

# Transport

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## 1.1 Transport

### Policy context

#### PPG 13 – Transport

The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level to promote more sustainable transport choices for both people and for moving freight, so to enhance accessibility by public transport and reduce the need to travel, especially by car.

#### Objectives, Targets and Indicators

Actively manage the pattern of urban growth and the location of major travel generating development to make the fullest use of public transport, and to encourage walking and cycling;  
Land use planning should facilitate a shift in transport of freight from road to rail and water. Attention should be paid to the value of disused transport sites and effort made to prevent their loss to different land uses; and  
Traffic management measures should be designed to reduce environmental/social impacts, whilst fiscal measures should be used for tackling congestion.

#### Luton's Community Plan 2002-2012

The Plan aims to involve local people in promoting the strategic vision for the town and identifying local needs and priorities. It also aims to assist in co-ordinating services provided by public, voluntary and community sectors, local communities and private organisations and helps to ensure that the local organisation work together to meet the needs of the local community. It aims to help create sustainable communities with access to services.

#### Objectives, Targets and Indicators

To provide more frequent and cheaper public transport to improve access to services such as shops, jobs, leisure facilities and health services in local neighbourhoods.

#### Regional Planning Guidance for the South East (RPG9)

Bedfordshire and Luton have recently moved from the South East and become part of the East of England Region, but RSS14 is still a draft document and will not be published until late 2006. Bedfordshire and Luton now neighbour the South east, therefore, it is useful to understand their policies and plans to prevent cumulative impacts across the region from occurring.

#### Objectives, Targets and Indicators

Investment in rail networks to increase access to a site should support the spatial strategy by enhancing access whilst using less polluting modes of transport.  
The delivery of minerals by rail and ship should be promoted.

#### Regional Spatial Strategy (RSS14) of the East of England (Draft Revision)

Bedford now lies within the East of England region for planning purposes. RSS14 is based on the principles of the UK's Strategy for Sustainable Development and sets out a strategy to guide planning and development in the East of England to the year 2021. It aims to improve the quality of

life and sets out proposals which will influence where people choose to work and live and how to move about the region. The final RSS14 is due to be published in late 2006.

#### **Objectives, Targets and Indicators**

To reduce the need to travel.  
Reduce the transport intensity of economic activity including freight.  
Minimise the environmental impact of transport provision and travel.  
Improve travel safety and security.  
Promote the carriage of freight by rail and water.  
Encourage sensitive distribution.  
Encourage the use of rail and inland waterway networks in the transportation of minerals.

#### **Luton Local Plan (Second Deposit Draft)**

The Local Plan is to guide development and the use of land. It contains policies and proposals for land use and transportation.

#### **Objectives, Targets and Indicators**

Promote public transport, cycling and walking in Luton.  
Reduce congestion.  
Reduce motorised transport's contribution to greenhouse gases.  
Encourage developments that reduce the need to travel by private car and enable the use of sustainable transport options.  
Require developers to submit Transport Assessments and Travel Plans.  
Limit the environmental impact of freight.

#### **Bedford Borough Council Local Plan**

The Bedford Local Plan was adopted in 2002 and sets out policies and proposals to encourage development to occur in suitable forms and locations with the aim of improving the quality, convenience and sustainability of the environment. The Local Development Framework process will gradually replace the Local Plan and deliver the spatial planning strategy for Bedford.

#### **Objectives, Targets and Indicators**

Ensure provision for access by public transport, cycles and pedestrians for new developments.  
Improve access to rail services.  
Have favourable consideration to developments which will make use of direct links to the rail network for the movement of freight, provided the proposals are not contrary to any other policies of this Plan.  
Protect, enhance and promote pedestrian routes and facilities.  
Protect, enhance and promote cycle routes and facilities.

#### **Bedford Borough Council Local Development Framework - Core Strategy and Rural Issues Plan**

Consultation is taking place in connection with preparing the 'Core Strategy and Rural Issues Plan'. The 'Options Paper' will be out to consultation until 14 October 2005. As part of the Bedford Development Framework, a key document is the Core Strategy and Rural Issues Plan, which will set out the spatial plan for the whole Borough and apply at a local level the regional policies of the emerging East of England Plan. It will set out the vision, objectives and strategy for the development of the area and provide a strategic framework for development control decisions.

The Council is required to undertake a Sustainability Appraisal of its policies and proposals. This document underwent consultation in parallel with the Policies Options paper.

#### Objectives, Targets and Indicators

Deliver strategic transport as a key contribution to developing sustainable communities.

Deliver growth based on sustainable principles focussed on Bedford and Kempston and specific locations in the northern Marston Vale.

In rural areas, focus on most sustainable locations.

Minimise the environmental impact of travel by reducing the need to travel, encouraging the use of more friendly modes of transport and widening the choice of modes.

Reduce car journeys and congestions.

#### Bedfordshire and Luton Minerals and Waste Local Plan First Review

The Plan sets the detailed land use policy framework for the extraction of minerals and management of waste. This is expected to be superseded by the Minerals and Waste Development Framework.

#### Objectives, Targets and Indicators

To safeguard facilities for rail served aggregate depots (Luton & Elstow).

#### Community Plan for the Borough of Bedford 2004-2010

The production of this, the second Community Plan for the Borough of Bedford, has been co-ordinated by the Bedford Partnership Board, the Local Strategic Partnership for the Borough. The over-arching aim is "*Working Together to Improve Health and Well-Being*" and our objective is to lay the foundation stone for an improved quality of life for everyone who lives, works or visits the Borough.

#### Objectives, Targets and Indicators

Provision of more sustainable, convenient transport modes.

Improve safe means of access.

Improve accessibility of rural hinterland.

### Baseline Review

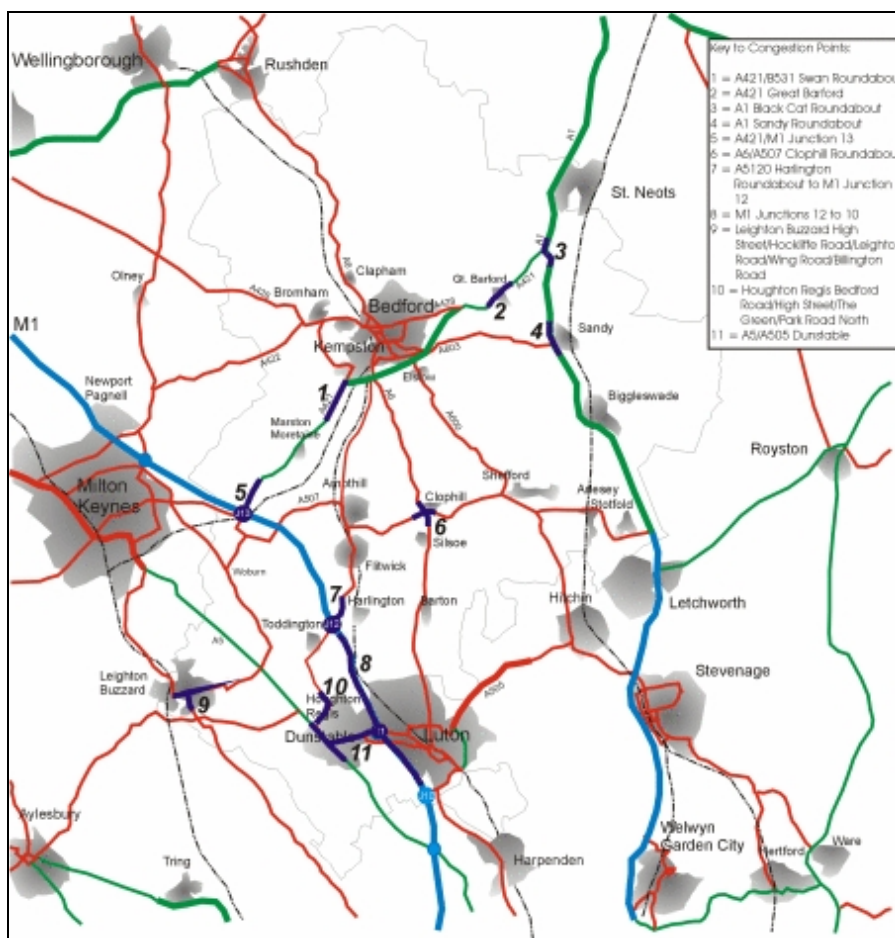
- 1.1.1 This section addresses the baseline transport infrastructure and issues in Bedfordshire and Luton.

### Major Trunk Roads

- 1.1.2 Major Roads in Bedfordshire and Luton managed by the Highways Agency include:

- M1 (potentially to be widened to 4 lanes)
- A1(M)
- A421
- A5

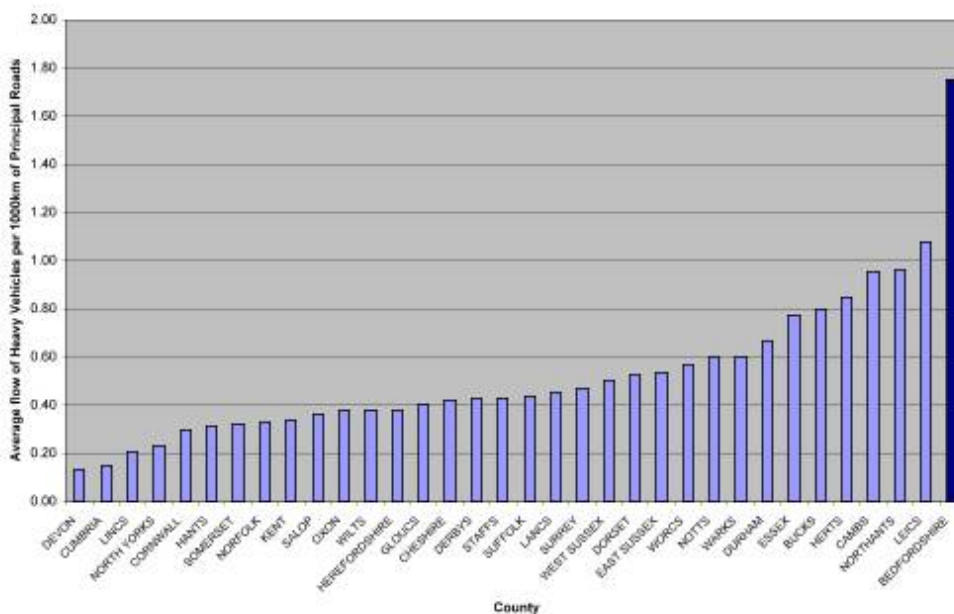
All other roads are managed In Bedfordshire and Luton by the relevant Local Authorities.



Many routes in Bedfordshire suffer congestion as is shown by the map above which is taken from the Local Transport Plan (LTP2).

### Heavy Good Vehicles

- 1.1.3 There are large numbers of heavy goods vehicles on Bedfordshire’s principle roads from a mixture of long distance traffic and locally sourced traffic going to distribution depots and other sites. Mineral workings tend to generate local HGV traffic as the average journey distance by HGV from a quarry is 30 miles. The diagram below shows average flow of HGV’s on principle roads.



### Rail Routes

1.1.4 There are five rail routes in Bedfordshire and Luton as identified below.

Route	Operating Companies	Route Utilisation
Midland Mainline (North of Bedford)	Midland Mainline	Between 30% and 70% of available capacity in use
Midland Mainline (South of Bedford)	Midland Mainline, Thameslink	Over 90% of available capacity in use
West Coast Mainline	Silverlink	Over 90% of available capacity in use
East Coast Mainline	West Anglia Great Northern	Over 90% of available capacity in use
Marston Vale Line	Silverlink	Less than 30% of available capacity in use

1.1.5 As can be seen above many of these lines are operating near full capacity limiting the current potential for the expansion of non-passenger rail services.

### Rail Freight

1.1.6 Major development projects in the South East may increase the need for rail freight of aggregate materials either from Bedfordshire (i.e. sand & gravel) or to Bedfordshire (i.e. crushed rock which is not naturally available in significant quantities locally).

## Milton Keynes and South Midlands

- 1.1.7 Potential of 133,000 new homes and up to 150,000 jobs by 2016
- 1.1.8 Part of this development would be in Bedfordshire. Existing rail lines may be able to carry significant quantities of aggregates if suitable aggregate loading and unloading depots exist or appropriate sites can be made available.

## Thames Gateway

- 1.1.9 120,000 new homes and up to 180,000 jobs by 2016
- 1.1.10 Aggregates sourced from Bedfordshire would have to travel through London to reach the construction areas.

## Waterways /Canals

- 1.1.11 The River Great Ouse is a major river that runs through the town of Bedford where it first becomes navigatable by boat and flows to the North East until it reaches the coast at King's Lynn as distance of 74 miles from Bedford.
- 1.1.12 This navigation is used for pleasure & recreation and there is no known commercial traffic on the upper reaches of the Great Ouse in Bedfordshire.

## Airports

### London Luton

- 1.1.13 London Luton Airport is one of the UK's fastest growing airports with passenger numbers of 7.5 million during the calendar year 2004, an increase of 400% in 10 years. The Airport employs over 400 people directly and over 7,000 people indirectly and has a cargo facility. The Airport is now one of the major economic drivers of the regional economy.
- 1.1.14 The operators of London Luton Airport intend to submit planning applications for significant new developments in the next 18 months. It is expected that the proposals would be split into two planning applications will include.

#### First Planning application

- Additional aircraft stands
- Terminal extension & piers
- Additional car parking
- Extensions to the taxiway

#### Subsequent Planning application

- The construction of a new 3000m length runway parallel to the existing runway (the existing runway would be kept to allow the airport to function during new runway maintenance).

- New South Terminal & reception
- Additional aircraft stands
- New control tower
- Fire station

1.1.15 These proposals represent a significant increase in the potential numbers of passengers (up to 3 times more than present) able to use the airport if the proposals are passed in the planning process. This would have a significant impact on demand for travel to and from the airport by passengers and commercial traffic.

1.1.16 Care will need to be taken to ensure that if part or all of these applications are successful plans are in place to develop appropriate infrastructure to manage airport to traffic generated by increased passenger numbers or commercial activities, so that the growth is managed in the most sustainable way.

### Sources of data

- [www.magic.gov.uk/website/magic/](http://www.magic.gov.uk/website/magic/) (GIS mapping data for Bedford)
- [www.highways.gov.uk](http://www.highways.gov.uk)
- [www.london-luton.co.uk](http://www.london-luton.co.uk)
- [www.environment-agency.gov.uk/subjects/navigation/747415/788356/150336/?](http://www.environment-agency.gov.uk/subjects/navigation/747415/788356/150336/?)
- Provisional Bedfordshire Local Transport Plan 2006/7 - 2010/11.

### Trends

1.1.17 As the LTP notes, congestion on Bedfordshire's roads is likely to grow even in a 'no-growth' scenario. This will of course be amplified under a growth scenario and increasing demand for minerals.

### Data Gaps

1.1.18 None identified.

## Implications for minerals planning and SA in Bedfordshire

### Key issues from the policy context:

How the minerals local plan should address transport

1.1.19 The plan should consider transport in site selection and aim to reduce the impact of minerals transport on communities. The plan should also aim to facilitate a shift in transport of freight from road to rail and water.

#### Relevant objectives for the SA

- The MLDF should be conscious of the important role in relation to transport and travel. Must go beyond physical infrastructure considerations and look at the broad transport implications of all priorities, policies and objectives.
- The MLDF should encourage developments including those associated with restoration, that reduce the need to travel by private car and enable the use of sustainable transport options.
- The MLDF should look for opportunities to increase the amount of aggregates that can be transported by rail or inland waterways, rather than road
- The MLDF should look for opportunities to provide materials to local markets thus reducing the need to travel

#### Key issues arising from the baseline review:

- Potential need for mineral resources for major infrastructure improvements and housing developments.
- Identify opportunities for use of railways and waterways for mineral movements.
- Consider the potential for changes in transport patterns, modes and vehicle type depending on the end use of the site.
- Identify opportunities to maximise on site recycling through planning requirements.

#### Key issues arising from the scoping consultation:

Are these the key sustainability issues under this topic area? or are there others?

- impact of extraction on local and strategic road network
- rail distribution centres?
- minimising empty running
- reducing mileage through local production and distribution
- highways authorities competing to get trucks off their roads (local versus strategic)
- cherry-picking criteria not just economic
- routing is an important issue
- where new houses built near quarries new local infrastructure must provide for existing movements that may not be residential
- potential to offload onto smaller trucks?
- problem of nature prioritised over people

What are the main implications of these issues for minerals and waste planning?

- None suggested

**What sustainability objectives do you think should be set for each of these topic areas?**

- limit mineral delivery mileage within the County and Luton
- identify opportunities for rail and water freight
- HGVs on rail with loads rather than loads in wagons
- all parties agreeing routing (LA, HA, haulier) at County/Unitary level or higher (sub-regional).