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M4 Corridor around Newport

We want your views on our draft Plan which aims to address transport related problems on the M4 around Newport



Llywodraeth Cymru
Welsh Government

www.cymru.gov.uk

**M4 Corridor
around Newport
draft Plan**

**Consultation
Document**

Health Impact Assessment

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Appendix A

HIA Scoping Responses

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Glossary

The following terms are referred to in this Health Impact Assessment (HIA) Consultation Document.

| | |
|------------|--|
| AQMAs | Air Quality Management Areas. Since 1997 local authorities in the UK have been carrying out a review and assessment of air quality in their area. The aim of the review is to assist authorities in carrying out their statutory duty to work towards meeting the national air quality objectives. If a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area there |
| Do Minimum | This is a scenario (sequence of future events) where intervention includes doing nothing above what is already planned or committed. In this case, it includes all recent network modifications (such as the Junction 24 improvement and the Variable Speed Limit system) and any committed schemes (such as the Junction 28/Bassaleg Roundabout/Pont Ebbw Roundabout improvement and the Steelworks Access Road) |
| Draft Plan | This is the Welsh Government's preferred strategy to solve transport related problems affecting the M4 Corridor around Newport in South Wales. If implemented, the draft Plan would lead to a new motorway (Black Route) being built to the south of Newport, alongside some complementary highway management, walking and cycling initiatives. Assessments of the draft Plan compare it to reasonable alternatives, as well as the Do Minimum scenario. |
| EqIA | Equality Impact Assessment. A way of examining and analysing services, policies and strategies that identify existing and potential impacts on certain groups of people, and sometimes individuals |
| GDP | Gross Domestic Product |
| HIA | Health Impact Assessment. A process that considers how the health and well-being of a population may be affected by a proposed action, be it a policy, programme, plan or a change to the organisation or delivery of a particular public service |
| HRA | Habitats Regulations Assessment. A process that considers the potential effects of plans and programmes on European Sites (protected habitats) |

| | |
|-----------------------------|--|
| M4 CEM | M4 Corridor Enhancement Measures. A Welsh Government initiative set up to explore and resolve issues of capacity, safety and resilience along the M4 corridor in South East Wales |
| NAPPAs | Noise Action Planning Priority Areas. Noise maps and associated plans are managed by the Welsh Government and local authorities to find where noise levels are high and help create noise action plans to address the issue |
| PHW | Public Health Wales aims to give people power to protect and improve health and wellbeing and reduce inequalities by informing, advising and speaking up for them. PHW provides an expert public health resource as part of the NHS in Wales. |
| Reasonable Alternatives | These are reasonable alternatives to the draft Plan, being other options that the Welsh Government consider could solve transport related problems affecting the M4 Corridor around Newport in South Wales. If implemented, the reasonable alternatives would lead to either a new dual carriageway (Red Route) being built to the south of Newport, or a motorway solution along a similar alignment (Purple Route) alongside some complementary highway management, walking and cycling initiatives. |
| SAC | Special Area of Conservation. Strictly protected sites with listed habitat types and species that are considered to be most in need of conservation at a European level (excluding birds) |
| Scheme / Project | For individual schemes or projects, the appropriate level of appraisal is more detailed, quantitative and evidence-based ¹ |
| SEA | Strategic Environmental Assessment. A process that provides for the high level protection of the environment, by ensuring the integration of environmental considerations into the preparation of plans and programmes and to contribute to the promotion of sustainable development and environmental protection |
| SDR | Southern Distributor Road. In this case, the A48 Southern Distributor Road, Newport |
| SSSI | Sites of Special Scientific Interest. Legally protected sites for wildlife and geology conservation. |
| Strategy, Plan or Programme | A strategy, plan or programme sets out broad objectives, identifies measures to achieve these and proposes a typically broad package of interventions to achieve the objectives. The appropriate level of appraisal is also broad, and at a strategy level, it may only be possible to undertake appraisal qualitatively ¹ |
| SWATS | South Wales Area Traffic Survey |
| TEN-T | Trans-European Transport Network |
| TPOs | Transport Planning Objectives |
| TR111 Notice | Once a preferred route of a transport scheme is announced, the Welsh Government serves a statutory TR111 notice on the local planning authorities requiring the line to be protected from development |

¹ Source: Welsh Transport Planning and Appraisal Guidance (WelTAG), June 2008

| | |
|--------|---|
| WelTAG | Welsh Transport Planning and Appraisal Guidance is a transport appraisal tool applicable to transport projects, plans and programmes in Wales. The Welsh Government requires that major transport initiatives seeking government funding are appraised with this guidance |
| WHIASU | Wales Health Impact Assessment Support Unit |
| WHO | World Health Organisation |
| WIMD | Welsh Index of Multiple Deprivation |

1 Introduction

Please read this document alongside the overarching M4 Corridor around Newport draft Plan Consultation Document².

The draft Plan has been developed taking into account the extensive work undertaken as part of the M4 Corridor Enhancement Measures (CEM) Programme. The M4 CEM Programme was set up to explore and resolve issues of capacity, safety and resilience along the M4 Corridor around Newport, in South East Wales. It was based upon the ability to deliver and identify measures in phases to improve affordability.

As a result of on-going discussions with the UK Government there has been a significant change in the assessment of the affordability of a major enhancement of the M4. On 26 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.

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 Junctions 23 and 29 on the south side of Newport. It is shown as the Black Route on page 23. The draft Plan would also include the following Complementary Measures:

Table 1 draft Plan (Black Route) Complementary Measures

| Complementary Measure | Description |
|--|--|
| Re-classify existing M4 between Magor and Castleton | Re-classify the existing motorway as a trunk road, which could enable traffic management, safety and revised access measures. These could include modifications to interchanges at Magor and Castleton. Only certain classes of motorised vehicles can use motorways and they should have no traffic signals, intersections or property access. They are free of any ground level crossings with other roads, railways, or pedestrian paths, which are instead carried by overpasses and underpasses across the highway. |

² The Consultation Document is available online at www.m4newport.com or in paper copy (see page 51)

| Complementary Measure | Description |
|--|--|
| M48 – B4245 Link | New single carriageway link between the M48 and B4245. This would potentially provide relief to Junction 23A and to the local road network. It may also facilitate the introduction of a park and ride facility at Severn Tunnel Junction in the future. |
| Provide cycle friendly infrastructure | Promoting the use of cycling as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |
| Provide walking friendly infrastructure | Promoting the use of walking as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |

The consultation document also provides information on two “Reasonable Alternatives” to the draft Plan and a “Do Minimum” which considers consequences of doing nothing above what is already planned.

The main elements of the two reasonable alternatives are also shown on page 23. They are the Red Route which is a dual carriageway and the Purple Route which is a three lane motorway. Both routes would also have complementary measures.

The draft Plan does not include public transport measures because the Welsh Government has commissioned a separate study and report on proposals to develop a metro system for South East Wales. The report will focus on how a metro system could support economic growth and regeneration at key locations across South East Wales.

The Welsh Government is seeking your views on the draft Plan whose aim is to address transport related problems on the M4 Corridor around Newport. We also want your views on two reasonable alternatives to the draft Plan, the Do Minimum scenario, and the associated assessments which are:

- Health Impact Assessment (HIA);
- Equality Impact Assessment (EqIA);
- Strategic Environmental Assessment (SEA); and
- Habitats Regulations Assessment (HRA).

These assessments consider the potential environmental, health and equality impacts of the draft Plan, its reasonable alternatives and the Do Minimum scenario. These are separate documents but are included in the draft Plan Consultation.

Using the feedback received from the consultation, the Welsh Government will decide whether to adopt the draft Plan, with or without amendments, taking into account the responses to the associated assessments.

1.1 Purpose

This document provides the Health Impact Assessment (HIA) Report which is included in the draft Plan Consultation.

As a strategy or programme, the Welsh Government considers that an HIA of the M4 Corridor around Newport draft Plan is required. This report provides the Health Impact Assessment (HIA) for the transport measures that form a draft Plan for the M4 Corridor

around Newport. The completion of an HIA is a mandatory requirement of WelTAG. This report has been prepared in accordance with new guidance on the HIA process that has been prepared by WHIASU in conjunction with Public Health Wales and Cardiff University entitled, “Health Impact Assessment: A Practical Guide³.”

The Wales Health Impact Assessment Support Unit (WHIASU) was consulted on the proposed scope of the HIA and provided comments and advice on the preparation of the HIA. Public Health Wales also provided a scoping response and all relevant scoping responses to HIA are provided in Appendix A. The responses received as part of the scoping exercise have been incorporated into this assessment of the draft Plan, which will be subject to public consultation from September 2013 for a period of 12 weeks. Following the draft Plan Consultation, any relevant comments will then be incorporated into a finalised HIA Report, with a statement of results. Should the draft Plan be adopted, this would then be published.

1.2 Background

The M4 in South Wales forms part of the Trans-European Transport Network (TEN-T), which provides connections throughout Europe by road, rail, sea and air. The M4 plays a key strategic role in connecting South Wales with the rest of Europe, providing links to Ireland via the ports in South West Wales and England and mainland Europe to the east. It is a key east-west route being the main gateway into South Wales and also one of the most heavily used roads in Wales.

Providing a facility for transporting goods, linking people to jobs and employment sites as well as serving the Welsh tourism industry, the M4 is critical to the Welsh economy. Cardiff, and Newport and Swansea have ambitious regeneration strategies and Monmouthshire County Council is developing areas around Junction 23A of the M4. Rhondda Cynon Taff has important gateways onto the motorway at Junctions 32 and 34. Bridgend is served by M4 Junctions 35 and 36. Neath Port Talbot straddles the motorway and gets important access from Junctions 38 to 43. Congestion on the M4 causing unreliable journey times and reduced service levels will therefore hinder economic development in South Wales.

The M4 between Junctions 28 and 24 was originally designed as the ‘Newport Bypass’ with further design amendments in the 1960s to include the first motorway tunnels to be built in the UK. The M4 Motorway between Magor and Castleton does not meet modern motorway design standards. This section of the M4 has many lane drops and lane gains, resulting in some two-lane sections, an intermittent hard shoulder and frequent junctions. It is often congested, especially during weekday peak periods resulting in slow and unreliable journey times and stop-start conditions with incidents frequently causing delays.

This is why problems with congestion and unreliable journey times have been a fact of life on the M4 around Newport for many years. The motorway and surrounding highway network does not cope with sudden changes in demand or operation, for example as a result of accidents or extreme weather events for example. These issues are worse at times of peak travel (rush hour) and have worsened as the number of users on the network has increased.

The M4 Corridor around Newport is shown in Figure 1.

³ Source: Health Impact Assessment. A Practical Guide, WHIASU (2012).

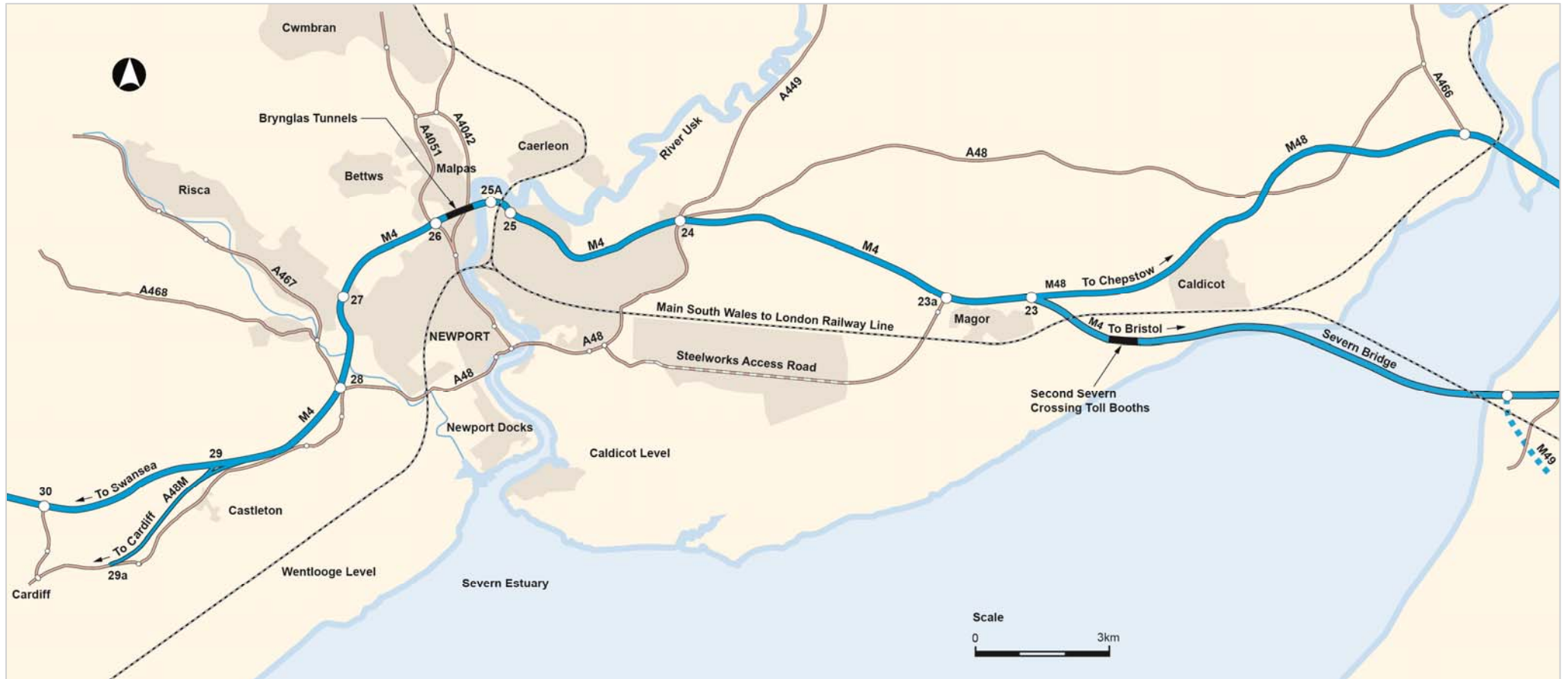


Figure 1 The Location of the M4 around Newport

2 Problems, Aims and Goals

2.1 Relationship to M4 CEM Programme

The problems, goals and aims of the M4 CEM Programme were subject to dialogue during the early stages of the engagement process, with public and stakeholders.

17 problems were identified; which encompassed issues of capacity, (network) resilience, safety and sustainable development. It is considered that the problems have not changed since 2012.

15 goals were identified and each one aimed to address one or more of the problems. As the problems have not changed there was no need to revisit the goals.

2.2 Problems on the M4 Corridor around Newport

The 17 identified transport related problems are listed below:

As part of the M4 CEM Consultation, respondents were asked to prioritise up to four problems out of the full list. Problems 1, 5, 7 and 9 shown in bold italics were selected the most times by those who responded to the M4 CEM Consultation.

Capacity

- 1. A greater volume of traffic uses the M4 around Newport than it was designed to accommodate, resulting in regular congestion at peak times over extended periods.***
2. The M4 around Newport is used as a convenient cross town connection for local traffic, with insufficient local road capacity.
3. HGVs do not operate efficiently on the motorway around Newport.
4. There is insufficient capacity through some of the Junctions (e.g. 3 lane capacity drops to 2 lane capacity).
- 5. The 2-lane Brynglas tunnels are a major capacity constraint.***
6. The M4 cannot cope with increased traffic from new developments.

Resilience

- 7. Difficulties maintaining adequate traffic flows on the M4 and alternative highway routes at times of temporary disruption; alternative routes are not able to cope with M4 traffic.***
8. The road and rail transport system in and around the M4 Corridor is at increasing risk of disruption due to extreme weather events.
- 9. When there are problems on the M4, there is severe disruption and congestion on the local and regional highway network.***
10. The M4 requires essential major maintenance within the next 5-10 years; this will involve prolonged lane and speed restrictions, thus increasing congestion problems.

11. There is insufficient advance information to inform travel decisions when there is a problem on the M4.

Safety

12. The current accident rates on the M4 between Magor and Castleton are higher than average for UK motorways⁴.
13. The existing M4 is an inadequate standard compared to modern design standards.
14. Some people's driving behaviour leads to increased accidents (e.g. speeding, lane hogging, unlicensed drivers).

Sustainable Development

15. There is a lack of adequate sustainable integrated transport alternatives for existing road users.
16. Traffic noise from the motorway and air quality is a problem for local residents in certain areas.
17. The existing transport network acts as a constraint to economic growth and adversely impacts the current economy.

2.3 Aims for the M4 Corridor around Newport

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.

The draft Plan aims to help to achieve or facilitate these aims as part of a wider transport strategy for South East Wales, as outlined within the Prioritised National Transport Plan⁵.

2.4 Goals of the M4 Corridor around Newport

The Welsh Government with the help of the others, identified 15 goals for the M4 CEM Programme. These goals aim to address the identified transport related problems listed in section 2.2. For clarity goals are referred to as "Transport Planning Objectives" (TPOs) in WelTAG (see Glossary).

⁴ The Variable Speed Limit (VSL) system was introduced in June 2011 between Junctions 24 and 28, in order to improve safety conditions and traffic flow in the short term. The first year of operation has shown a reduction in accidents.

⁵ National Transport Plan (2010) & Prioritised National Transport Plan (2011) Welsh Government

The 15 goals (listed below) provide a framework in which to appraise the relative performance at a strategic level of the draft Plan, the reasonable alternatives and the Do Minimum scenario.

As part of the M4 CEM Consultation respondents were asked to prioritise up to 4 goals out of the full 15. Goals 1,4,5 and 7 shown in bold italics were selected the most.

If the draft Plan (or any reasonable alternative to the draft Plan) is successful, its success will be measured by how well it achieves the following goals:

1. ***Safer, easier and more reliable travel east-west in South Wales.***
2. Improved transport connections within Wales and to England, the Republic of Ireland and the rest of Europe on all modes on the international transport network.
3. More effective and integrated use of alternatives to the M4, including other parts of the transport network and other modes of transport for local and strategic journeys around Newport.
4. ***Best possible use of the existing M4, local road network and other transport networks.***
5. ***More reliable journey times along the M4 Corridor.***
6. Increased level of choice for all people making journeys within the transport Corridor by all modes between Magor and Castleton, commensurate with demand for alternatives.
7. ***Improved safety on the M4 Corridor between Magor and Castleton.***
8. Improved air quality in areas next to the M4 around Newport.
9. Reduced disturbance to people from high noise levels, from all transport modes and traffic within the M4 Corridor.
10. Reduced greenhouse gas emissions per vehicle and/or person kilometre.
11. Improved travel experience into South Wales along the M4 Corridor.
12. An M4 attractive for strategic journeys that discourages local traffic use.
13. Improved traffic management in and around Newport on the M4 Corridor.
14. Easier access to local key services and residential and commercial centres.
15. A cultural shift in travel behaviour towards more sustainable choices.”

2.5 Consequences of Doing Nothing

Analysis shows that in 2012 during peak periods (also known as ‘rush hour’), traffic flows approach 100% of capacity along sections of the M4 around Newport⁶. Once flows exceed 80% of capacity, traffic can expect operational problems (frequent traffic jams). The more congested road conditions become, the greater the risk of incidents and accidents occurring. In the future, the situation is expected to deteriorate further.

Forecasts of future traffic volumes show that in the Do Minimum situation, traffic congestion will be severe on most links by 2020 and by 2035 the motorway around Newport will be

⁶ Source: Arup analysis 2012

heavily congested, with all sections between J23A and J29 experiencing flows above 100% of capacity during weekday peak periods⁷.

Congestion on the M4, particularly around Cardiff and Newport, is cited by the business community in South Wales as a barrier to economic growth. Where congestion increases, the cost of transport for businesses, commuters, consumers and economic performance can be affected. Increased congestion will also result in longer journey times for commuters, reducing the effective travel to work area.

In terms of the environment, local authorities in the UK work towards meeting the national air quality objectives and if a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area. Out of Newport's seven Air Quality Management Areas (AQMAs), four are associated with the M4. Higher traffic volumes along the M4 are likely to contribute not only to poor air quality, but also noise pollution, compromising the amenity of neighbouring residential communities. Assuming no improvements to vehicle emissions technology, the increased flows and stop start conditions will give rise to more vehicle emissions along these routes. It is important to note that stop-start congested traffic can result in higher CO₂ emissions than free-flowing traffic. Alongside the motorway at Newport, there are also Noise Action Planning Priority Areas (NAPPAs), which investigate where noise levels are high and help create noise action plans to address the issue.

The AQMAs in Newport are available to view on the Newport City Council website⁸, whilst recently published Wales Noise Maps are being used to help the Welsh Government to develop and implement a noise action plan for Wales, which is due to be published later in 2013. These are also available on the Welsh Government website⁹.

⁷ Source: Arup analysis 2012

⁸ See

http://www.newport.gov.uk/_dc/index.cfm?fuseaction=environmentalhealth.homepage&contentid=cont446709

⁹ See <http://data.wales.gov.uk/apps/noise/>

3 Previous Work

Since 1991, much assessment and consultation has been undertaken to develop a preferred solution to the problems on the motorway around Newport. A summary of previous work is provided below and a more detailed history is documented in the M4 Corridor around Newport WelTAG Appraisal Report Stage 1 (Strategy Level)¹⁰.

For many years, concerns have been raised regarding the potential for delays on the motorway and trunk road network in South Wales.

In March 1989, the then Secretary of State for Wales commissioned the South Wales Area Traffic Survey (SWATS) to review traffic patterns over part of the trunk road network in South Wales in order to identify problem areas and propose possible solutions. The SWATS Report (1990) identified the need for substantial improvement to the M4 to address a growing capacity issue on the motorway, in particular the section between Magor and Castleton.

As a consequence, a proposal for a relief road to the south of Newport (which became known as the 'M4 Relief Road', and later, the 'New M4 Project' as a new dual 3-lane motorway) was included in the Welsh Trunk Road Forward Programme in 1991. An M4 Relief Road Preferred Route was published in 1995 and amended in 1997.

In 2004, the then Minister for Economic Development and Transport reported on the outcome of his review of transport programmes, which were undertaken to ensure a strategic fit with: 'Wales: A Better Country' and the Wales Spatial Plan. One of the conclusions of the review was that additional capacity was still required on the M4 motorway in South East Wales, in order to reduce congestion, improve resilience and remove an obstacle to greater prosperity along the whole corridor through to Swansea and West Wales. In addition to widening the motorway north of Cardiff, the Minister announced proposals to develop a New M4 south of Newport between Magor and Castleton.

Following Ministerial Review in 2004, the New M4 Project was the subject of a thorough re-examination in order to ensure fit with policies at that time and to take account of physical and legislative changes. Three key activities were undertaken:

1. A re-examination of route corridors considering, in particular, the implications and consequences of legislative changes and physical developments within the original project study area;
2. A comprehensive review of the previously published M4 Relief Road Preferred Route; and
3. A Junction Strategy Review.

The conclusion of these studies confirmed the route to the south of Newport as the optimal solution to tackling the problems of congestion on the M4 corridor around Newport. Following the Preferred Route and Junction Strategy Review, a TR111¹¹ notice (April 2006) was published to protect a revised route corridor. A series of public exhibitions were held in

¹⁰ Welsh Government, M4 Corridor around Newport, WelTAG Appraisal Report Stage 1 (Strategy Level), Arup, June 2013

¹¹ Once a preferred route is announced, Welsh Government serves a statutory notice (TR111) on the local planning authorities requiring the line to be protected from development. This is enacted under Article 19 of the Town & Country Planning (Development Management Procedure) (Wales) Order 2012.

April and May 2006 to explain the changes to the public and other stakeholders with an interest in transport in South Wales.

3.1 M4 Corridor Enhancement Measures (M4 CEM) Programme

A written statement in July 2009, by the then Deputy First Minister Ieuan Wyn Jones, announced that the New M4 was not affordable. The statement, however, accepted “*the need to urgently address safety and capacity issues on the existing route*” through the introduction of “*a range of measures*”.

The M4 Corridor Enhancement Measures (CEM) Programme¹² was therefore initiated by the Welsh Government and this aimed to create a package of measures to deal with resilience, safety and reliability issues within the M4 corridor between Magor and Castleton.

Under the M4 CEM Programme, a long list of possible solutions was explored. Packages that combined public transport, highway and other travel solutions were identified for appraisal. These included widening of the M4 between Junctions 24 and 29 as well as improvement to the existing road network to the south of Newport city centre and a new dual carriageway all-purpose road to the south of Newport.

As part of the M4 CEM Programme, a comprehensive engagement process was launched in September 2010 culminating in a public consultation held between March and July 2012. During the engagement process, the Welsh Government and its project team engaged with both internal and external specialists and expert stakeholders. This process encompassed a diverse range of views and interests relating to transport in South Wales, as well as with people likely to be interested in and affected by any transport measures potentially adopted and implemented by Welsh Government. The consultation resulted in public support for the provision of an additional high quality road to the south of Newport¹³, supported by additional measures to address travel related problems within the M4 Corridor. These were referred to as Common Measures. They comprised a mix of network improvements, network management, demand management, alternative modes and smarter sustainable choices. The M4 CEM WelTAG Stage 1 (Strategy Level) Appraisal¹⁴ concluded that the following measures were worthy of further consideration:

- A new dual carriageway route to the south of Newport (Red Route alternative to the draft Plan);
- Public transport enhancement; and
- Common measures.

¹² Further details of the M4 CEM Programme and its evolution are available at www.m4cem.com.

¹³ Welsh Government, M4 Corridor Enhancement Measures (M4 CEM), Participation Report, Arup, August 2013

¹⁴ Welsh Government, M4 Corridor Enhancement Measures (M4 CEM), WelTAG Appraisal Report Stage 1 (Strategy Level), Arup, March 2013

3.2 M4 Corridor around Newport draft Plan

Recent initiatives, including discussions between the Welsh Government and HM Treasury/Department for Transport, as well as the work of the Silk Commission¹⁵, have created future 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.

Thus, in order to inform the strategy for the M4 Corridor around Newport, a further M4 Corridor around Newport WelTAG Stage 1 (Strategy Level) Appraisal¹⁶ has been undertaken of options that include M4 CEM measures, provision of new motorway capacity routed to the south of Newport and complementary measures. The options considered within the WelTAG Appraisal were as follows:

1. A new section of 3-lane motorway to the south of Newport following the protected (TR111) route (Black Route);
2. A new dual 2-lane all-purpose road to the south of Newport following an alignment that would allow it to be constructed in phases (Red Route);
3. A new section of 3-lane motorway to the south of Newport along a similar alignment to the all-purpose road (Purple Route);
4. Public transport measures; and
5. Complementary measures.

The M4 Corridor around Newport WelTAG Stage 1 (Strategy Level) Appraisal concluded that a new section of 3-lane motorway to the south of Newport following a protected (TR111) route, in addition to complementary measures, would best achieve the goals and address the problems of the M4 Corridor around Newport, and should be progressed for further appraisal.

These options have subsequently formed the basis for the development of the draft Plan, which is described further in Section 4.

The M4 Corridor around Newport WelTAG Stage 1 (Strategy Level) Appraisal also acknowledged that public transport enhancement will contribute to some of the goals of the M4 Corridor around Newport. This draft Plan does not include public transport measures because the Welsh Government has commissioned a separate study and report on proposals to develop a metro system for South East Wales. That report will focus on how a metro system could support economic growth and regeneration at key locations across South East Wales.

3.3 Previous HIA

Recognising the potential level of public interest in transport related issues within the M4 Corridor around Newport and beyond, and the numbers of people potentially affected by any new plans resulting from possible options, the Welsh Government undertook wide-ranging and focussed engagement with stakeholders and local people from September 2010 as part of the M4 CEM Programme, which aimed to address transport related problems on the M4

¹⁵ The 'Silk' Commission on Devolution in Wales, which is reviewing the case for the devolution of fiscal powers and reviewing the powers of the National Assembly for Wales, due to report in Spring 2014.

¹⁶ Welsh Government, M4 Corridor around Newport, WelTAG Appraisal Report Stage 1 (Strategy Level), Arup, June 2013.

Corridor around Newport through a package of public transport, highway infrastructure and complementary measures ‘referred to as Common Measures’ that included demand management, alternative modes and smarter sustainable choices.

During the engagement process, the Welsh Government and its project team conducted dialogue and deliberative sessions both with internal and external specialists and expert stakeholders, encompassing local health boards, local authorities and other organisations with an interest in the likely health and community impacts of transport measures on the M4 Corridor around Newport. This input has helped and influenced the development of a draft Plan.

The Welsh Government consulted with the Wales Health Impact Assessment Support Unit (WHIASU) on its approach to assessment and reporting. A scoping report for the HIA was issued to WHIASU for comment on M4 CEM options, including an additional high quality road to the south of Newport, in September 2012. WHIASU provided comments on the proposed scope for the HIA in October 2012. Following WHIASU advice and guidance, telephone interviews on the potential health effects of the M4 CEM measures were undertaken with health professionals and other local stakeholders. Stakeholders were identified with the assistance of WHIASU. The consultees contacted for interview are shown in Table 2.

Table 2 M4 CEM HIA Consultees

| Organisation |
|--|
| Aneurin Bevan Health Board |
| Countryside Council for Wales |
| House of Commons |
| National Assembly for Wales |
| Newport City Council |
| Newport Local Public Health Team |
| Newport, Gwent Association of Voluntary Organisations (GAVO) |
| Public Health Wales (PHW) |
| Wales Health Impact Assessment Support Unit (WHIASU) |

A number of the identified stakeholders (above) declined to take part or were unavailable for the telephone interviews as part of the M4 CEM options HIA. In total three telephone interviews were undertaken, including:

- Health and Wellbeing representative from the Countryside Council for Wales;
- MP for Newport West; and
- Public health consultant representing both Public Health Wales and the Aneurin Bevan Health Board.

For the M4 CEM options, stakeholders were asked:

1. What do you consider to be the potential health impacts and will the impact be positive or negative?
2. Is the likelihood of the impact of the proposal definite, probable or speculative?

3. What do you consider to be the scale of the impact and what proportion of the population is likely to be affected?
4. What do you consider to be the timing of these impacts and will the impact be in weeks, months or years?
5. What will the distribution of the effects be and will the proposal affect different groups of people in different ways?
6. Are there any opportunities to maximise the potential improvements in health and to minimise the potential risks to health?

A summary of responses received as part of the M4 CEM HIA process is provided in Table 3.

Table 3 Summary of M4 CEM HIA Consultation Responses

| Topic | Summary of Responses |
|---|--|
| Public Transport Measures | <p>They would create positive health impacts, encouraging physical activity, a potential reduction in emissions and social connectivity. Getting people to use public transport is challenging. Changing people’s behaviour is vital, which may take a long time and so there may need to be some sort of intervention to make people use public transport. Benefits would likely be long term but the impact limited and mainly to those without access to a car. Systematic promotion of public transport to increase awareness would increase the benefits.</p> <p>Clean technology for buses would also help to reduce pollution.</p> |
| Additional high quality road to the south of Newport (being progressed as a reasonable alternative (Red Route) as part of this draft Plan Consultation). | <p>It would be the favoured option. It would only impact on a small population, so it would be the least polluting option. It directs traffic away from the most populated areas of Newport; the winds blow from west to east and the pollution from this option would spread over the channel and not the local population. A sizable population (the Duffryn area) would experience positive benefits; the negative impacts would be experienced by the least number of people in comparison to the other options. There is the potential that it could bring congestion and pollution to new areas.</p> <p>There may be negative impacts during construction (noise, air quality, visual impact).</p> <p>Although the frequency of accidents may be reduced the increased road space may mean that accidents are more serious.</p> <p>It may widen the gap in health inequality between the north and south of Newport. The impact would be limited but long term. The most affected would be people with vehicles and people who occupy the new housing at the steelworks. In the long term it could affect a larger proportion if flood mitigation measures are not implemented.</p> <p>This option has been designed in a positive way, it avoids nature reservations etc. but the damage to the landscape would have to be managed; there is a lot that can be done to minimise the damage.</p> |

| Topic | Summary of Responses |
|--------------------------------------|--|
| <p>Complementary Measures</p> | <p>Complementary measures are supported.</p> <p>Positive impacts could be realised from noise pollution reduction measures and improved incident management and event management.</p> <p>In particular, walking and cycling infrastructure would potentially have a positive effect on physical activity levels, and alternative route promotion could be beneficial with regards to access to services. There is also potential for a reduction in noise and an improvement in local air quality.</p> <p>Complementary measures would affect the general population and benefits would be realised over the long term. The measures might exclude young and elderly people as it may be more challenging for them to utilise public transport, walking and cycling options.</p> <p>A well planned and tested series of interventions to encourage the use of alternative methods of transport would be needed. Changes should take into account local consultation to ensure limited disruption and maximum benefit of any measures that could be progressed further.</p> |

These comments have informed the development of, and HIA of, the draft Plan.

4 The draft Plan

In recognising the range of the goals for the M4 Corridor around Newport, the draft Plan combines both highway infrastructure and other demand management solutions in identifying a preferred strategy.

The draft Plan for the M4 Corridor around Newport (the preferred strategy) consists of:

- **A new section of 3-lane motorway between Magor and Castleton to the south of Newport along the TR111 protected corridor of the Black Route; and**
- **Complementary Measures (see table 4, overleaf).**

The reasonable alternatives to the draft Plan include:

- **A dual 2-lane all-purpose road (Red Route); or**
- **A motorway solution along a similar alignment (Purple Route); in addition to**
- **Complementary Measures.**

The draft Plan and the reasonable alternatives have been assessed against the ‘Do Minimum’ scenario. The Do Minimum scenario means doing nothing above what is already planned or committed.

The preferred strategy and reasonable alternatives are described in more detail below and illustrated in Figure 2 on page 23.

4.1 The draft Plan (Preferred Strategy)

4.1.1 Motorway following TR111 Protected Route – The Black Route and Complementary Measures

This preferred strategy comprises the construction of a new 3-lane motorway mainly following the protected TR111 ‘Black Route’, between Junctions 23 and 29, including a new crossing of the River Usk south of Newport. The River Usk is designated as a Special Area of Conservation (SAC).

The TR111 route to the south of Newport has remained protected for planning purposes since April 2006. The alignment of this proposed new section of motorway has been developed following extensive consultation, investigation and analysis. The aim is to minimise the impact on the environment, whilst fully meeting current motorway design and safety standards. Minor changes to the alignment of the TR111 protected route could still be made, subject to further investigation, if this option is taken forward. This motorway solution would be delivered as one scheme.

If this draft Plan is adopted a junction strategy would be investigated as part of scheme’s development.

The alignment of the Black Route is shown in the context of local constraints in Figure 2.

In addition to the new highway infrastructure, there are additional complementary measures that could assist in alleviating travel related problems within the M4 Corridor around Newport. The draft Plan's complementary measures are as follows:

Table 4 draft Plan (Black Route) Complementary Measures

| Complementary Measure | Description |
|--|--|
| Re-classify existing M4 between Magor and Castleton | Re-classify the existing motorway as a trunk road, which could enable traffic management, safety and revised access measures. These could include modifications to interchanges at Magor and Castleton. Only certain classes of motorised vehicles can use motorways and they should have no traffic signals, intersections or property access. They are free of any ground level crossings with other roads, railways, or pedestrian paths, which are instead carried by overpasses and underpasses across the highway. |
| M48 – B4245 Link | New single carriageway link between the M48 and B4245. This would potentially provide relief to Junction 23A and to the local road network. It may also facilitate the introduction of a park and ride facility at Severn Tunnel Junction in the future. |
| Provide cycle friendly infrastructure | Promoting the use of cycling as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |
| Provide walking friendly infrastructure | Promoting the use of walking as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |

4.2 Reasonable Alternatives to the draft Plan

4.2.1 Dual 2-lane All-Purpose Road – The Red Route and Complementary Measures

This option involves the construction of an additional high quality road to the south of Newport, as a dual carriageway solution. The route aims to minimise negative impacts on local communities and the environment. As a dual carriageway on this corridor alignment, the road could be delivered in phases by tying into the existing road network in Newport. Delivery could thus be phased with availability of funding. However, the main benefits would only be realised when the route is complete.

This road would require a new crossing of the River Usk, which is designated as a Special Area of Conservation (SAC).

The alignment of the Red Route is further north compared to that of the Black Route and the impact on the Port of Newport operations may be less. However, the alignment would pass through and have significant impact upon the Newport City Council's Docks Way landfill site. The route runs close to the residential area, Dyffryn. There are also on-going and potential further development sites along this route.

The alignment of the Red Route is shown in the context of local constraints on Figure 2, page 23.

In addition, the following complementary measures could assist the Red Route in alleviating travel related problems within the M4 Corridor around Newport:

Table 5 Red Route Complementary Measures

| Complementary Measure | Description |
|--|--|
| M48 – B4245 Link | New single carriageway link between the M48 and B4245. This would potentially provide relief to Junction 23A and to the local road network. It may also facilitate the introduction of a park and ride facility at Severn Tunnel Junction in the future. |
| Provide cycle friendly infrastructure | Promoting the use of cycling as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |
| Provide walking friendly infrastructure | Promoting the use of walking as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |

4.2.2 Motorway along Alternative Alignment to the South of Newport – The Purple Route and Complementary Measures

In order to fully represent the highway options to the south of Newport, this option comprises a 3-lane motorway along a similar route to that which is proposed for the Red Route (dual 2-lane all-purpose road). A difference between the two routes being the purple route has a more northerly alignment to cross the northern end of the North Dock at the Port of Newport.

This new motorway would require a new crossing of the River Usk, which is designated as a Special Area of Conservation (SAC).

The alignment of the Purple Route is such that the impact on the Port of Newport is minimised. However, there could be significant impact upon the Newport City Council's Docks Way landfill site. The route runs close to the residential area, Dyffryn. There are also on-going and potential further development sites along this route.

The alignment of the Purple Route is shown in the context of local constraints on Figure 2 on page 23.

In addition, the following complementary measures could assist the Purple Route in alleviating travel related problems within the M4 Corridor around Newport:

Table 6 Purple Route Complementary Measures

| Complementary Measure | Description |
|--|--|
| Re-classify existing M4 between Magor and Castleton | Re-classify the existing motorway as a trunk road, which could enable traffic management, safety and revised access measures. These could include modifications to interchanges at Magor and Castleton. Only certain classes of motorised vehicles can use motorways and they should have no traffic signals, intersections or property access. They are free of any ground level crossings with other roads, railways, or pedestrian paths, which are instead carried by overpasses and underpasses across the highway. |

| Complementary Measure | Description |
|--|--|
| M48 – B4245 Link | New single carriageway link between the M48 and B4245. This would potentially provide relief to Junction 23A and to the local road network. It may also facilitate the introduction of a park and ride facility at Severn Tunnel Junction in the future. |
| Provide cycle friendly infrastructure | Promoting the use of cycling as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |
| Provide walking friendly infrastructure | Promoting the use of walking as an alternative to the car for journeys of up to three miles by providing new infrastructure or improving existing infrastructure. |

4.3 Do Minimum Scenario

The Welsh Government is committed to continuing to improve transport in South Wales. Practical measures to make travel safer and easier on the M4 motorway around Newport have included replacing sections of steel central barriers with concrete barriers, the introduction of Variable Speed Limit systems and improvements to the roundabout at Junction 24 at Coldra.

The Do Minimum scenario means doing nothing above what is already planned or committed. This scenario therefore comprises minimum intervention but in this case does include a number of highway schemes, which are currently committed to be completed between 2020 and 2035 as follows:

Welsh Government Schemes:

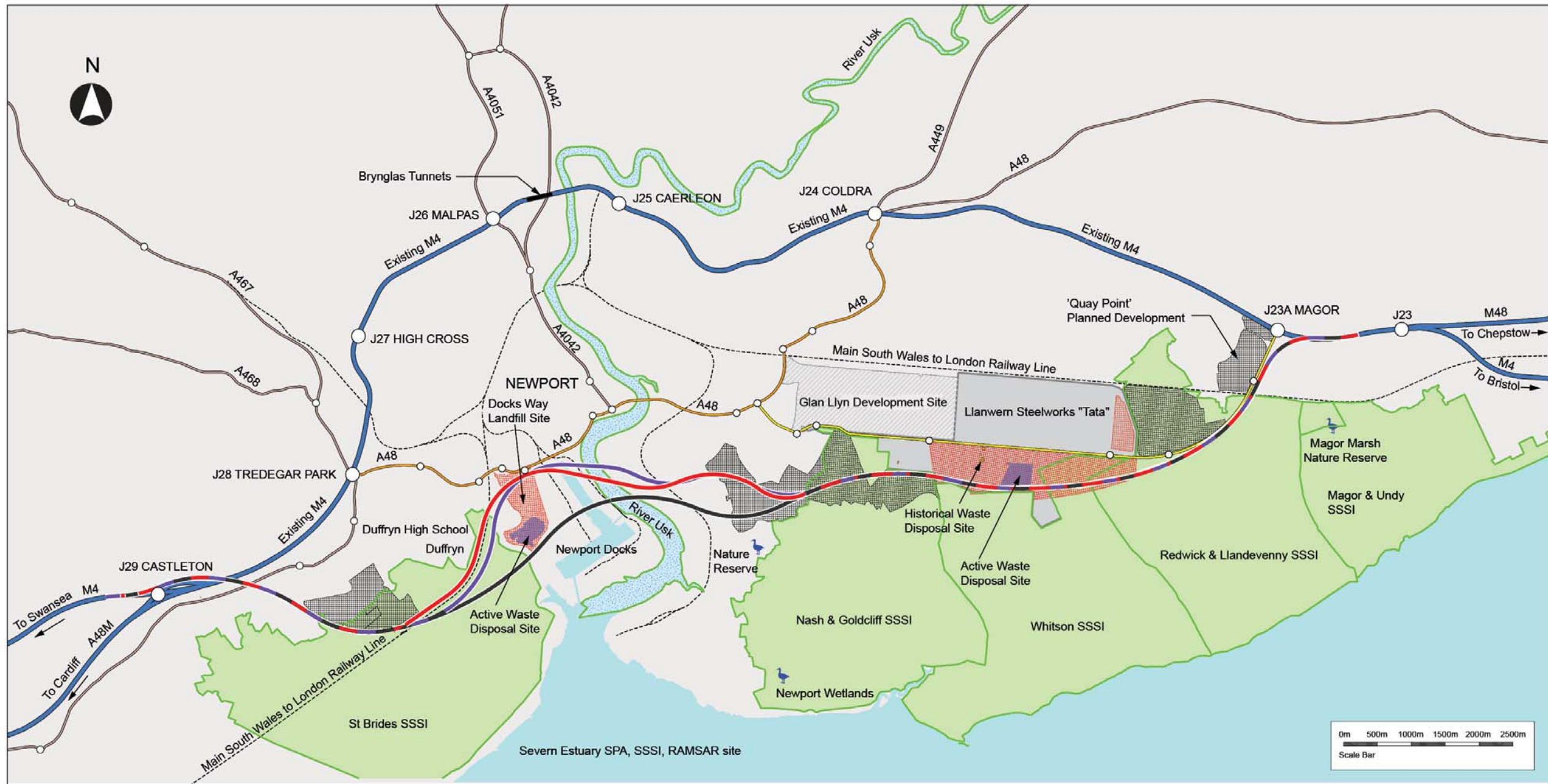
- The recently opened Newport Steelworks Access Road Phases 1 and 2 (the former Llanwern Steelworks access road);
- Junction 28 roundabout, enlarged signalled gyratory scheme including associated improvements to the A467 Bassaleg roundabout and A48 Pont Ebbw; and
- A465 Heads of the Valleys dualling (Gilwern to Hirwaun).

Newport City Council Scheme:

- Link through Newport Eastern Expansion Areas between Steelworks Access Road and A48 SDR (Cot Hill junction, signalised with full movements).

Alongside these schemes, the Do Minimum scenario also consists of a number of development proposals throughout South East Wales, which are committed through the planning process and are due to be completed at various stages to 2035.

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Legend








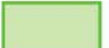

-  Black Route (the main element of the draft Plan)
-  Red Route (the main element to the 'reasonable alternative' to the draft Plan)
-  Purple Route (the main element to the 'reasonable alternative' to the draft Plan)
-  Employment Land Allocation from Newport Unitary Development Plan
-  Newport Southern Distributor Road
-  Steelworks Access Road
-  Existing Railway Lines
-  Sites of Special Scientific Interest (SSSI)
-  River Usk SAC and SSSI

Figure 2 Black, Purple and Red Route shown within the local study area and main constraints around Newport

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5 What is Health Impact Assessment?

5.1 Introduction

The WHIASU guidance refers to HIA as a process that considers how the health and well-being of a population may be affected by a proposed action, be it a policy, programme, plan or a change to the organisation or delivery of a particular public service. The guidance states that,

“Within HIA, health is understood as a positive concept which encompasses mental, physical and social well-being. It is difficult to understand the concept of health as something distinct from the ways in which we live and the society of which we are a part. This implies two things - firstly, that health means different things to different people living in particular times and places and secondly, that health outcomes, however we may understand and/or measure them, are shaped by wider social and economic processes.”

The best known definition of the social model of health is one that was produced by the World Health Organisation (WHO) in 1948 which stated that:

“Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity” (WHO, 1948).

The WHIASU guidance notes that health is shaped by wider social processes; and policies, programmes and projects are likely to be important opportunities or threats to the health of individuals, groups, communities and whole populations. Whilst the availability and quality of health services are likely to be important, the quality and distribution of social and economic resources are likely to be more important to the health of a population. Figure 3 below¹⁷ provides an illustration of how a proposal may impact different groups of people in different ways.

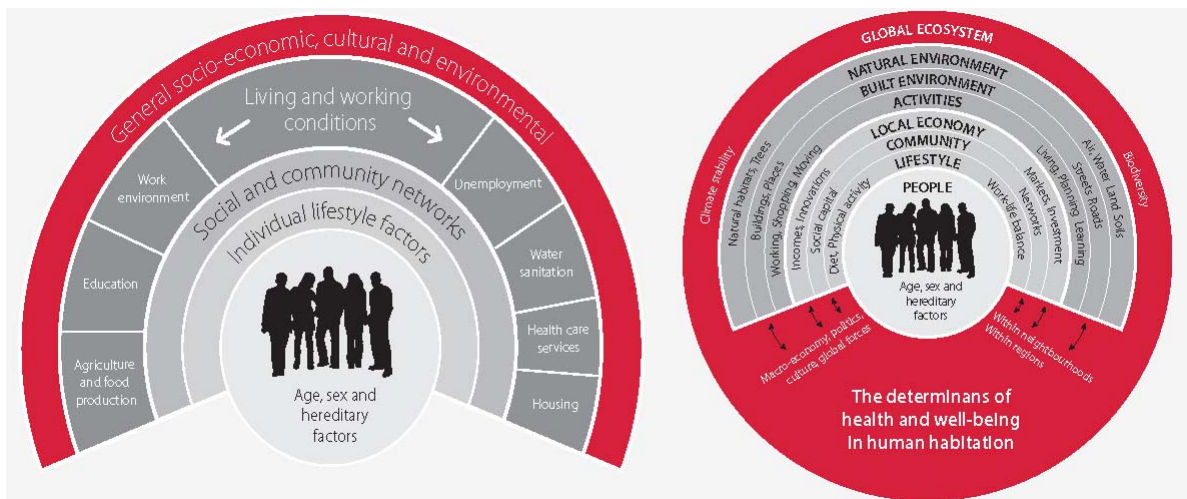


Figure 3 WHIASU guidance: how a proposal may impact on different groups of people

¹⁷ Source: Health Impact Assessment. A Practical Guide, WHIASU. Page 3. Figures: Dahlgren and Whitehead (1991) & Barton and Grant (1998)

WHIASU advise that some impacts on health determinants may be direct, obvious and/or international, whilst others may be indirect, difficult to identify and unintentional. HIA tries to anticipate and mitigate for these effects.

5.2 Definitions of HIA

The European Centre for Health Policy (1999) Gothenburg Consensus is the most widely accepted definition of HIA. This defines HIA as:

“A combination of procedures, methods and tools by which a policy, programme or project may be judged as to its potential effects on the health of a population, and the distribution of those effects within the population”.

An alternative definition, which is referenced in the WHIASU guidance, is¹⁸:

‘...a process through which evidence (of different kinds), interests, values and meanings are brought into dialogue between relevant stakeholders (politicians, professionals and citizens) in order imaginatively to understand and anticipate the effects of change on health and health inequalities in a given population’.

The consideration of health impacts is becoming an increasingly important aspect of any new proposal, programme or project in the UK. The purpose of carrying out a HIA is to assess the potential impacts to human health from a policy, programme or project and then to use this information to influence the decision making process. This should help to maximise the positive health outcomes and minimise the negative health outcomes of a proposal. However, WHIASU note that HIA is a tool to support decision making, but is not, in itself, the means of making a decision on whether a policy, proposal or programme should proceed.

5.3 Determinants of Health and Vulnerable Groups

WHIASU advise that HIA is a systematic, objective, flexible and practical way of assessing both the potential positive and negative impacts of a proposal on health and well-being. It can suggest ways in which opportunities for health gain can be maximized and risks to health minimised. HIA looks at health in its broadest sense, using the wider determinants of health as a framework. The health and well-being determinants checklist provided in Appendix 1 of the WHIASU guidance is reproduced in Table 7.

¹⁸ Elliott E, Harrop E, and Williams GH (2010) Contesting the science: public health knowledge and action in controversial land-use developments, in P. Bennett, K Calman, S Curtis and D Fischbacher-Smith (eds) Risk Communication and Public Health (second edition), Oxford: Oxford University Press.

Table 7 Health and Well-Being Determinants and Checklist

| 1. Lifestyles | |
|--|----------------------------------|
| Diet | Sexual activity |
| Physical activity | Other risk-taking activity |
| Use of alcohol, cigarettes, non-prescribed drugs | |
| 2. Social and community influences on health | |
| Family organisation and roles | Social isolation |
| Citizen power and influence | Peer pressure |
| Social support and social networks | Community identity |
| Neighbourliness | Cultural and spiritual ethos |
| Sense of belonging | Racism |
| Local pride | Other social exclusion |
| Divisions in the community | |
| 3. Living/environmental conditions affecting health | |
| Built environment | Green space |
| Neighbourhood design | Community safety |
| Housing | Smell/odour |
| Indoor environment | Waste disposal |
| Noise | Road hazards |
| Air and water quality | Injury hazards |
| Attractiveness of area | Quality and safety of play areas |
| 4. Economic conditions affecting health | |
| Unemployment | Type of employment |
| Income | Workplace conditions |
| Economic activity | |
| 5. Access and quality of services | |
| Medical services | Public amenities |
| Other caring services | Transport including parking |
| Careers advice | Education and training |
| Shops and commercial services | Information technology |
| 6. Macro-economic, environmental and sustainability factors | |
| Government policies | Biological diversity |
| Gross Domestic Product | Climate |
| Economic development | |

WelTAG considers the interaction between factors that determine health and WelTAG criteria. These are listed in Table 8. Although the health determinants listed in WelTAG and the WHIASU guidelines are not identical, they are broadly similar. As the HIA for the M4 Newport draft Plan is being prepared in accordance with WelTAG requirements, the criteria listed in WelTAG have been used for the appraisal summary tables for the HIA.

Paragraph 9.2.6 of WelTAG states that the interactions between health determinants and the WelTAG criteria show how WelTAG performs the HIA, thus negating the need to generate new analysis.

Table 8 Interaction between WelTAG Criteria and Health

| Factors that determine health | WelTAG appraisal criteria |
|---|---|
| <p>Individuals lifestyle/capacities affecting health Smoking, nutrition and healthy eating, physical activity, alcohol/drug misuse, sexual health, propensity to use health and care services, skills and knowledge, training and education</p> | Physical Fitness |
| <p>Social and community influences affecting health Family: structure and function, parenting. Community: social support mechanisms, social networks, neighbourliness, peer pressure, community divisions, degree of isolation, historical identity, cultural and spiritual ethos.</p> | Social Inclusion Heritage |
| <p>Living conditions Built environment, civic design and planning, housing, noise, smell, air and water quality, physical view and outlook, public safety, waste disposal, road hazards, injury hazards, safe play spaces.</p> | Noise Local Air Quality Landscape and Townscape Water Environment Transport Safety Personal Safety |
| <p>Working conditions Employment, workplace conditions, occupation, income.</p> | Economic Activity and Location Impacts (EALI) |
| <p>Services (access to and quality of) Medical services, caring services, careers advice and counselling, shops and commercial services, public amenities, transport, education and other services. Access to information technology.</p> | Permeability Transport Economic Efficiency (TEE) |
| <p>Socio-economic, cultural and environmental Sustainability factors Biological diversity, efficient use of resources, pollution, diversity/local distinctiveness, climate. Macro-economic factors: political climate, GDP, economic development, policy climate.</p> | Biodiversity Greenhouse Gas Emissions |

HIA highlights the uneven way in which health impacts may be distributed across a population and seeks to address existing health inequalities as well as avoiding the creation of new ones. This HIA aims to determine how and to what extent the M4 Corridor around Newport draft Plan, its reasonable alternatives and the Do Minimum scenario, affects different social and demographic groups and associated potential health implications at a strategy level. The assessment aims to determine the most appropriate actions necessary to address any inequalities and remove adverse effects. HIA can also identify any gaps in the options and highlight any positive impacts that may come from them. These could then be maximised.

In addition to the general adult population, the guideline target groups for HIA listed by WHIASU are:

Age related groups:

- Children and young people; and
- Older people.

Income related groups:

- People on low income;
- Economically inactive;
- Unemployed/workless; and
- People who are unable to work due to ill health.

Groups who suffer discrimination or other social disadvantage:

- People with physical or learning disabilities/difficulties;
- Refugee groups;
- People seeking asylum;
- Travellers;
- Single parent families;
- Lesbian and gay and transgender people;
- Black and minority ethnic groups; and
- Religious groups.

Geographical groups:

- People living in areas known to exhibit poor economic and/or health indicators;
- People living in isolated/over-populated areas; and
- People unable to access services and facilities.

6 Health and Well-Being Context

Newport City Council and the Aneurin Bevan Local Health Board have prepared a health, social care and well-being strategy for Newport for the period 2011-2014¹⁹. One Newport has also prepared a community strategy for the period 2010-2020²⁰, which is a single integrated plan to bring together Newport's Community Strategy; Health, Social Care and Wellbeing Strategy; Children and Young People's Plan; Community Safety Plan; and Prosperous Newport Plan. The population and health status of Newport are considered in these strategies and the latest data is summarised below.

6.1 Population

In 2011, the population of Newport was 145,736 which is a 6.4% rise from the 2001 figure²¹. The population of Newport in 2011 was 51% female and 49% male with 89.9% of people from a white background and 10.1% of people from a non-white background. Newport has the second largest number of people from a non-white background in Wales, second to Cardiff only. This equates to Newport having a higher proportion of people from a non-white background than for Wales as a whole (Newport 10.1%, Wales 4.3% in 2011²²).

The proportion of the Newport population aged over 65 in 2011 was 16.1% which is slightly lower than the proportion for Wales as a whole, which was 18.3%. The proportion of children aged 0-15 years old in Newport was 20.2%, which is a higher proportion than at a Wales level (16.1% in 2011)²³. For Newport this represents a 2.3% fall in the proportion of the population aged 0-15 years old from 2001 figures²⁴.

Most recent figures indicate that 78.5% of Newport residents considered their health to be either 'very good' or 'good' which is higher than the average for Wales (77.7%). A total of 20.8% of the Newport population are living with a long-term activity-limiting illness, which is slightly lower than the Wales average of 22.7%. Moreover, 11.4% of the Newport population are unpaid carers; this is slightly lower than the Wales average of 12.1%.²⁵

6.2 Wealth and Deprivation

In Newport, neighbourhoods with some of the country's highest levels of social deprivation sit next to some of those with the greatest affluence. The Wales Index of Multiple Deprivation (WIMD) is the official measure of deprivation of small areas in Wales.

The WIMD 2011 is made up of eight separate kinds of deprivation: income, employment, health, education, housing, access to services, environment and community safety. For

¹⁹ Health, Social Care and Wellbeing Strategy 2011-2014. Newport's Healthy Future, Newport City Council Aneurin Bevan Local Health Board, One Newport, Healthy Newport.

²⁰ Newport's Community Strategy 2010-2020. Feeling Good about Newport. One Newport

²¹ Office of National Statistics, Census 2001 & Census 2011

²² Office of National Statistics, Census 2011

²³ Office of National Statistics, Census 2011

²⁴ Office of National Statistics, Census 2001

²⁵ Office of National Statistics, Census 2011

Newport, 16% of the Lower Super Output Areas (LSOA) fall within the 10% most deprived LSOAs in Wales, and 44% of LSOAs fall within the 50% most deprived LSOAs in Wales.²⁶

According to Newport's Community Strategy, Newport has a labour catchment population of 479,000 people living within 30 minutes' drive; and 1.6 million people, over a third of the population of Wales, live within one hour of the city. In 2008, 31,400 people commuted to work in the city, making Newport the second biggest destination for commuters in Wales after Cardiff.

For the period January-December 2012, 23.3% of the residents of Newport aged 16-64 were economically inactive, compared to 26.5% for Wales²⁷. However, in terms of claimants, the proportion of job seekers allowance claimants was 5.6% in Newport for April 2013, which was slightly higher than the average of 4.0% for Wales.²⁸

6.3 Health

Poor air quality can impact on people's health. The main source of air pollution within Newport is from traffic emissions, and primarily from the M4 motorway that crosses the City area from east to west. The motorway cuts through several residential areas, notably St Julian's, Brynglas, Crindau, Glasllwch and High Cross.

Newport has a total of nine Air Quality Management Areas (AQMAs), which were declared because assessments of air quality predicted that the annual mean objective for nitrogen dioxide (NO₂) was not likely to be met. Four of the AQMAs have been declared as a result of emissions from traffic on the M4 motorway (Shaftesbury/Crindau, St Julians, Royal Oak Hill, and Glasllwch). The major contributor to the pollution in these areas was found to be road traffic.

The overall health status of the people in Newport is generally comparable to that in the rest of Wales. Currently in Newport, the prevalence of obesity, coronary heart disease, strokes and respiratory disease are marginally lower than the Welsh average, but are still high compared to the rest of the UK. The number of deaths from cancer is following the national trend and reducing slightly.

Newport lies within the area of the Aneurin Bevan Health Board, which covers the local authority areas of Caerphilly, Blaenau Gwent, Torfaen, Monmouthshire and Newport. The Aneurin Bevan Health Board provides an overview of the local health context among the population in this area. The overview provided in the latest demography profile (2009) includes the following key points in relation to health of the local population²⁹:

- The under 75 age standardised mortality rate has decreased by 16% between 1998 and 2007. However it remains slightly higher than the average Wales rate;

²⁶ Stats Wales, Wales Index of Multiple Deprivation 2011

²⁷ Office for National Statistics, Annual Population Survey

²⁸ Office for National Statistics, Claimant Count

²⁹ Aneurin Bevan – Local Health Board – Demography Profile (2009) available online at: <http://www.wales.nhs.uk/sitesplus/922/page/49938>

- The greatest causes of death in people under 75 are cancer, circulatory disease and respiratory disease, accounting for 39%, 28% and 9% of approximately 2,200 deaths respectively during 2007³⁰;
- Within the area covered by Aneurin Bevan Health Board there are areas of deprivation, particularly the valley areas of Caerphilly, Blaenau Gwent and Torfaen;
- 88 of the 369 Lower Super Output Areas in the area (24%) are among the most deprived in Wales, with 72 (20%) in the least deprived fifth. However, within the less deprived areas there are often pockets of hidden deprivation;
- Current projections see a rise in the older population (75 years and over) of Aneurin Bevan residents from 45,000 (8% of the total population) to 82,000 (13% of the total population) in 2031;
- The increase in the number of older people may cause a rise in chronic conditions such as circulatory and respiratory diseases, and cancer; and
- The relative (and absolute) increase in economically dependent and in some cases care-dependent populations will pose particular challenges to local communities.

³⁰ Office for National Statistics, Annual District Deaths Extract (Cited in Aneurin Bevan – Local Health Board Demography Profile 2009).

7 Approach to HIA Appraisal

7.1 Screening and Scope of the HIA

WelTAG states that HIA is a mandatory requirement of transport appraisal. As a result, the Welsh Government acknowledges that HIA is required for the M4 Corridor around Newport draft Plan.

The HIA has been developed to be proportionate to the strategic level of the draft Plan. As such, the appropriate level of appraisal is broad and at a strategy level. It may only be possible to undertake appraisal qualitatively.

HIA is an iterative process. This document forms an initial appraisal of the draft Plan, its reasonable alternatives and the Do Minimum scenario, in order to assist with the development of an HIA of the draft Plan. Following the draft Plan Consultation, any relevant comments will then be incorporated into a finalised HIA Report, with a statement of results. Should the draft Plan be adopted, this would then be published.

Furthermore, for any options that may be progressed it is likely that, depending on their scale and location, they would require further HIA at a project (scheme) level, to avoid, reduce and, if possible, remedy significant adverse impacts. As such, further liaison with stakeholders would then be considered by the Welsh Government.

The geographical extent of the HIA specifically refers to the M4 Corridor around Newport.

At this strategy level of appraisal; short, medium and long term timescales have been considered in terms of the potential impacts of the options on the population.

The impact of possible measures on health and well-being has been considered with reference to relevant WelTAG criteria. An evidence base has been prepared as part of the WelTAG appraisal of the options. It provides a summary of baseline conditions as well as an appraisal of social, economic and environmental criteria. This evidence base has informed the preparation of this HIA.

As recommended by WelTAG, an HIA appraisal summary table has been prepared for the draft Plan to qualitatively assess the potential effects on health and well-being. Each measure has been assessed using a 7 scale colour coding system technique that is adopted in WelTAG (Table 9).

Table 9 WelTAG Appraisal Guidance

| | |
|--------------------------|-------|
| Large Positive Impact | (+++) |
| Moderate Positive Impact | (++) |
| Slight Positive Impact | (+) |
| No (or Minimal) Impact | (0) |
| Slight Negative Impact | (-) |
| Moderate Negative Impact | (--) |
| Large Negative Impact | (---) |

7.2 Scoping

A scoping report was prepared in relation to this HIA and was made available to the Wales Health Impact Assessment Support Unit for comment, for a five week period commencing 9 July 2013. This outlined the Welsh Government's proposed approach to undertaken HIA. Specifically, the scoping consultation posed the following questions:

1. Other than that available at the WHIASU website, is there any additional guidance that should be taken into account as part of this assessment?
2. Are there any additional organisations or parties that we should consider contacting as part of this HIA?
3. In addition to those identified within this scoping paper, are there any particular issues that should be addressed in detail as part of this assessment?

The responses received as part of the scoping exercise have been incorporated into this assessment of the draft Plan, which will be subject to public consultation from September 2013 for a period of 12 weeks.

Further to WHIASU's advice, the following issues have been explored as part of the assessment:

- What positive effect(s) is the option likely to have for people's health and well-being, and for which groups within the population?
- What negative effect(s) is the option likely to have for people's health and well-being, and for which groups within the population?
- If negative impacts were identified for one or more group within the population, are there ways in which these can be removed or mitigated?
- Is further investigation, information and evidence collection needed to find potential solutions?
- Are there opportunities to build in more actions to improve people's health as a part of the option? Are there sources of information or experience elsewhere that may help explore this question more fully?

8 HIA Appraisal

A high level qualitative assessment of potential impacts on health is provided in the following sections in appraisal summary tables 10 to 13.

As set out in Section 5, HIA is an iterative process. This document forms an initial HIA as part of the draft Plan consultation.

Whilst this HIA of the draft Plan is subject to public consultation, during the duration of the draft Plan Consultation a separate HIA participatory stakeholder workshop will take place to further appraise the options. As recommended by WHIASU, the following stakeholders would be specifically invited to participate:

- Aneurin Bevan Health Board;
- Natural Resources Wales;
- National Assembly for Wales;
- Public Health Wales (PHW);
- Welsh Government Transport representative;
- Newport Local Public Health Team;
- Local Authority Health, Social Care and Wellbeing Strategy Manager or other nominated person with responsibility for this i.e. Partnerships Manager or Co-ordinator;
- Local Authority Transport, Sustainability and Planning Officers or representatives;
- Local Authority Community Partnerships Manager/Community Cohesion Officer;
- Newport, Gwent Association of Voluntary Organisations (GAVO);
- Local elected members or community councillor(s) for the relevant potentially affected wards; and
- Appropriate others that these stakeholders may recommend or suggest.

Following the draft Plan Consultation, any relevant comments will then be incorporated into a finalised HIA Report, with a statement of results. Further HIA at a project (scheme) level may be required to avoid, reduce and, if possible, remedy any significant adverse impacts of any options that may be progressed as part of the draft Plan, should it be adopted.

An appraisal summary table is provided in Section 9 in order to provide a comparison of the preliminary HIA results. These will be updated to take into consideration any comments received during the draft Plan Consultation, as outlined above.

The assessment has focussed on the target groups identified in section 5.3, assessing the likely change to these groups through the various options.

8.1 Draft Plan

Table 10 HIA Appraisal of the draft Plan

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|---|--------------|
| <p>Lifestyle/capacity affecting health Smoking, nutrition, healthy eating, physical activity, alcohol/drug misuse, sexual health, propensity to use health and care services, skills and knowledge, training and education.</p> | <p>The draft Plan would improve accessibility to health, care, training and education facilities and services. However this may primarily benefit those with access to a private vehicle.</p> <p>Complementary measures could bring improved access to facilities for those who rely on other transport modes through improved walking and cycling infrastructure and linkages to public transport interchanges. This would be likely to encourage local trips to be made by such modes and as such benefit health and well-being.</p> | General population with access to a car | (+) |
| <p>Social and community: influences affecting health Family: structure and function, parenting Community: social support mechanisms, social networks, neighbourliness, peer pressure, community divisions, degree of isolation, historical identity, cultural and spiritual ethos.</p> | <p>A new motorway would improve journey times and journey time reliability to benefit access to regional support services and community facilities. Whilst east-west transport connections would be enhanced, this measure may potentially create severance between communities located to the north and south of the new road, although there are few properties south of the Black Route.</p> <p>Provision of additional cycling and walking infrastructure would help encourage healthy lifestyle choices, particularly for local trips, as well as supporting social interaction and assisting in scene setting and place making.</p> <p>The Gwent levels are defined as a landscape of Outstanding Historical Interest. There are limited means by which the effects of construction of the new road on the Historic Built Environment could be mitigated.</p> | General population, Geographical groups | (+) |
| <p>Living conditions Built environment, civic design and planning, housing, noise, smell, air and water quality, physical view and outlook, public safety, waste disposal, road hazards, injury hazards, safe play spaces.</p> | <p>The Black Route would help to reduce noise and air pollution along the route of the existing M4, where there are four AQMAs and higher than average noise levels. However, noise and air quality would be expected to deteriorate in the area around the new road – although the surrounding area is less populated than the urban areas of Newport and thus the impact on human health would be less.</p> <p>The impacts of air, noise and dust pollution during construction are likely to affect those who live in close proximity to the Black Route. Modern construction methods would aim to limit any impacts</p> | General population, Geographical groups (specifically communities located along the route of the existing M4 between Magor and Castleton, and the new road) | (+) |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|--|--|--------------|
| | <p>during this period.</p> <p>Provision of additional cycling and walking infrastructure would aim to be of a high quality and increase perceived safety for users.</p> <p>The Black Route would cross the River Usk SAC and SSSI and the Gwent Levels and would be likely to impact adversely on the landscape.</p> <p>The Black Route would improve safety by reducing traffic congestion and associated impacts on accidents and incidents. On completion, it is forecast that the total number of accidents on major roads in Newport would fall.</p> <p>There may also be a psychological impact from construction activities and possible impact on property values and perceived quality of life. This may be positive or negative depending on proximity to the route and stage of the project (during construction or operation).</p> | | |
| <p>Working conditions Employment, workplace conditions, occupation, income.</p> | <p>Ill health is often associated with economic deprivation.</p> <p>The construction of the Black Route and its complementary measures would aim to support regional economic development, through enhanced accessibility to employment centres and improvements in the movement of people and freight. This would lead to improved economic outcomes which might be considered to contribute to health and wellbeing.</p> | <p>General population, Income related groups</p> | <p>(+)</p> |
| <p>Services (access to and quality) Medical services, caring services, careers advice and counselling, shops and commercial services, public amenities, transport, education and other services. Access to information technology.</p> | <p>A new motorway would improve journey times and journey time reliability to benefit access to services and community facilities. Whilst east-west transport connections would be enhanced, this measure may potentially sever communities located to the north and south of the new road, although there are few properties south of the Black Route.</p> <p>The construction of the Black Route and implementation of its complementary measures is unlikely to reduce access to any property, facilities or services during or post construction works. Any required route diversions would aim to maintain effective access and connections.</p> <p>Although there is no direct link between journey time saving and health, a new motorway would improve the driver experience and reduce driver stress.</p> | <p>General population, Geographical groups</p> | <p>(++)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|---|--------------|
| <p>Socio-economic, cultural and environmental Sustainability factors: biological diversity, efficient use of resources, pollution, diversity/local distinctiveness, climate. Macro-economic factors: political climate, GDP, economic development, policy climate.</p> | <p>The draft Plan would deliver significant travel time savings and reliability benefits for businesses and commuters, leading to lower production costs and contributing to the competitiveness of transport dependent business in Wales. Improved accessibility within South Wales and to areas of England would lead to significant agglomeration benefits and higher productivity and/or employment in some sectors.</p> <p>The Black Route would cross the River Usk SAC, SSSI and the Gwent Levels SSSI and thus care would be required during construction. The route potentially traverses former and current industrial areas, encountering contaminated soils and waters, which may pose potential risks to health and the environment. Mitigation/enhancement measures could help ensure that adverse impacts are compensated for.</p> <p>The Black Route would help to reduce congestion, which should have some benefit in reducing vehicle emissions. However it is not clear whether the additional road capacity would lead to an overall increase in emissions in the long term.</p> | <p>General population, Geographical groups, Income related groups</p> | <p>(++)</p> |

8.2 Reasonable Alternative: Red Route and Complementary Measures

Table 11 HIA Appraisal of Red Route and Complementary Measures

| Assessment Criteria | Assessment | Distribution | Significance |
|--|--|--|--------------|
| <p>Lifestyle/capacity affecting health Smoking, nutrition, healthy eating, physical activity, alcohol/drug misuse, sexual health, propensity to use health and care services, skills and knowledge, training and education.</p> | <p>The Red Route and its complementary measures could improve accessibility to health, care, training and education facilities and services, although this would be to a lesser extent than the Black and Purple Routes due to capacity and distance of the dual carriageway.</p> <p>Such benefit would also favour those with access to a private vehicle.</p> <p>Complementary measures could bring improved access to facilities for those who rely on other transport modes through improved walking and cycling infrastructure and linkages to public transport interchanges. This would be likely to encourage local trips to be made by such modes and as such benefit health and well-being.</p> | <p>General population with access to a car</p> | <p>(+)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|--|---|--|--------------|
| <p>Social and community influences affecting health</p> <p>Family: structure and function, parenting</p> <p>Community: social support mechanisms, social networks, neighbourliness, peer pressure, community divisions, degree of isolation, historical identity, cultural and spiritual ethos.</p> | <p>The Red Route and its complementary measures could improve access to local support services and community facilities. Whilst east-west transport connections would be enhanced, this measure may potentially sever communities located to the north and south of the new road.</p> <p>There are also on-going and potential further development sites along this route. There could also be some impact upon the Duffryn residential area, in terms of the need for property demolition to accommodate the road, which would need to be explored further at a project level.</p> <p>Provision of additional cycling and walking infrastructure would help encourage healthy lifestyle choices, particularly for local trips, as well as supporting social interaction and assisting in scene setting and place making.</p> <p>The Gwent levels are defined by Cadw as a landscape of Outstanding Historical Interest. There are limited means by which the effects of construction of the new road on the Historic Built Environment could be mitigated.</p> | <p>General population, Geographical groups</p> | <p>(0)</p> |
| <p>Living conditions</p> <p>Built environment, civic design and planning, housing, noise, smell, air and water quality, physical view and outlook, public safety, waste disposal, road hazards, injury hazards, safe play spaces.</p> | <p>The Red Route would help to reduce noise and air pollution along the route of the existing M4, where there are four AQMAs and higher than average noise levels, although to a lesser extent than Black and Purple motorway options due to capacity. However, noise and air quality would be expected to deteriorate in the area around the new road, which is in closer proximity to the Duffryn area compared to the Black Route. The impacts of air, noise and dust pollution during construction are likely to affect those who live in close proximity to the Red Route. Modern construction methods would aim to limit any impacts during this period.</p> <p>Provision of additional cycling and walking infrastructure would aim to be of a high quality and increase perceived safety for users.</p> <p>The Red Route would cross the River Usk SAC and SSSI and the Gwent Levels and would be likely to impact adversely on the landscape.</p> <p>The Red Route would improve safety by reducing traffic congestion and associated impacts on accidents and incidents. On</p> | <p>General population, Geographical groups (specifically communities located along the route of the existing M4 between Magor and Castleton, and the new road)</p> | <p>(0)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|--|--------------|
| | <p>completion, it is forecast that the total number of accidents on major roads in Newport would fall, although to a lesser extent than the Black and Purple motorway options.</p> <p>There may also be a psychological impact from construction activities and possible impact on property values and perceived quality of life. This may be positive or negative depending on proximity to the route and stage of the project (during construction or operation).</p> | | |
| <p>Working conditions Employment, workplace conditions, occupation, income.</p> | <p>Ill health is often associated with economic deprivation.</p> <p>The construction of a new dual carriageway to the south of Newport would aim to support regional economic development, through enhanced accessibility to employment centres and improving the movement of people and freight. This would lead to improved economic outcomes which might be considered to contribute to health and wellbeing.</p> | <p>General population, Income related groups</p> | <p>(+)</p> |
| <p>Services (access to and quality) Medical services, caring services, careers advice and counselling, shops and commercial services, public amenities, transport, education and other services. Access to information technology.</p> | <p>A new dual carriageway would improve journey times and journey time reliability to benefit access to services and community facilities, although to a lesser extent than the motorway options. Whilst east-west transport connections would be enhanced, this measure may potentially sever communities located to the north and south of the new road, although there are few properties south of the Red Route.</p> <p>The construction of the Red Route and implementation of its complementary measures is unlikely to reduce access to any property, facilities or services during or post construction works. Any required route diversions would aim to maintain effective access and connections.</p> <p>Although there is no direct link between journey time saving and health, a new road would improve the driver experience and reduce driver stress.</p> | <p>General population, Geographical groups</p> | <p>(+)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|---|--------------|
| <p>Socio-economic, cultural and environmental Sustainability factors: biological diversity, efficient use of resources, pollution, diversity/local distinctiveness, climate. Macro-economic factors: political climate, GDP, economic development, policy climate.</p> | <p>The construction of a dual carriageway to the south of Newport would aim to support regional economic development, through enhancing accessibility to employment centres and improving the movement of people and freight. However, future accessibility could be limited by capacity of the road.</p> <p>The new road would cross the River Usk SAC, SSSI and the Gwent Levels SSSI and thus care will be required during construction. The route potentially traverses former and current industrial areas, encountering contaminated soils and waters, which may pose potential risks to health and the environment. Mitigation/enhancement measures could help ensure that adverse impacts are compensated for.</p> <p>The new road would help to reduce congestion, which should have some benefit in reducing vehicle emissions. However it is not clear whether the additional road capacity would lead to an overall increase in emissions in the long term.</p> | <p>General population, Geographical groups, Income related groups</p> | <p>(+)</p> |

8.3 Reasonable Alternative: Purple Route and Complementary Measures

Table 12 HIA Appraisal of Purple Route and Complementary Measures

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|--|--------------|
| <p>Lifestyle/capacity affecting health Smoking, nutrition, healthy eating, physical activity, alcohol/drug misuse, sexual health, propensity to use health and care services, skills and knowledge, training and education.</p> | <p>The Purple Route and its complementary measures would improve accessibility to health, care, training and education facilities and services. However this may primarily benefit those with access to a private vehicle.</p> <p>Complementary measures could bring improved access to facilities for those who rely on other transport modes through improved walking and cycling infrastructure and linkages to public transport interchanges. This would be likely to encourage local trips to be made by such modes and as such benefit health and well-being.</p> | <p>General population with access to a car</p> | <p>(+)</p> |
| <p>Social and community influences affecting health Family: structure and function, parenting. Community: social support mechanisms, social networks, neighbourliness, peer pressure, community divisions, degree of isolation, historical identity, cultural and spiritual ethos.</p> | <p>A new motorway would improve journey times and journey time reliability to benefit access to regional support services and community facilities. Whilst east-west transport connections would be enhanced, this measure may potentially sever communities located to the north and south of the new road, although there are few properties south of the Purple Route.</p> <p>Provision of additional cycling and walking infrastructure would help encourage healthy lifestyle choices, particularly for local trips, as well as supporting social interaction and assisting in scene setting and place making.</p> <p>The Gwent levels are defined as a landscape of Outstanding Historical Interest. There are limited means by which the effects of construction of the new road on the Historic Built Environment could be mitigated.</p> | <p>General population, Geographical groups</p> | <p>(+)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|--|--|--|--------------|
| <p>Living conditions Built environment, civic design and planning, housing, noise, smell, air and water quality, physical view and outlook, public safety, waste disposal, road hazards, injury hazards, safe play spaces.</p> | <p>The Purple Route would help to reduce noise and air pollution along the route of the existing M4, where there are four AQMAs and higher than average noise levels. However, noise and air quality would be expected to deteriorate in the area around the new road, which is in closer proximity to the Duffryn area compared to the Black Route. The impacts of air, noise and dust pollution during construction are likely to affect those who live in close proximity to the Purple Route. Modern construction methods would aim to limit any impacts during this period.</p> <p>Provision of additional cycling and walking infrastructure would aim to be of a high quality and increase perceived safety for users.</p> <p>The Purple Route would cross the River Usk SAC and SSSI and the Gwent Levels and is likely to impact adversely on the landscape.</p> <p>The Purple Route would improve safety by reducing traffic congestion and associated impacts on accidents and incidents. On completion, it is forecast that the total number of accidents on major roads in Newport would fall.</p> <p>There may also be a psychological impact from construction activities and possible impact on property values and perceived quality of life. This may be positive or negative depending on proximity to the route and stage of the project (during construction or operation).</p> | <p>General population, Geographical groups (specifically communities located along the route of the existing M4 between Magor and Castleton, and the new road)</p> | <p>(0)</p> |
| <p>Working conditions Employment, workplace conditions, occupation, income.</p> | <p>Ill health is often associated with economic deprivation.</p> <p>The construction of the Red Route and its complementary measures would aim to support regional economic development, through enhanced accessibility to employment centres and improvements in the movement of people and freight. This would lead to improved economic outcomes which might be considered to contribute to health and wellbeing.</p> | <p>General population, Income related groups</p> | <p>(+)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|--|---|---|--------------|
| <p>Services (access to and quality) Medical services, caring services, careers advice and counselling, shops and commercial services, public amenities, transport, education and other services. Access to information technology.</p> | <p>A new motorway would improve journey times and journey time reliability to benefit access to services and community facilities. Whilst east-west transport connections would be enhanced, this measure may potentially sever communities located to the north and south of the new road, although there are few properties south of the Purple Route. The construction of the Purple Route and implementation of its complementary measures is unlikely to reduce access to any property, facilities or services during or post construction works. Any required route diversions would aim to maintain effective access and connections.</p> <p>Although there is no direct link between journey time saving and health, a new motorway would improve the driver experience and reduce driver stress.</p> | <p>General population, Geographical groups</p> | <p>(++)</p> |
| <p>Socio-economic, cultural and environmental Sustainability factors: biological diversity, efficient use of resources, pollution, diversity/local distinctiveness, climate Macro-economic factors: political climate, GDP, economic development, policy climate.</p> | <p>The Purple Route and its complementary measures would deliver significant travel time savings and reliability benefits for businesses and commuters, leading to lower production costs and contributing to the competitiveness of transport dependent business in Wales. Improved accessibility within South Wales and to areas of England would lead to significant agglomeration benefits and higher productivity and/or employment in some sectors.</p> <p>The Purple Route would cross the River Usk SAC, SSSI and the Gwent Levels SSSI and thus care would be required during construction. The route potentially traverses former and current industrial areas, encountering contaminated soils and waters, which may pose potential risks to health and the environment. Mitigation/enhancement measures could help ensure that adverse impacts are compensated for.</p> <p>The Purple Route will help to reduce congestion, which should have some benefit in reducing vehicle emissions. However it is not clear whether the additional road capacity would lead to an overall increase in emissions in the long term.</p> | <p>General population, Geographical groups, Income related groups</p> | <p>(++)</p> |

8.4 Do Minimum

Table 13 HIA Appraisal of the Do Minimum Scenario

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|--|--------------|
| <p>Lifestyle/capacity affecting health Smoking, nutrition, healthy eating, physical activity, alcohol/drug misuse, sexual health, propensity to use health and care services, skills and knowledge, training and education.</p> | <p>No impact is likely to arise from the Do Minimum scenario.</p> | <p>General population with access to a car</p> | <p>(0)</p> |
| <p>Social and Community Influences affecting health Family: structure and function, parenting. Community: social support mechanisms, social networks, neighbourliness, peer pressure, community divisions, degree of isolation, historical identity, cultural and spiritual ethos.</p> | <p>Travel conditions on the M4 are forecast to worsen over time, reducing accessibility on the transport network. Increased congestion on the M4 could lead to severe disruption and congestion on the local and regional highway network, with significant delays and adverse effects on local roads being used as diversions. This would impact on local social networks, issues of severance and reduced accessibility.</p> | <p>General population, Geographical groups</p> | <p>(-)</p> |
| <p>Living Conditions Built environment, civic design and planning, housing, noise, smell, air and water quality, physical view and outlook, public safety, waste disposal, road hazards, injury hazards, safe play spaces.</p> | <p>Traffic conditions are expected to deteriorate and stop/start driving conditions would create an adverse travel experience, leading to higher levels of driver stress. Increased congestion would also exacerbate the risk of incidents and accidents occurring. A Do Minimum scenario would be detrimental to the environment as it would not, for example, achieve any improvement in air quality or noise, meaning that the Welsh Government and Newport City Council would not be able to fulfil their statutory duties for managing local air quality under Part IV of the Environment Act 1995, to meet the EU limit values for pollutants for the four Air Quality Management Areas which were declared as a result of emissions from traffic on the M4 motorway.</p> | <p>General population, Geographical groups (specifically communities located along the route of the existing M4 between Magor and Castleton, and the new road)</p> | <p>(-)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|--|--------------|
| <p>Working Conditions Employment, workplace conditions, occupation, income.</p> | <p>Ill health is often associated with economic deprivation.</p> <p>Congestion on the M4 between junctions 24 and 29 is already thought to be impacting on business performance and the level of congestion is expected to increase. Cardiff and Newport have ambitious regeneration strategies and Monmouthshire is developing areas around Junction 23A of the M4. Traffic congestion on the M4 could hamper these plans and impact negatively on regional economic development.</p> <p>Congestion on the M4, particularly around Cardiff and Newport, is sighted by the business community in South Wales as a barrier to economic growth. Where congestion increases, the cost of transport for businesses, commuters and consumers and economic performance can be affected.</p> <p>Increased congestion would adversely impact on the movement of commuters. The M4 is heavily used by commuters and there are already significant movements of commuters between Wales and England over the Severn Crossings. Increased congestion would result in higher journey times for commuters, reducing the effective travel to work area.</p> | <p>General population, Income related groups</p> | <p>(-)</p> |
| <p>Services (access to and quality) Medical services, caring services, careers advice and counselling, shops and commercial services, public amenities, transport, education and other services. Access to information technology.</p> | <p>Travel conditions on the M4 are forecast to worsen over time, reducing accessibility and journey time reliability on the transport network, to all services.</p> <p>Increased congestion on the M4 may lead to severe disruption and congestion on the local and regional highway network, with significant delays and adverse effects on local roads being used as diversions.</p> <p>This would impact on local social networks, issues of severance and reduced accessibility.</p> | <p>General population, Geographical groups</p> | <p>(-)</p> |

| Assessment Criteria | Assessment | Distribution | Significance |
|---|---|---|--------------|
| <p>Socio-economic, cultural and environmental</p> <p>Sustainability factors: biological diversity, efficient use of resources, pollution, diversity/local distinctiveness, climate</p> <p>Macro-economic factors: political climate, GDP, economic development, policy climate</p> | <p>Increased traffic congestion on the M4 would impact negatively on regional economic development.</p> <p>Where congestion increases, the cost of transport for businesses, commuters and consumers; and economic performance could be affected.</p> <p>Increased congestion would result in higher journey times for commuters, reducing the effective travel to work area.</p> <p>A Do Minimum scenario would be detrimental to the environment as it would not, for example, achieve any improvement in air quality or noise, meaning that conditions would worsen in areas surrounding the existing M4.</p> <p>Furthermore, traffic conditions are expected to deteriorate and slow-moving, stop/start driving conditions could lead to higher CO₂ emissions than free-flowing traffic.</p> | <p>General population, Geographical groups, Income related groups</p> | <p>(--)</p> |

9 HIA Appraisal Summary

Table 14 provides a comparative summary of the HIA appraisal of the public transport measures, highway infrastructure schemes and the complementary measures based on the existing WelTAG evidence.

Table 14 HIA Appraisal Comparative Summary

| WelTAG Criteria | Appraisal of Measures | | | |
|--|--|--|---|---------------------|
| | Draft Plan: Black Route and Complementary Measures | Reasonable Alternative: Red Route and Complementary Measures | Reasonable Alternative: Purple Route and Complementary Measures | Do Minimum Scenario |
| Lifestyle/capacity affecting health | (+) | (+) | (+) | (0) |
| Social and Community Influences affecting health | (+) | (0) | (+) | (-) |
| Living Conditions | (+) | (0) | (0) | (-) |
| Working Conditions | (+) | (+) | (+) | (-) |
| Services (access to and quality of) | (++) | (+) | (++) | (-) |
| Socio-economic, cultural and environmental | (++) | (+) | (++) | (--) |

The draft Plan performs best against HIA criteria for all groups, although all highway options and their complementary measures bring positive benefits to health in the M4 Corridor around Newport. The Do Minimum scenario would lead to either minor or moderate adverse impacts on the majority of HIA criteria, affecting the majority of groups within the population.

10 Action Plan

Table 15 provides an overview of potential actions that the Welsh Government may consider as part of progressing any of the options within the draft Plan, should it be adopted, with or without amendments. The actions suggested below aim to enhance the possible beneficial impacts and/or mitigate against any potential adverse impacts on health.

Following the draft Plan Consultation, this Action Plan would be updated to take into account any relevant comments received. This would then be published within a final M4 Corridor around Newport HIA Report with a statement of results. Furthermore, this Action Plan would help to inform further HIA, if necessary, at a project (scheme) level, for any options that are progressed as part of the draft Plan, should it be adopted by the Welsh Government.

Most of the actions are relevant to a project (scheme) level of appraisal and monitoring would be undertaken by the Welsh Government, although this is also likely to be more appropriate at a project (scheme) level.

Table 15 Action Plan

| Actions to be considered | Rationale | Relevant HIA Criteria |
|---|---|---|
| Use modern construction methods and appropriate management and mitigation of potential noise, air and dust pollution impacts during construction | Reduce possible adverse impacts of construction on the population. | Living Conditions |
| Ensure safe working practices during construction | Ensure the safety of workers and the community during construction. | Living Conditions |
| Consider measures to enhance the safety of users as part of any option | Improve the safety of road users and pedestrians. | Living Conditions |
| Appropriate diversions to any highway or pedestrian route should be made, if required, during construction works that might obstruct an existing route | To maintain access to properties, facilities and services during construction. | Services (access to and quality) |
| Work with the local community to explore appropriate pedestrian and cycling infrastructure improvements and new connections | To ensure that the benefits of the complementary measures are maximised. To improve local accessibility To encourage modal shift for local trips. To maximise health and wellbeing benefits. | Services (access to and quality) Lifestyle/capacity affecting health |
| Ensure appropriate mitigation measures are identified to offset any adverse impacts of an option on cultural and historical identity | Offset any adverse impacts of development on the landscape and cultural heritage. | Social and community influences affecting health |

| Actions to be considered | Rationale | Relevant HIA Criteria |
|--|--|---|
| Ensure the procurement process associated with any option targets local recruitment and training (during construction and maintenance activities) | Improve local opportunities and access to employment and training. | Working conditions Lifestyle/capacity affecting health |
| Seek sustainable sourcing of materials and minimise site waste (during construction and maintenance activities) | To support local suppliers and businesses. To limit carbon production and promote sustainability. | Socio-economic, cultural and environmental |

11 How to respond and Further Information

Please respond to this Consultation by using the Consultation Response Form that accompanies this document. This can be completed and sent to the address shown below:

'FREEPOST M4 CONSULTATION'

Alternatively, you can respond electronically via the following website links:

- www.wales.gov.uk/consultations under Transport; or
- www.m4newport.com

At www.m4newport.com you can also find further information about the draft Plan and its development.

This Consultation runs for 12 weeks, commencing on 23 September 2013 and closes on 16 December 2013.

The draft Plan Consultation Document, all draft Plan assessments, and the Response Form are available to download online at www.m4newport.com and are available to view or to take away as paper copies at the following deposit points, during the consultation period:

- Caldicot One Stop Shop, NP26 5DB;
- Castleton Village Hall, CF3 2UW;
- Liswerry Post Office, NP19 0JX;
- Magor Post Office, NP26 3EP;
- Newport Central Library, NP20 1PA;
- Newport Information Station, Newport, NP20 4AX; and
- Welsh Government, Cathays Park, Cardiff, CF10 3NQ.

Documents are also available at public drop-in exhibitions (see the draft Plan Consultation Document or www.m4newport.com for details).

Sufficient quantities of the consultation documents will be made available at each of the public drop-in exhibitions, where additional copies may also be requested for delivery.

Large print versions of this document are made available on request.

For further information please contact Allan Pitt (Communications Manager) via:

- ***Email: m4newport@arup.com;***
- ***Telephone: 029 20473727; or***
- ***Mail: Allan Pitt, Arup, 4 Pierhead Street, Cardiff CF10 4QP.***

Appendix A

HIA Scoping Responses

A1 Wales Health Impact Assessment Support Unit (WHIASU)



Comments on the M4 Corridor around Newport HIA, EqIA and SEA Scoping Documents

Having read all the Consultation documents, I understand that this is a large piece of work and that the consultation taken place so far has highlighted a number of issues to be addressed with regard to the current situation on the M4. The different enhancement measures including the Corridor around Newport are a response to this.

Overall, the Scoping Reports are good but I do have several comments and some amendments:

HIA Scoping Report

Approach to Reporting Section

Page 18: Second paragraph - Health Impact Assessment is defined as: This needs an academic reference to The Gothenburg Consensus.

Page 18: Should read 'Wales Health Impact Assessment Unit' not Welsh

Page 18: The determinants of health considered within the HIA should be much broader than those that are listed as interacting with the WelTAG criteria and TPOs. They should include those listed in Table 2.1 of this report. This mirrors those defined in Table 9.2 (page 171) of the WelTAG Guidance (the template for a HIA screening or appraisal tool).

Page 21 : Second paragraph - I agree with the statement about the HIA identifying vulnerable groups that will be affected and any potential adverse effects but a HIA can also identify any gaps in the options and highlight any positive impacts that may come from them. These could then be maximised. I am pleased that inequalities will be considered.

Page 21: Third paragraph - explain 'proportionate'? This is a significant transport study and therefore more than a desk based assessment of the evidence gathered already should take place.

Scoping section:

Page 22: I agree with the large amount of information and evidence that is being used to inform the HIA. I would like to see a short demographic and community health profile for the affected area(s) in the final HIA Report and for any impacts on the population to be reflected in the HIA.

Page 23: Third Paragraph. We strongly advocate that a separate HIA participatory stakeholder workshop take place to appraise the options. We can advise on this and provide examples of previous transport related HIA's (see below).

Page 23: Third paragraph - Should read 'Wales Health Impact Assessment Unit' not Welsh

The stakeholders listed are good but I would suggest that you may additionally want to invite and involve the following within any rapid participatory stakeholder workshop appraisal of the M4 Road around Newport or the HIA:

- Local Authority Health, Social Care and Wellbeing Strategy Manager or other nominated person with responsibility for this ie Partnerships Manager or Co-ordinator
- Local Authority Transport, Sustainability and Planning Officers/representatives
- Local Authority Community Partnerships Manager/Community Cohesion Officer
- Welsh Government Transport representative - perhaps the project lead?
- Local elected member or community councillor(s) for the affected wards
- Local residents and/or representatives - particularly those who live near the M4 and will be directly affected by the works
- Appropriate key others that these local stakeholders may recommend or suggest.

Page 24: First and second paragraph - that is very good.

Page 24: The WHIASU Short Guide to HIA has been replaced by 'HIA: A Practical Guide'. However, we are happy with the questions listed.

HIA Consultation and Liaison Section

With regard to the specific questions:

Page 25: Bullet point 1: No. The Welsh Practical Guide is listed but it would be helpful to read the following reports of completed HIA's following the introduction of WeITAG which demonstrate the process to be followed:

- Stage 1 and Stage 2 HIA reports on the A483/489 Road Transportation Study, Newtown, Powys
- Wrexham Industrial Estate Road Access Scheme (WIERA) HIA.

These are available on the WHIASU website (www.whiasu.wales.nhs.uk).

Bullet point 2: The main stakeholders are identified. However, you may want support from WHIASU, the LPHT of PHW and the LA's to identify other key stakeholders for any participatory workshops or the appraisal. PHW

Environmental Health Protection Directorate and colleagues may want to comment or participate as part of the HIA.

Bullet point 3: Yes. The main impacts will become apparent within the HIA process (and will probably reflect the findings to date of the consultation evidence).

However, the appraisal should not just consider the environmental/measurable impacts but also consider local stakeholder knowledge and qualitative evidence. The HIA should also assess the potential impacts of not only any operation of the road options but the impacts that may occur during the construction phase(s).

Page 25: We are pleased to see outlined what will happen with the information gathered for the HIA, the next steps and how the HIA will inform the decision making process.

SEA and EqIA Scoping Documents

No comments on either.

Overall

We suggest that the Scoping Report include some more detail with regard to the HIA and how it will be undertaken and specifically with regard to any participatory aspects. It is still very open in some respects. We would like to see it include the following:

- Defined timescales and geographical parameters for the assessment.
- Whilst aspects of the consultation are outlined these (ie events, letters sent out etc) we strongly advise that there is more direct involvement/engagement with those residents closest to the M4 Corridor as part of the HIA, particularly those likely to be affected by the works (as stated above). If this is done, then we would like who and how to be specified in any HIA report and/or the relevant documents cross referenced.

WHIASU

7th August 2013

A2 Public Health Wales



GIG
CYMRU
NHS
WALES

Iechyd Cyhoeddus
Cymru
Public Health
Wales

Adran Amddiffyn Iechyd

Iechyd Cyhoeddus Cymru, Y Deml Heddwch ac Iechyd
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13th August 2013

Dear Allan

M4 Corridor - Strategic Environmental Assessment Scoping Consultation.

We have consulted our technical advisors within Public Health Wales as well as PHE CRCE – Wales, and our comments are based on the information contained within the scoping report documentation.

The scoping report relates to the Strategic Environmental Assessment (SEA) for proposed changes to the current M4 motorway configuration around Newport. Specifically the report outlines assessment in respect of changes between junctions 23 and 29 and provision of an alternative route between Magor and Castleton.

Overall we feel that the scope of the proposed SEA is appropriate in respect of public health assessment of the proposed revisions to the M4, detailing considerations for short, medium and long-term impact at local, regional and national levels and identifying the need for adequate contemporaneous baseline data.

The document identifies all relevant aspects with public health implications including air quality, noise, soil and water resources, as well as amenity and socio-economic factors. The report outlines current issues in relation to air quality (4 of the 7 air quality management areas for Newport currently lie along the area of the M4 under review), noise and traffic related activities.

Initial environmental impact assessment of the scheme, based upon expert judgement and data from earlier (2009) studies identifies potential negative impacts in respect of soil and water resources, and possible positive benefits concerning air quality and noise. In the case of air

quality and noise it is established that these are likely to improve along the current M4 corridor by increasing modal shift. However this will introduce potential for impact along the proposed new route. Furthermore it is noted that prevailing winds tend to be in a north easterly direction, which could encourage traffic emissions and noise to travel towards residential areas of Newport.

In light of the above we would stress the need for accurate contemporaneous data in respect of air quality and noise assessments and modelling for the proposed route to ensure that potential impacts will be suitably quantified and suggest close liaison is with relevant departments within the local authority.

Additionally, the proposed route under consideration potentially traverses former and current industrial areas, most notably Llanwern steelworks but also areas within Newport docks. As such we recommend that the assessment gives due regard to the potential for encountering contaminated soils and waters and that potential risks to health and the environment are evaluated and incorporated into the assessment including impact from potentially hazardous wastes for disposal and/or re-siting. Again we feel this will require the need to obtain accurate data on existing ground conditions along the route and the need to establish close liaison with the local authority.

Impact on water resources is identified and as such it is proposed that the assessment considers any private water supplies that may lie along the proposed route and also future waste water management both with regard to the construction phase and ongoing use of the road.

The health impact assessment section of the SEA has been reviewed in detail by WHIASU and their comments provided separately. We support the comments of WHIASU and would re-iterate the importance of establishing up-to-date baseline information and also the need to identify potentially sensitive receptors, such as areas where the young, elderly and infirm may be located close to the proposed route. We would also highlight the potential need to assess psychological impact of the scheme from construction activities and possible impact on property values and perceived quality of life.

Finally in respect of the 6 specific questions set within the consultation document we would provide the following answers:

1. Are there any specific policies, plans and programmes that will affect or influence environmental aspects of the draft Plan that we should address in our detailed review?

No Comment

2. Do you agree that the approach to reviewing and updating the baseline data summarised for inclusion in the Environmental Report is appropriate, i.e. is it at the right level and coverage across social and environmental issues? Do we propose to cover the correct geographic area and issues?

Obtaining updated baseline data is critical to the assessment and we agree with the current approach and scope within the SEA document

3. Do you know of any additional relevant baseline data which is pertinent to the draft Plan SEA? Do you collect any information that could be used to enhance the completeness of baseline information?

Local authority data / records on aspects such as contaminated land and planning applications along the proposed route will be important as will records of any permitted activities past and present, as held by Natural Resources Wales. Information on existing issues / complaints concerning noise and air quality along the proposed route may be helpful.

4. Do you agree that the identified SEA objectives are appropriate?

Yes

5. Is the SEA process set out transparent and appropriate?

Yes

6. Are any specific organisations who should be contacted as part of the SEA Environmental Report consultation process?

Consultation with the Met Office, in respect of longer-term climate predictions for the area may be useful, particularly in respect of flooding in view of the topographical setting of the land along parts of the proposed route.

Should you have any queries, please do not hesitate to contact me.

Yours sincerely



Huw Brunt

Consultant in Environmental Health Protection
Public Health Wales Health Protection Division.

A3 **Natural Resources Wales**

Mr Martin Bates
Project Director, Infrastructure Projects
Unit
Department for Economy, Science and
Transport
Welsh Government
Cathays Park
Cardiff
CF10 3NQ

Ein cyf / Our ref: C.33.04.01/JP
Eich cyf / Your ref: 13/0663

20 August 2013

By email: martin.bates@wales.gsi.gov.uk

Dear Martin

**M4 CORRIDOR AROUND NEWPORT – RESPONSE FROM NATURAL
RESOURCES WALES ON HEALTH IMPACTS ASSESSMENT AND EQUALITY
IMPACTS ASSESSMENT**

Thank you for consulting Cyfoeth Naturiol Cymru / Natural Resources Wales about the above, which we received on 9 July 2013. This response is in relation to the Health Impacts Assessment and Equality Impacts Assessment only. Our comments with respect to the scoping report for a Strategic Environmental Assessment have been made in a separate response from our functionally separate unit the Strategic Assessment Team.

Natural Resources Wales brings together the work of the Countryside Council for Wales, Environment Agency Wales and Forestry Commission Wales, as well as some functions of Welsh Government. Our purpose is to ensure that the natural resources of Wales are sustainably maintained, used and enhanced, now and in the future.

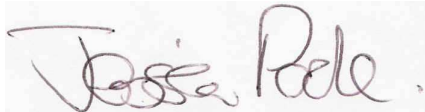
Health Impacts Assessment Scoping Report

Considerations of health in this context are not within the remit of Natural Resources Wales and we therefore have no comments to make on the scoping report for the Health Impact Assessment.

Equality Impacts Assessment Scoping Report

Similarly, Natural Resources Wales will not be providing comment on the Equality Impacts Assessment scoping report.

Yours sincerely



Jessica Poole
Team Leader
Cardiff and Newport District Team

cc Simon Power, ARUP (simon-j.power@arup.com)