1 Introduction

1.1 Route Management Strategy

Route Management Strategies '…is a technique being developed by the Highways Agency to provide a framework for managing individual trunk routes as part of wider transport networks. Route Management Strategies will interlock with local transport strategies (set out in Local Transport Plans) within the context established by Regional Planning Guidance'. (Reference Para 3.1.34 'A New Deal for Transport: Better for Everyone').

The Route Management Strategy (RMS) process has been developed to:

- Assist the Highways Agency (HA) in planning and optimising investment in the trunk road/motorway network (across different budget headings), and in the delivery of HA strategic plans and ten year transport strategy.
- Provide consistency, transparency, openness and integration, particularly with other transport related strategies, including local and regional transport plans.
- Enable the HA to provide an input into these strategies and plans.
- Maximise customer focus.
- Improve forward planning over a 10-year horizon.

The development of RMSs assists the HA to achieve its objective which is:

- To deliver a high quality service to all our customers by:

1. Improving road safety
2. Making journeys more reliable through better network management and information
3. Respecting the environment.

The development of an RMS will be administered and delivered by the HA, with the assistance of consultants, through undertaking a Route Management Strategy Study.

It should be noted that whilst a RMS will be focused upon a particular route, the impact which other routes may have upon it and the impact that the route may have on others should be considered within the study. This would be particularly applicable where an issue on one route can be resolved through an outcome on another.

1.2 Study Background

The M1-M10 RMS study has been carried out by Mott MacDonald on behalf of the Highways Agency. The strategy covers approximately 125.5 km (80 miles) of the M1 from Junctions 1 to 19 and the M10 covers approximately 4.5 kms (2.8 miles).

This RMS will help the HA to meet their strategic aim of contributing to sustainable development by maintaining, operating and improving the trunk road network in support of the Government's integrated transport and land use planning policies.

The RMS embraces the five key policy objectives for transport:

1. To protect and enhance the built and natural **environment**
2. To improve **safety** for all travellers
3. To contribute to an efficient **economy** to support sustainable economic growth in appropriate locations
4. To promote **accessibility** to everyday facilities for all, especially those without access to a car
5. To promote the **integration** of all forms of transport and land use planning, leading to a better, more efficient transport system

1.3 RMS Study Programme

The RMS study followed the list of key events involved in the production of the RMS and the programme is outlined below.

Start of Project	February 2002
Initial Consultation	February 2002
Draft Route Management Strategy Internal Workshop	April 2002
Break	
Route Management Strategy Seminar	June 2003
Value Management Workshop	July 2003
Initial Route Management Strategy	January 2005
Public Consultation	**February – May 2005**
Publication of Final Route Management Strategy	Summer 2005

Table 1.1: M1-M10 RMS Study Programme

2 General

2.1 Consultation Process

The Public Consultation (PC) was undertaken to raise public awareness of the Route Management Strategy (RMS) and to improve understanding of the issues and priorities of the public living along and using the M1 and M10 Motorways.

The consultation period started on 21 February 2005 and finished on 16 May 2005. Responses and completed questionnaires were to be returned to the HA by the last day of the consultation period, however the HA decided to allow late submission of comments until the end May 2005.

2.2 Leaflet, Questionnaire and Advertising

As part of the consultation process an A3 size leaflet was produced to help the public gain an understanding of the RMS process, how it affects them and how they could contribute to the study. The leaflets included a list of 18 proposed Route Outcomes (RO) and some route specific information. These proposed ROs were established based on the comments received during the initial consultation with the stakeholders and observations by the consultants. Enclosed within each leaflet was a freepost questionnaire. Copies of the leaflet and the freepost questionnaire can be found in Appendix A.

Mott MacDonald gained permission from the Local Authorities (LA) within the study area, to deposit a copy of the detailed report and copies of leaflets, with questionnaires enclosed, in their offices.

In order to maximise exposure to the strategy and encourage direct input from the public, a number of additional displays were organised at the following locations:

- A1 posters and/or leaflets were displayed at a number of Tesco supermarkets, shopping centres, Motorway Services Areas (MSAs) along the M1 motorway and the Milton Keynes Coachway at Junction 14.

- A3 size poster displays and leaflets were sent to all the local libraries within the counties and boroughs that the M1 passes through, as well as the petrol stations at the supermarkets and the MSAs.

These posters highlighted the strategy and the proposed ROs, inviting the public to give their feedback and comments. Details of the display materials can be found in Appendix B.

2.3 Press Release

A press notice was released on 21 February 2005 via the Highways Agency's website. A copy of the press notice can be found in Appendix C.

The M1-M10 RMS press notice can also be viewed on the HA website at this web address:

http://www.highways.gov.uk/news/press_releases/m10/2005_02_21c.htm

A full distribution list for the leaflets and posters can be found in Appendix D.

2.4 Website

The HA are proactive in ensuring that information about current schemes and consultations is available through their website; http://www.highways.gov.uk. The HA want this information to be accessible to all types of Internet users, and for this information to be available throughout the period of the scheme, as well as the consultation. Therefore, the M1-M10 RMS launched its own web page on 21 February 2005, the start date of the consultation period.

The M1-M10 RMS web pages can be found at this web address:

http://www.highways.gov.uk/m1m10rms

The web pages summarised the content of the detailed volumes of the report, but also included a number of features, enabling the public to give feedback at a time that was convenient to them. These features included:

- Downloading a Portable Document File (PDF) of the RMS detailed report, Volumes 1 and 2
- Downloading a PDF of the leaflet and freepost questionnaire
- Completing an "Online Questionnaire"
- Completing a "Your Views" page, allowing the public to make open comments or suggestions about the strategy and
- Making known the e-mail and postal addresses to contact the M1-M10 RMS project team within the HA.

2.5 Stakeholders and Local Authorities

On 18 February 2005, a public consultation letter together with a copy of the M1-M10 RMS leaflet was sent out to Stakeholders, Local Authorities and User Groups, inviting them to give feedback or comment on the Initial RMS. There were four versions of this letter and copies of each can be seen in Appendix E.

2.6 Proposed Route Outcomes

A list of proposed Route Outcomes was established to support the proposed land use development, route objectives and functions and to address the existing problems identified within the RMS study this is given below.

RO	Route Outcomes
1 Short Name	Improve journey time reliability along the M1 (junctions 1-19) *Improve journey time reliability*
2 Short Name	Improve road users information *Improve road users information*
3 Short Name	Reduce accident clusters on the M1 and M10 with particular reference to junctions and known high risk accident sites *Accident reduction*
4 Short Name	Minimise the impact of the M1 and M10 on the adjacent local environment *Minimise environment impact*
5 Short Name	Minimise the impact of noise caused by the M1 in areas suffering from high noise levels *Minimise noise impact*
6 Short Name	Improve Non-Motorised User (NMU) facilities *NMU facilities*
7 Short Name	M1 Junction 3 – Improve access to London Gateway Services from the M1 southbound carriageway *Junction 3 – Improve access*
8 Short Name	M1 Junction 5 – Reduce southbound off-slip queuing *Junction 5 – Reduce queuing*
9 Short Name	M1 Junction 6 – Investigate improving access to/from the M25 *Junction 6 – Improve access*
10 Short Name	M1 Junction 11 – Improve operation of the junction, including NMU facilities *Junction 11 – Better operation & NMU facilities*
11 Short Name	M1 Junction 13 – Review capacity improvements at this junction *Junction 13 – Capacity improvements*
12 Short Name	M1 Junction 14 – Improve capacity and reduce congestion problems *Junction 14 – Capacity & congestion problem*
13 Short Name	M1 Junction 15 to 15A – Reduce congestion and improve accessibility at junctions *Junctions 15-15A – Reduce congestion & improve capacity*
14 Short Name	M1 Junction 17 – Improve accessibility at the junction to allow Heavy Goods Vehicles (HGVs) to gain access to Daventry International Rail Freight Terminal (DIRFT) *Junction 17 – Improve access*
15 Short Name	Minimise the traffic effects of housing developments from the Milton Keynes and South Midlands (MKSM) area *Minimise traffic effects from developments*

RO	Route Outcomes
16	Work with key stakeholders (including London Luton Airport and Local Authorities) to ensure that with the increased growth at Luton Airport, as suggested by the Airport White Paper, measures are implemented to accommodate development related traffic
Short Name	*Accommodate London Luton Airport growth*
17	Safeguard the use of the route as an abnormal load route
Short Name	*Safeguard abnormal load route*
18	Facilitate increased multi-modal transport integration in accordance with the 10 Year Plan for Transport
Short Name	*Multi-Modal integration*

Table 2.1: Proposed Route Outcomes

3 Public Consultation Responses

3.1 Responses from Public Consultation Feedback

The response data has been interrogated for two key outputs, firstly for the responses to the questions as set out in the questionnaire concerning route journeys, methods and reasons for travelling including support for resolution of particular route problems. The second output was to enable the HA to identify which were the better methods of capturing responses and whether alternatives should be considered for future consultations of this type.

The HA did receive some damaged reply questionnaires and every effort has been made to ensure the data has been entered and compiled as detailed from the responses received.

The HA received a total of 665 recorded responses during the consultation period. Figures 3.1 - 3.3 show which form of media was used to send a response, where those responses came from, by county, and a more detailed graphic of the response origin, by postcode district, adjacent to the M1 and M10 Motorways:

- Figure 3.1 shows the method of how responses were sent/received. A significant majority of the responses were received in the traditional method of the freepost paper questionnaire; however the growing influence of the Internet and its increased accessibility was used to return 11% of our responses; email, your views and online questionnaire.

- Figure 3.2 presents the number of responses received by County location where known.

- Figure 3.3 is a map of the route which identifies the areas where respondents have given the HA feedback for the M1-M10 RMS.

NB

The dark thick lines on all of the postcode maps are the boundaries of the postcode areas, such as: AL, LU, MK, NN and LE etc. These do not necessarily represent the District, Borough and County boundaries of Local Authorities. The thinner black lines represent the postcode districts within the postcode area, MK14, AL2, LU1 and LE17 etc.

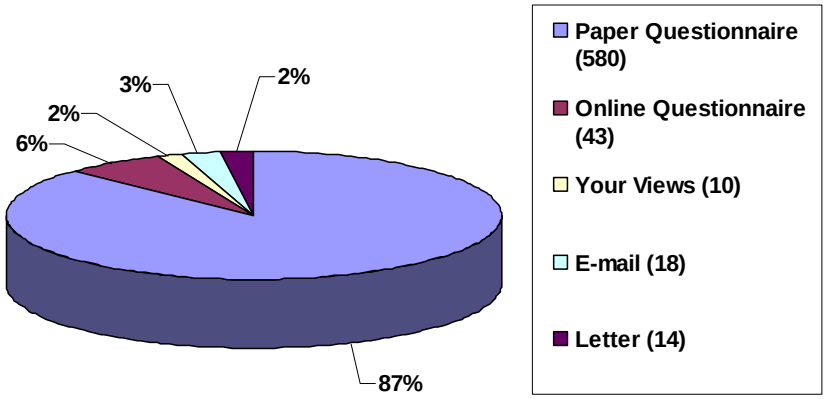

Figure 3.1: Method of Response

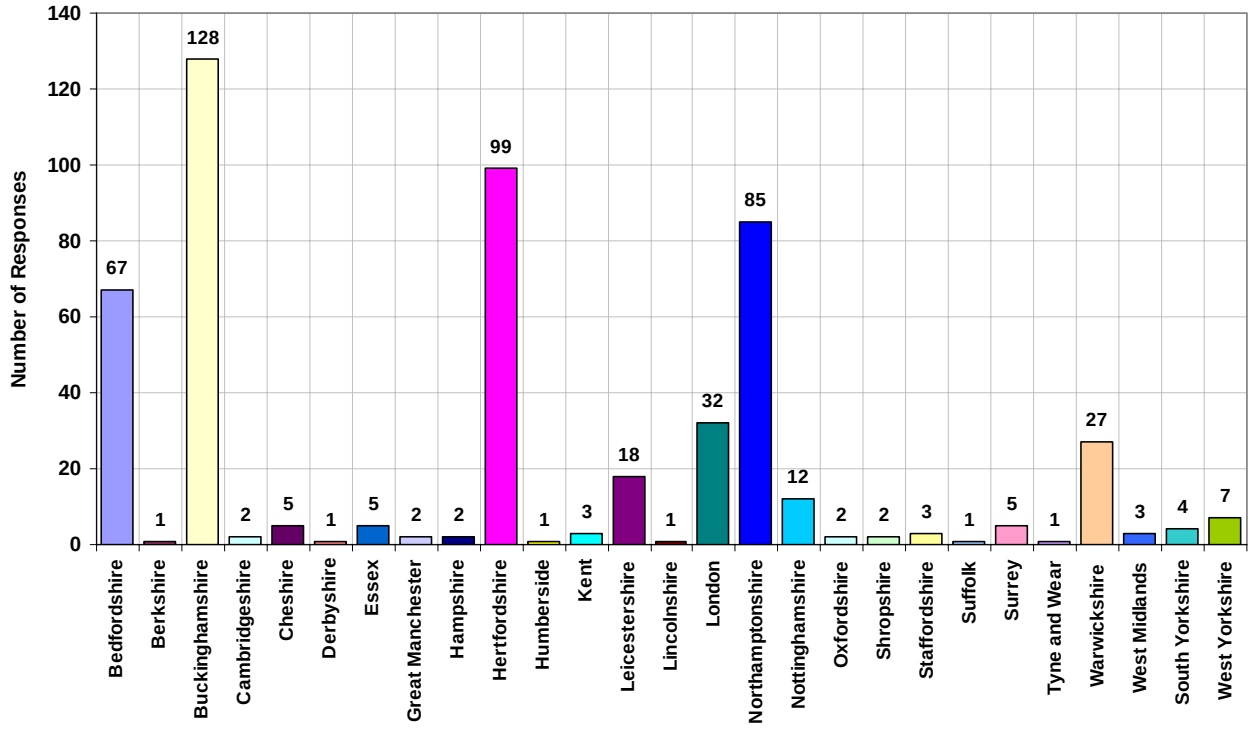

Figure 3.2: Respondents by County

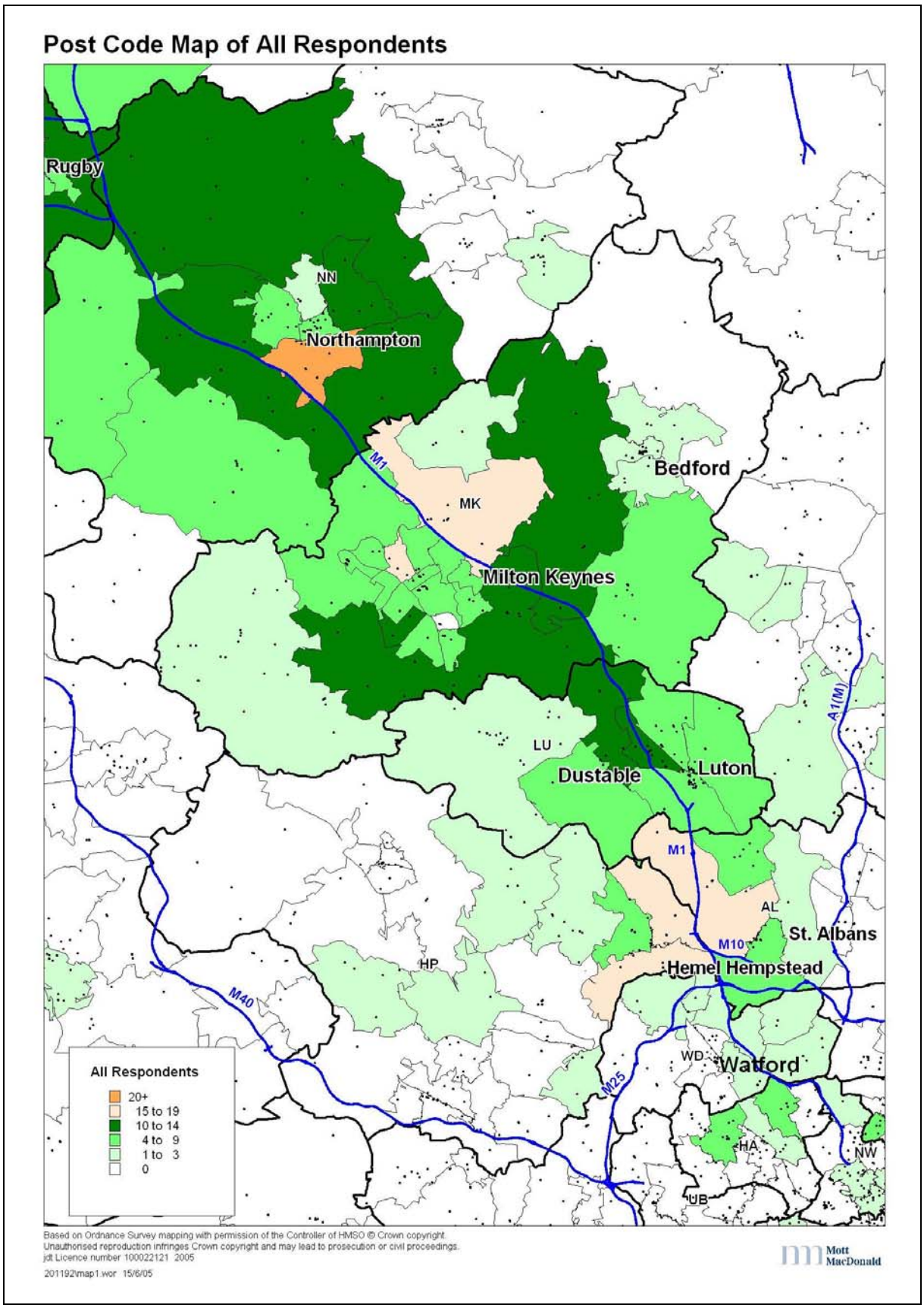

Figure 3.3: Postcode map of all respondents

3.2 Public Consultation Results

In the graphs and charts shown below the term "No Response" refers to a blank or unreadable response made on the freepost questionnaire or no comment made through any of the other means of feedback received from respondents.

The response for the individual options of Questions 5, 6, 8, 9 and 10, have been shown on graphs by postcode district and they can be found in Appendix F, G, H, I and J respectively.

3.2.1 Question 1

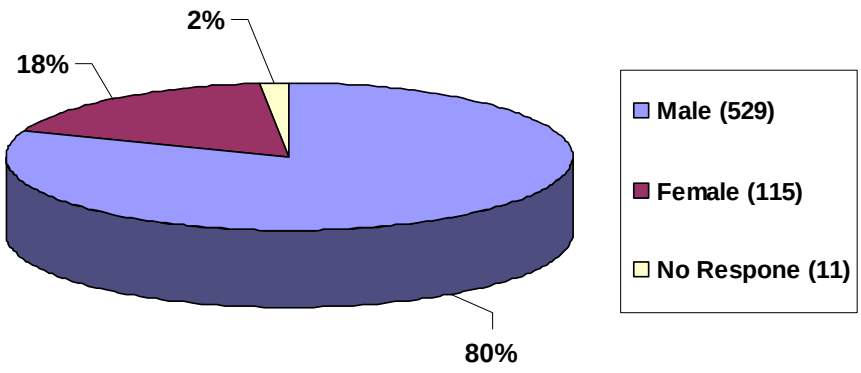

Figure 3.4: [Q1 – Gender of respondents]

3.2.2 Question 2

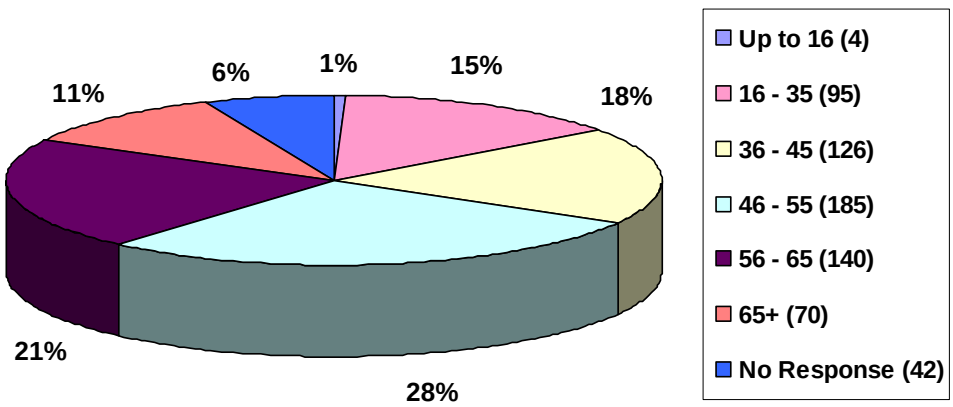

Figure 3.5: [Q2 – What is your age group?]

3.2.3 Question 3

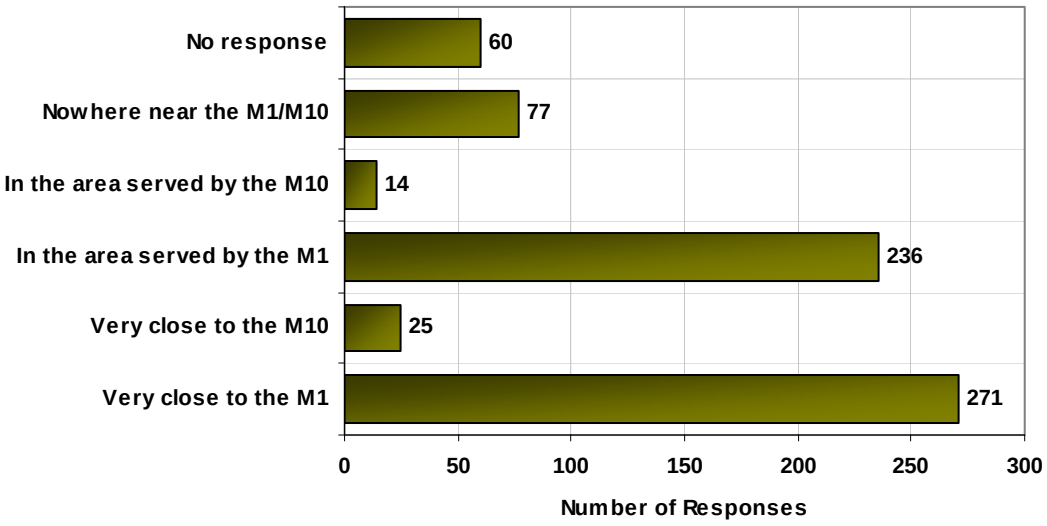

Figure 3.6: [Q3 – Where do you live?]

3.2.4 Question 4

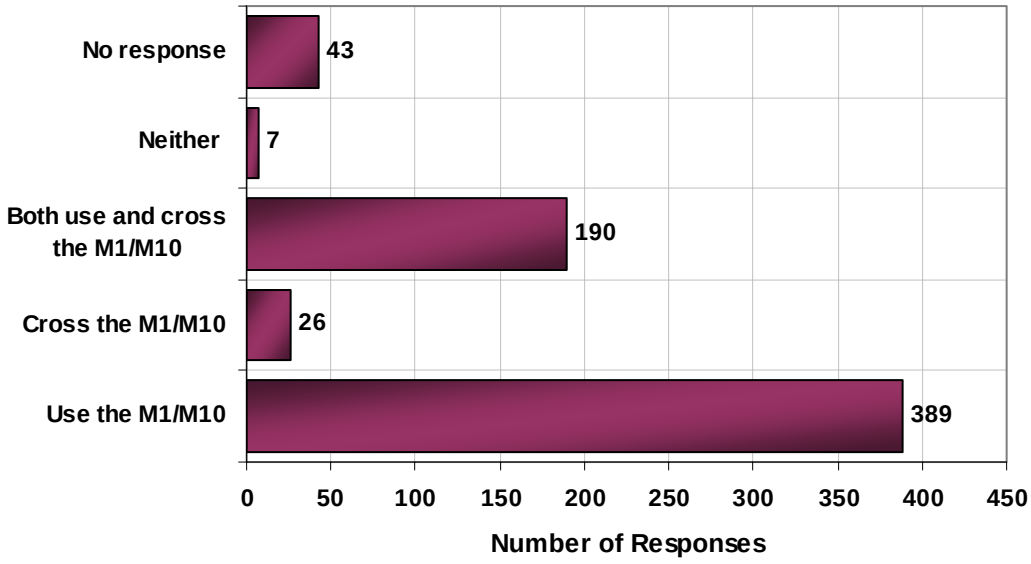

Figure 3.7: [Q4 – Do you use or cross the M1/M10?]

3.2.5 Question 5

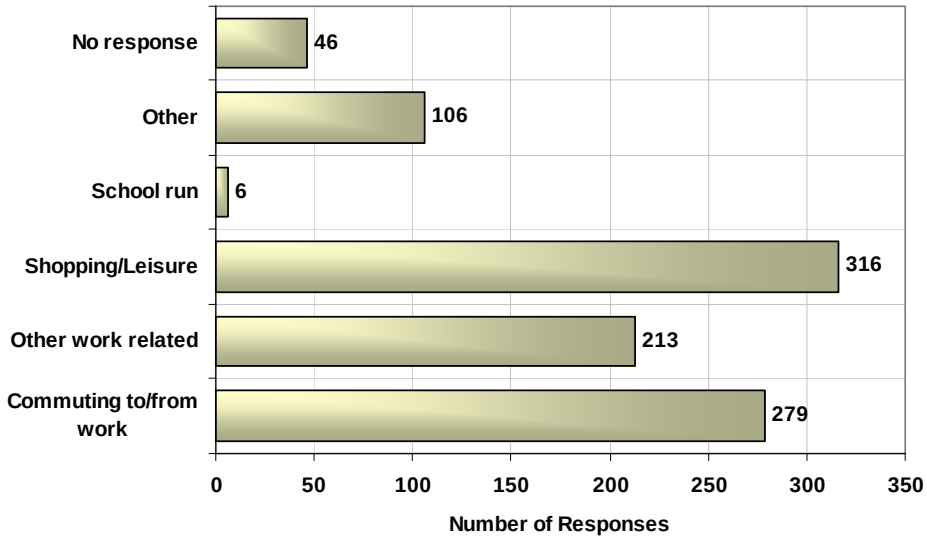

Figure 3.8: [Q5 – Why do you use or cross the M1/M10?]

3.2.6 Question 6

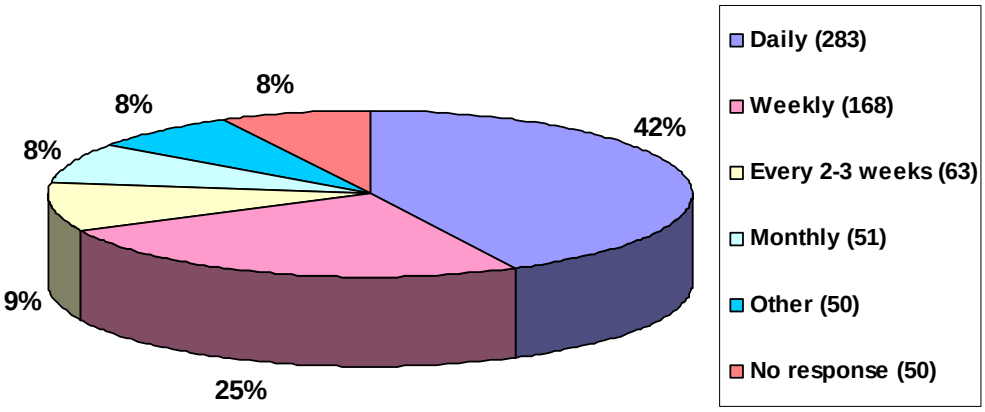

Figure 3.9: [Q6 – How often do you use or cross the M1/M10?]

3.2.7 Question 7

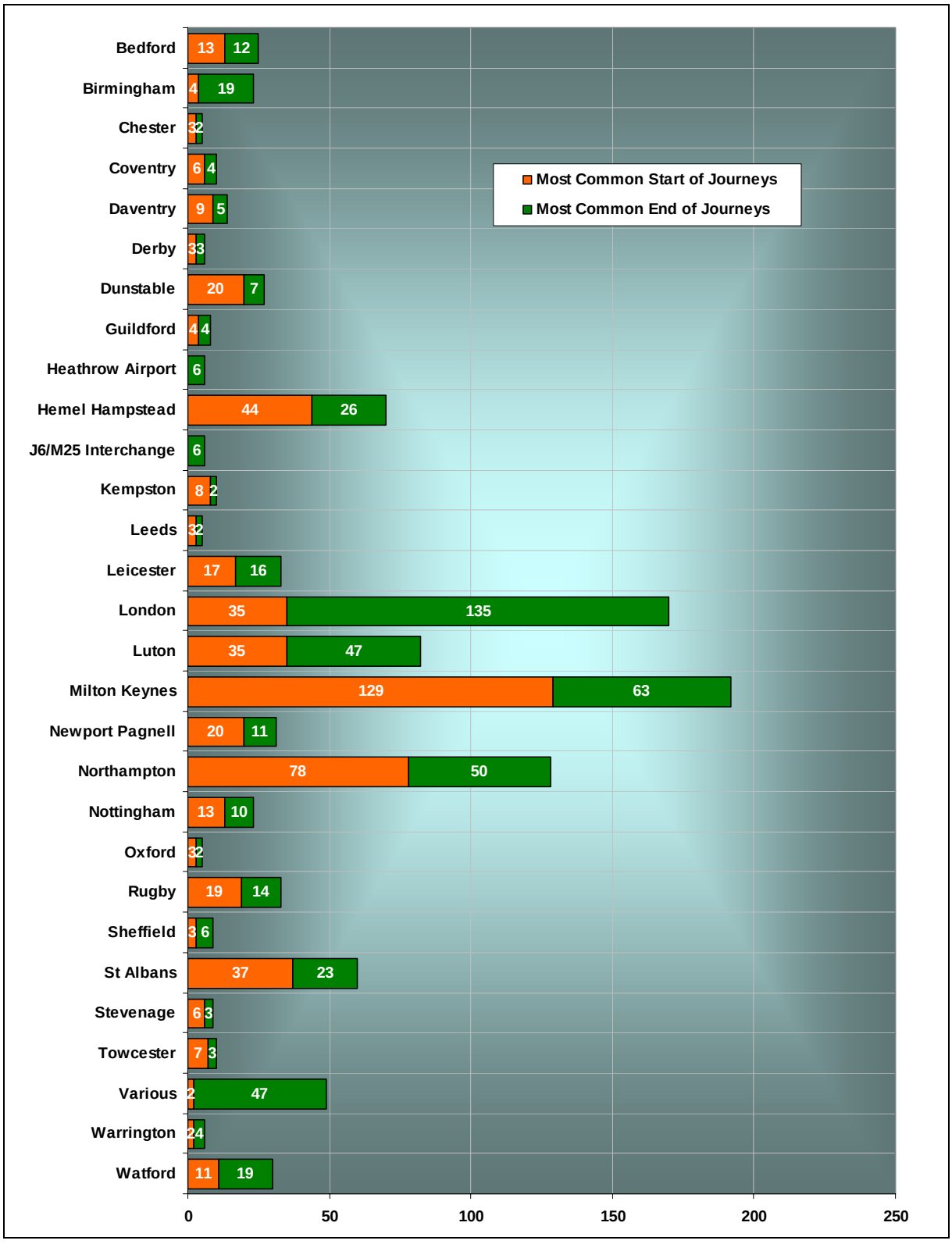

Figure 3.10: [Q7 – Where does your usual journey start and end?]

3.2.8 Question 8

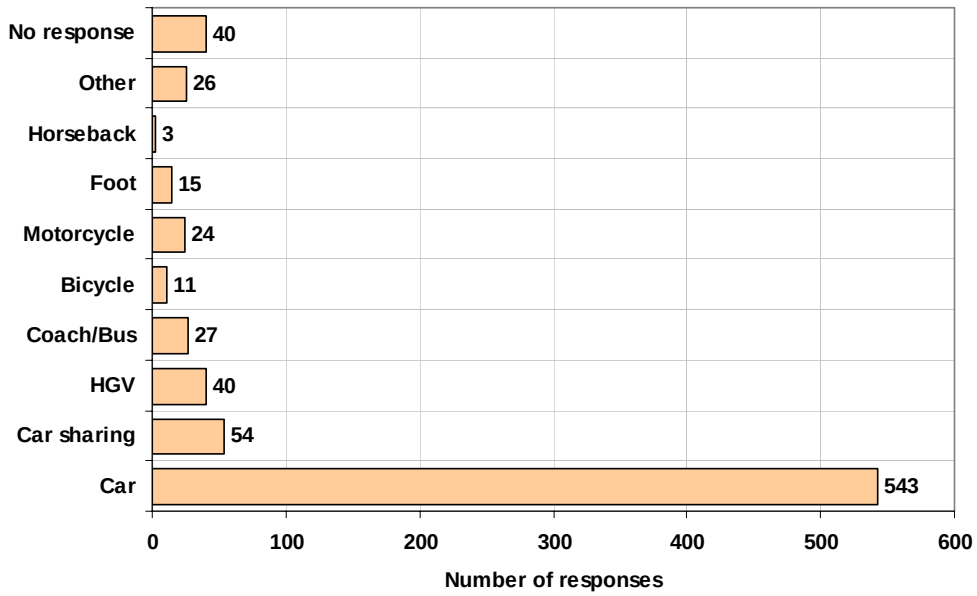

Figure 3.11: [Q8 – Which method of travel do you use on or to cross the M1/M10?]

3.2.9 Question 9

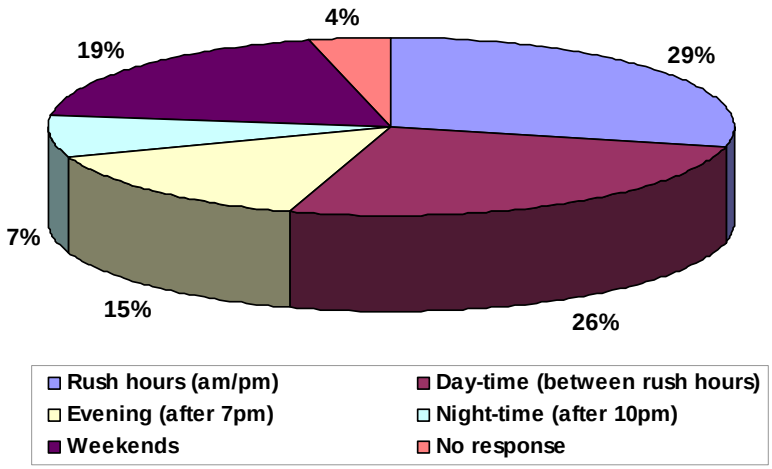

Figure 3.12: [Q9 – What time of day do you usually use or cross the M1/M10?]

3.2.10 Question 10

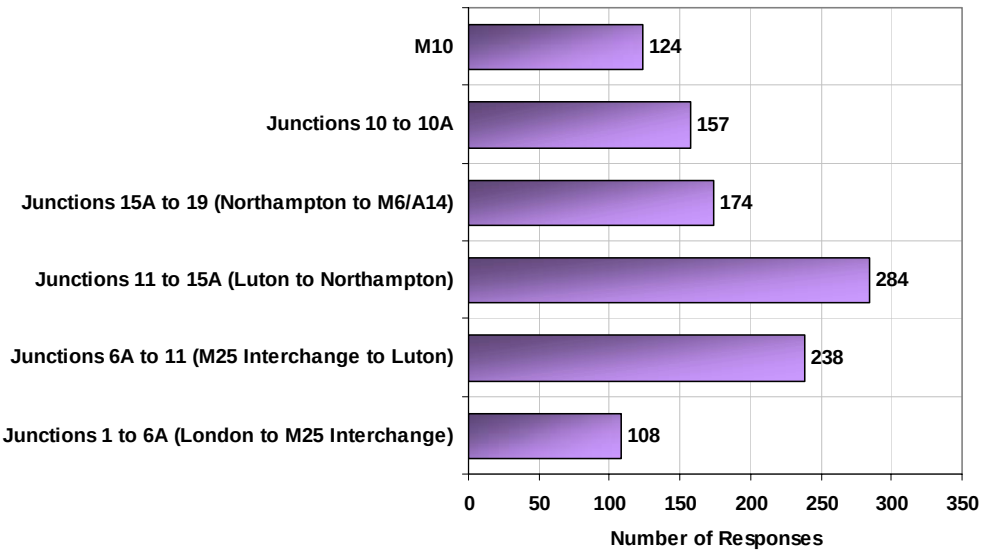

Figure 3.13: [Q10 – Which section(s) of the M1/M10 do you use or cross?]

3.2.11 Question 11

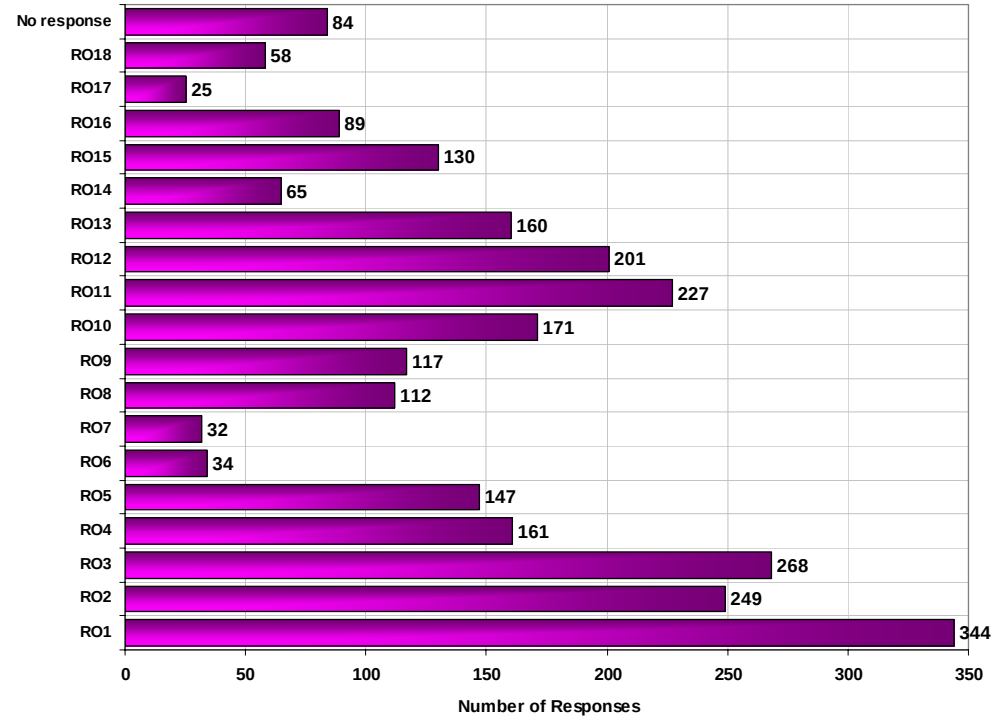

Figure 3.14: [Q11 – Which five ROs do you consider to the most important?]

3.2.12 Question 12

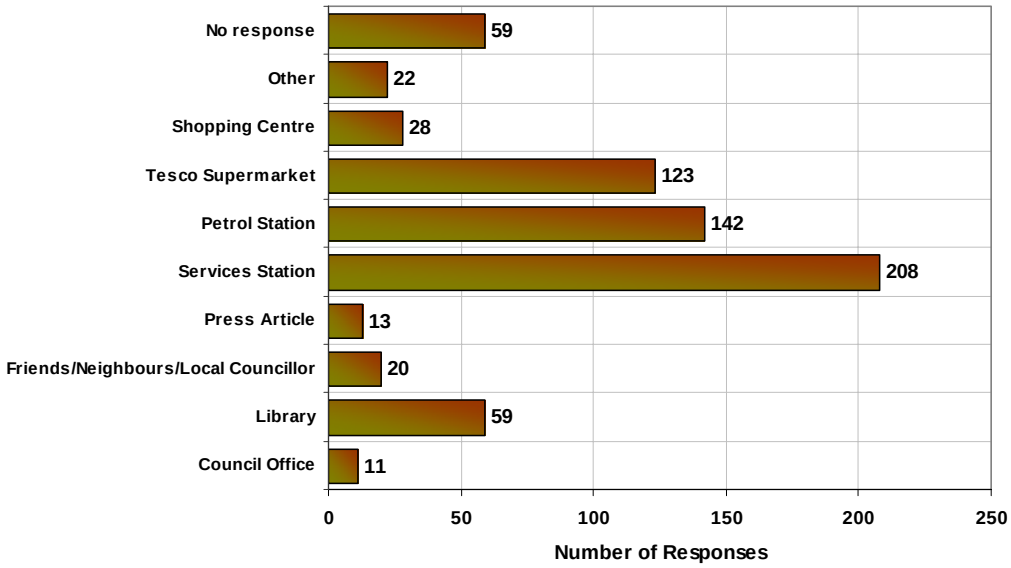

Figure 3.15: [Q12 – How did you find about this RMS?]

3.2.13 Summary of Additional Comments Received

Figure 3.16 summarises the comments respondents made in the "Additional Comment" section of the questionnaire and also comments received in e-mails and other correspondence. These comments have been grouped under related issues.

There are a total of 22 main issues including environmental concerns, suggested widening of the motorway, improving road information provided to motorists during their journey and encouraging alternative modes of transport other than by car.

It is entirely legitimate for an RMS to identify the scope for a major road improvement, but an RMS cannot of itself directly lead to the inclusion of such a scheme into the Agency's programme of investment in improvements. However, provided the investment could be justified, a recommendation emanating from an RMS could be progressed by the HA in dialogue with the relevant Regional Planning Body.

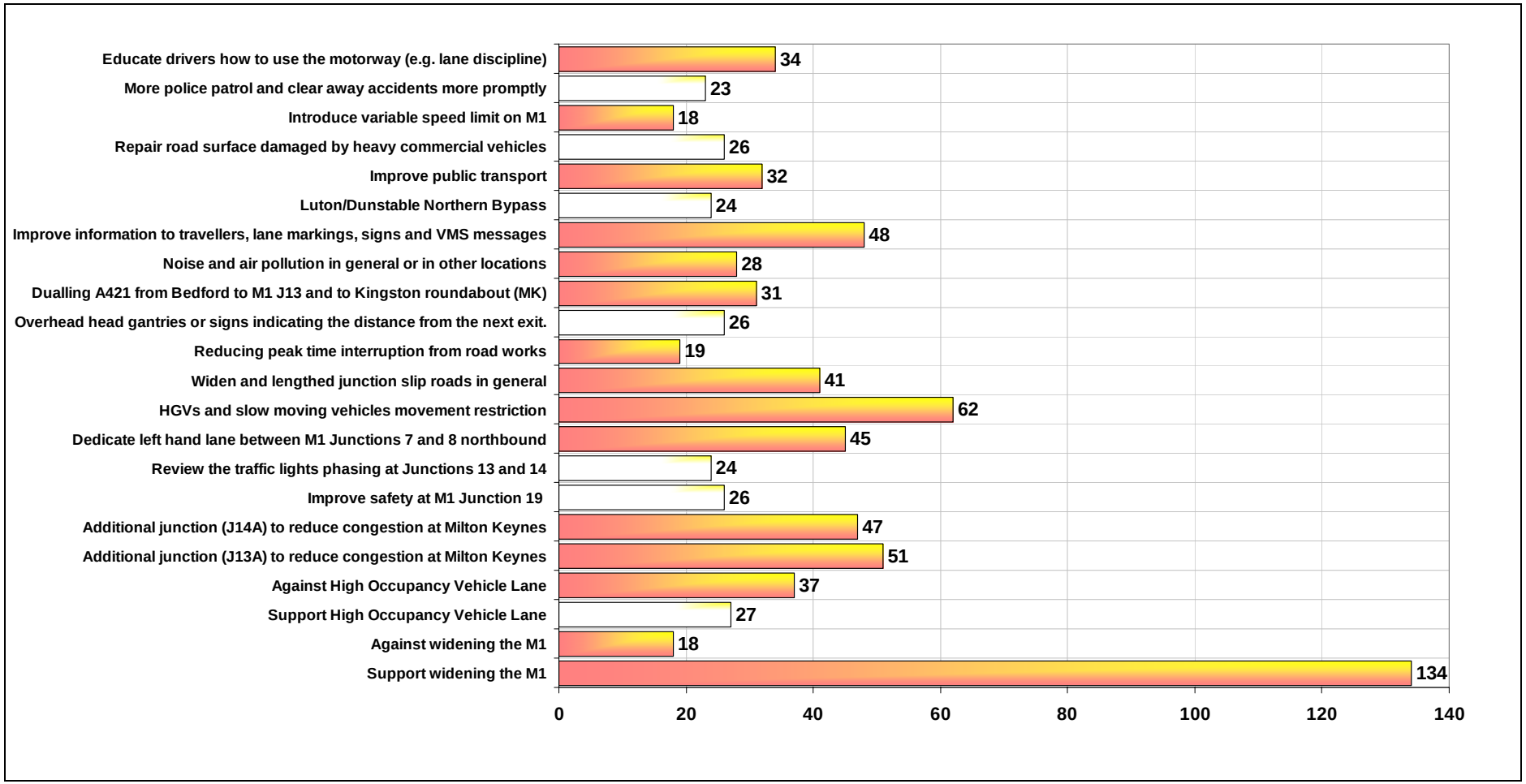

Figure 3.16: Summery of the Additional Comments Feedback

3.3 Summary of the Consultation Responses

The received data for Questions 1 to 3 were collated and analysed to determine the success of this consultation. The results are discussed below:

- 87% (580) of the 665 respondents replied using the freepost paper questionnaire. This shows that producing and displaying leaflets (to include a questionnaire), remains the primary method by which the public prefer to give their feedback.

- The ratio of male to female respondents was 4:1, 81% (529) of the respondents were male and 17% (115) were female. The HA are, however looking into ways of encouraging a more balanced response ratio from both sexes.

- There was a strong response from the 46-55 year age group, representing 28% (185) of the responses received during the consultation. The next highest age group is 56-65, with 21% (140) of the responses received.

- Almost 44% (296) of the respondents confirmed that they live very close to the M1 and M10. 35% (236) of the respondents confirmed that they live within the area served by the M1 and 2% (14) for the M10. 11% (77) of respondents confirmed that they live nowhere near the M1/M10.

- Question 3 asked the public to give the consultation information of where they live. The results showed that there were eight counties that had more than 10 responses and they are:

Buckinghamshire	128 responses	(25%)
Hertfordshire	99 responses	(19%)
Northamptonshire	85 responses	(16%)
Bedfordshire	67 responses	(13%)
London (Greater)	32 responses	(6%)
Warwickshire	27 responses	(5%)
Leicestershire	18 responses	(4%)
Nottinghamshire	12 responses	(2%)

- Figure 3.3 shows where respondents live according to their postcode district, where this information was provided. The map clearly shows that the respondents to the M1-M10 RMS consultation live within an area that generally tapers out from London as far as Leicester and the Midlands.

The following results were obtained from the specific questions (Q4 - Q10) which were asked of the public about their travel behaviour, when using or crossing the M1 and M10.

- Question 4 – Figure 3.7 suggests that the majority of the respondents, 389 (59%), said they only use the M1/M10 and 190 (29%) of the respondents said they both use and cross the M1/M10.

- Question 5 – Responses to Q5 indicated that 33% (316) of the respondents used the M1/M10 for shopping/leisure purposes, 29% (279) of the respondents were using or crossing the M1/M10 for commuting to/from work and a further 22% (213) for other work related purposes.

- Question 6 – Figure 3.9 shows 42% (283) of the respondents use the M1/M10 on a daily basis.

- Question 7 – Figure 3.10 shows the information provided from the public on their usual journey start and end locations. From the evidence, it shows that the major population centres along the M1 were the most common for both the start and/or end of many journeys, in particularly Hemel Hempstead, London, Luton, Milton Keynes and Northampton.

- Question 8 – The overwhelming mode of transport that respondents use either on or to cross the M1/M10 is by car, with 543 responses. The next two highest modes are Heavy Goods Vehicle (HGV) with 40 responses and by coach/bus with 27 responses. This question had provided an option of "car sharing" for which 54 responses were received.

- Question 9 – 367 (29%) of the respondents indicated the most popular time to use or cross the M1/M10 was during the rush hours (am/pm). The next most popular time is during the day-time between the rush hours, usually between 10am and 4pm, with 332 (26%) of the responses. 248 (19%) of the respondents use the M1/M10 at weekends. It should be noted that there are more respondents saying that they travel at the "rush hours" than those who were "commuting to/from work". This could be explained by some respondents being "other work related" travelling along or cross the M1/M10 or, more likely, there are "shopping/leisure" users travelling during the rush hours.

- Question 10 – Figure 3.13 reflects how the questionnaire was marked by the respondents. The most popular section of the M1 which is more heavily used by respondents is between Junctions 11-15A (Luton to Northampton), with 284 (26%) responses. The next two popular sections are between Junctions 6A-11 (M25 Interchange to Luton) and between Junctions 15A-19 (Northampton to M6/A14) with 238 (22%) and 174 (16%) responses respectively. It should also be noted that the shortest section of the M1 between Junctions 10-10A at Luton, has recorded 157 (almost 15%) responses.

- Question 11 –The results of this question are discussed in the Summary (Section 4).

- Question 12 – This question asked where the respondents had found out about the consultation. The majority, 208 (30%) of the respondents replied that the "service station" was the first point of being informed. This is expected as most drivers would take a break at the motorway services. 142 (21%) responses were recorded for the "petrol station" and 123 (18%) responses for the "Tesco supermarket". Unfortunately, we cannot identify how many of these responses came from the Tesco petrol stations or the petrol station at MSA.

3.4 Summary of the Feedback from Stakeholders and Local Authorities

The views expressed by those who responded to the Public Consultation are not necessarily endorsed by the HA. Whilst serious consideration will be given to all suggested ideas, additions or changes to the Initial RMS document, these will not automatically be taken forwarded into the Final RMS document.

Abbots Langley Parish Council (ALPC)	• Members of ALPC agreed with the possible options highlighted by the RMS and stated that there was a need for noise barriers and quieter road surfacing particularly where the M1 was sited in close proximity to residential properties within the Parish. • Members of ALPC also point out that the entrance and exit roads were often too sharp which caused traffic to slow down thereby leading to a build up of vehicles on the motorway slip road. Members were in agreement that by reviewing and changing the existing junction

	geometry there would be a reduction in the build up of traffic. • Concerns were expressed that for commuters travelling north on the M1, there was no direct access on to the M25. The only way for vehicles to obtain access was via the A405.
Bedford Borough Council (BBC)	• BBC is optimistic that the proposals outlined in the report will be of great benefit to the M1/M10 as a whole, and that the proposals will help to address the identified areas of congestion, reduce the impact of noise, and tackle persistent accident hotspots along the route. • From a more specific and focussed standpoint, the capacity improvements proposed for nearby J13 of the M1 are welcomed. It is hoped that these outlined improvements will provide some short term relief to congestion at this junction until such time as it is redesigned as part of the A421 dualling proposals. • Implementation of these sets of proposals should ultimately lead to the creation of a more free-flowing and efficient interchange point, which will be of benefit to the entire region.
Broughton and Milton Keynes (B&MK) Parish Council	• B&MK Parish Council would like to strongly endorse the principles described in RO4, RO5 and RO6. Broughton villages is very close to J14; the impact is not just the motorway itself, but of the feeder road, Childs Way, from Central Milton Keynes to the Junction, and of the roundabout where it is joined by the A5013 and Portway. • **Environmental Impact** – The impact is of noise (no bunding in place), environmental pollution (e.g. washing hanging outside) and lack of walking or cycling facilities to the other side of the motorway in either direction. • **Safety Issues** – Both J13 & J14 become congested at peak times; and one can experience some very dangerous driving by some people at times. Failure to dual the A421 between MK and J13 has led to regular head on collisions because drivers do not realise, or forget, that is a single carriageway. The same road on the Bedford side is not as dangerous, so it is difficult to understand why only the Bedford side is to be a dual carriageway, particularly as it looks as though the whole route between the A1 and M40 is being planned as a through route between Oxford and Cambridge. The road between J14 and Newport Pagnell is the original country road, narrow and congested at peak times; there is no mention of the need to dual this, which one would think is a priority to improve flow onto the motorway at peak times. • **East-West Traffic** – At both junctions there is a moderate amount of traffic that does not want to get on the motorway, just to cross it on an East-West journey, but these are the only 'A' road sites to do so for miles; the 'rat-run' through Salford village is known by many locals, particularly for journeys to Cranfield University. It is planned to close this as a through-route when the Eastern Expansion Area is built. • **Junction 13A** – Locally there has always been the suggestion that there could be a J13A, by extending Chaffron Way eastwards; however the Government's plans to make MK one of the expansion areas in the South-East region has claimed this 'reserve' lane for a new housing

	area. The preliminary plans of this area leave room further south to put a J13A at the site where the A421 first reaches the M1. This seems logical. • **Reduction in traffic from new development RO15** – The new housing in MK will bring more traffic because jobs and housing do not develop side by side – new houses are built; the people who move in often have work elsewhere in MK and have been waiting to upgrade; when the jobs arrive people from elsewhere in MK, or places like Northampton, or the village around, fill them. New developments are bound to add to the M1 peak flows – people still buy houses to commute from; they have jobs that require mobility – employers and employees expect it. • **Major future expansion of MK** – Traffic flow on and off the M1 is going to increase as new major facilities are built within the town. Building within the original boundaries of the new town was about 10 years behind schedule; those undeveloped areas now have to be built on following the new, higher density requirements set by central Government. All the infrastructure plans for the original town have to be reviewed because they are already stretched to the limit, having only been developed to exactly fit the capacity of the original design. • **MK Coachway** – The Coachway is inextricably bound up with J14. MK council has just been awarded a grant for a feasibility study of J14, this will have to co-ordinate with the RMS, as will the MK planning Committee who is in charge of the Eastern Expansion Area plans. • **Proposed canal link between eastern counties system and the rest of British Waterways** – This is the missing link in the original plan that was never built. There is a very committed organisation working hard on making sure that this is built and that it will be asset to all parts of the community. MK Council has finally agreed to preserve a route on the plans for a canal to link Bedford with the Grand Union Canal; Bedfordshire therefore decided to do the same. This will pass through the Broughton grid square and the Eastern Expansion area; obviously there is now need for all parties to get together to decide on the best sites to cross/go under the M1.
Dacorum Borough Council (DBC)	• A key concern of DBC is the implementation of the M1 widening proposals and the separation of the A414/M10 route from the M1. With the widening proposals, DBC would hope that full consideration will be given to noise minimisation measures, and quieter surfacing will be used on the carriageways.
Daventry District Council (DDC)	• Daventry is identified as a sub-regional centre in the evolving MK and South-Midlands Sub-Regional strategy. The town is planned to grow from its current population of 23,000 to 40,000 by 2021. In preparation for the growth proposals the Council has prepared a town centre vision which included proposals to remedy a significant shortfall in shopping provision in the town centre. • Whilst the growth proposals will be based on principles of achieving balanced growth, and reducing the need to travel, the increased size of the town will inevitably result in increased traffic generation within and outside of the town. Some of this traffic will access the town via the junctions off the M1, principally J16. This together with the growth

	proposals at Northampton will increase traffic on the M1. • The Council has prepared a document setting out the infrastructure requirements to support the growth. One item in the infrastructure list is the potential for improvements to J16.
Harborough District Council (HDC)	• The Route Management Strategy (RMS) for the M1/M10 corridor should be extended beyond J19 of the M1 to include J20 at Lutterworth. • Road freight haulage is particularly concentrated in the southern sub-area of the region in the vicinity of the M1/M6/M45 area close to Rugby, Daventry and Lutterworth. There is the prospect of further development in the future and the District Council is calling for clear regional policy to be established. • It is of critical importance to the review of development plan policies for HDC that clear regional policy is established on the location of further major storage and distribution facilities, especially in relation to the southern sub-area in the vicinity of the M1/M6/M45 area close to Rugby, Daventry and Lutterworth.
Hertfordshire County Council (HCC)	• The M1 is an important route nationally and its performance has a significant impact on traffic conditions in Hertfordshire. The proposed widening scheme between the M25 and Luton is urgently required and it is hoped that the improvement will be implemented as soon as possible to ensure that the benefits for Hertfordshire are realised. It was noted that the RMS did not make reference to the published intention to provide a lane for use by High Occupancy Vehicle (HOV) on this section of M1 during peak periods. Members requested that the Highways Agency inform the County Council as soon as possible about the proposed plans to understand whether they will have an adverse impact on the anticipated benefits of the widening scheme. • The publication of the initial RMS is broadly welcomed and the Route Outcomes which relate to general issues along the whole route are supported. They will however need careful implementation with such high operating traffic to ensure that traffic does not migrate to the local road network. The RO to improve road user information is welcomed if it will lead to minimising the impact on local road network of incidents on the motorway. Support was expressed to noise reduction measures that would be undertaken to the M1. HCC wishes to comment on the following specific ROs as they affect the county. • RO8 to reduce queuing at J5 is welcomed. The junction provides the main access to Watford from the motorway and its efficient operation is essential in ensuring that the M1 Link Road is used as the principle route into the town. The proposal to consider demand management measures need careful assessment to ensure that they do not cause unnecessary or unacceptable impacts on the local road network. It was felt that information on what demand management measures would be considered at each of the RO points identified would have assisted more meaningful responses being made. • RO9 to improve access at J6 is welcomed. The peak period congestion at this junction causes severe problems for residents of Bricket Wood in using the local road network. Congestion on the southbound on slip road causes traffic to back up along the A405 as far as M25 J21A and

	the Noke Roundabout. This causes traffic to rat run along Old Watford Road and traffic has difficulty emerging from Mount Pleasant Lane. Improvements to the existing junction geometry are welcomed but will not overcome the key problem at the junction which is the mixture of motorway and local access traffic on the southbound off and on slip road. Members noted that there was no direct link between M1 and the M25 and that at the current time there was land available in the 'golden triangle' which could be used for this purpose. A more radical redesign of the junction should therefore be considered. • RO15 to minimise the traffic effects from development is welcomed with particular regard to the impact of the Milton Keynes South Midlands Growth Area. HCC is concerned that the proposed level of growth in the sub-region will create additional traffic which will compromise the strategic role of the M1 and negate the anticipated benefits of the proposed widening between J6A to J10. • HCC is concerned that no RO is identified at J10A Luton. There is a major peak congestion at the junction which will get worse if proposals fro improvements on the East Luton Corridor are implemented. No improvements have been submitted and whilst the main junction is non-motorway the HA should have a RO to work with the Local Highway Authorities to develop capacity improvements.
Northampton Borough Council (NBC)	The Borough Council welcomes the preparation of the M1/M10 RMS and overall supports the proposed route outcomes. NBC particularly supports the following route outcomes: • RO1 – NBC is concerned that when there is traffic disruption on the M1 Northampton can experience significant local traffic disruption. Therefore, NBC supports measures that seek to improve journey time reliability and reduce local traffic disruption. • RO2 – NBC strongly supports the improvement of road users information. • RO4 – In January 2003, NBC declared an Air Quality Management Area (AQMA) that is located along the M1. The Borough Council supports the proposed action to collaborate with neighbouring Local Authorities who have designated AQMAs and would welcome discussions to develop this action for inclusion in the Route Management Plan. • RO6 – NBC strongly supports the improvement of non-motorised facilities. • RO13 – NBC supports the principle of reducing congestion and improving accessibility at J15 and J15A, and supports the preparation of studies to identify appropriate schemes to achieve this route outcome. • RO15 – Whilst NBC supports this route outcome it should be widened to minimising the traffic effects of all developments not just housing developments as the MKSM Sub-Regional Strategy deals with all development not just housing.
Northamptonshire County Council (NCC)	• The existing RO15 "To minimise the traffic effects of housing developments from the MK and South Midlands (MKSM) area" appears to be concentrated of mitigating the impact of identified development sites close to the M1. The RMS appears to largely ignore

	the need to assess the strategic impact of development across the growth area. In view of ministerial commitments that the growth should be infrastructure-led, it is important that the HA identify any improvements which will be needed so that they can be included in the infrastructure planning for the growth area. • Both the NCC and NBC have experienced some difficulty in engaging with the HA on the Air Quality issue. This is of some concern to the NCC and NBC as we are required to make a statement of progress on all AQMAs in the county in our forthcoming Local Transport Plan (LTP).
South Northamptonshire Council (SNC)	• Concern was expressed over congestion at J15 and the air quality problems along the length of the motorway in the District. The HA is asked to take into account the new housing being promoted under the MK Sub-Regional Strategy in MK and Northampton and the fact that this will increase the use of the M1 and its junctions making congestion and air quality worse. • Comment is also made that since Grange Park, which adjoins the M1 at J15, has been developed, congestion and road noise at J15 has increased at key times and air quality has deteriorated. No efforts have been made to reduce noise or to improve air quality (e.g., by resurfacing the motorway and planting trees). Increasing the motorway to four lanes and introducing speed controls may reduce congestion. Increasing the width should not be accompanied by measures restricting one lane to multi occupancy of vehicles or public transport which would leave three lanes with increased congestion. The two roundabouts at J15 should be replaced by one large junction arrangement in the interests of simplicity and reducing congestion. Signing and road markings should be used to reduce the traffic using the A508 which affects the village or Roade. • SNC strongly supports any measures which minimise the need to use the A5 as an alternative to the M1, either on an informal or formal basis. Improvements that reduce the need for diversions to the A5 are supported and should be given priority. When these occur this increases congestion on other roads in the district (e.g. in and around Towcester). It is considered that an AQMA should be declared in Towcester. • For the section of the M1 in this district, SNC supports measures to maintain the free flow of traffic on the motorway and its junctions, including the provision of a northbound slip road at J15A. Measures should be taken to mitigate the traffic on communities adjacent to the motorway, including those between J15 and J16, the Heyfords and Hartwell. These should include such measures as landscape screening, noise attention and air quality controls. Air quality in the vicinity of Kislingbury is close to Air Quality Objective levels and any increase in traffic levels or congestion may lead to the declaration of an AQMA. • Improvements else where on the motorway may increase traffic levels in this district and consideration should be given to ameliorating its environmental impact. Improvements brought about as part of the RMS on one part of the M1 may have adverse consequences elsewhere, including in Northamptonshire, and the Strategy needs to be flexible enough to respond to and mitigate these changes when and where they arise. In conclusion the Council:

	• Generally supports the M1 RMS and the proposed route outcomes as they affect South Northamptonshire. • Considers the M1 RMS should seek as a priority to enhance safety generally in Northamptonshire where accident rates are relatively high and may increase with greater traffic flows arising from development, road improvements and time. • Considers the Strategy should promote the early implementation of measures which reduce the need to use the A5 as a diversion for the M1. • Considers traffic flows should be maximised within environmental constraints and congestion reduced to enable users to have the benefit of efficient journeys and short travel times; by reducing congestion arising from design issues, road works and the probability of traffic accidents • Considers measures should be taken to minimise environmental effects including adverse air quality, the effects of noise and visual impact as discussed above. While considering these account should be taken of effects in Northamptonshire arising from improvements locally and elsewhere. • Consider that measures should be taken to improve the efficiency and safety at J15 and J15A In view of the above, SNC supports RO1- RO6, RO9, RO16 and RO17 • In relation to South Northamptonshire, RO13 is particularly supported and it is noted that account will be taken of the A34/A45 RMS. Support is given to the provision of a northbound exit slip road at J15A. • In respect of RO15 the reference to the Milton Keynes Sub-Region Strategy should be extended to include Northamptonshire as well as MK as per RO18.
Whilton Parish Council (WPC)	• The M1 goes through the parish and has blighted property and polluted the environment with sound and exhaust fumes. • There is a need to transport people and goods around the country but just widening roads will not solve the increasing problems. There should be more effort taken to create alternative routes which can reach the centres more easily the motorways. The A59 on the boundary of the parish) should be the subject of an in depth study to see if it can provide, by suitable improvements, the realistic alternative to just widening the M1. • The premise that the GA appear to be working to is more roads solves all the problems. WPC place a higher value on the environment now then ever before and must argue that all other options must be considered before the M1 is widened. • WPC have motorway, railway, canal, trunk road all in close proximity in the parish and will not tolerate any further loss of amenities. WPC would be grateful for any survey information on the traffic patterns on the motorway for the county to help us in further deliberations.
The Countryside Agency	• The Countryside Agency have no comments to make on the RMS for M1 from its London perspective, or those of RO11 and RO12.
Campaign to Protect	• RO1 – CPRE support these proposals subject to the following

Rural England (CPRE) - Hertfordshire	comments. CPRE strongly support consideration of demand management measures and consider that research into, and implementation of such measures should be given a higher priority than further road consideration solutions. The planned costly and irreversible widening between J6A and J10 will provide only a short-term solution to the congestion problem. CPRE are disappointed that this is planned to proceed before demand management measures have been attempted. The congestion on the M1 between J6A and J8 is exacerbated by the close proximity of three major junctions, J6A, J7 and J8. Closure of J7 should be a high priority, the M10, downgrade from motorway to trunk road status, should cease to be linked with the M1 and should terminate on the A4147, Breakspear Way. At the same time J8 should be redesigned and improved. While supporting the principle of providing useful information to users, CRPE have some reservations on the method of doing so (see comments on RO2 below). • RO2 – CPRE support these proposals subject to the following comments. VMSs are often highly visible from locations some distance from the motorway and constitute an intrusion into neighbouring areas. A balance must be struck between the provision of information and the need to reduce clutter and intrusion. VMSs should be used sparingly and their location given careful consideration. Suitable locations may be a reasonable distance before a Junction from which a sensible alternative route can be accessed. CPRE support the improvement of real time information, particularly through the medium of local (or nation) radio stations. At present such information is frequently out of date and appears to rely too heavily on telephoned input from motorway users, which may be incomplete or inaccurate. The signing of routes to rail stations must be undertaken in conjunction with train and car park operators. Unless car parking facilities at the stations concerned are adequate, the signing of such routes will be counterproductive. • RO4 – CPRE support these proposals subject to the following comments. Lighting of motorways can create major light pollution. CPRE accept that the volume of traffic carried by the M1 in Hertfordshire is such that lighting is appropriate and ask that consideration is given to modifying or replacing the existing lights in order to reduce the wasteful and pollution overspill of light upwards into the sky or outwards away from the motorway. The M10 does not need to be lit, except near each end. • RO8 – CPRE support the use of demand management measures and call for these to receive urgent consideration. • RO16 – CPRE are unclear what work in envisaged and consider that the airport operator should be persuaded to make much greater efforts to prevent any new development resulting in a proportionate growth of traffic. Car travel to the airport should be discouraged and improved

	public transport alternatives encouraged, using both incentives and penalties. • RO17 – no comment. • RO18 – CPRE strongly support this proposal and consider that it should be given a high degree of priority (see also comment on RO16 above). • CPRE support the following Route Outcomes: RO3, RO5, RO6, RO9 and RO15. • The ROs which are not relevant to Hertfordshire are: RO7, RO10-RO14.
Cyclist's Touring Club (CTC) – North Bedfordshire	• RO4 – All of this is very welcome but CTC think it unfortunate that the Biodiversity Action Plan is subject to funding. Motorway verges represent a very valuable reserve for wildlife, which CTC acknowledge is already recognised but they could be even more valuable with better management for wildlife. Nor need this be costly. Indeed, effective partnerships with local Wildlife Trust would reduce the HA's maintenance costs. • RO5 – This is very important and has been sadly neglected in this country. Everything should be done to catch up with best continental practice. Priority should be given to noise barriers protecting settlements especially towns. • RO6 – CTC's major concern is to support the proposal to improve crossing facilities at junctions for non-motorised users and for cyclists in particular. At present these junctions are mostly "no go" areas, expect for most bold and confident (some would say foolhardy) of cyclists. They represent real barriers to safe cycling for both local trips and cross country journeys. In most cases the problems can be overcome or at least eased by building a cycle track in the verge over the bridge and provision of a safe approach by roadside tracks or lanes in the carriageways (former generally mush preferred). Crossing the slip roads without traffic signal assistance would probably be OK at some junctions for the more alert, nimble and confident cyclists but should normally be assisted by traffic lights. Specifically in relation to the following junctions: J12 – Advance stop lines at the traffic lights would be very useful, particularly to reduce risk of cyclists being knocked off by vehicles turning left onto slip roads. J13 (RO11) – CTC understand that the HA have accepted the need to do something as part of the A421 improvement. It is a shame this is not referred to in RO11. J14 (RO12) – This junction would be used more if it was safer both for longer journeys (e.g. from Bedford to MK, via Cranfield and Moulsoe) and more importantly for more local ones (e.g. Cranfield village, University and Technology Park). A two way cycle route around the south side of the roundabout connecting the Moulsoe road (by means of a cycle track in the verge) to the redway along H6 Childs Way is required. From memory there are some existing access roads and footways between J14 and the start of the redway at the Junction with Portway

	(A5103/Portway) which could be used, thereby keeping costs down.
Cyclist's Touring Club (CTC) – Mid Bedfordshire	• At present, there is a safe crossing of the A421 for cyclists travelling parallel to the M1 on the Ridgmont Station to Salford road, under the protection of the traffic lights at the crossroads of the two roads just east of J13. The initial proposals for the new A421 were horrendous for cyclists at the redesigned J13, involving hazardous navigation through roundabouts linked to the M1 and the proposed A421 dual-carriageway. As a result of submissions from non-motorised user representatives, revised proposals now include a safe route for cyclists. It is vital that this safe facility is provided, not just for leisure cyclists, but also to courage local residents working in the industrial and distribution complex at Ridgmont Station to cycle to and from work. Together with the Woburn Link associated with the Ridgmont Bypass, the opening of a new dual-carriageway from Bedford to J13 will divert traffic away from the existing A421 on the east side of J13 and from the A507 Husborne Crawley leg on its west side. These diversions facilitate an opportunity to create a direct cycle route between the Marston Vale and Woburn/Aspley Guise/Woburn Sands – provided that a safe route is provided through the J13 complex. Further south, J12 lies just outside the MBDC boundary. Nearby, Harlington Station lies within Mid Beds. Like most Thameslink stations there is a major problem in providing adequate car parking space. There are probably many commuters from Toddington who drive to the station, even though Toddington lies within cycling distance. Although a relatively simple junction, a particular hazard for cyclists is the danger of being "cut-up" by motorists taking the slip-lanes from the A5120 to the M1. A traffic engineering solution is needed to encourage Toddington commuters to use cycling as their travel mode to Harlington Station.
English Nature (EN) – Bedfordshire & Cambridgeshire Team	• RO4 – English Nature fully supports the intention to produce a route wide Biodiversity Action Plan and Environmental Management Plan. English nature recommends that the potential for any junction/carriageway improvements to provide nature conservation enhancements should be included within such a plan. In addition, EN are of the opinion that, nature conservation enhancements should be clearly distinguished from measures to mitigate or compensate for harm to existing nature conservation interests. EN particularly supports biodiversity enhancements that feed into the Bedfordshire and Luton Biodiversity Action Plan. EN note that policy objectives ENV8 (promote Biodiversity) and ENV6 (minimise or avoid impact on environmentally designated area) are included in RO4. It should be noted that the HA is a Section 28G Authority, as defined by the Countryside and Rights of Way Act 2000, and such has a general duty to take all reasonable steps, consistent with the proper exercise of the Authority's functions, to further the conservation and enhancement of the special interests of SSSIs. As a result of this, EN recommends that ENV6 be modified to include this provision for further the conservation and enhancements of SSSIs. • EN notes that the possible actions set out fro RO10 include "consider alternations to junction with full consultation". EN is of the opinion that significant alterations to J11 might resulting adverse impact upon the

	nature conservation interests of the area. As a result of the presence of numerous County Wildlife Sites (non-statutory sites identified by the Bedfordshire and Luton Biodiversity Forum that are important for wildlife or geology at a County or wider level) within 1km, the Blows' Down SSSI within 1.5km and various protected species records in the vicinity of J11, EN recommends that policy objectives ENV6 and ENV8 be included in this RO. EN would expect the HA to carry out appropriate surveys and consultation in order to prevent or minimise wildlife loss or damage as a result of alternations to J11. • EN is of the opinion that significant alternations to J13 might have implications for the nature conservation interest of this area. It should be noted that a significant area of great crested newt compensation habitat has been recently created in the locality of J13 and this should be taken into account at an early stage in any proposed works at this junction. EN recommends that policy objectives ENV6 and ENV8 be included in this RO.
English Nature (EN)– Colchester Team	• EN has no comment on the proposed ROs, which are unlikely to have a significant effect on nature conservation interests.
English Nature (EN) – East Area Team (Leicestershire, Northamptonshire, Nottinghamshire and Rutland)	• EN has no further comments to add to those made during our statutory consultation.
National Express Limited (NEL)	Overall National Express welcomes the RMS and the proposals to make the best possible use of the existing facilities in advance of any other schemes from the MMS. • RO7 – NEL has considered using London Gateway services as a local stop for the north London area. It could also become important as a potential park and ride location when the new Wembley opens. However the deterrent has been the lack of easy access to and from the M1 compared to other MSAs. • J6–J10 – this area is bad for delays normally caused by traffic to and from the M25 or in and out of Luton and Luton Airport. It has been stated that there were will be HOV lanes over this section when it is widened but to date no one has given the NEL direct clarification as to whether this includes coaches which NEL believe it should. NEL has had a rather woolly answer which does not clarify it. • RO12 – J12 is of great importance to NEL as we have the very popular Milton Keynes Coachway stop adjacent to it. When this stop first opened 15 years ago it was very easy to slip off the motorway and back on again. However long delays can now occur due to queues both on the slip roads, around the roundabout and through to the next roundabout towards Milton Keynes. There seem to be several conflicting flows on the roundabout which cause some of this and definitely action is required to achieve improvements. NEL knows that Milton Keynes Council also have some plans for their roads near the junction so it will be important that both schemes are co-ordinated. • RO13 – Whilst this is a limited amount of congestion and delays for NEL at busy times this is not normally a great issue. However this will potentially become worse if traffic continues to rise. Development

	around J15 is contributing to traffic growth and merging issues. • RO14 – There does appear to be an issue here at certain times northbound. It is probably made worse by traffic emerging from the MSA leading into an incline and then other traffic trying to get across onto the M45 through slower moving heavy freight traffic. However it is the cause of very few major delays. • RO16 – This must be a difficult one for the HA to plan for as estimates as to the size of expansion at Luton Airport vary considerably. Much will depend on whether low cost airlines continue to grow at current rates and secondly if they chose to use Luton in preference to Stansted. Whilst rail will provide the main public transport facility there are many places which it does not serve well to Luton and if air traffic goes substantially then coach routes will also expand. The other issue which was been much talked about in the past is a development around J10A and whilst this appears to have gone quiet at the moment it could come back on the agenda and this would cause additional traffic issues.
South East England Development Agency (SEEDA)	• The urgent need to address the capacity and congestion problems at J14 is particularly highlighted by SEEDA and the proposed measures in the list of route outcomes, RO12 should be given a high priority. • In the policy table (Appendix G) it would be appropriate to make reference to the South East Regional Transport Strategy (published July 2004) which identifies MK as a regional hub with associated regional spokes. Furthermore it would be appreciated if the draft RMS would also make reference to the Regional Economic Strategy for the South East in which economic development priorities for the Milton Keynes area are identified.
Transport 2000 (T2000)	• RO1 – T2000 would like to see measures targeted at coaches, to give them priority over cars and thus encourage modal shift. • RO2 – This should include real time information at coach stops for services using the M1. Also, it would be helpful to display information on the motorway could be seen by coach passengers, to whom it may well be relevant for planning future journeys. • RO4 – This should include managing the M1/M10 in such a way as to minimise greenhouse gas emissions by avoiding encouragement to traffic growth. • RO5 – Would lower night-time speed limits be possible? • RO6 – As a “first generation” motorway, when the M1 was built many public rights of way were severed. T2000 believes that local branches of the Ramblers Association would be glad to assist here. • RO7 – T2000 would not object to a junction being put in if there is room, but it is doubt that it would involve significant destruction. An alternative would be a link from the M1 to the A1 to enable traffic from London to avoid the A1/A41 between the North Circular Road and Apex Corner. However, this would seem to require unacceptable adverse effects on the Scratchwood Nature Reserve, though T2000 might be prepared to contemplate such a scheme if it was the only way to implement a diversion of the London LOOP footpath to enable it to keep away from busy roads in the section between Elstree village and Moat Mount.

	There is a scheme that might be worth considering is to provide P&R facilities linked to a new railway station on the adjacent Midland Main Line. • RO14 – One of the key issues should be to provide access to Milton Keynes Coachway, and the associated P&R site, without vehicles having to use J14 which currently provides the only access. This applies to both local buses and cars. • RO15 – This should include the minimisation of traffic effects on local roads as well as on the M1/M10 itself. • RO16 – This is a route outcome that T2000 strongly oppose. First of all, since the Airport White Paper was published, more information has accumulated about the adverse effects of greenhouse gas emissions which must out a bug question mark over the policy of allowing airports to expands, given their disproportionate contribution to greenhouse gas emissions. And secondly, it would be better to try to minimise the traffic effects, by encouraging airport related traffic to use more sustainable modes, rather than to accommodate airport related traffic. T2000 would like to propose one further Route Outcomes: • To minimise the traffic effects of M1/M10 traffic on local roads.
The Wildlife Trust (WT) – Hertfordshire & Middlesex	• It is pleasing to see that the route objectives include policies to protect and enhance the built and natural environment. It is also pleasing to see that it is acknowledged that the motorway forms a landscape and biodiversity corridor in addition to its other functions. The Trust would however like to point out that this is not only a national but also a local function. Biodiversity corridors locally are important and can contribute to the county and district biodiversity action plans for species and habitats in addition to the highways Biodiversity Action. The Trust would therefore wish to see this local function stated under the list of local functions. • Route Objective on integration IN3 states that it is "to support regional transport strategy, local transport plans and development plans", the Trust would wish to see not only the HA supporting these documents but also being proactive in advising or taking a lead for the plans. • The RMS document stated that Circular 04/2001 states that "where the assessed traffic flows exceed the capacity of the trunk roads concerned at any time within the 15 year period (after a development scheme is completed) the agency will normally direct that a condition be attached to any planning permission to may be granted". This is confusing the way its written do you mean that when the original development is undertaken a condition is put onto capacity of the trunk roads then traffic improvements would be required and are these then paid for by the developer or not. WT would be grateful if the HA could clarify this statement. • The derivation of the Route Outcomes states that they are designed to contribute to the policy objectives. The Trust feels that the Route Outcomes should not contribute to these policy objectives but that the policies objectives themselves should lead to decision on how the routes are managed and therefore the outcomes. • With regards to the outcomes the Trust is please to see RO4 as a

	proposed outcome with the outcome to minimise the impact of the M1 and M10 on the adjacent local environment. It is also pleasing to see that an action to consider is the production of a Biodiversity plan and environmental management plan for the entire route. The Trust would strongly support this action as it will enable the HA to not only minimise biodiversity and environmental impacts but also would give guidelines on how to enhance these as part of the overall route management. This action states that it would be subject to funding, the Trust would strongly maintain that this should not be subject to funding but form an essential part of the RMS fro the whole of the route length.

4 Summary

The M1-M10 RMS Public Consultation has been conducted successfully. The consultation reached a wide and varied audience, with 665 responses received from the public and further responses received from the Local Authorities and user groups.

Congestion, noise, safety and road users information on the M1 motorway appear to be the core issues amongst the majority of respondents. These comments also included driver behaviour and greater enforcement as well as improving the safety at Junction 19. Nevertheless, other environmental considerations also figure highly and this suggests that any solutions identified need to be sensitive to these concerns.

Of the 18 proposed Route Outcomes (RO) within the Initial M1-M10 RMS, members of public responding considered that the five most important ROs for the M1 motorway are:

- RO1 – Improve journey time reliability along the M1 (Junctions 1-19) (344 responses)
- RO3 – Reduce accidents clusters on the M1 and M10 with particular reference to junctions and known high risk accidents sites (268 responses)
- RO2 – Improve road users information (249 responses)
- RO11 – M1 Junction 13: Review Capacity improvements at this junction (227 responses)
- RO12 – M1 Junction 14: Improve capacity and reduce congestion problems (201 responses)

It is also worth noting that there was a secondary group of four ROs which gained a high number of responses and these are:

- RO10 – M1 Junction 11: Improve operation of the junction, including NMU facilities (171 responses)
- RO4 – Minimise the impact of the M1 and M10 on the adjacent local environment (161 responses)
- RO13 – M1 Junction 15 to 15A: Reduce congestion and improve accessibility at junctions (160 responses)
- RO5 – Minimise the impact of noise caused by the M1 in areas suffering from high noise levels (147 responses)

From the additional comments that were made by respondents, these were sorted into 20 interest issue groups. Of these issues groups, there were seven groups that stood out with more than 40 responses, these are:

- Support widening the M1 (134 responses)
- HGVs and slow moving vehicle movement restrictions (62 responses)
- Additional junction (J13A) to reduce congestion at Milton Keynes (51 responses)

- Improve information to travellers, lane markings, signs and VMS messages (48 responses)
- Additional junction (J14A) to reduce congestion at Milton Keynes (47 responses)
- Dedicate left hand lane between M1 Junctions 7 and 8 northbound (45 responses)
- Widen and lengthen junction slip roads in general (41 responses)

Feedback from the public and stakeholder organisations has been varied. Comments have been received on the proposed Route Outcomes identified in the consultation, as well as noting future problems, suggestive actions and wider integration transport initiatives to take forward in the final version of the M1-M10 RMS. All of these comments will be given due consideration for inclusion in the final version of the M1-M10 RMS.