



Authority Monitoring Report February 2018

Planning and Economic Growth
Place and Infrastructure

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Luton

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1 Introduction

1.1 This authority monitoring report (AMR) describes development activity relating to planning within Luton between 1st April 2015 and 31st March 2017. During this period, the Luton Local Plan 2001-2011 existed and so much of this report will reflect the policies and targets of that plan. On 07th November 2017 the Luton Local Plan 2011-2031 was adopted. Some sections of this report (particularly those relating to housing targets) will refer to the policies and targets of that new plan for additional reference.

Purpose of this Report

1.2 National planning practice guidance provides the following role of AMRs:

Local planning authorities must publish information at least annually that shows progress with Local Plan preparation, reports any activity relating to the duty to cooperate and shows how the implementation of policies in the Local Plan is progressing and are encouraged to report as frequently as possible on planning matters to communities. This is important to enable communities and interested parties to be aware of progress. Local planning authorities can also use the Authority Monitoring Report to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force, and to determine whether there is a need to undertake a partial or full review of the Local Plan.

This information should be made available publicly. Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out what information the reports must contain, although there is other useful information that can be set out. In particular, the reports can highlight the contributions made by development, including section 106 planning obligations, Community Infrastructure Levy and New Homes Bonus payments, and how these have been used. (Paragraph: 027 Reference ID: 12-027-20170728)

2 Plan Progress

Local Development Scheme

2.1 The local development scheme (LDS) sets-out the scope and timings of plan-making. Updates to the LDS were published on 10th November 2015 and 24th January 2017. The following paragraphs identify the planning documents set-out in the LDS, the stage they have reached in their preparation and an explanation for any delays.

Luton Local Plan 2011 - 2031

2.2 The Luton Local Plan 2011-2031 was published in draft form for consultation from 26th October 2015 to 07th December 2015. This related to regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

2.3 The proposed plan, consultation responses, sustainability appraisal and supporting evidence were submitted in April 2016 to the Secretary of State for formal examination.

2.4 The Secretary of State appointed a planning inspector to undertake the examination in public, which took place between July 2016 and January 2017. Following examination, a consultation on proposed modifications was undertaken between April and May 2017. This stage was not planned for in the LDS and resulted in a delay to the identified timings. Considering the responses to this consultation, the inspector issued their report in August. The report states that the plan provides an appropriate basis for the planning of the borough, subject to a number of modifications being made to it.

2.5 The local plan was adopted on 07th November 2017 with the required modifications.

Gypsy & Traveller Local Plan Part 2 2011 - 2031

2.6 As of March 2017, the initial evidence gathering and preparation stage had not completed in-line with the timings set-out in the LDS. This delay was due to the Government changing the definitions of travelling people, which required a review of previous needs assessments.

2.7 The next AMR will report on progress since March 2017.

2 . Plan Progress

Table 2.1 Luton Local Plan 2011-2031: progress against the LDS

Stage	LDS 2015 timings	LDS 2017 timings	Actual timings
Evidence gathering and preparation	Complete by June 2014	Completed	Completed June 2014
Regulation 18 consultation	July - August 2014	Completed	June - August 2014
Consideration of consultation responses	September - November 2014	Completed	September - November 2014
Evidence gathering and preparation	December 2014 - July 2015	To September 2015	December 2014 - September 2015
Regulation 19 Consultation	October - November 2015	October - November 2015	October - December 2015
Consideration of consultation responses	December 2015 - February 2016	December 2015 - February 2016	January - March 2016
Submission	March 2016	April 2016	April 2016
Examination	June - July 2016	July 2016 - January 2017	July 2016 - January 2017
Adoption	October 2016	July 2017	November 2017

Table 2.2 Gypsy & Traveller Local Plan Part 2: progress against the LDS

Stage	LDS 2015 timings	LDS 2017 timings	Actual timings
Evidence gathering and preparation	October 2014 - March 2016	April 2016 - March 2017	Completed May 2017
Regulation 18 consultation	April to May 2016	April - May 2017	June - August 2017
Consideration of consultation responses	June 2016	June - August 2017	Ongoing
Regulation 19 Consultation	July - August 2016	September - October 2017	N/A
Consideration of consultation responses	September 2016	November 2017 - January 2018	N/A
Submission	October 2016	March 2018	N/A
Examination	December 2016	June 2018	N/A
Adoption	March 2017	December 2018	N/A

2 . Plan Progress

Neighbourhood Development Orders and Plans

2.8 No neighbourhood development plans or orders have been made.

Duty to Co-operate

2.9 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 15th November 2011.

2.10 The National Planning Policy Framework (NPPF) (2012) explains that public bodies have a have a duty to co-operate 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.

2.11 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 adaptation, conservation and enhancement of the natural and historic environment, including the landscape.

2.12 Full details of how the council has complied with the duty in respect of the Luton Local Plan was set out in statements that were published alongside the submission version of the plan in 2016. The inspector examining the local plan concluded in their final report that the council had complied with the duty. During 2016 and 2017, activity under the duty included:

1. Meetings between councillors, 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 and the local nature partnership.
2. Joint preparation of technical evidence base studies.
3. The Joint Luton Housing Market Assessment Growth Options Study (November 2016), which was signed off by all authorities within the Luton housing market area (Luton, Central Bedfordshire, North Hertfordshire and Aylesbury Vale).
4. The Joint Central Bedfordshire and Luton Green Belt Study (November 2016).

2.13 Luton has been engaging with neighbouring local planning authorities within the wider housing market area and other stakeholders as part of preparation for its local plan examination hearing sessions via:

- Securing or updating statements of common ground with Central Bedfordshire, North Hertfordshire, Aylesbury Vale and with other authorities adjacent to the Luton housing market area including Bedford, Stevenage, Dacorum and Buckinghamshire councils, other agencies including Highways England and with stakeholders including Henry Boot (owners of Butterfield Green Technology Park Strategic Allocation);
- Agreement between the authorities in the housing market area and the inspector of the new local plan that a position statement should be prepared and agreed. This will set out the quantum of unmet housing needs arising from Luton and the wider housing market area and how that is to be apportioned and tested through respective plan making with a view to securing a memorandum of understanding.

2.14 Luton Council has made 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 and necessary strategic infrastructure. This task includes written representation on the North Hertfordshire District Council Regulation 19 local plan consultation. Luton has continued to liaise with authorities adjacent to the Luton housing market area on their plan preparation including Bedford Borough, Dacorum and (via letter) has agreed a position statement on employment and housing matters with Welwyn Hatfield.

Luton Community Infrastructure Levy

2.15 It is not the intention to implement the levy until market conditions and development viability have improved.

3 . Housing

3 Housing

3.1 More data, including lists of planning applications and their build status can be found within the Strategic Housing Land Availability Assessment, November 2017. That document and other related information can be found in the 'housing' section of the following web page:

<https://www.luton.gov.uk/Environment/Planning/Regional%20and%20local%20planning/evidence-base/Pages/default.aspx>

The Housing Target for Luton

3.2 Under the 2012 planning regulations the council must declare performance against any housing target within their current local plan.

3.3 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 3.1 Housing target 1991 - 2011

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

3.4 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.

3.5 The Luton Local Plan 2011-2031 provides a new target of 8,500 new homes across its 20-year period. This equates to an average of 425 homes per year. The table below shows that rates of development have exceeded that new target.

Table 3.2 Housing delivery compared with targets from the Luton Local Plan 2011-2031

Year	Net gain in homes	Cumulative gain	Cumulative annualised plan target
2011/12	490	490	425
2012/13	351	841	850
2013/14	147	988	1275
2014/15	415	1403	1700
2015/16	624	2027	2125
2016/17	798	2825	2550

Affordable Housing

3.6 226 homes were provided as affordable tenures in 2015/16. This represents 36% of total housing delivery. 127 homes were provided as affordable tenures in 2016/17, representing 16% of total housing delivery.

3.7 The Luton Local Plan 2001-2011 requires 50% affordable housing from sites delivering 15 or more dwellings or on land greater than half a hectare. This has dropped to 20% in recent years due to recent viability evidence following the market crash in 2008. The level of affordable housing delivery in the period covered by this report is therefore reasonable.

Student Accommodation

3.8 During 2015/16 and 2016/17, there was a net gain of 528 bedrooms built for student accommodation at the following locations:

- 33-35 Upper George Street (32 rooms)
- 44-44 Park Street (33 rooms)
- 21-25 Chapel Street (87 rooms)
- Spring Place/ Dumfries Street (430 rooms)
- Rutland Hall, 54 Crawley Green Road (minus 54 rooms)

3.9 The development at Spring Pace/ Dumfries Street has another 126 rooms under construction.

3.10 There is extant consent for another 589 rooms. 230 of these are due to come from the development site at 1-11 Cumberland Road, while the remaining 359 are from the proposed development of the car park opposite Whitbread House on Flowers Way.

Residential Care Homes

3.11 There was a gain of 7 rooms through the conversion of dwellings to residential care uses and the extension of existing facilities. In addition, 8 new supported dwellings were delivered at Abigail Close.

3.12 There was a loss of 110 rooms as the following facilities closed:

- 27a Malzeard Road (5 rooms)
- Sherd Lodge (34 rooms)
- The Laurels (35 rooms)
- The Mount (36 rooms)

3.13 Extant permission for a net loss of 22 rooms existed on developments that had not commenced.

3 . Housing

Permitted Development/ Prior Approvals

3.14 In recent years, the Government has extended the range of permitted development in order to increase the supply of new homes. These include conversions from retail and employment uses to housing and the applications are subject to a process of prior approval where a limited number of concerns can be considered. During 2015/16 and 2016/17, this type of development resulted in a net gain of 138 dwellings. 76 of these were 1-bed units, while the other 62 were 2-bed units.

3.15 A further 466 dwellings were under construction, while extant permissions for a further 174 had yet to commence. 534 of these are for 1-bed units, 101 are 2-bed homes and 5 are 3-bed homes.

4 Employment

4.1 The gain or loss of employment land and floorspace is outlined below and given in both gross and net areas. The figure for land is inclusive of the area of any buildings upon it. The figure for floorspace generally covers enclosed space within a development, usually within a traditional building space (a covered yard would not necessarily count). Multiple storeys are recorded.

Table 4.1 Employment land gained/lost in hectares, 2015/16 - 2016/17

Use class	Gross gain	Gross loss	Net change
B1a	0	-1.5545	-1.5545
B1b	0	0	0
B1c	0.0221	-6.3162	-6.2941
<i>Sub Total B1</i>	<i>0.0221</i>	<i>-7.8707</i>	<i>-7.8486</i>
B2	0.1	-17.7989	-17.6989
B8	0.6934	-0.9363	-0.2429
Total	0.8155	-26.6059	-25.7904

Table 4.2 Employment floorspace gained/lost in square metres, 2015/16 - 2016/17

Use class	Gross gain	Gross loss	Net change
B1a	2,979	-20,596	-17,617
B1b	1,426	0	1,426
B1c	2,938	-32,262	-29,324
<i>Sub Total B1</i>	<i>7,343</i>	<i>-52,858</i>	<i>-45,515</i>
B2	3,973	-24,376	-20,403
B8	7,081	-12,007	-4,926
Total	18,397	-89,241	-70,844

4 . Employment

Offices (B1a)

4.2 A significant amount of office space has been lost and this is greater than has been witnessed in recent years. The highest losses of floorspace were witnessed at the following sites:

- Whitbread House (5,095sq.m.)
- Unity House (2,690sq.m.)
- 54-62 Park Street (2,406sq.m.)
- 12-14 Park Street (1,255sq.m.)
- 26-30 Cardiff Road (1,158sq.m.)

4.3 The greatest gain (1,858sq.m.) was at The Poynt on Dunstable Road, where a retail unit and gymnasium changed to offices.

4.4 15,006sq.m. was lost through the permitted development to residential uses.

Analysis: The provision of new 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, especially over the time period covered by this report. 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.

Research and Development (B1b)

The gain in floorspace was through changes from B2 and B8 uses at Cargo 10, Airport Way.

Analysis: This development represents the only change in B1b uses in recent years.

Light Industry (B1c)

4.5 The highest losses of floorspace were witnessed at the following sites:

- Power Court (19,746sq.m.)
- Units 8 and 10, Finway (6,738sq.m. combined)
- Rear of 23-29 Farley Hill (1,975sq.m.)

4.6 The highest gains were recorded on two developments at Bilton Way (1,089sq.m.) and Airport Way (1,426sq.m.). Both of these involved changes from other classes of employment uses.

Analysis: The losses at Power Court (almost 20,000sq.m. of floorspace) were expected as there is a policy direction for the redevelopment of this site. Most of the buildings on this site have now been demolished to make way for new development. Other than this exceptional loss, the rate of change is consistent with that seen in previous, recent years.

General Industry (B2)

4.7 The highest losses of floorspace were at:

- Guardian industrial estate (9,206sq.m.)
- Napier Park (7,030sq.m.)
- Cargo 10, Airport Way (2,852sq.m.)
- 41-43 Dudley Street (1,650sq.m.)
- Spring Place/ Dumfries Street (1,286sq.m.)
- 66-80 Arundel Road (1,104sq.m.)

4.8 The greatest gains were recorded at:

- Unit 10, Finway (1,124sq.m.)
- Cargo 10, Airport Way (1,426sq.m.)

Analysis: The net loss of B2 uses is significantly greater than in recent years. This has largely been driven by losses at the Guardian industrial estate and Napier Park, both of which have policy directions for their comprehensive redevelopment. The Guardian estate has now been developed for residential uses, while Napier Park has been cleared to make way for future development. If these schemes were excluded, the rate of change would be broadly consistent with that seen in previous, recent years.

Storage and Distribution (B8)

4.9 The greatest losses were recorded at:

- 30 Chaul End Lane (3,743sq.m.)
- Cargo 10, Airport Way (2,852sq.m.)
- Hayward Tyler, Kimpton Road (1,257sq.m.)
- 1-11 Bilton Way (1,089sq.m.)

4.10 The greatest gains were noted at:

- Unit 8, Finway (5,614sq.m.)
- Cargo 10, Airport Way (1,426sq.m.)

4.11 Both of these schemes involved losses from other employment uses as the premises were re-configured for current needs.

4 . Employment

Analysis: The net loss in B8 land is not inconsistent with trends from recent, previous years.

Employment Pipeline

Table 4.3 Net employment land permissions as at 16 April 2017

Use Class	Net Employment Land (ha) (1)	Net Floorspace (sq.m)
B1a	-1.4258	3,567
B1b	0	0
B1c	16.4957	67,388
<i>Sub Total B1</i>	<i>58.0699</i>	<i>112,052</i>
B2	-8.2122	-34,664
B8	0.1725	45,345
Total	50.0212	122,733

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

4.12 Note that the subtotal for B1 uses is greater than the sum of its parts. This is because it includes a gain of 43ha of land and 41,097sq.m. of floorspace relating to the development of Century Park. There is a long-standing policy application to create this business park but there is no detail on the proposed break-down of B1 uses from the extant application.

4.13 A total of 25,141sq.m. of B1a floorspace is due to be lost through the permitted development of offices to homes. Against these losses, the forecast net gain is driven by the potential for 30,150sq.m. of new office accommodation proposed at Napier Park.

4.14 There are no extant permissions relating to B1b uses.

4.15 The net gains in B1c uses relate to the build-out of the remaining land at Butterfield Green Technology Park (67,400sq.m. of floor space).

4.16 The pipeline for B2 uses is heavily influenced by the potential for a loss of 83,770 sq.m. floorspace at Napier Park. This relates to the vehicle release facility that was part of the 2013 planning application but has recently been retained by Vauxhall motor company. 41,097sq.m. of new B2 floorspace is expected at Century Park.

4.17 Gains in B8 use floorspace are largely driven by the future development of Century Park (41,097sq.m.) and Napier Park (8,250sq.m.)

5 Other Development

5.1 The following information includes town centre uses, for which the National Planning Policy Framework definition has been used. As the Luton Local Plan 2001-2011 does not define town centre boundaries for each local or district centre, main town centre uses within 300m of a frontage will be defined as being on the edge of the centre. The next update to the AMR is expected to relate to the Luton Local Plan 2011-2031 and will reflect the neighbourhood and district centre geographies that are fully in line with the NPPF's definitions.

5.2 The location of uses is relevant because national and local policies direct main town centre uses to allocated centres or their edges. Only if there are no suitable and available premises in those preferable locations can out-of-centre sites be considered.

Shops (A1)

5.3 There was a gross floorspace gain of 6,139sq.m. and a gross loss of 4,773sq.m. This equates to a net gain of 1,366sq.m. The level of losses is similar to previous, recent years while the level of gains is significantly greater.

5.4 The main drivers of new floorspace were:

- New mezzanine at the former PC World shop at Madford Retail Park (edge of centre) = 1,909sq.m.
- New Aldi on former employment land at Scott Road (edge of centre) = 1,535sq.m.
- Demolition and re-development of Lidl on Francis Street (district centre) = 1,424sq.m.

5.5 The majority of new floorspace was provided at or on the edge of allocated centres, in-line with national and local policy.

5.6 The losses to floorspace were driven by:

- Change to offices on the ground floor of The Poynt, Dunstable Road = -1,099sq.m.
- Demolition and re-development of Lidl on Francis Street (district centre) = -1,200sq.m.

5.7 It is notable that there were no new gains in Luton town centre, only losses.

5 . Other Development

Table 5.1 Gross gain in general shop floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
1	Out of centre	443	Extensions	443
10	Edge of centre	3,878	Extensions	1,996
			Light industry	1,535
			General industry	183
			Assembly and leisure	145
			Sui generis	19
3	Local centres	69	Extensions	24
			Sui generis	45
6	District centres	1,750	Extensions	1,626
			Drinking establishments	96
			Dwelling houses	28

Table 5.2 Gross loss in general shop floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
2	Out of centre	-1,744	Restaurants and cafés	-645
			Offices	-1,099
6	Edge of centre	-468	Restaurants and cafés	-114
			Hot food takeaway	-84
			Dwelling houses	-270
6	Local centres	-333	Restaurants and cafés	-74
			Hot food takeaway	-165
			Sui generis	-94
5	District centres	-1,507	Extensions	-1,200
			Restaurants and cafés	-48
			Hot food takeaway	-63
			House in multiple occupation	-185
			Sui generis	-11
4	Town centre	-721	Financial/ professional service	-23
			Restaurants and cafés	-192
			Dwelling houses	-68
			Non-residential institution	-438

Professional and Financial Services (A2)

5.8 There was a gross floorspace gain of 169sq.m. and a gross loss of 294sq.m. This equates to a net loss of 125sq.m. The level of gain is similar to previous, recent years while the level of losses is significantly lower.

5.9 All new floorspace was provided within allocated centres, in-line with national and local policy.

Table 5.3 Gross gain in financial and professional services floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
3	District centre	146	Extensions	48
			Drinking establishments	66
			Non-residential institution	32
1	Town centre	23	Shops	23

Table 5.4 Gross loss in financial and professional services floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
1	Edge of centre	-79	Sui generis	-79
3	Town centre	-215	Restaurants and cafés	-128
			Hot food takeaway	-81
			Dwelling houses	-6

5 . Other Development

Restaurants and Cafés (A3)

5.10 There was a gross floorspace gain of 1,887sq.m. and a gross loss of 1,152sq.m. This equates to a net gain of 735sq.m. The level of gain is significantly lower than in previous, recent years while the level of losses is significantly higher.

5.11 A high proportion of new floorspace was delivered in out-of-centre locations, which does not necessarily follow national and local policy. This was mostly due to the development of a new drive-through restaurant on Chaul End Lane.

Table 5.5 Gross gain in restaurant and café floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
2	Out of centre	800	Shops	600
			Sui generis	200
5	Edge of centre	609	Shops	114
			Extensions	19
			Drinking establishments	102
			Offices	234
			Sui generis	141
1	Local centres	59	Shops	59
2	District centres	99	Shops	48
			Drinking establishments	51
2	Town centre	320	Shops	192
			Financial/ professional service	128

Table 5.6 Gross loss in restaurant and café floorspace, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
4	Edge of centre	-683	Dwelling houses	-196
			Non-residential institution	-26
			Assembly and leisure	-461
2	Local centres	-469	Hot food takeaway	-130
			Sui generis	-339

Drinking Establishments (A4)

5.12 Drinking establishments continue to be lost with no re-provision. This is consistent with previous, recent years.

5.13 The reduction in floorspace relates to the closure of four pubs:

- Oliver's/ The Vine (Castle Street)
- The Freeholder (York Street)
- The Robin Hood (New Town Street)
- The Melson Arms (John Street)

Table 5.7 Gross loss from drinking establishments, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m	Lost to	Element sq.m
4	Edge of centre	-882	Hotel	-153
			Dwelling houses	-427
			Non-residential institution	-302

Hot Food Takeaway (A5)

5.14 There was a gross floorspace gain of 750sq.m. and a gross loss of 42sq.m. This equates to a net gain of 708sq.m. The level of gain is significantly greater than previous, recent years while the level of losses is broadly comparable.

5.15 Most new floorspace was delivered within or on the edge of centres, in-line with national and local policy.

Table 5.8 Gross gains in hot food takeaways, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
2	Out of centre	142	Shops	92
			Sui generis	50
1	Edge of centre	84	Shops	84
6	Local centres	360	Shops	220
			Restaurants and cafés	130
			Extension	10
1	District centres	83	Shops	83
1	Town centre	81	Financial/ professional service	81

Table 5.9 Gross loss from hot food takeaways, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m.	Lost to	Element sq.m.
1	Town centre	-42	Dwelling houses	-42

5 . Other Development

Hotels (C1)

5.16 There was a net floorspace gain of 3,025sq.m. Changes in hotel uses have not been reported in previous, recent monitoring reports.

5.17 The gains were due to the Premier Inn at Osborne Road being extended (1,187sq.m.) and The Mount old persons home being converted to a hotel (2,088sq.m.).

5.18 While most of the new provision was delivered in out-of-centre locations, this is not necessarily in conflict with policy. The need for hotels in Luton is largely driven by the airport and it is reasonable that new development is located close to the origin of need.

Table 5.10 Gross gains in hotels, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m.	Gained from	Element sq.m.
2	Out of centre	3,275	Extension	1,187
			Residential institution	2,088

Table 5.11 Gross loss from hotels, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m.	Lost to	Element sq.m.
1	Edge of centre	-250	Non-residential institution	-250

Non-residential Institutions (D1, including schools and places of worship)

5.19 There was a gross floorspace gain of 33,308sq.m. and a gross loss of 3,566sq.m. This equates to a net gain of 29,742sq.m. The level of gain is significantly greater than previous, recent years while the level of losses is broadly comparable.

5.20 The main drivers behind the increase in floorspace are:

- Re-build of Stopsley day care centre, Hitchin Road (1,349sq.m.)
- Expansion of Woodlands secondary school, Northwell Drive (1,725sq.m.)
- Expansion of Wigmore primary school, Twyford Drive (1,844sq.m.)
- Extensions to Luton Mosque, Westbourne Road (2,000sq.m.)
- New primary school on Park Street (2,416sq.m.)
- New university library on Park Street (6,815sq.m.)
- Re-build of Stopsley high school, St Thomas' Road (10,188sq.m.)

5.21 The majority of losses related to the demolition of existing facilities that were necessary to make way for the above schemes.

5.22 While a significant volume of development has taken place in out-of-centre locations, this mostly relates to the extension of existing school premises to meet local needs.

Table 5.12 Gross gain in non-residential institutions, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m	Gained from	Element sq.m
10	Out of centre	13,509	Dwelling houses	20
			Extensions	13,489
25	Edge of centre	19,361	Restaurants and cafés	26
			Drinking establishments	201
			Offices	1,118
			Light industry	371
			Storage and distribution	360
			Hotels	250
			Dwelling houses	2,077
			Extensions	14,142
			Assembly and leisure	817
1	Town centre	438	Shops	438

Table 5.13 Gross loss of non-residential institutions, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost	Lost to	Element sq.m
1	Out of centre	-1,109	Offices	-1,109
5	Edge of centre	-2,425	Dwelling houses	-434
			Extensions	-2,166
1	District centres	-32	Financial/ professional service	-32

5 . Other Development

Assembly and Leisure (D2)

5.23 There was a gross floorspace gain of 5,667sq.m. and a gross loss of 3,188sq.m. This equates to a net gain of 2,479sq.m. The level of gains and losses is significantly greater than previous, recent years.

5.24 The main driver of gains was the conversion of a warehouse to a trampoline park on Chaul End Lane (3,743sq.m.).

5.25 The main source of loss was the development of new houses on a bowling green at Abigail Close (2,100sq.m.).

5.26 The delivery of new assembly and leisure uses in out-of-centre locations is not necessarily in-line with local and national policy.

Table 5.14 Gross gain in assembly and leisure, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m.	Gained from	Element sq.m.
2	Out of centre	3,779	Storage and distribution	3,743
			Extensions	36
6	Edge of centre	1,889	Restaurants and cafés	461
			Offices	613
			Light industry	90
			Non-residential institution	635
			Extensions	90

Table 5.15 Gross loss of assembly and leisure, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m.	Lost to	Element sq.m.
1	Out of centre	-2,100	Residential institution	-2,100
4	Edge of centre	-1,088	Shops	-145
			Dwelling houses	-943

Development of Its Own Kind (sui generis)

5.27 2012/13: There was a gross floorspace gain of 54,594sq.m. and a gross loss of 9,682sq.m. This equates to a net gain of 44,912sq.m. Historical records of all sui generis uses are incomplete, making it impossible to compare this against previous years.

5.28 The biggest drivers of new floorspace were:

- Change from a restaurant to a large house in multiple occupation on the High Street (3,385sq.m.)
- Development of a multi-storey car park at the airport (42,959sq.m.)

5.29 The greatest losses related to the demolition of existing facilities to make way for the delivery of new sui generis uses.

5.30 While most new development occurred in out-of-centre locations, sui generis uses include a wide variety of development types that are not appropriate within centres (e.g. MOT testing stations).

Table 5.16 Gross gain in sui generis, 2015/16 to 2016/17

Number of applications	Location	Floorspace gained sq.m.	Gained from	Element sq.m.
9	Out of centre	48,503	General industry	1,104
			Storage and distribution	927
			Dwelling houses	10
			Extensions / other sui generis	46,462
12	Edge of centre	2,578	Financial/ professional service	79
			Light industry	1,736
			General industry	279
			Storage and distribution	57
			Dwelling houses	10
			House in multiple occupation	305
			Extensions / other sui generis	112
3	Local centre	3,502	Shops	117
			Restaurants and cafés	3,385
1	District centre	11	Shops	11

Table 5.17 Gross loss of sui generis, 2015/16 to 2016/17

Number of applications	Location	Floorspace lost sq.m.	Lost to	Element sq.m.
6	Out of centre	-8,012	Restaurants and cafés	-250
			Dwelling houses	-1,352

5 . Other Development

Number of applications	Location	Floorspace lost sq.m.	Lost to	Element sq.m.
			Extensions / other sui generis	-6,410
2	Edge of centre	-1,585	Dwelling houses	-1,570
			Assembly and leisure	-15
2	Local centre	-85	Shops	-45
			Hot food takeaway	-40

6 Key Findings

Key Findings

Housing

- The old housing targets of the Luton Local Plan 2001-2011 were exceeded. The new targets from the Luton Local Plan 2011-2031 are being met, though this is largely an effect of a significant increase in delivery over the last two years.
- Compared to the 50% target from the Luton Local Plan 2001-2011, there was a significant under-provision of affordable housing. This is, however, broadly in-line with the 20% policy expectation in the new Luton Local Plan 2011-2031.

Employment

- There were net losses across all types of employment uses bar B1b (research and development).
- The majority of B1a (office) losses were through permitted development rights. A further 25,000sq.m. of floorspace is forecast to be lost through these rights in the coming years.
- The majority of B1c (light industry) losses were due to the expected re-development of Power Court.
- Just over half the B2 (general industry) losses were due to the expected re-development of the Guardian Industrial Estate and Napier Park.
- Losses to B8 (storage and distribution) were not as significant as for other employment uses.

Other Development

- There was a net increase in general shops (A1). There were no gains of general shops (A1) in Luton town centre, only losses. The majority of new provision was located in edge-of-centre sites.
- There was a net loss of professional and financial services (A2), including within Luton town centre.
- Restaurants and cafés (A3) recorded a net gain, including within Luton town centre. The biggest gains were seen in out-of-centre locations.
- Drinking establishments (A4) continue to decline, with the closure of four pubs and no new provision.
- Hot food takeaways (A5) increased, with the majority of new development in local centres.
- There was a net gain of hotel uses (C1), all of which was located in out of centre areas.
- There was a significant increase in non-residential institutions (D1), driven by school expansion projects.
- Assembly and leisure uses (D2) increased, which was mostly due to a new trampoline park at Chaul End Lane.

