COUNCIL’S RESPONSE TO MAIN MATTER 5

TRANSPORT

DATE: 1 June 2012
Main Matter 5: Transport

5.1 Overall, is the Core Strategy based on a sound assessment of the transport needs of the borough and its hinterland?

In particular,

i) Is there sufficient clarity about the transport implications of the Core Strategy and the post-submission proposal for a Strategic Land Allocation to the south east of the city?

ii) How does the spatial framework and policy content of the Core Strategy relate to the local transport plan (LTP3)?

Council’s Response

1. Sound assessment of transport needs of the borough and its hinterland

1.1 Yes; the Core Strategy is based on a sound assessment of the transport needs of the borough and its hinterland.

1.2 By way of introduction, the Milton Keynes Transport Model 2009 Base Year model (Submission Document B95) has been approved by the Highways Agency as suitable for broadly replicating present traffic conditions on the strategic road network at a link-level only for the Milton Keynes sub-region.

1.3 The Milton Keynes Transport Model has been developed in line with current WebTAG guidance the Department for Transport’s website for guidance on the conduct of transport studies including advice on the modelling and appraisal appropriate for major highway and public transport schemes.

1.4 The Milton Keynes Transport Model 2026 Revised Core Strategy modelling results (Submission Document B143) show that the highway network operation, including the Strategic Road Network (SRN), is worse than at present but is broadly reasonable in that the highway network still operates effectively and efficiently.

1.5 The transport needs of the Core Strategy cover the entire borough, including the urban city area and the older towns and rural areas. It also covers key corridors and routes to neighbouring areas and beyond, including major urban areas, international airports, ports and the Channel Tunnel.

1.6 Core Strategy Policy CS11: A Well Connected Milton Keynes requires the Core Strategy to meet the needs of residents, visitors, businesses and organisations within the city, while at the same time reducing the need for travel and cutting the city's carbon footprint.

1.7 The Core Strategy identifies sustainable movement and transport as a key priority. This includes the need to improve public transport (and encourage cycling
and walking) to enable those without the use of a car to access employment and services. Simultaneously the car, or successor powered personal vehicles, is expected to remain a significant mode of transport in Milton Keynes.

1.8 Finding a balance between the continued use of the car and improved public transport, walking and cycling is a critical requirement of the Core Strategy.

1.9 During the formulation of the Core Strategy a detailed assessment of the transport background evidence base and adopted policies was undertaken; made up of the following documents, strategies and studies:

1.9.1 Regional
1.9.1.1 South East Plan (2009) (Submission Document R6)

1.9.2 Sub-Regional
1.9.2.1 mksm Transport Strategy (2009) (Submission Document SR5)
1.9.2.2 Draft mksm Modal Shift Strategy (2008) (Submission Document SR6)

1.9.3 Local/Milton Keynes Specific (urban as well as rural focus)
1.9.3.1 MK2031/MK Growth Strategy (2006) (Submission Document B18)
1.9.3.2 Adopted Local Plan (2005) (Submission Document LP1)
1.9.3.3 Transport Policies
1.9.3.3.1 Sustainable Integrated Transport Strategy (1999) (Submission Document B74)
1.9.3.3.2 LTP2 (2006) (Submission Document LP11)
1.9.3.3.3 LTP3 (2011) (Submission Document LP12)
1.9.3.3.4 Transport Strategy Review as MK Grows (2009) (Submission Document B21)
1.9.3.3.5 Bus Strategy (2008) (Submission Document B68)
1.9.3.3.6 Walking Strategy (2003) (Submission Document B70)
1.9.3.3.7 Cycling Strategy (2000) (Submission Document B67)
1.9.3.3.8 Parking Strategy for Central Milton Keynes (2009) (Submission Document B69)
1.9.3.3.9 Draft Park and Ride Implementation Plan (2009) (Submission Document B68A)
1.9.3.3.10 Lorry Management Strategy (2008) (Submission Document B151)

1.10 Each strategy and study contains actions that collectively assess the transport needs of the borough and its hinterland to promote sustainable movement and transport. The assessment of the transport needs of the borough and its hinterland covered issues and matters such as:

1.10.1 Retention of the grid road network
1.10.2 Significant improvements to public transport and community transport
1.10.3 Further provision for walking and cycling
1.10.4 Further implementation of demand management measures
1.10.5 Further implementation of management and pricing of Central Milton Keynes parking arrangements
1.10.6 Continuation of the dispersed pattern of employment, retail and leisure destinations, with a focus on Central Milton Keynes
1.10.7 Acknowledging home working
1.10.8 Noting trends in retailing – electronic transactions and home delivery;
1.10.9 Continuing need to facilitate for east-west movement
1.10.10 Reducing carbon emissions.

1.11 Additional detailed transport policy will be formulated in future Development Plan Documents, still under development.

2. **Transport implications of Core Strategy and Strategic Land Allocation**

2.1 Evidence based growth studies, dealt with in the Council’s response to Main Matter 2: Development Strategy, Settlement Hierarchy, show that the most sustainable direction for Milton Keynes growth is to the south-east.

2.2 These growth studies have been supported by complementary transport studies that assess the transport impacts of Milton Keynes growth to the south-east and which show a limited impact on the highway network operation, including the SRN.

2.3 The Milton Keynes Transport Model 2009 Base Year model (Submission Document B95) has been approved by the Highways Agency as suitable for broadly replicating present traffic conditions on the SRN at a link-level only for the Milton Keynes sub-region.

2.4 The Milton Keynes Transport Model has been developed in line with current WebTAG guidance, the Department for Transport’s website for guidance on the conduct of transport studies including advice on the modelling and appraisal appropriate for major highway and public transport schemes.

Core Strategy

2.5 The Milton Keynes Transport Model 2026 Revised Core Strategy modelling results (Submission Document B143) show that the highway network operation, including the SRN, is worse than at present but is broadly reasonable in that the highway network still operates effectively and efficiently.

2.6 The 2026 Revised Core Strategy modelling results show up to 24 problematic junctions that are operating beyond their designed capacity.

2.7 As far as the SRN is concerned, as a result of the growth proposed in Milton Keynes as well as regional and national growth, by 2026 during peak hours the M1 will be congested, M1 Junction 14 will be subject to stress and congestion and there will be limited stress and congestion along the A5.
2.8 Future reviews of the Core Strategy, the Local Transport Plan (LTP3) (Submission Document LP12) and the Local Investment Plan (LIP) (Submission Documents B99 and B147) will identify remedial work required to improve the operation of the 24 problematic junctions.

Strategic Land Allocation

2.9 The Milton Keynes Transport Model modelling results have confirmed that the Core Strategy development proposals, especially the focus of development to the south-east, have no significant negative impact on the highway network including the SRN.

2.10 The emerging Development Framework for the Strategic Land Allocation, which will include dedicated modelling of the development proposals, will deal with the detail of the transport implications of the development potential of the Strategic Land Allocation. As set out above in paragraph 2.9, the highway network including the SRN, has capacity to accommodate the Strategic Land Allocation development proposals.

2.11 As far as the SRN is concerned, the nearest junction to the Strategic Land Allocation is M1 Junction 13 which by 2026 will have sufficient capacity since the completion of its recent upgrading.

3. Relationship between the spatial framework and policy context of the Core Strategy and LTP3

3.1 LTP3 (Submission Document LP12) is the third Local Transport Plan for Milton Keynes and was submitted to the Department for Transport in March 2011.

3.2 LTP3 sets out the Council’s policies and programme for delivering local, sub-regional and national transport policy objectives, and will be regularly reviewed. LTP3 has been adopted by the Council following necessary procedures, including public consultation.

3.3 LTP3 builds on the Council’s Sustainable Community Strategy (Submission Document B59) and the spatial planning policies in the Core Strategy as well as planning policy and guidance at an international, national and local level.

3.4 LTP3 policies contain seven strategy strands:

3.4.1 Public Transport
   Rail, bus, interchange, community transport, taxi and private hire, future modes of transport (and public transport safety and security)

3.4.2 Cycling and Walking
   Infrastructure and promotion (including safety and security)

3.4.3 Smarter Choices
   Behavioural change techniques
3.4.4 Highways and Traffic Management
The fast and efficient movement of people and goods, congestion, parking, air quality, and driver safety

3.4.5 Technology
Information provision, web-based technology, future modes of transport, and alternative fuels

3.4.6 Infrastructure Management
Highway, Redway network and other asset management

3.4.7 Development Planning
Integrated transport and land use planning.

3.5 The transport policies of the Core Strategy are set out as follows:

3.5.1 The vision, development strategy, supporting policies and proposals, including its national and international focus

3.5.2 Policy CS11: A Well Connected Milton Keynes and its focus on:
   3.5.2.1 Retention of the grid road network
   3.5.2.2 Public transport
   3.5.2.3 Sustainable transport choices
   3.5.2.4 Cycling and walking
   3.5.2.5 Encouraging development near sustainable transport modes
   3.5.2.6 Demand management
   3.5.2.7 Infrastructure improvements

3.5.3 Policy CS22: Delivering Infrastructure, which includes all necessary transport schemes and projects as part of the LIP (Submission Documents B99 and B147). Any new and/or additional transport infrastructure proposed by the LTP3 will in due course be included in the LIP.

3.5.4 The objective to integrate spatial and transport planning and collaborative working with developers.

3.6 There is therefore a close relationship between the spatial framework and policy context of the Core Strategy and LTP3 and both documents are consistent and complementary with each other.
Main Matter 5: Transport

5.2 Does the Core Strategy set out an integrated and achievable strategy for transport?

In particular,

i) Are the priority schemes identified and are there adequate mechanisms for their implementation?

ii) Is it clear how the relative priorities for car-based and other modes of transport will be reconciled?

iii) Is the aim (Vision, page 17) to reduce peak-hour commuting by car from 68% to 57% by 2026 clearly defined and achievable, and if so, is it sufficiently ambitious?

iv) Is the commitment to expansion of the grid road system justified?

v) What is the status of the park and ride proposals?

Council’s Response

4. Integrated and achievable strategy for transport

4.1 Yes; the Core Strategy does set out an integrated and achievable strategy for transport.

4.2 The integrated approach to transport is manifest in the answers to Issue 5.1, through Core Strategy Policy CS11: A Well Connected Milton Keynes and through the fact that the Core Strategy and LTP3 (Submission Document LP12) are consistent and complementary with each other. This relates to traffic and transport matters being considered from a national to regional to sub-regional to local level and, at the local level the relationship between private car-based transport and public transport, cycling and walking.

4.3 In summary the Core Strategy transport strategy has the following policy threads:

4.3.1 The car to remain a significant mode of transport
4.3.2 Public transport
4.3.3 Sustainable transport choices
4.3.4 Cycling and walking
4.3.5 Encouraging development near sustainable transport modes
4.3.6 Demand management
4.3.7 Infrastructure improvements.

4.4 The traffic and transport infrastructure required by the Core Strategy, dealt with in Main Matter 8: Delivering Infrastructure, Monitoring and Managing.
paragraphs 1.23 to 1.27, sets out the deliverability and viability of that traffic and transport infrastructure.

5. Are priority schemes identified and adequate mechanisms for implementation?

5.1 Yes; priority traffic and transport schemes are identified and adequate mechanisms are in place for their implementation. These matters are dealt with in more detail in Main Matter 8: Delivering Infrastructure, Monitoring and Managing, paragraphs 1.23 to 1.27.

5.2 The LIP (Submission Documents B99 and B147) identifies the timing, cost, funding (availability and shortfall), delivery plans, managing risk and viability testing of traffic and transport infrastructure.

5.3 For traffic and transport infrastructure the LIP identifies the following schemes and their mechanisms for implementation:

5.3.1 Improved public transport, with Central Milton Keynes as the hub
5.3.2 More sustainable transport choices for car owners
5.3.3 Cycling and walking
5.3.4 New development well served by public transport
5.3.5 Demand management to help achieve modal shift from car to sustainable transport
5.3.6 Maximising capacity of the highway network
5.3.7 High quality transport interchanges.

5.4 The LIP notes, and the Council acknowledges, that there is a shortfall in funding the full cost of the traffic and transport infrastructure and government and other funding is required to meet the remaining costs.

5.5 LTP3 (Submission Document LP12) has developed a Scheme Appraisal and Prioritisation process involving assessment of every transport scheme in terms of its compliance to the strategy objectives, its contribution to the performance targets and indicators; deliverability, risks, and value for money.

5.6 The Scheme Appraisal and Prioritisation process:

5.6.1 Provides an objective decision-making framework
5.6.2 Is based on a technically robust and transparent process
5.6.3 Involves a wide range of officers and members
5.6.4 Produces a realistic and deliverable, balanced programme of schemes.

5.7 The schemes are also assessed for the benefits it would provide to the community and the transport users. This robust process is evidence based using the most up to date data.
5.8 The schemes are also assessed for their contribution to the seven Transport Strategy objectives and the appraisal process recognises the relative importance of these objectives by applying different weightings to them. The final scheme appraisal score takes these weightings into account.

6. How are priorities for car-based and other modes of transport reconciled?

6.1 The Core Strategy acknowledges that the car will remain as the dominant mode of travel in Milton Keynes and the ease of access for the car is to be maintained.

6.2 This situation originates from the city grid road layout and higher car ownership levels in Milton Keynes than the national rate.

6.3 Improvements to public transport and added provision for cycling and walking will encourage more journeys by these means.

6.4 More direct and faster bus services will increase accessibility across the city and help to free-up the grid road system during the peak hours.

6.5 One of the key LTP3 (Submission Document LP12) objectives is to provide real and attractive transport choices to encourage more sustainable travel behaviour as Milton Keynes grows.

6.6 LTP3 objectives will improve and promote non-car modes but not penalise car drivers. Therefore, travel by modes other than single occupancy car journeys will be pursued through the ambitious and innovative interventions laid out in the transport strategy including:

6.6.1 The development of a high frequency bus network along core routes
6.6.2 A transition to a rapid transit network
6.6.3 Rural services, feeder services, and Park & Ride
6.6.4 Interchange facilities
6.6.5 Information provision and ticketing
6.6.6 Rail and coach will continue to provide a transport choice
6.6.7 Taxi and private hire improvements will be supported
6.6.8 Community Transport will continue to provide a lifeline to key services for those with greatest need
6.6.9 The Redway walking and cycling network will be expanded and improved
6.6.10 Cycling and walking links in rural areas to employment centres and key services will be improved.

6.7 Technology and future modes of transport will also be embraced to add to the transport choice available.

6.8 LTP3 will also raise awareness to residents, workers and visitors of the transport choices that already exist, including home working and shopping.
6.9 Increased demand will act as a sign that increased investment in infrastructure is warranted, and in turn, ongoing promotion will optimise the benefit of additional investment.

7. **Is reduction of peak hour car commuting clearly defined and achievable and sufficiently ambitious?**

7.1 The Core Strategy objective to reduce peak hour car commuting is an objective set out in LTP3 (Submission Document LP12).

7.2 LTP3 clearly defines the delivery interventions for more sustainable modes of travel to work and which are set out in paragraph 3.4.

7.3 All LTP3 interventions in the Public Transport strand, Cycling and Walking strand, and Smarter Choices strand will improve sustainable travel to key services and employment areas, with a particular focus on Central Milton Keynes, town and district centres, rural areas, the Expansion Areas and large new developments such as the Strategic Land Allocation.

7.4 The LTP3 Transport Vision & Strategy anticipates future housing and employment growth, and the associated increase in demand for travel, will be achieved by delivering interventions that will increase highway capacity including:

7.4.1 Peak traffic spreading through school and business working hours
7.4.2 Demand Management
7.4.3 Intelligent Transport Systems to better manage the existing highway asset.
7.4.4 Junction capacity improvements
7.4.5 Dualling of the A421 from Junction 13 to the Kingston Roundabout (A5130) and eastwards on to M40 in Oxfordshire
7.4.6 Olney / Bletchley Southern Bypass/ Distributor roads
7.4.7 More coordinated delivery / distribution of freight
7.4.8 Promotion of sustainable freight movement
7.4.9 Maintaining easy access to the M1 Motorway.

7.5 The grid road network will continue to be key to the city’s growth, but the major future expansion of residential and employment areas means that sustainable transport will have a much larger role if the transport network’s capacity is to accommodate increases in demand, and meet wider environmental objectives.

Travel Patterns

7.6 Car travel in Milton Keynes is at present relatively efficient due to the nature of the grid network and the availability of parking. The dominant mode of transport for travel to work trips is the private car. 73% of total trips to work are made by car; and 10% are made by public transport.
7.7 Currently a high proportion of people live and work in Milton Keynes. However, the borough provides more jobs than the available workforce. Over 19,000 people commute into Milton Keynes to fill available jobs.

7.8 Changes in traffic between 2009 and 2026 (Table 7.1) shows that traffic will increase significantly along all of the key corridors in each of the three time periods with the largest increase being traffic approaching Central Milton Keynes. Existing levels of congestion will impact on the amount of increase in traffic approaching Central Milton Keynes itself.

<table>
<thead>
<tr>
<th></th>
<th>AM Peak</th>
<th>Inter Peak</th>
<th>PM Peak</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Distance Travelled</td>
<td>+25%</td>
<td>+32%</td>
<td>+20%</td>
</tr>
<tr>
<td>Total Travel Time</td>
<td>+57%</td>
<td>+52%</td>
<td>+43%</td>
</tr>
<tr>
<td>Average Network Speed</td>
<td>-20%</td>
<td>-13%</td>
<td>-16%</td>
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</table>

Table 7.1: Percentage Changes in Network Performance from 2009 to 2026

Self Containment

7.9 The journey to work analysis for all modes shows a high level of self-containment of working and living in the borough. The figure also shows that within the vicinity areas there are strong links of journey flows between Northampton, Luton, Bedford, and Leighton Buzzard. Milton Keynes also has significant levels of in-commuting, with the majority of journey to work trips being made by car.

7.10 As Milton Keynes grows a change in trip distribution in the morning rush hour is anticipated. With the forecast increase in local population – from areas such as the Eastern and Western Expansion Areas, increased housing in Central Milton Keynes and from expansion to the south east of the city – it is predicted that more people will travel to work in the morning rush hour from within urban Milton Keynes.

7.11 The surrounding areas such as Aylesbury, Northampton, Bedford and Luton are also growing significantly and the policies in these areas also support the creation of more local employment. This means that over time more jobs in Milton Keynes are expected to be filled by people living in Milton Keynes and fewer people to in commute from external area.

7.12 Table 7.2 below illustrates the increasing self containment of workers in Milton Keynes through to 2031. (LTP3 household size, jobs and workers is consistent with Core Strategy household size, jobs and workers.)
Table 7.2: Self Containment of Workers in Milton Keynes

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2001</th>
<th>2009</th>
<th>2018</th>
<th>2021</th>
<th>2026</th>
<th>2031</th>
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<tbody>
<tr>
<td>&lt; 16</td>
<td>47,922</td>
<td>50,105</td>
<td>57,378</td>
<td>59,591</td>
<td>60,956</td>
<td>62,955</td>
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<tr>
<td>16 to 64</td>
<td>142,932</td>
<td>157,117</td>
<td>171,451</td>
<td>176,354</td>
<td>183,308</td>
<td>189,712</td>
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<tr>
<td>65+</td>
<td>20,583</td>
<td>26,039</td>
<td>38,377</td>
<td>42,570</td>
<td>49,116</td>
<td>57,372</td>
</tr>
<tr>
<td>Total</td>
<td>211,437</td>
<td>233,261</td>
<td>267,206</td>
<td>278,515</td>
<td>293,380</td>
<td>310,039</td>
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</table>

<table>
<thead>
<tr>
<th>Category</th>
<th>2001</th>
<th>2009</th>
<th>2018</th>
<th>2021</th>
<th>2026</th>
<th>2031</th>
</tr>
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<tbody>
<tr>
<td>House Holds</td>
<td>83,507</td>
<td>95,475</td>
<td>113,958</td>
<td>119,765</td>
<td>126,993</td>
<td>135,460</td>
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<td>Jobs</td>
<td>138,937</td>
<td>153,187</td>
<td>170,985</td>
<td>174,085</td>
<td>177,662</td>
<td>180,097</td>
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<td>Workers</td>
<td>115,772</td>
<td>127,819</td>
<td>140,038</td>
<td>142,722</td>
<td>146,423</td>
<td>150,076</td>
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<td>Shortfall (number of workers)</td>
<td>23,165</td>
<td>25,368</td>
<td>30,947</td>
<td>31,363</td>
<td>31,239</td>
<td>30,021</td>
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<tr>
<td>self containment %</td>
<td>79.90%</td>
<td>85.10%</td>
<td>87.80%</td>
<td>88.80%</td>
<td>90.40%</td>
<td>92.00%</td>
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<tr>
<td>self containment</td>
<td>90,302</td>
<td>99,699</td>
<td>109,230</td>
<td>111,323</td>
<td>114,210</td>
<td>117,059</td>
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<tr>
<td>In commuting</td>
<td>39438</td>
<td>44000</td>
<td>47000</td>
<td>48000</td>
<td>45000</td>
<td>42000</td>
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<tr>
<td>Out commuting</td>
<td>23247</td>
<td>19000</td>
<td>17000</td>
<td>16000</td>
<td>14000</td>
<td>12000</td>
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<td>Net import of labour</td>
<td>16191</td>
<td>25000</td>
<td>30000</td>
<td>32000</td>
<td>31000</td>
<td>30000</td>
</tr>
</tbody>
</table>

Road Network Congestion

7.13 Because of Milton Keynes’s grid road network, traffic flow within the city is reasonably well distributed spatially. Drivers have plenty of alternative routes if their normal one is congested.

7.14 Regarding the average journey time per mile during the morning peak, Milton Keynes performs well at a national level, with average journey time of 1.75 minutes per mile (in 2010/11), positioned within the top quartile of local authorities with the lowest levels of journey time per mile.

7.15 The significant growth in population, housing and employment combined with the development of Milton Keynes as a regional centre will significantly increase the volume of traffic on Milton Keynes’ grid road network over the next 25 years.
7.16 The Milton Keynes Transport Model 2026 Revised Core Strategy modelling results (Submission Document B143) has been used to forecast the potential impact that this growth would have on traffic congestion assuming a continuation of existing trends in car usage and modal share. It is clear that this growth in population (both natural and net), demographic trends, and housing and employment growth, will place pressures on the transport network.

7.17 At current rates of population growth, there will be a 57% increase in journeys by car at peak travel times (2001 to 2031). However, the city will only be able to provide an extra 25% capacity at peak times through junction improvements and other infrastructure improvement measures. This highlights the need to start managing the demand for car travel now, to ensure the efficiency of the city’s transport network and to improve access to labour markets.

7.18 The placement of new housing is key to the future sustainability of development in the borough – it will need to be readily accessible by sustainable transport modes and not place undue pressure on existing networks. By placing new housing in accessible areas of the borough (or supporting new developments with sustainable transport links and connections), there is potential to reduce CO² emissions, improve air quality, and promote active travel.

7.19 Planned growth results in an increase in the number of trips across all time periods. The impact of this is an increase in total vehicle kilometres as average trip length increases. Congestion and delay mean that average speeds are reduced resulting in increased total travel time.

7.20 To meet the targets of reducing road congestion, apart from increasing capacity on the road network, Milton Keynes has ambitious plans of softer interventions (behaviour change) which will deliver an important modal shift from car to more sustainable transport such as cycling and walking, travel planning, demand management and improved public transport.

7.21 The LTP3 Public Transport, Cycling and Walking and Smarter Choices strands contain interventions aimed at encouraging individuals to choose more sustainable transport modes, for example bus, coach, rail, taxi and private hire, community transport, car sharing, walking, and cycling.

7.22 The LTP3 Smarter Choices strand has the primary aim of managing demand on a ‘carrot’ rather than ‘stick’ basis, by promoting sustainable travel choices and reducing the need to travel.

7.23 The LTP3 Cycling and Walking strand set targets for increasing cycling and walking modal share.

7.24 Improvements to the Redway networks are on-going and more investment is planned to link the Redways to popular destination areas. The enhancement of the Redway would encourage and enable more people to use the network.
8. Is the commitment to expansion of the grid road system justified?

8.1 As a starting point the expansion of the grid road system is Council policy and therefore justified. (Council Resolution: 8 February 2011 (Appendix 1 to this statement)).

8.2 The expansion of the grid road system is reinforced in the Core Strategy, particularly through Policy CS5, Policy CS6, and Policy CS11.

8.3 The expansion of the grid road system is proposed as part of LTP3 (Submission Document LP12), particularly through Policy DPo2. LTP3 is Council policy and therefore Council support for the expansion of the grid road system is justified. LTP3 has been adopted by the Council following necessary procedures, including public consultation.

8.4 The grid road system is an integral part of Milton Keynes and is what gives Milton Keynes its unique and iconic character.

8.5 The city’s unique and iconic grid road system has many advantages:

8.5.1 It enables car travel between points via a variety of route choices in shorter time than other UK cities of similar size
8.5.2 It provides for an efficient, flexible and functional public and private transport network
8.5.3 It improves the amenity and safety of residential streets by removing through traffic
8.5.4 It allows the space available along most of the grid road corridors to be used for future mass transit provision should this be viable in the future
8.5.5 The convenience of private travel helps to attract and retain businesses to Milton Keynes
8.5.6 It enables many residents to choose to work anywhere in the city regardless of where they live
8.5.7 It has substantial landscaping for biodiversity, sound screening and emissions absorption
8.5.8 It usually incorporates a Redway cycle and walking route to facilitate alternative transport modes.

8.6 Growth is putting increased pressure on the grid road system, and the Council must seek to introduce changes to the way people travel around the city.

8.7 Extending the grid system into the new development areas also has advantages:

8.7.1 It will provide the highway capacity to support new development, and provide capacity for high frequency (and other local) bus services, as well as providing walking and cycling connectivity to the rest of the city.
8.7.2 In order to maximise connectivity and choice, the macro-level grid road system that overlays Milton Keynes will extend into all new development areas.

8.7.3 The nature of the grid will depend on specific circumstances and will be established as part of the production of each Development Framework.

8.7.4 The concept of the connected grid road system at the macro-level should be replicated at neighbourhood level as part of the production of individual masterplans.

8.7.5 In this way, private and public transport will be able to move around easily within a legible movement network.

9. **What is the status of the park and ride proposals?**

9.1 The park and ride proposals are set out in the Council’s Draft Park and Ride Implementation Plan (Submission Document B68A) which is the implementation of policy proposals previously in LTP2 (Submission Document LP11) and now in LTP3 (Submission Document LP12). The Draft Park and Ride Implementation Plan is a sub-policy document of the Bus Strategy (Submission Document B68).

9.2 The park and ride proposals are also policy proposals (key interventions) set out in LTP3, particularly through Policy Bo5. LTP3 is Council policy and therefore Council support for the park and ride proposals is justified. LTP3 has been adopted by the Council following necessary procedures, including public consultation.

9.3 The park and ride proposals are also contained in the South East Plan (Submission Document R6) (Policy MKAV2) and the mksm Sub Regional Strategy (Submission Document SR2) (Policy MK/AVDC Policy 2). With the Government’s intention to revoke the South East Plan and the mksm Sub Regional Strategy it is important to “save” this policy in the Core Strategy.

9.4 While there is no statutory requirement to have a Park and Ride Strategy, it is clear from a number of previously published Milton Keynes documents and strategies that development of a Park and Ride Strategy is desirable.

9.5 The key elements of the Draft Park and Ride Implementation Plan are:

9.5.1 An assessment of the policy and strategy background to park and ride in Milton Keynes over the last 10 years.

9.5.2 To co-ordinate the Draft Park and Ride Implementation Plan with the issues identified in the Parking Strategy for Central Milton Keynes (Submission Document B143).

9.5.3 To identify and evaluate the sites proposed in recent years, assessing these for deliverability and linking to the data available on potential demand.

9.5.4 To identify the potential markets for Park and Ride services.

9.5.5 To set out the next steps and key challenges for delivery.

9.6 Delivering park and ride in Milton Keynes is part of the provision of a viable alternative for car journeys bound for Central Milton Keynes in order to relieve the...
expected pressure on centrally located parking spaces. The emphasis is on meeting the needs of workers, shoppers and visitors to Milton Keynes in order to encourage modal shift from the private car, delivery of which is critical from the stance of providing sustainable traffic and transport solutions.

9.7 There are four key challenges to be overcome to deliver Park and Ride in Milton Keynes:

9.7.1 Delivery of the sites identified is dependent on obtaining the appropriate land
9.7.2 The revenue cost implications will be significant for the Council if any form of park and ride system is to be delivered
9.7.3 The disparity between bus fares and parking charges means that while park and ride in Milton Keynes would undoubtedly have some positive impact it will not be truly effective until this disparity is reduced or removed
9.7.4 There is still a need to assess the impact of each park and ride site on the Strategic Road Network that will be undertaken through a Transport Assessment of each site.

9.8 Delivering park and ride in Milton Keynes will require a strong partnership between the Council, the bus operators, neighbouring authorities and other stakeholders.
Main Matter 5: Transport

5.3
i) To what extent does the strategy depend on infrastructure development outside the borough and are there mechanisms in place to secure delivery?

ii) What weight should be attached to the proposed East-West rail link?

iii) What is the status of the proposal for a new junction (J13a) on the M1 motorway?

Council’s Response

10. To what extent does the strategy depend on infrastructure development outside the borough and are there mechanisms in place to secure delivery?

10.1 The strategy does not depend directly or indirectly on infrastructure development outside the borough.

10.2 The strategy acknowledges infrastructure development outside the borough (such as M1 widening J10 to J13, HS2, East-West Rail, A5 to M1 Link Road (Dunstable North)) but the strategy is not dependent on their delivery.

11. What weight should be attached to the proposed East-West rail link?

11.1 As a starting point East-West Rail is Council policy and therefore justified. (Council Resolution: 8 February 2011 (Appendix 1 to this statement)).

11.2 Furthermore, support for East-West Rail is part of LTP3 (Submission Document LP12), particularly through Policy Ro10. LTP3 is Council policy and therefore Council support for East West Rail is justified. LTP3 has been adopted by the Council following necessary procedures, including public consultation.

11.3 East-West Rail is also contained in the South East Plan (Submission Document R6) (Policy MKAV2) and the mksm Sub Regional Strategy (Submission Document SR2) (Policy MK/AVDC Policy 2). With the Government’s intention to revoke the South East Plan and the mksm Sub Regional Strategy it is important to “save” this policy in the Core Strategy.

11.4 Although the Core Strategy is not dependent on delivery of East-West Rail it is an important regional and sub-regional infrastructure project.

11.5 East-West Rail should therefore be given weight as a material consideration in the Core Strategy.
11.6 The DfT has agreed that the East-West Rail (Western Section) should be assessed for inclusion in the next high level output statement (HLOS).

11.7 Following the Chancellor's inclusion of East-West Rail in his autumn statement, Network Rail has been asked to develop the scheme further with the East West Rail Consortium and other stakeholders. Subject to a satisfactory local contribution to the cost of the project and a satisfactory business case, the Government will announce how it will take forward this scheme in summer 2012.

11.8 Provided the conditions have been met, Network Rail will then work in conjunction with the Consortium, to deliver the scheme set out by the Consortium in its November 2011 Prospectus. The Government will provide funding to Network Rail, subject to the Consortium meeting a share of the costs, as set out in the November 2011 Prospectus. This is a significant achievement for the Consortium and provides added credibility for the scheme's deliverability.

11.9 The Consortium has established a strategy of joint working with Local Enterprise Partnerships (LEPs) and has succeeded in being allocated Growing Places Funding of £1.5m. (South East Midlands LEP £1m. and Bucks Thames Valley LEP £0.5m.) as a contribution toward the next phase of the project, namely the acquisition of powers to authorise the railway, albeit this work will not be started until confirmation of a successful outcome in HLOS in July 2102.

11.10 A progress report on the status of East West Rail has been provided by the Consortium and is attached as Appendix 2 to this statement.

12. What is the status of the proposal for a new junction (J13a) on the M1 motorway?

12.1 As a starting point, a new junction J13a on the M1 motorway is Council policy and therefore justified. (Council Resolution: 8 February 2011 (Annex 1 to this statement.)).

12.2 The possibility of new junction J13a on the M1 motorway is proposed as part of LTP3 (Submission Document LP12), particularly through Policy HTo26. LTP3 is Council policy and therefore Council support for a new junction (J13a) on the M1 motorway is justified. LTP3 has been adopted by the Council following necessary procedures, including public consultation.

12.3 Increased housing and employment growth and increased demand for travel to and from the strategic network will put pressure on the M1 and the existing junctions serving Milton Keynes. It may be necessary to consider a new junction or increased highway capacity to manage the additional demand for access and egress from the motorway.
12.4 No further investigation work has been undertaken in the design and implementation of a new junction J13a on the M1 motorway.

12.5 As far as the Highways Agency is concerned, the safeguarding of land for a future bridge over and/or a junction with the M1 Motorway (Junction 13a) is at odds with government transport policy and consequently, is not acceptable.

12.6 The Council acknowledges the Highways Agency position regarding the safeguarding of land for a future bridge over and/or a junction with the M1 Motorway (Junction 13a) but will continue to negotiate this matter with the Highways Agency and to review this matter in future Development Plan Documents.
APPENDIX 1
MILTON KEYNES COUNCIL RESOLUTION – 8 FEBRUARY 2011

APPENDIX 2
PROGRESS REPORT: EAST WEST RAIL – WESTERN SECTION
MILTON KEYNES COUNCIL – 8 FEBRUARY 2011

On being put to the vote the substantive motion was declared carried unanimously.

RESOLVED

1. That this Council:

(a) recognises and commits to support moving forward the very unique design features that have made Milton Keynes a success. To this end it commits its ongoing support for all elements of the Core Strategy agreed unanimously at the Full Council meeting dated 14 September 2010 and further commits to only supporting development beyond the limits established by the Core Strategy if they enjoy the support of those local communities impacted by such development – in line with emerging guidance in the Decentralisation and Localism Bill published on 13 December 2010;

(b) is committed to support Milton Keynes’ ambition to be a major UK city with the wide range of leisure facilities, jobs and choice of housing that this entails. It therefore wishes for economically advantageous growth that will provide new employment opportunities and housing for present and future residents. However, the Council recognises that such growth is only acceptable if it is accompanied by the timely provision of infrastructure;

(c) recognises that the key driver for growth must be economic prosperity and is committed to working with others to ensure that the necessary conditions are in place. This means that sufficient high quality jobs are delivered to sustain a growing and increasingly skilled workforce. The up-skilling of the local workforce is recognised as an important factor in future success and the Council thus believes that as well as the contribution of Milton Keynes College, an undergraduate University for Milton Keynes is an essential element in the city’s future;

(d) recognises that a vibrant city centre is at the heart of any successful city and CMK needs to play an even greater role in the employment, leisure, retail and entertainment provision for the population of the city and the South East Midlands. There is also an important role for old towns, villages and district centres. At the same time, Council must also insist that no part of the city can be left behind in economic development. Prosperity must be shared by all and there must be such diversity of employment opportunities to ensure that new development does not result in a two speed city. The Council is committed to regenerating the more deprived areas of Milton Keynes be they within the older built community or the so called Milton Keynes development area (including former employment sites that are deemed no longer fit-for-purpose) but recognises that successful schemes must be driven by local residents and that changes must have the support of that community;
(e) further recognises that a key feature of an emerging strategy for the future of Milton Keynes has always been an acknowledgement that the needs of existing communities in the area are equally as important as the needs of new communities arising from growth. If we are to create truly sustainable communities across the entire local authority area, the Council acknowledges that it needs a strategy that tackles issues of disadvantage and deprivation, and locally-identified problems; a strategy that captures some of the investment arising from growth for the benefit of all; and a strategy that delivers regeneration of existing places as part of an overall ambition to secure the Sustainable Community Strategy vision for a ‘better Milton Keynes’;

(f) recognises that democratic accountability for development within the city is an important part of the ethos of success. Milton Keynes Council and thriving local councils will provide this. These Councils will not be direct providers of the majority of the infrastructure and services. However accountability and civic leadership must rest with them and not with central government or unaccountable quangos. The Council recognises the important role that will need to be played by our Town and Parish Councils, the business community and the voluntary, community and co-operative sectors;

(g) resolves that there is proper community engagement in decisions on how and where Milton Keynes grows and that every effort will be made to reach all parts of the community, especially those that may be hard to reach;

(h) is committed to sustaining the current nature of Milton Keynes. This includes a commitment to enhancing our green city. This not only means restating our aim of achieving carbon neutrality, but also commits the Council to protecting the green and open nature of the city and also ensuring that all new developments continue to at least the existing high standards. The impact and identity of older towns, rural areas and existing new city estates must be protected as part of any new development;

(i) recognises that a process of continuing economic growth in a low density city may eventually lead to a requirement to build on currently undeveloped areas. Whilst there are sufficient identified sites to cope with this in the short to medium term as identified within the current Core Strategy, the Council believes that any extension of the Milton Keynes urban area should be contained west of the M1 motorway;

(j) recognises that the future success of the city depends upon a successful communications infrastructure. This not only includes the successful urgent implementation of high speed broadband and future technological developments but also having a physical transportation system that offers choice amongst many modes. This means not only maintaining the existing grid road system for the effective movement of transport including new modes such as the electric car, it also means that there must be a much more efficient and effective public transport system that provides a realistically competitive alternative as well as ensuring that those without their own transport play a full role in the life of the city;
(k) notes that, whilst communication within the city is key to future success, so is improved communications within the South East Midlands and the wider world. The Council will thus work with neighbours, central government and others to ensure that Milton Keynes is part of a network that serves its people and visitors well. An example of the required improvements is the proposed east-west rail initiative;

(l) recognises that relationships with neighbouring authorities are evolving and have been enhanced by the abolition of the previously arbitrary regional divide. It is developing much closer working arrangements with them, as well as the wider business community to ensure that the Milton Keynes economy is not just successful but better integrated into that of a prosperous wider South Midlands. It is also committed to ensuring that any future extension of Milton Keynes is decided locally and not imposed by central government and provides economic benefits that may also accrue to our neighbours; and

(m) notes that the commitments within this motion, taken alongside the Strategic Core Strategy document, form the basis and starting point of every other strategic council document and that reference to both the Core Strategy and the agreed outcome of this motion form the opening preface of each subsequent strategic policy.
East West Rail – Western Section

The benefits of East West Rail to Milton Keynes

The East West Rail project will lead to the restoration of a strategic transport corridor of national significance. It will link Reading and High Wycombe (and the rest of the Thames Valley) with Oxford, Bicester, Aylesbury, Milton Keynes, Bedford and beyond to Cambridge. In addition, the project will create significantly improved access, particularly for Aylesbury, removing the need to route north bound rail journeys through London.

Re-establishing a high quality, fast and cost effective public transport corridor linking these centres of economic activity will remove the key barrier to realising a collective ambition to secure the economic potential of this area which is at the heart of England.

The transformational nature of the project requires strong public sector leadership. However, the opportunities it creates for rail operators to support substantial economic activity has secured significant support from the private sector. In addition the link is central to the ambition to secure new homes and new jobs in the medium to long term. This provides the opportunity to secure substantial contributions towards the cost of the project from the private sector.

The project will:

- Provide a strategic east-west route linking key centres of economic activity;
- Support local authorities’ ambition for substantial economic growth based on the creation of new private sector jobs and the development of major areas of new housing;
- Provide a connection between existing radial routes out of London facilitating journeys without the need to interchange through London.

The partners involved in supporting this project remain committed to delivering a long-term ambition to realise new jobs and new homes along the corridor served by the project. In order to realise this potential and remain globally competitive there is a need for continued investment in physical infrastructure: infrastructure that creates the conditions that encourage and enable the private sector to invest in the businesses of the future.
Ensuring the opportunity to deliver long-term sustainable economic growth is at the heart of the proposals for Enterprise Partnerships that have been approved by the Government.

Economic activity along the corridor served by the project is already at the cutting edge of the UK’s economy. Particular strengths lie in key growth sectors for the future: high value added science based R&D; precision engineering, including automotive engineering (particularly F1); pharmaceutical/life science R&D, including nationally acknowledged centres of research excellence; green technology and low carbon services and products.

Home to a strong community focused group of the country’s leading entrepreneurs, the corridor has a long-standing reputation for the creation and spin-out of innovative, world-leading new technologies. The project strength lies in fostering the establishment of small companies; the challenge is continue to provide these with the support and facilities that enable them to grow organically whilst remaining based in the UK. In addition, with Oxford a world-class brand, the region remains an area that is highly marketable and attractive to inward investors from across the world.

**The current position on East West Rail**

Following the Chancellor’s inclusion of East West Rail in his autumn statement, Network Rail has been asked to develop the scheme further with the Consortium and other stakeholders. Subject to a satisfactory local contribution to the cost of the project and a satisfactory business case, the Government will announce how it will take forward this scheme in summer 2012.

Provided the conditions have been met, Network Rail will then work in conjunction with the East West Rail Consortium, to deliver the scheme set out by the Consortium in its November 2011 Prospectus. The Government will provide funding to Network Rail, subject to the Consortium meeting a share of the costs, as set out in the Prospectus.

The Consortium has written to the Department for Transport outlining its commitment in principle in order to satisfy the Consortium’s collective commitment to make a local contribution to the cost of the scheme. As regards meeting the second condition of a satisfactory business case; the Consortium has concluded that this condition has been met insofar as the business case has been submitted to the Department for Transport and thereafter both Network rail and the Department have carried some additional evaluations which have further enhanced the already very strong business case.

In conclusion the conditions described above have been met and the Consortium looks forward to a positive outcome by the Government in summer 2012.
The new links the opening of the East West Rail service will provide for Borough residents; new links to Aylesbury, London and Oxford via Bletchley

Local authorities along the Western Section corridor remain committed to the long term ambition to secure new jobs and additional homes. However in order to realise this potential, there is a need to provide a step change in the level of accessibility: one that creates the conditions that encourage and enable the private sector to invest in the businesses of the future. The Western Section of East West Rail will dramatically reduce journey times. For instance:

<table>
<thead>
<tr>
<th>Journey</th>
<th>By Car</th>
<th>By EWR train</th>
<th>% journey time saving</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oxford to Milton Keynes</td>
<td>70 – 90 minutes</td>
<td>40 minutes</td>
<td>40 – 55%</td>
</tr>
<tr>
<td>Oxford to Bedford</td>
<td>100 – 130 minutes</td>
<td>60 minutes</td>
<td>40 – 55%</td>
</tr>
<tr>
<td>Winslow to Oxford</td>
<td>50 – 60 minutes</td>
<td>27 minutes</td>
<td>50 – 60%</td>
</tr>
</tbody>
</table>
When East West Rail services are expected to operate.

2012:
East West Rail identified as being within CP5 HLOS.

2013/14:
Planning and statutory processes complete and conditional funding secured.

2014/15:
Franchising specifications drawn up and full approval secured.

2015:
Infrastructure procurement and contracts let

2016:
Agreed franchise contract(s)

2017:
Start of passenger services