

Planning and Transportation

Luton Local Authority Monitoring Report

as at 1 April 2015

LUTON AUTHORITY MONITORING REPORT 2015

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1 . Introduction

1.1 This Authority Monitoring Report, published in April 2016 describes activities relating to planning within Luton between 1 April 2012 to 31 March 2015. Monitoring of permissions and their build status did continue during this period although the findings were never collated. The requirement to produce regular monitoring reports remains an important part of plan making in Luton. This is however set against the background of considerably reduced resource.

Purpose of this Authority Monitoring Report

1.2 This AMR will bridge the transition period between the Luton Local Plan 2001-2011 and the Luton Local Plan 2011-2031 by focusing on the matters which continue to be of concern and importance to the people of Luton. The priorities are those outlined within the [Sustainable Community Strategy 2008-2026](#)⁽¹⁾ and enforced within the current [Corporate Plan for Luton](#)⁽²⁾. Since this document was written the annual grant given to Luton by Government has been significantly reduced. How the Council will focus on achieving outcomes against this background is explained in the [Luton Borough Council Prospectus 2013 - 2016](#)⁽³⁾. This and subsequent AMRs will help identify what continues to be important to monitor when considering the effectiveness of our Plans in helping meet these outcomes.

1.3 The 2015 AMR contains a record of the activities of the Council regarding the Duty to Co-operate (DTC) in plan making with other authorities.

1 <http://www.luton.gov.uk/Business/Lists/LutonDocuments/PDF/Regeneration/Luton%20Forum%20Final%20SCS%205.6.pdf>
2 http://www.luton.gov.uk/Council_government_and_democracy/Councils/Council_policies_and_plans/Pages/Corporate%20Plan.aspx
3 http://www.luton.gov.uk/Council_government_and_democracy/cpc/Pages/cpcintroduction.aspx

2 . Plan Progress

Luton Local Plan 2011 - 2031

2.1 The new local plan for Luton has undergone significant evidence gathering following a consultation exercise which ran from June to August 2012 (the "notification" stage). This was undertaken in order to establish the content of the Plan.

2.2 The timetable indicated within the original Local Development Scheme of April 2013 has not been followed since July of 2013. A revised LDS was publicised on the Luton Local Plan 2011-2031 webpage but within a few months had been surpassed by events. Decisions arising from appeals on planning applications across England demonstrated the need for caution when local authorities share cross-border issues. Time was added to the evidence gathering stage in order to allow for further constructive work to take place with neighbouring councils during Duty to Co-operate consultation meetings.

2.3 Luton is at the centre of local pressure in terms of demand within the local housing market area. The need of that housing market area was defined first in 2010 by the Strategic Housing Market Assessment (SHMA), refreshed in June 2014 and again in 2015. The review in 2015 concentrated on providing for a more robust idea of the growth of households by looking at long term migration trends rather than the 5-year trend analysis undertaken for Communities and Local Government (CLG) projections. The Council believes that the Town faces exceptional circumstances. Constrained by its borders, with limited sites for development and associated planning gain difficult choices have been made in balancing housing land and affordable housing provision against schools, businesses, jobs and green space.

2.4 The most recent revision to the LDS was reported to the 21st September 2015 Executive Committee of the Council and then on to Full Council on 10th November, along with the recommendation to produce a Gypsy and Travellers Local Plan Part 2 for amendments (figures 1 and 2). This has been publicised on the [Luton Local Plan 2011-2031 webpage](#). The reason for the production of what will now be a two-part local plan was taken in light of the Government's redefinition of what a gypsy and traveller is resulting in a different level of predicted need for future facilities. Following submission of the Local Plan for inspection the LDS will be reviewed again once the key dates in the examination process become clear.

Table 2.1 Progress against the most recent LDS

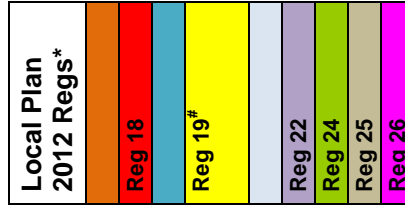
Local Plan production stage	LDS target	Progress
Evidence gathering and preparation	Complete by June 2014	Completed by June 2014
Regulation 18 consultation	July - August 2014	Completed by August 2014
Consideration of consultation responses	September - November 2014	Completed by end November 2014
Evidence gathering and preparation	December 2014 - July 2015	Completed by end July 2015
Regulation 19 Consultation on Pre-submission Local Plan	October - November 2015	October - December 2015
Consideration of consultation responses	December 2015 - February 2016	Completed by February 2016
Submission	March 2016	Submitted April 2016
Examination	June - July 2016	Dates to be confirmed by Planning Inspectorate.
Adoption	October 2016	

Figure 1 Local Plan LDS Timetable

Year	2014				2015				2016				
	J	J	J	J	J	J	J	J	J	J	J	J	
Months													
LBC Local Plan		R18						Reg 19		S Reg 22	E Reg 24	IR	A

Development Plan Documents

- Evidence preparation
- Draft Local Plan Consultation
- Process consultation responses
- Consultation on Pre-submission Local Plan
[# Note: Gypsy & Traveller provision subject to separate Local Plan Part 2]
- Process representations
- Submission
- Examination
- Inspectors report
- Adoption



* Regulatory stages from the Town and Country Planning (Local Planning) (England) Regulations 2012

Figure 2 Gypsy and Traveller LDS Timetable

Year	2015												2016												2017		
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M									
LBC Local Plan	[Orange]												Reg 18	[Blue]	Reg 19*	[Purple]	S Reg 22	[Green]	E Reg 24	[Brown]	IR	[Magenta]	A				

Development Plan Documents

- Evidence preparation
- Draft G&T Local Plan Part 2 Consultation
- Process consultation responses
- Consultation Pre-submission G&T Part 2 Local Plan

- Process representations
- Submission
- Examination
- Inspectors report
- Adoption

**Local Plan
2012 Regs**

- Reg 18
- Reg 19
- Reg 22
- Reg 24
- Reg 25
- Reg 26

* Regulatory stages from the Town and Country Planning (Local Planning) (England) Regulations 2012

2 . Plan Progress

Neighbourhood development orders and plans

2.5 No neighbourhood development plans or orders have been made during 2012 - 15.

Duty to co-operate

2.6 The Localism Act 2011 introduced the Duty to Co-operate to maximise the effectiveness of development plans. This duty requires local planning authorities to co-operate with other local planning authorities, county councils and certain organisations, as defined by the Town and Country Planning (Local Planning (England) Regulations 2012) (as amended). The requirement came into force on 15 November 2011.

2.7 The National Planning Policy Framework (NPPF) (2012) explains that public bodies have a have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.

2.8 The strategic priorities include:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply and wastewater; flood risk, mineral and energy provision;
- health, security, community and cultural infrastructure; and
- climate change mitigation and adaption, conservation and enhancement of the natural and historic environment, including the landscape.

2.9 Full details of how the Council has complied with the Duty to Cooperate in respect of the Luton Local Plan will be set out in a statement that will be published alongside the submission version of the Plan in 2016. However during the years 2012 - 2015 activity under the duty has included:

1. Meetings between senior politicians, officers and representatives to engage on strategic cross boundary matters with:
 - Central Bedfordshire, North Hertfordshire, Aylesbury Vale, Dacorum, Bedford, Stevenage, St Albans, Milton Keynes, East Hertfordshire, Hertfordshire County, Greater London Authority, South East Midlands Local Enterprise Partnership, the Local Nature Partnership;
 - Participation in the SEMLEP Planners forum.
2. Joint preparation of technical evidence base studies including:
 - Luton and Central Bedfordshire Strategic Housing Market Assessment (SHMA 2012, 2014, 2015) with a joint steering group set up to guide this study and its subsequent updates. The steering group was chaired by Luton BC and members of the group are Central Bedfordshire, North Hertfordshire, Aylesbury Vale, Dacorum, Bedford, Stevenage, St Albans and Milton Keynes;
 - Housing Market Area Study (2015). A joint steering group composed of the same local authorities as the SHMA guided the preparation of the is study;

- Transport Modelling – joint with Central Beds;
- East of England Forecasting Model (EEFM) run was undertaken jointly with Central Bedfordshire;
- Luton’s Stage 1 Green Belt Review Study prepared in 2014 was an inclusive process whereby authorities in the Luton Housing Market were invited to comment on the methodology and drafts of the study and included a Green Belt workshop where these local authorities were invited to attend;
- Draft study briefs and draft reports for numerous studies were circulated to neighbouring authorities for review and input including:
 - Employment Land Review Site Assessments (October 2015);
 - Functional Economic Market Area (FEMA) Study;
 - Strategic Housing Land Availability Assessment (SHLAA);
 - Luton Housing Market Area Growth Options Study.

2.10 Luton BC has consulted on draft plans and sustainability appraisals and responded to consultations from others. This two-way consultation has taken place with numerous neighbouring authorities including (but not limited to) Central Bedfordshire, North Hertfordshire, Aylesbury Vale, Dacorum and the Greater London Authority. Luton BC played an integral role in the Central Bedfordshire Development Strategy Examination in 2014 -2015 and took part in the Vale of Aylesbury Local Plan Examination in 2013 – 2014.

2.11 Luton BC has made strong representations on emerging Local Plans in the Luton Housing Market Area with the aim of ensuring that sufficient land is made available to accommodate the full Objectively Assessed Housing Needs for the Luton Housing Market Area. This includes housing need that cannot be met in Luton because of the town’s tightly drawn administrative boundaries and subsequent lack of capacity to fully meet its own housing needs.

Luton Community Infrastructure Levy

2.12 In order to be effective a local plan must deliver infrastructure that is needed to support proposed allocations of land. The delivery of infrastructure will be identified in the Infrastructure Delivery Plan through a number of different sources including Central government funding, Luton Borough Council’s own Capital and Revenue budgets, Developer Contributions through Planning Obligations and through the South East Midlands Local Enterprise Partnership.

2.13 Although it is not the Council’s intention to start charging CIL until market conditions and therefore viability have improved in 18 months to 2 years time, the Council supports the purpose of CIL to help deliver sustainable growth by providing funding for infrastructure to support new development. Fundamental to CIL is an understanding of what infrastructure is required, and also the likely uplift in development values to facilitate the Levy.

2.14 CIL is based on viability analysis of the local market conditions to ensure that any proposed CIL rates do not over duly prejudice development or the delivery of the Local Plan. Luton Borough Council will look at the potential for implementing CIL after further analysis of market conditions over the next 18 months of the plan period.

2 . Plan Progress

3 . Luton's People

Population

3.1 Luton is a town situated 30 miles north of central London. The 2014 estimate of the resident⁽⁴⁾ population of Luton stands at 211,000 people which is a 3,000 (1.4%) increase on the 2013 population estimate. The population of Luton has risen by 7,300 (3.6%) since the 2011 Census.

3.2 The town is ethnically diverse, with approximately 55 per cent⁽⁵⁾ of the population of Black and Minority Ethnic (BME)⁽⁶⁾ origin, with significant Pakistani, Bangladeshi, Indian, East European and African Caribbean communities. Thirty one per cent of the population was born outside the UK⁽⁷⁾.

3.3 In recent years the diversity of the population has increased with foreign students coming to the University of Bedfordshire. There has been a significant shift in the population over recent years, primarily driven by those arriving from newly EU acceded A8 countries of Eastern Europe. The 2011 Census recorded over 10,000 East Europeans living in Luton.

3.4 The Borough has a higher birth rate than the national average contributing to a total fertility rate (TFR)⁽⁸⁾ of 2.23 in 2014 compared with 1.91 nationally. The net overall effect of births and deaths is positive in terms of population figures.

Table 3.1 The projected population of Luton 2011-2031

Year	0-4	5-15	16-17	18-64	65-89	90+	Total
2011	16,700	30,150	5,400	127,400	23,050	950	203,650
2021	18,050	36,050	5,650	142,600	27,150	1,450	231,000
2031	18,650	38,000	6,600	154,550	33,800	2,400	254,050
Growth 2011-31	1,950	7,850	1,200	27,150	10,750	1,450	50,400
Change 2011-31	11.7%	26.0%	22.2%	21.3%	46.6%	152.6%	24.7%

Table 3.2 The projected population of Luton - age group proportions

Year	0-4	5-15	16-17	18-64	65-89	90+	Total
2011	8.2%	14.8%	2.7%	62.6%	11.3%	0.5%	100%
2021	7.8%	15.6%	2.5%	61.7%	11.8%	0.6%	100%
2031	7.3%	15.0%	2.6%	60.8%	13.3%	0.9%	100%

4 As per UN definition: The estimated resident population of an area includes all people who usually live there, whatever their nationality. People arriving into an area from outside the UK are only included in the population estimates if their total stay in the UK is 12 months or more. Visitors and short-term migrants (those who enter the UK for 3 to 12 months for certain purposes) are not included. Similarly, people who leave the UK are only excluded from the population estimates if they remain outside the UK for 12 months or more.

5 2014 Mid-Year Population Estimates Census, Office for National Statistics

6 The Office of National Statistics define Black and Minority Population as those who are not of White British origin

7 2011 Census, Office for National Statistics

8 The Total Fertility Rate (TFR) is the average number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year in question throughout their childbearing lifespan.

3.5 The population forecasts use an average of the last ten years of migration and project the population of Luton to rise from 203,650 to 254,050 between 2011 and 2031, a rise of 25%. The older population will see the highest growth of population. These figures are unconstrained, i.e., they do not take account of the availability of housing, schools etc. and so in reality may not reach the predicted levels.

Education

3.6 The amount of people in Luton without any qualifications is higher than the national and regional average. The number of people in Luton with a degree level qualification is lower than the national and regional average.

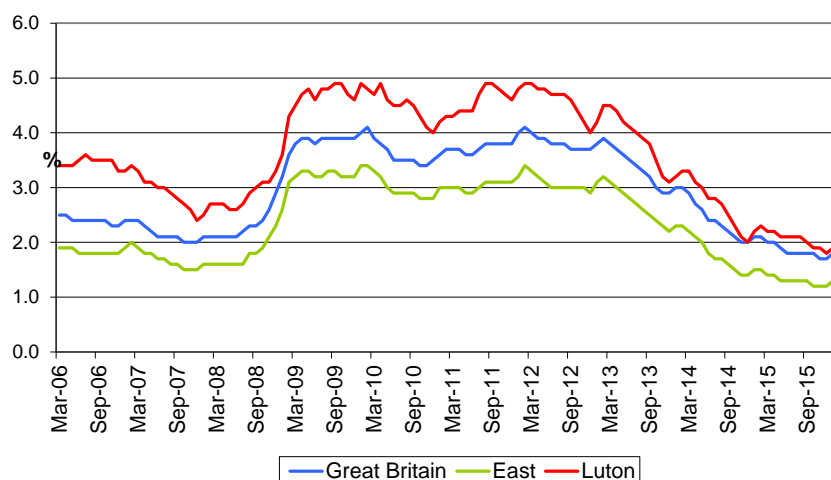
Table 3.3 Qualifications in Luton, 2014

	NVQ 4+	NVQ 3+	NVQ 2+	NVQ 1+	Other qualifications	No qualifications
Luton UA	28.2	47.7	63.9	76.4	11.3	12.2
East of England	33.1	54.1	72.1	86.0	5.9	8.1
England	35.7	56.5	73.2	85.1	6.2	8.6

Unemployment

3.7 The unemployment rate for men in Luton is 2.2% and 1.6% for women, which corresponds with the national and regional trend. As at November 2015, the unemployment rate is 1.9 per cent in Luton, 1.8 per cent nationally and 1.2 per cent in the East of England region.

Unemployment in Luton and the Region by claimant count



3 . Luton's People

Table 3.4 Unemployment Claimant Count by Gender, November 2015

	Male unemployment		Female unemployment	
	Number	%	Number	%
Luton	1,505	2.2	1,040	1.6
East of England	28,275	1.5	17,220	0.9
Great Britain	476,710	2.3	269,765	1.3

Table 3.5 Unemployment by Age November 2015

	All aged 16+	Aged 16-24		Aged 25-49		Aged 50+	
Luton	2,545	445	17%	1,490	59%	610	24%
East of England	45,495	9,845	22%	24,555	54%	11,060	24%
Great Britain	746,480	169,485	23%	408,350	55%	167,410	22%

3.8 In Luton 17% of all claimants are aged 16 - 24, in comparison to 22% nationally. In contrast, 24% of claimants are aged 50 or over which is higher than the national average but in line with the East of England.

Deprivation

3.9 The Department for Communities and Local Government (DCLG) produce indices of deprivation nationally. The Index of Multiple Deprivation (IMD) combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation. The Indices of Deprivation have been produced at Lower Super Output Area (LSOA) level, of which there are 32,482 in the country.

3.10 The 2015 Indices of Multiple Deprivation (IMD) were published in September 2015. Luton is ranked as the 59th (out of 326) most deprived local authority. In 2010 Luton was ranked as the 69th most deprived local authority and in 2007 as the 87th (out of 354 authorities). This indicates that Luton is becoming relatively more deprived in comparison to the other local authorities of England. This will be examined in greater detail in future AMRs.

3.11 Luton has nine output areas in the top ten per cent most deprived areas in the country. Three of these are in Northwell ward, two in Farley and South wards and one in Biscot and Dallow wards.

Earnings and Income

3.12 Data from the Annual Survey of Hours and Earnings (ASHE) shows average earnings in Luton. In 2015 the gross average earnings for people living in Luton were £495 per week which is below the national average of £528. The average weekly earnings for people working but not necessarily living in Luton were £525, just below the national average but well above that of Luton residents.

Table 3.6 Average annual full-time earnings, 2010-15

	2010	2011	2012	2013	2014	2015	2014-15 Growth
Luton	461.8	475.3	482.9	489.4	475.7	495.1	4.1%
Luton Workplace	465.6	459.6	450.4	496.8	479.1	525.4	9.7%
United Kingdom	498.5	498.3	506.1	517.4	518.3	527.7	1.8%

3.13 Gross Disposable Household Income (GDHI) per head in Luton in 2013 is £13,337⁽⁹⁾, over £4,000 lower than the national average of £17,559 and over £5,000 below the East of England average of £18,523. Indexed GDHI shows that household income in Luton is below the national average and is also declining in relation to the national figure.

Table 3.7 Total Gross Disposable Household Income at current prices, 2002-2013 (£million)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Luton	2,042	2,092	2,123	2,164	2,215	2,308	2,365	2,450	2,632	2,713	2,847	2,774
East of England	74,395	77,289	78,958	82,889	86,127	90,151	93,609	97,351	102,507	104,107	107,995	110,292
United Kingdom	752,011	783,656	810,570	847,486	885,704	932,702	962,637	999,637	1,052,811	1,067,923	1,107,040	1,125,626

Table 3.8 GDHI Income per head at current prices, 2002-2013 (£ per head)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Luton	11,001	11,308	11,564	11,672	11,826	12,164	12,311	12,535	13,189	13,322	13,829	13,337
East of England	13,694	14,119	14,334	14,901	15,363	15,946	16,399	16,926	17,651	17,758	18,281	18,523
United Kingdom	12,667	13,141	13,521	14,028	14,561	15,211	15,571	16,058	16,775	16,875	17,378	17,559

Table 3.9 GDHI Income per head at current prices, 2003-2013 (UK = 100)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Luton	86.8	86.1	85.5	83.2	81.2	80.0	79.1	78.1	78.6	78.9	79.6	76.0
East of England	108.1	107.4	106.0	106.2	105.5	104.8	105.3	105.4	105.2	105.2	105.2	105.5
United Kingdom	100	100	100	100	100	100	100	100	100	100	100	100

3 . Luton's People

4 . Housing

4.1 Net gains in housing can emerge as the result of new-build, the sub-division of existing houses or the conversion of non-residential buildings such as offices or factories. The data and information given below is the result of the continual monitoring of sites with granted housing permissions. These are tracked and visited until the housing is completed or the permission expires.

4.2 More data, including lists of planning applications and their build status can be seen within the [Strategic Housing Land Availability Assessment April 2015](#)⁽¹⁰⁾.

The Housing Target for Luton

4.3 Under the 2012 planning regulations the Local Planning Authority must declare performance against any housing target within their current Local Plan. The Luton Local Plan 2001 - 2011 contained a target that arose from the Structure Plan 2011. This required that 6,200 dwellings should be completed between 1991 and 2011 within Luton.

Table 4.1 Housing target 1991 - 2011

Target	Achieved	Surplus over 20 year target
6,200	7,014	814

4.4 The 20-year target was comfortably achieved. With the end of the Plan period, and with a surplus having been delivered against it there is little reason to continue to look to this target which was based on a now superseded local population assumption.

4.5 The adoption of a target for the purpose of testing a 5-year land supply for Luton is discussed further in the Luton Strategic Housing Land Availability Assessment April 2015.

4.6 In summary, Luton's last adopted housing target was that from the regional strategy for the East of England for 26,300 dwellings across the authority areas of Luton, Dunstable, Houghton Regis and Leighton Linlade. It was agreed between Central Bedfordshire, Bedford and Luton that Luton's share was to be 7,200 dwellings. This plan was withdrawn from use in 2012 yet the targets within represent the most recently adopted figures that have been both tested and moderated against constraints.

4.7 Luton has a good track record of delivering housing against its target. Between 2001 and March 2014 4,650 dwellings were built. With such a good record of delivery with no significant historic shortfall it is appropriate that a 5% contingency buffer should be applied to housing land supply rather than the 20% for authorities with a persistent record of under delivery.

4.8 Taking the requirement of 7,200 houses less the 4,650 built since 2001 gives 2,550 homes. When divided over the East of England plan period to 2021 this gives a need for an average of 365 dwellings per year between now and 2021. The table below demonstrates that for the two most immediate 5-year periods there are sufficient expected dwellings to provide over 5 years worth of housing.

Table 4.2 Five-year housing supply

Financial year	Forecast delivery	5-years rolling forecast delivery	Annual requirement	5-years rolling requirement	5-year requirement plus 5% buffer	Amount of land supply (years)
2014/15	415 (actual)		365			
2015/16	406		365			
2016/17	503		365			
2017/18	411		365			
2018/19	365	2,100	365	1,825	1,917	5.5
2019/20	250	1,935	365	1,825	1,917	5.05

Housing: Local Market

4.9 Land registry records⁽¹¹⁾ show that the average house price in Luton is £164,284, an increase of 14.7% since December 2014. The average house price is lower than the national average of £188,270 but has been increasing at a higher rate.

Table 4.3 Average house price change by geographic area December 2015

Geographic area	Price (£)	Change over past 12 months
Luton	164,284	14.7%
East region	218,837	10.6%
England & Wales	188,270	6.4%

4.10 The difference in house price value between Luton and neighbouring authority areas has a particular relevance as it makes the Town attractive when compared to others within our housing market area. Data on house prices for the same period are not specifically available for Dacorum, Aylesbury Vale and North Hertfordshire but are given for Central Bedfordshire. These four authority areas are notable as a source of migrants from Luton's neighbouring areas.

4 . Housing

Table 4.4 Average house price change against neighbouring authorities December 2015

Local Authority Area	Price (£)	Change over past 12 months
Luton	164,284	14.7%
Central Beds	217,022	11.4%
Hertfordshire	320,742	12.5%
Milton Keynes	197,052	10.9%
Buckinghamshire	326,474	9.6%
Bedford	186,751	8.7%
Cambridgeshire	220,076	7.6%

4.11 The figures provide some insight into the local market. In providing an average some detail is hidden; for example, housing in Central Bedfordshire is on average approximately £52,750 more expensive in Luton. However, a flat within Luton is only around £14,500 cheaper than one in Central Bedfordshire, whereas for a detached house the difference is some £62,500 (source: Land Registry, December 2015). This may indicate that the Luton and Central Bedfordshire housing markets operate in a similar way for at least some property types and may be very close in similar locations.

Table 4.5 Average house price by type December 2015

Local Authority Area	Price (£)			
	Flats	Terraced	Semi-detached	Detached
Luton	101,281	146,287	190,268	322,236
Central Beds	115,727	174,882	220,254	384,797
Hertfordshire	202,480	278,243	369,633	650,040
Milton Keynes	89,907	153,398	181,344	352,757
Buckinghamshire	189,231	244,227	299,268	612,084
Cambridgeshire	139,066	176,564	201,214	324,829

Housing completions by Type

Table 4.6 Housing by type 1 April 2012 - 31 March 2015

Year	New Housing	Affordable Housing	Demolitions	Conversion To	Conversion From	Sub-division ⁽¹⁾	Total
2012 - 2013	157	131	-9	61	-10	21	351
2013- 2014	107	0	-8	32	-1	17	147
2014 - 2015	161	14	0	236	-6	10	415

1. The figure for sub-divisions is net.

4.12 Of the 351 dwellings that were completed over the 2012 - 13 financial year some 80 were built at the University Campus. These were flats typically containing 5 student bedrooms, although 31 were built as studio flats. Of the remainder 131 were affordable or shared ownership and of these 51 were completed as part of the New Homes for Luton scheme.

4.13 Almost half of the new-build element of the 2013 - 14 financial year was brought through sites of between 12 and 14 dwellings. Most were on land formerly occupied by pubs or light industry but two were on former allotment land and garden land. Of the conversions, none were brought through the conversion of offices under permitted development, although by March 2014 some 139 were under construction.

4.14 The housing sites at the former allotments in Birchen Grove produced a mix of mostly 2 and 3-bed semis, with a small number of affordable homes (6). The next most significant development in terms of numbers was that in Park Street; some 29 flats forming clusters of bedrooms for student accommodation. Of the conversions just over 200 were brought through the conversion of office space to residential via permitted development.

House Size

Table 4.7 Gross bedroom numbers 1 April 2012 - 31 March 2015

Year	1 bed	2 bed	3 bed	4 + bed	Unknown	Total
2012 - 2013	143	141	32	59	5	380
2013 - 2014	79	28	43	10	3	160
2014 - 2015	201	123	51	19	30	424

4.15 The majority of housing continues to be delivered as 1 or 2 bedroom, flatted units. The total number of 1 bed flats has exceeded the number judged as meeting our objectively assessed needs (OAN, 420 in number) for both open market and affordable housing⁽¹²⁾ for the whole plan period. The number of open market 2 bedroom flats needed, 110 has also been exceeded. The OAN for affordable 2 bed flats, having been identified as in excess of 1,200 for Luton, is still very much an active target. Careful monitoring is required to ensure that as the plan progresses, the correct mix and tenure of flats is achieved.

4.16 Over half (49) of the 4+ bed units have been provided as part of student accommodation; technically they are 4+ bedroom dwellings.

4 . Housing

Location of New Housing

Table 4.8 Net completions by Location by year

Year		Central Area Plus 300m Buffer	Strategic Allocations	Rest of Luton	Total
2012 - 2013	Net completions	130	7	214	351
	Sites	14	4	34	52
2013 - 2014	Net completions	31	-2	118	147
	Sites	7	1	30	38
2014 - 2015	Net completions	286	23	106	415
	Sites	16	4	17	37

4.17 It is difficult to develop meaningful location indicators for Luton as the Town is well connected internally for most community uses such as access to doctors, schools and major retail centres. This area of work will continue to be explored as the new Plan emerges.

4.18 The Central Area and surrounding area continues to attract a considerable proportion of the new housing as per recent trends. Both new build student flats and office to residential conversions have contributed significantly to these numbers in recent years.

Student Accommodation

4.19 During 2012 - 13 some 274 bedrooms were built for student accommodation. This was part of the continual investment in the University of Bedfordshire campus in Luton, removing some 200 bedrooms at Manor Court that were deemed no longer attractive. Some 31 of the new units have been built as studio flats for mature students. Within the remaining 49 flats the rooms have been provided in self-contained clusters of no more than 5 bedrooms, each with bathroom facilities but sharing a lounge and kitchen.

4.20 Across the 2013 - 14 years some 62 units were completed, in two private sector ventures on the site of a hotel and former Salvation Army hall on and just off Park Street, within a few hundred metres of the University of Bedfordshire.

4.21 Over the past financial year one single private sector student scheme completed, again in Park Street close to the University for 147 bedrooms. There are an additional 771 student bedrooms under construction across 4 sites through private venture schemes, with another 295 with extant permission.

Residential Care Homes

4.22 Between 1 April 2012 and 31 March 2015 there was only one extant planning permission for an extension of 11 rooms to an existing home, in 2013/14.

4.23 In 2015 the loss of one 34 room care home on High Street Leagrave was recorded; a further 30 room home has closed being beyond its design life. These care homes now have permission to be replaced/converted to 57 and 27 flats respectively. Some 8 self-contained units with support are under construction in Abigail Close while another 20 rooms across 2 sites have been granted permission, one for respite care and one for permanent care.

5 . Employment

Completions for 2012 - 15

5.1 The gain or loss of employment land and floorspace is outlined below and given in both gross and net. The figure for land is inclusive of the area of any buildings upon it. The figure for floorspace covers enclosed and covered space within a development, usually within a traditional building space (a covered yard would not necessarily count). Multiple storeys are recorded. Employment land and floorspace was not surveyed during the 2012/13 year. Completion information for this period was gathered from building control and corporate gazetteer records and observations by officers involved in other surveys. It is likely that completions will be under reported for that year, with those unreported noted in the 2013/14 monitoring year.

Table 5.1 Employment land gained/lost in hectares

	2012 - 2013			2013 - 2014			2014 - 2015		
	Gain	Loss	Net area	Gain	Loss	Net area	Gain	Loss	Net area
B1a	0	-0.06	-0.06	0.087	-0.148	-0.061	0	-0.61	-0.61
B1b	0	0	0	0	0	0	0	0	0
B1c	0	-0.2674	-0.2674	0	-1.15	-1.15	0	-0.43	-0.43
Sub Total B1	0	-0.3274	-0.3274	0.087	-1.298	-1.211	0	-1.04	-1.04
B2	1.13	-3.0468	-1.9168	1.11	-0.45	0.66	0	-1.29	-1.29
B8	0.35	0	0.35	0.12	-0.05	0.07	0	-0.37	-0.37
Total	1.48	-3.3742	-1.8942	1.317	-1.798	-0.481	0	-2.7	-2.7

Table 5.2 Employment floorspace gained/lost in square metres

	2012 - 2013			2013 - 2014			2014 - 2015		
	Gain	Loss	Net	Gain	Loss	Net	Gain	Loss	Net
B1a	2,173	-702	1,471	630	-3,776	-3,146	38	-13,127	13,089
B1b	0	0	0	0	0	0	0	0	0
B1c	0	-645	-645	0	-6,493	-6,493	0	-2,460	2,460
Sub Total B1	2,173	-1,347	826	630	-10,269	-9,639	38	-15,587	15,549
B2	574	-7,985	-7,411	4,024	-1,398	2,626	0	-4,971	4,971
B8	1,443	-600	843	3,846	-10,486	-6,640	139	-2,112	1,973
Total	4,190	-9,932	-5,742	8,500	-22,153	-13,653	177	-22,670	22,493

Offices (B1a)

5.2 Office development is discussed further in section 5.39, main town centre uses.

5.3 During 2012/13 the amount of floorspace lost from offices was modest. The majority of sites where offices were lost were near or within the Town Centre. All of these were converted to flats or houses in multiple occupation. A significant gain was recorded for a purpose-built suite on top of the Hilton Hotel in Kimpton Road, some 1,900 sq.m.

5.4 In 2013/14 the loss of office floorspace within or near the main town centre totalled some 3,260 sq.m. The main loss was to housing (2,250 sq.m); with just two permitted development sites taking virtually 1,000 sq.m. Conversion to a health clinic and education use took an additional 950 sq.m across two sites. At the airport, the loss of an office and crew training centre to a hotel was offset through the development of associated offices and and a couple of small scale intensifications of use elsewhere on the airport estate.

5.5 2014/15: Further loss of central office space continued with nearly 12,250 sq.m lost to housing use. The majority of this loss - just over 11,500 sq.m - was through permitted development, prior approval applications. Just 38 sq.m of office floorspace was gained through the part-conversion of a shop in Bute Street.

Analysis: The replacement of office floorspace lags considerably behind loss. The granting of permitted development rights allowing the conversion of offices to residential use took effect from 29th May 2013. The effect of this has been notable within Luton. Of the 17,600 sq.m of office space lost between 2012 - 2015 some 12,500 sq.m was through office to residential conversions classed as permitted development (where a prior approval application was submitted). As at April 1 2015 over 4,100 sq.m is under threat of similar loss. The Government intended this right to help provide alternative uses for old and disused office stock that was no longer suitable for modern use. It is notable that some minor offices are being converted in this way; however it is equally notable that office stock in good condition has also been lost, including Wesley House which offered in excess of 5,200 sq.m of modern office space.

Light Industry (B1c)

5.6 During 2012/13 some 0.27ha of land was lost to housing in Oakley Road while an industrial unit of 350 sq.m in the Windmill Trading Estate was changed to warehouse use.

5.7 Of the loss recorded during 2013/14 some 1,100 sq.m was lost during the completion of the inner ring road; 0.24 ha and 2,800 sq.m were lost over four sites in exchange for 51 flats and 0.93 ha and 2,550 sq.m was converted to heavy industry use.

5.8 In the 2014/15 year a further 1,480 sq.m was lost to the inner ring road. A further 0.42 ha and 305 sq.m was lost in Dumfries Street as part of a student accommodation project and a further 675 sq.m was converted to D1 and D2 uses.

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Analysis: Conversions to flats continue to erode B1c floorspace especially on sites close to the Town Centre. The inner ring road led to unavoidable loss. Some loss reflected policy objectives; over 100 sq.m was for the forming of a studio and jazz club within the cultural quarter.

Heavy Industry (B2)

5.9 Some 2.35 ha and approximately 6,700 sq.m of B2 floorspace was lost in 2012/13. This was due to the demolition and decontamination of land at the former Caleb Close and Arundel/Wingate Road industrial estate, an allocation for housing from the 2001-2011 Local Plan. A further 0.35 ha and 1,270 sq.m was changed to warehouse use and a relatively small area of land, 0.17 ha to car sales. A gain of 1.13 ha in B2 land was derived from the change of use of car storage land at Vauxhall's Kimpton Road estate while 580 sq.m of floorspace was gained through expansion at a pharmaceutical factory at Laporte Way and a change of use to car maintenance at Windmill Road.

5.10 During 2013/14 298 sq.m and 0.02 ha was lost to newbuild for 7 flats and a ground floor retail unit in Dudley Street. Change of use at two sites saw the loss of 0.43 ha of land and 1,100 sq.m to sui generis (vehicle hire and maintenance) use. A gain of 1.11 ha and some 4,000 sq.m of B2 at Eaton Green Road and Cosgrove Way occurred from at too sites that were formerly light industry and bus storage and maintenance.

5.11 No B2 land or floorspace was gained during the 2014/15 monitoring year. Instead there was the loss of 802 sq.m of B2 floorspace in exchange for 11 flats; a further 0.16 ha and 285 sq.m were jointly lost to the completion of the inner ring road in Luton and airport parking; 0.31 ha was lost for a coach depot; and 0.72 ha and nearly 2,800 sq.m of floorspace was lost to aircraft apron use as part of the first phases of the expansion and improvement programme at London Luton Airport.

Analysis: Over the last three monitoring years a slight net gain in floorspace occurred. There was however a net loss of 2.5 ha of land across the three years. Other than the loss at Caleb Close - an allocation site - only a modest loss to housing and warehousing use has occurred. This demonstrates that heavy industry tends to be clustered within purpose-made estates, with only a few small-scale sites lending themselves to B2 use because of the potential for nuisance being caused to neighbours. The greatest threat to B2 land would therefore be through the erosion or wholesale loss of industrial estates. The loss of industry at the airport is part of a wider redevelopment of the site and will lead to intensification of use. The loss to sui generis use is of some concern and will continue to be monitored.

Warehousing (B8)

5.12 During the 2012/13 monitoring year three applications in or off Windmill Road in Luton led to a net gain of 0.35 ha of land and 843 sq.m of floorspace. One existing warehouse site saw a change of use to a sui generis (car repair) use.

5.13 In 2013/14 loss of 100 sq.m and 0.012 ha occurred to housing (12 flats) with ground floor offices in Crawley Road; 374 sq.m to B2 use in Selbourne Road; a small loss to expand a community centre in Bury Park Industrial Estate; and 10,020 sq.m at Dallow Road Industrial Estate. The latter loss was part of the redevelopment of the estate for a builders merchant; a gain of 0.12 ha and 3,846 sq.m offset some of the B8 loss.

5.14 In 2014/15 some 2,100 sq.m of floorspace and 0.37 ha of warehouse land was lost to a bus depot in Bilton Way. Gains of 139 sq.m at two separate sites involved modest expansion of established businesses.

Analysis: overall there were too few applications to see any trend in recent applications involving warehouse land or floorspace.

Employment pipeline

Table 5.3 Net employment land available as at 16 April 2015

	Net Commitments (ha) ⁽¹⁾	Gross Floorspace Commitments (sq.m)	Net Floorspace Commitments (sq.m)
B1a	0.4421	34,022	21,341
B1b	0	0	0
B1c	10.028	69,921	37,762
Sub Total B1	10.4701	103,943	59,103
B2	-1.6709	107,937	-4,795
B8	14.9118	74,171	66,097
Total	23.7111	286,051	120,405

1. Net commitments show the combined gain and loss by employment land type

5.15 There are two major employment allocations forming part of the Luton employment potential supply, or pipeline. The first, Napier Park, or the Kimpton Road Area, is some 23 hectares of former B2 land on the former Vauxhall car plant in Kimpton Road. This allocation excludes a smaller area adjacent to Luton Parkway Station of just over 1 hectare. A planning application for a scheme over both of these areas was granted in April 2015. This should provide approximately 6 hectares of "new" B1a - B1c land. This must however be noted against the loss of the 23 hectares of existing B2 land, which will be incrementally recorded as parts of the site are developed.

5.16 The second allocation is Century Park, also known as the Wigmore Employment Area. This undeveloped land is described as a key employment area and subject to a policy limiting uses to industry, offices and warehousing. An area of some 24 hectares was proposed in the original outline permission for various B1-B2 uses. For monitoring purposes this has been recorded solely against B2 uses. Some 14 hectares of B8 land was also proposed and accounts for most of the undeveloped B8 land currently available in Luton.

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Employment in Luton

5.17 The Annual Population Surveys is a broader measure of employment and measures employment status as a response to the survey rather than an administrative count. Using this method, unemployment in Luton is 6.1% which is higher than the national and regional average. The economic activity and employment rates in Luton are lower than the national and regional figures.

Table 5.4 Economic Activity & Employment, 2015

	Economic activity rate - aged 16-64			Employment rate - aged 16-64			Unemployment rate - aged 16-64		
	Numerator	Denominator	Percent	Numerator	Denominator	Percent	Numerator	Denominator	Percent
Luton	99,000	136,000	72.5	93,000	136,600	68.0	6,100	99,000	6.1
East of England	2,961,700	3,698,900	80.1	2,821,200	3,698,900	72.9	140,500	2,961,700	4.7
United Kingdom	31,483,600	40,674,000	77.4	29,651,100	40,674,000	76.3	1,832,500	31,483,600	5.8

5.18 The total number of jobs as a proportion of the working age population, those aged 16-64 divided by the mid year population estimate – gives 'jobs density'. The density figures represent the ratio of total jobs to working-age population. A jobs density of 1.0 indicates that there is one job for every resident of working age in the town. A jobs density of more than 1.0 indicates there is more than one job per resident of working age and a density of less than one indicates that there are fewer jobs than working age residents. Luton's job density fell below the regional and national averages between 2008 and 2013 to 0.70 in 2013, the latest figure available.

Table 5.5 Jobs Density, 2008 - 2013

	2008	2009	2010	2011	2012	2013
Luton	0.77	0.76	0.70	0.71	0.68	0.70
East of England	0.77	0.76	0.75	0.76	0.77	0.78
United Kingdom	0.79	0.77	0.76	0.78	0.78	0.79

5.19 Employee jobs exclude those who are self-employed, government supported trainees or members of the armed forces. As a result the count is smaller than the total jobs figure. However, there is a greater level of detail associated with this measure. The proportion of jobs held in Luton grew higher than the national and regional rates between 2013 and 2014.

Table 5.6 Total Number of Employee Jobs, 2009-2014

	2009	2010	2011	2012	2013	2014	2013-14 Growth	2013 -14 % Growth
Luton	83,900	81,500	84,200	80,000	84,800	90,500	5,700	6.7
Bedford	68,200	66,500	66,800	67,500	67,300	70,000	2,700	4.0
Central Bedfordshire	83,300	81,400	84,000	83,900	88,400	91,800	3,400	3.8

	2009	2010	2011	2012	2013	2014	2013-14 Growth	2013-14 % Growth
SEMLEP	762,900	761,600	769,700	764,000	788,700	815,900	27,200	3.4
East of England	2,422,500	2,400,100	2,405,300	2,419,300	2,447,100	2,556,000	108,900	4.5
Great Britain	26,642,600	26,581,300	26,593,500	26,752,900	27,096,300	27,950,900	854,600	3.2

Table 5.7 Total jobs by Full Time & Part Time Employee Jobs in Luton, 2009-2014

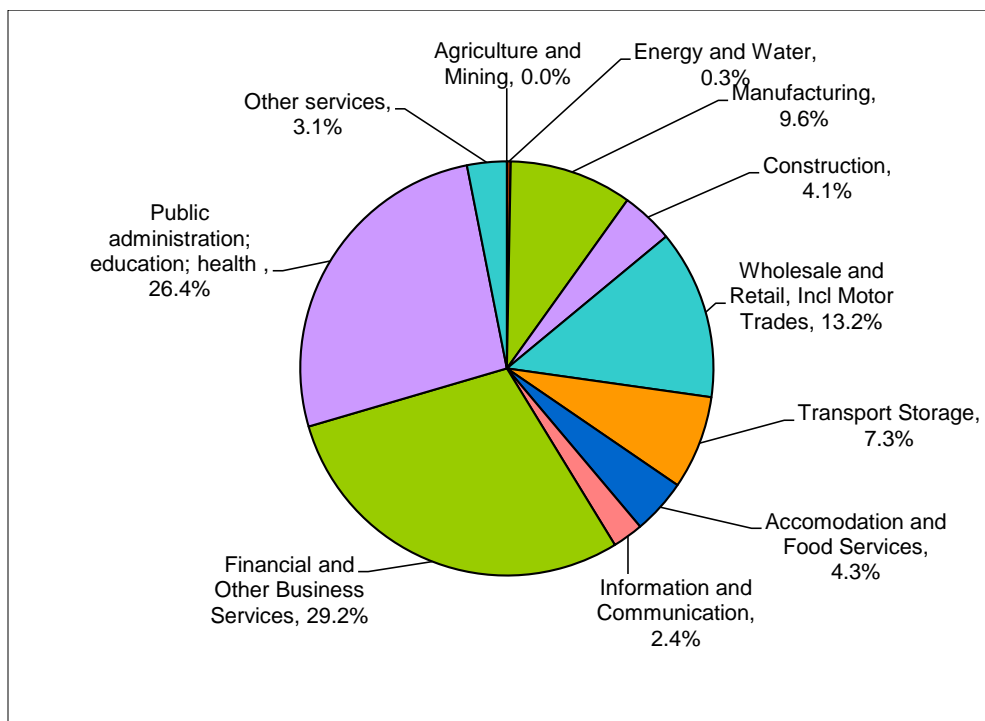
Date	Employees	Full-time employees	Part-time employees	Employment
2009	83,900	58,800	25,100	85,900
2010	81,500	56,800	24,700	83,200
2011	84,200	58,700	25,500	86,200
2012	80,000	54,500	25,500	82,200
2013	84,800	58,100	26,700	86,800
2014	90,500	60,500	30,000	92,300
2013-14 Change	5,700	2,400	3,300	5,500
2013-14 Growth	6.7%	4.1%	12.4%	6.3%

5.20 The number of employee jobs in Luton stood at 90,500 during 2014 with most growth seen in part time employment.

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Employment by Sector

Employment by Industry Sector 2014



5.21 Whilst manufacturing has declined in Luton it still employs a higher proportion of people than the national average (9.6% compared with 7.8%). Luton is now dominated by the service sector with 29.2% of jobs in the business and financial service activities sector, above the national average by almost 7%. Luton is one percent above average for public administration, education and health jobs at 26.4% but lags in areas such as construction (2.5% lower) and information/communications (1.6% lower).

Gross Value Added (GVA) at current basic prices, 2006-2014

5.22 Luton contributes £4,721 million to the national economy⁽¹³⁾. GVA per head of population stands at £22,377 in 2014, some 9 percentage points below the national average, following a decline from 2008. GVA per head remained considerably higher than the regional average until 2011. It is notable that the regional figure has fluctuated less than the Luton figure over the last boom/bust cycle.

Table 5.8 Total GVA (£ million) at current basic prices, 2006-14

	2006	2007	2008	2009	2010	2011	2012	2013	2014	13/14 growth
Luton	4,070	4,450	4,729	4,473	4,285	4,238	4,139	4,417	4,721	6.9%
United Kingdom	1,261,841	1,331,120	1,369,505	1,348,507	1,397,744	1,443,281	1,485,776	1,546,914	1,618,346	4.6%
East	111,394	115,710	120,260	117,150	121,217	123,637	127,171	131,811	138,801	5.3%

13 Source: Office for National Statistics, 2013 Gross Value Added at current basic prices (published 2015)

Table 5.9 GVA per head (£)

	2006	2007	2008	2009	2010	2011	2012	2013	2014	13/14 growth
Luton	21,731	23,452	24,619	22,884	21,472	20,810	20,108	21,237	22,377	5.4%
United Kingdom	20,745	21,708	22,152	21,659	22,271	22,806	23,323	24,131	24,958	3.4%
East	19,870	20,467	21,067	20,369	20,873	21,090	21,528	22,137	23,063	4.2%

Table 5.10 GVA per head

	2006	2007	2008	2009	2010	2011	2012	2013	2014	13/14 growth
Luton	107.2	110.3	113.8	107.5	98.3	93.2	87.7	89.4	90.9	1.7%
United Kingdom	100	100	100	100	100	100	100	100	100	na
East	98.0	96.3	97.3	95.7	95.6	94.4	93.9	93.2	93.7	0.5%

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Main Town Centre uses for 2011/12 - 2014/15

5.23 Retail completions have not been reported since 1st April 2011 and relevant employment completions were not captured for 2012/13. The following information includes town centre completions observed as at 1st April 2012, but not previously reported. The NPPF definition of main town centre uses and edge of centre has been used. As the Local Plan 2001-2011 policies are still being monitored and there is no defined town centre boundary for each local or district centre this has been applied in the following way. Local and District centre frontages are treated as being both the frontage and the boundary. This means that a retail or other main town centre use application within 300m of a frontage will be defined as being on the edge of the centre. This is extended to 500m for office (B1a) use. As the Local Plan 2011-2031 advances the AMR will reflect the neighbourhood and district centre geographies fully in line with the NPPF.

Shops (A1)

5.24 2012/13: Some 230 sq.m was lost to residential use, including 4 flats and bedsits. Gains were limited to modest extensions of 96 sq.m across two sites in Dallow and Dunstable Roads.

5.25 2013/14: Loss of 139 sq.m occurred over 2 sites for 4 flats and for 120 sq.m for a place of worship. Over 500 sq.m was lost over 5 sites to restaurant use and a further 2,630 sq.m on a single site above ground level in the main shopping street, George Street. A gain of 144 sq.m came from 4 sites formerly used as a laundrette and light industry. Only a single extension was recorded for 34 sq.m in Bury Park Road.

5.26 2014/15: Some 119 sq.m was lost to 3 flats; a further 188 sq.m to hot food takeaway use. A single shop unit in the Mall was converted to restaurant use (for 203 sq.m). Modest gains came through 4 extensions at different sites across the Borough, giving 127 sq.m of new shop floor space.

Table 5.11 Gain in general shop floorspace, 2013 - 15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
1	Out of centre	30	Sui generis	30
6	Edge of centre	234	Extensions to existing shop	144
			Offices	49
			Light industry	41
5	Local centres	114	Sui generis	54
			Extensions to existing shop	60
2	District centres	77	Extensions to existing shop	77

Table 5.12 Loss in general shop floorspace, 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
1	Out of centre	-68	Dwellings	68
8	Edge of centre	-649	Dwellings	322
			Hot food takeaway	139
			Restaurant	150
			Offices	38
4	Local centres	-306	Extensions	24
			Restaurant	231
			Dwellings	51
2	District centres	-196	Clinics	98
			Dwellings	98
4	Town centres	-3,807	Restaurant	2,967
			Places of worship	120

Professional and financial services (A2)

5.27 2012/13: Two sites of some 225 sq.m were lost to a dwelling and 3 flats. Over 712 sq.m was lost in the town centre's high street due to change of use to an art gallery. The only gain was for 30 sq.m following the conversion from residential use.

5.28 2013/14: Around 0.15 ha and 525 sq.m of financial services land and floorspace was lost over 3 sites for 18 flats, including 5 live/work units and just over 150 sq.m was lost to education use. In terms of gain there were 90 sq.m from laundrette and sui generis use plus a very small extension for just 4 sq.m.

5.29 2014/15: Across 2 sites 715 sq.m of professional/financial service floorspace was lost for 16 flats and bedsits. There was no gain.

Table 5.13 Gain in financial and professional services floorspace 2013 - 15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
1	Edge of centre	4	Extensions	4
2	Local centres	90	Sui generis	90
1	District centres	30	Dwellings	30

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Table 5.14 Loss in financial and professional services floorspace 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
4	Edge of centre	-542	Dwellings	542
1	District centres	-153	Education	153
4	Town centres	-1,637	Leisure	712
			Dwellings	925

Restaurants and cafes

5.30 2012/13: There was a single gain of 270 sq.m of restaurant space built as an additional floor on an existing building.

5.31 2013/14: A conversion to 2 flats saw the loss of some 115 sq.m of restaurant floorspace. Gains include the 3,145 sq.m mentioned under shops. A modest gain of 149 sq.m came from the conversion of an office and two extensions at existing premises; an 80 sq.m cafe was built as part of a student development in Park Street.

5.32 2014/15: Loss was limited to 35 sq.m for a flat in Leagrave Road. Gain for the year came solely through the change of use of the shop unit in the Mall.

Table 5.15 Gain in restaurant and café floorspace 2013 - 15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
5	Edge of centre	380	Extension	150
			Shops	150
			New build	80
3	Local centres	231	Shops	231
4	Town centres	3,038	Shops	2,967
			Offices	71

Table 5.16 Loss in restaurant and café floorspace 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
1	District centres	-35	Dwellings	35
1	Town centres	-115	Dwellings	115

Drinking establishments

5.33 2012/13: Two pubs were lost, one in Dallow Road as part of the major builders merchant site and one in Leyhill Drive, Farley, for 14 dwellings.

5.34 2013/14: Public houses were lost to a community use in Biscot Road, a hotel in Guildford Street/Bute Street and for 6 flats in Dumfries Street.

5.35 2014/15: A pub in Ashcroft Road was lost for a small supermarket.

Table 5.17 Loss from drinking establishments 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
5	Edge of centre	-677	Dwellings	481
			Shops	24
			Hotel	106
			Education	66
1	Local centres	-216	Warehouses	216

Hot food takeaway

5.36 2012/13: Gain came from one minor change of use involving a small extension in Tudor Road.

5.37 2013/14: There were no gains or losses of hot food takeaways in this monitoring year.

5.38 2014/15: Gains amounted to 196 sq.m and 0.02 ha over 3 sites. A small extension was completed in Birdsfoot Lane and single changes of use were undertaken in both Dunstable Road and Futures House in Marsh Farm.

Table 5.18 Gains in hot food takeaways 2013 -15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
2	Edge of centre	139	Shops	139
1	Local centres	8	Extensions	8
1	District centres	98	Shops	98

Offices (B1a)

5.39 2012/13: Gain came primarily from an office above hotel development in Kimpton Road for some 1,900 sq.m and from a change of use from a motorists centre of 250 sq.m. Most of the loss in this year was from conversions of office space (over 400 sq.m) in or near the Town Centre to housing. Just 155 sq.m changed to an alternate use, a daycare centre at Marsh Farm.

5.40 2013/14: All gain in office space (630 sq.m) came from three permissions for extensions or change of use at the Airport. One of these applications also involved the loss of 520 sq.m of office space. All three applications were classed as being out of centre, being more than 500 sq.m from the public transport interchange. Some 2,250 sq.m of office space was lost to housing use, most through applications within or at the edge of the main Town Centre of which 1,000 sq.m was lost through two permitted development applications.

5.41 2014/15: The only gain of was for 38 sq.m within Bute Street adjacent to the Town Centre. Loss was considerable, around 13,050 sq.m of office space. The majority of this loss (approximately 11,500 sq.m) was lost through permitted development applications for

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housing across 9 applications; two of these involved the loss of 3,000 sq.m and almost 5,300 sq.m respectively. Full or change of use applications to housing accounted for another 730 sq.m while demolition of a single office site in High Town and a change of use to adult education in Castle Street accounted for the remainder.

Table 5.19 Gains in office space 2013 - 15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
3	Out of centre	630	Extensions	190
			Education	440
4	Edge of centre	2,211	Light industry	1,897
			Sui generis	276
			Shops	38

Table 5.20 Loss in office space 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
3	Out of centre	-187	Dwellings	187
20	Edge of centre	-9,000	Dwellings	7,888
			Education	155
			Shops	49
			Clinics	250
			Demolition	658
5	Town centre	7,898	Dwellings	6,966
			Education	932

Institutions (D1 including schools, places of worship)

5.42 2012/13: Schools provided most of the gain in non-residential institution floorspace. This was through the intensification of use on existing sites. Due to the size and placement of schools, plus their limited number of entrances this led to most of the education floorspace (around 2,400 sq.m) being classed as being outside of the 300m walking distance from town centres. The remaining 1,740 sq.m of education floorspace provided was classed as being edge of town centre sites. Other notable gains were for over 700 sq.m in the main town centre for an art gallery and for around 180 sq.m in Crawley Green local and Stopsley district centres for extensions to dental practices. The only loss for this year was of a health clinic in Marsh Road which was changed to a dwelling.

5.43 2013/14: Non-school educations uses again form much of the gain in floorspace in 2013/14. The greatest gains were for University of Bedfordshire who erected a new building of over 2,000 sq.m for postgraduate use while the Bedfordshire Educational Academy acquired more floorspace in Chapel Street. School-based education gained extended use of temporary classrooms at Icknield High School. Three other sites changed use for community-scale education purposes (involving just over 310 sq.m) and extensions/change of use were

completed for just over 400 sq.m of floorspace for places of worship. Loss of aircrew training facilities at Airport Way due to change of use to a hotel cost 2,650sq.m; three other applications saw the loss of a doctors surgery and small buildings in community use to dwellings and a shop.

5.44 2014/15: Gains in education use involved some 825 sq.m of floorspace, of which adult education across 2 sites accounted for around 800 sq.m. Four sites involving community uses/places of worship led to a gain of 1,630 sq.m of floorspace of which 1,100 involves a temporary change of use from heavy industry for 3 years. Loss was limited to a single site of around 170 sq.m, which was converted to housing.

Table 5.21 Gain in non-residential institutions 2013 - 15 (gross gain)

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
9	Out of centre	3,647	Extensions	2,547
			Heavy industry	1,100
13	Edge of centre	5,475	Extensions	1,992
			New build	2080
			Light industry	569
			Offices	405
			Dwellings	363
			Shops	66
1	Local centre	116	Dwellings	116
4	District centre	408	Dwellings	65
			Offices	153
			Warehousing	92
			Shops	98
4	Town centres	2,288	Financial	712
			Offices	932
			Shops	120

Table 5.22 Loss of non-residential institutions, 2013 - 15 (gross loss)

Number of applications	Location	Floorspace lost	Lost to	Element sq.m
2	Out of centre	-2,750	Hotel	2650
			Dwellings	100
3	Edge of centre	-434	Dwellings	434
1	District centres	-87	Shops	87

5 . Employment

Leisure (D2)

5.45 2012/13: There was no change in leisure uses during this year.

5.46 2013/14: Tokko, the youth centre opened in Gordon Street. This town centre site offers almost 1,100 sq.m of leisure facilities. There was a modest loss of 179 sq.m of floorspace from a single site in Dudley Street in High Town.

5.47 2014/15: There was no gain in leisure use during 2014/15. A former gym in Duke Street and a social club in Dunstable Road were converted to housing and a snooker hall in Park Street changed use to a church. Loss for the year totalled 1,394 sq.m across these three sites.

Non-conforming uses (sui generis)

5.48 2012/13: There were no changes to any main town centre uses within Luton for this year.

5.49 2013/14: Five live/work units were completed in John Street. A gain of 160 sq.m of floorspace has been recorded.

5.50 2014/15: A site offering just over 100 sq.m of floorspace for a multi-purpose facility in Guildford Street was formed through the change of use of a former heritage light industrial building.

6 . Key Findings

Key Findings

- The Lower age group 16-24 is notably less likely to be claiming benefits than the regional and national average (table 3.5). It is not known if this is because of lower unemployment in this group, or because they are more likely to be supported by their families.
- Deprivation is increasing; income and gross disposable household income are lower than the regional and national average (tables 3.8 and 3.9).

Housing

- Luton is maintaining its track record of delivery against the annualised figure of the last adopted housing target. Luton has maintained a 5-year housing land supply.
- Luton is likely to remain attractive to those looking to move to the Town from a neighbouring, less affordable area. Despite one of the highest annual gain of prices seen anywhere in England or Wales prices for the average home remain between 25 - 50% lower than adjoining neighbouring authority areas.
- The majority of units delivered in Luton are for one and two bedroom flats, part of a long term trend. The main growth area for housing in the last year was through office to residential conversions in or adjacent to the Town Centre. To ensure the required mix in terms of bedroom numbers and tenure is delivered there will have to be a greater intervention by the Council during early stages of the planning process to avoid a negative outcome.

6.1 Employment

- The loss of light industrial units to residential use has continued to erode the supply near/within the main town centre. All of the expected loss as a result of the completion of the inner ring road has now occurred.
- Loss of heavy industry land was largely through the demolition and decontamination of the former industrial estate at Caleb Close/Wingate Road. Of concern is the loss to sui generis uses which are not yet considerable but are occurring on purpose-built estates, removing valuable B2 land from supply. Loss at the former Napier Park site (23ha) has still not been recorded despite demolition of the factory units as the vast former factory floor, plus underlying basement and reservoir remain in situ.
- The pipeline data shows only a moderate loss of heavy industry land. The loss of the former Vauxhall site will not however be outweighed by gain at Century Park as land uses there are less likely to be heavy industry. The overall loss will therefore be higher.

Main Town Centre Uses

- **Offices**
 - Against a background of loss through conversion or demolition the effect of the change to permitted development rights to allow the change of use from office to residential is having a significant effect on the floorspace available within or near Luton's main town centre.
 - It has been observed that attractive modern offices are as likely to be converted as old ones less fit for purpose. This goes against the Government's aim in ensuring the recycling of older office space that is less attractive to the market. The Council should consider the use of a focused Article 4 direction to ensure the most suitable office stock remains for employment use.

- Between May 2013 and 1st April 2015 enough floorspace has been lost through permitted development alone for over 1,000 full time equivalent jobs (using the OffPat/HCA Employment Densities Guide 2010 assumptions) and that as at 1st January 2016 there were prior approval applications giving the potential for the loss of floorspace for around another 1,500.
- As at 1st April 2015 traditional extant applications could lead to the loss of floorspace for almost another 1,000 jobs.
- **Retail**
 - Loss of shops within centres is low and floorspace at ground floor level in primary shopping areas remains protected, indicating that policies remain fit for purpose.
 - The loss of pubs, especially from edge of centre locations may well be of concern.
- **Institutions**
 - Both the University and schools in Luton have seen expansion or renewal of part of their estates, indicating that planning is effective at this scale of operation. However it is known that there are areas of the Town with significant under supply in specific school places. The availability of land is a severe constraint, and this will be discussed in future AMRs.

6 . Key Findings

