

Report of Director of City Development

Report to Executive Board

Date: 19 September 2018

Subject: LBA Transport Infrastructure Package

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|---|---|
| Are specific electoral wards affected? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| If yes, name(s) of ward(s): Adel and Wharfedale, Horsforth, Guiseley and Rawdon, Otley and Yeadon | |
| Are there implications for equality and diversity and cohesion and integration? | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| Is the decision eligible for call-in? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| Does the report contain confidential or exempt information? | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| If relevant, access to information procedure rule number: | |
| Appendix number: | |

Summary of main issues

1. Delivering sustainable and inclusive economic growth is a priority of the Best Council Plan. The economic competitiveness of core cities such as Leeds is increasingly dependent on the ability of businesses to access international markets and there is strong evidence that good international connectivity by air supports the economy of the city. Growth of Leeds Bradford Airport (LBA) will support this by providing a more extensive airline route network that will enhance the ability of Leeds City Region and its businesses to access global markets and attract inward investment and tourism.
2. LBA is already a huge asset for Leeds and Leeds City Region. It is one of the UK's fastest growing airports, supporting over 5,000 jobs and contributing £336m to the city region economy each year. In 2017 the airport handled over 4 million passengers, an increase of nearly 13% in just 12 months. The Department for Transport (DfT) has forecast that there is the potential to increase this to 7.1 million by 2030 and to 9 million passengers a year by 2050. There is potential to expand the airport's route network to open up new international connections, supporting international trade and doubling the number of supported jobs to over 10,000 by 2030.
3. In March 2014 Members of Council recognised the importance of Leeds Bradford Airport to the city region's economy at a Full Council meeting where a White Paper

motion approved that the: “Council recognises the long term benefits Leeds Bradford [International] Airport brings to the local and regional economy and fully supports the city region’s proposed infrastructure improvements to improve both its accessibility and connectivity.”

4. A report to Executive Board in October 2014 covered topics including support for the expansion of the airport’s route network, better transport links, future land-use strategy and planning policies, and employment and skills. In 2015, Executive Board supported proposals to develop a clear and coherent policy approach to support the sustainable growth of Leeds Bradford Airport and to maximise its positive economic role.
5. The Site Allocations Plan (SAP) includes employment land designations across the city over the plan period up until 2028. The council is seeking to release 36 hectares of employment land adjacent to the airport as part of this process (site reference EG3). This will strengthen LBA’s role as an economic hub, increase transport demand, enhancing the business case for surface access proposals, help meet needs for new employment sites in North West Leeds, and enhance the ability of Leeds to attract inward investment. The Employment Hub designation was independently inspected in October 2017 as part of the stage 1 hearings for the SAP. The stage 2 hearings for the housing designations concluded on the 2nd August 2018. The Inspectors’ Report for stage 1 and 2 are anticipated to be received in Autumn 2018 and subject to the recommendations of the Inspectors are anticipated to be adopted by the council in early 2019.
6. In 2015, the Council undertook two separate consultations - one statutory exercise on the SAP including the Employment Hub and an initial consultation presenting three high level options for highway improvements to better connect the airport and Employment Hub with the road network, now known as the LBA Link Route. The LBA Link Route consultation indicated a strong desire for a rail connection to the airport, as well as a wish to see how the surface access proposals fitted into the wider strategic transport context. Furthermore, the level of information presented was limited at the initial stage reflecting an engagement designed to allow input to the development process at a very early stage, which led to a desire for much more comprehensive information to be presented to enable consultees to fully review the proposals.
7. Following the LBA Link Route consultation, in 2016 LBA consulted on its *Masterplan to 2030* which included aspirations for a road link and a rail connection as well as the proposed Employment Hub. The masterplan was published in 2017. This document is to be supplemented by an additional publication likely to be entitled, ‘7 Steps to 7 Million Passengers,’ which will provide greater detail on the physical works, initiatives and private sector investment that needs to take place in order to be able to deliver 7 million passengers by 2030 in line with the anticipated expansion of services and demand.
8. In April 2017 LCC secured £173.5m of DfT funding for public transport improvements in Leeds. With this unprecedented opportunity to review the provision of public transport across Leeds came a change to the transport landscape at LBA as the opportunity arose to integrate a new parkway station on the Harrogate Line serving LBA and the Employment Hub within the package of proposed improvements. The West Yorkshire Combined Authority is developing the station proposals in tandem with LCC’s progress on the LBA Link Route scheme and in full liaison. With a full multi-modal package of surface access improvements in development covering bus, rail, walk/cycle and

car/taxi trips, the current transport infrastructure proposals will help to ensure LBA's growth prospects can fulfil the ambition for its role as a key enabler of the regional economy.

9. More recently, Transport for the North (TfN) has been developing its proposals for infrastructure schemes, which may include wider strategic highway investments in the vicinity of LBA and its wider hinterland. The council will engage with TfN and Bradford MDC on these proposals as they emerge and has already begun considering further the next steps for the A6120 Leeds Outer Ring Road. Exploratory engagement with the Combined Authority is taking place to review the implications and opportunities arising from dualling a section of the Leeds Outer Ring Road including further capacity enhancements at Horsforth Roundabout and the work of TfN will be factored into this. The Combined Authority is also funding junction improvement schemes at A6120/A647 Dawsons Corner, Fink Hill/Leeds Outer Ring Road and Dyneley Arms (A660/A658) as part of the Corridor Improvement Programme, which also contribute to the wider strategic context of improvements supporting airport growth.
10. The LBA Parkway Station and LBA Link Route together form an integrated connectivity package and as such it is proposed to consult upon both schemes commencing early in 2019. As part of the next round of consultation, the feedback from the initial round of consultation will be included demonstrating how the responses have informed the work to date and crucially how the context of the scheme has moved on since 2015/16. In addition it is also proposed to contact landowners whose properties would be directly affected by any of the Link Route options in advance of publishing proposed route alignments. The proposed alignments may still be subject to further change beyond this consultation and, coupled with the fact that a single option has not yet been formally selected, the plans do not at this stage represent any intention to acquire property.
11. The LBA Parkway Station proposals currently include a 350 space park and ride car park together with a small station building and bus interchange. The location of the station is constrained by railway geometry, topography and signalling. The LBA Link Route however has three options (A, B and C) as consulted upon in 2015/16. All three options are being developed up to feasibility design standard to enable a thorough comparison of the options to be presented. From within these options, "A" provides the most expansive in terms of capturing strategic context and connecting directly to the Employment Hub. Option A also offers the proximity that provides for close connection and interchange with proposed LBA Parkway Station, with opportunities for giving traffic relief to local roads. Option B has a more limited scope placing greater reliance on existing roads and "C" offers an option predicated on improving the local road network. Of the three options at the time of 2015/16 consultation "A" was the most supported of those respondents who supported the principle of a scheme. At this stage Option A represents the most comprehensive solution to the access strategy requirements, however this will be tested further with the future technical assessment work alongside the planned public engagement on the connectivity proposals.
12. Submission of the Outline Business Case (OBC) for the LBA Parkway Station is expected in Spring 2019, with the OBC for the LBA Link Route scheme following shortly afterwards, unless any substantial design changes are needed in which case it is likely to be Summer 2019. There is an aspiration for the station to be open by 2022/23 but this is subject to agreeing an appropriate planning and delivery route in advance of the LBA Link Route which it is anticipated would open in 2026/27. Officers will return to Executive Board following consultation to seek direction for the scheme.

13. The Combined Authority has recently approved development funds totalling £1.785m to complete the Outline Business Case for the LBA Link Route. They require LCC to enter into a funding agreement for which this report seeks approval.
14. In parallel with the technical work to deliver the Outline Business Cases, a funding strategy will be developed for both the LBA Link Route and LBA Parkway Station to clarify funding sources and mechanisms, considering the existing funding allocations, third party contributions and opportunities for borrowing and investment, once the estimated capital costs have been prepared. There will be a need for partner contributions to support the implementation of the infrastructure package.
15. Management and progress of the development of the Transport Infrastructure Package and the Employment Hub are being coordinated under the supervision of the Director of City Development in liaison with all relevant parties including LBA and their programme of investment in airport operations.

Recommendations

16. Executive Board is recommended to:

- i) Note the progress made in relation to the LBA transport infrastructure package to date;
- ii) Endorse the emerging multi-modal transport strategy for serving LBA and the LBA Employment Hub as well as noting the development of the wider transport context in North West Leeds and surrounding area;
- iii) Endorse the principle of the joint consultation exercise, covering both the LBA Link Route and LBA Parkway Station, including contacting potentially affected landowners in advance of the general release of alignment plans;
- iv) Endorse engagement with landowners, and Leeds Bradford Airport, to explore opportunities to expedite early delivery of the LBA Parkway Station and associated LBA Station Link spur road, including authorising the Director of Development to acquire land by agreement if such opportunity arises.
- v) Note that officers will return to Executive Board following consultation to seek future direction including approval for selection of the preferred option and submission of the Outline Business Case for the LBA Link Route, and (if appropriate) in principle support for the LBA Parkway Station;
- vi) Inject and grant authority for the expenditure of the development costs £1.785m, up to approval of Outline Business Case subject to the finalisation of a grant agreement with West Yorkshire Combined Authority (WYCA) in accordance with their assurance framework, with the approval of the terms of any future funding agreements delegated to the Chief Officer Highways and Transportation; and
- vii) Note that the Chief Officer Highways and Transportation is responsible for the delivery of the LBA Link Route, with a substantial completion date of 2026/27, whilst responsibility for delivery of the LBA Parkway Station rests with the Combined Authority.

1. Purpose of this report

- 1.1 This report is to update Executive Board on recent progress with developing schemes to improve connectivity and surface access to Leeds Bradford Airport (LBA) in the context of airport growth, the proposed Employment Hub and the wider transport strategy.
- 1.2 The report seeks endorsement of a proposed joint consultation exercise between the council and the West Yorkshire Combined Authority for the proposed road and rail schemes serving LBA including contacting property owners/occupiers.
- 1.3 In addition endorsement is also sought for entering funding agreements with the Combined Authority as may be necessary for scheme development.

2. Background information

- 2.1 Delivering sustainable and inclusive economic growth is a priority of the Best Council Plan. The economic competitiveness of core cities such as Leeds is increasingly dependent on the ability of businesses to access international markets and there is strong evidence that good international connectivity by air supports the economy of the city. Growth of Leeds Bradford Airport (LBA) will support this by providing a more extensive airline route network that will enhance the ability of Leeds City Region and its businesses to access global markets and attract inward investment and tourism.
- 2.2 LBA is already a huge asset for Leeds and Leeds City Region. It is one of the UK's fastest growing airports, supporting over 5,000 jobs and contributing £336m to the city region economy each year. In 2017 the airport handled over 4 million passengers, an increase of nearly 13% in just 12 months. The Department for Transport (DfT) has forecast that there is the potential to increase this to 7.1m by 2030 and to 9 million passengers a year by 2050. There is potential to expand the airport's route network to open up new international connections, supporting international trade and doubling the number of supported jobs to over 10,000 by 2030.
- 2.3 In March 2014 Members of Council recognised the importance of Leeds Bradford Airport to the city region's economy at a Full Council meeting where a White Paper motion approved that the: "Council recognises the long term benefits Leeds Bradford [International] Airport brings to the local and regional economy and fully supports the city region's proposed infrastructure improvements to improve both its accessibility and connectivity."
- 2.4 A report to Executive Board in October 2014 covered topics including support for the expansion of the airport's route network, better transport links, future land-use strategy and planning policies, and employment and skills. In 2015, Executive Board supported proposals to develop a clear and coherent policy approach to support the sustainable growth of Leeds Bradford Airport and to maximise its positive economic role.
- 2.5 The Site Allocations Plan (SAP) includes employment land designations across the city over the plan period up until 2028. The council is seeking to release 36 hectares of employment land adjacent to the airport as part of this process (site reference

EG3). This will strengthen LBA's role as an economic hub, increase transport demand, enhancing the business case for surface access proposals, help meet needs for new employment sites in North West Leeds, and enhance the ability of Leeds to attract inward investment. The Employment Hub designation was independently inspected in October 2017 as part of the stage 1 hearings for the SAP. The stage 2 hearings for the housing delegations concluded on the 2nd August 2018. The Inspectors' Report for stage 1 and 2 are anticipated to be received in Autumn 2018 and subject to the recommendations of the Inspectors are anticipated to be adopted by the council in early 2019.

- 2.6 Proposals for a link road, the LBA Link Route are being developed within the context of a wider comprehensive transport strategy for NW Leeds, including but not limited to improving access to the airport and proposed Employment Hub. This includes multi-modal surface access improvements to LBA and the proposed Employment Hub (car/taxi, rail, walking and cycling access improvements); proposed park and ride provision at the parkway station; links to and impacts of the site allocations process and other developments; the wider context of planned transport investment and links including junction improvement schemes at A6120/A647 Dawson's Corner, Fink Hill/Leeds Outer Ring Road and A660/A658 Dyneley Arms, exploring capacity enhancements on the Leeds Outer Ring Road and Horsforth roundabout. This ongoing work will also have full regard to the emerging pan-regional strategy development by Transport for the North (TfN) from their ongoing Central Pennines studies.

3 Main Issues

- 3.1 In 2015, the Council undertook two separate but relevant consultations, one statutory exercise on the SAP including the Employment Hub and an initial consultation presenting three options for highway improvements to better connect the airport and employment hub with the road network, now known as the LBA Link Route. The three options, which are shown on the plan in Appendix A, have been under development since the consultation, and are:
- Option A: Building a new road and footway/cycleway from the A65, running along the eastern side of the airport before joining the A658 to the north.
 - Option B: Building a new road and footway/cycleway that follows the same initial path from the A65, but runs to the south west of the airport before joining the A658 where it enters the tunnel under the runway.
 - Option C: Upgrading the existing A65 and A658 around Rawdon and Yeadon to the airport. This would see junctions upgraded and where needed, some localised road widening to deliver the junction improvements.
- 3.2 One of the predominant themes throughout the consultation feedback was the desire to see a rail link to support the airport and the view given that this would avoid the need to build a new road. However, the delivery of a rail connection to the airport does not remove the need for road access improvements. The evidence for that comes from looking at other regional UK airports which have direct rail links. Manchester Airport for example shows that even where good tram and train links are in place, 84% of passengers arrive by car or taxi. Therefore it is clear that continuing to develop both road and rail access to the airport in Leeds is essential in order to maximise the benefits offered in the Leeds Transport Strategy and minimise the impact on the adjacent road network.

- 3.3 Data on existing highway performance coupled with emerging modelling of the future scenario suggest that ‘doing nothing’ in response to the growth of the airport and future land use changes would result in additional highway congestion, affecting bus services in the area as well as other road-based trips. If the airport doubles its passenger throughput between 2015 and 2030 as forecast, and rail accounts for say 10% of the mode share, then the number of passenger trips to the airport accommodated on the highway will still increase by 2.9 million passenger trips, an increase of over 85%, and by 135% by 2050, despite the provision of a rail option. The two elements – road and rail - in addition to other aspects of the broader transport plan, need to be complementary in order to enhance the overall Leeds transport network and that is now the council’s ambition.
- 3.4 In addition, development of a new station will require road access, both from the airport and from the surrounding highway network. With Option A, the LBA Link Route scheme could offer economies of scale, delivering some of the necessary roads to connect with the station. Without this synergy, the costs for the station increase and the case for investment in the station is likely to be weaker.
- 3.5 Feedback to the initial consultation, the main themes of which are outlined in Appendix B, highlighted that the biggest transport issue for local residents is congestion on main roads in the area. Issues with rat-running on local roads and slow or unreliable bus services were also seen to be major problems by many respondents. Many respondents also expressed concerns that congestion around existing junctions within the vicinity of the Link Route proposals will jeopardise its success. The LBA Link Route aims to provide additional capacity on the highway network to help facilitate the forecast growth of the airport, and provide relief to local residents and road users by removing traffic from some less suitable local roads. The LBA transport infrastructure schemes also need to be seen in the light of the council’s developing plan for the wider transport network which will seek to promote park and ride, increase network efficiency and alleviate capacity problems at pinch points, as well as delivering major public transport improvements, including the current investment being focussed through the Leeds Public Transport Investment Programme together with rail capacity improvements delivered through Network Rail franchises.
- 3.6 Another main theme of the consultation response was that the level of information presented was very limited, which led to a desire for much more comprehensive information to be made available to enable consultees to properly review the proposals. This arose because of the decision to consult early in the development process to enable a combined land use/transport perspective to be provided at the Site Allocations consultation and to enable the public to be engaged early in the process. The next round of consultation, anticipated to be held early in 2019 will provide further information including detailed alignment plans and traffic modelling assessments.
- 3.7 Following the LCC consultation which finished in February 2016, LBA consulted on its “*Masterplan to 2030*” which included aspirations for a road link and a rail connection as well as the proposed Employment Hub. The masterplan was published in 2017. This document is to be supplemented by an additional publication likely to be entitled, ‘7 Steps to 7 Million Passengers,’ which will provide

greater detail on the physical works, initiatives and private sector investment that needs to take place in order to be able to deliver 7 million passengers by 2030.

- 3.8 More recently in April 2017 funding of £173.5m from the DfT was confirmed for the Leeds Public Transport Investment Programme. This followed the earmarking of these funds for the city in 2016 and subsequent submission of a business case to Government which provided an unprecedented opportunity to review the provision of public transport across Leeds including connectivity to the airport. This offered the chance to further shape the changing transport landscape at LBA by promoting a new rail interchange and parkway station on the Harrogate Line to serve LBA and the Employment Hub. Improving rail connectivity to the airport in this way will meet a long-held ambition for the city which was reflected in the initial consultation on the road proposals.
- 3.9 Technical work looking at how best to connect LBA with the rail network showed that, because of the elevation of the airport compared with the railway, it was not possible to deliver a direct rail link to a new terminus station within convenient walking distance of the LBA terminal without tunnelling and provision of an underground station, or very extensive earthworks, which would have made the scheme prohibitively expensive and poor value for money. In addition a rail link has the disadvantage that it could not easily serve passengers coming from the Harrogate and York direction, whereas a parkway station which also provides a new park and ride facility for North West Leeds can. Therefore a new station on the Harrogate Line was selected by the Combined Authority as the more achievable preferred option for providing early rail connectivity to the LBA by creating an arrangement not dissimilar to that operating successfully at Luton Airport, which is somewhat busier than LBA with more than 15 million passengers in 2017.
- 3.10 The West Yorkshire Combined Authority is developing the station proposals in tandem with LCC's progress on the LBA Link Route scheme with fully collaborative joint approach between project teams. With a full multi-modal package of surface access improvements in development covering bus, rail, walk/cycle and car/taxi trips, the current transport infrastructure proposals will help ensure LBA's growth prospects can fulfil the ambition for its role as a key enabler of the regional economy.
- 3.11 The LBA Parkway Station proposals currently include a 350 space park and ride car park together with a small station building housing a convenience retail facility, toilets and staff accommodation, with a bus interchange for transferring to the airport. The inclusion of a park and ride car park has the double benefit of improving the cost:benefit ratio of the business case for the station, which is marginal without it, and is also perceived to provide a useful additional option for drivers wishing to access Leeds and Harrogate/York especially given that the park and ride car parks at Apperley Bridge and Kirkstall Forge are often full. A footway/cycleway link to the residential area of Cookridge east of the station is also under consideration, which if implemented could enable more people to conveniently access train services and potentially reduce pressure on parking around Horsforth station, as well as providing benefit to local residents.
- 3.12 The location of the station is constrained by railway geometry, topography and signalling so there is effectively only one option available for its location. Opportunities for creating a bay (terminus) platform have been considered, but is

not currently viable given the significant additional cost involved and other issues relating to timetabling and railway capacity. Changes to the tracks and signalling can however be made to facilitate turnbacks in the future if required, without affecting the proposed infrastructure delivered as part of this scheme.

- 3.13 As outlined above, the LBA Link Route has three options as consulted upon in 2015/16. A number of potential alignments for a link road have been considered and evaluated. The three options (A, B and C) were selected as the most viable, with many of the alternative options being rejected to avoid property demolition, or to limit the impact on the landscape. Options A and B provide for new road links with “A” offering the most expansive route connecting directly into the airport and Employment Hub sites, whereas Option C provides for connectivity by means of improvements and upgrades to the existing strategic highway network of the A65 and A658 routes.
- 3.14 As with any major infrastructure scheme, each of the LBA Link Route options and the LBA Parkway Station have design challenges which are emerging as the technical work progresses, with the key challenges for each presently being:
- Option A (alignment which runs east of the airport). The alignment is particularly constrained between Layton Road and Bayton Lane where it would pass between the Horsforth Golf Club clubhouse and the residential properties on Layton Road and Layton Rise. The road would be several metres below ground level, which would reduce its visual and noise impact, requiring retaining walls to avoid property acquisition. A short tunnelled section in this vicinity is being considered to further reduce the localised impact, although this would be very expensive (in the order of magnitude of an additional £20m) and therefore whether this is practical will depend on the affordability and strength of the business case.
 - Option B (alignment which runs southwest of the airport). The alignment follows the boundary of the airport near the A658 and runway tunnel entrance and would require reconfiguration of a taxiway as well as relocation of other airport infrastructure and the internal highways layout for accessing and parking for the operations on the south side of the airport.
 - Option C (existing highway improvements). The junction improvements necessary to cater for the predicted future year volume of traffic would require land acquisition and in some cases may require demolition of a small number of properties.
 - LBA Parkway Station. The key challenge is to identify an appropriate and flexible design which can connect the station with the highway network given uncertainty over the LBA Link Route option to be selected, and given that the programme for the station could be shortened if there is an opportunity to accelerate delivery. In addition the station location is in the Green Belt.
- 3.15 All three options are being developed up to feasibility design standard to enable a thorough comparison of the options to be presented. Option A has potentially the strongest strategic case because it best serves the LBA Employment Hub, offers an opportunity to connect with and provide access to the LBA Parkway Station and should provide the most traffic relief to local roads. In addition, the consultation in 2015/16 showed that Option A was the most supported of the three options, for respondents who supported the principle of the scheme. At this stage Option A is

considered to show the closest fit with the wider goals for connectivity to the airport and employment hub sites although this will be tested further by the continuing technical assessments and the outcomes of the forthcoming consultation and engagement on the connectivity options.

- 3.16 Since the first round of public consultation on the road proposals, Transport for the North (TfN) has been developing its proposals for major infrastructure schemes, which may include highway improvements in the vicinity of LBA. The council will engage with TfN and Bradford MDC on these proposals as they emerge. The council has also, in parallel with this, started engagement with the Combined Authority to explore the implications and opportunities arising from dualling a section of the Leeds Outer Ring Road including further capacity enhancements at Horsforth Roundabout. The Combined Authority is also funding junction improvement schemes at A6120/A647 Dawsons Corner, Fink Hill/Leeds Outer Ring Road and Dyneley Arms (A660/A658) as part of the Corridor Improvement Programme as endorsed by Executive Board in 2017, which also contribute to the wider strategic context of improvements supporting airport growth and improving the performance of the key route network.
- 3.17 Submission of the Outline Business Case (OBC) for the LBA Parkway proposals is expected during Spring 2019, with the OBC for the LBA Link Route scheme following shortly afterwards during Summer 2019. There is an aspiration for the station to be open by 2022/23 but this is subject to agreeing an appropriate planning and delivery route – including land acquisition - in advance of the LBA Link Route which is anticipated to open in 2026/27.
- 3.18 This anticipated opening date has changed from that previously included in the 2015/16 consultation as a result of three factors:
- Firstly, the new Leeds Transport Model (known as LTM2) which uses state-of-the-art analytical technology to predict future highways and transport usage, has taken longer than initially expected to be finalised. This is due to the complex nature of the technology and the analysis being undertaken, given it is not just to be used for this project but for all future highways schemes in Leeds now in development it is vital it works effectively and produces accurate results in the context of Leeds being one of the fastest-growing cities in the UK.
 - Secondly, because the £173.5m funding for Leeds offered an unprecedented opportunity to review all aspects of the transport network in the city, including north west Leeds and connectivity to the airport, this reconsideration of the wider context led to a need to recognise and incorporate its position within the updated transport strategy for Leeds. Along with other proposed measures to improve transport infrastructure and services, this meant a significant change in the transport landscape around the airport, which impacted on the link road plans as part of the updated overall position. As a result a review of the link road project needed to be undertaken to recognise this.
 - Finally, the widened scope of the next round of consultation, including the broader strategic position integrating road, rail and Employment Hub/land use elements for the public, businesses and stakeholders to consider, has delayed submission of the Outline Business Case.

3.19 Officers will return to Executive Board following consultation to seek approval for the future direction of the scheme.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 As outlined above, a key theme from the first round of consultation on the LBA Link Route was the desire for more detailed scheme information to be presented in advance of any key decisions to be made on the future of the scheme. The next round of consultation will be held before submission of the Outline Business Case in 2019 and will present detailed alignment plans and traffic modelling assessments.

4.1.2 The LBA Parkway Station and LBA Link Route together form an integrated connectivity package and as such it is proposed to consult upon both schemes commencing early in 2019.

4.1.3 The consultation will follow the same look and format as the recent *Connecting Leeds* consultations, which have proven hugely successful with over 15,000 responses being received. Consistency with consultation branding will minimise issues arising from changing formats, and help to demonstrate linkage between the various programmes in development.

4.1.4 As part of the next round of consultation, the feedback from the initial round of consultation will be included demonstrating how the responses have informed the work to date and crucially setting them appropriately within the changed and current context, which has moved on since 2015/16 following the Transport Conversation, award of DfT funding, emerging TfN proposals etc. The transport context will be more fully articulated demonstrating how the council, Combined Authority, LBA, Network Rail, TfN and other partners are working towards a broad package of transport improvements and how the LBA Transport Infrastructure schemes fit within the strategy.

4.1.5 It is also proposed to contact landowners and/or occupiers whose properties may be directly affected by any of the Link Route options in advance of publishing detailed route alignments. The alignments may still be subject to further change beyond this consultation and, coupled with the fact that a single option has not yet been formally selected, the plans do not at this stage represent any intention to acquire property. However, such contact is recommended to ensure that landowners/occupiers have access to all the relevant information and have the opportunity for detailed briefing and to make representations, as well as to minimise the possibility of any misunderstandings and provide reassurance about the process and the current status of the proposals.

4.1.6 Ward Members will be contacted in advance of any contact with landowners and briefings will also be offered at the appropriate time ahead of the public release of information. In the last round of consultation, Ward Members made useful suggestions and it is proposed to seek their input again for planning events.

4.2 Equality and diversity / cohesion and integration

4.2.1 The business case for the scheme will include full consideration of these issues before any decisions are made about progressing a preferred option through to construction. This report seeks endorsement of planning and management activities

only to allow the council to complete the business case and consider these issues in the round. An assessment is therefore unnecessary at this stage.

4.3 Council policies and best council plan

- 4.3.1 The Transport Infrastructure Package has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK and address the following Best City and Best Council ambitions, outcomes and priorities: good growth, resilient communities, and transport and infrastructure.
- 4.3.2 The strategy also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, emerging WYCA/Leeds Transport Strategies, and the Strategic Economic Plan. It is also in line with the Transport for the North Draft Strategic Transport Plan (2018) which recognises the need for the North's airports to be connected to economic centres and assets.

4.4 Resources and value for money

- 4.4.1 The LBA Link Route scheme is being led by the council with development costs provided by the Combined Authority through the West Yorkshire Plus Transport Fund. The LBA Parkway Station is being led by the Combined Authority and funded by the DfT from within the Leeds Public Transport Improvement Programme.
- 4.4.2 The Combined Authority has recently approved development funds totalling £1.785m to complete the Outline Business Case for the LBA Link Route. They require LCC to enter into a funding agreement, for which this report seeks approval.
- 4.4.3 The value for money of the schemes and associated options will be assessed in detail as part of the Outline Business Case submissions and validated by the Combined Authority's assurance process before any decision is made to progress to the next phase of development.
- 4.4.4 The capital cost estimates for the schemes are still being developed. Initial indications suggest that the existing capital allocations will need to be supplemented and as such it is proposed that the council will lead a funding strategy in collaboration with the Combined Authority with input from third parties such as LBA, to identify and assess options for assembling a funding package using existing sources, third party contributions and potential borrowing and investment, including any opportunities arising from phasing and packaging the works.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report is eligible for call-in. Whilst there are no specific legal implications arising from this report, depending on how the proposals outlined in this report develop, it is likely that there will be legal implications for the Council going forward. These will be reported to Executive Board in due course.

4.6 Risk management

- 4.6.1 Both the LBA Link Route scheme and the LBA Parkway Station scheme will serve to make progress towards the Strategic Economic Plan 2016 and Leeds Adopted Core Strategy. If the programme is not implemented, Leeds will not be able to develop an integrated, sustainable transport system which is fundamental in supporting the ambitions of the Core Strategy.

- 4.6.2 Risk management is built into the technical work and consultancy advice being undertaken on the schemes, including risk workshops and the maintenance of risk registers, which are reported regularly to relevant boards.
- 4.6.3 The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund (WY+TF). Progression through this assurance process in a timely manner is necessary in order to avoid delays to the overall programme delivery.
- 4.6.4 Management and progress of the development of the Transport Infrastructure Package and the Employment Hub are being coordinated under the supervision of the Director of City Development in liaison with all relevant parties including LBA and their programme of investment in airport operations.

5. Conclusions

- 5.1 Leeds is a successful city and its economy continues to grow. Improving the transport network is an important enabler helping Leeds to be a prosperous, liveable and healthy city. Supporting better surface access to LBA removes barriers to growth of the airport and minimises LBA's impact on the locality through removal of traffic from residential areas.
- 5.2 These proposals will make a contribution to the quality of life of people living, working and visiting the city and contribute to its on-going growth and economic success, which together with airport growth and the 36 hectare LBA Employment Hub are expected to contribute £2.6 billion-£3.3 billion to the economy by 2030 and 5,500 jobs.
- 5.3 The package of measures outlined in this report is intended to provide a step change in connectivity and local access to the airport with a new parkway rail station and three current options for a LBA link road being considered. The forthcoming consultation, and continuing development of the technical work required for business cases, will provide the final definition needed to allow the recommendation of preferred schemes, to meet the transport access needs to achieve the overall strategic transport and employment ambitions for the site.

6. Recommendations

- 6.1 Executive Board is recommended to:
- i) Note the progress made in relation to the LBA transport infrastructure package to date;
 - ii) Endorse the emerging multi-modal transport strategy for serving LBA and the LBA Employment Hub as well as noting the development of the wider transport context in North West Leeds and surrounding area;
 - iii) Endorse the principle of the joint consultation exercise, covering both the LBA Link Route and LBA Parkway Station, including contacting potentially affected landowners in advance of the general release of alignment plans;
 - iv) Endorse engagement with landowners and Leeds Bradford Airport to explore opportunities to expedite early delivery of the LBA Parkway Station and

associated LBA Station Link spur road, including authorising the Director of Development to acquire land by agreement if such opportunity arises.

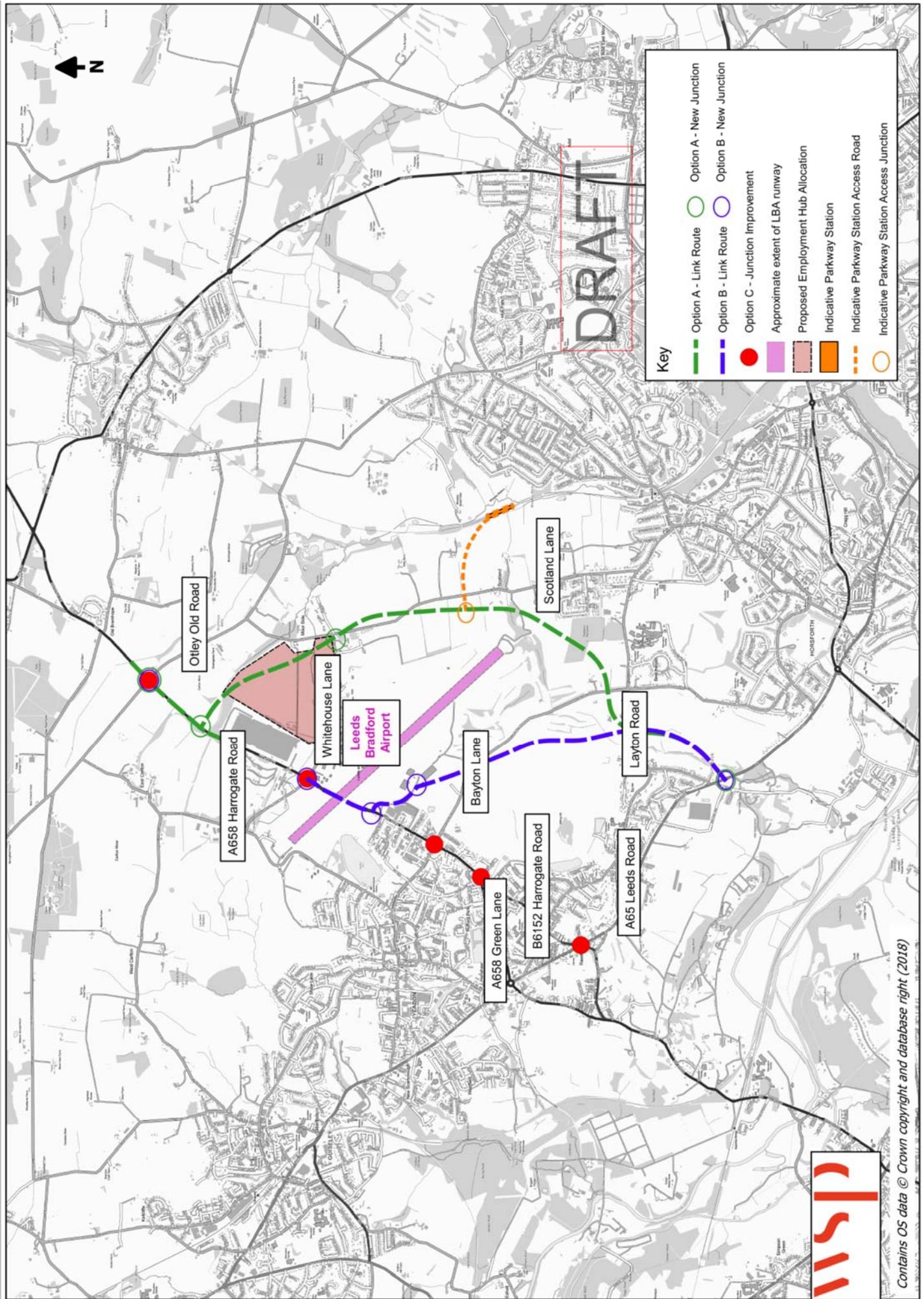
- v) Note that officers will return to Executive Board following consultation to seek future direction including approval for selection of the preferred option and submission of the Outline Business Case for the LBA Link Route, and (if appropriate) in principle support for the LBA Parkway Station;
- vi) Inject and grant authority for the expenditure of the development costs £1.785m, up to approval of Outline Business Case subject to the finalisation of a grant agreement with West Yorkshire Combined Authority (WYCA) in accordance with their assurance framework, with the approval of the terms of any future funding agreements delegated to the Chief Officer Highways and Transportation; and
- vii) Note that the Chief Officer Highways and Transportation is responsible for the delivery of the LBA Link Route, with an anticipated completion date of 2026/27, whilst responsibility for delivery of the LBA Parkway Station rests with the Combined Authority.

7. Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix A – LBA Link Route Options, Indicative Alignments



Appendix B - Key Themes from the Initial Consultation

Introduction

1. An initial period of consultation was held between November 2015 and February 2016 on the three LBA Link Route options:
 - a. Option A: Building a new road and footway/cycleway from the A65, running along the eastern side of the airport before joining the A658 to the north.
 - b. Option B: Building a new road and footway/cycleway that follows the same initial path from the A65, but runs to the south west of the airport before joining the A658 where it enters the tunnel under the runway.
 - c. Option C: Upgrading the existing A65 and A658 around Rawdon and Yeadon to the airport. This would see junctions upgraded and where needed, some localised road widening to deliver the junction improvements.
2. The main purpose of the consultation was to raise awareness, and to provide early opportunity to comment on the proposals. The consultation was timed to co-incide with the council's Site Allocations Process, which included land allocations in North West Leeds and especially the proposed Employment Hub. In addition the consultation was to support development of the proposals to feed into the Outline Business Case. The focus of the consultation was community-based (individuals and community groups) though briefings were also held with wider stakeholders and business groups. Leeds Bradford Airport, Harrogate Chamber of Commerce and Leeds Chamber of Commerce offered support for the principle of improved surface access by road and rail.
3. The feedback from the initial consultation will be reported as part of the next round of consultation described in this report. The consultation report will show how this feedback has helped to scope the next stages of the project whilst providing more detail on the changing context of transport investment in Leeds.

Context

4. At the time of the initial consultation, it was acknowledged that road access improvements form one element of a wider, more comprehensive approach to improving surface access and connectivity to the airport and surrounding area. The initial consultation focussed on road access improvements as the most appropriate short to medium term measure. An examination of potential rail options was undertaken, though delivery of a rail link was seen to be prohibitively expensive as a short to medium term measure, due to technical and topological constraints. At the time the road scheme already had a funding allocation and had been prioritised for delivery within the West Yorkshire Plus Transport Fund.
5. Since this period of initial consultation was conducted, there have been considerable changes in the way we are looking at and planning for transport in Leeds. In May 2016 the DfT took the decision not to proceed with the proposed New Generation Transport (NGT) trolleybus scheme for Leeds, but confirmed that the government investment in the scheme, would be retained in order to improve public transport in the city (funding confirmed April 2017). This decision offered an

unprecedented chance to review the comprehensive transport plan for the city as a whole, looking at how best to invest the £173.5 million as well as incorporating major projects already underway. This has provided a unique opportunity to consider the wider options around improving surface access to the airport.

6. A major piece of public consultation was prompted, via the citywide 'Transport Conversation' engaging residents, communities, businesses and stakeholders in Leeds, as well as visitors to the city. Over 8000 responses being received, with feedback focussing on deliverable improvements through better rail and bus services, a clear demand for additional park and ride services, congestion issues to be addressed along with improved accessibility to bring communities, businesses and jobs closer together to boost connectivity and the overall economy and productivity of Leeds. Access to the airport is one element of this.
7. The resulting Leeds Public Transport Investment Package includes proposals to build three new rail stations in the city. One of these is proposed to be a parkway station located on the Leeds-Harrogate rail line to serve Leeds Bradford Airport. Leeds City Council, West Yorkshire Combined Authority, Leeds Bradford Airport and all the stakeholders involved have recognised the need to look at how best to integrate both the proposed airport parkway rail station and the airport link road plans together, to offer significant improvements for airport connectivity and the local transport network in that area of Leeds. The rail station proposal and the road proposals will continue to be developed hand-in-hand.

Key Feedback Themes and Responses/Actions

8. Feedback was received through completing questionnaires, letters/emails and also from discussion between attendees and staff members at events. The summary below is a composite of the main recurring themes articulated across those media, which are pertinent to the development of the scheme and the council's approach to the next consultation, together with an outline of the action taken to address the issue or explanation to support the council's proposed approach.
9. Congestion and Rat-Running. Feedback to the survey highlighted that the biggest issue for local residents is congestion on main roads in the area. Issues with rat-running on local roads and slow or unreliable bus services were also seen to be major problems by many respondents. Many respondents also expressed concerns that congestion around existing junctions within the vicinity of the Link Route proposals will jeopardise its success. This issue is already being addressed through the wider network proposals and longer term strategy. The LBA Link Route aims to provide additional capacity on the highway network to help facilitate the forecast growth of the airport, and provide relief to local residents and road users by removing traffic from some less suitable local roads, particularly for Options A and B. The Public Transport Investment Programme provides for further significant investment in public transport in Leeds over the coming years also.
10. Rail. One of the predominant themes throughout the consultation feedback was the desire to see a rail link to support the airport. One of the reasons given for supporting rail was that it was felt it would avoid the need for a new highway. The council has had a long term aspiration for a new rail connection to the airport, but the progression of a rail link to the airport, does not replace the benefits which would accrue from road access improvements. Clear evidence comes from looking

at other major UK airports which have direct rail links. Manchester airport for example shows that even where good tram and train links are in place, 84% of passengers arrive by car or taxi. Therefore it is clear that continuing to develop both road and rail access to the airport in Leeds is essential in order to maximise the benefits offered in the Leeds Transport Strategy. The two elements, in addition to other aspects of the broader transport plan, need to be complementary in order to enhance the overall Leeds transport network and that is now the stated ambition. In addition, development of a new station will require road access, both from the airport and from the surrounding highway network. Depending on the option selected, the LBA Link Route scheme could offer economies of scale, delivering some of the necessary roads to connect with the station. Without this synergy, the costs for the station increase and the case for investment in the station is poorer.

11. Opposition to all three options. Whilst many questionnaire respondents cited support for the proposals, with Option A (east of the airport) being the most supported route, on the flip side many respondents stated they were opposed to any of the three options presented. The reasons given included: the link road is not needed because the airport does not generate much traffic; there are worse problems to sort out in this area; and the new road should connect with the A660 instead and not the A65. Early identification of the need for an improved route from the A65 towards the airport was made through a study into required improvements to the outer ring road. The route from the A65 is considered to provide improved access to the airport from both Leeds and Bradford, linking into the strategic routes along the A65 to Leeds and A658/A65-A6120-A647 to Bradford. A number of potential alignments for a link road have been considered, from which three options were selected to be taken forward to initial public consultation. Many of the alternative options were rejected to avoid property demolition or to limit the impact on the landscape. Work towards the outline business case for this project includes environmental studies plus the latest traffic modelling to predict future usage, the impact of potential housing and employment developments within the surrounding area, wider consideration of all modes of surface access to the airport, review of alternative routes, including but not limited to connections from the A660. The Outline Business Case will consider the strategic case for the scheme and this will be summarised and presented as part of the next round of consultation including the rationale for why the route does not connect to the A660 east of the airport.
12. Airport growth and location. Feedback covering these two issues, upon further enquiry by staff at events, seemed to arise from two factors; firstly some respondents were against measures which increased air traffic because of the air quality, noise and greenhouse gases issues associated with the airport and air travel, and secondly from those who felt that the impacts caused by improving connectivity would not be needed if the airport were relocated, with some suggesting the redevelopment of Leeds East Airport (former RAF Church Fenton). The council has undertaken to support the growth of the airport (council decisions in 2014 and 2015) and there are significant issues with relocating the airport, not least that it is privately owned, the cost of building an equivalent or better facility elsewhere would be prohibitive and the impact on local jobs.
13. Lack of detail. Respondents were concerned that such a major scheme as a new road (Options A and B especially) should be consulted upon without supporting technical assessments to allow them to undertake a thorough critique and draw conclusions. As noted above, and as articulated in the consultation materials, the

consultation was intended to be an initial consultation and was timed to coincide with the Site Allocations Process consultation. The next round of public consultation, will present detailed alignment plans and traffic modelling assessments, to better inform the Outline Business Case . This round of consultation will follow the Connecting Leeds branding and process, and will apply the benefits of those techniques to this scheme also.

14. Environmental impacts / greenbelt protection. Some respondents were concerned that the extra traffic from Option C (junction improvements within Rawdon and Yeadon) would have a significant negative impact on the local community. On the other hand, there was concern that a new road (Options A or B) would impact on the greenbelt and amenity of the fields between Rawdon and Horsforth. Allied to this was a concern expressed about land use, that the land adjacent to a new road would be developed as housing or other development. The council has no intention to introduce such development other than site EG3 for the Employment Hub north of Whitehouse Lane which has already been consulted upon. The road design for Options A and B (the options relevant for this comment) do not include any intermediate junctions or highway 'stubs' into adjacent land. The greenbelt status of the open space affords that no such decisions could in any case be readily made by the council without a thorough closely-scrutinised process.
15. Minimise impacts / design concerns. Some landowners engaged directly in the process with some being very concerned about the impact on their property or on their amenity. This of course is generally unavoidable with any significant infrastructure project, but the engagement has enabled the designer to consider these concerns and whether it is possible to introduce changes or options to eliminate or mitigate them. This is an ongoing process and will be so until detailed design. An example of this includes consideration of a short tunnelled or vertical retaining walls section near Horsforth Golf Club to minimise impact on the golf club and adjacent properties. It is expected that this aspect of the work will increase entering the next round of consultation as detailed alignment plans are published. It is important to note that this stage of the process is still Outline Business Case and changes to the design of the options (and indeed selection of options) can still be made.