

## North Somerset Council

### Transport and Highways Summary Comments

#### Application 18/P/5118/OUT

**12 November 2019**

#### 1. Introduction

North Somerset Council (NSC) received planning application 18/P/5118/OUT in December 2018 from Bristol Airport Limited (BAL), seeking permission for expansion of Bristol Airport to accommodate 12 million passengers per annum (mppa). The full description of the development is set out below:

*Outline planning application (with reserved matters details for some elements included and some elements reserved for subsequent approval) for the development of Bristol Airport to enable a throughput of 12 million terminal passengers in any 12 month calendar period, comprising: 2no. extensions to the terminal building and canopies over the forecourt of the main terminal building; erection of new east walkway and pier with vertical circulation cores and pre-board zones; 5m high acoustic timber fence; construction of a new service yard directly north of the western walkway; erection of a multi-storey car park north west of the terminal building with five levels providing approximately 2,150 spaces and wind turbines atop; enhancement to the internal road system including gyratory road with internal surface car parking and layout changes; enhancements to airside infrastructure including construction of new eastern taxiway link and taxiway widening (and fillets) to the southern edge of Taxiway GOLF; the year-round use of the existing Silver Zone car park extension (Phase 1) with associated permanent (fixed) lighting and CCTV; extension to the Silver Zone car park to provide approximately 2,700 spaces (Phase 2); improvements to the A38; operating within a rolling annualised cap of 4,000 night flights between the hours of 23:30 and 06:00 with no seasonal restrictions; revision to the operation of Stands 38 and 39; and landscaping and associated works.*

Since then, NSC Highways and Transport, with support from our consultants Jacobs, have engaged with BAL and their consultants Peter Brett (PBA), to review the information submitted with the application

Alongside the Transport Assessment, a number of other documents have been submitted to support the transport impacts of the development. These are listed below:

- Travel Plan
- Transport Assessment Supplementary Document
- Technical Note 9 – Post Submission Sensitivity Test
- Technical Note 10 – Comparison of modal share between UK regional airports

Our examination of the assessments submitted by PBA has highlighted that there may be a need to provide mitigation at the A38/Barrow Street junction, given the impact on Barrow Street, particularly in the AM peak. Such mitigation could simply take the form of adjustment to signal timings or providing additional physical capacity for the Barrow Street approach. If no physical changes are required then we consider that this mitigation should be delivered upon the passenger capacity granted under the existing consent (10 mppa) being exceeded. If physical works are required, then we would be willing to consider the phasing of the works. This will be undertaken using the applicant's agreed Highways Improvement fund, with which they will monitor the performance of an agreed list of additional junctions and will enable the delivery of further highway mitigation if this is deemed necessary as a result of this monitoring.

At the A370/SBL junction we have agreed with the applicant that although they dispute that mitigation is required, that they will make a fixed sum contribution immediately following consent to a feasibility study that is to be scoped and undertaken by NSC post consent.

The monitoring approach that will be required of the Airport throughout the duration of the 12mppa consent is set out below in section 6.

#### Highway Network outside NSC

In addition to the assessment undertaken by NSC, both Highways England, Bristol City Council and Bath and North East Somerset (BANES) Council have examined the implications of the application on their highway network.

Highways England, following review of the application, have recommended a condition be placed on any consent that requires an improvement to be delivered to M5 junction 22 beyond the airport handling 11mppa. NSC are content that all matters raised by Highways England are concluded and no further comment or action beyond securing the appropriate condition is required.

BANES considered that whilst some areas of impact of the application on their network had been understood, the provision of any amelioration had not. As such, they proposed a monitor and manage approach to be secured via the Section 106 agreement, which we support.

Bristol City Council expressed concerns about the modelling of the SBL roundabout with the A38, and specifically how the queue lengths there have been recorded. Bristol City Council required the applicant reconsider the assessment of this junction. As a result, amendments to the model inputs have been made to better replicate the extent of the queuing at the junction and we are satisfied that this better reflects current operational conditions.

#### **4. Car Parking Strategy**

The applicant has undertaken an assessment of what additional parking it requires to support the expansion plans. As set out in the description of the development for which consent is being sought this comprises:

- erection of a multi-storey car park (MSCP3) north west of the terminal building with five levels providing approximately 2,150 spaces (1200 spaces net of permanent construction losses)
- the year-round use of the existing Silver Zone car park extension (Phase 1) – approx. 3,650 spaces;
- extension to the Silver Zone car park to provide approximately 2,700 spaces (Phase 2).

These proposals result in parking provision at the airport being as set out overall in Appendix 1 section 6.

The Parking Demand Study forecasts that the airport will require circa 22,600 spaces to facilitate growth to 12mppa by 2026 and, therefore, including the delivery of developments to facilitate growth to c.10mppa, there would be a shortfall of 4,600 parking spaces by 2026 based on a 12.5% PT modal share.

The applicants' Parking Study and Strategy documents then note that with a PT mode share target of 15% this number reduces to 3,900 by 12mppa/2026.

Within the assessment there are spaces identified that would be used to compensate loss of spaces during construction activity and it is arguable that this provision is warranted as there are no construction plans for MSCP2.

We concur with the findings of the Parking Demand Study which notes several factors which will impact the 'likelihood to park' moving toward 12mppa, including

- an increase in the percentage of inbound non-UK resident passengers to Bristol Airport from 19.5% in 2017 to 21.2% in 2026
- changes in the airport's catchment area, to include regions further from Bristol, where public transport opportunities need improvement
- and changes in passenger demographics.

However, when the increased shift towards PT is considered (17.5% by 12mppa/2026), against BAL's proposal to target a 15% PT mode share, a lower parking demand of 3,200 is predicted. This is reflected in our recommendation to reduce the permitted additional parking quantum to 3,200 spaces.

However, the above proposed parking provision should be re-evaluated by BAL on this basis and space reductions in specific car parks proposed. The reduction (700) in the total number of spaces to be provided should be identified by car park and should be evidence led, as should too many spaces be removed from the Silver Zone extension may increase in unauthorised parking. Conversely, if insufficient space is provided within the premium MSCP the airport may become less attractive for business travel.

We have also agreed that a BAL review would be appropriate to consider new evidence and justify any additional parking above 3,200, to a maximum of 3,900 spaces. Non-Airport off-site provision may vary greatly in location, type and

authorisation status throughout the period to 2026, and is not predictable and so should be accounted for in a review of actual changes in provision.

In addition, as set out in the Parking Strategy and Airport Surface Access Strategy appendices below, we have determined the order, and phasing in which the additional parking should come forward and its relationship to public transport modal share targets. Parking provision should be linked to the delivery of public transport measures and modal shift.

The agreed order of parking delivery is:

1. Silver Zone (Phase 1) full year release and Silver Zone extension (Phase 2) upon consent of this application and only in tandem with delivery of an agreed set of public transport improvements
2. MSCP2 – this was consented as part of the 10mppa application but has not yet been constructed by the airport. The release of Silver Zone Phases 1 and 2 will provide sufficient capacity for delivery of this important scheme, which requires release of Silver Zone parking to enable construction due to temporary loss of spaces.
3. MSCP3 – this should only be brought into use at the point at which a 16% public transport modal share is achieved.

### Off-site parking

The applicants own demand study notes that unauthorised off-site car parking has increased from approximately 3,200 spaces in 2014, to approximately 4,800 in 2017 as a result of increased advertising and being able to undercut official parking charges. These sites cause significant unmitigated congestion, air quality and other environmental impacts in local communities. They also encourage further car travel, whereas official sites are led by public transport improvements. The applicant forecasts that if supply of official airport parking is restricted, this will increase demand for unauthorised sites with which we agree. However, when considering the attraction of official parking over unauthorised sites, price appears to be the dominant driver over other factors such as security and convenience. Therefore, the act of simply providing more official car parking without any consideration of the pricing structure would be unlikely to reduce the demand off-site.

### Pricing Review

Car parking charges are high in comparison to other airports. The applicants own demand study has indicated that travellers are becoming more price sensitive given the changing market (increased leisure travel) and passenger growth locations representing lower quartile UK household incomes (SW England and South Wales).

However, with increasing demand for low cost parking (which is a major driver in the increasing use of unofficial off-site providers), it is crucial, given the need to increase public transport modal share, to also to manage off-site car parking, and therefore that a comprehensive pricing strategy review is undertaken as part of the ASAS process (within 6 months post consent).

This strategy will need to look cross mode, including car parking, public transport, and drop-off to develop proposals that move passengers up the modal hierarchy (as set out earlier), and tackle the issue of off-site parking, taking into account the elasticity related to each mode.

### Parking Summary

In summary, having considered the car parking requirements of the expansion to 12mppa – we require the following:

- A total of 3,200 net additional spaces be permitted at consent. This quantum would then be subject to a parking quantum review to be undertaken by BAL that would consider any new evidence derived from enforcement actions on unauthorised parking locations and other new factors on total parking quantum including other new market provision. Subject to completion and approval of this review (methodology to be agreed) a further release of 700 spaces (up to a maximum of 3,900 net additional spaces) would be permitted.
- Car parking to be delivered in phases, linked to a public transport investment programme and then modal share increase. This is as follows:
  - Silver Zone (Phase 1) full year release and Silver Zone extension (Phase 2) upon expiration of 10mppa consent and only in tandem with delivery of an agreed set of public transport improvements
  - MSCP2 – this was consented as part of the 10mppa application but has not yet been constructed by the airport. The release of Silver Zone Phases 1 and 2 will provide sufficient capacity for delivery of this important scheme, which requires release of Silver Zone parking to enable construction due to temporary loss of spaces.
  - MSCP3 – this will only be able to be brought into use at the point at which a 16% public transport modal share is achieved.
- A multi modal pricing strategy to be undertaken with the aim of moving passengers up the mode hierarchy and away from unauthorised car parking. This should directly inform ASAS and Travel Plan actions. The ASAS will not be signed off until the pricing strategy is agreed.
- A condition/S106 obligation that provides incentives for BAL to achieve the agreed mode share targets. These should be, in order of priority:
  1. Additional funding of public transport measures/services (extent to be agreed with NSC)
  2. A comprehensive review of the ASAS and Travel Plan, which should be used if incentive one fails (review scope to be agreed with NSC)
  3. A rollback of approved parking provision commensurate with the PT mode share achieved. This measure to be used if there is repeated failure in the delivery of the above incentives.

## **5. Airport Surface Access Strategy**

## Special assistance points

- As the airport grows and transport modes are more spread around the site there is a need to consider at what point the service is offered. There may be some people who require assistance from the actual multi storey car park, bus drop off point, and have a need for the assistance point not to be located somewhere in the terminal. Assistance reception points should be constructed at key transport interchanges, including at the terminal entrance.

### *Actions:*

- *The draft ASAS is to be provided to NSC within 6 months of consent, providing evidence of consideration of all comments in section 7 above.*

## **8. Staff transport provision**

Provision of staff car parking is currently 1,000 spaces (with all spaces located in the Silver Zone) and it is not proposed to increase from 2017 levels.

The draft work place travel plan has identified the behavioural change targets required to accommodate the additional staff increase of 700. This will be achieved by increasing staff their car sharing and public transport use combined with a raft of measures such as marketing, a staff notice board, increase in 2+ bays, and changes to the training and induction pack.

The focus on sustainable staff travel is welcomed, but it is considered that this will only be achievable through regular monitoring and review, and a dynamic approach to the package of measures applied.

From review of the workplace travel plan it is noted some staff will be working within the new staff building, Southside. However, the majority airside staff, such as pilots, stewards/stewardesses, terminal operatives and retail workers work airside (northside). Consideration should be given by BAL to locating some staff parking relative to their working locations with a view to reducing staff trips on the A38 outside the main entrance, however we would encourage activity to support public transport and car sharing in preference to parking location changes..

BAL should ensure continuation of (or improvement to) the discounted public transport scheme in operation for staff (£1 any journey one way). To deliver increased public transport usage significant focus will be required to target improvements to shift patterns around peak departure times (early in the morning/late at night) as public transport is typically less available and attractive at these times. NSC will require BAL to detail their specific plans for public transport improvements for staff travel within the ASAS/Workforce Travel Plan (WTP).

BAL are proposing updates to the existing WTP. NSC has reviewed these and comments are provided below. We understand BAL are supportive of and willing to update the WTP.

- (a) The WTP indicates that a dedicated Travel Plan Co-ordinator will be appointed. Within the draft S106 Heads of Terms, details should be provided of the timescales of this appointment; a breakdown of the proposed; levels of funding; and further details of the operational budget; and those for implementation and monitoring. It is recommended that the Travel Plan Co-ordinator is employed on a permanent basis and that the

role should have a remit across the whole site (including all associated uses) and all employers. This will require support from other employers to ensure the focus is not solely on BAL employees, which is a relatively low percentage of the total staff employed on site.

- (b) The Travel plan proposes the creation of 'user groups' of the Transport Forum to inform, advise and manage the WTP. The latter would mean major employers attend the Transport Forum. This measure is to ensure BAL 'manage' through implementation and monitoring.
- (c) The WTP is planning a re-launch of the active promotion of on-site car share schemes, with additional car-share spaces. This should be for all on site staff and not only those employed by BAL. In addition, the airport should ensure that car-share spaces are monitored and enforced.
- (d) BAL should clearly define the overall target for car share spaces (percentage and actual numbers) and their utilisation. Details of the process for allocating the additional car share spaces should also be provided.
- (e) As parking will be less available to staff, clear proposals are required on how demand and supply will be managed by BAL not only for BAL staff but for all those working on site. It is recommended BAL bring forward a review of airport-wide staff car park charging to encourage less car use and to drive increases in public transport and smarter choices. It is recommended that staff parking charges should be at least be equivalent to or greater than the cost of a public transport journey.
- (f) The WTP is planning to increase bus services to and from Bristol Airport and active promotion of these routes and services (particularly increase in the frequency prior to peak time flights) is supported.
- (g) Alongside this, consideration should be given to Personalised Travel Planning and incentives should be available to those who would benefit from these services. Any new or rebranded bus services should have a series of promotions and incentives for both staff and passengers to raise the profile within the target demographic/ geographical area. Funds to support this should be identified within the Heads of Terms.
- (h) An additional measure within the WTP, which is strongly supported, is further promotion of discounted staff bus fares available on all public transport services (from BAL contracted services e.g. Bristol Flyer).
- (i) Research demonstrates that when starting a new job there is a propensity to change travel behaviour. It is recommended BAL fund free travel by non-car modes to attend interviews and for travel by non-car modes to work for the first month of employment to encourage and cement new behaviours at this point of change.
- (j) The WTP should provide measures to encourage walking and cycling and their promotion (post Access Fund in 2020). This should include measures such as grants to pay for showers, lockers, drying rooms, which should be conveniently located and accessible. Further provision of cycle parking and storage facilities should be conveniently provided throughout the site and the responsibility of the Airport rather than other employers.
- (k) It is recommended that circulation of regular information updates regarding sustainable transport charges and opportunities is provided, and this should include the promotion of the use of Travelwest and Better by Bike.

NSC support the inclusion of the Airport as a zone within the Future Mobility Fund bid coordinated by WECA in June 2019. We acknowledge the commitments to co-delivery and co-funding of the staff-focussed Demand Responsive Transport elements that feature in the bid. Should this bid fail, the Airport's will consider how elements of the bid can be incorporated into the ASAS.

*Actions:*

- *NSC requires BAL to detail their specific plans for public transport improvements for staff travel including to serve shift patterns around early morning/late night flight peaks.*
- *Consideration should be given by BAL of staff parking locations relative to staff working locations and justification provided, including detail for any changes proposed within the Workplace Travel Plan. As parking will be less available to staff, clear proposals are required on how demand and supply will be managed by BAL not only for BAL staff but for employees of all companies on site. It is recommended BAL bring forward a review of airport-wide staff car park charging to encourage less car use and to drive increases in public transport and smarter choices.*
- *All comments above (a-k) should be included within the Workforce Travel Plan which shall be submitted to NSC and approved in writing before the existing passenger limit (10mppa) is exceeded or within 6 months of consent (whichever is sooner) and in associated BAL documents, including the ASAS.*
- *BAL will look at including the main aims of the Future Mobility Zone within the heads of terms for the S106 and planning conditions, should the bid not be successful.*

## **9. Other Local Authority & Stakeholder Comments**

Consultation responses have been received from neighbouring authorities and other stakeholders and are briefly discussed below.

### **9.1 Bath and North East Somerset Council**

Bath and North East Somerset Council issued an objection, subject to their key mitigations and objectives being incorporated in to the Heads of Terms/S106. Concerns noted related to:

#### *Transport Assessment*

- Passenger growth profile - resolved
- Flight schedule information - not possible to review the detail. Reliance on a realistic flight schedule is critical to form the basis of the overall traffic impact of the proposed scheme.
- The daily profile of public transport connections - sensitivity test exercise undertaken, however it is not certain whether the test scenarios reflect actual usage trends through the day and week. NSC require BAL to clarify this point.
- Technical Note considers "average weekday" scenario appropriateness to assess the impact of the proposed development traffic on the local highway network. The 10mppa and 12mppa flight schedule information has been used to determine the future daily profiles, which shows no significant difference between the weekday passenger totals, and that this should not affect the traffic impact analysis scenarios but shows the importance of the flight