

Luton and South Bedfordshire Joint Committee
Local Development Framework

Core Strategy: Pre Submission

2011 to 2026

Draft October 2010

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Core Strategy Submission Document

1 . Introduction

Why is this important to me?

- 1.1** 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.

National and Local Policy

- 1.2** Until May 2010, the Sustainable Communities Plan⁽¹⁾ 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 offers local Councils and local people greater say on how they wish their areas to change.⁽²⁾ 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

1 Sustainable communities: building for the future, Office of the Deputy Prime Minister, 2003

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

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 3: Development Strategy.

1.3 Population forecasts⁽³⁾ suggest 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.

1.4 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.

What is the Core Strategy?

1.5 The 'Core Strategy' is one of the Local Development Documents (LDDs) that are part of the Local Development Framework (LDF)⁽⁴⁾ 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;

3 Joint Technical Unit/Central Bedfordshire Council/Luton Borough Council Technical Note: 1/2010

4 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 <http://www.shapeyourfuture.org.uk>.

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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.

1.6 Other sites will be identified in the later site allocations policies and more detailed guidance to inform planning applications will be included in a separate Development Management policies. Where necessary other supplementary documents will be prepared.

What Area is covered by the Core Strategy?

1.7 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.

What is this Document?

1.8 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 that will be considered by the Secretary of State's appointed Inspector at an eventual Examination in Public.

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

Tests of Soundness

- 1.10** Representations made to this document should be directed towards the *soundness* of the plan document. To assist in this, 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.
- 1.11** To be “*sound*” a core strategy should be *JUSTIFIED, EFFECTIVE* and consistent with *NATIONAL POLICY*.
- 1.12** Planning Policy Statement 12 (PPS12)⁽⁵⁾ 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.
- 1.13** PPS12 states that to be considered “*Effective*”, the Core Strategy must be:

5 Planning Policy Statement 12: Local Spatial Planning, Communities and Local Government (CLG) (2008)

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1. deliverable; and
2. flexible.

National Policy

1.14 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)*. The Core Strategy must have regard to these documents.

“Saved” Policies

1.15 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 4. The Core Strategy and other DPDs will supersede these policies as the LDF is produced. However, it is important to note that until ‘saved’ policies are superseded such policies remain part of the adopted development plan for Luton and southern Central Bedfordshire.

Sustainable Community Strategies

- 1.16** The Core Strategy is required to have specific regard to *Sustainable Community Strategies*. The Sustainable Community Strategy⁽⁶⁾ relating to Luton was adopted by the Local Strategic Partnership (LSP) in 2008 and south Central Bedfordshire's was adopted by their LSP in 2010.
- 1.17** The Sustainable 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.

6 South Central Bedfordshire's (i.e. Central Bedfordshire's) Sustainable Community Strategy can be found on the Shape Your Future website: www.shapeyourfuture.org.uk; Luton's Sustainable Community Strategy can be found on the Luton Borough Council website: www.luton.gov.uk

1 . Introduction

Core Strategy Submission Document

2 . Vision and Objectives

2 . Vision and Objectives

What Our Places Will Be Like: Vision And Objectives

About this Chapter

- 2.1** 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.
- 2.2** The Plan's Vision draws heavily from the visions of both the Luton Borough and southern Central Bedfordshire's⁽⁷⁾Sustainable Community Strategies (SCSs). In addition, specific policies in the rest of the Plan that help deliver the aspirations of these SCSs are identified.

7 Known as Central Bedfordshire's SCS

The Vision for Luton and southern Central Bedfordshire

Luton and southern Central Bedfordshire will become sustainable communities. 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*. However, an urban extension will take place within south Central Bedfordshire, immediately adjacent to the north of Luton, to accommodate needed housing development.

This will 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.

2 . Vision and Objectives

Leighton-Linslade will retain its high quality market town character with development mainly focused 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 and biodiversity. Advantage will be taken of the rural area’s contribution to the economy and to the provision of and appropriate access to, green infrastructure.

Strategic Objectives

2.3 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.

2 . Vision and Objectives

- 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 infrastructure in step with changing needs.
- SO6** To revitalise and support the delivery of 4 vibrant, dynamic, distinctive, safe and popular town centres.
- SO7** To deliver development which offers the highest level of protection for, and access to, the natural environment to enable greater enjoyment of this resource.
- SO8** To require sustainable development and design quality, including maximising opportunities to use renewable and decentralised energy, in order to help minimise the area's carbon footprint and to mitigate and adapt to climate change.
- SO9** 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 conditions for/enhancing biodiversity.

2 . Vision and Objectives

- 2.4** 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.

3 . Development Strategy

3 . Development Strategy

Elements of the Strategy

3.1 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.

3.2 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 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.

About the Development Strategy

3.3 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.

3.4 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.

The Distribution of New Development

The Main Conurbation and Leighton-Linslade

3.5 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.

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- 3.6** 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.
- 3.7** 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.

Town Centre Hierarchy

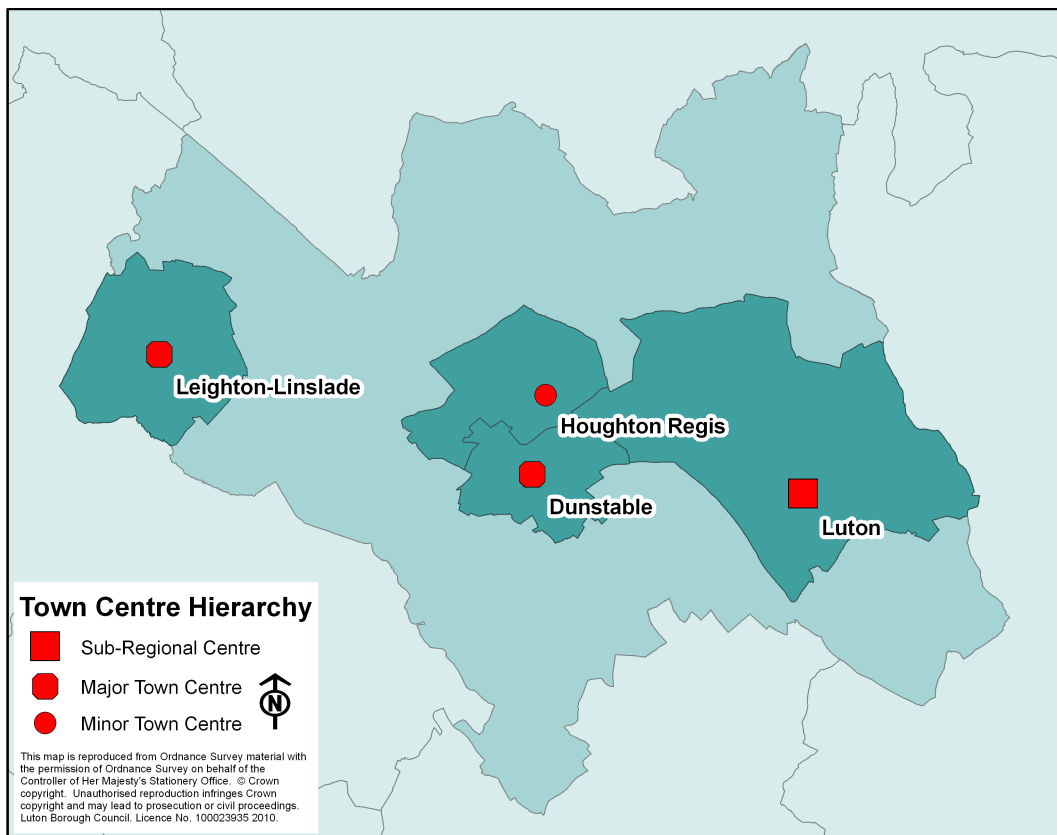
- 3.8** Figure 3.1 below shows the town centre hierarchy in Luton and southern Central Bedfordshire. Luton is the principal town centre in the main conurbation with Dunstable the second location after Luton for retail, office, leisure and cultural activity. Both town centres require significant investment to perform 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.

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- 3.9** 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.
- 3.10** 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.

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Figure 3.1 Town Centre Hierarchy



3.11 Each town centre is outlined later in Chapter 11: 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.

3.12 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.

Urban Extensions

3.13 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 10: Strategic Site Specific Allocations.

3.14 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 10. A small urban extension for strategic employment uses, 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 brings this forward. This is discussed further in Chapter 10. A further urban extension to the East of Leighton-Linslade is also discussed in Chapter 10. 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.

3.15 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;

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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 new housing stock to assist in resolving issues of affordability in the wider area and overcrowding in existing properties.

3.16 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
3. providing further opportunities to expand on the current provision of Green Infrastructure.

3.17 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.

3.18 In allocating three of these urban extensions, this Strategy revises the Green Belt boundary in Central Bedfordshire. The approach to the Green Belt review is set out in Chapter 5: Green Belt Matters, and 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)⁽⁸⁾. 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.

The Rural Areas of southern Central Bedfordshire

- 3.19** Beyond the conurbation and the allocated urban extensions, new sites will be identified to meet the local requirements for a healthy rural housing supply and rural 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.
- 3.20** 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.
- 3.21** To enable proper consideration of all the sites capable of appropriately meeting these outstanding requirements,⁽⁹⁾ the site allocations policies 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

8 Planning Policy Guidance 2: Green Belts, 1995

9 A separate *Minerals & Waste Core Strategy* is being prepared for site proposals affecting minerals and waste planning

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as having good proximity to the main conurbation or Leighton-Linslade and/or have the best accessibility to public transport, services and facilities.

- 3.22** 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, as well as specific opportunities to enhance the sustainability of villages. Parish Councils and local communities will be consulted as part of the preparation of the site allocations policy.

Policy CS 1

Development Strategy

The main conurbation of Luton/Dunstable/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.

Provision will be made for 23,000 dwellings and 28,000 jobs between 2011 to 2026.

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

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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.

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. Site allocations policies will consider where this development is delivered with a focus on the following larger villages 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

Delivery and Monitoring

3.23 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 4 and the Area Policies in Chapters 10 to 12.

Meeting the Housing Need

3.24 This Strategy plans for the delivery of 23,000 additional dwellings between 2011 and 2026.

3.25 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.

3.26 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.

3.27 In the period up to 2021, this approach is expected to deliver 5,907 homes on sites in the Luton urban area and 4,055 homes on sites in the remaining urban area⁽¹⁰⁾. 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

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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.

3.28 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.

3.29 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

3.30 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.

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- 3.31** 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 2021 to 2026. This will be delivered in accordance with the Development Strategy.
- 3.32** These numbers are summarised in Table 3.1 below and will be delivered through the strategy outlined in Chapter 4.

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Table 3.1 Meeting the Housing Numbers

		Number of Homes within 15 year Plan Period		Outside Plan Period ⁽¹⁾
		2011/12 - 2020/21	2021/22 - 2025/26	After 2026
Total	Luton and southern Central Bedfordshire Area	15,900	7,100	N/A
By Specific Area	Urban Area of Luton	5,907	2,100	N/A
	Urban Areas of Dunstable, Houghton Regis and Leighton Linslade	4,055	1,000	N/A
	North of Houghton Regis	3,150	2,000	1,850
	North of Luton	300	1,500	2,200
	East of Leighton Linslade	2,100	400	N/A
	Rural Areas	388	250	N/A

1. Will not be included within the Core Strategy as an allocation, but is referred to as a contingency, see table 5.2

Meeting the Employment Figures

3.33 This strategy aims to deliver a net additional 28,300 new jobs (i.e. 19,000 jobs by 2021 and a further 9,300 by 2026) needed in order to support the natural (net nil migration) increase in population and households over the 15 year period 2011 to 2026. As an annual rate, the jobs target represents a slight increase, compared to the revoked regional planning framework (which planned for 20 years 'growth' to 2031), because it now based on an aspiration to increase the ratio of jobs to households. This ratio increase is considered necessary in order to sustain economic regeneration, the opportunity for increased workforce participation in the face of a difficult economic and financial future and significant household trends (e.g. People living longer, choosing to live alone, partners separating) and likely changes to retirement ages. Not least, meeting this increased demand for jobs per household will help to minimise the need for unsustainable commuting. Many of these new jobs will be in service sectors and chapter 8 sets out how the strategy will enable growth in these sectors. However, around 13,400 of these jobs will be in the B1 to B8 use classes⁽¹¹⁾ and to provide for these new jobs, 134 hectares of new employment land are planned for⁽¹²⁾. Additional job creation is possible arising from existing employment land

11 Jobs have been calculated according landuse classes using the 'Luton and South Bedfordshire [i.e. southern Central Bedfordshire] Employment Land and Market Assessment' (Nathaniel Lichfield & Partners Study 2009) applying the Housing and Employment trajectory in the evidence study to the net nil housing target - see Employment Evidence Paper Reported to Joint Committee 23rd July 2010

12 A reduction on the provision calculated for regional purposes in the 'Luton & South Bedfordshire [i.e. southern Central Bedfordshire] Employment Land Review' (Halcrow January 2008)

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commitments which will help the jobs target to be met. 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 8.

3.34 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 policies for a Rail Freight Interchange to serve the Core Strategy area, and its immediate north, complementing interchanges further to the north and south along the Midland Main Line. This site adjoins and can benefit from direct connection to that rail line; will be accessible to the M1 via the proposed Junction 11a and the western end of the Luton Northern Bypass; is close to the conurbation; and is deliverable under unified developer control. National policy encourages the identification and safeguarding of sites with such characteristics for rail freight interchanges⁽¹³⁾.

3.35 The indicative distribution, scale and timing of the employment land provision are outlined in Table 3.2 below. Further guidance on the employment sites is provided in the Delivery Strategy, Chapter 4.

Table 3.2 Indicative Scale, Type and Phasing of New Employment Land in the Urban Extensions

	North of Houghton Regis	North of Luton	East of Leighton Linlade	East of London Luton Airport	Sundon Quarry
Scale	30ha (+10ha contingency)	13ha (+7ha contingency)	16ha	35h	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 2018

Balancing Housing Delivery with the Delivery of Jobs

3.36 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.

3.37 The Employment Land and Market Assessment Study 2009⁽¹⁴⁾ shows that the broad distribution of B use class employment land outlined in Table 3.2 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

14 Nathaniel Lichfield and Partners, 2009

3 . Development Strategy

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⁽¹⁵⁾. This is particularly relevant in Luton and Leighton-Linslade where the highest levels of housing development are proposed in the short term.

- 3.38** 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.

Key Infrastructure

- 3.39** 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⁽¹⁶⁾ has been prepared by Luton Gateway which assists in developing a list of infrastructure requirements.

- 3.40** 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.

15 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

16 Infrastructure Delivery Plan and Funding Strategy - Luton Gateway, EDAW/AECOM, 2009

3 . Development Strategy

These are critical to the overall deliverability and sustainability of the Strategy. This is discussed in the Delivery Strategy, Chapter 4 which also includes the Infrastructure Schedule itself.

- 3.41** 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.

3 . Development Strategy

4 . Infrastructure Delivery Strategy

4 . Infrastructure Delivery Strategy

How New Homes, Employment Areas and Their Infrastructure Will Be Delivered

About this Chapter

4.1 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.

4.2 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.

Where and When Will the Housing and Employment Areas be Built?

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

1. North of Houghton Regis (Sites 1 and 2);
2. North Luton

4 . Infrastructure Delivery Strategy

3. East of Leighton-Linslade; and
4. East of London Luton Airport (a.k.a. Extension to Century Park)

4.4 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⁽¹⁷⁾. Full details of these sites and in what circumstances they will be used are set out later in this Chapter.

4.5 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 place. Over the Plan period (2011 – 2026), the average annual build will be 1,543 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 Overall Housing Trajectory⁽¹⁸⁾.

4.6 It is important that **critical** or **essential** infrastructure projects without which the development cannot begin are identified.

4.7 The definitions of "critical", "essential" and "desirable" as they relate to infrastructure are as follows:

17 In addition, provision has been made for 750 dwellings in the remaining rural area.

18 See www.shapeyourfuture.org.uk web site

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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 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

4 . Infrastructure Delivery Strategy

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.

- 4.8** Table 4.1 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 undertaken within the first five years of the Core Strategy.

Table 4.1 Infrastructure Schedule

					2011-16			
Code	Priority	Infrastructure Category	Name ⁽¹⁾	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap ⁽²⁾ '000s
Critical Projects to be delivered in the first 5 years								
TR20	Critical	Transport	New commercial bus service X1	2016	£1,000	£1,000	Developer	£0
TR21	Critical	Transport	New commercial bus service X1	2013	£1,000	£1,000	Developer	£0
TR01	Critical	Transport	Luton-Dunstable Busways	2012	£80,000	£80,000	Luton & South Beds IDP 2008-09	£0
TR05	Critical	Transport	J10A	2014	£22,300	£10,500	Developer/TEN/ Other Public-Private	£11,800

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Code	Priority	Infrastructure Category	Name (1)	Date	2011-16		Funding Source	Funding Gap (2) '000s
					Project Cost '000s	Project Funding '000s		
TR06	Critical	Transport	A5-M1 Link (incl Proposed Junction 11A)	2013	£162,000	£162,000	DfT & Developer	£0
TR07	Critical	Transport	Woodside Connection	2016	£35,000	£0		£35,000
TR24	Critical	Transport	M1 Widening junctions 10-13	2013	£504,000	£504,000	Government	£0
TR25	Critical	Transport	Luton Parkway Station Northern Access	2013	£4,300	£4,300	CIF/TEN/Network Rail & Developer	£0
U1	Critical	Utilities	New Primary S/S and reinforcement at Sundon grid	2011	£12,000	£12,000	Developer	£0
U8	Critical	Utilities	Rising Main to Stanbridgeford WwTW	2011	£420	£350	AWS (& Developer)	£70
U9	Critical	Utilities	Rising Main to Stanbridgeford WwTW	2011	£400	£400	AWS (& Developer)	£0

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					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
U17	Critical	Utilities	Rising Main to Luton(East Hyde) WwTW	2011	£3,220	£3,220	TWUL	£0
U2	Critical	Utilities	New Primary S/S and network reinforcement	2011	£10,000	£2,000	EDF (& Developer)	£8,000
U12	Critical	Utilities	Rising Main to Dunstable WwTW	2011	£280	£280	Developer	£0
U13	Critical	Utilities	Gravity Sewer to Dunstable WwTW	2011	£580	£290	AWS (& Developer)	£290
U14	Critical	Utilities	Gravity Sewer to Dunstable WwTW	2011	£1,120	£1,120	Developer	£0
U15	Critical	Utilities	Gravity Sewer to Chalton WwTW	2011	£840	£840	Developer	£0
U5	Critical	Utilities	New Primary S/S, cable routes and reinforcement at Sundon Grid	2011	£7,000	£7,000	Developer	£0
U16	Critical	Utilities	Gravity Sewer to Chalton WwTW	2011	£3,000	£3,000	TWUL	£0

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					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
U19	Critical	Utilities	Gravity Sewer to Chilton WwTW	2011	£480	£480	Developer	£0
U7	Critical	Utilities	Minor Reinforcement works and crossing of M1	2011	£2,000	£2,000	EDF (& Developer)	£0
Total critical projects to be delivered in the first 5 years					£850,940	£795,780		£55,160

Critical projects to be part delivered in the first 5 years in readiness for the second 5 years								
TR15	Critical	Transport	East of Leighton Distributor Road	2017	£20,800	£20,800	Developer	£0
U6	Critical	Utilities	New Primary S/S and network reinforcement	2019	£1,666	£1,500	EDF (& Developer)	£166
Total critical projects to be part delivered in the first 5 years					£22,466	£22,300		£166

Critical project funding due to be paid in the first 5 years in readiness for delivery later in the plan period								
TR08	Critical	Transport	East Luton Corridor Extension	2019	£0	£50,000	Developer	-£50,000

4 . Infrastructure Delivery Strategy

					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
Total critical project funding to be paid in the first 5 years ahead of project delivery					£0	£50,000		-£50,000
Total of all critical projects to be delivered, part funded or forward funded in the first 5 years					£873,406	£868,080		£5,326

Essential projects to be delivered in the first 5 years								
CO01	Essential	Community Facilities	1 Community Centre	2014	£1,850	£0		£1,850
CO09	Essential	Community Facilities	1 Community Centre	2014	£1,850	£0		£1,850
EC11	Essential	Economic Development	Luton Station Gateway - Development (Station Quarter)	2012	£50,000	£50,000	Developer Led	£0
EC12	Essential	Economic Development	Power Court	2012	£400,000	£400,000	Developer Led	£0
EC13	Essential	Economic Development	Mall extensions - Phase 1 (St. George's Square)	2014	£20,000	£20,000	Developer Led	£0
EC14	Essential	Economic Development	Mall extensions - Phase 2	2012	£250,000	£250,000	Developer Led	£0

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					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
			(Plaiterslea/ Church Street)					
EC03	Essential	Economic Development	Century Park	2012	£200,000	£200,000	Developer	£0
EC08	Essential	Economic Development	Dunstable Town Centre Masterplan & Delivery	2012	£1,750	£1,750	LABGI & GAF III Funding	£0
EC01	Essential	Economic Development	Butterfield	2012	£300,000	£300,000	Developer	£0
EC02	Essential	Economic Development	Napier Park	2016	£400,000	£400,000	Developer	£0
EC04	Essential	Economic Development	New Strategic Employment Sites	2015	£500,000	£500,000	Developer	£0
ED04	Essential	Education	3FE Primary School	2015	£4,600	£0		£4,600
ED40	Essential	Education	2FE Lower School	2016	£4,500	£0		£4,500
ED10	Essential	Education	2FE Lower School	2015	£4,500	£0		£4,500
ED44	Essential	Education	2FE Lower School	2013	£4,500	£0		£4,500
ED01	Essential	Education	University of Bedfordshire	2012	£100,000	£100,000	Developer	£0

4 . Infrastructure Delivery Strategy

					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
ED03	Essential	Education	Luton 6th Form College	2010	£40,000	£40,000	LSC	£0
HE05	Essential	Healthcare	5 GPs, 2 Dentists	2016	£2,520	£0		£2,520
OS01	Essential	Open Space	Mall extensions - Public Realm Improvements	2010	£4,000	£0		£4,000
OS02	Essential	Open Space	District/ Borough 63ha	2023	£0	£0		£0
TR03	Essential	Transport	Luton Station - New Multistorey CP	2010	£16,000	£16,000	GAF II & III	£0
TR04	Essential	Transport	Luton Town Centre Improvements	2013	£26,100	£26,100	RFA & GAF III	£0
Total Essential projects to be delivered in the first 5 years					£2,332,170	£2,303,850		£28,320

Essential projects to be part delivered in the first 5 years in readiness for delivery later in the plan period								
EC10	Essential	Economic Development	Leighton-Linslade Masterplan	2018	£120	£150	Central Bedfordshire (Southern area)	£30

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					2011-16			
Code	Priority	Infrastructure Category	Name (1)	Date	Project Cost '000s	Project Funding '000s	Funding Source	Funding Gap (2) '000s
ED05	Essential	Education	3FE Primary School	2018	£2,300	£0		£2,300
ED35	Essential	Education	Pre-School	2021	£360	£0		£360
ED36	Essential	Education	2FE Lower School	2018	£2,250	£0		£2,250
ED51	Essential	Education	Pre-School	2021	£360	£0		£360
ED13	Essential	Education	5FE Middle School	2018	£5,000	£0		£5,000
ED34	Essential	Education	Pre-School	2021	£360	£0		£360
OS09	Essential	Open Space	Strategic 98ha	2031	£6,217	£0		£6,217
Total essential projects to be part delivered in the first 5 years					£16,967	£150		£16,817
Total of all essential projects to be delivered or part delivered in the first 5 years					£2,349,137	£2,304,000		£45,137
Source: AECOM Infrastructure Delivery Plan and Funding Study – October 2010								

1. This table includes all of the critical and essential infrastructure that should be in place, as identified in October 2010, to support the first five years of the Plan. It also includes the requirements that need to be put in place during the first five years in preparation for the following five years. It therefore represents a “pessimistic” forward view.
2. The overall funding gap is approximately £50 Million. However, once the expected developer contributions are included, this funding gap falls to approximately £28 Million.

Who will be Paying for the Infrastructure

- 4.9** 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.
- 4.10** 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) either under any existing SPD within each authority or under the intended publication of a single consolidated contributions SPD for the joint area. This SPD will take into account emerging policies and developer contribution systems that may apply nationally.
- 4.11** 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.
- 4.12** The following policy sets out the requirements for public funding contributions to infrastructure.

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Policy CS 2

Public Funding for Infrastructure

Central Bedfordshire Council, 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.

- 4.13** The following policy sets out the requirements for developer contributions to infrastructure.

Policy CS 3

Developer Contributions for Infrastructure

The Luton and South Bedfordshire Joint Committee will publish a single Developer Contributions Supplementary Planning Document (SPD).

This SPD will also set out:

1. The threshold of development above which financial contributions for critical and essential infrastructure will also be 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.

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.

The Contingency Plan: Corrective Action That May Be Taken

- 4.14** 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:

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1. how the delivery of the housing and 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.

4.15 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.

4.16 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.

4 . 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.

4.17 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

4.18 It is important to note that this Contingency 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*

4 . Infrastructure Delivery Strategy

Document or a review of the Core Strategy itself. However, those sites that are not in conflict with the Plan may come forward through the normal process of considering planning applications.

Table 4.2 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 (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.

4 . Infrastructure Delivery Strategy

	Contingency	Trigger	Time	Monitor	Process of Delivery	Critical and Essential Infrastructure
2	The alternative small sites contingency	An assessment within the Annual Monitoring (AMR) of the 5 year land supply and prospects for improvement in normal market conditions	2013-2026	AMR.	Implementation of Policy. 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 promoted	An annual assessment within the AMR of the prospects of commencement on one of the allocated SSSAs	2016-2026	AMR. Call for Sites activity. Annual discussions with SSSA consortia and/or landowners. Alerts on delivery of critical and essential infrastructure at the SSSAs.	Review of the Core Strategy	To be identified in a Local Infrastructure Study as required by Policy. Sustainability Appraisal provided by promoters.

4 . Infrastructure Delivery Strategy

	Contingency	Trigger	Time	Monitor	Process of Delivery	Critical and Essential Infrastructure
				Strategic Housing Market Assessment (SHMA) updates		
4	Review of the Core Strategy	An assessment within the AMR of the successful implementation of the Core Strategy.	2013-2031	Housing completions; SHMA updates; Strategic Housing Land Availability Assessment updates. 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.	An assessment within the Annual Monitoring Report (AMR) of the prospects of commencement	2013-2026	Annual discussions with SSSA consortia and/or landowners.	Implementation of Policy. Discussions with CBC or LBC	To be identified in a Local Infrastructure

4 . Infrastructure Delivery Strategy

	Contingency	Trigger	Time	Monitor	Process of Delivery	Critical and Essential Infrastructure
	1,850 dwellings; 13ha. employment land	and rate of development of deliverable sites within this Core Strategy.		SHMA updates.	Development Management services.	Study as required by Policy.
5b	Flexible Site Capacity. Land to the North of Houghton Regis c. 2,200 dwellings; 8ha. 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. SHMA updates.	Implementation of Policy. Discussions with CBC or LBC. Development Management services.	To be identified in a Local Infrastructure Study as required by Policy.

4.19 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.

4 . Infrastructure Delivery Strategy

- 4.20** 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.
- 4.21** The next chapter looks at reviewing Green Belt boundaries.

5 . Green Belt Matters

Green Belt Matters

- 5.1** Green Belt policy has helped protect the southern Central 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. Green Belt boundaries may be reviewed by development plans and/or in exceptional circumstances. There will be a need to revise the Green Belt to accommodate suitable areas for sustainable SSSAs.
- 5.2** The purpose of this section is to review the detailed boundaries of the Luton and southern 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.

Policy CS 4

Extent of the Green Belt

The Green Belt is shown on the proposals map, and covers the whole of southern Central Bedfordshire outside of the Luton/Dunstable/Houghton Regis conurbation but also extends onto land at Stopsley and land adjacent to the airport southern boundary within the Luton boundary. In the rural area, the Green Belt washes over smaller settlements, except for those towns and villages with envelopes which are excluded. The boundary of the Green Belt excludes the Sustainable Strategic Site Allocations (SSSAs) east of Leighton Buzzard, North of Houghton Regis and north of Luton.

- 5.3** Green Belt boundaries and any changes needed to enable the delivery of SSSAs are shown on the Proposals Map Amendments in Appendix 2. In view of these Green Belt losses, compensatory additions to the Green Belt should be considered in the northern part of Central Bedfordshire, in order that the overall extent of the Green Belt is not reduced.

Reason for the Green Belt Review

- 5.4** One of the principle 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 as required by Planning Policy Guidance Note 2: Green Belts, 1995, (PPG2) which facilitates such a review.
- 5.5** In the Luton and the southern Central Bedfordshire area, priority will be given 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 in line with the development strategy. 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.
- 5.6** 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

5 . Green Belt Matters

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 site allocation policies. The site allocation policies will also consider changes to existing or new infill only boundaries.

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

Development in the Green Belt

- 5.8** 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.
- 5.9** 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.

- 5.10** 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.
- 5.11** 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.

5 . Green Belt Matters

6 . Linking Places

Introduction

- 6.1** High quality travel links are essential to the economic prosperity of Luton and southern Central Bedfordshire and the quality of life for local people. Improving the transport system in a sustainable way whilst also ensuring that the area remains well connected is of critical importance to this plan. This chapter sets out how this is to be achieved.
- 6.2** Transport schemes and initiatives will be implemented at two levels; strategic / conurbation-wide and area / neighbourhood priorities. The programme for the delivery of strategic transport infrastructure will run concurrently with that of the Local Development Framework. The Local Transport Plans (LTPs) currently being produced by Luton and by Central Bedfordshire will also set out the programme for area and neighbourhood interventions.

Key Challenges

- 6.3** The key challenges facing the area are:
1. Addressing the area's role as a node, with regional transport importance, through building on its good north-south road and rail connections whilst improving east-west connections; ;
 2. Improving the existing transport network and its capacity to accommodate development. An important element of this will involve addressing existing congestion issues in urban areas;
 3. Reducing carbon and other emissions from the transport sector;
 4. Addressing issues of accessibility to services, both within urban and rural areas.

- 6.4** The planning process has an important role to play in improving the connectivity of and accessibility to the transport network, and at the same time reduce the climate change impacts of travel. The main policy impacts are to:-
- locate development so as to reduce the need to travel, for example by encouraging mixed use development, increased digital connectivity, better co-location of uses and more sustainable travel infrastructure;
 - manage travel behaviour and demand for transport by effecting a major shift towards more sustainable transport;
 - maximise energy efficiency and promote the use of renewable and low carbon energy sources for transport; and
 - improving connectivity of and accessibility to the transport network
- 6.5** Opportunities will be put in place for an integrated public transport system to ensure that both rail bus and taxi services connect more efficiently to each other in a way that makes travelling by public transport easier and more attractive, for example, 'transport interchanges' to enable transfers between rail and buses are indicated on the Key Diagram in Appendix 1.
- 6.6** Technology will be used to minimise the need to travel. *ICT* and broadband connectivity is a key policy focus nationally⁽¹⁹⁾ and will be important to foster sustainable business development by increasing accessibility but reducing travel, and facilitating a low carbon

6 . Linking Places

economy. High speed broadband and next generation broadband will be a key opportunity and aspiration within in new SSSAs and in redevelopment opportunities within existing areas.

Promoting Sustainable Transport

6.7 A modal shift away from single-occupancy domestic car use in residential areas and transporting goods by road must be achieved if development on the scale set out in this document is to be delivered sustainably. More sustainable patterns of development will be promoted leading to more sustainable forms of transport. Indicative targets to reduce the proportion of journeys undertaken by car will be developed through the LTPs. These are based on robust modelling carried out by the two councils as part of the development of the LTPs.

6.8 With regard to commercial transport movements, the new LTPs will set out the strategic principles to encourage a greater proportion of freight to be moved more sustainably and identifying ways in which HGV movements through inappropriate areas will be minimised.

More Efficient and Alternative Energy for Transport

6.9 The planning process has an important role to play in providing more efficient and alternative energy sources for transport by encouraging developers of the SSSAs to fund and manage the implementation of “car clubs” using low or no emission vehicles and to provide electric vehicle charging points in those developments.

Strengthening Connectivity and Improving Accessibility

- 6.10** 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. Local Area Transport Plans will be prepared for Dunstable, Leighton - Linslade and Houghton Regis, while Luton's LTP will cover Luton itself. These plans will also ensure journeys from outside these towns are considered.
- 6.11** The LTPs 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⁽²⁰⁾.
- 6.12** 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 in urban areas and enable existing highway space to be used for improvements to public transport, cycling and walking networks. Without them, development on the scale currently

20 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

6 . Linking Places

envisaged cannot be delivered. 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 promotes sustainable transport.

6.13 Local transport connections will be improved by increasing accessibility to and within town centres, key public transport interchanges (including rail stations) and other local service centres and community hubs. Measures to achieve this are set out in Chapter 5: Infrastructure Delivery Strategy, while the Local Transport Plans will set out the measures required in more detail.

6.14 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) and will have a key local role in helping to relieve pressure of future development on the local transport network. 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.

6.15 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, together with associated extensions through the SSSAs;
2. Provision of Park and Ride sites and an associated increase in 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, together with investment in infrastructure in these corridors including interchanges as set out in the Key diagram in Appendix 1 , 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.

6.16 Policy CS5 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 CS 5

Linking Places

Connecting across Urban and Rural Areas

Connections will be strengthened between and across the urban and rural areas as set out in Chapter 3 and detailed in the Local Transport Plans. Key proposals are shown on the Key Diagram in Appendix 1: transport interchanges, guided bus priority routes linking the Park and Ride sites and the SSSAs adjoining the main conurbation with Luton and Dunstable Town Centres; improvements to the strategic highway network along safeguarded routes i.e. A5 – M1 link and the Woodside Connection, Luton Northern Bypass M1– A6; providing a new railway station serving the north of Luton.

Increasing Accessibility

Through the LTPs, analysis will be undertaken to identify those areas where services are least accessible by public transport. Working with key partners, the LTPs will identify ways in which this can be addressed. This may include a variety of solutions, including finding ways of bringing services to local communities, more responsive public transport (where appropriate) and improved opportunities for walking and cycling.

Accessibility will also be improved through the planning system, by, for example, promoting 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.

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, including a commitment to fund the ongoing monitoring of the impact of travel plan initiatives.

Delivery

6.17 Major new highway and public transport infrastructure will be delivered in accordance with the items and timescales set out in the Delivery Strategy in Chapter 4. The Delivery Strategy also includes policies for developer contributions that will be required to bring such new infrastructure forward and sets out how developer contributions are to be secured. The Local Transport Plans will provide more detail on schemes, including smaller schemes which will be covered by a

6 . Linking Places

combination of developer contributions and funding from other sources. The LTPs will also demonstrate how the combination of measures set out in Chapter 5 and in the LTPs will meet the key transport challenges.

- 6.18** 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.
- 6.19** In cases where it is not possible to identify sufficient practical measures to deliver and sustain modal shift targets as part of a development, a developer will need to fund other mitigating measures or scale down the development.
- 6.20** The next chapter looks at creating successful places for people to live, work and enjoy.

7 . Making Places

Making Places

7.1 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. The Commission for Architecture and the Built Environment (CABE) recognises that there has been an under achievement nationally, in delivering quality design. This must be addressed within the SSSAs and via redevelopment opportunities.

Housing for all needs

7.2 The housing provision identified in Chapter 3 will address the existing gaps in the range of types, tenures and sizes of residential property as well as supporting identified future need.

7.3 Whilst a range of dwelling 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 stock 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 in Appendix 3 Issues & Trends. 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⁽²¹⁾.

21 Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (2008, ORS/ Savills)

- 7.4** There is a significant requirement for affordable housing, with 5,200 units needed in southern Bedfordshire and 5,700 in Luton between 2007 and 2021. 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. Assessment has shown that only 35% of the overall housing requirement can be *viably delivered* through the planning system as affordable tenures. The deficit will require innovative solutions from a broad range of council departments and partners.
- 7.5** 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*.
- 7.6** 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⁽²²⁾. This proportion should be split further to deliver 25% social rent and 10% intermediate to address the need for different tenures. The threshold for delivery of affordable housing is also specified in Policy CS6.

22 Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (2008, ORS/ Savills)

7 . Making Places

- 7.7** As people live longer, an increasing proportion of the population will be aged 65 and over²⁶. Housing will therefore need to offer specific products for this group, utilising initiatives such as extra care schemes, Lifetime Homes standards and 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.
- 7.8** While Lifetime Homes standards will provide accessible and flexible accommodation for a wide range of the population, provision must also be made for those with more specific needs. Homes designed to enhanced accessibility standards will be required for wheelchair users while other forms of specialist design will be necessary to meet a range of other needs to enable a decent quality of life for all.
- 7.9** Residential developments will be required to foster social inclusion and cohesion by addressing concerns such as crime and the fear of crime⁽²³⁾. Initiatives such as ‘Secured by Design’⁽²⁴⁾ and a good understanding of known, local issues can ensure that developments support thriving communities.

Future Development Plans in Preparation

- 7.10** Further local development policies and plans will provide more detailed guidance on housing delivery; these will include:

23 ‘Luton’s Sustainable Community Strategy 2008 – 2026’ and ‘Central Bedfordshire’s Sustainable Community Strategy’

24 Secured by Design is a UK Police initiative supporting the principles of ‘designing out crime’: www.securedbydesign.com

1. Site allocation policies and maps identifying the locations for development of non strategic housing ;
2. Development Management policies for assessing planning applications;
3. Master Plans or supplementary policies and plans which are more area specific for areas of change, containing detailed requirements of areas with unique development opportunities; and
4. Developer Contributions policies and documents, providing detail guidance for the implementation of planning policy related to securing necessary infrastructure (including affordable housing) through developers' contributions.

Policy CS 6

Housing for All Needs

New Residential development will provide housing as follows:

1. The mix of dwellings (size, type and tenure) delivered will have regard to local circumstances and provide a range of accommodation to diversify the housing stock in line with identified need.
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 Leighton Linlade and 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 be viably 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.

Social and Community Infrastructure

- 7.11** 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.
- 7.12** 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.
- 7.13** 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 community development, childcare, education and training, libraries, arts and culture, sports and leisure, places of worship, health services, emergency services, utilities and public toilets”.
- 7.14** Open space and green spaces are covered separately under Green Infrastructure in Chapter 9.
- 7.15** 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.
- 7.16** The need for social and community infrastructure generated by new development should be addressed as soon as it arises, including suitable temporary provision allied to phasing in full provision, to a

7 . Making Places

standard which ensures 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 running and maintenance, where appropriate.

7.17 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, voluntary and community sector agencies, such as primary care trusts, education providers and community groups.

7.18 There may 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⁽²⁵⁾ and incentivised by the public building programs which may include the Building Schools for the Future (BSF) programme⁽²⁶⁾, currently under spending review although, some continuation of this scheme or some other programs, may be anticipated which could also be taken up in south Central Bedfordshire where applicable or in accordance with the councils Education Vision⁽²⁷⁾. These opportunities may be in the form of

25 Luton's Corporate Asset Management Plan 2009-2014 & Central Bedfordshire Medium Term Property Strategy, 2009-12.

26 for example, Building a brighter future: Luton's Building Schools for the Future (BSF).

27 An Education Vision for Central Bedfordshire, January 2010

shared facilities, integrated service delivery, office and community space, social enterprises such as cafés and training facilities or advice premises.

7.19 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.

7.20 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⁽²⁸⁾. 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)⁽²⁹⁾, the Councils' and Partners' corporate priorities and the internal reviews of services by the constituent local authorities and their community partners.

7.21 Policy CS7 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 social and community infrastructure including support activities and services.

28 Existing and Future Social and Community Infrastructure Needs for Luton and southern Central Bedfordshire, August 2008 (UCL and Colin Buchanan)

29 Draft Infrastructure Delivery Plan & Funding Study, EDAW/AECOM, November 2009

7 . Making Places

- 7.22** 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.
- 7.23** 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 CS 7

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 no longer needed or economically viable in the case of commercial services.

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 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*, and cover revenue costs, until permanent community facilities are available.

7 . Making Places

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.

Quality of Design

7.24 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.

7.25 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.

7.26 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*.

- 7.27** 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.
- 7.28** 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 assets and their context to reinforce the unique and special qualities of the place.
- 7.29** 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.
- 7.30** 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.

7 . Making Places

7.31 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⁽³⁰⁾, town centre strategies and Master Plans⁽³¹⁾, some of which are still in preparation. In addition to design guidance, national industry design standards such as Building for Life, BREEAM, Lifetime Homes and Code for Sustainable Homes⁽³²⁾ will be used to assess development proposals.

30 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)

31 Southern Bedfordshire: Dunstable Master Plan (Draft SPD) and Houghton Regis Master Plan (Central Bedfordshire, 2007)

32 Building for Life: the national standard for well designed homes and neighbourhoods: www.buildingforlife.org/ CABE and Home Builders Federation

Policy CS 8

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, protect, preserve and enhance the character, appearance and context of historic and architectural assets of local and national importance;
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;
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.

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

7 . Making Places

8 . Economic Prosperity

About this Chapter

- 8.1** 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.

Delivering Economic Prosperity

- 8.2** 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⁽³³⁾, 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⁽³⁴⁾.
- 8.3** Many of the measures needed to achieve this job creation, including uptake by the local pool of labour, lie outside the role of the LDF (e.g. skills and training providers) and are better delivered by other partners and stakeholders⁽³⁵⁾. However, the LDF has an important

33 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

34 Joint Economic Development Strategy II, Bedfordshire and Luton Economic Development Partnership (BLEDP), 2008

35 Appendix 1 of Joint Economic Development Strategy II, BLEDP, 2008

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 (including on site childcare providers), to enhance participation and skills of the local workforce and the dynamism of the local businesses; and
4. support opportunities for tourism related employment.

8.4 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.

8.5 It is forecast that around half of the total number of new jobs will be created in service sectors⁽³⁶⁾, 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.

8 . Economic Prosperity

- 8.6** 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.
- 8.7** 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.

Existing Employment Sites

- 8.8** The majority of existing employment land is developed but remains suitable for B use classes, with high levels of occupancy being sustained⁽³⁷⁾. Employment Land Study (2008) Employment Land Study (2008) With the national and local 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.
- 8.9** Policy CS9 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.

37 Employment Land Study (2008)

New Employment Sites

- 8.10** 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.
- 8.11** 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 the north the main conurbation. These are discussed further in Chapter 10.
- 8.12** 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⁽³⁸⁾. 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.

8 . Economic Prosperity

- 8.13** 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.
- 8.14** In the case of land adjacent to Sundon Quarry, this will be considered for allocation via the site allocation policies for a Rail Freight Interchange, to cater for a large proportion of the demand for B8 uses in a location which will be highly accessible to the strategic transport network, well related to the main conurbation, and which reduces the impact on the amenity of the area. The site allocation policies will address 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⁽³⁹⁾.

London Luton Airport

- 8.15** 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*⁽⁴⁰⁾. The airport's plans for expansion remain unclear but it is encouraged in the 2003 Air Transport White Paper⁽⁴¹⁾. The Joint Committee and Luton Borough

39 Planning Policy Statement 9: Biodiversity and Geological Conservation, Office of the Deputy Prime Minister, 2005

40 Employment Land Study, 2008

41 The Future of Air Transport' White Paper, 2003, Department for Transport

Council are committed to working with the airport in developing these plans further and to ensuring that new development does not prejudice them.

Rural Employment

- 8.16** 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: 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⁽⁴²⁾.

Policy CS 9

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
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 3. 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 considered for allocation through the site allocations policies for a Rail Freight Interchange, which utilises the Midland Main Line. No development will be permitted in this location for uses other than a Rail Freight Interchange, including rail served warehouses.

Opportunities to expand existing employment sites will also be considered in the preparation of the site allocations policies.

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.

Delivery

- 8.17** The site allocations policies 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 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.
- 8.18** The Development Management policies 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.

8 . Economic Prosperity

- 8.19** The Economic Development and Development Management Teams at Central Bedfordshire Council and Luton Borough Council will work with landowners and businesses to encourage regeneration of existing sites and where necessary facilitate 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.
- 8.20** The next chapter looks at protection of the natural built environment and resources and includes adapting to climate change and reducing flood risk.

9 . Safeguarding Our Environment and Resources

9 . Safeguarding Our Environment and Resources

Introduction

- 9.1** This chapter builds on the Core Strategy Vision of creating a sustainable community. It focuses on delivering sustainable and integrated communities whilst aiming to protect the natural and built environment, minimise the area's carbon footprint, mitigate and adapt to climate change and identifying measures to reduce flood risk especially in light of the development required for Luton and southern Central Bedfordshire.
- 9.2** The quality of our lives is largely determined by the condition of our surrounding environment. The natural and built environment will come under pressure from an increase in local population 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.
- 9.3** 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 environment through sustainable construction and resource efficiency.

Green Infrastructure

- 9.4** Green Infrastructure (GI)⁽⁴³⁾ is defined as a strategically planned and managed network of green spaces, access routes, wildlife habitats, landscapes and heritage which meet the needs of existing and new communities by providing:

43 Bedfordshire and Luton Strategic Green Infrastructure Plan, February 2007

9 . Safeguarding Our Environment and Resources

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.

9.5 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. The majority of environmental assets are located within the green infrastructure network but there are areas outside of the network that also require protection and enhancement.

9.6 The GI Plans⁽⁴⁴⁾ identify a strategic network of GI, comprising priority areas and projects, to which new GI will contribute to 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

44 Bedfordshire and Luton Strategic Green Infrastructure Plan, February 2007, Luton and southern Central Bedfordshire Green Infrastructure Plan, 2009.

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- 9.7** 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 exist at a local level within the urban areas. Luton , 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⁽⁴⁵⁾. Further details on how developments will meet these requirements will be set out in the Development Management DPD and in other Supplementary Planning Documents.
- 9.8** Luton and southern Central Bedfordshire has a variety of distinctive landscapes most notably the chalk escarpments of 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⁽⁴⁶⁾, although the preferred alignment of the proposed North Luton Bypass does pass through a section of the AONB⁽⁴⁷⁾. The Councils will ensure that the proposed bypass will have a minimal impact on the AONB by mitigating the impacts. Urban fringe landscapes are also characteristic - all landscapes are valuable; the Landscape Character Assessment details objectives and strategies to conserve and enhance the essential character of

45 Draft Green Space Strategy, February 2008

46 See Chapter 3: Development Strategy

47 See Chapter 6: Linking Places

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landscape types⁽⁴⁸⁾. The LUC effectively replaces the saved Area of Great Landscape Value policy (a local landscape designation of the Bedfordshire Structure plan 2011). Policy guidance on the geographic coverage and application of the replacement LUC will be set out in the site allocation and development management policies.

9.9 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 . Together these provide a rich historic environment contributing 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⁽⁴⁹⁾.

9.10 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.

48 the South Bedfordshire Landscape Character Assessment (LUC) 2009.

49 Luton and southern Central Bedfordshire Environment Sensitivity Assessment, December 2008

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- 9.11** The variety of wildlife habitats and areas of biodiversity in Luton and southern Central Bedfordshire make an important contribution to the quality of life for the community. Partnerships already exist to support the Bedfordshire and Luton Bio diversity Action Plan⁽⁵⁰⁾ And this will be supported by emphasis on Green Infrastructure and habitat creation. The area contains some areas designated as being of particular importance for biodiversity or geology/geomorphology. They include a number of nationally important sites of Special Scientific Interest such as Dunstable and Whipsnade Downs, National Nature Reserves such as Barton Hills and more local sites, termed County Wildlife Sites (CWS) and Regionally Important Geological Sites (RIGGS). In addition to these, there are other local priority habitats and species which are defined in the BAP and include for example, lowland calcareous grassland and lowland 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.
- 9.12** 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 areas rich in biodiversity together with the strategic green infrastructure network to create green corridors within developed areas and to the countryside.

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9.13 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 9.1 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.

Policy CS 10

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 which includes the Chilterns AONB identified on the key diagram, 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 on-site 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.

Delivery and Monitoring

- 9.14** 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.

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- 9.15** 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 by stakeholders according to contributions.
- 9.16** Progress on achieving the policy will be monitored through the Annual Monitoring Report.

Resource Efficiency

- 9.17** The Government is putting in place a large number of initiatives to bring about an improvement in resource efficiency and reduce carbon dioxide emissions including the Code for Sustainable Homes (CfSH) and BREEAM⁽⁵¹⁾.
- 9.18** The Code for Sustainable Homes seeks to provide a step change in sustainable home building practice by measuring the sustainability of a home against various criteria including: energy/carbon dioxide emissions, water, materials, surface water run-off, waste, pollution, health and well being, management and ecology. The Code uses a rating system from one to six stars with six being an exemplar development. 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⁽⁵²⁾.

51 Planning Policy Statement 1 Supplement: Planning for Climate Change

52 See www.communities.gov.uk/thecode

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- 9.19** The Environmental Assessment Method (BREEAM) created by the Building Research Establishment (BRE), is a tried and tested system for assessing the sustainability of non-residential developments. It is considered that a Government recognised accreditation scheme such as BREEAM is a sound benchmark against which to ensure the best possible move towards sustainable construction of non-residential buildings. New development and refurbishments will be encouraged to meet or exceed the rating of ‘Excellent’ or ‘Good’ respectively. Full details of proposals will need to be submitted as part of the information accompanying planning applications. It is recognised that some types of development, due to their design, small scale or those to be constructed on land needing remedial work may have problems achieving this target. Under these circumstances, the applicant will be required to demonstrate that meeting the target would render the proposals nonviable or unfeasible.
- 9.20** A technical study⁽⁵³⁾ has been undertaken in order to identify targets for the area that are suitable, viable and achievable. The recommendations of the study, which are reflected in Policy CS10, are summarised below.
- 9.21** 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.

53 Sustainable Development and Adaptation and Mitigation of Climate Change Study, November 2009

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- 9.22** 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.
- 9.23** 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.

Table 9.1 Code for Sustainable Homes Standards

	Code Level 3	Code Level 4	Code Level 6
Required carbon dioxide emission reductions	25%	44%	100%
Water efficiency targets	105 litres per person per day	105 litres per person per day	80 litres per person per day

- 9.24** 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

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new developments to be designed in a way that will minimise resource consumption and withstand the longer impacts of climate change.

Policy CS 11

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.

All new non-residential developments must comply with the requirements of Building Regulations. However, new development and refurbishments will be encouraged to meet or exceed the rating of 'Excellent' or 'Good' respectively.

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.

Adapting to and Mitigating Against Flood Risk

- 9.25** 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.
- 9.26** In line with PPS25⁽⁵⁴⁾ the suitability of land for development will be considered in accordance with the sequential approach⁽⁵⁵⁾. 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⁽⁵⁶⁾ can be passed and to inform master planning work where flood risk may be an issue.
- 9.27** 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⁽⁵⁷⁾ once the development has been built to limit surface water run-off⁽⁵⁸⁾. Development proposals will therefore need to be supported by a

54 Planning Policy Statement 25: Flood Risk

55 A risk-based approach to determining the suitability of land for development in flood risk areas

56 Test to be undertaken if development not compatible with level of flood risk at a particular site.

57 Run-off rates from land not previously developed.

58 Planning Policy Statement 25: Flood Risk

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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.

9.28 Detailed flood risk assessments will build on the advice in the Water Cycle Study⁽⁵⁹⁾ to identify appropriate design, maintenance and adoption arrangements to be agreed by all 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⁽⁶⁰⁾.

9.29 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.

59 Phase 1 Luton and South Bedfordshire Water Cycle Strategy, December 2008

60 Luton and South Bedfordshire Strategic Flood Risk Assessment Level 1, 2008 and Phase 1 Luton and South Bedfordshire Water Cycle Strategy, December 2008.

9 . Safeguarding Our Environment and Resources

- 9.30** 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.
- 9.31** The River Lea rises in north Luton and is partly contained within culverts (covered channels) through the town centre, and emerges through LutonHooPark to the south. It is the central part of a strategic green corridor, where open spaces and wildlife habitats are the primary use, and where small scale projects can help reduce flood risk. The river corridor has no scope for large scale flood alleviation measures. Restoration of the River Lea in the town centre through de-culverting may not be possible due to existing development and the economic viability of future proposals. Developers will be encouraged to enter into early dialogue with the EA and LBC to seek practicable enhancement opportunities of the River Lea.
- 9.32** 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 CS 12

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;
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.

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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.

Delivery and Monitoring

- 9.33** 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, 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.
- 9.34** Further guidance on the requirements to provide Flood Risk Assessments and Design Statements will be provided in the Development Management DPD.
- 9.35** Developer contributions will be sought in accordance with Policy CS11 towards off site flood mitigation measures.
- 9.36** The key indicator which will be used for monitoring flood risk is Core Indicator 1.
- 9.37** The next chapter looks at how Strategic Site Specific Allocations will be used to deliver strategic development to the area.

9 . Safeguarding Our Environment and Resources

10 . Strategic Site Specific Allocations

10 . Strategic Site Specific Allocations

- 10.1** The following chapters translate the strategy for the delivery of development set out in chapters 1 to 4 and the associated strategic policies for its management set out in chapters 5 to 9 into a spatial distribution of development that is specifically tied to strategic sites.
- 10.2** This chapter looks at the Strategic Site Specific Allocations (SSSAs), outlining how 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.
- 10.3** 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 the core policies of this strategy.
- 10.4** 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

10 . Strategic Site Specific Allocations

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.

10.5 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 that 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.

10.6 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 Plan in the period 2011 – 2026 and a contingency. 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.

North of Luton SSSA

10.7 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

10 . Strategic Site Specific Allocations

ecological features⁽⁶¹⁾. 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.

- 10.8** 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.
- 10.9** 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 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 infrastructure will be provided, in particular linking existing and new 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.

Development Principles and Land Use

- 10.10** As outlined in Policy CS13: 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 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 CS6: Housing for All Needs.
- 10.11** 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

10 . Strategic Site Specific Allocations

to maximise opportunities for good road access. Opportunities within the local centres will be encouraged where appropriate and deliverable.

- 10.12** 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 CS10: Green Infrastructure.
- 10.13** 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 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.
- 10.14** 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.
- 10.15** The network of strategic green infrastructure, 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 other land uses generating significant volumes of travel will be located

10 . Strategic Site Specific Allocations

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.

- 10.16** 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.

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Policy CS 13

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.

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

1. provides a mix of uses necessary to achieve a sustainable and vibrant community including approximately 1800 private and affordable homes, 13 hectares of new employment land and supporting community facilities;
2. provides a contingency of approximately 2200 private and affordable homes and 7 hectares of employment land, which will be developed only in accordance with the contingency arrangements set out elsewhere in this 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 that link with the guided busway and contribute to improving public transport links to Leagrave Station and Luton town centre;

10 . Strategic Site Specific Allocations

6. links and enhances existing landscape, ecological and archaeological features within the existing urban area and the SSSA to provide a network of green infrastructure.

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.

North of Luton SSSA - Delivery and Monitoring

10.17 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 infrastructure requirements. It will also provide more detailed principles to guide the design of the development.

10.18 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.

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Table 10.1 North of Luton SSSA Recommended Infrastructure Delivery

Recommended Land Use	Recommended Delivery Partners	Recommended Time Scale
Housing	North Luton Consortium comprising 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.
Employment	Volume and specialist private developers and potential owner-occupiers.	To commence within 8 years as set out in the Housing Trajectory – medium to long term release site.
Community Infrastructure	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
Strategic Green Infrastructure	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.
Luton Northern Bypass	Central Bedfordshire Council with funding from	Commencement of M1 to A6 section by 2019. Commencement of A6 to

10 . Strategic Site Specific Allocations

Recommended Land Use	Recommended Delivery Partners	Recommended Time Scale
	S106 and the Highways Authority.	A505 section in the longer term.

North of Houghton Regis SSSA

- 10.19** The area to the north of Houghton Regis has been identified as a suitable location for the provision of 5,150 new homes, 30 hectares of new employment opportunities and associated infrastructure within the 15 year plan period. This area has also been identified as capable of accommodating a contingency of 1,850 additional homes and a further 10 hectares of employment land should future needs require it.
- 10.20** The North Houghton Regis SSSA, which sits between the M1 and the A5, will be delivered across two sites. Site 1 comprises the eastern side of the SSSA extending from the M1 to the A5120 whilst Site 2 is located to the east of the A5 to the A5120. The proposed A5-M1 link road provides the northern boundary for both sites and the Green Belt boundary will be revised to align with this.
- 10.21** 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 Green Belt boundary will be altered in this area to remove the land within the red line. 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

10 . Strategic Site Specific Allocations

the north of Houghton Regis, the Green Belt designation at Kingsland Campus will be removed to allow for the integration and development of this site into the urban extension.

- 10.22** The delivery of the SSSA over two sites will allow a more detailed approach to phasing to be undertaken, with the phasing and delivery of Site 2 being influenced by that of Site 1. The two sites will be fully integrated with each other as well as with the urban area of Houghton Regis so as to provide truly sustainable development. The timely delivery of supporting infrastructure within the SSSA will complement and enhance existing services and facilities as well as assisting in the regeneration of the existing urban area.

Site 1

- 10.23** Although relatively unconstrained, Site 1 does contain some existing landscape and ecological features, including an area of flooding in the south east corner and electrical power lines running along the eastern edge of the site following 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 provides an opportunity to contribute to the regeneration of the existing urban area.

Vision - North Houghton Regis SSSA Site 1

Site 1 of the North of Houghton Regis SSSA will provide for a community where people want to live, work and visit. It will form a distinctive place whilst appropriately integrating with the existing urban edge. It will complement the wider regeneration of Houghton Regis and Luton by providing a range of housing, employment opportunities and community facilities. A mix of commercial, civic, residential and leisure uses will be focused 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.

Development Principles and Land Uses

- 10.24** As outlined in Policy CS6: Housing Needs for All, an appropriate mix of private and affordable homes will be delivered in the SSSA to the north of Houghton Regis. Site 1 will deliver 4,400 new homes. The final number, however, along with the delivery of affordable housing and the mix of housing types and sizes, will be determined through the preparation of the Master Plan, associated delivery strategy and in accordance with Policy CS6.
- 10.25** Within Site 1, provision for approximately 22 hectares of new employment land will be made. This will comprise a range of employment uses and be concentrated at the proposed new Junction 11A and along the M1 corridor so as to maximise opportunities for good road access. Smaller pockets of employment land will be located in the SSSA within local centres.

10 . Strategic Site Specific Allocations

- 10.26** Site 1 of the North of Houghton Regis SSSA will be developed with distinctive character areas and connected to the urban area at Houghton Regis and Lewsey Farm by green corridors and key access routes. These will forge strong links with the existing communities and ensure opportunities for connectivity with Site 2.
- 10.27** Site 1 will benefit from strategic and local connections from the proposed A5-M1 link that will connect to the M1 at a new junction, Junction 11A. The proposed Woodside Connection will alleviate heavy goods traffic by directing this away from the SSSA and Houghton Regis. An extension of the Luton and Dunstable Busway into Site 1 will contribute to an improved choice of sustainable, public transport and improved access to the existing urban centres.
- 10.28** New development will be of a high quality, integrating local natural features and incorporating sustainable construction and design, creating a distinct identity and sense of place for Houghton Regis and encouraging the regeneration of the existing urban area.
- 10.29** A strategic network of green infrastructure in and around the SSSA will be created to link existing natural qualities, including ecological, biodiversity and archaeological features. These will form an integral part of the development, providing access to the countryside to the north. Existing green corridors and open spaces in Houghton Regis and Luton and will encourage the use of sustainable modes of transport.

10 . Strategic Site Specific Allocations

10.30 Areas at risk of flooding have been identified in the south eastern corner of Site 1 along the Houghton Brook⁽⁶²⁾. Opportunities to reduce the risk of flooding here and further downstream in Luton along the River Lea will be investigated and alleviation methods will be 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⁽⁶³⁾ relating to flood risk mitigation and betterment.

62 Luton and South Bedfordshire Strategic Flood Risk Assessment, 2007

63 Phase 1 Water Cycle Study 2008, Phase 2 Water Cycle Study 2009 and Luton and South Bedfordshire Strategic Flood Risk Assessment Level 1, 2008

Policy CS 14

North Houghton Regis SSSA Site 1

Site 1 will comprise the area between the A5120 and the M1. The Green Belt boundary will be revised to include land up to the alignment of the A5-M1 Link Road, forming the northern boundary of the site as shown in the Proposals Map Amendments in Appendix 2.

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

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 10 hectares of employment land, which will be developed only in accordance with the contingency arrangements set out within this strategy;
3. provides opportunities to assist in the regeneration of Houghton Regis and Lewsey Farm through the timely delivery of supporting infrastructure that complements and supports existing facilities;
4. provides 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 that link with Houghton Regis town centre and the guided busway as well as dedicated and safe pedestrian and cycle links from the new and existing neighbourhoods to local centres, employment opportunities and community facilities;

10 . Strategic Site Specific Allocations

6. provides a strategic green infrastructure network that links and enhances landscape, ecological, biodiversity and archaeological features; and
7. seeks to reduce flood risk along the Houghton Brook and further downstream in Luton by 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.

Delivery and Monitoring

- 10.31** A Master Plan and accompanying delivery strategy will be prepared as a supplementary planning document (SPD) for the North of Houghton Regis SSSA encompassing 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.
- 10.32** The delivery of Site 1 will be phased 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, such as the A5-M1 link and Woodside Connection, subject to detailed consideration within a transport assessment for any planning application.

10 . Strategic Site Specific Allocations

10.33 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.

10.34 Table 10.2 below sets out the key uses to be provided and a general indication of delivery mechanisms and associated time frames.

Table 10.2 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.

10 . Strategic Site Specific Allocations

Land Use	Delivery Partners	Time Scale
Strategic Green Infrastructure	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	2011/2012
Woodside Connection	Central Bedfordshire Council	2014

Site 2

10.35 Site 2 is slightly more constrained than Site 1, with an existing sewage treatment works, steep topography in the south, a scheduled monument and areas of flood risk. Careful planning and consideration will allow these constraints to 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.

10 . Strategic Site Specific Allocations

Vision for North Houghton Regis SSSA Site 2

Site 2 will build upon the strong sense of existing local community and will complement the wider regeneration of Houghton Regis initiated through development of Site 1. High quality residential, commercial, community, leisure and open space facilities will be located in accessible locations that can be reached by walking, cycling or by public transport. Neighbourhoods will be connected by a green infrastructure network, maximising the opportunities created by the existing natural features and promoting healthy lifestyles.

Development Principles and Land Uses

- 10.36** Being much smaller in scale, Site 2 will accommodate 750 homes although provision has been made for a contingency of a further 750 dwellings should future needs require it. As with Site 1, the final delivery 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 CS6.
- 10.37** Provision of approximately 5ha of new employment land will be provided within Site 2 that complements and supports employment opportunities provided in Site 1 and maximises its direct access to the strategic road network via the A5-M1 link.
- 10.38** Site 2 will also be accessed from the existing urban area and the A5120 and will be supported by public transport opportunities such as the extension of the Luton-Dunstable Guided Busway. Access routes and the use of green corridors will also create a safe environment for pedestrians and cyclists.

10 . Strategic Site Specific Allocations

- 10.39** To contribute to the regeneration of Houghton Regis and provide a distinctive identity and character, the design of the development of Site 2 will be of a high quality and incorporate sustainable design and construction. The design, 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 hedgerows and woodlands, the county wildlife site and site of special scientific interest (SSSI) at Houghton Quarry and Thorn Spring Scheduled Monument.
- 10.40** The natural features within and surrounding Site 2, together with the area at risk of flooding along the Ouzel Brook⁽⁶⁴⁾, provide a key opportunity to develop a strategic green infrastructure network that benefits both the residents of this development, Houghton Regis and Dunstable. It also provides the opportunity for odour and visual screening from the sewage treatment works.
- 10.41** As with Site 1, Site 2 will be developed in accordance with the detailed Master Plan which will be supported by a site specific flood risk assessment, taking account of the advice in the Water Cycle Study and Strategic Flood Risk Assessment relating to flood risk mitigation and betterment.

10 . Strategic Site Specific Allocations

Policy CS 15

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.

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

1. provides a mix of uses necessary to achieve a sustainable community including the provision of approximately 750 private and affordable homes, 5 hectares of new employment land and supporting community and green 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 within this strategy;
3. provides opportunities to assist in the regeneration of Houghton Regis, through the timely delivery of supporting infrastructure that complement and supports existing facilities;
4. integrates with Site 1 to facilitate the delivery of the wider strategic allocation for this area;
5. provides for efficient public transport routes that link with Houghton Regis town centre and the guided busway as well as dedicated and safe pedestrian and cycle links from the new and existing neighbourhoods to local centres, employment opportunities and community facilities;

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6. provides a strategic green infrastructure network that links and enhances landscape, ecological, biodiversity and archaeological features; and
7. seeks to reduce flood risk along the Ouzel Brook by engaging with the Environment Agency 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.

Delivery and Monitoring

- 10.42** 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.
- 10.43** Site 2 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 that could be delivered ahead of major highway infrastructure, such as 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

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infrastructure provision. It will also confirm the roles and responsibilities for the delivery and funding of the associated infrastructure.

East of Leighton-Linslade SSSA

- 10.44** Leighton-Linslade is an attractive market town located on the western edge of Central Bedfordshire that is made up of two historic settlements, Leighton Buzzard and Linslade, which straddle the River Ouzel. The town has a current estimated population of about 37,000.
- 10.45** 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.
- 10.46** The town centre offers a range of retail and community facilities that contribute substantially to its attractiveness as a place to live but both its physical and social infrastructure would benefit from improvement.
- 10.47** The town is surrounded by a rural hinterland but has significant amounts of land which have either been quarried (with limited restoration) or which are currently being quarried for minerals.

Description of the Strategic Specific Site Allocation

- 10.48** 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

10 . Strategic Site Specific Allocations

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.

- 10.49** Some of the land is currently in farming use with other parts lying within sand and silica quarrying areas. There are some areas of good quality landscape and part of the area around Clipstone Brook is within a defined floodplain.
- 10.50** 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.

The Vision for Leighton-Linslade

- 10.51** 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.

10 . Strategic Site Specific Allocations

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.

Development Principles

- 10.52** As outlined in Policy CS16: East of Leighton-Linslade, approximately 2,500 private and affordable homes will be delivered in this SSSA. The final number, delivery 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 CS6: Housing for All Needs.
- 10.53** In addition, provision for approximately 16 hectares of new employment land will be made. This will comprise a range of employment uses to contribute to local employment opportunities, strengthen the local economy and help reduce out-commuting.
- 10.54** When development briefs for the town centre are prepared, they will be required to meet sustainability objectives through careful location of land uses, transport corridors and construction standards.

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- 10.55** A “Green Wheel” of interconnecting green infrastructure will be provided, encircling the town. This will include new or extended green corridors incorporating footpath, cycle way and bridle way links to the open countryside. In addition, new open spaces will be provided that will be appropriate for sport and recreational use.
- 10.56** New community facilities will be provided to meet the needs of new residents in a way and on a scale as to also benefit existing residents. These facilities will include retail, community, health and education uses.
- 10.57** 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.

Policy CS 16

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 remove this land with contingency land, from the Green Belt as identified in the Proposals Map Amendments.

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

1. identifies sufficient land to provide a mix of uses that delivers about 2,500 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. It is to be 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 that are attractive to employers, gives good access to the primary route network and will provide good quality, local job opportunities.
4. provides residential land which can be developed with a mix of dwelling sizes, types and tenures and respects the general character of Leighton–Linslade using best practice urban design principles.

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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, pitches and other 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 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. Land will be provided for the expansion of Vandyke Upper School in a way that allows for replacement of the buildings in due course.
10. provides for a form of development that 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.

Delivery and Monitoring of the East Leighton-Linslade SSSA

- 10.58** 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

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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.

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

10.60 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.

10.61 Table 10.3 below sets out the key uses to be provided and a general indication of delivery mechanisms and associated timeframes.

Table 10.3 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 released sites.
Employment	East of LL Master Developers. Specialist private developers and potential owner occupiers.	To commence within 3 years as set out in the Housing Trajectory - early released sites.

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Land Use	Delivery Partners	Time Scale
Community Infrastructure	Public/ private initiatives, Section 106 contributions from East of LL consortia.	Will be provided in accordance with the Local Authorities' planning obligations.
Strategic Green Infrastructure	Public/ private initiatives, 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.

10 . Strategic Site Specific Allocations

11 . The Four Towns

Luton Town Centre

- 11.1** Luton Town Centre will play a crucial role in delivering sustainable development to Luton Borough and the wider southern Central 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.
- 11.2** To guide future regeneration and development in Luton Town Centre, a Town Centre Development Framework was adopted in December 2004⁽⁶⁵⁾. This identifies six key issues relating to Luton Town Centre:
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';

65 Luton Town Centre Development Framework, David Lock Associates for Luton Borough Council, December 2004

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.

11.3 This framework will be addressed by policy CS17 Luton Town Centre supported by site allocation polices to guide its expansion and regeneration with particular emphasis on the following sites:

1. Around Luton 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;
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 east 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

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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;

5. The St George's Square area including the Gap site.

11.4 Regeneration of the rest of the town/central areas will also be pursued in accordance with the Core Strategy policies CS1 Development Strategy and CS18 Luton Urban Area. High Town Supplementary Planning Document 2007 and the High Town East Village Design Codes (Appendix 2009) provide policy guidance 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.

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

- 11.5** 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.

New Development in Luton Town Centre

Retail

- 11.6** Sufficient capacity has been identified⁽⁶⁶⁾ to absorb most of the comparison floor space needed in the main conurbation up to 2016. A combination of proposed schemes on sites within the town centre are likely to satisfy the identified need, and together, deliver around 46,000 sq.m net of comparison goods floor space. A new food store of approximately 2,500 sq.m net of convenience floor space will also be brought forward as one of these schemes to serve the Town Centre.
- 11.7** 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:
1. hotels and conference facilities;
 2. retail;
 3. leisure and cultural provision;
 4. cafes, bars and restaurants.

11 . The Four Towns

- 11.8** 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.
- 11.9** 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.
- 11.10** 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⁽⁶⁷⁾.
- 11.11** Town Centre circulation, connectivity and legibility will be improved with the multi-modal transport interchange being developed at Luton Station. The Luton Inner 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.

67 Luton Town Centre Development Framework, David Lock Associates for Luton Borough Council, December 2004

- 11.12** 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 6: Linking Places will be pursued. Demand management measures will also be identified and implemented as appropriate.

Policy CS 17

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.

Policy CS1, together with site allocations policies, will guide both new development and redevelopment proposals, to achieve the following objectives:

1. Secure the provision of an additional mix of comparison and convenience retail floor space to meet needs up to 2016 principally through the delivery of proposed 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 shared services as part of sustainable, mixed use developments;
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 and make necessary financial contributions to ensure their successful delivery.

Luton Urban Area (outside of the Town Centre)

11.13 In the Luton Urban Area outside of the town centre, 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. Football Stadium site south of Stockwood Park⁽⁶⁸⁾ and Junction 10a improvements;
5. London Luton Airport; and
6. Kimpton Road (now referred to as Napier Park).

68 saved policy from the Luton local Plan (March 2006)

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11.14 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, Football Stadium (south of Stockwood Park) 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 (extended by 33.68 ha to 74.63 Ha), the potential extension of which is associated with the proposed direction of growth within North Hertfordshire to the east of London Luton Airport.

11.15 Key safeguarded employment areas include:

1. West of the town centre in the Dallow Road area;
2. North west of the town centre in the vicinity of Leagrave Road;
3. Sundon Park;
4. Capability Green;
5. Between Napier Park and London Luton Airport; and
6. Century Park;
7. Butterfield.

11.16 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 2,750 additional dwellings across the area from urban capacity in the period 2019 - 2026. Such a review will therefore be necessary at that time.

11.17 There is a sequence of key routes radiating from Luton Town Centre. Many of these routes have good public transport links running along them. Chapter 6: Linking Places includes policy CS5 which proposes to further enhance the transport connectivity, services and infrastructure across and between urban areas, via LTPs. This means that these key radial routes can link up nodes leading from the Town Centre through the urban area, where higher trip generating development will be focused. Commercial and leisure development will be subject to a town centres first, sequential and impact test approach. 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. Leagrave/Toddington Road;
4. Barton Road;
5. Hitchin Road;
6. London Road; and
7. Farley Hill.

11.18 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.

11.19 In terms of the rest of the Luton Urban Area, there will be a need to review provision of facilities and services in such a way as to maximise accessibility and efficiency through sharing, coordinated and/or co-locating facilities and services (where appropriate) in a

11 . The Four Towns

way that supports both the town centre role as an accessible location via public transport and local communities where local provision is essential to sustain quality of life and reduce the need to travel. Particular functions to look at include :

1. community;
2. education and
3. sporting/leisure.

11.20 The delivery of this approach will need to be achieved through public programmes (government review of Building Schools for the Future and any successor programs) and private initiatives (development contribution opportunities). Investment opportunities may also arise through council led local service strategies (e.g. Luton Play Strategy 2010) and any estate management, and rationalisation opportunities.

11.21 This approach may generate further opportunities for recycling land and property and contribute to urban capacity and sustainable development objectives, including 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.

11.22 The Building Schools for the Future programme is under review although there are 6 projects under construction under 'Wave 3' which will be completed over the plan period. While the government is reviewing the programme it is anticipated that it will continue to be a key source of new infrastructure, enabling this approach to be successfully pursued.

- 11.23** Shared and coordinated 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.

- 11.24** The Marsh Farm area of Luton, one of the most deprived areas in the country, will particularly benefit from this approach. Indeed the whole approach will act as a key driver in securing the successful and sustainable regeneration of the Luton Urban Area outside of the town centre.

Policy CS 18

Luton Urban Area

The regeneration of the wider Luton Urban Area outside of the town centre, 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. Football Stadium site south of Stockwood Park⁽⁶⁹⁾ and Junction 10a improvements;
5. London Luton Airport; and
6. Kimpton Road (now referred to as Napier Park).

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

1. West of the Town Centre in the Dallow Road area;
2. North west of the Town Centre in the vicinity of Legrave Road;
3. Sundon Park;
4. Capability Green; and
5. employment land in the vicinity of Kimpton Road and Airport Way.

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.

69 saved policy from the Luton local Plan (March 2006)

Higher trip generating uses will be focused on nodes well served or capable of being served, by frequent public transport services, along key radial routes from the town centre through the urban area. Commercial and leisure uses will follow a *town centres first* approach, and subject to impact and sequential tests may locate in local and district centres with access to these routes. These radial routes clockwise from the west are:

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

Public and private investment opportunities will be identified; aimed at delivering shared, efficient and coordinated facilities and service provision. The focus being on securing urban regeneration in a way that supports both the town centre role as an accessible location via public transport and local communities where local provision is essential to sustain quality of life and reduce the need to travel.

Dunstable Area

- 11.25** 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

11 . The Four Towns

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.

- 11.26** 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⁽⁷⁰⁾.
- 11.27** The strategic transport infrastructure outlined in Chapter 6: Linking Places will significantly help in reducing the current 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 CS6: 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.

Dunstable Town Centre

- 11.28** To guide the future redevelopment of the town centre and help achieve the objectives outlined in Policy CS18: 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.
- 11.29** Preliminary work⁽⁷¹⁾ 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.
- 11.30** The Retail Study 2009⁽⁷²⁾ has identified potential expenditure in the area to support approximately 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.
- 11.31** 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

71 Dunstable Town Centre, Baseline Study, 2009, EDAW/AECOM

72 Retail Study Update, 2009, White Young Green

11 . The Four Towns

opportunities and measures will be explored further through the preparation of the Master Plan and the preparation of a supporting implementation plan.

Wider Dunstable Area

- 11.32** 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.
- 11.33** Opportunities to increase community facility provision will be explored by Central Bedfordshire Council. This will look particularly at the opportunities presented by development and any public programmes and through it's review of educational provision as set out in the 'Education Vision' for southern Central Bedfordshire.
- 11.34** 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.

- 11.35** 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 CS 19

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:

1. Promote and facilitate the provision of approximately 20,000 sq.m⁽⁷³⁾ of additional comparison retail floor space principally through the redevelopment and expansion of the Quadrant Centre;
2. Promote and facilitate leisure, office and community uses including a new library and a new health facility;
3. Provide additional housing opportunities;
4. Ensure that the High Street remains vibrant through measures to improve the pedestrian environment and retain active and attractive frontages;
5. Safeguard, promote and enhance Dunstable's rich historic assets and features;
6. Improve the circulation, legibility and connectivity between the four quadrants of the town centre for pedestrians;
7. 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.

Dunstable Town Centre - Delivery and Monitoring

- 11.36** The Master Plan and accompanying Implementation Plan will be prepared in partnership between the Local Authorities, service providers, statutory bodies and landowners. The 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.
- 11.37** 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 Policies DPD to manage new development in the town centre and further design guidance will be provided in the Urban Design SPD.

Houghton Regis

- 11.38** 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 development.

11 . The Four Towns

- 11.39** 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 focused 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.
- 11.40** 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⁽⁷⁴⁾, and the proposed Woodside Connection will together facilitate improvements to public transport and reduce congestion through the town centre making a more pleasant town centre environment.
- 11.41** Houghton Hall Park and The Green provide important green open space for recreation and leisure in the attractive setting of a conservation area⁽⁷⁵⁾. 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⁽⁷⁶⁾ and improve quality of life.

74 See Policy CS6: Policy CS 5 'Linking Places'

75 Houghton Regis Conservation Area

76 Refer to North of Houghton Regis SSSA in Chapter 11

- 11.42** Outside of the town centre, two neighbourhoods; Parkside and Tithe Farm, have been identified as *Priority Areas* by Central Bedfordshire Council⁽⁷⁷⁾. 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⁽⁷⁸⁾.
- 11.43** 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.

Houghton Regis Town Centre Master Plan

- 11.44** A Master Plan⁽⁷⁹⁾ 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.

77 Parkside and Tithe Farm Neighbourhood Plan, 2008-2017

78 Refer to North of Houghton Regis SSSA in Chapter 11

79 Houghton Regis Master Plan, June 2008.

11 . The Four Towns

- 11.45** The Retail Study 2009⁽⁸⁰⁾ identified capacity for only limited new comparison and convenience retail floorspace in the town 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.
- 11.46** 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 CS 20

Houghton Regis Town Centre

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

1. Up to 333 sq.m⁽⁸¹⁾ of additional comparison retail floor space and 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 Master Plan, and make necessary financial contributions to facilitate their delivery.

Delivery and Monitoring

11.47 The Central Bedfordshire Economic Development Team are responsible for facilitating the implementation of the Master Plan. They will work with landowners and developers, including the

81 to 2016 - reviewed after 5 years (White Young Green Retail Study January 2009)

11 . The Four Towns

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.

Leighton-Linslade Area

11.48 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.

11.49 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 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 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.

Leighton-Linslade Town Centre

- 11.50** 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.
- 11.51** 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. Development Briefs are currently being prepared for two of these sites.
- 11.52** 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

11 . The Four Towns

development. In undertaking this work regard will be given to the principles outlined in Policy CS20: 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 CS 21

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.

To assist positive change, Development Briefs will be prepared to guide, enable and facilitate the delivery of mixed use development on two sites, one within, and the other adjoining the town centre to provide:

1. New community, leisure and cultural facilities for the town as a whole;
2. Up to 6,889 sq.m⁽⁸²⁾ of additional comparison retail floor space;
3. Additional housing opportunities; and
4. Improved access from the train station to the town centre.

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.

11 . The Four Towns

Wider Leighton-Linslade Area

- 11.53** In the wider Leighton-Linslade area, development in the south of the town will continue in accordance with the adopted Development Brief⁽⁸³⁾ 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.
- 11.54** 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 9: Safeguarding our Environment & Resources.
- 11.55** Measures to improve traffic flow and provide improved public transport, cycling and walking opportunities will also be provided as outlined in Chapter 6: Linking Places. In particular, opportunities to improve 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.

Leighton-Linslade Town Centre - Delivery and Monitoring

- 11.56** Measures to improve traffic flow and provide improved public transport, cycling and walking opportunities will also be provided as outlined in Chapter 6: Linking Places. In particular, opportunities to

83 Southern Leighton Buzzard Development Brief, South Bedfordshire District Council (2007)

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.

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

11.58 The next chapter focuses on settlements in the rural areas.

11 . The Four Towns

12 . Rural Communities

Rural Communities

- 12.1** 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.
- 12.2** A limited amount of new housing will be built in the rural area, focused 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.
- 12.3** 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. Consideration will also be given to specific opportunities to enhance the sustainability of villages. As the potential for new housing within the villages is quite limited, small scale green belt reviews may be necessary. Sites will be allocated for housing through site allocations policies which will follow the Core Strategy. The site allocations policies will also consider changes to existing or new infill only boundaries.
- 12.4** There is very limited potential for the provision of new employment opportunities within the rural settlements. This is due to a lack of demand for new employment in these areas, and the fact that they

are constrained by the Green Belt⁽⁸⁴⁾. Nevertheless, existing employment provision in these areas will be safeguarded where possible to support established businesses and industry, any local niche local business markets and agricultural diversification proposals.

12.5 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.

12.6 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.

12.7 The rural settlements are largely defined by the green spaces surrounding them. The Green Infrastructure Study⁽⁸⁵⁾ identifies a number of priority areas where there will be a focus on protection and enhancement. These priority areas, which are identified in

84 Employment Land Study, 2009

85 Bedfordshire and Luton Strategic Green Infrastructure Plan, February 2007 (a separate draft Luton and South Bedfordshire Green Space Strategy February 2008 is also in preparation)

12 . Rural Communities

Chapter 10 of the Core Strategy, form strategic green corridors that link rural settlements with the main urban areas. Policy CS9: Green Infrastructure outlines the Joint Committee’s approach to these areas.

- 12.8** 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⁽⁸⁶⁾.

Policy CS 22

Rural Settlements

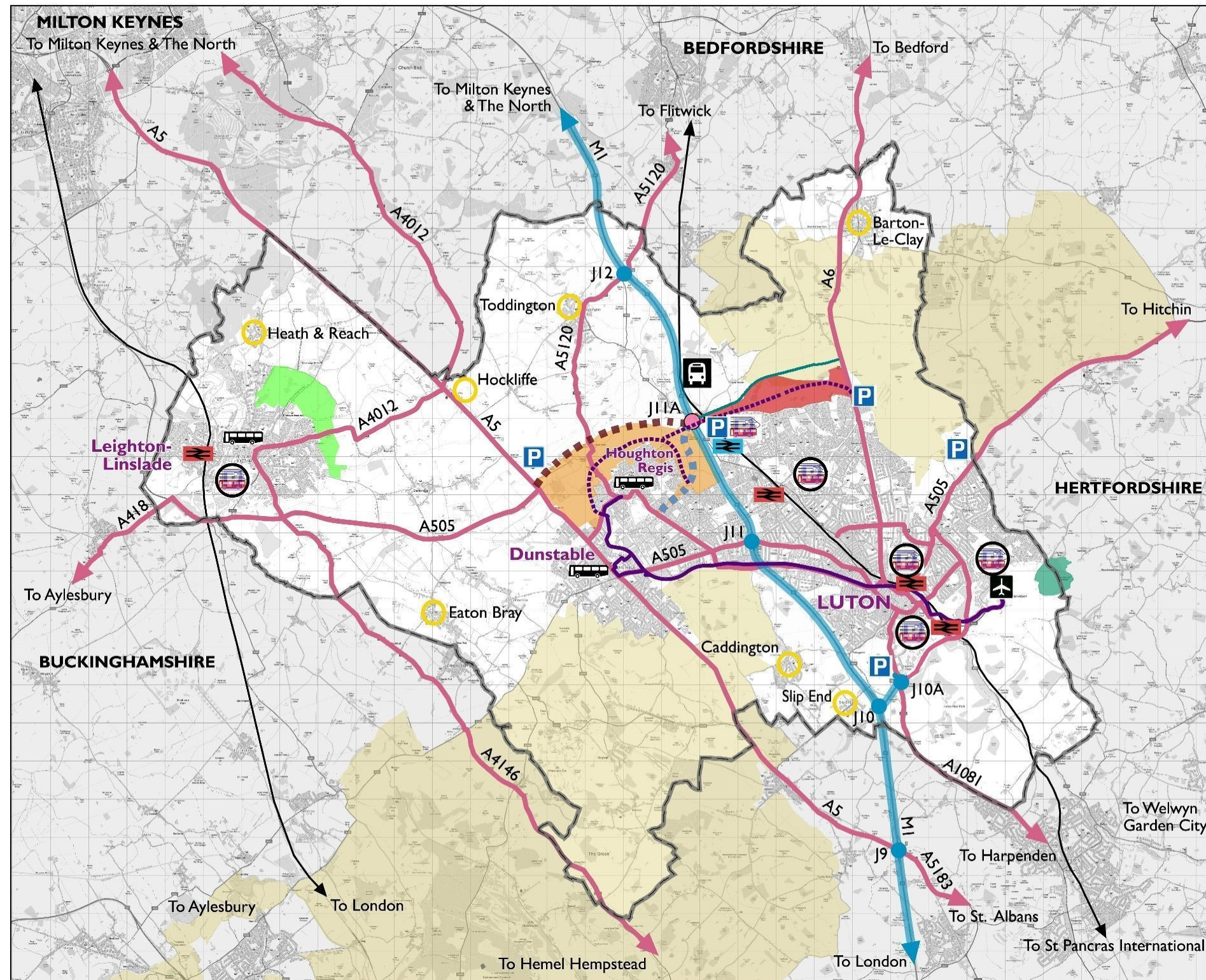
A total of 750 dwellings will be provided in the rural areas of southern Bedfordshire between 2011 and 2026 through the site allocations policies. This development will be focused on the 7 villages excluded from the Green Belt, as identified in Policy CS1 but limited development will also be considered on suitable sites in the remaining villages where specific needs or opportunities exist.

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.

12 . Rural Communities

CORE STRATEGY KEY DIAGRAM



- Motorway
- A Road
- Railway Line
- Airport
- Rail Station
- Bus Station
- New M1 Junction
- New Luton North Railway Station
- New A5 - M1 Link/Dunstable Northern Bypass
- Luton Northern Bypass Route M1 - A6
- Woodside Connection
- Sundon Rail Freight Interchange
- Bus Interchange
- Multimodal Interchange
- Proposed Park and Ride Site
- Luton-Dunstable Busway
- Proposed Extensions for Luton-Dunstable Busway

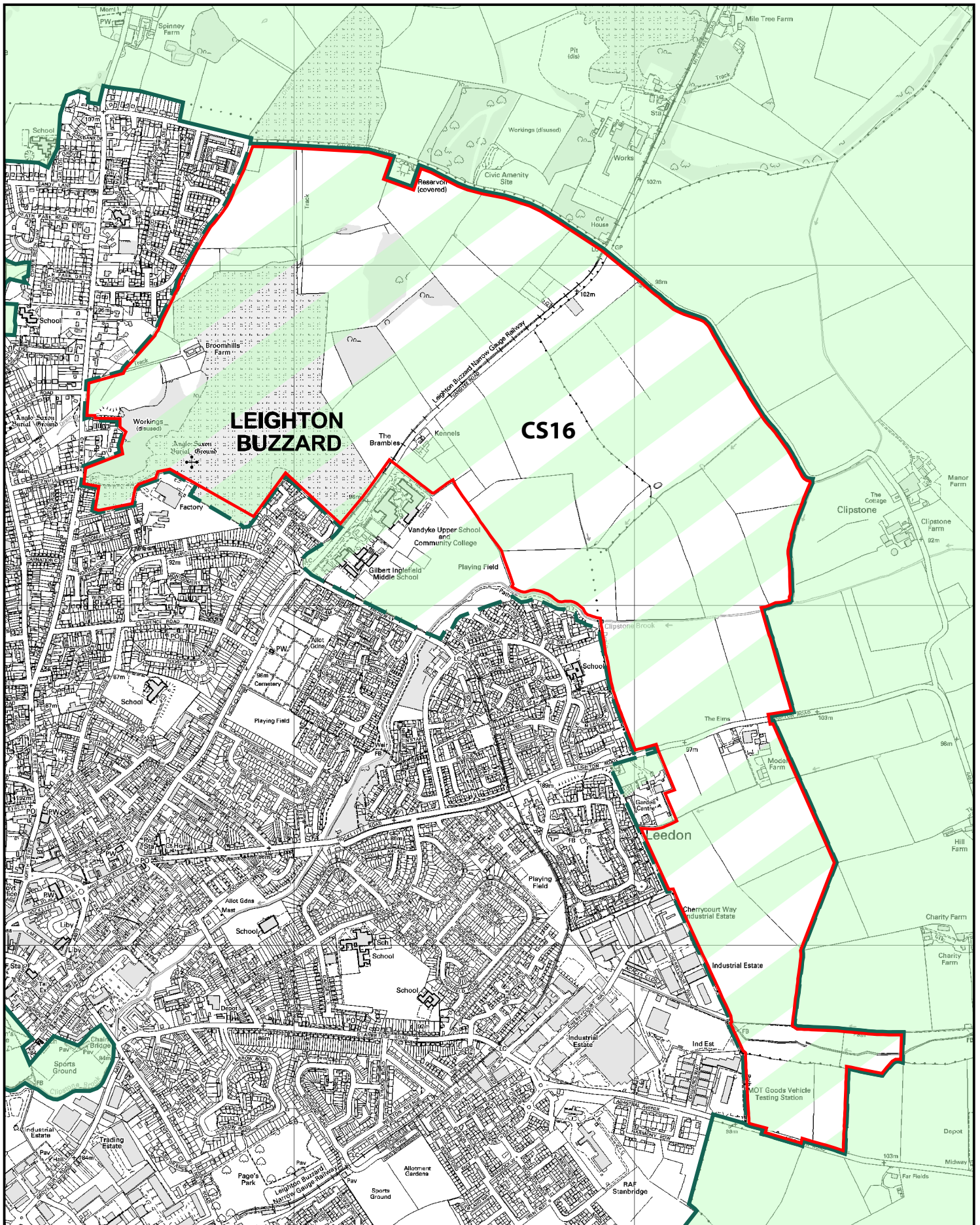
- North Luton SSSA
- North Houghton Regis SSSA
- East Leighton Linslade SSSA
- East of London Luton Airport (Employment)
- Rural settlements with potential for some development
- Chilterns Area of Outstanding Natural Beauty
- Luton and Central Bedfordshire (South) Boundary

0 1 2 3 4 5 Km

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A 2 . Proposal Map Amendments

EAST LEIGHTON LINSLADE SSSA PROPOSALS MAP AMENDMENT



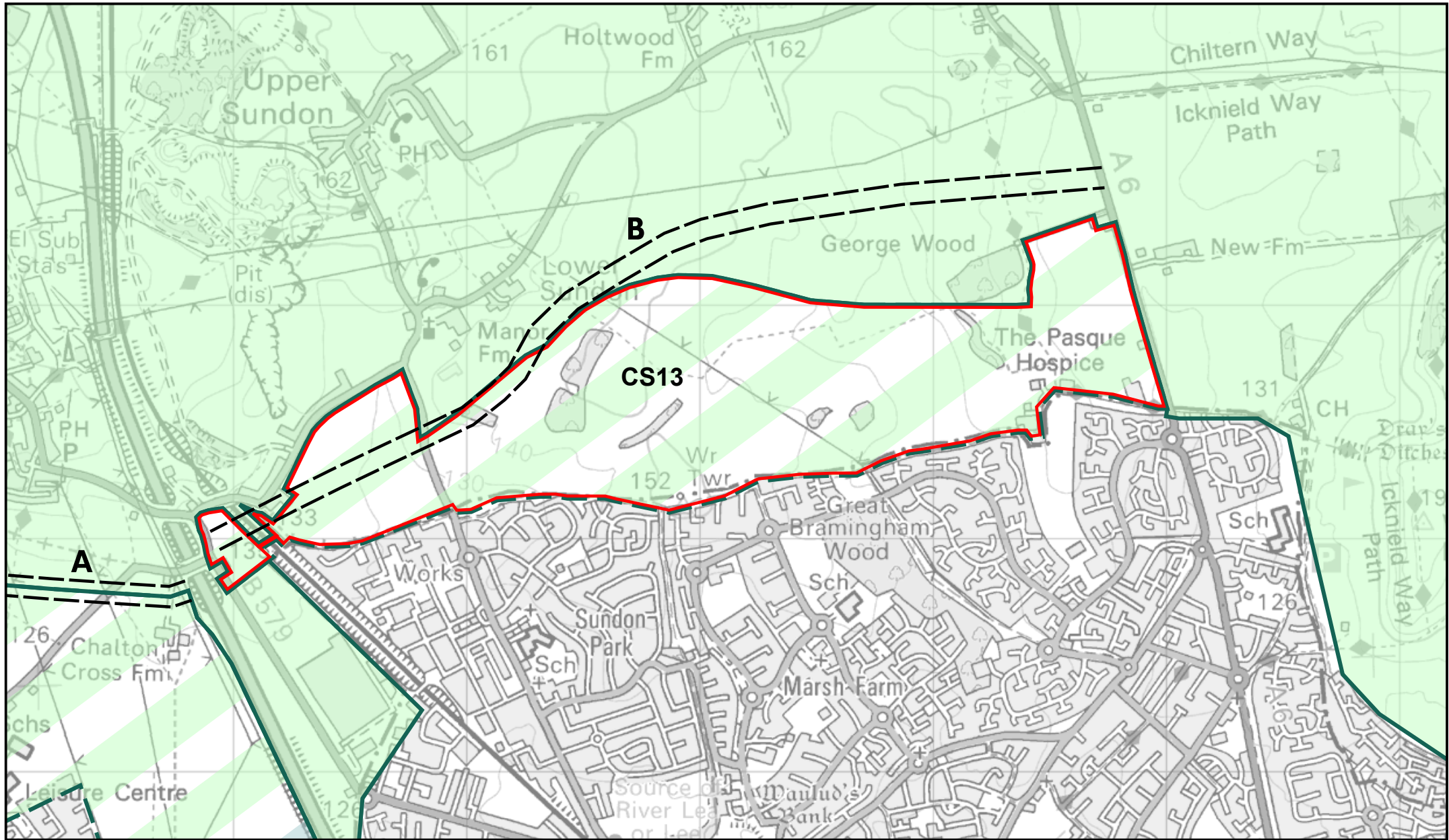
0 0.5 1 Km



Key

- East Leighton Linslade SSSA boundary (Policy CS16)
- Retained Green Belt
- Previous Extent of Green Belt

NORTH LUTON SSSA PROPOSALS MAP AMENDMENT



0 0.5 1Km



Key

 North Luton SSSA boundary (Policy CS13)

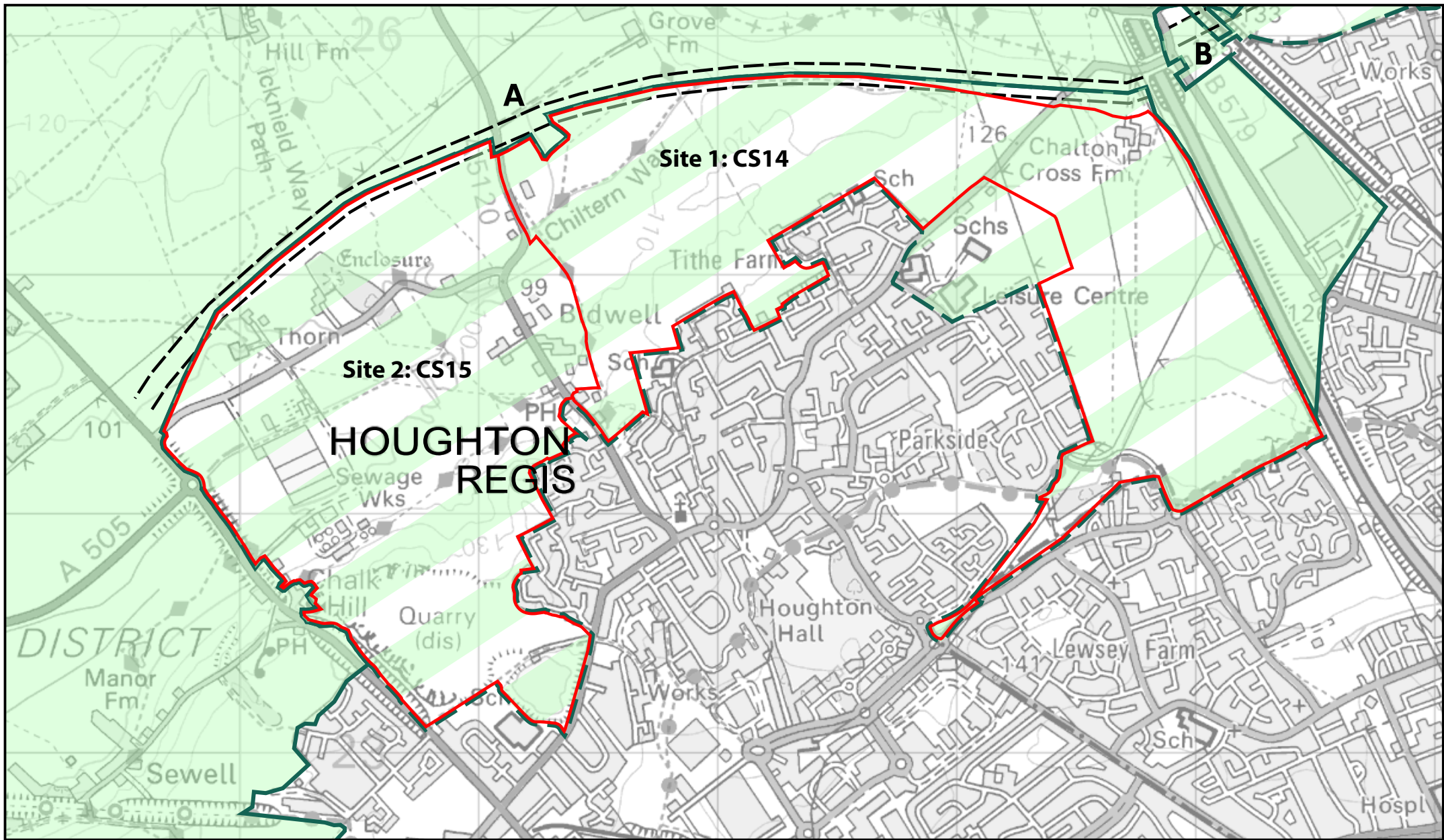
 Retained Green Belt

 Previous Extent of Green Belt

 **A** A5 - M1 Link Bypass Route

 **B** M1 - A6 Luton Northern Bypass Route

NORTH HOUGHTON REGIS SSSA: PROPOSALS MAP AMENDMENT



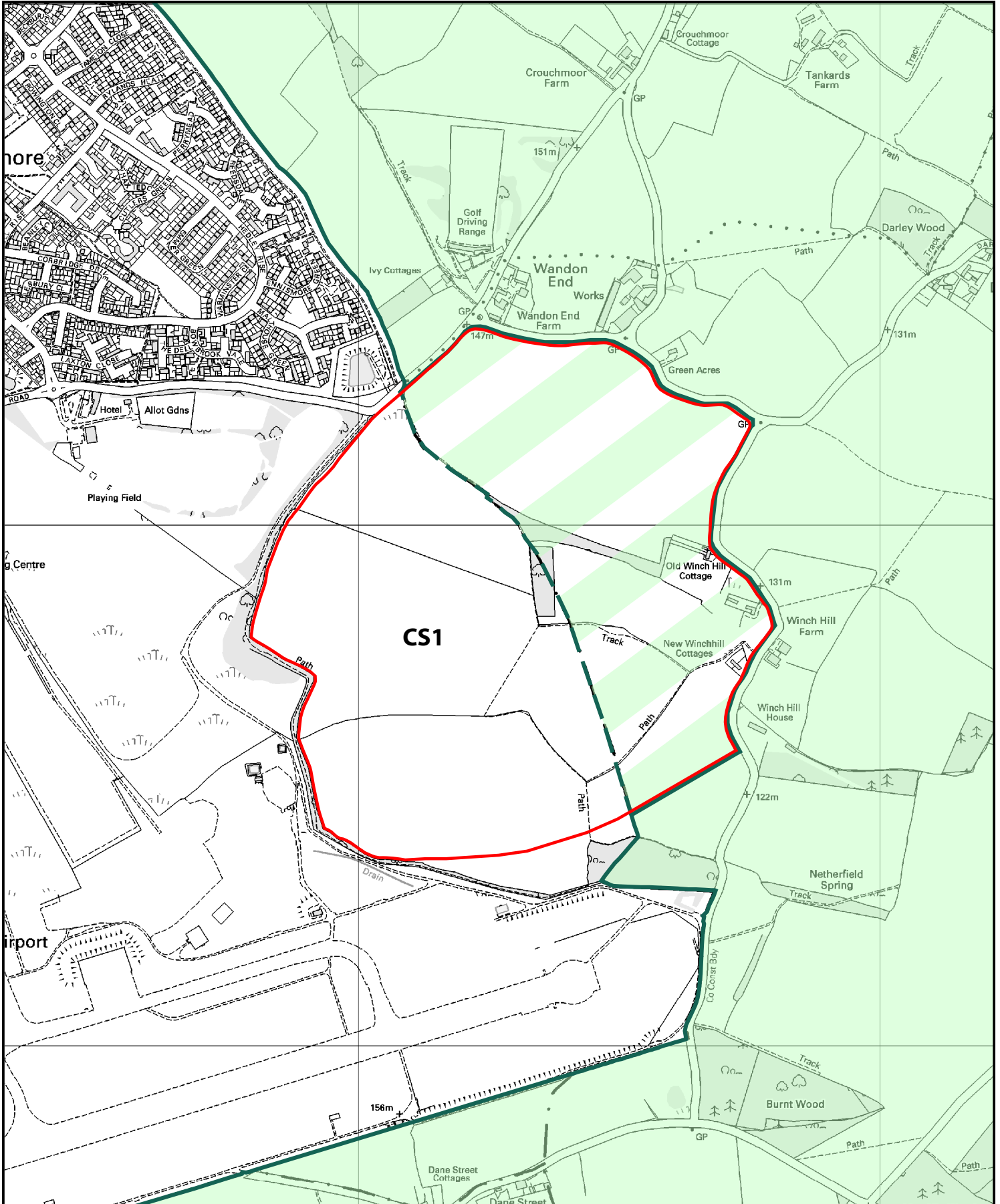
0 0.5 1 Km



Key

- North Houghton Regis SSSA boundary (Policies CS14 and CS15)
- Retained Green Belt
- Previous Extent of Green Belt
- A** A5 - M1 Link Bypass Route
- B** M1 - A6 Luton Northern Bypass Route

EAST OF LONDON LUTON AIRPORT (EMPLOYMENT) RECOMMENDED DEVELOPMENT PLAN ALTERATION TO NHDC



0 0.25 0.5 Km



- Key**
- East of London Luton Airport (Policy CS1)
 - Retained Green Belt
 - Previous Extent of Green Belt

A 2 . Proposal Map Amendments

A 3 . Issues and Trends

Introduction

A3.1 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 to which the information relates are referenced in a footnote for each issue or trend.

Existing Urban Areas

A3.2 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.

A3.3 The Key Diagram in Appendix 1 shows the existing distribution of development in the plan area.

The Economy⁽⁸⁷⁾

A3.4 The figures in Table A3.1 show how recent growth in other sectors has offset job losses in manufacturing. The Core Strategy seeks to broaden the range of job opportunities in the area and broaden the economy.

Table 3.1 Employment figures for Luton and South Bedfordshire by Sector

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

Source: Annual Business Enquiry, NOMIS, Office for National Statistics: www.nomisweb.co.uk

A3.5 81% of businesses within Luton and southern Central Bedfordshire employ 10 people or fewer⁽⁸⁸⁾. The Core Strategy provides for an appropriate supply and range of land and premises for the changing needs of businesses.

A3.6 Over 14% of the population (Luton & south Central Bedfordshire) have no qualifications⁽⁸⁹⁾. Chapter 8: 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.

88 Luton and South Bedfordshire Joint Employment Land Review, January 2008

89 Luton and South Central Bedfordshire Joint Employment Land Review, January 2008

A 3 . Issues and Trends

Table 3.2 Percentage of population of working age (16-59/64) in employment, October 2004 - September 2008

	Oct 04 - Sept 05	Oct 05 - Sept 06	Oct 06 - Sept 07	Oct 07 - Sept 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

Source: NOMIS, Office for National Statistics: www.nomisweb.co.uk

A3.7 Table A3.2 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 seeks to create an environment that attracts and supports business investment and job creation.

A3.8 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⁽⁹⁰⁾. Whilst the Core Strategy cannot deal with this issue directly, Chapter 8 states how an environment that supports a broader range of job opportunities will be created.

90 Government Office for the Eastern Region - GOEAST: Luton Factfile (GOEAST is being abolished, information has been moved – see Office for National Statistics: www.statistics.gov.uk)

- A3.9** 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. Chapter 8 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.
- A3.10** 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 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.
- A3.11** Chapter 8 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.

A 3 . Issues and Trends

Table 3.3 The Quality and Condition of Existing Employment Building Stock

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

Source: Luton and South Bedfordshire Employment Land Review

Housing and Living Space⁽⁹¹⁾

A3.12 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⁽⁹²⁾. There is a requirement within southern Bedfordshire for 58% of new dwellings to have 3 or more bedrooms, whereas 66% of new

91 Strategic Objective 2

92 Luton and South Bedfordshire Strategic Housing Land Availability Assessment (SHLAA), April 2009

dwellings in Luton are required to be 1 or 2 bedroom properties⁽⁹³⁾. 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 7: Making Places.

Affordable Housing

A3.13 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)⁽⁹⁴⁾. 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)⁽⁹⁵⁾. Chapter 7 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.

A3.14 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

93 Emerging Bedfordshire and Luton Sub-Region, Strategic Housing Market Assessment (SHLAA), 2008

94 Emerging Bedfordshire and Luton Sub Region: Strategic Housing Market Assessment (SHMAA) 2008

95 Communities and Local Government: live tables on affordable housing supply: www.clg.gov.uk

A 3 . Issues and Trends

Luton⁽⁹⁶⁾. Chapter 7: 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.

Green Spaces⁽⁹⁷⁾

A3.15 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⁽⁹⁸⁾. 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. Chapter 9 seeks to address the low provision and uneven distribution by improving access to the natural environment through protection and enhancement of existing open space, and provision of new open space.

Moving Around⁽⁹⁹⁾

A3.16 Luton has excellent north-south transport connectivity and is ranked 13th nationally out of all Local Authority areas in terms of connectivity⁽¹⁰⁰⁾. However, east–west links are poor. Chapter 6:

96 Bedfordshire and Luton Sub-Region Strategic Housing Market Assessment (ORS/ Savills, 2008)

97 Strategic Objective 9

98 Luton and South Bedfordshire Green Space Strategy, Draft Supplementary Planning Document, February 2008

99 Strategic Objectives 3 and 4

100 Luton Borough Council website: www.luton.gov.uk

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 4.

- A3.17** 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 slower¹. Chapter 6 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.
- A3.18** 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⁽¹⁰¹⁾. However the number of people commuting out for work from southern Bedfordshire far exceeds the number of people commuting in⁽¹⁰²⁾, which accounts for the overall difference between in commuting and out commuting for the overall area. Chapter 6: 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.

101 Luton, Dunstable & Houghton Regis Local Transport Plan 2006-2011

102 Luton and southern Central Bedfordshire Annual Monitoring Report, 2008/09

A 3 . Issues and Trends

A3.19 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⁽¹⁰³⁾. 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 A3.6 below.

Table 3.4 Travel to Work Distances Across the Plan Area

Distance Travelled	Length of work trips in Luton	Length of work trips in Dunstable & Houghton Regis	Length of work trips in rest of southern Bedfordshire
< 2 km	23%	23%	18%
2 - 5 km	27%	17%	11%
6 - 1- km	13%	18%	11%
11 - 20 km	9%	10%	21%
21 - 40 km	8%	11%	11%
>40 km	8%	7%	10%
Not stated	12%	14%	18%

Source: 2001 National Census, Office for National Statistics

- A3.20** 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⁽¹⁰⁴⁾. Chapter 6: 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.
- A3.21** 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⁽¹⁰⁵⁾. 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.
- A3.22** National Cycle Route 6⁽¹⁰⁶⁾ passes through the area linking Luton, Houghton Regis, Dunstable and Leighton-Linslade. Policies in Chapter 6: Linking Places and Chapter 9: 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.

104 Luton Borough Council Congestion Survey, March 2008

105 Luton, Dunstable & Houghton Regis Local Transport Plan Delivery Report 2, Progress Report, November 2008

106 For details see Sustrans:

www.sustrans.org.uk/what-we-do/national-cycle-network/route-numbering-system/45

A 3 . Issues and Trends

A3.23 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.

Health and Wellbeing⁽¹⁰⁷⁾

A3.24 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 average in 2 indicators⁽¹⁰⁸⁾. One of the aims in Chapter 7: 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.

A3.25 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⁽¹⁰⁹⁾. Chapter 7: Making Places explains how access to high quality well

107 Strategic Objectives 5, 6 and 7

108 Association of Public Health Observatories Health Profiles 2008

109 Active People Survey 2, 2007/08, Sport England

located sports and leisure facilities will be developed, through addressing existing deficiencies and ensuring provision is in line with population growth.

A3.26 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⁽¹¹⁰⁾. 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 7, 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 and community sector.

A3.27 The Chalk Arc Initiative was established in 2006 and has received £2.85 million of Growth Area Funding from the Department for Communities and Local Government. It is focused on delivering high quality green space and publicly accessible green infrastructure. This includes new strategic multi-functional green space and flagship local green space facilities⁽¹¹¹⁾. Details of how the Core Strategy will also seek to ensure this objective is achieved can be found in Chapter 7: Making Places – Quality of Design, and Chapter 9: Safeguarding our Environment and Resources.

110 See Luton Borough Council website: www.luton.gov.uk

111 Luton and South Bedfordshire [i.e. southern Central Bedfordshire] Green Space Strategy, Draft Supplementary Planning Document, February 2008 and Luton and South Bedfordshire [i.e. southern Central Bedfordshire] Green Infrastructure Plan 2009

A 3 . Issues and Trends

A3.28 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⁽¹¹²⁾. Policies in Chapter 7 '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.

Energy, Water, Flooding⁽¹¹³⁾

A3.29 Luton and southern Central Bedfordshire have around 3,500 properties at risk of flooding from rivers, surface water and sewers⁽¹¹⁴⁾. Chapter 9: 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.

A3.30 Luton and southern Central Bedfordshire are situated in an area of Serious Water Stress as classified by the Environment Agency. Water supply in Luton, from the underlying chalk aquifer, is

112 UCL and Colin Buchanon: 'Identifying Existing and Future Social and Community Infrastructure Needs for the Luton and southern Central Bedfordshire Area', 2008

113 Strategic Objectives 8 and 9

114 Environment Agency's response to Core Strategy Preferred Options consultation.

supplemented by imports from adjacent catchments⁽¹¹⁵⁾. Chapter 9: Safeguarding Our Environment and Resources sets out water efficiency targets for developments to encourage water conservation.

A3.31 The following table summarises river water quality in Luton and southern Central Bedfordshire in 2006.

Table 3.5 River Water Quality

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

Source: Department of Forestry and Rural Affairs (Defra)

A3.32 Poor river quality in Luton is primarily due to run-off from roads and because the River Lea is largely contained within culverts (covered channels) through Luton Town Centre. However, the river corridor is a good wildlife habitat that supports a wide range of species. Policies in Chapter 9: 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.

A 3 . Issues and Trends

A3.33 Carbon emissions per capita in Luton and southern Central Bedfordshire decreased from 2005 to 2006, and are lower than the regional and national averages⁽¹¹⁶⁾. The Core Strategy will set energy efficiency targets requiring reduced carbon dioxide emissions from new development. This is detailed in Chapter 9: Safeguarding our Environment and Resources.

Character of Luton⁽¹¹⁷⁾

A3.34 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⁽¹¹⁸⁾. Chapter 7: 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.

A3.35 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⁽¹¹⁹⁾. The Core Strategy sets out how a step change in the

116 Defra: Carbon Emissions Estimates per Local Authority

117 Strategic Objectives 5, 6, 7 and 9

118 Luton and southern Central Bedfordshire Annual Monitoring Report 2007-2008

119 Luton and southern Central Bedfordshire Retail Study Update, White Young Green, 2009

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.

A3.36 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 10% most deprived in England are: Northwell, Dallow, High Town and Biscot⁽¹²⁰⁾. 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.

A3.37 There are 100 listed buildings, 5 conservation areas, 2 scheduled monuments and 25 County Wildlife Sites in Luton. There is 1 historic park and garden and a small part of a second within Luton. The Core Strategy, in Chapters 7 and 9 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.

Character of southern Central Bedfordshire⁽¹²¹⁾

A3.38 Southern Central Bedfordshire has a rich natural and built environment that needs protecting and enhancement: 88% of land is Green Belt; 5,633 hectares are designated as Area of Outstanding

120 Luton Borough Council Research and Intelligence Team, October 2008

121 Strategic Objectives 3,4,5,6 and 8

A 3 . Issues and Trends

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 particularly in Chapter 7: Making Places and Chapter 9: Safeguarding our Environment and Resources.

Key Issues for Dunstable⁽¹²²⁾

A3.39 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⁽¹²³⁾. The Core Strategy seeks to reduce car traffic within the town centre with policies as set out in Chapter 6: Linking Places and Chapter 11: The Four Towns.

A3.40 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⁽¹²⁴⁾. Chapter 11 promotes and facilitates the provision of additional retail floorspace in the town centre, as well as improving the pedestrian environment.

A3.41 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 Central

122 Strategic Objectives 3, 4 and 6

123 UK Air Quality Archive website: www.airquality.co.uk

124 Luton and southern Central Bedfordshire Annual Monitoring Report 2007-2008

Bedfordshire 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.

- A3.42** 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⁽¹²⁵⁾. The Core Strategy will seek to retain and enhance employment sites, and create further employment opportunities, strengthening the local economy, as discussed in Chapter 11: The Four Towns and also Chapter 8: Economic Prosperity.

Key Issues for Houghton Regis⁽¹²⁶⁾

- A3.43** The 1960s purpose built shopping precinct has low levels of pedestrian activity and a poor range and quality of shopping facilities⁽¹²⁷⁾ (40). The Core Strategy sets out in Chapter 11 how a more attractive and functional centre will be achieved.
- A3.44** Parkside and Tithe Farm wards, located in Houghton Regis, are the most deprived in southern Bedfordshire⁽¹²⁸⁾. Chapter 11 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.

125 Luton and south Bedfordshire Joint Employment Land Review, January 2008

126 Strategic Objectives 4 and 6

127 Southern Bedfordshire Sustainable Community Strategy

128 Central Bedfordshire Council website: www.centralbedfordshire.gov.uk

A 3 . Issues and Trends

Key Issues for Leighton-Linslade⁽¹²⁹⁾

- A3.45** 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⁽¹³⁰⁾. The Core Strategy seeks to build upon the strong and vibrant market town character of Leighton-Linslade.
- A3.46** 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 11.
- A3.47** 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⁽¹³¹⁾. Chapter 11 introduces the need for new

129 Strategic Objective 5

130 Luton and southern Central Bedfordshire Retail Study Update, White Young Green, 2009

131 UCL and Colin Buchanon: 'Identifying Existing and Future Social and Community Infrastructure Needs for the Luton and southern Central Bedfordshire Area', 2008

community facilities commensurate with the needs of the new and existing residents. These will include retail, community, health and education uses.

Key Issues for the Villages⁽¹³²⁾

A3.48 Key issues and priorities identified in 2005 for the villages with potential to accommodate some development were:

- Barton le Clay: Youth activities, Facilities and Club; Police Presence; Public transport; Identity; conservation of nationally important chalk downland.
- 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
- 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

A 3 . Issues and Trends

calming; Street cleaning; community communications; concerns over bypass and new development.

A3.49 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.

A 4 . Replaced Policies

Introduction

A4.1 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⁽¹³³⁾, 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⁽¹³⁴⁾.

South Bedfordshire Local Plan Review, Adopted January 2004 and Luton Local Plan 2001 – 2011, Adopted March 2006

A4.2 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 until replaced by policies within the Local Development Framework Development Plan Documents. Deleted policies have ceased to form part of the local planning framework.

133 Planning Policy Statement 12: Local Development Frameworks, Communities and Local Government, 2008

134 Planning Policy Statement 11: Regional Spatial Strategies, Office of the Deputy Prime Minister, 2004

Other Relevant Plans

Bedfordshire and Luton Minerals & Waste Local Plan 2000 - 2015, Adopted January 2005

A4.3 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 land use 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.

Bedfordshire Structure Plan 2011 Adopted March 1997 Development Plan Policies

A4.4 Six policies from the Structure Plan have been saved; all the other policies expired on 27th September 2007. However, Policy T15, of the East of England Plan which was published in 2008 and which has now been revoked, replaced Structure Plan saved Policy 46. This Core Strategy now replaces policy 25 and thus only 4 of the Structure Plan Policies remain.

A 4 . Replaced Policies

Schedule of Saved Policies which are replaced by the emerging Core Strategy Policies

Table 4.1 Luton Local Plan 2006

LP1 Sustainable Development Strategy	CS1 Development Strategy
ENV1 National Landscape Areas	CS10 Green Infrastructure Key diagram Proposals Map
ENV4 Access to Countryside	CS10 Green Infrastructure
ENV10 Landscaping	CS3 Developer Contributions for Infrastructure CS8 Quality of Design CS9 Green Infrastructure
LC2 Provision of Green Space	CS3 Developer Contributions for Infrastructure CS8 Quality of Design CS10 Green Infrastructure
LC2 Provision of Green Space	CS3 Developer Contributions for Infrastructure CS8 Quality of Design CS10 Green Infrastructure

A 4 . Replaced Policies

LC3 Protection of Community Facilities	CS3 Developer Contributions for Infrastructure CS7 Increasing Access to Quality Social and Community Infrastructure
LC5 Dual Use of Extended Facilities	CS7 Increasing Access to Quality Social and Community Infrastructure
T2 Locational Policy	CS5 Linking Places
T8 Walking and Cycling	CS5 Linking Places
U2 Infrastructure Provision in Major New Developments	CS2 Public Funding for Infrastructure CS3 Developer Contributions for Infrastructure
IMP1 Planning Obligations	CS3 developer Contributions for Infrastructure

A 4 . Replaced Policies

Table 4.2 South Bedfordshire Local Plan 2004

SD1 Delivering the Strategy	CS1 Development Strategy
T4 Translink	CS5 Linking Places
T11 Developer Contributions	CS3 Developer Contributions for Infrastructure
T13 Safeguarding Routes	CS5 Linking Places
H1 Provision of Land for Housing	Text of CS1 Development Strategy CS13 North of Luton CS14 North of Houghton Regis 1 CS15 North of Houghton Regis 2 CS16 East of Leighton Linlade
H3 Meeting Local Housing Needs	CS6 Housing for all Needs
H4 Affordable Housing	CS6 Housing for all Needs
H5	CS6 Housing for all Needs

A 4 . Replaced Policies

Affordable Housing	
TCS5 Houghton Regis Enhancement	CS20 Houghton Regis Town Centre
R14 Countryside Recreation	CS10 Green Infrastructure

Bedfordshire Structure Plan 2011 Policy

25 Infrastructure	CS2 Public Funding for Infrastructure CS3 Developer Contributions for Infrastructure
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A 4 . Replaced Policies

A 5 . Monitoring Framework

Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
All Indicators reported in the AMR unless otherwise stated			
CS1 Development Strategy	SO1	Proportion of housing delivered within existing urban areas	63% up to 2021
		Proportion of housing delivered by geography and plan period	See Table 3.1. Total of 15,900 by 2021
		Proportion of employment delivered by geography and plan period	19,000 jobs by 2021 and a further 9,300 jobs by 2026 - 134 ha of land secured. Note geographies in Table 3.2
CS2 Public Funding for Infrastructure	SO1	Strategic Infrastructure Fund to be established	By 2012
CS3 Public Funding for Infrastructure	SO1	Developer Contributions SPD	Adopted by 2012

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
CS4 Extent of the Green Belt	S01, S07	Development inside the Green Belt	No development permitted other than that allowable under PPG2.
CS5 Linking Places	SO1, S04	Change in Area-Wide Traffic (million vehicle kilometres) [Reported in LTP]	Target of 2010/11: 901.8 Million VKM for Luton, Dunstable and Houghton Regis (LTP2). Future targets will be confirmed in future LTPs
		Bus Punctuality [Reported in LTP] I) Timetable services II) Excess Waiting Time	I) Annual targets stated in LTP2 for Luton, Dunstable and Houghton Regis: 90% punctuality by 2014/15 II) Annual targets stated in LTP2 for Luton, Dunstable and Houghton Regis: 2014/15 30 seconds excess wait

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		Number of Cycling Trips - annualised index [Reported in LTP]	Annual targets stated in LTP2 for Luton, Dunstable and Houghton Regis: 2010/11 target of 860 cycle trips or 110 index. Future targets to be confirmed in future LTPs
		Delivery of safeguarded routes	As detailed in future Central Bedfordshire or Luton Local Transport Plans
		Delivery of 5 Park and Rides as shown on the Key Diagram	By date identified with the Central Bedfordshire or Luton Local Transport Plans

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		<p>Increased Accessibility</p> <p>I) Improvement to the speed of data transfer over the Internet</p> <p>II) Introduction of technology such as real time bus arrival displays</p>	<p>I) As measured by Ofcom or by survey of users if no national standard is defined</p> <p>II) As defined with the Central Bedfordshire or Luton Local Transport Plans</p>
CS6 Housing for all Needs	SO1, SO2	Gross affordable housing completions (by type, by area)	35% is the target for affordable homes on sites of 4 units or more in Leighton Linlade and the rural areas. For the remainder of the conurbation the same 35% target will apply on sites of 15 or more units.

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		Number and proportion of Lifetime Homes completed	Target is 100%
		Developer contributions for affordable housing	100% where affordable housing cannot be delivered on site
CS7 Increasing Access to Quality Social and Community infrastructure	SO1, SO5	Gains and losses of community and leisure facilities	Net floorspace, both public and private
		The delivery and maintenance of identified facilities and services as required by development	Defined as that detailed in the Social and Community Infrastructure Needs study
		The delivery of social and community infrastructure for the wider conurbation	As identified in Table 4.1

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
CS8 Quality of Design	SO3, SO6	Housing quality – Building for Life Assessments	Minimum score of 14/20 for all sites.
		Number of nationally or locally important buildings or sites in danger from development	None
CS9 Delivering Economic Prosperity	SO1, SO3, SO6	Total amount of additional employment land and floorspace developed by type and by location (B1, B2, B8) And Employment land available – by type And Number of jobs created (from NOMIS)	Up to 134 ha of new employment land for B1 to B8 use classes (see Development Strategy) in SSSA's (Table 4.2). 40ha of this dependent on the allocation of Sundon Quarry at Site Allocations. 19,000 new jobs by 2021, plus 9300 new jobs 2021-2026

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		Total amount of employment floorspace on previously developed land – by type (B1, B2, B8)	Safeguard supply of employment land for B1 to B8 uses, unless otherwise allocated
		Total amount of floorspace for ‘town centre uses’ within town centre, district and local centres, employment sites and within the rest of the plan area.	Retail and other town centre uses will be focused in the town centre, and district and local centres.
CS10 Green Infrastructure	SO1, SO4, SO7, SO9	Financial contributions secured for open space/ green infrastructure	100% where on-site provision is not possible.
		Amount (area or number) of green infrastructure/open space and	A net gain is achieved

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		multi-functional green spaces delivered	
		Change in areas of biodiversity importance	No loss in area
CS11 Resource Efficiency	SO1, SO8	Compliance with CfSH targets set out in Chapter 9	100% compliance
CS12 Adapting to and Mitigating Flood Risk	SO1, SO8	Preparation of Luton Surface Water Management Plan	Completion target date 2016
		Inclusion of Flood Risk Assessment and site specific recommendations in Masterplans and Site Allocations DPD	Inclusion in all Masterplans and Site Allocations DPD
		Contributions towards off site mitigation	No target set

A 5 . Monitoring Framework

Core Strategy Policy	Strategic Objectives	Indicators	Target
		measures that will restore rivers and habitats	
		Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality	No permissions granted
CS13 North of Luton SSSA	SO1, SO2, SO3, SO4, SO5, SO6, SO7, SO8, SO9	Adoption of North of Luton SSSA Masterplan	Adoption prior to commencement of development. Development to start within 8 years of adoption of the Core Strategy.
CS14 North Houghton Regis SSSA Site 1	SO1, SO2, SO3, SO4, SO5, SO6, SO7, SO8, SO9	Adoption of North Houghton Regis SSSA Masterplan	Adoption prior to commencement of development. Development to start within 5 years of adoption of the Core Strategy.

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Core Strategy Policy	Strategic Objectives	Indicators	Target
CS15 North Houghton Regis SSSA Site 2	SO1, SO2, SO3, SO4, SO5, SO6, SO7, SO8, SO9	Adoption of North Houghton Regis SSSA Masterplan	Adoption prior to commencement of development.
CS16 East of Leighton-Linslade	SO1, SO2, SO3, SO4, SO5, SO6, SO7, SO8, SO9	Adoption of East of Leighton-Linslade SSSA Masterplan	Adoption prior to commencement of development. Development to start within 3 years of adoption of the Core Strategy.
CS17 Luton Town Centre	SO2, SO3, SO4, SO5, SO6	Amount of completed retail, office, and leisure development in town centres (also D1)	Circa 46,000 sq.m. of an additional comparison retail floor space and new food store of approx. 2,500 sq.m up to 2016 Provision of high quality office accommodation together with hotels/conference facilities,

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Core Strategy Policy	Strategic Objectives	Indicators	Target
			leisure/cultural provision, cafes/bars and restaurants as per Town Centre Masterplan
		Number of nationally or locally listed buildings in danger from development	No buildings in danger
CS18 Wider Luton Area	SO2, SO3, SO4, SO5	Amount of identified employment land (in the 5 key safeguarded employment areas) developed for non-employment uses	Areas retained in employment use (B1-B8 until at least 2016 when status will be reviewed for the period up to 2021)
		Development of Century Park and potential extension – employment completions	Development of 34 ha of B1/B2/B8 commencing 2016

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Core Strategy Policy	Strategic Objectives	Indicators	Target
		Development delivered that is focused along the 8 key radial routes listed in policy CS18	Retention/ enhancement of employment provision along key radial routes (the extent of which to be defined in the Site Allocations DPD) Focus high trip generating uses along key radial routes from the town centre (following town centres first approach and impact and sequential tests)
CS19 Dunstable Area	SO2, SO3, SO4, SO5, SO6	Amount of completed retail, office and leisure development in town centres (also D1)	Provision of approximately 20,000 sq.m of additional comparison retail floorspace to 2021
		Adoption of Dunstable Town Centre Masterplan	Adopted by December 2011

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Core Strategy Policy	Strategic Objectives	Indicators	Target
		Traffic congestion [Reported in LTP] And Pedestrian count	No net growth of traffic across life of plan Pedestrian numbers stabilised/increasing across life of plan
CS20 Houghton Regis Town Centre	SO4, SO6	Delivery of key sites/ development opportunities from the Houghton Regis Masterplan	Delivery of key sites from the Houghton Regis Masterplan in accordance with timescales/ 3 phases set out in the HR Masterplan (p.54 and 55 of Masterplan)
		Additional retail floorspace	Up to 333sq.m additional comparison retail floorspace to 2016
		Reduction of traffic congestion [Reported in LTP] And Pedestrian count	No net growth of traffic across life of plan Pedestrian numbers stabilised/increasing across life of plan

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Core Strategy Policy	Strategic Objectives	Indicators	Target
CS21 Leighton-Linslade Town Centre	SO2, SO3, SO4, SO5, SO6	Development Briefs adopted for two mixed use development sites in and adjoining the Town Centre	Approval/ adoption of Development Briefs by 2012
		Pedestrian count	Pedestrian numbers stabilised/increasing across life of plan
		Additional retail floorspace	Up to 6,889 sq.m. Additional comparison retail floorspace to 2016 (to be reviewed after 5 years)
CS22 Rural Settlements	SO2, SO3, SO7	Number of new homes in rural areas	Total of 750 dwellings provided in the rural areas focused on 7 villages between 2011 and 2026 through the site allocations policies

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Core Strategy Policy	Strategic Objectives	Indicators	Target
		Loss/gain of rural employment sites not allocated for redevelopment	Safeguard existing employment sites in rural areas where possible

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Accessibility/ Accessible		The ability of people to move around an area or building and reach places and facilities. Includes, 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 and intermediate housing. Intermediate housing is at prices or rents above those of social rent but below market prices or rents.
Amenity		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	Submitted to government by councils each year assessing progress with and the effectiveness of the LDF.
Aquifer		A special underground rock layer that holds groundwater, which is often an important source of public, agricultural and industrial water supply.

Area of Great Landscape Value	AGLV	Local designation to conserve the natural beauty of locally recognised importance or with a specific local character.
Area of Outstanding Natural Beauty	AONB	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.
B1 to B8 Use Classes		A 'use class' is a group of similar land uses. B1 is business, which includes offices, research and development and 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.
Building Research Establishment Environmental	BREEAM	Measures the environmental performance of new and existing non-residential buildings. It is regarded by the UK's construction and property sectors as the

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Assessment Method		measure of best practice in environmental design and management and is a voluntary standard.
Commission for Architecture and the Built Environment	CABE	A public body acting as champion of good design in England.
Car Club		An arrangement, usually provided by a commercial organisation, whereby members can hire a vehicle at discounted rates.
Car Sharing		Where people share a vehicle to travel to the same or nearby destinations. This can be either through informal arrangements between colleagues or through a formal scheme such as 'liftshare'.
Coalescence		The merging or coming together of separate towns or villages to form a single entity.
Conservation Area		An area of special architectural or historic interest that needs its character to be protected, preserved or enhanced.
Conurbation		A large urban area, often densely populated, formed by the growth and coalescence of individual towns and cities.

Core Strategy		A DPD and part of the LDF. It sets out the long-term spatial vision, strategic objectives and policies for an area.
County Wildlife Site	CWS	Land that is important for wildlife. Locally designated according to criteria from Natural England.
Department for Environment, Food and Rural Affairs	Defra	The UK government department responsible for policy and regulations on the environment, food and rural affairs.
Demand Management (car travel)		The application of strategies and policies to reduce car travel demand, or to redistribute it.
Density		A measure of the intensity of the use of housing land. Often calculated on the number of habitable rooms per hectare or the number of dwellings per hectare.
Development Plan Documents	DPD	Spatial planning documents, prepared by LPAs that describe the key development goals of the Local Development Framework. DPDs include the core strategy and proposals map.
Economically Viable (housing)		Where the total value of a development scheme minus total costs is greater than the existing use value of the land.

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Evidence Base		The information gathered by local authorities to justify the “soundness” of the policy approach set out in LDDs. 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 constraints and mitigation measures can be carefully considered.
Green Belt		A designation of land around urban areas to check unrestricted sprawl, prevent neighbouring towns from merging and preserve the character of historic towns. Green belts are defined in a local planning authority’s development plan.
Green Corridors		Areas of natural, semi-natural and formal vegetation and water supporting the movement of wildlife and providing linkages between green spaces.
Green Infrastructure	GI	Strategically planned and delivered networks comprising the broadest range of high quality green spaces and other environmental features to deliver ecological services and quality of life benefits.
Green Space		Areas of publicly and privately owned natural, semi-natural and formal vegetation

		and water that are the components of green infrastructure.
Greenfield Land		Land that has not been previously developed.
Guided Busway		A route for buses that are steered for part or all of that route by external means such as a dedicated track.
Gypsy and Traveller DPD		A development plan document enabling sites to be identified to meet the housing needs for Gypsies, Travellers and travelling showpeople.
Hectare		An area of land equivalent to 10,000 square metres or 2.47 acres
Highways Agency		An executive agency of the Department for Transport. Responsible for operating, maintaining and improving the strategic road network.
Historic Parks and Gardens		A park or garden of special historic interest. Graded I, II* or II as designated by English Heritage
Housing Need		The quantity of dwelling accommodation of all types (including caravans and buildings adapted for special needs) required for households who are unable to access suitable accommodation without financial assistance.

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Housing Register		A register held and administered by a local authority that provides the details of people who would like to rent a home in the area where the Landlord is either the Council or a Housing Association Partner
Index of Multiple Deprivation	IMD	The level of deprivation of an area. Derived from a set of indicators focusing 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 facilities and services needed for the functioning of a community. Includes water, sewage, electricity, schools, post offices, airports and roads.
Issues and Options		A summary of the most realistic options that have been identified in order to generate the preferred options of a strategy.
Joint Planning Committee		The Luton and South Bedfordshire Joint Committee comprises councillors from Central Bedfordshire Council and Luton Borough Council. Its purpose is to co-ordinate planning and deliver the LDF.

Key Diagram		A diagram illustrating the spatial strategy of a local planning authority's core strategy.
Local Delivery Vehicle	LDV	Public/ private, not for profit partnerships that cooperate to deliver large scale economic improvements to an area.
Local Development Documents	LDDs	Documents within the LDF. These are required by UK planning law and describe the spatial strategy for development and use of land within an area. LDDs include DPDs and SPDs.
Local Development Framework	LDF	A compilation of documents that include all the local planning authority's local development documents. A LDF is comprised of: <ul style="list-style-type: none"> • Development Plan Documents; • 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 for the preparation of LDDs. The LDS must be agreed with government and reviewed every year.
Local Plan		The plan produced under the former planning system by local authorities.

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Local Strategic Partnership	LSP	Local, non-statutory and multi-agency partnership bringing together public, private and voluntary sectors. Facilitates initiatives to cooperate effectively with one key objective to improve quality of life in an area.
Local Transport Plan	LTP	Prepared under the guidance of the Transport Act 2000, setting out the transport strategy for the area.
Luton-Dunstable Busway		A guided busway scheme principally making use of a disused railway line.
Master Plans		Set out the proposals for land use and match these to a framework for investment and implementation.
Mixed Use		A variety of complementary land uses, such as residential, community and leisure, on a site or within a particular area.
Modal Shift		The change in travel habits from one transport type (e.g. private car) to another (e.g. buses).
Multifunctional Open Space		An open area supporting a variety of ecosystem services, human recreational and cultural activity.
Planning and Compulsory	PCPA	Provides the statutory framework for preparing the LDF.

Purchase Act 2004		
Planning Policy Statements and Planning Policy Guidance Notes	PPS/ PPG	National planning policy or guidance. PPSs are the replacement for PPGs. The LDF must be consistent with these national policies.
Pre-Submission Consultation Statement		A report on the responses received during a statutory consultation period regarding the submission version of a DPD.
Previously Developed Land	PDL	A term for land that has been previously developed with a permanent structure.
Proposals Map		Illustrates the spatial extent of policies of a DPD such as a core strategy.
Real Time Passenger Information		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	RSS	A strategy for how a region should look in 15 to 20 years time and possibly longer. The Government announced in May 2010 its intention to abolish RSSs.
Renewable Energy		Energy from sources that occur naturally and repeatedly in the environment, for

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		example from the wind, water flow, tides or the sun.
Section 106 Agreements	s106	Legal agreements between a planning authority and a developer or offered unilaterally by a developer that ensure extra works related to a development are undertaken.
Site allocations policies		Allocates specific land for uses including housing and employment.
Site of Special Scientific Interest	SSSI	Statutorily protected land that comprises the country's best wildlife and geological sites.
Spatial Planning		Integrates policies and programmes that influence the nature and function of places and deliver sustainable development.
Statement of Community Involvement	SCI	Sets out how the local authority will involve 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 demonstrating the supply of deliverable sites for housing.
Strategic Housing Market Assessment	SHMA	Analyses the operation of housing markets and forecasts an area's housing requirements. It provides evidence on the

		tenure and size mix of housing required across the housing market.
Strategic Transport Interchange		Collocated bus, taxi and rail termini linking with other modes.
Strategic Specific Site Allocations	SSSA	Urban extensions that have been identified in a core strategy.
Supplementary Planning Document	SPD	Elaborates on policies or proposals in a DPD.
Sustainability Appraisal / Strategic Environmental Assessment	SA/ SEA	Takes an objective view of sustainable development through the integration of social, environmental and economic considerations.
Sustainable Communities		An organic, vibrant environment where people will want to live and work now and in the future.
Sustainable Community Strategy	SCS	Produced by the local strategic partnership and 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 Development		Meets needs whilst preserving the environment for future generations.

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Sustainable Drainage System		Deals with surface water run-off, as encouraged by the Environment Agency.
Town And Country Planning (Local Development) (England) Regulations 2004		The formal regulations that define how the LDF is produced.
Transport Hub		Location where passengers can change between different modes of transport.
Travel Plan		A package of actions designed by an organisation to encourage safe, healthy and sustainable travel.
Urban Capacity Study	UCS	A survey of previously developed land and its suitability for development purposes such as housing.
Urban Extension		The planned expansion of a city or town contributing to sustainable patterns of development. Comprises with well-planned infrastructure and access to facilities, developed at appropriate densities
Viably Delivered		When a development scheme meets all economic, social and environmental objectives. Where funding is required to support economic viability, the characteristics of the development scheme

		must comply with the specifications of grant providers.
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.

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