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Llywodraeth Cymru  
Welsh Government

Welsh Government  
Consultation – summary of responses

## A55: Junctions 16 and 16 Improvements

April 2019

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.  
This document is also available in Welsh.

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## **References**

- Annex A Public consultation brochure and questionnaire**
- Annex B Preferred route plan – TR111**

## 1. Introduction

- 1.1 This summary of responses summarises the comments received from key stakeholders and the views expressed during the Public Consultation for the A55 Junctions 15 and 16 Improvements. This consultation process took place between 4 June 2018 and 28 August 2018. The summary of responses also explains the Minister for the Economy and Transport's decision on the preferred options for Junctions 15 and 16
- 1.2 The A55 Junctions 15 and 16 are the only two roundabouts on the mainline of the Trans-European Transport Network Euroroute E22 (TEN-T E22). Transport studies undertaken along the length of A55 have highlighted that the roundabouts located at Junctions 15 and 16 have a negative impact on this network corridor.
- 1.3 Problems associated with the roundabouts were acknowledged in the 2014 Draft version of the National Transport Finance Plan (NTFP), which stated, "There are a number of capacity issues on the North Wales network on the A55, linked with ferry traffic and summer traffic, in particular around Junctions 15 and 16..." Subsequently, Welsh Government (WG) stated in the 2015 Final version of the NTFP that it will develop schemes for improving the A55 Junctions 15 and 16. Moving North Wales Forward, published in March 2017, also includes a commitment to replace the roundabouts with grade separated junctions to improve safety and journey time reliability.
- 1.4 All work has been undertaken in accordance with the Welsh Transport Appraisal Guidance 2017 (WelTAG 2017). The WelTAG assessment process develops, appraises and evaluates any proposed transport intervention. WelTAG 2017 was developed to reflect the Active Travel Act 2012 and Wellbeing of Future Generations (Wales) Act 2015. WelTAG 2017 ensures that for any proposed scheme, all the proposed options are measured against how they impact on existing local communities from the point of view of environmental, social, economic and cultural effects. The assessment also considers how each option contributes to the wellbeing goals and project objectives.
- 1.5 This study utilised earlier work from WelTAG Stage 1 undertaken between 2008 to 2010 which included early stakeholder engagement. Project objectives were developed and a long list of junction options were considered which were narrowed down to a shortlist following the assessment of each option. Five options for Junction 15 and four options for Junction 16 were presented together with the project objectives at Public Information Exhibitions held during December 2017. From the comments received, both the project objectives and the proposed options were reviewed, and further alternative options were developed. These were assessed during the early part of WelTAG Stage 2 and presented at the Public Consultation with a revised set of project objectives.
- 1.6 Following the Public Consultation further work has been carried out to assess the feasibility of addressing stakeholder concerns. This work is described further in Section 5.

## 2. Development and appraisal of options

### 2.1 The main issues raised by this WelTAG Stage 2 study were:

#### **Strategic**

- The A55 is important locally, nationally and internationally. It provides the main transport link between economic hubs in North Wales and North West England, and forms part of the TEN-T E22. This route links Ireland, through the UK, to the European continent.
- Junctions 15 and 16 are the only two roundabouts on the mainline of the TEN-T E22, and these act as a constraint to traffic flow. They are also located both on a main corridor between two of the three Enterprise Zones located in North Wales, and also on the strategic route to the ferry terminal at Holyhead.

#### **Transport Safety**

- The A55 junctions from 14 (Madryn) and 16A (Dwygyfylchi) do not comply with current design standards.
- Junction 16 is identified as an accident cluster site based on data for the period between 2014 and 2016, which was published by the WG in April 2018.

#### **Transport Connectivity**

- The A55 corridor between Junction 14 and 16A currently operates at an average speed of 50mph for eastbound traffic, and 57mph for westbound traffic. These figures are below the national speed limit of 70mph for this type of road and the location of the two roundabouts is seen to be affecting journey times especially during peak periods.
- Traffic analysis, baselined in 2016, indicates that if no action is taken, it is forecast that car growth will increase by approximately 1% per year to 21% by 2037 and by 30% by 2051. Consequently, network queues for all vehicles are forecast to increase across the modelled network, which incorporated local roads and the A55 between Madryn and Conwy Morfa, by up to 337% by 2051.
- It is also envisaged that without intervention the worsening traffic conditions will detrimentally impact on operational issues related to tunnel maintenance, network resilience and diversion routes; placing a greater burden both on existing provisions and the emergency services.

#### **Transport Resilience**

- Local communities have generally been reliant on the A55 to access services and employment opportunities outside immediate settlements. There are limited parallel routes either strategically or locally. Any local diversionary routes would be relying on the Sychnant Pass for access eastwards from Penmaenmawr and Dwygyfylchi to Conwy. There are no other local diversionary routes by road from Llanfairfechan. Otherwise the only other means of travelling in and out of the communities of Llanfairfechan, Penmaenmawr and Dwygyfylchi is by train, bicycle or on foot. The shortest road diversion route for trunk road traffic is via the A470 and A5, adding approximately 16 miles to a journey, which would likely result in an additional journey time of over 35 minutes.

### **Sustainable Transport**

- During the key stakeholder engagement carried out in 2008, and the Public Information Exhibition held in 2017, it was identified that there is a perception that there is a lack of competitive sustainable travel options, poor coastal access for Non-Motorised Users (NMU) and safety issues associated with cyclists.
- There is a lack of transport integration both locally and in north Wales generally and it would require significant improvement to facilitate a modal change away from the car.

### **Environment and Social**

- Environmental issues associated with the A55 were primarily identified as noise and visual impact. Other environmental issues include air quality, greenhouse gas emissions, landscape and townscape impacts, biodiversity, soil, heritage and the water environment.
- The communities in the vicinity of Junctions 15 and 16 are affected by issues relating to housing, income, employment, health, access to services and community safety. Many of these social issues are exacerbated by the communities' reliance on the A55, including the effect that the A55 has in severing continuity between the communities and the coast.

2.2 As part of the WelTAG Stage 1 study, six transport planning objectives (TPOs) were developed. Following the Public Information Exhibitions in December 2017, the TPO's were reviewed and updated to reflect the concerns raised by key stakeholders and the members of the public regarding the impact of the scheme options on the local community during construction and following completion of the project.

2.3 The project objectives for the study, against which each of the consultation options have been assessed, are as follows:

Objective 1 (OBJ1)	Improve access to regional, national and international markets and improve access to employment opportunities
Objective 2 (OBJ2)	Improve road safety on the A55 from Junction 14 to Junction 16A
Objective 3 (OBJ3)	Improve journey times and journey time reliability on the A55 from Junction 14 to Junction 16A
Objective 4 (OBJ4)	Improve resilience on the A55 for strategic and local traffic
Objective 5 (OBJ5)	Improve journey times, journey time reliability and safety for access onto the A55
Objective 6 (OBJ6)	Reduce severance with coastal areas for the Non-Motorised Users and enhance provision made for walkers and cyclists
Objective 7 (OBJ7)	To take reasonable steps to build healthier communities and better environments
Objective 8 (OBJ8)	Opportunities to provide integrated transport are increased
Technical Objective 1 (TECH OBJ9)	Minimise technical departures from standard (to improve safety)

Technical Objective 2    Minimise the need to reduce speed limits (to reduce delays)  
(TECH OBJ10)

Technical Objective 3    Minimise disruption during construction (to local residents  
(TECH OBJ11)            and business, as well as along the A55 itself)

2.4 Following the Public Information Exhibitions held in December 2017, the short list of options was reviewed, and further feasibility work was undertaken. For the Public Consultation, five options were developed for Junction 15 and four options for Junction 16. The Public Consultation brochure at Annex A describes the procedures that were followed and provides detail on the Junction Options. The options are summarised below.

### **Junction 15**

Option A    Two-way movement at Junction 15. Improvements to eastbound slips at Junction 14

Option B    Four-way movement at Junction 15, with an overbridge between Penmaenmawr Road and the Promenade

Option C    Two-way movement at Junction 15, with east facing slips. Improvements to both Option eastbound and westbound slips at Junction 14

Option D    Four-way movement, with a new overbridge and link road

Option E    Four-way movement, with a new overbridge, link road and roundabouts.

### **Junction 16**

Option A    Four-way movement. Roundabout replaced with westbound slip. New junction at 16A with a link road running parallel to the A55 back to Penmaenmawr Road

Option B    Four-way movement, with an overbridge located to the East of the Gladstone Hotel

Option C    Three-way movement, with an underbridge to eastbound slip immediately to the west of the existing junction. Roundabout replaced with westbound slips

Option D    Three-way movement, with an overbridge to eastbound slip immediately to the west of the existing junction. Roundabout replaced with westbound slips.

### **3. PUBLIC CONSULTATION**

- 3.1 We consulted on the Options for Junctions 15 and 16 in a twelve-week period from the 4 June 2018 to 28 August 2018.
- 3.2 General project information, a consultation brochure and a questionnaire were displayed on the WG website for the duration of the consultation. Three public exhibitions were held on the 12, 13 and 14 June in Dwygyfylchi, Penmaenmawr and Llanfairfechan. Each event was open to the public from 10:00 until 20:00.
- 3.3 Attendees could view the options on large display boards which were supplemented with visualisations. The Project Team attended the events to discuss the various options, and to discuss any concerns raised by members of the public. Paper versions of the consultation document and questionnaires were available at these events. Copies were also deposited in a number of key locations within the local communities.
- 3.4 The consultation was publicised using posters, press releases and letters to local premises. The BBC and ITV news and the North Wales Chronicle and North Wales Pioneer reported on the exhibitions. Key stakeholders were separately invited to provide their views.
- 3.5 A total of 738 people attended the public consultation exhibitions. A total of 362 completed questionnaires were received. Responses were also received from members of the public and other key stakeholders.
- 3.6 Further meetings and presentations in the form of 3D visualisations were held during September 2018, giving more detail on a number of junction options to provide a better understanding of the likely impacts of the proposed options. Three events were held, where the visualisations were presented:
  - Llanfairfechan Town Council
  - A group of local residents in Llanfairfechan
  - At a public meeting in Dwygyfylchi

### **4. Analysis of responses**

#### **Analysis of questionnaire responses**

- 4.1 All questions in the consultation were optional and only valid responses are shown. Attached to each questionnaire was a copy of the General Data Protection Regulation (GDPR) statement, which describes consultees' rights under data protection legislation.

Analysis of the responses is as follows:

## Question 1 - What is your home postcode?



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The displayed map shows the respondents' postcodes, indicating that the majority of the questionnaire responses were received from residents in the vicinity of Junctions 15 and Junction 16.

## Question 2 - Please tick the venue that you visited

Venue	Number of Responses	% Responses
Penmaenmawr	75	23%
Llanfairfechan	132	40%
Dwygyfylchi	120	36%
All 3 venues	2	1%
<b>Total</b>	<b>329</b>	<b>100%</b>

**Question 3 - If you have comments about the exhibition material and / or the venue, please provide them in the box below.**

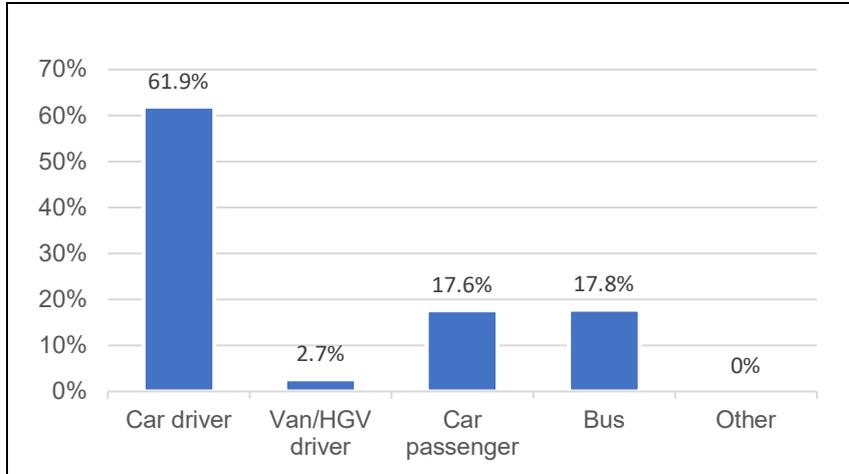
- Various comments were received and the information provided will be used to compile lessons learnt for future exhibitions.

**Question 4 - When you use the A55 between Madryn (Junction 14) and Penmaenbach Tunnel (Junction 16A), where do you typically travel from and to?**

Responses were provided as free text. Typical travel from and to included, but not limited to the following:

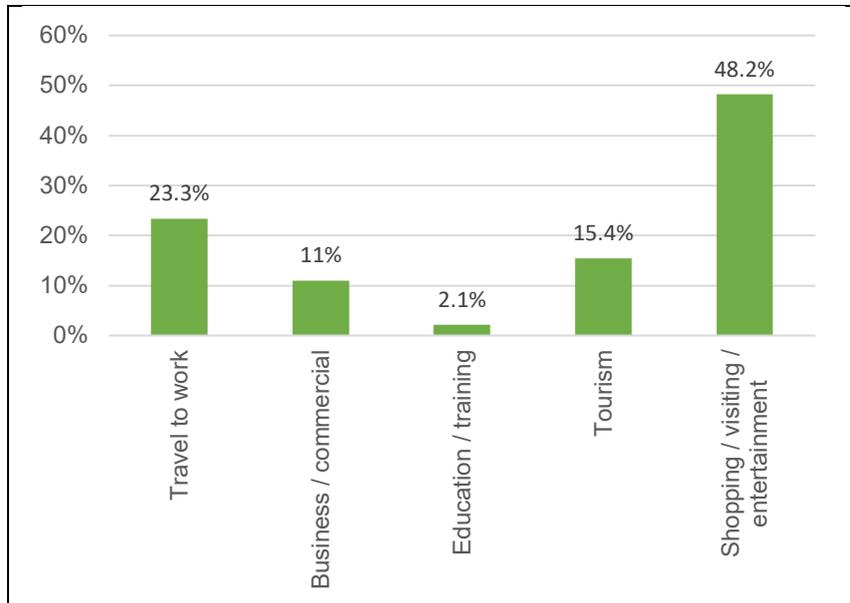
- Bangor
- Conwy
- Llandudno
- Destinations along the North Wales Coast
- Destinations in England, including Stoke on Trent, Wigan and Manchester.

**Question 5 - When making these journeys what modes of transport do you typically use, when travelling along length of the A55 between Madryn (Junction 14) and Penmaenbach Tunnel (Junction 16A)? (tick all that apply)**



Based on the number of boxes ticked.

**Question 6 - What is the typical reason for using the A55 between Madryn (Junction 14) and Penmaenbach Tunnel (Junction 16A)?**

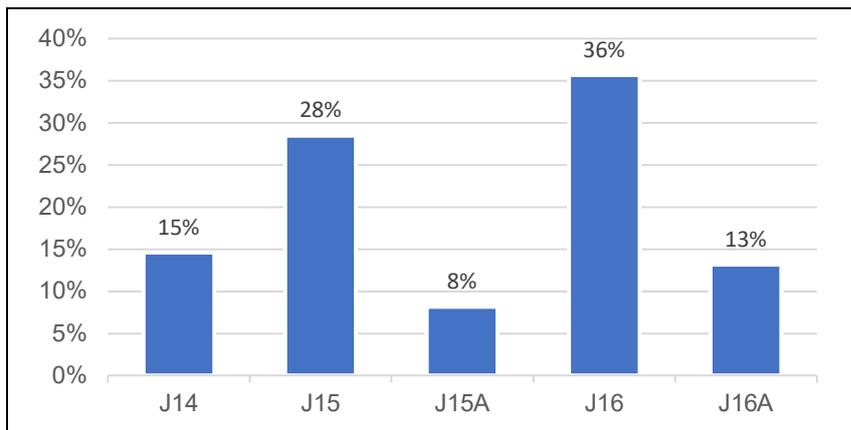


**Question 7 - When you make local journeys where do you typically travel from and to?**

Responses were provided as free text. Typical travel from and to included, but was not limited to the following:

- Between Junctions 15 and 16
- Doctor surgery in Llanfairfechan
- Puffin service station
- Local supermarkets
- Local churches
- Visiting friends

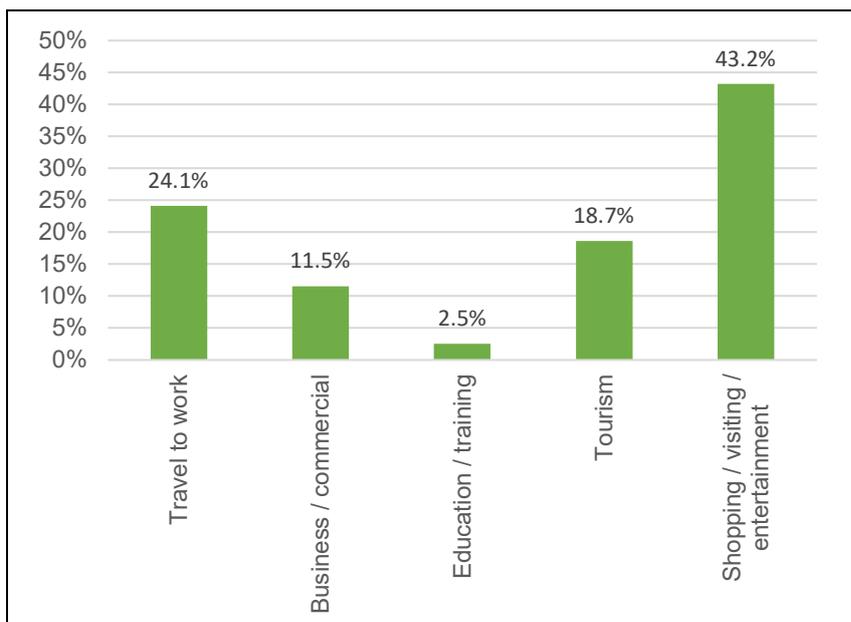
**Question 8 - Which junction do you use most frequently?**



**Question 9 - Does your journey require you to cross the A55, or travel along or near to the A55 between Junctions 14 and 16A?**

Response	Number of Responses	% Responses
Yes	304	89%
No	39	11%
<b>Total</b>	<b>343</b>	<b>100%</b>

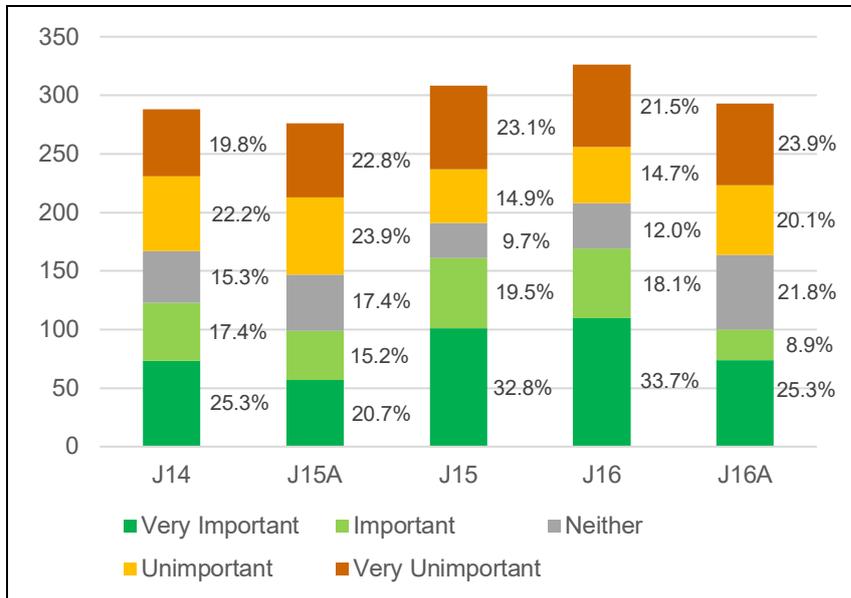
**Question 10 - What is the typical reason for making these local journeys?**



**Question 11 - What are the issues that either prevent or dissuade you from using other types of transport more frequently (for example using footpaths, cycleways, buses or trains) or different A55 junctions?**

Mode of Transport	Typical Reasons Provided
Active travel / sustainable travel	<ul style="list-style-type: none"> <li>• Travel distances</li> </ul>
Non-Motorised Users	<ul style="list-style-type: none"> <li>• Poor access to cycleways – people need to carry their bicycles over the footbridges due to the steps</li> <li>• The footpath by the new housing estate in Dwygyfylchi is in poor state of repair, and has inadequate lighting</li> <li>• The steepness of road at Pendalar discourages cyclists</li> <li>• The cycleway towards Bangor could be better maintained</li> </ul>
Buses & Trains	<ul style="list-style-type: none"> <li>• It is too far to walk to bus stops</li> <li>• The buses do not leave early enough to use for work</li> <li>• Train service is only a request stop</li> <li>• Buses are often delayed</li> <li>• Buses and trains are too expensive</li> </ul>
Different Junctions	<p>General comments why respondents do not use different junctions:</p> <ul style="list-style-type: none"> <li>• The choice of junction is often based on convenience and which direction the person is travelling to or from.</li> <li>• The respondent has no other choices.</li> </ul> <p>Does not use Junction 14:</p> <ul style="list-style-type: none"> <li>• As the slip road is too short.</li> <li>• Since it is dangerous.</li> </ul> <p>Does not use Junction 15 (roundabout):</p> <ul style="list-style-type: none"> <li>• Because making a right turn (across the A55 traffic) is dangerous .</li> <li>• Due to congestion during busy periods.</li> </ul> <p>Does not use Junction 16:</p> <ul style="list-style-type: none"> <li>• As the roundabout is not safe .</li> </ul> <p>Does not use Junction 16A:</p> <ul style="list-style-type: none"> <li>• As it does not have eastbound slips.</li> </ul>

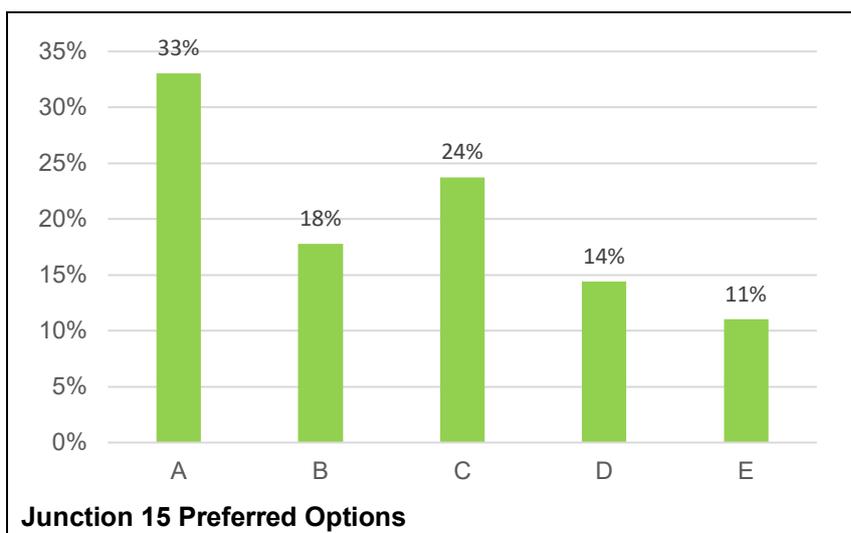
**Question 12 - How important is it to you that the roundabouts are removed, or junctions improved, between Madryn (Junction 14) and Penmaenbach Tunnel (Junction 16A)?**



Based on the number of responses

The responses confirm that 52.3% of respondents believe that improving Junction 15 is either very important or important and 51.8% of respondents believe that improving Junction 16 is either very important or important.

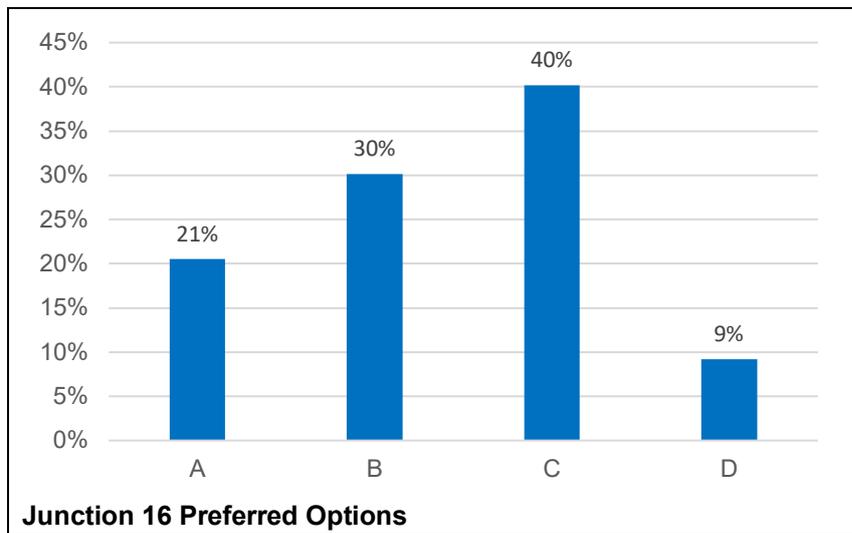
**Question 13 - Which are your preferred options for each junction? (Please choose one per junction)**



Number of respondents = 236

Option A is the most popular option with 33% (78 No) of respondents selecting it as their preferred option followed by Option C with 24% of respondents (56 No). Option

B, D and E followed with 18%, 14% and 11% of respondents selecting them as their preferred option respectively.



Number of respondents = 239

Option C is the most popular option with 40% (96 No) of respondents selecting it as their preferred option followed by Option B with 30% of respondents (72 No). Option A and D followed with 21% and 9% of respondents selecting them as their preferred option respectively.

#### **Question 14 - Please give your reasons for your choice of Option for Junction 15**

All comments received were read and the typical themes are summarised in the following tables.

#### **Question 15 - Please give your reasons for your choice of Option for Junction 16**

All comments received were read and the typical themes are summarised in the following tables.

#### **Question 16 - Please provide any other comments that you would like to make in relation to the consultation.**

All comments received were read and the typical themes are summarised in the following tables.

<b>Junction 15</b>		
	<b>Reasons respondents gave for choosing this Option</b>	<b>Reasons respondents gave for rejecting this Option</b>
<b>Option A</b>	<p>Least complicated and cheapest option. Least environmental impact related its construction.</p> <p>An expectation that the money saved could be spent on other things for the community or in North Wales (e.g. the NHS, education, walking and cycling facilities, and the historic gardens)</p> <p>Least intrusive with less impact on properties immediately adjacent to roundabout. No ugly concrete structures as in other options that would have overshadowed the town.</p> <p>Least disruptive, quickest solution – both in relation to construction and compulsory purchases.</p> <p>It looked safer – concerns raised regarding traffic calming for other options.</p> <p>A number of people mentioned it would be better for the school, as there would be less traffic passing it.</p> <p>Would require improvement of Junction 14.</p> <p>Beach access retained for Pendalar area via the footbridge.</p> <p>Does not allow vehicular access onto the Promenade or affect Shore Road East.</p>	<p>Reduced access to the A55. Would reduce Llanfairfechan resident's 'resilience' and therefore not viable in longer term.</p> <p>Increased traffic flow through the village of Llanfairfechan.</p> <p>Increased journey times and costs. For example, one respondent suggested that it would increase journeys by around 2.4 miles to 2.6 miles for workers and school children, or Penmaenmawr residents visiting Llanfairfechan's Plas Menai Doctors surgery/Llan Medical Clinic.</p> <p>Lack of landscape mitigation. Would like more opportunity for greenery / landscaping.</p>
<b>Option B</b>	<p>Safe four-way movement.</p> <p>Proven design – easy for motorists to understand.</p> <p>If an overbridge is going to be built, it is better to choose the better design.</p> <p>Improves access to promenade and resilience for residents of Llanfairfechan (for example to improve access for delivery and emergency service vehicles).</p> <p>Retains Shore Road for others and Network Rail access.</p> <p>Easy access to the promenade for day-trippers and tourists. Increased visitor numbers.</p>	<p>Most expensive.</p> <p>Concerns regarding the visual impact of the indicative ugly concrete structure.</p> <p>Considered it would ruin the promenade.</p> <p>Large vehicular access on to the promenade should be avoided.</p> <p>Concerns regarding the impact on the promenade area – as it is currently valued as a safe place for children to play, people to walk and to attract tourists/visitors.</p>

<b>Junction 15</b>		
	<b>Reasons respondents gave for choosing this Option</b>	<b>Reasons respondents gave for rejecting this Option</b>
	<p>More compact for construction – as all of the works for the junction and signage would be in one area. Least disruption to the existing cycle route through Llanfairfechan.</p>	<p>Concerns regarding disruption and problems with parking along the promenade. Effect on the ability for children to play along the promenade. Impact on village life.</p>
<b>Option C</b>	<p>Provides two exits onto A55 towards Conwy. Improved traffic flow as better movement at the junction. Road safety improved as there are fewer slip roads on the A55. More aesthetically pleasing. An underbridge would have less of a visual impact than a bridge / overpass (a number of responses referred to very large ugly flyovers and structures or similar). Better landscaping, as slip roads located within cuttings. Least obtrusive. Less impact on tourism. Minimises demolition and disruption. Cheaper travelling costs. Less impact on Ysgol Pant Y Rhedyn School. Retains access to the Promenade via Shore Road East. No changes to bus stops. Least impact on the local community.</p>	<p>Less access to the A55 would reduce Llanfairfechan resident's 'resilience' – not viable in longer term. Increased traffic flow through village of Llanfairfechan. Takes the longest to construct. Increased traffic through Llanfairfechan and may encourage speeding.</p>
<b>Option D</b>	<p>Four-way movement. Best option for eastbound traffic. Safest option. Better traffic flow - less traffic flow through Llanfairfechan. Less impact on surroundings – housing will have an improved view of landscaping. Option is not as intrusive for the residents living along Penmaenmawr Road. Less environmental impact including the village.</p>	<p>Concerns that the junction arrangement would be confusing to the elderly. Visual impact.</p>

<b>Junction 15</b>		
	<b>Reasons respondents gave for choosing this Option</b>	<b>Reasons respondents gave for rejecting this Option</b>
	<p>Fewer properties affected by demolition (in particular the Heath building).            More space for residents of Pendalar to cross the road.            Best for bus route.            Does not increase traffic along the Promenade or Aber Road.</p>	
<b>Option E</b>	<p>Minimal demolition of private properties or disruption during construction.            Demolishes the Heath Building which is in a poor condition.            Minimises impact to existing cycle route.            Roundabout would work well, allowing free movement of traffic.            Less need to take up green space.            Retains access to promenade.            Provides quick and easy access to Penmaenmawr (For example access to Plas Menai Doctors Surgery).            Aber Road kept quieter for cyclists.</p>	<p>Concerns that the junction arrangement would be confusing to the elderly.            Roundabout is too close to the school.            Requires demolition of the Heath Building.</p>

<b>Junction 16</b>		
	<b>Reasons respondents gave for choosing this Option</b>	<b>Reasons respondents gave for rejecting this Option</b>
<b>Option A</b>	<p>Greatest number of properties would benefit from four-way movement – from both Penmaenmawr and Dwygyfylchi.</p> <p>Keeps the junction and bridge away from the majority of the housing.</p> <p>No excess traffic through Penmaenmawr or Dwygyfylchi.</p> <p>Less noise pollution.</p> <p>Less intrusion on the village of Dwygyfylchi.</p> <p>Affects the view less/Least visual impact.</p> <p>Creates a link to the ‘promenade’ and the coast.</p> <p>Best bike access across the A55.</p> <p>Creates potential development site, e.g. for new housing.</p> <p>More construction space.</p> <p>New link road will take pressure off narrow Ysguborwen Road (which has a lot of on street parking).</p> <p>Safer to access on off the A55 as better visibility would be provided.</p> <p>Extra junction would minimise queuing onto and off the A55.</p> <p>Best bus route.</p> <p>Least disruptive during construction and most practical.</p> <p>Doesn’t result in the A55 being located closer to tourism businesses and housing.</p> <p>Improvements to Junction 16A and improvement of Glan-Yr-Afon Road.</p>	<p>The amount of land that would be taken, including the football field.</p> <p>Concern regarding lack of public spaces. Disruption due to the length of link road.</p> <p>The need to build the new link road immediately in front of houses in Maes-y-Llan.</p> <p>Too close to the Gladstone</p> <p>Would create a ‘rat-run’.</p> <p>Concerns about additional traffic in St Gwynan’s.</p> <p>Would spoil views.</p> <p>Located too far to the East.</p> <p>Concerns that existing iron bridge (steel footbridge) near Puffin Services should be kept.</p> <p>People travelling East would have to get off at Junction 16A and come back on themselves.</p> <p>Concerns that slip at Junction 16A is too close to the location where there is a change of speed eastbound prior to entering Penmaenbach Headland tunnel.</p> <p>The expense of building a link road running parallel to the A55.</p> <p>Impact on children playing and using footpath.</p> <p>Destroys green areas of interest to the local community.</p> <p>Most disruption for landscape and community.</p>

<b>Option B</b>	<p>Least complicated junction arrangement. Would not change traffic patterns.  Provides four-way movement, which would minimise impact on nearby roads, and less traffic needing to go through Penmaenmawr.  Doesn't create a 'rat-run'.  Good access for emergency services.  Less disturbance to the environment and landscape - especially if landscaped with care.  Easier to construct raised slips than raise the A55.  Good balanced option.  Least disruption (e.g. to housing in Dwygyfylchi).</p>	<p>Would result in more quarry lorries driving through the village.  Over bridge would have a greater visual impact.  Greater impact on properties near Little Chef/Puffin Services.  Would result in the loss of mature trees.  Impact on green areas of interest to the local community.  Would spoil views.</p>
<b>JUNCTION 16</b>		
	<b>Reasons respondents gave for choosing this Option</b>	<b>Reasons respondents gave for rejecting this Option</b>
<b>Option C</b>	<p>An underbridge would have less of a visual impact than a bridge or overpass.  Most environmentally sensitive – It would lead to less light and air pollution.  Least impact on surrounding area.  Preservation of trees on Ysguborwen Road opposite the Gladstone.  Quarry and freight traffic kept out of village and away from school and children.  Expectation that an underpass option might take less time to construct.  Less obtrusive option for the caravan park.  Less traffic in Dwygyfylchi.  More appropriate.  More traffic through Penmaenmawr – meaning more people using shops etc.  Least objectional option.</p>	<p>Additional traffic through St Gwynan's. Concerns how it would impact on the on-street parking.  When work is being carried out on the headland, if J15A is closed residents of Penmaenmawr would have to travel via Conwy to get home.  Would spoil views.  More traffic through Penmaenmawr.  Concerns would increase problems along A55 with respect to wind.  Concerns raising A55 would increase flooding problems.</p>

<b>Option D</b>	Downhill slip road would make it easier to accelerate and join the A55 travelling eastbound. Less intrusive for everyone. Most convenient. Slows traffic down on Ysguborwen Road. Location not as built up. More room to construct. More traffic through Penmaenmawr – good for tourism. Minimum impact on traffic flows.	More traffic through Penmaenmawr.
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## Stakeholders and other organisations views

### 4.2 Conwy County Borough Council (CCBC)

CCBC Cabinet support the principle of replacing the roundabouts on the A55 at Junctions 15 and 16 together with the WG project objectives recognising the strategic benefits in relation to the economy, employment, road safety, journey times and resilience that this would deliver. CCBC did not state a preference for a preferred option for either Junction 15 or 16, but requested the WG have regard to the following when making their decision:

- Any increase in traffic flows and speeds on county road network is minimised and measures are taken to mitigate its impact.
- Any increase in the maintenance costs of the county road network resulting from the proposals are mitigated through additional road maintenance funding.
- The level and speed of traffic diverting off the A55 due to incidents is minimised and measures taken to mitigate its impact.
- The impact on connectivity and journey times between the A55 and the county road network is minimised.
- Connectivity by active travel modes along the A55 corridor and between the towns/villages and the coast between Junctions 14 and 16A is improved.
- The impact on the local environment, including traffic noise, is minimised.
- The impact on local amenity areas is minimised.

CCBC also stated that they expect the WG to consider the views of the Local Electoral Division Members that represent areas likely to be affected by the project. The statements from local members were provided via the CCBC cabinet and are summarised in the table below.

Local Electoral Division Member	Summary of statements by Local Electoral Division Member
<b>Junction 15</b>	
Cllr Penny Andow, Pandy Ward	<ul style="list-style-type: none"> <li>• Considerable public concern, in particular relating to the impact on property, costs, efficiency, road safety and traffic management.</li> <li>• Concerns regarding clarity of plans, visual impact assessment on the community and disruption to the village during construction.</li> <li>• This scheme is recognised as a long awaited major traffic replacement project. However, all options have limitations.</li> <li>• No clear consensus on which option is preferred.</li> </ul>
Cllr Andrew Hinchliff, Bryn Ward	<ul style="list-style-type: none"> <li>• Better to retain existing dwellings rather than The Heath building.</li> <li>• Provide traffic calming / speed reduction provision for westbound off-slip before joining the local road network (Penmaenmawr Road).</li> <li>• Improvements to pedestrian crossings at the Ysgol Pant Y Rhedyn, from Pendalar into the village and at Shore Road East.</li> </ul>

Local Electoral Division Member	Summary of statements by Local Electoral Division Member
	<ul style="list-style-type: none"> <li>• Maintain and improving Shore Road East (if possible).</li> <li>• For Option E, consider moving overpass to the location of westbound on/off slips.</li> </ul>
<b>Junction 16</b>	
Cllr Ken Stevens, Pant yr Afon/Penmaenan Ward	<ul style="list-style-type: none"> <li>• Nominated Option D but requested that an additional access point to allow eastbound traffic to exit the A55 at this junction.</li> <li>• Provided evidence on the difficulties of using the existing Red Gables eastbound exit slip that currently provides access into Penmaenmawr from the A55 eastbound.</li> <li>• Indicated a preference, considering the safety implications of options, to provide a second off-slip, thus enabling access into the town centre from the cycle track.</li> <li>• Stated that the modified Option D would give the “town the quality of junction it deserves”.</li> </ul>
Cllr Anne McCaffrey Capelulo Ward	<ul style="list-style-type: none"> <li>• Preferred Option C as it causes least impact on Dwygyfylchi. However, considered it a ‘damage limitation’ option.</li> <li>• Favoured by most villagers, for reasons including the following: <ul style="list-style-type: none"> <li>– Minimal visual, traffic &amp; emissions impact.</li> <li>– Keeps traffic close to current access at Puffin Roundabout.</li> <li>– Prevents this section of A55 looking like a ‘Spaghetti Junction’.</li> <li>– Provides an appropriate balance in achieving the WG Objectives whilst minimising the impact on the communities and surrounding landscape.</li> </ul> </li> <li>• Considers the steel footbridge near Puffin Services rather brutal and does not serve disabled users.</li> <li>• Concerns raised over the impact that construction activities will have on the village.</li> </ul>

#### 4.3 Llanfairfechan Town Council

- Advised that housing is at a premium in Llanfairfechan.
- Requested that measures are put in place to ensure that housing, in particular social housing, is not lost within the village.
- Raised concerns about residents’ safety.
- Requested facilities to protect and minimise impact on the residents as well as those who will be using the Ysgol Pant Y Rhedyn, Plas Menai Surgery, churches and other services.

#### 4.4 Penmaenmawr Town Council

- No collective statement received.

#### 4.5 North Wales Fire Service

- Cannot currently easily get access to the promenade front at Llanfairfechan.
- Prefer that provision should be above and over the A55 rather than beneath.
- For Junction 15 their order of preference was Option B, D/E, C then A.
- For Junction 16 their order of preference was Option B, A, C/D.

#### 4.6 North Wales Police:

- Would like to see a consistent design of access / egress along the A55.
- This will enable the travelling public to easily understand the road layout.
- Due to the extent of the diversion routes, the A55 is vulnerable from the perspective of resilience.
- Preference is to see full grade separated junctions and a cycle route that meets updated safety standards.
- For Junction 15 their order of preference was Option B, E, D, C, A
- For Junction 16 their order of preference was Option A, B, C/D.

#### 4.7 North and Mid Wales Trunk Road Agent (NMWTRA)

- Preference for the options with four-way movement; without which a lower standard of service would be provided.
- Main concern was minimising the impact during and after construction.
- Highlighted the need to consider traffic management measures in design in case of incidents.
- Supportive of providing two lanes of traffic running during construction in both directions (other than during certain safety critical operations).
- Concerns about Options A and C for Junction 15, and Options C and D for Junction 16 due to resilience and maintenance issues.
- Other key issues:
  - Improved resilience
  - Future widening provision
  - Ability to implement diversion routes - in particular the ability to turn traffic in case of an incident and the operational implications of needing to divert traffic through local communities.

#### 4.8 Network Rail

- Concerns raised related to the potential impact on their bridges and that their accesses are maintained.
- Considered the technical issues identified to date are manageable and that rail issues would not impact on option selection at either junction.
- No views on a preferred option for either junction.

#### **4.9 Conwy County Borough Council (CCBC) officers**

- Meeting to discuss Health Impacts. Main concern regarding localised air pollution generated due to cold engines and the proximity of Junction 15 Option E to Ysgol Pant Y Rhedyn.
- Meeting to discuss Active Travel. In support of improved Non-Motorised User (NMU) access.

#### **4.10 Bus Operators (Alpine Travel, Arriva and Bus Users UK)**

- For Junction 15, Option B was the preferred option due to improved access to the promenade, whilst Option A was the least preferred option due to increased journey times, which may result in an additional service requirement at significant cost.
- For Junction 16, option A was the preferred option due to improved access to Dwygyfylchi. If any of the other options were selected, the inclusion of a bus bridge at Junction 16A should be provided.

#### **4.11 Environmental Liaison Group (Conwy CBC, Gwynedd Archaeological Trust and Natural Resources Wales)**

Key issues to be considered included:

- Appropriateness of the proposed environmental objectives.
- Potential enhancements to biodiversity and to opportunities to promote well-being for the local communities
- Impact of the options on noise, light, air and water pollution on health and the environment
- Impact of demolition on the local communities and archaeology
- No opinions given with respect to a preferred option
- Need for protected species surveys, particularly bats
- Water quality and pollution control measures
- Views from the National Park
- No opinions given with respect to a preferred option

#### **4.12 Sustrans**

- To meet its own stated objectives, the WG needs to increase provision for active travel at every opportunity.
- Positive step forward to see active travel seriously considered within this major scheme at this stage.
- Provided formal written response detailing views on each Option and identifying opportunities for improvements and recommendations to protect cycling routes.
- No views on a preferred option for either junction.
- Summary of written response provided in the table below.

#### **4.13 Cycling UK**

- Agreed with the updated project objectives and thought the objectives on reduction in severance, the enhancements of facilities for NMUs, the creation of healthier communities and better environments and enabling of integrated transport as being particularly important.
- Did not indicate their preferred option for either junction but detailed comments were provided on the benefits and dis-benefits of on the junction options

- Identified opportunities in the area to improve Active Travel, through improved NMU routes.

#### **4.14 Dwr Cymru Welsh Water**

- Expressed a desire for improved access to their treatment works located near to Junction 16A.

#### **4.15 Movement Along Welsh Routes (MAWR)**

- Any future scheme needs to accommodate MAWR companies heavy load and route negotiability requirements.
- No views on a preferred option for either junction.

## 5. OUTCOMES

5.1 The Public Consultation generated a high level of interest with 738 people attending the exhibitions. Of the people who attended the exhibitions, approximately 45% returned questionnaires.

5.2 The analysis of the questionnaires and responses shows that:

- There is support for improvements along the A55 Junctions between Junctions 14 and 16A in particular improvements to Junctions 15 and 16.
- There is no clear consensus regarding the preferred options i.e. there are some differences of opinion from the public responses and key stakeholders organisations in terms of preferred options

### 5.3 Actions following public consultation

To address issues raised during the consultation, further work described below was undertaken:

- 3D computer generated models were produced to visualise the potential impacts of the proposed junction improvements. Visualisations presented to Llanfairfechan Town Council, a group of local residents in Llanfairfechan and at a public meeting in Dwygyfylchi.
- For Junction 15, further work was undertaken to assess the feasibility of minimising the demolishing of residential properties. This included assessing the safety of various junction designs compared with property demolition. The findings of this feasibility work are summarised in the table below:

Junction 15 Option	No of properties demolished (As illustrated at Public Consultation)	No of properties demolished (Following assessment)
A	0	0
B	35	35
C	8	4
D	33	10*
E	1 (The Heath)	1 (The Heath)

\*A further 6 properties are at risk of demolition and are subject to further detailed surveys

- For Junction 16, further work was undertaken to assess the feasibility of mitigating increased traffic flow through Dwygyfylchi and along Ysguborwen Road. The work considered providing traffic calming measures along with extending the link road for Option A to Junction 16.
- In addition, for Junction 16 Option A, a revised junction arrangement at Junction 16A has removed the need to construct a new access bridge across the Network Rail North Wales Coast Line.

## **6. Reasons for selecting the preferred options**

- 6.1 There is support for an improvement to the transport problems at Junctions 15 and 16, with the majority of respondents viewing the removal of the roundabouts as important to improving the transport network in the area.
- 6.2 Based on the public's questionnaire responses and key stakeholder engagement, there is no clear consensus in favour of any single option at both junctions. The preferred options have been selected by taking a balanced approach on assessing against the following criteria as recommended by WelTAG 2017:
- Performance against Project Objectives
  - Performance against WelTAG 2017 criteria
  - Key issues identified in the responses from the local communities and the public
  - Key issues identified by key stakeholders and organisations
- 6.3 The reasons for selecting the preferred options for Junctions 15 and 16 are described below.

### **Junction 15**

The WelTAG appraisal concluded that Option D was the best performing option when measured against the project objectives and the WelTAG criteria. It also addresses stakeholder concerns in the following ways:

- By providing four-way traffic movements as recommended by key stakeholders, including NMWTRA, Emergency Services and the Bus Operators that regularly operate on the A55, thus comparing favourably against Options A and C.
- By minimising the number of residential properties that would need to be demolished, whilst still retaining four-way movement. This compares with Option B which requires the demolition of properties immediately adjacent to the junction and also along Penmaenmawr Road and the promenade.
- By minimising the visual impact of the new junction on both the promenade and the village, as compared to the impact on the scheme that would occur if Option B was chosen.
- By ensuring that the proposed scheme does not affect Ysgol Pant Y Rhedyn thus reducing the potential adverse impact on air quality and safety implications to the school community as compared to Option E.
- By minimising the traffic impact on Penmaenmawr Road in comparison to Options A, B, C and E.
- By minimising the impact on the Menai Strait and Conwy Bay Special Area of Conservation, as compared to Option B.

### **Junction 16**

The WelTAG appraisal concluded that Option A was the best performing option when measured against the project objectives and the WelTAG criteria. It also addresses stakeholder concerns in the following ways:

- By providing four-way traffic movements as recommended by key stakeholders, including NMWTRA, Emergency Services and the Bus Operators that regularly operate on the A55, thus comparing favourably against Options C and D.
- By significantly improving network resilience as compared to Options B, C and D, and by providing a new parallel link road between Junction 16 and 16A.
- By providing the greatest opportunities for social and environmental benefit when compared to Options B, C and D. Examples being the opportunity to develop open public spaces and a habitat corridor.
- By delivering significant opportunities to promote active travel, including the creation of a new circular route, which will intercept existing footpaths and provide improved access to the Sustrans NCN Route 5 and the coast, so encouraging healthier lifestyles.
- By reducing the traffic impact on Ysguborwen Road as compared to other options, in particular Option B.

## 7. Minister for Economy and Transport's decision

7.1 Having taken into account the technical, social, economic and environmental aspects of this scheme and the outcome of the Public Consultation, the Cabinet Secretary has decided to:

- Adopt **Junction 15 option D** and **Junction 16 option A** (incorporating the further works described below) as the Preferred Options to address the transport problems identified in the A55 Junctions 15 and 16 Improvements project.
- Publish a TR111 Plan (Annex B) to protect the entire Junction 15 Option D route and Junction 16 Option A Route for planning purposes.
- Carry out further work developing the Preliminary Design, including addressing the following public concerns:

### **Junction 15 Option D**

- Develop a junction arrangement that minimises the need to demolish property and minimise impact on the local area.

### **Junction 16 Option A**

- Minimise impact of increased traffic forecast through Dwygyfylchi and along Ysguborwen Road and minimise impact on adjacent properties.

7.2 The TR111 plan shows the Preferred Route as a broad black line. This is indicative only and may change slightly during the next stage of design.

## **8. Protection of the preferred route /options**

- 8.1 By publishing a TR111 plan, we protect the route/options under the Town and Country Planning (General Development Procedure) Order 1995. This means that the Local Planning Authority will refer to the Welsh Government all future planning applications that are near the Preferred Route/Options. You may inspect the TR111 plan at the offices of Conwy Council, Conwy and at the WG Offices in Llandudno Junction, Conwy.
- 8.2 In certain circumstances, any owner having difficulty selling property on the line of the route may apply for blight. If any case meets set criteria, we will purchase the property.
- 8.3 The protection of the preferred route/options does not commit us to the line/layout of that route/option. We are only committed once the Line Order/Slip Road Orders are made, described in the next section "What happens next".

## **9. What happens next**

- 9.1 We will investigate further and design the junctions in more detail – known as preliminary design. There will be further opportunities for stakeholders and the public, to give their views and make comments during this phase of the design development.
- 9.2 After preliminary design, we will publish draft Orders under the Highways Act 1980 and the Acquisition of Land Act 1981. The draft Orders comprise the powers to establish a line, slip roads, modify the side roads, purchase land and put in place any other rights we need to deliver the scheme. There will be a period during which people who have an interest in, or might be affected by, the proposals may object to the draft Orders and even suggest alternative proposals. If we cannot resolve these objections, and depending on the issues raised and the weight of objection, we may hold a Public Local Inquiry. An independent Inspector would hear and consider the evidence and make a recommendation for the Cabinet Secretary to take into account when deciding whether to make the Orders.
- 9.3 The scheme is a "relevant project" under Regulation 48 (1) (a) of the Conservation (Natural Habitats etc) Regulations 1994 (SI 1994/No 2716) in relation to Article 6(3) of the EU Habitats Directive 92/43/EEC. This means that we will carry out an Environmental Impact Assessment and produce an Environmental Statement. We will publish this together with a Statement to Inform an Appropriate Assessment decision at the same time as we publish draft Orders.

**Annex A: Public consultation brochure and questionnaire**

<https://gov.wales/a55-junctions-15-and-16-improvements>