



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 6th December 2018

Subject: Application number 18/06788/FU for part two storey (part three storey) airport terminal extension building (area 4500msq) at Leeds Bradford International Airport

Applicant – Leeds Bradford International 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: DEFER and DELEGATE to the Chief Planning Officer for approval subject to the specified conditions set out below and also the completion of a deed of variation to the existing Section 106 agreement including an amendment to include the Viking car park

1. Time limit on outline permission
2. Development in line with approved plans
3. Samples of walling and roofing materials to be submitted
4. Samples of surfacing materials to be submitted
5. Feasibility study into use of infiltration drainage to be submitted
6. Details of surface water drainage to be submitted
7. Provision for contractors and contractors parking during construction
8. Vehicles spaces to be laid out
9. Details of cycle/motorcycle parking
10. Details of external storage to be submitted
11. Construction and deliveries hours and management plan
11. Phase 2 site investigation to be submitted
12. Amendment of remediation statement if required
13. Submission of verification reports
14. Details of importing soils to be submitted
15. Details of existing and proposed ground levels to be submitted
16. Submission and implementation of landscaping

17. Arboricultural method statement
18. Landscape management plan
19. Details of proposed construction hours to be submitted
20. Details to prevent noise, dust and odour to be submitted
21. Implementation of the travel plan
22. Implication and retention of the one hour free parking area
23. Details of proposed lighting to be submitted

1.0 INTRODUCTION:

- 1.1 Panel members will recall that a pre application presentation regarding this scheme was considered by Plans Panel on the 4th October 2018. This report is for the full planning application for the same scheme. The proposal is brought to City Plans Panel because of the strategic significance of LBIA

2.0 SITE AND SURROUNDINGS:

- 2.1 Currently Leeds Bradford Airport consists of one terminal building which is in a crescent shape and has an additional single storey wing at one end. The building is constructed from a variety of materials including glazing, composite panels and has a variety of roof forms with some elements being flat roofed and the some roof forms being oval. This building has been developed piecemeal over a number of years.
- 2.2 To the south of the main building is the apron, standing areas and runway for the airport and to the front of the building are the taxi, bus and car drop off areas. To the west of the main terminal building are a range of buildings which are related to the operation of the airport and to the east of the building is the good yard and beyond this is car parking.
- 2.3 On the boundary of the runway and the car parking is a long covered shelter which links the airport to the aeroplanes which are on stands away from the main terminus.

3.0 PROPOSAL:

- 3.1 The proposal is for a new building to the side of the existing terminal building. Due to the changes in levels on site 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 application site is 0.4ha and is situated to the east of the main terminal building covering an area which is currently parking on the landside and departures gates six, seven and eight on airside. The overall floorspace created will be 4,003 sqm which is smaller than the existing permission. The design will be a flat roofed rectangular building featuring a variety of materials which will add variety to the texture and appearance of the building. These materials on landside consist of elements of composite cladding, translucent glazing panels, raincreen cladding and profiled metal mesh. They are in different blocks along the whole length of the building. Part of the existing building which links the main terminal to the new building will also be clad with cladding and glazing matching the new building. On the air side of the building there will be fewer materials consisting of composite cladding and aluminium curtain wall system with the design and materials on this side being more appropriate for the rest of the air side building.
- 3.2 The new building will form the new arrivals hall 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 ground floor of the new building will comprise 3 new baggage reclaim carousels which will have an incline and have been sized to accommodate baggage from 2 flights to meet demand. This area will also have a new immigration area along with additional areas of toilets, seating and left luggage office. On the first floor there will be additional seating, retail units and more circulation space. This area will also accommodate 3 new departure piers. In the basement there will be ancillary accommodation relating to customs/immigration process as well as an area for future incoming goods.
- 3.4 The scheme at pre application stage included passengers exiting from this building down a ramp into the new landscaped area then beyond to existing car parks and public transport. This part has been removed from the scheme and passengers will now move internally down a new corridor link back into the main terminal which will include the meet and greet area and then onwards to the front of the existing terminal building.
- 3.5 The proposal will involve the reorganisation of parking in this area along with the traffic and pedestrian flows within this part of the airport complex. There will be an area of the front of the building which will be landscaped
- 3.6 Leeds Bradford International 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.

- 3.7 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.

These applications also had an s106 agreement which included the following provisions

1. Improvement highway contributions which involve three payments
 - Payment 1 (£125k) This was paid when the development commenced in 2016
 - Payment 2 (£425k) This needs to be paid when the number of passengers and the number of vehicles trips exceed the thresholds within the s106 agreement which has not yet been reached
 - Payment 3 (£500k) This needs to be paid when payment 1 and 2 have been committed and when a higher number of vehicle trips have been exceeded

2. Bus contributions

- These are currently paid direct to WYCA on a bi monthly basis

3. Annual forecourt surveys

- These are currently undertaken

4. Travel plan monitoring fee

- This has been paid

5. Within 12 months of annual passengers exceeding 4.5mppa a new planning application to be submitted with to facilitate passenger throughput to 5mppa

16/00536/CLE – implementation of previous permission approved 15/3/16

PREAPP/18/00484 – new airport terminal building which went to Panel on 6th October 2018

5.0 PUBLIC/LOCAL RESPONSE:

- 5.1 The application was advertised by a major site notice which was displayed on 9th November 2018 and expired on 30th November 2018. The application was also advertised in the Yorkshire Evening Post on 7 November 2018 which expired on 30th November 2018

No representations have been received

6.0 HISTORY OF NEGOTIATIONS:

- 6.1 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 and highway matters. The pre-application presentation followed on from these discussions.
- 6.2 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.
- 6.3 The item went to Plans Panel on 4th October and the minutes from the meeting state
- Members were generally supportive of the application
 - The timescale for completion of the application development appeared to be challenging
 - Further details were required in respect of the new arrivals block in relation to design and materials
 - Exiting the new arrivals block, passengers want easy access to taxi/public transport areas
 - Heavy/bulky plant and materials need to be delivered off peak
 - Quality landscape scheme required including the provision of seating
 - Important to retain the one hour free car parking facility in its current location

In drawing the discussions to a conclusion Members provided the following feedback

- Members considered the principles of development to be appropriate
- Members were supportive of the emerging scale, massing and design of the proposals
- That close liaison with Ward Members be undertaken in respect of the deed of variation and car parking matters

7.0 CONSULTATION RESPONSES:

Highways – no objections subject to conditions and a variation in the s106 agreement to include the Viking car park

Travelwise – alterations required to submitted travel plan
Environmental health – no comments

Contamination officer – conditional approval

Yorkshire water – conditional approval

8.0 RELEVANT PLANNING POLICIES:

- 8.1 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).

8.2 Core Strategy

- 8.3 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.

- 8.4 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

- 8.5 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.

- 8.6 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.

- 8.7 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.
- 8.8 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.

8.9 **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)

8.10 **Leeds Natural Resources and Waste DPD 2013**

8.11 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.

8.12 **Supplementary Planning Guidance**

Parking (January 2016)

Street Design Guide (August 2009)

Supplementary Planning Document 'Travel Plans' (February 2015)

8.13 **National Planning Policy Framework (NPPF)**

8.14 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.

6.15 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.

6.16 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

- 6.17 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
- 6.18 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
- 6.19 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 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.
- 7.9 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 new building will be very similar to the existing main terminal building so is considered acceptable.
- 7.11 The external elevations involve a variety of materials with composite cladding, translucent glazing panels, rainscreen cladding and profiled metal mesh. These materials are in different blocks along the whole length of the building and these blocks and different materials ensure that the building has visual interest along its whole elevation. The existing part of the building which is to the rear of the service block and which is visually poor in terms of design will have a new link corridor to the front which will be cladding and glazing to match the new building and provide an important link visually between the new building and the existing terminal as well as covering an unattractive part of the existing building.
- 7.12 On the air side of the building there will be fewer materials consisting of composite cladding and an aluminium curtain wall system with the design and materials on this side being more appropriate for the air side building and being in keeping with the existing airside elevations.
- 7.13 The landside of the building will be landscaped with a pedestrian route from the car parks to the departure building which currently crosses through existing car parking so this setting will not only be a visual improvement but it will be an improved experience for passengers. On the air side the building replaces part of the existing shelter and provides a more attractive experience for passengers when travelling to and from the aircraft.
- 7.14 Overall it is considered that the proposed design of the building is appropriate for its setting and complies with policy P10 (design) of the Core Strategy.
- 7.15 Transport and Access

- 7.16 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 4,000 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 most of the same provisions. Further details on the provisions in the s106 agreement have been included in the planning history section above. The provision to transfer the existing s106 agreement to the current scheme has also been confirmed in the Transport Statement that has been submitted with the application which states that the new application will not alter the previously consented limit on passenger numbers in relation to s106 triggers so no further assessment in terms of the transport impact is required.
- 7.17 The extension and alterations will alter the barrier arrangements around the airport and the short stay and medium stay parking will now entering through the same barrier. Whilst the two car parks will have the same barrier there will be an ANPR which will recognise the cars that have booked to stay on the mid stay car park and let them through, otherwise a token will be given for the 1 hour free area. . New signage will be required to direct passengers to the relevant car parks and this additional signage will be funded by the applicant.
- 7.18 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 (Viking 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. This car park is located away from the airport and it is suggested that this access should be added to the list of points of entry to the airport when vehicles are monitored for the trigger of improvement contributions especially as the airport is justifying the loss of parking to accommodate the extension with this provision of parking. This requires a minor variation to the s106 agreement under the deed of variation to cover this matter.
- 7.19 The application involves no other alterations to the existing car parks including the one hour car park which will remain in its current position. It also involves no alterations to the public transport and taxis locations.
- 7.20 Overall with the minor change to the s106 agreement it is considered that the scheme will not have a detrimental impact on the safe and free flow of traffic within the locality and will therefore comply with policy T2 of the Core Strategy.

7.21 Landscaping

The redevelopment will give an opportunity for the area in front of the building to be landscaped to help to soften the development and allow an area for passengers to use. Conditions are attached for landscaping plans to be submitted and it is considered that the proposal complies with policy P12 of the Core Strategy.

8.0 CONCLUSION

- 8.1 The proposed building is within the airports operational boundary and is an acceptable use within this boundary so the principle of development is acceptable and complies with policy T30a of the Core Strategy. The scale and design are considered acceptable for this location and setting so it complies with policy P10 of the Core Strategy. Finally as the floorspace created is smaller than the extant

permission which can still be implemented there will not be any additional impact on the highway network so the proposal complies with policy T2 of the Core Strategy. Approval is recommended.

Background Papers:18/06788/FU



Leeds Bradford International Airport

Leeds
CITY COUNCIL

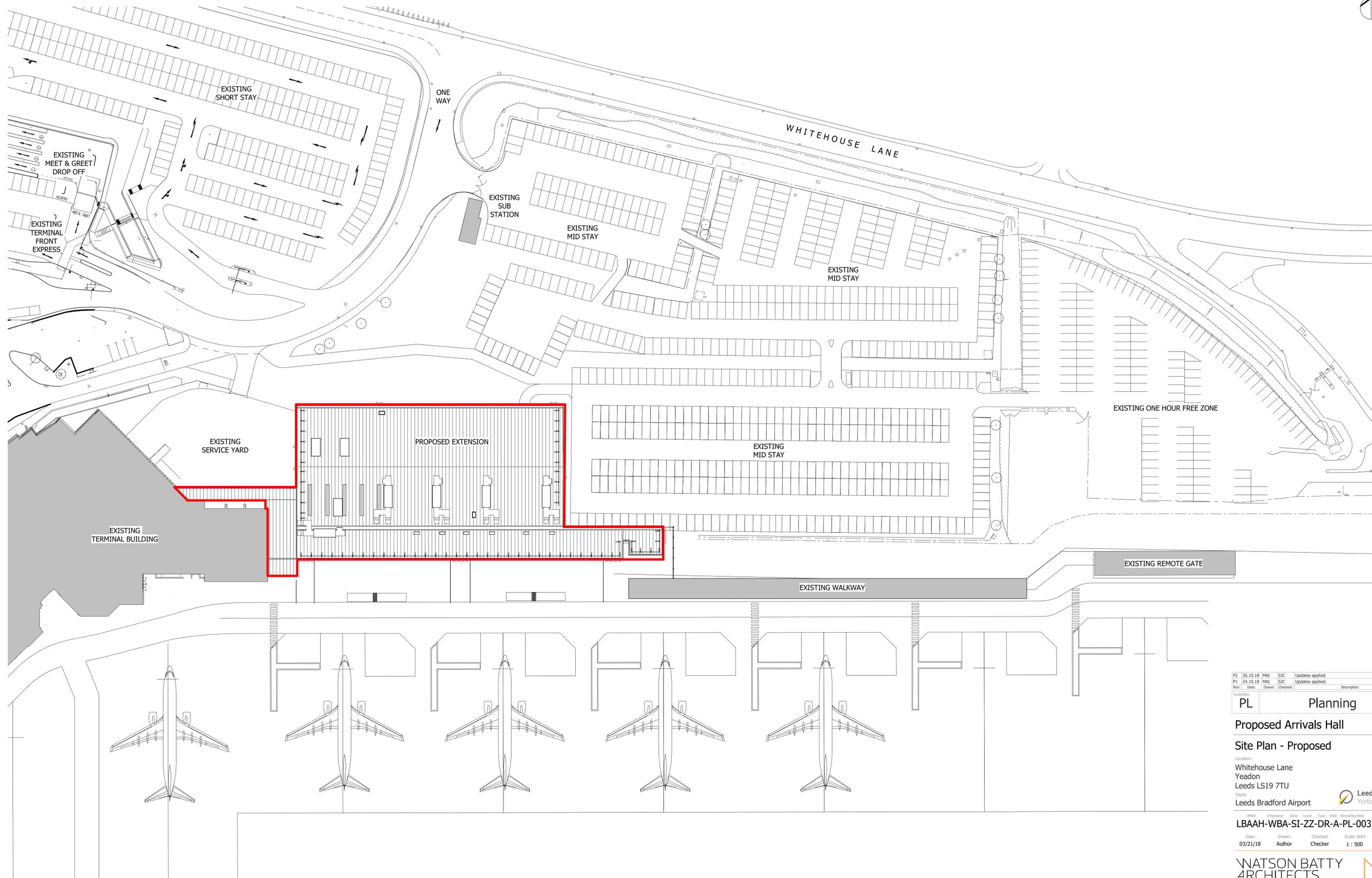
CITY PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500





Proposed Site Plan
1 : 500

P2	26.10.18	MAI	SJC	Updates applied.
P1	24.10.18	MAI	SJC	Updates applied.
Rev:	Date:	Drawn:	Checked:	Description:

Suitability:
PL **Planning**

Proposed Arrivals Hall

Site Plan - Proposed

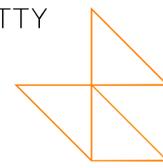
Location:
Whitehouse Lane
Yeadon
Leeds LS19 7TU
Client:
Leeds Bradford Airport



LBAAH-WBA-SI-ZZ-DR-A-PL-003	P2
Date: 03/21/18	Int. Job No: 3900-024
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