

EAST HERTS COUNCIL

NON-KEY DECISION – 18/19

REPORT BY EXECUTIVE MEMBER FOR ECONOMIC DEVELOPMENT

LONDON LUTON AIRPORT – “FUTURE LUTON, MAKING BEST USE OF OUR RUNWAY” POTENTIAL EXPANSION CONSULTATION, JULY 2018

WARD(S) AFFECTED: ALL

Purpose/Summary of Report

- The purpose of this report is to agree the Council’s response to the London Luton Airport Ltd’s “Future LuToN, Making Best Use of our Runway” consultation on the potential expansion of the airport.

RECOMMENDATION FOR DECISION: That London Luton Airport Ltd (LLAL) be informed that, in respect of its “Future LuToN, Making Best Use of our Runway” consultation on the potential expansion of Luton Airport, July 2018, East Herts Council:

(A)	recognises the Government’s policy stance in relation to making best use of existing runways at airports in the South East, including Luton Airport;
(B)	supports, in principle, the general economic benefits that expansion of the airport would bring to both East Herts residents and the wider Luton, Bedfordshire and Hertfordshire areas;
(C)	considers that LLAL should explore measures to improve East-West connections to both serve the airport and support the wider Oxford-Cambridge corridor;

(D)	notwithstanding (C), reserves its position in respect of surface access matters until such time as evidence becomes available to allow for full consideration of such issues in due course; and
(E)	reserves its position in respect of environmental impact until such time as evidence becomes available to allow for full consideration of such issues in due course.

1.0 Background

1.1 On 9th July, Luton Council's airport company, London Luton Airport Ltd (LLAL) launched its ten-week consultation regarding options aimed at expanding its operations beyond the existing capacity of 18 million passengers per annum (mppa), which it expects to reach in 2021, to between 36 and 38mppa by 2050.

1.2 The "Future LuToN, Making Best Use of our Runway" consultation documentation is available to view via the link at the Background Papers section of this report. In terms of consideration of the issues raised within the consultation documents, this report largely concentrates on those aspects that could have the most potential impact on East Herts residents.

1.3 The consultation closes on Friday 31st August 2018.

2.0 Report

2.1 This early-stage, non-statutory, engagement is the first of two consultations on expansion proposals that LLAL is planning to hold. It provides a series of options to be considered that could deliver the additional capacity which is sought for the airport and the analysis of feedback resulting from the consultation will lead on to the development of a single proposal. The second consultation for the emerging single proposal, scheduled to take

place next year, will be a statutory consultation under the Planning Act 2008.

- 2.2 It should be noted that, while this informal consultation does not yet involve the submission of a formal planning application, when that stage is reached, Luton Council will not be the determining authority. This is because the application will apply to development involving an increase above the 10mppa threshold meaning that that it is classified as a Nationally Significant Infrastructure Project (NSIP) for the purposes of the Planning Act 2008. The consequence of this is that the Development Consent Order (DCO) process must be followed, whereby applications are made to the Secretary of State for Transport and examined by the Planning Inspectorate (PINS).
- 2.3 In terms of the current operation of Luton airport (LTN), this predominantly relates to scheduled and chartered short haul passenger flights, while also providing for a smaller cargo element. It additionally involves substantial aircraft maintenance activity. Passenger access to the airport is in the process of improvement with the Luton Direct Air Rail Transit (DART), providing direct access from Luton Airport Parkway to the airport, already under construction and anticipated to be completed in 2021.
- 2.4 The current layout of the airport (including the DART currently under construction is:



Current Layout of LTN

- 2.5 In terms of future development, while LTN does not have a current adopted Masterplan, the strategy set out in its 'Vision for Sustainable Growth 2020-2050', published December 2017, is to:
- Make best use of the existing runway
 - Maximise benefits to the local and sub-regional economy
 - Deliver good levels of service to our customers
 - Minimise and mitigate environmental impacts in line with our commitment to responsible and sustainable development
 - Support Luton Council in the delivery of the 'Luton Investment Framework'.
- 2.6 The current consultation commits to growing LTN in line with passenger demand and therefore any expansion would be delivered in phases to avoid provision of excess capacity in advance of requirement.
- 2.7 The consultation includes four options that it is seeking views upon. These have been derived through a sift process and are those which have performed the best against the criteria within

the two sift stages in the process to date, i.e. 'Initial identification of high level options' and 'Developing strategic options'.

2.8 The four options currently under consideration through this consultation, out of seven initially considered through the Sift 1 process, include (although, please note that all illustrations are indicative only in respect of showing what the options could look like):

2.9 Option 1a: Two terminals to the north of the runway, retaining the existing terminal and a new terminal on part of the existing Wigmore Valley Park, which could be re-provided further to the east:



Option 1a

2.10 Option 1b: A single new terminal option to the north of the runway on the long-stay car park and part of Wigmore Valley Park, phased over time to incorporate or replace the existing terminal. This terminal could be located as far west as possible and expand eastwards as required. As with option 1a, Wigmore Valley Park could be re-provided further to the east:



Option 1b

2.11 Option 1c: A single new large terminal option to the north of the runway on Wigmore Valley Park. This terminal could expand westwards as required. As with options 1a and 1b, Wigmore Valley Park could be re-provided further to the east:



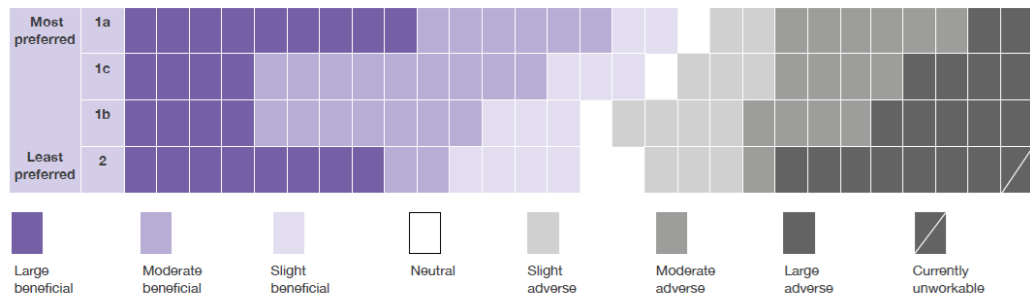
Option 1c

2.12 Option 2: A two-terminal option, retaining the existing terminal with a new terminal to the south of the runway. In this option, we expect Wigmore Valley Park could significantly remain where it is proposed to be located under the planning application for New Century Park:



Option 2

2.13 These four options, which were brought forward from the first Sift, were then subject to Sift 2, which provided a fuller appraisal of the options. This considered each option against 28 criteria, which is a similar approach to the early site identification stages this Council adopted in the District Plan. However, the LTN sifting process attributed a number-weighted scoring system against the options. While all four options are currently the subject of the public consultation, each performs quite differently when the second Sift is applied:



Assessment of the Options

- 2.14 On the basis of the outcome of the Sift 2 application, and bearing in mind that Option 2 involves Green Belt land that would currently be considered unavailable under sequential testing, LTN proposes to focus on options to the north of the runway, unless such proposals should prove unworkable following further analysis.
- 2.15 Therefore, in considering the Sift 2 results, LTN currently favours Option 1a, which proposes a north-side, two-terminal solution, as its emerging preferred option:



Emerging Preferred Option: north-side, two-terminal solution

- 2.16 In respect of East Herts Council's response to the consultation, there are a number of matters to be taken into account.

- 2.17 In consideration of the principle of development, it should be noted that on 21 July 2017, the Government issued a call for evidence on a new Aviation Strategy. Having analysed the responses, the Government has since confirmed, in the June 2018 Airports National Policy Statement, “that it is supportive of airports beyond Heathrow making best use of their existing runways” as a new runway there would not open for at least 10 years. However, it also recognises “that the development of airports can have positive and negative impacts, including on noise levels” and that “any proposals should be judged on their individual merits by the relevant planning authority, taking careful account of all relevant considerations, particularly economic and environmental impacts”.
- 2.18 Therefore, it must be considered that there is in-principle national policy agreement to such proposals, subject to suitable mitigation measures being introduced to successfully address any material environmental and other concerns.
- 2.19 In economic terms, LTN is described in the consultation as the international airport gateway to the economically vibrant Oxford-Cambridge corridor. The consultation further states that “LTN is a key driver of the local and sub-regional economies, supporting more than 30,000 jobs in 2015. It also contributes £1.5bn per year to the UK economy, including more than £500m into the three counties of Bedfordshire, Buckinghamshire and Hertfordshire”. It also relates that every million additional passengers at LTN could provide 800 new jobs and add an estimated £76m to the regional economy. Therefore, it would have a significant beneficial effect on employment and the economy in the region, which could assist East Herts’ residents and businesses.
- 2.20 However, in the context of committing to economic vibrancy, it is considered the expansion of the airport would benefit from improved East-West links, especially in relation to the Oxford-Cambridge corridor. Therefore, it would be appropriate for LLAL

to give consideration to how such links could be improved through the emerging expansion proposals.

- 2.21 The consultation commits to sustainable development of the airport through its “Vision for Sustainable Growth 2020-2050” and a new long-term Draft Sustainability Strategy for LTN as a whole is under preparation.
- 2.22 However, and notwithstanding the point made at 2.20 above, at this stage there is a significant amount of information missing from the consultation around surface access and environmental impacts.
- 2.23 Firstly, the measurement of potential effects of the development, in terms of surface access, is at a very early stage in respect of impact on Hertfordshire. LTN currently understands that the following route loading applies in relation to journeys to/from the airport:



Consultation illustration of journeys to and from the airport

- 2.24 However, the current data that is being used is out-dated and does not take into account HCC's COMET modelling, which has been used to understand growth in movement terms across the county. LTN's consultants have been in discussion with HCC and it is understood that further work is ongoing in this respect and also in relation to more detailed micro-simulation traffic modelling, which looks at the local highway network and surrounding key roads.
- 2.25 Furthermore, the environmental impacts of development will not be fully known until after the final scheme has been selected and more detailed work carried out, so it will not be possible to ascertain any potential effects for East Herts until later in the process.
- 2.26 This is further compounded by the fact that take-off and landing patterns cannot be fully determined at this stage, which is additionally complicated by the Government yet needing to consider and consult on airspace changes for the whole of the south east. This is, in turn, largely predicated on working through proposals for Heathrow and the effects that the operation of a third runway and associated movements will have on the availability of airspace to serve the other south east airports, including (for East Herts) Luton and Stansted.
- 2.27 Therefore, it is simply not possible at this stage to make informed comment in relation to the above matters.
- 2.28 Taking all of the above into account, it is therefore recommended that the Council should recognise the national policy position and offer in-principle support for economic benefits, but reserve its position in respect of surface access and environmental issues until the next stage of consultation, when more detailed information will be available.

3.0 Implications/Consultations

- 3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

Background Papers

- London Luton Airport – Potential Expansion Consultation, July 2018
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/714106/airports-nps-new-runway-capacity-and-infrastructure-at-airports-in-the-south-east-of-england-web-version.pdf
- London Luton Airport Vision for Sustainable Growth 2020-2050, Dec 2017
<https://www.llal.org.uk/Documents/vision2020-2050.pdf>
- Beyond the Horizon: The Future of Aviation: making best use of existing runways, June 2018
<https://www.gov.uk/government/publications/aviation-strategy-making-best-use-of-existing-runways>
- Beyond the Horizon: The Future of Aviation: A call for evidence on a new strategy, July 2017
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/636625/aviation-strategy-call-for-evidence.pdf
- Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England, June 2018
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/714106/airports-nps-new-runway-capacity-and-infrastructure-at-airports-in-the-south-east-of-england-web-version.pdf
- Aviation Policy Framework, March 2013
<https://www.gov.uk/government/publications/aviation-policy->

framework

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