



## Report of the Chief Planning Officer

### *PLANS PANEL WEST*

Date: 14 June 2012

**SUBJECT: APPLICATION 11/03934/COND – FORECOURT MANAGEMENT PLAN (CONDITION 14 OF PLANNING APPROVAL 08/06944/FU) FOR TERMINAL EXTENSION AT LEEDS BRADFORD INTERNATIONAL AIRPORT, WHITEHOUSE LANE, YEADON**

#### **APPLICANT**

Leeds Bradford International Airport

#### **DATE VALID**

16 September 2011

#### **TARGET DATE**

29<sup>TH</sup> June 2012

#### **Electoral Wards Affected:**

Otley and Yeadon  
Guiseley and Rawdon  
Horsforth

Yes Ward Members consulted  
(referred to in report)

#### **Specific Implications For:**

Equality and Diversity   
Community Cohesion   
Narrowing the Gap

#### **RECOMMENDATION:**

**Members are requested to note the contents of this report and the details which have been submitted to discharge the forecourt management plan condition attached to the airport terminal extension approval.**

**Further information is awaited and will be forwarded to members prior to the meeting.**

**Members are to undertake a site visit, to look at the arrangements on the ground, prior to the meeting.**

**Members are asked to indicate if they are now content with the details of the forecourt management plan and the arrangements that the airport are putting in place so that the condition can be discharged or if there are outstanding issues which still need to be addressed as part of the forecourt management plan.**

## 1.0 INTRODUCTION:

- 1.1 Planning permission was granted for the terminal extension at Leeds Bradford International Airport (LBIA) subject to conditions and a Section 106 Agreement in December 2009 under planning reference 08/06944/FU. The planning application gave rise to significant public interest and was considered through a number of Panel meetings which considered in detail the proposal and its implications and the terms of the legal agreement. The approval provides for a 2 storey extension to the main terminal building giving improved and expanded facilities which would allow the airport to grow so that eventually it could handle up to 5 million passengers per year.
- 1.2 LBIA have over recent months carried out a substantial refurbishment of accommodation within the existing terminal building to improve the facilities for customers which represents in itself a substantial investment. As this work does not involve any extension the planning permission has not yet been implemented but represents the preparatory work before the extension is constructed. The planning approval is conditioned to be implemented within 3 years of the date of decision – i.e. by 14<sup>th</sup> December 2012. All of the conditions which need to be discharged before work starts on the extension ( pre commencement conditions) have been discharged apart from Condition 14 relating to the Forecourt Management Plan (FMP).

- 1.3 Condition 14 of the approval states;

*“ No development approved by this permission shall be commenced until a forecourt management plan has been submitted to and approved in writing by the Local Planning Authority. The plan will illustrate how the design of the forecourt facilitates the movement of visitors entering the forecourt from the public highway, from the forecourt to the terminal building, and leaving the forecourt to the public highway and the time given to enable this to happen. The plan shall then be implemented and maintained in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.”*

The reason for the imposition of the condition given on the decision notice is as follows;

*“ In the interests of visitors to the airport and the free flow of traffic on the local road network”*

Members at the West Plans Panel considering the terminal extension had concerns about general access to the forecourt. The minutes of the 3<sup>rd</sup> September 2009 West Plans Panel meeting state that

*“ Members were of the opinion that the 10 minutes waiting time was insufficient taking into account the distance between the car park and the terminal ”*

Members sought to address this concern by requiring a forecourt management plan to be submitted and agreed by Plans Panel.

- 1.4 In September 2011 LBIA submitted details to discharge Condition 14. A series of meetings with the airport and their agent then followed over a number of months to discuss the arrangements in detail. An updated and revised package of information was provided by the airport on 21<sup>st</sup> May 2012 and circulated the same day to ward

members in the three most affected wards of Otley & Yeadon, Guiseley & Rawdon and Horsforth asking for any comments and informing them that the intention was to bring the package to Plans Panel on 14<sup>th</sup> June.

- 1.5 Further information has been sought from LBIA as detailed later in the report and so it is likely that an update will be circulated to members prior to the meeting. . However timing is now becoming critical given the need to implement the permission before it expires in mid December. An extension of time has been agreed with LBIA until 29<sup>th</sup> June 2012 to enable the condition discharge to be determined and which keeps alive the airport's right of appeal.
- 1.6 A site visit has been arranged prior to Panel to view the arrangements on the ground to assist Members in coming to a decision on the FMP.

## **2.0 FORECOURT ARRANGEMENTS:**

### **HISTORY**

- 2.1 Access to LBIA is primarily gained via Whitehouse Lane, from a roundabout on the A658 to the west of the airport. It is also possible to access the airport via Scotland Lane to the east. On approach to the forecourt drivers are provided information via traffic signs and road markings advising of appropriate lanes and access routes to the forecourt and other parking areas. The nearest residential areas to the airport terminal are the streets off Victoria Avenue (A658) on the southern side of the underpass under the runway.
- 2.2 At the time of the consideration of the terminal extension there were forecourt charges in operation but the first 10 minutes of stay was free. Panel members in 2009 were keen to see the free period extended and expected to see this issue addressed in the FMP. In May 2011 the charging system was changed by the airport so that a free period no longer applied and the cost was set at £2 for up to 30 minutes parking on the forecourt. Disabled passengers were given 30 minutes free with £2 charged for 30 mins – 1 hour stays. As part of the change in the charging system LBIA installed new automatic barriers which has dealt with queues that sometimes built up back to Whitehouse Lane at peak times.
- 2.3 The impact of the revised charging regime of May 2011 was to increase the amount of parking taking place on Whitehouse Lane for drop off and pick up and lead to residents complaints to local ward members about airport related parking in the residential streets off Victoria Avenue south of the underpass.
- 2.4 Following concerns expressed by the Council to the airport about the impact of the revised charging regime LBIA introduced a free 1 hour period anywhere in long stay and signed this option on Whitehouse Lane. Visitors taking advantage of this option can either then walk to the terminal or catch the free bus service which operates throughout the year taking people to and from the terminal building. The information supplied on the bus connection indicates it runs every 10-15 mins 24/7 through the year depending on flight times and demand. Figures supplied by LBIA show that in the week ending 11/09/11 usage peaked at 673 vehicles a week. There was a dip in the winter months as would be expected and the usage is now increasing again and was up to 184 vehicles in the week ending 13/05/12. LBIA's data shows that 70% of customers using this 1 hour free period only wait for 10 minutes.

2.5 The previous and current charging regime at the airport is therefore as follows: -

Previous Charging Regime		Pick up & drop off Forecourt – May 12		Pick up & drop off Long Stay – May 12	
Length of stay	Cost	Length of stay	Cost	Length of stay	Cost
0 to 10 minutes	Free	Up to 30 minutes	£2.00*	Up to 30 minutes	Free
10 to 20 minutes	£3.00	30 to 60 minutes	£5.00*	30 to 60 minutes	Free
20 to 40 minutes	£4.00	1 to 2 hours	£10.00	1 to 2 hours	£7.50
40 to 60 minutes	£4.50	2 or more hours	£5.00 per hr thereof	2 or more hours	Long stay tariff
Each subsequent hour £5		<i>*Disabled passengers are given 30 minutes free, with a £2 charge for stays up to 1 hour</i>			

### FMP PROPOSAL FROM LBIA

2.6 With their submission under Condition 14 LBIA have defined the forecourt area and this is indicated on Plan 1 and includes 3 main zones – 1, 2 and 3.

Area 1 - Public service bus / LBIA car park shuttle bus - there are five bus stops with shelters located in this area and appropriate timetable information provided both in the bus stops and within the terminal building.

Area 2 - LBIA's Contracted Taxi Operator ( currently Arrow who are a Private Hire Operator – it is understood the contract is coming up for renewal in 2014) – a dedicated office is located within the forecourt adjacent to the waiting area providing a shelter for visitors waiting for private hire vehicle.

Area 3 - All other vehicles ( Pick up and drop off ) - This is by far the largest area. The visitor pick up and drop off area includes standard parking bays and a set down area / express layby area which allows quicker picking up or dropping off and also caters for coaches / minibuses. A dedicated area for off site car park shuttle bus services is provided at the northern end of the forecourt. LBIA have identified 5 spaces for disabled people in two locations within area 3 in the most visible areas on arrival at both the entry and exit points. Assistance for disabled users both at the car park entry barrier and within the car park is provided through an intercom system linking to the airports People of Reduced Mobility (PRM) provider. The PRM provider is located within the terminal building and is able to assist with both pre-booked and ad-hoc arrivals. Vehicles entering area 3 are charged as set out in the table above in para 2.5.

Areas 1 and 2 are served by one entrance and area 3 has two lanes of entry. Access to the area between the terminal building and the 30m counter terrorism exclusion zone is restricted to emergency vehicles only.

Pedestrian footways in excess of 2m wide are provided parallel to the Public Service Bus, Taxi and Visitor pick up and drop off areas. These footways connect to a 4m wide pedestrian route running north to south through the forecourt providing a link to the terminal building. The pedestrian route is highlighted to vehicles

throughout the forecourt through the lighter coloured material and a raised surface at crossing points.

- 2.7 When departing, there are four barriers to exit the forecourt. One barrier is in place for the public buses, airport shuttle buses and LBIA's contracted taxi operator which provides egress to approved vehicles using a pass or through vehicle detection. Three barriers are in place for "All other vehicles" with all payments made on exit through either coin hoppers (Sterling coins only) or by credit or debit card. Payment is calculated automatically by the vehicle number plate recognition system. The tariff is dependent on duration of stay. An intercom system is available at all car park barriers providing a link to the Airports Car Park Operations team located in the terminal building that are able to assist with any issues
- 2.8 Also part of the FMP are signs on Whitehouse Lane and within the airport boundary which direct visitors / passengers to the relevant areas to park, drop off and pick up.

### **VOYAGER AREA**

- 2.9 LBIA have also introduced a dedicated waiting area for members of their Voyager Taxi Scheme ( shown as area 4 on Plan 1 which is outside the defined forecourt area ). This scheme is open to all registered Private Hire and Hackney Carriages and offers members a dedicated Meeting Point, a defined free waiting period from entry (30mins free) and discounted rates on longer stays. Members subscribe to the Voyager scheme on an annual basis (£25) and receive a pre-programmed Car Park entry and exit card. Latest information from the airport is that there are now 239 signed up to the Voyager scheme and the numbers are expected to increase. Within the Voyager area vehicles can drop off and pick up pre-arranged trips but can't tout for business. The details of the Voyager Taxi scheme are provided for information to members but do not form part of the FMP.

### **HACKNEY RANK and FREE DROP OFF / PICK UP AREA**

- 2.10 In discussions with the airport over some months both Planning and Highway officers have requested the airport strongly to consider a hackney rank within the forecourt and the provision of a free area for drop off and pick up which is defined and convenient and which will therefore be used rather than people choosing to drop off and pick up on Whitehouse Lane.
- 2.11 In response LBIA have not been prepared to provide a hackney rank within the forecourt over and above their dedicated area for their contracted operator but have recently given greater thought to the principle of dedicating a specific area of the long stay for a non charged drop off/ pick up facility for passengers. LBIA have concerns about this arrangement and particularly the operational practicalities and are not aware of any such arrangement operating at other airports in the UK. However given the concerns expressed by the Council LBIA have decided to agree to the request and dedicate a new drop off facility in long stay which will provide 1 hour free parking for up to 50 spaces with flexibility to increase this if the level of demand requires it. The location of the area is shown on Plan 2. LBIA consider it is within sight of and a comfortable walking distance from the terminal building and an airport shuttle bus can also be used if required. A dedicated walking route will be identified and signs erected to identify and direct passengers to the area. LBIA make it clear in their latest submission on 21<sup>st</sup> May 2012 that this dedicated area does not form part of the FMP as it is essential that LBIA retains control over how its car park operates, so that it can respond to changing needs and any future development plans emerging through the current masterplan review taking place.

## **2 PUBLIC/LOCAL RESPONSE:**

- 3.1 The application for the discharge of planning condition 14 has not been the subject of public neighbour notification, although all the information has been made available on the website via Public Access. No comments have been received.
- 3.2 Otley & Yeadon, Guiseley & Rawdon and Horsforth Members have recently ( 21<sup>st</sup> May) been provided with the details of the FMP directly. Any Members comments will be reported verbally to Panel. It is known that the introduction of the revised charges to the forecourt in May 2011 has led to residents complaints to Otley & Yeadon members about airport related parking in residential streets in the locality.

## **4 CONSULTATIONS RESPONSES:**

### **HIGHWAYS:**

- 4.1 Significant concerns raised about the detrimental impact on the public highway that the removal of a free drop-off facility on the forecourt has caused. Through the consideration of the application for condition discharge been actively involved in seeking improvements to address this issue. Although some provision has been provided in the long stay car park this does not cater for taxi ( hackney) / private hire drop-offs that are not part of the voyager scheme, where passengers expect to be taken to the terminal and not required to take a bus from the long stay car park. Further information has been requested from the airport but concerns remain about the certainty / longevity of the offer of the long stay dedicated area which is not part of the FMP and remains under the control of the airport, the adequacy of the pedestrian link to the terminal building ( no details have so far been submitted) and whether the area will prove sufficiently attractive / convenient to users to prevent them parking on Whitehouse Lane to drop off / pick up. Recent survey information in late May showed continuing problems on Whitehouse Lane which are detrimental to highway safety given that Whitehouse Lane is the main route into LBIA.

## **5 MAIN ISSUES AND APPRAISAL:**

- 5.1 It is the considered that the main issues in this case are:-
- Whether the proposals in the FMP provide good access to passengers and visitors to LBIA;
  - Whether the proposals in the FMP are acceptable in road safety terms; and
  - Whether the proposal in the FMP are acceptable in terms of impact on the amenity of residents living in the locality.
- 5.2 In reaching a decision on this request to discharge a planning condition the decision must be made on planning grounds which are material and so the reason for the imposition of the planning condition is important. In addition the decision relates to the FMP and so care must be taken to restrict the consideration to issues which relate to the forecourt. Relevant and material to this particular decision is the advice in national guidance set out in the National Planning Policy Guidance which has a presumption in favour of sustainable development and advises in paragraph 33 that account should be taken of the growth of airports and their role in serving business, leisure, training and emergency service needs. The adopted UDP policy T2 ( access to development to be adequately served by highways and public

transport and taxi services and not create or materially add to problems of safety, environment or efficiency on the highway network ) is of particular relevance.

- 5.3 It is clear that LBIA has had a charging regime for forecourt access for many years. There is no doubt that the changes to the charges introduced by the airport in May 2011 have had an adverse impact on Whitehouse Lane and some residential streets in the locality as drivers have chosen to wait, park or drop off / pick up outside of the forecourt rather than pay. The problems are particularly noticeable at peak flight times and have led to congestion on Whitehouse Lane and complaints from residents in the locality. The Council has been discussing the issues with LBIA since then to try and resolve the issues. It is also known that the awarding of the contract for the airport's taxi operator to Arrow private hire some years ago has led to substantial pressure on the Council and LBIA for a hackney rank at the airport, either on the forecourt or on Whitehouse Lane. That pressure was evident during the consideration of the terminal building extension application and has continued since. Members were clearly advised during the consideration of the terminal extension that the change to the arrangements and the awarding of the contract to Arrow which had taken place had not materially altered the proportion of people arriving at the airport by private hire / hackney carriage.
- 5.4 The current Traffic Regulation Orders on Whitehouse Lane restrict waiting and loading at any time but allow for drop off and pick up. Whitehouse Lane is the airport's primary emergency vehicle route in the event of an incident off-site and for external emergency vehicles seeking to reach the airport. There are currently no suitable facilities for passengers to safely alight, walk to or from the terminal, or store luggage trolleys from Whitehouse Lane. It is understood that the convenience of Whitehouse Lane to the terminal will always attract some passengers to drop-off or be picked up there. The Council have therefore been exploring with LBIA arrangements which will allow good access to the airport but which are also effective and will be used rather than the alternative of Whitehouse Lane. The present proposals outlined above details the current position that has been reached.
- 5.5 Whilst the Council's preference is for a hackney rank on the forecourt this cannot be insisted upon and was dealt with during the consideration of the terminal extension application. LBIA have introduced the Voyager Scheme which hackneys can use, at a cost, and which does seem to have been attractive to private hire operators.
- 5.6 The recent offer by LBIA to provide a dedicated area in long stay for drop off and pick up which would be free for the first hour is welcomed in principle. This is considered a much better option than being able to park free for an hour anywhere in the long stay car park which is extensive. Officers however remain concerned that this will remain purely within the control of the airport, is not part of the FMP, and are not yet convinced it will be accessible and convenient enough to ensure it will be used in preference to Whitehouse Lane. Further information and details have been sought from LBIA about this offer and Members will be updated at Panel. Overall it is considered that the package of information provided as set out in paras 2.6 – 2.8 is only acceptable as a FMP if it is accompanied by the Voyager area and a dedicated long stay area for free drop off / pick up which is convenient to use, gives good accessibility to the terminal building and continues to be available. Whilst the concerns of the airport about being able to have control over operational matters is noted and appreciated the Council for its part needs to have certainty over future

arrangements and confidence that problems which have arisen on Whitehouse Lane and in the wider locality will be adequately dealt with and not reoccur in the future. It is anticipated that these matters will be given further consideration and form part of the review of the airport Master plan and Surface Access Strategy which is underway. There is clearly a need for LBIA and the Council to work together on these matters to reach sensible solutions as the airport continues to develop.

- 5.8 Some consideration has been given to Whitehouse Lane and whether additional controls / enforcement are necessary to prevent congestion and ensure free flow at peak times. The main options looked at so far are;

**RED ROUTE ON WHITEHOUSE LANE:**

Red routes are major roads in urban areas of the United Kingdom, on which vehicles are not permitted to stop. This includes stopping for loading or unloading, and boarding or alighting from a vehicle. Red routes are mainly used on major bus and commuting routes. It is considered that the provision of a red route is not appropriate for Whitehouse Lane and would still permit licensed taxis (hackneys and private hire) and blue badge holders to stop to pick up and set down passengers.

**CLEARWAY ORDER:**

A clearway order could be appropriate because it would mean “no stopping” for any purpose. Clearway orders can be used for road safety or security reasons. However clearway orders are implemented by means of signage only, all existing double yellow lines and kerb markings would be removed leaving a clear road. A significant number of motorists do not appear to recognise the signing for a clearway order and contravention of the order could be high for this reason.

Enforcement of a clearway order would not be by enforcement cameras as they are not currently supported by Statutory Instrument and could not be introduced at the current time. Whilst the clearway order would be the best legal means of restricting drop off / pick up it would be reliant on regular enforcement by Police officers as violation of a clearway order is a moving traffic offence. Incidences of vehicles stopping on Whitehouse Lane is likely to continue without significant enforcement.

**6 CONCLUSION:**

- 6.1 Members are requested to note the contents and issues raised within this panel report . Members will be able to see on site the arrangements which form part of the FMP submitted by the airport together with the Voyager area and proposed dedicated long stay pick up and drop off area. Officers have sought more information and will update Members either prior to or at Panel.
- 6.2 Members are asked to comment on the suitability of the arrangements proposed.
- 6.3 It is important that Condition 14 is discharged prior to work commencing on the terminal extension, and that has to happen by mid December 2012. The importance of the airport to the city and region was recognized in dealing with the terminal extension. How people enter and leave the airport satisfactorily is a key component in the operation of the airport and its impact in the locality, particularly on the local road network. The introduction of the revised forecourt charges in May 2011 have given rise to some problems around the airport and the Council and LBIA have been in discussions for some months to improve the situation and find a solution which is acceptable to both parties.

- 6.4 With the offer of a dedicated area of the long stay car park now being offered by LBIA as a free drop off and pick up area then, subject to detail and agreement on the pedestrian access route, and certainty about duration, then on balance it is considered sufficient progress can be demonstrated to enable the FMP to be recommended for approval provided that the Voyager area and dedicated area in the long stay continue to be provided.

**Background Papers:**

08/06944/FU Panel Report and Minutes 19 February 2009.

08/06944/FU Panel Report and Minutes 16 April 2009.

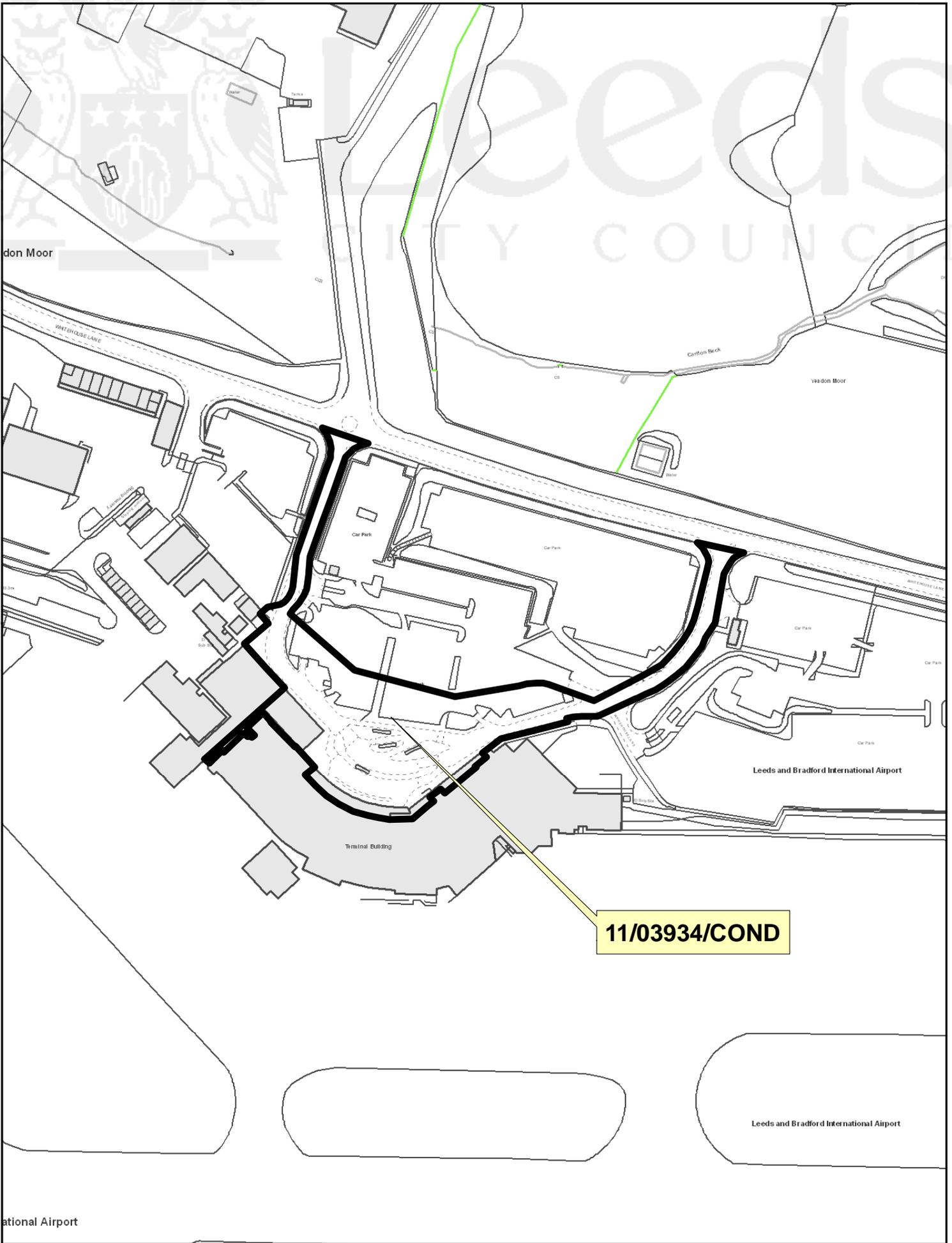
08/06944/FU Panel Report and Minutes 23 July 2009.

08/06944/FU Panel Report and Minutes 3 September 2009.

08/06944/FU Panel Report and Minutes 1 October 2009.

Application 11/03934/COND.

Application 11/01909/COND.



# WEST PLANS PANEL





- Key**
- Forecourt
  - Emergency Vehicle Access Only
  - Pedestrian Route
  - Public Service Buses / LBIA Car Park shuttle bus
  - Taxis (LBIA contracted operator)
  - All other vehicles
  - Entry Barrier
  - Exit Barrier
  - Distance from Terminal Building
  - Voyager Taxi Parking

11/03934

SCANNED

Client

Halcrow Group Ltd  
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Project  
 LBIA Transport Planning Support

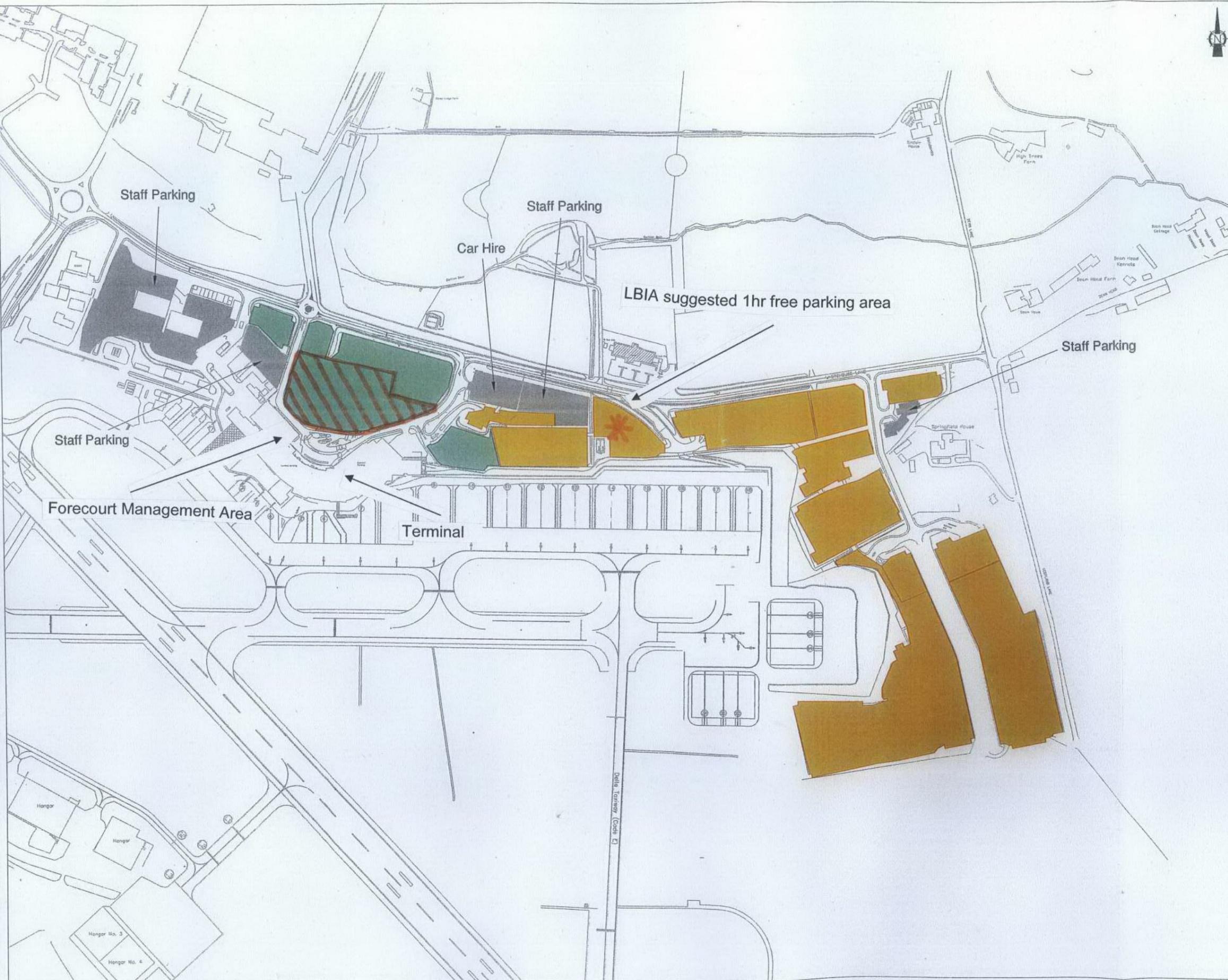
Drawing  
 Forecourt Management Plan

Drawn by	Nikki Callaghan	Date:	14/09/2011
Checked by	Chris Davies	Date:	14/09/2011
Authorised by	Chris Davies	Date:	14/09/2011

Drawing No.	Revision
CTDAJP007/FMP/00	2

Drawing Scale: NTS

CAD Filename: LBIA Forecourt Management Plan.dwg



**Key**

- Long Stay  
(3853 Spaces)
- Short Stay  
(629 Spaces)

Client



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Project

LBIA Car Parking Review

Drawing

Car Park Strategy Review:  
 Existing Parking (summer 2010)

Drawn by	Scott Goodall	Date	29/06/10
Checked by	Chris Davies	Date	29/06/10
Authorised by	Chris Davies	Date	29/06/10

Drawing No.	Figure 1	Revision	0
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Drawing Scale: NTS

CAD Filename: Figure 1.dwg Plot Scale: 1:1