

# Luton Authority Monitoring Report 2025

(01/04/2024 – 31/03/2025)

## Contents

Luton Authority Monitoring Report 2025 .....	1
(01/04/2024 – 31/03/2025) .....	1
1. Introduction .....	3
Purpose and Content of the AMR.....	3
Structure of this AMR .....	4
2. Luton Plan-making Progress .....	5
Luton Local Development Scheme.....	5
Luton Local Plan Review.....	5
Supplementary Planning Documents .....	6
Community Infrastructure Levy .....	6
Infrastructure Funding Statement (IFS).....	7
Neighbourhood Planning.....	8
Duty to Co-operate.....	8
3. Monitoring Results – Housing.....	10
Housing Completions .....	10
Five year housing land supply position.....	12
Housing Commitments.....	12
Housing Delivery Test .....	12
Affordable Housing .....	12
Housing Mix.....	14
Gypsies, Travellers and Travelling Showpeople .....	14
Houses in Multiple Occupation.....	15
Student Accommodation .....	17
Residential Care Homes/ Supported Housing (Use Classes C2 and C3b) .....	18
Housing for Older People.....	19
Accessible Housing.....	19
Self and Custom Build Housing.....	21
4. Monitoring Results – Employment Land .....	22
Luton Local Plan Policies .....	22

Employment Land Gains and Losses.....	23
Net Loss of Employment Land .....	24
Employment Land Commitments .....	24
Employment – Local Plan Allocations without Planning Permission at 31 March 2025.	27
Luton Airport Development Consent Order (DCO) .....	27
Strategic Allocations for Employment Sites .....	27
Appendix 1 - Housing Completions in 2024-25 by site.....	31
Appendix 2 – Acronyms and Definitions.....	35
Acronyms used in this AMR .....	35
Definitions of words or phrases used in this AMR.....	35

## 1. Introduction

1.1. This is Luton Council's Authority Monitoring Report for the period 1 April 2024 to 31 March 2025.

### Purpose and Content of the AMR

1.2. Each Council has a statutory obligation to publish an Authority Monitoring Report (AMR) which monitors the implementation of the Local Development Scheme and the extent to which the policies in Local Plans are being achieved. Subject to these requirements, it is a matter for individual Councils to decide the content of the AMR.

1.3. This AMR provides:

- an update on progress with the preparation of the Luton Local Plan measured against the Council's Local Development Scheme (July 2024);
- reports any key actions taken under the Duty to Co-operate; and
- includes monitoring information with a focus on housing and employment development to help assess the progress and effectiveness of key policies in the Luton Local Plan 2011-2031(Adopted November 2017).

1.4. The focus of this report is a single year, however some tables have also been included that summarise trends and total change since 1 April 2011, which is the start date of the Adopted Luton Local Plan 2011-2031.

1.5. It should be noted that all figures relating to losses or gains of land, floorspace or housing are net unless otherwise stated.

### Use Classes

1.6. Planning use classes were revised on 1 September 2020 under the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020<sup>1</sup>. The three B1 (business use) classes were revoked:

- B1(a) Offices - Other than a use within Class A2 (see above)
- B1(b) Research and development of products or processes
- B1(c) Industrial processes

1.7. A new Class - E (Commercial, Business and Service) - was introduced, with 11 parts, E(a) to E(g) covering a wider range of classes. Uses which previously came under B1(a-c) were moved into class E(g) (uses which can be carried out in a residential area without detriment to its amenity) as follows:

- E(g)(i) Offices to carry out any operational or administrative functions,

---

<sup>1</sup> <https://www.legislation.gov.uk/uksi/2020/757/contents>

- E(g)(ii) Research and development of products or processes
- E(g)(iii) Industrial processes

1.8. The remaining B classes were unchanged under the new Regulations:

- B2 General industrial - Use for industrial process other than one falling within class E(g) (previously class B1) (excluding incineration purposes, chemical treatment or landfill or hazardous waste)
- B8 Storage or distribution - This class includes open air storage.

1.9. The Adopted Luton Local Plan refers to the use classes in effect at the date of its adoption, so for ease of understanding and where necessary, both the new and old use classes are referenced in this AMR.

### Structure of this AMR

1.10. This report is structured as follows:

- Section 2 reports on plan-making progress;
- Section 3 sets out detailed monitoring results for housing development;
- Section 4 sets out detailed monitoring results for employment development;
- Appendix 1 lists housing completions in 2024-25 by site; and
- Appendix 2 lists acronyms and definitions used in this report.

## 2. Luton Plan-making Progress

### Luton Local Development Scheme

- 2.1. The Local Development Scheme (LDS) is a project plan for preparing new planning policy documents. The LDS which applied during this monitoring period was approved on 22 July 2024.

### Luton Local Plan Review

- 2.2. The LDS approved in July 2024<sup>2</sup> set out a timetable for producing the new Luton Local Plan under the current planning legislation, but with regard to the Levelling Up and Regeneration Act 2023 and the recent government consultations on changes to the planning system.
- 2.3. Key stages of the Local Plan production process were set out in the LDS. Progress on the stages expected to take place in this monitoring period is set out in the table below.

*Table 1 – Local Plan Production Progress compared to the Local Development Scheme*

<b>Stage of Plan</b>	<b>Expected Dates</b>	<b>Update on Progress</b>
Evidence gathering	Commenced in September 2023 and on-going to submission	Evidence base collection underway including establishing housing needs and site assessment work.
Initial internal and key stakeholder engagement	January to July 2024	Consultation with stakeholders and duty to cooperate bodies took place and is continuing.
Approval of Issues and Options Paper and draft SCI for consultation with Members	October/ November 2024 (Overview and Scrutiny Board and Executive)	An Issues and Options paper, supporting documents and draft SCI were approved by Luton Council's Executive on 4 November 2024 for public consultation.
Issues and Options consultation (Regulation 18): Public consultation on key issues and options, supporting documents, draft SCI and a Call for Sites	November 2024 to January 2025 (8 weeks)	An Issues and Options public consultation was undertaken between 12 December 2024 and 7 February 2025 for the new Local Plan for Luton. This included the publication of the following documents: <ul style="list-style-type: none"> <li>- Issues and Options document</li> <li>- Draft Statement of Community Involvement</li> <li>- Duty to Cooperate Consultation Background Paper</li> <li>- Sustainability Appraisal Scoping Report</li> </ul>

<sup>2</sup> Luton Council Executive meeting 22 July 2024, Agenda Item 11 [CMIS > Meetings](#)

Stage of Plan	Expected Dates	Update on Progress
		<p>A Call for Sites exercise was also held at the same time as the Issues and Options consultation.</p> <p>A second Call for Sites exercise was held between 1 May and 12 June 2025.</p>

- 2.4. It should be noted that, whilst outside the monitoring period of this AMR, the Luton LDS was revised in July 2025<sup>3</sup> to include the preparation of a new joint Minerals and Waste Local Plan.
- 2.5. In July 2024 the Government published for consultation<sup>4</sup> its proposed approach to revising the National Planning Policy Framework (NPPF) and sought views on a series of wider policy proposals. These initial reforms were introduced in December 2024.
- 2.6. Although outside the monitoring period of this AMR, it is notable that in November 2025 the Government confirmed its intention to bring the new local plan-making system into force early in 2026 and published guidance<sup>5</sup> regarding the roll out of the new local plan-making system as well as the approach to preparing a plan under the existing ‘legacy’ plan-making system. In December 2025, the Government published a further consultation<sup>6</sup> on a fuller and more definitive update of the NPPF and other proposed reforms, including the new plan making system. The Town and Country Planning (Local Planning) (England) Regulations 2026 came into effect on 25 March 2026. Further regulations are expected shortly. Further changes will be required to the LDS as a result of the confirmation of the details of the new plan-making system.
- 2.7. In addition, in relation to the adoption of the Statement of Community Involvement (SCI) scheduled for June 2025, due to the changes and current uncertainty in relation to planning reforms and timing, adoption has not been progressed and will be reviewed when all the government’s new plan-making requirements are confirmed.

## Supplementary Planning Documents

- 2.8. No work on Supplementary Planning Documents was undertaken during the 2024/25 monitoring year.

## Community Infrastructure Levy

- 2.9. It has consistently been Luton Council’s intention not to introduce the Community Infrastructure Levy unless and until market conditions and development viability have improved.

<sup>3</sup> Luton Full Council 15 July 2025, Agenda Item 8 [CMIS > Meetings](#)

<sup>4</sup> [Proposed reforms to the National Planning Policy Framework and other changes to the planning system - GOV.UK](#)

<sup>5</sup> MHCLG Guidance – Rollout of the new local plan-making system [Rollout of the new local plan-making system - GOV.UK](#)

<sup>6</sup> [National Planning Policy Framework: proposed reforms and other changes to the planning system - GOV.UK](#)

2.10. The Levelling Up and Regeneration Act 2023 included a provision for a new infrastructure levy, designed to replace the Community Infrastructure Levy and Section 106 planning obligations. In July 2024 the Government published for consultation<sup>7</sup> its proposed approach to revising the NPPF and sought views on a series of wider policy proposals. As part of that consultation the Government confirmed that they would not be implementing the infrastructure levy, and will instead focus on improving the existing system of developer contributions.

### Infrastructure Funding Statement (IFS)

2.11. Since December 2020 local authorities have been required to publish an Infrastructure Funding Statement (IFS), recording any CIL payments and Section 106 contributions made during each financial year.

2.12. The purpose of the IFS is to provide an overview of developer contributions that have been agreed, received, allocated or spent in the previous financial year. It also states the amounts spent across a number of Council departments, including on affordable housing, highways and open space. The Council's latest IFS<sup>8</sup> was published in November 2025 and covers the period 1 April 2024 to 31 March 2025.

*Table 2 – Key figures - Luton Infrastructure Funding Statements*

Year	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
<b>Total amount agreed [A]</b>	£5,408,296	£4,568,967	£5,352,366	£6,694,428	£5,834,442	£11,061,505
<b>Total amount received [B]</b>	£1,702,876	£903,002	£1,853,025	£423,749	£685,419	£855,669
<b>Total amount spent in year [C]</b>	£307,615	£242,510	£550,162	£306,312	£1,210,695	£723,947

#### Notes to Table 2

[A] These are maximum sums to be paid, agreed when new S106 obligations are signed. However, payments are not made when the S106 is signed, but once development has commenced on site, or when a particular development milestone has been met (in accordance with S106 agreements). The amount paid may be reduced depending on viability assessments.

<sup>7</sup> [Proposed reforms to the National Planning Policy Framework and other changes to the planning system - GOV.UK](https://www.gov.uk/government/consultations/proposed-reforms-to-the-national-planning-policy-framework-and-other-changes-to-the-planning-system)

<sup>8</sup> Luton Council [Luton infrastructure funding statements](#)

[B] These are the sums received by the council each year as payments against existing S106 agreements. Other non-monetary contributions may also have been agreed, for example the provision of affordable housing units on relevant housing sites.

[C] These are sums spent from the S106 funds received, usually allocated for specific projects or activities allocated by receiving council departments. The funding spent is from S106 contributions collected from previous years. The S106 agreement usually states how funding is to be spent, including for infrastructure within the vicinity of the development.

## Neighbourhood Planning

2.13. There were no completed (made) neighbourhood plans for Luton or any in the process of being produced during the 2024/25 monitoring year.

## Duty to Co-operate

2.14. The Duty to Cooperate is a legal requirement and it requires local planning authorities to engage constructively, actively and on an ongoing basis with other local planning authorities, county councils and organisations in order to maximise the effectiveness of Planning documents in relation to strategic planning matters. This means, where needed, engaging with our neighbours (North Hertfordshire District Council and Central Bedfordshire Council and others) on cross boundary matters such as housing and infrastructure.

2.15. As part of the Town and Country Planning (Local Planning) (England) Regulations 2026 that came into effect on 25 March 2026 the Duty to Cooperate was abolished. The Duty will be replaced by a new emphasis on strategic planning with the introduction of spatial development strategies and a requirement to maintain effective cooperation.

### *Duty to cooperate activities for the new Luton Local Plan*

2.16. In the monitoring period 1 April 2024 to 31 March 2025 the Council has undertaken the duty to cooperate activities listed below.

2.17. A Duty to Cooperate and Consultation Background Paper<sup>9</sup>(December 2024) was published as part of the Council's Issues and Options public consultation held between December 2024 and February 2025 for the new Local Plan for Luton.

2.18. The Background Paper sets out the 'strategic matters' that, at this stage, the Council had identified, including through consultation with the Duty to Cooperate bodies, identified that it was likely that the new Luton Local Plan would need to be address. The Background Paper also identified the bodies with whom cooperation will be necessary and described the consultation that had taken place to date. Table 1 in the Background summarises the strategic

---

<sup>9</sup> [Luton Local Plan Review](#)

issues and relevant duty to cooperate bodies (see Pages 18 to 23 of the Background Paper).

2.19. Officers sent a draft Duty to Cooperate matrix covering cross boundary strategic matters for comment, which was then followed by a meeting.

2.20. The Background Paper will be reviewed as the new Local Plan progresses, including the identification of additional strategic matters. In addition, reforms to the plan-making system as a result of the Levelling Up and Regeneration Act 2023 may require changes to the way the Council cooperates and engages with the bodies and stakeholders outlined in the Background Paper and/or to the documents/material which are produced.

*Duty to cooperate activities for neighbouring authorities' plan-making activities*

2.21. Luton Council's duty to cooperate activities include liaising with neighbouring authorities on their plan-making through regular meetings or joint working. The Council submits formal representations to emerging planning policy documents such as Local Plans and Supplementary Plan Documents which may also necessitate attendance at public examinations.

2.22. In the monitoring period 1 April 2024 to 31 March 2025 Luton Council has undertaken the following key duty to cooperate activities:

- Meeting with St Albans Council regarding their Regulation 19 Local Plan and production of a Statement of Common Ground between Luton and St Alban's Councils.
- Engagement between Luton, Central Bedfordshire and Bedford Borough Council's on the production of a new Joint Minerals and Waste Local Plan for Bedfordshire.
- Engagement and a Memorandum of understanding produced between Luton and Stevenage Councils.
- Supporting the production of the Local Nature Recovery Strategy for Bedfordshire led by Central Bedfordshire.

### 3. Monitoring Results – Housing

#### Housing Completions

- 3.1. Housing completions for the monitoring period were 401 dwellings. This is 5.7% below the annualised plan requirement of 425 dwellings per annum in the Luton Local Plan 2011-2031 adopted in November 2017.
- 3.2. Table 3 below shows the annual housing delivery compared with the cumulative annualised Local Plan target since 2011.

*Table 3 – Housing Completions in Luton compared with the Luton Local Plan 2011-2031 housing requirements*

Monitoring Period	Cumulative annualised plan target [A]	Net gain in homes each year (HFR <sup>10</sup> submission)	Cumulative gain [B]	Cumulative loss/ gain against plan target [A-B]
2011/12	425	490	490	65
2012/13	850	351	841	- 9
2013/14	1,275	147	988	-287
2014/15	1,700	415	1,403	-297
2015/16	2,125	624	2,027	-98
2016/17	2,550	798	2,825	275
2017/18	2,975	873	3,698	723
2018/19	3,400	627	4,325	925
2019/20	3,825	791	5,116	1,291
2020/21	4,250	474	5,590	1,340
2021/22	4,675	412	6,002	1,327
2022/23	5,100	1146	7,148	2,048
2023/24	5,525	458	7,606	2,081
2024/25	5,950	535 <sup>11</sup>	8,141	2,191

- 3.3. The total net completions in Luton in 2024-25 were 401 dwellings. The list of housing completions by site is included in Appendix 1 of this AMR. Planning application references are shown below in brackets.
- 3.4. As part of the Council’s Housing Flows Reconciliation submission to the Ministry of Housing, Communities and Local Government (MHCLG) for 2024-25, the Council has added an additional 134 dwellings which were completed at 19 Chapel Street, Luton (24/00931/LAWE) in 2022-23 but due to an administrative error were not included in that year’s submission.

<sup>10</sup> The Housing Flows Reconciliation is an annual return to the MHCLG. This return collects information on housing gains and losses and stock in the borough (‘new build’ completions, change of use, conversions, other gains and losses, and demolitions) and enables calculation of annual net additional dwellings for the local authority.

Table 122: Housing supply: Net additional dwellings, by local authority district, England. [Live tables on housing supply: net additional dwellings - GOV.UK](#)

<sup>11</sup> The total net gain for 2024-25 includes 134 dwellings completed in 2022-23 but not reported due to an administrative error.

- 3.5. The majority of the housing completions in 2024-2025 were new build completions. This included 247 completions on the following large sites:
- Barnfield College, New Bedford Road, Luton (20/00108/OUT and 21/00113/REM) – Total site 104 dwellings, of which 51 completed prior to 1<sup>st</sup> April 2024. Remaining 53 dwellings completed in 2024-25.
  - Land adjacent to Caddington Road and Newlands Road, Luton (also known as Land to the west of Newlands Road) (17/00590/FUL) – Total site 340 dwellings, of which 184 dwellings completed prior to 1<sup>st</sup> April 2024. Remaining 156 dwellings completed in 2024-25.
  - Eaton Green Heights (Napier Park, Kimpton Road, Luton (13/00280/OUT and 16/01340/REM) – Total site of 520 dwellings, of which 500 completed prior to 1<sup>st</sup> April 2024. Remaining 20 dwellings completed in 2024-25.
  - 22-36 Hastings Street, Luton (14/01182/FUL) – Total site of 18 dwellings, all completed in 2024-25.
- 3.6. There were 40 new build completions on sites of 9 dwellings or less.
- 3.7. There were 91 completions from conversions:
- 213 Oakley Road (21/00944/FUL) – Total site of 65 dwellings, all completed in 2024-25.
  - 7 North Street (22/00058/FUL) – Total site of 15 dwellings, all completed in 2024-25.
  - Prudence Place, Proctor Way (20/00020/COM) – Total site of 11 dwellings, all completed in 2024-25.
- 3.8. There were 23 completions from changes of use, all on sites of 4 dwellings or less.
- 3.9. There were no completions of new purpose-built student accommodation, housing for older people or residential care/ supported housing in 2024-25.

*Table 4 – Net Dwelling Completions in Luton 2024-25*

<b>Completion Type</b>	<b>Dwellings Completions (Net)</b>
New build	287
Conversions	91
Change of use	23
Demolitions	0
<b>Total</b>	<b>401</b>

## Five year housing land supply position

3.10. The Council has prepared an up to date housing land supply position within it's 5 Year Housing Land Supply report, which will be available on the Council's website. This confirms that on the 31<sup>st</sup> March 2025 the Council had a **4.64 year housing land supply**. The HLS report also forecasts that by 31<sup>st</sup> March 2030 the Council is on course to deliver 5,337 dwellings against a requirement of 5,751 between 2025-30.

## Housing Commitments

3.11. At 31<sup>st</sup> March 2025 there were outstanding planning permissions for 7,231 dwellings, of which it is forecast 5,337 dwellings will be built in the five year period 2025-2030. The Sites Schedule in Appendix 1 of the Council's 5 Year Housing Land Supply report lists the sites with outstanding planning permission at 31<sup>st</sup> March 2025.

## Housing Delivery Test

3.12. The Housing Delivery Test (HDT) is an annual measurement of housing delivery in the area of the relevant plan making authority. The HDT is a percentage measurement of the number of net homes delivered against the number of homes required, as set out in the relevant strategic policies in the area, over a rolling three-year period.

3.13. The Housing Delivery Test Rule Book sets out how the measurement is calculated. Accompanying the measurement is a technical note illustrating the process followed in order to calculate the test measurement.

3.14. The HDT results are published annually by the MHCLG. The NPPF outlines a range of planning policy consequences for authorities who do not achieve set percentage results each year. In the latest published HDT results - 2023 measurement<sup>12</sup>, Luton met the HDT for the years 2020-21, 2021-22 and 2022-23 with a HDT measurement of 499%, incurring no sanctions.

## Affordable Housing

3.15. Policy LLP16 of the Local Plan requires the provision of 20% affordable housing units on developments that deliver a net gain of at least 11 dwellings and on sites of 10 dwellings or less that have a combined floorspace of more than 1,000 sqm.

3.16. Affordable homes includes first homes, discounted market sale homes, social, affordable and intermediate rented homes and shared ownership or shared equity homes. Of these, only social or affordable rented homes run by a registered provider are 'social housing'.

3.17. There were 90 Affordable Housing Completions in Luton in 2024-25 of which:

---

<sup>12</sup> [Housing Delivery Test: 2023 measurement - GOV.UK](#)

- 65 dwellings were for affordable rent at Oakley House, 213 Oakley Road (100% affordable housing); and
- 25 dwellings were for shared ownership at Barnfield Place.

3.18. The timing of the affordable housing completion is that of the physical completion of the unit, as opposed to the handover of the property to the affordable housing provider.

3.19. Planning permission was granted for 78 affordable dwellings in 2024-25, see Table 5 below for details.

3.20. Table 5 also shows the sites that met the affordable housing provision threshold in Policy LLP16 but which will not be providing affordable housing dwellings due to scheme viability. Some of these sites will provide affordable housing contributions and/or are subject to review mechanisms<sup>13</sup>.

*Table 5 – Affordable Housing planning permissions granted in 2024-25*

Site	Planning application reference	Approval date	Total dwellings	Affordable Housing dwellings
Former Leagrave Service Station, High Street [Land at..]	20/00706/FUL	22/05/2024	40	6
43-45 Guildford Street & 61-65 Cheapside	23/00092/FUL	20/09/2024	16	3
25 - 27 Brunswick Street, Luton LU2 0HF (Lok n Store)	23/00205/FUL	19/04/2024	136	27
Bute Street Shoppers Car Park, Bute Street	24/00157/FUL	26/06/2024	292	0
80 - 88 Collingdon Street LU1 1RX	23/00564/FUL	16/01/2025	16	3
70 New Bedford Road, Luton LU3 1BS [Lansdowne]	23/00598/FUL	25/04/2024	50	6
4 Union Street, Luton LU1 3AN	24/00071/FUL	30/10/2024	45	9
187-189 Waller Avenue	22/00990/FUL	23/07/2024	342	0
1-9 York Street	22/00400/FUL	26/04/2024	57	0
Barnfield College, Bramingham Business Park, Enterprise Way, Luton LU3 4BU	24/00460/SECMOD Variation of S106 on 23/00985/MMAMD	03/12/2024	119	24
		<b>Total</b>	<b>1113</b>	<b>78</b>

<sup>13</sup> Bute Street Shoppers Car Park; 187-189 Waller Avenue; 1-9 York Street. See Luton Infrastructure Funding Statement 2024-25 for details.

## Housing Mix

3.21. Policy LLP15 requires that the size, type and tenure of dwellings provided reflects the identified housing need requirements of the area in the Strategic Housing Market Assessment (SHMA) 2015.

3.22. The SHMA was updated in December 2017, after the adoption of the Luton Local Plan. The following table shows the delivered housing mix between 2024 and 2025 compared with the mix identified in the 2017 SHMA.

3.23. The percentages have been amended as Luton measures housing delivery of 4+ bedroom for houses, rather than recording 4 and 5 bedroom units separately, and Luton measures housing delivery for 2 bedroom flats and 3+ bedroom flats separately as opposed to all 2+ bedroom flats together.

*Table 6 – Total Housing mix delivered 2024-25*

Type	1 bed flat	2 bed flat	3+ bed flat	1 bed house	2 bed house	3 bed house	4+ bed house	Total Completions
<b>Total dwellings completed 2024-25</b>	171	248	7	0	13	57	39	535
<b>Mix of Total dwellings completed (% of total) (Rounded)</b>	32%	46%	1%	0%	3%	11%	7%	100%
<b>Strategic Housing Market Assessment 2017 Mix (%)</b>	1%	-1% (All flats with 2 or more beds)	-	0%	12%	70%	17%	100%

3.24. Of the total dwellings delivered in 2024-25, there has been an over-delivery of 1 and 2+ bedroom flats, 78% against the SHMA identified need of 1%. Whilst only 22% of the total completions were houses compared with the identified need of 99% in the 2017 SHMA.

## Gypsies, Travellers and Travelling Showpeople

3.25. Policy LLP20 ensures that existing Gypsy, Travellers and Travelling Showpeople (GTTS) sites are safeguarded for that use and that provision of accommodation for Gypsies and Travellers is located in a sustainable manner.

3.26. There have been no completions or new planning permissions for Gypsy, Traveller or Travelling Showpeople accommodation during the monitoring period 2024-25. At 31<sup>st</sup> March 2025 there were are no outstanding

(unimplemented) planning permissions for accommodation for Gypsy, Traveller or Travelling Showpeople.

## Houses in Multiple Occupation

3.27. The Town and Country Planning (Use Classes) Order 1987 (as amended in 2010), defines House in Multiple Occupation (HMOs) as houses that are inhabited by three or more unrelated people, as their only or main residence, who share one or more basic amenity (such as a kitchen). Two types of HMOs are identified:

- Small HMOs - those housing between three and six unrelated people (categorised under Class C4 of the Order); and
- Large HMOs - those housing more than six unrelated people (categorised under Class 'Sui Generis' of the Order).

3.28. Under the Town and Country Planning (General Permitted Development) (England) Order 2015, C3 dwellings can be changed to C4 (6 person) Houses in Multiple Occupation (HMOs) (and vice versa) without planning permission. This means that the Planning department will not record all conversions to or from C4 use.

3.29. At 31<sup>st</sup> March 2025 there were the following outstanding planning permissions, (see Table 7 below for details):

- The gain of one C4 HMO;
- The loss of four HMOs and the net gain of three dwellings (C3);
- The change of use of 16 C3 dwellings to C4 HMO; and
- The change of use of three C4 HMO to Large (Sui Generis) HMOs.

*Table 7 – Houses in Multiple Occupation Outstanding Planning Permissions at 31<sup>st</sup> March 2025*

Site	Planning application reference	Approval date	Development
156 Dallow Road Luton LU1 1NF	22/00480/LAWP	15/06/22	Gain 1 x C4 HMO
55A Dordans Road LU4 9BS	21/00054/VARCON	12/03/21	Loss of 1 HMO and Gain of 2 x C2 dwellings (Net 1 dwelling)
137 Morgan Close LU4 9GN	20/00657/FUL; 23/00928/LAWE	07/06/20; 13/09/23	Loss of 1 HMO and Gain of 3 x C2 dwellings (Net 2 dwellings)

<b>Site</b>	<b>Planning application reference</b>	<b>Approval date</b>	<b>Development</b>
1B Chester Avenue Luton LU4 9SF	25/00172/LAWPFT	17/03/25	Loss of 1 HMO to 1 C2 dwelling (Net 0 dwelling)
11 Grange Avenue Luton LU4 9AS	22/01505/LAWP	09/01/23	Loss of 1 HMO to 1 C2 dwelling (Net 0 dwelling)
20 Alexandra Avenue Luton LU3 1HG	24/00168/COU	29/01/25	Change of use of 1 C4 HMO to Large (Sui Generis) HMO
21 Clarendon Road Luton LU2 7PQ	23/00843/FUL	19/04/24	Change of use of 1 C4 HMO to Large (Sui Generis) HMO
95 Stockingstone Road Luton LU2 7NE	23/00790/COU	16/05/24	Change of use of 1 C4 HMO to Large (Sui Generis) HMO
72 Biscot Road Luton LU3 1AU	22/00954/LAWP	13/09/22	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
43 Cowper Street Luton LU1 3SQ	24/01228/LAWP	19/12/24	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
233 Crawley Green Road Luton LU2 0QJ	24/01328/LAWP	17/01/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
294 Crawley Green Road Luton LU2 0SL	24/01060/LAWP	05/11/24	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
54 Crawley Road, Luton LU1 1HZ	24/01310/LAWP	10/01/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
11 Cromwell Road, Luton LU3 1DP	23/00548/LAWP	27/07/23	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
90 Eaton Valley Road Luton LU2 0SW	24/01016/FUL	19/02/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
63 Farley Hill Luton LU1 5EG	18/00776/LAWP	24/07/18	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
234 High Town Road Luton LU2 0DN	20/01313/LAWP	16/12/20	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
236 High Town Road, Luton LU2 0DN	22/01198/LAWP	02/12/22	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
258 High Town Road Luton LU2 0DN - Hillcroft	22/01460/FUL	09/01/23	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
Flat 1 59 Hitchin Road Luton LU2 0EL	24/01271/COU	29/01/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)

Site	Planning application reference	Approval date	Development
39 Milton Road Luton LU1 5JB	24/01436/LAWP	31/01/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
17 Russell Rise Luton LU1 5ES	22/01083/LAWP	08/11/22	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
83 Russell Rise LU1 5ET	22/00434/LAWP	10/06/22	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)
2A Rutland Crescent Luton LU2 0RF	24/01308/LAWP	21/01/25	Change of use C3 dwellings to C4 HMO (Net 0 dwelling)

## Student Accommodation

3.30. Policy LLP17a supports proposals for student halls of residence where they demonstrably meet an unmet need provided that the criteria for Houses in Multiple Occupation are met and the proposals are:

- Either within 1km of the university or college building that they are primarily intended to serve, or are close to established public transport routes leading to the relevant university or college building; and
- Would not have a significant adverse impact on the amenity of adjacent residents or businesses.

3.31. There have been no gains or losses of new purpose-built student accommodation during the period 2024-25.

3.32. There have been no planning applications for new purpose-built student accommodation during the year 2024-25. At 31<sup>st</sup> March 2025 there were no outstanding (unimplemented) planning permissions for new purpose-built student accommodation.

3.33. At 31<sup>st</sup> March 2025 there was one outstanding planning permission for a change of use from D1 place of workshop/ educational establishment to 8 student bedspaces (91 High Street, Leagrave, 23/01413/FUL).

3.34. At 31<sup>st</sup> March 2025 there were outstanding planning permissions for:

- Change of use of 120 student bedspaces to 42 flats (C3) (Lawrence Hall, 20/00206 and Lester Hall, 21/01296); and
- Change of use of 456 student bedspaces to 84 co-living flats (Lea Halls, 23/01199/FUL).

## Residential Care Homes/ Supported Housing (Use Classes C2 and C3b)

### *C2 Care Homes*

- 3.35. There have been no applications received for housing specifically designed as C2 care homes during the year 2024-25.
- 3.36. One change of use from a large HMO (C4) to a 5 bedspace children's care home was completed (275 Stockingstone Road, 21/00365/FUL) in 2024-25.
- 3.37. The following four planning applications have been approved in 2024-25:
- One application for 6 additional rooms for elderly care at an existing care home (Collinson House, 616-618 Dunstable Road, 24/01299/FUL);
  - Two applications for changes of use of one dwelling each to children's homes (9 Marlborough Road, 23/01136/COU and 81 Turnpike Road, 23/00661/COU); and
  - An application for a Secondary SEN School including a respite centre providing 5 bedspaces (Aerial Site, Kestrel Way – 24/00054/REG3).
- 3.38. At 31<sup>st</sup> March 2025 there were ten other outstanding (unimplemented) planning permissions for C2 residential care/ supported housing, of these one is a change of use from office use class E at Wigmore Hall and the other nine are changes of use from existing dwellings (C3).
- 3.39. Together these 14 outstanding planning permissions provide 63 bedspaces. This is a zero net gain of housing for 11 of these permissions as these are changes of use from existing dwellings (C3). There is a gain of 6 bedspaces for the Collinson House permission for 6 additional elderly care rooms. There is a gain of 6 care bedspaces for the Wigmore Hall permission which is a change of use from office use class E to C2. There is a gain of 5 care bedspaces for the Kestrel Way SEN School respite centre.

*Table 8 – C2 Care Homes Outstanding (Unimplemented) Planning Permissions at 31<sup>st</sup> March 2025*

<b>Site</b>	<b>Planning application reference</b>	<b>Approval date</b>	<b>Total bedspaces</b>
Aerial Site, Kestrel Way	24/00054/REG3	06/06/2024	5
35 Blundell Road	21/01418/COU	21/04/2022	6
Collinson House, 616-618 Dunstable Road	21/01299/FUL	05/02/2025	6
Wigmore Hall, Eaton Green Road	22/00546/FUL	03/10/2022	6
9 Glenfield Road	23/00234/COU	09/06/2023	3
9 Marlborough Road	23/01136/COU	22/08/2024	4
12 Millfield Road	23/00263/COU	02/05/2023	4

Site	Planning application reference	Approval date	Total bedspaces
1 Mountgrace Road	22/00911/FUL	27/10/2022	4
183 Old Bedford Road	22/00394/FUL	01/07/2022	8
18 Rondini Avenue	23/00252/FUL; 24/01136/FUL	09/05/2023; 09/12/2024	4
23 Seymour Road	22/00314/FUL	23/06/2022	3
20 Stratford Road	23/00032/FUL	03/03/2023	2
49 The Avenue	22/01428/FUL	04/01/2023	5
81 Turnpike Drive	23/00661/COU	02/09/2024	3
		<b>Total bed spaces</b>	<b>63</b>

3.40. At 31<sup>st</sup> March 2025 two existing care homes have outstanding (unimplemented) planning permissions for change of use to a total of 11 dwellings - 105 London Road, 23/00388/FUL gain of 9 flats; and 36 Moor Street, 23/00309/FUL gain of 2 dwellings.

#### *C3b Supported Housing*

3.41. There has been no housing specifically designed as C3b supported housing completed during the year 2024-25.

3.42. One application for change of use from a large HMO to a 22 person unit supported housing scheme has been approved (26 to 32 Brantwood Road, 24/00426/FUL) - this is a zero net gain of housing. At 31<sup>st</sup> March 2025 there were no other outstanding (unimplemented) planning permission for C3b supported housing.

### Housing for Older People

3.43. Policy LLP18 lists criteria to be met by new development designed specifically for older people, and the circumstances when permission will be granted for improvements to existing older people's housing.

3.44. Apart from the application for 6 additional rooms for elderly care at an existing care home (Collinson House) included in C2 Care Homes above (see Paragraph 3.37), there have been no applications received, approved or completed for older people's housing during the year 2024-25. At 31<sup>st</sup> March 2025 there were no other outstanding (unimplemented) planning permissions for older people's housing.

### Accessible Housing

3.45. Part M4 of the Building Regulations<sup>14</sup> sets out three categories of accessibility for new homes. Only M4 Category 1 – Visitable Dwellings is mandatory for all new dwellings. M4 Category 1 and 2 are optional.

<sup>14</sup> Building Regulations – Approved Document M Volume 1 – Dwellings (2015 and 2016 amendments)

3.46. The Adopted Luton Local Plan does not set out specific policy requirements for the Optional Building Standards Category 2 – Accessible and Adaptable Dwellings and Category 3 – Wheelchair User Dwellings standards.

3.47. There have been no completions for M4 - Category 2 or Category 3 accessible housing during the year 2024-25.

3.48. There have been three planning approvals which include M4 - Category 2 or Category 3 accessible housing during the year 2024-25. See Table 9 below for details.

*Table 9 – Planning permissions for M4 – Category 2 or Category 3 Accessible Housing in 2024-25*

Site	Planning application reference	Approval date	Part M4(1) Units	Part M4(2)	Part M4(3)	Total Dwelling Units
25 - 27 Brunswick Street, Luton LU2 0HF (Lok n Store)	23/00205/FUL	19/04/2024	126	0	10	136
43-45 Guildford Street & 61-65 Cheapside, Luton LU1 2NQ	23/00092/FUL	20/09/2024	0	15	1	16
Land At Former Leagrave Service Station, High Street, Leagrave, Luton	20/00706/FUL	22/05/2024	0	40	0	40
<b>Total</b>			<b>126</b>	<b>55</b>	<b>11</b>	<b>192</b>

3.49. At 31<sup>st</sup> March 2025 there were three permitted sites under construction and three permitted sites not started which include provision for M4 Category 2 or 3 accessible housing. See Table 10 below for details.

*Table 10 – Sites with Planning Permission at 31<sup>st</sup> March 2025 for M4 – Category 2 or Category 3 Accessible Housing*

Site	Planning application reference	Planning Status	Part M4(1) Units	Part M4(2)	Part M4(3)	Total Dwelling Units
4-11 Burr Street, Luton LU2 0HN	24/00065/AMEND	Under construction	250	143	13	406

Site	Planning application reference	Planning Status	Part M4(1) Units	Part M4(2)	Part M4(3)	Total Dwelling Units
40 - 58 Collingdon Street Luton Bedfordshire LU1 1RX	14/01369/FUL	Under construction	93	10	0	103
10 Midland Road Luton LU2 0HR	23/00412/MMAMD	Under construction	208	121	17	346
1 To 11 Cumberland Street [aka JRL Cumberland Works] - Car Park Adjacent	22/00211/FUL	Not started	0	234	12	246
13-31 Dunstable Road & Trend House, Dallow Road LU1 1BG	24/00026/EIASCR	Not started	277	0	23	300
Land Opposite Whitbread House, Flowers Way [aka JRL Castle Street]	23/01249/MMAMD	Not started	0	383	19	402
<b>Total</b>			<b>828</b>	<b>891</b>	<b>84</b>	<b>1803</b>

## Self and Custom Build Housing

3.50. There have been no applications received, approved or completed for self and custom build housing during the year 2024-25.

3.51. The Self-Build and Custom Housebuilding Act 2015 places a duty on councils to keep a register of eligible individuals and associations who wish to self-build or custom build. The Register is used to identify demand for self and custom build. Details of the registration process are available on the Council's website<sup>15</sup>.

---

<sup>15</sup> [Self and custom build register](#)

## 4. Monitoring Results – Employment Land

### Luton Local Plan Policies

- 4.1. Luton Local Plan Policy LLP2 sets out the Spatial Development Strategy for Luton Borough and identifies seven Strategic Allocations for employment development:
- Land South of Stockwood;
  - London Luton Airport (Century Park);
  - Butterfield Green Technology Park;
  - Napier Park;
  - Power Court;
  - High Town; and
  - The Creative Quarter.
- 4.2. Policy LLP13 seeks to protect existing employment land and buildings for employment (B class) use. Category A and B Employment Areas allocated on the Local Plan Policies Map and listed in Local Plan Appendix 3, along with smaller existing B use employment sites not identified, are to be protected. Policy LLP14 of the Local Plan sets out criteria that provide for Category B sites and unidentified employment sites to be redeveloped where the criteria is met. The loss of employment land to other uses and the gain of employment land from other uses is monitored as far as possible due to the changes to use classes.
- 4.3. Policy LLP13 also supports the delivery of employment development on the following four strategic allocated sites:
- Land South of Stockwood – B1 office and light industry (Policy LLP5);
  - London Luton Airport (Century Park) – Mixed aviation related B1b-c, B2 and B8, small scale ancillary service uses and hotel use (Policy LLP6);
  - Butterfield Green Technology Park – High quality B1, B2 and B8 uses; other uses such as small scale retail (A1 and A3) and leisure uses to support the Technology Park(Policy LLP7); and
  - Napier Park – Predominantly B1 office light industry and small scale affordable B2 use and ancillary hotel use; small scale A1 to assist regeneration and housing provision; residential development (Policy LLP8).
- 4.4. Policy LLP13 directs proposals for warehousing (B8) over 500 sqm floorspace to employment locations well connected to the strategic highway network, motorway access, at rail served depots and exceptionally at Crescent Road. The policy identifies the following preferred locations:
- London Luton Airport (including Century Park);

- Sundon Park employment area;
- Junction 11 Craddock Road;
- Chaul End Lane; and
- Limbury Sidings.

4.5. Policies LLP9, 10 and 11 set further details of the Strategic Allocations at Power Court, High Town and the Creative Quarter as follows:

- Power Court – Mixed use development including town centre uses, B1 offices and housing (Policy LLP9);
- High Town Strategic Allocation – Residential-led mixed use development including small-scale offices/ workshops and live/work units (Policy LLP10); and
- Creative Quarter – Mixed use development including creative businesses, residential, mix of restaurants, galleries, retail, leisure and education facilities (Policy LLP11).

## Employment Land Gains and Losses

### *Employment Gains - New Build (Completions)*

4.6. During the 2024-25 monitoring period there was a total gain of 603 sqm of new build employment floorspace: 166 sqm B1 and 437 sqm B8. Both of these developments were on Key Employment Areas identified in the adopted Local Plan. Table 11 below lists the details for each site.

*Table 11 – Employment Gains – New Build (Completions) during 2024-25 (sqm)*

Site/ Use Class	Key Employment Area	E (g)	B1	B2	B8	Mixed B Use	Total
Unit J, Park Avenue Industrial Estate (Sundown Park Employment Area)	Category A	0	0	0	437	0	437
30A King Street, Luton	Category B	0	166	0	0	0	166
<b>Total</b>		<b>0</b>	<b>166</b>	<b>0</b>	<b>437</b>		<b>603</b>

### *Employment Gains - From Other Uses (Changes of Use)*

4.7. During 2024-25 no employment floorspace was added from other uses (changes of use).

### *Employment - Changes of Use within B and E (g) Classes*

4.8. During 2024-25 there were no changes of use within the B and E (g) use classes.

### *Employment losses – Changes of Use to Housing (C3)*

4.9. During 2024-25 four existing employment sites changed to residential uses (C3):

- Wesley House, 19 Chapel Street<sup>16</sup> – loss of 7,450 sqm B1a to 134 flats.
- Oakley House, 213 Oakley Road – loss of 3,943 sqm B2 to 65 flats.
- 35 John Street – loss of 132.30 sqm E (g) (i) to 3 flats.
- Prudence Place, Proctor Way – loss of 390 sqm B1a to 11 flats.

### *Employment losses – To Other Uses (Changes of Use)*

4.10. During 2024-25 one existing employment site changed to temporary use Sui Generis vehicle storage. This site is within a Key Employment Area identified in the adopted Local Plan. This site is not included in the net change figures below as it is a temporary change of use:

- 1-35 Bolton Road – temporary loss of 3,943 sqm B2.

### **Net Loss of Employment Land**

4.11. During the monitoring period 2024-25 there was an overall net loss of 11,312.30 sqm from/ to employment land. Table 12 below shows the net gains and losses by type of employment land.

4.12. Table 12 shows the total net floorspace lost during 2024-25. The ‘net’ figures reflect the gains of floorspace from new build (see Paragraph 4.6 above), taking account of losses from changes of use from employment (see Paragraph 4.9 above).

*Table 12 – Employment Land Net Gains and Losses*

<b>Change/ Use Class</b>	<b>B1</b>	<b>E (g) (i)</b>	<b>E (g) (ii)</b>	<b>E (g) (iii)</b>	<b>B2</b>	<b>B8</b>	<b>Total</b>
Gains	166	0	0	0	0	437	603
Losses	7840	132.30	0	0	3943	0	11,915.30
<b>Net</b>	<b>-7674</b>	<b>-132.30</b>	<b>0</b>	<b>0</b>	<b>-3943</b>	<b>+437</b>	<b>-11,312.30</b>

### **Employment Land Commitments**

4.13. At 31<sup>st</sup> March 2025 there were 17 outstanding planning permissions for a total of 201,253.40 sqm (net) of employment land. This includes five Strategic sites allocated in the Local Plan.

<sup>16</sup> As noted in Paragraph 3.4 above, this site was completed in 2022-23 but not reported due to an administrative error. Consequently the loss of 7,450 sqm was also not reported.

4.14. Six of the outstanding planning permissions were under construction (see Paragraphs 4.15 and 4.16 below) and 11 sites were not started (see Paragraph 4.17 and 4.18 below).

*Employment Land Outstanding Planning Permissions – Under Construction*

4.15. At 31<sup>st</sup> March 2025 there were six sites under construction for a total net gain of 87,613 sqm. Two of the sites have planning permission for mixed use or flexible uses which means it is not possible to detail the amount of floorspace that will be provided by individual use classes. The uses that are permitted are shown in Table 13 below with a tick. Where the planning permission specifies the amount of floorspace for specific use classes this information is also shown in Table 13.

4.16. Table 13 shows the total employment floorspace commitments under construction at 31 March 2025 by use class.

*Table 13 – Employment Land Outstanding Planning Permissions - Under Construction at 31 March 2025 (square metres)*

Site	Application Reference	E (g)	B1	B2	B8	Total (sqm)
Land Adjacent Junction 10 To 10A M1, Newlands Road, Luton (Newlands Park)	22/00929/HYBEIA; 23/00623/FUL; 23/00630/REM.	✓	X	✓	✓	57,891 <sup>17</sup> (Mixed use - Egiii, B2, B8)
West Ferry Printers, Kimpton Road, Luton	22/01011/FUL	X	X	✓	✓	-625 (Change B8 to B2/B8)
Prologis Park, Griffin House, 5 Osborne Road, Luton	22/01334/HYBEIA. 24/00568/REM. 24/01311/REM.	✓	X	✓	✓	5,295 (Mixed use - Eg, B2, B8)
12 Gloucester Road, Luton (Venture House)	18/00955/FUL. 24/00131/FUL.	X	✓	X	X	130 (B1c)
20A Linden Road, Luton	18/01072/FUL	✓	X	X	X	92 (Egi)

<sup>17</sup> Includes Unit 1 which is completed which will be counted as completed when the whole site is completed.

Site	Application Reference	E (g)	B1	B2	B8	Total (sqm)
Hart House Business Centre, Kimpton Road, Luton	18/00271/EIA. 21/01082/FUL.	X	✓	X	X	24,830 (B1a)
<b>Total (Net)</b>						<b>87,613</b>

*Employment Land Outstanding Planning Permissions – Not Started*

4.17. At 31<sup>st</sup> March 2025 there were 11 sites with planning permission not started for a total net gain of 113,640.4 sqm. In addition, the amount and mix of employment uses at Power Court is to be confirmed through reserved matters or further detailed planning applications.

4.18. Five of the 11 sites have planning permission for mixed use or flexible uses which means it is not possible to detail the amount of floorspace that will be provided by individual use classes. The uses that are permitted are shown in Table 14 below with a tick. Where the planning permission specifies the amount of floorspace for specific use classes this information is also shown in Table 14.

*Table 14 – Employment Land Outstanding Planning Permissions - Not Started at 31 March 2025 (square metres)*

Site	Application Reference	E (g)	B1	B2	B8	Total (sqm)
Butterfield, Great Marlings, Luton	23/01319/OUT. 24/01266/REM.	✓	X	✓	✓	43,700 (Mixed use - Egii, Egiii, B2, B8)
Power Court, Luton	16/01400/OUTEIA. 20/01497/AMEND. 20/01587/OUTEIA. 22/01204/REM. 23/00047/FUL	X	✓	X	X	To be confirmed
Bute Street Shoppers Car Park Church Street Luton	21/01115/EIASCR. 24/00157/FUL.	✓	✓	X	X	4,153 (E, B1a)
Units P To Q, 23 - 27 Cradock Road, Luton LU4 0JF	23/00485/FUL	X	✓	X	X	300 (B1c)
Kingsway House, Laporte Way LU4 8RJ	22/00663/FUL	✓	X	✓	✓	-46 (Mixed use - Egii, Egiii, B2, B8)
Land Opposite Whitbread House, Flowers Way	22/00195/FUL; 23/01249/MMAMD; 24/00558/MMAMD	✓	X	X	X	238.40 (Flexible E/F)

Site	Application Reference	E (g)	B1	B2	B8	Total (sqm)
Airport Way - Century Park (Green Horizons Park)	17/02300/EIA; 24/00764/REM	X	✓	✓	✓	54,100 (Mixed use - B1a, B2, B8)
Unit 1, Sundon Business Park, Dencora Way, Luton LU3 3HP	24/01021/COU	✓	X	✓	✓	1,478 (Mixed use - Egiii, B2, B8)
Land Rear Of 35 & 37 Ascot Road & Rear Of 28 & 30 Kennington Road Luton LU3 1AZ	24/01342/FUL	X	X	X	✓	-36 (B8)
1A Atherstone Road Luton LU4 8QU	24/00167/FUL	✓	X	X	X	150 (Egiii)
Land East Of Aldi And B&Q At Laporte Retail Park Dallow Road Luton	22/00141/FUL. 23/01376/FUL.	X	X	X	✓	9,603 (B8)
<b>Total (Net)</b>						<b>113,640.40</b>

### Employment – Local Plan Allocations without Planning Permission at 31 March 2025

4.19. There are no remaining Local Plan allocations for employment that have not been completed or have planning permission.

#### Luton Airport Development Consent Order (DCO)

4.20. Luton Airport is the UK's fifth largest airport. The airport trades under the name 'Luton Rising'. Luton Rising submitted a planning application in February 2023 of a size and scale that deemed it to be a nationally significant project requiring a Development Consent Order (DCO) from the Government.

4.21. The DCO application was approved by the Secretary of State for Transport on 3 April 2025.

4.22. The DCO adds a second terminal and associated infrastructure to enable the airport capacity to grow to 32 million passengers by the 2040s.

#### Strategic Allocations for Employment Sites

4.23. The status of each Strategic Allocation Site at 31 March 2025 is shown in Table 15 below.

*Table 15 – Updates on progress on strategic allocations (employment) 2024-25*

<b>Strategic allocation</b>	<b>Relevant permissions</b>	<b>Progress 2024 to 2025 and status at 31<sup>st</sup> March 2025</b>
<p>LLP7 - Butterfield Green Technology Park</p> <p>Known as Butterfield Business Park</p>	<p>17/02069/FUL 18/01639/FUL 20/01083/FUL 21/01559/FUL 23/01319/OUT 24/01266/REM</p>	<p>Outline planning permission granted for 43,700 sqm mixed Eg (ii) and (iii), B2 and B8 in September 2024.</p> <p>Detailed planning permission granted for Plot 17 in February 2025. Plot 17 is 4,600 sqm for mixed E(g) (ii) and (iii), B2 and B8.</p> <p>Some plots remain available for development. Further details on the current status of the site can be found on the Butterfield Business Park website.</p>
<p>LLP5 - Junction 10a south of Stockwood Park</p> <p>Known as Newlands Park</p>	<p>16/01401/OUTEIA 20/01588/OUTEIA 20/01589/OUTEIA 22/00929/HYBEIA 23/00623/FUL 23/00630/REM 23/00759/FUL 24/00408/FUL 24/00409/FUL 24/00421/FUL</p>	<p>Hybrid planning permission granted in May 2023 - part full (north) and part outline (south) for a new employment development.</p> <p>Following planning permission for reserved matters in October 2023 and subsequent permissions for groundworks and other site works, Unit 1 has now been completed.</p> <p>The development will provide four units in total of 57,891 sqm for E(g) (iii), B2 and B8 floorspace.</p>
<p>LLP8 - Napier Park</p>	<p>13/00280/OUT; 16/01340/REM; 16/0900/FULEIA; 18/00562/AMEND 19/00527/AMEND; 21/00277/AMEND 21/00320/AMEND 21/01672/AMEND</p>	<p>Various permissions were given for the Napier Park allocation (which includes Hart House Business Centre, and Stirling Place, also known as Bartlett Square).</p> <p>At 31 March 2025, developments on the site north of Kimpton Road were:</p> <ul style="list-style-type: none"> <li>• ‘Eaton Green Heights’ (housing) – complete</li> <li>• ‘Saxon Square’ (housing) – complete</li> <li>• ‘Lu2on’ – Union House complete (housing and five retail units), work to commence on building 2. No detailed applications have been received regarding the hotel/ conference centre, medical wellbeing centre or greenspace.</li> </ul> <p>These will provide over 1,300 dwellings once completed.</p>

Strategic allocation	Relevant permissions	Progress 2024 to 2025 and status at 31 <sup>st</sup> March 2025
	Bartlett Square: 18/00271/EIA 21/01082/FUL	Hart House and Bartlett Square are south of Kimpton Road. The developments will provide hotel, office and retail space. Phase 1 (pedestrian and vehicle access) is under construction.
LLP6 - London Luton Airport (Century Park)	99/01083/RENEW 17/02300/EIA 24/00227/AMEND	<p>An outline application for the development of Century Park (now known as Green Horizons), along with a new access road and the creation of a new public road, was approved in 2021. The new business park aims to provide 3,200 new jobs. Work had not started by 31 March 2024.</p> <p>See also Luton Airport Development Consent Order above.</p> <p>Wigmore employment area includes Airport Executive Park: no applications have been made.</p>
LLP9 - Power Court	16/01400/OUTEIA; 20/01497/AMEND; 20/01587/OUTEIA 21/01572/DEMCON 22/01204/REM 23/00102/DEMCON  23/00047/FUL	<p>The site had outline permission granted in 2019, with an amendment in 2020, and further outline proposals in 2022.</p> <p>The development will include a new football stadium; residential floorspace; flexible educational / community / commercial use; hotel accommodation; retail and food and drink; and a food store.</p> <p>Approvals were given in 2022 and 2023 to allow the site to start to be cleared, and enabling works continue. In November 2023, approval was given for the erection of a new primary substation for Power Court.</p>
LLP10 - High Town	19/00951/FUL	<p>A number of employment sites have previously been developed or converted for housing within this area.</p> <p>The following sites were under construction at 31<sup>st</sup> March 2025:</p> <ul style="list-style-type: none"> <li>• 10 Midland Road – 346 dwellings</li> <li>• 4-11 Burr Street – 406 flats</li> </ul>

Strategic allocation	Relevant permissions	Progress 2024 to 2025 and status at 31 <sup>st</sup> March 2025
		<ul style="list-style-type: none"> <li>• 17-19 Taylor Street - conversion from employment use to multi-purpose hall</li> </ul> <p>1-9 York Street has permission (not started) for 57 flats.</p>
LLP11 - Creative Quarter	21/01115/EIASCR 24/00157/FUL	<p>A number of employment premises have previously been converted for housing within this area. Luton Cultural Services Trust has created office and employment space at their sites on Bute Street and Guildford Street.</p> <p>Bute Street shoppers car park was under construction at 31<sup>st</sup> March 2025 for a mixed use development of 4,153 sqm B1a, Use Class E and 292 flats.</p>

## Appendix 1 - Housing Completions in 2024-25 by site

SHLAA Ref	Site Name	Adopted Local Plan Sites	Permissions	Total number of net units	Completions prior to 1 April 2024	Completions 2024/25	Completion Type
N/A	Site Between 12 Liverpool Road & 29 Collingdon Street Luton LU1 1RS	N/A	22/00931/FUL - permitted 09/02/23. 24/00223/DOC - permitted 25/04/24.	9	0	9	New build
N/A	Prudence Place Proctor Way Luton LU2 9PE	N/A	20/00020/COM 22/00311/VARCON Extension of time limit to 01/09/24 - See 22/00311/VARCON for details.	11	0	11	Conversion
N/A	Oakley House 213 Oakley Road LU4 9QH	N/A	21/00944/FUL	65	0	65	Conversion
N/A	Napier Park (Vauxhall Motors Ltd) Kimpton Road Luton Bedfordshire LU2 0SY [Eaton Green Heights]	Allocated LLP Site - LLP8	16/01340/REM 13/00280/OUT; 18/00562/AMEND; 21/00320/AMEND;	520	500	20	New build
N/A	Land Adjacent To Caddington Road & Newlands Road Luton LU1 4LB	N/A	17/00590/FUL; 20/01019/MMAMD	340	184	156	New build
N/A	Belzayne 70 Lalleford Road Luton LU2 9JH	N/A	19/01553/FUL	1	0	1	New build

SHLAA Ref	Site Name	Adopted Local Plan Sites	Permissions	Total number of net units	Completions prior to 1 April 2024	Completions 2024/25	Completion Type
581	Barnfield College New Bedford Road LU2 7BF	N/A	21/00113/REM - permitted 22/04/21. 20/00108/OUT - permitted 09/10/20.	104	51	53	New build
N/A	90 Hastings Street, Luton LU1 5BH	N/A	20/01046/FUL 22/01560/DOC	1	0	1	Change of use
N/A	83 Windsor Walk LU1 5DR	N/A	20/00153/FUL	1	0	1	Change of use
N/A	70 Reginald Street Luton LU2 7QZ	N/A	24/00481/LAWE	2	0	2	Change of use
N/A	70 - 78 Collingdon Street LU1 1RX	N/A	23/00040/PACOM	4	0	4	Change of use
N/A	7 North Street Luton LU2 7QD	N/A	23/00986/AMEND 22/00058/FUL	15	0	15	Conversion
N/A	6B Biscot Road Luton LU3 1AT	N/A	24/00450/LAWE	1	0	1	Change of use
N/A	618B Hitchin Road Luton LU2 7UG	N/A	20/00591/FUL	1	0	1	New build
N/A	609 Hitchin Road Luton LU2 7UW	N/A	20/01199/FUL	4	0	4	New build
N/A	587 Hitchin Road, Luton, LU2 7UN	N/A	23/00036/FUL	1	0	1	Change of use
N/A	49 Oakley Road, LU4 9PT	N/A	20/00483/FUL	4	0	4	New build

SHLAA Ref	Site Name	Adopted Local Plan Sites	Permissions	Total number of net units	Completions prior to 1 April 2024	Completions 2024/25	Completion Type
N/A	38 Studley Road, Flats E & F LU3 1BB	N/A	24/00543/AMEND	1	0	1	Change of use
N/A	350 Beechwood Road Luton LU4 9RG	N/A	23/00746/FUL	1	0	1	Change of use
N/A	35 Mayne Avenue Luton LU4 9LR	N/A	21/00473/FUL	1	0	1	New build
N/A	35 John Street Luton LU1 2JE	N/A	20/00039/COM	3	0	3	Change of use
N/A	33 Reginald Street, Luton LU2 7QZ - Flat A, Flat B,	N/A	24/00497/LAWE	2	0	2	Change of use
N/A	32 Bank Close Luton LU4 9NX	N/A	21/01280/FUL	2	0	2	New build
N/A	32 And 34 Turners Road South Luton LU2 0TG	N/A	21/00489/FUL	1	0	1	New build
N/A	3 Hayhurst Road Luton LU4 0BZ	N/A	24/00269/LAWE	2	0	2	Change of use
N/A	227 Ashcroft Road Luton LU2 9AA	N/A	24/00675/PAEDWE	1	0	1	Change of use
415	22 - 36 Hastings Street Luton Bedfordshire LU1 5BE	N/A	14/01182/FUL 23/00025/MMAMD	18	0	18	New build
N/A	2 Vernon Road Luton LU1 1NY	N/A	24/00359/LAWE	2	0	2	Change of use

SHLAA Ref	Site Name	Adopted Local Plan Sites	Permissions	Total number of net units	Completions prior to 1 April 2024	Completions 2024/25	Completion Type
N/A	2 Holmscroft Road, Luton LU3 2TJ	N/A	20/01209/FUL	1	0	1	New build
N/A	2 & 2A Osborne Road Luton LU1 3HJ	N/A	24/01363/LAWE	1	0	1	Change of use
N/A	12 Liverpool Road & 29 Collingdon Street LU1 1RS - Site Between	N/A	20/00252/FUL	9	0	9	New build
N/A	119 Gooseberry Hill Luton LU3 2DY	N/A	23/01487/FUL	1	0	1	New build
606	46 Old Bedford Road Luton LU2 7PA - The English Rose	Allocated LLP Site - LLP10	18/01413/FUL	6	0	6	New build
N/A	19 Chapel Street LU1 2EG - Wesley House	N/A	24/00931/LAWE	134	0	134	Change of use
<b>Total</b>						<b>535</b>	

## Appendix 2 – Acronyms and Definitions

### Acronyms used in this AMR

- AMR – Authority Monitoring Report
- HDT – Housing Delivery Test
- HFR – Housing Flows Reconciliation
- HMO – Houses in Multiple Occupation
- LLP – Luton Local Plan
- LLPx – Luton Local Plan policy number
- LPA – Local Planning Authority
- MHCLG – Ministry of Housing, Communities and Local Government
- NPPF – National Planning Policy Framework
- PPG – Planning Practice Guidance
- SHLAA – Strategic Housing Land Availability Assessment
- SHMA – Strategic Housing Market Assessment

### Definitions of words or phrases used in this AMR

<b>Word or phrase</b>	<b>Definition within this report</b>
Completion	For the purposes of this report, a property is deemed 'complete' when it is able to be occupied.
Floorspace	Total floor area within a building, including that on above-ground floors.
Mixed employment use	Development with permitted uses falling within two or more former B1, B2 and B8 classes, now mixed E(g) (i-iii), B2 and B8 classes.