Bristol Local Plan – Highways and Transport Evidence

Evidence and Information Note

April 2024

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1. Introduction

This evidence and information note has been prepared to support the Bristol Local Plan and the transport related policies within it. The local plan contains the following transport related policies:

- T1: Development and transport principles
- T2: Transport infrastructure improvements
- T2A: Protected transport and movement routes
- T3A: Transport Development Management
- T4A: Parking, servicing and the provision of infrastructure for electric vehicles
- T5: Public Rights of Way
- T6: Active travel routes

This evidence and information note comprises:

- a summary of the general strategic approach to managing the implications of proposed development on the surface transport and rail network.
- a summary of the assessment processes undertaken and the West of England Regional Transport Model (WERTM) model.
- Conclusions.

2. The strategic approach of the highway authority in support of the local plan policies

2.1 Vision for 2040

The vision[1] for Bristol is to be a well-connected city that enables people to move around efficiently with increased transport options that are accessible and inclusive to all. An improved sustainable and resilient transport network will be delivered that supports Bristol's vibrant independent local centres and neighbourhoods and connects to an attractive and thriving city centre.

To achieve this vision, and to overcome the challenges, the approach needs to continue the transition to increased use of sustainable modes of transport, such as walking, cycling and public transport.

There is a need to plan the way in which Bristol and its surrounding authorities grow sustainably. This means:

I. Growth at accessible locations to encourage the use of sustainable modes of transport and reduce air pollution.
II. Reviewing the prioritisation of the finite amount of kerbside space through consideration of transport related issues including:
   a) Off-street and on-street parking, including the role of privately operated car parks.
   b) Parking standards for new development.
   c) Parking at transport interchanges, e.g., rail stations.
   d) Park & Ride sites, and their role in interchange.
   e) Residents Parking Zones Charges and income.
   f) Enforcement, including pavement parking.
   g) Disabled parking.
   h) Cycle parking.
   i) Car club and electric vehicle parking and charging.
   j) Bus stands, loading, taxi ranks, coach parking, motorcycle parking.
   k) Freight consolidation.
   l) Sustainable Urban Drainage systems (SUDS).

The City Council is currently reviewing all the highway standards and guidance including in respect of servicing and delivery. This will be published on the Transport Development Management (TDM) webpage. Further guidance will also be produced on the implementation of Policy T4A: Parking, servicing and the provision of infrastructure for electric vehicles as set out in the Bristol Local Plan.

[1] Bristol Transport Strategy (bristol.gov.uk)

2.2 Working arrangements

As both a planning authority and a highway authority Bristol City Council work with:

- Neighbouring Authorities: North Somerset, South Gloucestershire, and Bath and North East Somerset Councils.
- The Combined Authority: West of England Combined Authority.
- National organisations: Highways England, Network Rail, train operating companies and bus operating companies.
- Emergency services.
- Waste services.

2.3 Transport Development Management (TDM) process

TDM are the statutory consultees who facilitate the communication between Bristol City Council as the planning authority and as the highway authority. TDM are responsible for managing the impact of development on the public highway and ensuring Bristol City Council objectives and targets including for equity, climate change and road safety are met or mitigated for within the planning system.

TDM are also responsible for:

- securing funding through the planning system to encourage the reduction in private car ownership by increasing car clubs, bus service improvements and travel plans.
- Ensuring planners, applicants and developers are aware of any public highway related infrastructure, for e.g., retaining walls, drainage, flooding, street furniture, e-power requirements for street lighting and e- charging.

TDM assess planning applications for compliance with the appropriate/ current standards and guidance and identify the areas of concern. The TDM website www.bristol.gov.uk/TDMG contains all the appropriate information in respect of both statutory requirements and guidance. Applicants and developers are directed to this source and the content is updated regularly.

The granting of planning permission does not absolve the applicant from obtaining the necessary licences required to work on or adjacent to the adopted highway. These can be found online at www.bristol.gov.uk/highwaylicences

TDM also manage:

- The highways infrastructure responsibility.
- Construction Management plans.
- The S278 and S38 process from pre-application through contracts, technical approval, monitoring, snagging and certification.
    - Each of the above being tied by pre-commencement planning condition to enter into the appropriate contracts.
- Approval in Principle (AIP) which is a specialist engineering document for structures that are being constructed on or near highways. AIPs are typically required for structures such as bridges, tunnels, subways, culverts, retaining walls, reinforced earth structures, gantries, buried corrugated steel structures and temporary structures. The construction management requirements are found on the website: Highway structures Technical Approval (bristol.gov.uk).

All highway works should adhere to the standards and guidance on the TDM web page www.bristol.gov.uk/TDMG and the following:

- Bus user priority (LTN 1/24) 17 March 2024
- Cycle infrastructure design (LTN 1/20) 27 July 2020
- Using railings to make roads safer for pedestrians (LTN 2/09) 15 April 2009
- Signal controlled roundabouts (LTN 1/09) 15 April 2009
- How to develop safe streets for mixed use (LTN 03/08) 13 October
- Traffic management and streetscape (LTN 1/08) 12 March 2008
- Traffic calming (LTN 1/07) 15 March 2007
- Design and use of directional traffic signs (LTN 1/94) 24 July 19 94

Active Travel England (ATE) is a new statutory consultee in the planning system to help support local planning authorities (LPAs) in their role as decision makers for planning applications. It published the following advice Active Travel England Standing Advice Note: Active travel and sustainable development. The City council will update the TDMG webpage accordingly.

The City Council published a Shared Mobility Statement (bristol.gov.uk) in 2020 which sets out an approach to becoming a more inclusive city referring to the duty of care under the Equalities Act 2012. All development should meet DDA Compliance for access.

The following documents are also of relevance which will be subject to update where necessary:

- Road Safety Bristol City Council - Road Casualty Review 2021
- Public Transport Second National Infrastructure Assessment - NIC and Bristol Transport Strategy 2019.

3. Strategic surface transport modelling

3.1 Background

An Interim transport evidence note was produced in November 2023 which assessed the capacity of the busiest corridors in Bristol City to support the proposed increase in housing contained within the Bristol Local Plan:

Housing requirement – Policy H1	
Per year	1,925
18 years 2022-2040	34,650

Table 1: showing the figures for Bristol Local Plan (publication version) Policy H1

The local plan proposes specific locations and sites where housing will be delivered with the focus on brownfield development and efficient use of urban land. The development strategy in the local plan sets out a direction for each part of the city and identifies specific locations for change and development. It sets out areas of growth and regeneration and locations for new neighbourhoods. The development strategy approach looks at four broad areas of the city:

- Central Bristol;
- East Bristol;
- South Bristol; and
- North Bristol.

The Interim transport evidence note summarises the capacity of the busiest corridors in each of these areas of Bristol, which will support the proposed increase in housing set out in the publication version of the local plan.

Spatial strategy area	**% of emerging SHLAA capacity**	**Share of 18yr housing requirement**
Central Bristol	42.88%	14,858
South Bristol	31.56%	10,935
East Bristol	10.75%	3,725
North Bristol	14.81%	5,132
TOTAL	100%	34,650

Table 2: showing the housing development targets of the publication version of the Bristol Local Plan, delineated by spatial strategy area

The assumptions, which are reflected in the table below, are based on taking 2022 average data for the busiest junction on the busiest corridor in the spatial development strategy areas. Using census 2021 data on car ownership and servicing and delivery trips (e.g., refuse and home deliveries) and how many trips car owners make per week. The assumptions do not include construction management trips.

% annual trip generation motorised vehicles 2022						
Spatial strategy area	**Corridor**	**JCT/W**	**2-way trips per day**	**Per annum estimated trip generation**	**BCC signal ref**	**DFT ref**
Central Bristol	A4044	A420	9,036	8%	2477	17057
South Bristol	Bath Road A4	A4174	27,648	2%	2074	18376
East Bristol	A420	A4320	5,209	4%	2293	28416
North Bristol	A38	Muller Road	10,734	2%	2035	26403
TOTAL			52,527	3%		

Table 3: showing the percentage of annual trip generation for motorised vehicles, separated by spatial strategy areas, in 2022

This found that across all corridors identified, the impact on the junction would indicate need for mitigation. The type of transport improvements required are identified in the wording of the development strategy policies and the development considerations text associated with specific development allocations; however, the note stated that this will be refined following the running of the full transport model through WERTM.

3.2 West of England Regional Transport Model (WERTM)

3.2.1 Methodology

Bristol City Council (BCC) commissioned Atkins Realis to run the strategic West England Regional Transport Model (WERTM). AtkinsRéalis have used the existing model (WERTM) which covers the entire Bristol City Council area (Figure 1-1), taking the 2042 "Do Minimum" case from the South Gloucestershire Local Plan modelling.

This "Do Minimum" has been used since additional calibration and validation work has been undertaken on the base and the forecast year model includes updated TAG (v1.22) values and National Road Traffic Forecast 2022 values. No additional network (highway and Public Transport (PT)) and demand model updates will be made to this model under this commission.

The 'Do Minimum' scenario has been used as a base to provide a comparison to the modelled scenario detailed below.

The assumed trip rates and employment allocation (calculated at per square meter) is the same as previously used in the WERTM forecasting development, and no additional demand model calibration is required. The employment and housing growth proposed in the Bristol local plan has been added to the zones as additional growth from NTEM v8 which has been used to inform the Do Minimum background growth between base year and forecast year.

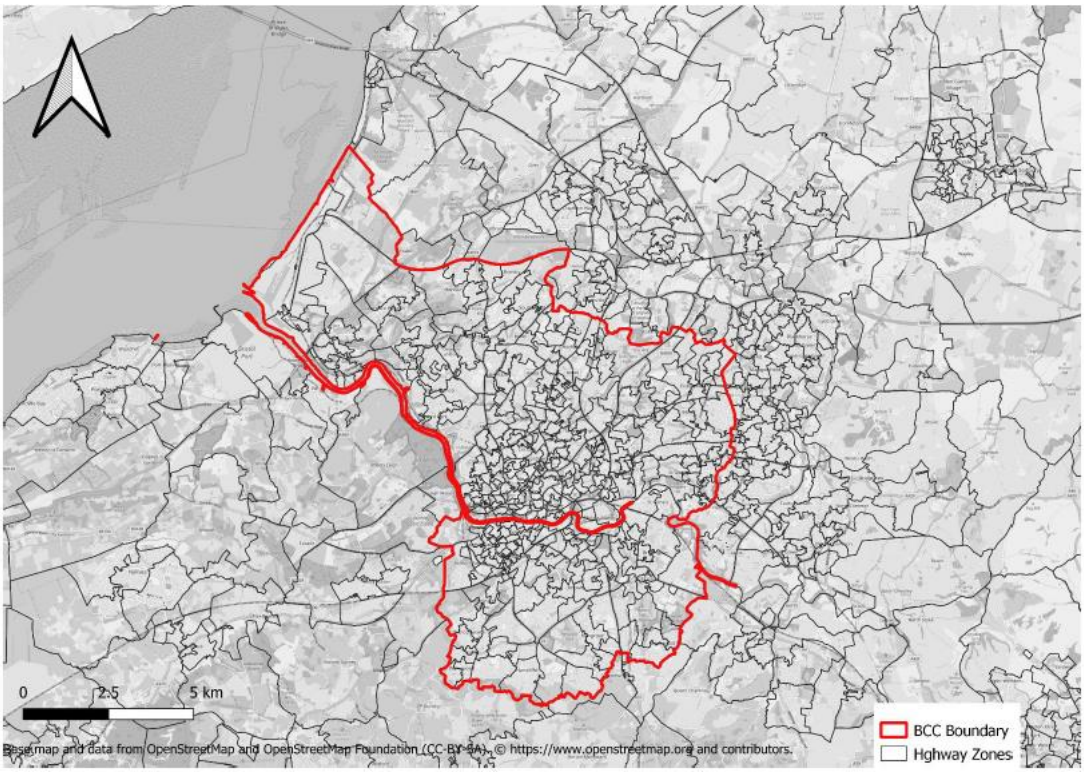

Figure 1: WERTM HAM zoning structure

3.3 Conclusion

The initial indications are that the policy approach in the local plan provides sufficient opportunities for appropriate mitigation for Bristol City Council and other highway authorities impacted.

The transport model is currently subject to its run process.

A detailed report on the WERTM modelling will be issued shortly.