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London Luton Airport Expansion

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8.97 Outline Transport Related Impacts Monitoring and Mitigation Approach (TRIMMA)

Infrastructure Planning (Examination Procedure) Rules 2010

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The Planning Act 2008

The Infrastructure Planning (Examination Procedure) Rules 2010

**London Luton Airport Expansion Development Consent
Order 202x**

**8.97 OUTLINE TRANSPORT RELATED IMPACTS MONITORING AND
MITIGATION APPROACH (TRIMMA)**

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1 INTRODUCTION

1.1 The Proposed Development

- 1.1.1 This document has been prepared to support the application for development consent for the proposed expansion of London Luton Airport ('the Proposed Development'), submitted by Luton Rising (the Applicant). The Applicant is a business and social enterprise owned by a sole shareholder, Luton Borough Council, for community benefit.
- 1.1.2 The Proposed Development builds on the current operational airport with the construction of a new passenger terminal and additional aircraft stands. This will take the overall passenger capacity to 32 million passengers per annum (mppa).
- 1.1.3 The existing infrastructure and supporting facilities at the airport, including transport infrastructure, will be improved to support the increase in demand.

1.2 Overview

- 1.2.1 This document is a revision of the Outline Transport Related Impacts Monitoring and Mitigation Approach (OTRIMMA), originally included as Appendix I of the **Transport Assessment [TR020001/APP/7.02]** and subsequently updated for Deadline 5 **[REP5-041]**, Deadline 7 **[REP7-039]** and Deadline 9 **[REP9-043]**. The updates reflect the ongoing development of the approach to mitigation.
- 1.2.2 The OTRIMMA will be the basis for the final Transport Related Impacts Monitoring and Mitigation Approach (TRIMMA), which is secured by requirement 30 of the **Development Consent Order (DCO) [TR020001/APP/2.01]**. The final TRIMMA must be substantially in accordance with this OTRIMMA and be approved in writing by Luton Borough Council, following consultation with Central Bedfordshire Council, Dacorum Borough Council, Hertfordshire County Council, North Hertfordshire District Council, Buckinghamshire Council and National Highways. The airport cannot operate above its extant passenger cap until the TRIMMA has been approved. The Applicant is required by requirement 30 of the DCO to implement and comply with the TRIMMA.
- 1.2.3 The TRIMMA will set out the Applicant's approach to monitoring and mitigating impacts on the highway network as a result of the Proposed Development. It is proposed as an agile mechanism for responsibly addressing traffic-related uncertainty, enabling the Applicant and relevant highway authorities to proactively detect and introduce mitigation on the highway network at the appropriate time.
- 1.2.4 The initial OTRIMMA contained in Appendix I of the **Transport Assessment [TR020001/APP/7.02]** set out the indicative proposals to be followed and

considered when developing the full TRIMMA. This updated OTRIMMA documents the proposed strategy for:

- a. Monitoring the impact of traffic growth related to the Proposed Development on parts of public highway;
- b. Agreeing the need for and form of mitigation required because of traffic growth related to the Proposed Development (as identified in Schedule 1 of the **DCO [TR020001/APP/2.01]**); and
- c. Agreeing the need for interventions as a result of residual traffic-related effects to be funded by the Sustainable Transport Fund (STF).

1.2.5 This document updates the OTRIMMA, to describe the use of the STF to fund interventions intended to address residual traffic-related effects.

1.3 Purpose of this document

1.3.1 This document has been prepared to provide additional information to support the application for development consent and the Examination process. It represents both an outline of the final TRIMMA and a report on matters which will support the development of the final TRIMMA.

1.3.2 It is being submitted as part of the Applicant's Deadline 8 response and is a working document and may be subject to further review and update during the Examination process.

1.3.3 The document contains sections on the following topics:

- a. Governance of the TRIMMA;
- b. Processes associated with mitigation proposed in the application for development consent (Mitigation Type 1); and
- c. Processes associated with interventions designed to address residual traffic-related effects (Mitigation Type 2).

2 OVERVIEW OF TRIMMA PROCESSES AND GOVERNANCE

2.1.1 **Table 2-1** defines the two types of intervention which may be delivered through the TRIMMA. These, and other individual components of this process, are explained further in this document.

Table 2-1: Mitigation types

	Mitigation Type 1 (MT1)	Mitigation Type (MT2)
Type	Proposed works	Residual impact works
Description	‘Off-site Highway Works’ contained in Schedule 1 of the DCO [TR020001/APP/2.01]	Interventions designed to address ‘residual’ traffic-related effects that may arise from the Proposed Development
Basis for securing of mitigation	Identified works at Schedule 1 of the DCO [TR020001/APP/2.01] , delivered when agreed with relevant highway authorities	Agreement of the Airport Transport Forum (ATF) Steering Group and funded via the STF

Mitigation Type 1

2.1.2 **Figure 2.1** provides an overview of the overall monitoring and delivery process for MT1. **Section 3** contains a full description of the proposals.

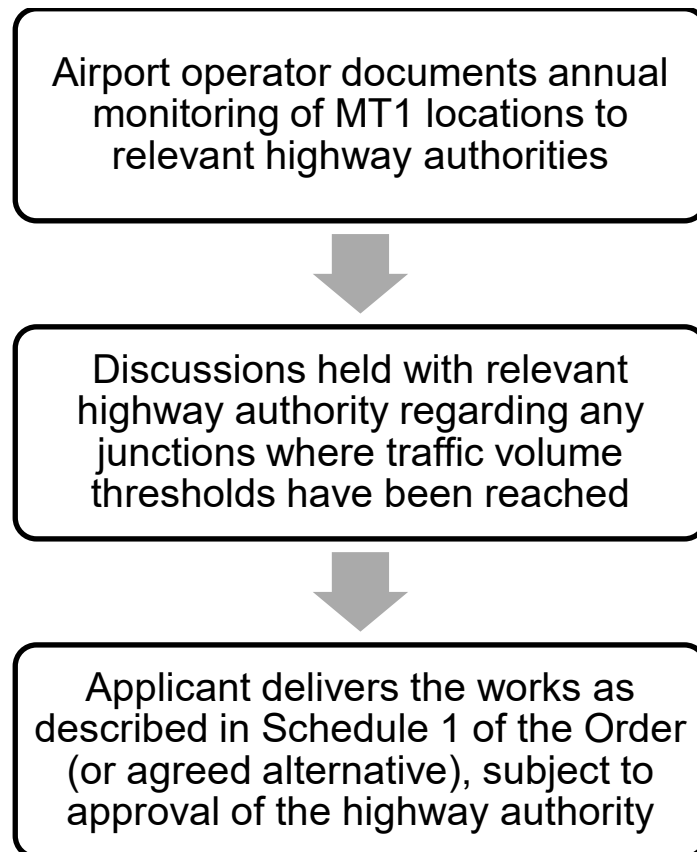


Figure 2.1: Overview of TRIMMA governance process for MT1

Mitigation Type 2

2.1.3 **Figure 2.2** provides an overview of the overall monitoring and delivery process for MT2. **Section 4** contains a full description of the proposals.

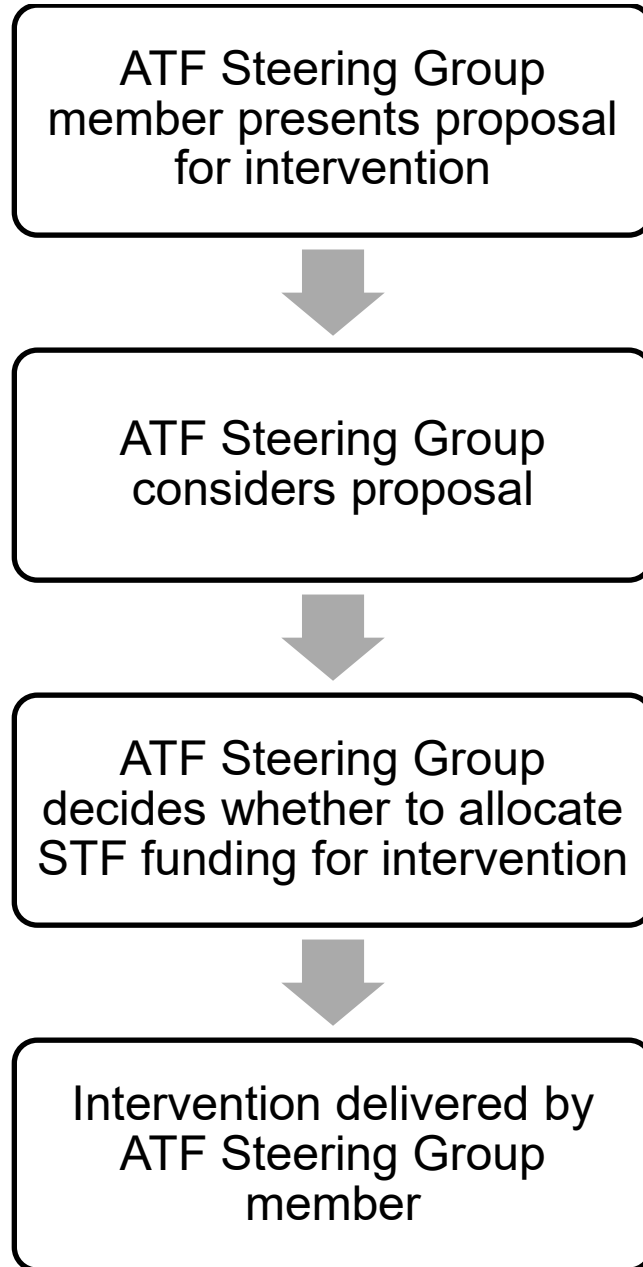


Figure 2.2: Overview of TRIMMA governance process for MT2

2.1.4 The ATF Steering Group will be established as soon as is reasonably practicable following service of the notice under article 44(1) of the **DCO [TR020001/APP/2.01]**, and will be established in accordance with the terms of reference set out in the final TRIMMA.

2.1.5 Membership of the ATF Steering Group will comprise a single representative from each of the relevant highway authorities (Buckinghamshire Council, Central Bedfordshire Council, Hertfordshire County Council, Luton Borough

Council and National Highways) and from the airport operator. Outline Terms of Reference for the ATF Steering Group are contained in **Appendix A**.

- 2.1.6 The TRIMMA process does not prevent the Applicant and the relevant highway authority agreeing additional or alternative mechanisms for the timing of delivery of MT1 or MT2 works.

3 MITIGATION TYPE 1 (MT1)

3.1 Scope

3.1.1 As stated above, MT1 comprises the ‘Off-site Highway Works’ contained in Schedule 1 of the **DCO [TR020001/APP/2.01]**.

3.1.2 **Table 3-1¹** describes the locations of such mitigation (referred hereinafter as ‘MT1 locations’). There are eighteen works proposed (including three phases of works at Junction 10 of the M1) included in the **DCO [TR020001/APP/2.01]**, to be delivered before the impacts they are designed to mitigate are realised.

Table 3-1: Locations where mitigation (Type 1) is proposed

Work No. 6e	Name/Location
6e(a)	Windmill Road / Kimpton Road
6e(b)	A1081 New Airport Way / B653 / Gipsy Lane
6e(c)	A1081 New Airport Way / A505 Kimpton Road / Vauxhall Way
6e(d)	Eaton Green Road / Lalleford Road
6e(e)	Wigmore Lane / Crawley Green Road
6e(f)	Eaton Green Road / Wigmore Lane
6e(g)	A1081 / London Road (North)
6e(h)	A1081 / London Road (South)
6e(i)	Windmill Road / St. Mary’s Road / Crawley Green Road
6e(j)	Crawley Green Road / Lalleford Road
6e(k)	A602 Park Way / A505 Upper Tilehouse Street
6e(l)	A505 Moormead Hill / B655 Pirton Rd / Upper Tilehouse Street
6e(m)	A602 Park Way / Stevenage Road
6e(n)	M1 J10 (Phase 1)
6e(o)	M1 J10 (Phase 2a)
6e(p)	M1 J10 (Phase 2b)
6e(q)	Eaton Green Road / Frank Lester Way
6e(r)	A505 Vauxhall Way / Eaton Green Road

¹ See Table 8.1 of the **Transport Assessment [TR020001/APP/7.02]** for further details of the proposed mitigation at each location

3.2 Applicable timeframe of monitoring

3.2.1 Monitoring will commence following the approval of the TRIMMA after the issuance of the ‘notice to grow’, pursuant to article 44(1) of the **DCO [TR020001/APP/2.01]**. TRIMMA-related monitoring will occur until the scenarios defined in **Figure 3.1** are met.

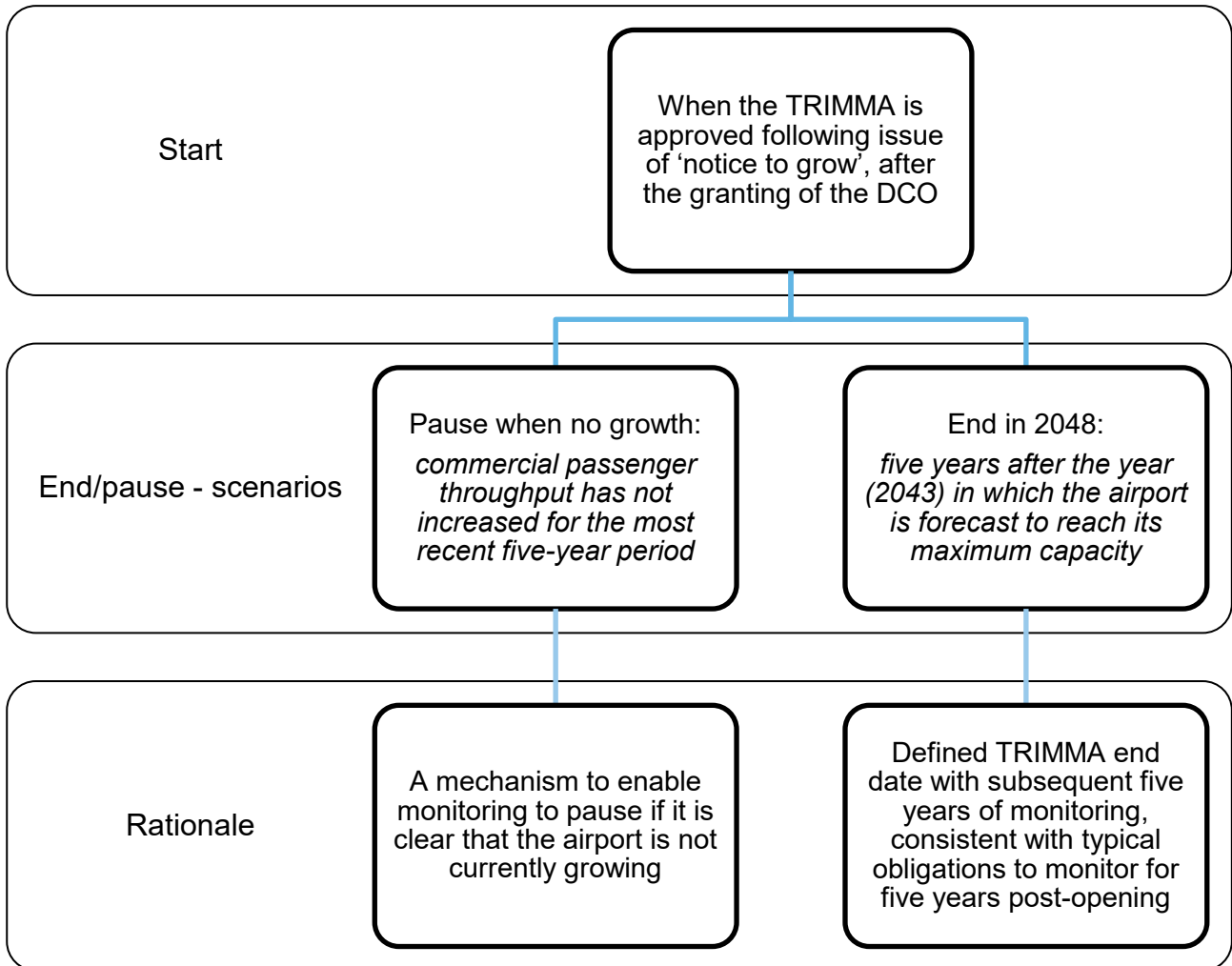


Figure 3.1: Monitoring timeframe scenarios for MT1

3.3 Monitoring process

Overview

3.3.1 Monitoring associated with this mitigation will be undertaken by the airport operator to identify when mitigation is required due to traffic growth related to the Proposed Development. After the establishment of an updated baseline (soon after the issuance of the ‘notice to grow’ pursuant to article 44(1) of the **DCO [TR020001/APP/2.01]**), monitoring will occur annually and will follow the process outlined in **Figure 3.2**.

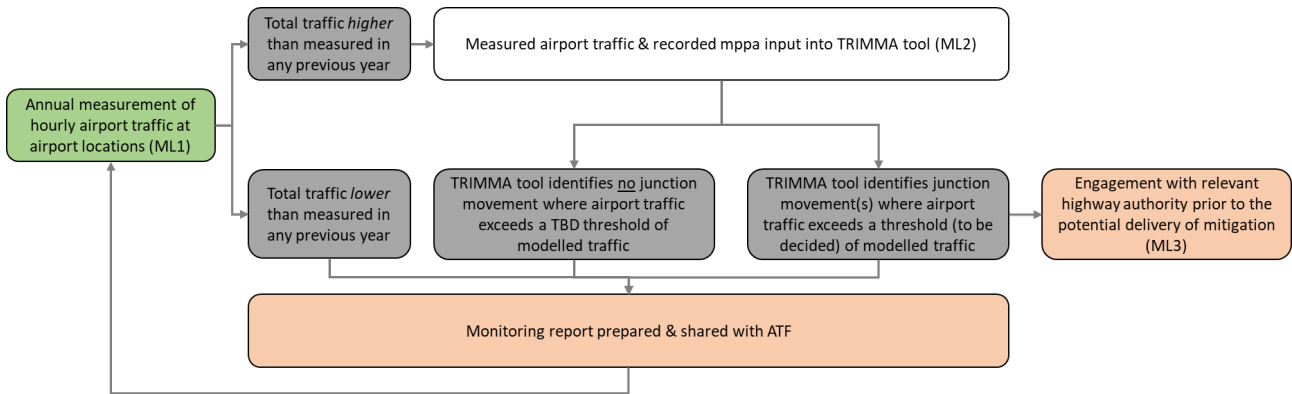


Figure 3.2: MT1 annual monitoring process

3.3.2 **Figure 3.3** shows an overview of the monitoring process over a five-year cycle. The four ‘monitoring levels’ (ML) are detailed in this section and may be briefly described as follows:

- a. ML0: One-off monitoring to establish baseline information and to inform the definition of monitoring thresholds.
- b. ML1: Annual monitoring of airport traffic at airport sites (such as car parks operated by the airport).
- c. ML2: Annual monitoring of airport traffic at MT1 locations (if triggered due to ML1).
- d. ML3: Monitoring of certain MT1 locations (if triggered due to ML2).

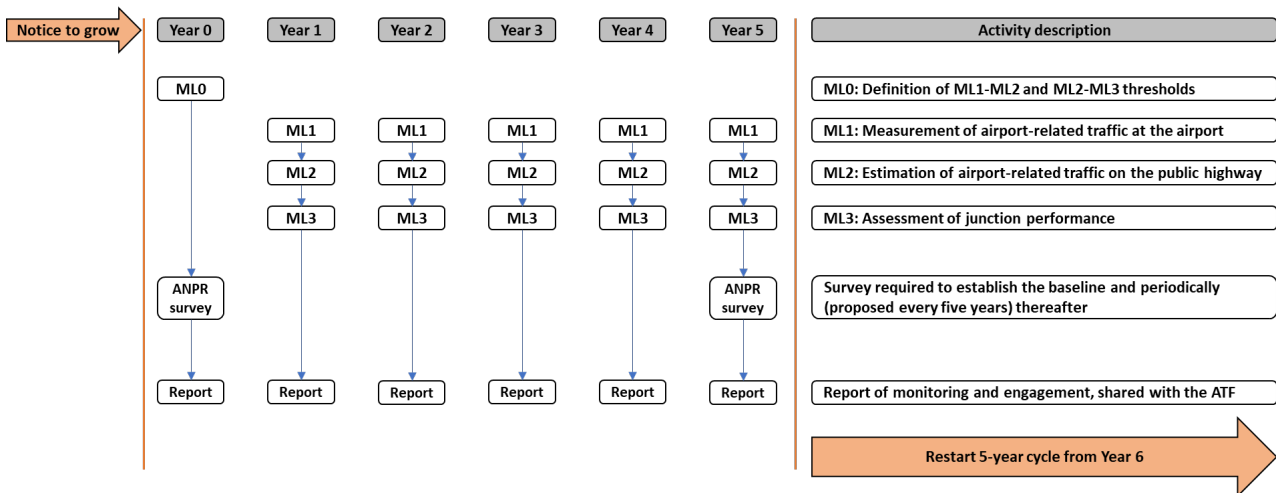


Figure 3.3: MT1 monitoring process overview

Monitoring Level 0 (ML0) – baseline to inform definition of thresholds

3.3.3 ML0 will be undertaken following the issuance of the notice to grow pursuant to article 44(1) of the **DCO [TR020001/APP/2.01]** and in advance of Year 1; the measured traffic flows will thus closely represent traffic flows when the extant planning capacity is reached. **Table 3-2** contains an overview of the data collection at this stage.

Table 3-2: Overview of ML0 data collection

Traffic type	Data collected	Purpose	Method
Airport	Total trips starting and/or ending at airport sites	Establish a baseline of pre-growth airport trips – to define the initial level of traffic at which ML2 will initially be triggered	Data accessible to the airport operator (see Table 3-3)
Airport	Movements between airport sites and MT1 locations	Establish the geographic distribution of airport traffic to/from airport sites	Appropriate traffic collection methodology (e.g. Automatic Number Plate Recognition and Automatic Traffic Count surveys) ²
Non-airport	Movements at MT1 locations	To compare baseline non-airport traffic volumes modelled in support of the DCO application (2016) and equivalent volumes around the time of the notice to grow (earliest 2025) – to inform the definition of thresholds at which ML3 will be triggered	

3.3.4 Current airport sites and the likely source of traffic volume data at these locations are listed in **Table 3-3**.

Table 3-3: List of airport sites and potential data sources

Location	Potential source
Staff car parking facilities	TBC
Passenger car parking facilities	Entry/exit barriers
Drop-off and pick-up facilities	Entry/exit barriers
Car hire centre	TBC
Delivery/servicing areas	Delivery/waste reporting
Bus/coach stations	Bus and coach operators Bus station controller

² A two-week survey conducted at a time likely representative of the time modelled in the traffic modelling to support the DCO application (the traffic modelling was based on a typical busy day in October) is proposed, the scope of which will be agreed with relevant highway authorities. Best practice will be ensured and periods of school/bank holidays, relevant industrial action or major road closures in the area will be avoided.

3.3.5 **Figure 3.4** illustrates the locations on the public highway at which survey cameras are considered likely to be required for this survey; these will be supplemented by cameras at airport sites to complete the dataset.

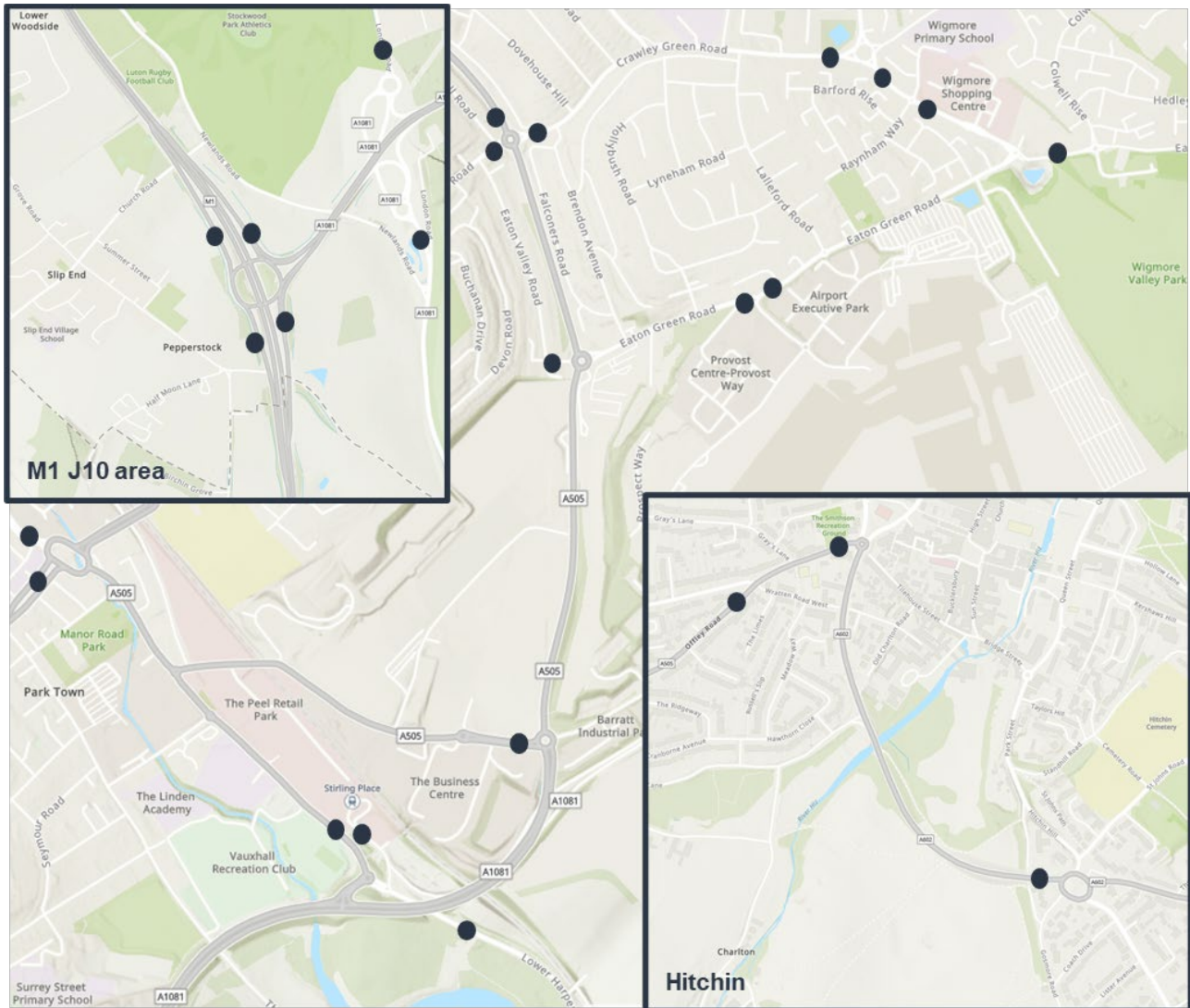


Figure 3.4: Indicative locations of cameras for traffic distribution survey associated with MT1

3.3.6 A similar survey will be repeated every five years for the sole purpose of updating the distribution of trips to and from airport sites (see **section 3.3.11**); these quinquennial surveys will not be defined as ML0.

Third party off-site car parking

3.3.7 An off-site car park is any car park which is not under the ownership or operation of the airport. Such facilities are not considered ‘airport sites’, hence their exclusion from **Table 3-3**.

3.3.8 Private passenger vehicles entering/exiting off-site car parks will therefore not directly be monitored as part of the TRIMMA. These trips have, however, been forecast for each assessment year and included in the modelling as background

traffic; the design of the proposed mitigation works at MT1 locations has therefore accounted for these trips.

- 3.3.9 Trips between such facilities and the airport (such as by shuttle buses) will be monitored as part of the TRIMMA data collected at the airport, as described in **Table 3-3**.

Monitoring Level 1 (ML1) and Monitoring Level 2 (ML2)

- 3.3.10 Total trips starting and/or ending at airport sites will be counted yearly, using data collected from sources listed in **Table 3-3**. **Figure 3.5** describes how this data will be used.

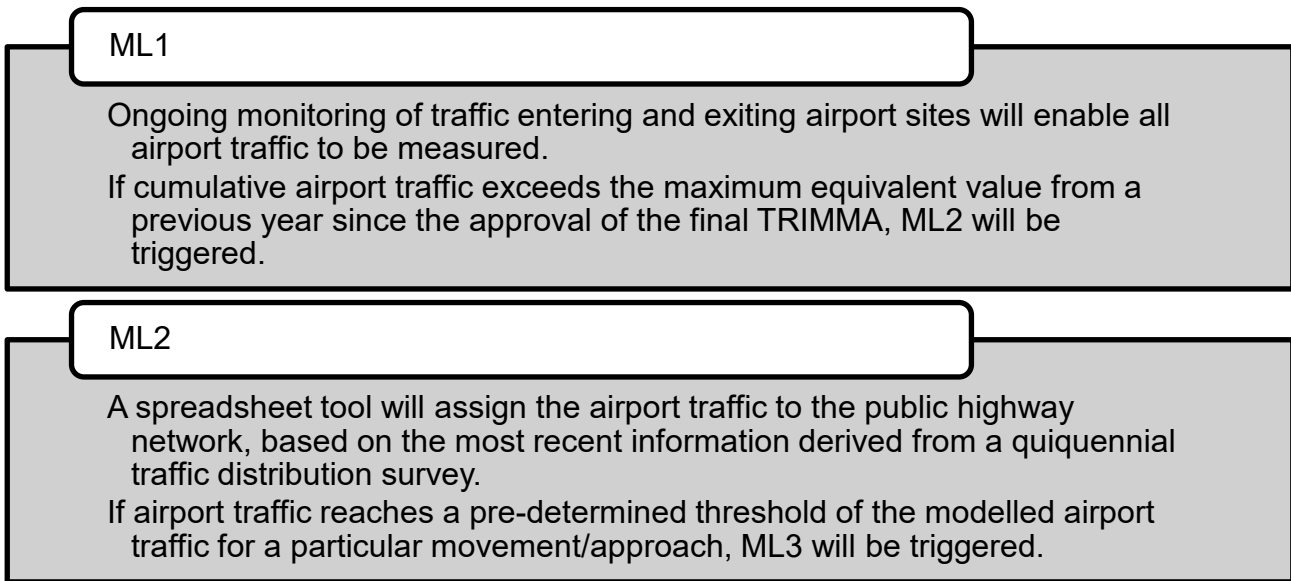


Figure 3.5: MT1 annual monitoring process overview (ML1-ML2)

- 3.3.11 The spreadsheet tool will be developed after the completion of ML0 and in advance of Year 1. It will be updated following each quinquennial survey, to reflect the updated distribution of airport traffic. The tool will effectively automate ML1 and ML2 and will require only traffic flows associated with trips starting and/or ending at airport sites to be input.
- 3.3.12 The thresholds of the modelled airport traffic at which ML3 will be triggered will depend on the level of background traffic surveyed at ML0 (see **Table 3-2**) and the complexity of the proposed mitigation. The thresholds will be proposed by the Applicant after ML0 and agreed by the relevant highway authorities (each highway authority will approve the thresholds associated with junctions in their jurisdiction) in advance of Year 1. The process for doing so will be documented in the final TRIMMA (which will include a description of how thresholds will be determined and a process for settling thresholds if they cannot be initially

agreed between the Applicant and a highway authority³ and will have considered:

- a. Implications on modelled future baseline flows due to differences between baseline non-airport traffic volumes modelled in support of the DCO application (2016) and equivalent volumes around the time of the notice to grow (earliest 2024) – larger differences would likely lead to lower thresholds due to junctions’ ability to cater to less of an increase in airport traffic.
- b. The complexity of the proposed mitigation – more complex (such as in terms of the extent of the works required and the consenting regime) works would likely lead to a lower threshold due to the longer delivery time.

3.3.13 The definition of thresholds shall enable the mitigation to be delivered in advance of the realisation of adverse impacts due to the Proposed Development.

3.3.14 At any junction at which its associated threshold is met, ML3 will be triggered.

Monitoring Level 3 (ML3)

3.3.15 If ML3 is triggered for any junction at an MT1 location:

- a. The scope of any further junction-specific monitoring/assessment (such as to investigate queue lengths and delay) to be undertaken by the Applicant shall be approved by the relevant highway authority; the scope of this work shall not exceed the requirements set by the relevant highway authority for typical developments within their jurisdiction.
- b. The form of mitigation to be delivered (should it be required) shall be agreed, per **Table 3-4** and **section 3.3.16**.
- c. The relevant highway authority will approve an ‘implementation threshold’ (higher than the ML2-ML3 threshold previously described) at which the activities described in **section 3.3.18** will occur before the impacts the mitigation is designed to mitigate are realised.

Table 3-4: Potential forms of MT1

Form of mitigation	Responsibility for delivery ⁴	Responsibility for cost
The proposed works (within Schedule 1 of the DCO [TR020001/APP/2.01])	Applicant	Applicant
An alternative solution proposed by the highway authority in the same location	Highway authority	Applicant (subject to the principles in section 3.3.16)

3.3.16 The default form of mitigation is the proposed works set out in Schedule 1 of the **DCO [TR020001/APP/2.01]**, but an alternative solution may be implemented if

³ Such as via arbitration in accordance with article 52 of the Order.

⁴ ‘Delivery’ refers to overall responsibility for planning, design and construction. These responsibilities may be delegated e.g. the Applicant may delegate delivery responsibility to a highway authority, if agreed.

one is proposed by a relevant highway authority and accepted by the Applicant. The Applicant's contribution to the cost of such alternative works shall:

- a. Be proportionate, in that it will be limited to such proportion of the cost of the works as can be demonstrated to mitigate the impact of the Proposed Development⁵; and
- b. Not exceed the Applicant's estimated cost of implementing the Schedule 1 proposals.

3.3.17 In either case, the final proposal must be approved in writing by the relevant highway authority and would be subject to any consents which may be required. The final TRIMMA will contain a process for agreeing and a mechanism for determining costs if not agreed.

3.3.18 Therefore, if airport-related traffic reaches the implementation threshold at a particular location:

- a. The proposed works will be implemented by the Applicant, subject to approval of the relevant highway authority, at a suitable time to be agreed between the parties based on their overall programme of works; or
- b. The agreed contribution to the alternative solution will be made by the Applicant to the relevant highway authority.

3.3.19 The mitigation associated with the proposed works will then be considered complete for the associated MT1 location, unless there are proposed works at a subsequent assessment phase.

⁵ In its proposal, the relevant highway authority shall:

- Identify any elements which are in addition to the works necessary to mitigate the impact of the Proposed Development; and
- Allocate estimated costs to enable the Applicant to review the contribution that the relevant highway authority proposes that the Applicant make towards the total cost.

4 MITIGATION TYPE 2 (MT2)

4.1 Overview

4.1.1 **Figure 4.1** is a visualisation of the process whereby ATF Steering Group members may make proposals relating to MT2 interventions and of how decisions on such proposals would be made.

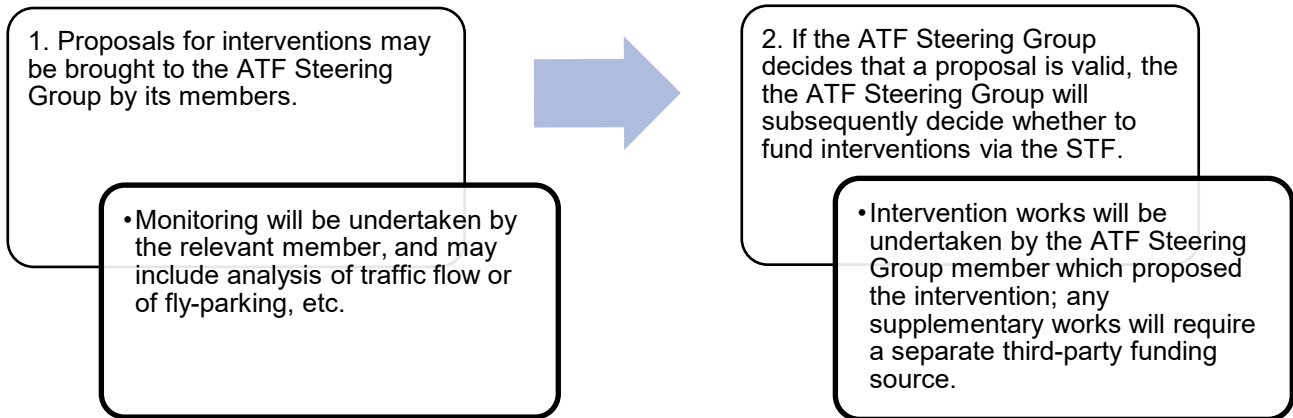


Figure 4.1: MT2 proposal process

4.1.2 In addition to its main function, the STF will fund interventions to address residual airport-related traffic effects and will be secured by requirement 32 of the **DCO [TR020001/APP/2.01]**.

4.2 Outline Terms of Use of the STF in relation to MT2

Scope

4.2.1 Interventions described as MT2 (examples of which are listed in **Table 4-1**) will be funded by the STF via the ATF Steering Group.

Table 4-1: MT2 example measures

Measure	Example rationale
Junction capacity enhancements	Growth in airport traffic requires enhancements to junction (other than those identified in Schedule 1 of the Order) to increase capacity
Traffic calming	Growth in airport traffic requires measures such as chicanes and carriageway narrowing to control the effect of the speed/volume of traffic
Parking controls	Vehicles owned by airport staff/passengers are parked on the public highway ('fly-parking') and causing a nuisance to users of adjacent properties, requiring the implementation of restrictions on parking

- 4.2.2 Any MT2 intervention proposed by ATF Steering Group members, including the airport operator, to be considered for funding must be:
- Evidenced⁶: Incidence of an identified impact must be greater than the incidence around the time of the issuance of notice in accordance with article 44(1) of the **DCO [TR020001/APP/2.01]** (an exception exists for fly-parking; see section 4.2.7).
 - Necessary: Incidence of an identified impact must be having a demonstrable negative impact on the public.
 - Fairly and reasonably related to the Proposed Development: Evidence must relate to the impact of the Proposed Development and intervention proposals must address this impact.

4.2.3 The STF will be used to fund MT2 interventions on the local highway network only. The following applies to the Strategic Road Network:

- Subsequent to the implementation of the Phase 2a works at M1 J10, in the event that National Highways considers that the operation of the M1 J10 southbound on-slip requires works to alleviate congestion, and in the event that National Highways develop and implement proposals for such works, the Applicant will make available to National Highways the sum of £1,000,000 index linked. This figure is based on the volume of airport-related traffic that is forecast to use the M1 J10 southbound on-slip at full operation of the Proposed Development in proportion to the cost of the indicative scheme developed by National Highways (National Highways Deadline 5 Submission South Facing Slips Interventions, 14 November 2023, Figure 8). The monies will be made available for National Highways to use up until 2043 (which represents the final forecast year).
- Subsequent to the implementation of the Phase 2b works at M1 J10, in the event that National Highways considers that the operation of the M1 mainline between J9 and J10 requires works to alleviate congestion, and in the event that National Highways develop and implement proposals for such works, the Applicant will make available to National Highways the sum of £800,000 index linked. This figure is based on the volume of airport-related traffic that is forecast to use the M1 northbound mainline in proportion to the cost of the indicative scheme developed by National Highways (National Highways Deadline 5 Submission South Facing Slips Interventions, 14 November 2023, Figure 4). The monies will be made available for National Highways to use up until 2043 (which represents the final forecast year).

Costs and funding

4.2.4 Costs associated with activities which ATF Steering Group members have undertaken to support the evidencing of MT2 proposals will be reimbursed from the STF if the ATF Steering Group agrees to fund the delivery of the proposal.

⁶ Upon request, the Applicant shall provide data collected during MT1 monitoring activities to ATF Steering Group members to support their intervention proposals.

- 4.2.5 Funds drawn from the STF for the purpose of delivery of an intervention will be made available to the relevant ATF Steering Group member, which shall:
- a. Be responsible for delivery of the agreed intervention.
 - b. Provide evidence to the ATF Steering Group of the delivery of the intervention and of the associated delivery costs within a timeframe agreed with the chair of the ATF Steering Group.
 - c. Reimburse any unspent costs, (minus transaction/administrative costs) to the STF.

Decision-making

- 4.2.6 ATF Steering Group members will vote to decide on matters including but not limited to:
- a. The validity of evidence of an identified impact and the associated intervention proposals.
 - b. The delivery of intervention proposals if the aforementioned validity is confirmed.
 - c. The establishment of any altered or additional Terms of Use for the delivery of MT2 interventions, provided these are not contrary to those contained in the final TRIMMA.

Fly-parking and controlled parking zones

- 4.2.7 In recognition of the challenging data requirements to establish a baseline to evidence the impact of the Proposed Development on the prevalence of fly-parking, baseline information need not be included in proposals by ATF Steering Group members to mitigate this activity.
- 4.2.8 If the ATF Steering Group agree to the introduction of a Controlled Parking Zone, the STF would be used to fund the full process of implementation (including the consultation process with residents). This would be the case if the residents reject the scheme following the consultation.

Glossary and Abbreviations

Term	Definition
ATF	Airport Transport Forum
ATF Steering Group	A sub-group of members of the ATF which has a decision-making role for certain matters regarding surface access to the airport
DCO	Development Consent Order
ML0	Monitoring Level 0: One-off monitoring to establish baseline information and to inform the definition of monitoring thresholds
ML1	Monitoring Level 1: Annual monitoring of airport traffic at airport sites (such as car parks operated by the airport)
ML2	Monitoring Level 2: Annual monitoring of airport traffic at MT1 locations (if triggered due to ML1)
ML3	Monitoring Level 3: Monitoring of certain MT1 locations (if triggered due to ML2)
MT1	Mitigation Type 1, which includes proposed off-site highway works contained in Schedule 1 of the DCO
MT2	Mitigation Type 2, which includes residual traffic-related impacts that may arise from the Proposed Development
Notice to grow	A notice served by the undertaker on the relevant local planning authority under article 44(1) of the DCO
OTRIMMA	Outline Transport Related Impacts Monitoring and Mitigation Approach
Proposed Development	The expansion of the airport to 32 mppa
STF	Sustainable Transport Fund: a fund established to deliver 1) Travel Plan measures and 2) interventions associated with MT2
Terms of Reference	The terms by which the ATF Steering Group will operate, including member organisations and how processes will be undertaken
Undertaker	London Luton Airport Limited, as defined in the DCO

APPENDIX A: OUTLINE ATF STEERING GROUP TERMS OF REFERENCE

A1 Governance and Administration

A1.1 Membership

A1.1.1 The ATF Steering Group's membership will comprise a single, suitably qualified representative from each of the following:

- a. The airport operator (chair);
- b. National Highways;
- c. Buckinghamshire Council;
- d. Central Bedfordshire Council;
- e. Hertfordshire County Council; and
- f. Luton Borough Council.

A1.1.2 The chair will convene and lead the meetings of the Steering Group in accordance with these Terms of Reference.

A1.2 Quorum

A1.2.1 A quorum for a Steering Group meeting is met where the chair and at least two other representatives are present.

A1.2.2 Reasonable endeavours must be taken to ensure that each meeting is attended by 100% of the members, or that an agreed substitute can attend.

A1.3 Decision-making

A1.3.1 All members of the Steering Group will have the ability to vote on decisions. Each member attending a meeting will have a single vote.

A1.3.2 Any decision of the Steering Group must be passed by a majority of the votes. Where there are equal votes the chair will have an additional casting vote.

A1.4 Meetings

A1.4.1 The first meeting of the Steering Group must be held as soon as reasonably practicable after its establishment. Thereafter the Steering Group will set its own timetable for future meetings.

A1.5 Administration and costs

A1.5.1 The members will bear their own costs of involvement in the Steering Group. The chair will provide any reasonably necessary secretarial and administrative support.

- A1.5.2** Meeting agendas will be issued by the chair no less than 7 days before a meeting. Requests for agenda items must be received by the chair no less than 14 days before a meeting.
- a. Minutes will be produced by the chair no more than 7 days after the meeting concerning the relevant matter;
 - b. use reasonable endeavours to complete any actions resulting from meetings within the time period provided; and
 - c. engage with each other in a respectful manner at all times.

A2 Functions

- A2.1.1** The function of the Steering Group is decision-making on expenditure of the STF, to be carried out in accordance with its Terms of Reference, and having regard to the principles set out in the STF and the TRIMMA.