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Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 19 FEBRUARY 2009

Subject: POSITION STATEMENT
APPLICATION 08/06944/FU - TWO STOREY EXTENSION TO MAIN AIRPORT TERMINAL BUILDING TO PROVIDE NEW ENTRANCE, IMPROVED INTERNAL FACILITIES AND ASSOCIATED LANDSCAPING WORKS TO THE TERMINAL BUILDING FORECOURT AT LEEDS AND BRADFORD AIRPORT, WHITEHOUSE LANE, YEADON, LEEDS, LS19 7TU.

APPLICANT	DATE VALID	TARGET DATE
Leeds Bradford International Airport	23 December 2008	20 March 2009

Electoral Wards Affected:

Otley and Yeadon

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Members are requested to note the contents of this position statement and are invited to comment in relation to the key issues of design and transport matters which are highlighted in the report.

INTRODUCTION and BACKGROUND:

- .1 This report summarises the present position regarding the planning application submitted by Leeds Bradford International Airport (LBIA) for a substantial two storey extension at the front of the terminal building. It is provided to inform Members of the application and its content, the policy background, consultation and public response to date and identify key issues and progress in dealing with the application.

- .2 Bridgepoint Capital purchased LBIA in May 2007 and are planning to invest some £70 million over the next 5 years in upgrading the facilities at the airport. The airport plays a vital role not just in the city but in the wider region. Currently some 2200 people are working at the airport and there is also substantial indirect employment and business benefits to the Yorkshire economy.
- .3 The present application represents the first phase of major investment in a project worth about £30 million. The capital is in place to ensure the project is delivered. The timing of the project is critical to avoid affecting more than one summer which is the busiest period for the airport and construction, if the project is given planning approval, is likely to start in April. LBIA have indicated that they intend to use local firms for the work to contribute to the local economy and are to confirm this in writing.
- .4 To deliver the project on time LBIA and their team have signed a Planning Performance Agreement (PPA) with the Planning Authority which commits both sides to work together to ensure all the information is provided and considered in a timely and co-operative way in accordance with a project plan and the application is determined within agreed timescales. The PPA is without prejudice to the role of the City Council as the Local Planning Authority. As part of the PPA it has been agreed that a position statement report will be presented to this Panel with the aim of progressing the application for a determination in March.
- .5 The present terminal building suffers from major constraints which can lead to passenger delays and congestion due to its outdated design and layout. Seven Members of Panel together with a number of officers visited the airport on 13th November 2008 and were given a tour of the present layout to understand the issues the airport faces operationally and were also given a presentation of the proposals of the terminal extension. At that stage Members noted that a planning application would be submitted in December. Members in commenting at that visit recognised the need for a holistic approach to future development as this first phase will set the context for future phases. Members felt that the design presented in November was uninspiring for such an important gateway into the city and questioned whether it would be a landmark but were supportive of the need to create a sense of place with high quality design, good signage and landscaping. Members also recognised the importance of the transport implications of the proposal and the impact on the highway network and the work which was being done in relation to trips to the airport other than by private car. Design and Transport matters were therefore identified as key issues in moving the project forward.

2.0 PROPOSAL:

- 2.1 The proposed development is a two storey extension to the landside face of the terminal building and hard and soft landscaping to the terminal building forecourt.
- 2.2 In summary, the proposed extension includes:
- 2,299 sq m of new accommodation to be provided at ground floor level to improve the main entrance and arrivals concourse, check-in, information desk and enlarged security search facilities;
 - 2,405 sq m of new accommodation to be provided at first floor level to provide a departure lounge and retail link to the existing first floor catering provision;
 - Hard and soft landscaping of the forecourt between the terminal building and the previously formed vehicle exclusion perimeter.

- 2.3 The application proposals also include the following internal modifications which do not require planning permission:
- At the ground floor level improvements include an expanded central security search facility, reorganisation of the domestic baggage reclaim hall to increase circulation space; improved space in the gate seating area; new public toilet facilities; and
 - At first floor level new offices, public toilets and improvements to the airside immigration facilities are proposed.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located along the northern face of the existing terminal building, which was previously used as a vehicular drop off zone. The site area extends to approximately 0.99ha. Access to the site will continue from Whitehouse Lane, which connects to the A658 (Harrogate Road).

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The following planning history on the site is considered relevant:-

Application	Description	Decision
08/05516/FU	Extension to form temporary check-in and arrivals lounge (Jet 2)	This application was approved on the 22 December 2008 (further temporary 5 year permission)
29/339/05/FU	Laying out of enlarged long stay car park with 2222 spaces to airport	This application was granted 4 January 2007
29/226/03/FU	Extension to form temporary check-in and arrivals lounge	This application was approved 2 September 2003 (temporary 5 year permission)
29/114/93/FU	Remove conditions 5, 7, and 15 to allow night time flights	This application was approved 19 January 1994
29/00019/86	Full application for proposed amendment of hours of aircraft movement	This application was granted on the 02 January 1990
H28/22/821	Reserved matters application for the laying out of runway extension, with enlarged apron area, roads, car and coach park and erection of detached lighting.	This application was approved on the 20 April 1982
H28/436/77	Full application for the laying out of a runway extension, with enlarged apron area diverted and new roads system and new balancing reservoir.	This application was approved on the 17 December 1980

4.2 Works are currently underway on the airport forecourt to improve bus, taxi and pick-up and drop-off points at the airport due to nationally required security enhancement measures. These works are being constructed under permitted development rights.

5.0 HISTORY OF NEGOTIATIONS:

5.1 LBIA has undertaken a series of pre-application consultations to gauge the views of the local community. The scope of these events were agreed with officers and involved LBIA consulting local residents and businesses at five public information exhibitions. In addition, a presentation was made the North West Outer Committee on 3 November 2008 and as members will be aware, Plans Panel West attended a presentation at LBIA on 13 November 2008, which included a review of the existing facilities.

5.2 Pre-application discussions have taken place with officers, with particular reference to Highway and design issues.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The application has been duly advertised on site by the means of a site notice and notice was also published in the local press. The application has also been made available for public inspection at Otley and Yeadon Libraries. The publicity period for comment expires on 12th February 2009.

6.2 No letters of representation have been received regarding this application.

7.0 CONSULTATIONS RESPONSES:

7.1 The following comments have been received to date:

Statutory:

Yorkshire Water: Do not wish to make any comments.

Environment Agency: No response received

Non-statutory:

Sustainability - Landscape Team: Amendments to the landscaping scheme requested.

Sustainability - Design Team: Amendments to the design requested.

West Yorkshire Police: No objections in principle, however additional consultation is being sought from the Counter Terrorist Unit and the Centre for the Protection of National Infrastructure in relation to blast resistant materials.

Transport Policy (Travel Wise): No objections in principle as The Travel Plan measures proposed are supported and it is welcomed that a Travel-Plan Co-ordinator has been appointed. However, in order to ensure the growth can be achieved in a sustainable way, a greater emphasis must be given to improving the sustainable surface access of the airport.

NGT/Public Transport Aka Supertram Team: No objections - rather than securing a financial contribution at this stage, the developer needs to develop (in conjunction

with Metro) and commit to the delivery of a strategy involving specific public transport measures for the airport.

Contaminated Land Team: No objection in principle, but clarification is sought on elements of the submitted geo-environmental desk study in relation to hydrocarbons.

Access Officer: No objections in principle, however additional information is required to ensure that all steps, landing and ramps accord with Building Regulations.

Local Plans: No objections as the application raises no land use policy issues.

Neighbourhoods And Housing: No objections.

Highways: Amendments requested to ensure that the Transport Assessment has sufficient detail and assessments using recognised methodologies and more detail about possible off-site highway works and sustainable transport mitigation are submitted. Updated information on the Transport Assessment has been submitted and is being assessed.

Mains Drainage: No objections subject to condition(s) to ensure that there is no increase in surface water discharge.

Metro: In principal Metro supports the development of the airport. However, in order to ensure the growth can be achieved in a sustainable way, a greater emphasis must be given to improving the sustainable surface access of the airport.

Civil Aviation Authority: No objections as the proposals do not affect the operation and safeguarding of the airport.

8.0 PLANNING POLICIES:

Air Transport White Paper:

8.1 The Government's Air Transport White Paper, published in 2003, sets out the strategic context for growth at airports across the country over the next 30 years including at LBIA. The White Paper is the Government's key policy document on airport growth and was subject to extensive consultation. For LBIA it states that:

- The airport will handle around 2 million passengers per annum (mppa) in 2003 and is forecast to grow to around 7mppa by 2030.
- Additional terminal capacity would be required to accommodate this level of growth.
- Improvements to both public transport and road access to the airport may also be required in the medium term as passenger volumes continue to grow.
- Subject to these points, we would support the further development of the airport as set out above.....

8.2 As noted above the White Paper requires airports to prepare individual masterplans setting out how they expect the airport to deliver this growth.

Airport Masterplan 2005-2016:

8.3 Under the previous owners, a masterplan for LBIA was published in 2006 by the airport, following two periods of consultation. It sets out proposals for how the

growth set out in the White Paper can be delivered and managed and identifies proposals for surface access and environment controls.

- 8.4 The masterplan forecasts growth to 5.1million passengers per annum throughput by 2016 and 8.2 million passengers per annum throughput by 2030. These forecasts are slightly ahead of the figures forecast in 2003 through the Air Transport White Paper. Fundamentally, however, both the Air Transport White Paper and the airport's masterplan support the growth of the airport.

National Planning Policies:

- 8.5 In addition to the principal elements of planning policy other advice contained in Planning Policy Guidance Notes and replacement national Planning Policy Statements (PPS) may be of relevance to the submitted proposal. This includes:
- Planning Policy Statement 1: Delivering Sustainable Development ("PPS1") sets out the Government's national policies on different aspects of land use planning in England.
 - Planning Policy Guidance 2: Green Belts ("PPG2") sets out the Government's policy approach to Green Belts.
 - Planning Policy Statement 6: Planning for Town Centres ("PPS6") sets out the Government's objectives for town centres which is to promote their vitality and viability.
 - Planning Policy Guidance 13: Transport ("PPG13").

Development Plan:

- 8.6 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined having regard to the Development Plan which consists of the adopted Regional Spatial Strategy for Yorkshire and the Humber of May 2008 and the Leeds Unitary Development Plan (Review 2006).

Regional Policy Policies:

- 8.7 The Regional Spatial Strategy for Yorkshire and the Humber to 2026 (RSS) was adopted in May 2008 and sets out a strategic framework for development up to 2026. One of its key objectives is to create a sustainable and competitive economy for Yorkshire and Humber.
- 8.8 Policies YH1 'Overall Approach and Key Spatial Priorities', E1 'Creating a Successful and Competitive Regional Economy' and LCR1 'Leeds City Region Sub Area Policy' all acknowledge the importance of the airport to the regional economy.
- 8.9 Policy T6 'Airports' requires the following considerations to apply to airport development and expansion proposals:
- Contribution towards an overall strategy of achieving better access, particularly by rail and other public transport;
 - Contribution to the regeneration requirements of the local and regional economy and maximization of potential economic benefit to the region;
 - Fully meets sustainable development principles;
 - Fully responds to key policy principles of decreasing surface travel distances to air services outside the Yorkshire and Humber region;

- Making best use of existing transport infrastructure (including Travel Plans for managing surface access, minimising generation of car-borne traffic, reviewing airport parking charges); and wherever possible improving or providing new access by public transport; and
- Leeds should ensure any development of airport surface access takes account of the wider transport
- strategy for the local area, including adjacent districts and provides a wider choice of mode of travel.

8.10 Policy T9 'Transport Investment and Management Priorities' seeks to take forward and secure the delivery of transport investment and management priorities of regional significance.

Local Planning Policies:

8.11 Locally Leeds City Council has begun work on our Local Development Framework ("LDF") with the Local Development Scheme most recently approved in July 2007. This provides a timetable for the publication and adoption of the Local Development Documents.

8.12 In the interim period a number of the policies contained in the Leeds Unitary Development Plan ("UDP") have been 'saved'. The Leeds UDP Review was adopted in 2006. The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below. This proposal should comply with these policies in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, unless material considerations indicate otherwise.

- Strategic Policies SA4 and SA6: aim to promote and strengthen the economic base of Leeds and promote tourist visits to the city respectively.
- Policy N13: refers to design of new buildings should be of high quality and have regard to character and appearance of surroundings.
- Policy N33: refers to approval in the Green Belt shall only be given for certain developments unless very special circumstances.
- Policy LD1: refers to all landscape schemes should meet specific criteria
- Policy GP5: seeks to ensure all detailed planning considerations are resolved as part of the application process including the protection of amenity and highway safety.
- Policy T2: refers to development capable of being served by highway network and not adding to or creating problems of safety.
- Policy T6: refers to satisfactory access and provision for people with mobility problems within highway and paving schemes and within new development
- Policy T15: encourages measures to give priority to bus movements and improve vehicle accessibility.
- Policy T30: provision will be made for the continued growth of the airport subject to improvements to transport infrastructure

- Policy T30a: relates to uses considered acceptable at the airport in the Airport Operational Land Boundary

Supplementary Planning Guidance:

- 8.13 Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.
- 8.14 SPG10: Sustainable Development Design Guide (March 1998). This SPG sets out the principles of sustainability and how they can be put into practice covering site location and appraisal and sustainable buildings.
- 8.15 Public Transport Improvements and Developer Contributions SPD (July 2008) sets out the circumstances and basis for obtaining financial contributions for improvements to public transport infrastructure from developments that generate a significant level of trips

9.0 MAIN ISSUES

9.1 It is considered that the main issues in this case are:

- Is the principle of this extension acceptable?
- Does the building achieve a sufficiently high quality design, having regard to character and appearance of its surroundings? and,
- Is the development capable of being served by highway network and not adding to or creating problems of safety and does the future direction of surface access achieve the right balance in terms of access by car and public transport?

10.0 APPRAISAL

Principle of development

- 10.1 As members are aware, the existing passenger terminal has been subject to piecemeal development for many years and has not kept pace with customer requirements and expectations of a modern airport. The present terminal suffers from congestion, space is constrained and there is insufficient seating for passengers prior to boarding their flights. The present retail and catering facilities are in need of improvement. In addition, the terminal is poorly designed for segregating arriving and departing passengers.
- 10.2 The proposed extension and internal modifications seek to address the existing issues on site.
- 10.3 The Air Transport White Paper and the airport masterplan support further growth of LBIA and acknowledge the need for additional terminal capacity. It is considered that in principle the proposals will improve the competitiveness of the airport, will generate direct and indirect employment and will reinforce the role of the airport as a key gateway to Leeds and the wider region.

- 10.4** Whilst the site is washed over by Green Belt the site falls entirely within the airport operational boundary where in principle an extension to the terminal building is supported by the Unitary Development Plan.
- 10.5** In principle, it is considered that the proposals will bring forward much needed improvements to the terminal building which will benefit passenger experience and the city and wider regional economy.

Design issues

- 10.6** It is considered that any proposals for the terminal building should provide a high quality gateway to and from the Yorkshire region of which the travelling public, both leisure and business passengers, can be justifiably proud and which contributes significantly to the regional economy and facilities growth in passengers per annum in line with the airport Masterplan.
- 10.7** The existing terminal building has seen several extensions encompassing very different architectural styles and different materials. Although the proposed extension is comparatively small relative to the overall footprint of the existing terminal, the location of the extension offers an ideal opportunity to completely refresh the principle façade and entrance to the building.
- 10.8** The design of the extension has been significantly modified since the November 2008 presentation to Members. The scheme now proposes a predominantly solid first floor box floating above a glazed ground floor. This arrangement offers the opportunity to create a simple but visually powerful elevation treatment that can be subsequently extended east and west in future phases as appropriate. The application proposals use a simple, unifying façade element that seeks to make a clear architectural statement that responds to the internal functions and masks some of the existing somewhat ungainly composition of different roof profiles and materials.
- 10.9** A key element in the proposed design concept is the means by which views out from the departure lounge to the landscape and importantly a sense of connection for passengers and visitors on approach to the building. The scheme proposes to achieve this by fragmented the façade with shards of glazing that will be backlit at night with coloured light to emphasis the airport operation. At ground floor level, full height glazing is proposed and this glazing is extended up at the west end forming a lit circulation area for passenger exiting the departure lounge.
- 10.10** Discussions are ongoing with LBIA in relation to the design of the scheme, to ensure that the attractive architectural theme is fully implemented with particular reference to the style, type and materials of cladding proposed.
- 10.11** The landscaping proposals seek to create an appropriate approach and setting for the passenger terminal. The hard landscaping proposed seeks to create an accessible pedestrian area that is robust and requires for emergency vehicle access. The soft landscaping seeks to soften and frame the approach to the building, screen the service yard and support facilities to the east and west.
- 10.12** Discussions are ongoing with LBIA in relation to the landscaping, to improve the drama to the approach, by way of amending the grassed areas into sculpted linear "land art" forms, with a sharply raking edge to the main frontage approach, to introduce some "tension and/or compression" to the sides. Discussions also include the materials used for the hard paved area and tree planting. LBIA have also

commissioned landscape architects to consider the approach to the airport from the Harrogate Road roundabout to create a landscaped setting which makes the most of views into the site and significantly improves the approaches to the airport.

Member comments are sought in relation to the improvements made so far to the design

Highway and travel plan issues

- 10.13** The Transport Assessment (TA) as originally submitted with the application required significant additional work to be done to inform the proper consideration of the application. Significant additional work has now been done to inform a revised TA which needs to be submitted and assessed. In addition, the proposed development includes a Travel Plan and Travel Plan Co-ordinator to promote travel to the site by more sustainable means other than private car.
- 10.14** The airport is primarily accessed via Whitehouse Lane, from a roundabout on the A658, to the west of the airport. It is possible to access the Airport via Scotland Lane to the east. There are currently no direct rail services to LBIA and there are currently five bus services calling at LBIA serving Otley Leeds, Bradford, Harrogate and York city centres.
- 10.15** The existing car parking provision of approx 3700 spaces, which includes short stay, staff, car hire and long stay parking. LBIA gained approval to extend the car park in 2005 by 2200 spaces, of which, 50% have been built. In addition, there are approx. 1,200 secure off-site long stay car parking spaces.
- 10.16** A Transport Assessment was approved as part of the previous car park planning permission in 2005. LBIA has funded road improvement schemes to mitigate up to 3.8 million passengers per annum in 2008. This threshold has not yet been reached as LBIA currently has approx 2.9 million passengers per annum. The current application will deal with existing operational difficulties within the terminal but will also assist LBIA achieve the masterplan forecasts growth to 5.1million passengers per annum throughput by 2016.
- 10.17** Officers are currently reviewing the additional information submitted as part of the TA and holding further discussions about the impacts on a number of existing junctions and modal split including the Travel Plan, targets and possible penalties.
- 10.18** LBIA generates a large number of trips, a proportion of which are accommodated on the public transport network. Historically the airport has had deficiencies in public transport provision to this site and these have been acknowledged both in LBIA's masterplan for the airport and the more recent updated Surface Access Strategy. These set out a package of short, medium, and long term measures to upgrade the public transport provision for the airport.
- 10.19** Discussion are ongoing with LBIA (in consultation with Metro) to agree the most effective way of delivering these short term measures with this application to bring the airport up to the required level of public transport accessibility. Short term measures relate to upgrade the existing bus service to the airport to provide a 15 minute frequency to a major public transport interchange at weekdays, with a minimum 30 minute frequency at weekends.

10.20 In addition discussion are taking place regarding the long term public transport infrastructure improvements identified in the master plan, such as feasibility work on the tram train, extending the A65 Quality Bus initiative and real time information.

Member comments are sought in relation to this issue.

11.0 CONCLUSION

11.1 This report is being brought at an early stage so that issues can be identified and addressed as the application is progressed. Members views on the identified issues would be helpful at this stage on this important project for the city.

Background Papers:

Application and history files.

Certificate of Ownership...

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