Leeds CITY COUNCIL

Originator:	Carol Cunningham

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 30th January 2020

Subject: Pre-application PREAPP/20/00018 New Terminal Building And Change In Daytime Flight Regime at Leeds Bradford International Airport

Applicant – Leeds Bradford Airport

Electoral Wards Affected:	**Specific Implications For:**
Otley and Yeadon **Horsforth** **Guiseley and Rawdon** **Adel and Wharfedale**	Equality and Diversity ☐ Community Cohesion ☐ Narrowing the Gap ☐
yes Ward Members consulted (referred to in report)	

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 a new terminal at Leeds Bradford Airport and a change to the duration of the day time regime period. As this is at a very early stage, detailed information has not yet been submitted for assessment but the applicant has requested initial thoughts and views from Members before the scheme is developed further. Given the nature of the LBA proposals and in the light of the Council declaring a Climate Emergency in March 2019, considerable detailed & technical information will be required to fully explain the nature of the proposals and associated implications.The proposal is brought to City Plans Panel because of the strategic significance of the airport.

2.0 SITE AND SURROUNDINGS:

2.1 Leeds Bradford Airport (LBA) is located to the north west of Leeds beyond the urban area of Yeadon. It consists of one runway with a crescent shaped terminal building which has developed piecemeal since 1968. It has an airside apron for plane parking and movements on one side with short and long term car parking on the other side. The airport has additional car parking on the opposite side of the Harrogate Road with commercial parking not owned by the airport on either side of the Harrogate Road.

2.2 There are a number of smaller buildings close to the airport which have ancillary uses to the main terminal building.

2.3 The whole of the airport is washed over by green belt but is also located within the airport operational land boundary (AOLB).

3.0 PROPOSAL:

3.1 The pre-application enquiry is for two matters which relate to a new terminal building and changes to the day time regime period.

3.2 As background, LBA 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 (mppa) and the masterplan scheme proposes that the airport will expand to 7 million (mppa) by 2030.

3.3 Members will also recall that a planning application was submitted at the end of 2018 for a terminal extension which was granted permission in early 2019. This allowed for the expansion of passengers to 5mppa by the year 2023.

3.4 Since that permission, the airport has undertaken further capacity modelling on future flight schedules and assessed the qualitative offer of the terminal extension. This concluded that whilst the extension would allow for improvements to the customer experience, these were not as far reaching as the airport was looking to achieve. In addition the extension did not adequately address environmental and sustainability issues, did not allow for recently announced Civil Aviation Authority upgrades to security screening equipment and did not address the issue of fully maintaining airport operations during the construction of the project.

3.5 At the current time LBA is not looking to construct the approved extension due to the reasons above, but intends to upgrade the airport's facilities by building a new passenger terminal. LBA states that the terminal will be environmentally sustainable, high quality, modern (fit for purpose) and will improve passenger experience, satisfy future demands and enable the airport to deliver on a highly ambitious sustainability agenda.

3.6 The new building will be located to the eastern area of the airport on the existing runway apron. There is a change in levels in this location, with the airport apron at a higher level than the existing long term car park. The emerging design involves siting the new terminal building on the apron, with a building pod to the front providing vertical passing circulation to the main building. This terminal will be built into the existing bank and will provide ground level passenger access for those entering via the forecourt. There will be a separate access for goods and services to the northern elevations to avoid conflict with passengers using the front entrance.

3.7 The building is likely to be three floors (including a mezzanine level) and will be 34,100 sqm with the following levels:-

- Lower ground floor – this will provide surface access to the forecourt and access to the main terminal by lifts and escalators

- Ground floor (main terminal) – this level will provide the check in hall and the arrivals halls along with baggage reclaim, customs and baggage make up

- First floor mezzanine (main terminal) – this will include immigration and associated facilities linked to the western walkway

- Second floor (main terminal) – this includes central search and departure lounge with associated retail, food and beverage, duty free and premium lounges. It provides direct access

3.8 A western walkway will be provided alongside the new terminal building and will provide contact stands for approximately 12 aircraft.

3.9 The new terminal building will be targeted as an 'excellent' accredited rating under the BREEAM standard which will be designed to maximise energy efficiency and incorporate energy generation on site.

3.10 The proposal will involve a new and modified vehicular (and pedestrian/cycle) access from Whitehouse Lane. The existing car park will be reconfigured to provide new internal service roads, bus parking and pick up and drop off points. A new forecourt will be provided to the east of the terminal building.

3.11 The proposal will also involve the relocation of the existing fuel tanks and reconfiguration of the existing car parking. The intention is to maintain the same level of parking, and if additional car parking is required this can be provided at Viking Car Park, which is owned by the airport.

3.12 In terms of the existing terminal building the offices, air traffic control and fire station will continue to be in use with the existing Jet2 offices also remaining. The 2019 consent will not be implemented, and this can be secured within a s106 agreement along with a restriction on the future reuse of the terminal building for airport associated purposes.

3.13 The proposal also involves changes to the day time flight regime which was originally approved in 1993. The current daytime period for the airport is 0700 to 2300, with the night time period 2300 to 0700. The proposal is to change the daytime period so it will be 0600 to 2330 and shorten the night time period to 2330 to 0600.

Current restrictions are:

- The total number of night-time aircraft movements within a season (landing or departure) cannot exceed 1,200 (winter) and 2,800 (summer).

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

- The night-time noise levels of aircraft is restricted to 0.5 quota count (take off and 0.5 and 1 quota counts (landing) (the higher the quota count the higher the perceived noise level of the aircraft)

- Night time emergency landings and departures are 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 these are materially relevant to this application which are;

- 29/114/93/FU modified flight times and was approved 19/1/94
- 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
- 18/06788/FU – two/three storey terminal extension approved by Plans Panel on the 6th December 2018 and granted planning permission 29/1/2019

5.0 HISTORY OF NEGOTIATIONS:

5.1 Ward Members (from Otley and Yeadon, Horsforth, Guiseley, Adel and Wharfedale Wards) plus City Plans Panel Members attended a meeting and a site visit along with officers at the airport on 14th January 2020.

6.0 RELEVANT PLANNING POLICIES:

6.1 The Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014) as amended by the Core Strategy Selective Review (adopted September 2019)
- Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Site Allocations Plan ('SAP') (adopted July 2019)

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 in 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.

6.6 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.

6.7 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.

6.8 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.

6.9 **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)

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

6.11 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.

6.12 **Site Allocations Plan (SAP)**

6.13 Whilst there is no direct allocation for the airport in the SAP allocation siteleed reference EG2-24 is a 36ha employment hub which is in close proximity to the airport. The SAP states

‘In reflecting the opportunity to contribute to local general employment land requirements and to recognise the strategic economic role of Leeds Bradford Airport for Leeds and the City Region, 36.23ha of land at Leeds Bradford Airport is allocated as EG2-24 subject to spatial policy 12 of the Core Strategy.’

6.14 **Supplementary Planning Guidance**

Parking (January 2016)
Street Design Guide (August 2009)
Supplementary Planning Document ‘Travel Plans’ (February 2015)

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

6.16 The National Planning Policy Framework 2019 (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.

6.17 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.

6.18 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

6.19 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

6.20 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

6.21 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

There are two elements to the pre application which Members need to consider; the new terminal and the change in day time flight schedule.

New terminal

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 previous permission for an extension to the terminal hoped to provide internal modifications 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. It also would have facilitated an increase in the capacity at the airport from approximately 4 mppa to 5mppa by 2023.

7.4 LBA has undertaken further capacity modelling based on future flight schedules and the operation of the 2019 consent. This showed that whilst the extension would improve the customer experience, it was not as far reaching as LBA was looking to achieve, and it did not provide key objectives such as significantly improving operational efficiency or passenger experience. By retaining and extending the existing unsatisfactory terminal it is also considered to set the wrong agenda for the future of the airport, which a new terminal will address.

7.5 The previous extension would only have allowed for passenger numbers to increase to 5mmpa by 2023 after which time LBA would have had to re-examine the site to look at ways to expand the airport so it could reach it anticipated capacity of 7mmpa by 2030.

7.6 Whilst the site is washed over by Green Belt, the site falls entirely within the airport operational boundary where in principle a new terminal building is supported by policy SP12 of the Core Strategy and policy T30a of the UDP.

7.7 The airport's masterplan supports further growth of LBA 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.

7.8 Members' views are sought on the principle of the new terminal building

7.9 Design, Massing, Scale, Layout and Landscaping

7.10 The building will be three storey but will be smaller than the existing terminal building with the consented extension.

7.11 The design of the building is intended to be in the applicant's words 'exceptional quality' with a strong sense of place using good architecture, layout and high quality materials.

7.12 A key component will be establishing a sense of arrival for passengers. LBA considers this will be achieved via well designed, highly sustainable building with high quality public realm and landscaping.

7.13 In terms of this landscaping, a strategy will be submitted with any application which will assimilate the scheme and mitigate impact on key localised views to ensure the development is sympathetic to the local landscape setting.

7.14 Details of the design and landscaping for the scheme will be presented to Plans Panel on 30th September.

7.15 Member's initial views on the scale, massing, design and landscaping that has been presented to them today?

7.16 Transport and Access

7.17 The proposal will involve the submission of a transport assessment which will consider the likely effects on each mode of travel on the existing highway network and any mitigation if it is required. This is still being examined and will be submitted as part of any planning application.

7.18 There will also be a Surface Access Strategy (SAS) to ensure that the evolution of LBA is complemented through the provision of multi model transport connections. There will be an emphasis on the modal split for public transport being increased. There is an aspiration to maintain the existing level of car parking with any spaces lost to be accommodated in a reconfiguration of the existing Viking car park and if need be the additional parking that can be generated here under permitted development.

7.19 Additionally car parking can also be accommodated near to the Viking car park if traffic modelling indicates that additional car parking is required.

7.20 Members' views are sought on the approach above in relation to car parking matters

7.21 Noise

7.22 In terms of noise from the new terminal a full assessment of the new terminal and the effects of noise arising from air, ground and surface access will be submitted with the proposed Environmental Impact Assessment at planning application stage. This work is still ongoing and will include any mitigation that is required to reduce the impact of noise associated with the airport's operations at a new terminal.

7.23 Climate emergency (Policies EN1 and EN2)

7.24 The existing terminal building is in need of major investment and a new terminal building provides an opportunity to upgrade the facilities by creating a highly

sustainable, modern and efficient building whilst making the operational aspects of the airport more environmentally sustainable.

7.25 LBA have stated that they intend to respond to the Councils Climate Emergency by:-

- Ensuring that for GHG (Green House Cases) emissions the airport is directly responsible for, LBA will be net zero by 2023 and for those that LBA can influence will seek to cap them at today's levels

- A new 2030 carbon policy for the airport sets out the 'roadmap' for achieving these goals, which include the following:

- Improvement on the embedded carbon in the existing estate, by providing a terminal building that is demonstrably more sustainable (in both construction and operational terms) than the existing terminal (and its extension) and delivering more environmentally efficient operations of the airport (eg vehicle fleet, travel planning etc)

- The new terminal will be more energy efficient than the existing, delivering year on year savings which would not be feasible with the current building

- Carbon will be key factor in choice of materials and design of the building to minimise embedded carbon and result in a BREAAM rating of 'excellent'

- Engaging with airlines to deliver more efficient aircraft and flight scheduling, as well as encouraging more efficient/sustainable aircraft. Airlines will be encouraged to use their newest, most sustainable aircraft at LBA through reduced landing fees, reflecting LBAs sustainable ambitions.

- Airfield operational efficiencies will reduce taxi times and delays, thereby cutting airline fuels and CO2

- LBA will work with LCC to improve low carbon access routes to the airport

- LBA will aim to use an electric bus fleet for service into Leeds Bradford and a taxi provider which uses an EV fleet

- LBA will invest in significant electric recharging points and free parking to encourage the use of electric vehicles by employees, passengers and operations

- LBA are exploring the possibility of getting hydrogen to the airport for taxi and bus fleet

- Changing passenger travel habits by car by providing additional capacity and options to claw back passengers who are using Manchester and Heathrow Airport. It is currently estimated that 7m passengers currently leave the region by road to other airports

- In addition LBA will seek to offset some of its emissions. This will include investing in a local scheme to directly benefit the City region

7.26 <u>Socio-ecomonic benefits</u>

7.27 A full assessment will be submitted as part of any planning application probably in the form of an EIA but briefly it will:-

a) The increase in passenger numbers will result in the growth of LBA's economic impact both in terms of its economic footprint in the Leeds City Region and its wider impacts on productivity relating to business travel and inbound tourism
b) The total GVA for the airport is likely to increase by approximately 55% between 2018 and 2030
c) The total number of jobs will increase by approximately 40% between 2018 and 2030
d) The terminal will deliver enhanced access to overseas markets providing potential for greater frequency of flights, greater choice of times of day when passengers can travel through expanded routes and destinations
e) The terminal will satisfy a higher state of local and regional aviation demand and avoid leakage to other competing airports in the wider region.

7.28 Do Members have any initial comments in relation to noise, climate emergency and social-economic benefits?

7.29 <u>Change in day time regime</u>

7.30 LBA wish to change the day time regime for flights at the airport by reducing the current restrictions during the night to one additional hour in the morning and 30 minutes in the evening. LBA states that this is to accommodate new airline operators and designations including a greater emphasis on business flights.

7.31 LBA also states that this change in flight time regime will bring the airport in line with the large majority of the operations of other UK commercial airports and enable LBA to increase passenger numbers from the existing c4mppa to c7mppa by 2030.

7.32 LBA considers that the current restriction on the flights outside of the hours of 0700 to 2300, places the airport at a competitive and economic disadvantage compared to almost every airport in the UK, particularly those with which LBA competes for airlines and passengers in the north of the Country. (see table below)

Aviation Daytime Operating Standards

Airport	Daytime operating hours	Terminal passengers (000)
Heathrow	06.00-23.30	80,566
Gatwick	06.00-23.30	46,453
Manchester	06.00-23.30	29,386
Stansted	06.00-23.30	28,243
Luton	06.00-23.30	18,112
Edinburgh	06.00-23.30	14,756
Birmingham	06.00-23.30	12,672
Bristol	06.00-23.30	8,938
Newcastle	No night time noise restrictions	5,195
Liverpool	06.00 – 23.30	5,030

7.33 As mentioned above for the new terminal building a full assessment on the change in the daytime flight regime in terms of noise implications will be submitted with any planning application. Any mitigation that is required as part of this work will also be submitted as part of the future planning application.

7.34 Do Members have any comments in relation to changes to the proposed changes in the day time flight regime at this early stage?

8.0 CONCLUSION

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

8.2 Members' views are sought on the principle of the new terminal building

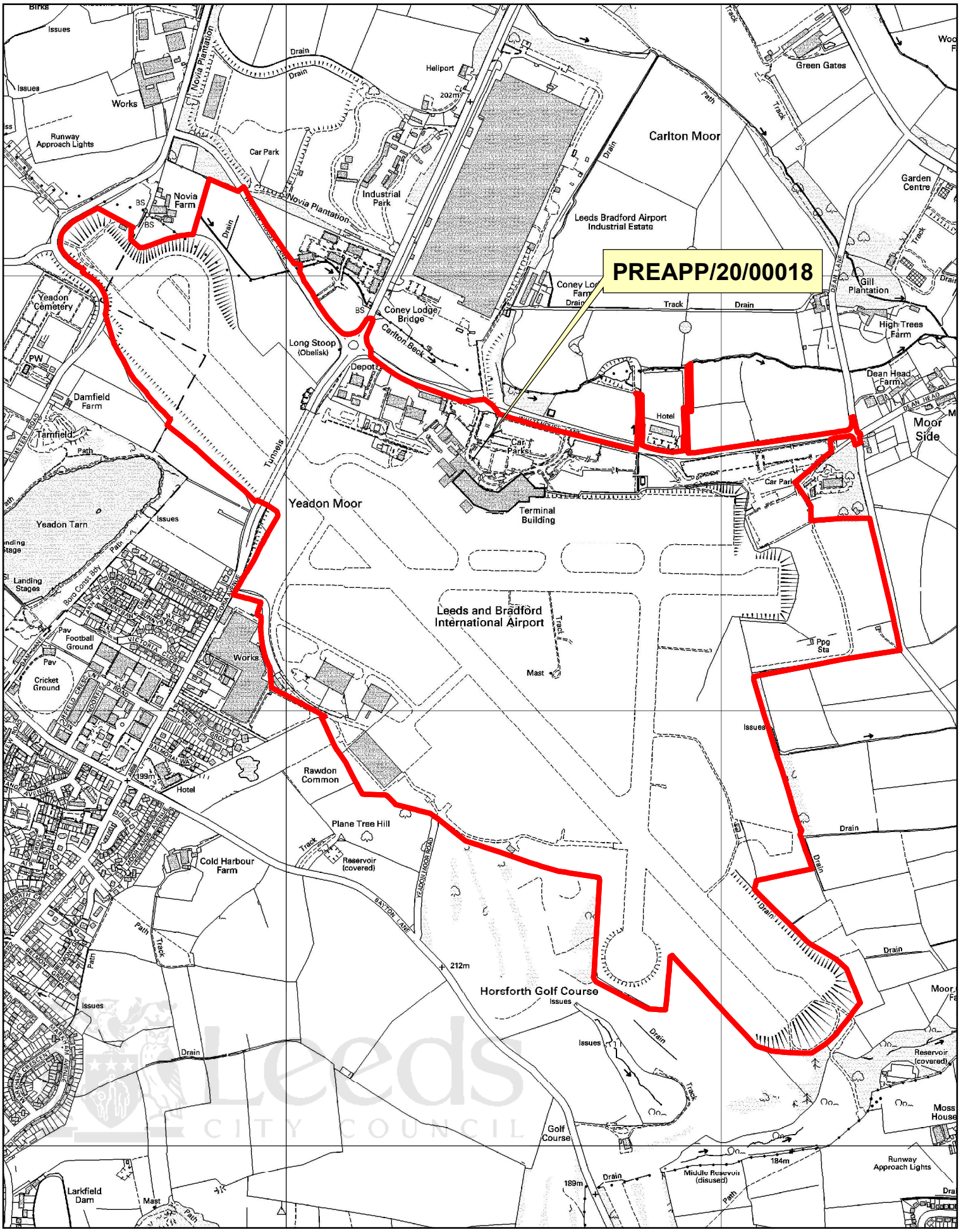
8.3 Member's initial views on the emerging scale, massing, design and landscaping that has been presented to them today?

8.4 Members' views are sought on the approach above in relation to car parking matters

8.5 Do Members have any initial comments in relation to noise, climate emergency and social-economic benefits?

8.6 Do Members have any comments in relation to changes to the proposed changes in the day time flight regime at this early stage?

Background Papers:
PREAPP/20/00018



CITY PLANS PANEL

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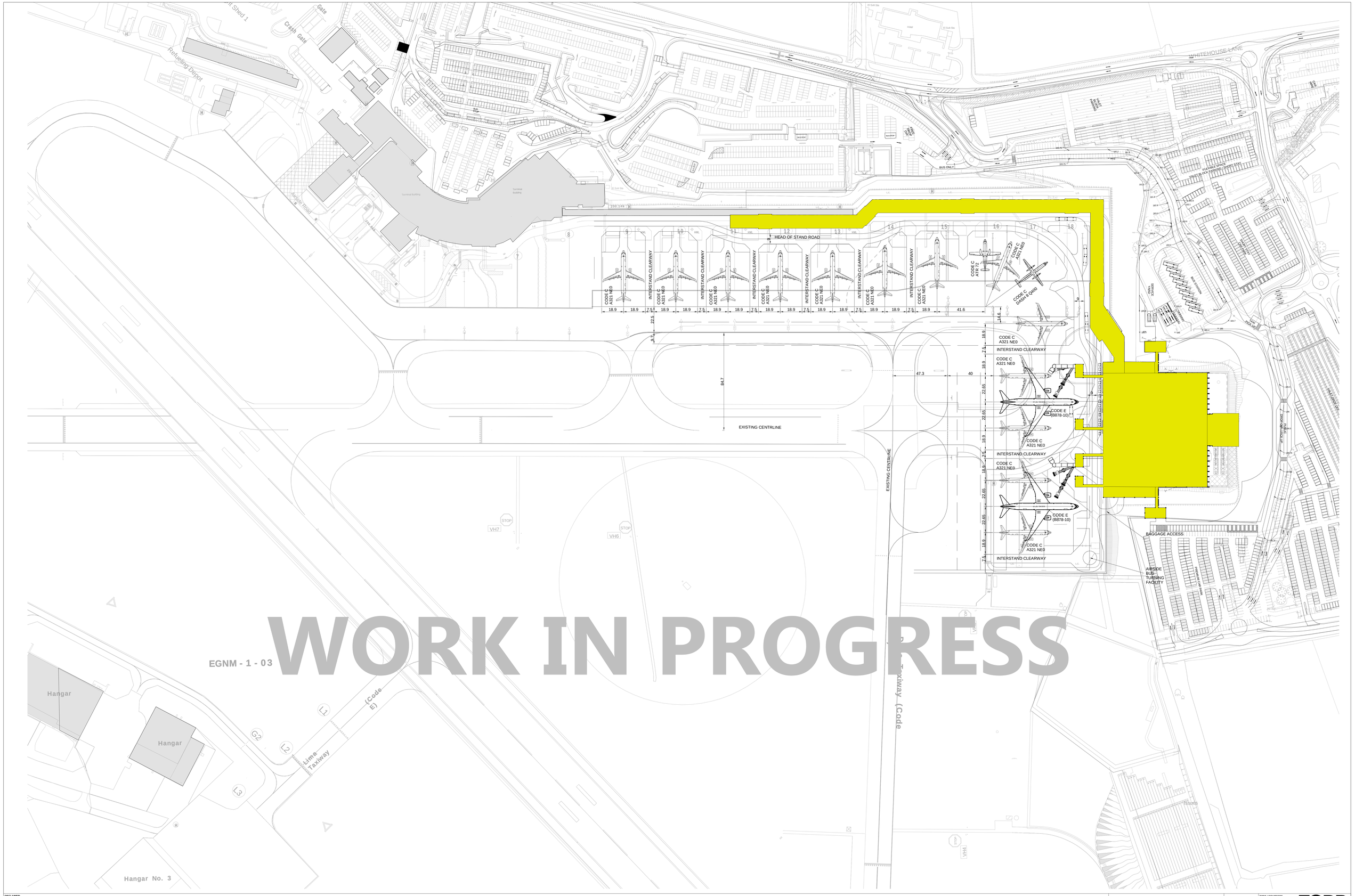

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Rev:	Date:	Description:	Drwn by:	Chkd by:
5	20/01/20	Updated stands, carpark layouts & footprint added	DA	EH
4	25/11/19	Blue line amended	JM	EH
3	18/11/19	Layout updated to indicate agreed option 4A	JM	EH
2	07/11/19	Reduced scheme to 01/11/19 issued option	JM	EH
1	16/10/19	Building footprint updated	JM	EH

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