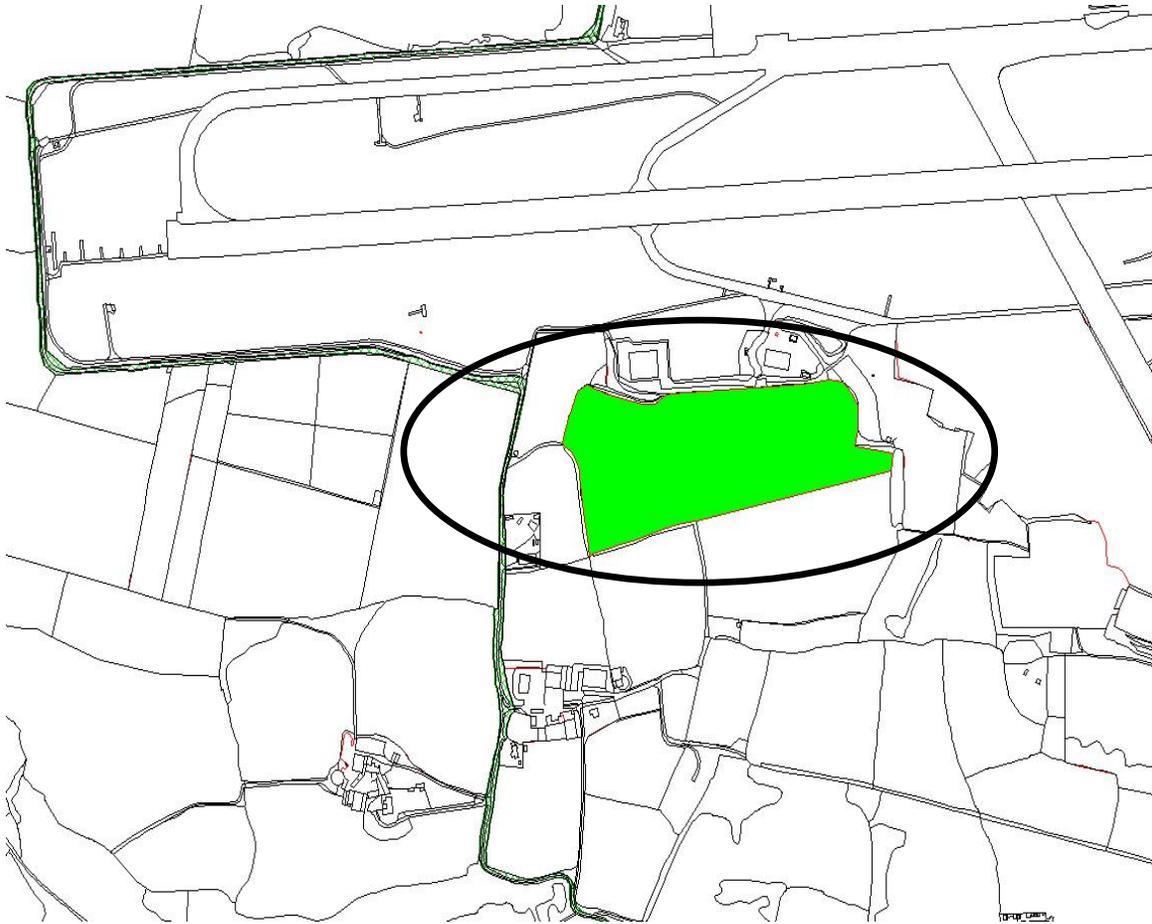


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APPLICATION NO: 16/P/1486/F	CASE OFFICER: Neil Underhay
APPLICANT: Bristol Airport	Extended expiry date:
PARISH/WARD: Wrington/Wrington WARD COUNCILLOR(S): Cllr Mrs D J Yamanaka	TARGET DATE: 19 September 2016
SITE ADDRESS: Bristol Airport, North Side Road, Felton, BS48 3DY	

LOCATION PLAN: The following plan shows the general location of the site only and is for illustrative purposes. The circle identifies the location of the site and is not a representation of the site boundaries. The site boundaries and other details submitted with the application can be viewed on the council's website at www.n-somerset.gov.uk. This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office © Crown copyright and database rights 2016 Ordnance Survey 100023397. You are not permitted to copy, sub-license, distribute or sell any of this data to third parties in any form



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7. **Section 1: 16/P/1486/F Development of car parking with associated temporary lighting, fencing and landscaping on agricultural land, providing approximately 3,650 long stay car parking spaces for use in peak months May-October and forming an extension to the existing Silver Zone car park at Bristol Airport.**

REFERRED BY COUNCILLOR YAMANAKA

Summary of recommendation

It is recommended that, subject to the completion of a legal agreement, the application be **APPROVED** subject to conditions. The full recommendation is set out at the end of this report.

Background

Outline planning permission (reference number 09/P/1020/OT2) was granted in 2011 for comprehensive development at Bristol Airport to increase its operational capacity to 10 million passengers per annum. The permission includes over 30 different developments including, of relevance to this application, the following additional car parking:

- A seasonal car park for use between May and October each year to be delivered in two phases on the 'Cogloop' land (also known as sites 'C1' and 'C2') totalling 3650 spaces.
- A multi-storey car park to the north of the passenger terminal to be delivered in two phases totalling 3850 car parking spaces.
- An extension to the 'Silver Zone' long stay car park on land known as the 'Cornerpool' land or Site 'U'.

Condition 7 of the outline planning permission says the first phase of the seasonal car park (Site 'C1') cannot be brought into use until the first phase of the multi-storey car park (1829 spaces) is in use. Condition 8 requires that the second and final phase of the seasonal car park (Site 'C2') shall not be brought into use until passenger numbers have reached 9 million passengers per annum. Condition 9 says seasonal car park (sites 'C1' and 'C2') can only be used between 1st May and 31st October in any year.

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This application is to bring forward the release of the previously approved Cogloop land in advance of the construction of the multi storey car park (which is the subject of a separate application elsewhere on this agenda)

The Site

The site is approximately 7.8 hectares in area and is located to the south of the runway and adjacent to the airport's fire training ground and snow base. It is currently used for grazing.

The Application

Full planning permission is sought to provide 3,650 seasonal car parking spaces to be used from May to October each year. This will be a single phase development which is intended to be operational from 2017. The proposed development comprises the following elements:

- new asphalt access and egress from the existing Silver Zone Car Park in the north east and south east corners;
- grass car parking bays with asphalt aisles;
- security fence to car park perimeter of height 3 m;
- replacement of existing fence around field perimeter with stock proof boundary fence with barb wire;
- associated signage;
- temporary (seasonal) lighting;
- closed circuit television (CCTV);
- associated services (electrical supply, foul and storm water drainage including SuDS etc.); and
- landscaping and ecological enhancements including a 2 m high landscape bund along the site's south and west edges.

Vehicles would gain access to the site via the A38 roundabout and report to the Silver Zone reception where cars would be valet parked. The existing dedicated 24-hour courtesy bus service would transfer passengers to and from the pick-up / drop off zone directly outside the terminal building.

Relevant Planning History

There is a long planning history for Bristol Airport. Most of the planning history does not have a direct bearing on this application and only those applications listed below relate to car parking. From this list it can be seen that there are a number of other recent planning applications currently under consideration. Application 16/P/1455/F which related to a Multi-Storey Car Park (MSCP) to the north of the passenger terminal is most relevant. There are some overlapping

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issues between that application and this proposal and it is necessary to consider both applications at the same time. A separate report on the MSCP is made to this committee.

Year	Reference	Proposal	Decision
2016	16/P/1795/RM	Reserved Matters application for new car park reception building (Silver Zone)	Pending
2016	16/P/1455/F	1,878 space multi-storey car park	Pending
2016	16/P/1440/F	Extension to staff car park to provide 196 additional spaces	Pending
2016	16/P/0924/EIA1	Environmental Impact Assessment Screening Opinion for seasonal car park	EIA not required
2015	15/P/0057/RM	Reserved Matter for Silver Zone car park extension	Approved
2011	09/P/1020/OT2	Comprehensive development to increase airport capacity to 10 million passengers per annum	Approved

Policy Framework

The Development Plan comprises:

- The Sites and Policies Plan Part 1: Development Management Policies (DMP) July 2016
- North Somerset Core Strategy (CS) 2012
- North Somerset Replacement Local 2007 (RLP) – Remaining Saved Policies (2016)
- West of England Joint Waste Core Strategy – March 2011
- North Somerset Waste Local Plan – 2002

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Sites and Policies Plan Part 1 – Development Management Policies

The Sites and Policies Plan Part 1: Development Management Policies (DMP) was adopted on 19th July 2016 and it replaces the majority of the 'Saved' policies in the RLP. The following policies from the DMP are material to this appeal. The following policies are relevant to this application.

Policy	Policy heading
DM1	Flooding and drainage
DM2	Renewable and low carbon energy
DM8	Nature Conservation
DM9	Trees
DM10	Landscape
DM11	Mendip Hills Area of Outstanding Natural Beauty
DM12	Development within the Green Belt
DM24	Safety, traffic and provision of infrastructure etc. associated with development
DM26	Travel plans
DM27	Bus accessibility criteria
DM28	Parking standards
DM29	Car parks
DM30	Off-airport car parking
DM50	Bristol Airport
DM70	Development infrastructure
DM71	Development contributions, Community Infrastructure Levy and viability

North Somerset Core Strategy (NSCS) (adopted April 2012)*

The following policies are particularly relevant to this proposal:

Policy Ref	Policy heading
CS1	Addressing climate change and carbon reduction
CS2	Delivering sustainable design and construction
CS3	Environmental impacts and flood risk management
CS4	Nature Conservation
CS5	Landscape and the historic environment
CS6	North Somerset's Green Belt
CS10	Transport and movement
CS11	Parking
CS12	Achieving high quality design and place making
CS23	Bristol Airport
CS34	Infrastructure delivery and Development Contributions

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*** Core Strategy - High Court Challenge**

Following a legal challenge to the adopted Core Strategy, Policy CS13 (housing requirement) was remitted back to the Planning Inspectorate for re-examination. In addition, Policies CS6, CS14, CS19, CS28, CS30, CS31, CS32, CS33 were also remitted on the grounds that should the housing requirement be increased, then this may have consequences for one or more of these policies. All other policies remain adopted. Policy CS13 was approved by the Secretary of State on 18 September 2015 and forms part of the development plan. The examination of the other remitted policies is currently taking place.

Other material policy guidance

National Planning Policy Framework (NPPF) (March 2012)

The following is particularly relevant to this proposal:

Section	Section heading
1	Building a strong, competitive economy
4	Promoting sustainable transport
5	Supporting high quality communications infrastructure
7	Requiring good design
9	Protecting Green Belt Land
10	Meeting the challenge of climate change, flooding and coastal change
11	Conserving and enhancing the natural environment

Consultations

Copies of representations received can be viewed on the council's website. This report contains summaries only.

Third Parties:

The Parish Councils' Airport Association (PCAA) objects to the application on the following grounds:

- Early delivery of the Cogloop car park is a departure from the existing consent and the airport has not demonstrated 'very special circumstances' to justify the amendment to phasing.
- This proposal in tandem with other car parking and other developments on the south side of the airport contributes to an over-development in the Green Belt. Permitted development rights should be removed until the airport

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- complies with planning consent of application 09/1020/OT2 and 106 Agreement.
- Bristol Airport is a leisure airport with only 13% business passengers, who are most likely to use the multi-storey car park. It is unlikely that the multi-storey car park will be built but that the airport will in time request that Cogloop land is used all year.
 - The S106 Agreement for planning application 09/P/1020/OT2 states the reason for the conditions was to *'ensure that priority to development in the Green Belt inset in accordance with policy RD/3 of the North Somerset Replacement Plan'* and to *'limit the effects of the proposed development on the surrounding countryside in accordance with policy RD/3 of the North Somerset Replacement Plan'*. Development of this site earlier than necessary does not to comply with North Somerset Local Development Framework Core Strategy policies CS1, CS3, CS4, CS5 and CS6 and policies within Development Management Policies DM8, DM10 and DM24.
 - Increased low cost car parking undermines public transport policies and policy CS10 and policy DM24.
 - Bristol Airport must now find suitable sites for car parking services outside the Green Belt with public transport transfers to and from the airport.
 - Policy support for the airport and benefits to the south west region are many but the airport has excluded any reference to the tourist deficit created as more holiday passengers fly out than in. From the Office of National Statistics the tourist deficit stands at £20b. Policies both economic and environmental should be given equal weight. In this case the PCAA believe that Bristol Airport is taking the low cost option to car parking harming the openness of the Green Belt.
 - Bringing forward Cogloop land is urbanising a rural landscape earlier than necessary. Obscuring the views to the Silver Zone currently is poor, as hedgerows are too low. Cogloop land is further from the airfield and hedgerows should be allowed to grow much higher for wildlife and to ensure the visual impact is negligible.

Cleeve Parish Council; Barrow Gurney Parish Council; Long Ashton Parish Council; Winford Parish Council & Brockley: have all sent individual comments to say they fully support the comments of the Parish Councils' Airport Association.

Wrington Parish Council: Comments are quoted in full in Appendix 1.

Other Comments Received:

Highways England: No objection.

Environment Agency:

No objection subject to planning conditions being imposed.

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Natural England:

Due to the potential impacts on Horseshoe bats a Habitats Regulations Assessment is required before a decision can be made. The Council will need to “screen” the proposals, progressing to an Appropriate Assessment where a likely significant effect cannot be ruled out.

Business West:

Fully support the application. Bristol Airport is an important strategic employment location and as a key international and national gateway is a very important factor in business location and inward investment decisions. The proposed change in phasing of infrastructure development set out in the planning application is reflective of the impacts felt by businesses across the region as a result of the global recession of 2008/9 and the difficult economic conditions which followed. However, alongside growth in car parking the airport has shown a commitment to increase the percentage of passengers travelling to and from the airport by public transport and the current estimate of 14% is a significant improvement from previous years.

North Somerset levels Internal Drainage Board:

The Board is satisfied that the surface water drainage proposals, which utilise on-site capture and soakaways to bedrock are satisfactory.

Nempnett Thrubwell Parish Council:

Objects on the following grounds:

- The continued expansion of the airport is having an increasingly intrusive and damaging effect on the rural nature of our community.
- Volumes of traffic continue to increase in a way that is completely unsuited to the rural lanes.
- Light pollution, particularly from the development of the silver parking zone is now noticeable to the north of the Parish and unacceptable in an area of outstanding natural beauty.
- The increased number of flights is cumulatively adding to noise and environmental pollution.

It would also wish to see the approved MSCP is built before any further development or expansion is allowed

Principal Planning Issues

The principal planning issues are: (1) principle of development; (2) changed demands for airport parking; (3) impact on sustainable travel; (4) impact on openness of the Green Belt; (5) landscape impact and design; (6) drainage and flood risk; (7) biodiversity; (8) response to other points.

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Issue 1: Principle of development

The principle of a 3,650 seasonal car park on the same site in the Green Belt was accepted as part of the 2011 planning permission (09/P/1020/OT2). Planning conditions did however required its construction to be phased following Phase 1 of the MSCP being built and 9mppa being reached. This application seeks to provide the car park as a single phase construction before the first phase of the MSCP is built and before 9 million passengers is reached at the airport. The airport operators would like the seasonal car park to be ready for use for the 2017 season from May to October. They do however propose that a planning condition could be imposed should this application be granted such that the seasonal car park cannot be used from 2018 onwards unless the first reduced phase of the MSCP of 984 spaces (which is the subject of planning application 16/P/1455/F) is operational.

The implications of this change are considered in the following sections of the report.

Issue 2: Changed demands for airport parking

Since the 2011 planning permission the airport operators report increases in low-cost flights and a growth in a demand for low-cost parking from all sectors including business users. They also say the 'Silver Zone' car park, which is the cheapest parking at the airport and provides 70% of the overall on-site airport parking, has also had full occupancy during the peak seasons for the past 4 years. However over the same period the occupancy of higher cost parking (on the north side of the airport) which provides 30% of the overall supply has reduced from 88% to 85%. These changes occurred when passenger numbers increased from 5.7 million passengers per annum (mppa) in 2011 to 6.7mppa in 2015. This is expected to rise to a record level of 7.5mppa in 2016, with 10mppa projected in 2024. The airport operators say 85% of passenger growth from 2009-2016 has come from the low cost market and this is reflected in a growth in the demand for cheaper car parking, which is expected to increase.

Some objectors say these trends should have been foreseen by the airport at the time of the previous application in 2011. Furthermore a larger MSCP in the previous application in the Green Belt inset was included to portray a balanced approach to additional car parking at the airport, but it was likely to be scaled back once permission had been granted as it is a more costly option. The airport refute this and say that the impact of the recession on different types of parking demands could not have been predicted in terms of the quantity of premium parking that would be needed. However it is now apparent that there is a lower proportion of customers willing to pay higher parking tariffs and the airport's approach to car parking should react to customer demands.

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Furthermore, there are no sites on the airport's land outside the Green Belt where increased, viable lower-cost car parking could be provided and the only remaining space in the airport's control is through an early delivery of the 'Cogloop' land. The airport however say there is still a need for a MSCP in the short to medium term, but not for 1829 spaces in 'Phase 1' of the current approval. The revised proposals for the MSCP reduce this to 984 spaces (see planning application 16/P/1455/F).

Issue 3: Impact on Sustainable Travel

It is argued that allowing cheaper car parking to be built before public transport improvements are made will encourage more passengers to drive to the airport and this is not a balanced sustainable growth. This is a relevant point since planning permission 09/P/1020/OT2 required staged improvements to public transport to be made so that the percentage of people travelling to and from the airport by public transport would increase from 6.5% in 2009 to 15% by the time the airport achieved 10 million passengers per annum (mppa). This included the following improvements:

- The development of an Airport Surface Access Strategy (ASAS)
- Increasing duration and frequency of the Bristol Flyer service up to 8 services per hour
- An enhanced '121' bus service from Weston-super-Mare with a separate new hourly Weston Flyer services at 8mppa and a half-hourly service at 10mppa.
- Direct service to Bath at 9mppa.
- Other regional services
- Concessionary services for local people.

The ASAS commenced in 2012 and there are currently five public transport services to the airport as below:

- The 'A1' Bristol Flyer operating between the airport and two main transport hubs in Bristol (Temple Meads Railway Station and Bristol Bus Station). This is a 24-hour service with services every 8-10 minutes during 06:30 Hours and 19:30 Hours.
- The 'A2' hourly service between Weston-super-Mare and the airport via Banwell, Winscombe, Churchill and Wrington between 07:00 and 19:00 Hours.
- The 'A4' Service between Bath bus and train stations and the airport every hour from 03:00 and 23:00 Hours.
- Stagecoach services between Plymouth and the airport and Bristol, city centre, via Exeter and Taunton. This comprises 19 services a day.

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- National express service between Cardiff City Centre and the airport. This comprises 12 services a day seven days a week.

A number of these services, such as, the increased frequency of Bristol Flyer Service and the Bath Service, have been brought into operation by commercial operators ahead of the scheduled targets in the S106 Agreement. As a result, in September 2015 13% of the 6.6 mppa travelled to and from the airport by public transport. This is higher than the initial trajectory of 8% at 7.3mppa. The Airport's Staff Travel Plan has also seen the number of single occupancy vehicle trips from staff reduce from 80% to 74% with public transport use increase from 10% to 16%.

Other planned services in the S106 Agreement such as the new Weston Flyer hourly service are not required until 8mppa are reached. As part of this application the airport operator is however proposing to commence this new service when the seasonal car park is first brought into use or when 8mppa are reached (whichever occurs first). As the seasonal car park is intended to be in use in 2017, this is likely to be before 8mppa is reached. The mechanism for bringing the service into use (including its timetable, routing and cost) would need to be agreed but the obligation to increase this to a half-hourly service at 10mppa is unchanged.

Notwithstanding the benefit of the early introduction of this service some objectors say that the current S106 obligation to achieve 15% public transport use is too low and the Council, through this application, should seek to increase this target to 20%-25%. Paragraph 204 of the NPPF makes clear that: "planning obligations should only be sought where they are:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development."

As this application does not increase the scale of development above that already allowed at Bristol Airport, it is highly unlikely that a proposal to improve public transport usage would meet any of these tests. For this reason, this objection is not supported.

Issue 4: Impact on openness of Green Belt

The extant 2011 planning permission allows the same sized car park in the same location and with the same annual restrictions. In the 2011 permission, the airport projected that the trigger points to enable the delivery of the entire seasonal car park (the completion of the first phase of the MSCP and passenger numbers of 9mppa) would have been reached by 2016. In this sense they suggest the seasonal car park is being delivered no earlier in time than first

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expected. However as neither of these trigger points have been reached, this proposal does amount to the *earlier than planned* release of the seasonal car park. It is suggested by some objectors that the application does not include 'very special circumstances' to bring forward additional car parking at the airport. The applicants however say 'very special circumstances' do exist to justify the early delivery of the seasonal car park and these are summarised as follows:

- 1) Increased demand for low cost car parking. This is already explained in Issue 2
- 2) Bristol Airport remains committed to building the first phase of the MSCP and volunteer a planning condition to this effect.
- 3) The airport is a major employer and contributes much to the local economy. The NPPF (at paragraph 19) makes clear that significant weight should be placed on the need to support economic growth and investment in businesses.
- 4) The proposal will have limited landscape and visual impacts.

As an engineering operation which encroaches on the countryside and does not preserve the openness of the Green Belt, a car park of the scale proposed is inappropriate development by definition. However, this was addressed in the 2011 permission where 'very special circumstances' were proven to exist for this and other development in the Green Belt, which outweighed any harm to the openness of the Green Belt. The previous permission did however require Green Belt parking to be provided alongside improvements in sustainable travel and provided a sequential approach to the release of the land so that the parking on airport land outside the Green Belt land was provided first

In this respect, the part of the airport not in the Green Belt (the 'Inset' area on its north side) is already intensively used with the site of the MSCP currently used for surface parking. The consented MSCP would result in a more land efficient and high-density form of parking, but it does not remove the need for further surface car parking on the south side of the airport in the Green Belt. Other parts of the 'Inset' have also been developed since 2011, including extensions to the passenger terminal and an airport hotel is currently being built. Given the rapid growth of passenger numbers and the proposed re-phasing of the construction of the MSCP, it is considered that the applicants have a sound case for securing a short-term increase in seasonal car parking to provide for projected customer demands and that this cannot be met in the Green belt inset area.

It is also material that improvements to public transport services have, to date, been delivered ahead of schedule and this will also be the case for the 'Weston Flyer' service. These early improvements go some way to off-set the early delivery of the seasonal car park and demonstrate a balanced approach to sustainable travel.

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The airport operators have also made it clear that they still intend to build 3 levels of the MSCP (984 spaces) before the seasonal car park can be used for the 2018 season and this can be controlled through a planning condition. This shows a commitment to develop high-density car parking in the Green Belt inset, which, given the changing demands for car parking, is a balanced approach to the location of airport car parking.

The objectors argue that the airport has over-emphasised the high cost of building the MSCP in order to justify further surface level car parking and financial matters are not a planning consideration. The NPPF however says that economic factors are a core component of sustainable development alongside social and environmental dimensions. Financial matters are therefore capable of being a material consideration, to be weighed against other material considerations and the assessment of 'very special circumstances'. Some objections suggest the airport should bear the costs of building the MSCP in its currently approved larger form before any Green Belt parking is allowed, and off-set any deficit in revenue against the business as a whole. It is unrealistic however to suppose that any business would front load expensive infrastructure much larger and much sooner than is reasonably needed. The airport operator also indicates that car parking at the airport needs to be a self-standing part of the overall business and this contributes to keeping down other airport costs. The application also shows how the airport carefully monitors passenger demands and the uptake of its different car parking offers and this application is a direct response to changing circumstances.

With regard to the visual and landscape impact, the size and position of the car park is no different to that already approved. The construction of the car park in one phase as opposed to two phases (as previously approved) could have a temporary greater impact on the openness of the Green Belt, but this would be for a relatively short period and have no greater impact in the long term. As this is a full application, details of the proposal are however provided and these are assessed in Issue 4.

On balance, it is considered that there are 'very special circumstances' in support of the early delivery of the approved car park and this outweighs any harm by reason of inappropriateness. The Town and Country Planning (Consultation) (England) Direction 2009 does however require local planning authorities in England to consult the Secretary of State before granting planning permission for certain types of development. This includes 'inappropriate' development in the Green Belt which, by reason of its scale or nature or location, would have a significant impact on the openness of the Green Belt. Although the conclusion is that 'very special circumstances' do exist for this proposal and so outweigh any harm to the Green Belt, the size of the development would, nevertheless, still have a significant impact on the openness of the Green Belt. The Council did notify the Secretary of State of the intention to approve planning application 09/P/1020/OT2 in 2011, which included the same car park and other development in the Green

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Belt. The Secretary of State confirmed that the application did not need to be called-in and he was content that the decision should remain with the Council. The guidance is silent on whether repeat of similar applications should be referred. However, as it is a new and separate application that is considered on its merits, officers consider that if the Council decides to approve this application, it should consult the Secretary of State and withhold issuing a decision until the Secretary of State has confirmed his position.

Issue 5: Landscape Impact and Design

The size of the first phase of development in this application is smaller than the phase 1 previously granted, which was found to be acceptable in terms of its appearance and landscape impact. The applicants have, nevertheless, provided a comprehensive new landscape and visual impact assessment with the viewpoints of the site shown from various public positions. From some limited locations, such as Winters Lane, the site is conspicuous. It is proposed to construct a 2 metre high earth bund along the south and west boundaries of the car park, which will have native trees planted on its top with native hedging at its perimeter. The bund is not a characteristic of the landscape, but it will, when mature, largely screen close range views of the car park. Longer range views of the car park might be possible from more distant elevated positions, such as Hyatt's Wood, but this must be considered in the context of the previous approval and other development at the airport. Its landscape and visual impact is likely to be minor.

The proposed block car parking bays are a grid like system which allows grass to grow through and the aisles and access road would be asphalt. Lighting will be required in the car park when it is in use. Further details will be required under planning condition to ensure its impacts are minimised and it is unlikely that this will have an adverse impact on the local landscape or the setting of the Mendip Hills AONB.

There are no adverse landscape or design impacts and the proposed car park complies with Policy CS12 of the Core Strategy and Policies DM32 and 33 of the Sites and Policies Plan Part 1.

Issue 6: Drainage / Flood Risk

The proposed drainage details include the capture and removal of surface water runoff from the proposed development up to a 1 in 30 return. These include infiltration trenches and porous car parking which are acceptable.

In response to the comments from Wrington Parish Council, officers have considered the evidence from the flooding in the village in 2012 and have

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referred to the Environment Agency aquifer plans and British Geological Survey maps for the area.

The 'Black and Veatch Modelling and Mapping Report' (April 2013) referred to by the Parish Council says: *"Anecdotal evidence suggests that flooding generally occurred after a prolonged period of rainfall followed by a heavy downpour falling on saturated ground. It is also reported that water levels in the Rye Brook rise quickly once flooding begins, and high flows generally last for 2-3 hours. Less extensive flooding has occurred in the north of Wrington where properties are located on the edge of the steep hills to the north."*

If there was an influence of ground water on flooding within the catchment, there would, in all likelihood, have been a longer duration of flooding or a secondary rise in water as the ground water travel times would be longer. Neither of these things were reported in 2012. The flooding in the north of the village appears to be due to overland flows due to the steep nature of the catchment on that side of the village, and again these appear to have flash flood characteristics.

A previous report (Wrington Drainage Study - Phase 1 2009) commissioned by the Council noted: *"A preliminary investigation has been carried out in to the potential impact that Bristol Airport has on the flooding issues in Wrington. Examination of the topography in the vicinity of the airport and Wrington indicates that although the airport is situated at a higher elevation than Wrington, there is a valley separating the airport from the village, which would intercept flows from the north before they reach Wrington and carry them westward towards Cleeve. In addition, the Flood Estimation Handbook indicates that the catchment for the Brook only extends approximately 1.5km north of the Brook and confirms that the airport is not within the catchment of the Brook."*

The Groundwater Source Protection Maps available on the Environment Agency website also indicate that the airport is within a groundwater protection zone, which has its centre to the north of the airport. This suggests that any water infiltrating in to the ground from the airport will travel in a north/north-westerly direction.

Based on the above information it has been concluded that the airport currently has no hydrological or hydrogeological impact on the village of Wrington.

There are no drainage or flood related objections to the application having regard to Policy CS3 of the Core Strategy.

Issue 7: Biodiversity

The site is in an area of known bat activity and the results of recent Bat Surveys are currently being considered. The proposed landscape layout does however indicate that even if bats are found to cross the site or pass nearby, landscaped

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corridors have been included in the design to enable continued bat passage. Lighting details will need careful design so that they do not deter bat movement. There is also a badger sett within the site and while its closure (subject to a licence from Natural England) and relocation, does not preclude development, the details of this will need to be controlled under planning conditions. Bat and bird boxes form part of the landscape strategy and this is welcomed. Comments from Natural England indicate that a Habitats Regulation Assessment is required and the terms of this should be in place before the planning application is determined. Work on this is advanced and an update will be provided.

Subject to further consideration of the Bat Surveys and satisfactory resolution of the Habitats Regulations Assessment, there are no biodiversity objections to the application, but it is likely that planning conditions will be required and an update will be provided on this matter. This approach accords with Policy CS4 of the Core Strategy and DM8 of the Sites and Policies Plan Part 1.

Issue 8: Response to other points

- i) Some objectors say the applicant has under-emphasised the economic impact of airport growth, particularly as this much of this growth will be outbound travel. Furthermore economic impacts must be balanced against the environmental concerns.

Very similar issues were examined at the time of the previous planning application in 2011 and it was concluded that the economic impacts of the airport development (which were supported by many in the business community) were acceptable and any increase in outbound travel did not justify the refusal of planning permission when weighed against other material considerations in favour of the proposal. This proposal would not change that position.

- ii) Removal of permitted development rights for Airport Land in the Green Belt.

Permitted development rights for airport development is national legislation and it allows certain types of development at airports to take place without planning permission. Caveats limit these powers to an airports 'operational boundary', which is typically the airport boundary at the time it became a 'licensed operator', but there is nothing in the legislation which removes these rights if an airport is in a Green Belt. Bristol Airport have exercised their powers and carried out numerous developments in the Green Belt including car parking without needing planning permission. Removing these rights when this application does not propose any further development to that previous granted would be disproportionate.

- iii) Commitment to develop the Multi-Storey Car Park and all-year use of the seasonal car park

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The reduced scale of the first phase of the MSCP reflects the reduced short to medium term demands for premium tariff parking. The airport operators do however volunteer a planning condition should planning permission be granted, which says the seasonal car park cannot be used after the 2017 season, unless the first phase of the MSCP (984 spaces) subject to planning application 16/P1455/F has been implemented and is in use. Any subsequent planning applications to vary the use of the seasonal car park, or apply for further car parking in the Green Belt, this would be decided on their merits.

- iv) The proposal would not increase the scale of development previously granted at the airport in terms of overall passenger capacity or in terms of traffic in the volume of traffic accessing the site.

Natural Environment and Rural Communities (NERC) Act 2006

The proposed development will not have a material detrimental impact upon biodiversity subject to no adverse comments from the Council's Ecologist

The Crime and Disorder Act 1998

The proposed development will not have a material detrimental impact upon crime and disorder.

Conclusion

Since 2011 the applicant has shown that there has been a change in demands for different types of car parking at the airport and there is now an earlier need for increased surface level car parking, which can only be met in the Green Belt. It is considered that the applicants have demonstrated 'very special circumstances' for this which outweighs any harm to the openness of the Green Belt. This includes improvements to public transport ahead of schedule and a commitment to build the first phase of the MSCP so that the seasonal car park cannot be used after 2018. These off-set any adverse impact of the seasonal car park being delivered before other previously agreed targets are reached and it demonstrated a balanced surface access strategy. The application is acceptable under Policies

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CS1, CS6, CS10 and CS23 of the Core Strategy and DM12, DM24 and DM50 of the Sites and Policies Plan Part 1.

There are no drainage, flood risk or landscape objections and the proposal complies with Policies CS3 and CS5 of the Core Strategy and DM1 and DM10 of the Sites and Policies Plan. Officer will provide an update on biodiversity.

RECOMMENDATION: Subject to

- a) the referral of the application to the Secretary of State;
- b) the completion of a 'Deed of Variation' to the Section 106 Legal Agreement for planning permission 09/P/1020/OT2 securing implementation of the new 'Weston Flyer' public transport services when the airport passenger number reach 8 million passengers per annum or when any part of the seasonal car park is first brought into use (whichever the earlier); and
- c) the resolution of a 'Habitat Regulations' Assessment'

the application be **APPROVED** (for the reasons stated in the report above) subject to the following conditions and any other additional or amended conditions as may be required

1. The development hereby permitted shall be begun before the expiry of three years from the date of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the approved plans and documents listed Below:

Planning Statement June 2016
Design and Access Statement June 2016
Geo-environmental Report May 2016
Landscape and Visual Appraisal June 2016
Ecological Impact Assessment June 2016
Information to inform Habitats Regulations Assessment July 2016
Transport Statement June 2016
Magnetometer Survey Report April 2016
Drainage Design Note May 2016
Heritage Statement –June 2016
Arboricultural Assessment May 2016
External Lighting Strategy – September 2011

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Drawing Numbers: 1100P01; 1101P00; 1103P00; 1104P00; 1106P00; 1107P00;

Reason: For the avoidance of doubt and in the interest of proper planning.

Restrictions in use of Seasonal Car park

3. The car park hereby approved shall only be used between 1st May and 31st October in any year and at no other times.

Reason: Very Special Circumstances have been provided to justify development in the Green Belt and that the need for this car park only arises during peak seasonal demands. It is therefore appropriate to reduce its impact at other times in accordance with Policies CS5 and CS6 of the Core Strategy and Policies DM10 and DM12 of the Sites and Policies Plan Part 1.

4. Notwithstanding the requirements of condition 3 the use of the car park hereby approved shall cease from 31st October 2017 unless Multi-Storey Car Parking comprising 984 spaces has been constructed and the 984 car parking spaces made available for use in accordance with plans and details to have been submitted to and approved in writing by the Local Planning Authority.

Reason: Development of Green Belt car parking shall be commensurate with the development of other airport car parking not in the Green Belt in accordance with policy CS6 of the Core Strategy and DM12 of the Sites and Policies Plan.

Lighting

5. No lighting shall be installed in the car park unless until details of the position, height (including lighting columns), type and the levels of illumination shown in a lighting contour plan, have been submitted to and approved in writing by the Local Planning Authority. The lighting shall only be used when the car park is in use and the light columns shall be removed or lowered in accordance with details to be submitted and approved in writing by the Local Planning Authority outside of permitted seasonal use in condition 3. The lighting shall be installed and operated in accordance with the agreed specifications.

Reason: To reduce the impact of artificial lighting in accordance with Policies CS3, CS4 and CS6 of the North Somerset Core Strategy.

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Landscaping

6. The earth bund identified in the landscaping scheme shall be completed in accordance with the approved plans and details before the car park hereby granted is brought in to use and the planting of the bund and other parts of the site shall be carried out in accordance with the approved specifications in the first planting season (October to March inclusive) following completion of the works or when the car park is brought in to use, whichever occurs first.

To ensure that landscaping schemes if fully implemented in a timely manner in accordance with Policy CS5 of the North Somerset Core Strategy.

7. Trees, hedges and plants shown in the landscaping scheme to be retained or planted which, during the development works or a period of five years following full implementation of the landscaping scheme, are removed without prior written consent from the Local Planning Authority or die, become seriously diseased or are damaged, shall be replaced in the first available planting season with others of such species and size as the Authority may specify.

Reason: To ensure as far as possible that the landscaping scheme is fully effective and in accordance with Policy CS5 of the North Somerset Core Strategy.

Ground Contamination

8. If, during development, contamination is found to be present at the site then no further development unless otherwise agreed in writing with the Local Planning Authority shall be carried out until the developer has submitted a remediation strategy to the Local Planning Authority detailing how this contamination shall be dealt with and obtained written approval of the strategy from the Local Planning Authority. The remediation strategy shall be implemented as approved.

Reason: To ensure the proposed development will not cause pollution or harm to public health in accordance with Policy CS3 of the North Somerset Council Core Strategy.

Archaeology

9. Prior to the commencement of the development a programme of archaeological work shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out as approved.

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Reason; To ensure any potential archaeology is recorded and preserved in accordance with policy CS5 of the North Somerset Core Strategy.

APPENDIX 1 – COMMENTS FROM WRINGTON PARISH COUNCIL

The Council considers that this application has been brought forward to provide accommodation to meet demand resulting from delays by BIA in implementing the construction of the multi-storey car park approved under application 09/1020/OTP and will be used to cover car parking shortages during the construction of the multi-storey building now proposed under 16/P/1455/F. This further application follows hot on the heels of 16/P/0454/PAI which received approval for an additional 200 spaces in the so-called silver zone.

The Council objects to this application to expand the car parking in the Green Belt.

- This application should be refused until after BIA has fulfilled its commitment to completion of the multi-storey car parking facility approved under 09/P/1020/OTP and further sought under 16/P/1455/F.
- Conditions imposed under 09/P/1020/OTP were designed to protect the Green Belt from unnecessary intrusion by car parking. The failure to implement the building of the multi-storey car park as originally proposed is now placing undue pressure on car parking provision in Green Belt land and should be resisted.
- The proposal will result in the destruction of agricultural land in a rural landscape.
- Although the application is proposed for use between May and October each year only, the impact of the proposed lighting and the surfacing will not enable the land to be reinstated when not in use.
- The provision of surfacing and lighting will have an adverse effect on wildlife in the surrounding landscape, notably birds and foraging bats.
- We have considered the Drainage Design Note prepared by Capita and the

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comment from NSC's Flood Risk Management Team, 7 July 2016. We have noted the claim that the drainage system has been designed to prevent flooding in a 1 in 30 year event, with it acknowledged by Capita that there will be on-site flooding in a 1 in 100 year plus 30% for climate change event. While we would have expected the design to cover a 1 in 50 year event, some consideration should also have been given to off-site flood risk.

It is acknowledged in the Design Note that the site is currently a grassed agricultural field. Also that the site 'geology generally consists of reddish brown clayey slightly sandy gravel, sitting over jointed carboniferous limestone bedrock' and that discharge will be to ground. The proposed site area is 7.8ha and development on this scale and with some impermeable surfacing must have potential off-site impacts if discharge is to be to the ground. Our understanding is that this land drains to the south, not north, and we are concerned that without detailed investigation to prove otherwise, any further development to the south of the airport will add to the flood risk elsewhere.

It is well known and acknowledged by NSC that Wroughton is at risk from flooding, yet the causal factors aren't clear. In addition to the surface water arising from rain falling on the catchment, in flood conditions water erupts from springs or 'issues' in, around and especially to the east of Wroughton village. This excess and uncontrolled surface water is clearly related to the underlying geology, which on the north side of the valley is the carboniferous limestone referred to above.

We have enclosed an extract from the geological survey map of the area. We believe that the fault line shown running north-south across Goblin Combe (highlighted in red on the attached map), which stops where the limestone meets the conglomerate on the north side of the valley, contributes to flood risk in Wroughton by providing a direct route south for groundwater flow (it does not flow down Goblin Combe). The source of the stream which runs through Wroughton is just to the south of and in line with the southern end of this fault. We recommend that permission is not granted for any significant development on this or any other land to the south of the airport or outside its boundary until a much more thorough investigation of flood risk has been undertaken. This must include an assessment of off-site risk, including the potential impacts on Wroughton. As the relevant Flood Risk Authority, NSC has an obligation to ensure that this assessment is undertaken.

Finally, it is suggested that the application, should it be approved, be robustly conditioned to enable this expansion on a designated temporary basis, during the construction phase of the multi-storey car park only, and thereafter be re-instated to agricultural land as at present, thus retaining the rurality of this relatively large 7.8ha site.