

# A38 Trerulefoot to Carkeel Safety Package

Public Consultation Report

01 October 2022

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# 1. Executive summary

The A38 Trerulefoot to Carkeel Safety Package is one of the 32 being assessed for National Highways' third Road Investment Strategy (2025-2030), for possible further development and delivery.

We recently presented the scheme for public consultation to seek feedback on the measures being proposed and understand the level of support for the scheme. The consultation ran for six weeks from 10 June to 22 July 2022.

The 'What we did' section of this document sets out how the consultation was approached, with in-person and digital events to reach as many users of the A38 as possible. The document also sets out the range of channels used to promote the consultation and the various ways in which people could submit their response to the consultation survey.

Over the six-week period, we received 382 responses.

These were mainly from local residents (85%) with 96% advising they travel by car along the route. Most use the A38 on a daily basis, and at various times throughout the week and weekends.

The feedback shows 77% of consultees are 'dissatisfied' or 'very dissatisfied' with current safety conditions, and 81% 'agree' or 'strongly agree' that improvements to the route are needed.

When asked about other elements, most consultees told us they are 'dissatisfied' or 'very dissatisfied' with congestion, road layout and access for pedestrians, cyclists and horse riders. Other elements, such as air quality, noise and visual impact showed a mixed response with most indicating neutral sentiment.

Feedback shows overall support for the proposed improvements. When asked whether they felt the proposed scheme would have a positive impact on safety, which is the main objective of the scheme, the majority of consultees agreed.

There were a range of views about the other objectives of the scheme, which include improvement to journey times, meeting the needs of all road users, air quality and the environment. Most reported neutral sentiment in answer to specific questions relating to each of these elements.

Comments – both from public and stakeholders – enabled a deeper analysis of key issues, concerns and further considerations.

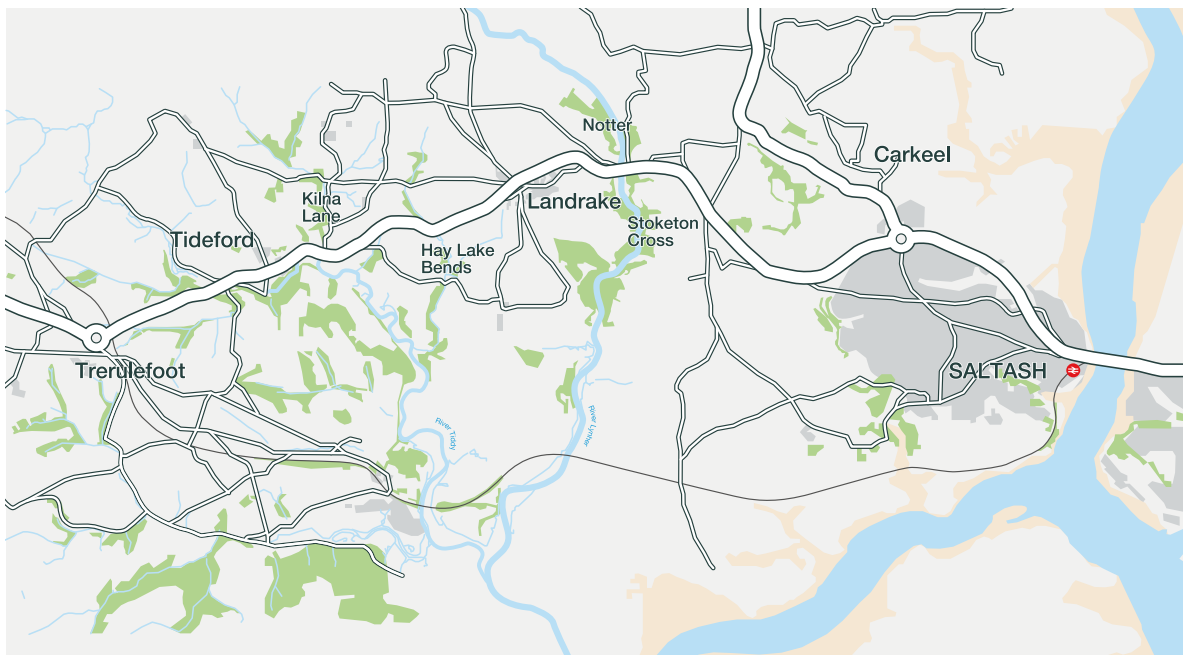
Many cited concerns about traffic lights, speed cameras and speed limits leading to a perceived increase in congestion, slowing of journey times and the potential for a negative impact on air quality. While outside of the scheme scope, a common theme that arose was a desire for a bypass road and carriageway dualling.

## 2. Introduction

### 2.1. Introduction to the scheme

The Trerulefoot to Carkeel Safety Package is located in south east Cornwall between Trerulefoot Roundabout (A38 / A374) and Carkeel Roundabout (A38 / A388 / B3271). It is an important route within the south western peninsula of England, linking Bodmin to the west and Exeter to the east, particularly serving commuting, tourism and freight. The road is one of only two major routes serving Cornwall and providing onward connection to Plymouth, Torbay and Devon.

This section of the A38 is known to have an unacceptably high collision rate and this is something we want to address. Alongside the safety issues, we are aware of traffic queues around key junctions and air quality concerns in the villages in this area.



Safety issues along the A38 are unfortunately well known locally. The section between the Trerulefoot and Carkeel roundabouts has a higher than average collision rate compared with neighbouring sections of the road; 84 reported collisions occurred on this section of road between 2015 and 2019.

We have worked closely with Cornwall Council and local stakeholders to identify a variety of safety improvements which have fed into the scheme proposal presented for consultation. The findings of that consultation are detailed in this report.

## 2.2. Background

### Investing in your roads

At National Highways we believe in a connected country and our network makes these connections happen. We strive to improve our major roads and motorways to keep people moving today and moving better tomorrow. We want to make sure all our major roads are more reliable, durable and, most importantly, safe.

To help us do this, we've allocated funding to the development of pipeline schemes, which are potential future schemes to be delivered from 2025 and beyond. We've developed them by working closely with the Department for Transport (DfT) and local stakeholders. Not all pipeline schemes will progress to construction, but the work we're doing to identify and develop options for each of these schemes is important.

The A38 Trerulefoot to Carkeel Safety Package is one scheme we're looking at improving, which the government may consider for future investment.

### Early engagement

Early engagement in the development of this involved individuals, groups, organisations and businesses that have a direct interest in the project. Meetings took place with Cornwall Council, together with local parish and town councillors, and the Safe38 Action Group.

These stakeholders provided valuable insights that have helped us understand safety concerns affecting road users, businesses and residents. The learnings taken from this early engagement directly influenced the proposal put forward for wider public consultation.

## 2.3. Scheme aims and objectives

The scheme has been developed based on the following objectives:

### **Main objective**

#### Improve safety

- Reduce the frequency and severity of collisions on the A38 between Trerulefoot and Carkeel
- To improve road safety for all road users

### **Other objectives**

#### Provide faster and more reliable journeys

- Improve capacity at bottlenecks and single-lane sections, leading to improved journey times and journey time reliability, which will improve road user experience

#### Improve connectivity and support economic growth

- Contribute to improved people movement that will aid further economic growth as part of a wider strategy to improve connectivity and support sustainable growth in Cornwall

Meeting the needs of all users

- Identify and provide opportunities to improve access for all users

Environment

- Minimise impacts on the natural environment and optimise environmental improvements and mitigation for any additional construction. Avoid developing on Areas of Natural Beauty and other environmentally important sites

## 3. Consultation methodology

### 3.1. What we did

The public consultation ran for six weeks from 10 June to 22 July 2022 and was accessible through a range of in-person, virtual and remote forums. The consultation sought to obtain the views of local residents, businesses, interested groups and people who use the roads at and near the A38 between Trerulefoot and Carkeel.

Consultation materials presented the proposed scheme, its objectives and intended outcomes. They also outlined some specific measures being considered for implementation and the impacts and mitigations across a range of areas.

National Highways recognise how important it is that local people are given the opportunity to provide their views and comments for consideration, and arranged a series of events and promotional activities to engage as many people as possible throughout the consultation period.

Events, forums and publicity

#### **CitizenSpace**

A dedicated CitizenSpace webpage was developed to host information about the proposed scheme and consultation. Details of consultation events, project contact details and the consultation submission portal were available through the webpage.

#### **Virtual Exhibition**

A virtual event space was available for the duration of the consultation, which recreated the in-person experience of the consultation events, with 24hr access for consultees to view at their convenience.

#### **Events**

During the consultation period, we held five exhibition events in the area, where local people were invited to view and discuss the proposals, meet different technical leads from the project team and ask questions.

### **Promotional Van**

The National Highways Promotional Van was positioned at locations along the scheme alignment at various times throughout the consultation period, enabling visitors and passers-by to view details of the consultation.

### **Promotion**

The consultation was advertised in the local press and on National Highways' social media channels to reach a wide audience. Stakeholder groups, including Cornwall Council, Parish and Town Councils, the Safe38 Group and community organisations also promoted the consultation through their communications channels.

Postcards promoting the consultation were distributed to 998 addresses along the scheme corridor. The postcards presented information about where to access the consultation, along with times, locations and dates for the in-person exhibitions.

Brochures were also available at several community hubs, such as shops and post offices across the area.

Media activity – both print and broadcast – was also hugely useful in promoting the proposal and consultation to those who may not have heard about it through other means.

### **Phone and email**

Emails were encouraged for any particularly long-form responses to the consultation. Both the National Highways phone line and email were available to ask questions and request any further information from the project team.

### **Stakeholder engagement**

Engagement with key stakeholders and groups took place in the lead-up to, and during consultation. These included:

- Safe38
- Local MP
- Cornwall Council
- Parish and Town Councillors
- Peninsula Transport

Stakeholders were provided briefings and meetings with the project team to provide information about the consultation and to answer any questions relating to the proposed improvements. In some cases, stakeholders were provided publicity materials to share through their channels and with members of the community.

## 3.2. Consultation findings

### Overview

Consultees were asked to share their views on the proposal through a questionnaire, submitted online, at in-person events or by freepost, and open-format responses could be submitted by email, phone or post. The questionnaire asked consultees their views on the existing road layout and conditions, their sentiment relating to the proposed scheme, and any additional comments, concerns or issues they would like to have considered.

A total of **382 consultation** responses were submitted.

These were sent through the following channels:

- CitizenSpace – **290 responses** (from 1,182 unique views of the page)
- Project Inbox, Letters and phone calls – **16 responses**
- Consultation Events – **20 responses**
- Freepost Returns – **56 responses**

Responses were recorded through a range of closed and open-answer question formats, providing a clear view of sentiment for key aspects of the proposals, while allowing for comments and suggestions for consideration.

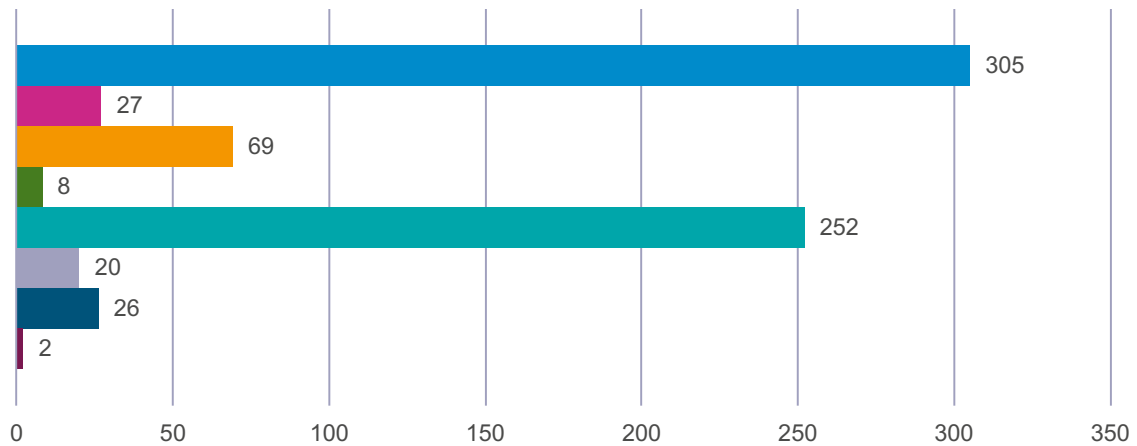
The closed-answer responses have been quantified and displayed through graphs to show the results. The open-answer responses have been analysed according to theme and sentiment, and represented in numeric, summary and graphical format.



### Who we heard from

Of those who responded to the questionnaire, **84% were residents** and **69% told us they travel along the A38 using a private vehicle**. Other responses can be seen in the graph below.

Question: Which of the following best describes you?

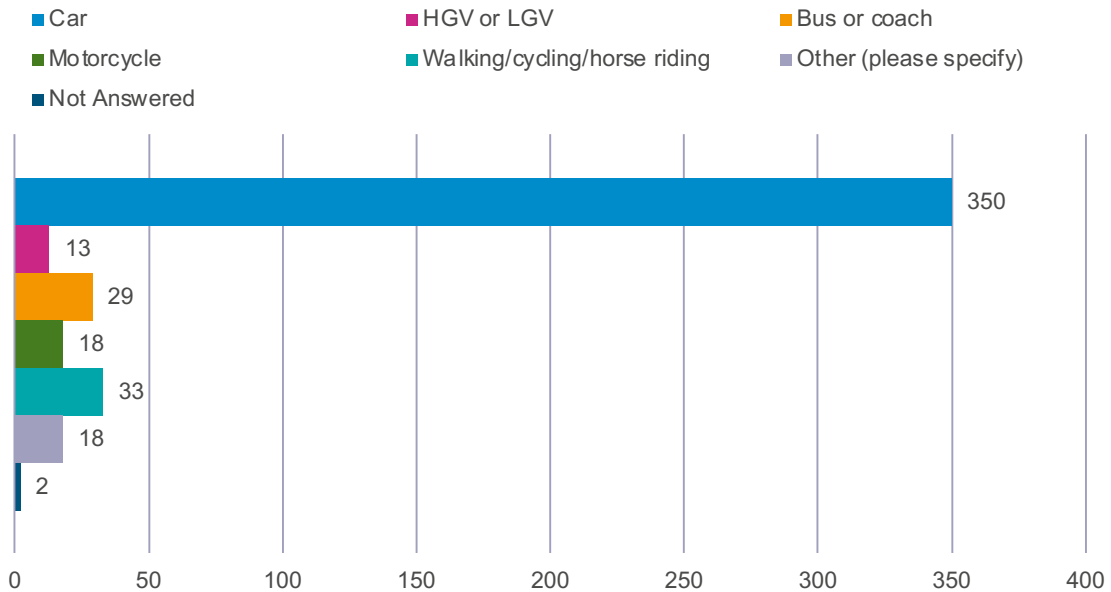


- I'm a local resident
- I'm a local business owner
- I work locally
- I'm an affected landowner
- I travel along the A38 between Trerulefoot and Carkeel regularly using a private vehicle
- I travel along the A38 between Trerulefoot and Carkeel regularly using a commercial vehicle i.e. HGV, van, coach
- Other (please specify)
- Not answered

### Mode of transport

On the topic of modes of transport along the A38, **96% of consultees told us they travel by car**, with **9.04% walking, cycling or horse riding** and **7.95% using a bus or coach**.

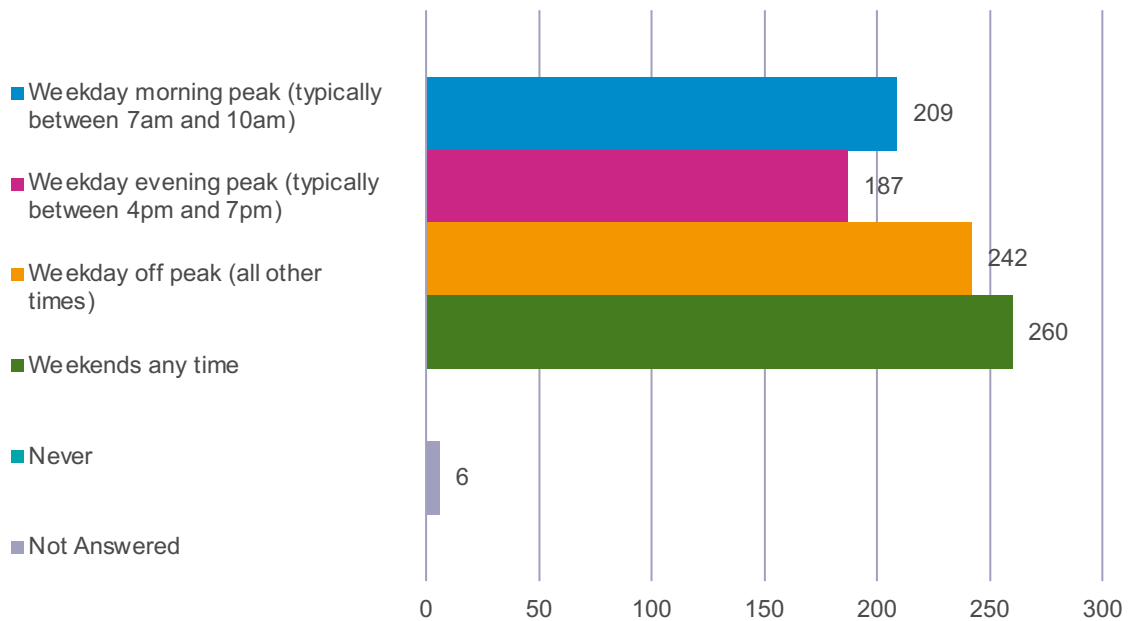
Question: How do you normally travel along the A38 between Trerulefoot and Carkeel?



### When you travel

As can be seen below, there is a spread of travel times for those using the A38 during the week and on weekends, with many consultees listing multiple travel windows.

Question: When do you usually travel along the A38 between Trerulefoot and Carkeel?



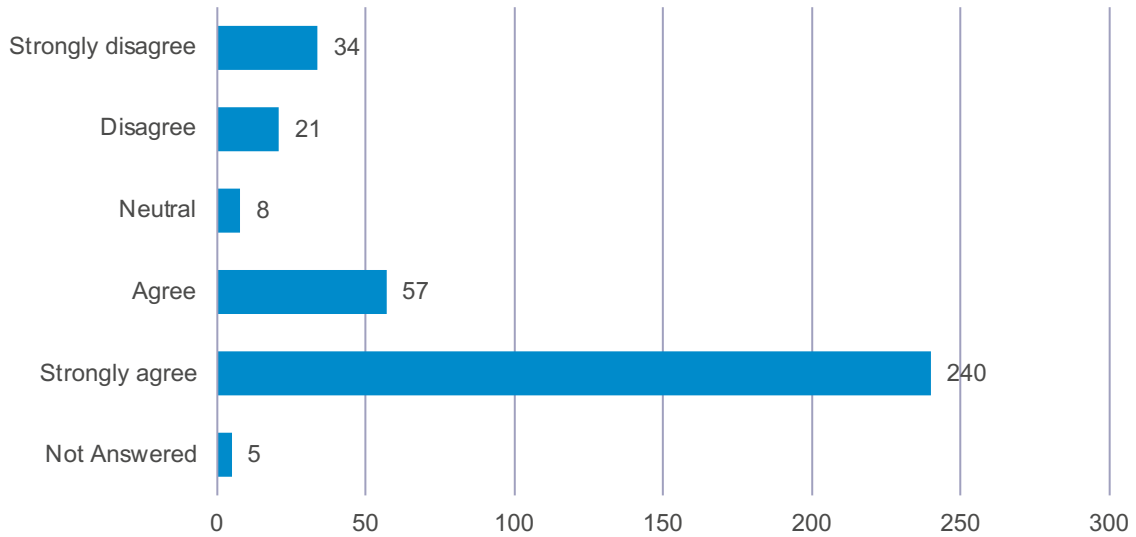
### Existing conditions

To understand views relating to the current A38 road conditions, consultees were asked a series of closed-answer questions with an opportunity to expand on any particular concerns or issues. The responses to these questions have been quantified to determine the current satisfaction levels for the stretch of road and the need for improvement.

### The need for change

**78% of consultees told us they agree or strongly agree that improvements to the A38 between Trerulefoot and Carkeel are needed.**

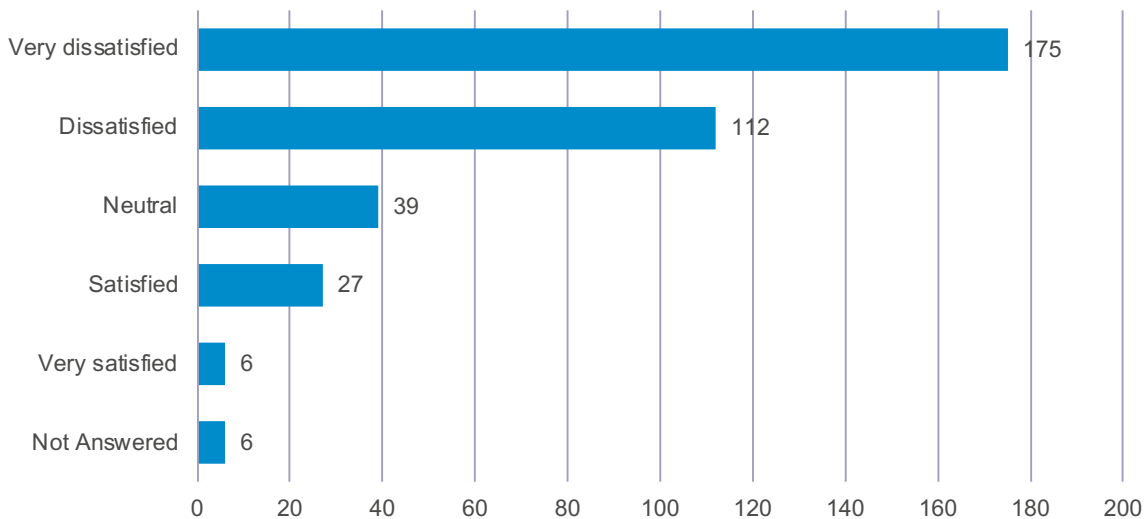
Question: To what extent do you agree that improvements to the A38 between Trerulefoot and Carkeel are needed?



### Safety

When asked about the level of satisfaction with the existing A38 road in relation to safety, the results show 77% of respondents were either dissatisfied or very dissatisfied with the current safety conditions.

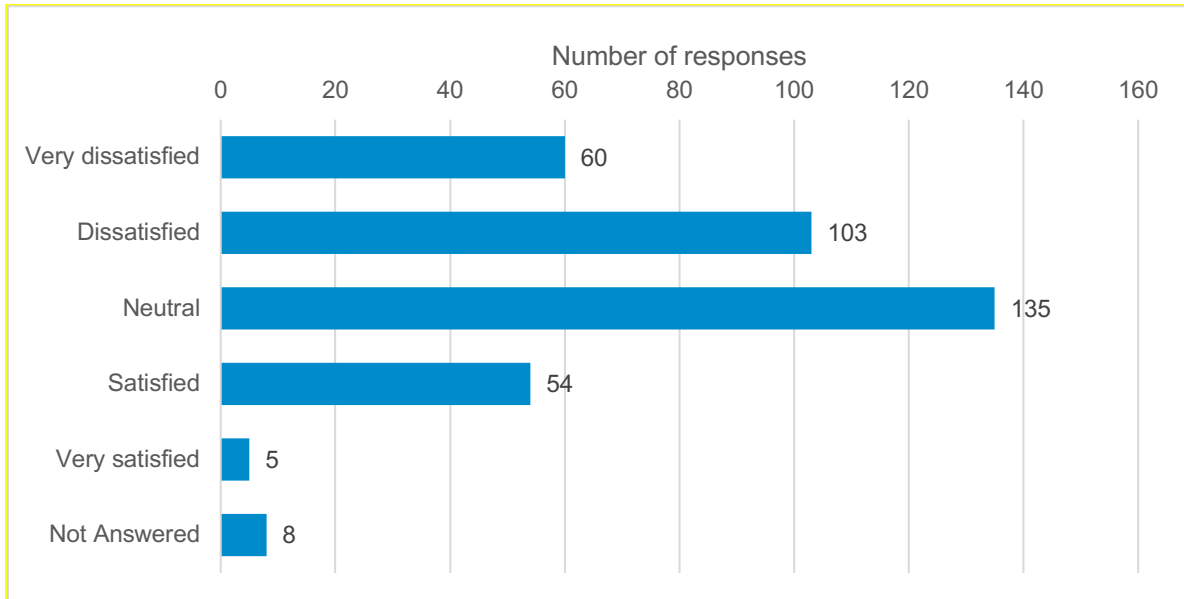
Question: How satisfied or dissatisfied are you with the following elements of the A38 between Trerulefoot and Carkeel as it is now? - Safety



### Journey times

**On journey times, 45% of respondents were either dissatisfied or very dissatisfied, 37% were neutral and 15% were satisfied or very satisfied.**

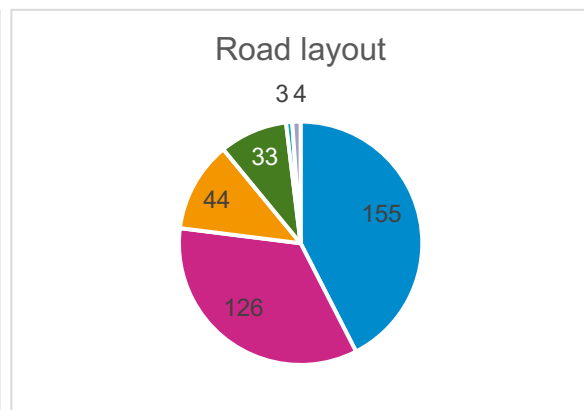
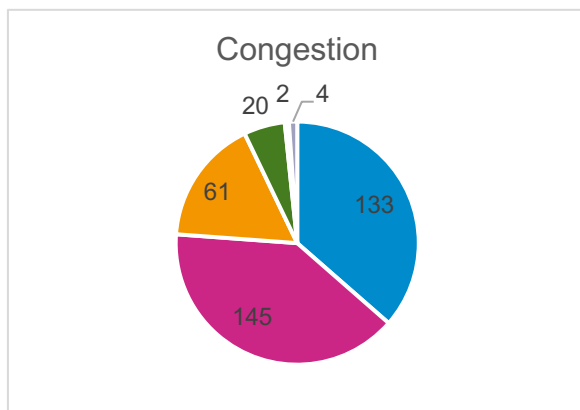
Question: How satisfied or dissatisfied are you with the following elements of the A38 between Trerulefoot and Carkeel as it is now? – Journey Times

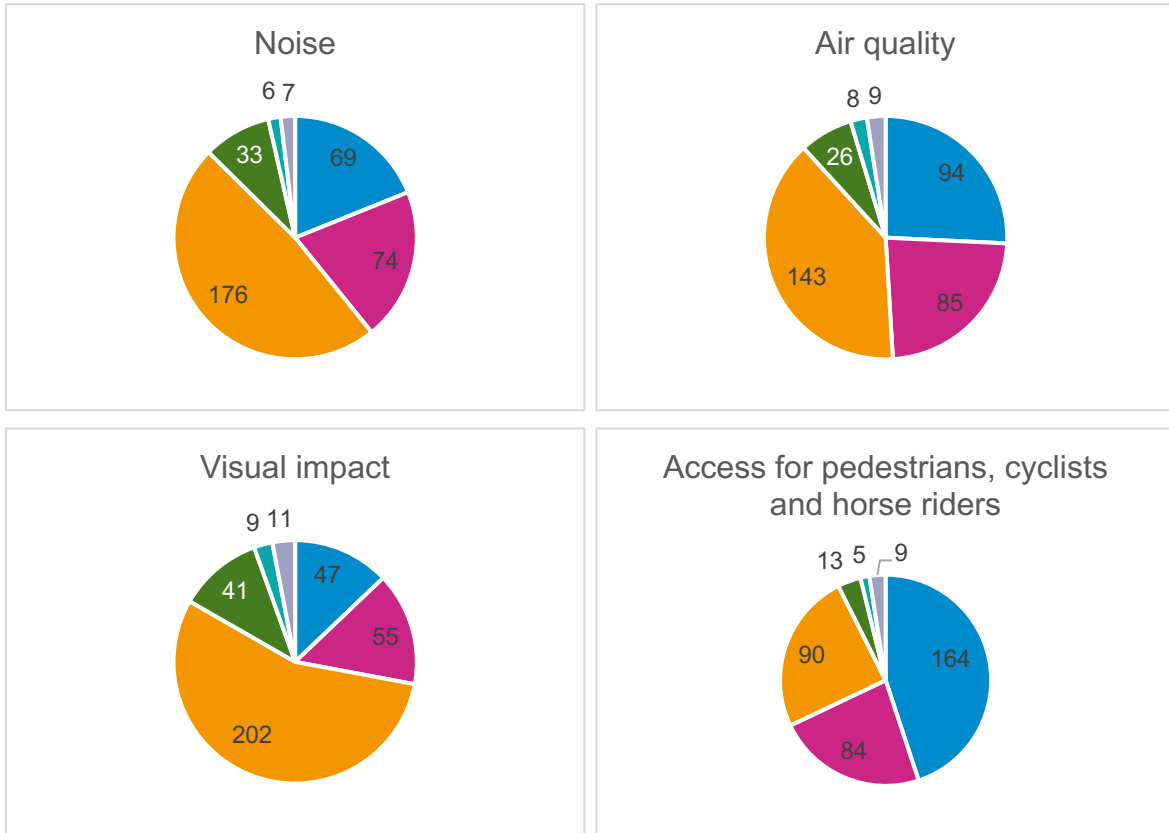


### Congestion, road layout, environment and access

When it comes to other considerations, the results similarly tend to show a sense of dissatisfaction.

Question: How satisfied or dissatisfied are you with the following elements of the A38 between Trerulefoot and Carkeel as it is now?





### Key themes and priorities

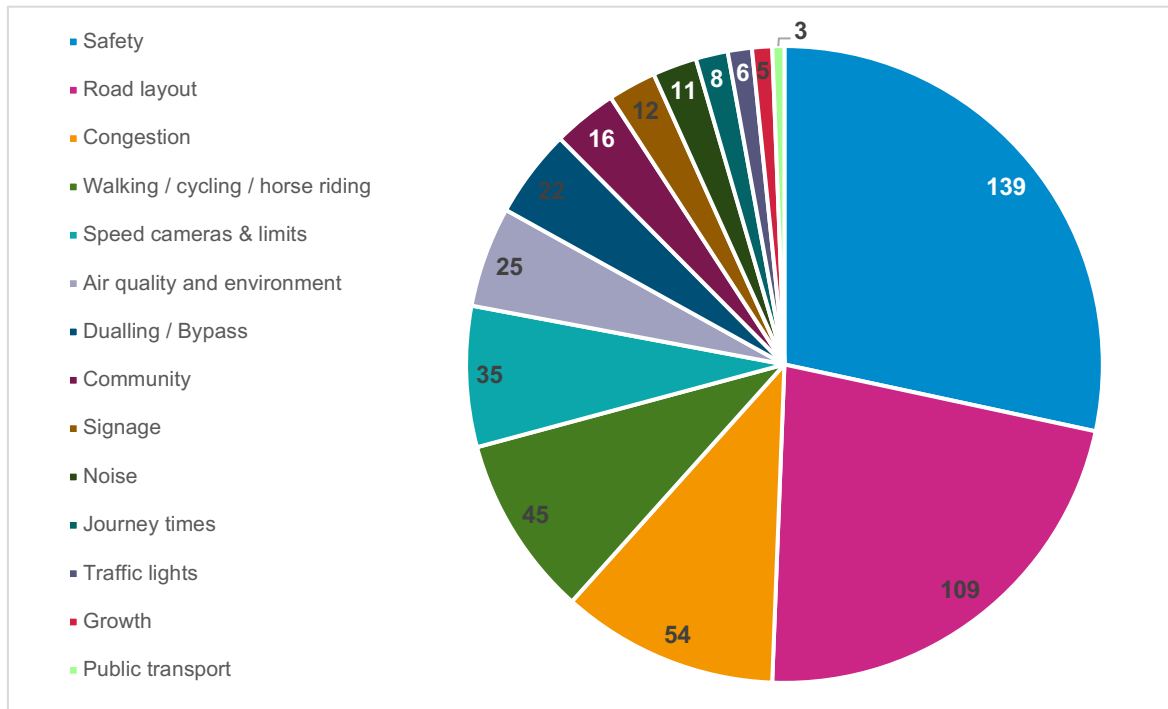
Consultees were asked if they had any further comments in relation to the existing roadway which resulted in **228** responses. Of the responses that were submitted, we have identified several recurring themes.

The top five key themes by number of mentions include:

- Safety
- Road layout
- Congestion
- Journey times
- Speed cameras and limits

The following chart shows the number of mentions by theme.

Question: Please provide any further comments you may have on the A38 between Trerulefoot and Carkeel as it is now



### Extract of comments

*“The road is dangerous as it is now, especially for those entering/leaving Landrake and Tideford.”*

*“Being a Mum to newborn twins, I find it extremely difficult to cross the road in Tideford due to inadequate crossings and the speed cars travel through the village.”*

*“This is the most dangerous road in South West England. There are too many fatal accidents every year because visitors are unfamiliar with the road.”*

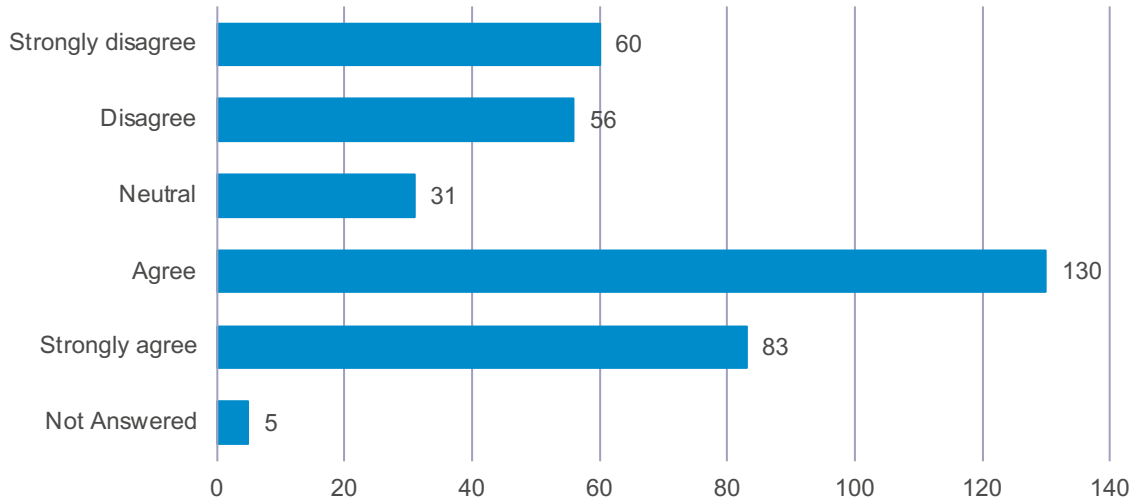
### Proposed scheme

Consultees were asked a series of closed-answer questions in relation to the proposed A38 improvements between Trerulefoot and Carkeel with an opportunity to provide further detail on any particular concerns or issues. The outcomes of these questions have been quantified to determine the current satisfaction levels for the stretch of road and the need for improvement.

### Support for the proposed scheme

Reporting on their level of support for the proposed A38 improvement, **58%** of consultees told us they **agree or strongly agree that they are supportive of the proposed improvements.**

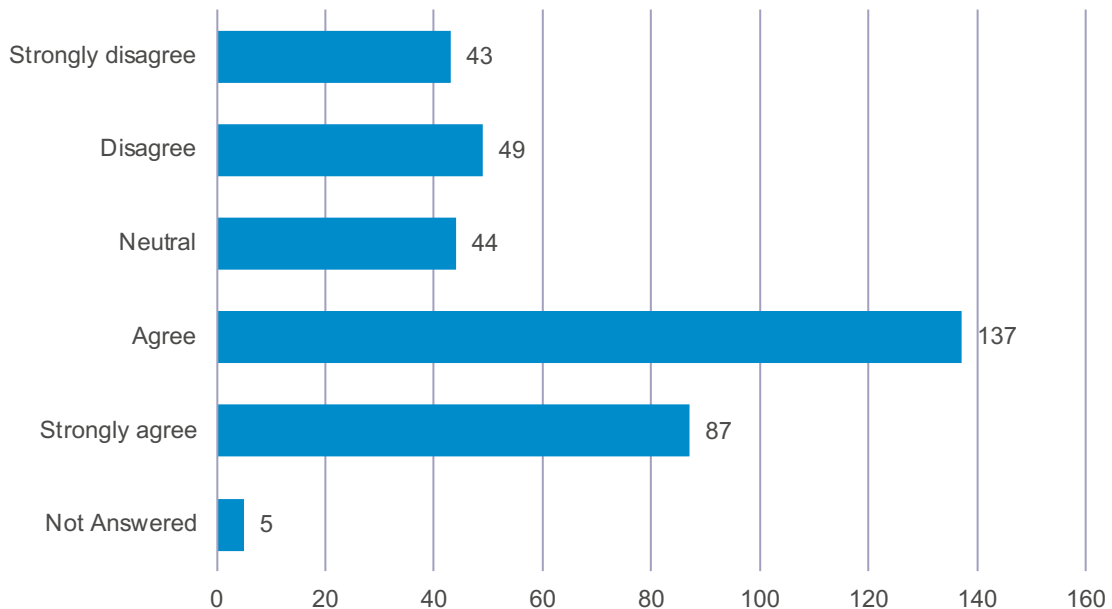
Question: How supportive are you of the proposed improvements to the A38?



### Safety

When asked whether they felt the proposed scheme would have a positive impact on safety, **61%** of consultees told us they **agree or strongly agree**.

Question: To what extent do you agree or disagree with the following statement: The improvements proposed in this consultation would have a positive impact on safety on the A38 between Trerulefoot and Carkeel?

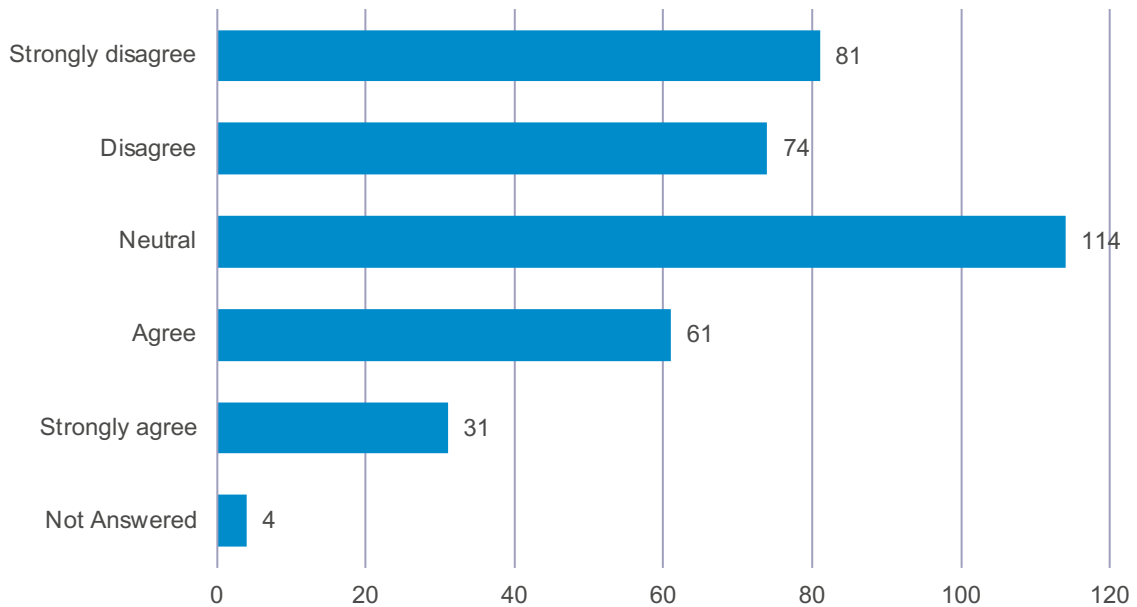


### Journey times

On whether the proposed improvements would have a positive impact to journey times, **31%** of consultees responded '**neutral**', **42%** responded that they **disagree or strongly disagree** and **25%** told us they **agree or strongly agree**.



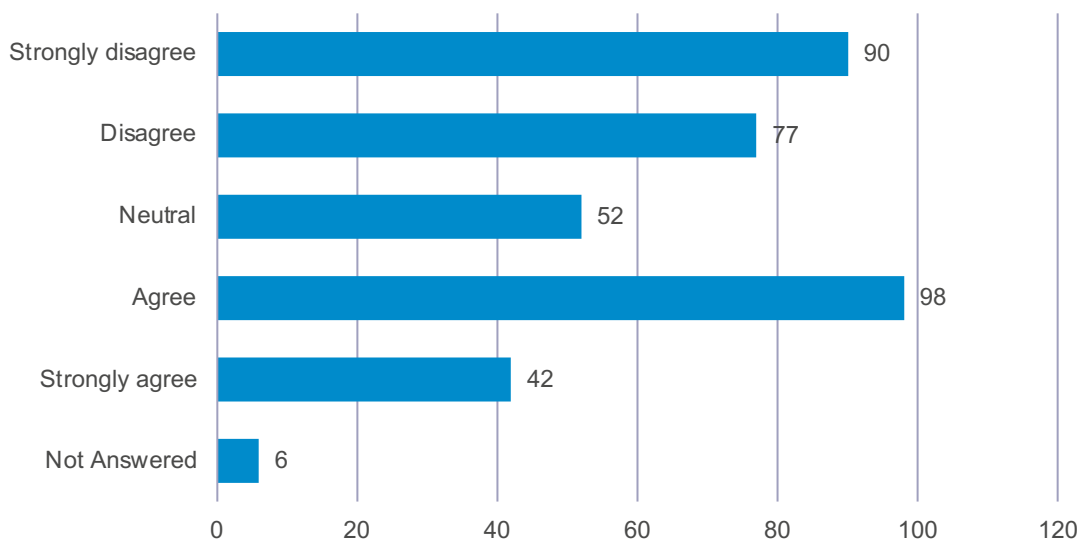
Question: To what extent do you agree or disagree with the following statement:  
The improvements proposed in this consultation would have a positive impact on  
journey times on the A38 between Trerulefoot and Carkeel?



#### Meeting the needs of all road users

Asked whether the proposed improvements have a positive impact on meeting the needs of all road users, **46%** responded that they **disagree or strongly disagree** and **38%** told us they **agree or strongly agree** and **14%** responded **neutral**.

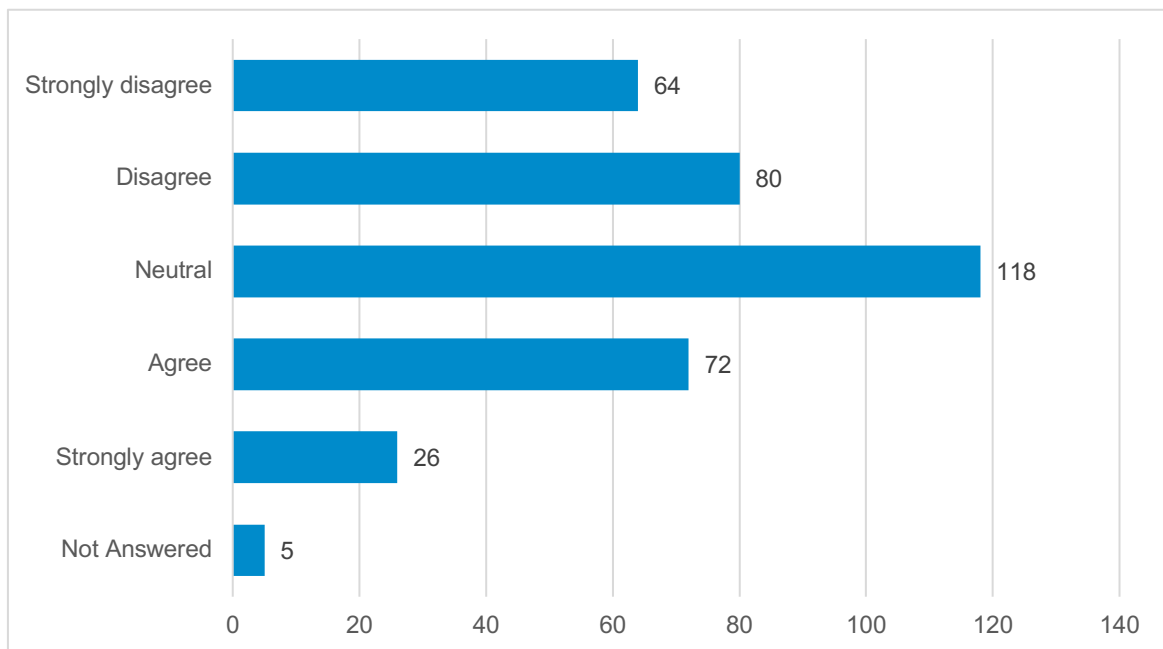
Question: To what extent do you agree or disagree with the following statement:  
The improvements proposed in this consultation would have a positive impact on  
meeting the needs of all road users on the A38 between Trerulefoot and Carkeel?



### Air quality and the environment

On the question of whether the proposed improvements would have a positive impact to air quality and the environment, **32%** of consultees responded '**neutral**', **39%** responded that they **disagree or strongly disagree** and **27%** told us they **agree or strongly agree**.

Question: To what extent do you agree or disagree with the following statement: The improvements proposed in this consultation would have a positive impact on air quality and the environment on the A38 between Trerulefoot and Carkeel?



### Key themes and priorities

Consultees were invited to provide further comments about the proposed improvements which resulted in **292** responses.

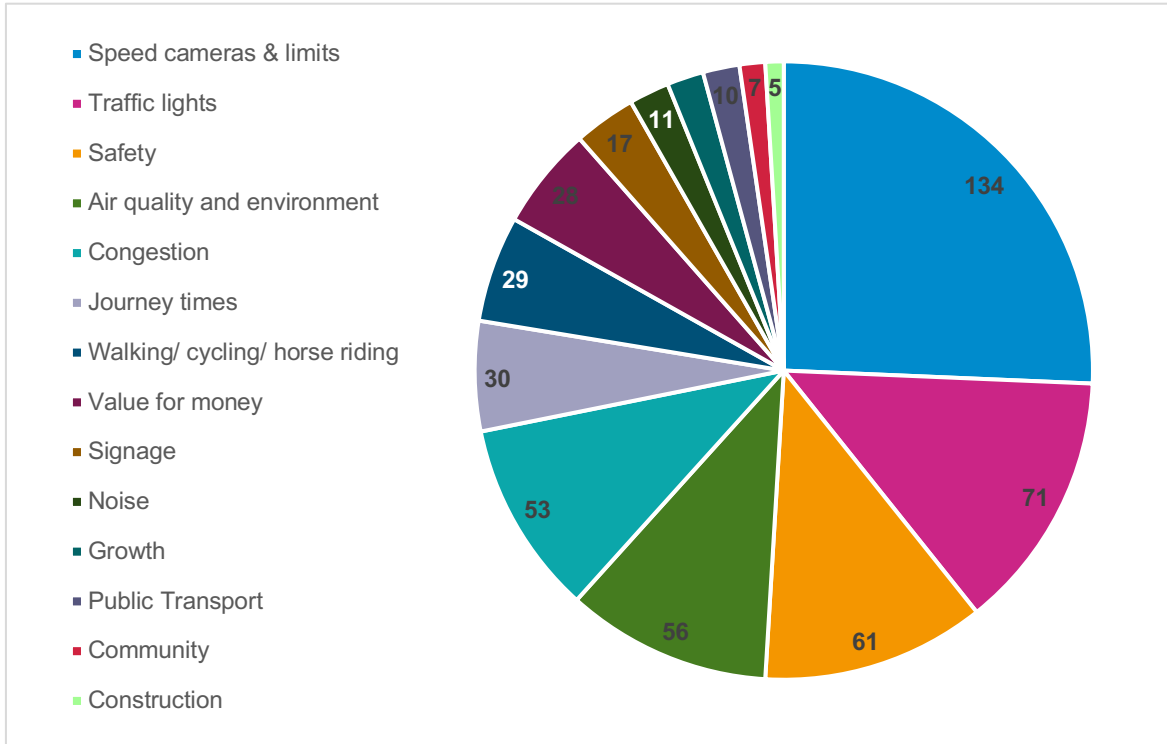
Of the responses that were submitted, we have identified one main recurring theme which was **speed cameras and limits**. Many consultees cited concerns relating to speed limits and speed camera locations, leading to a perceived increase in congestion, slowing of journey times and the potential for a negative impact on air quality. Many consultees pointed out the need to be strategic in the location and measure of speed cameras and limits with many providing suggestions for consideration.

The top five key themes by number of mentions include:

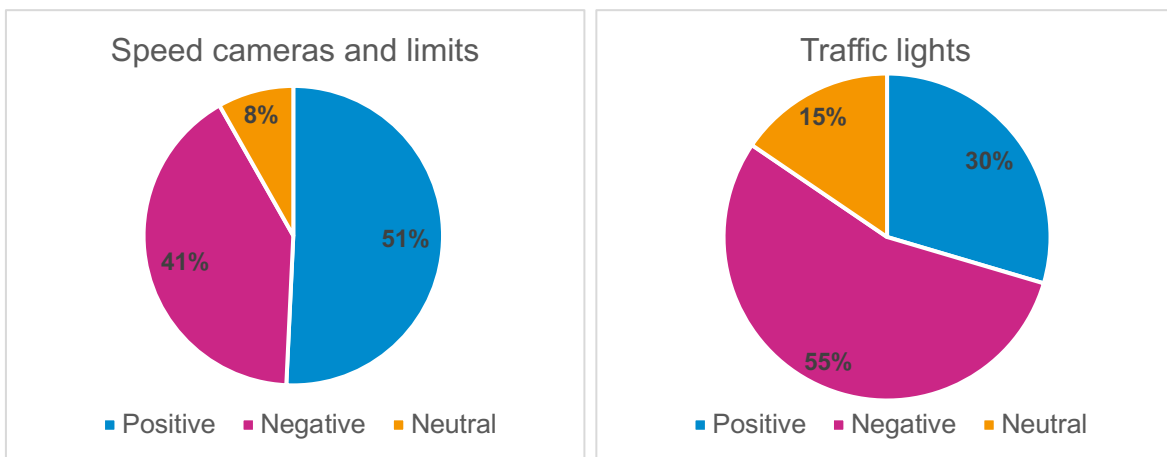
- Speed cameras and limits
- Traffic lights
- Safety
- Air quality and environment
- Congestion

The following chart shows the number of mentions by theme.

Question: Please provide any further comments you may have on the A38 improvements



The below charts show the sentiment expressed for the top two themes.



### Extract of comments

*“The reduced speed limit in the villages will have a huge benefit.”*

*“Proposals are very sensible for reducing traffic speed and smoothing out flow with minimal damage to the environment.”*

*“These improvements are long overdue. As a Landrake resident of 30 years it is now becoming impossible to get out onto the A38 and to turn right toward Saltash*

*is extremely dangerous. Quality of life is being hugely affected as the necessity to travel to any appointments, to shop, visit or to have some leisure time out is dictated by being able to get out of the main junction!"*

*"Introducing traffic lights at the entrance to Landrake will make it safer for residents to leave, however in peak periods and over the summer this will increase congestion and affect air quality in the village negatively."*

*"A great cost-effective and less of an environmental impact stepping stone to determine if improvements help."*

### Additional comments

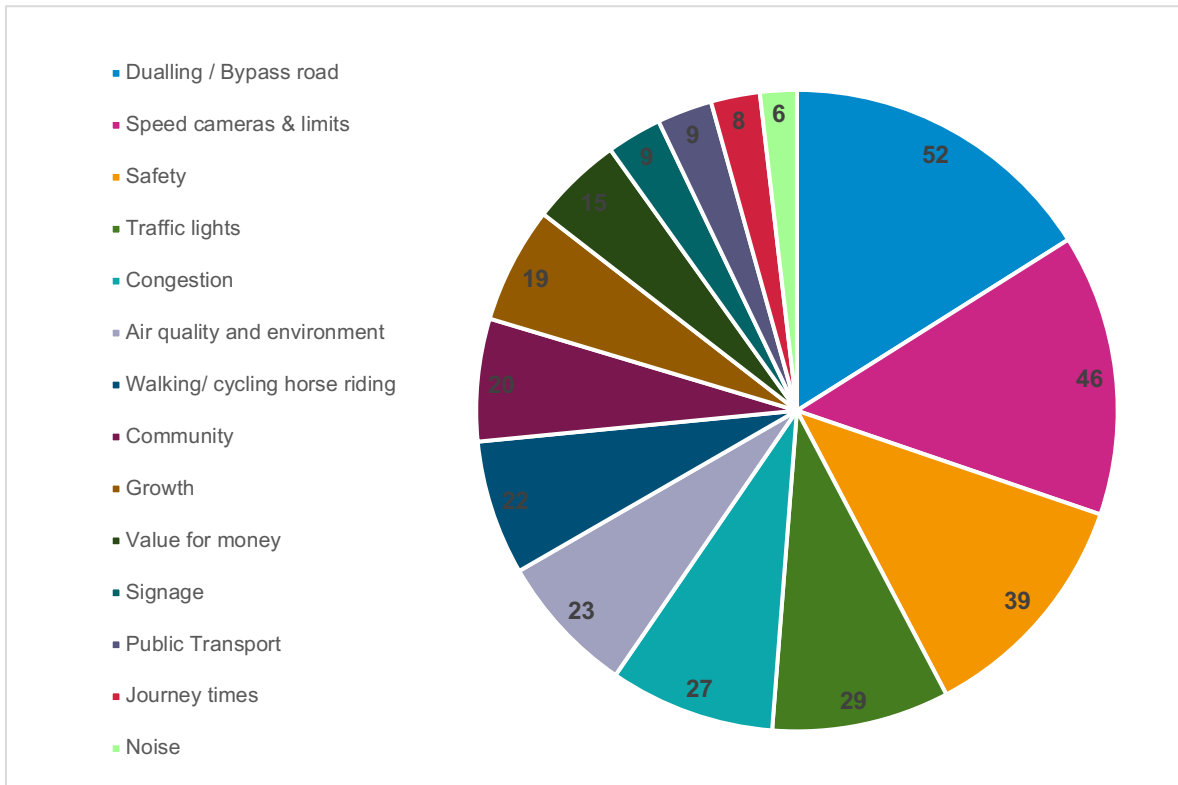
Consultees were asked if they had anything else they'd like to share in relation to the proposed improvements, including any concerns which resulted in **215** responses.

A further **16** summary and long-form submissions were submitted to the project team through the project email address, letters and phone calls. Many of these responses included a great level of detail and insight from members of the local community which are being assessed alongside responses to the questionnaire.

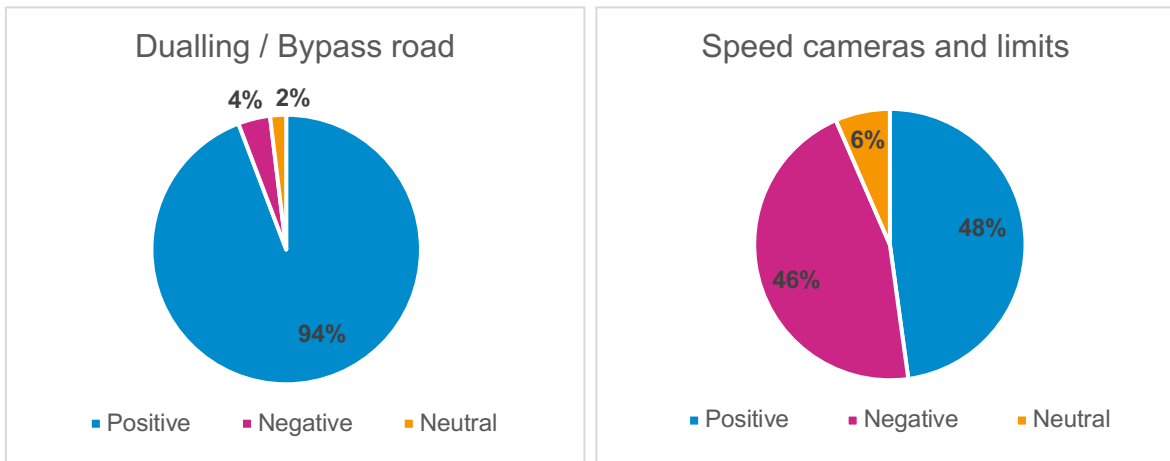
The top 5 key themes by number of times mentioned include:

- Dualling / Bypass road
- Speed cameras and limits
- Safety
- Traffic lights
- Congestion

The following chart shows the number of mentions by theme.



The below charts show the sentiment expressed for the top two themes.



Extract of comments

*“I think the average speed cameras are a great idea anywhere and should go ahead, the traffic lights maybe should be trialled for maybe six months to see if there are any problems.”*

*“I am concerned that the road is still unsafe for cyclist. The road isn’t big enough for cars, vans, trucks and cyclists. There is no pavement area and no safety area for broken down vehicles”*

*“There needs to be pedestrian crossings at Landrake and Tideford. Not everyone can use the walkway bridge over the road at Landrake. The village is split in half and it has broken up the community in Landrake and Tideford.”*

*“The average speed cameras should be installed as per the safety package as a matter of urgency. This will enable the new speed limits to be rigorously enforced; those caught should face a substantial fine - sufficient to have a deterrent value.”*

### 3.3. Stakeholder participation

A total of 26 participants in the consultation identified themselves as being a part of an organisation, authority, action group or local business.

We heard from representatives from **five councils** across the region through formal letters, emails and consultation questionnaires, providing valuable insights from their experience and the communities they represent.

We received submissions to the consultation from **Devon and Cornwall Police**, along with the office of the **Police and Crime Commissioner for Devon and Cornwall**, providing feedback relating to their requirements, concerns and preferences for their operations.

We also heard from **six transport authorities and action groups**, including Safe38 who provided detail on the views of individuals and groups.

We heard from **13 businesses** with an interest in the proposed scheme. The businesses who responded to the consultation have local offices, farms and estates, use the A38 between Trerulefoot and Carkeel for transporting goods and services or have customers using this route.

Letters and emails of support were received from many stakeholders, including Cornwall Council, Landrake with St Erney Parish Council, Sir Robert Geffery’s School and the Peninsula Transport Authority. Sir Robert Geffery’s School and Landrake with St Erney Parish Council both suggested a speed limit reduction and the introduction of traffic lights at the school entrance.

## 4. Conclusion

The consultation has captured a wide range of views from local residents, authorities, action groups, business owners, local workers and those travelling along the A38 between Trerulefoot and Carkeel on a regular basis. This has provided a detailed view of the sentiments, key themes, concerns, and overall levels of support for the proposed improvements.

From the 382 responses to the consultation, there is a clear desire for change with 81% of consultees agreeing that improvements to the route are needed.

Overall, there is support for the scheme (58%) and consultees agree that the proposed improvements would address existing safety issues, with 61% responding.

Stakeholder groups also expressed their support for the scheme through emails and letters. These included Cornwall Council, Landrake with St Erney Parish Council, Sir Robert Geffery's School and the Peninsula Transport Authority.

Many of the other objectives of the scheme showed a mixed response from consultees. For example, when asked specifically about the impact to journey times, 42% of consultees disagreed that the proposal would improve this aspect, with 31% neutral and 25% agreeing.

Similar results can be seen in relation to the proposed improvements in meeting the needs of all road users and environmental aspects including air quality.

The rationale for these results can be drawn from the open-format responses received, with many consultees citing concerns relating to traffic lights, speed limits and speed cameras, leading to a perceived increase in congestion, slowing of journey times and the potential for a negative impact on air quality.

This has been identified as a key consideration and an area for further consultation, should the scheme be taken forward for further development.

Lastly, many consultees expressed a desire for a larger scale proposal to be developed to include either a bypass road, carriageway dualling or other more extreme measures. While this scheme has been limited to focus on safety improvements to the existing roadway, the feedback in this regard has been carefully documented and will be considered through further assessment of the proposed scheme.

## 5. Next steps

The feedback received during the consultation will now be considered as the A38 Trerulefoot to Carkeel Safety Package continues its development. The next phase would be for preliminary design and planning approval, known as the development phase. There is no commitment to build any of the pipeline schemes presently. We will learn which schemes are funded for construction when the third Road Investment Strategy 2025 to 2030 is published.

If the scheme is approved for the next stage of design (Stage 3 – Development Phase in the diagram below), there would be further opportunities for the public to have their say.

At that point we would develop the design in more detail, carry out more environmental assessments and look at further steps we can take to reduce environmental impacts. As part of this process, we would carry out another public consultation where the public would have the opportunity to review the chosen design and give more feedback.

