

Luton and South Bedfordshire Joint Committee  
Local Development Framework

# Core Strategy: Pre Submission

Draft July 2010

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# CHAPTER 1: INTRODUCTION

## 1.0 Introduction

### 1.1 Why is this important to me?

1.2 The natural growth of Luton and southern Central Bedfordshire and the need to accommodate that growth for the benefit of local people means changes in this area in the coming decades. These changes will have an impact on everyone who spends time here. Planning policies will have a significant influence on how these changes are managed. They will influence where land is developed, what it is developed for and when this will happen. They will therefore affect how people move, where they live and where they work as well as what places look like.

### 1.3 National and Local Policy

1.4 Until May 2010, the Sustainable Communities Plan<sup>1</sup> set the national scene for growth. This approach had been translated into Regional and Sub Regional Strategies, locally the Milton Keynes and South Midlands Sub Regional Strategy (MKSMSRS) and set challenging development growth requirements for Luton and southern Central Bedfordshire. After May 2010, the emphasis changed when the new Coalition Government heralded changes in the planning system which

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<sup>1</sup> Sustainable communities: building for the future, Office of the Deputy Prime Minister, 2003

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offers local Councils and local people greater say on how they wish their areas to change.<sup>2</sup> The Regional Spatial Strategies are earmarked for abolition. Therefore, this Core Strategy provides plans for delivery of the natural growth of this area rather than the targets set in the Regional Spatial Strategy for this area. In doing so, it recognises the fact that close co-operation is required between the wholly urban and densely populated town of Luton and the smaller towns, villages and rural areas of the southern part of Central Bedfordshire. Details of the scale of development anticipated are set out in Chapter 4: Development Strategy.

- 1.5 Population forecasts<sup>3</sup> suggests that there is a substantial need for housing generated locally within the Luton and South Bedfordshire area rather than migrations from outside the area. These forecasts suggest that there is a need to provide for about 23,000 new homes in the period up to 2026.
- 1.6 However, there is also a need to provide for new economic activity in the area including planning for new economic development and regeneration. Any Plan written in a time of austerity must take account of the importance that needs to be placed on providing for appropriate economic growth for the benefit of the Country as a whole. The Luton and southern Central Bedfordshire area is uniquely placed to contribute to that recovery.

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<sup>2</sup> Letter to Chief Executives from the Secretary of State, dated 27<sup>th</sup> May 2010

<sup>3</sup> Joint Technical Unit/Central Bedfordshire Council/Luton Borough Council Technical Note: 1/2010.

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## 1.7 What is the Core Strategy?

1.8 The 'Core Strategy' is one of the *Local Development Documents (LDDs)* that are part of the *Local Development Framework (LDF)*<sup>4</sup>. It outlines the overarching spatial vision, objectives and policies for the area up to the year 2026. It identifies the following;

1. the nature and scale of housing and employment provision;
2. the approach to transport and the broad locations for new development;
3. the areas for regeneration and the areas for protection and enhancement; and
4. sites for development where these are strategic in nature and essential for the delivery of the strategy. These will be supported by Master Plans which will inform their development in more detail.

1.9 Other sites will be identified in the later *Site Allocations DPD* (Development Plan Document) and more detailed guidance to inform planning applications will be included in a separate *Development Management DPD*. Where necessary other supplementary documents will be prepared.

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<sup>4</sup> The Local Development Framework comprises the new generation of planning policy documents that replace the current Local Plans and Structure Plans. For more information on the LDF please go to [www.shapeyourfuture.org.uk](http://www.shapeyourfuture.org.uk)

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## 1.10 What Area is covered by the Core Strategy?

1.11 The Core Strategy covers the area formerly administered by South Bedfordshire District Council (now administered by Central Bedfordshire) and the area administered by Luton Borough Council. For clarity, the Core Strategy refers to this as “Luton and southern Central Bedfordshire”. The Key Diagram in Appendix 1 shows the boundary of this area.

## 1.12 What is this Document?

1.13 This document represents the final consultation document in the preparation of the Core Strategy prior to it being submitted to the Secretary of State: it is formally referred to as “*The Luton and southern Central Bedfordshire Pre-Submission Joint Core Strategy*”. The purpose of the consultation at this stage is to assess whether the Core Strategy is *sound* based on the three tests<sup>5</sup> that will be considered by the Secretary of State’s appointed Inspector at an eventual Examination in Public.

1.14 This document should be considered together with the *Pre-Submission Consultation Statement* and the *Core Strategy Sustainability Appraisal*.

## 1.15 Tests of Soundness

1.16 Representations made to this document should be directed towards the *soundness* of the plan document. To assist in this,

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a representation form has been prepared which should be completed and returned using the address provided by the date specified. Representations can also be made online via [www.shapeyourfuture.org.uk](http://www.shapeyourfuture.org.uk).

1.17 To be “*sound*” a core strategy should be *JUSTIFIED*, *EFFECTIVE* and consistent with *NATIONAL POLICY*.

1.18 Planning Policy Statement 12 (PPS12)<sup>6</sup> states that to be considered “Justified”, the Core Strategy must be:

1. founded on a robust and credible evidence base; and
2. the most appropriate strategy when considered against the reasonable alternatives

1.19 PPS12 states that to be considered “*Effective*”, the Core Strategy must be:

1. deliverable; and
2. flexible.

## 1.20 National Policy

The Government sets out its policies on planning issues in a wide-ranging series of documents called *Planning Policy Statements (PPSs)* and *Planning Policy Guidance Notes (PPGs)*. It is a statutory requirement for the Core Strategy to be in conformity with these documents.

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<sup>6</sup> Planning Policy Statement 12: Local Spatial Planning, Communities and Local Government (CLG) (2008)

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## 1.21 'Saved' Policies

1.22 Planning legislation permits the existing Local Plan policies to be 'saved' in cases where they are still performing a useful local function and operate in a way that is consistent with the new planning system. Both Luton and the former South Bedfordshire District Council have 'saved' policies from their adopted local plans. A list of these can be found in Appendix 3. The Core Strategy and other DPDs will supersede these policies as the LDF is produced. However, it is important to note that until all 'saved' policies are superseded such policies remain part of the adopted development plan for Luton and southern Central Bedfordshire.

## 1.23 Sustainable Community Strategies

1.24 The Core Strategy is required to have specific regard to *Community Strategies*. The Community Strategy<sup>7</sup> relating to Luton was adopted by the *Local Strategic Partnership* in 2008 and Central Bedfordshire's was adopted by their LSP in 2010.

1.25 The Community Strategies set out broad visions for the areas to which they relate, the main aim of which is to seize the opportunities offered by development coming to this area. The Core Strategy vision is based on these Community Strategies.

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<sup>7</sup> South Bedfordshire's Community Strategy can be found on the Shape Your Future website: [www.shapeyourfuture.org.uk](http://www.shapeyourfuture.org.uk); Luton's Sustainable Community Strategy can be found on the Luton Borough Council's website: [www.luton.gov.uk](http://www.luton.gov.uk)

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- 1.26 The next Chapter describes the Issues and Trends that we consider define the reasons why the Core Strategy is necessary.

# CHAPTER 2: ISSUES AND TRENDS

## 2.0 Issues and Trends

### 2.1 Introduction

2.2 This chapter identifies some of the key issues and trends affecting Luton and southern Central Bedfordshire, and links these to the relevant sections and/or policies of the Plan, identifying how the Plan will seek to address these challenges. The *Strategic Objectives* listed in Chapter 3 to which the information relates are referenced in a footnote for each issue or trend.

### 2.3 Existing Urban Areas

2.4 Luton forms part of a large conurbation which includes Dunstable and Houghton Regis. The eastern side of the conurbation shares a boundary with north Hertfordshire. Leighton - Linslade, a smaller urban area, lies to the west of Luton. The remainder of the plan area comprises rural settlements of varying sizes.

2.5 The Key Diagram in Appendix 1 shows the existing distribution of development in the plan area.

### 2.6 The Economy<sup>8</sup>

2.7 The figures in Table 1 show how recent growth in other sectors has offset job losses in manufacturing. The Core

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<sup>8</sup> Strategic Objective 3

## CHAPTER 2: ISSUES AND TRENDS

Strategy, in Chapter 9, seeks to broaden the range of job opportunities in the area and broaden the economy.

**Table 2.1 Employment figures for Luton and South Bedfordshire by Sector**<sup>9</sup>

Sector	1998	2005
Manufacturing	28,739	15,457
Banking, finance, insurance	19,418	29,354
Public administration, education and health	19,201	28,533

- 2.8 81% of businesses within Luton and southern Central Bedfordshire employ 10 people or fewer<sup>10</sup>. The Core Strategy provides for an appropriate supply and range of land and premises for the changing needs of businesses (see Chapter 9).
- 2.9 Over 14% of the population have no qualifications<sup>10</sup>. Chapter 9: Economic Prosperity explains how the Core Strategy will support higher education providers and business service providers to enhance the skills of the local workforce and dynamism of local businesses.

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<sup>9</sup> Annual Business Inquiry, NOMIS, Office for National Statistics: [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

<sup>10</sup> Luton and South Bedfordshire Joint Employment Land Review, January 2008

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**Table 2.2 Percentage of population of working age (16-59/64) in employment, October 2004 – September 2008<sup>11</sup>**

	Oct 04 – Sep 05	Oct 05- Sep 06	Oct 06 – Sep 07	Oct 07 – Sep 08
Luton	68.9	68.4	69.1	67.0
Southern Bedfordshire	78.5	78.5	78.7	83.5
East of England	78.3	77.4	76.9	77.6
Great Britain	74.6	74.1	74.3	74.5

2.10 Table 2.2 shows that the level of employment in Luton, even prior to the current economic downturn, was consistently below the regional and national averages, and well below employment levels in southern Bedfordshire. Policy CS8 in Chapter 9 seeks to create an environment that attracts and supports business investment and job creation.

2.11 Comparison of pay rates on a workplace basis against those on a residence basis suggests that employment opportunities created by high value-added businesses locating in Luton are being filled by inward commuters<sup>12</sup>. Whilst the Core Strategy cannot deal with this issue directly, Chapter 9 states how an

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<sup>11</sup> NOMIS, Office for National Statistics: [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

<sup>12</sup> Government Office for Eastern Regions: Luton Factfile (information has been moved – see Office for National Statistics: [www.statistics.gov.uk](http://www.statistics.gov.uk))

# CHAPTER 2: ISSUES AND TRENDS

environment that supports a broader range of job opportunities will be created.

- 2.12 Luton has the lowest business start-up rate in the region at 27 registrations per 10,000 adults compared to 39 regionally and 37 nationally<sup>12</sup>. Chapter 9 states how the Core Strategy will address this by helping to create an environment that supports new business opportunities, business investment and local business dynamism.
- 2.13 Parts of the conurbation benefit from grants from the EU owing to their high levels of deprivation and are designated as *Assisted Areas* (4 Wards in South Bedfordshire and 15 Wards in Luton). The Core Strategy, in Chapter 9, seeks to deliver economic prosperity across the area through: enabling job creation; new opportunities for business; a greater diversity of job opportunities; and a broader economy. The Core Strategy will contribute to improving the image of the area and encourage inward investment.
- 2.14 Chapter 9 states how the Core Strategy will address the quality and condition of existing employment building stock, by enabling an appropriate supply and range of land and premises for businesses and ensuring the quality and range of employment land and premises will be safeguarded and improved.

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**Table 2.3 The Quality and Condition of Existing Employment Building Stock<sup>13</sup>**

	In need of significant refurbishment	In need of some refurbishment	Brand new, refurbished, no refurbishment required
Luton	4%	69%	27%
Southern Bedfordshire	5%	42%	53%

## 2.15 Housing and Living Space<sup>14</sup>

2.16 Between 2001 and 2008, 3,801 new dwellings were completed in southern Bedfordshire, and 2,630 were completed in Luton. 58% of the dwellings completed in southern Bedfordshire were in Leighton - Linslade. 87% of developments in southern Bedfordshire, and 84% of developments in Luton were for less than 10 dwellings. Over half of the dwellings built in southern Bedfordshire between 2005 and 2008 were 2 bed properties. In Luton, over half of the dwellings built between 2003 and 2008 were 1 bed properties<sup>15</sup>. There is a requirement within southern

<sup>13</sup> Luton and South Bedfordshire Employment Land Review

<sup>14</sup> Strategic Objective 2

<sup>15</sup> Luton and South Bedfordshire Strategic Housing Land Availability Assessment (SHLAA), April 2009



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Bedfordshire for 58% of new dwellings to have 3 or more bedrooms, whereas 66% of new dwellings in Luton are required to be 1 or 2 bedroom properties<sup>16</sup>. The delivery of new family housing is a priority across the area to address issues of overcrowding. Details of how the Core Strategy aims to provide the range of housing required to support the current and future population of Luton and southern Central Bedfordshire can be found in Chapter 8: Making Places.

### 2.17 Affordable Housing

2.18 Between 2007 and 2021: Luton requires 5,700 affordable homes (which equates to 407 affordable homes per year); and southern Bedfordshire requires 5,200 affordable homes (371 per year)<sup>16</sup>. Over the period 1993/94 to 2007/08, 2,360 affordable homes were provided in Luton (an average of 157 per year), and 1,630 affordable homes were provided in southern Bedfordshire (an average of 109 per year)<sup>17</sup>. Chapter 8 of the Core Strategy addresses the provision of affordable housing to meet local needs as part of new development. The Core Strategy will plan for mixed use communities that include a wide variety of housing types, to address the needs of residents at all income levels, with particular emphasis on the needs of low income residents.

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<sup>16</sup> Emerging Bedfordshire and Luton Sub-Region, Strategic Housing Market Assessment (SHLAA), 2008

<sup>17</sup> Communities and Local Government: live tables on affordable housing supply: [www.clg.gov.uk](http://www.clg.gov.uk)

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2.19 By 2025, it is expected that the population of the area aged over 65 will have increased by 16,400 above 2008 levels, bringing the total population aged 65 and over to 57,600. This equates to approximately a 50% increase in southern Bedfordshire and a 32% increase in Luton<sup>18</sup>. Chapter 8: Making Places examines how the Core Strategy will facilitate the provision of housing to meet the needs of the over 65 age group and other special needs groups.

## 2.20 Green Spaces<sup>19</sup>

2.21 Based on housing and development forecasts, Luton and southern Central Bedfordshire will require an additional 292 hectares of green space up to 2026. This is based on an overall standard of 51 square metres per person<sup>20</sup>. Urban parks and gardens provision is low in all towns. The Green Space Strategy recommends a standard of 11 sq.m per person of urban parks and gardens in the towns. In Luton, current provision is 5.09 sq.m per person; in Dunstable and Houghton Regis it is 1.27 sq. m per person, and in Leighton - Linslade it is 2.57 sq.m per person<sup>20</sup>. Chapter 10 seeks to address the low provision and uneven distribution by improving access to the natural environment through

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<sup>18</sup> Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (ORS/ Savills, 2008)

<sup>19</sup> Strategic Objective 9

<sup>20</sup> Luton and South Bedfordshire Green Space Strategy, Draft Supplementary Planning Document, February 2008

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protection and enhancement of existing open space, and provision of new open space.

### 2.22 Moving Around<sup>21</sup>

2.23 Luton has excellent north-south transport connectivity and is ranked 13<sup>th</sup> nationally out of all Local Authority areas in terms of connectivity<sup>22</sup>. However, east–west links are poor. Chapter 7: Linking Places aims to link Luton and southern Central Bedfordshire in a national and regional context, and enable the relief of existing high levels of congestion in urban areas by the creation of an integrated transport system. Delivery of key transport infrastructure is discussed in Chapter 5.

2.24 In the rush hour the 6 mile journey between Luton Station and Dunstable by car can take up to 40 minutes – an average speed of 9 miles an hour. Buses can be even slower<sup>23</sup>. Chapter 7 aims to create an efficient integrated transport system to support a modal shift away from car use to more sustainable alternatives, thus reducing the number of trips made by car, and relieving congestion.

2.25 About 50,800 people commute out of the Luton and southern Central Bedfordshire area for work, and 36,800 people commute in. For Luton, the number of people commuting in for work is almost equal to those commuting out for work.<sup>24</sup>

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<sup>21</sup> Strategic Objectives 3 and 4

<sup>22</sup> Local Futures website: [www.localfutures.com](http://www.localfutures.com)

<sup>23</sup> Luton Borough Council website: [www.Luton.gov.uk](http://www.Luton.gov.uk)

<sup>24</sup> Luton, Dunstable & Houghton Regis Local Transport Plan 2006-2011

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However the number of people commuting out for work from southern Bedfordshire far exceeds the number of people commuting in<sup>25</sup>, which accounts for the overall difference between in commuting and out commuting for the overall area. Chapter 7: Linking Places and Chapter 9: Economic Prosperity aim to increase the self-sufficiency of the area through measures such as maximising opportunities to access employment locally, and promoting internet connectivity in all developments, allowing residents to work from home. The Core Strategy aims to enable job creation and maintain a broad balance between homes and jobs in the area.

**2.26** The following table sets out the percentage of car journeys that are less than 2 miles, 3 miles and 5 miles. These are defined as short car journeys that should and can be taken using non – car modes<sup>26</sup>. Within the urban area in particular, walking will be promoted for travel-to-work trips up to 2 miles and cycling for such trips up to 5 miles. Using public transport will be promoted for journeys to work up to 15 miles. More details of Travel to Work Distances are set out in Table 2.6 below.

**Table 2.6** Travel to Work Distances across the Plan Area<sup>27</sup>

Distance travelled	Length of work trips in Luton	Length of work trips in Dunstable & Houghton Regis	Length of work trips in rest of southern Beds
< 2 km	23%	23%	18%
2 - 5 km	27%	17%	11%

<sup>25</sup> Luton and southern Central Bedfordshire Annual Monitoring Report, 2008/09

<sup>26</sup> An Analysis of Urban Transport November 2009, Cabinet Office: Strategy Unit

<sup>27</sup> 2001 National Census, Office for National Statistics

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6 - 10km	13%	18%	11%
11 - 20km	9%	10%	21%
21 - 40km	8%	11%	11%
> 40km	8%	7%	10%
Not stated	12%	14%	18%

2.27 The majority of journeys in the Luton, Dunstable and Houghton Regis conurbation are undertaken by car. In Luton, 80.2 % of people surveyed travelled mainly by car or taxi, with only 12.5% travelling by bus<sup>28</sup>. Chapter 7: Linking Places, seeks a *modal shift* through upgrades to public transport, cycling and walking networks, resulting in a reduction in the number of trips by private car.

2.28 Bus usage in Luton continues to show a decline, despite the introduction of a concessionary fares scheme. This is opposite to the general national trend<sup>29</sup>. The Core Strategy aims to increase bus patronage by enabling major improvements to the bus networks and increasing the potential to operate reliable public transport including maximising access to the guided busway and other bus services; bus prioritisation schemes; more frequent and reliable bus services; provision of park and ride and bus interchanges and freeing up urban road space to allow public transport initiatives, as well as cycling and walking, initiatives to take place.

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<sup>28</sup> Luton Borough Council Congestion Survey, March 2008

<sup>29</sup> Luton, Dunstable & Houghton Regis Local Transport Plan Delivery Report 2, Progress Report, November 2008

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2.29 National Cycle Route 6<sup>30</sup> passes through the area linking Luton, Houghton Regis, Dunstable and Leighton - Lincolne. Policies in Chapter 7: Linking Places and Chapter 10: Safeguarding our Environment and Resources (green infrastructure) seek to increase accessibility to the national cycle network through establishing improved cycling networks, and better facilities for cyclists, for example, end of trip facilities.

2.30 Necessary improvements to the local travel infrastructure and the “streetscape” in existing urban areas are focussed on local communities where there are high levels of deprivation. LTP3’s evidence base indicates that these areas have lower levels of car ownership and higher accident levels. In Luton, prioritisation for improvement in each area is based on criteria including number of accidents, the proportion of the population in Black and Minority ethnic groups and the indices of social deprivation. This prioritisation process is reviewed annually as part of the monitoring of the LTP Implementation Plan.

## 2.31 Health and Wellbeing<sup>31</sup>

2.32 When compared to people’s health in other local authority areas across England, Luton was significantly worse than the England average in 20 out of 32 indicators, and southern Bedfordshire was significantly worse than the England

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<sup>30</sup> For details see Sustrans: [www.sustrans.org.uk/what-we-do/national-cycle-network/route-numbering-system/45](http://www.sustrans.org.uk/what-we-do/national-cycle-network/route-numbering-system/45)

<sup>31</sup> Strategic Objectives 5, 6 and 7

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average in 2 indicators<sup>32</sup>. One of the aims in Chapter 8: Making Places is to promote social inclusion by helping to improve access to housing, health, education and recreational facilities including green space and cultural facilities.

**2.33** Adult participation in sport and active recreation in Luton is below the regional and national average, whilst participation in southern Bedfordshire is above the regional and national averages<sup>33</sup>. Chapter 8: Making Places explains how access to high quality well located sports and leisure facilities will be developed, through addressing existing deficiencies and ensuring provision is in line with population growth.

**2.34** Every 2 months in Luton, a multi-agency action team visits a specific neighbourhood for a week of intensive action to tackle antisocial behaviour and crime which residents have highlighted as part of the SoLUTion initiative<sup>34</sup>. Policies in Chapter 8: Making Places promote access to and availability of services and facilities, helping to address social exclusion and increase community interaction. In the section on Quality of Design in Chapter 8, the Core Strategy promotes a built environment where people feel safe and secure, and feel a sense of pride. The Core Strategy also recognises that effective provision of social and community infrastructure will depend on strong working partnerships and this includes the voluntary sector.

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<sup>32</sup> Association of Public Health Observatories Health Profiles 2008

<sup>33</sup> Active People Survey 2, 2007/08, Sport England

<sup>34</sup> See Luton Borough Council website: [www.luton.gov.uk](http://www.luton.gov.uk)

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- 2.35 The Chalk Arc Initiative is a £1.6m Scheme created to ensure housing development includes high quality green space and publicly accessible green infrastructure which reinforces existing recreational, historic and environmental sites<sup>35</sup>. Details of how the Core Strategy will also seek to ensure this objective is achieved can be found in Chapter 8; Making Places – Quality of Design, and Chapter 10 :Safeguarding our Environment and Resources.
- 2.36 In southern Bedfordshire, health infrastructure appears to be evenly distributed and adequately serves the majority of the built up areas. However, in Dunstable and Leighton - Linslade provision is concentrated in central areas and at the moment there is only very limited spare capacity in all healthcare practices. In Luton, the Primary Care Trust identifies 2 main challenges in coming years: changes in ethnic profile will trigger changes in the services needed and secondly the overall amount of population growth will put pressure on existing services<sup>36</sup>. Policies in Chapter 8 ‘Making Places’, seek to ensure that provision and access to health services, as well as other services and facilities are not compromised by new residential development.

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<sup>35</sup> Luton and southern Central Bedfordshire Green Space Strategy, Draft Supplementary Planning Document, February 2008

<sup>36</sup> UCL and Colin Buchanon: ‘Identifying Existing and Future Social and Community Infrastructure Needs for the Luton and southern Central Bedfordshire Area’, 2008



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## 2.37 Energy, Water, Flooding<sup>37</sup>

2.38 Luton and southern Central Bedfordshire have around 3,500 properties at risk of flooding from rivers, surface water and sewers<sup>38</sup>. Chapter 10: Safeguarding Our Environment and Resources sets out policies which aim to reduce flood risk and ensure all new development is able to adapt to future changes in climate conditions by adopting measures to mitigate flood risk.

2.39 Luton and southern Central Bedfordshire are situated in an area of Serious Water Stress as classified by the Environment Agency<sup>38</sup>. Water supply in Luton, from the underlying chalk aquifer, is supplemented by imports from adjacent catchments<sup>39</sup>. Chapter 10: Safeguarding Our Environment and Resources sets out water efficiency targets for developments to encourage water conservation.

2.40 The following table summarises river water quality in Luton and southern Central Bedfordshire in 2006.

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<sup>37</sup> Strategic Objectives 5, 8 and 9

<sup>38</sup> Environment Agency's response to Core Strategy Preferred Options consultation.

<sup>39</sup> Luton and southern Central Bedfordshire Water Cycle Strategy, December 2008

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**Table 2.7** **River Water Quality<sup>40</sup>**

	% of Rivers in 2006 assessed as:			
	Good	Biological	Good	Chemical
Luton	0%		8.1%	
Southern Bedfordshire	62.4%		89.6%	

- 2.41 The River Lea is currently contained within culverts (covered channels) through Luton Town Centre. Policies in Chapter 10: Safeguarding our Environment and Resources set out requirements for incorporating *sustainable drainage systems* (SuDS) and surface water management into development proposals to help deliver water quality benefits and developers are encouraged to explore the potential for river restoration, especially enhancements along the River Lea through Luton.
- 2.42 Carbon emissions per capita in Luton and southern Central Bedfordshire decreased from 2005 to 2006, and are lower than the regional and national averages<sup>41</sup>. The Core Strategy will set energy efficiency targets requiring reduced carbon dioxide emissions from new development. This is detailed in Chapter 10: Safeguarding our Environment and Resources.

<sup>40</sup> Department of Forestry and Rural Affairs (Defra)

<sup>41</sup> Defra: Carbon Emissions Estimates per Local Authority

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## 2.43 Character of Luton<sup>42</sup>

2.44 Approximately 35% of the population are of Black and Minority Ethnic (BME) origin, with significant Pakistani, Bangladeshi, Indian and Black Caribbean communities. Twenty per cent of the population was born outside the UK, and 51% of children (aged 0-15) are of BME origin<sup>43</sup>. Chapter 8: Making Places, promotes social inclusion and community interaction by increasing access to quality services and facilities. With regard to the wider Luton Urban Area, the Core Strategy aims to strengthen the identity of urban communities and contribute to the creation of sense of place and belonging through, amongst other measures, encouraging multi-use facilities.

2.44 Luton Town Centre displays good levels of retail vitality and viability, but there is clear quantitative and qualitative need for new retail development to avoid losing out to other centres such as Milton Keynes<sup>44</sup>. The Core Strategy sets out how a step change in the economy of the town centre will be achieved, consolidating its role as the Principal Centre in the area, and improving and extending the central shopping district.

2.45 In the 2007 Indices of Multiple Deprivation, Luton was ranked third highest for deprivation within the east of England, after Great Yarmouth and Norwich. Wards that fell within the top

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<sup>42</sup> Strategic Objectives 5, 6, 7 and 9

<sup>43</sup> Luton and southern Central Bedfordshire Annual Monitoring Report 2007-2008

<sup>44</sup> Luton and southern Central Bedfordshire Retail Study Update, White Young Green, 2009

# CHAPTER 2: ISSUES AND TRENDS

10% most deprived in England are: Northwell, Dallow, High Town and Biscot<sup>45</sup>. The Core Strategy will act as a key driver in securing the successful and sustainable regeneration of deprived areas and the whole Luton Urban Area, as discussed in 'The Four Towns', 'Making Places' and 'Economic Prosperity' chapters.

2.46 There are 100 listed buildings, 4 conservation areas, 2 scheduled monuments and 2 historic parks and gardens in Luton. The Core Strategy, in Chapters 8 and 10 aims to safeguard, promote, and enhance Luton's rich historic fabric, assets, and features. New development will be expected to integrate with its historic surroundings drawing upon the historical and geographical elements that provide the basis for the attractive parts of the existing character of the Borough.

## 2.47 Character of southern Central Bedfordshire<sup>46</sup>

2.48 Southern Central Bedfordshire has a rich natural and built environment that needs protecting: 88% of land is Green Belt; 5,633 hectares are designated as Area of Outstanding Natural Beauty; there are 525 listed buildings and 22 Conservation Areas; 24 scheduled ancient monuments; and 7 historic parks; there are 86 County Wildlife Sites and 19 Sites of Special Scientific Interest. The Core Strategy aims to ensure that the natural and built environment is safeguarded and enhanced, and this theme is present throughout the document but

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<sup>45</sup> Luton Borough Council Research and Intelligence Team, October 2008

<sup>46</sup> Strategic Objectives 3,4,5,6 and 8

# CHAPTER 2: ISSUES AND TRENDS

particularly in Chapter 8: Making Places and Chapter 10: Safeguarding our Environment and Resources.

## 2.49 Key Issues for Dunstable<sup>47</sup>

2.50 Traffic congestion within and around Dunstable has deteriorated, resulting in an Air Quality Management Area being declared, encompassing the town centre and the A505, A5 and B489, which pass through the town<sup>48</sup>. The Core Strategy seeks to reduce car traffic within the town centre with policies as set out in Chapter 7: Linking Places and Chapter 12: The Four Towns.

2.51 Dunstable town centre has experienced a steady decline over recent years. Average (mean) pedestrian flows in the town centre have fallen from 712 pedestrians per hour in 1991 to 394 in 2007<sup>49</sup>. Chapter 12 promotes and facilitates the provision of additional retail floorspace in the town centre, as well as improving the pedestrian environment.

2.52 The 780 seat Grove Theatre opened in 2007 and has gone some way in reviving Dunstable's night time economy. There are proposals for a future development to include the rebuilding of Dunstable College which will support revitalisation of the town centre. The Core Strategy promotes leisure, office and community uses to assist the regeneration of the town centre.

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<sup>47</sup> Strategic Objectives 3, 4 and 6

<sup>48</sup> UK Air Quality Archive website: [www.airquality.co.uk](http://www.airquality.co.uk)

<sup>49</sup> Luton and southern Central Bedfordshire Annual Monitoring Report 2007-2008

# CHAPTER 2: ISSUES AND TRENDS

2.53 Dunstable currently accounts for an estimated two-fifths of employment land in southern Bedfordshire, and has the greatest mix of employment land uses. However, 27% of sites surveyed were described as having poor access and limited additional operating capacity<sup>50</sup>. The Core Strategy will seek to retain and enhance employment sites, and create further employment opportunities, strengthening the local economy, as discussed in Chapter 12: The Four Towns and also Chapter 9: Economic Prosperity.

## 2.54 Key Issues for Houghton Regis<sup>51</sup>

2.55 The 1960s purpose built shopping precinct has low levels of pedestrian activity and a poor range and quality of shopping facilities<sup>52</sup> (40). The Core Strategy sets out in Chapter 12 how a more attractive and functional centre will be achieved.

2.56 Parkside and Tithe Farm wards, located in Houghton Regis, are the most deprived in southern Bedfordshire<sup>53</sup>. Chapter 12 outlines how the rejuvenation of the town centre and the proposed expansion of Houghton Regis will offer opportunities for regeneration, employment and new community facilities, to benefit deprived areas, and the whole town.

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<sup>50</sup> Luton and south Bedfordshire Joint Employment Land Review, January 2008

<sup>51</sup> Strategic Objectives 4 and 6

<sup>52</sup> Southern Bedfordshire Sustainable Community Strategy

<sup>53</sup> Central Bedfordshire Council website: [www.centralbedfordshire.gov.uk](http://www.centralbedfordshire.gov.uk)

# CHAPTER 2: ISSUES AND TRENDS

## 2.57 Key Issues for Leighton - Linslade<sup>54</sup>

2.58 Additional capacity for comparison goods retail floorspace has been identified with analysis showing a need for around 9,700 to 11,500sqm net floorspace by 2016<sup>55</sup>. The Core Strategy seeks to build upon the strong and vibrant market town character of Leighton - Linslade.

2.59 In 2009 the town was chosen as one of the 'Cycling Towns' to be awarded funding from Cycling England, a body set up by the Department of Transport for the promotion of cycling as a means of transport. The Core Strategy will seek to create a 'green wheel' of interconnecting open spaces encircling the town, together with new or extended green corridors that will contain footpath, cycleway and bridleway links to the open countryside. This is set out in Chapter 12.

2.60 Information from service providers has highlighted a shortage of capacity for primary health care and intermediate level health care in and around the Leighton - Linslade area. The Town Council indicated that finding appropriate facilities for NHS dental services is problematic. Leighton Buzzard Health Commissioning Ltd has identified the town as potentially facing severe pressure with expansion in the area<sup>56</sup>. Chapter 12 introduces the need for new community facilities commensurate with the needs of the new and existing

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<sup>54</sup> Strategic Objective 5

<sup>55</sup> Luton and southern Central Bedfordshire Retail Study Update, White Young Green, 2009

<sup>56</sup> UCL and Colin Buchanon: 'Identifying Existing and Future Social and Community Infrastructure Needs for the Luton and southern Central Bedfordshire Area', 2008

# CHAPTER 2: ISSUES AND TRENDS

residents. These will include retail, community, health and education uses.

## 2.61 Key Issues for the Villages<sup>57</sup>

2.62 Key issues and priorities identified in 2005<sup>58</sup> for the villages with potential to accommodate some development were:

**Barton le Clay:** Youth activities, Facilities and Club; Police Presence; Public transport; Identity.

**Caddington:** Youth projects, activities; Police presence and CCTV; Traffic Volume and Traffic Calming; Parking; Coordination of groups; House prices and house needs.

**Eaton Bray:** Road Safety; Youth Engagement; Travellers Integration

**Heath and Reach:** Greensand project; access to essential services for people with disabilities; renovation of main village venue 'The Barn'; Young people hanging around on streets/outside shop; Small housing need; Funding and support for new local projects; Increasing membership of local young people with Sports Association.

**Hockliffe:** Road Safety; New Village Hall; Parish Plan; Car Crime; Community Communications

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<sup>57</sup> Strategic Objectives 1, 2, 4, 5 and 7

<sup>58</sup> South Bedfordshire District Council Rural Audit, 2005



# CHAPTER 2: ISSUES AND TRENDS

**Slip End:** Youth Projects; Skate Park/ Meeting place for young people

**Toddington:** New Leisure Facility; facilities and activities for young people; Community safety; Police Presence, traffic calming; Street cleaning; community communications; concerns over bypass and new development.

The Rural Communities Chapter 14 sets out a policy framework for small scale development in rural communities, which seeks to conserve and enhance the rural settlements and surrounding countryside. The Plan also addresses issues such as affordable housing provision, social exclusion, and provision of public transport.

**2.63** The next chapter sets out the *Vision* for the Luton and southern Central Bedfordshire area and the *main objectives* of the Plan needed to achieve that vision.

# CHAPTER 3: VISION AND OBJECTIVES

## 3.0 What Our Places Will Be Like: Vision and Objectives

### 3.1 About this Chapter

3.2 This chapter sets out what *Vision* we have for the places of Luton and southern Central Bedfordshire. It then sets out what are the *main objectives* of the Plan towards achieving the ambitions of that vision.

3.3 The Plan's Vision draws heavily from the visions of both the Luton Borough and Central Bedfordshire Sustainable Community Strategies (SCSs)<sup>59</sup>. In addition, specific policies in the rest of the Plan that help deliver the aspirations of these SCSs are identified.

### 3.4 The Vision

#### **The Vision for Luton and southern Central Bedfordshire**

The Luton and southern Central Bedfordshire area will be a *green growth area*. All its towns, villages and the countryside surrounding will contribute, according to their specific strengths, to achieving this aim.

Luton's main contribution will be to continue to develop as a sub-regional shopping and service centre and as the principal focus for new employment and inward investment within its *area of influence*. It will also be expanded to accommodate new housing development. This will be

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<sup>59</sup> Luton's Sustainable Community Strategy can be found on the Luton Borough Council's website: [www.luton.gov.uk](http://www.luton.gov.uk). South Bedfordshire's Community Strategy can be found on the Shape Your Future website: [www.shapeyourfuture.org.uk](http://www.shapeyourfuture.org.uk)

# CHAPTER 3: VISION & OBJECTIVES

## **The Vision for Luton and southern Central Bedfordshire [continued]**

be supported by an enhanced public transport infrastructure, new green infrastructure, new strategic road infrastructure and by taking advantage of the town's regeneration opportunities and the asset of London Luton Airport.

Dunstable will have a less traffic congested town centre which will open up opportunities for a vibrant town centre, an improved evening economy, enhanced cultural activities and an improved physical environment.

Houghton Regis will be expanded and thus offer opportunities for the regeneration of its physical environment and its district centre in particular. New employment opportunities and new community facilities will be created in association with this development.

Leighton - Linslade will retain its high quality market town character with development mainly focussed on new housing and employment opportunities to support its self-sufficiency. It will retain and enhance its services in the town centre and seek to improve its "green wheel" of attractive open spaces.

The villages in the remaining areas will be important contributors to meeting new housing needs in a manner appropriate to their individual capacities and identities.

Development in the surrounding countryside and the smaller settlements will be local and limited within the constraints of the amended Green Belt boundaries, with respect for the value of existing landscape qualities and settings. Advantage will be taken of the rural area's contribution to the economy and to the provision of and appropriate access to, green infrastructure.

# CHAPTER 3: VISION AND OBJECTIVES

## 3.5 The Main Objectives

3.6 The following nine objectives set out how the vision is to be achieved. The rest of the Plan that follows expands upon and provides detail about the actions that the Plan will take to reach these objectives.

- SO1** To manage the natural growth of the area to help deliver sustainable and integrated communities.
- SO2** To deliver a consistent supply of housing and range of housing types and tenures to help ensure greater affordability and choice.
- SO3** To increase job opportunities in the area through an improvement of its image, skills, connectivity and quality of employment premises.
- SO4** To improve strategic and local connectivity through the delivery of major transport infrastructure, improved access to existing strategic transport facilities, efficient integrated public transport and new sustainable transport opportunities.
- SO5** To ensure that existing communities and new development are supported by a range of cost effective and well supported community and social facilities in step with changing needs.
- SO6** To revitalise and support the delivery of 6 vibrant, dynamic, distinctive, safe and popular town centres.

# CHAPTER 3: VISION & OBJECTIVES

- S07** To deliver development which offers the highest level of protection for and access to the natural environment to enable greater enjoyment of this resource.
- S08** To use development to help minimise the area's carbon footprint and to mitigate and adapt to climate change.
- S09** To improve the quantity and quality of green infrastructure by providing a network of spaces appropriate both for existing and new urban areas and also for improving biodiversity.

**3.7** The next chapter sets out the strategy for development and how it will be delivered and monitored as well as the Core Policies and principles to guide regeneration and new development.

# CHAPTER 4: DEVELOPMENT STRATEGY

## 4.0 THE DEVELOPMENT STRATEGY

### 4.1 Elements of the Strategy

4.2 This Strategy forms part of a comprehensive approach by the Joint Committee and its partners to deliver the vision and the objectives set out in the previous chapter. Constant throughout the Strategy is a commitment to: delivering regeneration; diversifying the local economy; providing greater choice in housing, employment, education, health, leisure and cultural activities; protecting and safeguarding the environment; improving the image and perception of the area.

4.3 It contains the following elements:

1. **A Development Strategy** to deliver an appropriate distribution of new development which maximises sustainability and promotes the physical regeneration and appropriate expansion of the urban area;
2. **A Delivery Strategy** to help guide delivery of major new housing, employment and infrastructure developments in the timeframe required;
3. **A set of Core Policies** which help to ensure that new development helps deliver regeneration and creates a sustainable, high quality, attractive and desirable area in the future. This includes Core Policies to: combat congestion and improve connectivity between places; deliver a range of housing needs; ensure high quality

# CHAPTER 4: DEVELOPMENT STRATEGY

sustainable design; improve social, community and green infrastructure; achieve economic prosperity; and protect and enhance the environment;

4. **A more detailed set of principles** to guide future development in key areas of Luton and southern Bedfordshire. This includes Strategic Site Specific Allocations for major new urban extensions and guiding principles for town centre regeneration; and
5. **An approach to monitoring** the performance of the Plan and an approach to contingency.

## 4.4 About the Development Strategy

4.5 This chapter outlines the principles for the broad distribution of new development between the different settlements within Luton and southern Central Bedfordshire and the location of major new sustainable urban extensions. It also outlines how new housing will be provided, where major new employment will be located and what key infrastructure is needed.

4.6 More information on how housing and employment development is to be provided and the key infrastructure is to be delivered is outlined in the Delivery Strategy in Chapter 5.

# CHAPTER 4: DEVELOPMENT STRATEGY

## 4.7 The Distribution of New Development

## 4.8 The Main Conurbation and Leighton - Linslade

4.9 The main conurbation of Luton, Dunstable and Houghton Regis is a key centre for development and change as well as a priority area for regeneration. This Strategy considers that its current and potential opportunities for sustainability coupled with its significant development and regeneration needs make it the most appropriate location for focusing new development.

4.10 Leighton – Linslade is a large conurbation but is less sustainable than the main conurbation. It is suitable as a secondary location for additional development behind the main conurbation. Reflecting this, new development in and around this town will be of a more limited scale to meet the development needs of the town.

4.11 The focus for new development will be on redeveloping sites in the existing urban areas of both the main conurbation and Leighton - Linslade. Development proposals in and around the town centres and in good proximity to employment and public transport will be supported to encourage sustainable travel.

## 4.12 Town Centre Hierarchy

4.13 Figure 4.1 below shows the town centre hierarchy in Luton and southern Central Bedfordshire. Luton is the principal town centre in the main conurbation with Dunstable the second location after Luton for retail, office, leisure and cultural activity. Both town centres require significant investment to perform



## CHAPTER 4: DEVELOPMENT STRATEGY

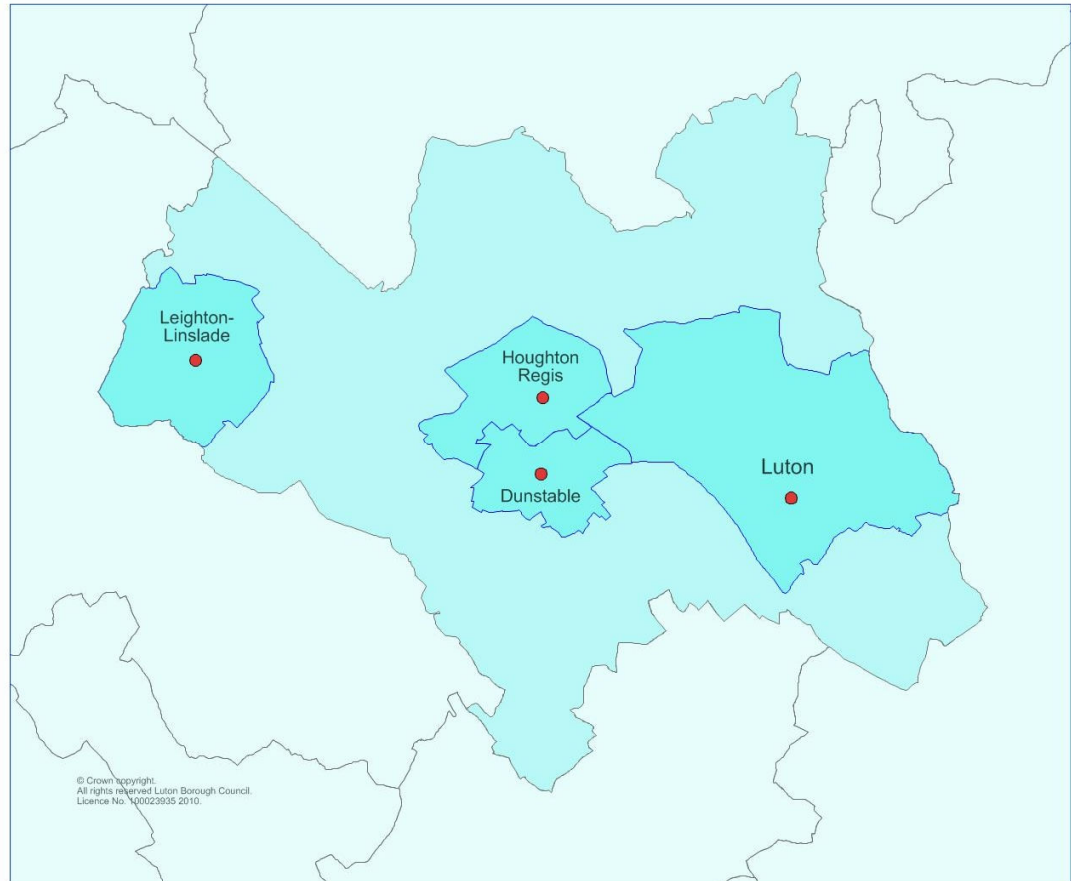
their roles more effectively and reduce the leakage of current expenditure. The scale of development proposed within and around the main conurbation offers significant incentives for new development that will be harnessed to improve its vitality and viability and help it meet the needs of an increased population. This will be achieved through significant redevelopment and expansion of facilities and improvements to the transport infrastructure and public realm.

- 4.14 Houghton Regis is a minor centre and a third tier settlement in the main conurbation. The focus in this centre will be on redevelopment and enhancement of existing retail, office and leisure provision with some limited expansion and significant improvements to the public realm.
  
- 4.15 Leighton - Linslade town centre performs a similar role to Dunstable in meeting the retail, leisure and cultural needs of the community in the local area and immediate surrounding areas but is not a significant destination. The focus in this town centre will be on bringing forward a range of development which maintains the vitality and increase choice in the town centre for a larger population.

# CHAPTER 4: DEVELOPMENT STRATEGY

**Figure 4.1**

## **Town Centres**



### **Town Centres Hierarchy**

Luton – Sub Regional Centre

Dunstable – Major Town Centre

Leighton Linslade – Major Town Centre

Houghton Regis – Minor Town Centre

## CHAPTER 4: DEVELOPMENT STRATEGY

- 4.16 Each town centre is outlined later in Chapter 12: The Four Towns, including the priorities and measures for the preparation of master plans and development briefs. Proposed developments for retail, leisure and cultural activities outside of these centres will be required to demonstrate that they will not adversely impact on the town centres.
- 4.17 Proposals for town centre uses, notably comparison retail and large leisure developments, will need to demonstrate that their development would not prevent the regeneration of the town centres. Specifically, they will need to demonstrate that the proposal will not undermine the confidence of developers to invest in key schemes.
- 4.18 **Urban Extensions**
- 4.19 In addition to providing new development opportunities in the urban areas, four urban extensions will be delivered to meet the quantity and rate of new housing, employment and infrastructure opportunities. See Chapter 11: Strategic Site Specific Allocations.
- 4.20 Two of these urban extensions are to the North of the main conurbation and are known as North of Houghton Regis and North of Luton. These are allocated as *Strategic Site Specific Allocations* (SSSAs) in Chapter 11. A small urban extension to the east of London Luton Airport and within North Hertfordshire is also identified as being required and it is recommended that the North Hertfordshire LDF bring this forward. This is

## CHAPTER 4: DEVELOPMENT STRATEGY

discussed further in Chapter 11. A further urban extension to the East of Leighton - Linslade is discussed in Chapter 11. This urban extension will be smaller in scale than those to the north of the main conurbation reflecting Leighton - Linslade's secondary position and the need to protect the character of the town.

4.21 In planning the urban extensions around the main conurbation, the emphasis will be on providing a range of development opportunities to meet the needs of the new and existing communities and enable regeneration through:

1. Provision of land to support new employment opportunities to enable the diversification and enhancement of the local economy;
2. Provision of opportunities for a greater level of public access to a broader range of open spaces on the edge of the conurbation in addition to the countryside; and
3. Delivery of significant numbers of new housing stock to assist in resolving issues of affordability in the wider area and overcrowding in existing properties.

4.22 In the case of the urban extension to the east of Leighton - Linslade, the emphasis will be on:

1. providing additional housing for the town and the area as a whole in accordance with the town's secondary role;
2. enabling greater *self containment* of the town by providing land for new employment and community infrastructure opportunities for the town; and

## CHAPTER 4: DEVELOPMENT STRATEGY

3. providing further opportunities to expand on the current provision of Green Infrastructure.

4.23 All four urban extensions will be of sufficient *critical mass* in the longer term to enable and support new public transport and community infrastructure. They will also be of a scale to provide a significant increase in demand for new retail and leisure provision that will encourage investment and regeneration of the town centres in the main conurbation and enhancement of Leighton - Linslade town centre.

4.24 In allocating three of these urban extensions, this Strategy revises the Green Belt boundary in Central Bedfordshire. The new boundaries are identified in the Proposals Map Amendments in Appendix 2. These boundaries have been identified in accordance with the advice in Planning Policy Guidance 2 (PPG2)<sup>60</sup>. Where possible this has sought to prevent the coalescence of settlements. To enable the delivery of the urban extension to the east of London Luton Airport in North Hertfordshire, it is recommended that the Green Belt boundary in that area is also to be revised as part of the North Hertfordshire LDF.

### 4.25 The Rural Areas of southern Central Bedfordshire

4.26 Beyond the conurbations and the allocated urban extensions, new sites will be identified to meet the local requirements for a healthy rural housing supply and rural

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<sup>60</sup> Planning Policy Guidance 2: Green Belts, 1995

## CHAPTER 4: DEVELOPMENT STRATEGY

economy. To safeguard the openness of the remaining Green Belt and encourage sustainable development this will be delivered in or on the edge of the rural settlements.

- 4.27 There are a number of sites which are allocated for development or which have planning permission. However, these are insufficient to meet the development requirements arising from natural local growth. New sites are therefore needed.
- 4.28 To enable proper consideration of all the sites capable of appropriately meeting these outstanding requirements, the Site Allocations DPD will examine in more detail the potential for development in all the villages and explore the need for alterations to the Green Belt around these. The focus will be on the villages listed in Policy CS1: Development Strategy below which are identified as having good proximity to the main conurbation or Leighton - Linslade and/or have the best accessibility to public transport, services and facilities:
- 4.29 In determining the location and scale of development in and around these villages regard will be given to the potential impact on the character of the villages and the Green Belt. The Joint Committee will work with Parish Councils and consult with their communities in the preparation of the Site Allocations DPD.

## CHAPTER 4: DEVELOPMENT STRATEGY

### **Policy CS1 – Development Strategy**

The main conurbation of Luton/Dunstable and Houghton Regis will be the focus for new development to maximise its sustainability and promote its regeneration. Leighton - Linslade will be a secondary location for development that will provide development opportunities to meet the needs of the town and make a contribution to meeting the housing needs of the wider area.

Sites in the existing urban areas of the main conurbation and Leighton - Linslade will be the priority for new development throughout the plan period. To meet the quantity, range and rate of new development needs, three new sustainable urban extensions are allocated in Central Bedfordshire in the following locations:

1. North of Houghton Regis
2. North of Luton.
3. East of Leighton - Linslade

A fourth urban extension is recommended to the east of London Luton Airport in North Hertfordshire to be brought forward through the North Hertfordshire Local Development Framework process for employment and green infrastructure purposes.

Development in and around the Luton/Dunstable/Houghton Regis conurbation will be planned to provide a range of new housing, employment, open space, public and private transport and community infrastructure opportunities which will assist in regenerating the conurbation, diversifying the local economy and improving the overall quality of life of the communities in the main conurbation.

## CHAPTER 4: DEVELOPMENT STRATEGY

### **Policy CS1 – Development Strategy [continued]**

Development in and around Leighton - Linslade will be planned to ensure that a range of housing, employment, open space and community infrastructure is delivered which retains the character of the town and provides more opportunities for a greater level of self containment.

Luton will be the principal town centre in the area with Dunstable the secondary centre within the main conurbation. These centres will be the focus for new retail, office and leisure development with Houghton Regis performing a more local role.

New retail, leisure, office and community development will be planned for in Leighton - Linslade town centre with the aim of increasing choice for the town.

In the rest of the former administrative area of South Bedfordshire, new development will be limited to that required to meet local needs. The Site Allocations DPD will consider where this development is delivered with a focus on the following large villages and those excluded from the Green Belt:

1. Barton le Clay
2. Toddington
3. Caddington
4. Slip End
5. Eaton Bray
6. Heath and Reach
7. Hockliffe



## CHAPTER 4: DEVELOPMENT STRATEGY

### 4.30 Delivery and Monitoring

4.31 The remaining chapters of this Core Strategy outline in more detail the approach to delivering and monitoring this Development Strategy, notably the Delivery Strategy in Chapter 5 and the Area Policies in Chapters 11 to 13.

### 4.32 Green Belt

4.33 Green Belt policy has prevented the coalescence of the main conurbation and Leighton - Linslade with adjoining settlements and helped promote regeneration by concentrating development in these locations. As a consequence, it has also helped provide access to the countryside for people living in the urban areas and helped to protect the countryside and its associated natural features.

4.34 The document called Planning Policy Guidance 2: Green Belts sets a test of exceptional circumstances<sup>61</sup> for reviewing the Green Belt. There will be a need to revise the boundary of the Green Belt to accommodate suitable areas for sustainable SSSAs.

4.35 As outlined in Policy CS1 above, priority will be given to development in the urban areas throughout the plan period in order to stimulate the urban regeneration of the main conurbation and limit the loss of Green Belt. However, all the development cannot be accommodated within the existing urban areas and thus the Green Belt boundary will need to be

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<sup>61</sup> See Planning Policy Guidance Note 2: Green Belts

## CHAPTER 4: DEVELOPMENT STRATEGY

recast around the urban conurbations to release land for the development of SSSAs.

- 4.36 Revisions to the boundaries that are needed to enable the delivery of the three SSSAs in Luton and South Bedfordshire are shown on the Proposals Map Amendments in Appendix 2. The recommended revised boundary for the Green Belt in North Hertfordshire associated with the recommended extension for employment purposes to the east of London Luton Airport is also included in Appendix 2.
- 4.37 New boundaries may also be required to enable the development of a more limited amount of land to meet the requirement for the rest of southern Bedfordshire around villages. The locations and changes to the Green Belt boundary around villages will be determined in the forthcoming Site Allocations DPD.
- 4.38 Although the Green Belt boundary will have to be redrawn to accommodate the development required, the remaining Green Belt will be protected, as set out in PPG2.
- 4.39 To help reduce the loss of immediate access to the countryside as a result of the altered boundaries, strategic green infrastructure will be delivered as part of the urban extensions and elsewhere. It will be designed to maintain and where possible increase linkages from the existing urban areas to the surrounding countryside. This is detailed further in Chapter 10.

# CHAPTER 4: DEVELOPMENT STRATEGY

## 4.40 Meeting the Housing Need

4.41 This Strategy is required to plan for the delivery of at least 23,000 additional dwellings between 2011 and 2026.

4.42 To meet the housing requirement, a flexible and balanced approach between development in the urban area and the SSSAs will be adopted. The aim of this approach is to ensure a constant delivery of housing up to 2026, to protect the Green Belt and to enable regeneration and sustainable development,

4.43 In accordance with this and the Development Strategy, the focus for new housing development will be the existing urban area of the main conurbation and Leighton - Linslade with the SSSAs supplementing this to provide the scale and rate of new housing delivery.

4.44 In the period up to 2021, this approach is expected to deliver 5,607 homes on sites in the Luton urban area and 4,055 homes on sites in the remaining urban area<sup>62</sup>. In the SSSAs 5,550 homes are expected to be delivered in the same period. The figures in the urban area are a minimum and further development in the urban area will be encouraged should appropriate sites emerge. Equally, the rate of new homes developed in the SSSAs in this period will not be restricted provided that the relevant infrastructure is in place.

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<sup>62</sup> Strategic Housing Land Availability Assessment, April 2009.

## CHAPTER 4: DEVELOPMENT STRATEGY

4.45 In the period 2021 to 2026, this balanced approach will be continued. However, the requirements in this period are indicative only, to reflect the fact that forward planning beyond the first ten years is an uncertain art. Nevertheless, to enable further regeneration of the urban area and to protect the Green Belt, delivery of 2,100 new homes in Luton and 1000 in the remaining urban areas is tentatively planned. To meet this figure, bringing forward sites in the urban area will be encouraged, particularly those that have been identified as suitable for development in the *Strategic Housing Land Availability Assessment (SHLAA)*. In the SSSAs, some 3,900 new homes are expected in this period.

4.46 In total, the SSSAs have the potential to deliver 13,500 homes based on the following indicative housing numbers:

1.	East of Leighton - Linslade SSSA	-	2,500
2.	North of Luton SSSA	-	4,000
3.	North of Houghton Regis SSSA	-	7,000

4.47 This provides a potential oversupply of some 4,050 homes which will form the basis of the *Contingency Plan* set out in the next chapter. It is emphasised that this oversupply will not be expected to come forward within the plan period (2011 – 2026) except in accordance with that contingency plan.

4.48 In the rural areas, a further 388 homes will be planned for up to 2021 with a further 250 homes tentatively planned in the period

## CHAPTER 4: DEVELOPMENT STRATEGY

2021 to 2026. This will be delivered in accordance with the Development Strategy.

- 4.49 These numbers are summarised in Table 4.1 below and will be delivered through the strategy outlined in Chapter 5.

**Table 4. 1 Meeting the Housing Numbers**

		Number of Homes within 15 year Plan Period		Outside Plan Period <sup>63</sup>
		2011/ 12 – 2020/ 21	2021/ 22 - 2025/ 26	After 2026
Total	Luton and southern Central Bedfordshire Area	15,900	7,250	N/A
By Specific Area	Urban Area of Luton	5,907	2,100	N/A
	Urban Areas of Dunstable, Houghton Regis & Leighton - Linslade	4,055	1,000	N/A
	North of Houghton Regis	3,150	2,000	1,850
	North of Luton	300	1500	1800
	East of Leighton-Linslade	2,100	400	N/A
	Rural Areas	388	250	N/A

<sup>63</sup> Will not be included within the Core Strategy as an allocation, but is referred to as a contingency, see table 5.2

# CHAPTER 4: DEVELOPMENT STRATEGY

## 4.50 Meeting the Employment Figures

4.51 This Strategy aims to deliver 9,100 new jobs by 2021 and allow for a further 4,400 jobs from 2021 to 2026<sup>64</sup>. To meet these figures, 134 hectares of new employment land is planned for in the *B1 to B8 use classes*. A further contingency of 26 hectares is also planned. The location and timing of the delivery of this land is discussed below. Other measures and approaches to achieving the jobs figures and delivering economic prosperity are outlined in Chapter 9.

4.52 The majority of the new employment land will be allocated as part of the SSSAs on land which maximises their proximity to the major transport network. An additional site to the north of the main conurbation and adjacent to Sundon Quarry will be considered for allocation through the *Site Allocations DPD* for a Rail Freight Terminal.

4.53 The indicative distribution, scale and timing of the employment land provision are outlined in Table 4.2 below. Further guidance on the employment sites is provided in the Delivery Strategy, Chapter 5.

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<sup>64</sup> East of England Plan, 2008

## CHAPTER 4: DEVELOPMENT STRATEGY

**Table 4.2 Indicative Scale, Type and Phasing of New Employment Land in the Urban Extensions**

	North of Houghton Regis	North of Luton	East of Leighton - Linslade	East of London Luton Airport	Sundon Quarry
Scale	27ha(+13ha contingency)	12ha(+8ha contingency)	16ha	35ha	40ha
Type	B1/B2/B8	B1/B2/B8	B1/B2/B8	B1/B2/B8	B8
Phasing	Start 2014	Start 2021	Start 2014	Start 2016	Start 2016

## CHAPTER 4: DEVELOPMENT STRATEGY

- 4.54 **Balancing Housing Delivery with the Delivery of Jobs**
- 4.55 Balancing the delivery of new housing with new jobs is desirable to achieve sustainable development. Planning for this is challenging as changes in employment can occur rapidly and without intervention as the fortunes of a particular business alters. Equally, the demand for housing derives from households whose decision to locate within an area is not always employment related, resulting in people choosing to live in an area but work elsewhere.
- 4.56 The Employment Land and Market Assessment Study 2009<sup>65</sup> shows that the broad distribution of B use class employment land outlined in Table 4.2 is appropriate and will enable a good balance between employment and housing throughout the plan period. However, to achieve this in the short term up to 2016 or before the new employment sites are developed, new job creation will be dependent on the (re)development of existing sites. This includes sites that are undeveloped or cleared and have planning permission for development for employment use<sup>66</sup>. This is particularly relevant in Luton and Leighton - Linslade where the highest levels of housing development are proposed in the short term.

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<sup>65</sup> Nathaniel Lichfield and Partners, 2009

<sup>66</sup> This includes at Butterfield, Napier Park and Century Park in Luton as well as land at Woodside Estate and London Road in Dunstable and Chartmoor Road in Leighton Linslade.



## CHAPTER 4: DEVELOPMENT STRATEGY

4.57 The greatest propensity for imbalance will be in Leighton - Linslade owing to the limited local employment market and in Houghton Regis owing to the scale of new housing. In these locations it will be important to ensure early delivery of the new employment land and (re) development of existing employment land.

### 4.58 Key Infrastructure

4.59 Key Infrastructure is needed to deliver the Development Strategy including new roads and public transport, new schools, new medical facilities, new green infrastructure and new utilities infrastructure. An Infrastructure Study<sup>67</sup> has been prepared by Luton Gateway which assists in developing a list of infrastructure requirements.

4.60 The most significant new infrastructure is the requirement for road bypasses at the main conurbation to reduce the amount of traffic passing through it, to increase the potential capacity for public transport measures and to provide access to new development sites. These are critical to the overall deliverability and sustainability of the Strategy. This is discussed in the Delivery Strategy, Chapter 5 which also includes the Infrastructure Schedule itself.

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<sup>67</sup> Infrastructure Delivery Plan and Funding Strategy - Luton Gateway, EDAW/AECOM, 2009

## CHAPTER 4: DEVELOPMENT STRATEGY

- 4.61 The next chapter looks at how the new houses, employment areas and necessary infrastructure will be delivered as well as a schedule for their delivery.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

## 5.0 How New Homes, Employment Areas and their Infrastructure Will Be Delivered

### 5.1 About this Chapter

5.2 This chapter concentrates on how the houses and the employment areas that are needed will be provided over the time period of the Plan, up to year 2026. It shows what *critical or essential infrastructure* will have to be built alongside them. The Plan is able to provide certainty about this up to year 2016 and can provide reasonable certainty up to year 2021. It will show what can be done, with less certainty, in the longer term up to year 2026.

5.3 The first section will describe which housing and employment areas within Luton and southern Central Bedfordshire are expected to start and when. The second section will describe the critical and essential infrastructure projects that will need to be completed. The third section will set out who will be paying for the infrastructure including which organisations will be partners in that work. The fourth section will explain how progress on delivering housing, employment areas and the critical and essential infrastructure will be monitored and what contingency arrangements will be in place should things not happen according to the Plan.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

## 5.4 Where and When Will the Housing and Employment Areas be Built.

5.5 There are three *Strategic Specific Site Allocations (SSSAs)* within this Plan and a fourth suggested expansion to the east of London Luton Airport. These are known as:

1. North of Houghton Regis (Sites 1 and 2);
2. North Luton;
3. East of Leighton - Linslade; and
4. East of London Luton Airport (a.k.a. Extension to Century Park

5.6 Together these offer enough development land to provide for about 9,450 dwellings over the period of the Plan with an additional contingency of 4,050 available. In addition, 13,062 dwellings will be drawn from within the urban areas, namely Luton, Dunstable, Houghton Regis and Leighton - Linslade<sup>68</sup>. Full details of these sites and in what circumstances they will be used are set out later in this Chapter.

5.7 The construction of the houses will take place over the period up to 2026. The sites that are most ready to come forward are programmed early on, whilst those that are more reliant on *critical or essential infrastructure* are programmed to come later. This is to allow time for the necessary funding to be put in

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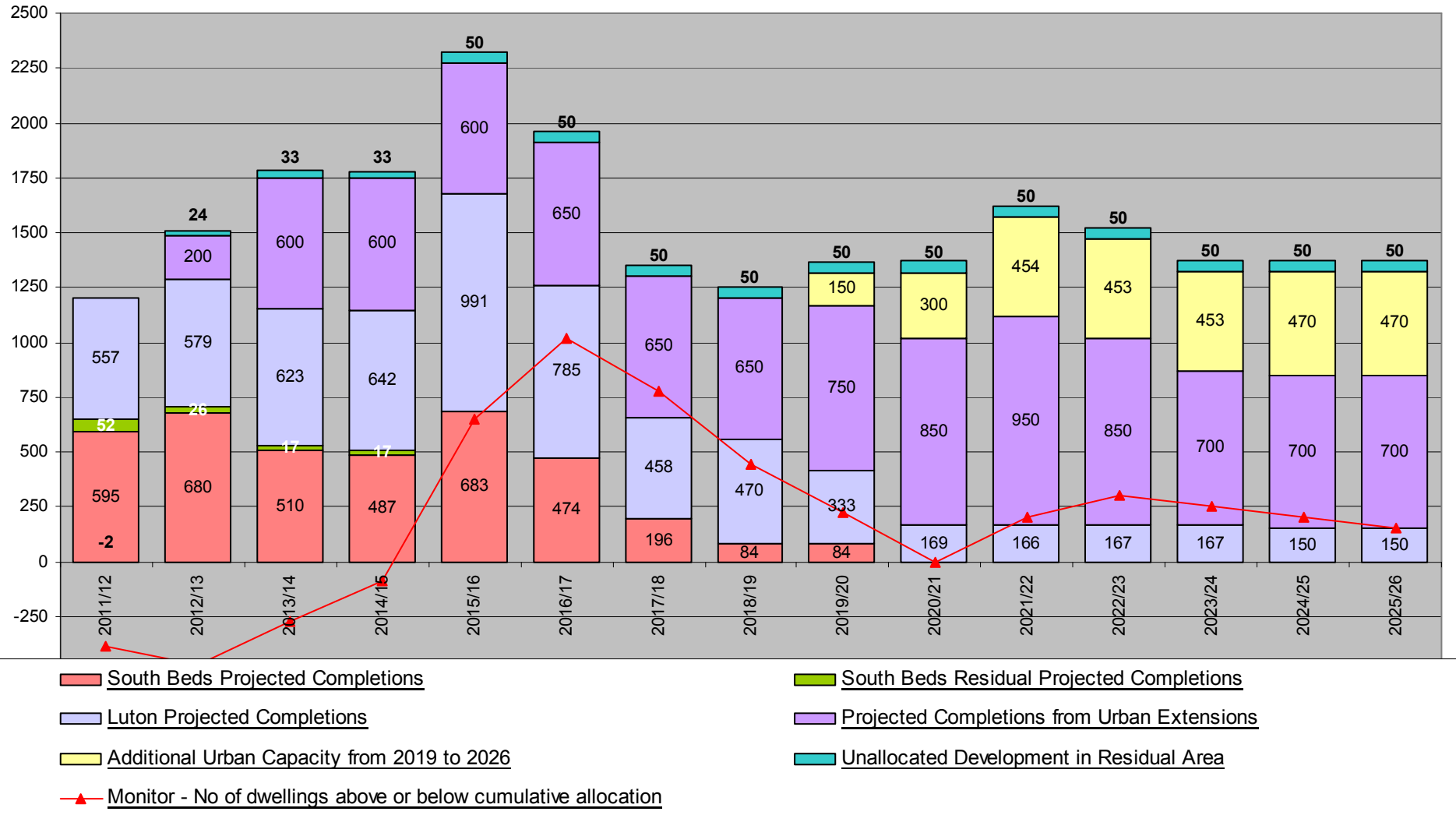
<sup>68</sup> In addition, provision has been made for 750 dwellings in the remaining rural area.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

place. Over the Plan period (2011 – 2026), the average annual build will be 1543 dwellings per year, however it is expected that the build rate will vary from year to year. Each of the SSSAs areas will require an appropriate detailed phasing plan as part of its Master Plan SPD. The sequence of housing delivery is likely to be as set out in Figure 5.1 below:

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

**OVERALL HOUSING TRAJECTORY June 2010 - Interim update**



# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

- 5.8 It is important that **critical** or **essential** infrastructure projects without which the development cannot begin are identified.
- 5.9 The definitions of ‘critical’, ‘essential’ and ‘desirable’ as they relate to infrastructure are as follows:

**Critical:** Critical infrastructure is that which has been identified as infrastructure that must happen to enable physical development. These infrastructure items are often known as ‘blockers’ or ‘showstoppers’, and are most common in relation to transport and utilities infrastructure. For example, sewerage systems are at capacity, therefore preventing the development of homes until substantial upgrades in the sewerage system have been completed; or a new highway link which is needed before a development site can be accessed. Failure to provide these pieces of infrastructure could result in significant delays in the delivery of development.

**Essential:** Essential infrastructure is infrastructure that is required if development is to be achieved in a timely and sustainable manner. Although infrastructure in this category is unlikely to prevent physical development in the short term, failure to invest in it could result in delays in development in the medium term. As developments are completed and pressure increases on the various elements of infrastructure, further development could be deemed inappropriate and unsustainable by planning authorities, resulting in the refusal of planning permission for later phases of development. This type

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

of infrastructure needs to be provided alongside development to make sure that the impacts of development are mitigated and therefore not creating unacceptable overuse of existing facilities or leaving developments without necessary support facilities. The most common type of essential infrastructure is social infrastructure such as schools, health facilities and children's play space.

**Desirable:** Desirable infrastructure is infrastructure that is required for sustainable development but is unlikely to prevent development in the short to medium term. Although infrastructure identified within this category is the least important in allowing sites to be developed, its importance to the overall success of development and the delivery of this Core Strategy should not be underestimated. The Infrastructure Schedule does not include this type of infrastructure as it can usually only be identified at the Master Planning or Planning Application stage later.

- 5.10 Table 5.1 is an *Infrastructure Schedule* that identifies all of the *critical and essential infrastructure* projects that will need to be in place to allow the strategic development sites, identified to be completed.



# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

**TABLE 5.1**

**Infrastructure Schedule**

Prioritisation	Infrastructure Type	Description	Ref Number
<b>ECONOMIC DEVELOPMENT</b>			
ESSENTIAL	Economic Development	Butterfield, Napier Park, Century Park & New Strategic Employment Sites	
	Economic Development	Dunstable Town Centre Master Plan & Delivery	
	Economic Development	Leighton Linlade Master Plan	
	Economic Development	Luton Station Gateway Development	
	Economic Development	Luton Station Gateway Power Court	
	Economic Development	Mall extensions Phase 1 & Phase 2	
<b>EDUCATION</b>			
ESSENTIAL	Education	University of Bedfordshire Expansion	
	Education	Building Schools for the Future	
	Education	Luton 6 <sup>th</sup> Form College	
	Education	Primary & Secondary Schools, Luton & Luton	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

		District	
	Education	Lower, Middle & Upper Schools South Beds & North of Houghton Regis	
	Education	Primary School North of Luton	
	Education	Lower & Middle Schools East of Leighton Buzzard	
	Education	Primary & Secondary School Unallocated Development in Villages	
	Education	Primary & Secondary Schools Additional Urban Capacity	
	Education	Pre School South Beds	
	Education	Pre School Luton	

<b>HEALTHCARE FACILITIES</b>			
<b>ESSENTIAL</b>	Healthcare Facilities	GPs & Dentists Luton District	
	Healthcare Facilities	GPs & Dentists, South Beds	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

<b>COMMUNITY FACILITIES</b>			
<b>ESSENTIAL</b>	Community Facilities	Community Centre, Luton	
	Community Facilities	Community Centres, South Beds	
	Community Facilities	Library/archive, South Beds	
	Community Facilities	Sports Halls, Luton District	
	Community Facilities	Swimming Pool, Luton District	
	Community Facilities	Swimming Pool, South Beds	
<b>OPEN SPACE</b>			
<b>ESSENTIAL</b>	Open Space	Mall extensions – public realm improvements, Sub-region	
	Open Space	District/Borough Provision, Sub-Region	
	Open Space	Neighbourhood Provision, Luton District	
	Open Space	Local Provision, Luton District	
	Open Space	Neighbourhood Provision, South Beds	
	Open Space	Local Provision, South Beds	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

	Open Space	Strategic Provision, Sub-Region	
<b>TRANSPORT</b>			
<b>ESSENTIAL</b>	Transport	Luton Station Gateway new m/s car park	
	Transport	Luton Town Centre Improvements	
	Transport	Luton Railway Station Platform Extensions	
<b>CRITICAL</b>	Transport	Luton-Dunstable Busway, Sub-Region	
	Transport	Junction 10A	
	Transport	A5-M1 Link (incl. proposed Junction 11a)	
	Transport	Woodside Connection	
	Transport	East Luton Corridor Extension (Airport Way to A505 Hitchin Road)	
	Transport	Luton Northern Bypass	
	Transport	Luton - Dunstable Busway Extension, North of Luton	
	Transport	East of Leighton Distributor Road	
	Transport	Luton – Dunstable Busway Extension, North of Houghton Regis	
	Transport	New commercial bus services North of Luton,	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

		East of Leighton Buzzard, North of Houghton Regis.	
	Transport	M1 Widening of Junctions 10 – 13	
	Transport	Luton Airport Parkway Station Northern Access	
DESIRABLE	Transport	Luton Station Redevelopment	
<b>UTILITIES INFRASTRUCTURE</b>			
CRITICAL	Electricity Infrastructure	Primary sub station connected to Sundon Grid and new circuits	
	Electricity Infrastructure	Primary sub station and reinforcement at Luton South Grid	
	Electricity Infrastructure	Primary sub station, cable routes to Sundon Grid and reinforcement of Sundon Grid	
	Electricity Infrastructure	Primary sub station and network reinforcements	
	Electricity Infrastructure	Sundon Quarry – minor network reinforcement	
	Waste Water Infrastructure	1,200m & 1,600 rising main to Stanbridgeford Waste Water Treatment Works	
	Waste Water	600m rising main to Dunstable Waste Water	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

	Infrastructure	Treatment Works	
	Waste water Infrastructure	800m gravity sewer to Dunstable Waste Water Treatment Works	
	Waste Water Infrastructure	2,000m gravity sewer to Dunstable Waste Water Treatment Works	
	Waste Water Infrastructure	1,500m gravity sewer to Chalton Waste Water Treatment Works	
	Waste Water Infrastructure	3,500m gravity sewer to Chalton Waste Water Treatment Works	
	Waste Water Infrastructure	4,500 gravity sewer to Luton (East Hyde) Waste Water Treatment Works	
	Waste Water Infrastructure	1,500m rising main to Dunstable Waste Water Treatment Works	
	Waste Water Infrastructure	Sundon Quarry – 850m gravity sewer to Chalton Waste Water Treatment Works	

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

## 5.19 Who Will be Paying For the Infrastructure

5.20 Funding for the infrastructure necessary to support development across Luton and southern Central Bedfordshire will come from a variety of public and private sources. Much of the funding, particularly in respect of those services that are the responsibility of local government will come from Central Bedfordshire and Luton Borough Councils. Their funding sources come from local taxation and grants from central government.

5.21 The private development industry will be funding a substantial proportion of the infrastructure. This will occur either through the usual agreements made in the course of individual planning applications (known as S106 Planning Agreements) guided by national policy and/or through any emerging developer contribution systems that may apply nationally.

5.22 The IDP&FS commissioned by the Local Delivery Vehicle for the Luton and southern Central Bedfordshire Area has identified the main infrastructure requirements of the area together with an assessment of how much the infrastructure will cost. It is clear that it will not be practical for all of the infrastructure to be funded from developer contributions. Other public funds will come through nationally funded programmes in the longer term. In the shorter term, development may need to be phased according to the resources available.



# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

5.23 The following policy sets out the requirements for public funding contributions to infrastructure.

## **Policy CS2 – Public Funding for Infrastructure**

Central Bedfordshire Bedfordshire, Luton Borough Council and such other local authorities and partnerships as relevant will seek public funding contributions for projects contained within the Infrastructure Schedule and giving priority to projects listed as being critical to the delivery of strategic allocations.

A strategic infrastructure fund or other arrangement to be made jointly by the relevant local authorities will be established to hold and distribute funds gathered from both public and private sources for this purpose.

5.24 The following policy sets out the requirements for developer contributions to infrastructure.

## **Policy CS3 – Developer Contributions for Infrastructure**

The Luton and South Bedfordshire Joint Committee will publish a Developer Contributions Supplementary Planning Document (SPD) that sets out:

1. The threshold of development above which a financial contribution towards providing critical and essential infrastructure is required;
2. The method of calculating the amount of development contribution;
3. The mitigation factors that may reduce such a contribution on an individual case basis.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

## **Policy CS3 – Developer Contributions for Infrastructure [contd]**

No development above the stated threshold may commence until the critical infrastructure with which it is associated and so identified in the Infrastructure Schedule has been shown to be fully funded, to the satisfaction of the local planning authority.

Each development proposal above the stated threshold will be accompanied by an Infrastructure Impact Assessment to list the critical and essential infrastructure associated with that development and how it is to be funded in accordance with the Developer Contributions SPD.

### 5.25 The Contingency Plan: Corrective Action That May Be Taken

5.26 The Plan is for a fifteen year period but it can be expected that, despite the best efforts of all involved, events will occur that will push it off-course. A *contingency plan* is an alternative plan of action. To prepare for any events that might affect the delivery strategy, the Plan will need to look at:

1. how the delivery of the housing and the employment areas will be monitored;
2. what will trigger the need to move to a contingency plan; and
3. what the contingency will look like and how it will be delivered.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

5.27 There are three main risks that will trigger the need for contingency action:

1. That the critical and essential infrastructure is not in place at the time that it is required;
2. That the main SSSAs are delayed and the new houses and/or employment areas do not come forward as required; and
3. That generally the delivery of housing and employment areas across the Plan area does not come forward at the rate required.

5.28 There will be a variety of reasons why these risks might occur and these are set out in a separate Core Strategy Risk Analysis paper. There are also different types of contingency arrangements:

1. **The “headroom” contingency.** This is where it might be possible to allow part of an SSSA to be developed before the major infrastructure is in place.
2. **The alternative sites contingency.** This is where there are other suitable small sites that could be used to fill in the gaps of the required housing and/or employment areas if necessary.
3. **The alternative SSSAs contingency.** This is where there might be another major strategic site that could be considered if there were significant problems with the others coming forward.

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

4. **The Review of the Core Strategy.** Where a significant problem emerges, it may be more appropriate to look again at all or part of the Plan.
5. **The 'flexible site capacity' contingency.** This is where more land within SSSAs has been provided over and above that strictly required or where sites prove to have more capacity than anticipated.

5.29 The following table sets out the **Contingency Plan** for the type of contingencies described above for the housing and employment areas delivery strategy.

**Column 1** is a list of the contingencies that are available

**Column 2** is a list of the events that would trigger their use

**Column 3** is the time period when the contingency may be used

**Column 4** lists the method used to monitor the events

**Column 5** sets out how the contingency will be brought forward

**Column 6** lists any critical and essential infrastructure that will need to be in place.

5.30 It is important to note that this Plan does not formally allocate sites. Should there be a need for new sites, these will require consideration within either a *Site Allocations Development Plan Document* or a review of the Core Strategy itself. However, those sites that are not in conflict with the Plan may come

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

forward through the normal process of considering planning applications.

**Table 5.2 Contingency Plan for the Housing and Employment Areas Delivery Strategy**

	Contingency	Trigger	Time	Monitor	Process of Delivery	Critical and Essential Infrastructure
1.	The headroom contingency	An assessment within the Annual Monitoring Report (AMR) of the 5 year land supply and prospects for improvement in normal market conditions.	2013 - 2026	AMR. An assessment preliminary to a planning application on a Strategic Specific Site Allocation that no critical infrastructure is required before the development can commence.	Implementation of Policy Discussions with CBC or LBC Development Management services.	To be identified in a Local Infrastructure Study as required by Policy.
2.	The alternative small sites contingency	An assessment within the Annual Monitoring Report (AMR) of the 5 year land supply and prospects for improvement in normal market conditions.	2013 - 2026	AMR.	Implementation of Policy [insert no]. Discussions with CBC or LBC Development Management services.	To be identified in a Local Infrastructure Study as required by Policy.
3.	Alternative SSSA as may be identified or	An annual assessment within the AMR of the prospects	2016 - 2026	AMR. Call for Sites activity. Annual	Review of the Core Strategy	To be identified in a Local Infrastructure

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

	promoted	of commencement on one of the allocated SSSAs		discussions with SSSA consortia and/or landowners.  Alerts on delivery of critical and essential infrastructure at the SSSAs.  Strategic Housing Market Assessment updates (SHMA)		Study as required by Policy.  Sustainability Appraisal provided by promoters.
4	Review of the Core Strategy.	An assessment within the Annual Monitoring Report (AMR) of the successful implementation of the Core Strategy.	2013 - 2031	Housing Completions; Strategic Housing Market Assessment updates (SHMA); Strategic Housing Land Availability Assessment updates (SHLAA). Report on the Core Strategy's Monitoring Framework	Inclusion within a Review of the Core Strategy by Central Bedfordshire Council.	To be identified through a new Infrastructure Model. Sustainability Appraisal.
5a.	Flexible Site Capacity.  Land to the North of Houghton Regis c.1,850 dwellings; 13 ha. employment land	An assessment within the Annual Monitoring Report (AMR) of the prospects of commencement and rate of development of deliverable sites within this Core Strategy.	2013 - 2026	Annual discussions with SSSA consortia and/or landowners.  Market Assessment updates (SHMA);	Implementation of Policy. Discussions with CBC or LBC Development Management services.	To be identified in a Local Infrastructure Study as required by Policy.
5b.	Flexible Site Capacity.	An assessment within the	2013 - 2026	Annual discussions	Implementation of Policy.	To be identified in a

# CHAPTER 5: INFRASTRUCTURE DELIVERY STRATEGY

	Land to the North of Luton c.2,200 dwellings; 8 ha. employment land.	Annual Monitoring Report (AMR) of the prospects of commencement and rate of development of deliverable sites within this Core Strategy.		with SSSA consortia and/or landowners. Market Assessment updates (SHMA);	Discussions with CBC or LBC Development Management services.	Local Infrastructure Study as required by Policy.
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**5.31** Whilst these contingencies are listed in this Plan, these will need to be tested through the normal process of either preparing a Development Plan (e.g. Sustainability Appraisals), Master Planning, Development Brief or through the Development Management (e.g. planning application) processes.

**5.32** It is also possible that the amount of housing that can be delivered on a site proves to be higher than had been anticipated. The Annual Monitoring Report will include an assessment of *housing density* to monitor the contribution to the overall housing supply as a result of this effect.

**5.33** The next chapter looks at reviewing Green Belt boundaries.

# CHAPTER 6: GREEN BELT MATTERS

## 6.0 Green Belt Matters

6.1 Green Belt policy has helped protect the southern Bedfordshire area from development for many years. It has also protected countryside and associated natural features and enabled recreational opportunities. Concentrating development in the urban areas has also assisted in their regeneration.

6.2 The purpose of this section is to review the detailed boundaries of the Luton and south Central Bedfordshire Green Belt. Particular attention will be given to the urban fringes of the main settlements within or surrounding the Green Belt as well as the other boundaries.

6.3 Green Belt boundaries are shown on the Proposals Map and are also indicated on the Key diagram in Appendix 1 of this document. The new Green Belt boundaries that are needed to enable the delivery of SSSAs are shown on the Proposals Map Amendments in Appendix 2.

## 6.4 Reason for the Green Belt Review

6.5 One of the principal reasons the why a review of the southern Central Bedfordshire Green Belt around the Luton/Dunstable/Houghton Regis conurbation is required, is to accommodate the natural growth expected in the area. A review addresses the imbalance between recent development in the north of Bedfordshire and lack of opportunity for development in the south. This is an exceptional circumstance



# CHAPTER 6: GREEN BELT MATTERS

as required by Planning Policy Guidance Note 2: Green Belts, 1995, (PPG2) which allows such a review.

- 6.6 In the Luton and the south Central Bedfordshire area, priority will be given up until 2016 to development on brownfield land in order to stimulate the urban regeneration of the main conurbation. However, all the development cannot be accommodated within existing urban areas and thus the Green Belt boundary will need to be recast around the urban conurbation. This Core Strategy ensures that the amount of green belt land released is no more than the appropriate amount needed for the purpose of meeting the needs of the local area to 2026 plus a contingency arrangement.
- 6.7 To meet housing development for the rest of southern Bedfordshire area beyond the main urban conurbation, land will need to be allocated around certain villages. The Green Belt boundary around these villages will also need to be recast on a smaller scale. The exact area of Green Belt land to be allocated will be determined in the forthcoming Sites Allocations DPD.
- 6.8 Although the Green Belt boundary has been redrawn to accommodate development, the remaining Green Belt will be protected, as set out in PPG2. Access to the countryside will be enhanced and improved by delivering strategic green infrastructure as part of the urban extensions and elsewhere. The Local Planning Authorities will continue to support the principles of restricting development in the Green Belt, in

# CHAPTER 6: GREEN BELT MATTERS

accordance with PPG2 and will preserve the character and openness of the Green Belt.

## 6.9 Development in the Green Belt

6.10 Land will be released from the Green Belt to:

1. ensure the most sustainable pattern of development is delivered;
2. help support and secure the regeneration of existing areas; and
3. protect the countryside.

6.9 In order to accommodate the SSSAs, the following areas have been identified for release:

1. East of Leighton - Linslade
2. North of Luton
3. North of Houghton Regis
4. A further area to the east of London Luton Airport. It is recommended to North Hertfordshire District Council that it is brought forward as an employment area through their LDF.

6.10 Land within these identified areas has been removed from the Green Belt on the Proposals Map, to accommodate not only the requirements to 2026 but also any requirement for contingency planning purposes or for requirements that may emerge beyond 2026.

# CHAPTER 6: GREEN BELT MATTERS

- 6.11 The next chapter looks at how places within the plan area will link to each other, how good quality links will be achieved and the sustainable transport system improved.

# CHAPTER 7: LINKING PLACES

## 7.0 Linking Places

### 7.1 Introduction

7.2 This chapter explains how places will be linked within and across the Luton and southern Central Bedfordshire area. It also sets out how the area will be linked with neighbouring areas.

7.3 High quality links are essential to the economic prosperity of Luton and southern Central Bedfordshire and the quality of life for local people. Improving non-car opportunities for travel is of critical importance to the delivery of a sustainable transport system. This chapter sets out how this is to be achieved across Luton and southern Central Bedfordshire. However, travel by car will remain an important mode of transport throughout the plan period; therefore this chapter also sets out how highway infrastructure is to be improved in a way that ensures Luton and southern Central Bedfordshire remains well connected. National objectives under-pin this approach<sup>69</sup>.

7.4 In 2009 Luton Borough and Central Bedfordshire Councils began developing the next versions of their *Local Transport Plans (LTPs)*. The strategic element of these will cover the period to 2026. The work carried out so far on the associated evidence base says that Luton and southern Central

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<sup>69</sup> Towards a Sustainable Transport Strategy, November 2007, Department for Transport

# CHAPTER 7: LINKING PLACES

Bedfordshire are well connected by rail and road to London via the *Midland Mainline*, and *West Coast Main Line* and M1. However, the area has relatively poor connections east-west by road and no connection by rail.

## 7.5 Key Challenges

7.6 Key challenges that face both the new LTPs and Core Strategy include:

1. Reducing congestion;
2. Securing modal shift targets from car to alternative forms of transport;
3. Delivering an integrated transport system that maximising opportunities to use alternatives to the car;
4. Integrating land uses with appropriate accessibility; and
5. Reducing the need to travel.

7.7 New highway and public transport infrastructure will be delivered with the aim of reducing congestion across the plan area. This will be delivered in the accordance with the items and timescales set out in the Delivery Strategy in Table 5.4 in Chapter 5. The Delivery Strategy also includes policies for developer contributions that will be required to bring such new infrastructure forward. The Delivery Strategy also includes details relating to how developer contributions are to be secured. The new LTPs will indicate what the likely contribution from other sources, including the public sector, will need to be to ensure infrastructure improvements are delivered on time to allow planned development to take place.

## CHAPTER 7: LINKING PLACES

- 7.8 Indicative targets will be set in the new LTPs that aim to secure modal shift away from private car use to more sustainable forms of transport. The LTPs' implementation plans set out what specific infrastructure measures are needed and how they will be delivered. Such measures will be covered by a combination of developer contributions and funding from other sources.
- 7.9 Opportunities will be put in place for an integrated public transport system during the course of the plan period. This will ensure that both rail and bus services connect more efficiently with themselves and to each other in a way that makes travelling by public transport easier and more attractive. Transport interchanges to enable transfers between rail and buses are indicated on the Key Diagram in Appendix 1.
- 7.10 Efforts will be made to integrate land uses more effectively with transport. For example, the impact of Heavy Goods Vehicles (HGVs) on residential areas will be minimised by bringing forward new alternative routes such as the Woodside Connection which will link the industrial area in Dunstable directly to the M1.
- 7.11 Technology will be used to minimise the need to travel. Innovative use of technology such as *real time* bus arrival displays in residential areas together with improvements to internet connectivity will reduce travel time and enable more commercial and other activities to be undertaken virtually from home.

# CHAPTER 7: LINKING PLACES

## 7.12 Addressing the Challenges

7.13 This Core Strategy aims to address the challenges raised above at two levels: **Strategic and Local**. Partnership working with a variety of bodies will be necessary at both levels to achieve successful delivery. This will include working with:

1. Local authority departments;
2. Transport infrastructure providers;
3. Landowners and developers;
4. The voluntary sector;
5. Local businesses; and
6. Transport providers.

7.14 At the **strategic** level, there are two interrelated elements:

1. Addressing the area's role as a regional transport node through building on its good north-south road and rail connections whilst improving east-west connections; and
2. Improving the existing transport network and its capacity to accommodate development and the associated increase in population, whilst also addressing existing congestion issues in urban areas. Policy CS4 below and Chapter 7 of the LTP link these elements together.

# CHAPTER 7: LINKING PLACES

- 7.15 At the **local** level, the focus will be on easing movement within Luton and southern Central Bedfordshire through improving connectivity between the area's towns and local centres together with improving access to those centres from local neighbourhoods and rural areas. This also includes the need to address current levels of congestion in the urban areas.
- 7.16 **Delivering Domestic and Commercial Transport Alternatives**
- 7.17 A modal shift away from domestic car use in residential areas and transporting goods by road is sought. More sustainable forms of transport will be promoted leading to more sustainable patterns of development. Indicative targets to reduce the proportion of journeys undertaken by car are being developed through the LTPs.
- 7.18 With regard to commercial transport movements, it is important to understand how the *supply chain* works particularly in relation to Heavy Goods Vehicles (HGVs) in order to enable the transfer of road based transportation of goods to rail, water or pipeline in the longer term. The new LTPs will contain a Freight Strategy setting out how this could be done. The Freight Strategy will also explore ways in which HGV movements through inappropriate areas will be minimised.
- 7.19 In cases where it is not possible to identify sufficient practical measures to deliver and sustain modal shift targets a developer will need to fund other mitigating measures or scale down the development.



# CHAPTER 7: LINKING PLACES

7.22 The SSSAs provide a major opportunity to forge more sustainable travel patterns. Alternatives to the car will be championed here and the Local Transport Plan through:

1. Marketing and promotion of alternatives;
2. Use of technology<sup>70</sup> to improve the availability of up-to-date public transport travel information;
3. Implementing public transport ticketing initiatives as part of travel planning<sup>71</sup>;
4. Use of parking availability and new parking standards which respond to different accessibility levels in different areas;
5. Deployment of appropriate *demand management* measures including travel plans<sup>72</sup>; and
6. *Car clubs and car sharing*.

## 7.23 Strengthening Connectivity and Relieving Congestion

7.24 The planned levels of development pose significant challenges in older urban areas and older centres where historic road networks have limited capacity to take additional traffic. Community transport plans<sup>73</sup> will be prepared for each of the main towns: Luton, Dunstable, Leighton - Linslade and Houghton Regis. These plans will also ensure journeys from outside these towns are considered.

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<sup>70</sup> For example, real time travel displays in homes and use of mobile phones to tell a potential passenger when the next bus is due at a bus stop

<sup>71</sup> For example, reduced price season tickets as part of workplace travel plans

<sup>72</sup> Circular 02/2007 Guidance on Transport Assessment and the Good Practice Guidelines: Delivery of Travel Plans through the Planning System

<sup>73</sup> A strategy to meet the needs of members of society who use public transport as their main mode of transport.

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7.24 The community transport plans will contain a package of measures to secure a significant shift away from car use, together with specific options for infrastructure improvements necessary to accommodate essential additional traffic. In particular, these plans will aim to improve the walking environment in town centres. The draft plans will be subject to consultation and will inform town centre Area Action Plans and/or Supplementary Planning Documents prepared by local planning authorities<sup>74</sup>.

7.25 Ease of movement between and within settlements will be strengthened with improvements to the strategic highway network such as the A5 – M1 link, the Luton Northern Bypass and the Woodside Connection as shown on the Key Diagram in Appendix 1. These improvements will deliver significant reductions in congestion and traffic speeds in urban areas and enable existing highway space to be used for improvements to public transport, cycling and walking networks.

7.26 Local transport connections will be improved by increasing accessibility to and within town and other service centres. The following five priorities exist in relation to improving local public transport connectivity:

1. Enhancing urban bus travel based on key radial routes into and out of the main conurbation and Leighton - Linslade;

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<sup>74</sup> Emerging Houghton Regis and Dunstable Town Centre Masterplans, Central Bedfordshire Council, 2009; Luton Town Centre Development Framework, David Lock Associates Ltd for Luton Borough Council, 2004

## CHAPTER 7: LINKING PLACES

2. Providing additional orbital bus routes at appropriate distances from the town centres of the main of the main conurbation and Leighton - Linslade;
3. Designation of *transport hubs or nodes* in town centres and other key destinations some of which will function as multi – modal interchanges;
4. Improving non-car links between key centres and railway stations; and
5. A new railway station to serve the SSSAs to the north of the main conurbation.

Delivery of the above measures is set out in the Delivery Strategy with more guidance set out in the new LTPs.

**7.27** The additional passenger railway station serving the north of Luton will help ensure sustainable access to SSSAs to the north of Houghton Regis and Luton, including the proposed strategic employment site around M1 junction 11a. It will also contribute to the regeneration of deprived parts of north Luton such as Marsh Farm and Hockwell Ring, as highlighted earlier in the Core Strategy and it will also have a key local role in helping to relieve pressure of future development on the local transport network.

**7.28** The delivery of the A5 – M1 link, together with the Luton northern bypass running from the M1 and new Junction 11A eventually to the A505 will, as well as being a strategic connection, bypass the main conurbation, thereby relieving

## CHAPTER 7: LINKING PLACES

congestion in these areas. This will facilitate the provision of new public transport, walking and cycling infrastructure in the main conurbation as road space will become available for this purpose. Similarly, the provision of an appropriate link road to the east of Leighton – Linslade will enable development to be integrated here in a way that contributes to reducing congestion.

**7.29** The following public transport improvements will be delivered in conjunction with the delivery of the strategic infrastructure and the associated reduction in urban area congestion:

1. A high frequency fast, *guided busway* linking the three main towns of the main conurbation: Luton, Dunstable and Houghton Regis with London Luton Airport and associated extensions through the SSSAs;
2. Provision of increased on-road public transport capacity on key existing routes such as the A6 corridor through north Luton and the A505 corridor through east Luton; and
3. Provision of appropriate evening and Sunday services on key corridors with regular bus services<sup>75</sup> (see Table 7.1 below) together with investment in infrastructure in these corridors, together with investment in infrastructure including interchanges, waiting facilities, *real time* information and priority lanes. Such measures will make bus travel a more attractive alternative to the private car particularly for journeys within urban areas.

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<sup>75</sup> Luton Bus Strategy, Luton Borough Council, 2003

# CHAPTER 7: LINKING PLACES

**Table 7.1**

**Bus services**

	Weekdays (buses per hour)	Evenings and Sundays (buses per hour)	Notes
Within Luton	4	2	To within 400 metres of all households
Within conurbation	2	1	
To nearby towns	1	1	Minimum requirement is enough buses to facilitate work and shopping trips

**7.30** Policy CS4 below will enable stronger connectivity between places within Luton and southern Central Bedfordshire and places outside of the area. It will also enable traffic to be significantly reduced in local neighbourhoods leading to improved quality of life for local people and increasing the potential to operate reliable public transport as well as making it more attractive to walk and cycle.

**Policy CS4 - Linking Places**

**Connecting across Urban and Rural Areas**

Connections will be strengthened between and across the urban and rural areas by:

1. maximising accessibility to rail and guided busway services and enabling more frequent and reliable bus services elsewhere in the main conurbation;

# CHAPTER 7: LINKING PLACES

## Policy CS4 - Linking Places [continued]

2. securing extensions to the guided busway and associated bus routes accessing it together with associated bus priority measures serving the SSSAs adjoining the main conurbation;
3. providing new on-road bus priority routes linking the Park and Ride sites and the SSSAs adjoining the main conurbation with Luton and Dunstable Town Centres as shown on the Key Diagram;
4. enabling the bus network to be improved including implementing bus priority measures where road space is made available following the completion of the programme of strategic bypasses set out in the Delivery Strategy;
5. improving the infrastructure of the following roads to ease traffic flow and enable necessary public transport, walking and cycling improvements to be implemented:
  - a. Barton Road / Barton Road / Icknield Way / Enterprise Way
  - b. Marsh Road / Blundell Road / Leagrave Road / Waller Avenue
  - c. Dunstable Road / Telford Way / Dunstable Road / Hatters Way
  - d. Chaul End Lane / Hatters Way / Dallow Road / Hatters Way
  - e. Hitchin Road / Ashcroft Road / Stopsley Way / Hitchin Road
  - f. Crawley Green Road / Windmill Road / Park Viaduct / St Marys Road
  - g. High Street North / Church Street / High Street South / West Street
  - h. High Street North / Houghton Road / High Street North / Brewers Hill Road
  - i. Sundon Road / Parkside Drive / Park Road North / East End
  - j. North Street/Leston Road/West Street in Leighton Buzzard
  - k. Lake Street/Stanbridge Road/Billington Road/Grovebury Road in Leighton Buzzard
6. improving the walking and cycling route links to public transport nodes for pedestrian and cyclists to make public transport more efficient and attractive;
7. improving walking and cycling routes;

# CHAPTER 7: LINKING PLACES

## **Policy CS4 - Linking Places [continued]**

8. providing a new railway station serving the north of Luton in the location shown on the Key Diagram;
9. providing multi – modal interchanges at all railway stations; and
10. providing centrally located bus interchanges in Luton, Dunstable, Houghton Regis and Leighton – Linslade Town Centres as well as at London Luton Airport acting as a focus for bus and coach services;

### **Increasing Accessibility**

Increase accessibility and transport choice in rural areas and neighbourhoods outside town and local centres by:

1. Introducing demand responsive transport networks, where appropriate, to fill gaps in the scheduled network;
2. Promote technology/electronic communications that allow businesses to operate, provide services and information anywhere in Luton and southern Central Bedfordshire in ways that reduce the need to travel and encourages sustainable modes of transport;

### **Transport Assessments**

Proposals for new developments that have significant transport implications either arising from the development proposed or cumulatively with other proposals will be required to submit a Transport Assessment. Appropriate works and/or contributions towards necessary works to enable the development to be suitably accessed will be required. These contributions will cover all appropriate modes of transport and will mitigate impacts on the transport network.



# CHAPTER 7: LINKING PLACES

## Policy CS4 - Linking Places [continued]

The Transport Assessment should:

- i. Identify how the development site is to be accessed and by what modes;
- ii. show the likely modal split of journeys to and from the site;
- iii. detail the proposed measures to improve access by public transport, cycling and walking to reduce the need for parking and associated impacts;
- iv. identify the impact on the highway network; and
- v. include a travel plan where appropriate.

### 7.31 Delivery

7.32 The Infrastructure Delivery Strategy sets out how strategic transport infrastructure will be delivered. Improvements to movement, particularly by public transport and on foot or by cycle, will mainly be funded and implemented through annual Government allocations to Local Planning Authorities (LPAs) for Integrated Transport and maintenance of principle roads.

7.32 Masterplans for the SSSAs will include proposals for providing neighbourhood connectivity and LTP3 will include proposals to improve connectivity in existing urban areas. Government Guidance on the layout of transport infrastructure in urban areas will be supplemented as appropriate by design guidance issued by the LPAs. The majority of these improvements will be funded by Developers.



# CHAPTER 7: LINKING PLACES

- 7.33 The next chapter looks at creating successful places for people to live, work and enjoy.

# CHAPTER 8: MAKING PLACES

## 8.0 Making Places

8.1 This chapter focuses on providing homes for all needs, helping to improve access to services and facilities and shaping a built environment where high quality design is the norm and people enjoy living and working, feel safe and proud.

## 8.2 Housing for all needs

8.3 The housing provision identified in Chapter 4 will address the existing gaps in the range of *types, tenures and sizes* of residential property as well as supporting identified future need.

8.4 Whilst a range of house sizes is required across the plan area, there are clear differences in need between southern Bedfordshire and Luton when considering their existing range of housing with their projected *household composition*. House size requirements for both local authorities also vary between the three main housing tenures (market, intermediate and social rent) as identified earlier in the Issues and Trends Chapter. The delivery of new family housing (3 or more bedrooms) is a priority across the area to address overcrowding, which is a key factor affecting the quality of life of many residents<sup>76</sup>.

8.5 There is a significant requirement for affordable housing, with 5,200 units needed in southern Bedfordshire and 5,700 in Luton

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<sup>76</sup> Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (2008, ORS/ Savills)

## CHAPTER 8: MAKING PLACES

between 2007 and 2021<sup>76</sup>. This need is equivalent to 70% of the overall housing provision in this Core Strategy between 2011 and 2021: a greater proportion than is economically viable for developers to provide in normal market conditions. Viability assessment has shown that only 35% of the overall housing requirement can be delivered through the planning system as affordable tenures. The deficit will require innovative solutions from a broad range of council departments and partners.

- 8.6 The actual housing mix to be delivered through individual schemes will take into consideration the context of its location and viability of the scheme under normal market conditions. For example, while there may be no general requirement for social rent dwellings of 5 or more bedrooms, these may be delivered where there is a specific need as identified by sources such as *housing registers*.
- 8.7 Residential development proposals will be required to deliver a viable proportion of affordable housing. Research has shown that the delivery of 35% of the total scheme can be viably delivered as affordable housing<sup>77</sup>. This proportion should be split further to deliver 25% social rent and 10% intermediate<sup>2</sup> to address the need for different tenures.
- 8.8 As people live longer, an increasing proportion of the population will be aged 65 and over<sup>77</sup>. Housing will therefore need to offer specific products for this group, utilising initiatives such as extra care schemes, Lifetime Homes standards and

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<sup>77</sup> Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (2008, ORS/ Savills)

# CHAPTER 8: MAKING PLACES

consideration of other design aspects to meet the needs of frail and/ or disabled users. When providing homes for the elderly, frail and/ or disabled, consideration must be given to the provision of, or access to, specific services that the residents will require.

8.9 Residential developments will be required to foster social inclusion and cohesion by addressing concerns such as crime and the fear of crime<sup>78</sup>. Initiatives such as ‘Secured by Design’<sup>79</sup> and a good understanding of known, local issues can ensure that developments support thriving communities.

## 8.10 Future Development Plans in Preparation

8.11 Gypsy and Traveller Development Plan Document  
(XXXX CONTENT TO BE DETERMINED XXXX)

8.12 Further local development documents will provide more detailed policy on housing delivery; these will include:

1. Site Allocations DPD guiding the general development of non strategic housing locations;
2. Development Management DPD providing detailed policy for the assessment of planning applications;
3. Master Plans for areas of change in the form of area specific SPDs containing detailed requirements of areas with unique development opportunities; and

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<sup>78</sup> ‘Luton’s Sustainable Community Strategy 2008 – 2026’ and ‘South Bedfordshire’s Sustainable Community Strategy’

<sup>79</sup> Secured by Design is a UK Police initiative supporting the principles of ‘designing out crime’: [www.securedbydesign.com](http://www.securedbydesign.com)

# CHAPTER 8: MAKING PLACES

4. Developer Contributions SPDs providing detail guidance for the implementation of planning policy related to securing necessary infrastructure (including affordable housing) through developers' contributions.

## **Policy CS5 - Housing for All Needs**

New residential development will provide housing as follows:

1. The mix of housing (*size, type and tenure*) delivered will have regard to local circumstances and provide a range of dwellings to diversify the housing stock.
2. Consideration must be given to the expected profile of residents, ensuring acceptable access to key support services.
3. The delivery of larger, family housing will be prioritised.
4. Residential development on qualifying sites will be required to provide 35% of dwellings as *affordable housing*. The threshold for provision will be 15 dwellings or more in the Luton/Dunstable/Houghton Regis conurbation and 4 dwellings or more in the rural area. The actual amount delivered through each development proposal will be negotiated with regard to the economic viability of each scheme.
5. Where affordable housing cannot viably be delivered on site, a financial contribution for off-site provision will be required.
6. To ensure that affordable housing remains available to meet local needs, appropriate planning conditions or obligations will be applied, particularly where a registered social landlord is not involved in the delivery of a scheme.
7. All housing developments will be required to meet Lifetime Homes standards, the requirements of the Code for Sustainable Homes and any local guidance or policy on design and construction.

# CHAPTER 8: MAKING PLACES

## 8.13 Social and Community Infrastructure

- 8.14 Access to high quality well located services and facilities are essential to people's quality of life and the well being of our community. New residential development will increase pressures on existing social and community infrastructure available to communities across the entire plan area.
- 8.15 Adding to this, the natural growth of the population will require the creation of new communities and therefore the need to provide for new community groups and a higher level of social and community infrastructure than that required in the existing urban areas where the increases of population will be smaller.
- 8.16 For the purpose of this Core Strategy social and community infrastructure are: "those facilities and activities that support the community's need for social interaction. These include childcare facilities, education and training, arts and culture, sports and leisure facilities, health facilities, facilities associated with public worship, emergency services, facilities for utilities and public toilets".
- 8.17 Open space and green spaces are covered separately under Green Infrastructure in Chapter 10.
- 8.18 In locations such as the rural areas, a service or facility may be *essential* because it is one of a limited number in that area, or because it is necessary to the quality and convenience of everyday life in a community.

## CHAPTER 8: MAKING PLACES

- 8.19 The need for social and community infrastructure generated by new development should be addressed as soon as it arises to ensure future residents are well served and that the existing community does not suffer adverse impacts. Where existing services and facilities are not adequate to support new development, developers will be required to contribute towards or to provide the facilities together with their maintenance, where appropriate.
- 8.20 In addition to facilities required by new development, the Local Planning Authorities (LPAs) will continue to support improvements to infrastructure and services for existing communities. The effective provision of social and community infrastructure will depend on strong working partnerships between public, private and voluntary sector agencies such as primary care trusts, education providers and community groups.
- 8.21 There will be opportunities for the co-location of services and facilities such as the provision of medical and social services in secondary schools and the increase in use of school facilities by the community, as identified in the Councils Asset Management Plans and Property Strategies<sup>80</sup> and incentivised by the Building Schools for the Future (BSF) programme<sup>81</sup>. These opportunities may be in the form of *community hubs*

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<sup>80</sup> Luton's Corporate Asset Management Plan 2009-2014 & Central Bedfordshire Medium Term Property Strategy, 2009-12.

<sup>81</sup> Building a brighter future: Luton's Building Schools for the Future (BSF). It is not yet certain when Central Bedfordshire will enter the BSF programme.

## CHAPTER 8: MAKING PLACES

increasing the prospects for integrated service delivery, office and community space and social enterprises such as cafes, training facilities or advice premises.

- 8.22 The LPAs will require contributions from all developments needing social and community infrastructure or having an impact on existing infrastructure and will seek to pool contributions from a number of developments when the need arises.
- 8.23 The LPAs will be informed on the level of need and where it is required by the Social and Community Infrastructure Needs study for Luton and southern Central Bedfordshire<sup>82</sup>. It will continue to be reviewed as part of the Annual Monitoring Report as will the Luton and southern Bedfordshire Infrastructure Delivery Plan and Funding Study (IDP&FS)<sup>83</sup>, the Councils' and Partners' corporate priorities and the internal reviews of services by the constituent local authorities and their community partners.
- 8.24 Policy CS6 below will be implemented through the policies in this Core Strategy and its delivery strategy. Detailed policies on social and community infrastructure provision will be set out in the Development Management DPD. A *Supplementary Planning Document (SPD)* on developer contributions will also be prepared. In all these processes, the Councils will work closely with providers of services, social and community infrastructure.

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<sup>82</sup> Existing and Future Social and Community Infrastructure Needs for Luton and southern Central Bedfordshire, August 2008 (UCL and Colin Buchanan)

<sup>83</sup> Draft Infrastructure Delivery Plan & Funding Study, EDAW/AECOM, November 2009



## CHAPTER 8: MAKING PLACES

- 8.25 The SPD on Developer Contributions will detail the use of the *rolling social and community facilities fund* identified in the IDP & FS and explore opportunities to establish community trusts and similar models to *forward fund* social and community infrastructure.
- 8.26 When assessing schemes for co-location of services and *community hubs*, regard needs to be given to the specific design requirements of those operating the facilities.

### **Policy CS6 - Increasing Access to Quality Social and Community Infrastructure**

New development will be supported by the timely delivery of social and community services and facilities and these will be developed as an integral part of major proposals.

New development must meet its own needs on and off site, as appropriate, and mitigate its impact on existing social and community infrastructure provision in accordance to an agreed timescale.

Services and facilities required as a consequence of development, and their maintenance, will be required from developers and secured by the negotiation of planning obligations, by conditions attached to a planning permission, and/or other agreement, levy or undertaking, all to be agreed before planning permission is granted.

Existing facilities will be retained unless satisfactory alternative provision is made in the locality or it can be demonstrated that facilities are not longer needed or economically viable in the case of commercial services.

# CHAPTER 8: MAKING PLACES

## **Policy CS6 - Increasing Access to Quality Social and Community Infrastructure [continued]**

Proposals for new social and community infrastructure and the improvement of existing ones will be considered favourably. Opportunities for co-locating multipurpose facilities will be maximised. Integrated service delivery and *community hubs* will be supported in accordance with the LPAs and their partners' corporate priorities and relevant plans.

Major new housing development will be required to provide *interim community facilities* until permanent community facilities are available;

Land is safeguarded for a new stadium for the Luton Town Football Club near Junction 10A.

A 50 metre swimming pool will be delivered at the Regional Sports Centre in Luton.

### 8.27 Quality of design

8.28 Planning for high quality development through good and inclusive design will influence the way a place looks, how it works and how it is used. Well designed public spaces and buildings will contribute positively to the quality of life in southern Bedfordshire and Luton, reinforcing distinctiveness by maintaining good local character and improving the quality of the natural and built environment across the area.

## CHAPTER 8: MAKING PLACES

8.29 Residential development will need to be of a high design standard, able to provide a range of housing types and tenures with densities that relate positively to adjacent areas. They will need to be places where people enjoy living because they are:

1. attractive, accessible and adaptable for long term use;
2. safe and secure; and
3. responsive to their environment.

8.30 Most importantly these developments will need strong contextual links with the landscapes they sit in and will need to reflect and bring through the local qualities, character and distinctiveness of the existing towns and villages to foster integration and create a strong *sense of place*.

8.31 A Master Planning approach will be used where major change is expected. This will make use of a full set of sustainable design principles that will minimise the impact of development on the environment and consider long term social and economic effects of new development. The Local Planning Authorities will work with developers to prepare design codes for these areas as part of site-specific SPDs.

8.32 The regeneration and renewal of town centres will require an approach to design that respects the heritage and existing urban fabric and has a good understanding of the history and context of that place. Proposals should commit to preserving or enhancing the character and appearance of valued historic

## CHAPTER 8: MAKING PLACES

environments and their context to reinforce the unique and special qualities of the place.

- 8.33 For areas with a poor or degraded urban quality, regeneration will need to focus on using design to create a strong sense of place and vibrancy through excellent new and refurbished buildings, well designed public spaces and inspired, creative landscaping that builds on existing strengths and character. Enriching and enhancing the quality of a place through design will play a large role in revitalising the social, economic and physical regeneration of town centres.
- 8.34 Design of public and social facilities will need to demonstrate the highest quality in terms of architecture, access, adaptability and sustainability. Because they provide a functional and pivotal role in the health and well being of a community, they will need to respond to the needs of that community by creating a human, welcoming, inclusive environment.
- 8.35 Central Bedfordshire and Luton local authorities have already undertaken a large amount of work guiding good design across the area in the form of Supplementary Planning Documents<sup>84</sup>, town centre strategies and Master Plans<sup>85</sup>, some of which are still in preparation. In addition to design guidance, national industry design standards such as Building for Life, BREEAM,

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<sup>84</sup> Southern Bedfordshire: Design in Central Bedfordshire: a guide for development', (Draft SPD) Luton Borough Council: Design for sustainability & Designing for Community Safety in a Quality Environment SPGs (2003) Luton: High Town (SPD 2007)

<sup>85</sup> Southern Bedfordshire: Dunstable Master Plan (Draft SPD) and Houghton Regis Master Plan (Central Bedfordshire, 2007)

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Lifetime Homes and Code for Sustainable Homes<sup>86</sup> will be used to assess development proposals.

## **Policy CS7 - Quality of Design**

New proposals will be required to provide the highest quality of design and demonstrate how they:

1. respect and respond to the character of the site and its surroundings, its context and scale;
2. enhance local character and distinctiveness;
3. recognise the importance of historic and architectural assets and protect, preserve and enhance their character, appearance and context;
4. integrate with existing development, its services and facilities;
5. ensure a design which is inclusive, adaptable, accessible and incorporate features to deter crime and fear of crime;
6. provide good quality, safe and adaptable buildings with materials appropriate to the area;

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<sup>86</sup> Building for Life: the national standard for well designed homes and neighbourhoods: [www.buildingforlife.org/](http://www.buildingforlife.org/) CABE and Home Builders Federation

Building Research Establishment Environmental Assessment Method (BREEAM)  
<http://www.breeam.org/>

Lifetime Homes – a set of design principles to provide accessible, convenient, flexible and adaptable accommodation for disabled and other people. [www.lifetimehomes.org.uk](http://www.lifetimehomes.org.uk)

Code for Sustainable Homes: [www.communities.gov.uk](http://www.communities.gov.uk). See also Policy CS10: Resource Efficiency

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## **Policy CS7 - Quality of Design [continued]**

7. ensure the highest quality townscapes, landscapes, public buildings and public spaces;
8. integrate open spaces and link with green infrastructure.

All planning applications will need to include a Design and Access Statement.

8.36 The next chapter looks at how jobs will be delivered and measures for increasing the economic prosperity of the area.

# CHAPTER 9: ECONOMIC PROSPERITY

## 9.0 Economic Prosperity

### 9.1 About this Chapter

9.2 This chapter outlines the measures that will be taken to increase the economic prosperity of the area and deliver the number of jobs necessary over the period of the plan. It outlines the approach to providing an attractive location for businesses to be successful and achieving a broad balance between the delivery of homes and new jobs. In particular, it outlines measures to safeguard and improve the quality and range of employment land.

### 9.3 Delivering Economic Prosperity

9.4 To deliver economic prosperity across the area there needs to be a good level of job creation to provide wealth and opportunity. To enable this job creation and maintain the broad balance between homes and jobs in the area<sup>87</sup>, new opportunities for businesses will be planned for. As well as providing the number of jobs required, a greater diversity of job opportunities and a broader local economy is needed to achieve the level of regeneration sought in this area<sup>88</sup>.

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<sup>87</sup> Travel to Work Area Data shows that 70% of people who live in the main conurbation work in the main conurbation. Only 45% of people who live in Leighton Linlade work in the town

<sup>88</sup> Joint Economic Development Strategy II, Bedfordshire and Luton Economic Development Partnership (BLEDP), 2008

# CHAPTER 9: ECONOMIC PROSPERITY

9.5 Many of the measures needed to achieve this job creation lie outside the role of the LDF and are better delivered by other partners and stakeholders.<sup>89</sup> However, the LDF has an important role to play in creating a quality of place which attracts and retains businesses, and promotes business growth. This includes the policies and measures in other chapters of this Core Strategy which will:

1. enable the delivery of new strategic road, rail and public transport infrastructure to further advance the area's connectivity and provide new or improved access to sites;
2. improve the image of the area and attract inward investment through regeneration of the town centres, improved public transport and provision of high quality green and community infrastructure;
3. support higher education providers and business service providers to enhance the skills of the local workforce and the dynamism of the local businesses; and
4. support opportunities for tourism related employment.

9.6 The most significant contribution that the LDF can make to creating economic prosperity and self containment is enabling an appropriate supply and range of land and premises for businesses.

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<sup>89</sup> Appendix 1 of Joint Economic Development Strategy II, BLEDP, 2008



# CHAPTER 9: ECONOMIC PROSPERITY

- 9.7 It is forecast that around half of the total number of new jobs will be created in service sectors,<sup>90</sup> largely as a result of the demand for services associated with the increase in the area's population. The policies and measures to support further office, retail, leisure and cultural facilities, and services in each of the four town centres will provide new premises needed to support the creation of these jobs. Similarly, the policies requiring new schools, shops and services in the SSSAs will enable job creation in these sectors.
- 9.8 In Luton, demand for hotels is likely to remain strong and will be encouraged in the town centre and around the airport. Hotel development will be resisted on existing employment sites throughout the area in accordance with Policy CS8: Delivering Economic Prosperity below.
- 9.9 The remainder of the jobs are most likely to be created in sectors needing office, industrial and distribution land and premises which will be delivered on new and existing employment sites.
- 9.10 **Existing Employment Sites**
- 9.11 The majority of existing employment land is developed but remains suitable for B use classes, with high levels of occupancy being sustained<sup>91</sup>. With the national and local

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<sup>90</sup> Employment Land Study (2008)

<sup>91</sup> Employment Land Study (2008)

# CHAPTER 9: ECONOMIC PROSPERITY

economy continually shifting towards service sector employment, a different range of employment sites are needed. Development proposals for offices and premises for high tech manufacturing will therefore be encouraged in accessible locations, to support this sector and attract a greater level of higher skilled jobs into the area. However, the area still sees growth in some sectors of manufacturing that will still need to be supported.

9.12 Policy CS8 below outlines the flexible approach to the redevelopment of existing employment sites and aims to safeguard the supply of land for B1 to B8 uses and enable as much job creation as possible.

## 9.13 New Employment Sites

9.14 Chapter 11 identifies the main new employment locations. To deliver the range of new employment opportunities needed to diversify the local economy, a flexible approach to the uses which are promoted on these sites is needed. Therefore, in planning for the development of these sites the full range of B use class employment will be permitted subject to necessary design, transport and sustainability appraisals.

9.15 Within the urban extensions there are opportunities for a number of sites to be developed for employment purposes. These include sites which will benefit from excellent access to the M1 and London Luton Airport in the case of the SSSAs to

# CHAPTER 9: ECONOMIC PROSPERITY

the north the main conurbation. These are discussed further in Chapter 11.

- 9.16 In preparing the master plans for the SSSAs regard will be given to the suitability of these different employment sites to meet the needs of businesses in sectors of the local economy which are growing and therefore may require new premises. These include: computer and related services, business services, and construction<sup>92</sup>. Regard will also be given to the potential or emerging sectors which are likely to locate to the SSSAs or which the area is seeking to encourage for diversification of the economy. These include: financial and business services, hi technology and advanced manufacturing, logistics and air transport, and research and development associated with higher education.
- 9.17 In the preparation of Master Plans, the opportunities to relocate businesses from the existing urban areas where their operation compromises the amenity of the area will be explored. The potential for non B use class employment generating uses will also be considered to identify where such opportunities could help the viability and attractiveness of these new sites for B1 to B8 employment.
- 9.18 In the case of land adjacent to Sundon Quarry, this will be allocated in the Site Allocations DPD for a Rail Freight Interchange to cater for a large proportion of the demand for B8 uses in a location which reduces the impact on the amenity of

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<sup>92</sup> Employment Land Study (2008)

# CHAPTER 9: ECONOMIC PROSPERITY

the area. The Site Allocations DPD will outline in more detail the scale, form and nature of the proposed development and include more detail on the access arrangements and the measures necessary to safeguard and enhance the neighbouring SSSI in accordance with the advice in PPS9<sup>93</sup>.

## 9.19 London Luton Airport

9.20 Evidence shows the importance of London Luton Airport to the current and future economic prosperity of the area both in terms of *direct employment* and *indirect employment*<sup>94</sup>. The airport's plans for expansion remain unclear but it is encouraged in the 2003 Air Transport White Paper<sup>95</sup> and in the East of England Plan<sup>96</sup>. The Joint Committee and Luton Borough Council are committed to working with the airport in developing these plans further and to ensuring that new development does not prejudice them.

## 9.21 Rural Employment

9.22 Opportunities for B1 to B8 employment in the rural areas of southern Central Bedfordshire are limited by their accessibility and the constraints of the Green Belt. Existing sites will be safeguarded in accordance with Policy CS8:

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<sup>93</sup> Planning Policy Statement 9: Biodiversity and Geological Conservation, Office of the Deputy Prime Minister, 2005

<sup>94</sup> Employment Land Study, 2008

<sup>95</sup> 'The Future of Air Transport' White Paper, 2003, Department for Transport

<sup>96</sup> 'East of England Plan: The Revision of the Regional Spatial Strategy for the East of England', 2008, Government Office for the East of England

# CHAPTER 9: ECONOMIC PROSPERITY

Delivering Economic Prosperity and development proposals which provide new jobs in rural areas will be encouraged, particularly for *live and work units* where they accord with National Guidance on development in the Green Belt and design and conservation considerations<sup>97</sup>.

## **Policy CS8 – Delivering Economic Prosperity**

The LDF will contribute to the delivery of economic prosperity by helping to create an environment that attracts and supports business investment and job creation.

Redevelopment of existing employment sites for B use class development will be encouraged and supported, particularly where the proposal broadens the range of job opportunities in the area.

Where complete redevelopment for B use class development on existing sites is not achievable, the Local Planning Authorities will work with the landowners and developers to deliver proposals which generate as much employment on these sites as possible. A sequential approach will be applied with preference given to:

1. development proposals which comprise B use class development with other employment generating uses; before

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<sup>97</sup> PPG2: Green Belts (1992) & Saved Policies

# CHAPTER 9: ECONOMIC PROSPERITY

## **Policy CS8 – Delivering Economic Prosperity [continued]**

2. development proposals which comprise B use class development with other uses; before
3. development proposals without no B use class development.

Master Plans will be prepared for the urban extensions which will identify the location of sites for B use class employment to accommodate the scale of employment outlined in Chapter 4. The full range of B use classes will be explored and a range of sizes of premises will be required to provide a broad range of opportunities for businesses.

Land adjacent to Sundon Quarry will be allocated through the Site Allocations DPD for a Rail Freight Interchange, which utilises the Midland Mainline. No development will be permitted in this location for uses other than a Rail Freight Interchange.

Opportunities to expand existing employment sites will also be considered in the preparation of the Site Allocations DPD, including land adjacent to Butterfield.

Proposals which can attract new businesses in the existing and potential economic sectors and enable further *cluster* development will be encouraged. Retail and other town centre uses will be restricted on all existing and future employment sites.

### 9.23 Delivery

9.24 The Site Allocations DPD will consider in more detail the suitability of the existing employment sites and seek to allocate sites for mixed use where this would assist in bringing forward job enabling development. This will build on the work undertaken on assessing the sites in the Employment Land

# CHAPTER 9: ECONOMIC PROSPERITY

Study 2008 and Employment Land and Market Assessment Study 2009. These allocations will be monitored regularly to assess their suitability for employment use, particularly when the new employment sites in the urban extensions are developed.

- 9.25 The Development Management Policies DPD will outline in more detail the criteria that will be applied by the Local Planning Authorities in assessing development proposals using the sequential approach. In particular, it will outline how the Local Planning Authorities will assess redevelopment proposals for non B use class employment.
- 9.26 The Economic Development and Development Management Teams at Central Bedfordshire Council and Luton Borough Council will work with landowners and businesses to manage existing sites and where necessary enable their redevelopment for employment purposes. They will also be involved in the planning of the new employment sites through involvement in the preparation of Master Plans and planning applications.
- 9.27 The next chapter looks at protection of the natural built environment and resources and includes adapting to climate change and reducing flood risk.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

## 10.0 Safeguarding our Environment and Resources

### 10.1 Introduction

10.2 This chapter builds on the Core Strategy Vision<sup>98</sup> of creating a sustainable community. It focuses on delivering sustainable and integrated communities offering the highest level of protection for and access to the natural and built environment whilst minimising the area's carbon footprint, mitigating and adapting to climate change and outlining the measures to reduce flood risk especially in light of the development required for Luton and southern Central Bedfordshire.

10.3 The quality of our lives is determined, in large part, by the condition of our surrounding environment. The natural and built environment will come under pressure from the increase in people that will live in Luton and southern Central Bedfordshire. Enhancing and protecting Luton and southern Central Bedfordshire's natural environment is important for bringing social and economic benefits both to the existing community and the new communities to be created largely by the urban extensions.

10.4 This Core Strategy will ensure that the natural and built environment is safeguarded and enhanced through good quality design and reducing any development's impact on the

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<sup>98</sup> See 'Vision' Chapter 3



# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

environment through sustainable construction and resource efficiency.

## 10.5 Green Infrastructure

10.6 Green Infrastructure (GI)<sup>99</sup> is defined as a strategically planned and managed network of green spaces, access routes, wildlife habitats, landscapes and historic features which meet the needs of existing and new communities by providing:

1. An essential environmental foundation and support system;
2. A healthy and diverse environment;
3. Attractive places to live and visit and a good quality of life;  
and
4. A sustainable future.

10.7 GI brings together various aspects of the natural and built environment, contributing towards health and quality of life, the enhancement of local biodiversity, wildlife and heritage resources, creates tourism opportunities and contributes to reducing the risk of flooding. The natural and built environment is a significant asset for the area as it provides an attractive backdrop to its towns and villages and their sense of identity as well as providing an opportunity for sustainable tourism and leisure.

10.8 The GI Plans<sup>100</sup> identify a strategic network of GI, comprising priority areas and projects, to which new GI will contribute to

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<sup>99</sup> Bedfordshire and Luton Strategic Green Infrastructure Plan, February 2007

<sup>100</sup> Bedfordshire and Luton Strategic Green Infrastructure Plan, February 2007, Luton and southern Central Bedfordshire Green Infrastructure Plan, 2009.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

and enhance. This GI network provides improved connectivity within the urban areas and the rural hinterland and comprises the following priority areas:

1. Ouzel River Corridor
2. Chalk Arc Corridor
3. Leighton – Linslade to Dunstable Corridor
4. Upper Lea Valley River Corridor

## **Figure 10.1 GI Infrastructure in Luton and southern Central Bedfordshire**

(XXXX Diagram to be inserted XXXX)

**10.9** In addition to enhancing and maintaining the strategic GI network across Luton and southern Central Bedfordshire, it is vital that strategically located multi-functional green spaces are encouraged in new developments to meet the deficiencies that

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

exist at a local level within the urban areas. Luton<sup>101</sup>, in particular, is deficient with regard to the provision of green accessible space. To address the open space deficiency, developments would need to provide 51 sq.m per person of multi-functional green space, which would address the provision of local green space as well as the provision of district wide strategic green space, all of which would contribute to the GI network<sup>101</sup>. Further details on how developments will meet these requirements will be set out in the Development Management DPD and in other Supplementary Planning Documents.

**10.10** Luton and southern Central Bedfordshire comprise a variety of distinctive landscapes including the Chilterns Area of Outstanding Natural Beauty (AONB). This designation recognises high quality countryside with the aim to protect it from inappropriate development. Accordingly, no urban extensions are proposed in the Chilterns AONB<sup>102</sup>, although the preferred alignment of the proposed North Luton Bypass does pass through a section of the AONB<sup>103</sup>. The Councils will ensure that the proposed bypass will have a minimal impact on the AONB by mitigating the impacts.

**10.11** In addition to a variety of distinctive landscapes, the area contains many historic assets and features, such as scheduled monuments, listed buildings and conservation areas<sup>104</sup>. Together these provide a rich historic environment contributing

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<sup>101</sup> Draft Green Space Strategy, February 2008.

<sup>102</sup> See Chapter 4: Growth Strategy

<sup>103</sup> See Chapter 7: Linking Places

<sup>104</sup> Luton and South Bedfordshire Environment Sensitivity Assessment, December 2008

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

to the character and identity of this area. Whilst the urban extensions are not likely to impact adversely and directly on much of the historic environment, it is important that where this occurs such impacts are appropriately managed in order to protect and enhance this rich historic environment in accordance with the recommendations of the Environmental Sensitivity Assessment 2008<sup>104</sup>.

- 10.12 There are also archaeological finds and historic features related to the industrial and mining heritage of the area. This includes the narrow gauge railway in Leighton - Linslade, and features associated with the industrial heritage of Luton, such as the hat making industry. These features will be protected from inappropriate development and enhanced where possible by providing opportunities for linkages to the green infrastructure network and sustainable tourism opportunities.
- 10.13 The variety of wildlife habitats and areas of biodiversity<sup>105</sup> in Luton and southern Central Bedfordshire make an important contribution to the quality of life for the community. It is therefore important that the development planned for the area does not harm the level of biodiversity resource in this area for the enjoyment of existing and future generations.
- 10.13 A key issue is that not all biodiversity is secure within protected areas and some of it is threatened by inappropriate development and land management, habitat fragmentation, and climate change. The Councils will play a role in protecting biodiversity as part of the urban extensions through linking

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<sup>105</sup> Luton and southern Central Bedfordshire Environment Sensitivity Assessment, December 2008.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

areas rich in biodiversity together with the strategic green infrastructure network to create green corridors within developed areas and to the countryside

10.14 The development proposed in Luton and southern Central Bedfordshire provides an opportunity to contribute to and enhance the strategic GI network, as identified in Figure 10.1 to benefit both existing and new residents. New developments, in particular the urban extensions, will plan for and contribute to GI as an integral part of their development, and take their design inspiration from the surrounding local natural and built environment, so as to build on the existing character and identity of Luton and southern Central Bedfordshire. In doing so, new developments will enhance and protect existing natural and built environment features and provide continued access to the countryside by strategically located and multi-functional green space and corridors.

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## **Policy CS9 - Green Infrastructure**

A net gain in Green Infrastructure will be sought, particularly in the urban extensions, through the protection and enhancement of the area's green infrastructure assets and the creation of connected multi-functional areas of green space that promote recreation, public access, biodiversity, tourism, protection and enhancement of the local landscape and historic assets and reduce the risk of flooding.

Development will contribute towards the establishment, enhancement or ongoing management of local green infrastructure linking with the strategic green infrastructure network in line with the strategic GI networks identified in the GI Plans.

Where the onsite provision of green infrastructure is not possible, contributions will be sought and used to enhance the strategic green infrastructure network as identified in the GI Plans.

### 10.15 Delivery and monitoring

10.16 The Councils will seek early engagement with developers and will work closely with key stakeholders to ensure that the implications of development, in particular the urban extensions, are mitigated to protect, conserve and enhance Luton and southern Bedfordshire's green assets.

10.17 The Planning Obligations SPD will set out the mechanisms for which contributions to the strategic GI network will be sought. The Development Management DPD will set out further detail as to how local multi-functional green spaces will be achieved. Subsequent SPDs on GI and green space will be implemented and managed.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

10.18 Progress on achieving the policy will be monitored through the Annual Monitoring Report.

## 10.19 Resource Efficiency

10.20 A key part of the Vision is for Luton and southern Central Bedfordshire to be known as a Green Growth Area<sup>106</sup>. The Local Development Framework offers a significant opportunity to help achieve that vision through policies that require new developments to meet high levels of sustainable construction and resource efficiency.

10.21 Nationally, the UK Government has set a goal for reducing carbon dioxide emissions and achieving zero carbon homes through a range of measures including the Code for Sustainable Homes<sup>107</sup>.

10.22 The Government is putting in place a large number of initiatives to bring about an improvement in resource efficiency by 2016, including the Code for Sustainable Homes (CfSH). Building Regulations will be progressively altered to require the carbon performance element of the Code to be mandatory Level 3 by 2010, 4 by 2013 and 6 (or zero-carbon) by 2016<sup>108</sup>.

10.23 A technical study<sup>109</sup> has been undertaken in order to identify energy and water efficiency targets for the area that are suitable, viable and achievable. The recommendations of the

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<sup>106</sup> See 'Vision', Chapter 3

<sup>107</sup> Planning Policy Statement 1 Supplement: Planning for Climate Change

<sup>108</sup> See [www.communities.gov.uk/thecode](http://www.communities.gov.uk/thecode)

<sup>109</sup> Sustainable Development and Adaptation and Mitigation of Climate Change Study, November 2009

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

study, which are reflected in Policy CS10, are summarised below.

- 10.25 The study suggests that new residential development in existing urban areas should be able to meet the requirements of CfSH Level 3 from 2010, Level 4 from 2013 and Code Level 6 from 2016 in line with the existing CfSH timetable.
- 10.26 Developers will therefore need to adhere to all aspects of the relevant Code Level unless it can be demonstrated that it would not be viable to do so. Developers will be required to adhere to the relevant standards even if Building Regulations are not amended as expected. For sites where development is likely to take place over a number of years, the developer will need to outline the proposed build out programme at the planning application stage and demonstrate how the CfSH timetable will be adhered to at each stage.
- 10.27 Given the particular pressure on water supply in the east of England region, all developments will be required to meet the water efficiency standards of Code Level 4 from the date that this Core Strategy is adopted.



# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

**Table 10.1: Code for Sustainable Homes Standards**

	<b>Code Level 3 (2010)</b>	<b>Code Level 4 (2013)</b>	<b>Code Level 6 (2016)</b>
<b>Required carbon dioxide emission reductions</b>	25%	44%	100%
<b>Water efficiency targets</b>	105 litres per person per day	105 litres per person per day	80 litres per person per day

**10.28** The requirements of Code Level 6 have been found to be achievable within the urban extensions to the North of Houghton Regis and at Sundon Quarry. However, the urban extensions to the North of Luton and East of Leighton - Linslade are not able to meet Code Level 6.

**10.29** The potential for implementing an off-set fund will be investigated for those developments that are not able to comply with the requirements of the relevant Code Level. Policies pertaining to the implementation of such a fund will be developed through the Development Management Policies DPD. The Development Management Policies DPD will also contain policies which require new developments to be designed in a way that will minimise resource consumption and withstand the longer impacts of climate change.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

## **Policy CS10 - Resource Efficiency**

All residential development must comply with the Code for Sustainable Homes timetable even if the Building Regulations are not amended to reflect the timetable.

For developments where building is due to take place over a number of years, developers must outline the proposed build out programme at the planning application stage and demonstrate how the CfSH timetable will be adhered to at each stage.

Given the particular pressure on water supply in the east of England region, all developments will be required to meet the water efficiency standards of Code Level 4.

The potential for implementing an off-set fund will be investigated for those developments that are not able to comply with the requirements of the relevant Code Level.

### 10.30 Adapting to and Mitigating against Flood Risk

10.31 Flood risk is an important issue in spatial planning and is expected to increase as a result of the predicted effects of climate change. This will lead to increased and new risks of flooding within the plan period. The consequences of flooding can be significant and can be devastating to communities involved; therefore it is essential that policies of this Core Strategy aim to reduce the risk of flooding.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

- 10.32 In line with PPS25<sup>110</sup> the suitability of land for development will be considered in accordance with the sequential approach<sup>111</sup>. Development proposals in areas with a low risk of flooding will therefore be supported. To inform the allocation of sites, a SFRA Level 2 is underway to establish whether the Exceptions Test<sup>112</sup> can be passed and to inform master planning work where flood risk may be an issue.
- 10.33 The Councils will seek to ensure that all development, in terms of buildings, roads, community facilities and open space, is located, designed and laid out to mitigate the risk of flooding and is able to adapt to future changes in climate conditions. Development proposals above 1ha in size will achieve Greenfield run-off rates<sup>113</sup> once the development has been built to limit surface water run-off<sup>114</sup>. Development proposals will therefore need to be supported by a detailed Flood Risk Assessment and Design Statement that together demonstrates how they will make a positive contribution to reducing or managing flood risk now and in the future. These will be prepared in partnership with the Councils, Environment Agency (EA), Drainage Boards and Utility Companies.
- 10.34 Detailed flood risk assessments will build on the advice in the Water Cycle Study<sup>115</sup> to identify appropriate design, maintenance and adoption arrangements to be agreed by all

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<sup>110</sup> Planning Policy Statement 25: Flood Risk

<sup>111</sup> A risk-based approach to determining the suitability of land for development in flood risk areas

<sup>112</sup> Test to be undertaken if development not compatible with level of flood risk at a particular site.

<sup>113</sup> Run-off rates from land not previously developed.

<sup>114</sup> Planning Policy Statement 25: Flood Risk

<sup>115</sup> Phase 1 Luton and South Bedfordshire Water Cycle Strategy, December 2008

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parties. This will also examine how the development can contribute to the delivery of opportunities for strategic flood mitigation improvements and flood storage schemes proposed by the EA. In particular, the opportunities to deliver the proposed flood storage schemes along the Clipstone Brook in Leighton - Linslade and Houghton Brook in Houghton Regis will be explored<sup>116</sup>.

- 10.35 Flood risk has been a key factor in determining the location of the sustainable urban extensions allocated in the Core Strategy. Where areas at high risk are identified, evidence shows that this risk can be mitigated and managed through protection of the flood plain, appropriate layout and planning of the site as well as appropriate incorporation of *Sustainable Drainage Systems (SuDS)*. SuDS provide benefits for flood mitigation, biodiversity, recreation and water quality and can be integrated with opportunities to enhance green infrastructure.
- 10.36 Luton, particularly the town centre, has a known risk of flooding from surface water. Luton Borough Council will work closely with the EA and Utilities Providers to develop a Surface Water Management Plan (SWMP). The SWMP will provide measures to enable effective management of surface water in Luton to reduce flood risk and help deliver water quality benefits for new and existing development.
- 10.37 The River Lea in Luton is currently contained within culverts<sup>9</sup> (covered channels) and has deteriorating river channels through Luton town centre. As a result, this does little to reduce

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<sup>116</sup> Luton and South Bedfordshire Strategic Flood Risk Assessment Level 1, 2008 and Phase 1 Luton and South Bedfordshire Water Cycle Strategy, December 2008.

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

flood risk and enhance or improve green infrastructure in the town. Full restoration of the River Lea will not be possible due to existing development in the town centre and the economic viability of future development proposals. Developers will be encouraged to enter into early dialogue with the EA and LBC to seek practicable enhancement opportunities of the River Lea.

- 10.38 The legacy and presence of high levels of industrial activity has affected the groundwater conditions in the urban areas, particularly in Luton. Development proposals on such sites should involve early engagement with the EA.

## **Policy CS11- Adapting to and Mitigating Flood Risk**

To safeguard the floodplain from inappropriate development and help prevent flooding, the Councils will follow a sequential approach when identifying new sites for development.

Detailed Flood Risk Assessments and a Design Statements will be required to support development proposals that demonstrate how proposals will:

1. make a positive contribution to reducing or managing flood risk;
2. meet the required Greenfield run-off rate and maximise the potential for on-site storage;

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

## **Policy CS11 - Adapting to and Mitigating Flood Risk [continued]**

3. adapt to future changes in climate conditions; and
4. contribute to the provision of a range of green infrastructure.

Where possible these should be agreed by the EA, Drainage Boards, Utility Companies and the Councils prior to a planning application being submitted.

Detailed site specific flood risk assessments will be prepared to inform the preparation of master plans for the SSSAs and ensure appropriate and specific flood mitigation and sustainable drainage measures are in place that appropriately builds on the recommendations of the Luton and South Bedfordshire Water Cycle Study.

The Councils will work with the EA, Drainage Boards and developers to seek contributions for the creation and maintenance of practicable river restoration and habitat creation programmes that also manage flood risk particularly in the Upper Lea Catchments and along the Upper Lea and Clipstone Brook.

### 10.39 Delivery and Monitoring

- 10.40 The Councils will work closely with stakeholders, namely the EA, Drainage Boards, Utility Providers and developers to prepare master plans for the SSSAs. Where more than one SSSA drains to the same watercourse or could contribute to larger flood risk benefit schemes, the potential for a surface water management group will be explored to allow design,

# CHAPTER 10: SAFEGUARDING OUR ENVIRONMENT AND RESOURCES

maintenance and adoption arrangements to be agreed by all parties. Site specific recommendations will be provided in the Site Allocations DPD for other sites and the Masterplans for the SSSAs.

- 10.41 Further guidance on the requirements to provide Flood Risk Assessments and Design Statements will be provided in the Development Management DPD.
- 10.42 Developer contributions will be sought in accordance with Policy CS11 towards off site flood mitigation measures.
- 10.43 The key indicator which will be used for monitoring flood risk is Core Indicator 1.
- 10.44 The next chapter looks at how Strategic Site Specific Allocations will be used to deliver strategic development to the area.

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

## 11.0 Strategic Site Specific Allocations

### 11.1 Introduction

11.2 The following chapters translate the strategy for the delivery of development set out in Chapters 1 to 6 and the associated strategic policies for its management set out in Chapters 7 to 10 into a spatial distribution of development that is specifically tied to strategic sites.

11.3 This chapter looks at the Strategic Site Specific Allocations (SSSAs), outlining what each SSSA will contribute to the achievement of development in the Luton and southern Central Bedfordshire area and how they will enhance and complement both the existing urban areas and countryside they adjoin.

11.4 All of the SSSAs outlined below have been identified as the most suitable locations for new large urban extensions. Each SSSA is allocated for a range of uses including housing, employment and open space. Community facilities, new supermarkets and other facilities that provide for the everyday needs of the community will be located in new local centres. Shops selling non food items will be restricted to small scale facilities in the local centres. The final scale, location and type of land uses will be determined further through the preparation of Master Plans and with regard to requirements in Policies CS4 to CS11.



# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

- 11.5 Each SSSA will be accessed via the existing urban area and will benefit from access to the major road network. Roads and routes in the current urban area will also be enhanced to ensure good movement from the SSSA to the urban area, particularly to schools and other local or community facilities. For each SSSA, new bus routes will link the new development with the town centres, key transport destinations and areas of employment. Developers will be required to make the necessary financial contributions to these and to the improvement of the road network to mitigate the impact of additional traffic arising from the development.
- 11.6 Within the SSSAs different scales of development, layouts and materials will be used to provide character and identity and provide an attractive *urban fringe*. Local centres will be designed to provide a focal point for community activity and a place to socialise. The community and service providers will be involved in creating clearly identifiable, flexible and attractive buildings and public spaces which encourage and promote social interaction. They will be located and designed to encourage access principally by walking or cycling to ensure sustainable travel to these places is maximised and to assist in developing a sense of community.
- 11.7 In accordance with Planning Policy Guidance 2: Green Belts, the Green Belt boundary will be altered at each location. The Proposals Map Amendments in Appendix 2 shows the red line which represents the area allocated for development in this Core Strategy to accommodate both the requirements of the

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

Plan in the period 2011 – 2026 and a contingency. A green line shows the new Green Belt boundary. Land within the red lined area will be removed from the Green Belt. The extent of the contingency for further development removes the need for further reviews of the Green Belt boundary beyond the Plan period.

## 11.8 North of Luton SSSA

11.9 The North Luton SSSA lies to the north of the built edge of the urban area of Luton between the M1 and the A6. It is a relatively unconstrained area but contains some existing landscape and ecological features<sup>117</sup>. Its relative lack of constraints combined with its good proximity to existing facilities and public transport makes it a suitable location for new large scale development.

11.10 The Proposals Map Amendment to the North of Luton SSSA in Appendix 2 shows that the urban area will form the southern boundary to the SSSA with the A6 and the M1 forming the boundaries to the east and west respectively. The Chilterns Area of Outstanding Natural Beauty (AONB) will form the northern boundary to new development for this SSSA.

11.11 The Green Belt boundary will be altered in this area to remove the land within the red line as shown in the Proposals Map Amendments in Appendix 2. This will provide a permanent

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<sup>117</sup> Environmental Sensitivity Assessment, Bedfordshire County Council, 2009

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

feature for the Green Belt boundary and remove the need for further reviews of the boundary should further development be required within or beyond the period to 2026 in this location.

## **North of Luton SSSA – Vision**

The sustainable urban extension to the North of Luton will maximise and respect its attractive setting and location adjoining the Chilterns AONB. It will contribute to the regeneration and enhancement of Luton through provision of a greater range of housing and employment opportunities and through contributions to improved transport links into and around the town.

Popular and viable new centres with attractive community facilities and public spaces will promote a sense of pride and provide a focal point for community activity and social interaction. New green spaces will be linked to existing green spaces within the urban area and to the countryside to enable greater accessibility and enjoyment of the area's rich and historic natural environment.

## 11.12 Development Principles and Land Use

11.13 As outlined in Policy CS12: North of Luton SSSA, a mix of approximately 1800 private and affordable homes will be delivered in this SSSA. Provision has been made for a contingency of 2200 additional homes for future needs if

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

required. The final phasing of the development, number, percentage of affordable housing and mix of housing types and sizes will be determined in detail through the preparation of the Master Plan and in accordance with Policy CS5: Housing for All Needs.

- 11.14 Provision will be made for approximately 20 hectares of new employment land. This will comprise primarily B1 and B8 uses, and will be concentrated to the western and eastern ends of the SSSA to maximise opportunities for good road access. Opportunities within the local centres will be encouraged where appropriate and deliverable.
- 11.15 Green Infrastructure provision focuses on linking and enhancing existing ecology, biodiversity and archaeological features and ensures that the setting of the Chilterns AONB is maintained. In particular, George Wood, Sundon Wood and Drays Ditches will be linked to Great Bramingham Wood, Warden Hill and Sharpenhoe Clappers. This will help preserve these important features for the future and provide improved access to a range of open spaces and biodiversity. Additional Green Infrastructure will also be provided in accordance with Policy CS9: Green Infrastructure.
- 11.16 To mitigate the risk of surface water flooding in the SSSA and further surface water flooding in the urban area, a drainage strategy will be produced to support the preparation of the Master Plan. This will be prepared jointly by the Joint Committee, the developers and the Environment Agency and

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

will take into account advice provided in the Water Cycle Study and Strategic Flood Risk Assessment relating to flood risk, flood resistance and mitigation measures.

- 11.17 Access to the SSSA will primarily be gained from the existing urban area via existing roads and the A6. The SSSA will also benefit from access on to the Luton Northern Bypass in the longer term.
- 11.18 The network of strategic green infrastructure and existing roads and access points will provide the basis for dividing the SSSA into separate areas for development. These will be linked principally by a spine road(s). High density development, local centres and major *trip generators* will be located along the spine road(s) to encourage public transport use. Along these roads and within the neighbourhoods, priority will be given to cycling and walking to encourage and enable sustainable travel opportunities.
- 11.19 The design, scale and height of new development will protect key views and reflect the gentle rolling nature of the landscape. New development immediately adjoining the access points to the M1, the A6 and, in the longer term, the Luton Northern Bypass will be of high design quality to provide a good impression for people entering the main conurbation.

## **Policy CS12: North of Luton SSSA**

The North of Luton SSSA will be contained within the red line shown in the Proposals Map Amendments in Appendix 2. The Green Belt boundary is revised to remove the Green Belt within this line

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

## **Policy CS12: North of Luton SSSA [continued]**

A Master Plan will be prepared which takes forward the vision and development principles to deliver a SSSA which:

1. provides a mix of uses necessary to achieve a sustainable and vibrant community including approximately 1800 private and affordable homes, 12 hectares of new employment land and supporting community facilities;
2. provides a contingency of approximately 2200 private and affordable homes and 8 hectares of employment land, which will be developed only in accordance with the contingency arrangements set out elsewhere in this Core Strategy.
3. creates a series of attractive and well connected neighbourhoods comprising high quality new development and well designed amenity spaces;
4. provides dedicated and safe pedestrian and cycle links from the new and existing neighbourhoods to local centres, employment opportunities, schools, shops and community facilities;
5. provides for efficient public transport routes through the SSSA which link with the guided busway and contribute to improving public transport links to Leagrave Station and Luton town centre;
6. links and enhances existing landscape, ecological and archaeological features within the existing urban area and the SSSA to provide a network of green spaces.

The Master Plan will confirm the timing and phasing of the development taking account of the capacity of both the current and proposed infrastructure and the need for a contingency.

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

## 11.20 North of Luton SSSA - Delivery and Monitoring

11.21 The Master Plan and accompanying Delivery Strategy will be prepared in partnership between the Local Authorities, service providers, statutory bodies and the developers. The Master Plan will finalise the layout of the SSSA and provide greater guidance about the scale and location of different land uses and the infrastructure requirements. It will also provide more detailed principles to guide the design of the development.

11.22 The associated Delivery Strategy will outline in more detail the phasing of housing, employment and infrastructure provision. It will also confirm the roles and responsibilities for delivering and funding the associated infrastructure.

**Table 11.1** **North of Luton SSSA recommended infrastructure delivery**

Recommended Land Use	Recommended Delivery Partners	Recommended Time Scale
<b>Housing</b>	North Luton Consortium comprises house builders Private house builders and registered social landlords.	To commence within 8 years as set out in the Housing Trajectory – medium to long term release site.

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<b>Employment</b>	Volume and specialist private developers and potential owner occupiers	To commence within 8 years as set out in the Housing Trajectory – medium term release sites.
<b>Community Infrastructure</b>	Public/private initiatives, including Section 106 contributions secured through the consortium led by the Master Developers	Will be provided in accordance with Local Authority planning regulations
<b>Strategic Open Space</b>	Public/private initiatives, including Section 106 contributions secured through the consortium led by the Master Developers	Will be phased in accordance with the Master Plan.
<b>Luton Northern Bypass</b>	Central Bedfordshire Council with funding from S106 and the Highways Authority	Commencement of M1 to A6 section by 2019. Commencement of A6 to A505 section in the longer term.

## 11.23 North of Houghton Regis SSSA

11.24 The area north of Houghton Regis from the M1 to the A5 is identified as a strategic allocation for the provision of 5,150 new homes and associated infrastructure in the plan period. Provision has been made for a contingency of 1,850 additional



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homes for future needs if required. The final phasing of the development, number, percentage of affordable housing and mix of housing types and sizes will be determined in detail through the preparation of the Master Plan.

- 11.25 The division of this SSSA into two sites will aid the phased delivery of development in this area. These two sites will be integrated with each other and Houghton Regis to provide a sustainable urban extension and facilitate the regeneration of the existing urban area. Timely delivery of supporting infrastructure to contribute to the provision and enhancement of a range of local facilities that will complement existing facilities will assist in the regeneration of the existing community.
- 11.26 The Proposals Map Amendment to the North of Houghton Regis SSSA in Appendix 2 shows that the existing urban area will form the southern boundary to the SSSA. The proposed A5-M1 link road will form the northern boundary and the Green Belt boundary will be revised to align with this boundary.
- 11.27 The Green Belt boundary will be altered in this area to remove the land within the red line as shown in the Proposals Map Amendments in Appendix 2 from the Green Belt. The contingency that has been included within the area will remove the need for a further review should more development be required within or beyond the period to 2026. As a result of the urban extension to the north of Houghton Regis, the Green Belt designation at Kingsland Campus will be removed to allow

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

for the integration and development of this site into the urban extension.

## 11.28 Site 1

11.29 Site 1 comprises the eastern side of the SSSA extending from the M1 to the A5120 with the alignment of the proposed A5-M1 link road as the northern boundary. Although relatively unconstrained this site does contain some existing landscape and ecological features with an area of flooding in the south east corner. Electrical power lines run through the site on the eastern edge, along the M1 corridor. The relative lack of constraints combined with its proximity to existing facilities makes this site a suitable location for a new large scale development and an opportunity to contribute to the regeneration of the existing urban area.

### **Vision - North Houghton Regis SSSA Site 1**

The sustainable urban extension at Site 1 will develop into a community where people want to live, work and visit. It will form a distinctive place whilst appropriately integrating with the existing urban form of Houghton Regis and Luton. It will complement the wider regeneration of Houghton Regis and Luton through providing a range of housing and employment opportunities and community facilities. A mix of commercial, civic, residential and leisure uses will be clustered around high quality public spaces connected to each other and the existing urban area by sustainable modes of transport. Networks of green infrastructure will create links with the surrounding environment to promote a healthy lifestyle and a safe and well-balanced community.

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## 11.30 Development Principles and Land Uses

- 11.31 As outlined in Policy CS5: Housing Needs for All, approximately 5,150 private and affordable homes will be delivered in this SSSA, with an appropriate proportion to be provided in Site 1 in accordance with a Master Plan and associated phasing plan. The final number, percentage of affordable housing and mix of housing types and sizes will be determined through the preparation of the Master Plan and in accordance with Policy CS5.
- 11.32 Provision for approximately 35 hectares of new employment land will be made<sup>118</sup>. This will comprise a range of employment uses and be concentrated at the proposed Junction 11A and along the M1 corridor maximising opportunities for good road access. Smaller pockets of employment land will be located within the urban extension in local centres.
- 11.33 Although this site will maintain an individual status with a distinctive character and identity on the edge of Houghton Regis, it will be connected to Houghton Regis and Lewsey Farm by green corridors and access routes and will ensure opportunities for connectivity with Site 2. It will thus provide an opportunity to regenerate Houghton Regis and Lewsey Farm.

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<sup>118</sup> See Chapter 9: Economic Prosperity

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- 11.34** The site will benefit from access and local connections from the proposed A5-M1 link<sup>119</sup>. The proposed A5-M1 link will connect to the M1 at a new junction, Junction 11A. The proposed Woodside Connection<sup>119</sup> will alleviate heavy goods traffic away from the SSSA and Houghton Regis. An extension of the Luton and Dunstable Busway<sup>120</sup> into Site 1 will contribute to an improved choice of sustainable modes of public transport and improved access to the existing urban centres.
- 11.35** New development will be of a high quality design, integrating local natural features and incorporating sustainable construction and design<sup>121</sup> to create a distinct identity and sense of place for Houghton Regis and encourage the regeneration of the existing urban area.
- 11.36** A strategic network of green infrastructure in and around the SSSA will be created to link existing natural features, including ecological, biodiversity and archaeological features<sup>122</sup>. These will form an integral part of the development and provide access to the countryside to the north and existing green corridors and open space in Houghton Regis and Luton, encouraging the use of sustainable modes of transport.
- 11.37** Areas at risk of flooding have been identified in the south eastern part of the site along the Houghton Brook<sup>123</sup>. Opportunities to reduce the risk of flooding here and further

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<sup>119</sup> See Chapter 7: Linking Places

<sup>120</sup> See Chapter 7: Linking Places

<sup>121</sup> See Chapter 8: Making Places

<sup>122</sup> See Chapter 10: Safeguarding our Environment & Resources

<sup>123</sup> Luton and South Bedfordshire Strategic Flood Risk Assessment, 2007

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downstream in Luton along the River Lea, will be investigated and implemented. The Master Plan will be supported by a site specific flood risk assessment, which will take account of the advice in the Water Cycle Study and Strategic Flood Risk Assessment<sup>124</sup> relating to flood risk mitigation and betterment.

## **Policy CS13 – North Houghton Regis SSSA Site 1**

Site 1 will comprise the area from the A5210 to the M1, and extend northwards to the proposed A5-M1. Site 1 will be contained with the red line shown in the Proposals Map Amendments in Appendix 2. The Green Belt boundary will be revised to include this land up to the alignment of the A5-M1 Link Road.

A Master Plan will be prepared which takes forward the vision and development principles to deliver a SSSA which:

1. provides a mix of uses necessary to achieve a sustainable community including the provision of approximately 4,400 private and affordable homes, 22 hectares of new employment land and supporting community and green infrastructure;
2. provides a contingency of approximately 1100 private and affordable homes and 13 hectares of employment land, which will be developed only in accordance with the contingency arrangements set out elsewhere in this Core Strategy.

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<sup>124</sup>Phase 1 Water Cycle Study 2008, Phase 2 Water Cycle Study 2009 and Luton and South Bedfordshire Strategic Flood Risk Assessment Level 1, 2008

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## **Policy CS13 - North Houghton Regis SSSA Site 1 [continued]**

3. provides opportunities, through the timely delivery of supporting infrastructure that complement and support existing facilities, to assist in the regeneration of Houghton Regis and Lewsey Farm;
4. provides for the opportunity for long term integration with Site 2 to facilitate the delivery of the wider strategic allocation for this area;
5. provides for efficient public transport routes which link with the guided busway and Houghton Regis Town Centre and dedicated and safe pedestrian and cycle links from the new and existing neighbourhoods to local centres, employment opportunities and community facilities;
6. provides a strategic green infrastructure network that links and enhances landscape, ecological, biodiversity and archaeological features;
7. seeks to reduce flood risk along the Houghton Brook and further downstream in Luton through engaging with the *EA* to explore practical opportunities that manage flood risk.

The Master Plan will confirm the timing and phasing of the development, taking account of the capacity of both the current and proposed infrastructure and the need for a contingency.

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## 11.38 Delivery and Monitoring

- 11.39 A Master Plan and accompanying delivery strategy will be prepared as a supplementary planning document (SPD) for the North of Houghton Regis SSSA for both Sites 1 and 2. This will be prepared in partnership between the Local Authority, Developers, Statutory Bodies and Service Providers. The Master Plan will finalise the layout of the SSSA and provide guidance on the scale and location of different land uses and infrastructure requirements. It will also provide more detailed principles to guide the design of the development.
- 11.40 Site 1 will be delivered in phases over a number of years and will be secured by both public and private funding. Up to 900 homes and 200 jobs have been identified with the potential for early development within the plan period and could be delivered ahead of major highway infrastructure, i.e. the A5-M1 link and Woodside Connection; subject to detailed consideration within a Transport Assessment for any planning application.
- 11.41 The Delivery Strategy will outline in more detail the phasing of housing, employment and infrastructure provision. It will also confirm the roles and responsibilities for the delivery and funding of the associated infrastructure.
- 11.42 Table 11.2 below sets out the key uses to be provided and a general indication of delivery mechanisms and associated timeframes.

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**Table 11.2 North Houghton Regis SSSA Site 1 recommended infrastructure delivery**

Land use	Delivery Partners	Time Scale
Housing	Houghton Regis Development Consortium (HRDC) as Master Developers.  Private house builders and Registered social landlords.	To commence within 5 years as set out in the Housing Trajectory – early release sites.
Employment	HRDC as Master Developers.  Specialist private developers and potential owner occupiers.	To commence within 5 years as set out in the Housing Trajectory – early release sites.
Community Infrastructure	Public/private initiatives, including Section 106 contributions from HRDC.	Will be provided in accordance with the Local Authorities' planning obligations.
Strategic Open Space	Public/private initiatives, including Section 106 contributions from HRDC.	Will be phased in accordance with the Master Plan, some opportunity for early provision of green infrastructure.
A5-M1 Link	Highways Agency	2015/2016
Junction 11A – delivered with M1 Hard Shoulder Running	Highways Agency	2012 2011
Woodside Connection	Central Bedfordshire Council	2014



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## 11.43 Site 2

11.44 Site 2 of the SSSA to the north of Houghton Regis is located to the west of Site 1 from the A5 to the A5120 with the alignment of the proposed A5-M1 link road as the northern boundary. This site is constrained by an existing sewage treatment works, steep topography in the south, a scheduled monument and areas of flood risk. With careful planning these constraints can be overcome. Together with its location and accessibility to existing facilities it is considered that this area is suitable for the development of a smaller scale urban extension.

### **Vision for North Houghton Regis SSSA Site 2**

Site 2 will build upon the strong sense of existing local community. High quality commercial, community, leisure and open space facilities will be located in accessible locations so they can be reached by walking, cycling or public transport. Neighbourhoods will be linked to a green infrastructure network, maximising the opportunities created by the existing natural features within the sites promoting a healthy lifestyle. Development in this area will complement the wider regeneration of Houghton Regis through providing a range of housing and employment opportunities.

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## 11.45 Development Principles and Land Uses

11.46 As outlined in Policy CS5: Housing for All Needs, approximately 5,150 private and affordable homes will be delivered in this SSSA, with an appropriate proportion to be provided in Site 2 in accordance with a Master Plan and associated phasing plan. The final number, percentage of affordable housing and mix of housing types and sizes will be determined through the preparation of the Master Plan and in accordance with Policy CS5.

11.47 Provision of approximately 5ha of new employment land will be provided to complement and support the new employment land in Site 2<sup>125</sup>. The new employment land will be located to maximise the good access to the A5-M1 link road and M1.

11.48 Access to Site 2 will be from the existing urban area and the A5120. The area will also benefit from access from the A5-M1 link road<sup>126</sup>. Access across the SSSA will be supported by public transport opportunities, such as an extension of the Luton - Dunstable Guided Busway. Access routes and the use of green corridors will create a safe environment for pedestrians and cyclists.

11.49 To contribute to the regeneration of Houghton Regis and provide a distinctive identity and character, the design of the development in this area will be of a high quality and incorporate sustainable design and construction. The design,

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<sup>125</sup> See Chapter 9: Economic Prosperity

<sup>126</sup> See Chapter 7: Linking Places

# CHAPTER 11: STRATEGIC SITE SPECIFIC ALLOCATIONS

scale and height of the new development will also reflect the existing urban character as well as the topography of the local landscape and will protect views from this area into the surrounding countryside. It will also have regard to the natural and heritage features found in this area, such as the county wildlife site and *Site of Special Scientific Interest* (SSSI) at Houghton Quarry and Thorn Spring Scheduled Monument, hedgerows and woodlands.

- 11.50 The natural features within and surrounding the site together with the area at risk of flooding along the Ouzel Brook<sup>127</sup> and opportunities for odour and visual screening from the sewage treatment works provides a key opportunity to develop a strategic green infrastructure network to benefit both the residents of this development and Houghton Regis and Dunstable. The Master Plan will be supported by a site specific flood risk assessment, which will take account of the advice in the Water Cycle Study and Strategic Flood Risk Assessment<sup>6</sup> relating to flood risk mitigation and betterment.

## **Policy CS14 – North Houghton Regis SSSA Site 2**

Site 2 will comprise the area from the A5 to the A5120, and extend northwards to the proposed A5-M1 Link Road. This site will be contained with the red line shown in the Proposals Map Amendments in Appendix 2. The Green Belt boundary will be revised to include this land up to the alignment of the A5-M1 Link Road.

<sup>127</sup> Luton and South Bedfordshire Strategic Flood Risk Assessment, 2007

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## **Policy CS14 – North Houghton Regis SSSA Site 2 [continued]**

A Master Plan will be prepared which takes forward the vision and development principles to deliver a SSSA which:

1. provides a mix of uses necessary to achieve a sustainable community including the provision of approximately 750 private and affordable homes, 5ha of new employment land and supporting community infrastructure;
2. provides a contingency of approximately 750 private and affordable homes, which will be developed only in accordance with the contingency arrangements set out elsewhere in this Core Strategy.
3. provides opportunities, through the delivery of supporting infrastructure that complement and support existing facilities, to assist in the regeneration of Houghton Regis;
4. integrates with Site 1 west of the A5120 to facilitate the delivery of the wider strategic allocation for this area;
5. provides for efficient public transport routes through the site which link with the guided busway and Houghton Regis Town Centre and dedicated and safe pedestrian and cycle links from the new and existing neighbourhoods to local centres, employment opportunities and community facilities;
6. provides a strategic green infrastructure network which links and enhances landscape, ecological, biodiversity and archaeological features;
7. seeks to reduce flood risk along the Ouzel Brook by engaging with the EA to explore practical opportunities that manage and mitigate flood risk.

The Master Plan will confirm the timing and phasing of the development taking account of the capacity of the current and proposed infrastructure

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## 11.51 Delivery and Monitoring

11.52 A Master Plan and accompanying delivery strategy will be prepared as a SPD for the North of Houghton Regis SSSA for both sites 1 and 2. This will be prepared in partnership between the Local Authority, Developers, Statutory Bodies and Service Providers. The Master Plan will finalise the layout of the SSSA and provide guidance on the scale and location of different land uses and infrastructure requirements. It will also provide detailed principles to guide design of the development.

11.53 Site 1 will be delivered in phases over a number of years and will be secured by both public and private funding. Should there be potential for early development within the plan period which could be delivered ahead of major highway infrastructure, i.e. the A5-M1 link and Woodside Connection; this will be explored. The Delivery Strategy will outline in more detail the phasing of housing, employment and infrastructure provision. It will also confirm the roles and responsibilities for the delivery and funding of the associated infrastructure.

## 11.54 East of Leighton - Linslade

11.55 Leighton - Linslade is an attractive market town located on the western edge of Bedfordshire, made up of two historic settlements, Leighton Buzzard and Leighton Linslade that

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straddle the River Ouzel. The town has a current estimated population of about 37,000.

- 11.56 The town is well connected to London, Milton Keynes, and Birmingham by road and rail. It is ideally located to access the strategic highway network. These key routes also provide access to a number of surrounding towns including Luton, Dunstable and Houghton Regis, and also Milton Keynes and Aylesbury,
- 11.57 The town centre offers a range of retail and community facilities which contributes substantially to its attractiveness as a place to live, but both its physical and social infrastructure would benefit from improvement.
- 11.58 The town is surrounded by a rural hinterland but has significant amounts of land which has either been quarried (with limited restoration) or which is currently being quarried for minerals.
- 11.59 **Description of the Strategic Specific Site Allocation.**
- 11.60 The East of Leighton - Linslade SSSA lies on the eastern and north-eastern edge of the town, about 2 miles from the town centre. It is about 210 hectares in size and extends from Shenley Hill in the north to the Stanbridge Road in the south. The site will be accessed largely by existing roads, with access to the A505 via Stanbridge Road.
- 11.61 Some of the land is currently in farming use with other parts lying within sand and silica quarrying areas. There are some

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areas of good quality landscape and part of the area around Clipstone Brook is situated within a defined floodplain.

11.62 These and other site specific issues that are known about through previous examinations of the site will constrain what can be built. They will need to be considered at later detailed planning stages.

## 11.63 The Proposals Map Amendment for East of Leighton – Linslade SSSA

11.64 The Proposals Map Amendments in Appendix 2 set out the alterations to the South Bedfordshire Local Plan 2004. The Proposals Map Amendment for the East of Leighton – Linslade SSSA shows the new allocation of land for the development of housing, employment and other associated uses as described in detail below. The site is defined by a red line. The Map also shows the definition of the new boundary of the Green Belt.

## 11.65 The Vision for Leighton – Linslade

11.66 In November 2007 Leighton - Linslade Town Council published its "Big Plan" following extensive public consultation. The "Big Plan" proposes a comprehensive and ambitious agenda for improving the town's infrastructure and facilities in order to address the implications of expected housing and employment development over the coming years.

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## 11.67 Development Principles

### **Vision for Leighton – Linslade SSSA**

The Leighton - Linslade urban extension will be integrated physically and socially into the town in a way that respects the character of the place as a market town, meets overall sustainability objectives, improves public transport for both new and existing residents and reduces outward commuting. It will improve green infrastructure capacity and address the deficit of sporting facilities in the town. It will also introduce new community facilities commensurate with the needs of the urban extension in particular.

- 11.68 As outlined in Policy CS15: East of Leighton - Linslade, approximately 2,500 private and affordable homes will be delivered in this SSSA. The final number, percentage of affordable housing and mix of housing types and sizes will be determined through the preparation of the Master Plan and in accordance with Policy CS5: Housing for All Needs.
- 11.69 In addition, provision for approximately 15 hectares of new employment land will be made. This will comprise a range of employment uses to contribute to local employment opportunities and strengthen the local economy and help to reduce out-commuting.



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- 11.70 When the Master Plan is prepared it will be required to meet sustainability objectives through careful location of land uses and transport corridors and through its construction standards,
- 11.71 A “Green Wheel” of interconnecting open spaces encircling the town will be provided together with new or extended green corridors incorporating footpath, cycleway and bridleway links to the open countryside. In addition, new open spaces will be provided that will be appropriate for sport and recreational use.
- 11.72 New community facilities will be provided to meet the needs of new residents and will be provided in a way and on a scale as to also benefit existing residents. These facilities will include retail, community, health and education uses.
- 11.73 The highway network leading from or associated with the new development will be designed or altered to minimise the impact of any increase in vehicular traffic on the town centre. The new development will bring about improvements to local public transport accessing the town centre.
- 11.74 A new Green Belt boundary has been defined to protect the new "natural" boundaries of the town. This boundary excludes land from the Green Belt beyond the current site allocation, that may be required for any further expansion of the town in an eastward direction should it be required in the future.

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## **Policy CS15 - East of Leighton - Linslade**

East of Leighton – Linslade SSSA will comprise the area from Shenley Hill to the north to Stanbridge Road to the south. This SSSA will be contained with the red line shown in the Proposals Map Amendments in Appendix 2. The Green Belt boundary will be revised to include this land other land removed from the Green Belt as identified in the Proposals Map Amendments.

A Master Plan will be prepared which takes forward the vision and development principles to deliver a SSSA which:

1. Identifies sufficient land to provide a mix of uses that delivers about 2500 dwellings, approximately 16 hectares of employment land and that takes account of constraints to development within that land.
2. Provides an Eastern Link Road through the development such that it minimises impact on the existing road network; is provided on a phased basis concurrently with new development to link Heath Road with Stanbridge Road, new or extended bus services and in a manner that accords with best practice urban design principles.
3. Provides new employment land in locations which are attractive to employers, give good access to the primary route network and which will provide good quality local job opportunities.

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## **Policy CS15 - East of Leighton – Linslade [continued]**

4. Provides residential land which can be developed with a mix of house sizes and tenures and which respects the general character of Leighton – Linslade using best practice urban design principles.
5. Contributes to Green Infrastructure around the town by identifying a green corridor alongside the Clipstone Brook that will provide a footpath with pedestrian and cycle access for existing and new residents to the countryside beyond. It will also provide areas of new formal playing spaces and pitches and recreation opportunities, particularly for young people.
6. Includes an appropriate Local Centre in an accessible location within the new development. The facilities will include (subject to a full listing within the community infrastructure section of the proposed Master Plan), a community hall, health facilities and retail facilities commensurate with the size of the development, residential areas and small scale Class B1 uses.
7. Will provide land for a new town cemetery.
8. Will provide land for Assisted Living for the Elderly.
9. Provides additional and improved educational capacity, including new primary schools in accessible locations to meet the demand of new residents, and additional land to expand Vandyke Upper School in a way which allows for replacement of the buildings in due course.
10. Provides for a form of development which incorporates sustainable drainage systems, recycling centres and renewable energy facilities.

In addition, a new Green Belt boundary is shown which identifies sufficient land for contingency purposes.

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## 11.75 Delivery and Monitoring of the East Leighton – Linslade SSSA

11.76 The Master Plan and its accompanying delivery strategy will be prepared in partnership between the Local Authority, Developers, Statutory Bodies and Service Providers. The Master Plan will finalise the general layout of the SSSA and provide guidance on the scale and location of different land uses and infrastructure requirements. It will also provide more detailed design principles to guide development.

11.77 The East of Leighton - Linslade SSSA will be delivered in phases over a number of years and will be secured by private funding.

11.78 The delivery strategy of the Master Plan will outline in more detail the phasing of housing, employment and infrastructure provision. It will also confirm the roles and responsibilities for those partners who will be responsible for the delivery and funding of the associated infrastructure.

11.79 The table below sets out the key uses to be provided and a general indication of delivery mechanisms and associated timeframes.

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**Table 11.3 East of Leighton-Linslade SSSA recommended infrastructure delivery**

Land use	Delivery Partners	Time Scale
Housing	East of LL consortia as Master Developers. Private house builders and Registered Social Landlords.	To commence within 3 years as set out in the Housing Trajectory – early release sites.
Employment	East of LL as Master Developers. Specialist private developers and potential owner occupiers.	To commence within 3 years as set out in the Housing Trajectory – early release sites.
Community Infrastructure	Public/private initiatives, including Section 106 contributions from East of LL consortia.	Will be provided in accordance with the Local Authorities planning obligations.
Strategic Open Space	Public/private initiatives, including Section 106 contributions from East of LL consortia.	Will be phased in accordance with the Master Plan, some opportunity for early provision of green infrastructure.

## 11.80 Leighton - Linslade Town

11.81 Leighton - Linslade is a separate conurbation within the Luton and southern Bedfordshire area. For clarity, the name Leighton – Linslade includes Leighton Buzzard in the rest of this chapter. This section outlines the vision for the town and the measures

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needed to achieve this and enable the town to meet the needs of the community.

**11.82** Leighton - Linslade is an attractive market town which grew significantly during the 1970s. It has also experienced new housing development in recent years around the town centre and in the south of the town. Despite financial contributions from these developments, there is widespread concern that the current community and road infrastructure cannot cope with more housing developments.

**11.83** The Town Council has prepared a document entitled “The Big Plan” which outlines the Council’s and the community’s aspirations for the town. It includes a list of potential green and community infrastructure proposals as well as traffic management proposals. Some of these aspirations have been delivered in recent years including new traffic calming measures along West Street. Central Bedfordshire Council are working with the Town Council to deliver more of these proposals, including sport facilities at Astral Park and new community facilities in the development to the south of the town.

## **Vision for Leighton - Linslade Town Centre**

The quality of Leighton – Linslade’s town centre will be enhanced, building on its strong and vibrant market town character. It will have improved employment opportunities, community facilities and green infrastructure provision with an environment that supports efficient and pleasant routes for movement through the area.

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## 11.84 Leighton – Linslade Town Centre

11.85 Leighton – Linslade has a vibrant town centre which is the focus for community and social activity in the town. It contains the majority of the town's retail, leisure and community facilities and is a popular meeting place, particularly on market days. Retaining the focus of such facilities in the town centre is important for the vibrancy of the town centre and for the character of the town as a whole.

11.86 The growth of the town in recent years has not been reflected in any expansion to the town centre owing principally to the limited opportunities within the town centre. The Big Plan nevertheless identifies a number of opportunities within and on the edge of the town centre including land behind the High Street, Marshalls Yard, the Library Car Park and land between the River Ouzel and the canal.

11.87 Central Bedfordshire Council in partnership with the Joint Technical Unit and the Town Council have undertaken preliminary work to explore the potential of these sites for mixed use developments. A Master Plan for the whole town centre and surrounding area and, if necessary, a series of Development Briefs will be prepared to guide future development on these sites and others. In undertaking this work regard will be given to the infrastructure needs of the town and the potential for additional retail and commercial uses as well as the continuing need to provide housing. The aim of the Master Plan and Development Briefs will be to guide the

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development of the sites to ensure that the developments reflect, support and enhance the vibrancy and character of the town centre and enable the town to meet the needs of a growing population.

## 11.88 Wider Leighton - Linslade Area

11.89 In the wider Leighton - Linslade area, development in the South of the town will continue in accordance with an adopted Development Brief and approved planning permissions. Central Bedfordshire Council will continue to work with the Town Council and service providers to ensure the delivery of this development, including new community infrastructure.

11.90 Elsewhere, opportunities for new employment will continue to be supported and enabled in accordance with Policy CS1: Development Strategy, particularly in the Grovebury Road and Stanbridge Road areas. Opportunities for improved Green Infrastructure provision will also continue to be delivered as outlined in Chapter 10: Safeguarding our Environment and Resources.

11.91 Measures to improve traffic flow and provide improved public transport, cycling and walking opportunities will also be provided as outlined in Chapter 7: Linking Places. In particular, opportunities to improve the accessibility from the east of the town to the town centre will be explored.



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## **Policy CS16 - Leighton - Linslade Town Centre**

Leighton Buzzard town centre will contribute positively to meeting the needs of the growing population in accordance with its role as a Major Centre.

A Master Plan and where necessary a series of Development Briefs will be prepared to guide, enable and facilitate the delivery of mixed use development on land within and adjoining the town centre to provide:

1. new community, leisure and cultural facilities for the town as a whole;
2. up to 11,000 sq.m of additional comparison retail floorspace;
3. additional housing opportunities; and
4. improved access from the train station to the town centre.

Development proposals must have regard to these objectives, the guidance and measures in the emerging Master Plan/Development Briefs and make necessary financial contributions to facilitate their delivery.

Development proposals submitted in advance of the Master Plan or Development Briefs will need to demonstrate how they would contribute and/or not prejudice the provision of such uses.

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## 11.92 Leighton - Linslade Town Centre: Delivery and Monitoring

11.93 The Master Plan/Development briefs and accompanying Implementation Plan will be prepared in partnership between the Central Bedfordshire Council, Leighton - Linslade Town Council, service providers, statutory bodies and landowners. The Master Plan/Development Briefs will outline in more detail the uses and sequence of development and measures in the short, medium and long term. It will outline the roles and responsibilities of stakeholders to deliver the measures contained within the document.

11.94 Detailed policies will be provided in the Development Management DPD to ensure new development maintains and enhances the quality of the built environment in the town centre and further design guidance will be provided in the Urban Design SPD.

11.95 The next chapter looks at the four towns in more detail.

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## 12.0 The Four Towns

### 12.1 Luton Town Centre

#### 12.2 Context

12.3 Luton Town Centre will play a crucial role in delivering sustainable development to Luton Borough and the wider southern Bedfordshire area. It represents the principal centre in the area. Its success in providing a significant proportion of the new jobs required to support the existing and new population will determine a large part of the success of the Development Strategy set out earlier in this document. It will function as an employment, retail, leisure, service and civic centre for a population base well in excess of the existing population. At the same time it will draw upon the historic and geographic elements that provide the basis for the attractive parts of its existing character: new development will integrate with this high quality older fabric in a contemporary and complementary way as part of a step change in the design quality and economy of the town centre.

12.4 To guide future regeneration and development in Luton Town Centre a Town Centre Development Framework was adopted in December 2004<sup>128</sup>. This identifies six key issues relating to Luton Town Centre:

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<sup>128</sup> Luton Town Centre Development Framework, David Lock Associates for Luton Borough Council, December 2004

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1. Poor connectivity across the Town Centre and between it and surrounding areas;
2. The need to improve and extend Luton's central shopping area;
3. Establish a clear role and identity for the historic Plaiters' Lea area lying between the Central Railway Station and the main shopping areas, including securing the implementation of the 'Northern Gateway';
4. The need to create an impressive welcoming gateway to Luton in the vicinity of a multi-modal transport interchange centred on Luton Central Railway Station;
5. Promote a mix of development on the Power Court site to include retail, residential, and business uses that are closely linked to the town centre; and
6. Instigate a step change in the public environment of the Town Centre including regenerating the River Lea where this does not conflict with other aims and is practicable and deliverable.

**12.5** This framework is being developed into a Town Centre Master Plan to guide its expansion and regeneration with particular emphasis on the following sites:

1. Around the Central Railway Station: the site is referred to as the Station Gateway and a key objective for this site is to achieve a more welcoming, clear and strong northern entrance to the Town Centre from the new combined rail and bus node;

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2. Centred on the Plaiters Lea Conservation Area on the northern side of the Town Centre, a key objective for this area is to secure an expansion of the main Town Centre retail offer to the sub-region that is sympathetic to the historic environment of this area with its significant hat industry linkages;
3. The Power Court site to the west of the Town Centre: a key objective here is to secure the expansion of Luton Town Centre, again to increase its offer to the sub-region through an imaginative mixed use regeneration of a currently run-down and underused site; and
4. The Cultural Quarter centred on the University of Bedfordshire with a key aim to ensure that the University reaches its full potential as a cultural icon for the Town and sub–region through the provision of new facilities both for the use of students and general public;

Regeneration of the rest of the town/central areas will also be pursued in accordance with framework plan principals. A Master Plan has recently been adopted for the historic High Town area. New potential areas for regeneration will also be investigated, particularly centred on the Chapel Langley area which sits just outside the Town Centre boundary to the south.

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## Vision for Luton Town Centre

The Core Strategy will:

1. Confirm the role of the Town Centre within the overall strategy for the development in Luton and southern Central Bedfordshire;
2. Establish the broad quantity of development that should be accommodated in the town centre in the plan period, including the phasing of development;

Identify the key infrastructure requirements necessary to allow the town centre to function in a sustainable manner whilst accommodating significant levels of new development.

12.6 Luton Town Centre will assume an enhanced role. This will be achieved through different mixes of new development. The Town Centre will provide a focal point for social and economic activities and will continue to be well served by rail, road and public transport. Significant areas of land will be redeveloped.

## 12.7 New Development in Luton Town Centre

### 12.8 Retail

12.9 Sufficient capacity has been identified<sup>129</sup> to absorb most of the comparison floor space needed in the main conurbation up to 2016. The combination of already committed extensions to The Mall and the redevelopment of the Power Court site are likely to deliver around 46,000 sq.m net of comparison goods floor space. The Luton & South Bedfordshire Retail Study establishes that there is sufficient expenditure headroom

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<sup>129</sup> Luton & South Bedfordshire Retail Study Update, White Young Green, January 2009

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available to accommodate that level of comparison floor space. These already committed development proposals will satisfy the identified need. A new food store of approximately 2,500 sq.m net of convenience floor space will also be brought forward as part of the committed Power Court development on the edge of Luton Town Centre. Timetables for the delivery of these two proposals are set out in the following table.

**Table 13.1 Committed Comparison & Convenience Retail Proposals in Luton Town Centre**

Comparison Goods Retail Proposals	Convenience Goods Retail Proposals	Scale of Proposal	Timetable for Delivery
Power Court	Power Court	55,000 sq.m gross A1 – A3	2016
Extension to The Mall	Extension to The Mall	37,000 sq.m gross A1 – A4	2016

**12.10** Most businesses would prefer to be located in areas with a strong commercial character and currently office provision in Luton Town Centre is inadequate in this regard. The Core Strategy will aim to deliver prominent, high-profile locations for Town Centre offices with modern, high-quality accommodation. New office provision will support complementary developments, including:

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1. hotels and conference facilities,
2. retail,
3. leisure and cultural provision,
4. cafes, bars and restaurants.

**12.11** Parts of the Town Centre present immediate and identifiable opportunities for redevelopment for commercial uses where land is underused and buildings are old and/or inappropriate for their current use. The proximity of London Luton Airport makes the Town Centre an excellent location for additional office accommodation to supplement that around the Airport.

**12.12** Opportunities for Town Centre living will be promoted and pursued. Residential development will bring health and vitality to the Town Centre as well as providing opportunities for more sustainable living, being within walking distance of a wide range of services and facilities.

**12.13** It is important to ensure that the whole of Luton Central Area retains its vitality and viability whilst respecting Luton's unique historic assets, features and environment. New development will be expected to integrate with its historic surroundings and make a positive contribution to the overall quality and diversity of the built environment<sup>130</sup>.

**12.14** Town Centre circulation, connectivity and legibility will be improved with the multi-modal transport interchange being developed at Luton Central Railway Station. The Luton Inner

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<sup>130</sup> Luton Town Centre Development Framework, David Lock Associates for Luton Borough Council, December 2004



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Ring Road will also be completed to enable full implementation of traffic management measures in the Town Centre. Connectivity with areas surrounding the Town Centre will be improved so that any barrier created by the Inner Ring Road is overcome.

- 12.15 The completion of the Inner Ring Road is a key element of a set of measures that will noticeably reduce levels of traffic travelling through the town centre. As well as the multi-modal transport interchange, modal shift targets set out in Chapter 7: Linking Places will be pursued. Appropriate demand management measures will also be identified and implemented as appropriate.

## **Policy CS17 - Luton Town Centre**

Luton Town Centre will contribute positively to meeting the needs of the growing population in accordance with its role as the Principal Centre.

A Master Plan will be prepared to guide both committed and new development proposals to achieve the following objectives:

1. Secure the provision of 46,000sq.m. of an additional mix of comparison and convenience retail floor space principally through the delivery of committed extensions to The Mall and redevelopment of the Power Court site;
2. Promote and facilitate offices, hotels, conference and leisure facilities and community uses including a new library, civic and community hub as part of sustainable, mixed use developments;

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## **Policy CS17 - Luton Town Centre [continued]**

3. Provide opportunities for additional housing as part of sustainable mixed use developments;
4. Ensure that George Street remains vibrant through measures to improve the environment whilst retaining attractive frontages and features;
5. Increase the vitality and viability of commercial areas within the Luton Central Area outside the immediate Premier and Primary retail areas so they appropriately complement higher ranking areas;
6. Safeguard, promote and enhance Luton's rich historic fabric, assets and features, including ensuring that extensions to The Mall appropriately integrate with and respect their historic surroundings;
7. Improve Town Centre circulation, connectivity and legibility particularly between the Central Railway Station, the Mall, George Street, the University and Power Court; and
8. Secure a measurable reduction in traffic in the Town Centre through completion of the Inner Ring Road, delivering a multi – modal transport hub focused on Luton Central Railway Station, securing attractive and safe pedestrian and cycle linkages and appropriate demand management measures.

Proposals for development will have regard to these objectives as well as guidance and measures in the emerging Town Centre Master Plan, together with making necessary financial contributions to ensure their successful delivery.

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## 12.16 The Wider Luton Urban Area

12.17 In the wider Luton Urban Area, new development is focused on a mix of action areas (key areas of change), large employment areas and some small – medium scale housing allocations. The action areas are:

1. Marsh Farm;
2. High Town;
3. Butterfield;
4. Stockwood;
5. London Luton Airport; and
6. Kimpton Road (now referred to as Napier Park).

The action areas have a variety of purposes ranging from community and physical regeneration in the case of Marsh Farm and High Town to the regeneration of a site formerly occupied by one single employer to accommodate a vibrant mixed-use development, as in the case of Napier Park. Butterfield, Stockwood and London Luton Airport are all key mixed use commercial areas where significant new build is expected. The London Luton Airport area adjoins an existing major employment allocation, Century Park, the potential extension of which is associated with the proposed direction of growth within North Hertfordshire to the east of London Luton Airport.

12.18 Key safeguarded employment areas include:

1. East of the town centre in the Dallow Road area;

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2. North of the town centre in the vicinity of Legrave Road;
3. Sundon Park;
4. Capability Green;
5. Between Napier Park and London Luton Airport; and
6. Century Park

These areas will be retained in employment use within use class B1 – B8 for at least the period up to 2016. Their status will then be reviewed in the period up to 2021. As referred to in the Making Places Chapter, the Housing Trajectory identifies the need to find between [?? and ??] additional dwellings across the area from urban capacity in the period 2021– 2026. Such a review will therefore be necessary at that time.

**12.19** There is a sequence of key radial routes radiating from the Luton Town Centre. Many of these routes have good public transport links running along them. Chapter 7: Linking Places includes proposals to further enhance the public transport infrastructure along these routes. This means that these radial routes offer linear areas radiating from the Town Centre that are suitable for higher density development. It is particularly important that employment provision in these areas is retained and where possible enhanced. The key radial routes clockwise from the west are:

1. Hatters Way;
2. Dunstable Road;
3. Legrave/Toddington Road;
4. Barton Road;

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5. Hitchin Road;
6. Lower Harpenden Road;
7. London Road; and
8. Farley Hill.

12.20 Where these key radial routes enter the wider Luton urban area from the surrounding countryside and also where they enter the Town Centre, the potential exists for the development of significant 'gateway' treatment, which would contribute to a real sense of arrival at these two locations.

12.21 In terms of the rest of the Luton Urban Area, Luton Borough is subdivided into local Council Committee Areas based on a collection of wards. There are five such areas: West, East, North, South and Central. For each of these areas a coordinated programme of community, education and sporting/leisure facilities will be developed. These will take the form of:

1. community,
2. education and
3. sporting/leisure hubs.

13.22 The delivery of this approach will be achieved through initiatives such as:

1. Building Schools for the Future;
2. The Reshaping the Estate Initiative;
3. A Sports & Play Strategy;

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The multi-use of facilities will be maximised so that resources are used as efficiently as possible. This approach, of multi use hubs, will also enable certain areas of land to be 'freed-up' and such areas can therefore contribute to urban capacity and other such objectives relating to the reuse of land in urban areas. It will also contribute to achieving 'walkable neighbourhoods', reducing the need to travel, and thereby contributing to lessening congestion in the urban area. A further key attribute of this approach is to strengthen the identity of urban communities and contribute to the creation of a real sense of place and belonging.

- 12.23 The Building Schools for the Future programme will deliver 12 rebuilt secondary schools in the plan period. This will be a key source of new infrastructure, enabling this approach to be successfully pursued.
- 12.24 Multi-use facilities will offer economies of scale that will enable initiatives such as sustainable energy generation and water recycling to be undertaken in an efficient manner. They will also enable services and facilities currently only available in Luton Town Centre to be devolved to urban areas where people who depend on these live and work. Multi use hubs will also relate well to being served by public transport and in appropriate cases, dedicated transport links between the hubs will be established.
- 12.25 The Marsh Farm area of Luton, one of the most deprived areas in the country, will particularly benefit from this approach.

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Indeed the whole approach will act as a key driver in securing the successful and sustainable regeneration of the Luton Urban Area.

## **Policy CS18 - The Wider Luton Urban Area**

The regeneration of the wider Luton Urban Area will be pursued through the delivery of strategies already in place in the following action areas:

1. Marsh Farm;
2. High Town;
3. Butterfield;
4. Stockwood;
5. London Luton Airport, and
6. Kimpton Road (now referred to as Napier Park).

Key B1 – B8 employment areas will continue to be safeguarded until at least 2016. These are particularly focused in the following areas:

1. East of the Town Centre in the Dallow Road area;
2. North of the Town Centre in the vicinity of Leagrave Road;
3. Sundon Park;
4. Capability Green; and
5. Between Napier Park and London Luton Airport;

The major existing 'Century Park' employment allocation will be pursued and potentially extended east of London Luton Airport.

The safeguarded status of these key employment areas will be reviewed prior to 2021.

Higher density development, particularly commercial development, will be focused along key radial routes from the town centre through the urban area that benefit or are capable of benefiting from frequent public transport services. These radial routes clockwise from the west are:

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### **Policy CS18: The Wider Luton Urban Area [continued]**

1. Hatters Way;
2. Dunstable Road;
3. Leagrave/Toddington Road;
4. Barton Road;
5. Hitchin Road;
6. Lower Harpenden Road;
7. London Road; and
8. Farley Hill.

A coordinated programme of multi-community, education and sporting/leisure hubs relating to five defined areas in the West, East, North, South and Centre of the Luton Urban Area aimed at securing the urban area's regeneration will be developed through initiatives such as:

1. Building Schools for the Future;
2. The Reshaping the Estate Initiative; and
3. A Sports & Play Strategy.



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## 12.26 Dunstable Area

12.27 Dunstable is an historic town dominated by the A5 which runs through the town and connects it to the M1 and Milton Keynes. It is the second largest town of the main conurbation and provides local services, leisure and retail opportunities for the conurbation. The recent development of the Grove Theatre has made it an important destination in the evening but the town has experienced steady decline, principally as a result of the high levels of traffic.

### **The Vision for Dunstable**

Dunstable will be a less congested and more appealing town with a regenerated and vibrant town centre and stronger local economy. It will be a place which celebrates its historical assets and accessibility to the Chilterns AONB.

12.28 Regeneration and development in the Dunstable area is needed if the area is to contribute to the social and economic needs of Dunstable and meet the demands of a larger population<sup>131</sup>.

12.29 The strategic transport infrastructure outlined in Chapter 7: Linking Places will significantly help in reducing the current

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<sup>131</sup> Dunstable Town Centre Master Plan, Baseline Study, 2009, EDAW/AECOM

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levels of congestion that impact on the viability and desirability of the area and especially the town centre. The Joint Committee will work with the Highways Agency, Transport Authorities and other stakeholders to maximise these benefits in accordance with Policy CS4: Linking Places. This will include pressing for the necessary measures to ‘*de-trunk*’ the A5 and reduce the amount of traffic passing through the town.

## 12.30 Dunstable Town Centre

12.31 To guide the future redevelopment of the town centre and help achieve the objectives outlined in Policy CS20: Dunstable Area below, a Master Plan is being prepared by EDAW/AECOM. It will identify key sites for new development along with design principles and other strategies to deliver appropriate change.

12.32 Preliminary work<sup>132</sup> has been undertaken to examine the issues affecting the town centre and develop options to resolve them. This has identified that the primary issues are the declining retail offer, the high levels of congestion, the poor physical environment and the limited connectivity between the four quadrants. It has identified that to transform the fortunes of the town investment is needed in the physical environment and in providing a new retail offer.

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<sup>132</sup> Dunstable Town Centre, Baseline Study, 2009, EDAW/AECOM

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12.33 The Retail Study 2009<sup>133</sup> has identified potential expenditure in the area to support 20,000sq.m of new comparison floorspace in the town centre. The capacity to achieve this will be tested through the preparation of the Master Plan, including options to significantly redevelop and enlarge the Quadrant Shopping Centre. Should this figure not be possible, the potential to achieve this floorspace in the other town centres will be considered through future revisions to master plans.

12.34 There is also potential in the town centre for new leisure opportunities building on the success of the Grove Theatre, as well as additional community, housing and employment opportunities. All these opportunities and measures will be explored further through the preparation of the Master Plan and the preparation of a supporting implementation plan.

## 12.35 Wider Dunstable Area

12.36 In the wider Dunstable area, opportunities to reduce congestion beyond the *de-trunking of the A5* and increasing public transport will be pursued through the preparation of the Local Transport Plan. Development Management Policies will be prepared to restrict retail and other town centre uses outside of the town centre to help increase investor confidence for the regeneration schemes proposed in the town centre Master Plan.

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<sup>133</sup> Retail Study Update, 2009, White Young Green

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- 12.37 Opportunities to increase community facility provision will be explored by Central Bedfordshire Council. This will look particularly at the opportunities that may arise from a potential Building Schools for the Future Programme in Central Bedfordshire.
- 12.38 The loss of large companies and the redevelopment of employment sites for housing in recent years have reduced the availability of employment land in the area. To maintain a suitable range of employment sites in the area, existing employment sites will be retained and enhanced in accordance with Policy CS8: Delivering Economic Prosperity, particularly in the short term until the new strategic employment sites adjacent to Junction 11a are delivered.
- 12.39 In the south of the town, Downside is an area which experiences deprivation and is a priority estate for investment by Central Bedfordshire. Measures will be delivered in subsequent LDDs where appropriate, to facilitate the regeneration of this area in accordance with the emerging revisions to the Downside Estates Plan.

### **Policy CS19 - Dunstable Area**

Dunstable town centre will contribute positively to meeting the needs of the growing population in accordance with its role as a Major Town Centre.

A Master Plan will be prepared to guide further development and measures to achieve the following objectives:

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## **Policy CS19 - Dunstable Area [continued]**

6. Promote and facilitate the provision of approximately 20,000 sq.m of additional comparison retail floorspace principally through the redevelopment and expansion of the Quadrant Centre;
7. Promote and facilitate leisure, office and community uses including a new library and a new health facility;
8. Provide additional housing opportunities;
9. Ensure that the High Street remains vibrant through measures to improve the pedestrian environment and retain active and attractive frontages;
10. Safeguard, promote and enhance Dunstable's rich historic assets and features;
11. Improve the circulation, legibility and connectivity between the four quadrants of the town centre for pedestrians;
12. Encourage a reduction in car traffic within the town centre through bus priority schemes, attractive pedestrian and cycle linkages, new road linkages and efficient parking provision.

Development proposals must have regard to these objectives, the guidance and measures in the emerging Master Plan, and make necessary financial contributions to facilitate their delivery.

## 12.40 Dunstable Town Centre - Delivery and Monitoring

- 12.41 The Master Plan and accompanying Implementation Plan will be prepared in partnership between the Local Authorities, service providers, statutory bodies and landowners. The

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Master Plan will outline in more detail the potential phasing and sequence of development and measures in the short, medium and long term. It will outline the roles and responsibilities of stakeholders to deliver the measures contained within the document.

**12.42** Further guidance on the approach to managing congestion in the town centre will be established through the Local Transport Plan and its associated delivery strategy. More detailed policies will be provided in the Development Management DPD to manage new development in the town centre and further design guidance will be provided in the Urban Design SPD.

## **12.43 Houghton Regis**

**12.44** Houghton Regis is a centre with potential to contribute to the social and economic needs of the area and meet the demands of a larger population.

### **Vision for Houghton Regis**

Houghton Regis will be expanded and thus offer opportunities for the regeneration of its physical environment and its district centre in particular. New employment opportunities and new community facilities will be created in association with this growth.

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- 12.45 Houghton Regis town centre performs the role of a district centre within the main conurbation by providing convenience shopping and other services, such as health and community facilities. Although the town centre is focussed along the High Street with the main areas for shopping located in Bedford Square and at the Co-Op site, there is no identifiable heart to the centre.
- 12.46 High levels of congestion are currently experienced along the High Street and Bedford Road impacting on the viability and desirability of the area. Public transport provides access across Houghton Regis and to Dunstable and Luton. Public transport initiatives, namely the Luton-Dunstable Guided Busway<sup>134</sup>, and the proposed Woodside Connection<sup>134</sup> will together facilitate improvements to public transport and reduce congestion through the town centre making a more pleasant town centre environment.
- 12.47 Houghton Hall Park and The Green provide important green open space for recreation and leisure in the attractive setting of a conservation area<sup>135</sup>. Green belt to the north of Houghton Regis provides access into the countryside for residents. The SSSA to the north of Houghton Regis will be planned with green links and corridors to enable continued access to green spaces<sup>136</sup> and improve quality of life.

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<sup>134</sup> See Policy CS4: Linking Places

<sup>135</sup> Houghton Regis Conservation Area

<sup>136</sup> Refer to North of Houghton Regis SSSA in Chapter 11

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12.48 Outside of the town centre, two neighbourhoods; Parkside and Tithe Farm, have been identified as *Priority Areas* by Central Bedfordshire Council<sup>137</sup>. Through the rejuvenation of the town centre and proposed urban extension to the north, regeneration of these areas can be facilitated through the provision of key community infrastructure facilities<sup>138</sup>.

12.49 The lack of investment in Houghton Regis over the years and the scale of the new housing development to the north provide an opportunity for the redevelopment of the town centre into an attractive and well functioning town centre serving the needs of a larger population.

## 12.50 Houghton Regis Town Centre Master Plan

13.51 A Master Plan<sup>139</sup> outlines how the town centre could be improved and how it could contribute to meeting the increased population. It identified the potential for new development along the High Street and changes to the alignment of the roads to improve access and vehicular movement. It also identified the potential for redevelopment of the Bedford Square area and the Co-op site to provide for additional development space and to create a new, identifiable heart for the town.

12.52 The Retail Study 2009<sup>140</sup> identified capacity for only limited new comparison and convenience retail floorspace in the town

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<sup>137</sup> Parkside and Tithe Farm Neighbourhood Plan, 2008-2017

<sup>138</sup> Refer to North of Houghton Regis SSSA in Chapter 11

<sup>139</sup> Houghton Regis Master Plan, June 2008.

<sup>140</sup> Luton and South Bedfordshire Retail Study Update, January 2009, White Young Green



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centre based on current market share. However, it recognised that the development of the key sites in the town centre could lead to an increased market share.

- 12.53 It is important for the vitality of the town centre and the sustainability of the urban extension that the key sites in the Master Plan are delivered. Regard will be given to the impact on the town centre in the master planning of the urban extensions, in particular the location and scale of local centres.

## **Policy CS20 - Houghton Regis Town Centre**

Houghton Regis town centre will be rejuvenated in accordance with the Master Plan through:

1. The redevelopment of Bedford Square and the Co-op site for mixed use to deliver an improved retail and commercial offer and heart to the town centre;
2. Improvements to the High Street including new developments with strong frontages and re-alignments to the road;
3. Improved pedestrian and visual linkages from the town centre to the Green;
4. Improved pedestrian and cycling access, particularly from the new urban extensions; and
5. Measures and policies to improve the public realm and safeguard the historic features of the town centre.

Development proposals must have regard to these objectives, the guidance and measures in the emerging Master Plan, and make necessary financial contributions to facilitate their delivery.

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## 12.54 Delivery and Monitoring

12.55 The Central Bedfordshire Economic Development Team are responsible for managing the implementation of the Master Plan. They will work with landowners and developers, including the Property Services Team in the case of the Co-op site, to bring forward the potential sites in accordance with the Master Plan. They will also work with Development Management colleagues in the processing of planning applications and with the Transport Team to explore further the potential for re-aligning the road.

## 12.56 Leighton - Linslade Area

12.57 Leighton - Linslade is an attractive market town which grew significantly during the 1970s. It has also experienced new housing development in recent years around the town centre and in the south of the town. Despite financial contributions from these developments, there is widespread concern that the current community and road infrastructure cannot cope with more housing developments.

12.58 The Town Council have prepared a document entitled “The Big Plan” which outlines their and the community’s aspirations for the town. It includes a list potential green and community infrastructure proposals as well as traffic management proposals. Some of these aspirations have been delivered in recent years including new traffic calming measures along West Street. Central Bedfordshire Council are working with the Town Council to deliver more of these proposals, including

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sports facilities at Astral Park and new community facilities in the development to the south of the town.

## **Vision for Leighton - Linslade**

The quality of Leighton - Linslade's town centre will be enhanced, building upon its strong and vibrant market town character. It will have improved employment opportunities, community facilities and green infrastructure provision with an environment that allows efficient and pleasant routes for movement through the area.

### 12.59 Leighton - Linslade Town Centre

12.60 Leighton - Linslade has a vibrant town centre which is the focus for community and social activity in the town. It contains the majority of the retail, leisure and community facilities and is a popular meeting place, particularly on market days. It will remain the focus of such facilities to enhance the vibrancy of the town centre and for the character of the town as a whole.

12.61 The growth of the town in recent years has not been reflected in any expansion to the town centre owing principally to the limited opportunities within the town centre. The Big Plan identifies a number of opportunity sites within and on the edge of the town centre including land behind the High Street, Marshalls Yard, the Library Car Park and land between the River Ouzel and the canal.

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12.61 Central Bedfordshire Council in partnership with the Joint Technical Unit and the Town Council have undertaken preliminary work to explore the potential of these sites for mixed use developments. A series of Development Briefs will be prepared to guide their future development. In undertaking this work regard will be given to the principles outlined in Policy CS22: Leighton – Linslade Town Centre below. The aim of the Development Briefs will be to guide the development of the sites to ensure that the developments reflect, support and enhance the vibrancy and character of the town centre and enable the town to meet the needs of a growing population.

## **Policy CS21 - Leighton - Linslade Town Centre**

Leighton - Linslade town centre will contribute positively to meeting the needs of the growing population in accordance with its role as a Major Town Centre.

A series of Development Briefs will be prepared to guide, enable and facilitate the delivery of mixed use development on land within and adjoining the town centre to provide:

1. New community, leisure and cultural facilities for the town as a whole;
2. Up to 11,000 sq.m of additional comparison retail floorspace;
3. Additional housing opportunities; and
4. Improved access from the train station to the town centre.

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## **Policy CS21 - Leighton - Linslade Town Centre [continued]**

Development proposals must have regard to these objectives and the guidance and measures in the Development Briefs, and make necessary financial contributions to facilitate their delivery.

Development proposals submitted in advance of the Development Briefs will need to demonstrate how they would contribute and/or not prejudice the provision of such uses.

### 12.62 Wider Leighton - Linslade Area

12.63 In the wider Leighton - Linslade area, development in the south of the town will continue in accordance with the adopted Development Brief<sup>141</sup> and approved planning permissions. Central Bedfordshire Council will continue to work with the Town Council and service providers to ensure the delivery of this development, including new community infrastructure.

12.64 Elsewhere, opportunities for new employment will continue to be supported and enabled in accordance with Policy CS1: Development Strategy, particularly in the Grovebury Road and Stanbridge Road areas. Opportunities for improved Green Infrastructure provision will also continue to be delivered as outlined in Chapter 10: Safeguarding our Environment & Resources.

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<sup>141</sup> Southern Leighton Buzzard Development Brief, South Bedfordshire District Council (2007)

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- 12.65 Measures to improve traffic flow and provide improved public transport, cycling and walking opportunities will also be provided as outlined in Chapter 7: Linking Places. In particular, opportunities to improve the accessibility from the east of the town to the town centre will be explored in the Local Transport Plan and through the preparation of the Master Plan for the East of Leighton - Linslade SSSA.
- 12.66 **Leighton - Linslade Town Centre - Delivery and Monitoring**
- 12.67 The Master Plan/Development briefs and accompanying Implementation Plan will be prepared in partnership between the Central Bedfordshire Council, Leighton - Linslade Town Council, service providers, statutory bodies and landowners. The Master Plan/Development Briefs will outline in more detail the uses and sequence of development and measures in the short, medium and long term. It will also outline the roles and responsibilities of stakeholders to deliver the measures contained within the document.
- 12.68 Detailed policies will be provided in the Development Management DPD to ensure new development maintains and enhances the quality of the built environment in the town centre and further design guidance will be provided in the Urban Design SPD.
- 12.69 The next chapter focuses on settlements in the rural areas.

# CHAPTER 13: RURAL COMMUNITIES

## 13.0 Rural Communities

- 13.1 The rural area of southern Bedfordshire is recognised for its attractive villages, each of which has their own individual character. The Core Strategy sets a policy framework through which these rural settlements, and the surrounding countryside, will be both conserved and enhanced.
- 13.2 A limited amount of new housing will be built in the rural area, primarily in and around the seven main villages as identified by Policy CS1: Development Strategy and the Key Diagram (see Appendix 1). This Plan identifies a total of 500 dwellings to be allocated between 2011 – 2021 with a similar rate of development to be planned for up to 2026. Small scale housing developments in these rural communities will help to alleviate issues of affordability by offering greater opportunities for home ownership, including the provision of affordable housing in line with Policy CS5: Housing for All Needs.
- 13.3 In order to maintain the setting and character of the rural settlements, it will be important for sites to be appropriately located and to be of an appropriate scale. As the potential for new housing within the villages is quite limited, small scale green belt reviews maybe necessary. Sites will be allocated for housing through another document called the Site Allocations DPD which will follow the Core Strategy.
- 13.4 There is very limited potential for the provision of new employment opportunities within the rural settlements. This is

# CHAPTER 13: RURAL COMMUNITIES

due to a lack of demand for new employment in these areas, and the fact that they are constrained by the Green Belt<sup>142</sup>. Nevertheless, existing employment provision in these areas will be safeguarded where possible.

- 13.5** Given the relative isolation of some rural settlements in the area, improving public transport links between the villages and the principal urban areas is a key issue. The lack of rural public transport services can cause access problems for young people, those on low incomes, the elderly and people with disabilities.
- 13.6** Policy CS4: Linking Places states that this issue will be tackled through a mixture of increased inter-urban service frequency, combined with an increase in demand responsive services in other rural areas. In addition, the Council is working in partnership with the Bedfordshire Rural Communities Charity (BRCC) as part of the 'Wheels to Work' initiative aimed at improving access to work and education for young adults living in rural areas.
- 13.7** The rural settlements are largely defined by the green spaces surrounding them. The Green Infrastructure Study<sup>143</sup> identifies a number of priority areas where there will be a focus on protection and enhancement. These priority areas, which are identified in Chapter 10 of the Core Strategy, form strategic

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<sup>142</sup> Employment Land Study, 2009

<sup>143</sup> Green Infrastructure Study, February 2007



# CHAPTER 13: RURAL COMMUNITIES

green corridors that link rural settlements with the main urban areas. Policy CS9: Green Infrastructure outlines the Joint Committee's approach to these areas.

- 13.8 In addition to green infrastructure, the importance of the countryside and local landscapes is recognised. Policy CS9 demonstrates a commitment to protect, conserve and enhance the quality and character of the countryside and landscape in accordance with the findings of the South Bedfordshire Landscape Assessment<sup>144</sup>.

## **Policy CS22 - Rural Settlements**

A total of 750 dwellings will be provided in the rural areas of southern Bedfordshire between 2011 and 2026.

In planning for this development, there is a need to:

1. Maintain the character and setting of rural settlements through appropriate location and scale of new developments.
2. Safeguard existing employment sites in rural areas where possible
3. Improve public transport provision between rural settlements and main urban areas.
4. Conserve and enhance the countryside and any features of biological or geological importance.

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<sup>144</sup> South Bedfordshire Landscape Assessment, 2007

# APPENDICES

# APPENDIX 1: KEY DIAGRAM

[see separate plan]

## APPENDIX 2: PROPOSALS MAP AMENDMENTS

[see separate plans]

# APPENDIX 3: SAVED POLICIES

## A3.0 Saved Policies

### A3.1 Introduction

**A3.2** Legislative and procedural information relating to the extension of saved policies can be found in Schedule 8 of the Planning and Compulsory Purchase Act 2004; Planning Policy Statement 12: Local Development Frameworks<sup>145</sup>, Chapter 9 'Extension of saved policies'; and the Communities and Local Government Protocol for handling proposals to extend adopted Local Plan, Unitary Development Plan and Structure Plan policies beyond the 3 year saved period. Additional information for Structure Plan saved policies can be found in Planning Policy Statement 11: Regional Spatial Strategies<sup>146</sup>,

### A3.3 South Bedfordshire Local Plan Review, Adopted January 2004 and Luton Local Plan 2001 – 2011, Adopted March 2006

**A3.4** Policies of both Local Plans were saved by the Secretary of State, from: September 2007 to September 2010 for the South Bedfordshire Local Plan Review saved policies; and from March 2009 to March 2012 for the Luton Local Plan Policies. The policies which were extended and the policies which were deleted are listed below. The policies which have been extended continue to provide the planning framework locally

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<sup>145</sup> Planning Policy Statement 12: Local Development Frameworks, Communities and Local Government, 2008

<sup>146</sup> Planning Policy Statement 11: Regional Spatial Strategies, Office of the Deputy Prime Minister, 2004

## APPENDIX 3: SAVED POLICIES

until replaced by policies within the Local Development Framework Development Plan Documents. Deleted policies have ceased to form part of the local planning framework.

### A3.5 Other Relevant Plans

#### A3.6 Bedfordshire and Luton Minerals & Waste Local Plan 2000-2015, Adopted January 2005

A3.7 In 2008 all the policies were extended apart from two: Policies W10; and W15, which expired on 23 January 2008. Saved and deleted policies are listed below. The extended policies set out the detailed landuse policy framework for the extraction of all types of minerals and management of waste in the County, until replaced by the Minerals and Waste Development Framework. The Core Strategy must take into account the existing minerals and waste policies, for example, where land has been safeguarded for these operations. Conflict with the policies of the Minerals and Waste Plan could lead to the Core Strategy being found unsound.

#### A3.8 Bedfordshire Structure Plan 2011 Adopted March 1997 Development Plan Policies

A3.9 Six policies from the Structure Plan have been saved; all the other policies expired on 27<sup>th</sup> September 2007. However, Policy T15, of the East of England Plan which was published in 2008, replaced Structure Plan saved Policy 46, thus only 5 of the Structure Plan Policies remain. Together with the RSS East of England Plan, and the MKSM SRS, the saved structure plan

# APPENDIX 3: SAVED POLICIES

policies provide the strategic land use planning context for Bedfordshire.

## A3.10 Luton Saved Policies

LP1	Sustainable Development Strategy
ENV1	National Landscape Areas
ENV2	Local Landscape Areas
ENV4	Access to Countryside
ENV5	Protection and Enhancement of Nature Conservation
ENV6	Archaeology
ENV7	Listed Buildings
ENV8	Development Affecting Conservation Areas
ENV9	Design Principles
ENV10	Landscaping
ENV12	Public Art
ENV14	The Water Environment
H1	Existing Housing
H2	Additional Dwellings
H3	Residential Density
H4	Extensions to Dwellings
H5	Provision of Affordable Housing
H6	Affordable Housing Arrangements
H7	Student Halls of Residence
LC1	Protection and Preservation of Green Spaces
LC2	Provision of Green Space
LC3	Protection of Community Facilities
LC4	New and Extended Community Facilities
LC5	Dual Use of Educational Facilities
LC6	Childcare Facilities

# APPENDIX 3: SAVED POLICIES

## Luton Saved Policies (continued)

LC7	Luton Town Football Club, Kenilworth Road
EM1	Development in Key Employment Areas
EM2	Warehousing
EM3	Wigmore Employment Area
EM4	Development outside Key Employment Areas
S1	Retail Strategy
S2	Town Centre Shopping Area
S3	District and Local Shopping Centres
S4	Local Convenience Shops
T2	Local Policy
T3	Traffic Implications of Development
T5	Translink
T8	Walking and Cycling
T9	Freight
T12	Road Proposals
T13	Parking
U2	Infrastructure Provision in Major New Developments
U3	Renewable Energy Generation within New Buildings
U4	Renewable Energy Proposals
CA1	Central Area
CA2	Gap Site
CA3	Cultural Quarter
CA4	Central Area Open Space
CA5	Northern Gateway
CA6	Improvement of Bus and Railway Stations
CA7	Power Court
BA1	Butterfield Area
SA1	Stockwood Area



# APPENDIX 3: SAVED POLICIES

## Luton Saved Policies (continued)

MF1	Marsh Farm
HT1	High Town
LLA1	Development at London Luton Airport
LLA2	Airport – Related Car Parking
LLA4	Airport Safeguarding
KR1	Redevelopment at Kimpton Road
IMP1	Planning Obligations
IMP2	Replacement Facilities

## A3.11 Luton Deleted Policies

ENV3	Green Belt
ENV11	Works to Protected Trees
ENV13	Advertisements
ENV15	Pollution
ENV16	Development on Contaminated Land
H8	Sites for Gypsies and Travellers
LC8	Visitor and Tourist Accommodation
T1	Transport Strategy
T4	Mobility
T6	Bus Accessibility
T7	Transport Interchange
T10	Taxis
T11	Traffic Management
U1	Telecommunications Development
LLA3	Development within Public Safety Zones
IMP3	Enforcement

# APPENDIX 3: SAVED POLICIES

## A3.12

## South Bedfordshire Saved Policies

SD1	Sustainability Keynote Policy
GB2	Major Developed Sites in the Green Belt
GB3	Green Belt Villages
GB4	Safeguarding Land for Long-term Requirements (White Land)
NE3	The Natural Environment
NE10	Diversifying the Use of Agricultural Land
NE11	Controlling Horse-Related Development
NE12	The Re-Use and Adaptation of Rural Buildings
NE13	Control of Agricultural and Forestry Development in the Countryside
BE6	Control of Development in Areas of Special Character
BE7	Conservation and Enhancement of Historic Parks and Gardens
BE8	Design Considerations
T4	Public Transport Services along Former Luton/ unstable Rail Line
T7	Controlling the Supply of Public Car Parking
T8	Loss of Town Centre Car Parking
T10	Controlling Parking in New Developments
T11	Securing Contributions for Alternatives to Parking
T13	Safeguarding the Routes of Proposed Routes
H1	Making Provision for Housing and Accompanying Schedule of Proposed Housing Sites
H2	Making Provision for Housing via 'Fall-In' Sites
H3	Meeting Local Housing Needs
H4	Providing Affordable Housing
H5	Providing Affordable Housing in Rural Areas
H7	Controlling the Loss of Residential Accommodation

# APPENDIX 3: SAVED POLICIES

## South Bedfordshire Saved Policies (continued)

H8	Control of Extensions to Dwellings
H9	Controlling the Conversion of Property to form Dwellings
H10	Control of Agricultural Workers Dwellings
H11	Sub-Division of Agricultural Holdings and Proposals for New Agricultural Workers Dwellings
H12	Controlling Infilling in Villages
H13	Extensions to Dwellings in the Green Belt
H14	Replacement Dwellings in the Green Belt
H15	Mobile Homes and Residential Caravans in the Green Belt
E1	Providing for B1-B8 Development within Main Employment Areas (Category 1)
E2	Control of Development on Employment Land outside Main Employment Areas (Category 2)
TCS1	Sustaining and Enhancing the District's Town Centres
TCS2	Main Shopping Areas
TCS3	Houghton Regis Town Centre
TCS4	Town Centre Regeneration Sites in Dunstable and Leighton Buzzard
TCS5	Houghton Regis Town Centre Enhancement
TCS7	Local and Village Shopping Facilities
R2	Proposed Areas of New Urban Open Space in Dunstable
R3	Proposed Areas of New Urban Open Space in Houghton Regis
R4	Implementation of the Ouzel Valley Park, Leighton Linlade
R5	Ouzel Valley Park Proposals: North of Bridge Street
R6	Ouzel Valley Park Proposals: South of Bridge Street

# APPENDIX 3: SAVED POLICIES

## South Bedfordshire Saved Policies (continued)

R7	Proposed Areas of New Urban Open Space in Leighton Buzzard and Linslade and Enhancement Proposals of Existing Open Space
R8	Proposed Area of New Urban Open Space in Caddington
R9	Proposed Area of New Urban Open Space in Hockliffe
R10	Children's Play Area Standard
R11	Provision of New Urban Open Space in New Residential Developments
R12	Protection of Recreational Open Space
R13	Protection of Recreational Open Space in Rural Areas
R14	Protection and Improvement of Informal Recreational Facilities in the Countryside
R15	Retention of Public Rights of Way Network
R16	Control of Sport and Formal Recreational Facilities in the Countryside

## A3.13 South Bedfordshire Deleted Policies

GB1	Control of Development in the Green Belt
NE1	Location and Design of Development in the Countryside
NE2	Control of Development in the Area of Outstanding Natural Beauty (AONB)
NE4	The Protection and Enhancement of Trees and Woodlands
NE5	Control of Development Affecting Watercourses
NE6	The Protection of Features of Nature Conservation Value
NE7	The Protection and Enhancement of Nature Conservation Sites
NE8	Control of Development affecting Protected Species

# APPENDIX 3: SAVED POLICIES

## South Bedfordshire Deleted Policies (continued)

NE9	Countryside Management
BE1	Control of Development affecting Scheduled Ancient Monuments and Areas of Archaeological Importance
BE2	Control of Development affecting Listed Buildings
BE3	Building Preservation Matters
BE4	Control of Development in Conservation Areas
BE5	Control of Development in Conservation Areas
BE9	Contaminated Land
BE10	Advertisement Control
T1	Controlling the Location and Traffic Impact of Development
T2	Traffic Management Schemes
T3	Maintenance and Improvement of Bus Services and Facilities in the District
T5	improving the Pedestrian Environment
T6	Provision of Cycle Routes and Facilities
T9	Parking Outside Town Centres
T12	New Road Construction

## A3.14 Minerals & Waste Local Plan Saved Policies

M1	Minerals Extraction Strategy
M2	Aggregates Landbank
M3	Silica Sand Landbank
M4	Protection of Mineral Resources/ Mineral Consultation Areas
M5	Rationalisation of Reserves and Restoration of Old Sites
M6	Requirements for Determination of Minerals Applications
M7	Importation of Minerals for Processing

# APPENDIX 3: SAVED POLICIES

## Minerals & Waste Local Plan Saved Policies (continued)

M8	Borrow Pits
M9	Rail Aggregate Depots
W1	Key Principles
W2	Imported Wastes
W3	County Self-Sufficiency
W4	Waste Minimisation
W5	Management of Waste at Source: Waste Audits
W6	Management of Waste at Source: Provision of Facilities with New Development
W7	Preferred Locations for Integrated Waste Management Facilities
W8	Resource Recovery
W9	Waste Transfer and Materials Recovery Facilities
W11	Composting
W12	Anaerobic Digestion
W13	Energy Recovery Plant
W14	Non-Inert Landfill Provision
W16	Landfill Gas
W17	Land Raising
W18	Sewage Treatment Works
W19	Clinical Waste Incineration Facilities
W20	Inert Waste Recycling
W21	Inert Waste Landfill
W22	Safeguarding Existing Sites
GE1	Matters to be Addressed in Planning Applications
GE2	Restoration/ Improvement of Marston Vale
GE3	Environmental Improvement of the Greensand Trust Area

# APPENDIX 3: SAVED POLICIES

## Minerals & Waste Local Plan Saved Policies (continued)

GE4	Environmental Improvement of Ivel and Ouse Valleys (The Ivel and Ouse Countryside Project)
GE5	Protection of Green Belt Land
GE6	Protection of Best and Most Versatile Agricultural Land
GE7	Protection of the Chilterns Area of Outstanding Natural Beauty (AONB)
GE8	Protection of AGLV
GE9	Landscape Protection and Landscaping
GE10	Protection/ Enhancement of Trees and Woodlands
GE11	Protection of Sites of National Nature Conservation Importance
GE12	Protection of Locally Designated Nature Conservation Sites, Regionally Important Geological/ Geomorphological Sites (RIGS) and Undesignated Sites of Significant Conservation Interest
GE13	Species and Habitat Protection and Enhancement
GE14	Archaeology
GE15	Statutorily Designated Historic Buildings and Sites
GE16	Local Historic Buildings, Conservation Areas and Historic Environment Sites
GE17	Pollution Control
GE18	Disturbance
GE19	Flooding
GE20	Water Resources
GE21	Public Rights of Way
GE22	Transport: Alternative Means
GE23	Transport: Suitability of Local Road Network
GE24	Ancillary Minerals and Waste Developments
GE25	Buffer Zones
GE26	Restoration
GE27	Aftercare

# APPENDIX 3: SAVED POLICIES

## A3.15 Minerals & Waste Local Plan Deleted Policies

- W10 Household Waste Recycling Centres
- W15 Pre-Landfill Treatments for Biodegradable Waste

## A3.16 Bedfordshire Structure Plan 2011 Saved Policies

- 7 Areas of Great Landscape Value
- 22 Defence sites and institutions
- 25 Infrastructure
- 49 Other Airfields
- 69 Luton Town Football Club

## A3.17 Bedfordshire Structure Plan 2011 Replaced Policies

- 46 New Infrastructure – County Council, replaced by Policy T15, of the East of England Plan, published 2008

## A3.18 Bedfordshire Structure Plan 2011 Deleted Policies

- 1 Strategy
- 2 Agricultural Land
- 3 Water
- 4 Conserving Wildlife
- 5 Enhancing Wildlife
- 6 Chilterns Area of Outstanding Natural Beauty
- 8 New Development
- 9 Landscape Enhancement
- 10 Quality in Town and Country



# APPENDIX 3: SAVED POLICIES

## Bedfordshire Structure Plan 2011 Deleted Policies (cont'd)

11	Image and Character
12	Identifying and Designating Historic Features
13	Preserving Features
14	Enhancing Features
15	Projects
16	Marston Vale Strategy
17	Marston Vale Community Forest
18	Renewable Energy/ Landfill Gas
19	Sustainable Design and Energy Conservation
20	Locational Policy
21	Strategic Corridors
23	Defining the Green Belt
24	Development within the Green Belt
26	Range of Employment Provision
27	Location of Employment Land
28	Safeguarding Employment Land
29	Rural Economy
30	Tourism
31	Housing Strategy – Mixed Uses
32	Level of Housing Provision
33	Location of Housing
34	Affordable Housing
35	Housing in Village and Open Countryside
36	Caravans and Gypsies
37	Integrated Transportation Strategy
38	Improvement for Pedestrians and Cyclists
39	Public Transport
40	Buses
41	Rail

# APPENDIX 3: SAVED POLICIES

## Bedfordshire Structure Plan 2011 Deleted Policies (cont'd)

42	Traffic Management
43	Freight
44	Special Needs
45	New Infrastructure – Department of Transport
47	Motorway Service Areas
48	London Luton Airport
50	Retail Hierarchy
51	Vitality and Viability of Town Centre
52	Major Retail Developments
53	Local Shopping
54	Leisure, Culture, Recreation
55	Minerals and Waste Strategy
56	Broad criteria for assessing applications
57	Landbanks
58	Protection of mineral deposits
59	Alternatives to extraction of minerals and waste disposal
60	Specific criteria for assessing applications
61	Control of operations
62	Restoration and Aftercare
63	Waste reduction
64	Protection of Recreation Provision for Open Space
65	Standards of Provision
66	Sports Facilities
67	Informal Recreation
68	Organised sport in the countryside
70	Access to the Countryside

# APPENDIX 4: MONITORING FRAMEWORK

## Monitoring Framework [To be Inserted]

Section	Policy	Target	Indicators	Reported Within
Example only	SO1 SO4	Reducing the use of private cars	Reducing car journeys made from residential developments by 18% for existing urban areas and 12% for new developments over 200 dwellings.	LTP (2)

# APPENDIX 5: GLOSSARY

## GLOSSARY

**Accessibility/Accessible** - The ability of people to move around an area or building and reach places and facilities, including more specifically, elderly and disabled people, those with young children and those encumbered with luggage or shopping

**Affordable Housing** - housing that is accessible to households who cannot afford to rent or buy homes generally available on the open market. It includes social rented housing and intermediate housing. Intermediate housing is housing at prices or rents above those of social rent but below market prices or rents.

**Amenity** – A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the relationship between them, or less tangible factors such as tranquillity.

**Annual Monitoring Report (AMR)** – Part of the Local Development Framework. An Annual Monitoring Report is submitted to government by councils each year assessing progress with and the effectiveness of the Local Development Framework and its documents.

**Aquifer** – The special underground rock layers that hold groundwater, which are often an important source of water for public water supply, agriculture and industry.

**Area of Outstanding Natural Beauty (AONB)** – An area with a statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. Together with National Parks, AONBs represent the nation's finest landscapes. AONBs are designated by Natural England.

**Area of Great Landscape Value (AGLV)** – Local designation to conserve the natural beauty of locally recognised importance or with a specific local character.

**B1 – B8 use classes** – a 'use class' is the grouping together of similar land uses. B1 is Business, which includes offices, research and development, light industry appropriate in a residential area; B2 is General Industrial (excluding incineration, chemical treatment, landfill or hazardous waste); B8 is Storage or Distribution, which includes open air storage.

**Biodiversity** – The variety and range of plant and animal life, encompassing genetics, species and ecosystems.

**Brownfield land** - a term for land that has been previously developed with a permanent structure.

## APPENDIX 5: GLOSSARY

**Building Research Establishment Environmental Assessment Method** - commonly abbreviated to BREEAM. A tool to measure the environmental performance of new and existing non-residential buildings. It is regarded by the UK's construction and property sectors as the measure of best practice in environmental design and management and is a voluntary standard.

**CABE** – Commission for Architecture and the Built Environment. A public body acting as champion of good design in England.

**Car Club** – An arrangement, usually provided by a commercial organisation, whereby residents who are Car Club members can hire a vehicle parked in their area at discounted rates for short or long periods

**Car Sharing** – where people who are travelling to the same or nearby destinations share a vehicle. This can be either through informal arrangements between colleagues or through a formal database such as 'Liftshare'. Some employers offer this.

**Coalescence** – The merging or coming together of separate towns or villages to form a single entity.

**Community Strategy** – A strategy prepared by a local authority to improve local quality of life and aspirations, required under the Local Government Act 2000.

**Conservation Area** – An area of special architectural or historic interest, including groups of buildings, and which needs its character or appearance to be protected, preserved or enhanced.

**Conurbation** - A large urban sprawl, often densely populated, formed by the growth and coalescence of individual towns or cities

**Core Strategy** – A Development Plan Document and part of the Local Development Framework. It sets out the long term spatial vision and strategic objectives and policies to deliver that vision for an area, taking into account the Community Strategy.

**Core Strategy Sustainability Appraisal** -

**County Wildlife Site (CWS)** – areas of land that are important for their wildlife. They are locally designated according to criteria from Natural England.

**Demand Management** - the application of strategies and policies to reduce car travel demand, or to redistribute it.

**DEFRA** – Department of Forestry and Rural Affairs

## APPENDIX 5: GLOSSARY

**Density** – A measure of the intensity of the use of housing land. It is calculated on the basis of the number of habitable rooms per hectare or the number of dwellings per hectare

**Development Plan Documents (DPDs)** - These are spatial planning documents, prepared by LPAs which outline the key development goals of the Local Development Framework. DPDs include the Core Strategy and Proposals Map and form an essential part of the Local Development Framework.

**Evidence Base** – The information and data gathered by local authorities to justify the “soundness” of the policy approach set out in the Local Development Documents. It includes studies of the physical, economic and social characteristics of an area.

**Flood Risk Assessment (FRA)** - An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

**Green Belt** – A designation of land around certain cities and built up areas which aims to keep this land permanently or largely undeveloped. The purposes of the green belt is to check unrestricted sprawl, prevent neighbouring towns from merging, safeguard countryside from encroachment and preserve the setting and special character of historic towns. Green belts are defined in a local planning authority’s development plan.

**Greenfield Land** – Land or a site, usually farmland that has not previously been developed.

**Guided Busway** – Buses which are steered for part or all of their routes by external means, usually on a dedicated track.

**Gypsies and Travellers** – The Gypsy and Traveller development plan document enables sites to be identified in order to meet the current and future housing needs for this specific group which includes travelling showpeople.

**Hectare** – a unit of land equivalent to 10,000 square metres. One Hectare is approximately equal to 2.47 acres

**Highways Agency** – An executive agency of the Department of Transport. The Highways Agency is responsible for operating, maintaining and improving the strategic road network of England.

**Historic Parks and Gardens** – A park or garden of special historic interest. Grade I, II\* or II as designated by English Heritage

# APPENDIX 5: GLOSSARY

**Index of Multiple Deprivation (IMD)** – This calculates the level of deprivation of a ward using a set of indicators focussing on: income, employment, health & disability, education, skills & training, barriers to housing & services, living environment and crime. It is used to help identify areas for regeneration.

**Infrastructure** – A general term used for the basic facilities, services and installations needed for the functioning of a community such as water, sewage, electricity, schools, post offices, airports, roads, and other utilities.

**Issues and Options** – A summary of the most realistic options that have been identified by the Joint Technical Unit in order to produce a Preferred Options strategy.

**Joint Planning Committee** – The Luton and South Bedfordshire Joint Planning Committee contains Councillors from South Bedfordshire District Council and Luton Borough Council. The purpose of the Committee is to co-ordinate planning and deliver development via the Local Development Framework.

**Key Diagram** – a diagram illustrating the spatial strategy of a local planning authority's Core Strategy.

**Local Development Documents (LDDs)** – Documents within the Local Development Framework. These are policies and documents, specified by UK planning law, which a local planning authority uses to describe the spatial strategy for development and use of land within the area. LDDs include both Development Plan Documents and Supplementary Planning Documents.

**Local Development Framework (LDF)** - this is a term used to describe a folder of documents which includes all the local planning authority's local development documents. An LDF is comprised of:

- Development Plan Documents, which form part of the statutory (legal) development plan (Core Strategy, Proposals Map)
- Supplementary Planning Documents;
- the Statement of Community Involvement;
- the Local Development Scheme
- the Annual Monitoring Report
- any Local Development Orders or Simplified Planning Zones

**Local Development Scheme (LDS)** – the local planning authority's programme or timing for the preparation of Local Development Documents. The LDS must be agreed with government and reviewed every year.

**Local Delivery Vehicle (LDV)** - Public/private not for profit partnerships which come together in order to deliver large scale economic improvements to an area.

## APPENDIX 5: GLOSSARY

**Local Plan** The plan produced under the former planning system by the local authorities. The new Coalition Government announced an intention to re-introduce a local planning system.

**Local Strategic Partnership (LSP)** Non-statutory and multi-agency partnerships bringing together at a local level different parts of the public, private and voluntary sectors, allowing different initiatives and services to support one another so that they can work together more effectively with one key objective to improve quality of life in that area.

**Local Transport Plans (LTPs)** This strategy is prepared under the guidance of the Transport Act 2000, setting out the transport strategy for the district for improving local transport.

**Luton Dunstable Busway** A guided busway scheme principally making use of discussed railway line.

**Master Plans** - Sets out the proposals for space and land-use and matches these to a framework for investment and implementation.

**Mixed Use** - Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area

**Modal Shift** – The process of encouraging people to move from one transport method (e.g. the car) to another (e.g. buses).

**Planning and Compulsory Purchase Act 2004** - Puts in place the new statutory framework for preparing the LDF

**Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (PPGs)** - These are Government statements of national planning policy or guidance. PPSs are replacing PPGs. The LDF must be consistent with these national policies.

**Pre-Submission Consultation Statement** – Following publication of this Core Strategy pre-Submission Document, a report on the consultation responses received during a statutory consultation period that follows.

**Previously Developed or “Brownfield” Land (PDL)** Land which is or has been occupied by a permanent structure and associated fixed-surface infrastructure.

**Proposals Map** – Illustrates the spatial extent of policies of a Development Plan Document such as a Core Strategy.



## APPENDIX 5: GLOSSARY

**Real Time** - electronic display giving up-to-the-minute information about public transport arrivals and departures.

**Regeneration** The economic, social and environmental renewal and improvement of urban and rural areas.

**Regional Spatial Strategy / East of England Plan** - A strategy for how a region should look in 15 to 20 years time and possibly longer. The Coalition Government announced in May 2010 its intention to abolish RSSs imminently.

**Renewable energy** Renewable energy is from sources that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

**Section 106 Agreements** - Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

**Site Allocations DPD** – a Development Plan Document that allocates land for a variety of uses including housing and employment.

**Sites of Special Scientific Interest (SSSI)** These are statutorily protected sites which comprise the country's best wildlife and geological sites.

**Spatial Planning** Spatial planning goes beyond traditional and use planning to integrate policies and programmes which influence the nature of places and how they can function, such as delivering sustainable development.

**Statement of Community Involvement (SCI)** The Statement of Community Involvement sets out the processes to be used by the local Statement of SCI Community Involvement authority in involving the community in the preparation, alteration and continuing review of all local development documents and development control decisions.

**Strategic Housing Land Availability Assessment (SHLAA)** - An assessment of land for housing to demonstrate that the local authority has a continuous 5-year supply of deliverable sites for housing and a 15-year supply of potential sites for housing

**Strategic Housing Market Assessment (SHMA)** - Sets out a framework that local authorities can follow to develop a good understanding of how the housing market operates. It promotes an approach to assessing housing need and demand

## APPENDIX 5: GLOSSARY

**Strategic Specific Site Allocations** – An Urban Extension which has been specifically identified in this Core Strategy.

**Supplementary Planning Documents (SPDs)** Elaborates on policies or proposals in the DPD and gives additional guidance. facilities and suppliers that participate in the sale, delivery and production of a particular product.

**Sustainability Appraisal / Strategic Environmental Assessment - (SA/SEA)**  
The SA/SEA is central to the planning system. It's aim is to take an objective view of sustainable development through the integration of social, environmental and economic considerations.

**Sustainable Community Strategy - (SCS)** A document produced by the local authority and key local partners, which sets out the long-term vision for the town. The LDF is a key implementation tool for some of the objectives of the SCS

**Sustainable Communities** - A sustainable community is an organic vibrant environment where people will want to live and work now and in the future.

**Sustainable Development** Sustainable development aims to meets communal needs whilst preserving the environment for future generations.

**Sustainable Drainage Systems** – A system for dealing with surface water run-off, encouraged by the Environment Agency.

**Town and Country Planning (Local Development) (England) Regulations 2004** The formal Government regulations that define how the LDF is produced.

**Transport Hub or Mode** - is a location where passengers can change to different modes of transport.

**Travel Plan** - is a package of actions designed by a workplace, school or other organisation to encourage safe, healthy and sustainable travel options.

**Urban capacity study (UCS)** This is a tool which local authorities can use to identify and allocate land, through surveying previously developed land and buildings, for development purposes such as housing.

**Urban Extension** Involves the planned expansion of a city or town and can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities

## APPENDIX 5: GLOSSARY

**White Land** This is land designated in the South Bedfordshire Local Plan Review, which is intended to be used to meet long-term and currently unforeseen requirements for development beyond the plan period.