

M1 Junction 19 to 16 Smart Motorway All Lane Running Scheme

Summary of Statutory Instrument Consultation Responses

April 2015



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EXECUTIVE SUMMARY

The M1 junction 19 to 16 smart motorway all lane running scheme will be implemented on the Highways England's (formerly Highways Agency) network to the design set out in Interim Advice Note 161/13. A key part of smart motorways is the use of variable mandatory speed limits (VMSL). The consultation provided an opportunity for interested parties and individuals to comment on the proposal to introduce VMSL between junctions 19 and 16 on the M1.

Regulations will need to be made under section 17(2) and (3) of the Road Traffic Regulation Act 1984 ("the 1984 Act") for the implementation of VMSL for the M1 junction 19 to 16 smart motorway scheme and to enable amendments to be made to the Motorways Traffic (England and Wales) Regulations 1982 (S.I. 1982/1163) ("the 1982 Regulations") which govern the use of motorways.

A consultation paper was issued to 136 consultees and the consultation was open to public participation through the Highways Agency (now Highways England) and GOV.UK's website. The consultation encouraged representative organisations, businesses and the general public affected by the proposed regulations to register their views with Highways England on the proposal.

The 9 week consultation period began on 8th December 2014 and ended on the 30th January 2015. This paper provides a summary of the consultation responses and details how the responses have been considered and taken forward. A total of 4 responses were received during the course of the consultation, although a number of comments are beyond the scope of the consultation and have been answered.

Following the consultation it is recommended that the Secretary of State proceed with making the Regulations necessary to allow for the implementation of VMSL on the M1 between junctions 19 and 16.

(Explanatory note: We now refer to managed motorways as smart motorways which encompass all sections of our network that incorporate technology to manage congestion and improve journey time reliability. This includes controlling speeds through the use of VMSL to improve traffic flow and providing driver information on overhead signs.)

INTRODUCTION

1.1 Purpose

The purpose of this document is to provide a summary of the responses received during the consultation on the implementation of VMSL as part of the M1 junction 19 to 16 smart motorway all lane running scheme. The consultation took place between 8th December 2014 and 30th January 2015 and provided an opportunity for stakeholders, such as road user groups and other interested parties to comment on the proposed implementation of VMSL between junctions 19 and 16 of the M1. Highways England (formerly the Highways Agency) has considered the comments raised by consultees and this document summarises its response to those comments.

1.2 Background

The M1 junction 19 to 16 smart motorway all lane running scheme is part of the M1 junction 13-19 smart motorway, one of a number of schemes proposed in the Government SR13 announcement in June 2013.

The M1 Motorway is a strategic route for local, regional and international traffic and plays a major role as:

- A direct motorway route between the North and the South; and
- A major route connecting major conurbations.

The M1 between junctions 19 and 16 is part of the primary strategic link between the M1 and the M6 at Catthorpe Interchange, currently carrying traffic in excess of design levels, resulting in congestion and delays to drivers. The section for which VMSL are being consulted on is 26km (junction to junction) long and runs between junction 19 (M6) and junction 16 (Northampton). Junction 16 to 18 was originally opened in 1959, with junction 18 to 19 opening in 1965. The section has always been a dual 3 lane motorway (D3M).

The M1 between junctions 19 and 16 is congested during the weekday morning and evening peak hours and also at other times when traffic flows are heavy. The average two-way daily traffic flow on the scheme section exceeds 115,000 vehicles (2013), which is over 25% higher than the Congestion Reference Flow (CRF) of around 97,000 (Average 3 lane motorway value) vehicles per day. The CRF represents the daily flow level at which a road is likely to be congested during weekday peak hours.

Smart motorway schemes are commissioned and operating successfully on sections of the M42, M6 and M1 J6 to J13 locally and this scheme will continue the use of technology on the strategic road network to manage congestion and support an operational approach that maximises the use of the existing Highways England asset.

1.3 Consultation topic

The introduction to the consultation document clearly stated that the scope was as follows:

“We are keen to have your comments on the proposal for implementation of variable mandatory speed limits for the M1 smart motorway scheme between junctions 19 and 16; specifically on how the proposal could affect your organisation or those you represent”.

Explanation of the operating regime of the smart motorway scheme and associated design features were provided in the consultation document, including a summary of the concept of Emergency Refuge Areas (ERAs). This was to assist in understanding of the scheme and not included within the scope of the consultation.

“It is important to note that this is not consultation on the actual policy of using VMSL or all lane running. Use of these traffic management features is already Government policy. We are therefore seeking views on the proposal set out below.”

“This consultation provides an opportunity for interested parties to comment on the proposal to introduce VMSL for the M1 motorway junction 19 to junction 16 smart motorway all lane running scheme”.

Nevertheless, a number of respondents did use the consultation as an opportunity to comment on other issues such as safety concerns, strategic road network development and highway design. These comments are provided for completeness in Appendix B of this document.

1.4 Document Structure

Section 1 provides a background to the consultation.

Section 2 describes how the consultation was conducted and how responses from consultees were considered.

Section 3 contains a summary of the consultation responses and analysis of each response.

Section 4 contains a summary of the consultation period and the recommended way forward.

CONDUCTING THE CONSULTATION EXERCISE

1.5 What the consultation was about

This consultation provided an opportunity for interested parties to comment on the proposal to introduce VMSL for M1 junction 19 to 16 smart motorway all lane running scheme.

1.6 Legislative changes

Regulations have been proposed to be made under section 17(2) and (3) of the Road Traffic Regulation Act 1984 (“the 1984 Act”) for the implementation of VMSL for the M1 junction 19 to 16 smart motorway all lane running scheme and to enable amendments to be made to the Motorways Traffic (England and Wales) Regulations 1982 (S.I. 1982/1163) (“the 1982 Regulations”) which govern the use of motorways. The proposed Regulations will restrict drivers from driving within the area of the smart motorways scheme at a speed exceeding that displayed on the speed limit signs, or the national speed limit where no other speed limit sign is displayed.

The relevant legislative power in the 1984 Act permits the making of Regulations that regulate the manner in which, and the conditions subject to which, motorways may be used by traffic authorised to use such motorways.

Within the M1 junction 19 to 16 smart motorway all lane running scheme it will be an offence to use a motorway in contravention of Regulations applying to the scheme made under section 17(2) of the 1984 Act. A more detailed explanation of the changed regulations is given within the ‘M1 junction 19 to 16 smart motorway all lane running scheme Consultation document for statutory instrument’. [1].

1.7 How the consultation was conducted

The consultation paper [1] was issued to 136 consultees and a 9 week consultation period started on 8th December 2014. The consultation documents were made available on the Highways Agency (now Highways England) and GOV.UK websites allowing the public to comment on the proposed legislative changes. The start of the consultation period was accompanied by a press notice. All parties affected by the proposed legislative changes were encouraged to make contact with the Highways Agency (now Highways England) to provide their views. The consultation closed on 30th January 2015.

1.8 Government consultation principles

The consultation was carried out in accordance with the Government's consultation principles. The consultation criteria are listed as follows.

- 1) Subjects of Consultation** – The objectives of any consultation should be clear and will depend to a great extent on the type of issue and the stage in the policy-making process – from gathering new ideas to testing options.
- 2) Timing of Consultation** – Engagement should begin early in policy development when the policy is still under consideration and views can genuinely be taken into account.
- 3) Making information useful and accessible** – Policy makers should think carefully about who needs to be consulted and ensure the consultation captures the full range of stakeholders affected. Information should be disseminated and presented in a way likely to be accessible and useful to the stakeholders with a substantial interest in the subject matter.
- 4) Transparency and Feedback** – The objectives of the consultation process should be clear. To avoid creating unrealistic expectations, any aspects of the proposal that have clearly been finalised and will not be subject to change should be clearly stated.
- 5) Practical Considerations** - Consultation exercises should not generally be launched during local or national election periods.

Further information about the consultation principles can be located on the Cabinet Office website:

<https://www.gov.uk/government/publications/consultation-principles-guidance>

SUMMARY OF RESPONSES

1.9 Number of responses

During the consultation period, 4 responses were received:

- None completed the questionnaire
- 4 provided comments in separate correspondence

These responses included 3 from non-affiliated individuals.

1.10 Questionnaire analysis

Respondents were invited to use the questionnaire to provide their comments, but none used it, preferring to provide separate correspondence. One response was from a Statutory Consultee, as listed in Appendix A (Road Haulage Association), with three from non-affiliated individuals. Only the Road Haulage Association (RHA) responded directly to the questions detailed in the Questionnaire in their correspondence as detailed in Table 1 below.

Table 1: Summary of responses to the three questions on the questionnaire from RHA

Question	Yes	No
Do you consider that the proposal to introduce the smart motorway scheme on the M1 between junctions 19 and 16 will lead to an improvement in travelling conditions on this	✓	
Are there any aspects of the proposal to introduce the smart motorway scheme on the M1 between junctions 19 and 16 which give you concerns?	✓	
Are there any additional comments you would like to make about the proposal to introduce the smart motorway scheme on the M1 between junctions 19 and 16?		✓

From Table 1 it can be seen that the Road Haulage Association thought that the scheme would lead to an improvement in travelling conditions but had some concerns about the proposals. However, their concerns did not specifically relate to the VMSL.

1.11 Respondents who did not use the questionnaire

Four respondents did not complete the questionnaire but provided comments in correspondence:

- Road Haulage Association
- 3 non-affiliated individuals

1.12 Support for the scheme

Comments received from respondents were wide ranging and included support for smart motorways in general, support for VMSL on this section of motorway, comments and questions about the design and a number of concerns. Table 2, as follows, lists the more supportive comments received.

Table 2: A selection of supportive comments about the scheme

Organisation	Quote of Support
Road Haulage Association	<p>[...]The RHA is happy to support the current scheme to introduce a smart motorway on the M1 between junctions 19 and 16. Our members have already experienced the advantages of driving on the smart motorway already operating, with hauliers reporting improved driving conditions of these routes</p> <p>Our members report that this section of the M1, which the consultation document says carries 115,000 vehicles on weekdays, is frequently congested and that this leads to unpredictable journey times. Delay and congestion have a negative economic impact on the business operations of our members, so we see the smart motorway proposal as a sensible measure that will help control and limit congestion and delay.</p> <p>While we agree that there is a place for hard-shoulder running in peak flow periods we wish to repeat the reservations we have expressed in previous consultations about permanent hard-shoulder conversion. In our view the conversion should be a temporary solution only. This is because our members think that a continuous hard shoulder has significant benefits in terms of safety.</p> <p>We were pleased to hear the recent announcement by the government of its plans to invest £15 billion to increase the capacity and state of England's roads. However the programme announced does not contain plans for widening of roads such as this part of the M1. The RHA takes the view that widening is a better permanent solution in relation to the management of high volume of traffic on the M1 and the surrounding motorway network in order to increase capacity, and for the hard shoulders to be re-instated.</p> <p>So in broad terms, but with reservations, we support the current proposal which should help to limit congestion, improve journey time reliability, and increase and improve the quality of information for drivers. [...]</p> <p>We agree that the proposal will improve travelling conditions. Hauliers operating on the motorway experience high traffic volumes and significant congestion resulting in unreliable journey times, increased business costs and reduced mobility.</p> <p>We are strongly of the view that current congestion causes problems to our members as they are trying to serve the business community, and that this has a negative knock on effect on general economic activity.</p>

Organisation	Quote of Support
Road Haulage Association	<p>Delays due to congestion also result in increased fuel consumption as trucks become stuck in queues. Congestion also contributes to increased noise and air pollution and CO2 emissions when traffic stops and starts.</p> <p>In summary we support the proposed scheme in general terms, with its aim of managing motorway congestion.</p>
Non-affiliated Members of the Public	<p>The use of variable speed limits is clearly a sticking plaster action to address the fact that the capacity of the motorway in this area cannot meet demand much of the time and is therefore understood.</p> <p>However, it needs to be part of a holistic road transport strategy which includes other measures to address the capacity issue for the long-term. There is plenty of evidence that increasing capacity merely attracts more vehicles, hence the action will only generate temporary effects.</p> <p>There is a good argument to adopt variable speed limits across the whole motorway network which could also allow greater speeds when conditions prevail. For instance, at 06.00 on Sunday morning, the variable speeds could easily be 80+ mph.</p> <p>So, the use of variable speed limits is understood and supported as a temporary means of regulating traffic whilst a long-term solution is found including higher technology cars which limit driver interaction.</p>

1.13 Comments about the proposal

Within the 4 responses where comments were provided, there are two respondents who have provided comments which relate to the specifics of the consultation (VMSL). These comments, together with Highways England response, are provided in Table 3. Full consultation responses together with the Highways England response are provided in Appendix B.

Table 3: Comments about the scheme

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Road Haulage Association: By Letter	<p>[...]The RHA is happy to support the current scheme to introduce a smart motorway on the M1 between junctions 19 and 16. Our members have already experienced the advantages of driving on the smart motorway already operating, with hauliers reporting improved driving conditions of these routes</p> <p>Our members report that this section of the M1, which the consultation document says carries 115,000 vehicles on weekdays, is frequently congested and that this leads to unpredictable journey times. Delay and congestion have a negative economic impact on the business operations of our members, so we see the smart motorway proposal as a sensible measure that will help control and limit congestion and delay.</p> <p>We agree that the proposal will improve travelling conditions. Hauliers operating on the motorway experience high traffic volumes and significant congestion resulting in unreliable journey times, increased business costs and reduced mobility.</p> <p>We are strongly of the view that current congestion causes problems to our members as they are trying to serve the business community, and that this has a negative knock on effect on general economic activity.</p> <p>Delays due to congestion also result in increased fuel consumption as trucks become stuck in queues. Congestion also contributes to increased noise and air pollution and CO2 emissions when traffic stops and starts.</p> <p>In summary we support the proposed scheme in general terms, with its aim of managing motorway congestion.</p>	<p>Thank you for your comments in support of the proposal to implement VMSL on the M1 smart motorway scheme between junctions 19 and 16. The M1 junction 19 to 16 smart motorway all lane running scheme is part of the Highways England's programme to improve journey time reliability to the existing strategic road network in order to support economic growth and maintain mobility. It is expected that the smart motorway scheme will:</p> <ul style="list-style-type: none"> • Reduce congestion; • Smooth traffic flows; • Provide more reliable journey times; • Reduce the severity of accidents; and • Increase and improve the quality of information to our customers. <p>The use of VMSL is an essential element for achieving the objectives above. By varying the mandatory speed limit the Highways England can manage the flow of traffic more effectively. The speed limits displayed on the motorway will take account of prevailing traffic conditions with the aim of ensuring the smooth flow of traffic. Variable speed limits are a key feature of smart motorways - which is about modernising the operation of our motorways and finding the best solution for different parts of the network</p>

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Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Road Haulage Association: By Letter	<p>We note that enforcement of the variable speed limits is planned to be carried out using a combination of gantry mounted speed enforcement equipment and traditional enforcement by the police.</p> <p>We are concerned that adequate resources are not in place to deal with enforcement issues and that pressures on roads policing budgets may mean that enforcement of smart motorway speed limits will prove challenging.</p> <p>In our view introduction of new technologies is not a complete substitute for the deployment on the ground of roads policing professionals.</p>	<p>The M1 junction 19 to 16 smart motorway all lane running scheme includes enforcement cameras mounted on gantries. These automatically adjust to suit the limits signalled on the variable message signs and overhead gantry mounted signs. Procedures for automated enforcement are being developed with the local police forces and will ensure that a proportionate level of resource is directed to automated speed enforcement activities.</p>

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
<p>Non-affiliated individual (1): By Letter</p>	<p>The use of variable speed limits is clearly a sticking plaster action to address the fact that the capacity of the motorway in this area cannot meet demand much of the time and is therefore understood.</p> <p>However, it needs to be part of a holistic road transport strategy which includes other measures to address the capacity issue for the long-term. There is plenty of evidence that increasing capacity merely attracts more vehicles, hence the action will only generate temporary effects.</p> <p>There is a good argument to adopt variable speed limits across the whole motorway network which could also allow greater speeds when conditions prevail. For instance, at 06.00 on Sunday morning, the variable speeds could easily be 80+ mph.</p> <p>So, the use of variable speed limits is understood and supported as a temporary means of regulating traffic whilst a long-term solution is found including higher technology cars which limit driver interaction.</p>	<p>Thank you for your comments in support of the proposal to implement VMSL on the M1 smart motorway scheme between junctions 19 and 16. Please note that introducing a variable mandatory speed limit in excessive of the existing national speed limit (70mph) for motorways was not considered as part of this consultation.</p> <p>The M1 junction 19 to 16 smart motorway all lane running scheme is part of the Highways England’s programme to improve journey time reliability to the existing strategic road network in order to support economic growth and maintain mobility. It is expected that the smart motorway scheme will:</p> <ul style="list-style-type: none"> • Reduce congestion; • Smooth traffic flows; • Provide more reliable journey times; • Reduce the severity of accidents; and • Increase and improve the quality of information to our customers. <p>The use of VMSL is an essential element for achieving the objectives above. By varying the mandatory speed limit the Highways England can manage the flow of traffic more effectively. The speed limits displayed on the motorway will take account of prevailing traffic conditions with the aim of ensuring the smooth flow of traffic. Variable speed limits are a key feature of smart motorways - which is about modernising the operation of our motorways and finding the best solution for different parts of the network.</p>

SUMMARY AND RECOMMENDATIONS

1.14 Summary

The consultation has shown that while stakeholders have concerns about the smart motorway all lane running design concept, they are generally supportive of VMSL specifically. Concerns are associated with the conversion of the hard shoulder to a permanent running lane, the 24/7 nature of the operation and the risk of removing the lighting and vehicles stopping in live lanes, especially off peak. Highways England is continuing to work with stakeholders to address these concerns.

With regard to the specific focus of the consultation, the implementation of VMSL on the M1 between junctions 19 and 16, stakeholders have not raised any objections or concerns with regard to the principles of VMSL. Any concerns, as set out in Table 3, focus on the technology to be used in displaying VMSL and the ability to undertake automated enforcement of the speed limits. Highways England's response to these concerns have been provided in Table 3.

The consultation was sent to 136 representative organisations, with responses received from only the Road Haulage Association, together with 3 non-affiliated individual responses. Responses from the Highways Agency / Highways England have been sent to all those who raised specific comments and concerns, irrespective of whether issues raised were VMSL specific or more widely scheme and/or smart motorway concept related, and liaison continues on the specific application of the smart motorway all lane running design to the M1 between junctions 19 and 16.

1.15 Recommendations

Following this consultation, Highways England recommends proceeding with making the necessary legislative changes by way of Regulations to allow the implementation of VMSL following the upgrade of the M1 between Junction 18 and 16 to smart motorway all lane running.

Appendix A – List of Consultees

Government / Local Government Bodies	
Chief Executive Local Government Association Local Government House Smith Square London SW1P 3HZ	Chris Heaton Harris MP (Daventry) House of Commons London SW1A 0AA 78 St Georges Avenue Northampton NN2 6JF
Chairman The Crown Estate 6 Bell's Brae Edinburgh EH4 3BJ	Mark Pawsey MP (Rugby) House of Commons London SW1A 0AA Albert Buildings 2 Castle Mews Rugby CV21 2XL
Brian Binley MP (Northampton South) House of Commons London SW1A 0AA Northampton South Conservative Association, White Lodge, 42 Billing Road, Northampton, NN1 5DA	Michael Ellis MP (Northampton North) House of Commons London SW1A 0AA 78 St George's Avenue Northampton NN2 6JF
Edward Garnier MP (Harborough) House of Commons London SW1A 0AA 24 Nelson Street Market Harborough LE16 9AY	Andrea Leadsom MP (South Northamptonshire) House of Commons London SW1A 0AA 78 St. George's Avenue Northampton NN2 6JF
Highways and Street Lighting Leicestershire County Council County Hall Glenfield Leicester LE3 8ST	Transport & Highways Northamptonshire County Council Riverside House Riverside Way Bedford Road Northampton NN1 5NX
Roads and Travel Warwickshire County Council Shire Hall Warwick CV34 4RL	Roads Streets and Transport Rugby Borough Council Town Hall Evreux Way Rugby CV21 2RR

Government / Local Government Bodies	
Environmental Services Daventry District Council Lodge Road Daventry NN11 4FP	Environmental Service South Northamptonshire Council Springfields Towcester Northants NN12 6AE
Roads and Transport Harborough District Council The Symington Building Adam and Eve Street Market Harborough Leicestershire LE16 7AG	Chief Executive Driving Standards Agency (DSA) Axis Building 112 Upper Parliament Street Nottingham NG1 6LP
Core Responders / Legal	
Chairman (Traffic Committee) ACPO 7th Floor 25 Victoria St London SW1H 0EX	Director Ambulance Service Network 29 Bressenden Place London SW1E 5DD
Chief Constable British Transport Police Force HQ 25 Camden Road London NW1 9LN	Central Council of Magistrates Courts Committee 185 Marylebone Road, London NW1 5QB
The President Chief Fire Officers Association 9-11 Pebble Close Amington Tamworth Staffordshire B77 4RD	The Honorary Secretary District Courts Association P.O. Box 14 Civic Centre Motherwell ML1 1TW
Justices' Clerk Society Second Floor Port of Liverpool Building Liverpool Merseyside L3 1BY	Executive Director Magistrates' Association Fitzroy Square London W1P 6DD

Core Responders / Legal	
Chief Constable Ministry of Defence Police 5th Floor, Zone A Main Building Whitehall London SW1A 2HB	The Chairman Police Federation Federation House Highbury Drive Leatherhead Surrey KT22 7UY
The President Police Superintendents Association of England and Wales 67a Reading Road Pangbourne Berkshire RG8 7JD	Regimental Secretary RHQ RMP Defence Police College Policing and Guarding Postal Point 38 Southwick Park Fareham Hants PO17 6EJ
Chief Fire Office Leicestershire Fire & Rescue Service Anstey Frith Leicester Road Glenfield Leicester LE3 8HD 0116 287 2241	Chief Fire Officer Northamptonshire Fire & Rescue Service Moulton Way Northampton NN3 6XJ 01604 797000
Chief Fire Officer Warwickshire Fire & Rescue Service Warwick Street Royal Leamington Spa Warwickshire CV32 5LH 01926 423231	Chief Constable Northamptonshire Police Force Headquarters Wootton Hall Northampton NN4 0JQ
Chief Constable Simon Cole Leicestershire Police Force Headquarters St Johns Enderby Leicester. LE19 2BX	Chief Executive South Central Ambulance Service NHS Foundation Trust Northern House 7 - 8 Talisman Business Centre Talisman Road Bicester Oxfordshire OX26 6HR

Core Responders / Legal	
Chief Executive West Midlands Ambulance Service NHS Foundation Trust Waterfront Business Park Waterfront Way Brierley Hill West Midlands DY5 1LX	Chief Executive VOSA Berkeley House Croydon Street Bristol BS5 0DA

Statutory Undertakers	
Chief Executive Anglian Water Services Limited Osprey House 1 Percy Road Huntingdon PE29 6SZ	Instalcom Ltd Instalcom House, Manor Way, Borehamwood, Hertfordshire, WD6 1QH
Anglian Water Developer Services PO Box 495 Huntingdon Cambs PE29 6YY	Chief Executive National Grid National Grid House Warwick Technology Park Gallows Hill Warwick CV34 6DA
Chief Executive Openreach National Notice Handling Centre PP 404B Telecom House Trinity Street Hanley Stoke-on-Trent ST1 5ND	Chief Executive Serco Infrastructure 3 Ridgeway Quinton Business Park Quinton Birmingham B32 1AF
Chief Executive Colt Plant Protection c/o McNicholas Construction Lismirrane Industrial Estate Elstree Road Elstree WD6 3EA	Orange UK (and Fujitsu Telecommunications Ltd) c/o May Gurney Ltd Broadoak Business Park Ashburton Road West Trafford Park Manchester M17 1RW

Statutory Undertakers	
Chief Executive Trafficmaster National Control Centre Martell House University Way Cranfield Bedfordshire MK43 OTR	Chief Executive Fisher German Chartered Surveyors PO Box 7273 Ashby De La Zouch Leicestershire LE65 2BY

Environmental Organisations	
Chief Executive Campaign to Protect Rural England National Office 5-11 Lavington Street London SE1 0NZ	Chief Executive English Heritage 1 Waterhouse Square 138-142 Holborn London EC1N 2ST
Chief Executive Environmental Agency Thames Barrier Operational Area Eastmoor Street London SE7 8LX	The Chair Friends of the Earth 26-28 Underwood Street London N1 7JQ
Chief Executive Natural England Foundry House 3 Millsands Riverside Exchange Sheffield S3 8NH	Waterway Manager Canal & River Trust Head Office First Floor North, Station House 500 Elder Gate Milton Keynes MK9 1BB
National Trust Central Office Heelis Kemble Drive Swindon SN2 2NA	DEFRA, Nobel House 17 Smith Square London SW1P 3JR
Woodland Trust, Autumn Park Dysart Road Grantham Lincolnshire NG31 6LL	Bedfordshire Cambridgeshire Northamptonshire Wildlife Trust Lings House, off Lings Way Billing Lings Northampton NN3 8BE

Environmental Organisations	
Leicestershire & Rutland Wildlife Trust The Old Mill 9 Soar Lane Leicester LE3 5DE	Warwickshire Wildlife Trust Brandon Marsh Nature Centre Brandon Lane Coventry CV3 3GW
Chief Executive The British Horse Society Abbey Park Stareton Kenilworth Warwickshire CV8 2XZ	Chief Executive Cyclists Touring Club Parklands Railton Road Guildford Surrey GU2 9JX
Chief Executive Ramblers Association 2nd Floor Camelford House 87-90 Albert Embankment London SE1 7TW	Chief Executive SUSTRANS 2 Cathedral Square College Green Bristol BS1 5DD

Road User / Safety Organisations	
The Chairman AIRSO 68 The Boulevard Worthing BN13 1LA	The Chairman Association of British Drivers PO Box 2228 Kenley Surrey CR8 5ZT
Chief Executive BRAKE PO Box 548 Huddersfield HD1 2XZ	The Chairman British Motorcycle Federation 3 Oswin Road Brailsford Industrial Estate Braunstone Leicester LE3 1HR
Chief Executive Campaign for Better Transport 16 Waterside 44-48 Wharf Road London N1 7UX	Defensive Driver Training Limited Tudor House 2 Worcester Street Stourbridge West Midlands DY8 1AN

Road User / Safety Organisations	
<p>The Chair Disabled Persons Transport Advisory Committee 2/17 Great Minster House 33 Horseferry Road London SW1P 4DR</p>	<p>Chief Executive Disabled Motoring UK National Headquarters Ashwellthorpe Norwich NR16 1EX</p>
<p>Chief Executive Health and Safety Executive Rose Court, 2 Southwark Bridge London SE1 9HS</p>	<p>Chief Executive Freight Transport Association Hermes House St John's Road Tunbridge Wells Kent TN4 9UZ</p>
<p>The Chairman Institute of Road Safety Officers IRSO Head Office 12 Haddon Close Wellingborough Northamptonshire NN8 5ZB</p>	<p>The Chairman Institute of Advanced Motorists IAM House 510 Chiswick High Road London W4 5RG</p>
<p>The Chair Motorcycle Industry Trainers Association 1 Rye Hill Office Park Birmingham Road Allesley Coventry. CV5 9AB</p>	<p>The Chairman Motorcycle Action Group Central Office P.O. Box 750 Warwick CV34 9FU</p>
<p>Chief Executive National Express Group PLC National Express House Mill Lane Digbeth Birmingham B5 6DD</p>	<p>The Chairman PACTS Office F18 The Media Centre 7 Northumberland Street Huddersfield HD1 1RL</p>
<p>The Chairman RAC Foundation 89-91 Pall Mall London SW1Y 5HS</p>	<p>The Chairman Road Haulage Association Framptons Transport Services Ltd Crown Trading Estate Shepton Mallet Somerset BA4 5QQ</p>

Road User / Safety Organisations	
Chief Executive Freight Transport Association Hermes House St. John's Road TUNBRIDGE WELLS Kent TN4 9UZ	The British School of Motoring Fanum House Basing View Basingstoke Hampshire RG21 4EA
The Chairman Royal Society for the Protection of Accidents RoSPA House 28 Calthorpe Road Edgbaston Birmingham B15 1RP	

Vehicle Recovery Operators	
Chief Executive Association of Vehicle Recovery Operators AVRO House 1 Bath Street Rugby CV21 3JF	Managing Director Britannia Rescue Freepost RSJA-XLCX-BLCE Folly Hall Mills St Thomas Road Huddersfield HD1 3LT
Network Operations Manger Green Flag Green Flag House Cote Lane Pudsey Leeds LS28 5GF	Chief Executive Institute of Vehicle Recovery Operators Top Floor Bignell House Horton Road West Drayton Middlesex UB7 8EJ
Operations Director Mondial Assistance Mondial House 102 George Street Croydon Surrey CR9 1AJ	The Director National Tyre Distributors Association 8 Temple Square Aylesbury Buckinghamshire HP20 2QH

Vehicle Recovery Operators	
Operations Manager RAC Motoring Services RAC House Brockhurst Crescent Walsall WS5 4QZ	The President Road Rescue Recovery Association Hubberts Bridge Rd Kirton Holme Boston Lincolnshire PE20 1TW
Road Operations Director The Automobile Association Ltd Fanum House Basing view Basingstoke Hampshire RG21 4EA	Area Manager Road Haulage Association Rescue & Recovery Group Bretton Way Bretton PETERBOROUGH Cambridgeshire PE3 8DD

Business Organisations	
The Chairman Association of British Insurers 51 Gresham Street London EC2V 7HQ	The President Institution of Civil Engineers One Great George Street Westminster London SW1P 3AA
Chief Executive British Insurance Brokers' Association 8th Floor John Stow House 18 Bevis Marks London EC3A 7JB	Chief Executive Ordnance Survey Adanac Drive Southampton Hants SO16 0AS
Chief Executive The Chartered Institution of Highways and Transportation 119 Britannia Walk London N1 7JE	Chief Executive The Chartered Institute of Logistics and Transport Earlstrees Court Earlstrees Road Corby, Northants NN17 4AX
Chief Executive English Tourist Board Visit England 1 Palace Street London SW1E 5HX	Chief Executive Oil and Pipelines Agency York House London WC2B 6UJ

Business Organisations	
General Secretary Trade Union Congress Congress House Great Russell Street London WC1B 3LS	Chief Executive Peel Land & Property RE:Calder Park Wakefield The Peel Dome The Trafford Centre Manchester M17 8PL
Rugby Radio Station Limited Partnership DIRFT c/o Communications Team 7 Bayley Street London WC1B 3HB	Managing Director Silverstone Circuit Towcester Northamptonshire NN12 8TN
Estate Manager Magna Park Industrial Estate Lutterworth Leicestershire LE17 4XH	Managing Director Central Park Industrial Estate Rugby c/o Hamdon Gate Developments Suite F3 Winchester House 35 Carlton Crescent Southampton Hampshire SO15 2EW
Estate Manager Glebe Farm Industrial Estate Glebe Farm Road Rugby Warwickshire CV21 1RH	Estate Manager Avon Industrial Estate Butlers Leap Rugby Warwickshire CV21 3UY
Northamptonshire Chamber of Commerce Waterside House Waterside Way Northampton NN4 7XD	Leicestershire Chamber of Commerce 1 Mill Lane Leicester East Midlands LE2 7HU
Northamptonshire Enterprise Partnership Enterprise House 30 Billing Road Northampton NN1 5DQ	Ricoh Arena Phoenix Way Foleshill Coventry CV6 6GE
Watford Gap Motorway Services Area M1 Watford Northampton Northamptonshire NN6 7UZ	Leicester Forest East Service Area Hinckley Road Leicester Forest East Leicester Leicestershire LE3 3GB

Business Organisations	
Corley Motorway Services Area M6 Corley Coventry Warwickshire CV7 8NR	Rockingham Speedway Rockingham Mitchell Road Corby Northamptonshire NN17 5AF
Port of Felixstowe Tomline House The Dock Felixstowe IP11 3SY	Harwich International Port Limited Tomline House The Dock Felixstowe Suffolk IP11 3SY
Kelmarsh Hall and Gardens Kelmarsh Northampton Northamptonshire NN6 9LY	Stanford Hall Lutterworth Leicestershire LE17 6DH
M6 Toll Midland Expressway Limited Operations Centre FREEPOST NAT 9069 Weeford Lichfield WS14 0BR	Donington Park Castle Donington Derby DE74 2RP

Media Organisations	
Editor in Chief Coventry Evening Telegraph Thomas Yeoman House Canal Basin Leicester Row Coventry CV1 4LY	Editor in Chief Daventry Express 63 High Street Daventry NN11 4BQ
Editor in Chief The Haborough Mail 9 Northampton Road Market Harborough LE16 9HB	Editor in Chief Leicestershire Mercury Media Group Saint George Street City Centre Leicester LE1 9FQ
Editor in Chief Northamptonshire Evening Telegraph Newspaper House/ Rothwell Rd Kettering NN16 8GA	Editor in Chief Rugby Advertiser & Review 2 Albert St Rugby CV21 2RS

Media Organisations	
Station Director Capital FM Mount Street Nottingham NG1 6HS	Station Director BBC Radio Leicestershire 9 Saint Nicholas Place Leicester LE1 5LB
Station Director Rugby FM Holly Farm Business Park Kenilworth CV8 1NP	Station Director BBC Radio Northampton Broadcasting House Abington St Northampton NN1 2BH
Station Director Heart FM 8th Floor 11 Brindley Place 2 Brunswick Square Birmingham West Midlands B1 2LP	

Transport Organisations	
Chief Executive British International Freight Association Redfern House Browells Lane Feltham Middlesex TW13 7EP	Chief Executive Network Rail Kings Place 90 York Way London N1 9AG

Appendix B – Comments made unrelated to consultation

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Road Haulage Association: By Letter	<p>Despite overall backing for the proposals, we do have some reservations. We note that the plan is to implement a smart motorway scheme between junctions 19 and 16 with the hard shoulder permanently converted for use as a lane and with emergency refuge areas provided at a maximum of 2,500 metre intervals.</p> <p>While we agree that there is a place for hard-shoulder running in peak flow periods we wish to repeat the reservations we have expressed in previous consultations about permanent hard-shoulder conversion. In our view the conversion should be a temporary solution only. This is because our members think that a continuous hard shoulder has significant benefits in terms of safety.</p> <p>We were pleased to hear the recent announcement by the government of its plans to invest £15 billion to increase the capacity and state of England's roads. However the programme announced does not contain plans for widening of roads such as this part of the M1. The RHA takes the view that widening is a better permanent solution in relation to the management of high volume of traffic on the M1 and the surrounding motorway network in order to increase capacity, and for hard shoulders to be re-instated.</p>	<p>Your reservations relating to permanent hardshoulder use, the existing road layout of M1 junction 19, enforcement of mandatory variable speed limits and commercial vehicle enforcement activity are outside the scope of this particular consultation but are noted.</p> <p>The Highways England is confident that the M1 junction 19 to 16 smart motorway all lane running scheme will provide additional capacity and reduce congestion without worsening the overall safety of the motorway. The scheme provides:</p> <ul style="list-style-type: none"> • Additional capacity by converting the hardshoulder to a permanent additional running lane; • Earlier delivery of the benefits than would be achieved through implementing a traditional widening scheme; • Lower environmental impacts and costs compared to a widening scheme, as smart motorways do not require the acquisition of additional land, replacing existing overbridges and widening existing underbridges; • Increased compliance by controlling and managing the motorway through the use of overhead mandatory speed limits, driver information, CCTV coverage and enforcement; • The ability to inform drivers of unexpected conditions (such as incidents) through the latest generation of roadside variable message signs; • Systems to detect the presence of slow moving vehicles and automatically warn approaching drivers of potential for queues ahead; and • The ability to protect any broken down vehicles by using overhead signs to warn drivers and close lanes to enable emergency and recovery vehicles safe access to incidents. Full CCTV coverage helps quickly verify the location of incidents.

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Road Haulage Association: By Letter	<p>In our view one of the main contributors to congestion at junction 19 on the M1 is the way in which the motorway links to the A14, because this layout leads to queuing on the M1. There are also issues of road safety as vehicles leave it too late to exit the carriageway and cut across lanes to reach the link. We hope that the improvements will in some way address this issue and hope that the A14/M1/M6 improvements will reduce congestion once the project is completed.</p> <p>As a final point, we would urge the government to remain committed to funding an adequate level of roads policing and commercial vehicle enforcement activity from DVSA.</p>	<p>The consultation related to the introduction of mandatory variable speed limits on the M1 between Junction 19 to 16 through the smart motorway all lane running operating regime. The improvement works currently being undertaken at M1 junction 19 are being completed as a separate project by the Highways England. The improvements at M1 junction 19 will separate local traffic from long distance traffic and provide the following direct free-flow links:</p> <ul style="list-style-type: none"> • A14 to M1 northbound; • M1 southbound to A14; • M6 to A14 and A14 to M6; • M6 to M1 southbound; and • M1 northbound to M6. <p>This will relieve congestion at the junction and improve traffic flows. Further information about the M1 junction 19 improvement project can be found at the following webpage: http://www.highways.gov.uk/roads/road-projects/m1-junction-19-improvement-scheme/</p> <p>The M1 junction 19 to 16 smart motorway all lane running scheme includes enforcement cameras mounted on gantries. These automatically adjust to suit the limits signalled on the variable message signs and overhead gantry mounted signs. Procedures for automated enforcement are being developed with the local police forces and will ensure that a proportionate level of resource is directed to automated speed enforcement activities. Between the M1 junction 19 to 16 smart motorway all lane running scheme and the M1 junction 19 improvement scheme, local Driver and Vehicle Standards Agency (DVSA) road-side sites will continue to be available for enforcement use, so the schemes will not inhibit DVSA activities.</p>

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Non-affiliated individual (1): By Letter	<p>The department should also consider the effects on motorway closures following accidents. It's all too common these days for the police to close motorways for hours on end pending clearing the highway after incidents. It's understood that getting any injured people to hospital has to be a priority, but there is a wide belief that the forensic process is responsible for the long route closures that are so common these days.</p> <p>I would hope that authorities understand that diverting vast volumes of traffic from motorways onto lesser roads for diversionary purposes causes a much greater safety risk than, say retaining traffic on motorways even with a lane or two closed.</p>	<p>Your concerns relating to the effects of incidents on the motorway network and their consequences are noted. On smart motorways schemes both the number, and crucially the severity, of collisions tend to decrease within the controlled environment that a smart motorway creates. In many instances, traffic is able to pass the scene of an incident as the incident itself is less severe and the additional carriageway capacity provides more opportunity for other vehicles to pass the scene. Complete carriageway closures as a consequence of an initial incident are rare, although the Highways England recognises the need to plan for such eventualities. With the provision of full CCTV coverage between M1 junction 19 and 16 as part of the smart motorway all lane running scheme it will be possible to detect incidents quickly, in particular major incidents, and rapidly start the process of directing resources and managing the incident.</p>

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
<p>Non-affiliated individual (2): By Letter</p>	<p>I write to you as I am Extremely concerned and not at all convinced with your claim that removing the Street lighting and Hard shoulder on this section on very busy motorway will Not affect the safety of motorists on this heavily used section of the M1 motorway?</p> <p>I see in a 3 year report on the M42 Smart motorway it has a good accident record. I would like to point out that this flag ship smart motorway (M42) (Formerly managed motorway) has street lighting to illuminate hazards.</p> <p>In just one example (to name) we have already seen on the M1 between junctions 16-17 since the street lighting has been removed a lorry hit a stationary car as the Lorry driver did not see the car it until too late in the dark and there was not a hard shoulder which resulted in a fatality and hours of disruption.</p> <p>Having no hard shoulder would not be too bad and it saves using more land whilst increasing capacity but to operate this with no lighting will greatly increase after dark accidents and severity of accidents in darkness and the general safety of motorist.</p> <p>I would point out that I am in favour of reducing energy usage and night time light pollution but there are very effective Alternatives such as LED and diming in quiet periods but equally feel it is very important to be able to turn up the lighting in the event of bad weather of busty conditions. With traffic levels only set to increase this Motorway is only likely to become even more dangerous especially in the dark</p>	<p>Your concerns relating to removal of lighting and the hard shoulder are noted. The ongoing M1 Junction 19 to 16 Reinforced Concrete Barrier (RCB) project is replacing the life-expired steel central reserve barriers with a concrete barrier. These works necessitate the removal of lighting columns which are in the path of the new barrier. This means that there is no 'low cost' option available to retain or re-use the current lighting – the only two options are a new lighting system or removal of road lighting.</p> <p>Following installation of the concrete barrier, the M1 Junction 19 to 16 will be upgraded to a smart motorway with all lane running (start of construction is subject to approval). This will include the following safety-related characteristics:</p> <ul style="list-style-type: none"> • Variable Mandatory Speed Limits (VMSL) and speed enforcement creating a controlled environment; • Reduced queuing due to the addition of a fourth lane; • Queue protection technology supported by mandatory speed limits; • Reduced frequency of non-emergency stops at the roadside; • Reduced lane changing and reduced differential speeds between adjacent lanes due to VMSL; • Improved CCTV (using low light cameras), driver information and warnings; • Concrete central barrier, eliminating maintenance and greatly reducing the risk of cross-over incidents; • Emergency Refuge Areas off the main carriageway equipped with Emergency Roadside Telephones, at a typical spacing less than 2,500m.

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
Non-affiliated individual (2): By Letter Continued.....		<p>The lighting assessments for the M1 Junction 19 to 16 smart motorway all lane running scheme are based on five years' accident records. These considered the actual night time accident record on this section of motorway and calculated any accident savings which were likely to be attributable to lighting. This was then compared to the cost of lighting this section of motorway. The assessments demonstrated that there is no economic case for lighting on the mainline of the M1 between Junction 19 to 16 and public money can be more effectively spent elsewhere to improve safety. Over and above the numerical assessment the designers also considered specific risks due to road geometry and traffic movements and specified that replacement lighting should be provided in the vicinity of Watford Gap Services and through M1 Junction 19.</p> <p>On smart motorways schemes both the number, and crucially the severity, of collisions tends to decrease within the controlled environment that a smart motorway creates and the safety objectives for the M1 Junction 19 to 16 scheme are expected to be met without full road lighting. Elsewhere unlit sections of motorways are relatively common, and many do not benefit from the package of smart motorway improvements planned for the M1 Junction 19 to 16. Just beyond this scheme the M1 is currently unlit south from the Bucks / Northants border (between Junctions 15 and 14) – a section which is similarly rural and carries comparable traffic levels.</p> <p>Since February 2011 and the start of works in summer 2014, lighting between Junction 16 and Watford Gap Services had been switched off between midnight and 5am. Limited data is available relating to this specific intervention, but for the short period of operation the annualised number of accidents in hours of darkness has decreased on this section.</p>

Organisation	Responses – Comments about the Scheme	
	Comments Received	Response to Comment
<p>Non-affiliated individual (3): By Letter</p> <p>Continued.....</p>	<p>I have recently been fined on 3 separate occasions on a motorway intermittently restricted to 50mph where I have done nothing but follow the vehicle in front – This is unacceptable as the technology exists to ensure that my car will not exceed the speed limit.</p> <p>If the hard to figure variable speed limits are there to snare drivers and grab revenue it is most inequitable when the tools are there to negative any such action.</p>	<p>Your concerns relating to speed enforcement are noted. The M1 junction 19 to 16 smart motorway all lane running scheme will include enforcement cameras mounted on gantries. These automatically adjust to suit the limits signalled on the variable message signs and overhead gantry mounted signs. Procedures for automated enforcement are being developed with the local police forces and will ensure that a proportionate level of resource is directed to automated speed enforcement activities. The enforcement of variable mandatory speed limits on smart motorways are generally subject to the following limitations:</p> <ul style="list-style-type: none"> • The speed limit indicated by a speed limit sign is the speed shown at the time the vehicle passes the sign, or, if higher, the speed limit shown by the sign ten seconds before the vehicle passed the sign. • A speed limit sign is to be taken as not indicating any speed limit if, ten seconds before the vehicle passed it, the sign had indicated no speed limit or that the national speed limit was in force. <p>These limitations are designed to ensure that customers have sufficient time to adjust their speed to the mandatory variable speed limit indicated on the variable message signs and overhead gantry mounted signs.</p> <p>Research projects into intelligent speed adaption have been funded by the Transport Technology and Standards Division Department for Transport, for example:</p> <p>http://www.dft.gov.uk/rmd/project.asp?intProjectID=7963</p> <p>However they are not currently part of Highways Englands research programme.</p>

Appendix C – References

Note: the Documents shown below were available from the GOV.uk website at the time this report was prepared:

<https://www.gov.uk/government/consultations/m1-junction-19-to-junction-16-smart-motorway-variable-speed-limits>

[1] M1 junction 19 to 16 smart motorway all lane running scheme consultation
