand is directly related to the vehicular trip generation of the airport and demand for sustainable transport. It therefore needs to be assessed consistently and accurately. Excessive parking provision will facilitate and encourage more passengers and staff to drive to the airport making unsustainable vehicular trips, whereas a lower provision will encourage more passengers and staff to use public transport to access the airport sustainably. Given the constraints on land in the Green Belt Inset for parking provision and the need to encourage sustainable transport, the parking provision needs to be restricted accordingly. The phasing of additional parking provision also needs to be linked to passenger growth and increasing sustainable mode share, so as to encourage (rather than undermine) sustainable transport.
- 5.1.3. My PoE identifies deficiencies in the Parking Demand Studies relating to mode share, lack of evidence and analysis, and unjustified occupancy levels.
- 5.1.4. Additional analysis and detail used in the parking study is still required to fully understand the methodology and calculations used to determine the proposed parking provision.
- 5.1.5. In the absence of the additional analysis and detail, it is my professional opinion that the number of parking spaces is over provided due to:
 - (a) The operational utilisation percentage used;
 - (b) The demand to capacity ratio used;
 - (c) Growth in parking provision relative to passenger numbers; and
 - (d) Current sustainable mode share not assessed.
- 5.1.6. I consider that the proposed parking provision is over provided to the extent that the Phase 2 Silver Zone extension would not be required.

6. Public Transport

- 6.1.1. My PoE considers public transport which is relevant to Reason for Refusal 5.
- 6.1.2. The TA commits to ensuring sustainable transport modes are encouraged by developing a 'new and ambitious Airport Surface Access Strategy'.
- 6.1.3. It is clear that the relevant policies require the sustainable mode share to be maximised but there is no evidence in the TA of what the maximum is, or that it will be achieved by the proposals.
- 6.1.4. BAL's Transport Assessments suffer from a number of deficiencies which do not allow the effects of the Proposed Development in relation to public transport to be fully understood. This result in an inaccurate understanding of the effects of the Proposed Development. These deficiencies are identified in my PoE.
- 6.1.5. The lack of an up to date surface access strategy and passenger travel plan is contrary to NPPF, PPG, APF, DM26 and Aviation 2050 and does not ensure sustainable transport has been maximised (CS1).
- 6.1.6. Neither the TA nor the TAA provides any analysis or evidence to demonstrate geographically where the unmet public transport demand is. There is also no analysis of existing patronage, available capacity or service shortfalls provided in order to determine where future investment and provision is required.
- 6.1.7. The mode share targets have not been updated to reflect the latest CAA sustainable mode share data and therefore are not ambitious enough. It is considered at least an additional 5% should be achievable to maximise sustainable mode share.
- 6.1.8. There is no commitment or certainty that the required PTI will be delivered.
- 6.1.9. Further opportunities are not being taken up to maximise public transport, such as the feasibility of the proposed mass transit scheme.
- 6.1.10. Further justification for the proposed funding is also required.
- 6.1.11. The level of public transport provision for the Proposed Development is therefore inadequate, does not take account of all the opportunities to maximise sustainable transport solutions, does not deliver a genuine choice of transport modes and will not sufficiently reduce the reliance on the car to access the Appeal Site. It does not therefore satisfy the NPPF and the CS which supports Reason for Refusal 5.

7. Summary and Conclusion

7.1. Summary of Findings

7.1.1. My PoE has demonstrated that:

- (a) The policies address two distinct requirements, maximising opportunities to promote and facilitate sustainable travel in the forms of walking, cycling and public transport, and mitigating adverse impact and effects on the highway to relevant standards to ensure safety and acceptable capacity.
- (b) It has not been demonstrated that the impact of the Proposed Development on congestion and safety has been mitigated to an acceptable degree as required by NPPF and the CS. Significant information was missing which does not allow the application to be assessed sufficiently. In the absence of this information, there are a number of indicators that the effects of the Proposed Development would be unacceptable.
- (c) Additional analysis and detail used in the parking study is still required to fully understand the methodology and calculations used to determine the proposed parking provision. In the absence of the additional analysis and detail, or consideration of the current CAA sustainable mode share and increased %5 target, it is my opinion that the number of parking spaces are over provided to the extent that the Phase 2 Silver Zone extension would not be required.
- (d) BAL's Transport Assessment suffers from a number of deficiencies which do not allow the effects of the Proposed Development to be fully understood from a public transport perspective. The level of public transport provision for the Proposed Development is considered to be inadequate, does not take account of all the opportunities to maximise sustainable transport solutions, does not deliver a genuine choice of transport modes and will not sufficiently reduce the reliance on the car to access the Appeal Site.

7.2. Conclusion

7.2.1. Given the evidence set out in my PoE, I conclude it has not been demonstrated that there is adequate surface access infrastructure, the Phase 2 extension to the Silver Zone car park is not justified and the proposed public transport provision is not adequate. The Proposed Scheme Development would therefore be contrary to policies CS1, CS10 and CS23 of the North Somerset Core Strategy and the relevant provisions of Chapter 9 of the NPPF.

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