

Bath & North East Somerset Council		
MEETING	Cabinet	
MEETING	25th January 2017	E2861
TITLE:	Park & Ride East of Bath	
WARD:	Bath Avon North, Lambridge and Wards in Bath	
AN OPEN PUBLIC ITEM		
List of attachments to this report:		
Appendix 1 – Land designations to the east of Bath		

1 THE ISSUE

- 1.1 Cabinet at its meeting on May 4th 2016 considered and noted reports from the cross party Local Development Framework (LDF) Steering Group and the Communities Transport and Environment Policy Development & Scrutiny Panel (CTEPDS) on the issue of the Park and Ride (P&R) east of Bath. Cabinet's responses to the recommendations of the CTEPDS Panel, as agreed at this meeting, are set out below. This report outlines the work undertaken since May and recommends which site should be promoted as a P&R east of Bath.

2 RECOMMENDATION

- 2.1 Cabinet notes that both sites F and B could deliver the required outcomes for a P&R site to the east of Bath.
- 2.2 Cabinet authorises:-
- A) that site F with 800 or 1,200 spaces should be promoted as the preferred site for a new Park and Ride east of Bath due to the considerations set out in the report, or
- B) that site B with 800 spaces should be promoted as the preferred site for a new Park and Ride east of Bath based on the advice in the report, but subject to satisfactory arrangements for the purchase of the site and agreement from Highways England on access.
- C) If site B is not deliverable for the above reasons, within a reasonable timescale, then site F should be progressed.
- 2.3 Cabinet delegates authority to the Strategic Director, Place, to make all necessary arrangements to implement either options A or B and C above, including, as necessary, the appropriation of land under Section 122 of the Local Government Act 1972.

- 2.4 Cabinet approves all necessary expenditure to enable the site to be secured and requests the development of a full business plan for appropriate executive approval.
- 2.5 Cabinet fully approve an additional £500,000 to support delivery of the next steps.

3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 The Capital programme has £1.1m approved budget for the development of the proposals for a P&R to the east of Bath, with further provisionally approved budgets in 2016/17 totalling £9.1m for delivery of the project. Finally there is a further £12.5m capital funding available from the LEP's Economic Development Fund (EDF) for this project. To date these budgets are funded by corporate supported borrowing.
- 3.2 An initial business case has considered the revenue implications of the proposals, including the operating model for running the site and impact to revenues on the existing sites. However it's important to note that these are initial assessments and are likely to change as more detail emerges and will be subject to full approval. This will have to address the non-recurring costs of EDF funding of £1.1m.
- 3.3 Should a P&R site not be developed then some of this spend to date would be at risk of revenue reversion, this is approximately £400k to £500k. The value attached to this risk is now significant, although some of this work will contribute to the business case for a new link road to the east of the city, therefore reducing the revenue reversion risk by about 50%. In the event that there is ultimately a recommendation not to proceed with this project the funding of the revenue reversion costs will need to be considered by Council.
- 3.4 The lack of a P&R would be a significant risk to the development within the Enterprise Zone (EZ). If the additional traffic/travel demand created by the EZ developments cannot be mitigated, the Council's wider strategy for the city of Bath would be at risk as would the Council's medium financial framework based on the City Deal and retention of new business rates.

4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 Cabinet will be aware that the West of England Combined Authority ("WECA") will come into being this year. Certain powers which currently rest with the Council will be exercised jointly with the WECA.
- 4.2 Section 63 of the Transport Act 1985 provides the Council with the following power:
- 4.3 "to secure the provision of such public passenger transport services as they [the Council] consider it appropriate to secure to meet any public transport requirements within their area that would not in their view be met apart from any action taken by them for that purpose". [Officer addition]
- 4.4 As the purpose of the eastern Park and Ride would be to meet an identified need which will not be met commercially, it is considered that it would fall within s63. However, Cabinet is advised that this does not prevent the Council from identifying and (if necessary) procuring a site on which the WECA could then provide the park and ride service at a later date.
- 4.5 Therefore, Cabinet is advised that whilst devolution is a relevant consideration, it does not preclude Cabinet from following the recommendation in this report.

Council's Adopted Policies and Strategies

- 4.6 The Council has a long established policy of developing a new P&R to the east of Bath. The **2007 Adopted Local Plan** safeguarded a site for the P&R at Lambridge for which planning permission was granted in June 2005 (planning application reference 03/00057/ERE03). The need for additional P&R facilities at this time was driven by a policy of reducing long stay parking provision in the city centre to deter commuter parking.
- 4.7 In 2009 Planning permission was granted for a P&R on site F on the A4 Batheaston Bypass as part of the Government approved Bath Transportation Package. (planning application reference 09/00308/ERE03). An east of Bath P&R site was part of a package of measures and was intended to encourage more drivers to leave their cars on the outskirts of the city and travel onwards by public transport. This would enable the roads into Bath to accommodate the additional demand for travel into the city without the congestion and environmental problems that would otherwise result from an even greater number of drivers seeking to use their own private vehicles to access the city centre.¹
- 4.8 The Council's **Economic Development Strategy**² seeks to stimulate a more productive, competitive and diversified economy across the District and promotes a higher value added economy (smart growth) where indigenous companies are retained and able to grow, other knowledge based sectors are attracted to the area and the industrial sector continues to contribute to the local economy. Key to this is continuing to develop measures which will move visitors and workers into and out of the city as efficiently as possible. An efficient transport system will be needed to deliver this economic growth. Given the constrained nature of the road network within the city, public transport improvements, including P&R, will be key.
- 4.9 The **Bath City Riverside Enterprise Area** was incorporated into the Bristol & West of England City Deal agreed with government in 2012. The City Deal covers the Temple Quarter Enterprise Zone in Bristol and four Enterprise Areas across the sub-region including the Bath City Riverside EA. The Enterprise Area is the main focus for economic growth in Bath covering 95ha of land adjoining and to the west of the city centre with the aim of creating jobs and increasing the value of the Bath economy by £1.2 billion GVA by 2030. In conjunction with the West of England Local Enterprise Partnership the Council has been successful in attracting over £50m of investment in enabling infrastructure for the Enterprise Area including funding for the East of Bath P&R.
- 4.10 In 2015 the government agreed a bid from the Council to convert the Bath City Riverside EA into an Enterprise Zone and to extend the EA to cover the allocated employment land at Old Mills Midsomer Norton. Designating the EA as an Enterprise Zone will allow the Council to offer Business rate incentives to companies wishing to relocate or expand within the EZ and put the City Riverside EA on an equal footing with the EZ in Bristol. The EZ is due to formally commence in April 2017.
- 4.11 The latest **City of Bath World Heritage Site Management Plan** was endorsed by the Council on 15th September 2016. The main aim of the plan is to ensure that the outstanding universal value of the site and its setting is understood, protected and

¹ Referenced from Committee Report 09/00308/ERE03

² Agreed by Cabinet on 10th September 2014 see [link](#)

sustained. The plan addresses Bath as a World Heritage Site (WHS), and is not a plan for every aspect of life in the city. Whilst the boundary of the site covers the whole city, it also includes the setting of the site in the countryside immediately beyond. The report identifies that transport and movement around the WHS is a major issue which needs to be addressed and states that “Roads can therefore be congested, with resulting air pollution and other detrimental impact on residents and businesses”. Objective 3 of the plan identifies the need to “work to control traffic growth and harm, and encourage and promote less car use, especially in the city centre”. The plan also identifies the issue of through traffic in the city and the air quality issues that arise as a result. Action 26 of the plan identifies the need to “support actions to reduce air pollution, primarily caused by petrol/diesel powered vehicles, which is a direct risk to people & historic fabric within the WHS”

4.12 The Council’s **Core Strategy** adopted in July 2014, in summary, identifies the need to create the conditions for a more environmentally sustainable economy with increased local employment and a strong low-carbon business sector. The economy needs to be well placed to meet the needs of the 21st century and to be more diverse, productive and resilient facilitated by an increase in innovative technology related jobs, indigenous business growth and inward investment through provision of appropriate business space in the right locations.

4.13 The Core Strategy sets out the quantum and broad location of development in the city and district until 2029 and it makes provision for around 7,000 homes and around 11,000 new jobs within the EA by 2035. Core Strategy Policy B1 Bath Spatial Strategy states:

Economic Development

A Plan for an overall net increase in jobs of 7,000, rising from 60,200 in 2011 to 67,200 in 2029, with significant gains in business services tempered by losses in defence and manufacturing.

B Plan for the expansion of knowledge intensive and creative employment sectors by enabling the stock of office premises to increase from about 173,000m² in 2011 to about 213,000m² in 2029.

C Achieve the net additional increase to the stock of office premises of 40,000m² by enabling the development of 50,000m² of new space, linked to a managed release of 10,000m² of that which is qualitatively least suitable for continued occupation.

4.14 The delivery of the Core Strategy will need to be supported by necessary infrastructure. In order to successfully realise the development potential of the EZ, parallel enabling investment will be needed. Transportation, flood mitigation and land remediation are three key areas requiring specific mention. The east of Bath P&R is identified as a key requirement within the **Infrastructure Delivery Programme**, January 2016³.

4.15 The Council’s draft **Placemaking Plan** refers to the Council’s long established policy to develop a new P&R facility to the east of Bath. An examination of the Placemaking Plan took place during September 2016. The Council has received informal comment from the Planning Inspector regarding the main modifications to the Placemaking Plan. The Inspector has advised that the modifications required are largely those set

³ Infrastructure Delivery Programme – January 2016 – IDP reference BI.36a

out by the Council during the Examination hearings and she has confirmed that she is not proposing any additional modifications. This means that Policy ST6 (see paragraph 4.16 below) can be afforded significant weight.

4.16 The submitted Placemaking Plan at paragraph 98 states⁴:

“A new Park-and-Ride to the east of Bath, and continued expansion of the existing Park & Ride sites, (which) can help to reduce the demand for parking spaces within the city.”

4.17 At paragraph 6.25 of the submitted Placemaking Plan Policy ST6⁵ proposes that a new P&R will be permitted subject to a number of criteria. The policy included in Policy ST6 states:

“Development of new or expansion of existing Park and Ride sites will be permitted provided:

a) that there is no unacceptable impact on environmental assets and amenity including the World Heritage Site and its setting, the Cotswolds AONB and Natura 2000 sites (SACs/SPA); and

b) that there is no unacceptable impact on surrounding road network and its capacity to safely accommodate potential traffic generation; and

c) provision is made for the needs of those with impaired mobility and for the safety and security of all users; and

d) in the case of Park and Ride development in the Green Belt, it can as necessary be demonstrated that there are not any more suitable or more sustainable alternative sites outside the Green Belt and does not conflict with the purposes of including land in it.

Applicants will also be required to demonstrate that the scheme complies with all other relevant national and local planning policies that affect the site and its location.”

4.18 The **Getting Around Bath Transport Strategy**, adopted by the Council in November 2014 promoted a series of policies to manage the growth in jobs and homes in the city. It proposes a range of measures to be implemented in a co-ordinated manner to reduce the impact of traffic growth and support the economy of the city. The Strategy identifies specific measures, including maintaining sufficient off-street parking, more walking and cycling routes and infrastructure and better access for those with mobility difficulties. More widely the Strategy demonstrates how a combination of better rail services, regional and local, expanded and new P&R sites, and improved bus services will be key to helping those from further afield get into and out of the city. These measures will address the expected growth in internal traffic whilst in the longer term the Strategy advocates additional road links to the east of the city to address the issue of through traffic.

4.19 Despite the ambitious strategy of growth the Council will continue its long term policy of reducing the amount of city centre parking as alternatives become available, particularly P&R thus reducing vehicle movements into the constrained city centre.

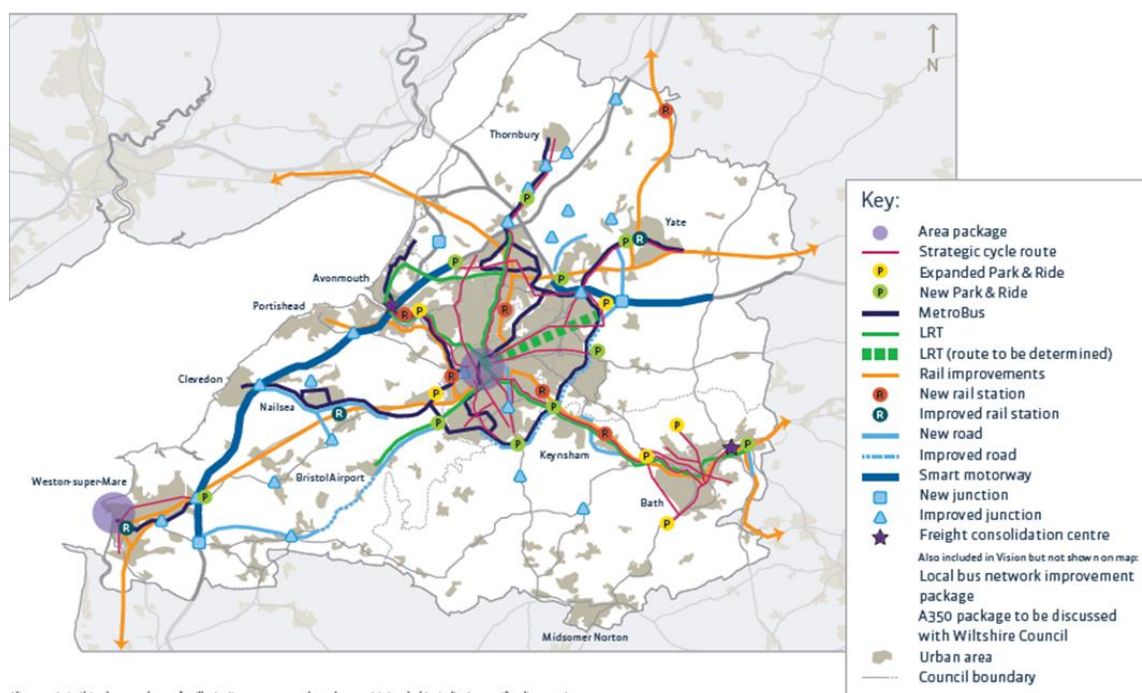
⁴ Volume 2 – Bath (page 28)

⁵ Volume 1 – District Wide (page 218)

Until these alternatives are in place the Council will manage central area car parking at existing levels in the short term and continue to prioritise management of that parking for short and medium stay users. This is necessary in order to discourage car use for commuting and provide sufficient parking to help maintain the vitality and viability of the city centre as a shopping and visitor destination. The policy of reducing parking within the centre continues with the reduction of 250 long stay spaces in Royal Victoria Park which are now restricted to a maximum stay of either 2 or 4 hours, 14 bays in Terrace Walk and 45 spaces in Saw Close and Corn Street.

4.20 In summary, the strategy for Bath is one of reducing the use of cars for travelling to and within the city, by progressing improvements to public transport and making walking and cycling within the city the preferred option for short trips. This will be achieved through a variety of measures including the creation of one or more P&R sites on the eastern side of the city to mitigate the growth in commuter traffic.

4.21 The Council's existing **Joint Local Transport Plan**, prepared with the West of England authorities, at Chapter 2 supports the development of a network of P&R sites. This strategy is further supported in the recent consultation document on the **Joint Spatial Plan: Towards the Emerging Spatial Strategy & Joint Transport Study: Transport Vision Summary Document**⁶ which supports the further development of P&Rs across the sub-region to support further growth with the introduction of 9 new P&R sites and the expansion of 7 existing sites by 2036. See Figure 1 below for the West of England authorities as a whole and Figure 2 for the Bath and Bristol Corridor in more detail:



Alignments in this plan are shown for illustrative purposes only and are not intended to indicate specific alignments

Figure 1 - The emerging Transport Vision for the West of England contained in the Joint Transport Study

⁶ [West of England Joint Spatial Plan: Towards the Emerging Spatial Strategy Joint Transport Study - Transport Vision Summary Document](#)

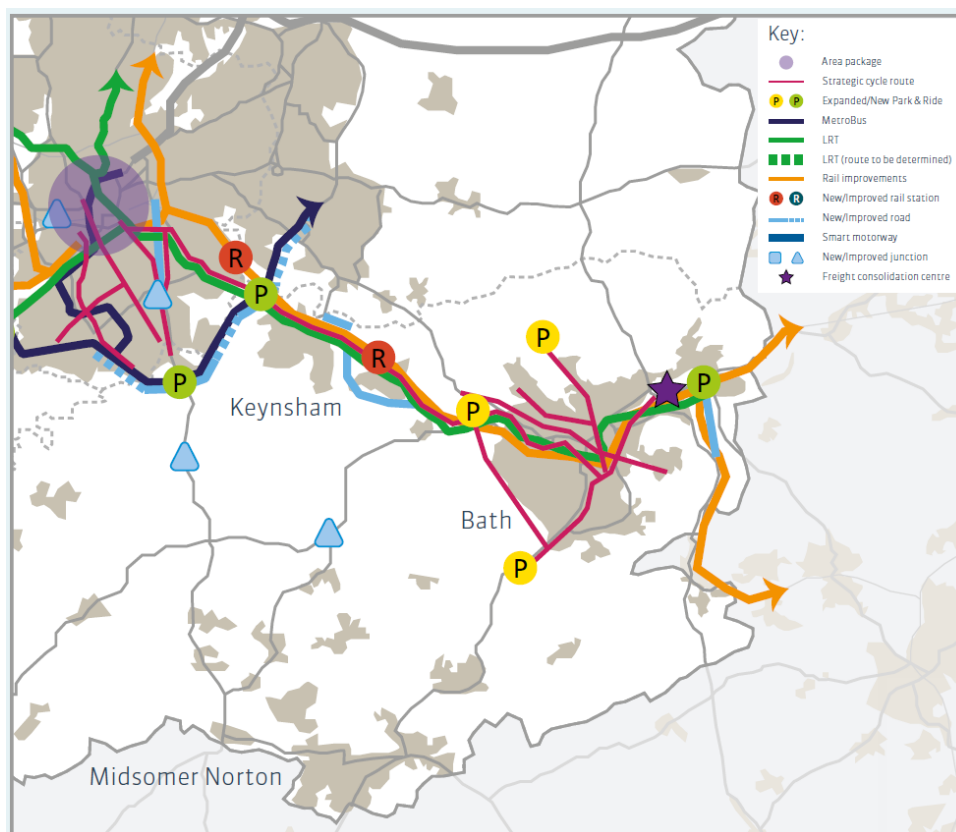


Figure 2 – The Emerging Transport Vision for the West of England – Bath to Bristol Corridor

Tourism

4.22 Tourists currently spend £375m in the local economy, supporting 8,700 local jobs and producing £162m GVA per annum into the local B&NES economy, with the majority being centred within the city of Bath. The projected number of visitors to the City is also predicted to continue to grow by 3% a year from the 2014 figure of 5.8 million. This could represent an additional 174,000 visitors each year⁷. In the past about 54% of visitors arrived by car. The Council's strategy is to offer these 94,000 visitors (who otherwise will look to drive) suitable alternatives to using their car to visit the city through increased P&R facilities and improvements to bus, coach, cycling and rail provision.

Cross party LDF Steering Group and Scrutiny

4.23 The Council meeting on 12th November 2015 agreed that the LDF Steering Group should review the options for a P&R east of Bath and consider the:

- responses received to the East Of Bath P&R consultation;
- feasibility and deliverability of each site option;
- costs associated with each site option;
- transport benefits of each site option; and
- visual impact of each site option.

4.24 The Steering Group met 4 times over a period of 15 hours and visited multiple sites. Local ward members were invited to the meetings and their input was welcomed. The meetings looked at 21 site options for a potential P&R. The sites they reviewed are shown on the map below:

⁷ Bath Hotel Futures 2015

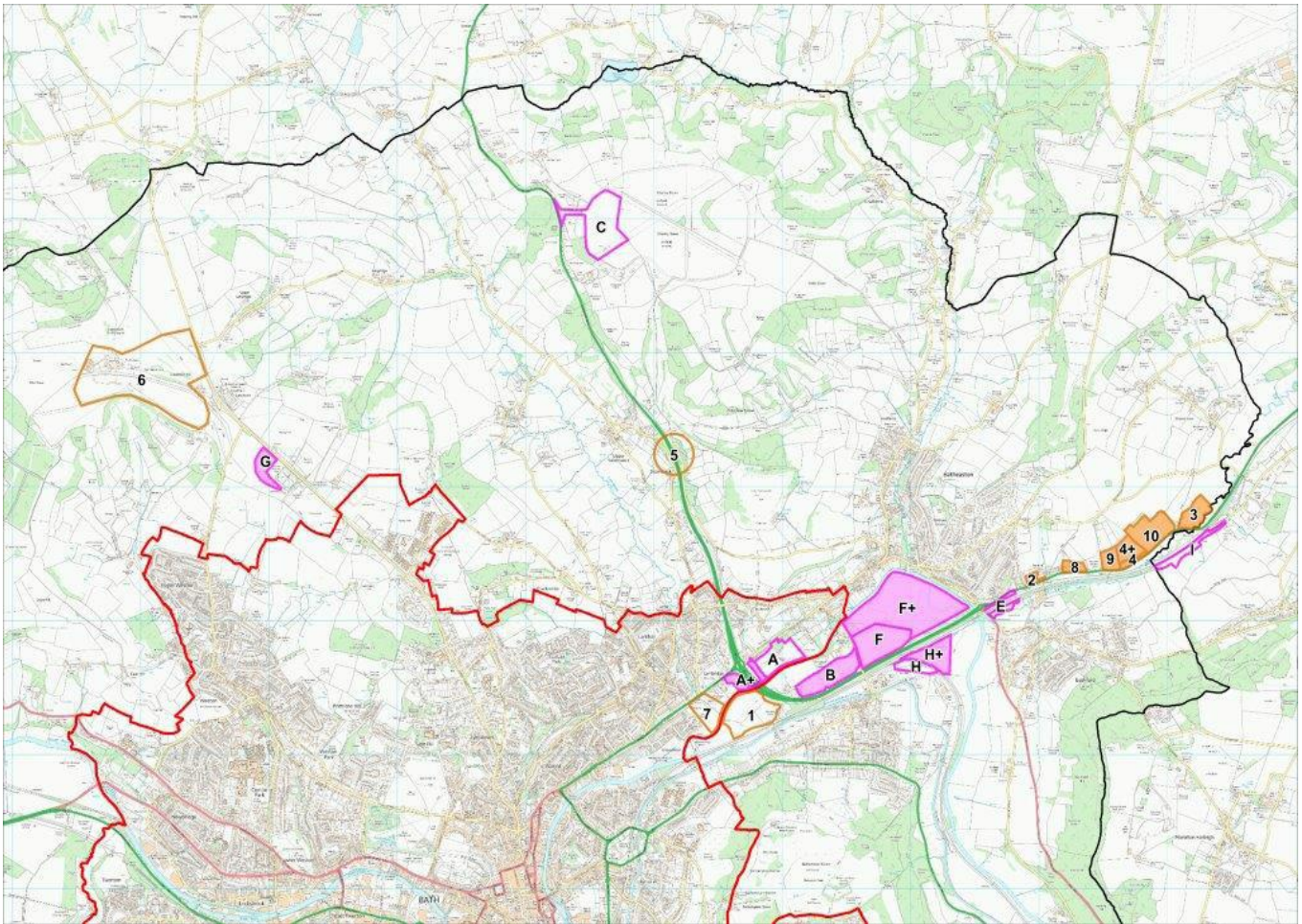


Figure 3 – P&R sites reviewed by the LDF Steering Group

4.25 The meetings considered:

- the evidence supporting the integrated transport approach including the need for a P&R east of Bath;
- a review of possible sites for the P&R including a number of additional sites suggested by both Members and the Community and how they might work in combination; and
- a shortlist of sites reviewed in line with the Council resolution.

4.26 The LDF Steering Group considered indicative costs for construction, revenue support, environmental impact (including landscape and ecological impacts) and wider deliverability (e.g. ownership). The review also looked at the impact of individual designations in this area for example the implications of Green Belt Policy, World Heritage Site designation, including the wider setting of the City and finally the implications of the Area of Outstanding Natural Beauty (AONB) in which many of the sites were located.

4.27 The overall conclusion⁸ of the site analysis undertaken by the Steering Group was

⁸ See paragraph 4.12 of the Cabinet report 4th May

1. *Only two sites can effectively cater for a large park and ride facility (1500 spaces) when taking into account the constraints highlighted above. They are sites B and F. It is assumed with both of these options that large scale mitigation would take place on the majority of site F. However, it is recognised that both these sites cause concern due to the visual impact.*
2. *Smaller sites have been identified on the Box Road that could be developed as part of an incremental approach to development; they included sites 4, 8, 9 and 10 of which 10 was the largest. They could effectively cater for a smaller scale provision. This approach would have to be combined with a future extension to the Lansdown Park and Ride (approximately an extra 100 spaces).*

4.28 The Council meeting on 12th November 2015 also called upon the Communities, Transport and Environment Policy Development (CTEPD) & Scrutiny Panel to undertake an open and transparent public scrutiny, examining a wide range of integrated transport solutions for the east of Bath. The panel held a day of public hearings to help inform their deliberations on 22nd March 2016. Details of this are available on the Council's web site.⁹ The panel's recommendations were considered by Cabinet at their meeting in May 2016. The Cabinet's response to these are set out below and were considered by the CTEPD & Scrutiny Panel at their meeting on 25th July 2016¹⁰.

4.29 The CTEPD & Scrutiny Panel made 6 recommendations all but one of which were agreed by Cabinet at their meeting 4th May. The Recommendations of the Scrutiny Panel and the Cabinet's response are set out below. These have been updated in the light of more recent work.

- (1) **Recommendation:** To support moves to increase the use of the Lansdown P&R together with a smaller site or sites east of Bath to provide sufficient spaces for current and future need recognising the concerns of the population around the Meadows proposals. The potential use of rail and river should be considered as well as low emission buses serving the P&R.

Response: The cabinet are still considering how to meet the need for a P&R to the east of the city and this will be discussed at a future meeting. Lansdown P&R will continue to have an important role, which may indeed need to be expanded in the future. The existing P&R service includes the use of low emission buses which we will seek to continue in the future. Both rail and river options have been considered. A rail link may be possible in the future with the proposed Metrowest project, although the costs and practicalities of this have not been assessed in any detail. Whilst the river provides an excellent opportunity for tourism and recreation it would not be practical in terms of journey times and frequency for commuters.

- (2) **Recommendation:** To improve publicity and signage for the Lansdown site and the opening of discussions with South Gloucestershire Council on improvements to the access for this site so as to meet the needs of visitors approaching Bath from the A46.

Response: The Cabinet welcomes this recommendation and will be including it in the strategy going forward. Officers are reviewing signage in association with the installation of new Variable Message Signs in the vicinity of the Cold Ashton Roundabout, one of the final elements of the Bath Transportation Package. In

⁹ <https://democracy.bathnes.gov.uk/ieListDocuments.aspx?CId=576&MIId=4832&Ver=4>

¹⁰ See [report](#)

particular, the Council acknowledges that the need to make clear that the Lansdown site is the P&R for Bath. Preliminary discussions with South Gloucestershire Council have taken place concerning the improvement of the access to the Lansdown P&R from the A420.

- (3) **Recommendation:** To investigate the Nottingham City integrated transport strategy and in particular its Work Place Parking Levy scheme with the aim of raising revenue that might be used for, e.g. subsidising bus travel during periods

Response: An initial study by consultants has highlighted that a Work Place Parking Levy (WPPL) scheme is unlikely to have a substantial impact on a city the size of Bath. The study concluded that due to the limited amount of Private non-residential parking within the city, and in particularly within the city centre, the introduction of a WPPL would be of limited value at the moment. The West of England Joint Transport Study is considering the implications of this in a wider regional context.

- (4) **Recommendation:** To investigate a possible link road between the A46 and A36 while recognising the environmental impact.

Response: This work is underway and is being taken forward in partnership with Wiltshire and Dorset Councils and Highways England and will form part of the wider package of integrated transport solutions.

- (5) **Recommendation:** To encourage the incorporation into the Travel Plans of the Royal United Hospital (RUH) and other health facilities of measures to improve the access from the East of Bath.

Response: The cabinet supports this recommendation and will continue to discuss with the RUH what initiatives can be taken to reduce the impact of their traffic on the city. The RUH have expressed an interest in supporting a dedicated service from a new east of Bath P&R.

- (6) **Recommendation:** The panel request early sight of the conclusions of the LDF Steering Group review of possible P&R sites.

Response: The LDF report and background documents were made available to the Panel.

4.30 Cabinet on 4th May considered and noted the outcome of these 2 work programmes.

Evidence for a P&R east of Bath

4.31 The Council's existing P&R sites are successful at getting people, visitors and workers, into and out of the city quickly and efficiently. They are a key element of the Council's existing transport infrastructure and are used by more than 2 million people a year. The existing P&Rs have previously faced similar issues relating to greenbelt AONB and potential impacts on WHS and these were successfully resolved through design and landscape mitigation and have consequently had the effect of reducing traffic movements by around 2,000 cars in each direction daily.¹¹

4.32 A survey taken during December 2015 shows the dispersed origins of P&R users. This can be seen in figure 4 below.

¹¹ Getting Around Bath Transport Strategy – Supporting Document

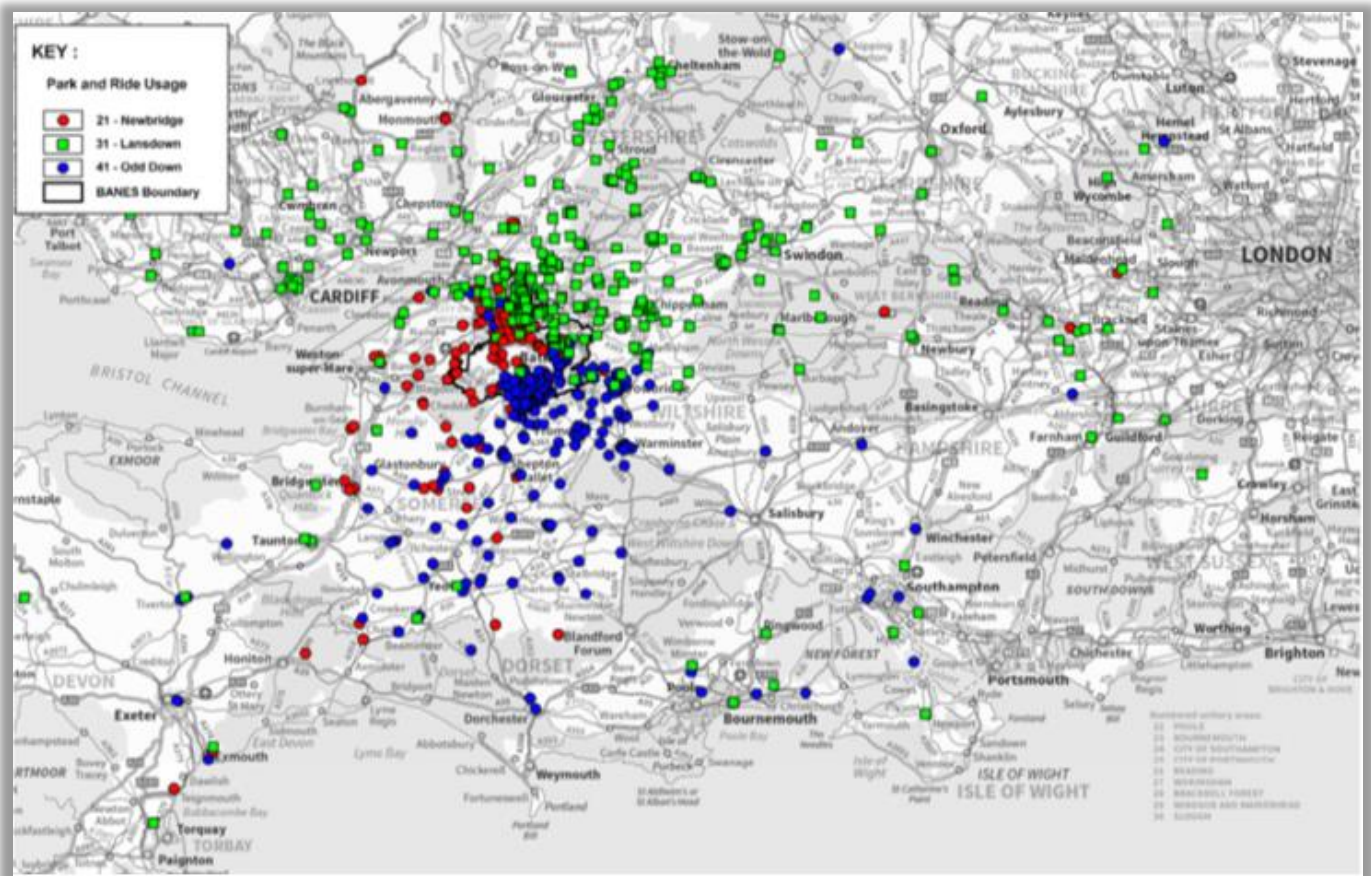


Figure 4 – Park and Ride Origin and Destination data – December 2015 Survey

4.33 The 2011 census provides a comprehensive picture of where the 22,000 people who travel to work by car into Bath originate. The figure below shows where people lived at that time. The arrows are from the homes of commuters, the thicker the line the more people are travelling into the city. This shows that similar numbers of people travel into the city from the east as from other directions. Based on the use of the existing P&Rs a proportion would be willing to use a P&R if one were available, and this has been substantiated by the transport model that Mott MacDonald have developed.

4.34 It is important to note that currently it is a legal requirement under section 8 of the Census Act 1920 to comply with the census. Consequently the level of coverage and accuracy of the data gathered can't be replicated on a local basis. As such, despite being undertaken in 2011 the census is the best source of data for analysing travel to work patterns.

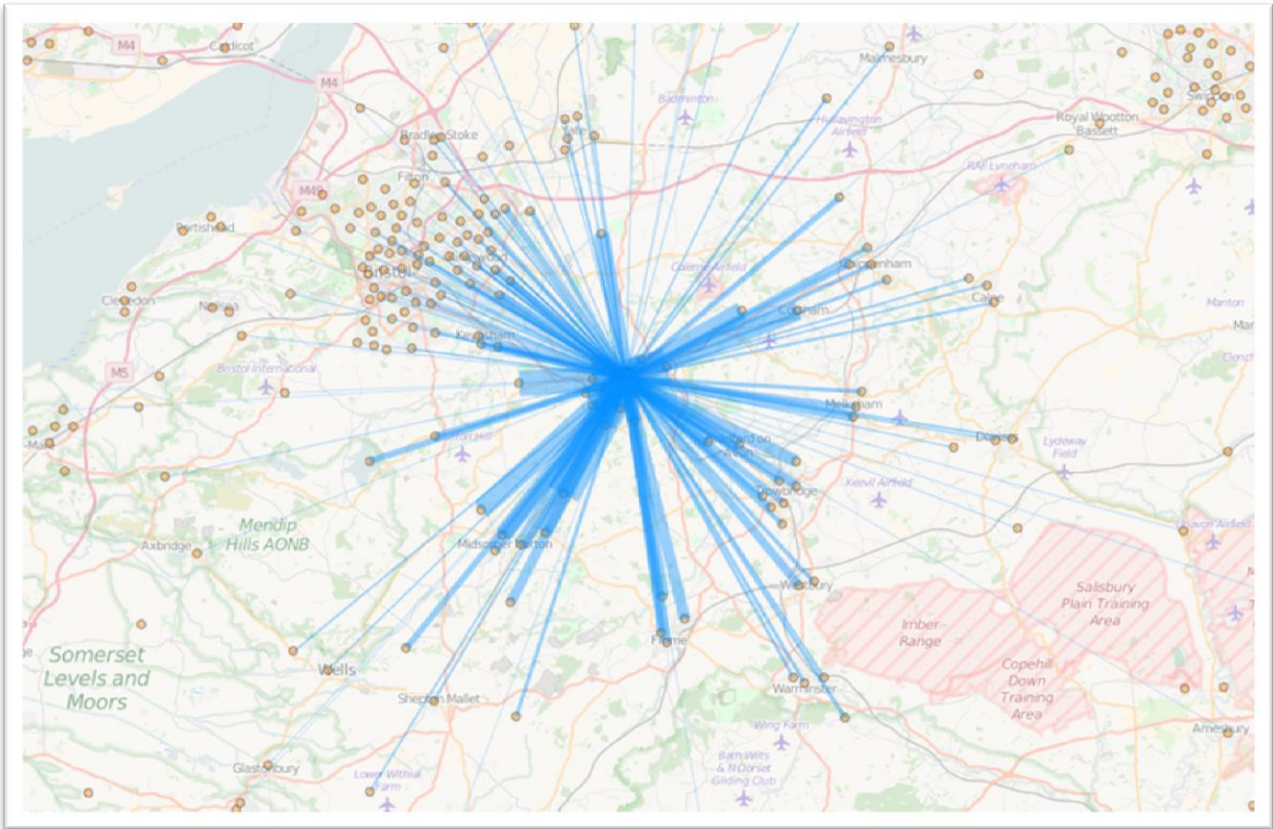


Figure 5 – Census 2011 - Travel to Work Data

Transport reports which evidence the need for a P&R east of Bath:

4.35 **Getting Around Bath Transport Strategy – Supporting Document**¹². This assessed the likely trips generated by the development proposed by the Core Strategy and the EZ, referred to above, and how these trips might be made in the future. This showed that the EA would generate some 60,000 trips each day and without the measures in the Getting Around Bath Transport Strategy; about half of these would be undertaken by car. The analysis showed that with the measures in the new strategy, including tighter parking standards, the number of car trips would be reduced by over a third.¹³ In calculating the degree of modal shift the Getting Around Bath Transport Strategy assumed that in future a significant number of trips into the city would be made via rail and bus and that a large proportion of trips within the city will be made on foot or on bike. The Strategy predicted that there would be an additional 400 P&R trips/hour in the morning peak.

4.36 The Supporting Document to the Getting Around Bath Transport Strategy includes an estimate of future parking demand taking into account the predicted number of jobs and houses that will be created in the city. The calculations result in an estimate of total parking demand with all of the EA development in place of around 5,700 spaces. Forecasting on the basis of 90% capacity gives an operational capacity of

¹² See [background document](#)

¹³ See page 20 of background document

approximately 4,160. Therefore, this study identified that there will be a net shortfall of approximately 1,600 spaces to meet the estimated demand within the EA. This informed a later study that sought to model the impact of the EZ on the transport network.

4.37 **Mott MacDonald** created a transportation model during 2015/16, following DfT guidance, to estimate P&R demand. The model is based on detailed roadside interviews of motorists and surveys of public transport users¹⁴. These surveys collected information on the origins and destinations of travellers, as well as their journey purpose. The model identified that a new site is suitable for traffic from the east with traffic on the A4 making up 69% of the demand with the rest being traffic approaching from the A46 (24%) and the rest of the areas (7%)¹⁵ when serving both the city centre and RUH. The model also included the location and size of future planned development, based on the council's published planning and economic strategies. Based on this evidence/information the model is used to estimate the likely number of users of P&R's in various locations based on how convenient the location is to the individual journey being undertaken¹⁶.

4.38 The model identified that the number of people who travel into Bath by car for an average weekday in October 2014 is around 73,700. This is projected to increase to 96,700 by 2029¹⁷. The model also identifies that the demand for a P&R in the vicinity of the A4 Batheaston Bypass by 2029 would be around 850 to 977 cars but this could increase to between 1,200 and 1,411 cars if a dedicated service to the RUH is included¹⁸. The model has also calculated the demand for a P&R on the A4 Box Road alone, where up to 500 spaces would be expected.

4.39 The Council's transport consultants **CH2M** estimated the trips generated through a number of land use scenarios, including those contained in the Getting Around Bath Transport Strategy, and used their traffic model, to show the likely impact of the additional trips created from the planned growth on the City's road network. This report entitled Bath Enterprise Area/Transport Strategy - S-Paramics Modelling (Nov 2014) states at its conclusion page 7.2:

"Whilst modest expansions assumed to the existing capacities at the Odd Down and Lansdown sites will clearly contribute, the largest potential for car trip abstraction will be a site to the 'East of Bath'. In all the EA tests undertaken the potential reductions to existing traffic achievable on the A4 London Road and Bathwick Street with this proposed facility in place gives positive decongestion benefits to this part of the network. This is because the existing traffic reduction effect is likely to outweigh any increased traffic impact on this corridor due to the EA developments. The results suggest that the operation of the highway network is likely to be severely compromised if development in the EA proceeds apace, but the implementation of a new P&R site on the east site of Bath is unavoidably delayed due to continuing uncertainty over the actual location, or as a result of this not built at all."

4.40 Finally CH2M produced a number of Transport Evidence Explanatory Notes in support of the Placemaking Plan that went to examination in September. One of the

¹⁴ See Motts Forecasting for A4 Eastern Park and Ride model validation report

¹⁵ See Motts Forecasting for A4 Eastern Park and Ride [report](#) (page 26)

¹⁶ See Motts Forecasting for A4 Eastern Park and Ride report (page 27)

¹⁷ This figure contains people who have destinations in Bath and excludes those travelling through Bath.

¹⁸ See Motts Forecasting for A4 Eastern Park and Ride April report table 4.5

evidence notes produced by CH2M in April 2016 covered P&R in Bath. The report concludes on page 5-1 and 5-2:

“A full take-up of all the existing ‘spare’ capacity at the Newbridge, Lansdown and Odd Down sites may be necessary to bring expected traffic growth with just ‘committed’ development down to acceptable levels. Whilst some of these ‘committed’ sites with existing planning permission are within the EA area, most of the development anticipated for the EA in the DPP is not even accounted for.

The full build-out of the EA sites comprising the ‘Quays’, South Bank, Green Park (West and East), Manvers Street and Cattle Market is estimated to create a potential non-residential parking demand shortfall of nearly 2,500 spaces. However, taking into account the future effect of rail patronage growth linked to planned GWML improvements by 2024, the predicted supply shortfall could be 1,800 spaces, although other modal shift responses such as increased walking/cycling or use of bus could serve to drive down this potential need further. However, the level of potential unmet parking demand is likely to remain high, so it is considered that expanded P&R as set out in the Draft Placemaking Plan is the best way of meeting this need, whilst discouraging car travel into the City Centre to guard against excess traffic growth.”

- 4.41 The same report from CH2M included some analysis that was developed to provide some indication of the phasing of development within the EA. The conclusion is that new P&R capacity of at least 600¹⁹ spaces is required shortly after the development and occupation of the Bath Quays North site due to be completed between 2018 and 2022.
- 4.42 The conclusion of this combined analysis is that an additional P&R site to the east is critical in order to manage future growth within the city and the transport issues that will result which is essential to enable the planned level of growth set out in the Core Strategy and Placemaking Plan which the Council is committed to delivering.

Use of existing P&R sites

- 4.43 The existing P&R sites operated by the Council are very successful and have recently been expanded, along with significant improvements to many bus stops, through the Bath Transportation Package. It is recognised that some have argued that P&Rs are no longer the right measure for the Council to be promoting and indeed suggest that in other areas their use is being abandoned. However, evidence shows that P&Rs remain attractive and successful across the country. There are over 50 towns and cities with 120 P&R sites containing about 78,500 dedicated parking spaces. As mentioned above in para 4.20, P&Rs are seen as an important element in the infrastructure to support growth across the West of England in the Joint Transport Study.
- 4.44 The Council’s P&R sites are well used and this use has grown since they were expanded. Table 1 shows the number of spaces and when the new capacity was added. At the moment these sites show a level of vacancy because the extensions are relatively recent. It is important to note that if the expansion had not occurred the sites would have been full at some point during the day on 83 separate days during

¹⁹ This is part of the demand identified by Motts in paragraph 4.37 above.

2015²⁰ and visitors would not have been able to access the city by this popular means.

P&R Site	Pre Expansion	Post Expansion	Difference	% Growth
Newbridge	450	698 July 2015	248	55%
Lansdown	437	827 Feb 2013	390	89%
Odd Down	1022	1252 Nov 2012	230	23%
All P&R Sites	1,909	2,777	868	46%

Table 1 Existing P&R sites

4.45 The graph below shows a longer view of P&R patronage which is steadily increasing, particularly following their expansion, and this continues to show sustained growth. P&R usage has grown by some 16% since 2009. While there was a small decline in 2015/16 (April – March), the number of users remains over 2,000,000 per annum. Recent figures for 16/17 show continued growth with approximately 1,673,090 passengers by the end of December 2016 which is an increase of some 51,000 passengers from the same time in 2015. This is equivalent to a 6% increase in total passengers in the space of a year.

4.46 At busy times in the year P&Rs are full, including over the important Christmas period. They are a critical tool with which to effectively manage the City’s traffic and continue to be very popular with the public and local businesses.

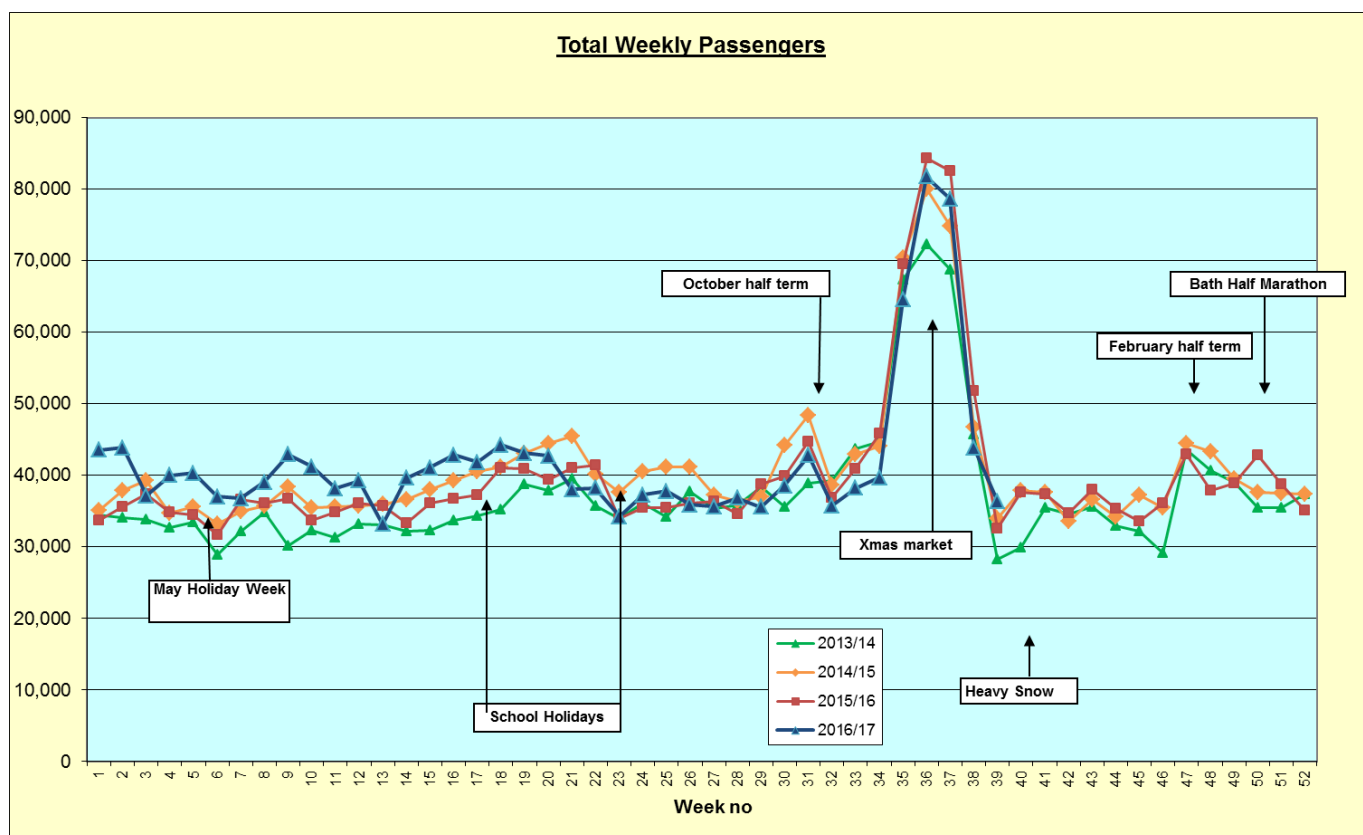


Figure 6 – P&R Total Weekly Passengers (year on year).

²⁰ Source - Variable message sign data

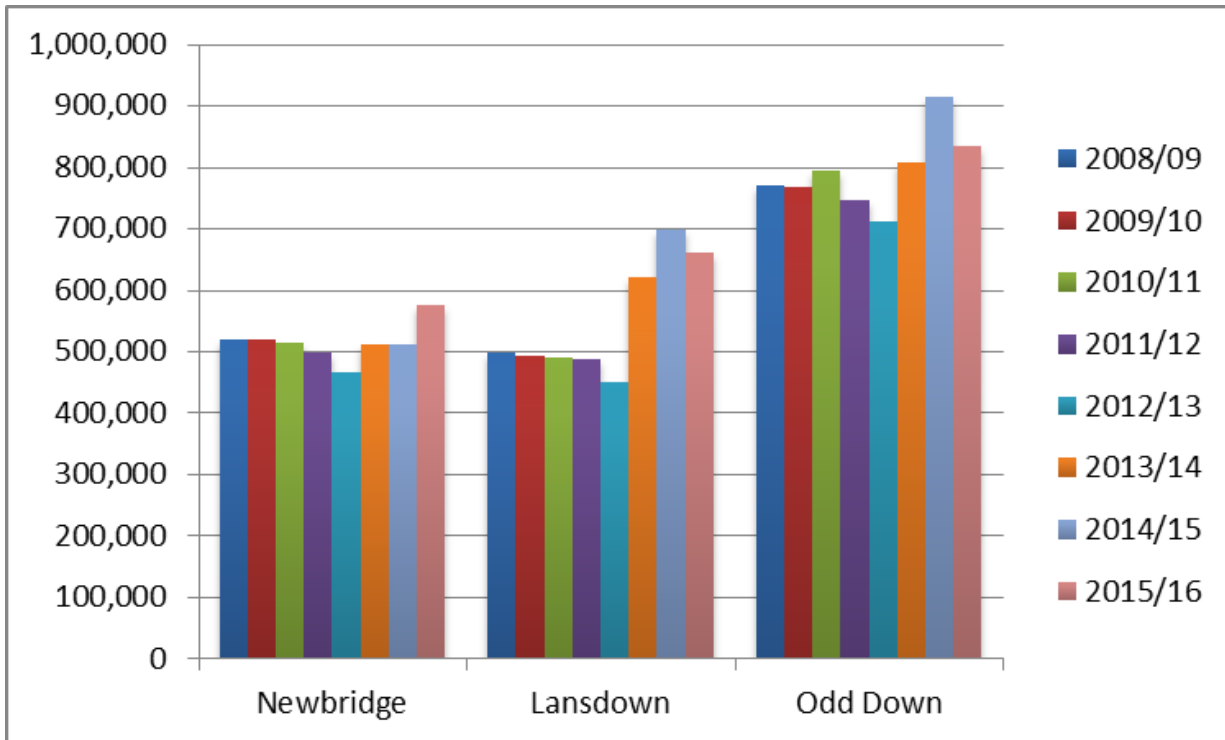


Figure 7 – P&R usage (year on Year) – bar graph

4.47 The graph above indicates the level of growth that has occurred in each of the P&R sites year on year. The graph clearly shows that there has been a step change in the level of users at all three of the P&R sites as a result of the expansion as part of the Bath Transport Package. The step change in growth has occurred in the Lansdown and Odd Down P&R earlier than the Newbridge P&R as the expansion at Newbridge was completed later than the other two sites²¹. The expansion of the P&R sites has directly contributed to an increase in the number of total users.

4.48 The Royal United Hospital has confirmed in a letter to the Council their interest in, and support for, a P&R east of Bath²². They recognise that a significant number of their patients and staff travel across the city from Wiltshire and they would welcome a service that would link from a drop off point to their hospital. This would have the benefit of reducing parking pressures around the hospital. The RUH already support a dedicated service from Odd Down P&R. This would significantly increase the potential demand for a new site.

²¹ Odd Down P&R expansion completed May 2013, Lansdown P&R expansion completed Sept 2013 and Newbridge P&R expansion completed May 2015

²² See [letter](#) and the [TA](#) for the RUH car park 2015 particularly figure B1 on second page

4.49 The map below is taken from the recent planning application for a new car park at the RUH. This shows where workers at the RUH live. A significant number of staff live to the east of the city.

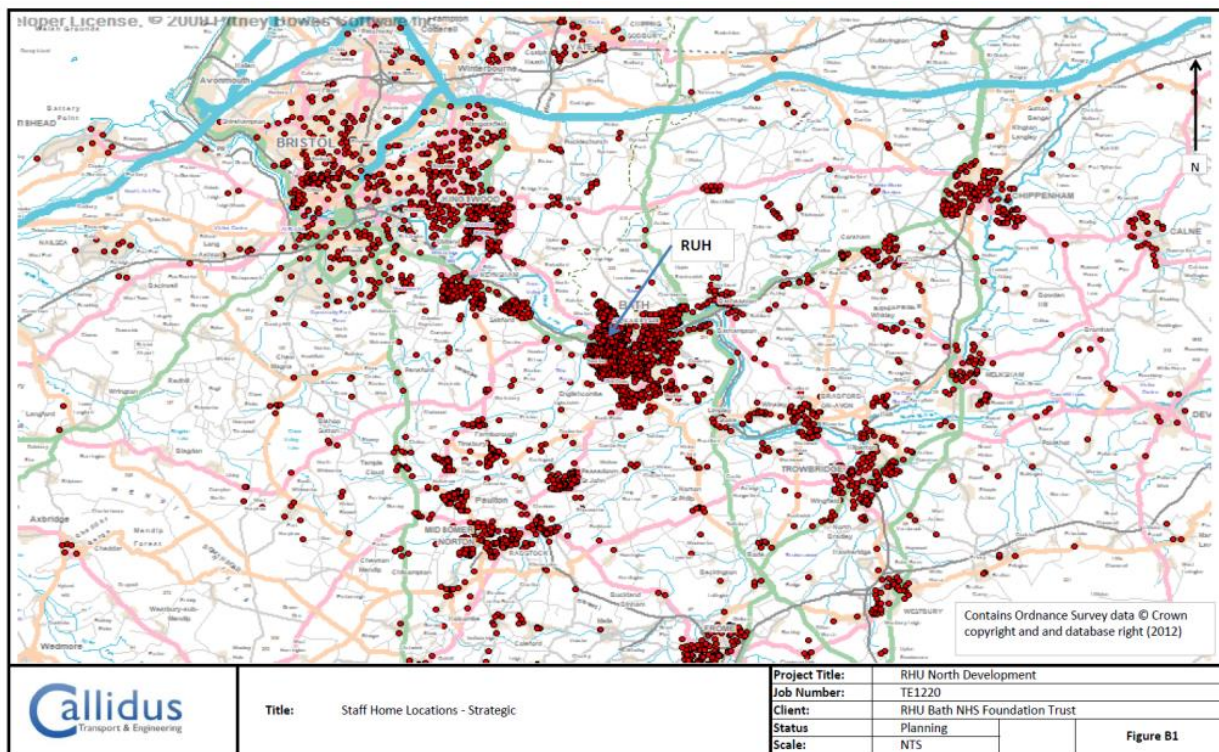


Figure 8 – RUH – Staff Home Locations²³

The RUH’s last annual report indicates that about 1,000 outpatients visit their site each day.

4.50 The Royal United Hospitals Bath NHS Foundation Trust provides acute treatment and care for a catchment population of around 500,000 people in Bath, and the surrounding towns and villages in North East Somerset and Western Wiltshire²⁴. As a consequence many of those visiting the RUH arrive from the south and east of the city.



²³ Source – RUH estates strategy planning application. No endorsement by the RUH is implied

²⁴ Royal United Hospitals Bath website - http://www.ruh.nhs.uk/about/index.asp?menu_id=1

Figure 9 – Community Care Group Boundaries

4.51 The evidence from the demand forecast modelling and transport modelling work, alongside the additional analysis demonstrates a clear need for a further P&R site to the east of Bath.

5 STEPS TAKEN SINCE MAY 2016:

5.1 Following the May Cabinet a number of work streams have been concluded. This has involved:

- working up drawings of the options for sites on the A4 Box Road;
- approaches to a number of land owners to see if acquisition by agreement were possible; and
- instructing planning agents and landscape architects to develop pre-application submissions on a number of options to include impacts on green belt, WHS setting and AONB.

5.2 Following the advice of the LDF Steering Group a number of sites were selected for pre application planning advice.²⁵

- Site 8 – 500 Spaces – A4 linked scheme
- Site 4 – 500 Spaces – A4 linked scheme

- Site F – 1,200 Spaces
- Site F – 800 Spaces
- Site B – 1,200 Spaces
- Site B – 800 Spaces

5.3 Two additional sites were considered at the request of the Leader of the Council. These were:

- Site I (MJ Church Site in Wiltshire) – 500 Spaces and;
- Site 3 (Former Tip) – 500 Spaces

5.4 Each of these proposals included the introduction of a bus lane from the A4 Batheaston Bypass on to the A4 London Road, as originally proposed by the Bath Transportation Package. This is illustrated by the drawing in Figure 10 below. This

²⁵ Where less than 1,200 spaces was proposed advice was sought on the potential for expansion of the Lansdown or Odd Down P&R.

bus priority measure is part of an integrated transport solution to get more people to use buses and would help existing services²⁶ in addition to any P&R buses.

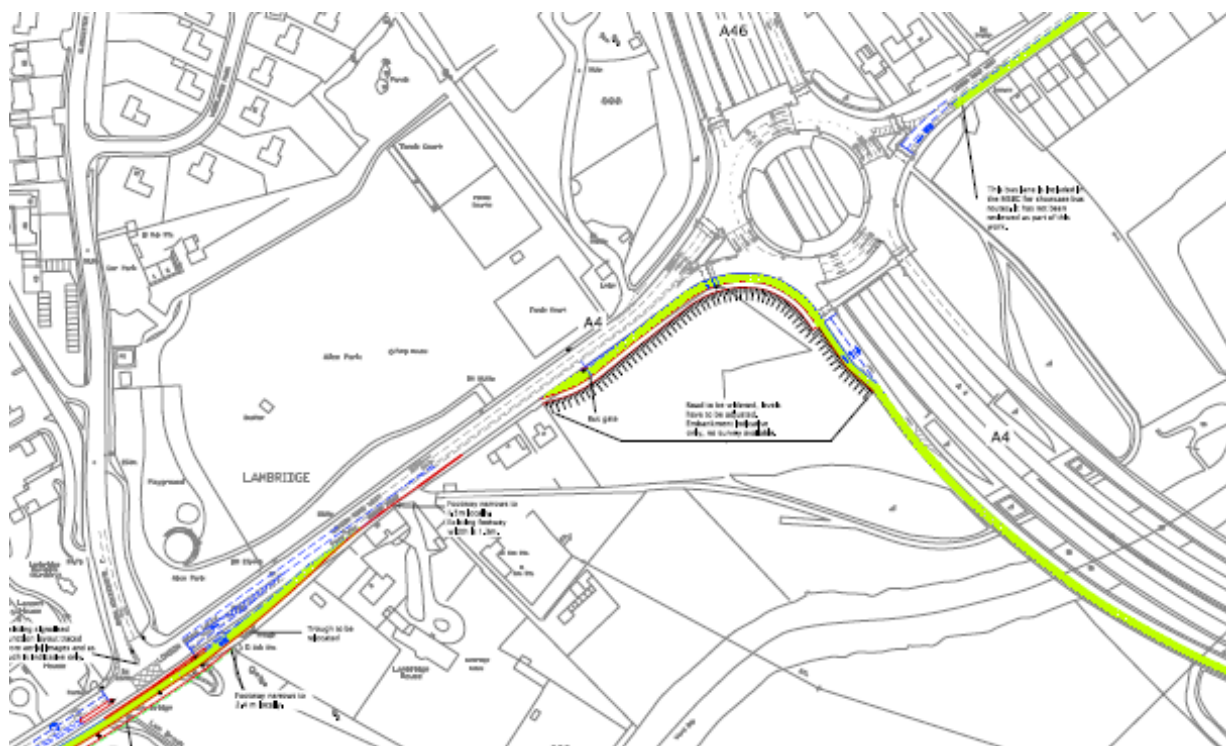


Figure 10 – P&R Bus Priority Lane

6 PLANNING, TRANSPORT AND OPERATING ADVICE

6.1 **Planning Advice** All the sites are in the Green Belt, so this point is relevant whichever one is pursued. The National Planning Policy Framework (NPPF), states that sites for local transport infrastructure which can demonstrate a requirement for a Green Belt location may not be inappropriate development in the Green Belt. However, the NPPF still requires such sites to preserve the openness of the Green Belt and not to conflict with the purposes of including land in the Green Belt. The planning advice is that the P&R is considered to be inappropriate development within the Green Belt and therefore very special circumstances will need to be demonstrated when a planning application is submitted.

6.2 Paragraph 88 of the NPPF states that:

²⁶ Existing bus services include 3 (Bathford to Foxhill), X31 (Chippenham to Bath), X72 (Easterton to Bath), 228 (Colerne to Bath), 271 (Devizes to Bath) and the 272 (Melksham to Bath).

“When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the green belt. ‘Very special circumstances’ will not exist unless the potential harm to the green belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.”

Whilst the planning advice provided correctly identifies the requirement in the NPPF to demonstrate very special circumstances the Council is confident that it can demonstrate very special circumstances exist, which clearly outweigh such harm based on the severe traffic impact of not providing a P&R on the city of Bath and its World Heritage status.

- 6.3 In relation to the extension of the Lansdown P&R this would be a development within an Area of Outstanding Natural Beauty (AONB). To comply with National Planning Policy it would need to be demonstrated that the expansion needed to take place within the AONB and that an alternative site were not available outside of the AONB. There is concern relating to negative cumulative impacts on World Heritage Site (WHS) setting and AONB of any future options which include Lansdown. A drawing showing all of the various land designations to the east of Bath can be viewed in Appendix 1.
- 6.4 The World Heritage Site and its setting were integral to the assessment of the various options and a Heritage Impact Assessment will be part of any planning application. In line with national guidance and the advice of Historic England.

Specific Sites

- 6.5 Planning advice has been sought for a number of potential P&R sites at the east of Bath as part of pre-application advice and as a consequence a number of different site options were put forward. These are listed below:

Site F, 1,200 space standalone scheme

Site B, 1,200 space standalone scheme

Site F, 800 spaces with the balance of 400 spaces at Lansdown P&R

Site B, 800 spaces with the balance of 400 spaces at Lansdown P&R

Site 8, 500 spaces with 400 spaces at Lansdown and 300 spaces at Odd Down P&R

Site 4, 500 spaces with 400 spaces at Lansdown and 300 spaces at Odd Down P&R

Starting with the smaller sites the outcome of the planning advice is summarised below:

6.6 Site 8 - 500 spaces: Planning advice

- Unacceptably harmful in landscape and visual terms.
- Difficult to justify developing a site in the AONB for major development, contrary to advice in the NPPF, when more suitable alternatives exist that are outside the AONB. Paragraph 116 of the NPPF says that planning permission should be refused for major developments in these designated areas except in exceptional circumstances and where it can be demonstrated they are in the public interest. Consideration of such applications should include an assessment of, amongst other things, the scope for developing elsewhere

outside the designated area, or meeting the need for it in some other way.

- The landscape and visual impacts on the AONB, WHS Setting, Bathford Conservation Area's landscape setting, the character of the By Brook valley and also visual effects will be higher than is suggested and mitigation likely to be less effective.
- Very significant excavation, amounting to quarrying away of the valley side. This would not only significantly modify the landscape but would result in an enormous volume of material to be removed. If this material was to be used for land raising or earth modelling elsewhere then its landscape and visual impacts should be assessed as part of this work.
- Loss of tree/ hedge linkages within the site to the wider landscape, which some of which may have Tree Preservation Order (TPO) potential.
- Unacceptable harm to the nearby Bathford Conservation Area, from where the site would be very clearly visible.
- Ecological impact, reptiles and Bats

6.7 Transport Issues

- Vehicle demand and maximum occupancy for the A4 Eastern sites which would serve the A46/A4/A363 are shown in the range c900-1300, however only c.500 spaces could be accommodated on sites 4 and 8.
- Small free standing P&R sites result in less capacity, increased bus service frequency and patronage. Low capacity sites serving the corridor of greatest expected demand (A4) will reach maximum occupancy relatively quickly, potentially in or just after the AM peak. This will restrict patronage during the remainder of the day, implying that later P&R bus services will be underutilised and more expensive to maintain at a reasonably high frequency.
- Significant safety concerns for access from A4, requiring extensive and costly mitigation,
- Significant construction costs and additional construction traffic, associated with any widening of the A4 because of the topography in the area
- Expansion of Odd Down P&R would be of very limited value in terms of serving demand from these areas.

6.8 The drawing in Figure 11 below shows the scale of work that would be required to construct a P&R on site 8. The cross section shows the height of the earth works required.

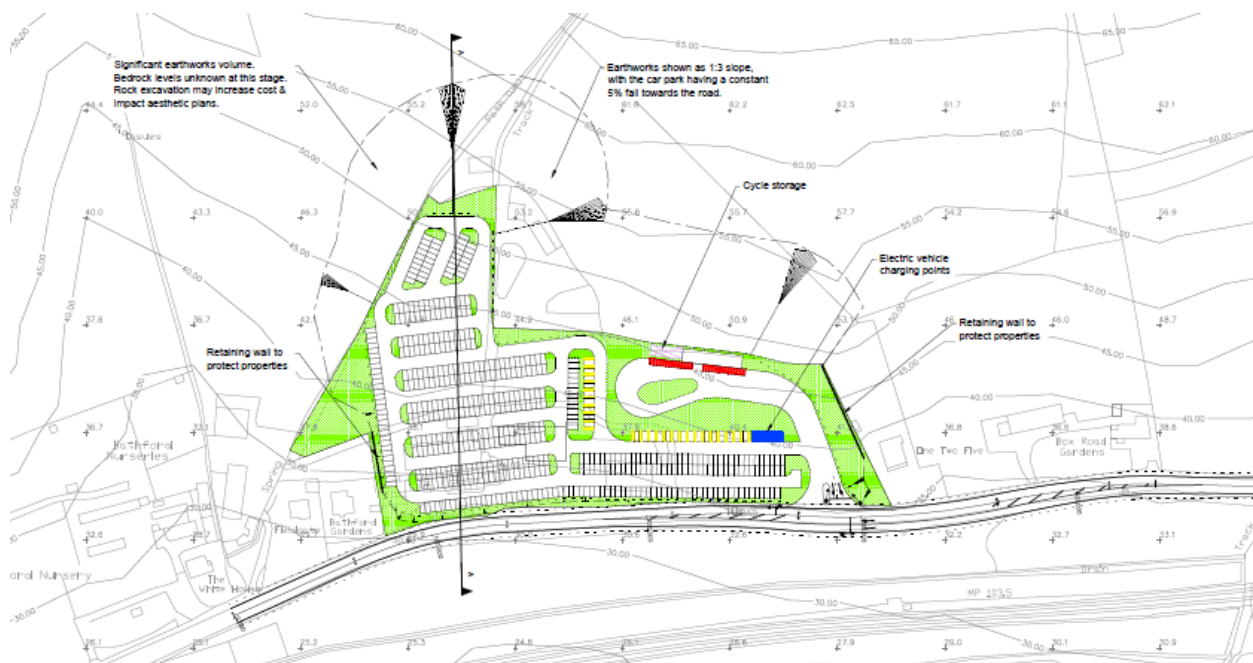


Figure 11 – Site 8 cross section

6.9 Costs of Site 8: initial work suggests that the construction of the P&R on this site would cost in the region of £16.5m.

6.10 Site 4 - 500 spaces: **Planning Advice**

- Unacceptably harmful in landscape and visual terms.
- Difficult to justify developing a site in the AONB for major development, contrary to advice in the NPPF, when more suitable alternatives exist that are outside the AONB.
- All comments made in relation to the unacceptably negative impact of site 8 and its location within the AONB are also true for Site 4. However, Site 4 is considered to be worse than site 8, being further out into the countryside, affecting the landscape of Shockerwick Historic Park and also resulting in the loss of existing community orchards.
- TPO request for this site from the community managing the orchard on site 4 was received in 2013, which may yet be pursued. The loss of most or all of these trees would be another negative factor relating to the development of this site.
- Comments made above in relation to the landscape issues of extending the Lansdown and Odd Down Park & Rides also true here
- Unacceptable harm to the nearby Bathford Conservation Area, from where the site would be very clearly visible.

6.11 **Transport Issues**

- Transport issues are the same as for site 8

6.12 Costs of Site 4: initial work suggests that the construction of the P&R on this site would cost in the region of £18.5m.

6.13 The below drawing shows the scale of work that would be required to construct a P&R on site 4. The cross section in Figure 12 below shows the height of the earth works required.

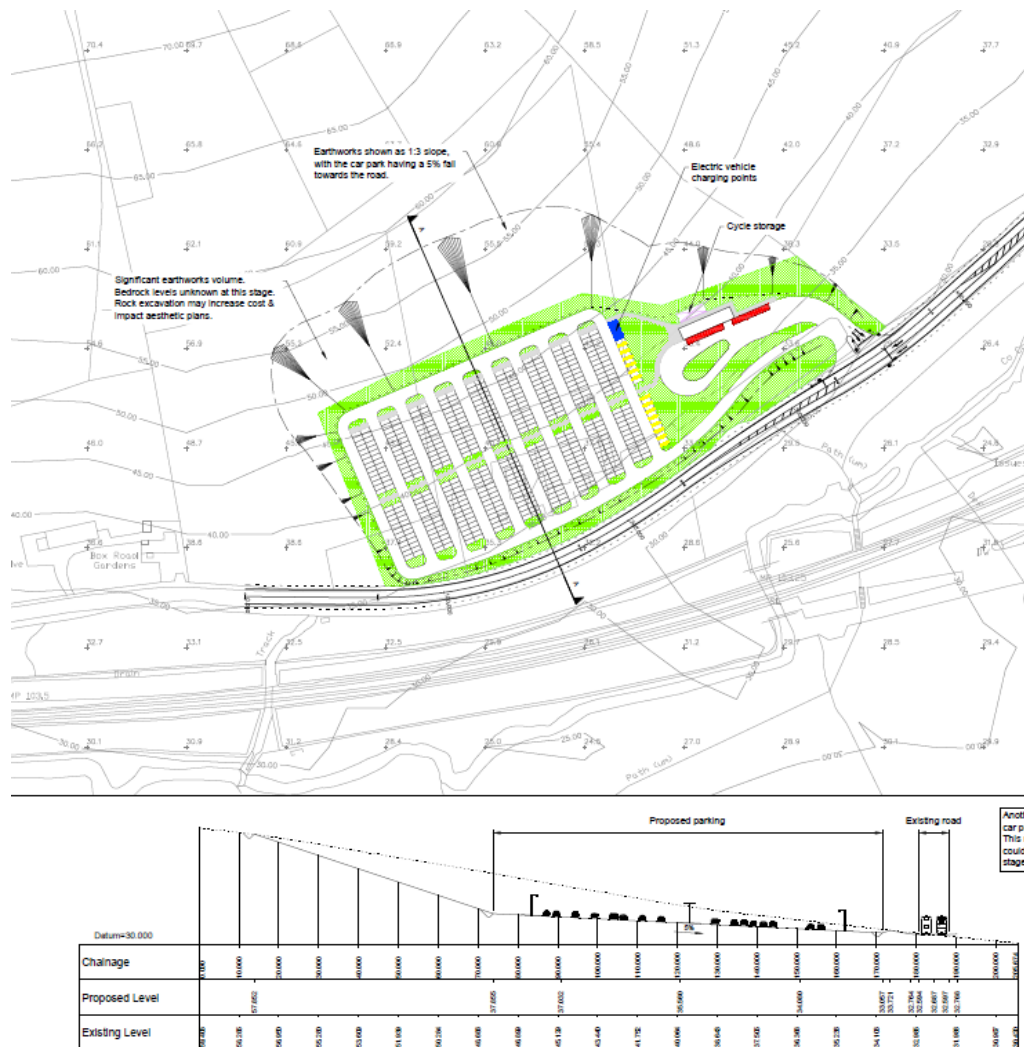


Figure 12 - Site 4 cross section

6.14 Site I - MJ Church site in Wiltshire – 500 space **Planning Advice**

- Any planning application would need to be submitted to Wiltshire Council.
- The site is within the Green Belt and AONB, so the points made re sites 4 and 8 above would be relevant.
- Very long narrow site – this may be an issue in relation to bus turning, and walking distances from car parking spaces to the Park & Ride site.
- Its long thin nature means that its landscape impact would be spread along a significant length of the railway line.
- The site is a prominent site in the tranquil, high quality landscape of By Brook valley within the Cotswolds AONB and with potential ecological value.
- It is further out along the A4 from sites 4 and 8 and further from the roadside development that stretches out of Bathford to the east, thereby making a Park & Ride site appear more incongruous in the landscape.
- Would be overlooked by residents in Kingsdown above.
- The exact size of this site is not known so if pursued its capacity would need to be further investigated.
- The site is within the By Brook valley, but separated from the Brook by the railway line – if pursued its propensity to flood would need to be further investigated.

6.15 Transport Issues: There are a number of challenges with the access to this site. Visibility onto the A4 is poor. In addition the access under the mainline railway line is narrow preventing 2 way flows of traffic particularly buses. This may require signals to control traffic movements. Finally, the site is long and narrow making it unattractive to users who might have to walk consider up to 400 yards to the bus stop.

6.16 Costs of MJ Church Site 4: initial work suggests that the construction of the P&R on this site would cost in the region of £15m.

6.17 Site 3 (former Tip) – 500 space – **Planning advice**

This site is just within Bath and North East Somerset and measures approximately 3.5 hectares. It is located further east along the A4 from Site 4 considered above. The following are the main points in relation to this site:-

- Small size would mean that the Park & Ride here would include considerably fewer spaces than the 500 on sites 4 or 8
- The site is within the Green Belt and AONB, so the points made re sites 4 and 8 in the letter above would be relevant.
- The site is almost exclusively below the 25 metre contour and runs alongside the northern bank of the By Brook – if it was to be considered further, its propensity to flood would need to be thoroughly investigated.
- The site is a prominent site in the tranquil, high quality landscape of By Brook valley within the Cotswolds AONB and with potential ecological value.
- It is further out along the A4 from sites 4 and 8 and further from the roadside development that stretches out of Bathford to the east, thereby making a Park & Ride site appear more incongruous in the landscape.
- Would be overlooked by residents in Kingsdown above.

6.18 The costs of developing this site have not been fully investigated.

6.19 **Costs and other issues associated with Sites F and B**

6.20 The figures below in paragraphs 6.23, 6.26, 6.30 and 6.34 provide initial estimates for the net operating income (or cost) for each proposal relating to sites F and B and are based on current revenue costs of existing P&R sites in Bath. Estimated capital costs are based on an initial appraisal of each site option. These estimates do not include the additional cost of operating a connecting service to the RUH Hospital. It is assumed that this service will be run commercially on the same basis as the bus service to the RUH from the Odd Down P&R. The figures for the detailed business case are likely to change as more site specific information becomes available through future technical studies, yet to be carried out, as well as the effects of external market forces, devolution and the type, basis and terms of any future contract for any new and existing P&R sites.

6.21 Site F 1200 spaces **Planning Advice**

- Considered to be the least harmful of the six options in terms of total landscape impacts, including the setting of the WHS.
- Defining a firm boundary and designating the remaining meadows area for suitable, permanent recreational and wildlife conservation use is possible
- Opportunity to plan for 1,200 spaces but a phased approach was built into the landscape design to enable a smaller car park to open, with fast growing

woodland and glades designed and managed to enable it to be used in future if required or to be managed as permanent woodland.

- There would be some impact on the WHS as a result of the loss of grazing meadows, however, this option would not result in any unacceptable harm on nearby conservation areas, listed buildings or their settings.
- The site is adjacent to the River Avon Site of Nature Conservation Interest (SNCI), a range of protected species utilise the area, including bats and otter, and it is likely to be used by light-sensitive bats including horseshoe bats associated with the nearby Bath & Bradford on Avon Bats Special Area of Conservation (SAC) and SSSI. Semi-improved grassland present in the north western field has been assessed as having some botanical diversity and should be retained (there is potential for enhancement). Key potential impacts are likely to be from lighting and changes to vegetation, including the loss of existing habitat and an area of pasture, and potential impacts on the adjacent SNCI.

6.22 Transport Issues

- Already been assessed to have acceptable access arrangements, and wider transportation aspects.
- Highways England (HE) approval will be required for an expected departure from standards. There is a reasonably strong prospect that HE approval could be achieved for any access to site F
- Site would be ideally located in relation to the A4, A363 and A46 corridors and would provide the opportunity to capture the full extent of demand, including possible suppressed demand, for travel from areas north east, east and south east of Bath, it would maximise traffic reduction on the congested A4 London Road corridor, there is potential to provide for journey opportunities other than to/from the city centre, such as to/from the Royal United Hospital (RUH), reasonably easy access and short journey times for the P&R bus service.

6.23 **Costs of Site F** with 1,200 spaces: initial work suggests that the construction of the P&R on this site would cost in the region of £16.5m. Net operating costs, including unfunded borrowing costs and income from fares show that the P&R would be expected to return a **net surplus** of approx. £162k/year.

6.24 Site F 800 Spaces: Planning Advice

- No provision for possible future expansion. Given the long term nature of landscape creation and development, it is essential to make provision for such expansion at the beginning, even if it is not implemented in the future.
- There is little to choose between sites F and B at 800 spaces. However, given the greater potential for landscape enhancement and public benefit and the ability to preserve sufficient meaningful open agricultural land as grazing meadow, site F would be preferred over site B.
- In relation to potential expansion at Lansdown there would be significant landscape concerns related to the potential effects of replacement pitches or enhancement of existing facilities. Any further lighting introduced on to the plateau here and extending the ribbon effect of lighting northward would not be acceptable in relation to AONB, WHS setting, local character and views. The landscape architects assessment makes reference to the negative cumulative impacts on WHS setting and AONB of the options which include Lansdown and Odd Down. This is a valid concern.
- This option involves locating 400 of the 1,200 spaces at Lansdown, within the

AONB. It would need to be demonstrated that the expansion needed to take place at Lansdown, within the AONB, rather than at Bathampton Meadows, outside the AONB. This is a weakness of this proposal, particularly as the landscape benefits of reducing Site F from 1,200 to 800 spaces are not that high.

- Beyond the impact on the WHS covered above, it is not considered that this would result in any unacceptable harm on nearby conservation areas, listed buildings or their settings.

6.25 Transport Issues: The comments in respect of the 800 space Site F part of this proposal are essentially the same as those made above.

6.26 Costs of Site F with 800 spaces: initial work suggests that the construction of the P&R on this site would cost in the region of £14m. Net operating costs, including unfunded borrowing costs and income from fares show that the P&R would be expected to return a **net deficit** of approx. £65k/year.

6.27 The access into site F would require approval from Highways England, the highway authority for the A4 Batheaston Bypass. This approval was given in 2009 when planning permission was granted for the P&R there as part of the Bath Transportation Package. It is not envisaged that this consent would be difficult to renew particularly as the number of spaces required is expected to be less than the 1,400 consented at that time.

6.28 Site B 1200 spaces Planning advice:

- The grazing meadows associated with the river are very much as they would have been in past times and are important in relation to the Outstanding Universal Values of the WHS, in particular, grazing and agricultural uses that reflect those carried out during the Georgian period.
- Significantly reduce the grazing meadows here and prevent the meaningful use of any of the remaining green space for grazing.
- Minimal additional landscape enhancement, and in particular does not provide a significant public benefit.
- Beyond those impacts covered above, it is not considered that this option would result in any unacceptable harm on nearby conservation areas, listed buildings or their settings.
- Adjacent to the River Avon Site of Nature Conservation Interest (SNCI), a range of protected species utilise the area, including bats and otter, and it is likely to be used by light-sensitive bats including horseshoe bats associated with the nearby Bath & Bradford on Avon Bats Special Area of Conservation (SAC) and SSSI. Key potential impacts are likely to be from lighting and changes to vegetation, including the loss of existing habitat and an area of pasture, and potential impacts on the adjacent SNCI.

6.29 Transport Issues

- The minimum desirable weaving length required by Highways England (HE) for site B could not be met. Therefore, these would require a significant departure from standard and it is considered that it may be difficult to obtain approval from HE. Since this time it has been established that the minimum desirable weaving length required by Highways England (HE) for site B can be accommodated at the absolute minimum level deemed acceptable using Highways England's latest

guidance (Design Manual for Roads and Bridges). Despite this Highways England have requested additional technical work be undertaken with regards road safety in order to be re-assured that safety will not be compromised by having an access at this point. Final approval will be needed from Highways England for this access based on the outcome of the additional technical work.

- Any required widening is assessed as potentially problematic. The HE is understood to be supportive in principle of a P&R site accessed from the A4 Batheaston Bypass, subject to a reasonable level of assurance about the safety and capacity effects of any new junction.
- Links to a rail halt, providing a rail P&R capability, could represent an 'opportunity' applicable to site B.
- Site would be Ideally located in relation to the A4, A363 and A46 corridors which are presently unserved by any direct P&R provision, it would provide the opportunity to capture the full extent of demand, including possible suppressed demand, for travel from areas north east, east and south east of Bath, it would maximise traffic reduction on the congested A4 London Road corridor, there is potential to provide for journey opportunities other than to/from the city centre, such as to/from the Royal United Hospital (RUH), reasonably easy access and short journey times for the P&R bus service, and potential for a rail P&R option to be further explored based on the proximity of the rail network.

6.30 **Costs of Site B** with 1,200 spaces: initial work suggests that the construction of the P&R on this site would cost in the region of £21m. Net operating costs, including unfunded borrowing costs and income from fares show that the P&R would be expected to return a **net surplus** of approx. £102k/year.

6.31 *Site B 800 spaces* **Planning Advice**

- There is little to choose between site F and B at 800 spaces as expressed in the NPA assessment. There are some advantages to site B from the existing mature tree structure around the site and its location closer to city development but also disadvantages in relation to loss of grazing meadows and limited available land for additional landscape enhancement compared with site F.
- Overall it is considered that the disadvantages minimally outweigh the advantages in this respect
- 800 spaces do not include any provision for possible future expansion.
- Beyond the impact on the WHS covered above, it is not considered that this option would result in any unacceptable harm on nearby conservation areas, listed buildings or their settings.

6.32 **Transport Issues**

- The comments in respect of the 800 space Site B part of this proposal are essentially the same as those made above (1200 spaces).

6.33 Whilst not part of the formal planning advice received it is worth noting:

6.34 **Costs of Site B** with 800 spaces: initial work suggests that the construction of the P&R on this site would cost in the region of £17.5m. Net operating costs, including unfunded borrowing costs and income from fares show that the P&R would be expected to return a **net deficit** of approx. £115k/year.

- The highway access into site B would require approval from Highways England, the highway authority for the A4 Batheaston Bypass. This consent is not as straight forward as for Site F, as visibility to the new access from the west might raise safety issues. While Highways England has indicated that they are supportive of providing an access into site B they clearly need to be reassured that safety will not be compromised. Officers have commenced detailed technical work in partnership with Highways England on this issue. In the event that this is not deliverable access into Site B could be provided through Site F, as was suggested in the public consultation in September 2015. Not only would this be more expensive but residents have raised concerns over the use of site F.
- Costs of expansions of Lansdown and Odd Down if needed would be in the region of £4m.

6.35 Summary of Planning Advice and Costs

- 6.36 Given the advice from the planning service regarding the challenges of the sites on the A4 Bath Road, all of which are within the AONB the least damaging location for a P&R would appear to be on sites B or F. These sites have the advantage of having the capacity to meet the demand for a simple shuttle P&R service into the city centre.
- 6.37 In relation to costs, for all of the options on sites F and B there would be short term one-off revenue costs associated with financing in advance of potential EDF grants of approximately £1.3M which may be funded on an invest to save basis.

7 RATIONALE

- 7.1 **Summary:** As is clear from the preceding paragraphs there are a number of challenging issues with all of these sites. They are all in the Green Belt and within the WHS setting. Those within the AONB would cause significant harm and would have to pass a high test of whether or not there were alternatives available outside the AONB. Some are more attractive to passing traffic and nearer to the city while those further from the city are likely to be less attractive to motorists. The modelling work, referred to above, indicates that the sites on the A4 Box Road would attract about 500 users. The Getting Around Bath Transport Strategy Supporting Document identifies that “P&R should be located where it is visible from the radial route, have adequate space to accommodate demand with room for later expansion if needed and have suitable access arrangements for cars and buses.” On this basis Sites B and F are the preferred options. Both would attract the highest level of users because they are well located to the 3 main roads which approach Bath from the east namely, the A4, A363 and A46.
- 7.2 The Planning service considered the impact of B and F on the setting of the WHS, neither site is within the WHS itself, and gave a preference to site F, due to the potential mitigation that can be provided in this location. Whilst it is considered that Site B can also be mitigated the scale of the mitigation is less than can be achieved at Site F due primarily to the difference in the size of the two sites.
- 7.3 The demand for a P&R will depend on where the P&R buses terminate within Bath. A simple shuttle to the city centre which can link to another bus that runs to the RUH, would attract about 800 users. There is also a need to make improvements to the signage to the Lansdown P&R for drivers to encourage use of this P&R site from those arriving from the north of the city. If this service were extended to the west of the city (as was the case in 2009), for example to the RUH, the demand might increase by about 50%. There is a choice to be made on this matter. A smaller P&R

would be less visible to the surrounding area and would allow more scope for mitigation and improved landscaping of the site. A larger site with a bus to the RUH might reduce parking pressures in the city around the RUH and bring additional benefits, at the expense of being more visible within the local area.

- 7.4 One advantage of site B is that it will be well located to provide access to the existing 'loop' on the mainline railway. This loop will be used by the Metro West project to allow a train, either from Severn Beach or Portishead, to return to Bath improving services to both Oldfield Park and Keynsham. While the initial proposal is for this to be an hourly service it offers the potential for a new station at some point in the future allowing a rail service to be offered to the users of the P&R site. The business case for this station has yet to be developed and only preliminary discussions have taken place with the rail industry. While a rail link would represent a significant benefit supporting the choice of Site B relatively little weight can be put on this at the moment. The walking distance from site F to this loop makes this slightly less attractive.

8 OVERALL OFFICER CONCLUSION

- 8.1 The technical work that has been undertaken identifies a need for an east of Bath P&R and this was accepted by the Inspector at the recent Placemaking Plan Examination. The recommendation is for an east of Bath P&R and does not include expansions at Odd Down and Lansdown P&R's. However these will need to be kept under review.
- 8.2 Taking into account the planning advice, operational constraints and transport considerations Officers conclude that the provision of a 1,200 space P&R at Site F is the best option. This will meet the identified need both now and in the future, is deliverable, is operationally preferable and mitigation can be provided to reduce the level of harm. This would assist in meeting the future parking requirements of the RUH. It should be noted that Site F was acquired to provide compensatory flood capacity for the Lambridge P&R proposal. Therefore, if Cabinet decides that Site F should be the location for the Park and Ride, the Council would need to appropriate the land for that purpose under Section 122 of the Local Government Act 1972.
- 8.3 If Cabinet decides that provision of a smaller P&R is acceptable at this point in time there is an option to provide 800 spaces on site F. This would still allow for a degree of mitigation but will not assist in meeting the future parking requirements of the RUH.
- 8.4 Cabinet could decide that site B would be preferable with 800 spaces as it provides for a potential park and rail option in the future with some landscape mitigation possible. This is subject to the purchase of the site and agreement from Highways England regarding the access. In terms of the purchase of the site, it would be reasonable to allow a period of around 4 weeks to determine if this can be taken forward. Site B would not assist in meeting the future parking requirements of the RUH and doesn't allow for any future expansion. Whilst there is less potential to mitigate site B the planning advice acknowledged there was a balanced judgement to be made between sites B and F.

9 CONSULTATION

- 9.1 The report has been considered by the Monitoring Officer and the Section 151 Officer.
- 9.2 The objectives of building a new P&R east of the city were set out in the consultation material in September 2015. They were:
- a. *To support the city's economic development and Enterprise Area*
 - b. *To reduce congestion within the city and around our off-street car parking sites (which we hope to redevelop)*
 - c. *To improve the city's environment*
 - d. *To reduce car use into the city centre and improve the proportion of journeys made by public transport*
 - e. *To reduce carbon emissions from transport*
 - f. *To improve connectivity to support business and growth of the wider region*
- 9.3 Since that time there have been a number of representations on the benefits of the P&Rs which the Council currently manages and whether a new site is justified and will deliver the benefits/objectives. This has included concerns about potential impact on Air Quality (given the density of local and through traffic in villages east of the city) and the reliability of future demand forecasts. Officers have prepared a detailed response to many of these concerns which is available on the Council's web site. The frequently asked questions sit alongside the other information previously published including the Getting Around Bath Transport Strategy, the results of the 2015 consultation on P&R, the outcome of the Scrutiny Day meeting and the Placemaking Plan consultation - all of which have been made available online.

10 RISK MANAGEMENT

- 10.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

Contact person	<i>Peter Dawson 01225-395181</i> <i>Martin Shields 01225-396888</i>
Background papers	<i>Cabinet Report May 2016</i> <i>Cabinet Report July 2016</i>
Please contact the report author if you need to access this report in an alternative format	

Appendix 1
Land designations to the east of Bath

- Considered as a potential P&R site
- Considered as a potential P&R site
- Considered as a potential P&R site
- AONB
- Floodzone 3
- Floodzone 2
- Green Belt
- SNCI
- World Heritage Site Setting Boundary
- B&NES Boundary

