



Report of the Director of City Development

Scrutiny Board (City Development)

Date: 11th January 2011

Subject: LEEDS BRADFORD INTERNATIONAL AIRPORT: SURFACE ACCESS

Electoral Wards Affected: All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

Leeds Bradford International Airport (LBIA) is a key transport gateway for the city and the wider region. The aims and objectives of LBIA related to surface transport are set out in the Surface Access Strategy which is a sub document of LBIA's Master Plan. The transport policy context for the airport is set out in the City Region Transport Strategy and the Council's Unitary Development Plan and emerging Local Development Framework. In terms of new infrastructure initial investigations have been undertaken on two major projects with the capacity to significantly enhance connectivity of LBIA although these are not presently funded.

1.0 Purpose Of This Report

1.1 This report provides a briefing on the surface access strategy and other transport related planning issues for Members' information.

2.0 Background Information

2.1 Leeds Bradford International Airport (LBIA) provides a vital service to the city and gateway to the Leeds City Region and beyond which was used by over 2.7 million last year and presently serves 74 different destinations. LBIA contributes to the regional economy in the order of 3,000 direct / indirect jobs within City Region which equates to a total Gross Value Added (GVA) contribution of £98.5 million.

2.2 In terms of passenger numbers LBIA is ranked as the 17th largest UK airport by the Civil Aviation Authority (2010 – month 10 figures). In terms of regional comparisons this ranking falls below the core cities Manchester, Birmingham, Bristol, Newcastle Liverpool and Nottingham (East Midlands) as listed in Appendix C. From an

economic perspective and specifically the growth of the Leeds City Region, the role of the airport is a key enabler. Standard benchmarks model an extra 1,000 jobs into the locally economy directly associated with the airport for every one million passengers per annum (mppa).

2.3 Table 2.1 below shows the distribution of passengers using LBIA & Table 2.2 shows the modal split:

Area	Passengers	Percentage
West Yorkshire	1,158,000	47%
North Yorkshire	386,000	16%
South Yorkshire	515,000	21%
Humberside	257,000	10%
North West	48,000	2%
Rest of UK	106,000	4%
Total	2,470,000	

Table 2.1 – Distribution of Passengers using LBIA

	2005	2006	2007	2008	2009	2010
Private Car	63.1%	61.7%	56.5%	55.5%	60.0%	62.4%
Taxi	16.0%	16.1%	19.2%	19.7%	17.5%	15.4%
Minibus	7.0%	7.8%	9.1%	8.3%	8.5%	8.8%
Public Service Bus	4.4%	4.7%	6.3%	6.2%	5.5%	6.4%
Car Park Service Bus	9.5%	9.7%	9.0%	10.3%	8.5%	7.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table 2.2 – Mode Split of Passengers using LBIA

2.4 The current LBIA Master Plan sets out the airport company's development planning for the period 2005-2016 including some longer term proposals up to 2030, and is intended to be complementary to the supporting regulatory policy documents for the region. It is intended to replace the existing document with a new masterplan which will be published in 2011.

2.5 The aims and objectives of this Master Plan are to:

- Establish a flexible and sustainable planning framework within which the development of operational facilities, airport infrastructure and other services can be matched to growth in passengers and air transport movements.
- Enhance the visual setting of the Airport to minimise the impact of development on the surrounding areas.
- Encourage the use of the quietest aircraft and to minimise the effects of noise disturbance on the community surrounding the Airport.
- Develop commercial support facilities to maintain a satisfactory level of financial performance of the Airport.
- Encourage, where appropriate, further investment in the development of the Airport.
- Renew and extend cargo handling facilities commensurate with identified needs.
- Develop, implement and monitor an appropriate Surface Access Strategy for the Airport which improves access and maximises the potential for increasing the journeys made to the Airport by public transport.
- Minimise atmospheric and overall surface pollution.
- Minimise the effects of climate change

- 2.6 The airport Surface Access Strategy which forms a part of the Masterplan details the measures proposed to address surface access to the airport. The current strategy which was published in 2006 contains actions based on increasing the public transport mode share over time. This document will be reviewed as part of the process for updating the Masterplan.
- 2.7 The following measures were set out in the 2006 strategy as the principal short term actions to achieve a 40% public transport mode split by 2009 (now expected to be updated):
- Complete the A65 Quality Bus Initiative;
 - Look to provide additional bus services to areas not currently covered, such as North Leeds, Tadcaster, Wetherby and York;
 - Continue feasibility work into the new rail link between Horsforth and Guiseley via the Airport, in conjunction with future improvements to the Leeds – Harrogate Line;
 - Continue to encourage the use of courtesy buses/minibuses and provide adequate facilities for pick-up/drop-off as necessary;
 - Continue to develop and implement the Airport's Green Travel Plan;
 - Review the highway network in the vicinity of the Airport and implement road improvements as necessary;
 - Further feasibility work on the provision of a new road link from the A65 following completion of the A6120 study;
 - Maintain car parking ratios at a level lower than other northern airports, and plan to provide decking for the short stay car park;
- 2.8 The following measures were set out for medium term actions to ensure that satisfactory surface access to LBIA is maintained and to achieve a 50% public transport mode split by 2016:
- Provision of a new rail link between Horsforth and Guiseley that serves the Airport;
 - Provision of a new highway link from the A65 to the Airport, coupled with an upgrade to the Leeds Outer Ring Road;
 - Sustainable growth around the new transport facilities that offer benefits to non-airport users;
 - Continue to review the highway network in the vicinity of the Airport and implement road improvements as necessary;
 - Monitor car parking ratios once new public transport facilities are operational, and provide any new car parking adjacent to, or above, transport hubs, or by the further use of decking over existing car parks.
- 2.9 The Leeds City Region Transport Strategy identifies LBIA as a key gateway within the city region and improving surface access links to support growth as a clear policy priority. The Strategy identifies a package of improvements to enhance connectivity to LBIA:
- Deliver comprehensive bus priority to improve journey time reliability of existing bus services from Leeds, Bradford and Harrogate.
 - Targeted highway improvements including the A65 corridor from Leeds and A658 corridor from Bradford
 - Evaluate the opportunities for bus links to connect with adjacent railway stations
 - Investigate the scope for transforming surface access links, including tram-train connections.

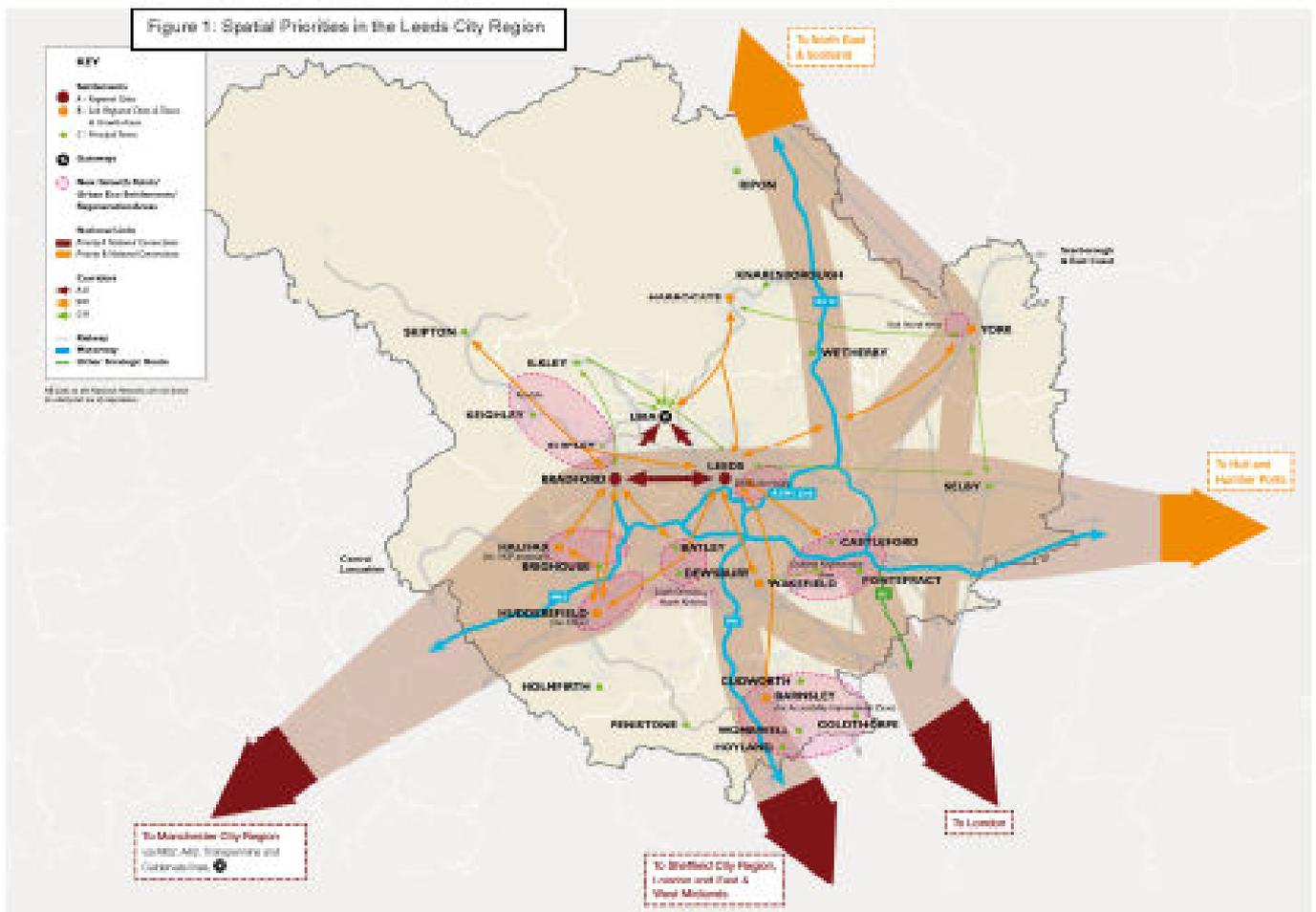


Figure 1: key movement and spatial priorities in the Leeds City Region

2.10 In terms of planning policy the LDF Core Strategy Preferred Approach includes the following policy which is intended to replace the present UDP policy for the airport:

POLICY T4 : MANAGING THE GROWTH OF LEEDS BRADFORD INTERNATIONAL AIRPORT

The continued improvement of Leeds Bradford International Airport will be supported to enable it to fulfil its role as an important regional airport. The further growth of the airport will be permitted subject to:

- A. Provision of major public transport infrastructure improvements,
- B. Agreement of a transport strategy with identified funding,
- C. Environmental assessment and agreed plans to mitigate adverse environmental effects,
- D. The preparation of detailed planning guidance to manage any local impacts and implementation issues.

2.11 Plans Panel West on 3rd September 2009 approved a planning application for an extended terminal building with improved internal facilities and associated landscaping works. A Section 106 agreement included:

- Setting up a steering group to make recommendations to the Chief Planning Officer in respect of expenditure of the Section 106 monies for transport measures.
- Highway triggers for payment of Section 106 monies.
- Details of travel plan measures, targets and management

2.12 Members of the LBIA senior management team attend regular meetings with the Menston Community Association and the Yeadon and Guiseley community groups. Also, the LBIA Consultative Committee meeting is held on a quarterly basis and acts as a formal link between the Airport and the local community. The Airport Surface Access Forum involves stakeholders including representatives from Leeds, Bradford and North Yorkshire highway authorities and Metro in quarterly meetings. Appendix D includes a presentation from LBIA for the Board's information.

3.0 Main Issues

3.1 The Surface Access Strategy identifies a number of key infrastructure investments for the airport in terms of highway and rail connections.

3.2 With respect to the potential for a new highway link, some initial modeling appraisals have been undertaken to test the transport and economic case for a link road to connect the A65 with LBIA and the A658. This work shows that in terms of value for money and transport benefits a good benefit cost ratio can be achieved by such a route which would be above the criteria currently set by the Department for Transport. Furthermore this scheme could connect with the A65 Quality Bus Corridor scheme now under construction and proposals for improvement of the A6120 Horsforth roundabout to provide improved bus access from the city centre. The next stage for the development of such proposals would be to undertake an alignment options and route engineering feasibility study. However, such work is presently unfunded in climate where Local Transport Funding for 2011-12/14 is significantly reduced.

3.3 In terms of rail links to the airport, previous work has concluded that a heavy rail extension from the Leeds – Harrogate rail line to connect Horsforth with LBIA would not be a cost effective measure. Instead it has been concluded that Tram-train technology potentially offers a lower cost solution to providing a high quality fixed public transport link to the airport. Metro have commissioned Network Rail to undertake an outline feasibility study into the possibility of tram-train links between LBIA and Leeds City Centre. The study concluded that there was a need for such a facility and a good benefit cost ratio was achievable. Further work is needed to investigate the engineering feasibility of a rail based vehicle solution which could operate on a combination of the heavy rail network (Harrogate line Horsforth to Burley Park), dedicated segregated tram route (Horsforth to LBIA) and on street running (Burley Park to city centre). The airport company and partners including the Council have recently met to consider how best to actively promote and progress the case for a fixed public transport link to the airport.

3.4 Following the Comprehensive Spending Review (CSR) the Transport Major Schemes budget is over subscribed by a defined list of schemes in the current spending review period and is closed to any new bids in that timescale. Neither of the above major infrastructure projects are in the defined list and therefore will not be eligible to bid for this funding. The next opportunity for considering such public funding will be when the Government releases revised details for future major scheme funding applications for which no date has yet been given.

3.5 The new Regional Growth Fund is a discretionary £1.4bn Fund that will operate for 3 years between 2011 and 2014 to stimulate enterprise by providing support for projects and programmes with significant potential for creating long term private sector led economic growth and employment. Schemes need to be deliverable

within the 3 year timescale and neither of the above infrastructure schemes are in a state of readiness to be delivered in this timescale.

- 3.6 Local Transport Plan funding for 2011-12 onwards has been reduced in the CSR. At circa £4m per annum for all minor transport schemes in Leeds the major schemes are beyond LTP3 resources. A process is currently underway to prioritise an LTP investment programme for West Yorkshire and the A6120 ring road / A65 junction has been included in this process. It is expected that draft proposals for the West Yorkshire LTP implementation plan will be submitted to the West Yorkshire LTP Committee in January for consideration and approval for a period of public consultation prior to adoption by the year end 2010-11.
- 3.7 The airport currently contributes £228,000 per year to enhance bus services to Leeds, Bradford and Harrogate and has committed in excess of £1m for transport improvements through the S106 agreement for the terminal extension.
- 3.8 The A65 Quality Bus Corridor scheme is currently on site and due to complete in summer 2012. This scheme will improve journey times and reliability for bus services between Leeds City Centre and the airport.

4 Legal And Resource Implications

- 4.1 This report raises no specific legal and resource implications.

5 Conclusions

- 5.1 Transport policy and planning for LBIA is set out in the Master Plan and Surface Access Strategy.
- 5.2 The City Region Transport Strategy highlights the importance of improved connectivity from LBIA across the city region. Leeds LDF Core Strategy preferred approach sets out the planning policy context for the Airport.
- 5.3 Initial feasibility has been undertaken on a link road and tram train connections. These two major pieces of infrastructure would enhance the connectivity of LBIA. Whilst the work shows that the schemes may offer good value for money with the potential for robust cost benefit ratios, sources of funding for progressing either of these schemes has not been identified.
- 5.4 LBIA continues to promote modal shift through its Travel Plan and contribution to supporting bus services.

6 Recommendations

- 6.1 Members of the Scrutiny Board are requested to consider and comment on the content of this report.

7 Background information

- 7.1 Background documents relating to this report are as follows:
- i. Leeds Bradford International Airport Master Plan 2005 – 2016
<http://www.leedsbradfordairport.co.uk/airportcompany-airportmasterplan.php>
 - ii. LBIA Surface Access Strategy summary (attached at Appendix A)
 - iii. City Region Transport Strategy executive summary (attached at Appendix B)

- iv. LDF Core Strategy Preferred Approach
[http://www.leeds.gov.uk/Business/Planning/Local_development_framework/Core_Strategy_PREFERRED_Approach_\(LDF\).aspx](http://www.leeds.gov.uk/Business/Planning/Local_development_framework/Core_Strategy_PREFERRED_Approach_(LDF).aspx)
- v. Plans Panel West Application 08/06944/FU Outstanding Matters and Update Report - 3 September 2009