



Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 13 July 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	DATE VALID	TARGET DATE
Leeds Bradford International Airport	16 September 2011	29 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:

That Members agree to discharge condition 14 of planning permission 08/06944/FU subject to the provision and retention of the free 1 hour pick up and drop off area being provided as now proposed with a direct vehicular access from the current long stay exit and defined pedestrian route to the terminal building with appropriate signage on Whitehouse Lane and within the airport curtilage. The works must be implemented within 3 months of the date of this resolution and these proposals be retained until such time as alternative arrangement can be agreed in writing by the Local Planning Authority through the review of the Masterplan and Surface Access Strategy for LBIA.

Members are requested to defer and delegate to the Chief Planning Officer the detailed approval of the alterations to the access, signage and pedestrian walkway route for the revised 1 hour free dedicated area for passengers dropping off and picking up as show in plan CTDAJP007/FMP/PA/001 and the details of the other signage within the site regarding provision for customers who are disabled.

1.0 INTRODUCTION:

1.1 Members will be aware that the details submitted by LBIA to discharge condition 14 were discussed at some length by members by Plans Panel West on 14 June 2012.

At that meeting Members determined to defer the submission to allow for officers to negotiate improved pick up and drop off proposals with the airport.

- 1.2 This panel report summarises Members concerns expressed at the last meeting, officer discussions with the airport and details the revised pick up and drop off proposals put forward by the airport.

2.0 MEMBERS RESOLUTION:

- 2.1 At the last Plans Panel meeting Members voted to defer the application because the majority were not satisfied that the forecourt management plan (FMP) addressed the wording and reason for the condition.

- 2.2 Members requested the one hour free parking be provided within the airport boundary for the purpose of aiding passengers being picked up from the airport, that was:

- Set aside for this purpose only;
- Easily identifiable, for example, in the way it was signposted from Whitehouse Lane and within the airport itself;
- Conveniently located such that it was in easy walking distance of the terminal building;
- A safe and convenient walking route to the terminal building was identified and sign-posted on the ground; and
- Tied to the discharge of the planning condition.

- 2.3 In addition, to address the issue of passenger drop-offs a 10 minute free drop off provision should be re-instated on the forecourt. Members were also clear that the provision needs to be combined with effective enforcement on Whitehouse Lane to ensure there is a “joined up “ approach to the issue of surface access for passengers.

3.0 FORECOURT CHARGING:

- 3.1 Forecourt charging is now regrettably common place across the UK’s airports. LBIA have stated that it is a key element of the revenue generation for all airports and in the case of Leeds Bradford International Airport, it will ensure that they can continue to invest in improvements to infrastructure and facilities. The table shown in annex 1 summaries forecourt charging at other airports.

- 3.2 LBIA have stated that they are not in a position to reverse their decision to charge for forecourt access. Nevertheless, officers have negotiated an agreed alternative provision.

4.0 REVISED PICK UP AND DROP OFF PROPOSAL:

- 4.1 Members made it clear that progress needed to be made from providing 1 hour free anywhere in long stay to identifying a specific dedicated area, as an alternative, to the terminal forecourt and to help reduce pick ups and drop offs on Whitehouse Lane.

- 4.2 The airports position is that the location of any dedicated free parking area is critical to the airport, to ensure that it can continue to maintain sufficient parking provision and that it is a genuine alternative rather than a competing offer to the forecourt.

- 4.3 The airport has stated that it would not be possible to locate a dedicated free area in the short stay parking area, as this would remove needed short stay spaces and given its proximity to the terminal would attract the majority of drop offs and pick ups making the current forecourt redundant. Since the last Panel the daily shuttle service to London Heathrow by British Airways has been formally announced which will begin in December 2012 and involve 4 flights a day to the capital. This service is welcomed but will increase demand for both long and short stay parking at the airport.
- 4.4 However, LBIA have agreed to dedicate a revised area closer to the terminal building for use for picking up and dropping off of passengers for a free 1 hour period linked to the completion of the airport Masterplan/ASAS review. The area will have a minimum space for 51 cars.
- 4.5 The area is shown on the plan in Annex 4 at the end of this report.
- 4.6 The airport state that this revised area the closest feasible position to the terminal. It is closer to the terminal than the previous proposal put forward at the last Plans Panel meeting. The terminal is clearly visible from this position, it's less than 5 minutes walk to the terminal, and is next to a bus stop which provides frequent access to the terminal with a travel time of less than 2 minutes.
- 4.7 Concern was raised by officers on the attractiveness of this revised area given that it was originally proposed to be accessed from the long stay entrance. Whilst the airport has stated that accessing the dedicated area from the main entrance roundabout would not be possible due to the significant number of short stay spaces that would have to be removed to create a dedicated route. Furthermore, the airport consider that many passengers would simply choose to drop off in the main entrance road or at the first available point after passing through the barriers, creating more not less traffic management issues.
- 4.8 That being said, the option to access this revised area from the current long stay exit has been suggested by officers and examined by LBIA. This would result in a clearly understandable and readable access to the free parking area directly onto Whitehouse Lane in close proximity to the main entrance and avoid a long circuitous route through long stay.
- 4.9 LBIA have accepted this proposal and whilst it would require some highway works to the existing access, the airport have confirmed that it is deliverable and achievable.
- 5.0 SIGNAGE:**
- 5.1 Members at the last plans panel meeting, raised questions over signage. Following negotiations, the airport have agreed to introduce improved signage to and from the revised dedicated free 1hr area. This signage review has also identified areas where signage can be improved for disabled passengers on the forecourt itself. In addition, LBIA have confirmed that directional signage along Whitehouse Lane can also be reviewed with the appropriate agreement of the highway authority.
- 5.2 A detailed plan showing signage improvements within the airport site and directional approach signage on Whitehouse Lane will be shown at the Panel Meeting.

6.0 ENFORCEMENT ON WHITEHOUSE LANE:

- 6.1 Officers have held meetings with the Council's Parking Management, Traffic and Policy teams discussing the issue of any proposals which might be considered necessary to improve the enforceability of the existing or new controls on Whitehouse Lane.
- 6.2 As a result of these discussions and as part of a coordinated approach to managing traffic using Whitehouse Lane, Leeds City Council have agreed to resume enforcement of the existing TRO's on Whitehouse Lane as part of the normal parking enforcement arrangements for the city. In addition, discussions regarding the need to upgrade the TRO's on Whitehouse Lane to address dropping off and picking up of airport customers are progressing and any revised proposals will be subject to the normal formal procedures.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 Otley & Yeadon, Guiseley & Rawdon and Horsforth Members have recently (insert date) been provided with the details of the revised proposals directly. Any Members comments received prior to Panel will be reported verbally at Panel.

8.0 CONSULTATIONS RESPONSES:

HIGHWAYS:

- 8.1 The proposed free parking area in long stay accessed directly from Whitehouse Lane is supported to facilitate pick ups from the airport. The provision of a separate access (subject to detail) is preferable to the current access arrangement through the long stay car park. It is expected that signing to and from the terminal for passengers will be provided on a clearly marked and maintained route. However, it is not expected that this provision will remove all demand for dropping off on Whitehouse Lane.

9.0 MAIN ISSUES:

- 9.1 It is considered that the main issues in this case are:-
- Whether the revised proposals in the FMP provide good access to passengers and visitors to LBIA;
 - Whether the revised proposals in the FMP are acceptable in road safety terms; and
 - Whether the revised proposal in the FMP are acceptable in terms of impact on the amenity of residents living in the locality.

10.0 MAIN ISSUES AND APPRAISAL:

- 10.1 It is disappointing that the airport will not re-introduce the free parking period on the forecourt and there would remain a £2 charge. However it is recognized that the income received is important to LBIA in bringing forward investment in the infrastructure at the airport. A solution must be found that would address the wording of the condition and the interest of the free flow of traffic on Whitehouse Lane, that is balanced against the commercial and operational requirements of the airport.
- 10.2 It is considered that the revised proposal for the location and access of the 1 hour free pick up and drop off area is an improvement to the previous proposal and a

more attractive proposition for users offering a genuine alternative to the £2 charge on the forecourt which is available directly outside the entrance. It would be dedicated for that use and it be easily identifiable. This is aided by the proposal to have direct access from Whitehouse Lane and with appropriate signage.

10.3 Together with the reintroduction of enforcement on Whitehouse Lane and further consideration of whether the existing Traffic regulation Order needs to be amended the revised proposals do result in a package which should significantly improve the present situation.

10.4 Officers believe that a safe and convenient walking route to the terminal building has been identified as long as appropriate marking and signage can be agreed on the ground which is clear and will direct passengers and visitors to the right areas.

11.0 CONCLUSION:

11.1 Whilst not all measures requested by Plans Panel West have been met, overall it is considered that this revised package (1 hour free parking area with dedicated access onto Whitehouse Lane, improved signage, pedestrian walkway and LCC highway enforcement) is an acceptable solution that will ensure that visitors to the airport will be able to use the facilities easily and would protect the free flow of traffic on the local road network better than at present.

11.2 Therefore Members are recommended to discharge the Forecourt Management Plan condition subject to the caveats set out in the recommendation box at the start of this report. It is important for the local and regional economy that the terminal extension is progressed and the agreement of this remaining pre commencement condition will clear the way for a commencement on site.

Background Papers:

14 June Original Panel Report

14 June Addendum Panel Report

ANNEX 1 UK AIRPORT FORECOURT CHARGING

Airport	Pick up Charge	Drop off Charge	Alternative Pick up and Drop off Area
London Luton	Yes	Yes	Yes
	£1 for 10 mins	£1 for 10 mins	30 mins free for pick up and drop off
	£80 if 10 mins exceeded	£80 if 10 mins exceeded	2 minute bus ride
Edinburgh	Yes	Yes	Yes
	£2.20 for 15 mins	£1.00 for 10 mins	Free drop off area
	£3.60 for 15-30 mins	£5 for 10-20 mins	5 minutes bus ride
Birmingham	Yes	Yes	Yes
	Standard car park charges	£1.00 for 10mins	Free in long stay for 15 mins
Liverpool	Yes	No	No
	£2.00 for 20 mins	5 mins free £2.00 for 15 mins	none
East Midlands	Yes	Yes	Yes
	£2.00 for 30 mins	£1.00 for 10 mins	Free for 60mins
			6 minutes bus ride
Manchester	Yes	No	No
	£2.20 – up to 30 mins		None
Bristol	Yes	Yes	Yes
	£1.00 for 20 mins	£1.00 for 20 mins	10 min free £4.00 for 10-30 mins £50 for over 30 mins
	£3.00 for 20-40 mins	£3.00 for 20-40 mins	500m from the terminal
Belfast International	Yes	Yes	Yes
	£1.00 for 10 mins	£1.00 for 10 mins	Anywhere in long stay for a 'short grace period'
Newcastle	Yes	Yes	No
	£1.00 for 20 mins	£1 for 20 mins	None

ANNEX 2 ORIGINAL PANEL REPORT



Leeds
CITY COUNCIL

Originator: Tim Poupard /
Martin Sellens
Tel: 0113 2475647

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	DATE VALID	TARGET DATE
Leeds Bradford International Airport	16 September 2011	29 TH 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 14th 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 3rd 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 21st 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 14th 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 29th 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.
- 2.7 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.
- 2.8 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.
- 2.9 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.
- 2.10 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.
- 2.11 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.

- 2.12 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
- 2.13 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

- 2.14 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

- 2.15 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.
- 2.16 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 21st 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.

3.0 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 (21st 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.

4.0 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.

5.0 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:

- 5.9 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:

- 5.10 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.
- 5.11 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.

6.0 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.

ANNEX 3 PANEL REPORT ADDENDUM



Originator: Tim Poupard /
Martin Sellens
Tel: 0113 2475647

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	DATE VALID	TARGET DATE
Leeds Bradford International Airport	16 September 2011	29 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

PANEL REPORT ADDENDUM

1.0 INTRODUCTION:

1.1 As stated in paragraph 1.5 of the main Forecourt Management Plan Panel Report, further information was sought from LBIA. This addendum report is an update comprising the technical response from the airport as well as other comments received from LBIA and from Ward Members following the publication of the original Panel Report.

1.2 Members should be aware that there is no officer commentary on the additional information received, it has been compiled for Members' information.

2.0 LEEDS BRADFORD INTERNATIONAL AIRPORT:

2.1 LBIA has stated that it does not consider that the report comprehensively reflects the purpose of the condition, nor does it identify clearly the matters that are and are

not relevant to the forecourt management plan. The Airport has made the following comments on the detail of the report: -

- 2.2 LBIA contend that a key matter that has not been included in the report is that there is no traffic management on Whitehouse Lane, a public highway, following the council's decision to withdraw training of airport staff. They believe this is a relevant point for Members to understand, particularly if they are being asked to judge whether the forecourt plan is acceptable in the context of whether there is a highway safety problem on Whitehouse Lane. The airport have stated that they have raised this matter with the Council on many occasions, but no progress has been made. They also consider it surprising that the Council raise highway safety concerns with stopping on Whitehouse Lane, when the Council has for a number of months been vigorously pursuing the imposition of a hackney carriage rank on the same stretch of public highway.
- 2.3 Specifically, the airport would wish to bring the following matters to Members' attention at Plans Panel West:-
- 2.3.1 "The report does not explain the physical limits of the forecourt. (We assume that the council has taken a legal view on the extent of the forecourt?) For example, there is reference to signs on Whitehouse Lane being part of the forecourt management plan submission, which have been provided for information only and are not included. References throughout the report to parking on surrounding residential streets, the Voyager Scheme, and the provision of a hackney carriage rank are unhelpful, as they add to the confusion over the purpose of this condition and what it can and was intended to address.
- 2.3.2 The report refers to a 'survey' of Whitehouse Lane in late May. We are not aware of any such survey being carried out or indeed the results of it. In fact we were contacted by an LCC officer last week to ask if he could film on Whitehouse Lane at the airport's 'busiest time', to establish the extent of any problem on Whitehouse Lane. We are therefore surprised that the highway comments at 4.1 are unequivocal about a highway safety problem being caused by the introduction of a different forecourt charging regime.
- 2.3.3 There has been no serious suggestion before that changes to the forecourt charging arrangements have led to more airport parking in residential streets. There is no evidence of it that we have seen or have been made aware of, and if there was that it's causing a highway problem. It appears highly unlikely that passengers would choose to drop off passengers in surrounding streets given the distance from the terminal. We are therefore very surprised to see that this is one the three main issues raised in determining the discharge of this condition at paragraph 5.1.
- 2.3.4 In all of our discussions it has never been suggested that the council would require the forecourt management plan to include the voyager scheme. The area dedicated is outside of the forecourt and it is a commercial arrangement, not related to the forecourt management plan. You could not include the area subject to the scheme without binding the airport into the current commercial arrangements, which is unreasonable and not related to the condition.

- 2.3.5 It should be brought to Members' attention that Whitehouse Lane is a public highway and that the management of this highway falls to the local authority.
- 2.3.6 It has not been mentioned in the report that LCC withdrew training for airport personnel to assist with the management of traffic on Whitehouse Lane, which the airport paid the council to provide. No explanation has ever been given for this withdrawal and the training has not been reinstated despite many requests from LBIA. With no enforcement in place on Whitehouse Lane you would expect the incidences of dropping off and picking up to increase. This is a key point which Members should be made aware of.
- 2.3.7 We have been in discussion with your officers on the provision of a Clearway Order for some time and had been given the impression that this was a workable solution. We are advised that enforcement cameras can be used to enforce a Clearway, and that whilst a statutory instrument may be required, this is within the council's power to pursue and was in fact being pursued as part of wider plans to enforce bus only routes. Similar schemes are being used at other airports to tackle the issue of parking on public highways and it is an option here.
- 2.3.8 There is no explanation that the revenue raised from forecourt charging enables LBIA to make improvements to the airport's infrastructure, for example the terminal building improvements and the continuing voluntary subsidies to public transport.
- 2.3.9 Given the wide range of topics covered in the committee report, it is disappointing that there is no reference to the airport's continued success in increasing the modal share of public buses for the third year in a row. You will be aware that the success of the service to Leeds means that Centrebus are very likely to implement a 20 minute service from September this year. This is important context if Members are being asked to view the forecourt arrangements and its implications for surface access so widely".

3.0 WARD MEMBER COMMENTS

3.1 The following comments have been received from Local Ward members:

COUNCILLOR CAMPBELL:

3.2 Councilor Campbell (on behalf of the Otley & Yeadon Ward Councilors) has made the following comments on the report: -

3.3 "Plans Panel when it agreed the original application (08/06944) to extend the airport terminal expressed concerns about the then management of traffic/passengers on the forecourt of the airport. The concerns included: -

- The short pick up and drop off time available (at the time 10 minutes). This was having a detrimental impact on neighbouring residential streets which were being used as temporary waiting areas.
- The facilities for disabled passengers, the distance they dropped off from the terminal, the airports facilities for dealing with individuals who requested assistance.
- The provision of taxi facilities.

- The airport is a major generator of traffic movements and should be expected to ensure that their activities have a neutral effect on the surrounding area.

- 3.4 Subsequently the Airport have introduced a new management plan which included the introduction of a £2.00 pick up and drop off charge. I think it is fair to say that this has increased the problems for neighbouring residential areas by increasing the amount of short stay parking (along with some long stay) which has necessitated the introduction of traffic regulation orders on Victoria Avenue and adjacent streets.
- 3.5 The application (11/03934) seeks to regularise the current position rather than address the previous concerns and deal with the underlying issues.
- 3.6 We do not believe the proposals will create a situation whereby vehicles picking up or dropping off will use the proposed facilities and thereby reduce the impact on neighbouring roads.
- 3.7 The area suggested for free parking is some distance from the terminal and can only effectively be accessed by the shuttle bus. This is a discouragement and will mean it is not an attractive proposition.
- 3.8 The proposals do not seem to address the other issues raised at the original Panel.
- 3.9 The ward members would prefer a free drop off and pick up point adjacent to the terminal along with a short stay park somewhere on site. This would alleviate the issues in neighbouring residential streets of car owners waiting for flights to land so they can drive in to pick up (or drop off) usually on Whitehouse Lane.
- 3.10 We also believe that members of the public should have the widest choice of how they access the airport.
- 3.11 The Airport have indicated that they would not wish to change the revenue generating uses at the front of the terminal building. If Panel accept this then the Airport must put forward a credible alternative to deal with the situation.
- 3.12 The ward members would ask that the Panel defer the application for further discussions to include the provision of short stay parking on the car park adjacent to the eastern end of the terminal, (displaced pay parking could be situated on the staff car park which could be moved further away from the terminal), that area to be marked out clearly as free short stay parking, appropriate signage (with diagram if necessary) to be introduced to make it clear to airport users that free pick up and drop off is available a couple of minutes walk from the terminal."

COUNCILOR CLEASBY:

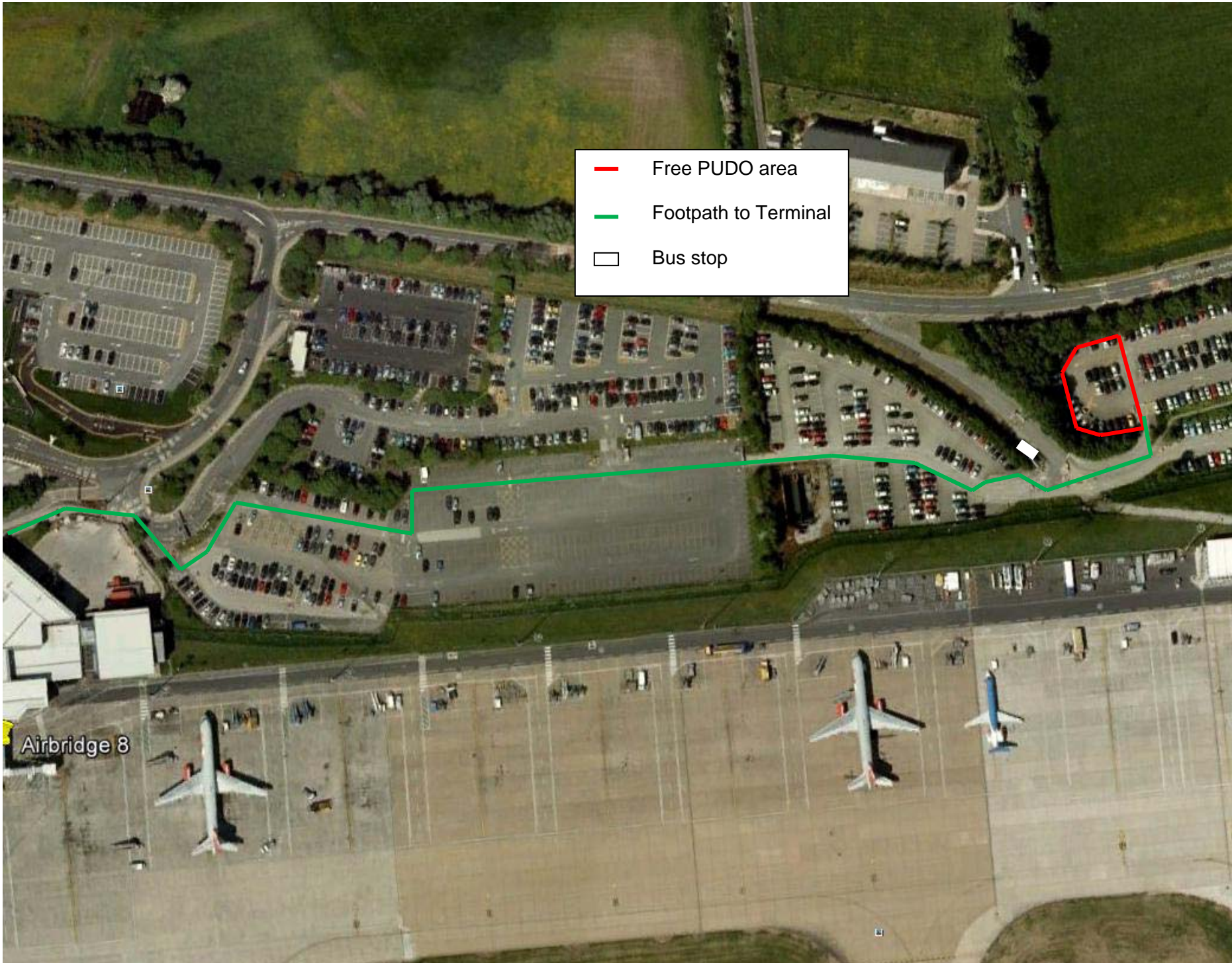
- 3.13 Councilor Cleasby (as Horsforth Ward Member and Rawdon resident) has stated that he wishes to express his concerns over this application, the Airports view of the use of the motor car and the implications for his Ward. He has made the following comments on the report: -
- 3.14 "The original Application (08/06944/FU), had as a major part of its traffic management plans to move towards the increased use of bus services. At the time I expressed my concerns to panel that they were inadequate to allow an increase in passenger numbers whilst reducing dependence on car usage, I have been proved correct.

- 3.15 At a subsequent Scrutiny Board, I was able to show that the figures, presented, for car usage were distorted and in my opinion dishonest.
- 3.16 The Airport had the Council train "traffic wardens" for them to "police" these matters, was this necessary?. Do the figures show the need to reduce accidents or to reduce neighbourhood complaints?.
- 3.17 Since then at a Planning Panel meeting, at the Airport I was staggered to see in their presentation to us figures for the Airports dependence on Car Parking. This was confirmed, in questioning, in fact they went further and stated their dependence upon car parking revenues as a major part of their profit! Is this the explanation for traffic wardens, yes of course it is.
- 3.18 I would ask Panel Members and Officers to consider these points as the Airport has shown a disregard for the proper management of car usage in the interest of passengers and the local community. In fact I would go further and request Panel to consider the Airports wider Traffic Management Plans to reduce car dependence and a genuine, committed move towards other transport systems.
- 3.19 I wish to object to the determination process proposed by Officers. It is not correct for such a contentious issue to be decided on information supplied to Panel at the Panel Meeting. It does not allow for proper representation, consideration, questioning or objection from anyone other than the Panel Members. This cannot be a proper way to decide this matter."

4.0 TECHNICAL ADDENDUM:

- 4.1 LBIA have stated that they are committed to finding a way forward to ensure that this development can proceed, which will be of economic benefit to Leeds indeed the City Region as a whole. Given the importance of the project, the limited time now left for the determination of the airport's submission, LBIA will include in the formal submission a commitment that the dedicated area for 1 hours' free parking stays in place in the location shown in the enclosed plan until the completion of the airport's review of its Masterplan and surface access strategy.
- 4.2 LBIA have also stated that they make this offer as a final response to the Council's requests, but for clarity it does not represent an acknowledgement that the principle of a dedicated area or indeed the inclusion of land outside the forecourt relates in any way to condition 14. It is put forward simply as a means to resolve this matter.
- 4.3 The airport have also provided the following updated information on the current number of people who use the long stay car park for short stays:-

Week Ending	10 mins	20 mins	40 mins	1 hour	1-2 hours	Total
13/05/2012	113	22	38	9	2	184
20/05/2012	168	16	25	14	4	227
27/05/2012	190	27	25	12	0	254



- Free PUDO area
- Footpath to Terminal
- Bus stop

Airbridge 8



ANNEX 4 Revised proposal for 1hr free parking area

