
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 4th October 2018

Subject: Pre-application PREAPP/18/00484 for two storey (part three storey) airport terminal extension building (area 4500msq) at Leeds Bradford International Airport

Applicant – Leeds Bradford Airport

Electoral Wards Affected:

**Otley and Yeadon
Horsforth
Guiseley and Rawdon**

☐ Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐
Community Cohesion ☐
Narrowing the Gap ☐

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members at a very early stage of the emerging proposals for an extension at Leeds Bradford Airport. As this is at a very early stage some detailed information has not yet been submitted for assessment but the applicant has requested early views from Members before the scheme is developed further. The proposal is brought to City Plans Panel because of the strategic significance of LBIA

2.0 SITE AND SURROUNDINGS:

- 2.1 The site of the proposed terminal extension is land adjacent and to the east of the main terminal building. The land is currently a landscaped mound and part of an existing car park. This car park is set at a lower level than the level of land on the runway side of the terminal

3.0 PROPOSAL:

- 3.1 The proposal is to building a new terminal building to the side of the existing terminal building. Due to the changes in levels the building will be three storey to the front of

the building facing the car parking and two storey to the rear facing towards the runway. The basement level of the building is however mainly a non-operational area and will house plant and equipment. The overall floorspace will be basement 235 square metres, ground floor 3,400 square metres, first floor 1,700 square metres so overall 5,335 square metres. However the basement is just for plant equipment and the extension involves the demolition of an existing baggage belt hall which amounts to 580 square metres so the overall increase in floorspace will be 4,520 square metres. The design will be a flat roofed rectangle featuring various materials to vary the texture of the building and provide interest. There will be elements of brickwork, 3D patterned metal cladding and translucent glazing. The front of the extension will also have a covered walkway and the final design of this walkway is still being formulated.

- 3.2 The building will form the new arrivals building for the airport allowing the arrivals part to be removed from the existing terminal building and the departure facilities to be reorganised and expanded in the existing building.
- 3.3 The proposal will involve the reorganisation of parking in this area along with the traffic and pedestrian flow within this part of the airport complex. The proposal will also extend the existing apron on the runway side allowing for more aircraft to be connected directly to the building rather than passengers having to enter or leave the aircraft by stairs and buses.
- 3.4 Leeds Bradford Airport published a masterplan in 2017 which details the proposed growth of the airport until 2030. Currently the airport has approximately 4 million passengers per year and this scheme allows the airport to expand to 5 million by 2023 with the ultimate expansion to 7 million by 2030. It will improve the inbound and outbound passenger journey by providing the following
 - 3 additional security lanes
 - 5 additional departure gates
 - 250% increase in immigration area
 - 5 additional e gates
 - 3 new double baggage reclaim belts

The overall investment will be £20-25 million.

- 3.5 The proposed development does not propose changes to the current restrictions on flights into and out of the airport and night flying which were established in a permission from 1993 which are

Night time is 2300 to 0700 local time.

Night time noise restricted by the total number of aircraft movements within a season (landing or departure). Current maximum night time aircraft movement limits of 1,200 (winter) and 2,800 (summer).

Can transfer maximum of 10% shortfall or excess in movements between consecutive seasons.

Night time noise restriction on type of aircraft operating within the specified hours (2300 to 0700). Current aircraft restricted to 0.5 quota count (take off). Current aircraft restricted to 0.5 and 1 quota counts (landing).

Night time emergency landings and departures allowed. Also aircraft exemptions defined by UK NOTA, S45/1993. Delayed landings of aircraft of over 1 quota count allowed up to 0100 hours where aircraft scheduled to land between 0700 and 2300 hours.

No aircraft movements or activities involving the running of engines or auxiliary power units between 2300 and 0630 unless aircraft landed before 2300 or delayed landing before 0100 and aircraft is proceeding to apron or stand (including after discharge of passengers).

No training flights by scheduled or charter jet aircraft on Sundays, Good Fridays or Christmas Days or between 1800 and 0700 hours.

Complex monitoring scheme for monitoring compliance which includes use of noise preferential routing of departing aircraft (NPRs).

4.0 RELEVANT PLANNING HISTORY:

- 4.1 There are various previous permissions at the airport but the two that are materially relevant to this application are;

08/06944/FU– two storey extension to the airport approved 15/12/2009
12/04240/EXT – extension of time for two storey extension to the airport approved 10/12/12

These applications formed an extension of 4452 square metres.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of pre-application discussions between the airport, their Architects, and Local Authority Officers and Members since August 2018. These discussions have focused on the need for the extension, scale, massing and design so far with meetings pencilled in to discuss highway matters. The pre-application presentation follows on from these discussions.
- 5.2 Ward Members (from Otley and Yeadon and Horsforth Wards – Guiseley members were unable to attend) attended a pre application meeting on 17th August 2018. One of the Guiseley members has been briefed by officers following this meeting.

6.0 RELEVANT PLANNING POLICIES:

- 6.1 The Development Plan for Leeds currently comprises the following documents:
1. The Leeds Core Strategy (Adopted November 2014)
 2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
 3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- 6.2 **Core Strategy**
- 6.3 The Core Strategy sets out strategic level policies and vision to guide the delivery of development and investment decisions and the overall future of the district.

- 6.4 Spatial policy 12 – Managing the growth of Leeds Bradford International Airport which states that the continued development of the airport will be supported to enable it to fulfil its role as an important regional airport subject to
- (i) Provision of major public transport infrastructure and surface access improvements as agreed passenger levels.
 - (ii) Agreement of a surface access strategy with identified funding and trigger points
 - (iii) Environmental assessment and agreed plans to mitigate adverse environmental effects where appropriate
 - (iv) The management of any local impacts and implementation issues, including visual and highway issues
- 6.5 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace, (including conversion where feasible) whether new-build or conversion, will be required to:
- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
 - (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 6.7 Policy P10: Design states that:
- New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.
- New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.
- 6.8 Policy T1: Transport Management states that support will be given to the following management priorities:
- c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.
- 6.9 Policy T2: Accessibility Requirements and New Development states that new development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility:
- (i) In locations where development is otherwise considered acceptable new infrastructure may be required on/off site to ensure that there is adequate provision for access from the highway network, by public transport and for cyclists, pedestrians and people with impaired mobility, which will not create or materially add to problems of safety, environment or efficiency on the highway network.
- 6.10 **Leeds Unitary Development Plan Review Retained Policies**
- Policy BD2 (Design and siting of new buildings)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
Policy LD1 (landscaping schemes)
Policy N33 (green belt)

Policy T30a (acceptable uses within the airports operational boundary)

6.11 Leeds Natural Resources and Waste DPD 2013

6.12 The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

6.13 Supplementary Planning Guidance

Parking (January 2016)

Street Design Guide (August 2009)

Supplementary Planning Document 'Travel Plans' (February 2015)

6.14 National Planning Policy Framework (NPPF)

6.15 The National Planning Policy Framework 2018 (NPPF) was revised and adopted in July 2018 and sets out Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.

6.16 Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

6.17 Paragraph 38 of the NPPF states that Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible

6.18 Paragraph 39 of the NPPF states that early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community

6.19 Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process

6.20 Paragraph 130 of the NPPF states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into

account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

7.0 KEY ISSUES

7.1 Principle of the Use

- 7.2 As Members are aware, the existing passenger terminal has been subject to piecemeal development for several decades 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 are insufficient security lanes both for outbound and inbound passengers. In addition, the terminal is poorly designed for segregating arriving and departing passengers.
- 7.3 The purpose of the current proposed extension and internal modifications is to address the existing issues on site to deliver improvements to the passenger experience to ease congestion, reduce queues, improve overall performance and to provide a higher profile airport as part of delivering the City's European profile.
- 7.4 The airport currently has a capacity of approximately 4 mppa but it is hoped to achieve a passenger numbers of around 5mppa, by 2023 and this extension will allow this expansion as well as improving the experience of the passengers at the airport. Leeds is currently the 3rd largest city in the UK yet the Airport is the 15th Airport ranked by passenger numbers and the airport therefore consider there to be significant opportunities for growth.
- 7.5 Planning permission was granted in 2008 and renewed in 2012 for an extension to the front of the airport which did commence on site through the construction of foundations, so it remains a valid permission. However this extension is no longer fit for purpose for a number of reasons which are;
- It does not resolve the outbound operational constraints as it doesn't provide new boarding gates which are required.
 - It provides limited additional capacity to the key operational areas of immigration, baggage reclaim and security
 - It doesn't allow for expansion potential beyond 5 million passengers whilst the current proposal does allow for further extensions in the future if and when required.
 - There is no lounge facility to accommodate a wide bodied aircraft.
- 7.6 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.
- 7.7 The Airport's masterplan supports further growth of LBIA and acknowledges 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. In terms of the Development Plan then the proposal accords with Core strategy spatial policy 12 and UDP policy T30a provided that any growth is

considered in parallel with the implications arising from access and transportation issues.

7.8 Do Members consider the principle of the development to be acceptable?

7.9 Design, Massing, Scale and Layout

7.10 The building will be three storey on the landside part of the airport and two storey on the runway side due to changes in levels. In terms of its scale and massing the building will be a very similar height to the existing main terminal building.

7.11 The design of the external elevations is still being finalised but it is hoped to use a complement of materials which will help to add interest and to break up the long elevations.

7.12 Subject to the design being worked up in more detail it is considered that the proposal would comply with policy P10 (design) of the core strategy.

7.13 Do Members support the emerging scale, massing and design of the proposals?

7.14 Transport and Access

7.15 The previous approval in 2008 which was renewed in 2012 and commenced on site was for 4,452 square metres and it did involve a section 106 agreement which involves payments for public transport investment – chiefly investment in bus services - and improvements to the highway network related to passenger numbers. This application is for 4,520 square metres of net additional floorspace - so it is intended to deal with the amendments through a deed of variation to the previous s106 agreement, whilst carrying across the same provisions, however the detail of this is currently being discussed with highway officers and the Council's legal team.

7.16 The extension will be located on an existing car park and there will be the loss of 120 car parking spaces. However a car park has recently opened nearby with the provision of 900 car parking spaces so there is still 780 additional car parking spaces at the airport.

7.18 Do Members have any comments at this stage regarding the deed of variation and car parking matters ?

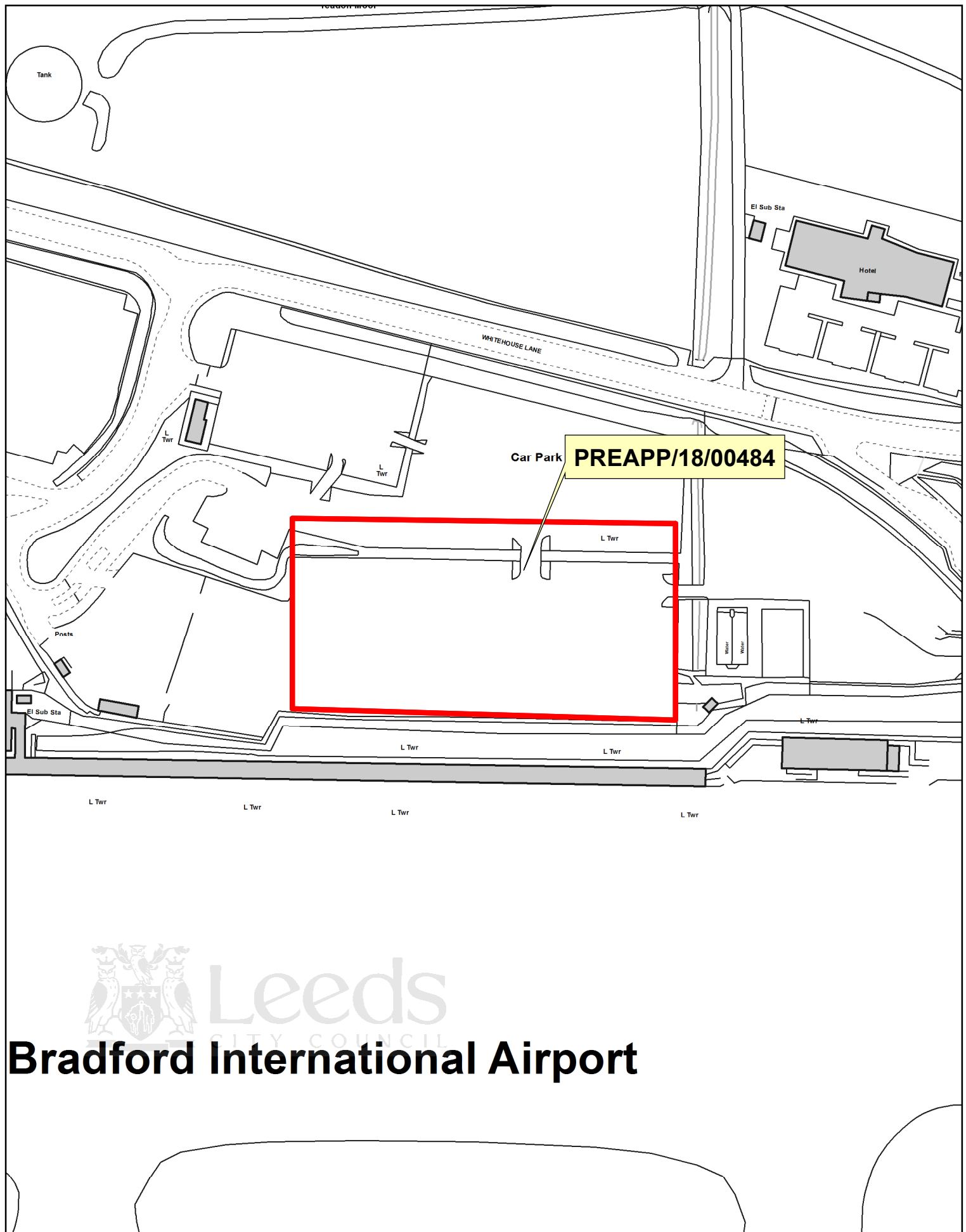
8.0 CONCLUSION

8.1 The key questions asked in the report above are as following:

7.8 Do Members consider the principles of development to be appropriate?

7.13 Do Members support the emerging scale, massing and design of the proposals?

7.18 Do Members have any comments regarding the deed of variation and car parking matters ?



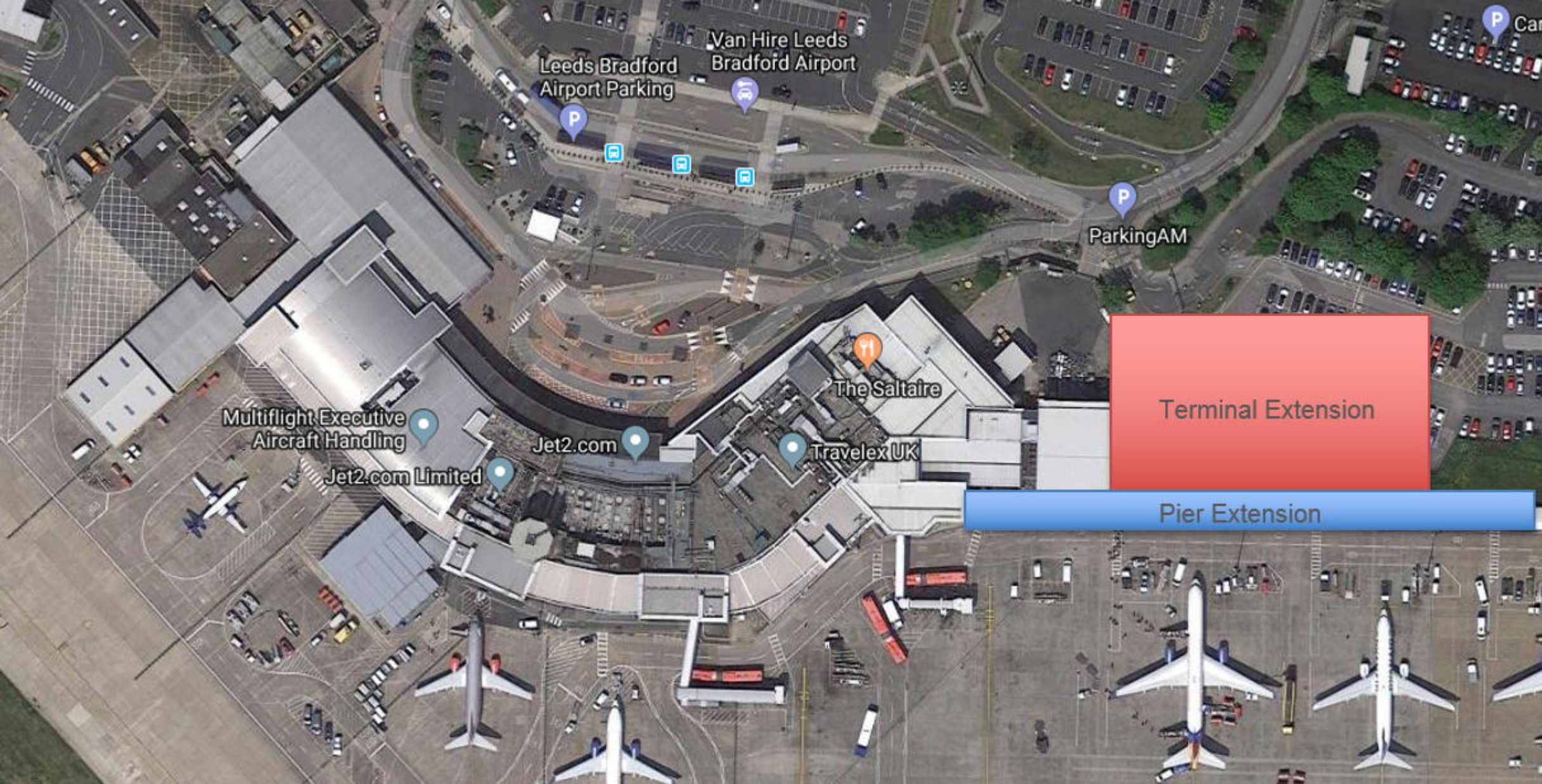
CITY PLANS PANEL

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SCALE : 1/1500





Leeds Bradford
Airport Parking

Van Hire Leeds
Bradford Airport

ParkingAM

Multiflight Executive
Aircraft Handling

Jet2.com Limited

Jet2.com

The Saltaire

Travellex UK

Terminal Extension

Pier Extension