



Newlands Park, Luton
Park and Ride Feasibility Study

On behalf of **Wrenbridge Land Ltd**



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For and on behalf of Stantec UK Limited				

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1 Introduction

1.1 Background

- 1.1.1 Stantec has been commissioned by Wrenbridge Land Ltd, working with Luton Borough Council (LBC), to assess the feasibility of introducing a Park and Ride (P&R) facility on land adjacent to Junction 10A of the M1 and New Airport Way near Luton as part of the Newlands Park scheme.
- 1.1.2 The site is located within the unitary authority area of Luton Borough Council (LBC). The site is located approximately 2.6km south of Luton Town Centre and measures approximately 13.48 ha across two plots (northern plot: 8.87 ha and southern plot: 4.61 ha). Planning permission was granted for both plots in May 2023 (outline permission for the southern plot and full detailed permission for the northern plot) as part of Hybrid Application 22/00929/HYBEIA.
- 1.1.3 This feasibility study is associated with but should be considered in isolation to the Transport Assessment and Travel Plan produced for the site as part of Hybrid Application 22/00929/HYBEIA. As such, this study provides an independent assessment into the viability and deliverability of introducing a P&R facility at Newlands Park, in line with the local policy position and LBC's Transport Strategy.
- 1.1.4 The land subject to this application currently has a Local Plan allocation (LLP5 – Land South of Stockwood Park Strategic Allocation) for 14 ha of prestige gateway development according to (i) B1 business use on 9.5 ha (ii) safeguarding of 2 ha of land for a P&R facility. This allocation has been in place since the 1997 Local Plan and has been the subject of a Strategic Environmental Assessment (SEA). The key purpose of safeguarding land for a P&R facility was to support the town centre, by offering a sustainable alternative to the private car for those wishing to access the town centre and reducing the need to park within the town centre.
- 1.1.5 To respond to the Local Plan, the extant consent (2019) for the site safeguards 1.8 ha as 'proposed park and ride facilities', which comprises Plots F and G of the southern application site, as highlighted in red in **Figure 1.1**.



Figure 1.1: Site Location Plan – Context of Plots F and G

- 1.1.6 However, the allocation and delivery of a P&R site at Newlands Park is specifically identified as being an ‘issue for review’ as part of an early review of the current Local Plan (part XI of Policy LLP40). It has therefore been agreed that Wrenbridge Land Ltd will work with LBC and other stakeholders to address the policy position and further assess the demand and viability of delivering a P&R facility through this feasibility study.
- 1.1.7 This section will outline the context and background to the feasibility study. It will detail the proposals submitted to date for the Newlands Park site, and the subsequent S106 obligation to produce a feasibility report for officers. It will also cover the currently adopted policy position for the site within the context of the Local Transport Plan.

1.2 Purpose of the Report

- 1.2.1 This feasibility study will assess the appropriateness of a P&R facility at Newlands Park in regard to Councillor concerns that the potential for a P&R (in some capacity) has not yet been fully explored.
- 1.2.2 This report will address these concerns and additionally highlight what alternative transport provisions should be explored further as part of the proposals if it is deemed unfeasible to sensibly accommodate / deliver a P&R on the safeguarded land.

1.3 Proposals to Date

- 1.3.1 Outline planning permission (16/01401/OUTEIA) was granted for the site on 24th September 2019 (with all matters reserved except for access) for a mixed-use development comprising: office floorspace (use class B1(a)); retail floorspace (use class A1); food and beverage floorspace (use class A3 - A5); leisure floorspace (use class D2); a hotel (use class C1), car and cycle parking; and associated access, highways, utilities, public realm, landscaping, and associated ancillary works and structures. This extant consent safeguards 1.8ha as 'proposed park and ride facilities'. This application was made by 2020 Developments (Luton) on behalf of Luton Town Football Club who owned the site at the time of submission.
- 1.3.2 Following a review of the market conditions in response to the COVID-19 pandemic, two refined applications for the site were made by 2020 Developments (Luton) on 22nd December 2020 (north plot: 20/01588/OUTEIA and south plot: 20/01589/OUTEIA), with all matters reserved except for access, for an amended mixed-use development comprising: flexible commercial and business floorspace (including office floorspace); public art and/or a gateway feature; car and cycle parking; and associated access, highways, utilities, drainage, landscaping, and associated ancillary works and structures. The application was granted permission in February 2022. This application was in addition to a further application from 2020 Developments (Luton) for the development of a mixed-use scheme at the Power Court site, including a new football stadium in central Luton.
- 1.3.3 However, following the acquisition of Newlands Park by Wrenbridge Land Ltd in October 2021 and subsequent planning permissions for predominantly B8 storage and distribution land uses, the aspirations for the site have evolved.

1.4 S106 Obligation

- 1.4.1 The S106 Obligation relating to the extant consent for the site (16/01401/OUTEIA) describes in detail within **Part 2 of Schedule 5 – Transport and Highways** how the 'Park and Ride Land' is to be safeguarded. It states that the Owner covenants for a period of 5 years from the Commencement of Development not to:
- *Construct any permanent structure on the Park and Ride Land; or*
 - *Use the Park and Ride Land for any use which would prevent the Park and Ride Land from being capable of being used in the future for a park and ride facility.*
- 1.4.2 It further states that no later than five years following the Commencement of the Development, the Council will inform the Owner whether it considers that there is sufficient need in the Council's Area for a P&R facility, and whether such facility is required to be situated on the Park and Ride Land. In the event that the Council confirms that a P&R facility is not required to be situated on the Park and Ride Land, then the provisions noted above shall cease to apply. However, if the Council confirms that a P&R facility is required to be situated on the Park and Ride Land, the Council (or other such party as the Council and the Owner shall agree), shall submit a P&R Application within six years from Commencement of Development.
- 1.4.3 In the event that a P&R Application has not been submitted within six years from Commencement of Development, or if a P&R Permission has not been granted within seven years of Commencement of Development, then the provisions made shall cease to apply.
- 1.4.4 Part 2 further notes that any P&R Application shall be prepared in consultation with the Owner and shall not be submitted to the local planning authority unless and until the Owner has approved the form of P&R Application.
- 1.4.5 At no cost to the Owner, Part 2 states that the owner shall:

- *use reasonable endeavours to co-operate with any party seeking to obtain a Park and Ride Permission on the Park and Ride Land including entering into any agreement pursuant to Section 106 of the 1990 Act if required subject to inclusion in any such agreement of a suitable indemnity to the Owner against any costs, liabilities, losses, damages, expenses, demands or otherwise arising as a result of such agreement;*
- *not object to a Park and Ride Application on the Park and Ride Land or challenge the Park and Ride Permission; and*
- *following the grant of a Park and Ride Permission:*
 - *enter into negotiations as applicable in relation to the grant of a sufficient leasehold interest in the Park and Ride Land on commercial open market terms for the construction and use of the Park and Ride Land and including sufficient access to the Park and Ride Land for a park and ride facility; and*
 - *use reasonable endeavours to complete the lease in relation to the Park and Ride Land within 6 months of the grant of the Park and Ride Permission.*

1.4.6 However, it is important to note that nothing within the S106 obliges the Owner to prepare, submit or progress a P&R Application, carry out any works pursuant to a P&R Permission, or develop or operate a P&R facility on the Park and Ride Land or on any part of the Land.

1.4.7 In summary, the S106 obligation states that it is within the Council's remit to decide whether a P&R facility is required to be situated on the Park and Ride Land. It is then for the Council to deliver, fund (including paying for the land on a commercial basis), and operate a P&R facility should it be deemed feasible and viable. As such, this study will provide commentary and analysis to aid the decision-making process.

1.5 Policy Position

1.5.1 As outlined in **Section 1.1**, the land subject to this application currently has a Local Plan allocation (LLP5 – Land South of Stockwood Park Strategic Allocation) for 14 ha prestige gateway development according to (i) B1 business use on 9.5 ha (ii) safeguarding of 2 ha of land for a P&R facility. This allocation has been in place for 25 years (since the 1997 Local Plan) and has been the subject of a Strategic Environmental Assessment (SEA). Within the current Luton Local Plan, only one additional site is safeguarded for the provision of a P&R facility through Policy LLP7 - Butterfield Green Technology Park. This allocation safeguards a plot of land sufficient for a new 450 space P&R facility to be provided to the north of Luton town centre. An extract of the Luton Local Plan Policies Map is provided below in **Figure 1.2**, highlighting LLP5 in relation to its allocation.

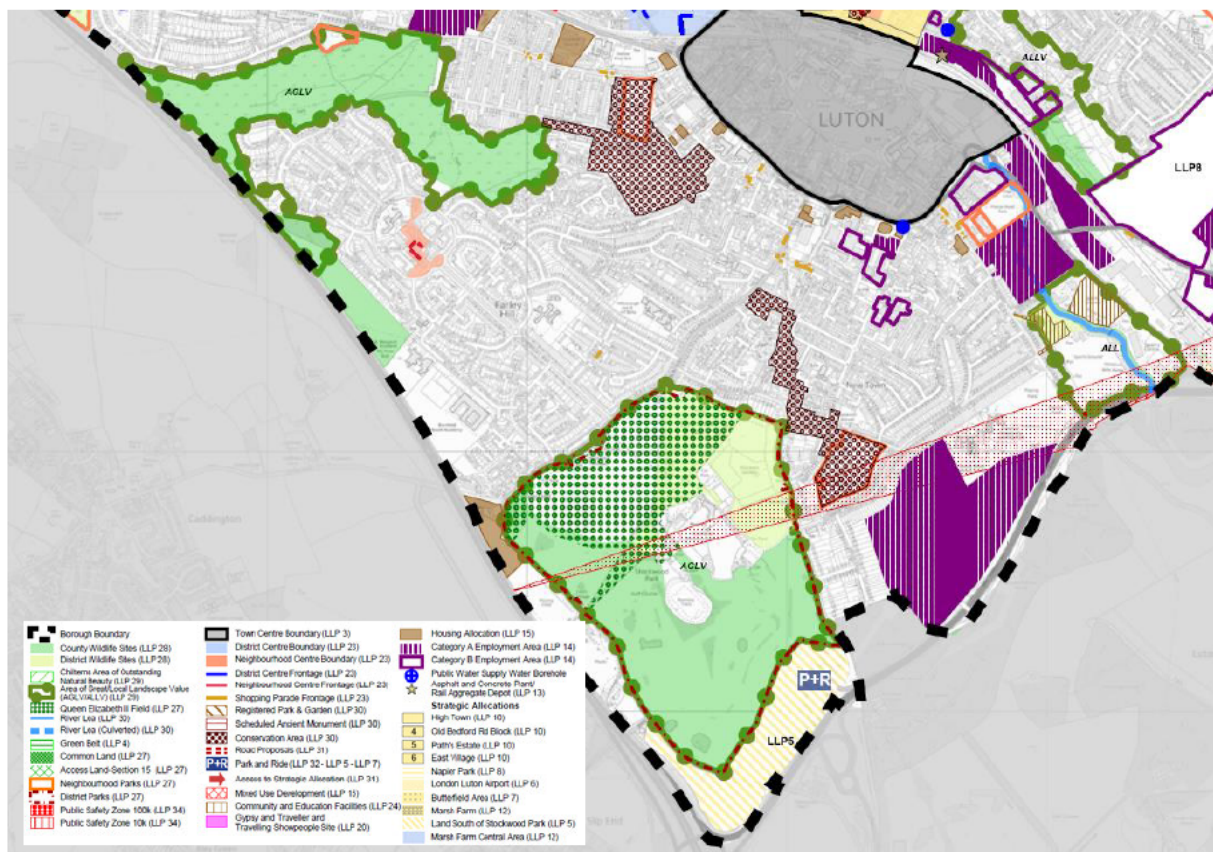


Figure 1.2: Luton Local Plan Policies Map

- 1.5.2 To respond to the Local Plan, the extant 2019 consent safeguards 1.8ha as 'proposed park and ride facilities'. However, the allocation and delivery of a P&R site at Newlands Park is specifically identified as being an issue for review as part of an early review of the entire Local Plan (part XI of Policy LLP40).
- 1.5.3 The early review of the local plan, published within the Luton Local Plan itself, notes that specific matters to be addressed during the full review of the local plan will consider:
- *x. Uses and policies relating to the strategic allocation at the South of Stockwood Park (Policy LLP5).*
 - *xi. The allocation and delivery of a park and ride facility at the strategic allocation at the South of Stockwood Park (Policy LLP5).*
- 1.5.4 Further to this, the Inspector's report into the examination of the Luton Local Plan (August 2017) highlights the need to clarify the requirements relating to the two proposed P&R sites. Under 'Issue 16 – Are the proposed uses on the strategic allocations appropriate justified and deliverable, including in terms of their scale and mix. Are the policy requirements sound?', the Inspector accepts that Council's position that there is merit in identifying a site for the purpose of a P&R facility given that it could help reduce traffic levels in and out of Luton with potential benefits to air quality. The Inspector also accepted the Council's arguments that there are few other realistic options on the southern side of Luton. However, the Inspector emphasised that the residual development within LLP5 alone should not provide the P&R facility, given that there is no clear linkage to show it would be directly related to the development or fairly and reasonably related to it in scale. As a result, the area of land is noted as being 'safeguarded' for the delivery of a P&R facility rather than requiring a developer to provide such facility.

1.5.5 The site at Newlands Park is also identified within the Luton Local Transport Plan LTP3 (2011 – 2026) as a potential site for a P&R facility. It notes that Luton and Central Bedfordshire have developed a joint Core Strategy, which identifies the ‘M1 at Junction 10a and the proposed Junction 11a’ as the location of a potential strategic transport scheme in the form of a P&R to facilitate growth within Luton. Additional strategic transport schemes proposed within the Local Transport Plan are highlighted in **Figure 1.3**.

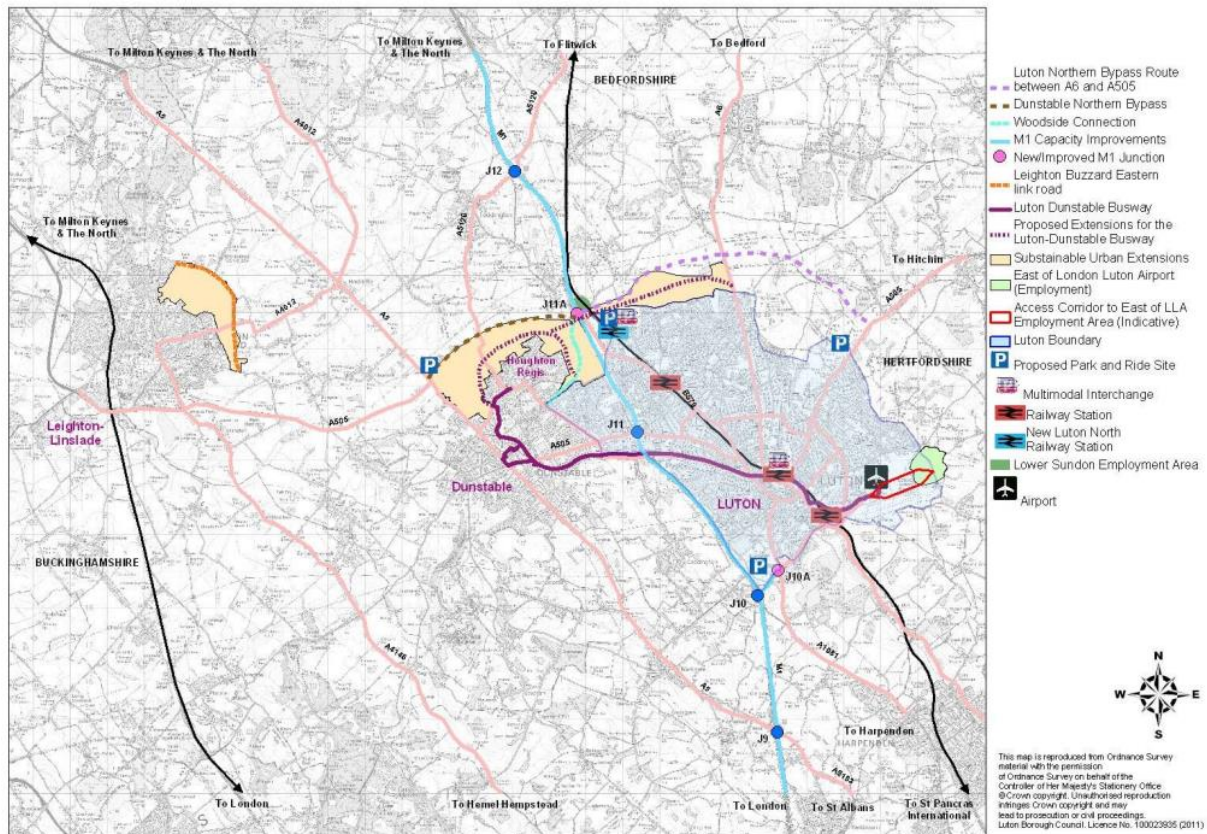


Figure 1.3: Strategic Transport Schemes included within Luton LTP (2011 – 2016)

1.5.6 Further to this, Luton’s most recent Local Transport Plan LTP4 (2020-2040) includes proposals for P&R facilities on two strategic employment sites in Luton, one at Butterfield Park (A505) to the northeast of Luton town centre, and the other at Stockwood Park (London Road) to the south of the town centre. LTP4 notes that the development of the proposals is, in part, in response to the fact that most of the smaller public off-street car parks in the High Town area, together with the Bute Street and Old Courthouse car parks in the town centre, are planned to be re-developed.

1.5.7 Despite the inclusion of Newlands Park / land south of Stockwood Park as a potential site for the provision of a P&R facility within both the Local Plan and the Local Transport Plans, Policy LLP40 within the Local Plan requires that the next review of the Local Plan should have been submitted for public examination by mid-2021. However, it is understood that this review has not yet taken place. Given the historic policy position regarding the inclusion of a P&R facility on this site, it remains appropriate and timely to assess the deliverability of a P&R through a feasibility study.

1.6 Structure of Feasibility Study

1.6.1 This feasibility study provides assesses the locational and strategic suitability of introducing a P&R facility at Newlands Park by considering the opportunities and constraints of the site and

evaluating how the site could help to complement the wider future mobility ambitions of LBC. This feasibility study is structured as follows:

- **Section 2 – Opportunities and Constraints** considers the locational suitability of introducing a P&R facility at Newlands Park and highlights how potential constraints may limit the opportunities of the site.
- **Section 3 – Strategic Fit** outlines LBC’s current position regarding any progress made in terms of the delivery of P&Rs across the town.
- **Section 4 – Recommendation** provides guidance as to whether it would be feasible to accommodate a P&R facility on the safeguarded land, and if not, what alternative transport provisions should be explored further.
- **Section 5 – Summary and Conclusions** summarises the outcomes of this study.

2 Opportunities and Constraints

2.1 Introduction

2.1.1 This section reviews the opportunities and constraints of introducing a P&R facility at Newlands Park in terms of the locational suitability and how certain characteristics may limit the opportunities of the site. It also highlights the characteristics of best practice facilities and further provides some case study examples of sites where P&R facilities have been successfully implemented.

2.1.2 P&R facilities can offer advantages to the way in which individuals travel within an area, however they can also present a number of disadvantages. The advantages and disadvantages are summarised below:

Advantages

- Reductions in town centre congestion and parking demand, improving air quality and allowing the reallocation of road space.
- Providing access to public transport for trips which do not originate near frequent public transport services.
- Encouraging retail to relocate to the town centre which improves accessibility to goods.
- Reducing parking demand within town centres that have limited available land for parking, or where parking demand outstrips supply.
- Providing lower journey times by bus, from a P&R facility into a town centre, when compared to journey times by private car.

Disadvantages

- Resultant increase in car use outside of the town centre, particularly where drivers must detour to reach a P&R facility.
- Requirement for large or multistorey car parks to be built on the edge of the town centre or in rural locations.
- Possible reductions in wider public transport use.
- Possible reductions in town centre footfall and visitors are deterred from visiting the centre if the P&R facility does not offer regular bus services or convenient drop offs.

2.2 Best Practice Principles

2.2.1 In order to be attractive to car-users, P&R facilities must provide an equivalent or superior experience to a journey made solely by the private car in terms of cost, speed, availability of parking, attractiveness, reliability and convenience. However, P&R facilities can arguably only be successful when introduced as part of an overall demand management strategy for an area. The demand management strategy should offer the following characteristics to be as effective as possible:

- Town centre parking restraints in terms of either availability, supply or consistent charging regimes.

- Bus priority measures.
- Frequent bus service headway.
- Re-allocation of highway space.
- Pedestrianisation where appropriate.
- Effective P&R facility locations that actively encourage car users to stop at P&R facilities rather than have to divert off their current route.
- Improved journey times to P&R facility by car and then onto town centre by bus vs journey by private directly into key town centre locations.
- Bus stop provision in town centres that offer better locations when compared with town centre car parks.
- Cost effective pricing strategy when compared with town centre parking strategy pricing.

2.2.2 A review of best practice guidance has been undertaken using the CIHT's 'Park and Ride: Guidance Note' (2016). This note, based on a survey of authorities operating P&R services, outlines the key issues to be considered in the development of a successful service. In addition to this, a wider awareness of best practice has been gained via a review of other successful P&R facilities around the UK. The following sub-sections highlight the key design considerations noted during these reviews. Historically, P&R facilities have been successful for 'historic centres' where the availability of town centre parking is limited compared to demand.

Managing Parking Demand

2.2.3 For the principle of a P&R facility to work in an urban area, it is essential that all city and town centres have an overall parking strategy which deals effectively with the demands of long and short stay visits. P&Rs should assist with the long-term viability of a town centre by removing unnecessary traffic with consequential benefits in air quality and accessibility. Commuters need to be encouraged to consider the use of alternative modes of transport including attractive and efficient P&R facilities, where available, for at least part of their trips, without the need to divert long distance from their current desire line.

2.2.4 Providing the facilities are adequately signed, easily and reliably accessible, carefully developed, well maintained and located effectively to intercept town centre car drivers, using P&R services can be more convenient, cheaper and avoid town centre congestion.

Developing a Transport Strategy

2.2.5 P&R services need to be attractive in their facilities and costs, providing fast, frequent and reliable inbound and outbound bus services. The provision and management of P&R facilities should be developed in conjunction with a comprehensive parking policy, ideally as part of an integrated transport strategy for the town centre and wider area.

2.2.6 Congested town centre conditions will progressively encourage visitors to consider other options to town centre parking. As such, a carefully balanced policy for parking charges and / or P&R fares is required to enhance the attractiveness of P&R sites for commuters and longer stay visitors in particular. And the parking charge policy needs to be consistent across the whole town centre and surrounding area to drive down demand in town centre parking. Furthermore, the availability of town centre parking needs to be managed to ensure the pricing strategy can be maintained.

- 2.2.7 The provision of P&R services may encourage users to drive part of the way instead of using public transport for the whole journey, however, the location of the destinations and service frequencies may be over-riding considerations and therefore need to be considered

Target Market

- 2.2.8 When developing a P&R facility, it is important to identify the target market to ensure the service and facilities can be designed appropriately. As with most P&R facilities, the target market comprises car drivers and passengers who would otherwise use the private car to travel into the town centre. Individuals who have access to free parking and those who require their vehicles at several points throughout the day are typically less likely to use a P&R facility.
- 2.2.9 However, individuals such as commuters who must pay for long-stay car parking could be persuaded to shift to using a P&R if it becomes a more attractive option due to being cheaper and more convenient than using the private car. In general, commuters are less sensitive to cost and more sensitive to journey time. In contrast, shoppers are more sensitive to cost and transport interchanges, and less sensitive to overall journey times.
- 2.2.10 For a town centre such as Luton, where there are plenty of free/low cost parking options, changes to the town centre demand management parking strategy (pricing and availability of spaces) will be essential to make P&R an attractive option over town centre parking. Only when this is achieved can the target market start be encouraged to travel by P&R.

Site Situation and Service Design

- 2.2.11 An effective P&R facility should capitalise on intercepting inbound car trips whilst remaining acceptable on planning, accessibility and environmental grounds. Sites should ideally be located on or adjacent to the strategic road network or major radial routes. Services operating from a P&R facility should be conveniently located for the user and wherever possible, visible from the radial route. The sites need to have prominent advanced signage from the strategic road network with good accessibility, whilst providing attractive and secure parking facilities including adequate lighting and CCTV coverage. Plots F&G are located adjacent to the strategic road network but would require motorists to divert off the strategic road network along a route that will be much more convoluted than simply driving into the town centre. Furthermore, detailed analysis of Plot F has shown that a direct standalone access off Newlands Road is not viable due to visibility, levels and turning area required. Access to Plot F would need to come through the adjacent permitted employment site, which would generate significant issues and constraints with access and conflict between buses, cars, employees, and articulated vehicles.
- 2.2.12 Waiting times should be no more than 8 to 10 minutes (10 – 15 minutes at maximum during the off peak), and the number of dedicated buses used should ideally be sufficient to ensure that one is waiting at each P&R site. Operating times typically range between 07:00 to 19:30 on weekdays with varying arrangements on weekends, however bespoke timetables can be designed to suit the specific requirements of an area. Weekend provision depends largely on the activity and demand in the town centre, together with the associated on and off-street parking charge policy. Clearly, free or low parking charges in the town centre will reduce the demand for services and fewer services are provided on Sundays, except on special occasions. For Luton Town Centre it will be very difficult for LBC to fully control parking prices, to the level required to make P&R viable, given the number of alternative relatively low price parking options currently available.
- 2.2.13 Route lengths need to be carefully co-ordinated and designed, incorporating a limited number of intermediate stops conveniently located at popular locations. P&R sites should also be located outside of congested areas to maximise the potential for bus priority measures and minimise the potential extraction of users from existing local bus services.

2.2.14 During the introductory period, comprehensive publicity material needs to be provided together with a substantial media programme, including local radio coverage.

Managing the Service

2.2.15 P&R provision and parking management need to be closely co-ordinated, with charges carefully integrated to achieve the intended objectives. Town centre long stay parking charges need to be high, and P&R bus fares attractively priced to encourage its use and ideally covering operational costs. As outlined above, the current town centre parking charge strategy will make it difficult to increase long stay prices across the whole town centre. And pricing P&R bus fares at attractive levels, to encourage its use, will require funding that has not yet been identified.

2.2.16 Most P&R services are managed by an in-house team with separate contracts outsourced for the P&R operation and site management, and for the dedicated bus services. It can be beneficial to combine the operational management of P&R with the control of on and off-street parking.

Site Design

2.2.17 Costs vary according to the prevalent site conditions. The following characteristics should be considered in the design of a P&R facility itself:

- **Clarity of Information:** Clear and timely road signage should be provided on approach to the site. Car park layouts should be designed simply to aid navigation. Information should be provided on site regarding the operating services, such as timetables and real-time passenger information.
- **Safety:** Effective car park lighting and a comprehensive CCTV system should be incorporated into the site design. The presence of a member of staff on site at all times can also offer users a higher level of security.
- **Comfort:** Wherever possible, toilets / baby changing facilities, heated indoor waiting facilities, and snack / drink vending machines should be provided. Inclusive parking bays for individuals with disabilities, families and larger vehicles should also be provided.

Size of Site

2.2.18 The size of a proposed site will depend on several factors including land availability and service demand. Sites that are too small (often those less than 250-300 spaces) are often not economically viable. The quantum of car parking provided should be based upon the projected demand over the first five years of operation, with a strategy for further expansion to meet future demand.

2.2.19 Accounting for land topography and existing utilities constraints at plots F&G at Newlands Park, it will be unviable to provide 250+ spaces without a multistorey option – which itself may be restricted due to the constraint of the overhead cables. Furthermore, if a P&R facility in this location is to mainly serve a new football stadium at Power Court then the demand for parking will be limited to less than 25 home games a year – this will reduce the potential scale and viability of a site in this location.

Charging Policies

2.2.20 Charging policies are primarily designed to encourage longer stay visitors to use P&R, such as commuters, shoppers and tourists where appropriate. At most P&R facilities, users park for free and pay to travel on the bus. The bus fare should be levied at a lower price than long stay

town centre parking to incentivise its use. However, P&R fares will normally also compare favourably with shorter stay parking charges, making the service attractive for shorter visits too. As outlined above Luton Town Centre parking strategy would need a complete overhaul to increase current long and short stay prices to a level that would encourage and allow P&R to be a viable option.

- 2.2.21 Payment for tickets at machines is preferred to paying on the bus as it involves simpler operational and financial management procedures.

Funding Arrangements

- 2.2.22 There are various ways of structuring charging policies, but the preferred arrangement involves the provision of free parking at the P&R sites together with a charge for the bus service.
- 2.2.23 Subsidising P&R bus fares from on-street parking income is seen as an effective use of parking charges and can make the service more financially viable and politically attractive.
- 2.2.24 There are several additional funding streams which can be used to fund P&R facilities, including developer contributions and government grants. However, these should be examined on a site-specific basis. Currently Stantec are not aware of any funding being made available for a P&R site at Newlands Park.

2.3 Opportunities at Newlands Park

- 2.3.1 Siting a P&R at Newlands Park would allow the facility to benefit from several existing opportunities relating to the context of the site.
- 2.3.2 As noted in 1.1.3, in addition to the site having an existing Local Plan allocation, a 2-ha area of the site remains safeguarded (in terms of planning policy) for a P&R facility and has been so for 25 years. In this respect, the site has a longstanding policy position and to some extent has an expectation to be developed for this use at some point in the future. However, as outlined at the start of this report, this long-standing policy is not based on a recent feasibility study and no recent evidence has been formally agreed to support this policy.
- 2.3.3 Further to this, the location of the site is advantageous with regards to its potential ability to intercept northbound trips from the M1 at Junction 10 as vehicles approach the outskirts of Luton. This could prevent private car congestion in the south of Luton and result in onward P&R bus journeys of less than 10 minutes to the centre of Luton. However, the ability to intercept these car trips can only be realised if there is sufficient demand for a P&R to replace town centre car trips and/or sufficient regular daily demand to support a new football stadium at Power Court.

2.4 Constraints at Newlands Park

- 2.4.1 There are also a number of constraints at Newlands Park, which would present difficulty in aligning a P&R facility at this location with the Best Practice Principles highlighted in **Section 2.2**.
- 2.4.2 For example, the site is spatially constrained for several reasons. On the northbound approach to Luton from the M1 (the direction from which it would most likely intercept traffic), the site would not be visible to drivers. The P&R facility would be located more than 1km north of the Junction 10 slip road, and thus require extensive signage at multiple points on approach to the site to aid wayfinding. In addition to this, using the existing highway infrastructure, the site is not easily accessible from the Pepperstock Interchange, and would require drivers to travel an additional 2 miles via two additional roundabouts to reach the site, as highlighted in **Figure 2.1** below. This additional journey time will significantly reduce demand for a P&R in this location to replace town centre trip and also demand to intercept the occasional football supporter trips. A 4-minute delay would make it more viable for town centre trips to continue their journey and park within the town centre, especially accounting for the additional journey time of a bus into the town centre.

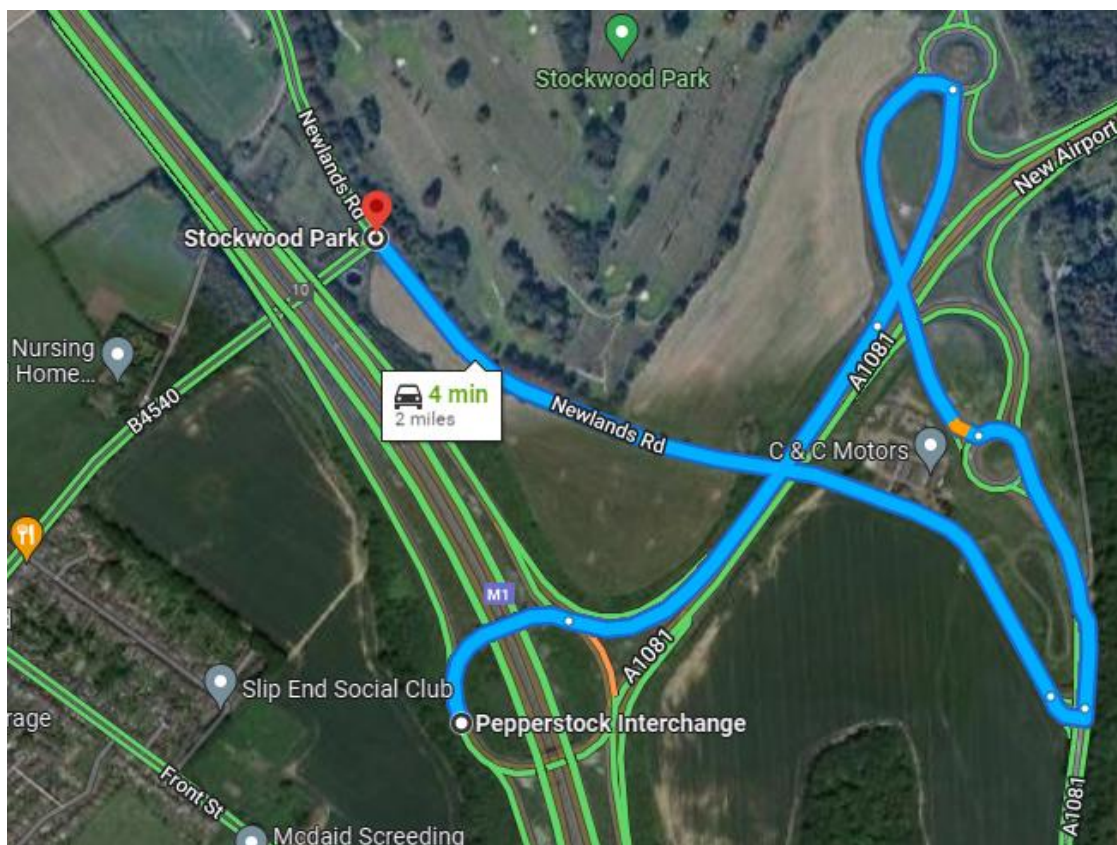


Figure 2.1: Route from Pepperstock Interchange to Newlands Park P&R Facility

- 2.4.3 In addition to this, the existing site could pose structural difficulties due to the topography of the land. At some points along Newlands Road, the gradient of the land to the west (where the P&R facility would be located) is questionable and would likely result in a facility lower in elevation than the adjacent M1, which would not aid the visibility of the site. This characteristic is highlighted in **Figure 2.2**. Further detailed site investigation has concluded that access from Newlands Road directly into Plot F is unviable (due to visibility, road levels and gradients) and access would need to come through the adjacent plot that has outline permission for B8 storage/distribution led land use which would generate conflict between buses, cars,

employees, and articulated vehicles. Furthermore, the potential area of developable land remaining, following importing/exporting soil/fill to level plots F&G, is limited and arguably not sufficient to provide enough parking spaces to justify the supply/demand required to provide a viable P&R facility.



Figure 2.2: View from Newlands Road Looking Northwest towards Plot G

- 2.4.4 As well as the physical constraints created by the topography of the site, the site is constrained by existing utilities at plots F&G, with a high-pressure gas main, overhead cables running through the site. As outlined above, this may also preclude a multistorey option at the site.
- 2.4.5 A P&R facility at Newlands Park may additionally prove difficult with regards to ensuring the charging regime for users is both robust and attractive, particularly during the weekends when retail trips are most popular. **Figure 2.3** highlights some of the cheapest all-day weekend car parks in Luton Town Centre. In addition, there does not appear to be any specific pricing policy to discourage long stay parking during weekdays. For example, weekday all-day parking is also very competitively priced in Luton, with most all-day rates costing between £5.00 and £8.00, and most charging regimes only in place between 8am – 6pm. As such, arguably these charges are not substantial enough to incentivise the use of a P&R facility, especially if there are multiple people travelling in one car who would each be subject to a passenger fare on the P&R bus. Further to this, due to the number of free/cheap private/employment led parking locations within the town centre, it will be unviable for LBC to implement and control a town centre wide parking demand management strategy to a level required to support a P&R in this location.
- 2.4.6 If P&R services were to be introduced in Luton, it would be necessary to ensure town centre parking charges were increased significantly, particularly for long stay parking charges to make any P&R service appear attractive. A rule of thumb adopted by other towns when assessing parking charges is to charge more than two return P&R tickets for four or more hours parking in the town centre. This would entice people to switch from car to P&R, but without such a pricing policy, any P&R service would struggle to succeed. A financially attractive and forward funded P&R facility at Newlands Park would therefore need to be delivered in combination with borough-wide transport strategies and parking interventions.

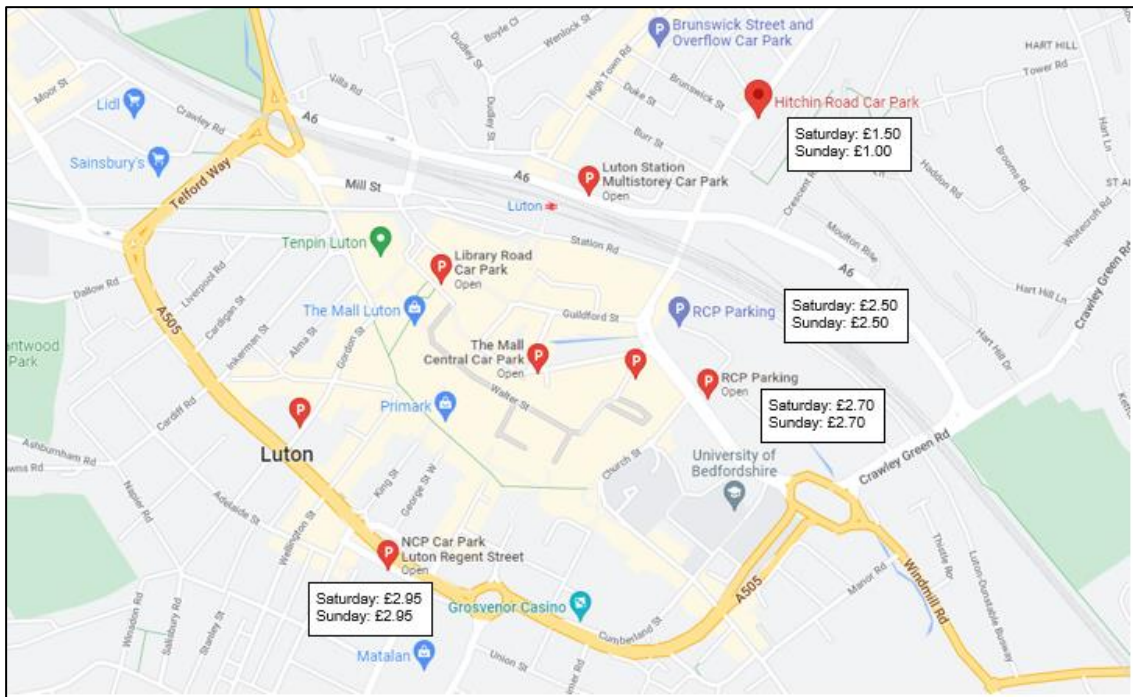


Figure 2.3: Weekend All-Day Parking Charges in LTC (prices correct March 2022)

- 2.4.7 As outlined above, when developing a P&R facility, it is important to identify the target market to ensure the service and facilities can be designed appropriately. For a town centre such as Luton, where there are plenty of free/low cost parking options, changes to the town centre demand management parking strategy (pricing and availability of spaces) will be essential to make P&R an attractive option over town centre parking. Only when this is achieved can the target market start be encouraged to travel by P&R.
- 2.4.8 Historically, P&R facilities have been successful for ‘historic centres’, like Cambridge, Oxford, and York where the availability of town centre parking is limited compared to demand. Luton Town Centre does not benefit from being an historical centre, like these previously successful locations. By comparison, the historic centres of Cambridge, Oxford and York have around 850, 1500 and 1500 listed buildings respectively, whereas Luton has around 100 listed building.
- 2.4.9 Further to the points noted thus far, to future-proof the design of new P&R facilities, consideration must be given to how a site might react to an increase in popularity in the future. Plots F and G at the Newlands Park site are constrained in terms potential future growth as they are bound by Stockwood Park to the east, Luton Rugby Club to the north, the M1 to the west, and the proposed B8 Newlands Park development to the south.
- 2.4.10 Also, the long-standing policy to provide a P&R facility at Newlands Park is not based on a recent feasibility study, no recent evidence to date has been formally agreed to support this policy, and Stantec are not aware of any funding being made available for a P&R site at Newlands Park currently.

2.5 Successful Case Studies

- 2.5.1 There is much that Luton can learn from the experience of other cities and towns who have delivered and operated P&R services in recent years. A brief review of existing P&R sites has been carried out to ascertain the essential elements of their services and key successful attributes. While there are many more P&R sites across the UK, three urban examples were selected as they are broadly comparable to Luton in terms of the characteristics of the surrounding transport network. Recent success stories at these three sites are described

below, whilst **Table 2.1** provides a summary of the services they currently provide. Nevertheless, whilst the transport network surrounding these sites are broadly comparable, they are all historic towns and therefore Luton Town Centre differs greatly in terms of type and demand for P&R trips and the availability/pricing of parking within the town centres.

Table 2.1: Review of Services Operating from Successful P&R Sites

Urban Area	Operating Hours	Service Headways	Maximum Journey Time to Centre	Parking Spaces	Parking Charges
Oxford – Seacourt	24 hours a day, 7 days a week. Vehicles can be left overnight Maximum stay 72 hours	Every 15 minutes Monday – Friday Every 20 minutes Saturday - Sunday	15 minutes	794 spaces 8 disabled	Parking Charge: 0-1 hour: Free 1-11 hours: £2.00 11-24 hours: £4.00 24-48 hours: £8.00 48-72 hours: £12.00 'Ride' (Bus) Fare: £1.80 Single Journey £2.60 Same Day return off-peak £2.80 Same Day return peak Combi Ticket: £6.80 (Day return for two adults and up to three children – includes parking)
Cambridge – Trumpington	07:00 – 18:30, 7 days a week	Up to every 10 minutes Monday – Sunday Up to 15 minutes every Sunday	15 minutes	1340 spaces 24 Disabled 4 EV 250 Bicycle	Free with ride: £3 City Centre Return £2.50 Short hop return £57.60 monthly
York – Rawcliffe Bar	07:00 – 22:45 Monday – Saturday 09:30 – 22:20 on Sundays	Every 10 – 15 minutes Monday - Friday Every 15 minutes Saturday - Sunday	15 minutes	1000 spaces	Free with ride: Standard Return - £3.50 Smart 5-day Multi-trip Ticket - £15.75 Child Return - £1.80 Annual - £560

Oxford - Seacourt P&R

2.5.2 The Seacourt P&R site is located off the A420 from Swindon and Bath, to the west of the city on Botley Road. In recent years, due to the increasing popularity of the site, Oxford City Council (OCC) has been working to provide additional parking spaces to ensure that it meets the needs of workers today and visitors to the city. The existing car park at Seacourt consistently reaches full capacity. The extension, which is currently under construction, will provide 595 additional parking spaces that will help reduce traffic and congestion on the Botley Road and into the city centre, further helping to reduce harmful vehicle emissions. The extension will make Seacourt an even better facility for workers and visitors and will additionally provide a new bus terminal and cycle storage.

- 2.5.3 Further to this, Oxfordshire are starting to re-brand P&Rs as mobility hubs and considering additional uses for the sites too. There are proposals for a large-scale energy Superhub at Redbridge P&R which will deliver up to 10MW of power on site (enough to meet the growing need for EV charging in the area for the next 30 years), as well as plans to relocate some of the Council's depot functions to certain P&R sites. This might suggest that at present, running the existing bus services at such a high frequency with the current use is commercially unviable, and that in time they might need to cut the bus services or diversify the income sources provided by the site to some degree.

Cambridge – Trumpington P&R

- 2.5.4 Although Cambridge currently offers five P&R sites on key approach routes to the city, all of which serve the city and local area, the Trumpington P&R has been notably successful in recent years. The Trumpington P&R site is located to the south of Cambridge, adjacent to the A1309 Hauxton Road and north of the A10/M11 junction, providing accessibility from the strategic road network.
- 2.5.5 Following the delivery of the Cambridgeshire Guided Busway, the Trumpington P&R facility has transitioned towards more of a 'Park and Choose' facility in recent years, offering a variety of onward travel modes from the site whilst providing similar functions to that of a mobility hub. In addition to the offering of traditional P&R services, the site acts as an interchange point itself and is an important site for first mile last mile (FMLM) journeys in Cambridge. For example, the site is used by commuters who drive to Trumpington and subsequently travel via bicycle, e-bike or e-scooter along the Guided Busway Route to CB1 and onwards towards the city centre. This function is supported by the provision of 250 cycle lockers at the site which provide safe storage for cycles / FMLM modes.

York – Rawcliffe Bar P&R

- 2.5.6 Similar to Cambridge, York offers a network of P&R sites surrounding the city which offer the opportunity to intercept inbound vehicular traffic. Rawcliffe Bar P&R is located to the northwest of York at the A19/A1237 junction and provides a dedicated car park entry/exit road from the A19/A1237 roundabout. Rawcliffe Bar offers the most frequent P&R services in York and has the longest daily operating hours, making it a popular choice for both work and leisure trips.
- 2.5.7 The collective success of York's P&R schemes has further been linked to the success of York's city centre pedestrianisation scheme. In 2017, the city's pedestrianised zone was extended with the incorporation of the Fossgate to the city's growing number of 'Footstreets', where vehicular access is restricted or completely prohibited. When this occurred, city centre businesses believed that pedestrianisation would put them out of business, however within a couple of years footfall had increased and shops and cafes were prospering as a result. Without York's network of P&R facilities, it is unlikely that pedestrianisation would have been so successful. Pedestrianisation allows buses to flow more easily in and out of the city and allows the inclusion of truly segregated cycleways within highways design.

Summary of Reviews

- 2.5.8 These reviews have provided evidence of the benefits that can be achieved by careful design and implementation of P&R facilities in sensible locations. However, **Table 2.1** highlights that the pricing of P&R journeys must be incredibly competitive in comparison to the cost of parking within a city centre to achieve the intended uptake and mode shift. In addition to this, services must depart reliably from the sites every 10-15 minutes during the weekdays to ensure that trips from the site are not substantially longer in duration than driving directly to a destination by car.
- 2.5.9 As outlined above, whilst Luton offers a similar transport network to the sites selected, it differs greatly in terms of town centre characteristics, type / demand for P&R trips and the availability/pricing of parking within the town centres. All of these aspects lead to the

conclusion that achieving a successful P&R facility for Luton will require significant and likely unviable changes to the town centre through a compelling, 'severe' and successful demand management strategy.

- 2.5.10 Further to this, this review has highlighted that whilst the P&R facilities at Oxford, Cambridge and York are successful, alternative and complementary uses are being considered for the sites to 'future-proof' them, taking on the characteristics of mobility hubs such as providing distinct EV charging areas and providing onward travel by micro mobility modes such as e-scooters and bicycles. Unfortunately, Plots F&G at Newlands Park does not have the ability to expand or provide links into an 'historical town' like the successful sites identified in Oxford, Cambridge and York.

2.6 Summary

- 2.6.1 This section has discussed best practice principles with regards to the implementation of P&R facilities in the UK, and further highlighted attributes of successful P&R facilities in comparison with the opportunities and constraints of the Newland's Park site. The locational characteristics of the site, in combination with the strategic fit of delivering a P&R facility at Newlands Park will be considered to formulate a recommendation regarding the type of transport interchange which should be delivered at the site.

3 Strategic Fit

3.1 Introduction

- 3.1.1 This section of the report outlines LBC's present position regarding any progress made in the delivery of P&R facilities across the town, and Luton's overriding policies regarding the delivery of P&R's in Luton.

3.2 Policy Delivery

- 3.2.1 As noted in **Section 1.5**, within the Luton Local Plan (2011 – 2031), only one additional site has been safeguarded for the provision of a P&R facility through Policy LLP7 – Butterfield Green Technology Park. This allocation safeguards a plot of land sufficient for a new 450-space P&R facility to be provided to the north of Luton town centre. However, although a P&R facility is still planned for this site, it has not yet been delivered. As a result, there are currently no P&R facilities operating within or serving Luton.
- 3.2.2 The Luton Local Plan (2011-2031) in addition to the Luton Local Transport Plan 3 (2011-2026), the Luton Local Transport Plan 4 (2020-2040), and the Luton Parking and Enforcement Plan (2013) further set out LBC's aims for managing car parking and wider transport issues across Luton.

Luton Local Plan (2011 – 2031)

- 3.2.3 The Luton Local Plan (LLP) was adopted by LBC in November 2017 and provides an outline of a sustainable transport strategy for the borough. This sets out three core objectives:
1. *Retain and enhance Luton's important sub-regional role as a place for economic growth*
 2. *Establish an effective network and hierarchy of town, district and neighbourhood centres*
 3. *Improve accessibility, connectivity, sustainability and ease of movement to, from and within the borough.*
- 3.2.4 The first and third of these objectives are directly relevant to P&R services in Luton as P&R can be used as a tool for encouraging economic growth whilst improving accessibility and ease of movements within the borough. The provision of P&Rs is therefore closely aligned with the core strategy objectives of the Council.
- 3.2.5 The LLP identifies traffic congestion as a particular issue within the borough and recognises sustainable transport modes as key to relieving congestion. P&Rs can contribute to a reduction in both congestion and air quality issues so are again closely aligned with the LLP. As a result, the plan describes several key highway improvements to improve traffic flow, with several of the improvements proposed directly impacting the possible routes of a P&R service from the two proposed sites.
- 3.2.6 The LLP highlights car parking availability as a key influence on travel behaviour. It notes that any parking charges within the town should not undermine the vitality of the town centre, and that any enforcement should be appropriate. As such, the premise of making town centre car parking more expensive to encourage a shift to P&R use does not align with the LLP. Despite this, Policy LP 32 specifically considers parking within Luton. It states that:

'in Luton provision will be managed to ensure that a proportionate number of spaces are available to support the growth of the town centre. Proposals for reducing on-

street parking in and around the town centre and for car free development may be supported in areas of high public transport accessibility including when linked to park and ride facilities, provided that:

- *There is no adverse impact on occupier amenity in other areas through displaced on street parking*
- *They are supported with a travel plan that promotes car clubs where feasible*
- *The impact on short-term parking is minimised'*

3.2.7 The specific reference to P&R facilities within the area highlights the role that P&Rs or similar facilities could play in Luton. There is recognition that P&Rs can encourage a modal shift from existing private car users to a more sustainable mode, improving congestion and air quality whilst facilitating the growth of the local economy. However, this is dependent on an appropriate town centre car parking strategy to encourage travel by P&R over town centre parking.

Luton Local Transport Plan 3 (2011-2026)

3.2.8 The LTP3 sets out LBC's transport strategy for the 15-year period to 2026. Within LTP3, various strategic transport schemes are identified to facilitate growth. One of the schemes identified focusses on the introduction of P&R facilities at the following four locations:

- A5 / A505 to the north of Dunstable
- M1 at Junction 10a and the proposed Junction 11a (Land south of Stockwood Park / Newlands Park)
- A6 north of Luton
- A505 east of Luton (Butterfield Park)

3.2.9 The A5 / A505 and A6 sites lie beyond the boundary of the LBC area and hence are not considered in detail. However, within LTP3, the A505 Hitchin Road (east of Luton) is identified specifically as the primary corridor that should seek to see P&R implemented with a priority route into the town centre. In addition to this, LTP3 notes that this should coincide with a reduction in long stay car parking in the town centre.

3.2.10 LTP3 states that parking within Luton will be focused more towards short stay parking with pricing policies to encourage this. The plan notes a commitment that parking provision will not be increased within the town, further stating that if a P&R is implemented then on-street parking will be reduced. Long stay parking will therefore be limited to encourage commuters to utilise public transport or walking and cycling opportunities to travel to work.

3.2.11 LTP3 highlights the Council's commitment to delivering P&R services in Luton and complementing these with a reduction in long stay car parking within the town centre to support the P&R services.

Luton Local Transport Plan 4 (2020-2040)

3.2.12 The LTP4 builds upon the policy position surrounding P&Rs within LPT3, stating that one of the priorities of LBC's approach to managing the transport network in the town will be to:

- *Encourage viable alternatives to the car including public transport, Park and Ride, walking and cycling.*

- 3.2.13 LTP4 also highlights Land south of Stockwood Park and Butterfield Park as two key strategic development sites in the Luton Local Plan which include a requirement for P&R sites to be provided as part of the development of these sites. Within LTP4, these sites are briefly discussed within the context of ITP's 2016 Feasibility Study, considered in more detail within **Section 3.3** of this report.
- 3.2.14 Under Section 10.6 of LTP4 which considers network management and highway improvements, LBC notes that there are limited opportunities for improving congested junctions in certain areas of the town. Therefore, measures to reduce the number of vehicles commuting into the town is noted as being vital, whilst pedestrianised areas, P&R and greener sustainable transport and improved and pleasant walking and cycling routes are all viable alternatives.
- 3.2.15 This highlights LBC's present position regarding how the Council envisage to tackle congestion within the town, noting that P&Rs are just one of the options that could be explored further.

Parking and Enforcement Plan (2013)

- 3.2.16 LBC published their Parking and Enforcement Plan in 2013 which aims to manage the supply, cost and use of parking. The plan sets out three key objectives in achieving this aim:
- 1. support the economic growth of the area, whilst helping to meet the Council's obligations to manage the transport network and congestion;*
 - 2. manage the demand for parking in residential areas in order to meet community needs; and*
 - 3. satisfy the Council's road safety and community safety obligations.*
- 3.2.17 Two key approaches are highlighted within the plan to achieve these aims. LBC describes these as:
- Pricing public off-street car parks peripheral to the town centre and park and ride sites to facilitate long-stay commuter car parking, and pricing central car parks to cater mainly for demand by short stay users.*
 - Making new parking provision only where it replaces or improves the quality of existing car parks.*
- 3.2.18 Based upon this, there appears to be a political desire, although dated, to restrict car parking within Luton town centre, and to adopt a pricing scheme which only encourages short stay parking. As such, this would support the delivery of a P&R or similar scheme in Luton. However, very little has been actioned to increase long stay town centre parking pricing to a level that would encourage use of P&R and to date no recent feasibility study has been produced recently in support of policy to provide a P&R facility at Newlands Park. Also, no recent evidence nor funding has been identified to date to support P&R policy at Newlands Park or a town centre parking strategy to support a P&R facility.

3.3 Review of Luton Park and Ride Final Report (2016)

- 3.3.1 In 2016, LBC appointed consultants ITP to undertake a feasibility study assessing the potential demand for the two P&R sites and to further identify bus priority measures on the routes between the two sites and the town centre, as highlighted in **Figure 3.1**. The route alignments were chosen as they are considered to be the most efficient routes for services to take and routes that could incorporate the highest level of bus priority measures whilst avoiding areas of the highway network that are likely to be constrained.

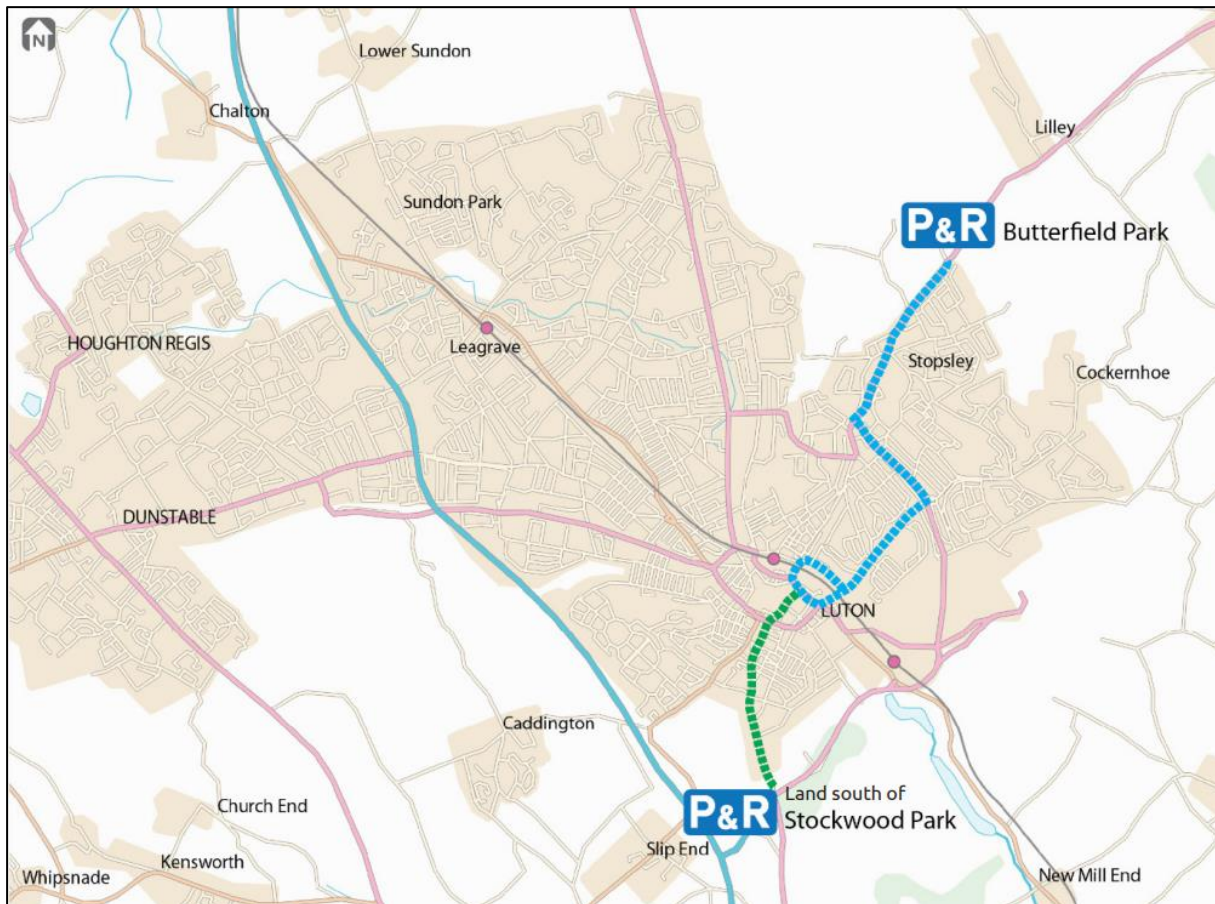


Figure 3.1: Park and Ride Sites and Proposed Bus Routes

3.3.2 The ITP study indicated a daily demand of 296 cars at the Butterfield P&R site and 209 cars on the land south of Stockwood Park. Taking into account forecast growth, the study proposed that initially 400 spaces should be proposed at each site. The cost of providing the P&R facilities at each site has been estimated at £2m per site, with the cost of operating services to the town centre covered by the parking revenue. Each service is expected to result in up to a 2-minute journey time improvement to the town centre. Taking these points in turn, (1) as outlined above the topography and scale of Plots F&G make it unviable to provide 400 P&R spaces and standalone access (2) £2m has not been publicly allocated (3) even if a 2 minute journey time saving is realised, this is not a sufficient saving to make P&R an attractive alternative, especially when there is a potential 4 minute additional journey time between the strategic network and Newlands Road.

3.3.3 With specific reference to the route identified to serve the Land south of Stockwood Park site shown in **Figure 3.1**, the study proposed the following routing:

- From joining London Road at the London Road North Roundabout, inbound services would head toward Luton Town Centre. Given the wide nature of the carriageway on the approach to the Cutenhoe Road junction, a short section of inbound kerbside bus lane could be provided, along with bus gate priority through the junction.
- Services would then continue along London Road on a kerbside bus lane until the junction of Tennyson Road, where they would merge with all traffic due to the narrow carriageway and limited scope for bus lane priority due to tree preservation orders. The road narrows towards the Castle Street approach where services would continue to mix with all traffic. After passing through the Castle Street / Windsor Street junction,

the carriageway widens, and an inbound bus lane could be provided on the approach to the Castle Street Roundabout.

- Services would then merge with all traffic and cross the roundabout onto Castle Street again where they would then turn right onto Flowers Way and merge with existing bus priority onto Park Street West. It is envisaged that services would drop off at the Town Centre Interchange before continuing its route.

3.3.4 Based upon these requirements, several bus priority measures would need to be delivered to accommodate a P&R route from Newlands Park, and given the limited provision of bus services in this location currently these will be challenging to deliver within highway land. These include:

- Bus gate priority.
- Segregated bus running lane.
- Merge lanes (where buses leave / join the running lane).
- Convoluted link between Plots F&G and London Road would need to be mitigated to avoid bus journeys being longer than car journeys into the town centre.

3.3.5 Further to this, the success of the P&R site at Newlands Park would be reliant on dedicated P&R services operating at 15-minute headways, and services being priced significantly lower than town centre car parking. Given the limited demand (less than 25 football supporter home games per year and attractiveness of P&R over town centre parking/strategy) it will be difficult to maintain and fund a 15-minute service headway, and therefore lead to reduced demand over time.

3.4 Summary

3.4.1 Although no P&R sites have yet been delivered in Luton, the local policy framework (albeit dated) appears to support their implementation in combination with complementary measures. There is an apparent, albeit dated, desire to increase parking charges and reduce parking provision to support the delivery of a P&R scheme.

3.4.2 However, there is little supporting evidence to strengthen or establish this policy in practice. (1) Luton Town Centre long stay parking prices remain lower than needed to support P&R. (2) The number of parking spaces proposed in the 2016 feasibility study is not viable on Plots F&G without a multistorey car park. (3) No funding has been identified to support a P&F facility at Newlands Park. (4) journey time savings identified within the 2016 feasibility study would not be sufficient to encourage drivers to use P&R over town centre parking.

4 Recommendation

4.1 Introduction

4.1.1 The previous sections of this report have outlined the background to the study, presented evidence of the opportunities and constraints of delivering a P&R facility at Newlands Park, outlined the strategic fit of delivering P&R facilities within Luton. This section assesses all the information, evidence and knowledge presented thus far to recommend whether a P&R facility should be implemented at Newlands Park, or whether alternative transport provisions should be considered. It summarises both the site suitability and the policy adherence to provide a clear recommendation for the site.

4.2 Site Suitability Review

4.2.1 The location of a P&R site is essential to encourage people to shift from the private car to the bus. Although the Land south of Stockwood Park (Newlands Park) is located adjacent to the strategic road network which provides a direct route from the M1 to the town centre, the site itself exhibits several spatial constraints. For example, a P&R facility at the site would not be visible from the northbound approach to Luton from the M1, and hence would require extensive advanced directional highway signage commencing from the approach to the Pepperstock interchange, with repeater signs along the A1081 on approach to the site. At present, the site is also not easily accessible from the Pepperstock Interchange and requires drivers to continue for an additional 2 miles before reaching the site.

4.2.2 The topography of the site and existing utilities at the site are also constraints. Direct standalone access into Plot F from Newlands Road is unviable due to visibility and site levels. There is no potential to expand a P&R facility at Newlands Park due to local constraints (levels, M1 strategic motorway, local road network and adjacent permitted employment land use). Plots F&G cannot deliver the required number of parking spaces to justify a viable P&R facility without providing for a multistorey car park, which itself may be restricted due to the constraint of the gas main and overhead cables at the site.

4.2.3 It is for these reasons from a locational perspective why the delivery of a P&R facility at Newlands Park is not recommended.

4.2.4 Further to this, if a P&R is to be implemented in Luton, it would arguably be best placed at the Butterfield Park site as it is projected to have a greater demand than at Land south of Stockwood Park / Newlands Park. In addition, the feeder road for Butterfield Park (A505 Hitchin Road) is highlighted as a priority route which could benefit from a P&R service as stipulated in LTP3.

4.3 Policy Adherence Review

4.3.1 This study has identified that there is an existing policy framework for delivering P&R services in Luton. All relevant policy documents produced by LBC in recent years have referred directly to P&R services being introduced in Luton.

4.3.2 However, there is little supporting evidence to strengthen or establish this policy framework in practice. (1) Luton Town Centre long stay parking prices remain lower than needed to support P&R. (2) The number of parking spaces proposed in the 2016 feasibility study is not viable on Plots F&G without a multistorey car park. (3) No funding has been identified to support a P&F facility at Newlands Park. (4) journey time savings identified within the 2016 feasibility study would not be sufficient to encourage drivers to use P&R over town centre parking.

4.3.3 If a P&R facility is to be successful in Luton, further work is therefore required in developing a parking policy within the town centre to re-evaluate both parking provision and pricing. At

present, town centre parking is very competitively priced within Luton, with single-figure daily parking costs common amongst both public and private car parks. To encourage the success of a P&R scheme in Luton, it is therefore recommended that parking availability would need to be reduced whilst parking prices are increased.

- 4.3.4 It is for this reason that although there is no clear policy-led reason not to pursue P&R services in Luton, it is recommended that an alternative transport offering may be more appropriate and sustainable. A solution which delivers similar benefits to that of a P&R facility, providing some sort of reliable transport interchange, which is not reliant on a number of wider, and arguably contentious, transport and parking interventions within the town centre is therefore recommended.

4.4 Recommendation

- 4.4.1 These findings culminate to provide evidence that the site at Newlands Park is not suitable for a P&R facility to serve the town centre or any potential demand associated with a matchday parking strategy for Power Court (less than 25 home games per year) will not be sufficient to justify the viability of a P&R in this location. This recommendation is based on the following key findings:
- Unviable land space to provide the optimum number of parking spaces required to support a successful P&R for the town centre.
 - Less than 25 home football matches per year will not be sufficient to support a P&R facility and will impact on the ability for a P&R to successfully serve the town centre.
 - Existing availability and town centre parking pricing strategy will not support or make a P&R facility viable.
 - Potential 2 minute journey time saving generated by a P&R facility will not justify demand for P&R, especially given 4 minute delay between strategic road network and Newlands Road.
 - Change in land use strategy for allocated land off Newlands Road.
 - Luton Town Centre does not match existing characteristics of successful P&R sites around UK.
 - Permitted land uses at Newlands Park includes for bus service infrastructure improvements to the north on London Road.
 - LBC Highways preferred strategy to improve regular services on London Road rather than Newland Road.
 - Unviable site suitability at Newlands Park in terms of accessibility, land space, topography and potential for growth.
 - Limited evidence or funding to support P&R policy framework.

4.5 Summary

- 4.5.1 This section has provided a comprehensive review of the key attributes of Newlands Park in relation to the suitability of the site in delivering a P&R facility. This study has developed a strong evidence-led approach to the delivery of P&R schemes whilst remaining grounded by referencing best practice from elsewhere in the UK.
- 4.5.2 The overarching recommendation provided by this study is to not provide a traditional P&R facility at Newlands Park.

5 Summary and Conclusions

5.1 Introduction

- 5.1.1 This study has presented a comprehensive review of available evidence to determine whether it is feasible and sustainable to implement a P&R facility at Newlands Park, Luton. It has reviewed the extensive planning history of the site to date, the opportunities and constraints it is subject to, the strategic fit of delivering P&R within Luton, the future mobility ambitions of the town, and the overarching recommendation for the site.
- 5.1.2 This review has provided evidence that it is not feasible nor sustainable to provide a P&R facility at Newlands Park to serve the town centre and any potential demand associated with a matchday parking strategy for Power Court (less than 30 homes games per year) will not be sufficient to justify the viability of a P&R in this location.
- 5.1.3 This study therefore concludes that there is not a robust strategic framework within which LBC could deliver, support nor fund a successful P&R facility at Newlands Park.