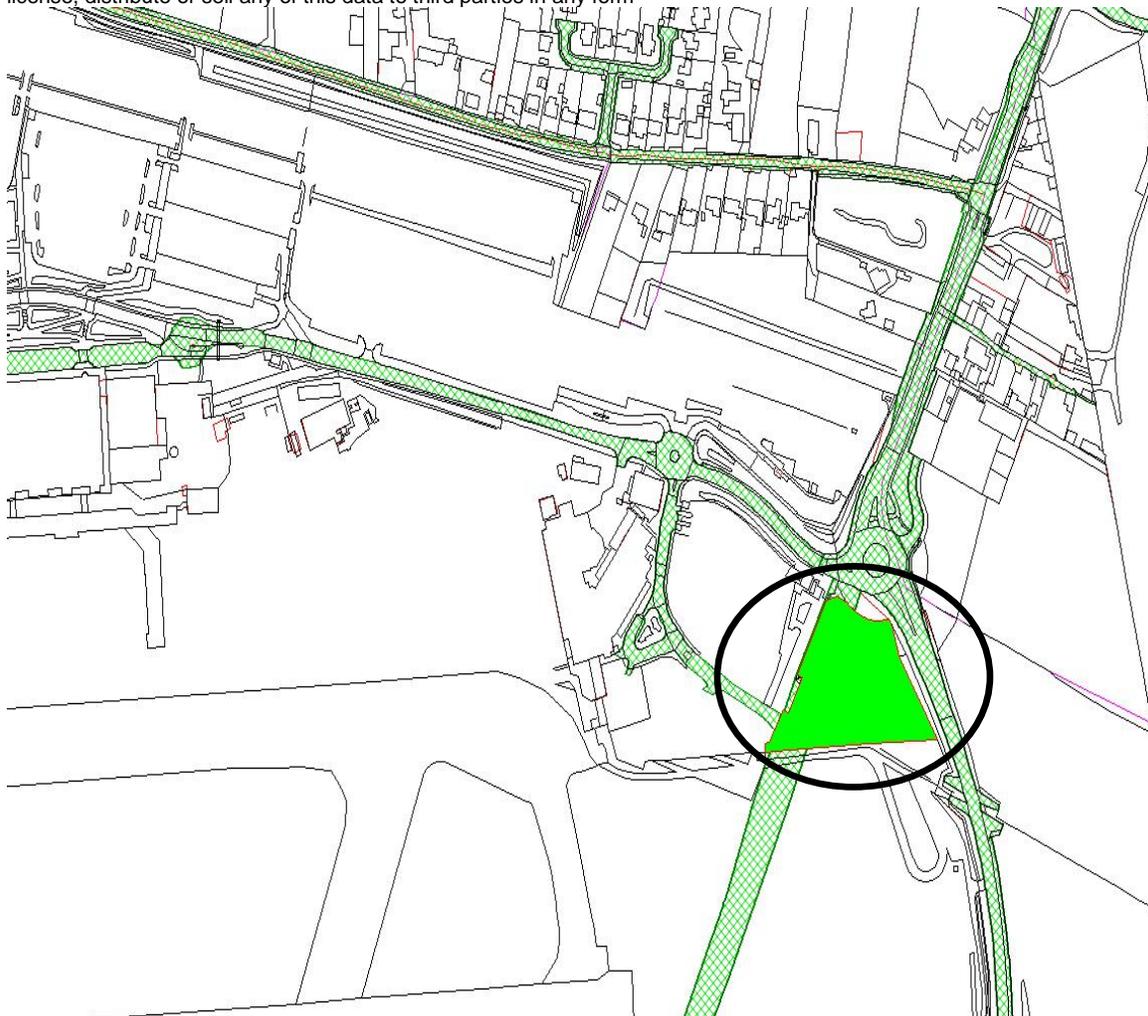


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<b>APPLICATION NO: 16/P/1440/F</b>	<b>CASE OFFICER: Neil Underhay</b>
<b>APPLICANT: Bristol Airport</b>	<b>Extended expiry date:</b>
<b>PARISH/WARD: Wrington/Wrington</b> <b>WARD COUNCILLOR(S):</b> <b>Cllr Mrs D J Yamanaka</b>	<b>TARGET DATE: 01 August 2016</b>
<b>SITE ADDRESS: Bristol International Airport, North Side Road, Felton, BS48 3DY</b>	

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](http://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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6. **Section 1: 16/P/1440/F Extension to the existing staff car park to provide an additional 196 parking spaces with associated lighting, replacement security fence and landscaping at Bristol International Airport, North Side Road, Felton, BS48 3DY**

**REFERRED BY COUNCILLOR YAMANAKA**

**Summary of recommendation**

It is recommended that, subject to referral to the Secretary of State, the application be **APPROVED** subject to conditions. The full recommendation is set out at the end of this report.

**The Site**

The site is approximately 0.7 of a hectare of land located at the eastern side of the airport adjacent to the A38 and main vehicle access. The northern edge of the site consists of young native woodland trees near to the A38 boundary and the remaining area is rough grass.

**The Application**

Full planning permission is sought to develop the site as a staff car park (196 spaces) which would form an extension to the adjoining staff car park in front of the former passenger terminal. The outer hedge and small groups of young woodland trees towards the north and south-east of the site would be retained and supplemented with additional native planting nearest to the A38. The rest of the site would be cleared of its vegetation and redeveloped as a car park. Parking bays would be surfaced with compact gravel and the aisles would be tarmacked. Vehicles access to it would be from the main airport entrance via the internal road network.

**Relevant Planning History**

There are two previous planning permissions which affect this site. The first is planning permission 97/1190 (dated 1998) which included the realignment of the A38 to its current position. The application site is part of the largely grassed area that was left in between the current and former routes of the A38.

The second is outline planning permission (reference number 09/P/1020/OT2) granted in 2011 for comprehensive development at Bristol Airport. This site is within the boundary of that planning permission, but it did not propose any development on this land.

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Planning permission 09/P/1020/OT2 did include other additional car parking comprising:

- 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'.

Other recent applications have been made to re-phase the delivery of some of the approved car parking. A list of relevant application is set out below.

<b>Year</b>	<b>Reference</b>	<b>Proposal</b>	<b>Decision</b>
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	Approved
2016	16/P/1486/F	Re-Phasing of seasonal car park	Approved
2011	09/P/1020/OT2	Comprehensive development to increase airport capacity to 10 million passengers per annum	Approved
1999	97/1190	New Passenger Terminal and realignment of A38	Approved

**Policy Framework**

The site lies within the Green Belt.

**The Development Plan**

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

The following policies are particularly relevant to this proposal:

<b>Policy Ref</b>	<b>Policy heading</b>
CS1	Addressing climate change and carbon reduction
CS2	Delivering sustainable design and construction

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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
CS23	Bristol Airport
CS34	Infrastructure delivery and Development Contributions

\* 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 has taken place and the Inspector's report is expected shortly.

Sites and Policies Plan Part 1 – Development Management Policies

The Sites and Policies Plan Part 1: Development Management Policies (DMP) was adopted on 19 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.

<b>Policy</b>	<b>Policy heading</b>
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

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DM50	Bristol Airport
DM70	Development infrastructure
DM71	Development contributions, Community Infrastructure Levy and viability

**Other material policy guidance**

National Planning Policy Framework (NPPF) (March 2012)

The following is particularly relevant to this proposal:

<b>Section</b>	<b>Section heading</b>
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

Supplementary Planning Documents (SPD) and Development Plan Documents (DPD)

- Travel Plans (November 2010)
- North Somerset Landscape Character Assessment SPD (adopted December 2005).
- Biodiversity and Trees (2005)

Emerging Policy

The Council's 'Executive' Committee approved the publication version of the Site Allocations Plan on 18 October 2016. This will be consulted upon from 7 November 2016 for 6 weeks. Examination is expected to be in April 2017. The plan currently has limited weight

**Consultations**

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

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**Third Parties:** Letters of objection have been received from Parish Councils Airport Association and some local Parish Councils. The principal planning points made are that:

- The proposal is inappropriate development in the Green Belt and was not part of planning permission 09/P/1020/OT2.
- Despite its temporary nature, which will be replaced once the approved increase in aircraft stands has been implemented, the need for the car park will remain, meaning that it is likely to go elsewhere in the Green Belt.
- While the car park is said to be for staff, there is little to prevent it from being used by passengers. Furthermore, over one thousand staff parking spaces were made available in the Silver Zone area. If these spaces are not used by staff, they will be used by passengers, which compounds cheaper parking in the Green Belt. It is a stealth tactic to secure more passenger parking.
- The proposal will undermine the delivery of the Multi-Storey Car Park which is not in the Green Belt. It would also encourage passengers to drive to the site and undermine sustainable travel.
- The Airport now needs to consider obtaining sites for car parking outside the green belt or alternatively other businesses should be allowed to open car parking services to the airport. The airport has a monopoly on car parking and is intent on retaining a monopoly by demanding green belt land.
- Policy support for the airport and for economic benefits to the South West region ignores reference to the tourist deficit created as more holiday passengers fly out than in. Economic Policies which support expansion of the Airport must be balanced with environmental policies set to safeguard wildlife, habitats and the openness of the green belt.
- the applicant has not made the case for very special circumstances to allow planning permission to be granted.
- The proposal is also contrary to Policies DM8 and DM9 of the Sites and Policies Plan and Policies CS4 and CS9 of the Core Strategy, by reason of its landscape and biodiversity impacts

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

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.

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- 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.”

A letter of support has been received from Business West. The principal points made are that 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.

**Wrington Parish Council:** “The Council is sensitive to and recognises the need for increased staff car parking which appears currently to be exacerbated by contractors’ vehicles using the existing facility alongside staff. No doubt this impact will be heightened with the proposal for commencement of building of the multi-storey car parking facility applied for under 16/P/1455/F.

The proposal to close the existing badger set on the site is noted with regret, bearing in mind the highly territorial nature of badgers.

The Council is also concerned at the continued creeping expansion of the airport and the expansion into hitherto undeveloped, green sites, but notes the applicant’s intention to use landscaping to maximise shielding of the development zone.”

**Other Comments Received:**

**Natural England:** Given the location of the site between A38 and the built up airport site, we consider the site does not represent a likely foraging or commuting area for more light sensitive bat species. We therefore advise that the proposals are unlikely to result in a significant effect on the integrity of the Bat Special Area of Conservation.

To show compliance with the Conservation of Habitats and Species Regulations 2010, as amended (the ‘Habitats Regulations’) the Council may wish to record its screening decision for this project.

**Highways England:** No objection.

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**Principal Planning Issues**

The principal planning issues are: (1) principle of development; (2) landscape and visual impacts; (3) biodiversity; (4) drainage; (5) traffic impacts; (6) other matters.

**Issue 1: Principle of development**

The proposal constitutes 'inappropriate' development in the Green Belt by definition and planning permission should not be approved unless 'very special circumstances' exist in support of the proposal, which clearly outweigh the harm to the Green Belt and any other harm.

The applicant says there are 'very special circumstances' in support of this proposal and these are:

- Increased demand for Staff Car Parking
- Lack of Alternative Sites
- Policy Support for development at the Airport
- The limited impact on the openness of the Green Belt

In this respect, The applicant says there is currently a maximum of 1000 staff car parking spaces divided between two separate car parks at the airport, both of which are in the Green Belt. There is no scope to increase staff parking without reducing passenger parking. Of the 1000 spaces, approximately 200 are currently used for contractors undertaking various developments at the airport and contractor parking will be required for some time into the future. Parking for the 2800+ staff (which are projected to increase in the future) and business visitor (not passengers) is therefore about 800 spaces.

Various improvements have been made to public transport services to the airport and the percentage of people (passengers and staff) travelling to and from the airport by bus is around 14% compared with around 7-8% in 2010. The early delivery of the 'Weston Flyer' service also demonstrates the airport is committed to achieving a sustainable and balanced approach to travel. The Airport's Staff Travel Plan has also seen the number of single occupancy vehicle trips from staff reduce from 80% to 74% in recent years. The airport however is a major employer with staff working varied shift patterns and there remains a need for some additional staff parking.

Examination of recent planning applications for other car parking development at the airport (Multi-Storey Car Park and Seasonal Car Park) revealed that about 15% of the higher-tariff on-site parking (in the Green Belt Inset) is typically vacant, although this is an average which varies from hour-to-hour. The apparent number of surplus car parking spaces that results from a 15% surplus

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(or 85% occupancy) exceeds the 196 additional spaces proposed in this application. The applicants, however, say that in common with other large airport car parks, they do not operate solely on a pre-booking system and around a quarter of passengers will arrive 'on the day' and pay a gate price and seek out vacant spaces. They contend that a 15% leeway is a minimum contingency and less than this would lead to problems for customers trying to find vacant spaces, leading to queuing and delay. Taking this into account, it is considered that the airport has demonstrated a need for increased staff car parking and this cannot be met within its existing car parks.

In terms of alternative sites of staff parking and the potential for park and ride, during previous applications for additional car parking at the airport (eg: planning application 09/P/1020/OT) it was estimated that for an off-site car park to have a sufficient number of passengers to support a regular park-and-ride transfer system, it would need to have around 1800 parking spaces. No sites are known to be reasonably available outside the Green Belt to accommodate such a car park. A proposal for 196 spaces is too small to support a sustainable park and ride arrangement.

The NPPF and the North Somerset Core Strategy supports the development of businesses, but it also expects the protection of rural landscapes as well as preserving the openness of the Green Belt. Policy CS23 which relates to Bristol Airport says: *"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"*.

The latter points expects the airport to demonstrate that they have pursued all reasonable measures to bring about the optimum use of public transport and a reduction in the numbers of staff travelling to and from the airport by car.

The Council approved the airport's 'Workplace Travel Plan' in February this year. It considers its targets are realistic and this should reduce the number of staff travelling to and from the airport by car, especially single occupancy car travel. Previous and planned improvements to public transport are also being increased as much as it reasonably can at this time. Officers are therefore satisfied a proposed increases in staff car parking is part of a balanced approach to accommodate increasing staff numbers alongside other more sustainable modes of travel from staff.

The site is located between the A38, the airport access and existing staff car park and apron. As such its contribution to the openness of the Green Belt is limited. On balance, it is considered that 'very special circumstances' do exist for this car park and these would, outweigh the harm to the Green Belt.

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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 could, nevertheless, still have a significant impact on the openness of the Green Belt. Other impacts of the proposal are considered below.

**Issue 2: Landscape and Visual Impacts**

Existing vegetation means the site is largely obscure from passing traffic on the A38. Whilst some of this vegetation will be removed to make way for the car park, the roadside hedge and some of the young woodland trees are to be retained. Additional planting will reduce the appearance of the car park.

The applicant's Landscape and Visual Impact Assessment includes photographs of the site from various positions including mid and longer range views. For the most part, the site is largely obscured by topography or vegetation. Where views of the limited parts of the car park are seen, such as from Hyatt's Wood Road, the individual and cumulative visual impact of the car park is minor.

Lighting columns and the illumination is likely to be the most discernible aspect of the development, but this will be seen in the immediate context of the airport infrastructure and again its impact is likely to be minor. The lighting type including the fitting has a downward lighting angle rather than horizontal and this should limit impact of additional lighting.

There are no landscape or visual objections to the application having regard to policy CS5 of the Core Strategy and DM10 of the Sites and Policies Plan.

**Issue 3: Biodiversity**

The application site includes some species rich grassland including orchids. The majority of this will be lost to accommodate the proposed development. Compensation planting elsewhere at the airport would be an acceptable mitigation, if it is of the right quality and quantity. This matter is currently being pursued with the applicant and an update will be provided. A Habitat Regulations Assessment may also be required and updates will also be provided on these matters.

**Issue 4: Drainage**

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The applicant has provided drainage details in relation to the capture and removal of surface water runoff from the proposed development. These include infiltration trenches and porous car parking. The strategy is acceptable but further technical information will be required which can be secured through planning condition.

**Issue 5: Traffic Impacts**

The additional traffic impact from this proposal on approach roads and junctions are insignificant and there are no traffic or highway objections.

**Issue 6: Other Points**

Other issues raised in the consultation process are summarised below with the officer response in italics.

a) Objectors contend that the car park could be used by passengers and it is therefore a stealth tactic to secure more passenger parking.

*A planning condition can be imposed to ensure the car park is only used by staff, contractors or visitors excluding passengers.*

b) Objectors contend the proposal will undermine the delivery of the Multi-Storey Car Park which is not in the Green Belt. It would also encourage passengers to drive to the site and undermine sustainable travel.

*The proposed car park is for staff, contractors and visitors excluding passengers. There is no reason why this would undermine delivery of the MSCP which is for passengers, or encourage passengers to drive to the airport.*

c) Some objectors say the Airport should consider obtaining sites for car parking outside the green belt or alternatively other businesses should be allowed to open car parking services to the airport.

*The scale of the proposal does not, for the reason given above, justify an off-site location. Furthermore, it does not preclude others from making planning application for airport parking, which would be considered on their merits.*

d) Some objectors say policy support for the airport and for economic benefits to the South West region ignores reference to the tourist deficit created as more holiday passengers fly out than in. Economic Policies which support expansion of the Airport must be balanced with environmental policies set to safeguard wildlife, habitats and the openness of the green belt.

*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*

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*planning permission when weighed against other material considerations in favour of the proposal. This proposal would not change that position.*

**Natural Environment and Rural Communities (NERC) Act 2006**

The proposed development will not have a material detrimental impact upon biodiversity subject to mitigation.

**The Crime and Disorder Act 1998**

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

**Conclusion**

The applicants have demonstrated an operational need for a modest increase in staff car parking which cannot be provided in the Green Belt inset; and is too small to operate as a satellite car park with sustainable park-and-ride transfer to and from the airport. This is considered to be 'very special circumstances, which, on balance, outweigh any harm to the Green Belt and any other harm. There are no landscape, transport or drainage objections to the proposal. Ecological mitigation will however still need to be resolved and a recommendation to approve the application, is subject to this and to resolution of a Habitat Regulations Assessment should it be necessary.

**RECOMMENDATION:** Subject to:

- a) The referral of the application to the Secretary of State; and
- b) Ecological issues being resolved; and
- c) The resolution of a 'Habitat Regulations' Assessment' should one be necessary and
- d) clarification of potential for ground contamination.

The application be **APPROVED** (for the reasons stated in the report above) subject to the following conditions together with any other additional or amended conditions as may be required in consultation with the Chairman and Vice Chairman as a result of the assessment:

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.

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Approved Documents

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

Drawing Number 1200 – P00 Site Location Plan  
Drawing Number 7656\_S1\_3\_2 Illustrative Landscape Sections  
Drawing Number 7656\_S1\_3\_1 Car Park Layout Illustrative Landscape Sections  
Drawing Number CS080333-03-101 Site Clearance  
Drawing Number CS080333-03-102 General layout  
Drawing Number CS080333-03-105 Kerbing and Paving  
Drawing Number CS080333-03-106 Proposed Lighting Layout  
Drawing Number CS080333-03-110 Services Protection  
Drawing Number CS080333-03-115 Road Markings and Signs  
Drawing Number CS080333-03-120 Typical Construction Details 1  
Drawing Number CS080333-03-121 Typical Construction Details 2  
Drawing Number CS080333-03-125 Typical Sections  
Drawing Number CS080333-03-200 Drainage Layout  
ASD-10435-BA-CP-DWG-P03 Lighting Proposals

Planning Statement June 2016  
Transport Statement June 2016  
Landscape and Visual Impact Assessment June 2016  
Desk Study and Ground Investigation Report October 2015  
Ecological Appraisal May 2016  
Arboricultural Appraisal June 2016  
External Lighting Report

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

Restriction on Use

3. The car park hereby granted shall only be used for staff, contractor parking and any visitors to the airport and it shall not be used by for passenger car parking at any time.

Reason: The case for supporting the development in the Green Belt is based on 'very special circumstances' arising from the needs for additional car parking for certain user groups and in accordance with policy CS6 of the Core Strategy and DM 12 of the Sites and Policies Plan Part 1.

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Flood Prevention/Drainage

4. No development shall be commenced until details of a sustainable surface water drainage system together with a programme of implementation and maintenance for the lifetime of the development has been submitted to and approved by the Local Planning Authority. Such works shall be carried out in accordance with the approved details.

Reason: To ensure that the development is served by a satisfactory system of surface water drainage and in accordance with paragraph 17 and sections 10 and 11 of the National Planning Policy Framework, Paragraph 103 of the National Planning Policy Framework and the Technical Guidance to the National Planning Policy Framework (March 2015) and policy CS/3 of the North Somerset Core Strategy.

Landscaping

5. No development shall commence until full details of soft landscape works for the development has been submitted to and approved in writing by the Local Planning Authority. This shall include details of all vegetation to be retained and removed and details of all new planting in terms of their species, numbers of plants, stock and spacing.

Reason: To ensure that the appearance of the development is softened by appropriate landscaping in accordance with policy CS9 of the North Somerset Core Strategy and policies DM10 and DM32 of the North Somerset Sites and Policies Plan Part 1.

6. All works comprised in the details of landscaping to be approved should be carried out during the months of October to March inclusive following completion of the development.

Reason: To ensure that a satisfactory landscaping scheme is implemented in accordance with policy CS9 of the North Somerset Core Strategy and policies DM10 and DM32 of the North Somerset Sites and Policies Plan Part 1.

7. For the duration of the development works existing trees and hedgerows which are to be retained shall be protected by a suitable barrier erected and maintained at a distance from the trunk or hedge specified, in writing, by the Local Planning Authority. The Authority shall be informed at least seven days before works start on site so that barrier position can be established. Within this protected area there shall be no excavation, tipping or stacking, nor compaction of the ground by any other means during the course of the construction of the development.

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Reason: To ensure that no excavation, tipping, storing of materials or any other activity takes place within this protective zone and in accordance with policy CS9 of the North Somerset Core Strategy and policies DM10 and DM32 of the North Somerset Sites and Policies Plan Part 1.

8. Trees, hedges and plants in any development phase shown in the landscaping scheme to be retained or planted, which during the development works or during a period of ten years following implementation of the landscaping scheme in that development parcel, which are removed without prior written approval from the Local Planning Authority or which die, become seriously diseased or damaged, shall be replaced in the first available planting season with other such species and size as are to be agreed with the Local Planning Authority.

Reason: To ensure as far as possible that the landscaping scheme is fully effective and in accordance with policy CS9 of the North Somerset Core Strategy and policies DM10 and DM32 of the North Somerset Sites and Policies Plan Part 1.