

Report of Director of City Development

Report to Executive Board

Date: 7 January 2020

Subject: SURFACE ACCESS TO LEEDS BRADFORD AIRPORT, THE NORTH WEST LEEDS EMPLOYMENT HUB AND PROPOSED AIRPORT PARKWAY STATION.

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Adel and Wharfedale; Guiseley and Rawdon, Horsforth, Otley and Yeadon.	
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open 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

1. Main issues

- Following the declaration of a climate emergency and public engagement earlier this year, this paper recommends a fundamentally revised approach to the future provision of surface transport access around Leeds Bradford Airport ('airport') and the proposed North West Leeds Employment Hub. In summary, a new connectivity strategy is proposed which has an emphasis on maximising the role of public transport access and the role of other sustainable travel modes to support a step change in travel behaviours and to unlock the economic benefits of the North West Leeds Employment Hub.
- Previous decisions by the Council have supported the progression of a strategy that enhances surface access around the airport in line with long term transport strategy and the airport surface access strategy. Initially, in 2015, this was centred on proposals for substantial highway infrastructure, with this infrastructure serving multiple purposes to reduce car journey times to the airport, traffic congestion and in support of the airport's growth aspirations. This comprised of three options for a potential link road - a) Highway Option A; b) Highway Option B; Highway Option C (see appendix A).
- Between February and April 2019, further consultation took place on these options. At this time, there was also consultation on complementary proposals for a new Parkway Station, led by the West Yorkshire Combined Authority, on the Leeds Harrogate railway

with an associated connector road linking to either Highway Option A or directly to Scotland Lane or the airport site and Whitehouse Lane. This followed DfT funding being secured to develop a business case for the Parkway Station, and with a location closer to the airport not considered feasible, and not supported by DfT.

- Since this time, the Council has declared a climate emergency, which has precipitated a thorough evaluation of all the authority's activities and their implications for a net zero carbon future.
- The public consultation, with over 2,200 people taking part demonstrated that, whilst there is strong support for better surface access at the airport (76%) and strong agreement that traffic congestion is an issue (72%), there is no consensus on the specific highways options to remedy this. There was no majority of support for any of the three highway options. Engagement also revealed 80% of respondents agreed or strongly agreed with the proposition that the airport has an important role to play in the Leeds City Region economy. There was considerably more support for the Parkway Station than the highways options.
- However, some comments received have objected to the principle of any Council surface access enhancements due to aviation's impact on the climate. Conversely, some local residents wish for investments in other road schemes in North West Leeds to tackle congestion. There is some concern on Council funding surface access 'for airport growth', albeit no Council funding has ever been committed or confirmed for the infrastructure proposals.
- Reflecting the balance of the consultation responses on these matters and the climate emergency, it is proposed that the Council fundamentally reviews its position on surface access. This paper therefore sets out:
 - i. Recommendations that all development work ceases on Options A, B and C as consulted on.
 - ii. A new option of developing Park and Ride alongside the proposed rail halt which would serve to reduce car traffic into the city and the airport, with a shorter link road to the new employment site and airport from the rail halt.
 - iii. Local residents, through consultation, have highlighted the need to prioritise infrastructure investments elsewhere in this location. The case for transport infrastructure investment elsewhere on the road networks in North West Leeds will continue to be explored. The provision of facilities for pedestrians and cyclists will be an integral part of the overall multi-modal approach.
- Notwithstanding this, a 'do nothing' approach to infrastructure investment is not recommended. This is due to the:
 - a. **The climate emergency** – The status quo will continue to have negative carbon and traffic congestion impacts, unless action is taken to address travel behaviours in this area. This report marks a shift to an emphasis on reducing car use with a movement to Park and Ride for commuters and rail option with public transport connections to the airport and new employment site.
 - b. **The North West Leeds Employment Hub** – The 36.23 hectare allocation has been adopted within the Site Allocation Plan for employment uses, responding

to the deficit of employment land in Outer North West Leeds that is fit for purpose for modern business needs. Without the North West Leeds Employment Hub, a greater proportion of employment land will be developed elsewhere, harming the local economy and meaning longer journeys for indigenous businesses and their staff with associated carbon footprint impacts. Accordingly, whilst this land - owned by the five West Yorkshire Districts – is located next to the Airport, it will be developed regardless of the Airport for employment use. Accordingly, a highway, in some form, is required to open up the site and unlock the economic benefits of the hub.

c. **The Parkway Station** – This option commanded considerably more support than any of the road options in the recent consultation. The Station can help to achieve a modal shift from car use to public transport in this location. For example: a) facilitating access to the park and ride facility for outbound rail journeys, including commuting to Leeds, Harrogate and beyond for visitors; b) at the airport providing for bus transfers, c) connecting to the Employment Hub. But, in order to deliver the sustainability benefits and achieve a shift to public transport, a shorter road will be required to link the Station to the surrounding infrastructure, Employment Hub and Airport.

- In this context, this paper sets out proposals that:
 - i. The Council works with the Airport and other employers to develop a travel plan for journeys in this location that help set a new ambition for enhanced sustainability with public transport at the core. This will evaluate the long term scenarios for road connectivity and demand for travel to the airport. This will include the evaluation of the airport's economic impact; multi-modal transport interchanges, future scenarios for ultra-low and zero emission vehicles; public transport; and active travel modes and how to ensure travel behaviours respond to the climate emergency.
 - ii. The Council continues to press the Airport to develop proposals for a comprehensive and proportionate carbon reduction strategy and carbon offsetting scheme to address the carbon impacts at a local level resulting from its operation.
 - iii. Technical feasibility, and thereafter public engagement, takes place on a new and preferred connectivity option which combines rail and road infrastructure: a 'Parkway Station and North West Leeds Employment Hub Link' (see appendix). It is proposed that it will comprise of two elements:
 - a. a highway link between the Parkway Station and the airport site Whitehouse Lane, and
 - b. an 'employment hub' highway link between the A658 and Whitehouse Lane in some form.
 - iv. A funding strategy is developed for the infrastructure development of the rail halt Park and Ride and connector road to the employment hub. This will need to include contributions from the airport company for any infrastructure that the airport may benefit from.
- The previous independent road and rail schemes would rely primarily on their transport appraisal and principally the journey time savings for car users for the road

infrastructure. The proposed modified and integrated approach would combine a greater balance of sustainability benefits and economic opportunities unlocked by the road alongside the public transport benefits of the Parkway station. Therefore, further work is required to test the business case and the value for money that could be accrued and how it would achieve funding in terms of the transport and economic development criteria. Dialogue will take place with WYCA about combining the Station and associated highways works into one programme and the approach to completion of the necessary business case(s).

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- 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.
- Unlocking the delivery of the Employment Hub will support the achievement of Inclusive Growth 'Big Ideas' including delivering 21st century infrastructure and supporting the development of a 'Federal Economy'.

3. Resource Implications

- At this stage, the revised proposals for the highways improvements are not fully costed. However, on the basis of the work undertaken to date on previous Option A, which were estimated circa £90-£100 million, it is anticipated that costs for the alternative road element of the scheme described in this report would be around one-third of these costs subject to detailed development and site investigations.
- Funding for the combined surface access infrastructure is not finalised, however from work to date it anticipated that a new rail and road connectivity package could be circa 40%-50% less than the present estimated package cost of £140 million. This paper recommends that further work takes place to develop and finalise a funding strategy and package in conjunction with WYCA and the airport company.

4. Recommendations

Members of Executive Board are requested to consider and approve the following recommendations:

- i) Note the contents of this report and the headline consultation responses on surface access improvements noted at paragraph 3.7 onwards.
- ii) Agree that a revised connectivity package for the airport and employment hub sites be adopted and is developed to embrace the continued development of the proposed Parkway Station and associated highway linkages between these sites.
- iii) Agree that highway connectivity Options A, B and C as previously consulted upon are discontinued.
- iv) Agree a review of the local highway network, including technical feasibility work, to understand future connectivity and traffic options and investments that may be required due to the new strategy, with such work to take into account any relevant findings from the connectivity studies undertaken to date.

- v) Agree that further work takes place with the West Yorkshire Combined Authority to develop a funding strategy for the revised connectivity proposals, including business case and delivery mechanisms that ensures the continued forward progress of the parkway station proposals.
- vi) Agree that further public engagement takes place during 2020 on the updated proposals, pending the outcome of the development of the feasibility work.
- vii) Agree that the Director of City Development works with the airport and other significant employers in this part of the city that creates an exemplary travel plan for enhanced sustainability, carbon reduction and improved public transport connections at its core.
- viii) Request that the Director of City Development report back on progress on these matters in 2020 upon the completion of further technical due diligence, feasibility work and public engagement.

1 Purpose of this report

- 1.1 Further to the conclusion of a comprehensive public consultation exercise and subsequent review, this report sets out the conclusions and makes recommendations on the preferred approach to progressing a connectivity and surface access package for Leeds Bradford Airport and the North West Leeds Employment Hub.

2. Background information

- 2.1 A strategy for improving connectivity and surface access to Leeds Bradford Airport has been in existence since 2001 forming part of both local and sub-regional transport policy with a significance that has previously been recognised by central Government. This section of the report therefore details the key features of most recent development to identify and progress an appropriate package of connectivity measures.

2014 Position

- 2.2 In March 2014 Members of Council recognised the importance of Leeds Bradford International 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.”

- 2.3 Executive Board considered a report in October 2014 and agreed the main principles for the development of the Council's policy relating to the growth of the Leeds Bradford International Airport.

- 2.4 The policy principles agreed in October 2014 are as follows:

- i) The Council will develop a coherent policy approach that supports the sustainable growth of LBIA and seeks to maximise the economic and jobs benefits for Leeds and Leeds City region;*
- ii) The Council will support growth and expansion of the Airport's route network to enhance the international connectivity of Leeds and Leeds City Region;*
- iii) The Council will support the development of proposals for better surface access to LBIA to support its growth and enable it to widen its catchment, subject to robust business cases being made for transport proposals with an appropriate package of financial contributions;*
- iv) The Council will consider the future land-use strategy surrounding the Airport in the context of existing planning policies and future growth, demand, sustainable development considerations and environmental constraints in the context of the Airport Masterplan;*
- v) The Council will encourage and support LBIA and businesses based there in connecting people with jobs (including through apprenticeships and skills*

programmes); and

vi) *The Council will encourage and support LBIA to engage closely with the local community and to work in a positive partnership with the Council and others*

2015 Position

- 2.5 In July 2015, Executive Board considered recommendations specifically relating to land use of publicly owned land next to the airport and surface access. It was articulated that the travel mode to the airport was predominantly by car, with around 56.3% arriving directly by this mode and a further 13.4% via off-site car parks; 5.1% by service bus; 10.6% by coach / minibus; and 14.5% by hackney carriage or private hire.
- 2.6 It was set out that the Council was developing its surface access strategy alongside the airport to improve accessibility, ensure delivery of surface improvements and also to ensure sustainable modes of transport were used. Aims included increasing public transport use by passengers (excluding taxis) to 20% of trips by 2024 and 25% by 2030.
- 2.7 At this point, the framework included a new link road, public transport improvements and a longer term ambition for a rail connection. Executive Board was informed of proposals for a Link Road to be potentially funded by the West Yorkshire Transport Fund, subject to further feasibility and business case.
- 2.8 The report provided additional evidence of employment need and how assessments for specific demand from the North West Leeds area suggested a need for more general employment land related to indigenous business growth in the area, over and above the target requirement in the Core Strategy. Executive Board were advised that land for a new 36 hectare Employment Hub was to be included in the draft Site Allocations Plan as a basis for consultation.
- 2.9 Executive Board agreed that further work take place on the proposals for surface access, working closely with Leeds Bradford International Airport and the West Yorkshire Combined Authority (WYCA) specifically to take forward the airport link road.

2018 Position

- 2.10 Following this, work progressed by numerous agencies with regards to surface access and infrastructure needs in this area. Executive Board were updated on these matters in September 2018, and this can be summarised as follows
- i) **Airport Masterplan** – The Airport had taken steps to update its Masterplan (now called the Strategic Development Plan) and a Surface Access Strategy, both of which are requirements of the Department for Transport). In 2016 the Airport consulted on its Masterplan to 2030 which included aspirations for passenger growth, a road link, a rail connection and development of new Employment land.
 - ii) **Employment Hub** – at this time, the proposed allocation for 36 hectares of Employment land had been independently inspected in October 2017 as part of the stage 1 hearings for the SAP, with an outcome from the Planning Inspector awaited – and Officers were developing surface access options to this land.
 - iii) **Rail Link** – With LCC securing £173.5m of Department for Transport (DfT) funding for public transport improvements in Leeds, funding was secured to undertake technical feasibility on new rail stations in the city. Accordingly,

WYCA are leading work to develop a new parkway station on the Leeds-Harrogate railway serving LBA and the Employment Hub as part of the package of proposed connectivity improvements. With work being undertaken in tandem for link road options.

- iv) Link Road Options. The Council had undertaken initial engagement on, and developed initial designs for, three Link Road options (see Appendix B)
 - 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.
- v) Wider Infrastructure in North West Leeds – Exploratory engagement with the Combined Authority was 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 how 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.

2.11 Executive Board was informed that the initial engagement on the surface access proposals had highlighted concerns about impacts of proposals from local residents on rat running and congestion and general support for the Parkway Station. There was opposition to the highway options. Those who did support a highway link had a preference for Option A. There were wider concerns around level of detail shown for all options and some respondents querying the need for the infrastructure. Concerns were raised on environmental and Air Quality grounds.

2.12 Executive Board endorsed the emerging multi-modal transport strategy for serving LBA and endorsed the principle of the joint consultation exercise, covering both the Link Route and Parkway Station, including contacting potentially affected landowners in advance of the general release of alignment plans. Executive Board also agreed that further project development work take place, with recommendations to be tabled at a future meeting.

3. Main issues

3.1 The substance of this report is a review of the present position with regards to future direction of the transport connectivity package for Leeds Bradford Airport and the North West Leeds Employment Hub. This section sets out the current position and an alternative approach and way forward in providing for access to these two key strategic sites for international connectivity and employment respectively.

Reflections on progress since 2014

3.2 It is apparent that, since the road options were first presented in 2015, there have been material changes which influence the need for connectivity infrastructure in this location. This includes approval to progress development of a new Parkway

Station on the Leeds - Harrogate railway including provision for a 350 space Park and Ride facility for which WYCA is progressing design work and a business case.

- 3.3 In addition, the North West Leeds Employment Hub allocation has been adopted within the Site Allocation Plan. The 36.23 hectare Employment Hub is for employment growth: B1b Research & Development, B1c Light Industrial, B2 General Industrial, B8 Storage & Distribution. As part of the preparation for the future planning process a planning development brief is currently being prepared, that will interface with the final transport connectivity proposals to facilitate the future development of the site.
- 3.4 The allocation responds to the deficit of employment land in Outer North West Leeds that is fit for purpose for modern business needs. Without the North West Leeds Employment Hub, a greater proportion of employment land will be developed elsewhere, harming the local economy and meaning longer journeys for indigenous businesses and their staff with associated carbon footprint impacts.
- 3.5 It should be noted that whilst the Employment Hub has been allocated in the recently adopted Site Allocations Plan, planning permission still needs to be obtained for the development of the site. Proposals for the development of the site will be worked up alongside the other proposals outlined in this report.
- 3.6 Finally, since the last time Executive Board considered this matter, a further public consultation has been concluded on surface access proposals, and the Council has declared a climate emergency which requires a thorough evaluation of activities when considering the climate implications of them.

Consultation headlines

- 3.7 The consultation was held between February and April 2019 and included a series of public drop-in events, an online survey, detailed webpages, social media promotion and engagement, dissemination of leaflets at rail stations and the airport, business engagement and press releases. Over 2000 survey responses were received and a further 200 letters and emails were submitted.
- 3.8 The public consultation, which also touched on the inter-relationship with the employment hub and planned development brief, demonstrated that, whilst there is strong support for better surface access at the airport and strong agreement that traffic congestion is an issue, there is no consensus on the specific highways options to remedy this. The consultation, with over 2,200 responses, highlighted that :
 - 80% agreed or strongly agreed that LBA has an important role to play in the Leeds City Region (LCR) economy
 - 76% of all respondents agreed or strongly agreed that better surface access is needed at LBA.
 - 72% agreed or strongly agreed that traffic congestion is an issue at the airport.
 - The response to the **rail station** proposals was mostly generally positive (50% happy, 20% neutral, 29% unhappy).
 - **Option A** – Extended Link Road - generated the most support (40% happy, 11% neutral, 48% unhappy).
 - **Option B** – Short Link Road was 26% happy, 23% neutral and 50% unhappy).

- **Options C** – on-line highway improvements to the A658 (21% happy, 26% neutral, 52% unhappy).
- All displayed mixed levels of satisfaction and dissatisfaction, although these were more polarised for Option A with the highest satisfaction rating for the road options. Levels of unhappiness were greater where respondents lived close to the infrastructure, with more support for proposals from residents living across the city or not near to the infrastructure. Many local residents wish for other investments to be prioritised.
- In the context of a climate emergency, some consultation responses, and comments received thereafter, have indicated that all surface access proposals should be abandoned. This is on the basis that the works would facilitate access to the Airport and enable the Airport to grow. These responses outline, a view amongst other matters, how, because of the aviation impacts on the environment, surface access improvements in this location would be incompatible with a climate emergency.

Proposed Way Forward

3.9 Reflecting the balance of the consultation responses on these matters and the climate emergency, it is proposed that the Council fundamentally reviews its position on surface access. Executive Board is asked to endorse the following principles

- i. That all development work ceases on Options A, B and C. For reasons set out below, it is proposed a new plan is developed to provide a link to the rail halt and associated park and ride and also to provide access to the employment hub
- ii. Some of the options have broader strategic benefit in addressing congestion issues beyond any Airport considerations. Abandoning options may not address traffic congestion issues in this location, as raised by residents. Recognising the access and traffic matters relating to airport access and in the wider area, further work is proposed to consider present and potential future traffic on the main and local roads in the area which may arise from this change of strategy. This will have regard to alternative highways infrastructure investments, travel behaviour, community and residential impacts.
- iii. Local residents, through consultation, have highlighted the need to prioritise infrastructure investments elsewhere in this location. The case for transport infrastructure investment elsewhere on the road networks in North West Leeds will continue to be explored. The provision of facilities for pedestrians and cyclists will be an integral part of the overall multi-modal approach.

3.10 Notwithstanding this, a 'do nothing' approach to infrastructure investment is not recommended. This is due to the:

- i. **The climate emergency** – reduce vehicle movement by shift to rail Park and Ride for commuters and rail option with public transport connections to the airport.
- ii. **The North West Leeds Employment Hub** – As set out at para 3.5, the allocation responds to the deficit of employment land in Outer North West Leeds that is fit for purpose for modern business needs. Accordingly, whilst this land - owned by the five West Yorkshire Districts – is located next to the Airport, it will be developed regardless of the Airport and for the land uses set

out above. Highway, in some form, is required to open up the site and unlock the economic benefits of the hub.

- iii. **The Parkway Station** – This option commanded considerably more support than any of the road options in the recent consultation. The Station can help to achieve a modal shift from car use to public transport in this location. For example: a) facilitating access to the park and ride facility for outbound rail journeys, including commuting to Leeds, Harrogate and beyond for visitors; b) at the airport providing for bus transfers, c) connecting to the Employment Hub. But, in order to deliver the sustainability benefits and achieve a shift to public transport, a shorter connector road will be required to link the Station to the surrounding infrastructure, Employment Hub and Airport.

3.11 In this context, it is considered that there is a need to invest in infrastructure in this location, but on the basis of a public transport first approach, and an approach which unlocks economic benefits of the Employment Hub. It is proposed that:

- i. The Council works with the Airport and others to develop an exemplary travel plan for journeys in this location that helps set a new ambition for enhanced sustainability with public transport at the core. This will evaluate the long term scenarios for road connectivity and demand for travel to the airport. This will include the evaluation of the airport's strategy; multi-modal transport interchanges, future scenarios for ultra-low and zero emission vehicles; public transport; and active travel modes and how to ensure travel behaviours respond to the climate emergency.
- ii. The Council continues to press the Airport to develop proposals for a comprehensive and proportionate carbon reduction strategy and carbon offsetting scheme to address the carbon impacts at a local level resulting from the growth of the Airport.
- iii. Technical feasibility, and thereafter public engagement, takes place on a new and preferred connectivity option which combines rail and road infrastructure: a 'Parkway Station and North West Leeds Employment Hub Link' (see appendix). It is proposed that will comprise of two elements:
 - a. a highway link between the Parkway Station and the airport site Whitehouse Lane, and
 - b. an 'employment hub' highway link between the A658 and Whitehouse Lane in some form.
- iv. A funding strategy is developed for the infrastructure (which is estimated cost less than 40-50% than current proposals). This will include contributions from the airport company to any infrastructure where the airport may benefit from the investment.

3.12 At this stage, it is considered that the proposed new option, with different design and benefits arising than originally envisaged, can unlock the parkway station and employment hub. Consequently this option will not include the southern section of this highway option linking southwards from the airport site to the A65 Rawdon Road. This approach would be the basis of starting a longer-term change in travel behaviour in this area, with public transport as the main area of focus.

3.13 The current independent road and rail schemes would rely primarily on their transport appraisal and principally the journey time savings for car users for the road infrastructure. The proposed modified and integrated approach would combine a greater balance of sustainability benefits and economic opportunities unlocked by

the road alongside the public transport benefits of the Parkway station. Therefore, further work is required to test the business case and the value for money that could be accrued and how it would achieve funding in terms of the transport and economic development criteria. Dialogue will take place with WYCA about combining the Station and associated highways works into one programme and the approach to completion of the necessary business case(s).

- 3.14 Subject to Executive Board approval, it is proposed that further technical feasibility takes place in the coming months on the new preferred connectivity option. This is with a view of commencing further public engagement during 2020 on specific proposals, prior to any final proposal being brought forward for further approval. At the same time it would be the intention that WYCA continue to proceed with the development of the rail station option which is now well advanced.

Funding options

- 3.15 The revised scope outlined above could enable the merging of the two schemes, rail station and highways works, into a single programme.
- 3.16 The current connectivity package as consulted on is costed at a worst case scenario of circa £140 million (link road, station and spur road). As an indication it is estimated that the total costs for the revised connectivity package would be around 40% to 50% lower, although this figure will be fully tested through the work proposed in this report. In particular the route of the road proposals between station road link, Whitehouse Lane, employment hub and the A658 Harrogate Road are being reviewed and this will include any ancillary junction arrangements needed for access to the employment hub lands.
- 3.17 The benefit of this approach would be to seek WYCA approval for pooling resources of 2 projects into an integrated funding strategy which, subject to further feasibility, could have the potential to be financed largely from within existing resource envelopes.
- 3.18 Essentially, it is proposed that the funding resources to be considered are:
- i. West Yorkshire Transport Fund (WYTF) – At present £36m has been formally earmarked for a highway connectivity option although this allocation is in the process of review. A change in scope from the existing proposals will be subject to a business case)
 - ii. Leeds Public Transport Investment Programme (LPTIP) – At present £5 million is allocated to the Rail station from within the LPTIP which has funded the ongoing development of the proposals and development of the required business case.
 - iii. A future contribution from the Airport Company. This could be in the form of a voluntary agreement, Section 106 or Section 278 payments from any future planning applications.
 - iv. A contribution from the delivery of the North West Leeds Employment Hub land. This is presently undetermined but could be in the form of Tax Incremental Financing (borrowing by LCC against future business rates income at the Employment Hub).
 - v. Landowner capital contributions at the Employment Hub
 - vi. Central Government Grant

- 3.19 The report requests agreement from Executive Board that further due diligence takes place to explore the feasibility of these options, with view to recommending a funding strategy for the surface access proposals at a later stage.

Next Steps

- 3.20 Should Executive Board approve this report it would be the intention for further engagement to take place on the proposals, alongside more detailed technical feasibility on the updated approach. It would be the intention for a future Executive Board paper in 2020 on all areas highlighted in this report.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The proposals contained in this report have been shaped by the comprehensive consultation that took place in 2019. As set out in this report, it is proposed that further engagement now takes place on the updated proposition with residents, members, interest groups and partners.
- 4.1.2 As previously reported to Executive Board, it had been proposed that further consultation would take place in relation to the Parkway Station and highway options A, B and C before the end of 2019, the recommendations of this report will supersede this requirement and therefore, in the circumstances it is no longer proposed to carry out this further consultation. A summary of the consultation responses of 2015 and 2018 are set out in appendix C.
- 4.1.3 The recommendations in this report have been subject to consultation with the Leader of the Council, Executive Member for Climate Change, Transport and Sustainability and the West Yorkshire Combined Authority. Leeds Bradford Airport have also been consulted about the proposals in this report.
- 4.1.4 Ward Members for the four wards, containing and abutting the airport, employment hub and station sites, have been briefed on the proposals contained in the report. Further detailed engagement will take place following a decision on this report as the work outlined begins to be progressed.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality and Diversity/ Cohesion and integration screening form has been completed and is attached at Appendix D.
- 4.2.2 Equality and diversity implications will continue to be monitored and the business case for the surface access will include a detailed consideration of equality matters. At the point of the Council making a final decision on whether to proceed with the surface access infrastructure, a full Equality and Diversity/ Cohesion and Integration assessment will be undertaken.

4.3 Council policies and the Best Council Plan

- 4.3.1 The proposed transport connectivity should contribute to the vision for Leeds 2030 to be the best city in the UK by addressing key aspects of 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 Leeds Local Plan (Core Strategy and Site Allocations Plan), 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 Strategic Transport Plan (2018) which recognises the need for the North's airports to be connected to economic centres and assets.
- 4.3.3 Unlocking the delivery of the Employment Hub will support the achievement of Inclusive Growth 'Big Ideas' including delivering 21st century infrastructure and supporting the development of a 'Federal Economy'.

Climate Emergency

- 4.3.4 The proposals in this paper provide a fundamental re-think of the approach to surface access in responding to the climate emergency. Whilst initial and comprehensive highways plans of the Council were focused on reducing car journey times for current and more users of the Airport, the surface access proposals intend to diversify transport mode choice, change behaviours and offer more sustainable transport modes of travel in this location than currently exist. The focus has shifted and a fundamental change is set out, alongside a greater focus on sustainability. This vastly reduces the scale and intent of the infrastructure proposals.
- 4.3.5 A 'do-nothing' option would increase negative local impacts through traffic congestion, continued reliance on unsustainable transport modes and drive demand to other airports. Access improvements would be required in any instance (e.g. the Employment Hub) and not investing in infrastructure at the Hub will drive car journeys to other parts of the region from North West Leeds, thus increasing carbon footprints further. The Parkway Station will serve local residents for non-Airport use to reduce car reliance and is not solely related to the Airport users.
- 4.3.6 Notwithstanding this, Leeds has declared a climate emergency and it is considered that greater clarity is required on the carbon impacts and mitigation measures associated with the proposed surface access arrangements, and further work will take place to explore this, through technical feasibility and in consultation with partners over the coming months.
- 4.3.7 This paper is not a Council position statement with regards to the growth ambitions of the Airport company or aviation as a whole. The Council has greatest influence on surface access measures but other matters are legislated at a national and international level. The Council is required therefore to consider and respond to nationally set legislation and regulatory frameworks when considering any proposals for Airport Growth.
- 4.3.8 Whilst the Airport, as a private enterprise, is developing its plans to achieve DfT forecast growth in passenger numbers, LBA remains relatively small in comparison to other core city airports and accounts for just 1.4% of the UK passenger market and is the 15th largest Airport in the country. The Airport is a key part of the city's economy and plays an integral part of the strategic infrastructure for Leeds and the wider city region.
- 4.3.9 Central Government has this year concluded consultation on the national strategy, '*Aviation 2050: The future of UK aviation*'. This National Policy states that '*it would be wrong for individual countries (and certainly not individual cities or airports) to adopt unilateral action because this would distort competition, reduce the benefits of*

aviation and not be effective as it would only lead to 'carbon leakage'. Further, the DfT policy response to the recommendations of the Climate Change Committee on aviation policy, including measures relating to a zero carbon economy is awaited.

- 4.3.10 The council has called upon Government to create a level playing field for all regions and cities with airports and to include carbon emissions from aviation in national targets, recognising that continued growth in aviation nationally is incompatible with the climate emergency
- 4.3.11 The role of aviation in climate change continues to be matter of national and international consideration and is one all destinations with Airports need to consider carefully. Demand for aviation is growing nationally and globally and the Council will continue to proactively engage with residents, interest groups, the Combined Authority, Airport and Central Government on aviation related policies and measures to achieve the necessary reductions in carbon required befitting for a climate emergency.

4.4 Resources, procurement and value for money

- 4.4.1 As highlighted above, it is proposed that further work takes place to develop a coherent funding and financing plan for the proposed infrastructure. This will include third party contributions such as from the Airport. The new package combining both rail station and all associated road connectivity as described has not been fully re-costed, but it is anticipated that in total it will be around 40-50% less costly than the current estimates of circa £140 million for the Option A highway and parkway station package. The full revised cost estimates and benefits of the combined rail and road connectivity package will be developed with the ultimate intention of establishing a single programme and associated business case(s).

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

- 4.5.1 The proposals contained within this report are subject to 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. In the next stage of feasibility work, greater consideration will be given to the legal mechanisms to deliver the infrastructure and how to legally secure third party contributions to the infrastructure, as well as options for securing any third party land that might be required to facilitate the delivery of the proposals.

4.6 Risk management

- 4.6.1 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.
- 4.6.2 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. Similarly any other funding sources will follow the appropriate due process. It is recognised that the parkway station is already in an advance stage of development and that there is a risk that this review will delay progress. It is the intention to work with WYCA to minimise any disruption to the forward progression of the station proposal.

4.6.3 Risk will continue to be proactively managed. There is a risk that the new preferred option may not effectively function in transport terms and may not deal with local traffic issues. There are also risks that the business case for the proposal does not generate a positive benefit cost ratio and/or may not secure funding. The detailed work proposed will identify and seek to resolve such issues including the development of appropriate mitigation, highway and transport measures and will also have due regard to work and studies already undertaken. There are risks that the approach does not lead to the desired outcomes for the climate and further work will take place to define climate measures around the airport

5. Conclusions

- 5.1 In the light of public consultation, technical work undertaken so far and a changing policy context most notably the environmental sustainability concerns intrinsic in the climate emergency declaration, this report seeks to address this by way of reviewing the future transport connectivity strategy for the North West Leeds employment hub and surface access to Leeds Bradford Airport. As a result a revised approach to connectivity has been set out which focuses on public transport access through the establishment of the parkway station and the attendant road connectivity between that site and the airport facilities and the employment hub.
- 5.2 The proposals entail a fundamental rethink of surface access in this location by delivering an alternative strategy which gives a much greater emphasis on sustainable modes of transport with a focus on the parkway station and associated highway investment. At the same time the proposals will facilitate delivery of the employment land and the economic benefits that would accrue from it which will in due course be reflected in a planning development brief for the site.
- 5.3 This proposal will be subject to public engagement and further technical due diligence. It will also sit alongside other work identified in the report in terms of the wider highway and transport network for all forms users and the detailed exploration with the airport company and transport operators for the further development of the airport as a multi-modal transport hub as well as the development of the employment hub site.

6. Recommendations

- 6.1 Members of Executive Board are requested to consider and approve the following recommendations:
- i) Note the contents of this report and the headline consultation responses on surface access improvements noted at paragraph 3.7 onwards.
 - ii) Agree that a revised connectivity package for the airport and employment hub sites be adopted and is developed to embrace the continued development of the proposed Parkway Station and associated highway linkages between these sites.
 - iii) Agree that highway connectivity Options A, B and C as previously consulted upon are discontinued.
 - iv) Agree a review of the local highway network, including technical feasibility work, to understand future connectivity and traffic options and investments that may

be required due to the new strategy, with such work to take into account any relevant findings from the connectivity studies undertaken to date.

- v) Agree that further work takes place with the West Yorkshire Combined Authority to develop a funding strategy for the revised connectivity proposals, including business case and delivery mechanisms that ensures the continued forward progress of the parkway station proposals.
- vi) Agree that further public engagement takes place during 2020 on the updated proposals, pending the outcome of the development of the feasibility work.
- vii) Agree that the Director of City Development works with the airport and other significant employers in this part of the city that creates an exemplary travel plan for enhanced sustainability, carbon reduction and improved public transport connections at its core.
- viii) Request that the Director of City Development report back on progress on these matters in 2020 upon the completion of further technical due diligence, feasibility work and public engagement.

7. Background documents¹

7.1 None.

8. Appendices

8.1 Appendix A – Proposed revised Leeds Bradford Airport and North West Leeds Employment Hub road and rail connectivity package

8.2 Appendix B – Existing airport and employment hub highway connectivity options and parkway station location.

8.3 Appendix C – Consultation Summary.

8.4 Appendix D – Equality, Diversity, Cohesion and Integration Screening (EDCI).

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.