

Post Opening Project Evaluation

Meta-analysis : Accessibility, Integration and Consultation

March 2009

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1. Introduction

Overview

- 1.1 The Highways Agency (HA) is responsible for improving the strategic highway network by delivering schemes within the Major Schemes Programme. These schemes are subject to a detailed appraisal that includes the impact of the scheme on accessibility and integration.
- 1.2 The evaluation of the accessibility and integration sub-objectives is based upon a subjective assessment of the scheme sub-objectives and whether these are as predicted.

Purpose of this Report

- 1.3 This report is the Meta-analysis of the accessibility and integration evaluations undertaken as part of the Post Opening evaluation (POPE) of major schemes. This analysis therefore includes major schemes which have opened since 2002 and is one of the 'daughter documents' which support the main meta-analysis document.
- 1.4 The main objectives of the Meta Report are threefold:
- To identify differences between targeted (predicted) and outturn impacts;
 - To interpret these differences using evidence-based methods; and
 - To provide feedback on lessons to be learnt.
- 1.5 The Highways Agency will use the outcomes from the Meta Report to inform their decision-making and 'appraisal' methods.

Accessibility, Integration and Consultation

- 1.6 Discussion has taken place with the HA POPE sponsors to agree the objectives for this Report and the parameters for reporting. The format of this section reflects the somewhat qualitative nature of the findings and it was agreed this document should focus on the following areas:
- ***How accurate is the predicted impacts of schemes on accessibility and integration?***
 - ***What is the public opinion on built schemes once opened.***
- 1.7 This report specifically looks to address these issues and derive a series of lessons learnt and recommendations for the HA and Department for Transport (DfT) to consider as part of any revisions to the appraisal process.

Data Sources

Predicted Impact on Accessibility and Integration

- 1.8 The Appraisal Summary Table (AST) for all Major Scheme Projects appraises the expected impacts of schemes on accessibility and integration sub-objectives. Each objective is assessed on a seven point scale from large negative to large positive impacts. POPE assesses whether these impacts have been achieved.
- 1.9 For many of the initial schemes evaluated under POPE a number of sub-objectives were not assessed in the ASTs. This is due to the fact that the first schemes undertaken in the POPE process were appraised in the 1990's before the current AST layout was adopted.
- 1.10 Whilst ASTs are available for all schemes evaluated, it is not always clear what is the latest version and whether this has been supplied.

- 1.11 In addition to the information from the scheme AST, the predicted impacts are discussed at the scheme before meeting with the HA Project Sponsor and Local Authority in order to determine whether measurable differences are expected.

Outturn Impact on Accessibility and Integration

- 1.12 The expected impacts in the AST are evaluated to assess whether they have actually occurred. This is generally a subjective assessment whereby schemes are assessed to show whether the impacts have been as expected, better or worse than expected and is based on:
- Post opening site visit to the scheme area;
 - After opening meeting with the Scheme Project Sponsor and Local Authority;
 - Discussions with relevant departments of Local Authorities;
 - Review of local press and internet scheme coverage; and
 - For some schemes surveys of local residents have been undertaken which have provided excellent feedback on key issues.

The Schemes

Accessibility and Integration

- 1.13 To date accessibility and integration evaluations have been completed for a total of 42 POPE reports. For this evaluation, data is being used from the **36** reports which have so far been approved and published by the Highways Agency.
- 1.14 It is mandatory within the POPE process to undertake evaluations One Year After (OYA) and Five Years After (5YA) the scheme has opened, however as the POPE process only started in 2002, and evaluated schemes that opened in mid 2002, there are very few schemes in the 5 Years After stage where the evaluations and approval have been completed, hence, the majority of the conclusions drawn have been for the One Year After stage.
- 1.15 **Table 1.1** outlines the sample of schemes that have been used within this daughter document, identified by evaluation period and by scheme type.
- 1.16 In total, 28 of the schemes are at OYA stage and a further 8 at 5YA/10YA.

Public Consultation

- 1.17 The outcomes of 5 resident surveys have been used in this report:
- A47 Thorney Bypass (OYA);
 - A421 Great Barford Bypass (OYA);
 - A27 Polegate Bypass (5YA);
 - A6 Clapham Bypass (5YA); and
 - A6 Great Glen Bypass (5YA).
- 1.18 Further details and key findings on the public consultations are included in section 3.
- 1.19 The responses to the resident surveys raised many issues on the impacts of the highway schemes on individuals and communities. Whilst a number of these were scheme specific/local issues there were a number of common issues that can be drawn out and these are included in the following sections.

Table 1.1 – Accessibility and Integration Schemes

Scheme Name	Scheme Type	Report
A1 Stannington GSJ	Junction	OYA
A1(M) Ferrybridge Hookmoor	Bypass	OYA
A1(M) Wetherby to Walshford	Bypass	OYA
A10 Wadesmill, High Cross and Colliers End Bypass	Bypass	OYA
A1033 Hedon Road Improvements	Online	OYA
A11 Attleborough Bypass	Bypass	OYA
A11 Roudham Heath to Attleborough	Online	OYA
A14 Rookery Crossroads	Junction	OYA
A2/M2 Cobham to J4 Widening	Online	OYA
A21 Lamberhurst Bypass	Bypass	OYA
A27(T) Polegate Bypass and A22 New Route	Bypass	5YA
A34 Newbury Bypass	Bypass	5YA
A34/M4 Chieveley	Junction	OYA
A41 Aston Clinton Bypass	Bypass	OYA
A43 (M40 J10 - B4031)	Junction	5YA
A43 Silverstone Bypass	Bypass	5YA
A43 Syresham Bypass	Bypass	OYA
A46 Newark to Lincoln Improvements	Online	5YA
A46 Norton Lenchwick Bypass	Bypass	10YA
A47 Thorney Bypass	Bypass	OYA
A5 Nesscliffe Bypass	Bypass	OYA
A5 Weeford Fazeley	Bypass	OYA
A500 Basford, Hough, Shavington Bypass	Bypass	OYA
A500 City R and Stoke Junction Improvement	Junction	OYA
A6 Alvaston Bypass	Bypass	OYA
A6 Clapham Bypass	Bypass	5YA
A6 Great Glen Bypass	Bypass	5YA
A6 Rothwell and Desborough Bypass	Bypass	OYA
A6 Rushden - Higham Ferrers	Bypass	OYA
A63 Melton GSJ	Junction	OYA
A63 Selby Bypass	Bypass	OYA
A64 Colton Lane GSJ	Junction	OYA
A650 Bingley Relief Road	Bypass	OYA
A66 Stainburn and Great Clifton Bypass	Bypass	OYA
M25 J12 - 15	Online	OYA
M5 Climbing Lanes	Junction	OYA

2. Accessibility and Integration

Overview

- 2.1 Prior to the introduction of POPE, evaluations focused on traffic, economy and safety impacts with little focus on accessibility and integration objectives. In addition, a number of sub-objectives were not assessed in the Appraisal Summary Table (AST) for some schemes.
- 2.2 The focus of the early POPE evaluations was to compare the predicted impacts of the scheme with the outturn impacts after opening. This analysis compares the original Appraisal Summary Table (AST) scores to the Evaluation Summary Table (EST) scores for a number of accessibility and integration sub-objective. The analysis includes:
- A **summary of predicted and outturn impacts**. The schemes are scored as either having an 'adverse' affect, 'neutral' or of 'benefit'.
 - A **comparison between predicted and outturn impacts**. This analysis will identify whether a sub objective has scored 'better than expected', 'as expected' or 'worse than expected'.
- 2.3 The **accessibility** objective contains the following sub-objectives:
- Severance;
 - Option Values; and
 - Access to Transport System
- 2.4 Government guidance on appraisal, termed WebTAG (Traffic Appraisal Guidance) notes that the severance sub-objective is concerned with how severance affects non-motorised modes, especially pedestrians. POPE assessments consider the following:
- Has the ability to cross the trunk road improved by any mode and also for bypass schemes?; and
 - Has the ability to cross the 'old road' improved?
- 2.5 'Option Values' and 'Access to the transport system' have only recently been added to current guidance and are therefore not found on the ASTs for many of the major schemes assessed under POPE.
- 2.6 The **Integration** objective contains the following sub-objectives:
- Interchange and other transport modes;
 - Land-use policy; and
 - Other Government Policy
- 2.7 For most road schemes interchange and other transport modes is normally assessed as neutral.
- 2.8 TAG recommends that the land-use policy sub-objective is assessed by how well it integrates with regional planning guidance, structure plans, Local Transport Plans and Local Development Frameworks. These issues are discussed with the relevant local authority as part of the POPE process.
- 2.9 Other government policies assess how the scheme integrates with other (i.e. non-transport) policies.
- 2.10 In addition to the above, POPE also considers two further sub-objectives:
- Quality of Life; and
 - Social Exclusion

2.11 An assessment of these 'additional' sub-objectives, which are not part of an Appraisal Summary Table (AST) assessment, offer a different aspect of evaluation and will help to show how scheme impacts are perceived by those that are impacted on the most. The resident surveys have been used to evaluate these sub-objectives.

How accurate are the Predicted Accessibility and Integration Impacts?

2.12 **Table 2.1** below that compares the predicted assessment for 36 schemes (shown in table 1.1) with the outturn impacts for sub-objectives - Public Transport, Severance, Pedestrians and Others and Integration). This analysis also draws on the responses from the consultation that has been done.

2.13 A significant number of sub-objectives were not assessed in the pre-implementation stage so a comparison cannot always be made. The percentage figures in the table exclude the schemes for which the sub-objective was not assessed.

Table 2.1: Accessibility and Integration - Predicted and Outturn

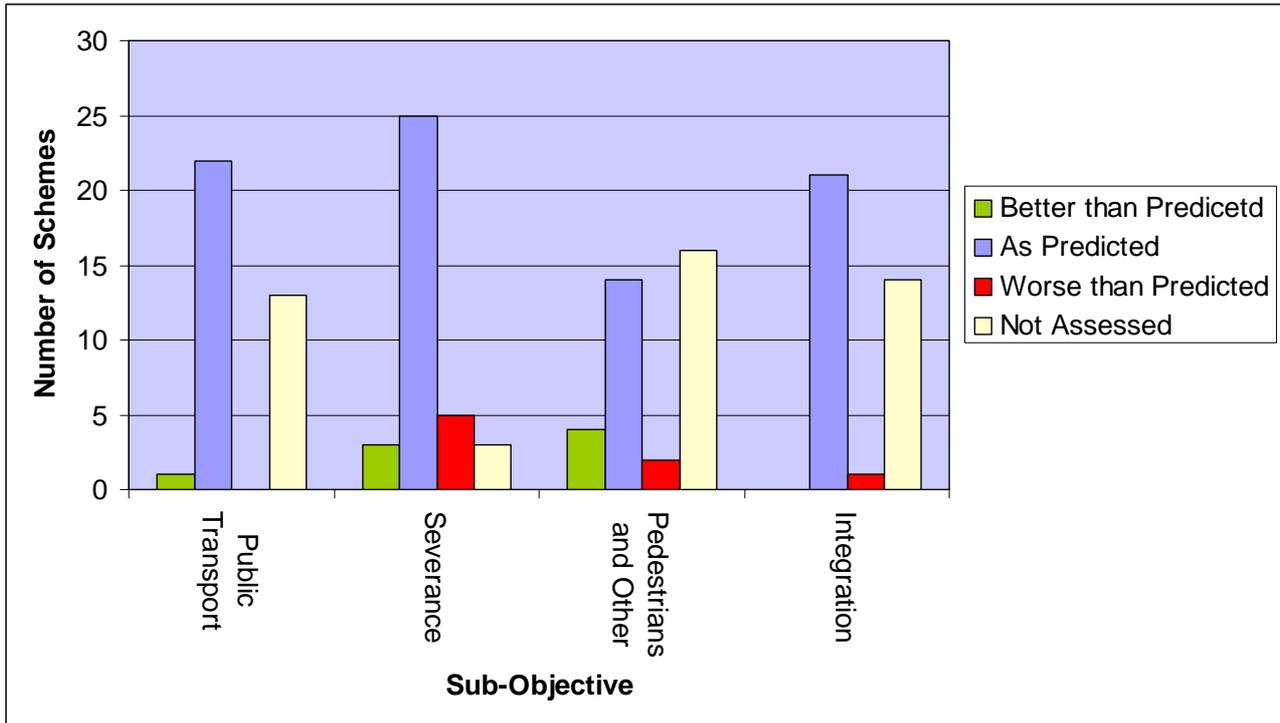
Sub-Objective	AST (Predicted)				EST (Outturn)			
	Adverse	Neutral	Benefit	Not Assessed	Adverse	Neutral	Benefit	Not Assessed
Public Transport	0	18 (56%)	14 (44%)	4	0	12 (50%)	12 (50%)	12
Severance	2 (6%)	5 (14%)	28 (80%)	1	1 (3%)	5 (15%)	28 (82%)	2
Pedestrians and Other	0	7 (26%)	20 (74%)	9	0	2 (10%)	18 (90%)	16
Integration	0	7 (23%)	23 (77%)	6	0	7 (27%)	19 (73%)	10

2.14 **Table 2.2** below shows the actual outcomes are better, worse or are as predicted in the scheme appraisals. The data is presented graphically in **Figure 2.1**. The percentage figures in the table exclude the schemes for which the sub-objective was not assessed.

Table 2.2: Comparison between Predicted and Outturn

Sub-Objective	Predicted Vs Outturn			
	Better than Predicted	As Predicted	Worse than Predicted	Not Assessed
Public Transport	1 (4%)	22 (96%)	0	13
Severance	3 (9%)	25 (76%)	5 (15%)	3
Pedestrians and Other	4 (20%)	14 (70%)	2 (10%)	16
Integration	0	21 (95%)	1 (5%)	14
TOTAL	8 (8%)	82 (84%)	8 (8%)	

Figure 2.1: Comparison between Predicted and Outturn



2.15 The tables show:

- Most schemes were predicted to have a neutral or positive benefit on the accessibility or integration sub-objectives; and
- The actual impacts are similar to those predicted, with 84% of schemes shown to have accurate predictions of accessibility or integration impacts; and
- For the schemes that had outturn impacts there were not as-predicted, there was no bias towards being better or worse than their predictions, with an equal number, 8%, in each category.

For Accessibility

Public Transport

- For the public transport sub-objective the tables show 56% of schemes were predicted to have a neutral impact, whilst 44% were expected to result in positive benefits. The outturn impacts have been assessed as being almost in line with prediction, with an equal split between a neutral and beneficial impact. Approximately 96% of schemes have produced public transport impacts as predicted.
- The resident surveys have indicated few benefits for public transport as a direct result of schemes. Whilst users have noted that some services are now more reliable and the waiting environment improved due to the lower traffic levels, a wide range of other issues un-related to the schemes appear to have a stronger influence, such as route or timetable changes. A concern amongst many users was that operators may switch services to the bypass away from local village centres, due to possible journey time benefits.

Severance

- There is little difference between predicted and outturn impacts on severance, with approximately 80% having beneficial impacts. Over 75% of schemes deliver impacts as predicted. However, 15% have impacts that are worse than predicted.

- The resident surveys agree with this assessment of benefits from schemes with most commenting how their village was previously severed by high traffic flows, making walking, cycling, etc. difficult or dangerous around the area. This had the effect in some villages of creating two separate communities with less interaction between the two parts. The removal of traffic has enabled the villages to become one community, with improved community spirit.

Pedestrians and Others

- The effects on pedestrians and others shows that more schemes than predicted bring positive benefits (90% compared to 74% predicted). Approximately 70% of schemes deliver impacts as predicted while 20% have impacts that are better than predicted.
- In the resident surveys, there is recognition that the bypass schemes have reduced traffic flows through the villages and towns bypassed and how this has benefited pedestrians and other non motorised users. Safety has been perceived to have improved on the bypassed roads for road users and pedestrians, especially for vulnerable groups such as the young, old and disabled.
- As a result, there is now more walking and cycling in the bypassed villages and towns due to the reductions in traffic and associated improvements to air quality and reductions in noise. There is a general view that it is now 'more pleasant' to walk or cycle in or around the village/town.
- It is felt to be generally easier to cross roads in the bypassed areas and parents are now more willing to let their children walk or cycle to school.
- However, there was a general view that there has been a lack of communication/consultation on changes made to public rights of way with some of these being cut-off or closed. Many were not sure of what changes had been made as part of the schemes.
- The surveys also showed a feeling amongst residents that following the opening of the bypasses the reduce level of traffic on the old roads leads to increased speeding. This was a particular problem late morning, early evening and at weekends. As a result many of the initial benefits for pedestrians and other users from the reduction in traffic have been diluted. There was a view that more traffic calming or traffic restraint measures were required on the old bypassed roads and in some instances the measures promised before scheme implementation have not been implemented.
- Similarly, a common theme is a view that parking is a problem after scheme opening. Generally, following opening and removal of most through traffic more cars are parking on the bypassed roads, leading to safety concerns amongst residents.
- On a similar theme there was also concern amongst residents that at the scheme pre-implementation consultation or public inquiry many of the above issues were raised but the concerns were ignored or dismissed.

For Integration

- For the Integration sub-objective the tables show there is little difference between predicted and outturn impacts, with over 70% of schemes having beneficial impacts and 95% of schemes produced impacts as expected
- The resident surveys have enabled impacts on the local community in terms of **quality of life** issues to be assessed.
- Those living in the bypassed village/towns comment that the quality of life has improved. They note improvements in:
 - **The environment** – There is general agreement that the local environment in the villages and towns bypassed has improved. With the removal of traffic, air quality has improved and noise pollution has lessened;

- **Community spirit** – Previously parts of the village/town were severed by the high traffic flows. The removal of traffic has improved community spirit and brought the villages together as one. Many residents in bypassed villages commented that their village “feels like a village again”; and
- **Safety** – Many residents can now walk or cycle in and around their village/town and parents can let their children walk or cycle to school and local facilities.
- However, those that live closer to the bypass disagree and argue their local environment has worsened. In addition, some residents who do not live in the bypassed village believe their quality of life has worsened due to knock on effects on traffic (re-routing). This included Renhold (near Great Barford Bypass) and Kibworth Harcourt (near Great Glen Bypass)
- Residents in each area also feel that since the bypasses opened (and as a direct outcome) new developments, especially housing, have been built that and these are generating increased traffic that will eliminate improvements and have an adverse effect on community spirit.

Evaluation by Scheme Type

2.16 The following tables show the evaluation of schemes by type, split into:

- Bypass schemes (23 schemes); and
- Non- bypass schemes (13 schemes such as junctions and on-line improvements).

2.17 **Table 2.3** and **Table 2.4** show that:

- Both bypass and non-bypass schemes were predicted to have a neutral or positive benefit on the accessibility or integration sub-objectives. In particular Bypass schemes were predicted to bring positive benefits;
- The only adverse impacts were predicted for the severance sub-objective for 1 bypass and 1 non-bypass scheme;
- The Outturn impacts are similar to those predicted, with most bypass and non-bypass schemes shown to have a neutral or positive benefit on the accessibility or integration sub-objectives. In particular non-bypass schemes are evaluated as performing better than predicted; and
- The only adverse outcome was for the severance sub-objective for 1 bypass scheme.

Table 2.3 - Bypass Schemes – Predicted and Outturn

Sub-Objective	AST (Predicted)				EST (Outturn)			
	Adverse	Neutral	Benefit	Not Assessed	Adverse	Neutral	Benefit	Not Assessed
Public Transport	0	10 (50%)	10 (50%)	3	0	7 (44%)	9 (56%)	7
Severance	1 (5%)	1 (15%)	21 (95%)	0	1 (5%)	0	21 (95%)	1
Pedestrians and Other	0	4 (21%)	15 (79%)	4	0	1 (7%)	14 (93%)	8
Integration	0	4 (20%)	16 (80%)	3	0	6 (35%)	11 (65%)	6

Table 2.4 - Other Schemes - Predicted and Outturn

Sub-Objective	AST (Predicted)				EST (Outturn)			
	Adverse	Neutral	Benefit	Not Assessed	Adverse	Neutral	Benefit	Not Assessed
Public Transport	0	8 (67%)	4 (33%)	1	0	5 (63%)	3 (38%)	5
Severance	1 (8%)	4 (33%)	7 (58%)	1	0	5 (42%)	7 (58%)	1
Pedestrians and Other	0	3 (38%)	5 (63%)	5	0	1 (20%)	4 (80%)	8
Integration	0	3 (30%)	7 (70%)	3	0	1 (11%)	8 (89%)	4

2.18 Table 2.5 below shows how accurate the scheme appraisal predictions were. The table shows:

- For the majority of schemes the sub-objectives have been evaluated as producing impacts that were as predicted. This is particularly the case for non-bypass schemes;
- For the public transport and integration sub-objectives around 95% of bypass schemes and 100% of non-bypass schemes have produced impacts as expected;
- A small number of schemes have produced impacts that are better or worse than expected for some sub-objectives. There was an even split between those that were better and those worse so no systematic bias is evident in the appraisal process.
- For pedestrians and others outcomes have been better than expected for almost 20% of both bypass and non-bypass schemes. For the severance sub-objective outcomes have been worse than predicted for 18% of bypass schemes. Only 1 non-bypass scheme had a sub-objective outcome that was evaluated as worse than predicted.

Table 2.5 - Bypass Schemes - Comparison between Predicted and Outturn

Sub-Objective	Predicted Vs Outturn			
	Better than Predicted	As Predicted	Worse than Predicted	Not Assessed
Public Transport	1 (7%)	14 (93%)	0	8
Severance	1 (5%)	17 (77%)	4 (18%)	1
Pedestrians and Other	3 (20%)	10 (67%)	2 (13%)	8
Integration	0	15 (94%)	1 (6%)	7
Total	5 (7%)	56 (82%)	7 (10%)	

Table 2.6 - Non-bypass Schemes - Comparison between Predicted and Outturn

Sub-Objective	Predicted Vs Outturn			
	Better than Predicted	As Predicted	Worse than Predicted	Not Assessed
Public Transport	0	8 (100%)	0	5
Severance	2 (18%)	8 (73%)	1 (9%)	2
Pedestrians and Other	1 (20%)	4 (80%)	0	8
Integration	0	6 (100%)	0	7
Total	3 (10%)	26 (87%)	1 (3%)	

Key Findings

Accessibility and Integration objectives have been evaluated to show how predicted impacts in Appraisal Summary Tables compare to outturn. This evaluation has been supported by findings from a number of consultation exercises undertaken with residents affected by schemes. This has shown that:

General

- Most schemes were predicted to have a neutral or beneficial impact on accessibility and integration sub-objectives;
- For the majority of schemes the sub-objectives have been evaluated as producing impacts that were as predicted;

Accessibility

- 96% of schemes have produced impacts as predicted, with all producing neutral or beneficial impacts;
- There is little difference between predicted and outturn impacts on severance, with around 80% having beneficial impacts;
- This benefit is evident in the outcomes of the consultations which show the majority of residents observe that their village has come together as one community due to lower traffic levels and improved safety.
- The impact on pedestrians and others shows that more schemes than predicted bring benefits.
- The consultation showed that more residents are walking and cycling around the villages and local areas due to the reduction in traffic and associated safety improvements. It is easier to cross roads in the bypassed villages and parents are more willing to let their children walk or cycle to school.
- However, many felt that there had been a lack of communication/consultation on changes to public rights of way.
- A common view amongst residents is that with reduced traffic volumes, speeds increase and parking becomes a problem. There was a view that more traffic calming/restraint is required on the old roads and in some instances the promised measures had not been implemented.
- There was also concern amongst residents that many of the above issues were raised at the scheme pre-implementation consultation or public inquiry but the concerns were ignored or dismissed.

Integration

- There is little difference between the predicted and outturn impacts for the integration sub-objective, with over 70% of schemes having beneficial impacts.
- The resident surveys have shown how the quality of life for residents and communities has improved since the bypasses opened. This is due to an improved environment, better safety, especially for vulnerable users and enhanced community spirit.
- The benefits are not universal, with those living nearer to the bypass reporting worsened noise and local air quality. In addition, some residents who do not live in the bypassed village believe their quality of life has been worsened due to knock on effects on traffic (re-routing).
- Residents in each area also feel that many of the developments that have opened since the schemes were introduced are generating increased traffic and this will have an adverse effect on community spirit.

3. Public Consultation

Overview

- 3.1 In order to assess the qualitative impacts of schemes on local residents, a number of public consultations have been conducted. Whilst these consultations have collected information for a wide range of issues they have particularly focused on issues affecting severance, quality of life and accessibility.
- 3.2 The public consultations were initially piloted in 2007 for 3 schemes:
 - A47 Thorney Bypass (OYA)
 - A421 Great Barford Bypass (OYA)
 - A27 Polegate Bypass (5YA).
- 3.3 The scheme evaluation plans for each of these schemes identified a number of objectives requiring a more enhanced POPE evaluation, termed POPE+. This included issues on:
 - Community Severance,
 - Quality of life;
 - Social exclusion; and
 - Environmental Issues (noise and local air quality)
- 3.4 To evaluate these objectives a survey of residents was carried out in the villages and towns likely to be affected by the opening of the bypasses.

Consultation Responses

- 3.5 The survey form for each scheme was discussed with the scheme project leader and relevant local authorities and as well as general questions regarding the effects of the scheme on travel and other areas, each form included scheme specific questions. For instance, a specific question relating to footpaths and bridleways around the A421 Great Barford Bypass was included, as this was known to be a particularly contentious issue for local residents.
- 3.6 The survey forms were distributed to properties in each area, together with a pre-paid return envelope. Since the successful completion of the pilots a further 2 resident surveys have been completed for the A6 Clapham Bypass 5YA and A6 Great Glen Bypass 5YA Returns rates for all 5 surveys were good as shown in the table below:

Table 3.1: Survey Form Returns

Scheme	Forms delivered	Forms returned	% returned
A47 Thorney Bypass	868	386	44.5%
A421 Great Barford Bypass	1,105	501	45.3%
A27 Polegate Bypass	2,813	739	26.3%
A6 Clapham Bypass	1,500	566	37.7%
A6 Great Glen Bypass	1,865	667	35.8%
Overall	8,151	2,859	35.1%

Other Consultation Feedback

3.7 Feedback from the consultations relevant to accessibility and integration is included in section 2. However, there are a number of other important issues raised by residents in the consultation exercises that are reported here. These relate to:

- Road safety;
- Environment; and
- Scheme Design

Safety

- Safety was perceived to have improved on the bypassed roads for road users and pedestrians, especially for vulnerable groups such as the young, old and disabled.
- However, the speeding vehicles and parking problems on the old roads were felt to be diminishing these improvements.
- A number of scheme design issues were also raised (see below) that have impacts on safety. In particular a number of roundabouts were believed to have layouts that cause safety problems.

Environment

- There is general agreement that the local environment in the village and town centres bypassed has improved since the opening of the schemes. With the removal of traffic local air quality has improved and noise pollution has lessened.
- However, this is not universal across all areas; the main beneficiaries are those that live on or near the old roads. For a number of residents the bypass has brought traffic noise and pollution closer to them. However, most of those affected in this way recognised the wider benefits to the village/town.
- In addition, the perceived increase in speeds on the old roads is believed to be reducing the environmental improvements.
- A number of residents have issues with some of the environmental mitigation measures – that they are either not complete or not extensive enough. However, this may be more to do with the measures not yet being fully established.

Design Issues

- In each survey residents made a number of comments relating to the design of schemes and associated problems. These issues are grouped below:
 - **Signing** – many believed signing is a problem, both in terms of not always directing traffic away from unsuitable local roads and on to the bypass, but also contributing to confusion at roundabouts (see below)
 - **Problems where old and new routes meet** – This appears to be a particular problem with roundabouts and was a feature of most of the surveys. Residents reported problems accessing the roundabouts and problems with lane designation. In particular the Black Cat (Great Barford) and Cophall (Polegate) roundabouts are viewed as dangerous by many users. In many cases it was felt that better signing/lane marking would improve the situation. Many feel that these problems should have been known at planning stage and better design would have prevented them. The view of the roundabouts shown below is that their layout causes safety problems:
 - Roundabout at Bedford end of the Clapham Bypass;
 - Black Cat Roundabout where the A1 meets the A421 Great Barford Bypass;

- Cophall Roundabout at the western end of the A27 Polegate Bypass); and
- Roundabout at end of Thorney Bypass.
- **Traffic calming not delivered** – many residents in some of the areas believe that traffic calming measures on the bypassed roads have not been delivered as promised. Many hold the view that this contributes to the speeding and parking problems within the towns.
- **Bypass incomplete or needs extending** – In each area residents identified how they felt the bypass should have been built differently or should now be extended to bring further benefits to the wider area. Some expressed a view that their views had been ignored or dismissed in the scheme planning stage or public inquiry.

Key Findings

- The high response rates indicate that residents affected by schemes are keen to give their views of how their lives have been impacted.
- The consultations have enabled the Highways Agency to address a number of the objectives and issues raised by two reports into the POPE process.
- The resident surveys have gathered many important issues and views beyond accessibility and integration, in particularly related to safety, environment and design issues.
- Safety is perceived to have improved on the bypassed road for road users and pedestrians, although the problems of speeding vehicles and parking problems were reducing these safety benefits.
- The environment in the bypassed centres has improved, with better local air quality and less noise pollution.
- A number of residents believe the environmental mitigation measures are either not complete or not extensive enough. However, this may be more to do with the measures not yet being fully established.
- Design issues raised relate to poor signing, poor/unsafe design of traffic roundabouts, lack of traffic calming and that the bypass is either incomplete or needs extending. Again, many residents viewed these as being issues that were raised but ignored or dismissed in the scheme planning stages.

4. Conclusions and Recommendations

Overview

- 4.1 This section summarises the main conclusions and recommendations from the accessibility and integration evaluations and the consultation exercises that have been conducted.

Conclusions

General

- For many schemes the accessibility and integration objectives have not been appraised or evaluated in detail. However, more recent evaluations include an assessment of accessibility and integration sub-objectives as part of the POPE+ process.

Accessibility and Integration

- Most schemes are predicted to have a neutral or positive benefit impact on accessibility and integration.
- The evaluation of schemes assessed under POPE so far show that the outcomes are generally as predicted.

Public Consultation

- Public consultations have been conducted to further explore the effects of schemes on those most likely to be impacted upon.
- The public consultations have been a success with better than expected return rates, indicating that the chosen methodology for each survey was the correct choice.
- In all of the resident surveys, the majority have considered that their quality of life has improved after the bypass has opened due to traffic reduction and improved safety and environment. In addition, a significant majority stated that their bypassed village was 'a better place to live'.
- However, the surveys have been able to demonstrate some key local negative impacts for some residents.
- There are some lessons in terms of the appraisal loop, where residents have raised issues that should have been addressed in the scheme planning stage. This included a perception from some residents that their views on schemes before construction and the possible effects are either ignored or dismissed. Even if their views were discounted for good reason it may be that this is not communicated back to the residents effectively.
- For each scheme following the opening of the bypass, some residents reported increased speeds, minor rat runs and parking problems amongst new problems and some believed that promised traffic calming measures had not been delivered.
- For each of the schemes assessed there were a number of important design issues raised by residents. In particular problems were reported at roundabouts where the new roads meet the existing roads, such as the Cophall Roundabout, a 5-arm at-grade junction at the western end of the bypass. Many believe that the layout of the roundabouts is leading to a safety problem, in particular lane designation and it is difficult to access the roundabouts due to the speeds of circulating traffic.

- The POPE consultation exercises not only demonstrate the Agency's commitment to consulting with the public about schemes, but the high response rates indicate that the public appreciate the opportunity to give their opinions; and
- The consultations have raised awareness of issues that the Agency (and/or local authority) may not have been aware of and show the merit of undertaking such consultations.

Recommendations

4.2 The following section shows the key recommendations for the Highways Agency and partners regarding the evaluation of accessibility and integration objectives and consultations.

- The Highways Agency should continue to fully evaluate accessibility and integration objectives as appropriate where key objectives of the scheme include such issues, a more rigorous evaluation may help to confirm the general conclusion that outturn views on accessibility and integration are generally as predicted;
- The Highways Agency and their representatives should improve consultation with stakeholders and residents at the scheme planning stage and clearly demonstrate how the issues raised by individuals or groups have been dealt with, particularly where these issues have been rejected. This should be undertaken prior to the completion of final scheme designs;
- The Highways Agency should work closely with the relevant Local Authorities to ensure that proposed traffic calming/restraint measures on bypassed roads are fully implemented and any adverse impacts mitigated against;
- The scheme design issues should be reported to the relevant project leaders and other relevant departments in the Agency;
- On such issues, the HA should communicate the actions that are being undertaken to address these concerns;
- The outcomes of the consultations, in particular issue related to the bypassed roads, should be shared with the relevant departments of the local authorities to enable them to make more of the traffic calming opportunities that arise after the opening of a bypass; and
- Where appropriate the Highways Agency should carry out more POPE stakeholder and public consultation exercises as deemed appropriate.