

Report For:	Executive
Date of Meeting:	23 November 2021
Report Of:	Sunil Sahadevan Head of Planning
Report Author:	David Gurtler
Subject:	London Luton Airport Master Plan
Lead Executive Member(s):	Councillor Simmons
Wards Affected:	All
Consultations:	Councillors <input checked="" type="checkbox"/> Scrutiny <input type="checkbox"/> Stakeholders <input type="checkbox"/> Others <input type="checkbox"/>

Recommendations

- The Executive is recommended to consider and adopt the use of the Airport Master Plan for the purposes of policy LLP6 B(iii) of the Local Plan.**

Background

- The government's Aviation Policy Framework (APF) recommends that airport operators prepare master plans to provide a clear statement of their intention in relation to future development proposals at major airports, which will then be given due consideration in the planning process.
- In September 2012 the airport operator, London Luton Airport Operations Limited (LLAOL) published their Airport Master Plan which set out LLAOL's intention for the development of the airport up to 2031, with growth in that period predicted to allow the airport to accommodate 18 million passengers per annum (mppa). In 2017, the airport owner, London Luton Airport Limited (LLAL), published its 'Vision for Sustainable Growth 2020-2050', setting out its vision to make the best use of the existing runway and to provide the maximum benefit to the local and sub-regional economy. The likely outcome of LLAL's vision is the submission of an application for a Development Consent Order (DCO), with LLAL having undertaken initial consultation on this in 2019. The DCO process is ongoing and timescales have shifted due to the pandemic. The likely outcome of this process will not be known for at least two to three years. The DCO will establish the long term plans for the airport. However, in the meantime, the airport operator has submitted their Airport Master Plan to cover the short to medium term expansion of the airport to accommodate 19mppa.
- The Airport Master Plan addresses the five core areas that the government anticipated should be included in master plans, namely: forecasts; infrastructure proposals; safeguarding and land/property take; impact on people and the natural environment; and proposals to minimise and mitigate impacts.

The Current Position

- The Luton Local Plan 2011-2031 was adopted in November 2017 and sets out policies for development in Luton, including at the airport. This together with the National Planning Policy Framework (NPPF) currently form the Development Framework.

6. The airport operator undertook public consultation on the draft Airport Master Plan between 7 October and 11 November 2020 with a Summary Consultation Report published in December 2020. The Airport Master Plan was then published in January 2021 by the airport operator.
7. Policy LLP6 of the Luton Local Plan states, inter alia, that proposals for development at the airport will only be supported where they accord with an up to date Airport Master Plan published by the airport operator and adopted by the Council. The word 'adopt' means in this context 'formally approve or accept' (as defined in the New Oxford Dictionary of English) and not in the context of Supplementary Planning Documents (SPD), as it has not gone through the formal process required for SPD under Planning Regulations, nor is it a Local Development Document (LDD). It is a material consideration for the local planning authority to take into account in the context of Policy LLP6 but should not be treated as SPD.

Goals and Objectives

8. There is no physical building construction or material change of use promoted within the Airport Master Plan 2021, rather its purpose is to analyse the required capacity at the airport for it to manage up to one million additional passengers. This accords with the primary objective for master plans set by the government in the APF. The intention is that the Airport Master Plan 2021 should be given due consideration by the Council in the planning process, in line with government policy, in order to guide future development at the airport. The wording of Policy LLP6 B(iii) requires the Council to have considered the Airport Master Plan and to have adopted it but this does not pre-empt the outcome of the development management process.

Proposal

9. The Airport Master Plan 2021 has been prepared and published by the airport operator. Adopting the Airport Master Plan will assist the Council in carrying out its functions as local planning authority when considering development proposals at the airport.

Key Risks

10. The risk of not adopting the Airport Master Plan is that the Council will not have endorsed an up to date Airport Master Plan, the current Airport Master Plan now being nine years old, and therefore development proposals coming forward at the airport may not accord with policy LLP6 B(iii) of the adopted Local Plan.

Consultations

11. The airport operator undertook public consultation for five weeks in 2020.

Alternative options considered and rejected (please specify)

12. Not to adopt the Airport Master Plan 2021. The Airport Master Plan is a non-statutory document and not SPD or LDD. However, the government makes clear that airport master plans are to provide a clear statement of the airport operator's intention in relation to future development which is to be given due consideration in the local planning process. The lack of an up-to-date Airport Master Plan may affect Planning, a statutory function of the Council, and it is therefore considered that it is appropriate to adopt the Airport Master Plan for use when considering development proposals at the airport.

Appendices Attached

13. Airport Master Plan 2021 available to view via the following link:

http://luton19mppa.info/Downloads/Application/IDOM_London_Luton_Master_Plan_19_mppa_Final%20Report_Jan%202021_v2.6.pdf

14. Integrated Impact Assessment

List of Background Papers - Local Government Act 1972, Section 100D

15. Aviation Policy Framework (2013), available for inspection via the government's website at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/153776/aviation-policy-framework.pdf

16. Airport Master Plan 2012 available to view via the following link:

<https://www.luton.gov.uk/Environment/Lists/LutonDocuments/PDF/Local%20Plan/Vision%20objectives%20and%20spatial%20strategy/STR%20013.pdf>

17. The planning application including the Consultation Summary Report (December 2020) and Environmental Statement Addendum are available via the Council's planning portal at:

<https://planning.luton.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=QMRHGXKGFQH00>

Implications - an appropriate officer must clear all statements

For CLMT only Legal and Finance are required

Required

Item	Details	Clearance Agreed By	Dated
Legal	Reference to the planning policy context has been set out above.	Steven Sparshott Senior Solicitor	8/11/21
Finance	There are no direct financial implications for the Council associated with this report.	Darren Lambert, Finance Business Partner	8 th November 2021
Equalities / Cohesion / Inclusion (Social Justice)	An IIA has been completed and has not identified specific impacts on any of the 9 protected characteristics	Maureen Drummond, Equality and Diversity Adviser	9 November 2021

Item	Details	Clearance Agreed By	Dated
Environment	The 19 MPPA Airport Master Plan involves no infrastructure or external physical development, but utilises the existing facilities. The IIA identifies potential negative impacts related to noise, carbon emissions and waste and impacts related to air quality. The airport operator has proposed mitigation strategies: noise - compensation funds, aircraft night time restrictions, differential charging to incentivise modernisation of fleet; carbon emissions – travel planning and continuous improvement in energy management and efficiency; waste - waste minimisation and recycling targets will continue be tightened annually; air quality – travel planning and incentives for sustainable transport, regular monitoring.	Shaun Askins – Service Manager Strategy & Sustainability	9 November 2021
Health	The IIA identifies potential negative impacts related to noise, carbon emissions and waste and impacts related to air quality. The airport operator has proposed mitigation strategies: noise - compensation funds, aircraft night time restrictions, differential charging to incentivise modernisation of fleet; carbon emissions – travel planning and continuous improvement in energy management and efficiency; waste - waste minimisation and recycling targets will continue be tightened annually; air quality – travel planning and incentives for sustainable transport, regular monitoring. However, there are no mitigation measures relating to the mental wellbeing of residents within the vicinity of the airport which will need to be monitored once the airport's plan is realised.	Chimeme Egbutah	10 th November 2021

Optional

Item	Details	Clearance Agreed By	Dated
Community Safety			
Staffing			
Other			