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Llywodraeth Cymru  
Welsh Government

## **M4 CORRIDOR AROUND NEWPORT**

### **STATEMENT OF REASONS FOR MODIFICATION OF THE 2006 PREFERRED ROUTE FOR A NEW SECTION OF MOTORWAY SOUTH OF NEWPORT**

July 2014

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## 1. Introduction

- 1.1 Since the early 1990s, much assessment and consultation has been undertaken to develop a preferred solution to the problems on the motorway around Newport, including motorway options. A TR111 plan was published in 1995 and amended in 1997 and 2006, protecting a corridor for planning purposes.
- 1.2 In July 2009, a written statement announced that a New M4 was not affordable. The M4 Corridor Enhancement Measures (M4CEM) Programme was thus initiated at that time to create an affordable package of measures to deal with resilience, safety and reliability issues. The M4 CEM Programme culminated in a public consultation held between March and July 2012, which resulted in general support for the phased provision of an additional high quality road to the south of Newport.
- 1.3 In June 2013 a significant change in the assessment of the affordability of a major enhancement of the M4 around Newport led to the reconsideration of solutions. Appraisal concluded that a new section of 3-lane motorway to the south of Newport mainly following the 2006 protected (TR111) corridor, in addition to complementary measures, should be progressed. This subsequently formed the basis for the development of a draft Plan, which was subject to public consultation between September to December 2013. This resulted in the preferred 'Black Route' attracting more statements of preference than two reasonable alternatives and the Do Minimum scenario.
- 1.4 In July 2014, taking into account social, economic and environmental assessment of the options, the Minister for Economy, Science and Transport decided to adopt the Plan for the M4 Corridor around Newport, of which the main element would be a new section of motorway to the south of Newport, mainly following the 2006 protected (TR111) corridor. Documents have been prepared, which will be published alongside the Plan to summarise the associated assessments and public consultation results. A Statement of Results from the public consultation is provided by virtue of the Executive Summary of the M4 Corridor around Newport Consultation Participation Report at Appendix A.
- 1.5 A review of the 2006 Preferred Route was carried out to take into account the decision to reclassify the existing M4 between Magor to Castleton as a trunk road and to review the location of the intermediate junctions to take into account development since 2006.
- 1.6 This document summarises the outcome of the review and explains the Minister for Economy, Science and Transport's decision to amend the TR111 Preferred Route protection. The proposed amendment to the Preferred Route is provided at Appendix B.

## **2. Comparison of existing and amended Preferred Routes**

- 2.1 The framework under which all options were appraised was WelTAG, June 2008 (Welsh Transport Planning and Appraisal Guidance). The guidance is set up around the three pillars of Sustainability; Environment, Economy and Society. WelTAG also incorporates certain criterion in relation to technical and operational feasibility, stakeholder and public acceptability and other risks.
- 2.2 The framework under which the technical assessment process was undertaken was Design Manual for Roads and Bridges (DMRB).
- 2.3 The modification largely follows the 2006 Preferred Route (TR111) protection. Following the publication of 'the Plan' for the M4 Corridor around Newport, the Welsh Government has revised the protected route corridor.
- 2.4 This takes into account the decision as part of the Plan to reclassify the existing M4 between Magor (Junction 23a) and Castleton (Junction 29) as a trunk road. This has enabled the earlier outline designs of the motorway interchanges at Magor/Rogiet (Junction 23) and Castleton, which were protected for planning purposes to be revisited.
- 2.5 The review of the Magor/Rogiet junction has enabled the provision of a connection between the M4, M48 and the B4245. This would provide improved access to the Severn Tunnel Park & Ride Station, Caldicot and reduce the traffic travelling through Magor and Undy.
- 2.6 The opportunity has also been taken to review the intermediate junction locations to take into account the ongoing brownfield development at Glan Llyn on the east side of the River Usk and the regeneration proposals for central Newport on the west side of the River Usk.
- 2.7 The proposed intermediate junction on the east side of the River Usk near Glan Llyn would connect into the upgraded A4810 Steelworks Access Road (SAR) This would provide access to the ongoing housing development and the proposed business park and Llanwern railway station, part of the Cardiff Capital Region Metro proposals.
- 2.8 The proposed intermediate junction on the west side of the River Usk near the western boundary of Newport Docks would connect into the A48 Newport Southern Distributor Road (SDR). This would provide improved access to central Newport and the docks themselves.

### **3. Reasons for amending the Preferred Route**

- 3.1 WelTAG appraisal, DMRB assessments and results from the public consultation have demonstrated that the Black Route corridor provides the best performing solution to the identified transport related problems on the M4 Corridor around Newport, and would best achieve the objectives of the M4 Corridor around Newport Plan.
- 3.2 The revised alignment takes into account technical, environmental, social and economic considerations. These are in line with relevant European and UK legislation, as well as other relevant plans, policies and programmes.
- 3.3 The changes take into account reclassification of the existing M4 between junctions 23A and 29 as a trunk road (as outlined in the Plan). This avoids motorway-to-motorway connections at either end, allowing for a reduction in the scale of the junctions, and generating opportunities for making better use of the existing M4 between these points.
- 3.4 The changes reduce potential impacts on utilities, which will reduce costs and associated risks.
- 3.5 The changes reduce potential impacts on the Docks Way Landfill Site, which will reduce costs and associated risks.
- 3.6 The changes aim to reduce costs by taking into account buildability considerations, risk and a potential construction programme.
- 3.7 Amending the alignment responds to a junction strategy that aims to maximise economic development opportunities created through the provision of direct links from the new section of motorway to the city centre and to the Eastern Expansion Area.
- 3.8 The A4810 Steelworks Access Road has been improved to provide better access between the Eastern Expansion Area, the Southern Distributor Road to the west and Magor to the east. There would now be advantages of a link between the new section of motorway and the A4810 in the Glan Llyn area. A central junction would be better located to the west of the river to provide a more direct route into the city centre and to Newport Docks.
- 3.9 The junction strategy also aims to be compatible with, and complement, proposals for the Cardiff Capital Region Metro and the electrification of the rail network.
- 3.10 A high level cost estimate for the new section of motorway is around £1bn. Value engineering will be undertaken as part of future scheme development and detailed design, in order to provide further potential cost savings.

#### **4. Minister for Economy, Science and Transport's Decision**

- 4.1 Having carried out a review of the Preferred Route taking into account social, economic and environmental considerations, the Minister has decided to:
- Withdraw the existing 2006 Preferred Route (TR111), which protected the corridor for planning purposes (see Appendix B); and
  - Publish a new 2014 Preferred Route (TR111) to protect the revised Preferred Route for planning purposes (see Appendix C).

#### **5. Protection of the Preferred Route**

- 5.1 By publishing a new 2014 Preferred Route (TR111), the Minister protects the route under Article 19 of the Town and Country Planning (General Development Procedure) Order 2012. This means that the Local Planning Authority must refer to the Welsh Government any planning applications on land within 67 metres of the Preferred Route. This provides a means of controlling proposed development within a 134m wide corridor.
- 5.2 The TR111 plan is available for inspection at the Welsh Government's Offices in Cathays Park, Cardiff.
- 5.3 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.
- 5.4 The protection of a Preferred Route does not commit the Welsh Government to the line of that route. Welsh Government are only committed once the Line Order is made, described in the next section.

## 6. What Happens Next

- 6.1 After preliminary design, the Welsh Government 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, modify the side roads, purchase land and put in place any other rights needed 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, support, make representations on or suggest alternatives to the draft Orders. It is likely that a Public Local Inquiry would be held. If so, an independent Inspector would hear and consider the evidence and make a recommendation to the Minister for Economy, Science and Transport to take into account when deciding whether to make the Orders.
- 6.2 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 an Environmental Impact Assessment will be required and Environmental Statement will be produced. This will be published together with a Statement to inform an Appropriate Assessment decision at the same time as draft Orders are published.
- 6.3 Legally changing the protection involves the existing TR111 (notice to the local authority of a proposed highway route) being withdrawn and superseded by a new one issued under Article 19 of the Town and Country Planning (General Development Procedure) Order 2012. Under the 2012 Order, there is power to cancel or vary the line of the protected route.
- 6.4 The protection of a Preferred Route does not commit the Welsh Ministers to construct the new section of motorway along that route. It is the statutory Orders, if made, that would convey the legal power to construct the scheme. These must first be published in the form of “draft” Orders and this is the point when individuals and organisations can formerly lodge objections, which if un-withdrawn would likely lead to a Public Local Inquiry before an independent Inspector.
- 6.5 The scheme will be promoted using the powers of the Welsh Ministers as Highway Authority in accordance with the Highways Act 1980, which have been transferred to them by virtue of the National Assembly for Wales (Transfer of Functions) Order 1999 and the Government of Wales Act 2006 and delegated to the Assembly Minister.

## Appendix A – M4 Corridor around Newport Plan – Consultation Participation Report – Executive Summary

# Executive Summary

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## Introduction

The M4 Corridor around Newport draft Plan was published by the Welsh Government in September 2013 to outline its preferred strategy to address transport related problems on the M4 between Magor and Castleton.

This Consultation Participation Report summarises the M4 Corridor around Newport draft Plan and the results of its associated engagement and consultation process.

As a result of on-going discussions with the UK Government there has been a significant change in the assessment of affordability of major enhancement of the M4. On the 26<sup>th</sup> June 2013 Edwina Hart AM CStJ MBE, Minister for Economy, Science and Transport, published the following written statement:

*“Addressing the capacity and resilience issues on the M4 around Newport is the top transport challenge that we face in ensuring that Wales has an effective economic infrastructure which improves our competitiveness and access to jobs and services. Following Cabinet discussions earlier this week, I am therefore pleased to announce the next steps in relation to the M4 corridor in south east Wales.*

*As a result of ongoing discussions with the UK Government there has been a significant change in the assessment of the affordability of a major enhancement of the M4. Building on the extensive development and consultation work undertaken on M4 Corridor Enhancement Measures (CEM), we will be consulting formally over the summer with Natural Resources Wales in order to go out to public consultation this September with a finalised draft Plan and Strategic Environmental Assessment (SEA) Report.*

*If implemented, the draft plan would lead to a motorway being built south of Newport.”*

The main element of the draft Plan is the provision of a section of three lane motorway between Magor and Castleton, to the south of Newport. This mainly follows the existing Preferred Route that is protected for planning purposes, as revised in 2006. The draft Plan is compared to two Reasonable Alternatives and the Do Minimum Scenario.

The consultation responses reported within this M4 Corridor around Newport Participation Report, in addition to the wider engagement and consultation that has shaped the development of the draft Plan, will be used to help the Welsh Government decide whether or not to adopt its draft Plan, with or without amendments.

## Background

The M4 is critical to the Welsh economy. It forms part of the Trans European Transport Network (TEN-T) and is the gateway to Wales, transporting people and goods to homes, industry and employment. It provides access to ports and airports and serves the Welsh tourism industry. The M4 Motorway between Magor and Castleton is the most heavily trafficked section of road in Wales, forming part of strategic routes to the Midlands and the South East of England. However, it does not meet modern motorway design standards. This section of the M4 is often congested, especially during weekday peak periods, resulting in slow and unreliable journey times, stop-start conditions, and with incidents frequently causing delays.

Existing problems relate to capacity, resilience, safety and issues of sustainable development. Traffic forecasts show that the problems will worsen in the future.

The aims of the Welsh Government for the M4 Corridor around Newport are to:

1. Make it easier and safer for people to access their homes, workplaces and services by walking, cycling, public transport or road.
2. Deliver a more efficient and sustainable transport network supporting and encouraging long-term prosperity in the region, across Wales, and enabling access to international markets.
3. To produce positive effects overall on people and the environment, making a positive contribution to the overarching Welsh Government goals to reduce greenhouse gas emissions and to making Wales more resilient to the effects of climate change.

Since the early 1990s, much assessment and consultation has been undertaken to develop a preferred solution to the problems on the motorway around Newport. In the past these have stalled due to the lack of available funding. Recent initiatives have created potential funding opportunities for Welsh Government infrastructure projects. As a consequence, the decision was taken by the Welsh Government to further reconsider solutions to resolve transport related problems on the M4 around Newport. In September 2013, the Welsh Government published its preferred strategy for the M4 Corridor around Newport in its draft Plan, which comprises a new section of the three lane motorway between Junctions 23 and 29 to the south of Newport, accompanied by complementary highway, walking and cycling measures.

Between September and December 2013 the Welsh Government undertook a public consultation on its draft Plan and associated environmental, health and equality assessments.

This Consultation Participation Report summarises the results of the public consultation and contributes to a wider suite of draft Plan documents that aim to help the Welsh Government make an informed, evidence based decision on whether to adopt its draft Plan, with or without amendments.

The Welsh Government's decision making process is informed by a number of supporting documents that are published alongside and/or are informed by this Consultation Participation Report, including the following:

- WelTAG Stage 1 (Strategy Level) Appraisal Report<sup>1</sup>;
- Strategic Environmental Assessment (SEA) Environmental Report;
- Equality Impact Assessment;
- Health Impact Assessment;
- Strategic Appraisal of Alternatives Considered during draft Plan Consultation Report; and
- Strategic Habitats Regulations Assessment (SHRA).

These documents and further information about the M4 Corridor around Newport can be found at [www.m4newport.com](http://www.m4newport.com).

## Engagement and Consultation

Recognising the potential level of public interest in transport issues within the M4 corridor around Newport, and the number of people potentially affected by the preferred strategy and

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<sup>1</sup> Welsh Transport Planning and Appraisal Guidance (WelTAG) is applied to all transport strategies, plans and schemes being promoted or requiring funding from the Welsh Government



its Reasonable Alternatives presented as part of the M4 Corridor around Newport draft Plan, the Welsh Government undertook wide-ranging engagement with stakeholders and local people.

The engagement work has been appropriately aligned, in terms of timing and decision making, to the technical assessment process of the M4 Corridor around Newport draft Plan, which helped to shape the M4 Corridor around Newport Consultation Document. During the engagement process, the Welsh Government and its project team ensured that all those who had expressed an interest in the M4 Corridor Enhancement Measures (M4 CEM) were aware of this consultation via email or letter. Similarly, a wide range of stakeholders were also informed of the consultation which they were likely to be interested in or affected by the proposals outlined in the draft Plan and its associated assessments. This aimed not only to satisfy legislative drivers requiring participation, but was a genuine exercise to engage the community and other stakeholders in the Welsh Government's draft Plan and encourage people and organisations to identify issues and share opinions, to help inform its decision making process.

The M4 Corridor around Newport public consultation ran between 23 September and 16 December 2013. It asked participants to comment on the Welsh Government's preferred strategy and two Reasonable Alternatives to addressing transport related problems on the M4 Corridor around Newport.

The public consultation built on previous development work and public consultation, which has helped shape the Welsh Government's draft Plan. For further information, see [www.m4cem.com](http://www.m4cem.com) and [www.m4newport.com](http://www.m4newport.com).

The results of the draft Plan's public consultation are provided in full in a factual report, found at Appendix A1. This Consultation Participation Report provides a summary of the engagement and consultation process undertaken for the draft Plan and its associated assessments.

## Activities Undertaken

A comprehensive promotion and publicity campaign was undertaken to make people across South Wales aware of the opportunity to engage and comment on the M4 Corridor around Newport public consultation. The Minister for Economy, Science and Transport advised all AMs and MPs in the South Wales area of the public consultation. All Local Authorities and Clerks of Community Councils in the Newport area were also notified. The Welsh Government arranged for adverts to be placed in the Capital Times, Cardiff and South Wales Advertiser, Marshfield Mail, Newport Voice Magazine and the Big Issue Cymru. In addition posters were also displayed at Motorway services along the M4 (Magor to Castleton) and at all Document Deposit Points. The Welsh Government also arranged for 110,000 leaflets to be distributed to properties within the Newport area. A radio advertising campaign was also aired for the duration of the consultation period.

A dedicated consultation website, an information hotline and email address, 2 stakeholder workshops, and 10 public exhibitions were held in locations across Newport.

Participants included members of the public as well as a range of organisations; some of which represented Welsh communities, economic, environmental and transport interests.

A total of 1,864 responses to the consultation were analysed. Of these, 48 were identified as ancillary submissions from respondents who sent more than one response. The total number of unique respondents participating in the consultation was 1,816.

The consultation received at least 675 responses that were identical or largely identical: these were categorised as part of an ‘organised response’ on behalf of the Woodland Trust<sup>2</sup>. A number of other submissions included references to the views of interest groups, or extracts from interest groups’ statements. While it is not feasible to identify the exact number of submissions that have been influenced by interest groups, analysis suggests that more than 200 submissions (in addition to the approximately 675 organised submissions) use phrases resembling those used in interest group publications related to the consultation. Other groups whose public statements have been referred to or quoted from in (individual) respondents’ submissions include:

- The Campaign Against the Levels Motorway (CALM);
- The Royal Society for the Protection of Birds (RSPB);
- Friends of the Earth (FoE); and
- Wildlife Trusts Wales.

Along with their public statements with regard to the proposals, interest groups’ websites and social media commonly included template responses and guidance on how their members and others might respond to the consultation. Issues raised by interest groups included potential environmental impacts, the need case, traffic forecasts, and costs. Alternative options are also often suggested, with people being encouraged to submit them to the Welsh Government as part of their response. For examples, please see Appendix A2. A sample of media coverage during the participation process is provided at Appendix A3.

There are several responses that refer to an alternative to the draft Plan suggested by the Institute of Welsh Affairs (IWA) and the Chartered Institute of Logistics and Transport (CILT) ‘The Blue Route’ paper, authored by Professor Stuart Cole.

The Welsh Government analysed all comments, equally. All participants are listed at the end of the Consultation Participation Report.

Whilst a total of 1,816 unique responses were directly to the Consultation Document, more than 1,200 people attended an M4 Corridor around Newport event. Furthermore, nearly 24,000 visits were made to the dedicated website [www.m4newport.com](http://www.m4newport.com) between September and December 2013, equating to an average of almost 6,000 visits per month over this period.

Most participants provided online responses to the public consultation.

## Key findings

### The present transport network in, and around, Newport

While there was no consultation question inviting views on the existing network, many responses include comments reflecting on it, which are summarised here for completeness:

- Most criticise the existing infrastructure and highlight problems associated with it, with many specifically mentioning the Brynglas Tunnels as a focus for congestion when stressing the need for congestion alleviation;
- A few respondents suggest that congestion is caused by local traffic, driver behaviour, poor traffic regulation enforcement and poor traffic management;

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<sup>2</sup> It is common for major public consultations to attract attention from interest groups and in some instances groups initiate or encourage individuals to submit a standard or semi-standard response to the consultation. Such submissions are referred to as organised responses in this report. A submission was identified as part of an organised response when 20 or more identical responses were received.

- Some suggest that congestion is comparably worse in other parts of the UK, with some respondents suggesting that congestion is only an issue during peak hours;
- There are mixed views on the safety of the M4 and need for additional capacity;
- Some respondents highlight the link between the level of air and noise pollution to the congestion of the M4;
- A few respondents discuss the impact of the existing transport network on wildlife habitats and woodlands, stressing that these areas are also under threat from various industrial and commercial developments;
- Several stakeholders discuss the traffic growth projections provided. A few (mostly transport organisations) agree with these, while various others (including environmental groups) say they are inaccurate or do not adequately demonstrate the requirement for the proposals. Many respondents challenge the traffic growth projections, stating that they are based on out-of-date information and that they do not factor in improvements such as the electrification of the South Wales Mainline railway or the proposed Cardiff Capital Region Metro;
- Some respondents question how these proposals fit with the Welsh Government's positions on sustainable development and the environment;
- A few stakeholders express concern that this project might dominate the Welsh Government transport budget spend to the detriment of other important schemes; and
- Some suggest that accidents and consequent traffic jams are damaging the Welsh economy. A number of stakeholders believe local businesses and the economy are negatively impacted by congestion on the M4 around Newport, saying congestion and unreliable journey times can increase costs for businesses and hinder development in the region.

### **Black Route and its complementary measures**

Of those respondents who discuss the problems and objectives for the M4 Corridor around Newport (goals), most suggest that the Black Route option would achieve, or largely achieve the goals and address the problems. The Black Route mainly follows the existing Preferred Route that is protected for planning purposes, as revised in 2006. Only a small number of respondents take the opposite view.

Many respondents think that it should be completed as soon as possible, that the scheduled date for delivery is too distant, or that a new section of motorway around Newport is long overdue.

Some respondents stress that junctions would help Newport to share in the economic benefits of the scheme, while others think there should be no, or a limited number of, junctions to prevent heavy use of the road by local traffic. Some respondents suggest modifications, stating that they would like the Black Route to be sited further away from Magor or that the route be elevated where it crosses the Gwent Levels.

Some raise concerns about the potential disruption to residents, businesses, the existing road network and the environment from the construction of the Black Route. Some respondents indicate that while they acknowledge the benefits of the Black Route, the disrupting impacts of construction bring them to oppose the route. Several respondents think that construction of the Black Route would be less disruptive than the construction of other options.

There are mixed views on the potential economic benefits of the Black Route option. Those who believe the option would provide economic benefits refer to the need for successful

economies to have a high quality, reliable transport network and suggest that the existing M4 acts as a constraint on economic growth and job creation in Wales. Other respondents remark that the option would encourage inward investment and regeneration of Newport and enable better movement of goods. Those who dispute the economic benefits tend to suggest that it would act as a bypass to Newport. Some respondents express concern about the economic impacts on the Port of Newport and its docks. Some stakeholders register particular concern about the impact of the Black Route option's River Usk crossing, which they say would affect operation of docks and ports, ultimately resulting in trade moving to other ports.

Many are concerned that the option would affect communities such as Magor, Undy, St Brides and Duffryn. Some suggest that the Black Route would have a smaller impact on communities than the other proposed options, or that it adequately limits potential impacts. Several respondents are concerned about potential devaluation of properties along the Black Route, in locations such as Castleton, Magor and Undy.

Many respondents express specific environmental concerns and highlight the possible negative impact on the Black Route option on the Gwent Levels, its protected or designated areas and their biodiversity, wildlife and habitat. Many respondents are concerned about the potential destruction of two areas of ancient woodland. Several stakeholders express concern about the Black Route option negatively affecting the landscape of Newport, South Wales and the Gwent Levels.

Comments include suggestions that the route could have environmental benefits, that it would have a lesser impact than other options and that the environmental impacts would not be significant. Respondents think the Black Route would result in a reduction of pollution, particularly for the north of Newport, and that it could reduce stress for road users. A few respondents suggest that the Black Route is the option with the least negative health impacts.

Many comments are made regarding the cost associated with this option, with most stating concern that it is too high or that the cost is unjustified during a period of recession and public sector funding cuts.

### **Red Route and its complementary measures**

Some respondents argue that building a dual carriageway rather than a motorway is a compromise solution that would not have sufficient capacity to achieve the desired outcomes. Only a small number of respondents take the view that the Red Route option would achieve the goals and address the problems for the M4 Corridor around Newport. Most take the opposite view.

Many are concerned that this option would prove less effective than the Black Route or Purple Route options but still be at a comparable cost. Some respondents express concern about the Red Route's timescale for delivery and the proposal to complete the project in phases. Some stakeholders support a phased approach to construction if this helps Welsh Government manage their transport budget.

Many respondents state that a new road needs to be three lanes each way and of motorway grade. Specific concerns include bends that respondents perceive as unnecessary; whether the road needs to be raised where it crosses flood plains; and impact on existing buildings and infrastructure. Some respondents express concerns about the engineering challenges of building over a landfill site, or that the Red Route would be longer and less direct than other proposed options.

While a few state that the option would benefit the local economy, most believe that the local and/or Welsh economies would be negatively impacted. Some respondents express concern that the option could result in a loss of value to properties close to the outlined route in

communities such as Duffryn and at proposed new developments such as at Glan Llyn. Some respondents are concerned that the business usage of particular parts of the city, including the Dock's Way Landfill site and the Newport docks area could be affected. Some respondents express concern that it would deter visitors, and damage tourist assets including Usk and the Gwent Levels, both during construction and after. Respondents also express concern about the Red Route's impact on farming.

Some stakeholders suggest that environmental and landscape impacts of the Red Route option would be minimal or lesser than other options. The most prevalent specific environmental concern of respondents is the potential impact of the Red Route on the Gwent Levels and its designated status, with some responses highlighting its wildlife habitats, reens and waterways and/or its beautiful historic landscape. Several respondents express concern that if this road is built, adjacent areas of the Gwent Levels would come under pressure from proposals for additional development alongside the road. A few respondents express concern that the Red Route might result in the loss of two areas of ancient woodland near Marshfield and near Duffryn.

A small number of respondents raise issues of visual, air and noise impacts on the community of Duffryn, and noise and light pollution on residential properties more generally. Of particular concern to some respondents is the proximity of the Red Route to Newport in general, or to specific parts such as Duffryn (including schools there) or the city centre, and the disruption to these areas it could cause. Some believe that this would reduce the quality of life of people in areas close to the route.

### **Purple Route and its complementary measures**

Some respondents state that the potential benefits of the Purple Route do not outweigh the various negative impacts that they believe this route option would cause. Some respondents suggest that the Purple Route would be more expensive to build than the Black Route yet would deliver similar benefits.

Some respondents highlight the greater number and tightness of curves in the Purple Route, in comparison to the Black Route and some suggest that this could slow down traffic and increase the risk of accidents. A number of respondents compare it unfavourably to the Black Route, suggesting that it would be longer, slower and less direct.

Respondents often express concerns about the potential curtailment of land use around the docks area of Newport if the Purple Route is implemented, and some are concerned that it would negatively affect the operational capacity of the docks themselves. Some respondents refer more broadly to the area around Newport's docks, including the potential impact on redevelopment of the dock areas for commercial or residential purposes. Similarly, a few respondents raise concerns about the potential impact on the landfill site. A number of responses are concerned that the route could have an impact on proposed and potential future employment, housing and transport developments in the Newport area.

A few respondents suggest that the encroachment of the route on the Gwent Levels would result in a knock-on negative impact on the tourist industry of the area.

Several respondents are concerned that, by building the Purple Route, the area of the Gwent Levels situated alongside the route would become devalued and vulnerable to future infrastructural and commercial development. Respondents' specific concerns about the impacts on the Gwent Levels include potential damage to biodiversity, wildlife and habitat, ancient woodland, and wetlands and reens. Some respondents describe the damage the route would cause to the Gwent Levels as irreparable. A few respondents suggest that the impact on the Gwent Levels would be less with the Purple Route rather than the Black Route due to,

for example, the more northerly routing around Duffryn and through the Dock's Way Landfill Site. Another respondent is confident that wildlife would adapt.

A few respondents suggest that the Purple Route would introduce or significantly increase pollution in areas previously less affected.

The most significant social issue raised by respondents is the potential impact on the local community, in particular the proposed route's proximity to homes in the communities of Duffryn, Magor and Undy. Additionally, many are concerned about the disruption the route might cause and the impact it could have on the people of Newport and on peoples' quality of life. A number of comments state that the route would have a detrimental effect on recreation facilities and local amenities. Many respondents also express concern about the potential disruption during construction of the Purple Route, particularly where the Purple Route is situated close to communities such as Duffryn.

A few respondents suggest that the option would provide easier and quicker travel past Newport, therefore making it more viable for businesses to locate elsewhere in Wales or improve efficiency for those already in operation.

As with the Black Route option, some respondents state that a new section of motorway is long overdue and press for construction of the route to begin as soon as possible.

### **Do minimum scenario**

Most suggest that the Do Minimum scenario would not achieve the goals or address the problems. Many believe that the Do Minimum Scenario would either worsen or not improve congestion.

Some respondents comment that using the existing network rather than building a new three-lane motorway would be insufficient to meet demand. Some respondents support improving signage on the M4 to encourage use of the A48.

Many respondents comment critically on the economic impacts of the Do Minimum Scenario. Some respondents suggest that the Do Minimum Scenario would not deliver any benefits for either the local or the wider Welsh economies. Some argue that the Do Minimum Scenario would actually worsen the economic situation.

Many respondents believe that this scenario would have the least impact on the environment, and in particular, on biodiversity, wildlife and habitat and the landscape of the Gwent Levels and its associated SSSIs.

### **Complementary measures**

In their responses to the consultation, some respondents discuss the complementary measures included in the Black, Red and Purple route options, as referenced in the first three consultation questions.

A few stakeholders express support for the complementary measures in general because they believe they would improve accessibility, including to public transport facilities.

A handful of respondents express support for the complementary measure of reclassifying the M4 between Magor and Castleton, suggesting that this would have positive economic impacts and noting the further opportunity to reopen the eastbound slip road at Caerleon Road. Other respondents oppose reclassifying the road, often suggesting that doing so would lead to more congested roads and longer journey times. Most of these respondents suggest both the existing motorway and a new route are needed to adequately alleviate traffic problems.

Many respondents support a new single carriageway link between the M48 and B4245, as laid out in the complementary measures.

Many respondents support the complementary measure of promoting cycling as an alternative to the car for journeys up to three miles, by providing or improving infrastructure. Several respondents argue that promoting cycling would reduce congestion and contribute to better health. In contrast, several other respondents express disagreement with providing cycling infrastructure, suggesting that this would not result in a modal shift or would not reduce traffic congestion.

## **Alternatives**

In their responses to the consultation, some respondents discuss ideas for improving transport around Newport that are not part of the proposals put forward for consultation. These include alternative routes; traffic management, traffic demand management measures and other road improvements that could be used instead, or in addition to, the proposed routes; and alternative modes of transport, including public transport, walking and cycling.

Many believe that the existing major roads around the southern perimeter of Newport, namely the A4810 (Steelworks Access Road) and the A48 (Southern Distributor Road), could form the basis of a viable alternative to the Black, Red and Purple Routes, particularly if the roads were widened or upgraded. Similarly, a significant number of comments state their support for what is often described as the Blue Route. The Blue Route is the name of a specific set of upgrades to the A4810 and A48 proposed in the 'The Blue Route' report authored by Professor Stuart Cole, published on 7 December 2013 by the Institute of Welsh Affairs (IWA) and Chartered Institute of Logistics and Transport (CILT). Some interest groups have publicly endorsed this alternative and it has received a significant amount of publicity.

Many respondents suggest ways in which the current M4 motorway could be improved. For some respondents, these changes are advocated as a way of avoiding the need to build a new route. Some suggest banning lane changes as an alternative measure, believing this could address the safety issues on the M4. Others express more general support for better integrated traffic management as a method to better manage traffic flows, especially at peak periods.

Many express support for greater public transport provision. Respondents are often critical of the level of public transport provision currently available into, around and past Newport, with some suggesting that at present public transport is not a viable alternative to car use. Many respondents state that improving the public transport network could be successful in solving problems on the M4, such as congestion. A number of stakeholders, including local authorities, transport organisations, private sector organisations, and political organisations, express support for a South Wales, or South East Wales Metro project (more recently referred to as the Cardiff Capital Region Metro in Welsh Government publications) and indicate that the project offers an alternative to reduce congestion on the M4 and other roadways.

Some respondents discuss other strategies to reduce the number of vehicles using the M4.

All alternatives submitted during the consultation have been considered and are appraised in a Strategic Appraisal of Alternatives Report<sup>3</sup>, which accompanies this Consultation Participation Report.

## **Support and opposition**

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<sup>3</sup> M4 Corridor around Newport Strategic Appraisal of Alternatives Considered during draft Plan Consultation Report (July 2014). Available to download from [www.m4newport.com](http://www.m4newport.com)

As outlined more fully in the methodology (see Section 2.7 of the Full Factual Report, Appendix A9), responses have only been coded with support and opposition codes if their support or opposition is explicitly stated in their response.

When considering this section it is important to remember that reported numbers may have been influenced by responses submitted as a result of interest groups' initiatives.

The key points to take from analysis of support, opposition and preference comments are:

- Respondents express a preference for the Black Route option over the two Reasonable Alternatives and Do Minimum scenario.
- More respondents express opposition than support for each option.

The Red Route attracts more comments of opposition than the others, whilst the Black Route attracts the most comments of support.

The public consultation has highlighted a number of economic, social and environmental issues to be taken into account as part of the development of a potential Plan for the M4 Corridor around Newport. Taking into account the assessments of the draft Plan, the participation process has highlighted that scheme level mitigation measures are welcomed and further encouraged at a scheme level of more detailed appraisal, helping mitigate any potential adverse impacts on the environment and particular groups of people.

Some alternatives have been suggested during the participation process and these, where appropriate, will be considered as part of the Welsh Government's decision making.

Overall, the participation process has demonstrated that the identified preferred strategy, comprising the Black Route and its complementary measures could be progressed.

## Current situation and next steps

Taking into account the responses to this participation process, as well as the assessments of the draft Plan, the Welsh Government may decide to publish a Plan for the M4 Corridor around Newport. Alongside this Plan, the Welsh Government would publish updated strategy level reports<sup>4</sup>, including a Strategic Environmental Assessment (SEA) Statement, to demonstrate how the participation process has informed its decision making.

Following the potential adoption of a Plan for the M4 Corridor around Newport, the Welsh Government may announce a modification to the 2006 Preferred Route, which will protect a corridor for planning purposes. The Plan's measures would be developed at a scheme level of appraisal and subject to Environmental Impact Assessment (EIA) and Habitats Regulations Assessment (HRA). The proposed motorway scheme would likely be subject to a public local inquiry, which may be scheduled for 2016/2017. If successful, the Welsh Government would aim to start a three to four year construction period in Spring 2018.

All those who responded to the public consultation, attended an M4 Corridor around Newport stakeholder or public event, or who have responded to a previous associated consultation, have been offered the opportunity to provide contact details in order to be kept updated on the Welsh Government's decision making for the M4 Corridor around Newport. Those people and/or organisations will be notified if the draft Plan is adopted and a Plan for the M4 Corridor around Newport is published accordingly.

We thank all those who have contributed to the participation process.

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<sup>4</sup> All published reports are available to download from [www.m4newport.com](http://www.m4newport.com)



## Appendix B – Existing 2006 Preferred Route (TR111) Drawing

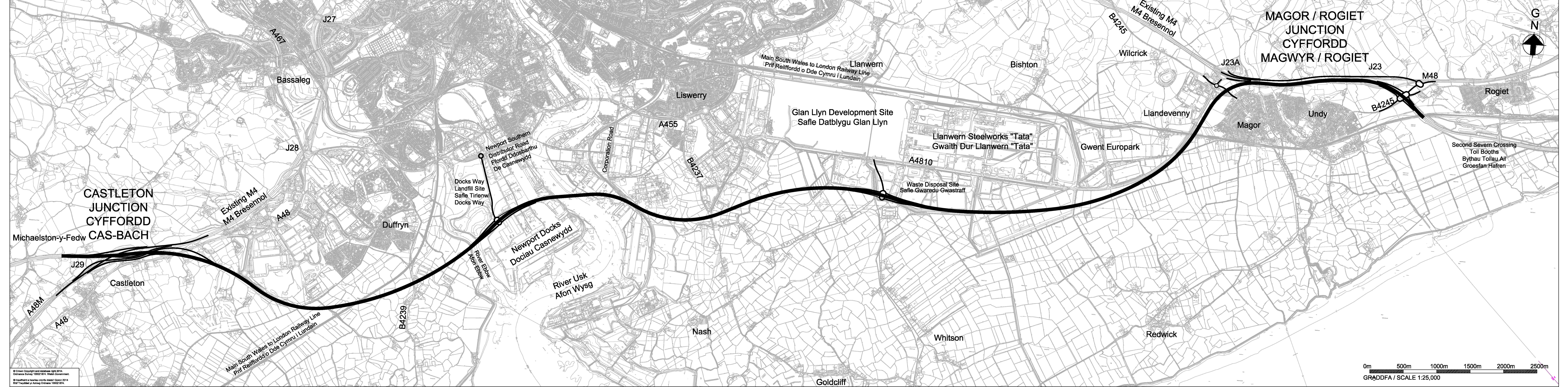






## Appendix C – 2014 Preferred Route (TR111) Drawing





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Rheol Trefnyddiaeth y Ffynfwrdd Cymru 100021874.

KEY:  
 LLWYBR DETHOL /  
PREFERRED ROUTE

Coridor yr M4 o Amgylch Casnewydd  
Rhan newydd o Draffordd i'r De o Gasnewydd  
Llwybr TR111 a Warchodir at Ddibenion Cynllunio - Gorffennaf - 2014  
M4 Corridor around Newport  
New section of Motorway South of Newport  
TR111 Route Protected for Planning Purposes - July 2014



DRG NO. - 199 - TR111  
REVISION 1  
JULY 2014