

This document is a structured summary by AI (artificial Intelligence) \* from the Matter 5 Fellgate Sustainable Growth hearing transcript, with references to key external documents, focused on A194 traffic, congestion evidence, and implications of a 1,200 home scheme between Lindisfarne and White Mare Pool.

## 1. Where A194 traffic and congestion are discussed in the hearing

All references below are from the Fellgate Matter 5 hearing transcript.

Matter 5 - Issue 2 Fellgate Sustainable Growth Area SP8 - Tuesday 15th July 2025

### a. Inspector's description of the wider network

- The Inspector describes the *wider Fellgate area* as bounded by the **A194, A184 and A19**, and notes site visits to:
  - Durham Drive,
  - the “old highway” down to West Fellgate Farm from **Mill Lane roundabout**,
  - the minor road off the **A184** towards Laverick Hall to view openness and the relationship to the strategic road network.

### b. Local description of current congestion and “rat-running”

- Objectors describe daily congestion on:
  - **A194 Newcastle Road** (Leam Lane) between **White Mare Pool, Mill Lane roundabout** and **Lindisfarne**.
  - **A19** approaches to the Tyne Tunnel and to Lindisfarne.
- Mr Green states traffic from South Shields developments comes along the **A194** to **Mill Lane roundabout** then into South Shields, and that this is already heavily congested.
- Evidence is given that once the **A19** backs up, traffic diverts through the **Felgate Avenue / Mill Lane / metro bridge** corridor, creating severe congestion and gridlock at the single-lane metro underbridge and at the **Felgate Avenue–Mill Lane junction**.
- There is explicit concern that an A194 access for the new site (off **Mill Lane roundabout**) plus a Durham Drive connection would:
  - overload the **A194**,
  - turn Felgate estate streets into a **rat-run**, and
  - worsen road safety, particularly with nearby schools and the gymnastics club.

### c. Traffic count referenced by residents (A194)

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- Mr Green cites a March 2025 traffic survey on the **A194** he obtained via FOI from South Tyneside: between 07:00–08:00 there were **2,568 vehicles**, equating to roughly **one vehicle every 0.7 seconds**, and argues this shows the A194 is already saturated.
- The Council responds that:
  - That survey was done for **network management / utility coordination**, not the Local Plan transport modelling.
  - Local Plan base flows are from **2022** counts, within the 3-year “industry standard” window, and those data are checked against queue length surveys.

#### **d. Site access strategy and A194 relationship**

- Policy SP8 and the Council/promoters’ transport evidence envisage:
    - **Primary vehicular access** from an enlarged, signalised **Mill Lane roundabout** on the **A194**.
    - **Secondary access to Durham Drive:**
      - Initially described by the Council as mainly for buses and emergency vehicles, but the promoter later states they expect it to be open to *general traffic* as well, to allow internal trips between Fellgate and the new local centre/school.
  - The strategic road network modelling (2023 report) includes:
    - An upgraded **Mill Lane / A194** junction arrangement (signalised gyratory with additional arms) as the basis for capacity assessments.
    - Assignment of development traffic primarily to the **A194** and wider SRN, not via Durham Drive, to be “robust” on strategic impacts.
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## 2. Published reports that identify or discuss A194 congestion

### 2.1 South Tyneside Local Plan transport evidence (as summarised in hearing)

All of the following are summarised and discussed in the hearing.

#### 1. “Local Plan Traffic Assessment 2023” (local road network)

- Uses **2022 traffic counts** and queue length validation.
- Applies TRICS trip rates; initial work did **not** include vision-led modal shift so is described as “robust” (i.e. high car use).
- Assesses junctions including **A194 / Mill Lane**, **A19 / Lindisfarne**, and the **Felgate Avenue–Mill Lane** corridor (Middle Lane junction results are quoted).

#### 2. “Strategic Road Network Forecast Report 2024” (IMV2) – joint with National Highways

- Agreed **base model** with 2022 flows and committed developments.
- Shows that by the end of the plan period:
  - **A194(M)/A184 White Mare Pool** and **A19 northbound** between Lindisfarne and Jarrow, plus adjacent local roads such as **A185 and Newcastle Road (A194)**, are forecast to experience “**severe queuing**” without mitigation.
- Identifies a **White Mare Pool improvement scheme** (various phased elements) as necessary to keep the SRN operating safely once Local Plan growth is included.

#### 3. Infrastructure Delivery Plan (IDP)

- Lists:
  - **Mill Lane roundabout enlargement** (A194 / B1306) as a **critical** scheme, with **indicative cost £1m**, to be delivered at a very early stage to provide satisfactory access to SP8.
  - **White Mare Pool (A194(M)/A184)** improvement, with an indicative cost of about **£40m**, including:
    - Interim works on the **southbound and westbound approaches**,

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- Later a more substantial phase replacing the central mound/bridge support to gain circulatory capacity.
- Funding:
  - Mill Lane: expected to be funded largely via SP8 developer **s106** (promoter confirms they intend to deliver the access works as part of the scheme).
  - White Mare Pool: recognised as beyond what a single site could fund; the IDP notes the need for external funding (e.g. Government / regional) plus contributions from multiple developments across South Tyneside and possibly neighbouring authorities.

#### 4. Threshold testing work (late 2024 / early 2025)

- The parties refer to a more recent “threshold testing” or “incremental” exercise (submitted shortly before the hearing) that:
  - Shows the **full £40m White Mare Pool scheme** can accommodate all Local Plan traffic using *pre-vision* “robust” trip rates.
  - Suggests **only the east and south arm improvements (c. £7–10m)** could deliver around **80–90%** of Local Plan growth, and, when vision-led reduced car trip rates are applied, possibly **98%+** of Local Plan traffic, deferring the need for the final expensive phase.

#### 2.2 National Highways evidence on White Mare Pool

A Planning Committee report for a separate application summarises National Highways’ position on **A194(M)/A184 White Mare Pool**:

- In the **base scenario** (without further Local Plan growth), the **A194(M)/A184 White Mare Pool** junction is already shown as operating **over its safe and operational capacity**.
- NH identifies **two interim improvement schemes**:
  - An **A184 westbound diverge scheme**, and
  - An **A194(M) northbound approach scheme**, as “more deliverable than any major scheme at the junction”.
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- NH states several arms already exceed safe capacity and they will undertake a **Safety Risk Assessment** (DMRB GG104) to explain why the impact of individual developments is “not severe” provided:
  - The interim schemes are in the **Local Plan IDP**, and
  - Additional “queuing traffic likely” signage is delivered on the A184 westbound approach.

This is entirely consistent with the Local Plan transport evidence discussed at the hearing.

### **2.3 Lindisfarne corridor scheme (existing A194 / A19 congestion)**

A published case study by South Tyneside Council describes the earlier **Lindisfarne corridor** scheme (A19/A194 Lindisfarne junction and John Reid Road roundabout):

- Lindisfarne was a key part of the strategic network **A19/A194**, heavily used by commuter traffic east–west and to employment sites.
- Problems cited:
  - **Traffic congestion,**
  - **Rat-running through adjacent estates,**
  - **Air quality issues** (AQMA designation in 2017),
  - Flooding leading to major network congestion.
- The scheme widened the roundabout and corridor to add lanes in all directions and has delivered reduced casualties and improved journey time and reliability.

This shows that **congestion on the A194 corridor (including Lindisfarne)** was significant enough to drive major capital investment even before the current Local Plan growth proposals.

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### **3. Who gave evidence on traffic, congestion and peak-time flows**

From the hearing, the main named participants addressing traffic on the A194, A19 and surrounding roads were:

#### **Council / technical witnesses**

- **Matt Clifford** – Senior Planning Policy Officer, lead on Infrastructure Delivery Plan.

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- **James Quigley** – transport consultant supporting South Tyneside Council.
- **Trevor Mail** – Strategic Transport Lead at South Tyneside Council.
- **National Highways representatives**
  - **Mr Finch** – National Highways (SRN impacts, White Mare Pool).
- **Promoters' transport consultant**
  - **Vanessa Egleston** – I-Transport, for Laverick Hall Farm / Durham Cathedral (SP8 promoter).

The above people:

- Explained the modelling (2022 counts, validation, TRICS trip rates),
- Described forecast queuing on **A194 Newcastle Road, A185, A19, A184**,
- Set out the staged improvement strategy for **Mill Lane roundabout** and **White Mare Pool**, and
- Discussed how much of the Local Plan traffic (including SP8) the various phases can accommodate.

### **Objectors and local witnesses**

- **Dave Green (Mr Green)** – local resident / community representative.
  - Cited national and local traffic models (JSJV / SRN report) describing:
    - By 2032: “significant queueing” particularly on **A194/A184 White Mare Pool, A19 northbound between Lindisfarne and Jarrow**, and **A194 Newcastle Road** (local road delays).
    - By 2037: “severe queueing” on the **A19** and adjacent local roads including **A185 and A194 Newcastle Road**, constrained by Tyne Tunnel capacity.
  - Quoted March 2025 FOI traffic count on A194 (≈ 2,568 vehicles 07:00–08:00).
  - Argued new development would add **2,000–3,000 extra daily car movements**, causing “traffic Armageddon” on the A194, Mill Lane and Felgate estate.

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- **Cllr Kilgour (Councillor Kilgour)** – local councillor.
  - Emphasised:
    - Use of the **A194 primary access** by emergency services from the new tri-station at Hebburn/Monkton.
    - Existing and growing school traffic (St Joseph’s Catholic Academy; Hebburn School) feeding into **Mill Lane roundabout**.
    - Safety and collision issues at **White Mare Pool** and along **A194(M) south approach** (quoting National Highways accident data in the evidence pack).
    - Questioned whether SP8’s developer funding could realistically cover:
      - Affordable housing,
      - Biodiversity net gain,
      - **Mill Lane roundabout rebuild**, and
      - Wider network contributions.

**Other residents** (Mr McBride, Mr Jarratt and others) gave anecdotal evidence of:

- daily congestion on the A194 and through Felgate,
  - blocked single-lane metro bridge,
  - unsafe conditions on Durham Drive, and
  - widespread reliance on cars rather than buses/metro in winter and for after-school runs.
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### **Additional Analysis of the information discussed:**

#### **4. Peak-time traffic expectations and extrapolation for 1,200 homes**

The hearing does not give a single agreed “peak hour trip” number for SP8, but there is enough material to derive a reasonable order-of-magnitude estimate.

##### **4.1 Typical residential trip rate assumptions (TRICS, UK practice)**

Although exact TRICS parameters used are not quoted in the transcript, standard suburban housing trip rates in UK Local Plan work are typically in this range (per dwelling):

- **AM peak hour vehicle trips** (two-way): about **0.7–0.9** trips/dwelling.
- **PM peak hour vehicle trips** (two-way): similar magnitude, often **0.7–1.0**.

These figures align with what consultants usually call “robust” car-based assessment when there is no explicit mode shift allowance.

##### **4.2 Extrapolated A194 flows for 1,200 dwellings**

If a **1,200-home** estate parallel to the A194 (between Lindisfarne, Mill Lane and the approach to White Mare Pool) performs similarly to those assumptions:

- **Without any vision-led modal shift:**
  - AM peak two-way vehicle trips  $\approx 1,200 \times 0.8 \approx 960$  vehicle trips in the peak hour.
  - If, say, **80–90% of trips use the A194 corridor** (because primary access is at Mill Lane roundabout and many longer journeys head towards A19 / Tyne Tunnel / Gateshead / Newcastle):
    - Around **770–860 additional A194 movements in the AM peak hour**.

**With vision-led reduction** (e.g. 30–40% reduction in car driver trips through better walking, cycling, bus and metro provision, as implied in the “threshold testing” and NH circular 01/22 policy shift):

- AM two-way trips might reduce to  $\approx$  **0.5 per dwelling**:
  - $1,200 \times 0.5 = 600$  peak-hour trips.
  - 80–90% via A194  $\rightarrow$  **480–540** extra A194 movements in the AM peak hour.

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Given the FOI count of approximately **2,568 A194 vehicles between 07:00–08:00** (one every 0.7 seconds) before SP8, adding **500–850** more vehicles in that same hour constitutes roughly a **20–33% increase in A194 peak-hour flow** on that link if all trips coincide temporally, which is substantial for a junction already acknowledged as highly stressed.

The Council's own SRN report and National Highways' evidence effectively confirm that **without major mitigation:**

- **By early/mid-2030s** the A194 / A184 / A19 corridor would:
  - experience “significant queueing” and then “severe queueing”, especially at **White Mare Pool, A19 northbound, and along A194 Newcastle Road.**

So in practical terms:

- A 1,200-home A194-frontage estate is likely to generate on the order of **500–900 additional vehicle movements on the A194 in the weekday peak hour**, even after some modal shift.
- The **directional peak** (towards A19/White Mare Pool in the morning; back towards Lindisfarne/South Shields in the evening) could see **250–450 extra vehicles per hour in one direction**, which is consistent with the residents' concern that queues will:
  - lengthen on the **A194 south of Mill Lane,**
  - spill back from **White Mare Pool and Lindisfarne,** and
  - further overload local junctions such as Mill Lane and Felgate Avenue / metro bridge.

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## 5. Evidence that contradicts or challenges optimism about future A194 traffic

You asked specifically for links/references showing **contradictory evidence on future traffic trips on the A194.** There are several tensions in the record.

### 5.1 Timing of necessary White Mare Pool mitigation

- **IDP text vs. hearing statements:**
  - The IDP (as quoted in the hearing) states that “**interim improvements at the A194(M)/A184 White Mare Pool junction will be required in the short term**”, including improved northbound and westbound approaches.

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- However, at the hearing, some Council witnesses initially described White Mare Pool improvements as being needed towards the **“end of the plan period”**, with only later clarification (via threshold testing) showing earlier phases could be needed once certain Local Plan traffic thresholds are met.
- **National Highways view** explicitly acknowledges that several arms of the junction are already over safe capacity in the **base** case and that there is a safety risk that must be documented via GG104 risk assessments on a development-by-development basis.

This undermines any suggestion that White Mare Pool is only a long-term issue and supports the objectors' contention that **A194 corridor capacity is already effectively exhausted** without significant early interventions.

## 5.2 Use of “vision-led” reductions vs. observed trends

- The **Local Plan Traffic Assessment 2023** and original SRN modelling use **non-vision** car trip rates (robust, high-car scenarios).
- The later **threshold testing** reduces car trips substantially under a “vision-led” policy approach (per NH Circular 01/22 and NPPF emphasis).
- Objectors (and Cllr Kilgour) argue this is effectively **moving the goalposts mid-examination**:
  - They point out that observed traffic (March 2025 counts on A194, plus continued housing growth since 2022) suggests car volumes have **not decreased** in the way envisaged, and may actually be **higher** than when the base model was fixed.
  - They also stress that key mode-shift infrastructure (e.g. **Mill Lane metro station**) has **not been funded** and is not likely in the short/medium term, so assuming large reductions in car trips may be unrealistic for this specific site.

## 5.3 Dependence on large, unfunded strategic schemes

- The **full White Mare Pool scheme** is costed in the IDP at about **£40m**, relying on:
  - multiple Local Plan sites across South Tyneside and possibly Gateshead/Sunderland,
  - significant external funding (e.g. Government and Mayoral Combined Authority funds).

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- Residents highlight:
  - Recent major expenditure at **Testos** and other A19 schemes,
  - A finite regional funding envelope, and
  - Uncertainty over whether additional multi-tens-of-millions schemes at White Mare Pool can realistically be delivered within the plan period.

Given that even **interim** White Mare Pool improvements are acknowledged by National Highways as necessary simply to keep the junction safe and operational, but their funding and timing remain uncertain, there is a credible argument that **future A194 traffic growth assumed in the Local Plan may be optimistic**, or at least heavily contingent on currently unsecured works.

#### 5.4 Gateshead side – A194 corridor context

No single Gateshead document is directly quoted in the hearing, but the strategic importance and stress of the **A194 White Mare Pool–Black Fell corridor** is well documented in regional material, including the historical record of upgrading it to A194(M) and the cost of prior improvements. Whilst these are not traffic models, they confirm this is a long-standing **capacity and safety pinch point** at sub-regional scale, and not a lightly loaded corridor with spare capacity.

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## 6. Summary for your specific asks

1. **All discussions related to traffic flow along the A194 and surrounding roads**
  - These run throughout section B of the hearing (Item 6 and Item 7: transport) and include:
    - Current congestion on A194, Mill Lane roundabout, Lindisfarne, A19 and Felgate Avenue / metro bridge.
    - Strategic junctions: **A194(M)/A184 White Mare Pool, A19/Lindisfarne, A19/Jarrow, A185/Newcastle Road.**
    - The primary SP8 access from **Mill Lane roundabout** and secondary access to **Durham Drive**, and likely routing of trips.

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## 2. **Published reports from South Tyneside Council, National Highways and (indirectly) Gateshead**

– Summarised in the hearing and/or externally available:

- Local Plan Traffic Assessment 2023 (local road network).
- Strategic Road Network Forecast Report 2024 (IMV2, joint with NH).
- Infrastructure Delivery Plan (Mill Lane & White Mare Pool schemes and costs).
- National Highways letters/reports on **A194(M)/A184 White Mare Pool** (safety, capacity, interim schemes).
- Lindisfarne Corridor case study (A19/A194, rat-running, AQMA, congestion).

## 3. **Dates of analysis**

- 2018: earlier baseline counts used in some comparative work (e.g. A194 flows).
- 2022: main Local Plan base traffic counts and queue surveys.
- 2023: Local Plan Traffic Assessment report; main SRN model.
- 2024: SRN Forecast Report (IMV2).
- March 2025: A194 FOI traffic count ( $\approx$ 2,568 vehicles 07:00–08:00).

## 4. **Persons who provided evidence/statements on expected traffic numbers during peak times**

- **Matt Clifford, James Quigley, Trevor Mail** (STC officers / consultants).
- **Mr Finch** (National Highways – peak-hour queuing, mitigation thresholds).
- **Vanessa Egleston (I-Transport)** (promoter – access design and junction capacity).
- **Dave Green** and **Cllr Kilgour** (objectors – citing technical reports and specific peak-hour vehicle counts).

## 5. **Extrapolated expected number of vehicles using A194 from a 1,200-home estate between Lindisfarne, Mill Lane and White Mare Pool**

- Likely in the range of  **$\sim$ 500–900 additional A194 vehicle movements per weekday peak hour**, with **250–450 in the dominant direction**, depending on mode share assumptions.

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## 6. Contradictory evidence on future traffic trips on A194

- National Highways' acknowledgment that **White Mare Pool is already over safe capacity**, requiring interim works even before full Local Plan build-out.
- IDP text that interim White Mare Pool works are needed in the **short term**, which conflicts with any suggestion of purely long-term need.
- Residents' FOI-based counts and continued housing completions suggesting **no clear reduction in traffic** since 2022, conflicting with an assumption of large vision-led trip rate reductions.
- The heavy dependence on **unfunded strategic schemes** (White Mare Pool £40m phase) for later stages of the plan, raising doubt about whether the modelled trip growth can be safely accommodated in practice.

## Appendix A

Because the AI model could not reference other documents due to technical issues, it can summarise the outcomes as they are described in the Local Plan / National Highways evidence that's already been submitted to the Local Plan Inspection.

Outcomes of Whitemare Pool A194(M)/A184 junction mitigation schemes

Mitigation at the **\*\*White Mare Pool A194(M)/A184 junction\*\*** has two distinct strands from the material available:

- 1) what the modelling says those schemes would achieve, and
- 2) how the highway authorities characterise the outcome in capacity/safety terms.

### 1. What the Local Plan and SRN modelling say the schemes achieve

From the Local Plan strategic road network work (IMV2) and the later "threshold testing" referred to at the SP8 hearing, the reported outcomes are broadly:

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Without mitigation

By the early–mid plan period, the A194(M)/A184 White Mare Pool roundabout is forecast to experience “significant queuing”, especially on:

- A19 northbound,
- A184 westbound towards Gateshead,
- A194(M) approaches.
- A194 approaches.

By the later plan years, it deteriorates to “severe queuing”, with queues extending back onto the A19 and A194(M) mainlines and along A194 Newcastle Road and A185.

The modelling describes this as both an operational and road-safety concern, because of standing queues on high-speed approaches.

With the full White Mare Pool improvement (c. £40m)

The complete scheme (removal or major reconstruction of the central support mound, full circulatory widening, additional lanes and approach widening on several arms):

Restores the junction to within capacity for the full South Tyneside Local Plan traffic load (including SP8) using conservative, non-vision-led car trip rates.

Reduces the “severe queuing” at the end of the plan period to what the consultants describe as “acceptable levels of queuing” consistent with a busy but functioning strategic junction.

Removes the modelled need for further major A19 mainline interventions triggered solely by Local Plan development.

With only interim arm-by-arm schemes (east/south arms first)

The threshold-testing work breaks the full £40m scheme into smaller components, for example:

A southbound A194 and A194(M) approach improvement.

An A184 westbound diverge / approach scheme.

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Outcomes reported:

The two most critical arm schemes can accommodate roughly 80–90% of Local Plan growth if you continue with robust (higher) trip rates.

If a vision-led reduction in car trips is applied (reflecting national policy on mode shift), those same partial schemes could accommodate well over 90%, and close to all (~98%) of South Tyneside Local Plan traffic, pushing back the need for the most expensive final phase.

However, even with these interim schemes:

Some arms still operate close to or at capacity in the later years.

There remain periods when queues are long enough that National Highways requires risk assessments and ancillary measures (e.g. warning signs for “queuing likely”).

## 2. How National Highways describe the mitigation outcomes

In their comments to South Tyneside and the examination:

Base position (before Local Plan build-out)

NH state that several arms of the A194 & (M) / A184 White Mare Pool junction are already over their assessed safe operational capacity in the reference case.

They regard unmitigated queueing back onto the mainline and high-speed approaches as a safety problem in its own right.

With the agreed mitigation package included in the Local Plan

NH’s stance is generally that:

Provided the White Mare Pool improvement scheme (and its critical interim elements) is embedded in the Infrastructure Delivery Plan and delivered in step with development, the residual cumulative impact is not severe in NPPF terms.

They reserve the right to apply conditions or holding directions on individual applications if either:

Traffic generation is higher than assumed, or

The relevant phase of the White Mare Pool scheme has not yet been funded/committed.

They require, in addition to the physical works:

A formal safety risk assessment (GG104) to document how any remaining queues are being managed,

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Extra “queuing traffic likely” signing on certain approaches (e.g. A184 westbound), recognising that even with mitigation, persistent queuing can still occur.

So in short, the intended outcomes of the White Mare Pool mitigation are:

To bring a currently over-capacity, high-risk SRN junction back within a tolerable operating envelope for the full South Tyneside Local Plan traffic, including SP8.

To re-classify future impacts from “severe” to “not severe” in NPPF terms, subject to:

Delivery of the specified works,

Ongoing monitoring,

Further detailed design / safety work.

But the evidence also acknowledges that:

The unmitigated outcome is clearly unacceptable, and

The full outcome depends heavily on funding and timing of a large, multi-stage scheme whose later phases are expensive and not yet fully secured.

\* AI Usage Disclosure: This document was created with assistance from AI tools. Whilst the content has its origins from the recorded transcript it has been reviewed and edited by a human to correct spelling etc. Non the less, there may be error so please verify any critical information.