

Welsh Government

**M4 Corridor Enhancement  
Measures (CEM)**

**Participation Report**

12/8668 : Arup & Catrin Ellis Associates

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This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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## Executive Summary

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This Participation Report summarises the M4 Corridor Enhancement Measures (CEM) Programme and results of its engagement and consultation process. This Participation Report fits within a wider suite of WelTAG<sup>1</sup> reports, prepared as part of the M4 CEM Programme. The aim of these reports was to help the appropriate Welsh Government Minister to make an informed, evidenced-based decision on whether to progress any of the M4 CEM options.

The M4 CEM Programme was based upon the ability to deliver any identified 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 Welsh Government has also 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. As such, public transport measures will not form part of the draft Plan.

The consultation responses reported within this M4 CEM Participation Report, in addition to the wider engagement and consultation that helped shape the development of the M4 CEM Programme, has helped inform the development of an M4 Corridor around Newport draft Plan and therefore remain of relevance moving forward.

The M4 Corridor around Newport consultation documents will include a finalised draft Plan and Strategic Environmental Assessment (SEA) Report and other associated assessments.

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<sup>1</sup> Welsh Transport Planning and Appraisal Guidance

## Introduction

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.

Many people using the M4 Corridor and the surrounding highway network around Newport are affected by the congestion and potential hazards that result from the large number of vehicles using the M4 between Magor and Castleton. At peak times the volume of traffic is greater than the road was designed to accommodate. Travellers and local residents are also affected by the disruption caused by unexpected events and incidents. It can take a long period of time following an incident before traffic flows normally again; this suggests that the resilience of the M4 and surrounding highway network needs to be improved.

The aims of the M4 CEM Programme were subject to public and stakeholder engagement and were 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.

Further information about what was the M4 CEM Programme can be found at [www.m4cem.com](http://www.m4cem.com), which will remain accessible but will no longer be updated. A link to the new website for the draft Plan will be provided in due course.

## Engagement and consultation

Recognising the potential level of public interest in transport issues within the M4 corridor around Newport, and the numbers of people potentially affected by any new measures presented as part of the M4 CEM Programme, the Welsh Government undertook wide-ranging and focussed engagement with stakeholders and local people from September 2010. The engagement work was appropriately aligned, in terms of timing and decision making, to the technical assessment process of the M4 CEM Programme, which helped to shape the M4 CEM Consultation Document. 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, as well as with communities and other organisations who were likely to be interested in and affected by any transport related interventions.

The M4 CEM Consultation, which asked participants to comment on a range of options that could contribute towards a strategy to reduce traffic congestion on the M4 around Newport, ran between March and July 2012.

All available documents published as part of the engagement and consultation process associated with the M4 CEM Programme can be found at [www.m4cem.com](http://www.m4cem.com).

## Activities undertaken

The M4 CEM Programme involved public and stakeholder participation in three key phases:

1. To help identify all relevant travel-related problems, aims and goals in the M4 Corridor around Newport and to establish if there was a need for a transport intervention;
2. To explore a wide range of possible approaches to achieving the goals and aims of the Programme; and
3. To ensure that Welsh Government benefit from understanding public views, as well as those of key stakeholders, to allow them to identify measures that represented a better economic, social, environmental and technical solution to the problems affecting travel on the M4 corridor between Magor and Castleton.

A comprehensive promotion and publicity campaign was undertaken to make people across South Wales aware of the opportunity to engage and comment on the M4 CEM Consultation. The then Minister for Local Government and Communities advised all AMs and MPs in the South Wales area of the public consultation. All Local Authorities and Clerks of Community Councils in the Newport were also notified. The Welsh Government arranged for adverts to be placed in Newport Matters, Capital Times and the Cardiff and South Wales Advertiser to try to reach as many of the public as possible. In addition, Public Notices about the Consultation were published in local papers including the South Wales Echo, South Wales Argus, Glamorgan Gazette, South Wales Evening Post and Western Mail. There were also adverts on Newport Buses, on the Big Screen in Cardiff, and at Motorway services along the M4 (Magor to Swansea). Newsletters were left in a number of public buildings around Newport. Following feedback from some of the attendees of the original drop-in exhibitions about the failure of some of the original publicity attempts to raise awareness, the Welsh Government arranged for three additional drop-in public exhibitions and the Welsh Government also extended the Consultation period by a month. To advertise these exhibitions and the extended period for responses, the Welsh Government arranged for some 80,000 leaflets to be distributed in the Newport area. To further highlight the public consultation and the additional exhibitions, a radio advertising campaign was held on Real Radio and Gold Radio.

## Summary of M4 CEM Consultation results

After processing, a total of 674 responses to the Consultation Document were received and analysed. Participants included members of the public as well as a range of organisations; some of which represented Welsh communities, economic, environmental and transport interests. 54 of the responses received overall were identical or largely identical responses from a campaign group<sup>2</sup>.

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

Whilst a total of 674 responses were made directly to the Consultation Document, more than 2,100 people attended an M4 CEM event and approximately 1,100 people attended external (non-M4 CEM specific) events, at which members of the project team were available to discuss the Programme. Some 11,247 visits were made to the dedicated website [www.m4cem.com](http://www.m4cem.com) between March and December 2012, equating to an average of over 1,100 visits per month over this 10 month period.

Most participants provided online responses. Of the participants who responded, most were either daily or weekly users of the M4 around Newport; and used the motorway for leisure or commuting trips.

### Problems

The problems, goals and aims of the M4 CEM Programme were the subject of dialogue during the early stages of the engagement process, with public and stakeholders. 17 problems were established; which encompassed themes of capacity, (network) resilience, safety and sustainable development. Respondents were asked to prioritise up to four problems out of the full list of 17. Although 130 of the 674 respondents did not select any of the problems, all of the problems were selected at least once, suggesting the majority of respondent agreed a problem exists.

Of the 130 who did not select any of the problems, 54 comprised a campaign group response, which argued that ‘a ‘do nothing’ option in combination with existing, planned and proposed improvements to traffic management and sustainable transport would achieve the Welsh Government’s aims’, whilst ‘a new dual carriageway [to the south of Newport] would cause an adverse impact on the unique wildlife and landscape of the Gwent levels and add to climate change’.

Of the other 76 participants who did not select a problem, the majority did not respond directly to the consultation questions at all. This group included Newport City Council, who in their response suggested that there is a need to do something and stated that ‘Option A (an additional high quality road to the south of Newport) offers the greatest benefits in terms of the transport efficiency and the economy’ and that ‘such benefits should assist in making Newport a more accessible location and a more attractive option for investment, with the least amount of disruption for existing routes’. Newport Unlimited, in their response, also suggested that there is a need to do something and stated that ‘longer-term plans for investment are clearly important, but must not replace the need to make the

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<sup>2</sup> 54 responses followed a format that did not directly answer the Consultation questions, co-ordinated by campaign group Campaign against the Levels Motorway (CALM); in all but seven cases of these cases each response is identical. See <http://www.savethelevels.org.uk/>.

impact in the short term that businesses tell us they need'. The CBI simply stated that 'the number one infrastructure priority in Wales should be the construction of the M4 Relief Road' and that 'the future security of the Welsh economy requires a speedy solution to this problem.' This view was shared by the South Wales Chamber of Commerce who stated that 'there can be no other option but to bring the M4 relief road back in to the equation and proceed with that as a one of the key priorities of the Welsh Government'.

The following problems were the most selected:

- Problem 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;
- Problem 5: The 2-lane Brynglas tunnels are a major capacity constraint;
- Problem 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; and
- Problem 9: When there are problems on the M4, there is severe disruption and congestion on the local and regional highway network.

However, key stakeholders predominantly prioritised problems 1, 9, 15 and 17 (Problem 15: There is a lack of adequate sustainable integrated transport alternatives for existing road users; Problem 17: The existing transport network acts as a constraint to economic growth and adversely impacts the current economy). This demonstrated that whereas problems of capacity and resilience were prioritised the most by respondents; problems of sustainable development were prioritised to a much greater extent by key stakeholders<sup>3</sup>.

## Goals

15 goals were established during the early stages of the engagement process with public and stakeholders. Each of the M4 CEM goals aimed to address one or more of the problems. Respondents were asked to prioritise up to four goals out of the full list of 15 and the following goals were selected the most times by the 463 respondents who responded to Question 2a (for information, a total of 468 respondents responded to Question 2b):

- Goal 1: Safer, easier and more reliable travel east-west in South Wales;
- Goal 4: Best possible use of the existing M4, local road network and other transport networks;
- Goal 5: More reliable journey times along the M4 Corridor; and
- Goal 7: Improved safety on the M4 Corridor between Magor and Castleton.

However, Goal 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), and Goal 15 (a cultural shift in travel behaviour towards more sustainable choices), were prioritised above others by key stakeholders.

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<sup>3</sup> Key stakeholders are considered to be organisations that have a strategic interest and/or detailed experience of addressing travel related issues in South Wales, and/or represent the environment, community or economy of South Wales. They are listed in Table 4.1.



## Public Transport

A series of public transport measures were developed during the engagement process, supported by a Public Transport Overview report<sup>4</sup>. Respondents were asked to choose from, and comment on, a list of six public transport measures, identifying all those that would make the best contribution to relieving traffic on the M4 between Magor and Castleton.

453 respondents commented on one or more of the public transport measures. Of those 453 respondents; 60 suggested that the public transport measures would be helpful to some extent and a further 65 respondents commented that the public transport measures would help to address the problems to a limited extent, or expressed support for public transport measures with caveats. 106 of the respondents argued that none of the public transport measures would help to address transport related problems or meet their travel needs.

Of the possible public transport measures selected, the majority of respondents prioritised more park and ride facilities, additional rail services and better modal integration. Additional bus and/or coach services were the least selected options (and not selected at all by key stakeholders).

## Highways Infrastructure Options

The options presented within the Consultation Document included:

- Highway Option A: additional high quality road to the south of Newport.
- Highway Option B: at grade junction improvements to the A48 Newport Southern Distributor Road (SDR).
- Highway Option C: grade separated junction improvements to the A48 SDR.
- Highway Option D: online widening on the M4 between Junctions 24 and 29, including an additional tunnel at Brynglas.

Respondents were asked to reflect and comment on how each of the four options addressed the problems and goals they prioritised. Questions 4a, b, c and d attracted 437, 424, 387 and 397 responses respectively.

Highway Infrastructure Option A attracted the most comments as a preferred or supported Option (128), whilst a further 32 respondents provided qualified support for the option. This option was supported by most key stakeholders and members of the public, many cited its possible benefits to transport and the economy. 44 respondents in their comments to question 4a directly stated that they challenged or opposed Option A. Concerns expressed about Option A predominantly included the potential cost of delivery and the potential adverse environmental effects of its construction on the Gwent Levels.

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<sup>4</sup> Public Transport Overview, available to download at <http://www.m4cem.com/reports%20and%20newsletters.html>

Statements about Highway Infrastructure Option B indicated that its relatively inexpensive cost is attractive, but there were concerns over its potential adverse impact on local traffic flows. Many compared Option B unfavourably to Option C as a measure that could utilise the SDR to address the problems and goals of the M4 CEM Programme. Whilst some supported a variation or element of Option B, many also suggested that it could be delivered alongside another Highway Infrastructure Option in order to provide increased resilience on the road network. Option B attracted many comments of opposition and/or challenge (89).

71 respondents offered qualified support or support with a caveat to Highway Infrastructure Option C, they favoured its potential to improve resilience but there were concerns about it not increasing road capacity on the highway network. Many considered Option C to be preferable to Option B, although 50 respondents challenged it as a solution or clearly stated that they did not believe Option C would address the problems or achieve the goals they chose.

Highway Infrastructure Option D was favoured by 42 respondents, supporting it largely on the basis of it being an online solution (making best use of existing infrastructure) and it was thought to effectively address the perceived bottleneck at Brynglas. A significant number of comments expressed strong concerns about its potential impact on property and land take. It attracted the most comments of opposition and/or challenge (92).

### **Common measures**

Common measures comprised a mix of other highway infrastructure, demand management, alternative modes and smarter sustainable choices. They were selected from a long list of more than 100 possible interventions considered effective in a strategic package of public transport and highway infrastructure measures, to address travel related problems on the M4 Corridor, Magor to Castleton<sup>5</sup>. Respondents were not asked directly to comment on these in the Consultation exercise but some provided comments as part of their answers to one or more of the Consultation questions.

Many respondents demonstrated an appreciation of the important role that the common measures would play in the package to be chosen but were not considered to be measures that would contribute substantially, particularly in isolation, to resolving transport related problems.

Some responses also proposed a range of alternative strategies to the public transport and highway infrastructure options. Many of these suggestions echoed elements of the common measures presented in the Consultation Document, though very few responses referred to the common measures explicitly. Examples include better information systems; at-grade junction improvements; changes to junctions and feeder roads; and different policing or traffic management strategies.

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<sup>5</sup> Alternatives Considered that were not progressed through the M4 CEM Programme are available to view in the Alternatives Considered Workbook at [www.m4cem.com](http://www.m4cem.com).

## Additional comments

444 responses were analysed as additional comments (Question 5 in the consultation response form). Of these 444 responses, 381 directly responded to Question 5 of the response form as part of a participant's answer. However, 63 participants provided comments without using the response form provided, using either their own response format or submitting a comment by email. These responses were analysed as additional comments. Of the 63 responses that provided representations that did not respond to the Consultation questions specifically, 54 comprise a campaign group response.

General comments made on the highways infrastructure options included over 100 concerns over the environmental impact of the options, in particular the detrimental impact that there could be on wildlife and landscape. More than half of these 100 responses, which included the 54 campaign groups responses and some key stakeholder responses, challenged Highway Option A; primarily on its potential adverse environmental impact on biodiversity.

90 respondents made comments about the data presented in the Consultation Document. Criticisms related to the age of the data used and more than 60 responses, including those 54 from the campaign group who challenged the highway infrastructure options, felt that incorrect assumptions about continuing traffic growth were used.

More than 50 responses expressed concerns that the options would negatively impact on recreational activities, tourism and property prices.

More than 30 respondents referred to the importance of modal shift and a number of responses highlighted the importance of public transport in addressing local transport problems.

More than 5 respondents expressed their disappointment that the M4 relief road proposal was announced as being unaffordable in 2009. Comments included that none of the options would be as effective as the proposed M4 relief road and expressed a desire for it to be reinstated.

## Current Situation

Although the M4 CEM Programme is not being progressed further, its website [www.m4cem.com](http://www.m4cem.com) will remain accessible but will no longer be updated. A new website will be set up for the forthcoming public consultation on the M4 Corridor around Newport draft Plan. When operational, it will contain a link to the M4 CEM website.

All those who attended an M4 CEM stakeholder or public event, or who have responded to a previous associated consultation, have been offered the opportunity to provide contact details for future developments. Those people and/or organisations will be notified by Arup in due course of the new website and the start date of the public consultation on the draft Plan and its associated assessments.

Whilst this Participation Report summarises the M4 CEM Programme engagement and consultation process, a Participation Report will also be produced to summarise the M4 Corridor around Newport draft Plan Consultation, which will commence from September 2013.

# 1 Introduction

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## 1.1 Context

The M4 Corridor Enhancement Measures (CEM) Programme was strategic and aimed to create a package of measures to deal with resilience, safety and reliability issues on the M4 between Magor and Castleton, around Newport in south-east Wales.

The M4 motorway between Magor and Castleton falls well short of modern motorway design standards, particularly in relation to capacity and safety. Problems with congestion and unreliable journey times have been a fact of life on the M4 around Newport for many years. The problems experienced by most local and longer-distance (including freight and international) users of this section of the M4 are journey time unreliability due to increased congestion and an inability to cope with sudden changes in demand or operation. These issues are worse at times of peak travel and, should numbers of users on the network increase in the future, as anticipated, conditions will worsen.

Prior to the M4 CEM Programme being initiated; initial solutions to transport related problems on the M4 around Newport looked at relieving the demand on the M4 by providing an alternative motorway route to the south. However, the Deputy First Minister Ieuan Wyn Jones announced that the New M4 scheme<sup>6</sup> was unaffordable in an oral statement in July 2009. The statement accepted ‘the need to urgently address safety and capacity issues on the existing route’ through introducing ‘a range of measures’ and as such, the M4 CEM initiative was set up by the Welsh Government to develop a package of measures to provide lasting solutions to the issues of capacity, safety and resilience along the M4 Corridor, Magor to Castleton.

The aims of the M4 CEM Programme were subject to public and stakeholder engagement and were to:

- Make it easier and safer for people to access their homes, workplaces and services by walking, cycling, public transport or road;
- 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; and
- 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.

Further information about what was the M4 CEM Programme can be found at [www.m4cem.com](http://www.m4cem.com).

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<sup>6</sup> Also commonly referred to as the M4 Relief Road project

## 1.2 The wider planning process

Welsh Transport Planning and Appraisal Guidance (WelTAG) aims to demonstrate that the principles of planning and appraisal are followed and provide an audit trail of decision making.

Stage 1 appraisal is required for strategies and is intended to screen and test options against the goals (Transport Planning Objectives) and the Welsh impact areas. Appraisal against the goals ensures that the proposal addresses the problems identified. It is also essential to appraise using the Welsh impact areas, because a proposal that performs poorly against Welsh impact areas (economic, social and environmental criteria) is unlikely to gain support from the Welsh Government.

In addition, Stage 1 includes a more detailed test for deliverability, risks (and how they are managed and mitigated) and the degree of support (from the public and other stakeholders). This document comprises the Participation Report, which informs the WelTAG Stage 1 process by reporting on the degree of support from the public and other stakeholders.

## 1.3 Requirements

WelTAG states that planners need to summarise the participation process as part of the development of a transport strategy, covering the following:

- The development of the participation strategy (objectives set, rationale for approach adopted);
- The activities undertaken in relation to the wider planning process;
- General findings;
- An explanation of how proposals have been modified in response to participants' contributions (any changes arising from participation would be included within WelTAG Stage 1 Appraisal Report); and
- A brief assessment of whether the participation conducted has achieved the objectives.

## 1.4 Structure

In light of the WelTAG requirements, this report is structured as follows:

- Chapter 2: Background to engagement and consultation;
- Chapter 3: Activities undertaken;
- Chapter 4: Summary of results;
- Chapter 5: Key observations; and
- Chapter 6: Next Steps.

## 2 Engagement and consultation

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### 2.1 Participation

The National Transport Plan (2010) includes the Welsh Government commitment to explore a package of measures to deal with resilience, safety and reliability issues on M4 around Newport. The Prioritised National Transport Plan (2011) reaffirms this commitment to explore a package of measures to deal with resilience, safety and reliability issues on the M4 around Newport, including: Steelworks Access Road, a public consultation on the Programme of measures, and M4 Junction 28 Tredegar Park.

Given the potential level of public interest in transport related issues within the M4 corridor around Newport and beyond, and the numbers of people who may be affected by any new plans resulting from possible options presented as part of the M4 CEM Programme; the Welsh Government recognised the need to undertake engagement with stakeholders and local people.

### 2.2 Engagement design, delivery and timing

During the engagement process, the Welsh Government conducted dialogue and deliberative sessions both with internal and external specialists and expert stakeholders. These encompassed a diverse range of views and interests relating to transport in South East Wales, as well as with people likely to be interested in and affected by any transport measures potentially adopted and implemented by the Welsh Government. Depending on the level of engagement undertaken during different stages of the process, the emphasis was either to engage with expert stakeholders, local people and/or users of the M4.

Throughout the engagement process, the Welsh Government attempted to keep everyone who had expressed an interest in the Programme informed, by: maintaining a dedicated website [www.m4cem.com](http://www.m4cem.com); through the publication of two newsletters: *Easing the Flow – Lleddfu'r Llif* (Appendices 1 and 2); and issuing periodic letters and e-mails to registered stakeholders. There was also a varied publicity campaign, highlighting the opportunity to take part in the public consultation, which involved print media, outdoor advertising, radio and other advertisement media.

### 2.3 Engagement approach and plan

Between September and December 2010, the scope of engagement was agreed between the Welsh Government and the wider project team, namely:

- Defining the purpose of the engagement process;
- Establishing what participants could influence;
- Anticipating what people and stakeholders might want or need from the engagement process; and
- Considering how engagement could most effectively feed into defining the best possible measures for addressing travel related issues within the M4 Corridor: Magor to Castleton.

The overarching aims of the engagement process were agreed, namely:

- To establish the need for strategic intervention to improve conditions in the M4 Corridor, Magor to Castleton; and
- To help shape thinking about potential measures that can address problems and achieve the Programme goals and aims.

The M4 CEM Engagement Strategy was developed, to define the principles guiding the Welsh Government and the project team during the engagement process. It set out how participants and stakeholders could become involved in shaping the M4 CEM Programme. This was completed in collaboration with a working group comprising transport and community engagement officers from Newport, Monmouthshire and Cardiff Councils. The engagement approach is described in more detail within the Engagement Strategy (Appendix 3). This built on the wider plan of the Programme, developed at project inception stage: “M4 CEM Full Briefing Document” (Appendix 5). This document was produced as a reference primarily for the project team but also for wider reference e.g. for the Programme Steering and Stakeholder Groups.

The engagement process and associated timescales were defined and described in a Programme timeline, as shown overleaf.

All available documents published as part of the engagement and consultation process associated with the M4 CEM Programme can be found at [www.m4cem.com](http://www.m4cem.com).

**Figure 2.1: Programme Timeline (at March 2012)**

Time	What we set out to achieve	Action taken
January 2011 – March 2011	Establish the need for improvements to the travel network in the M4 Corridor between Magor and Castleton.	People were asked about the problem, aims and goals of the M4 CEM at exhibitions – open to all – and stakeholder workshops. All views noted.
April 2011 - May 2011	Review of the problems and set the aims and goals of the Programme.	We used the results of the exhibitions and workshops (above) to better understand problems and refine goals. We reported back to participants and interested parties.
June 2011 – July 2011	Explore all possible solutions (or measures that could be implemented to achieve one or more of the M4 CEM goals)	A stakeholder forum group was convened, ensuring a wide perspective as well as deep understanding. The Forum assessed the effectiveness of each potential solution to deliver the desired goals and flagged-up potential difficulties. “Easing the Flow”, Newsletter 1, issued and website was launched: <a href="http://www.m4cem.com">www.m4cem.com</a> .
August 2011 – September 2011	Sift the measures and begin to identify combinations of measures that can deliver the best outcomes.	<a href="http://www.m4cem.com">www.m4cem.com</a> used to keep people updated.
October 2011 – February 2012	Refining the options for strategy decisions.  Highlight the forthcoming opportunity to participate in the M4 CEM Consultation, open to all, encouraging people to comment on the problems, goals and options.	Stakeholder forum and Programme team worked together to refine the options offering the best, most appropriate solutions. Particular attention paid to developing public transport, highway infrastructure and other measures. Newsletter 2 issued.
March 2012 – July 2012	Understand people’s views on; <ul style="list-style-type: none"> <li>• the most important problems</li> <li>• how goals should be prioritised</li> <li>• all possible solutions</li> </ul>	Public consultation – open to all! Events, printed consultation document and on-line facility help people refine and give their views.
July 2012 – December 2012	Building on the M4 CEM Consultation, undertake other assessment work to help inform the Minister for Communities and Local Government of the likely impacts of the M4 CEM options.	Undertake and consult on (where and as necessary): preliminary Health Impact Assessment, Equality Impact Assessment, Environmental Assessment and Habitats Regulations Assessment.
Spring 2013	Decide the M4 CEM Strategy	The results of the public consultation and other assessments are a key element of the decision-making process. Should the Welsh Government decide to announce a preferred M4 CEM Strategy then a draft Plan with an accompanying Strategic Environmental Assessment and other necessary assessments would be published for consultation.



The engagement (participation) strategy was planned in three principal stages:

- **Stage 1:** Centred on engagement to identify travel related problems, goals and aims for the M4 Corridor around Newport, and was open to all;
- **Stage 2:** Focused on looking at possible solutions to transport related problems on the M4 Corridor around Newport. This involved key and expert stakeholders; and
- **Stage 3:** Public consultation, open to all, asking participants to identify from their perspective, the most significant problems and prioritised goals, and to comment on a range of options contributing towards a strategy to address problems of capacity, safety, resilience and sustainable development on the M4 around Newport.

The engagement objective at Stage 1 was to check with stakeholders whether the current strategic aims, problems and goals (Transport Planning Objectives) developed by the Welsh Assembly Government for the M4 CEM Programme reflected their own experiences and views and invited comment and suggestions. The results led to a revised list of aims, problems and goals, which formed the basis for the development of possible solutions (measures) in the subsequent phases of strategy development (Stage 2). The material given to participants was a summarised (plain English) version of the problems, goals and overall aims, as sourced from the New M4 Project Magor to Castleton WelTAG Appraisal Report Stage 1 report. The purpose was to explore whether the key transport issues facing South East Wales had remained consistent. The report demonstrating the evolution of the problems and goals, as shaped by Stage 1 engagement activities can be found at Appendix 4 (Stage 1 Problems and Goals).

Stage 1 engagement reaffirmed, using feedback from those stakeholders and members of public involved, that there were problems of capacity, resilience, safety and sustainable development experienced on the M4 around Newport. Furthermore, a 'do-nothing' 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. As such, a 'do-nothing' option was decided not to be a reasonable alternative and that is a need to do something to address the problems of the M4 CEM Programme.

After considering a range of possible solutions, and working up potential packages of measures, Stage 3 involved consulting formally on the problems, goals and a number of options that could have contributed towards a strategy to reduce traffic congestion on the M4, Magor to Castleton.

Building on the M4 CEM Consultation, the Welsh Government undertook other assessment work, which helped inform the Minister of the likely impacts of the M4 CEM options. In 2012 the Welsh Government undertook and consulted on the following preliminary documents:

- Health Impact Assessment;
- Equality Impact Assessment;
- Strategic Level Environmental Assessment; and
- Habitats Regulations Assessment.

The comments received helped with the development of the M4 Corridor around Newport draft Plan and its associated assessments.

## 2.4 Stakeholders

To support the engagement process, a stakeholder database was created at project inception to help identify relevant organisations and individuals with a potential interest in transport in South East Wales. An internal project team workshop identified 14 categories of stakeholders within which organisations and individuals were grouped. These are listed in full at Appendix 6.

Following initial stakeholder analyses and compilation of an M4 CEM stakeholder database; names of interested individuals and organisations were reviewed, updated, added and removed as appropriate, throughout the engagement process. Public and stakeholders who attended events were invited to suggest ways in which to ensure that any interests that were not at the time represented were fed into the process and the project team endeavoured to facilitate participation wherever possible.

The following chapter describes in more detail the engagement activities undertaken.

## 3 Activities undertaken

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The M4 CEM Programme was shaped and informed by an engagement process commencing September 2010. This involved public and stakeholder participation in three key phases, which were designed to feed directly into the technical work:

1. To help identify all relevant travel-related problems, aims and goals in the M4 Corridor around Newport and to establish if there is a need for a transport intervention;
2. To explore a wide range of possible approaches to achieving the goals and aims of the Programme; and
3. To ensure that Welsh Government benefit from understanding public views, as well as those of key stakeholders, in order to identify measures that represent a better economic, social, environmental and technical solution to problems affecting travel on the M4 corridor between Magor and Castleton.

### 3.1 Stage 1

Stage 1 of the process centred on engagement to explore and identify travel related problems on the M4 Corridor around Newport. The key activities at this stage included a Strategic Stakeholder Workshop, Councils Workshop and four public drop-in exhibitions around Newport. These events were used to explore and deliberate the problems, aims and goals of the M4 CEM. In order to avoid duplication, this deliberation built on the problems, goals (Transport Planning Objectives) and aims identified by previous [WelTAG] studies. Participants were also invited to check whether these were relevant and appropriate, and were encouraged to add new problems and goals if it was felt that any had been missed. All Stage 1 reports are available at [www.m4cem.com](http://www.m4cem.com).

### 3.2 Stage 2

Stage 2 of the process focused on exploring possible solutions to transport related problems on the M4 Corridor around Newport. At this stage a Stakeholder Forum was established to represent a breadth of interests from the public, private and third sectors in South East Wales<sup>7</sup>. A workshop was held for the Stakeholder Forum to examine more than 100 potential schemes that could help address travel related problems in the M4 Corridor. Feedback from this workshop informed an option sifting exercise and the development of options into four distinct packages of measures, which were then further explored at a second Stakeholder Forum Workshop. A Public Transport Workshop was also held to help shape the public transport options<sup>8</sup>.

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<sup>7</sup> A Stakeholder Forum membership list was originally derived from the Welsh Government and then became an evolving group, with members encouraged to identify any gaps in representation and suggest/invite new members.

<sup>8</sup> A Specialist Public Transport Workshop was convened on 30 November 2011 to discuss strategic objectives for public transport, possible options and help shape the Consultation Document. This group included representatives from the Welsh Government, Arup, Network Rail, Newport Unlimited, Newport City Council, Monmouthshire County Council, Vale of Glamorgan County Borough Council and Sewta.

Informed by the results of the second Stakeholder Forum workshop, the approach to packaging of options was revised, with possible measures refined further. This formed the basis of what became the Consultation Document of the M4 Corridor Enhancement Measures Magor to Castleton (M4 CEM) – Easing the Flow. All Stage 2 reports are available at [www.m4cem.com](http://www.m4cem.com).

### **3.3 Stage 3 - Consultation**

Stage 3 of the consultation process comprised a public consultation, open to all. Dialogue by Design, an independent specialist consultation practice, was commissioned to manage and report on the consultation process. The consultation asked participants to comment on the problems, goals and a range of possible public transport, highway infrastructure and other ‘common’ options, which could combine to form a strategy to reduce traffic congestion on the M4 around Newport.

A Consultation Document and Response Form were published to help participants provide their comments<sup>9</sup>. All Stage 3 documents and reports are available at [www.m4cem.com](http://www.m4cem.com).

#### **3.3.1 Promoting and Facilitating Consultation**

Efforts were made to make as many people as possible across South Wales aware of the opportunity to engage and comment on the M4 CEM Consultation. The then Minister for Local Government and Communities wrote to all AMs and MPs in the South Wales area informing them when the Consultation was starting and where they could obtain further information. Emails were also sent to all Local Authorities and Clerks of Community Councils in South Wales advising them of the Consultation. All contacts on the stakeholder database (over 1,000 individuals and organisations, including statutory stakeholders and members services) were informed of the Consultation in writing or by email, at various stages of the consultation period. Flyers were also sent to local libraries, health centres and other community venues and spaces.

Publicity was aimed at a wide range of people, encompassing all possible interests, ages and socio-economic groups.

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<sup>9</sup> Paper copies were made available at Newport libraries and on request via telephone with voicemail service (02920473727) or email ([m4cem@arup.com](mailto:m4cem@arup.com)). Electronic copies were made available at [www.m4cem.com](http://www.m4cem.com) and [www.m4cemconsultation.com](http://www.m4cemconsultation.com).

## Initial publicity campaign

An initial publicity and consultation campaign included:

- The electronic distribution of Newsletter 2 to the stakeholder database and circa 7,000 paper copies made available/displayed at locations across Newport including libraries, youth clubs and public transport interchanges in the Newport area.
- To utilise existing public information distribution networks, adverts were placed in the Newport Matters, Cardiff and South Wales Advertiser, and Capital Times. Newport Matters is distributed across Newport addresses, the Cardiff and South Wales Advertiser is distributed in Cardiff, Swansea, Newport and the South Wales Valleys, and the Capital Times is distributed to households in Cardiff.
- Advertising on the Cardiff Queen Street Big Screen.
- Adverts on the back of 22 buses in Newport.
- Posters displayed at motorway services along the M4 (Magor to Swansea) and around the Newport Centre and Brynglas House areas.
- Consultation workshops at Tredegar House, Newport; Urdd Hall, Cardiff; and Guildhall, Swansea between March and April 2012. Presentations were given to explain the Programme, present the Consultation Document, and explain how responses could be made. The purpose of these workshops was circulated in advance and presented during the events as, providing participants with the opportunity to:
  - Have their questions answered and voice initial responses to the outline plans and options for the M4 CEM, and
  - Help participants develop their thinking prior to making their own written submissions to the consultation, or submitting a response on behalf of an organisation.
- Public exhibitions at Coleg Gwent Newport, Liswerry; Ebenezer Baptist Church, Magor; Brynglas House, Brynglas; and Newport Centre, Newport. Exhibitions boards<sup>10</sup> were displayed and project staff were available to respond to any queries.
- A manned stand at Cardiff Gate service station to distribute Newsletter 2, the Consultation Document and Response Forms and provide the opportunity for project staff to respond to any queries.
- Several communities and organisations also requested exhibitions, presentations or meetings with the project team. Among these, in excess of 300 people attended a staffed exhibition at the International Patents Office in Newport, convened by the J28 business group.

A number of people attending the Brynglas exhibition indicated they had not received a copy of Newport Matters – a significant information dissemination tool selected by the Welsh Government to highlight the Consultation in the Newport area. Following enquiries, it was established that neither the distributors nor the Local Authority make regular checks to ensure the effective distribution of the publication. The apparent failure of this media source led the Welsh Government

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<sup>10</sup> The Public Exhibition Panels can be found in Appendix 7.

to undertake a second and more comprehensive phase of publicity and consultation. The consultation period was also extended by one month, from March-June to March-July 2012.

### **Second publicity campaign**

A second and intensified campaign was undertaken to address concerns over the effectiveness of the initial campaign. A second and more comprehensive phase of publicity and consultation included:

- In excess of 80,000 flyers delivered to properties in and around Newport.
- Radio advertising campaigns on both Capital Gold and Real Radio.
- A widespread display of posters at public locations.
- Additional email reminders to the stakeholder database and South Wales Local Authorities.
- Additional public exhibitions held at Brynglas House; Ebenezer Baptist Church; and the Newport Centre.

At each consultation event, newsletters, consultation documents and response forms were distributed to attendees. Many attendees requested additional copies to distribute within their communities. Church groups and other community organisations located near Brynglas were also supported by the M4 CEM project team to disseminate information about the project and the Consultation in their local communities.

Appendix 8 provides a detailed overview of the activities undertaken at each stage of the participation process, including dates and participant numbers.

Appendix 9 provides a summary of M4 CEM activity in the media.

## 4 Summary of results

Dialogue by Design produced a factual report to summarise the full results of the consultation (see Appendix 10). This section provides a summary of the factual results.

### 4.1 Responses

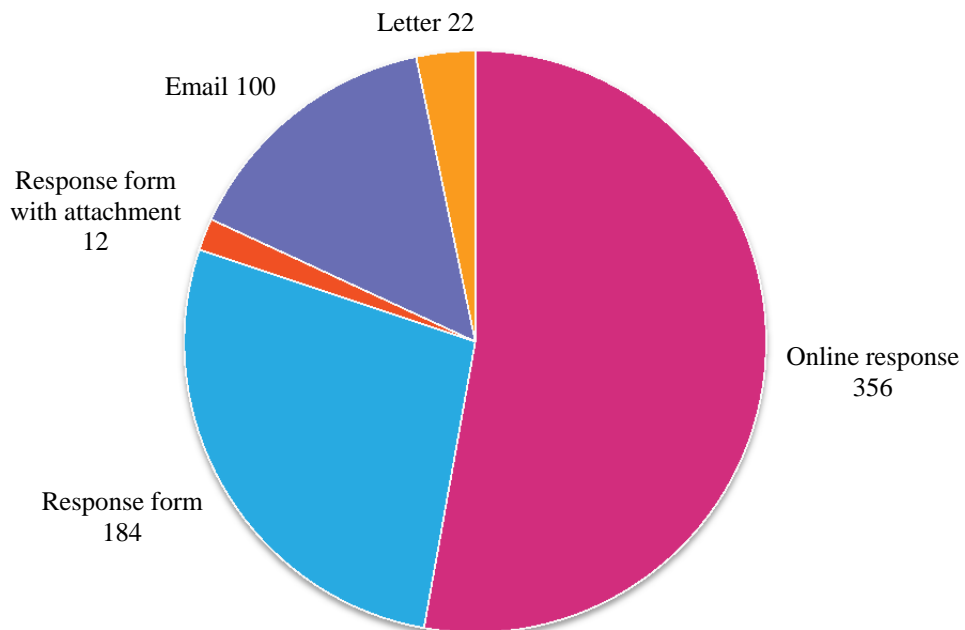
After processing, a total of 674 responses to the Consultation Document were received and analysed. Participants included members of the public as well as a range of organisations; some of which represented Welsh communities, economic, environmental and transport interests. 54 of the responses received overall were from a campaign group and as such were identical or largely identical to each other.

The Welsh Government analysed all comments, equally. All participants are listed at the end of this report.

Whilst a total of 674 responses were made directly to the Consultation Document, more than 2,100 people attended an M4 CEM event and approximately 1,100 people attended external (non-M4 CEM specific) events, at which members of the project team were available to discuss the Programme. Some 11,247 visits were made to the dedicated website [www.m4cem.com](http://www.m4cem.com) between March and December 2012, equating to an average of over 1,100 visits per month over this 10 month period.

The majority of consultation responses were received online (356), followed by submitted paper response forms (184). Figure 4.1 below summarises responses by type.

**Figure 4.1: Consultation responses by type**



A full listing of the key stakeholders who responded to the Consultation is provided in Table 4.1.

Key stakeholders were considered to be organisations that have a strategic interest and/or detailed experience of addressing travel related issues in South Wales, and/or represent the environment, community or economy of South Wales.

A review of the comments provided by key stakeholders is presented in Section 4.4.

Some stakeholders also contributed to the Consultation by attending one or more of the M4 CEM Consultation workshops held in Newport, Cardiff and Swansea, as identified in Table 4.2. As strongly communicated at the time; deliberations and comments made by workshop participants were not analysed as formal consultation responses, but notes made at the workshops and plenary discussions were recorded and published to serve as an aide memoire to participants wishing to draw on them for their own purposes<sup>11</sup> (see Appendices 11, 12 and 13 for the Consultation Workshop Reports).

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<sup>11</sup> It was emphasised to workshop participants that the notes, and the informal collective responses to the Consultation Document generated at the events would not constitute formal responses to the Consultation, and would not be synthesised in the same way as written (including on-line) responses. Attendees were strongly encouraged to respond to the M4 CEM Consultation using the on-line or paper response forms following each workshop event.



**Table 4.1:** Listing of the key stakeholders who responded

<b>Statutory environmental bodies</b>		
Countryside Council for Wales	Cadw	
<b>Local Authorities</b>		
Cardiff Council	Newport City Council	City and County of Swansea
Monmouthshire County Council	Rhondda Cynon Taf County Borough Council	Torfaen County Borough Council
<b>Town and Community Councils</b>		
Bishton Community Council	Magor with Undy Community Council	Redwick Community Council
<b>Other public sector and community organisations</b>		
Public Health Wales	Gwent Police	Newport Harbour Commissioners
Newport Unlimited	Newport Civic Society	
<b>Voluntary sector (environmental and civil society) organisations</b>		
Campaign Against Levels Motorway (CALM) <sup>12</sup>	Campaign for the Protection of Rural Wales	Friends of the Earth Cymru
Friends of the Earth Newport	RSPB Cymru Wales	Bevan Foundation
Gwent Wildlife Trust	The Wildlife Trust of South and West Wales	Wildlife Trust Wales
National Trust Wales	Christchurch (Newport)	
<b>Private sector, business and regeneration</b>		
Associated British Ports	CBI Wales	Cogent Power Ltd
Federation of Small Businesses	South East Wales Economic Forum	South Wales Chamber of Commerce
Tata Steel (submitted by GVA Grimley)	Wales TUC	
<b>Transport organisations</b>		
Sustrans	Freight Transport Association	TravelWise
South Wales Trunk Road Agency	South West Wales Integrated Transport Consortium	First Cymru Buses Ltd
Network Rail	Public Transport Users Committee for Wales	South East Wales Transport Alliance

<sup>12</sup> CALM is an alliance of organisations and individuals who oppose the construction of a new M4 motorway. These include Gwent Wildlife Trust, Friends of the Earth Cymru, World Wildlife Fund Cymru, RSPB Cymru and the Campaign for the Protection of Rural Wales, as well as some community councils including Bishton Community Council and Magor with Undy Community Council. A full list of member organisations can be found at: <http://www.freewebs.com/savethelevels/supporters.htm>

**Table 4.2:** Key Stakeholder participation at M4 CEM Workshops<sup>13</sup>

Organisation (Invited to Attend M4 CEM Programme Workshop)	Attended Councils Workshop February 2011	Attended Strategic Stakeholder Workshop March 2011	Attended First Stakeholder Workshop July 2011	Attended Second Stakeholder Workshop November 2011
Aneurin Bevan Local Health Board			Y <sup>14</sup>	N <sup>15</sup>
Arriva Trains Wales		N	N	N
Association of Train Operating Companies		N		
Bridgend County Borough Council	Y		N	Y
British Horse Society		N		N
Business Wales Social Partners Unit Ltd		N		N
Caerphilly County Borough Council	N		Y	Y
Cadw		N	Y	N
Campaign Against Levels Motorway (member)		Y	Y	Y
Cardiff & Vale University Health Board			N	N
Cardiff Bus		N		
Cardiff Business Partnership		N	Y	N
Cardiff Council	Y	Y	Y	Y
Cardiff Retailers			N	N
Cardiff University			Y	Y
Confederation of British Industry (Wales)		Y	N	N
Countryside Council for Wales		Y	N	N
Chartered Institution of Highways & Transportation		Y		
Chartered Institute of Logistics & Transport / Bus Users UK (Wales)		Y	Y	Y
Climate Change Commission Wales <sup>16</sup>		N		
Coleg Sir Gar			N	N
Community Transport Association: Wales		N	N	N
Confederation of Passenger Transport		N	N	N

<sup>13</sup> Including those who did not formally respond to the M4 CEM Consultation and who were invited to one or more pre consultation workshop. Those marked in bold text responded to the M4 CEM Consultation. Where marked null (grey) the organisation was not invited to the corresponding event. For the Councils and Strategic Stakeholder Workshops, organisations were invited to one of these events only, relevant to their role.

<sup>14</sup> 'Y' indicates participation to the corresponding event.

<sup>15</sup> 'N' indicates non-participation to the corresponding event either through decline of invites, or sending of apologies.

<sup>16</sup> Welsh Government 'Head of Climate Change' and 'Climate Change Communications & Engagement' contacts represented climate change interests on the Stakeholder Forum.

Organisation (Invited to Attend M4 CEM Programme Workshop)	Attended Councils Workshop February 2011	Attended Strategic Stakeholder Workshop March 2011	Attended First Stakeholder Workshop July 2011	Attended Second Stakeholder Workshop November 2011
Country Land and Business Association		N		
Campaign for the Protection of Rural Wales		N	N	Y
Cycling Touring Clubs				N
Cynnal Cymru		N	Y	N
Disabled Persons Transport Advisory Committee for Wales		N	N	N
EEF		N	N	N
EW&S Railway Ltd		N		
Environment Agency Wales		Y	Y	Y
Federation of Small Businesses		N	N	N
First Cymru Buses Ltd		N		
First Great Western		N		
Freight on Rails		N	N	N
Friends of the Earth		N	N	N
Gwent Police		Y	N	Y
Gwent Wildlife Trust		Y	N	N
Institution of Civil Engineers		Y	N	Y
Junction 28 Business Group		Y		
Merthyr Tydfil County Borough Council	N		N	N
Monmouthshire County Council	Y	Y	Y	Y
National Express		Y	Y	Y
Network Rail		N	N	Y
Newport Access Group Disability Wales		Y	Y	Y
Newport City Council	Y	N	Y	Y
Newport Harbour Commissioners		N		
Newport Transport Ltd		N		
Newport Unlimited		Y	N	N
Open Spaces Society				N
Passenger Focus		N	N	N
Public Transport Users Committee		N	Y	N
Ramblers Association		N		
RCT County Borough Council	N		Y	Y
Road Haulage Association		Y	Y	N
Royal Town Planning Institute Wales		Y	N	N

Organisation (Invited to Attend M4 CEM Programme Workshop)	Attended Councils Workshop February 2011	Attended Strategic Stakeholder Workshop March 2011	Attended First Stakeholder Workshop July 2011	Attended Second Stakeholder Workshop November 2011
RSPB		Y	Y	Y
Severn River Crossing Plc		N		
Severn Tunnel Action Group		Y		
SEWTA	Y	Y	Y	Y
South East Wales Economic Forum		Y		
South East Wales Racial Equality Council		N	N	N
South Wales Chamber of Commerce		Y	N	N
South Wales Fire & Rescue Service		Y	Y	N
South Wales Police		Y	N	N
South Wales Trunk Road Agency	Y		N	Y
Stagecoach, R&W Services Ltd		Y	Y	N
Sustainable Development Commission (Wales)		N		
Sustain Wales - Cynnal Cymru		N	Y	Y
Sustrans		Y	Y	Y
Torfaen Council	N		N	Y
TUC		N	N	N
University of Wales, Newport			Y	Y
Vale of Glamorgan Council	Y	N	Y	Y
Veolia Transport		N		
Wales Freight Transport Association		Y	Y	N
Wales Transport Research Centre		Y	Y	Y
Welsh Ambulance Services NHS Trust		N	N	N
Welsh Cycling Union				N
Welsh Freight Council		N	N	N
Welsh Government (Departments)	Y	Y	Y	Y
Wildlife Trust Wales			Y	Y
WWF Cymru		N		

## 4.2 Travel habits

595 participants responded to the travel habit section of the consultation response form, which sought data on how often participants use the M4 motorway around Newport. The counts showed that of the 590 who responded: 274 used the motorway around Newport daily; 185 weekly; 134 occasionally; and 2 never.

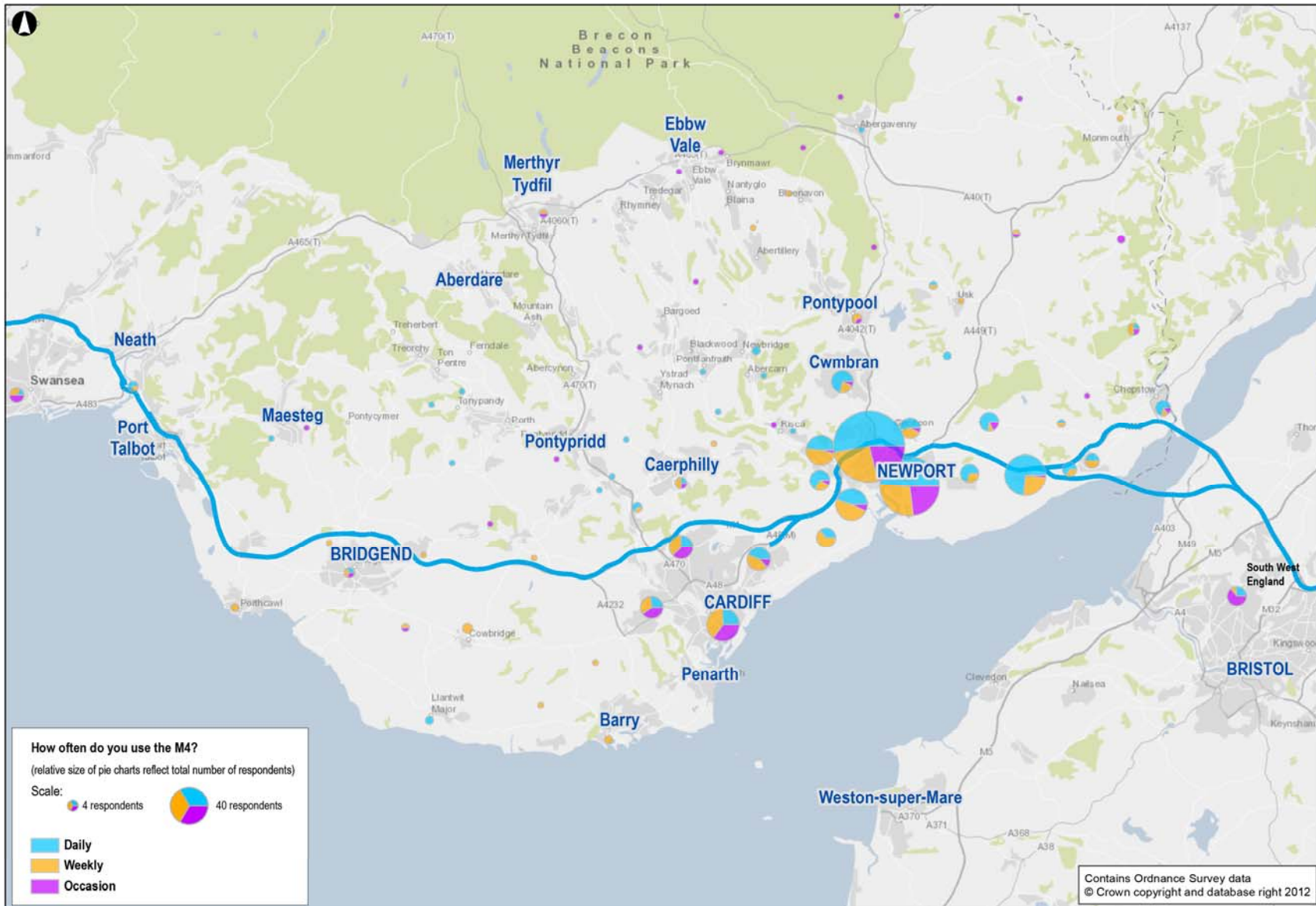
595 participants responded to the travel habit section of the consultation response form, which sought data on the purpose of journeys made by participants using the M4 around Newport. The counts showed that of the 590 who responded: 254 respondents used the M4 around Newport for mostly leisure journeys; 169 commuting; 90 business; and 77 accessing services such as schools and health care.

These trends were analysed to identify common travel habits, linked to respondents' addresses, when provided. In summary, the majority of respondents resided within the Newport area, with other large concentrations located in the Cardiff area. A smaller concentration of respondents were distributed largely across the South Wales Valleys, South West Wales and Bristol. The majority of participants who used the M4 between Magor and Castleton on a daily basis were located in or around Newport. Those who used the M4 around Newport for commuting journeys were largely located in the Newport area, whilst those who travelled for business purposes largely resided in or around Cardiff. User travel habits are illustrated in Figure 4.2 and 4.3. Figure 4.4 below summarises the travel habit data.

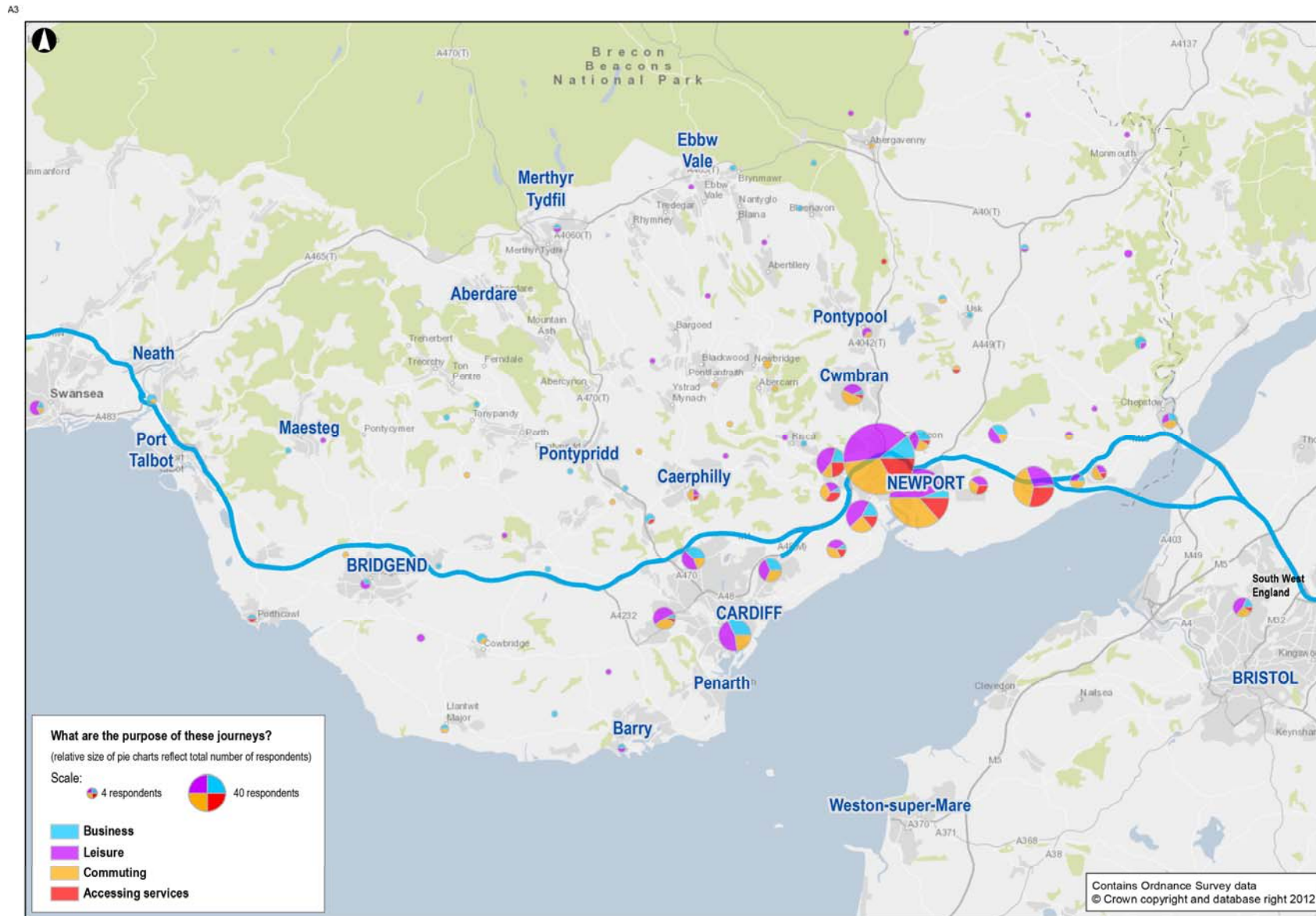
Questions about participants' travel habits were used to help understand participants' perspectives and concerns. They were not used to add weighting to any responses received.

**Figure 4.2:** User Travel Habits (Use)

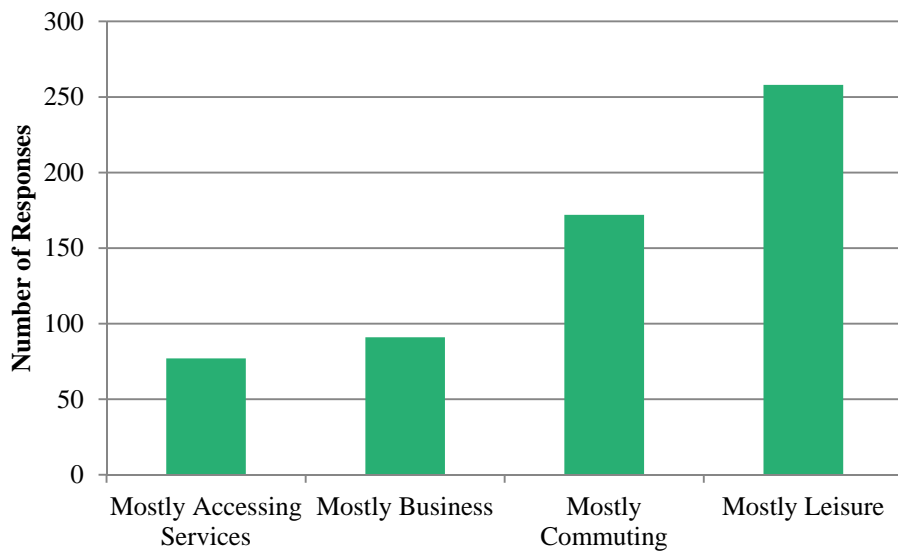
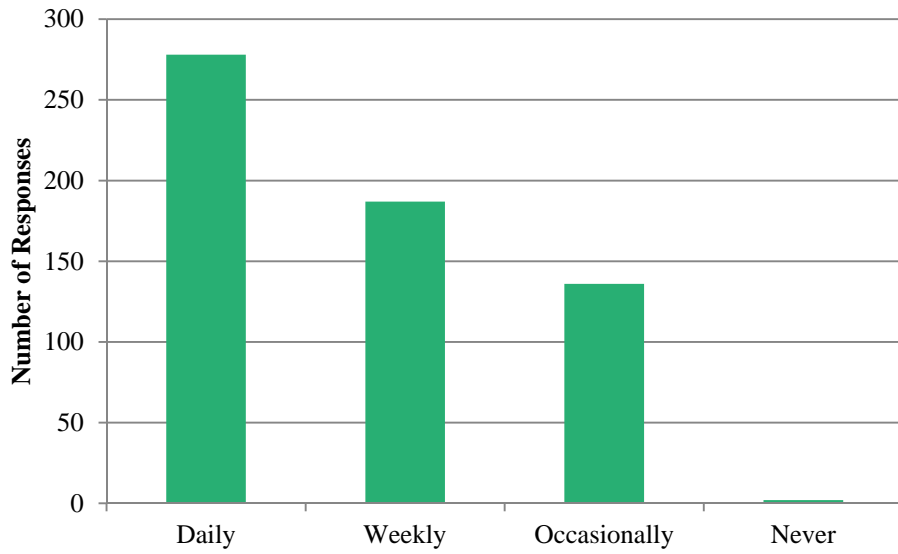
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**Figure 4.3: User Travel Habits (Purpose)**



**Figure 4.4:** Frequency and purpose of travel by respondents (who responded to the travel habit section of the response form)





### 4.3 Consultation questions and responses

The remainder of this chapter summarises the consultation responses in relation to each consultation question posed within the Consultation Document. These included:

Problems	<ul style="list-style-type: none"> <li>➤ Question 1a. In your opinion, which of the transport related problems listed are the most important to be addressed by the M4 CEM Programme?</li> <li>➤ Question 1b. Would you like to make any other comments on the traffic related problems which should be addressed by the M4 CEM Programme?</li> </ul>
Goals	<ul style="list-style-type: none"> <li>➤ Question 2a. In your opinion, which of the goals listed are the most important for the Welsh Government to achieve with the M4 CEM Programme?</li> <li>➤ Question 2b. Would you like to make any other comments on the goals of the M4 CEM Programme?</li> </ul>
Public Transport Measures	<ul style="list-style-type: none"> <li>➤ Question 3a. Which of the public transport measures listed has/have the potential to reduce your use of the M4? (please tick all that apply)</li> <li>➤ Question 3b. To what extent do you think the public transport measure(s) you have selected will address the problems and achieve the goals you have chosen?</li> </ul>
Highway Infrastructure Options	<ul style="list-style-type: none"> <li>➤ Questions 4a-4d. To what extent do you think Highway Infrastructure Option A-D will address the problems and achieve the goals you have chosen?</li> </ul>
Additional Comments	<ul style="list-style-type: none"> <li>➤ Question 5. Have you any additional comments to make regarding how to address the travel related problems occurring in the M4 Corridor, Magor to Castleton?</li> </ul>

A full account of comments is provided in the Full Factual Report (Appendix 10).

### 4.3.1 Problems

The problems, goals and aims of the M4 CEM Programme were the subject of dialogue during earlier stages of the engagement process, with public and stakeholders. 17 problems were established; encompassing themes of capacity, (network) resilience, safety and sustainable development. Respondents were asked to prioritise up to four problems out of the full list of 17 (see page 32).

A total of 544 respondents responded to Question 1a and a total of 557 respondents responded to Question 1b<sup>17</sup>. Although 130 of the 674 respondents did not select any of the problems, all of the problems were selected at least once, suggesting the majority of respondent agreed that there is a problem.

Of the 130 who did not select any of the problems, 54 comprised a campaign group response<sup>18</sup>, which argued that ‘a 'do nothing' option in combination with existing, planned and proposed improvements to traffic management and sustainable transport will achieve the Welsh Government's aims’, whilst ‘a new dual carriageway [to the south of Newport] would cause an adverse impact on the unique wildlife and landscape of the Gwent levels and add to climate change’.

Of the other 76 participants who did not select a problem, the majority did not respond directly to the consultation questions at all. This group included Newport City Council, who in their response suggested that there is a need to do something and stated that ‘Option A offers the greatest benefits in terms of the transport efficiency and the economy’ and that ‘such benefits should assist in making Newport a more accessible location and a more attractive option for investment, with the least amount of disruption for existing routes’. Newport Unlimited, in their response, also suggested that there is a need to do something and stated that ‘longer-term plans for investment are clearly important, but must not replace the need to make the impact in the short term that businesses tell us they need’. The CBI simply stated that ‘the number one infrastructure priority in Wales should be the construction of the M4 Relief Road’ and that ‘the future security of the Welsh economy requires a speedy solution to this problem.’ This view was shared by the South Wales Chamber of Commerce who stated that ‘there can be no other option but to bring the M4 relief road back in to the equation and proceed with that as a one of the key priorities of the Welsh Government’.

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<sup>17</sup> These are total numbers, including responses by key stakeholders.

<sup>18</sup> 54 responses followed a format that did not directly answer the Consultation questions, co-ordinated by a campaign group. In all but seven cases of these cases each response is identical. See <http://www.savethelevels.org.uk/> for template campaign responses.

## Transport Related Problems

### 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, due to 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

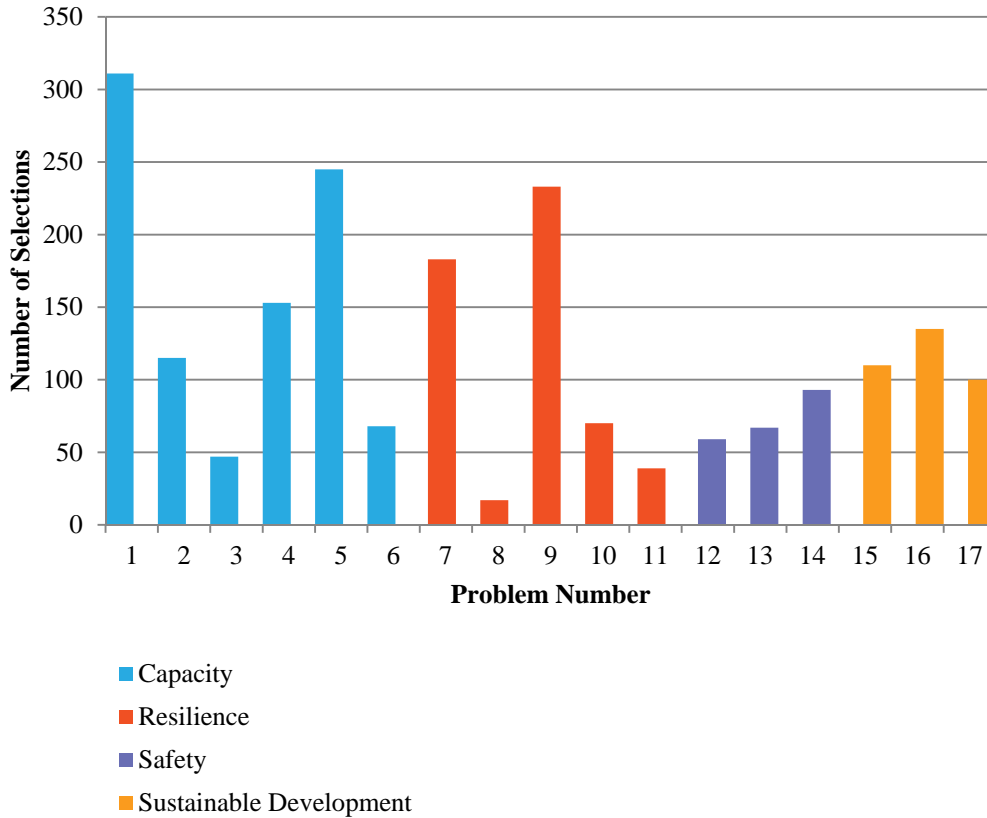
12. The current accident rates on the M4 between Magor and Castleton are higher than average for UK motorways.
13. The existing M4 is an inadequate standard compared to modern design standards.
14. Some people's driving behaviour leads to increased accidents (e.g. speeding, lane hogging, unlicensed drivers).

### 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.

The number of times that each problem was selected is summarised in Figure 4.5. Figure 4.5 shows how problems of capacity and resilience were prioritised the most by respondents. In particular, problems 1, 5, 7 and 9 are the most selected.

**Figure 4.5: Problems selected by the 544 respondents to Question 1a**



A summary of the comments received in relation to the transport related problems is provided below:

- Congestion was an overwhelming concern for more than 70 respondents who explicitly cited it in their comments.
- More than 50 respondents cited transport related problems around the Brynglas Tunnels or Malpas Road in their answers, whilst nine respondents strongly agreed specifically with Problem 5 (The two-lane Brynglas tunnels are a major capacity constraint), or identified it as their priority for the M4 CEM Programme’s attention.
- The prevailing concern associated with the resilience of the highway network around Newport was the impact of accidents on travel. More than 40 respondents mentioned this in their answers, generally to note the disruption caused by incidents on the motorway and surrounding roads.
- Speed control mechanisms received more than 40 comments. More than half of these criticised the variable speed limits introduced along stretches of the M4 near Newport, with some arguing that they have a negative effect on congestion, often through their influence on driver behaviour.
- Air pollution was mentioned by 40 respondents, some referred to current conditions in the M4 Corridor, and many others were concerned about

potential worsening conditions as a result of possible future road developments.

- Noise pollution was discussed as a problem by 30 respondents. Many of these comments came from residents living in the areas of Newport immediately adjacent to the M4 motorway. As in the discussion of air pollution, some respondents identified existing problems while others anticipated more in the future. Several of the respondents who mentioned noise also criticised existing mitigation measures or requested them in the event of further developments.
- More than 30 mentioned capacity problems at peak times in particular, several arguing that it was only at these times that congestion is a problem.
- More than 30 respondents identified driver behaviour as a major transport related problem.
- 20 respondents associated capacity problems with congestion at M4 junctions; most of these suggested that there are too many junctions around Newport.
- More than 20 respondents mentioned or stressed the adverse impact that local journeys have on capacity on the M4 at Newport, and often went on to discuss the competing needs of through traffic with longer distance traffic.
- More than 20 respondents identified problems connected to the behaviour or impact of HGVs and other large vehicles. Their perceived lane changing, difficulty in overtaking and inability to manage difficult inclines and bends are all cited as problems aggravating congestion and traffic flow.
- More than 15 respondents mentioned the speed of traffic on the M4. These views were divided, between those who said slow traffic adds to congestion on the motorway, and the smaller number who complained about the disruption and inconvenience caused by speeding drivers.
- More than 15 respondents argued that the SDR had proved inadequate to relieve capacity problems on the M4 as a route for traffic moving around Newport.
- More than 15 respondents raised the impact of road problems in the M4 Corridor on the Welsh economy in more general terms, in some cases compared Welsh road infrastructure unfavourably with areas seen to be economic competitors, or stressed the conditionality of economic growth on the resolution of problems.
- More than 10 respondents said that the disruption caused by M4 incidents was far-reaching, affecting travel across South Wales.
- More than 5 respondents complained about the impact of the current situation or of the Programme's broad agenda on the city of Newport in terms of its impact on residents and communities.

### 4.3.2 Goals

A total of 463 respondents responded to Question 2a and a total of 468 respondents responded to Question 2b, associated with the goals of the M4 CEM Programme<sup>19</sup>. 15 goals were established during the early stages of the engagement process with public and stakeholders. Each of the M4 CEM goals aimed to address one or more of the problems. Respondents were asked to prioritise up to four goals out of the full list of 15 (see below).

### Goals of the M4 CEM Programme

When the M4 CEM Programme is concluded we will benefit from:

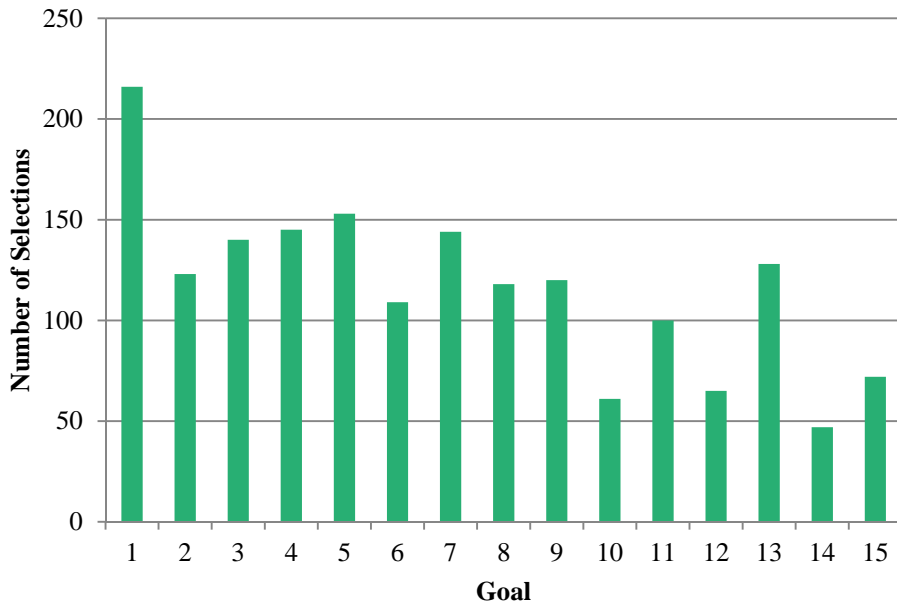
1. Safer, easier and more reliable travel East-West in South Wales.
2. Improved transport connections within Wales and to England, the Republic of Ireland and the rest of Europe on all modes on the international transport network.
3. More effective and integrated use of alternatives to the M4, including 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.

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<sup>19</sup> These total numbers include responses by key stakeholders.

The number of times each goal was selected is shown in Figure 4.6. The most prioritised goals of the M4 CEM Programme are 1, 4, 5 and 7. Notably, goals 10 and 14 are the least prioritised goals of the M4 CEM Programme.

**Figure 4.6:** Goals selected by the 463 respondents to Question 2a



None of the goals attracted a particularly high volume of comments. In summary:

- More than 10 respondents felt that the M4 CEM Programme should have made long-term improvements. A few of these included concerns that the Programme’s proposals would have only moved traffic around the network, or provided only short-term fixes.
- More than 10 respondents mentioned their concerns about noise and air pollution in discussing their view of the goals, stressing the importance of reducing these.
- More than 5 respondents stated that all the goals are important, a few others questioned if they could all be achieved and suggested that some are in conflict.
- More than 5 respondents explicitly challenged the goals. Some of these comments are unexplained; others expressed a belief that the sequence of the goals is flawed, that the goals were too vague or that they can’t be achieved.
- More than 5 respondents called for an integrated approach, often stating that road, non-road and low-carbon alternative modes of transport should be combined and connected to achieve the goals.
- Strategic concerns were voiced by more than 5 respondents, which included political decision-making or judicial processes hampering the achievement of the goals, and that congestion and costs would continue to rise.
- More than 5 responses expressed that cost should not preclude choosing the best solution.
- More than 5 responses argued that cheaper alternative measures – in place of either specific highway options or road developments in general – could

achieve the results desired at lower cost, sometimes mentioning the current economic circumstances as a reason for a rethink.

- More than 5 respondents said that pursuing the Programme's goals should cause minimal disruption to communities and residents in Newport and surrounding areas.
- More than 5 stated that transport developments must encourage employment in the area or local and regional economic growth.
- Less than 5 respondents suggested the goals omitted environmental protection or reduction of the impact of road travel on the environment.

Although not asked in Question 2, some participants made reference to the M4 CEM options as part of their comments about the goals. In summary:

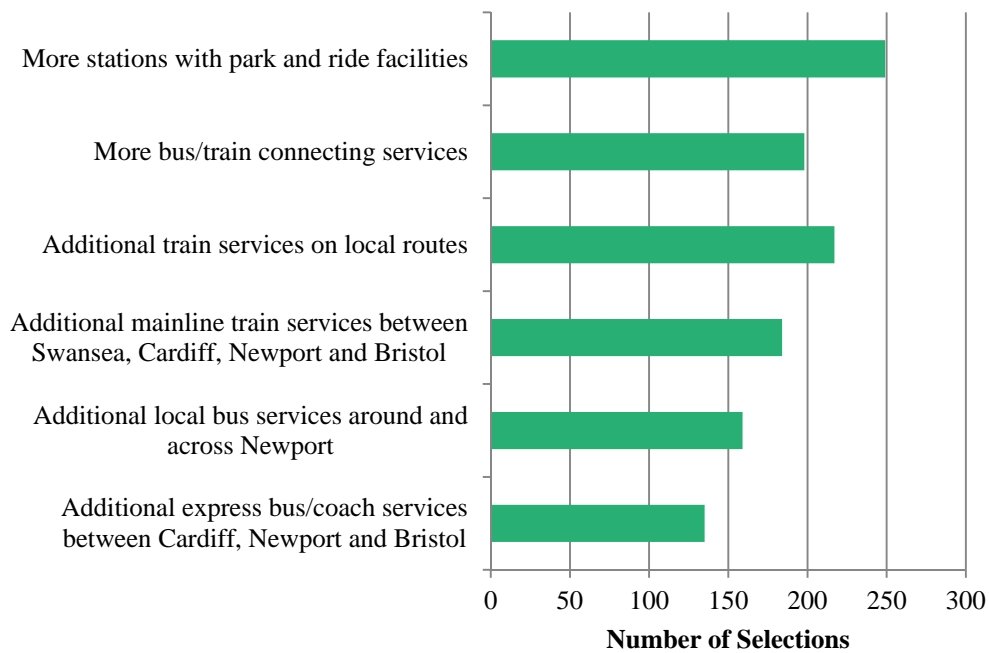
- More than 30 respondents offered support for Option A, or some variation on a new road south of Newport. Some argued that it is the only long-term way of achieving the goals. Three respondents referred explicitly to the New M4/M4 Relief Road proposal, regretting that it had not been progressed, or considered as a preferred alternative.
- More than 5 respondents expressed preference at a general level for measures which encourage greater use of the SDR as a solution to congestion on the M4; in some cases they indicated their support for Highway Options B or C.
- Option D received fewer comments than Option A, with both supportive views and general objections given by respondents. More than 5 respondents raised particular problems with Option D, including disruption likely to be caused to residents and traffic, doubt about its long-term success, and its possible implications for emergency access.
- More than 5 respondents stated that the Programme should have aimed to provide better local transport options beyond private vehicles, and usually cited alternative, environmentally-friendly modes such as cycling as their specific priority.



### 4.3.3 Public Transport Measures

In total, 379 respondents responded to Question 3a and 453 respondents responded to Question 3b<sup>20</sup>. Respondents were asked to choose from a list of six public transport measures, identifying all those that would make the best contribution to relieving traffic on the M4 between Magor and Castleton. The number of times each public transport measure was selected is quantified in Figure 4.7.

**Figure 4.7:** Public transport measures selected by the 379 respondents to Question 3a



Many respondents made general comments on whether the public transport measure(s) listed in the Consultation Documents could help to reduce traffic using the M4 Corridor between Magor and Castleton.

60 respondents thought the public transport measures listed in the Consultation Document would be helpful in addressing the problems to some extent. In summary, those who supported the public transport measures commented:

- They believed the measures would help to reduce road congestion and the number of cars travelling on the M4.
- Respondents also suggested that additional services could result in a modal shift from cars to public transport.
- The measures could result in improved air quality around the M4.
- They should be introduced before highway infrastructure measures, or that they would provide greater benefits than the highway measures.

<sup>20</sup> These total numbers include responses by key stakeholders

A further 65 respondents thought the public transport measures would help to address the problems to some extent, with caveats. Factors which respondents believed needed to be addressed for the measures to be effective included the affordability, frequency, accessibility, safety and reliability of services.

A total of 106 respondents argued that none of the public transport measures listed in the Consultation Document would help to address transport related problems or would meet their travel needs. Some of these respondents suggested that the public transport measures would have minimal impact on the problems, for instance in addressing capacity constraints at the Brynglas Tunnels. They did not think that investment in public transport would result in any significant reduction in traffic on the M4 between Magor and Castleton. In summary, those who were not in support of public transport measures commented:

- The car is a much more convenient form of travel than public transport;
- They cannot see an alternative to using the M4 for their common journeys and consider the car to be an essential part of modern life;
- Public transport is not flexible enough for work-related travel; and
- Public transport, especially rail travel, is prohibitively expensive.

#### **4.3.4 Highway Option A (Additional high quality road to the south of Newport)**

In total, 437 respondents responded to question 4a<sup>21</sup>. Of these, 128 either stated that Option A was their preferred option or expressed support for the option. A further 32 respondents provided qualified support or support with a caveat for the option. 44 respondents directly stated that they challenged or opposed Option A. In summary:

- More than 80 respondents commented on the financial cost of constructing Option A. The majority of these comments were concerned with the level of expenditure required in terms of affordability and also the possible effect it could have on funding for other projects.
- More than 70 respondents thought that through traffic would have benefitted, and by having fewer junctions, a new road would provide a faster, more direct route.
- More than 60 respondents suggested that the impacts of construction in general would be slight. Option A was seen to have the least disruptive effect on residents and businesses in and around Newport, as well as causing the least traffic disruption during construction as it would be a completely new route.
- More than 35 respondents thought that local traffic would benefit from Option A. A high proportion of these respondents thought that by separating out local and longer distance traffic, and channelling traffic around Newport via the new road, a significant level of capacity would be freed-up on the existing M4, and also the SDR, for the use of local users. This would result in quicker and easier movement around Newport for local people.

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<sup>21</sup> This total number includes responses by key stakeholders

- More than 20 respondents believed that Option A would improve road safety around Newport.
- More than 15 respondents stated that, despite being the most expensive of the options, they thought that the benefits from implementing the scheme could outweigh the cost associated and linked the possibility of new investment from businesses attracted by an improved transport network, bringing new job opportunities and aiding the growth of businesses.
- More than 15 respondents suggested that Option A would increase resilience, and provide an alternative to the existing M4, particularly when the M4 is heavily congested due to an accident which causes partial or complete closure.
- More than 15 respondents did not think that Option A would benefit local drivers, or help reduce their use of the M4, because they felt that the M4 would still be the most convenient route for travelling across the city.
- More than 10 respondents suggested that, while the new road might increase capacity and reduce congestion in the short-term, there is a likelihood that this would make using the road network around Newport more attractive, and simply lead to increased road use, which would fill the additional capacity created in the long-term.
- More than 5 respondents raised concerns relating to the proposed road not being a motorway, and as such that it would not provide the necessary capacity to meet projected long-term growth in demand.
- While more than 5 respondents expressed concern about the need for some property demolition, other respondents positively acknowledge that overall, Option A would result in significantly less residential and commercial demolition than in the other options.
- More than 5 compared Option A to the M4 Relief Road, often drawing similarities between the schemes at the strategic level.

The summary above covers the issues and concerns raised in responses to Question 4a. However, some respondents commented on Option A outside of this question. In particular some respondents, including a number of key stakeholders, replied to the consultation in a format that did not follow the consultation questions or mentioned Option A among their additional comments as part of Question 5.

54 responses followed a format that did not directly answer the Consultation questions, co-ordinated by a campaign group. Such responses were analysed as additional comments, as part of Question 5 (see section 4.3.9). In all but seven cases of these, each response was identical, resulting in a significant effect on the weighting of particular points.

The campaign opposed Option A on the grounds that it would have a detrimental impact upon the natural environment, including flora and fauna, particularly in designated areas such as the Gwent Levels SSSI. It stated that the Gwent Levels are a landscape of historic, cultural, and recreational importance. Campaign responses alleged that increased road capacity would stimulate growth in road traffic which would increase greenhouse gas emissions, which they suggest runs contrary to Welsh Government commitments to tackle climate change.

### 4.3.5 Highway Option B (At-grade junction improvements to the A48 SDR)

A total of 424 respondents answered Question 4b<sup>22</sup>. 8 respondents directly stated that they supported Option B, while a further 86 generally supported it with some reservation or caveat. 76 respondents stated that without necessarily coming to a conclusion about Option B in particular, they did believe that Option B is the right proposal to achieve some of the M4 CEM Programme goals and so expressed general support for its consideration. 4 respondents thought that Option B would be a good interim measure to deal with the problems, or should be implemented first, as the cheapest option, and then people could see what impact it could have before implementing more expensive options. 89 respondents stated that they opposed Option B and over 50 participants challenged the impact it could have on achieving the M4 CEM Programme goals. 27 thought it would not solve the problems. In summary:

- More than 75 stated it would not provide a significant enough improvement upon the existing SDR, commenting that the route is already too congested, and works would worsen traffic flow on the SDR.
- More than 35 thought it would worsen conditions on the wider local road network in Newport.
- More than 30 respondents commented on the cost of Option B, with the majority of these comments noting that it is the cheapest out of the four proposed options, and that it could be cost-effective. More than 10 respondents disagreed, saying that it would be a waste of resources.
- More than 25 respondents considered that the design of Option B, with multiple junctions, traffic lights and roundabouts, would not make it attractive enough to traffic to divert traffic off the M4 in regular operating conditions, and while it would be used if the M4 was not available there were doubts about whether it would be sufficient to handle that volume of traffic.
- More than 20 respondents expressed concerns about the impact that construction disruption and increased traffic on the improved route could have, particularly on businesses in the city, and those adjacent to, and/or with access directly from, the SDR route.
- More than 20 referred to air pollution as a concern. Many were concerned about the effect this pollution would have on people living in close proximity to the SDR. Similar points were received in relation to noise.
- More than 15 respondents thought that Option B would have some benefit in increasing resilience. The degree to which they thought it would be effective varied, with some thinking it would only be effective when an incident occurs on the M4 rather than with normal traffic flow, while others believed it could attract local traffic off the M4.
- More than 10 respondents were positive about the potential disruption caused by the construction of Option B and felt that it would be less than for other options.
- More than 5 references were made to a number of commercial, community and leisure facilities connected to the SDR, with the suggestion that their

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<sup>22</sup> This total number includes responses by key stakeholders

presence, and their ability to generate local traffic would impinge on the ability of Option B to achieve the goals.

- More than 5 respondents noted that the option would still take traffic through residential areas and this attracted a number of comments regarding the impact that this route would have on the quality of life and health of local residents.

### 4.3.6 Highway Option C (Grade-separated junction improvements to the A48 SDR)

A total of 387 respondents answered Question 4c<sup>23</sup>. Of those who responded, only 9 directly supported Option C. However, more than 65 respondents offered various levels of general support for the option. More than 20 respondents supported the option if it would be implemented in conjunction with other measures. More than 50 respondents stated that their views on Option C were the same or broadly similar to their views on Option B. On the other hand, almost as many said they considered Option C preferable to Option B. Although Option C attracted no outright statements of opposition, 50 respondents challenged it as a solution. More than 30 respondents said clearly that they didn't believe Option C would either address the problems or achieve the goals they chose. In summary:

- More than 50 respondents doubted the resilience benefits, often noting the SDR's inability to relieve M4 traffic in an emergency or during closure, due to a lack of capacity.
- More than 40 respondents believed the option would improve traffic flow generally, particularly around Newport or the south of the city.
- More than 30 thought that it would relieve traffic pressure on other parts of the road network. The majority of these identified potential relief to the M4 in particular.
- More than 25 comments related to construction impacts, with most anticipating property blight, community disruption or inconvenience to residents.
- More than 25 respondents said that Option C would be too expensive or, it would be poor value for money. Less than 10 made positive comments about the cost or value of Option C.
- More than 20 said that the option would not provide the capacity necessary to relieve congestion of motorway traffic.
- More than 15 comments suggested that Option C would not provide a lasting solution. A few warned of short-term solutions, or suggested this option only postponed the need to resolve underlying problems.
- More than 15 respondents stated a clear view that Option C would not address capacity issues in the M4 Corridor.
- More than 15 respondents said Option C would improve air and noise pollution levels in the M4 Corridor, arguing that it would more evenly distribute traffic emissions. However, more than 15 respondents did not expect Option C to have a positive impact. Some thought it would make pollution worse, stressing that it would increase along the heavily populated route of the

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<sup>23</sup> This total number includes responses by key stakeholders

SDR. Newport City Council's Environmental Health Department, requested associated mitigation measures to protect residents from pollution impacts.

- More than 5 suggested that there still would be too many junctions to bring significant benefits. Several were concerned about bottlenecks or congestion at the junctions at either end of the SDR.
- More than 5 respondents expressed concern about the visual, environmental or accessibility impacts of the option on Tredegar House, some noted its significance for tourism in the area.

### 4.3.7 Highway Option D (Online widening of the M4 between J24 and J29, including an additional tunnel at Brynglas)

A total of 397 responses were received for question 4d<sup>24</sup>. Of these responses, 67 expressed general support for the option, although 31 of these included a caveat, often adding that Option D should be implemented alongside other measures to ensure full effectiveness. 92 stated their opposition to Option D. In summary:

- More than 100 identified concerns about the disruption they expect to experience from online widening. More than 70 made comments relating to the negative impact on the local community.
- More than 65 responses expressed concern over the high cost of Option D.
- Concerns relating to the compulsory purchase or demolition of properties were mentioned in more than 60 responses.
- More than 50 responses felt Option D would be effective in increasing capacity and reducing congestion.
- More than 45 responses suggested that Option D would not improve local traffic conditions with many feeling it could worsen congestion on local roads. In particular, some of these pointed towards closure of Junction 25 and the removal of the east facing slips and Junction 26.
- With respect to resilience, more than 45 respondents referred to a lack of an alternative route with more than 20 of these stating they didn't consider Option D to be a complete solution for this reason and others stated that they don't consider it a long-term solution. On the other hand, more than 5 responses believed that Option D provides a long-term solution.
- Concerns relating to noise and air pollution arising from Option D were referred to in more than 35 responses. 10 responses pointed towards negative environmental impacts, especially during the construction period; though a similar number point out that Option D would have a lesser environmental impact when compared to building a new road.
- More than 20 responses questioned whether Option D would solve congestion issues with a further 20 responses feeling that Option D would worsen problems in the M4 Corridor pointing towards the disruption during the highways work and increased capacity encouraging more users.
- More than 25 responses pointed towards geological challenges relating to the boring of an additional Brynglas Tunnel. More than 15 responses commented

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<sup>24</sup> This total number includes responses by key stakeholders

that they do not feel that boring an additional Brynglas Tunnel would remove the bottleneck at Brynglas.

- 20 responses felt that the disruption caused during construction of Option D would have a negative impact on the South Wales economy. Others commented that Option D prioritised through traffic which may cause additional severance to Newport, which may have an adverse impact on local accessibility and businesses.
- 15 responses raised concerns about the timescale of delivering Option D.

### 4.3.8 Common measures

Common measures were not the subject of any particular question in the Consultation Document but are presented as a possible package of measures, to be delivered alongside public transport and highway infrastructure measures.

Respondent's comments on common measures often indicated an appreciation of the important role these would have in the package to be chosen. The view that they could contribute substantially, especially alone, to resolving transport related problems was rare. Some responses proposed a range of alternative strategies to the public transport and highway infrastructure options. Many of these suggestions echoed elements of the common measures presented in the Consultation Document, though very few responses referred to the common measures explicitly. Examples included better information systems; at-grade junction improvements and changes to junctions and feeder roads; and different policing or traffic management strategies.

### 4.3.9 Additional comments

Representations received in letters, emails or through other mechanisms that did not specifically respond to the Consultation questions were entered verbatim as a submission to Question 5 (additional comments) to facilitate analysis and ensure consistency when interpreting issues<sup>25</sup>.

Of these 444 responses, 381 directly responded to Question 5 of the response form as part of a participant's answer. However, 63 participants provided comments without using the response form provided, using either their own response format or submitting a comment by email. These responses have been analysed as additional comments.

Of the 63 responses that provided representations that did not respond to the Consultation questions specifically, 54 comprised a campaign group response.

The 444 responses analysed as Question 5 provided additional comments often on more than one issue and on a variety of subjects. In summary<sup>26</sup>:

- More than 100 respondents discussed the environmental impact of the options. More than half of these stated concerns about negative environmental impact, including the 54 campaign responses. Many of these respondents explained

<sup>25</sup> Question 5 contains 54 responses following a format that does not directly answer the Consultation questions, co-ordinated by a campaign group. In all but seven cases of these cases each response is identical, so they had a significant effect on the weighting of particular points

<sup>26</sup> A full account of comments is provided in the Full Factual Report at Appendix 10

that there would be a detrimental impact on wildlife and landscape, most frequently highlighting the effects of Option A on designated sites for nature conservation such as an SSSI and the Coastal and Floodplain Grazing marsh BAP Priority Habitat.

- 90 respondents made comments about the data presented in the Consultation Document. Criticisms related to the age of the data used and more than 60 responses, including those from a campaign group, felt that incorrect assumptions about continuing traffic growth were used. A few respondents also criticised the consultation materials for not being user friendly.
- More than 75 suggestions for additional or alternative transport improvements to those presented within the Consultation Document were made. In particular, the dualling of the A465 was commonly referred to as an alternative route to the M4 that should be prioritised.
- More than 50 responses expressed concerns that the options would negatively impact on recreational activities, tourism and property prices.
- More than 30 responses referred to the importance of sustainable transport to addressing the M4 CEM problems, with respondents referring to the importance of modal shift away from cars, with a number of other responses also highlighting the importance of public transport in addressing local transport problems.
- More than 5 respondents expressed their disappointment that the M4 relief road proposal was announced as being unaffordable in 2009. Comments included that none of the options would be as effective as the proposed M4 relief road and expressed a desire for it to be reconsidered.



## 4.4 Key stakeholder responses

This section provides further analysis to Section 4.3 and summarises the key stakeholder responses to the consultation. Key Stakeholders who responded to the consultation are set out in Figure 4.1. In summary, they include:

- Statutory environmental bodies;
- Local Authorities;
- Town and Community Councils;
- Other public sector and community organisations;
- Voluntary sector (environmental and civil society) organisations;
- Private sector, business and regeneration organisations; and
- Transport organisations.

Although the sample size of key stakeholders (45) was small compared to the total number of responses (674), the comments made by the above groups represented a range of environmental, community, political, business and transport interests. It should be noted that some key stakeholders did not answer all questions, whilst some submitted an organisational response not following the response form format. Such responses were analysed at Question 5 as additional comments (see section 4.4.9). Key stakeholder comments are summarised below.

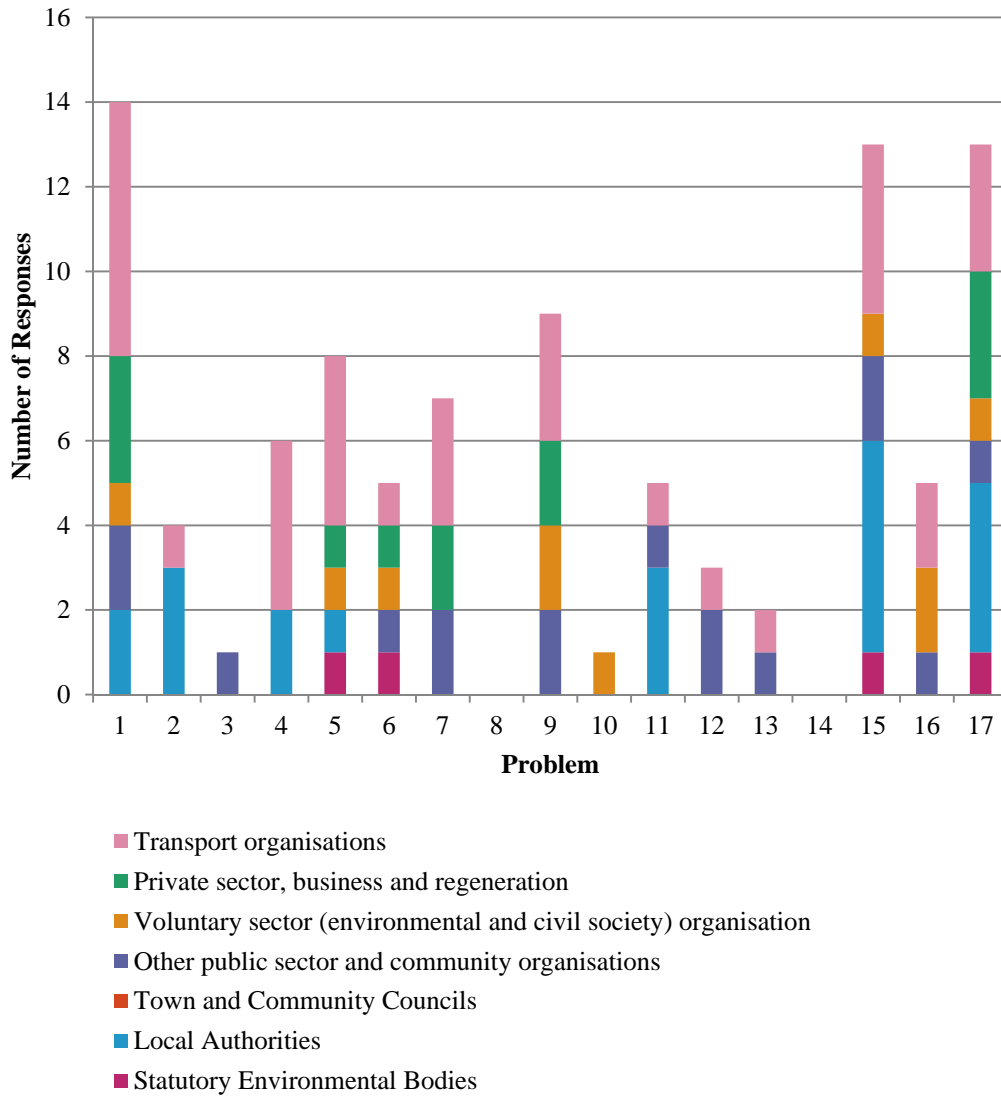
### 4.4.1 Problems

Of the 24 key stakeholders who selected one or more problems, as shown in Figure 4.8 below, they predominantly prioritised 1, 15 and 17. Statutory environmental bodies and local authorities prioritised sustainable development and capacity problems in particular, with a lack of sustainable integrated alternatives (Problem 15) and the existing transport acting as a constraint to economic growth (Problem 17) being identified as the most significant problems.

*“Resilience - The resilience of the transport networks to respond to incidents has been proven to be less than adequate. In the last 5 years three key incidents, the fire at Brynglas tunnels and the two fatal accidents, have caused severe disruption to the region and costing businesses millions of pounds in estimated losses.”*  
(Newport City Council)

*“The key problem on the M4 is the congestion, safety and maintenance issues around Newport. The cause of the congestion being that insufficient trips are made on alternative modes or indeed not made at all. For many existing road users using the M4 this may well be because of a lack of adequate sustainable integrated transport alternatives - we will particular refer to the limited access to the main line rail network paralleling the M4 corridor.”* (Monmouthshire County Council)

**Figure 4.8: Problems selected by key stakeholders**



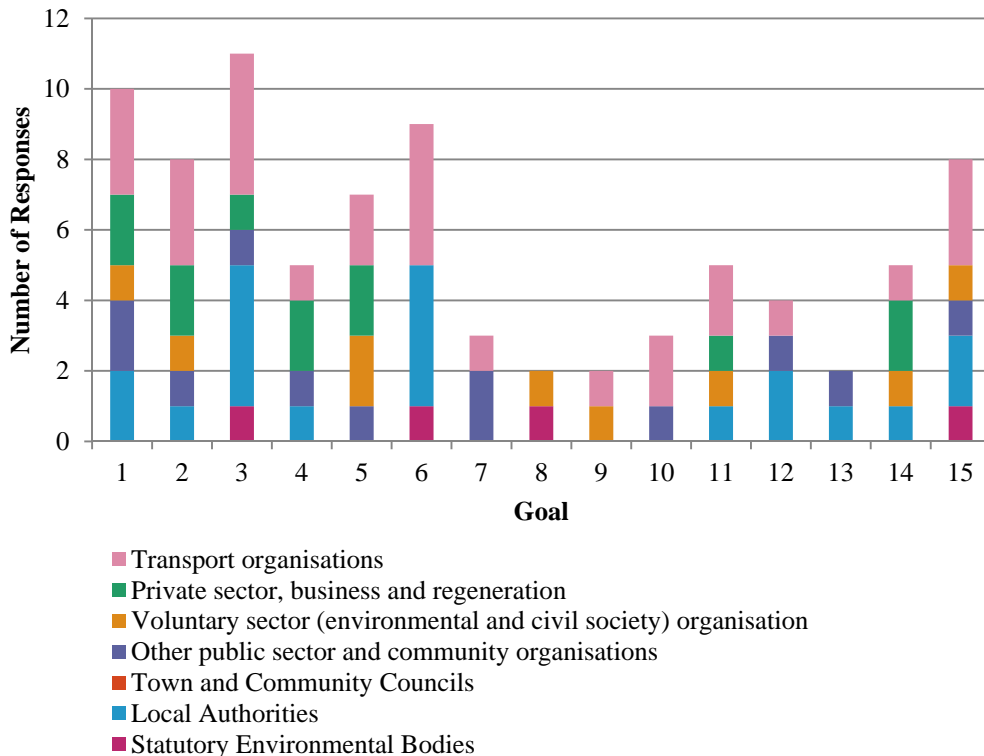
### 4.4.2 Goals

As shown in Figure 4.9 below, 21 key stakeholders predominantly prioritised goals 1, 3 and 6. Statutory environmental bodies and local authorities identified the need for more effective and integrated use of alternatives to the M4 (Goal 3) and an increased level of choice for all people making journeys by all modes (Goal 6). Some stakeholders suggested amendments to the goals presented within the Consultation Document, or additional goals.

*“The goals of the M4 CEM Programme are generally aligned with those of the Sewta RTP and, subject to the comments [provided in full response to Question 2b], are broadly supported. Given the strategic location of this section of the M4 Corridor, it has a critical part to play in improving strategic connectivity for the majority of the population of Wales. There is a need to link the goals more explicitly, however, to the social, economic and environmental goals of the Wales Transport Strategy.”* (South East Wales Transport Alliance)

*“Problems relating to the following aspects should also be considered:- Developments along the M4 corridor are currently car dependent; future developments along the M4 corridor must to be accessible by sustainable modes of transport and not solely car dependent; there is a lack of alternatives for freight journeys within south Wales; future demand for travel is expected to grow across the region, as a result of residential and employment developments being brought forward through the emerging Local Development Plans; the future demand for travel must be managed with a package of measures to encourage travel by sustainable modes; road transport (including the private car) is the dominant mode of transport for journeys to and within south Wales; road transport is a major source of carbon emissions in Wales.”* (Cardiff Council)

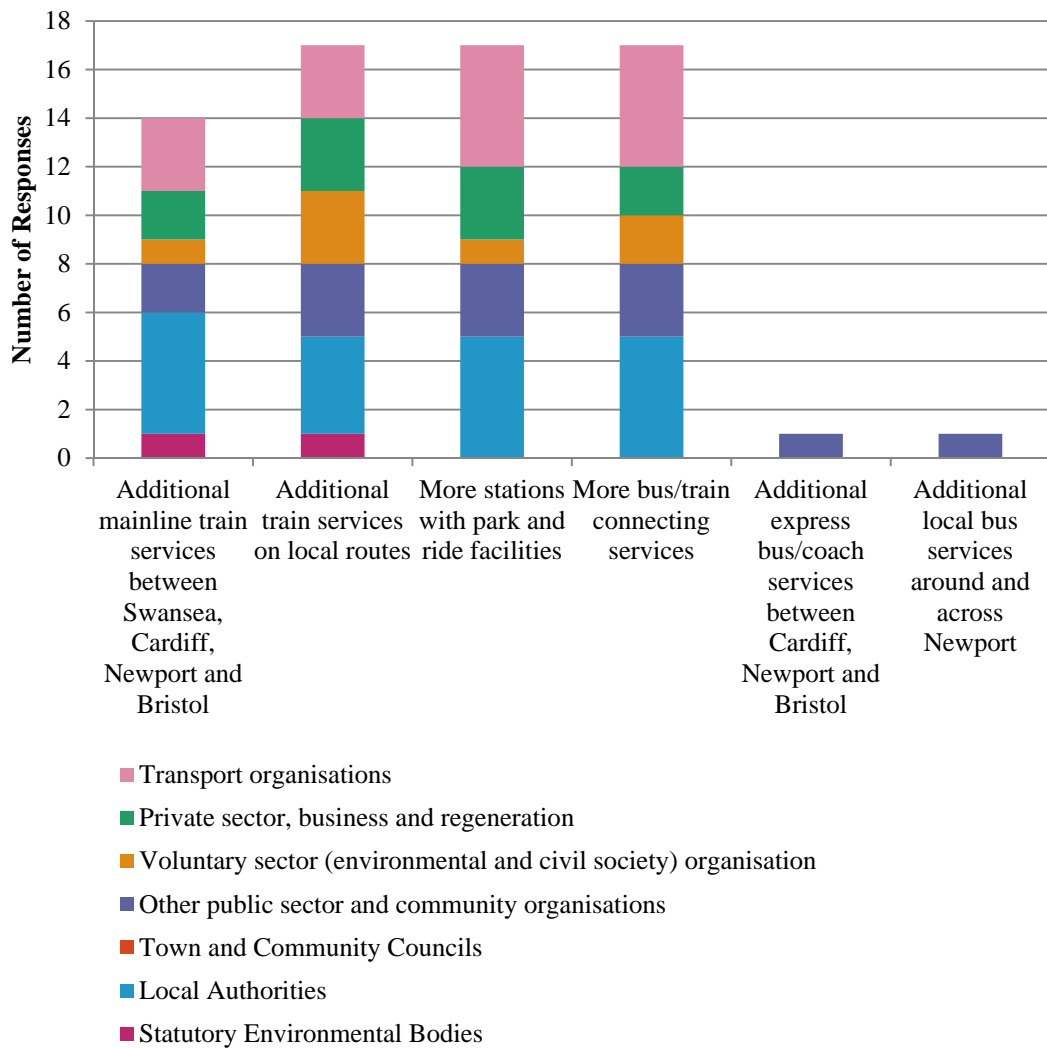
**Figure 4.9:** Goals selected by key stakeholders



### 4.4.3 Public Transport Measures

As shown in Figure 4.10 below, 20 key stakeholders selected one or more of the public transport measures. Statutory environmental bodies and local authorities identified ‘additional mainline train services between Swansea, Cardiff, Newport and Bristol’ and ‘more local bus services around and across Newport’ as having the greatest potential to reduce use of the M4 between Magor and Castleton. However, they did not prioritise ‘additional express bus/coach services between Cardiff, Newport and Bristol’.

**Figure 4.10:** Public Transport Measures selected by key stakeholders



Key stakeholders generally suggested that investment in public transport would be essential to help reduce dependency on the private car, although public transport measures should form part of a package of measures in combination with measures aimed at increasing highway capacity and resilience around Newport.

*“The proposed package of public transport measures misses the opportunity to significantly enhance the regional public transport network, which will assist better utilisation of existing assets. It is noted that the public transport measures is described as outside current funding commitments. An integrated package of measures is needed for the public transport measures to provide a credible set of alternative options for journeys.”* (South East Wales Transport Alliance)

*“Whilst the identified rail and public transport improvements are much needed, they would not on their own address the current capacity and resilience issues with the M4.”* (City and County of Swansea)

*“FSB Wales is clear that the Welsh Government should seek to utilise public transport measures where it is prudent to do so. It is vital that Wales' transport system is sustainable and offers a strong degree of connectivity. However, public transport measures alone will not be sufficient to deal with the issues facing small businesses in Wales. FSB Wales agrees with the Welsh Government's stated objectives in this respect, whereby alternative travel modes are encouraged and developed while continuing to provide adequate funding for highway infrastructure and road management.”* (Federation of Small Businesses)

#### **4.4.4 Highway Infrastructure Option A**

21 key stakeholders responded to Questioned 4a. Generally, this option was supported by most key stakeholders due to its possible benefits to transport and the economy, but with concerns over cost and specifically focused on the potential adverse environmental impact on the Gwent Levels.

*“We question the sustainability of any route across the Gwent Levels given the flooding issues in the area and the findings of the Shoreline Management Plan. We would also have major concerns about the potential impacts of such a route on the Gwent Levels SSSIs.”* (CCW)

*“Option A would increase the capacity of the strategic highway network around Newport, so would reduce the adverse impact the existing constrained network has on the economy.”* (Cardiff Council)

*“Option A would address the issues totally. However, this is at a significant cost.”* (South Wales Trunk Road Agency)

#### 4.4.5 Highway Infrastructure Option B

20 key stakeholders provided a range of comments on Highway Infrastructure Option B in answer to Question 4b. Key stakeholders generally suggested that this was the least effective option in addressing the problems and goals, although is the cheapest and could be delivered alongside another highway option.

*“It appears that this option will be the least effective of the four road options. However, since it is the cheapest, it could leave money remaining in any allocated CEM budget for local road network enhancements and public transport projects.”* (Rhondda Cynon Taf County Borough Council)

*“While it would improve the performance of the corridor in times of severe problems on the existing M4, the signalisation of these junctions will not attract through traffic off the M4 or movements that join the motorway along junctions 25-28. Therefore this option is likely to have the least impact on achieving the broader goals and aims of the project.”* (South East Wales Transport Alliance)

*“Will likely only solve the problems if incorporated as part of a parade of measures including Option A. This option will not create a dedicated direct route between Wales, England and the rest of Europe. Whilst improving the existing network, such an option is not considered to go far enough in order to reach the goals identified.”* (Tata Steel)

#### 4.4.6 Highway Infrastructure Option C

20 key stakeholders responded to Question 4c. Generally key stakeholders compared this Option favourably to Option B but unfavourably compared to Option A in its ability to address the problems and goals. However, concerns were expressed over its possible impact on local traffic.

*“As this option includes grade separated junctions this is more likely to move towards the aims as identified in a more sustainable manner than option B. However there may be a need to include further work at both Junction 24 and 28 to create improved access and egress from the A48. A further concern would be the queuing traffic that occurs at junction 28 in the am period for traffic leaving the M4 at this junction which normally results in queuing traffic along the M4 and disruption caused by vehicles manoeuvring in/out of the westbound inner lanes.”* (Torfaen County Borough Council)

*“Would provide more of an alternative; however, closing some of the junctions onto this route would cause congestion in Newport resulting in a reduction in air quality. FTA would view options b and c as beneficial only to the local community (light traffic) and not necessarily reduce congestion on the M4.”* (Freight Transport Association)

*“Option C provides a viable alternative to Option B in that it would improve the flow of traffic across the east-west corridor whilst allowing for better movement of people and freight in the locality. This would also improve the resilience of the network, although to a lesser extent than Option A.”* (Federation of Small Businesses)

#### 4.4.7 Highway Infrastructure Option D

20 key stakeholders responded to Question 4d and they generally differed on their views as to the extent to which this option could address the problems and goals. Shared views included concerns over the likely adverse impacts caused during construction, in particular on the community and traffic conditions.

*“On-line widening has been shown to improve traffic flow through M4 J29-J32 and whilst there was significant work to ensure the natural environment was protected during and post construction methodologies now exist which could be utilised for this widening.” (CCW)*

*“Option D would not achieve the selected goals to provide more effective and integrated use of alternatives to the M4 or increase the level of choice for all people making journeys within the transport corridor by all modes, as the option does not provide alternatives to the provide car and the additional highway capacity would make the private car a more desirable option, together with a lack of measures to manage demand.” (Cardiff Council)*

#### 4.4.8 Common measures

Key stakeholder’s comments on common measures indicated a strong appreciation of the role these could have as part of a possible M4 CEM Strategy. The view that they could contribute alone to resolving transport related problems is uncommon.

*“These Measures have the potential to support all of the other highway options and many of these should be brought forward, regardless of which of the options are pursued, in order to encourage modal shift away from private car use. This would assist in reducing short trips on the M4 between junctions around Newport and, if successful, may negate the need for a new road scheme entirely.” (Sustrans)*

*“There will be a need for measures to be taken in the interim which will help to address the situation where any increases in highway capacity will not be deliverable for a number of years. While demand management can play a role, and needs to be more effectively considered, investment in rail, bus, cycling and smarter choices Programmes becomes not an option but a necessity.” (South East Wales Transport Alliance)*

*“The use of public transport measures, highway infrastructure improvements and common measures in a holistic approach would provide the best results in terms of behavioural change in order to reduce the pressure points on the M4 between Magor and Castleton and to increase the resilience of the road network in the vicinity.” (Federation of Small Businesses)*

#### 4.4.9 Additional comments

36 key stakeholders either responded directly to Question 5, or had their response analysed as part of Question 5 ‘additional comments’ because it was submitted in a different format to that of the response form. Essentially, key stakeholders used additional comments to share views of which most communicate and/or reflect their organisational values. There were a range of additional comments by key stakeholders that suggested other options and span thoughts on the consultation options and their possible impacts on the environment, economy and community. Comments were also attributed to the consultation itself, raising concerns over the use of data and traffic growth forecasts in particular.

*“From the consultation document appraisal exercise, it would appear that Option A offers the greatest benefits in terms of the transport efficiency and the economy. Such benefits should assist in making Newport a more accessible location and a more attractive option for investment, with the least amount of disruption for existing routes. The proposed route of Option A runs to the south of a number of large employment allocations identified in the Local Development Plan, potentially enhancing the viability and attractiveness of such employment locations, while allowing for the free flow of traffic to more central locations and projects within Newport, such as the city centre redevelopment.”* (Newport City Council)

*“The number one infrastructure priority in Wales should be the construction of the M4 Relief Road. Of the options outlined in the government consultation, Option A is the nearest to the CBI's vision. However, we support the delivery of the M4 Relief Road as one project and not in stages. The future security of the Welsh economy requires a speedy solution to this problem.”* (CBI)

*“Our discussions internally and with businesses make it clear that the infrastructure investment required to facilitate economic recovery and growth needs to be delivered quickly. Longer-term plans for investment are clearly important, but must not replace the need to make the impact in the short term that businesses tell us they need.”* (Newport Unlimited)

*“Should the Welsh Government proceed with the consultation in its present form, Friends of the Earth Cymru considers that insufficient justification is provided for any of the four highway infrastructure options presented. The 'do nothing' option - in combination with existing, planned and proposed improvements to traffic management and sustainable transport - will achieve the Welsh Government's aims.”* (Friends of the Earth Cymru)

*“Much of the data used is out of date, and this is presented in a misleading manner that gives greater urgency to the traffic issues on the M4, and bias towards the construction of new infrastructure... We have concerns with the consultation process itself, as we do not feel that the scheme has been publicised widely enough, especially considering the number of people who could be affected by the scheme - residents as well as drivers, and others who may have a legitimate interest in the M4 CEM Programme.”* (Campaign Against the Levels Motorway).



## 4.5 Evaluation

During Stages 1 and 2 of the engagement process, participants' feedback was sought immediately following engagement events i.e. the closing remarks of a workshop concluded with a request that participant's complete an evaluation form. At exhibitions, no formal process evaluation was undertaken, however participants frequently commented on their experience of engagement using the final 'any additional comments' section of the consultation response forms. Stage 1 and 2 workshop reports including evaluation are available at Appendix 15 (Strategic Stakeholder Workshop Transcript), Appendix 16 (Councils Workshop Transcript), Appendix 17 (First Stakeholder Meeting Report) and Appendix 18 (Second Stakeholder Meeting Report). Appendix 19 presents the Drop-ins Exhibitions Summary Report, although no evaluation exercise was undertaken for drop-in events.

During the Consultation period (Stage 3), no immediate feedback was sought. The Consultation itself required a significant investment from consultees, and it was regarded as unreasonable to seek additional input on the process. Following the close of the Consultation, a questionnaire was sent out on behalf of Welsh Government to key stakeholders, and specifically to people who had been invited to participate in the Stakeholder Forum, asking them for their overarching impression of the process. More than one hundred people and organisations were asked to complete the questionnaire. Seven responses were returned. The responses received are reproduced in full in Appendix 20.

## 5 Key observations

### 5.1 Common themes

As part of the consultation responses analysis process, as set out within the factual report (Appendix 10), comments from respondents were tagged under groups of themes. The most commonly referred to subjects (codes) are summarised in Table 5.1 below. These represent the top 5 subjects by volume of comments received in each theme. A complete list of subjects that attracted ten or more comments is provided at Appendix 14.

**Table 5.1:** Common comment topics in consultation responses

Problems		
Ref	Subject	Number of comments
1	Existing situation comment – capacity – congestion	71
2	Reference – refer to own travel habits/experience	43
3	Existing situation comment – resilience – impact of accidents	39
4	Environment – air pollution concern	38
5	Location - Newport	33
Goals		
1	Existing situation comment – capacity – congestion	24
2	Highway Option A – support	21
3	Environment – noise concern	20
4	Environment – air pollution concern	19
5	Highway Option A – support variation	18
Public Transport Measures		
1	Public Transport Measures – will not help	106
2	Public Transport Measures – will help	60
3	Public Transport Measures – as alternative to cars	45
4	Public Transport Measures – commuter uses/needs	43
5	Public Transport Measures – bus – park and ride connections	42
5	Public Transport Measures – make cheaper/easier	42
Highway Infrastructure Option A		
1	Highway Option A – preferred option	75
2	Highway Option A – journey impacts – will help through traffic	73
3	Highway Option A – support	56
4	Highway Option A – problems – would solve	56
5	Highway Option A – resilience – alternative if M4 closed/disrupted	52

<b>Highway Infrastructure Option B</b>		
1	Highway Option B – challenge	88
2	Highway Option B – not a significant change	77
3	Highway Option B – support consideration	77
4	Highway Option B – does not/will not achieve goals	56
5	Highway Option B – SDR – inadequate/needs improvement	56
<b>Highway Infrastructure Option C</b>		
1	Reference – to other question comments	64
2	Highway Option C – will not address goals/problems	55
3	Highway Option C – preferable to Highway Option B	52
4	Highway Option C – views same as Highway Option B	52
5	Highway Option C – challenge	50
<b>Highway Infrastructure Option D</b>		
1	Highway Option D – construction impacts – disruption	101
2	Highway Option D – challenge	92
3	Highway Option D – construction impacts – local resident/business disruption	74
4	Highway Option D – cost – expensive/too much	72
5	Highway Option D – construction impacts – demolition/compulsory purchase/land take	61
<b>Additional Comments*</b>		
1	Reference – to Welsh Government/Ministers	122
2	Consultation – criticism	95
3	M4 CEM Report/figures challenge	94
4	Environment – air pollution concern	91
5	Highway Option A – challenge	81

\* For data processing purposes, where respondents submitted a response that did not correspond to the structure of the consultation questions, or included a further response or an attachment alongside their answers to the questions, this was processed with Question 5 as Additional Comments. This includes proforma responses that were received from campaign groups.

## 5.2 Results

### 5.2.1 Problems

The following problems were the most selected:

- Problem 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;
- Problem 5: The 2-lane Brynglas tunnels are a major capacity constraint;
- Problem 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; and
- Problem 9: When there are problems on the M4, there is severe disruption and congestion on the local and regional highway network.

However, key stakeholders predominantly prioritised problems 1, 9, 15 and 17 (Problem 15: There is a lack of adequate sustainable integrated transport alternatives for existing road users; Problem 17: The existing transport network acts as a constraint to economic growth and adversely impacts the current economy). This demonstrates that whereas problems of capacity and resilience were prioritised the most by respondents; problems of sustainable development were prioritised to a much greater extent by key stakeholders.

### 5.2.2 Goals

The following goals were the most selected:

- Goal 1: Safer, easier and more reliable travel east-west in South Wales;
- Goal 4: Best possible use of the existing M4, local road network and other transport networks;
- Goal 5: More reliable journey times along the M4 Corridor; and
- Goal 7: Improved safety on the M4 Corridor between Magor and Castleton.

However, Goal 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), and Goal 15 (A cultural shift in travel behaviour towards more sustainable choices), were prioritised to a much greater extent by key stakeholders than others.

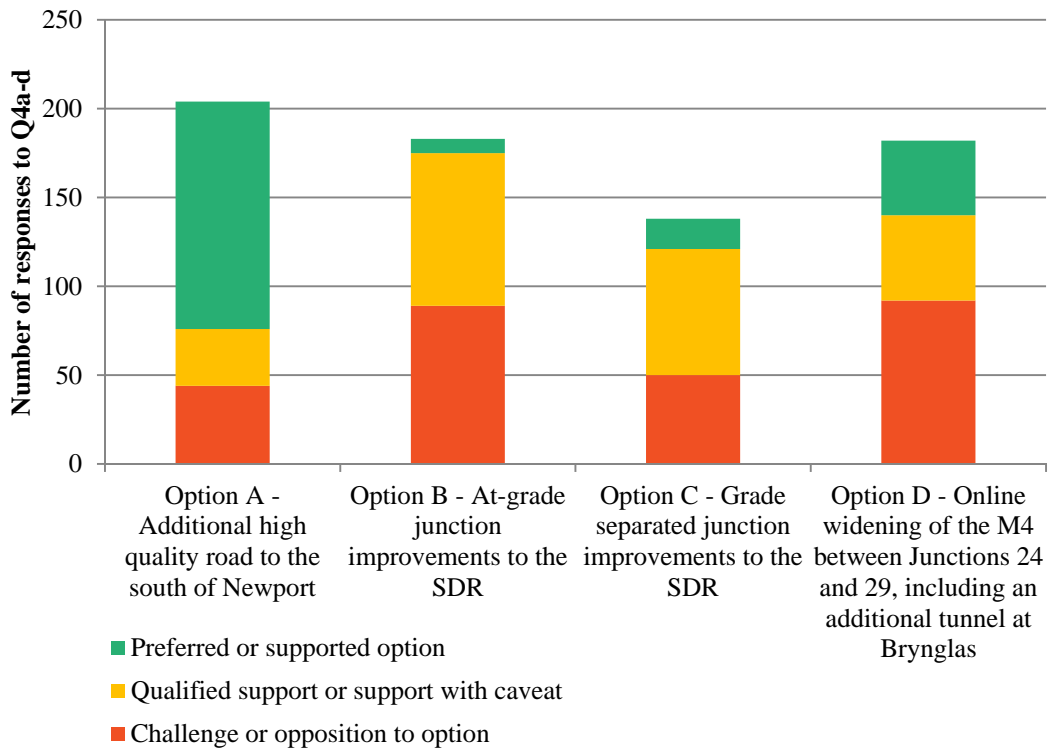
### 5.2.3 Public Transport Measures

Out of a total of 379 respondents that selected one or more of the public transport measures, 60 suggested that the public transport measures would be helpful to some extent and a further 65 respondents expressed support for public transport measures with caveats. 106 respondents argued that none of the public transport measures would help to address transport related problems or meet their travel needs. Of the possible public transport measures selected in Question 3a, the majority of respondents prioritised more park and ride facilities, additional rail services and better modal integration. Additional bus and/or coach services were the least selected.

### 5.2.4 Highway Infrastructure Options

A summary of the degrees of support or opposition to each of the Highway Infrastructure Options is shown in Figure 5.1 below<sup>27</sup>. These results have also been mapped geographically, and are shown in Figure 5.2, 5.3, 5.4 and 5.5.

**Figure 5.1:** Respondents expressing degrees of support or opposition to each of the Highway Infrastructure Options in response to Questions 4a-d<sup>28</sup>.



<sup>27</sup> As respondents were not asked to indicate their support or opposition to the options at Questions 4a-4d, and since the count does not include other pertinent statements made in general responses or answers to other consultation questions, these figures cannot be taken as an exact measure of opinion. Rather, they aim to give a sense of the balance of supportive and challenging views given.

<sup>28</sup> Data presented is sourced from responses to Questions 4a-d, which directly ask participants to what extent highway infrastructure options will address the problems and achieve the goals that they prioritise. Comments made about highway infrastructure options as part of responses to Questions 1, 2 and 5 have therefore not been included, however, it should be noted that responses to Question 5 contain 54 responses co-ordinated by a campaign group, which oppose Option A.

The results associated with each of the Highway Infrastructure Options included:

- Highway Infrastructure Option A was supported by most key stakeholders and members of the public on its possible benefits to transport and the economy, but with concerns over cost and on the potential adverse environmental impact of its construction on the Gwent Levels. It attracted the most comments (128) as a preferred or supported Option. Responses to Question 5<sup>29</sup> contained 54 responses co-ordinated by a campaign group, which opposed Option A on the grounds that it would have a detrimental impact upon the natural environment.
- Common statements associated with Highway Infrastructure Option B included that it is attractive as the cheapest of the Options but have concerns over its potential adverse impact on local traffic flows. More than 50 respondents stated that their views on Option C are the same or broadly similar to their views on Option B, whilst almost as many said they considered Option C preferable to Option B. 94 supported some variation or element of Option B, with the majority of these comments suggesting that it could be delivered alongside another Highway Infrastructure Option in order to provide increased resilience on the road network. 89 respondents stated that they opposed Option B and over 50 participants challenged the impact that they believed it would have on achieving the M4 CEM Programme goals. 27 thought it would not solve the identified problems at all.
- More than 65 respondents offered various levels of general support to Highway Infrastructure Option C, favouring its potential to improve resilience but there were concerns about it not increasing road capacity on the highway network. More than 40 said they considered Option C preferable to Option B, although 50 respondents challenged it as a solution or clearly stated that they didn't believe Option C would address the problems or achieve the goals they chose.
- Highway Infrastructure Option D attracted a range of comments. More than 50 responses felt Option D could be effective in increasing capacity and reducing congestion, in particular supporting it as an 'on-line' solution (making best use of existing infrastructure) and its ability to address the perceived bottleneck at Brynglas. However, more than 100 identified concerns about the disruption they expected to experience from online widening and more than 70 made comments relating to the negative impact on the local community. Concerns relating to the compulsory purchase or demolition of properties were mentioned in more than 60 responses. It attracted the most comments of opposition and/or challenge (92).

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<sup>29</sup> Some respondents reply to the consultation in a format that did not follow the consultation questions or mentioned Option A among their Additional Comments in Question 5.

**Figure 5.2:** Respondents expressing degrees of support or opposition to Highway Infrastructure Option A

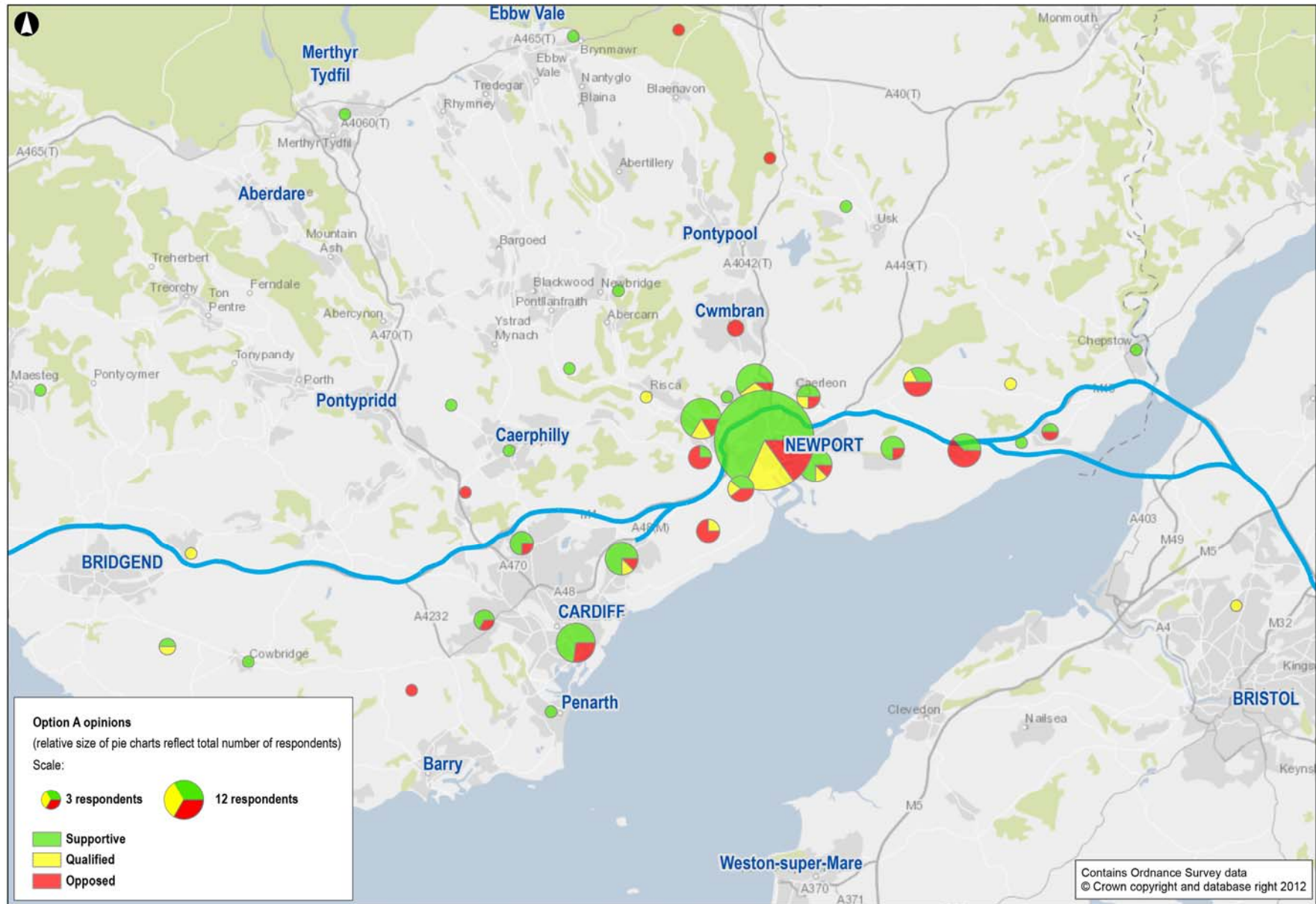
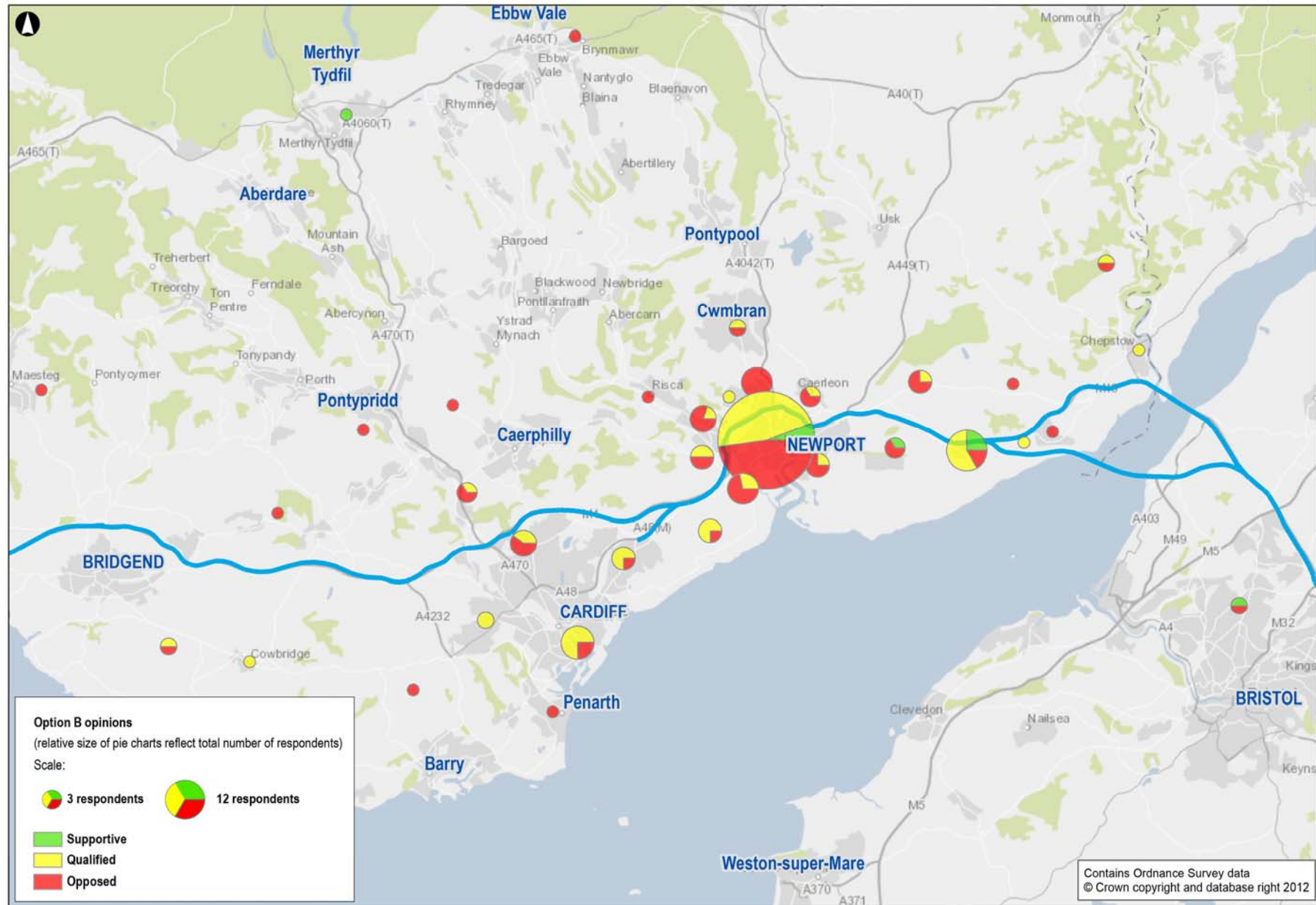


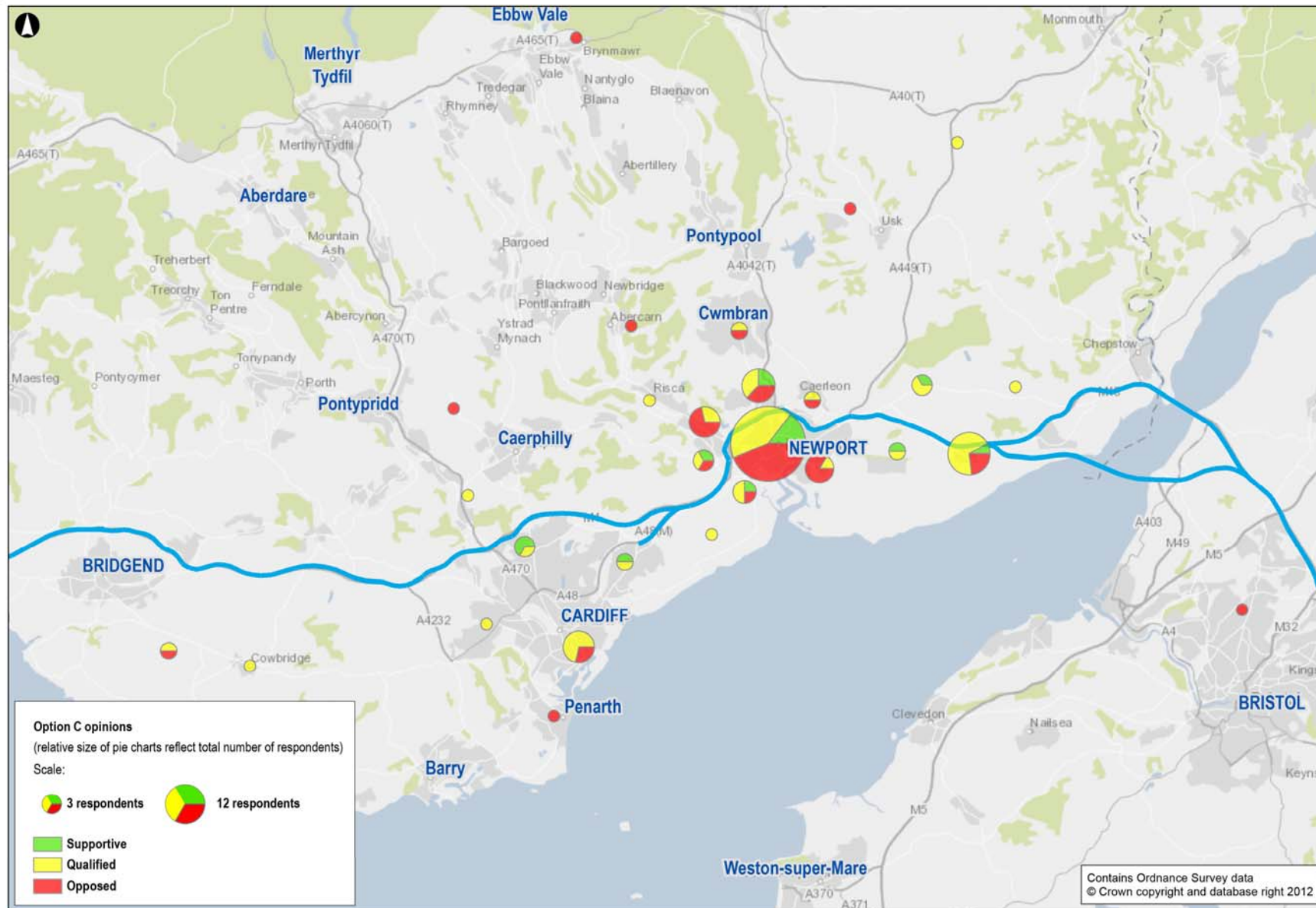
Figure 5.3: Respondents expressing degrees of support or opposition to Highway Infrastructure Option B



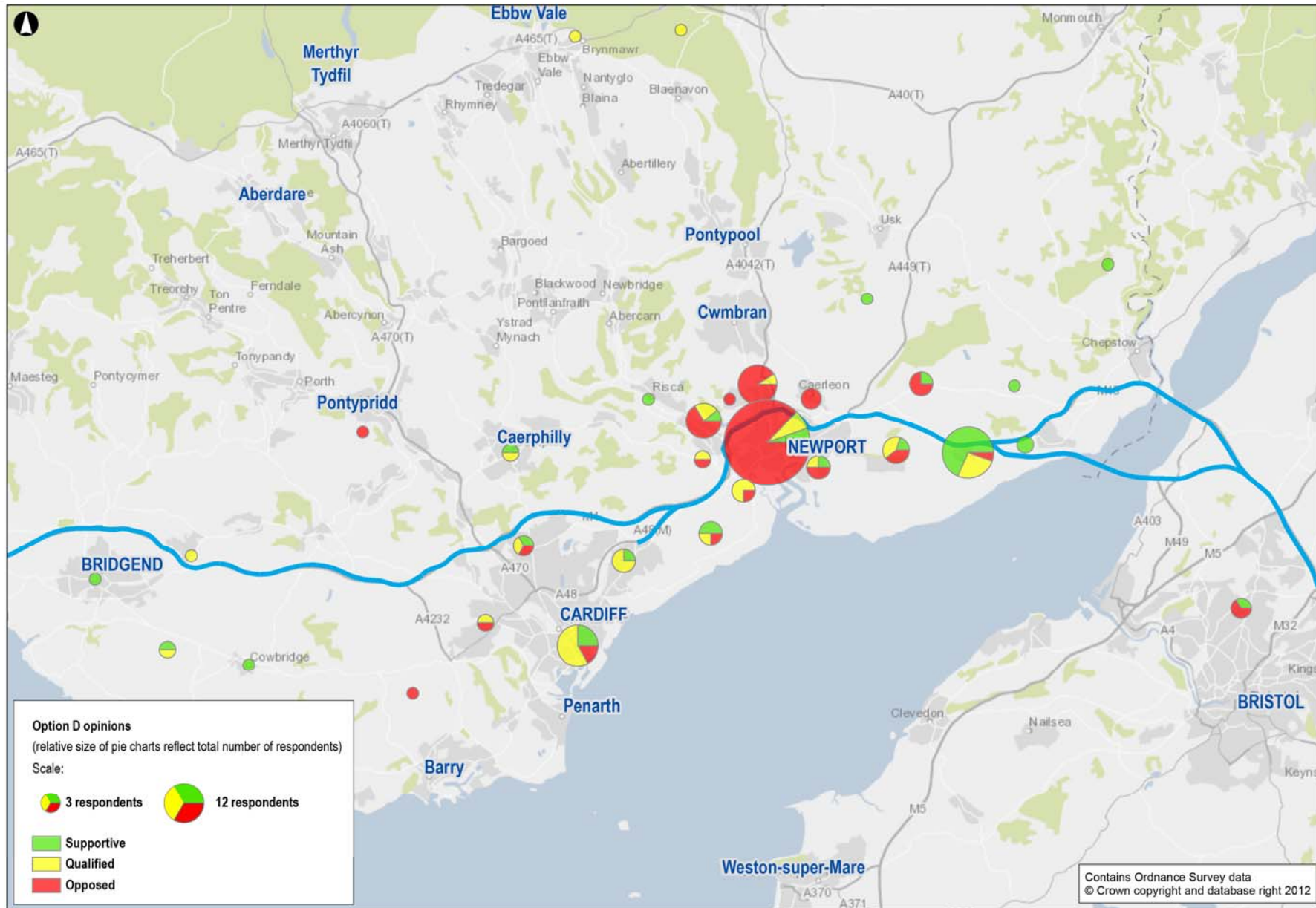


**Figure 5.4:** Respondents expressing degrees of support or opposition to Highway Infrastructure Option C

A3



**Figure 5.5:** Respondents expressing degrees of support or opposition to Highway Infrastructure Option D



### 5.2.5 Additional Comments

444 responses provided additional comments on a variety of subjects. Of note, more than 30 respondents referred to the importance of modal shift, highlighting the importance of public transport in addressing local transport problems. More than 100 made comments relating to the environmental impact of the highways options, including the 54 campaign responses that argued that there would be a detrimental impact on wildlife and landscape, most frequently highlighting the effects of Option A on designated sites for nature conservation. More than 50 responses expressed concerns that the options would negatively impact on recreational activities, tourism and property prices.

## 5.3 SWOT Analysis

A SWOT analysis has been undertaken to illustrate the general benefits and dis-benefits of the M4 CEM measures, as identified by respondents. Statements included below are sourced to direct comments made by respondents. It is important to acknowledge that comments made by respondents may have been perceptions or perceived facts rather than statements of measured or otherwise proven fact, peer-reviewed assertions, or similar. Statements made below also present issues that are indirect inferences made from respondent's comments, or facts presented within the Consultation Document.

Indirect inferences are identified in *italics*.

### 5.3.1 Public Transport Measures

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Implementing public transport measures as a part of a package of measures was generally supported by the public and key stakeholders.</li> <li>Measures could be delivered before some of the Highway Infrastructure Options as ‘quick wins’, particularly where public transport infrastructure already exists.</li> <li><i>Investment in public transport is in line with government commitments to sustainable development, health and equality, and reflects the priorities of existing national, regional and local transport planning policies.</i></li> </ul>	<ul style="list-style-type: none"> <li>Attitudes regarding competition with the private car - many did not consider that public transport could be effective in reducing journeys between Magor and Castleton.</li> <li><i>On-going revenue and maintenance costs associated with the operation of services.</i></li> <li><i>Existing infrastructure may not have the capacity to accommodate additional services.</i></li> <li><i>Additional infrastructure may require additional land take.</i></li> <li><i>Measures need to be developed further to design stage in order to appropriately assess acceptability, deliverability, feasibility and risk.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Measures could help reduce road congestion and cars using the M4.</li> <li>Improvements could help encourage modal shift, with associated environmental benefits including noise and air pollution.</li> <li>Investments could support other committed schemes including rail electrification.</li> <li>Investment in public transport could encourage a culture change and support for the Welsh Government’s commitment to sustainability.</li> <li><i>Could help move freight onto rail to reduce perceived HGV problems on the highway.</i></li> <li><i>Measures could improve local accessibility to services, facilities and employment opportunities.</i></li> </ul>	<ul style="list-style-type: none"> <li>Perceived high cost of using public transport.</li> <li>Key stakeholders did not recognise the value of bus services to reduce travel on the M4 around Newport.</li> <li>There is a perceived need to improve access, frequency, convenience, safety and reliability of public transport services.</li> <li><i>Delivery of measures requires strong collaboration and negotiation between Welsh Government, transport groups and operators.</i></li> </ul>

### 5.3.2 Highway Infrastructure Option A

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Of the highway options it attracted the most positive response and least challenge.</li> <li>• Option A could improve journey time reliability and increase the resilience of the highway network around Newport.</li> <li>• It could create limited disruption to traffic during construction and is perceived to require least property demolition than other highway options.</li> <li>• <i>It would significantly increase capacity on the network and therefore improve access to local services, facilities and employment opportunities.</i></li> <li>• <i>Could be delivered in phases to meet demand and assist affordability.</i></li> <li>• <i>Could provide a low level crossing of the Usk to reduce environmental and financial risk compared to a high level crossing.</i></li> <li>• <i>Option A would reduce conflict between local and long distance traffic.</i></li> </ul>	<ul style="list-style-type: none"> <li>• Campaign group and key stakeholder responses challenged Option A, largely on its potential adverse environmental impact on the Gwent Levels.</li> <li>• Planning, scrutiny and opposition from environmental organisations and communities in Magor and the Gwent Levels pose risks to timely delivery.</li> <li>• Option A does not promote a culture change towards sustainable travel choices.</li> <li>• <i>This measure needs to be developed further to design stage in order to have appropriately assessed its acceptability, deliverability, feasibility and risk.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Access to innovative sources of funding could help deliver this measure, such as use of the Second Severn Crossing Tolls.</li> <li>• <i>Exemplar mitigation measures could help limit potential impact on ecological, cultural and environmentally valued areas.</i></li> <li>• <i>Option A could be developed as a motorway if demand required.</i></li> <li>• <i>Option A could improve the gateway to Wales with a new and modern road.</i></li> <li>• <i>It could stimulate regeneration opportunities in the south of Newport and create jobs during construction phases.</i></li> <li>• <i>A new road could reduce air and noise pollution along the existing M4.</i></li> </ul>	<ul style="list-style-type: none"> <li>• Option A may not provide the necessary capacity needed in the long term if delivered as a dual carriageway.</li> <li>• There is a perceived high cost of construction.</li> <li>• Planning, scrutiny and opposition from environmental organisations and communities in Magor and the Gwent Levels pose risks to timely delivery.</li> <li>• Air and noise pollution could be increased along the route of the new road.</li> <li>• New road capacity could attract additional vehicles.</li> </ul>

### 5.3.3 Highway Infrastructure Option B

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Option B could provide some additional resilience on the highway network, particularly during an incident or accident.</li> <li>It is the cheapest of the highway infrastructure options and was generally perceived to present value for money.</li> <li>Disruption to traffic, communities and businesses was largely anticipated to be limited during construction, compared to other options.</li> </ul>	<ul style="list-style-type: none"> <li>Option B was generally considered as the least effective option in addressing the problems and goals, particularly by key stakeholders.</li> <li>Option B would prioritise east-west movements and therefore could disrupt local traffic movements – adding to local traffic congestion.</li> <li>There were some concerns over the impact during construction on businesses and communities accessed from the SDR.</li> <li><i>Severance could increase between communities located north and south of the SDR.</i></li> <li><i>This measure needs to be developed further to design stage in order to appropriately assess acceptability, deliverability, feasibility and risk.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Option B could help reduce air and noise pollution along the existing M4 route.</li> </ul>	<ul style="list-style-type: none"> <li>This measure could worsen traffic conditions on the SDR, which is already perceived to suffer from congestion problems.</li> <li>There were concerns over additional traffic likely to be generated on the SDR by commercial, community and leisure facilities located off the SDR.</li> <li>Option B could increase air and noise pollution along the SDR route.</li> </ul>

### 5.3.4 Highway Infrastructure Option C

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>It was generally accepted that Option C would improve traffic flow to the south of Newport and would help relieve congestion to some extent on the existing M4 around Newport.</li> <li>Option C was generally compared to, and regarded as, a more effective option than Option B.</li> </ul>	<ul style="list-style-type: none"> <li>There was mixed opinion on its ability to address the problems and achieve the goals of the M4 CEM Programme.</li> <li>It was perceived as an expensive option and one that could have been of poor value for money.</li> <li>It was perceived as a measure that would not provide a long lasting solution.</li> <li>There were concerns over the construction impacts of Option C and the likely disruption caused to residents and businesses.</li> <li><i>This measure needs to be developed further to design stage in order to have appropriately assessed its acceptability, deliverability, feasibility and risk.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Option C could help reduce air and noise pollution along the existing M4 route.</li> </ul>	<ul style="list-style-type: none"> <li>Bottlenecks could be created or exacerbated at junctions either end of the SDR.</li> <li>There were perceptions that the SDR route already suffers from congestion problems, particularly during an incident or accident on the M4.</li> <li>The measure could adversely impact on the setting and tourism benefits of Tredegar House and thus create a negative cultural impact.</li> <li>Concerns exist over the potential impact of Option C on property blight and demolition.</li> <li>Option C could increase air and noise pollution along the SDR route.</li> </ul>

### 5.3.5 Highway Infrastructure Option D

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Once completed, this measure would increase capacity and remove the perceived bottleneck at Brynglas.</li> <li>Option D would create a lesser environmental impact as an online solution than a new road building project.</li> </ul>	<ul style="list-style-type: none"> <li>During construction, Option D would disrupt local traffic flow and travel conditions.</li> <li>Communities and businesses in Newport would be adversely affected by reduced accessibility during construction phases.</li> <li>This measure would not provide additional resilience on the road network.</li> <li>Widening the motorway and tunnelling at Brynglas would be very expensive.</li> <li><i>There are few alternative routes with capacity to divert traffic during required construction works.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>Modern construction methods could be utilised to reduce any risks of widening and tunnelling.</li> <li>Removing the perceived bottleneck at Brynglas could help improve perceptions of the gateway to Wales and help promote South Wales as a location with employment opportunities.</li> <li><i>Reduced congestion along the existing M4 could help ease tensions from freight groups who use the Severn Tolls and perceive the M4 around Newport to be a poor quality motorway.</i></li> <li><i>Reduced congestion along the existing motorway could help improve connectivity between South Wales and external markets.</i></li> </ul>	<ul style="list-style-type: none"> <li>Concerns that Option D may not provide a long term solution to the problems.</li> <li>Concerns over the risk posed to community safety during the construction of an additional tunnel at Brynglas.</li> <li>Concerns over the impact of property blight and the need for property demolition and compulsory purchase.</li> <li>The prioritisation of east-west travel and closure of Junction 25 could exacerbate problems of congestion on local roads.</li> <li>Problems could be exacerbated during the perceived lengthy time period of planning and implementation.</li> <li>Planning, scrutiny and opposition from communities along the M4 route pose risks to timely delivery.</li> <li>New road capacity could attract additional vehicles.</li> <li>Air and noise pollution could be increased along the existing M4 route should it attract additional traffic.</li> </ul>



### 5.3.6 Common Measures

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• The common measures were generally supported in their ability to help meet the aims, achieve the goals and address the problems of the M4 CEM Programme.</li> <li>• Common measures could be delivered as part of a package with any of the public transport or highway infrastructure options.</li> <li>• Most of the common measures could be delivered as ‘quick wins’.</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Measures need to be developed further to design stage in order to appropriately assess acceptability, deliverability, feasibility and risk.</i></li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Common measures could enhance the benefits of public transport and highway infrastructure options.</li> <li>• Common measures could help support a culture towards the use of sustainable travel modes and behaviours.</li> <li>• <i>Delivering the common measures would provide the opportunity for Welsh Government to collaborate with, and empower, other initiatives and organisations relevant to improving transport in and around Newport.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Delivery of common measures requires strong collaboration and negotiation between Welsh Government, transport groups and a range of other stakeholders.</i></li> </ul>

## 6 Current Situation

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The M4 CEM Programme was based upon the ability to deliver any identified 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 Welsh Government has also 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. As such, public transport measures will not form part of the draft Plan.

The consultation responses reported within this M4 CEM Participation Report, in addition to the wider engagement and consultation that helped shape the development of the M4 CEM Programme, has helped inform the development of an M4 Corridor around Newport draft Plan and therefore remain of relevance moving forward.

The M4 Corridor around Newport consultation documents will include a finalised draft Plan and Strategic Environmental Assessment (SEA) Report and other associated assessments. Although the M4 CEM Programme is not being progressed further, its website [www.m4cem.com](http://www.m4cem.com) will remain accessible but will no longer be updated. A link to the new website for the draft Plan will be provided in due course. A new website will be set up for the forthcoming public consultation on the M4 Corridor around Newport. When operational it will contain a link to the M4 CEM website.

All those who attended an M4 CEM stakeholder or public event, or who have responded to a previous associated consultation, have been offered the opportunity to provide contact details for future developments. Those people and/or organisations will be notified by Arup in due course of the new website and the start date of the public consultation on the draft Plan and its associated assessments.

Whilst this Participation Report summarises the M4 CEM Programme engagement and consultation process, a Participation Report will also be produced to summarise the M4 Corridor around Newport draft Plan Consultation, which will commence from September 2013.

For further information on the development of the draft Plan, please see the two listed reports:

- M4 CEM WelTAG Appraisal Report Stage 1 (Strategy Level); and
- M4 Corridor around Newport WelTAG Appraisal Report Stage 1 (Strategy Level).

These are accessible at:

<http://wales.gov.uk/topics/transport/publications/130626m4corridor/?lang=en>.

## 7 List of Participants (where name/organisation is provided)

### Key Stakeholders\*

First Name	Surname	Organisation
Gareth	Beer	Newport Unlimited
Alex	Bevan	Wales TUC South East Wales
Martin	Buckle	Transport Alliance (Sewta)
Tom	Clarke	Gwent Wildlife Trust
Gareth	Clubb	Friends of the Earth Cymru
Ralph	Cook	Cardiff Council
John	Davies	Bishton Community Council
Steve	Davies	First Cymru Buses Ltd
Gareth	Day	South Wales Trunk Road Agency
Andrew	Elias	Cogent Power Ltd
Emrys Howard	Evans	Bevan Foundation
Martyn	Evans	South Wales Chamber of Commerce
Ian	Gallagher	Freight Transport Association
Bob	Harper	Rhondda Cynon Taf County Borough Council
Elizabeth	Haywood	South East Wales Economic Forum
Andrew	Hemmings	ACT Travelwise
Christopher	Jenkins	GVA (on behalf of Tata Steel UK Ltd)
Leighton	Jenkins	CBI Wales
Sorrel	Jones	CALM (Campaign Against the Levels Motorway) Ymddiriedolaeth
Chris	Lambart	Genedlaethol / National Trust
Mark	Langman	Network Rail
Jane	Layzell	Public Health Wales
David	Matthews	Gwent Police Federation of Small Businesses
Josh	Miles	Wales/Ffederasiwn y Busnesau Bach Cymru
Sue	Miles	South West Wales

Andrew	Morris	Integrated Transport Consortium (SWITCH)
Kevin	Mulcahy	Newport City Council
David	Phillips	Torfaen County Borough Council
Beverly	Reed	City and County of Swansea
J	Rhodes	Magor with Undy Community Council
Kate	Rodgers	Newport Harbour Commissioners
Rachel	Sharp	Countryside Council for Wales
Bob	Slorach	Wildlife Trust Wales
Liz	Thorne	Associated British Ports
Richard	Turner	Sustrans
Vic	Warren	Inspector of Ancient Monuments, Historic Environment, Welsh Government (Cadw)
Mike	Webb	Campaign for the Protection of Rural Wales (CPRW)
Lizzie	Wilberforce	RSPB
Glynis	Williams	The Wildlife Trust of South and West Wales
Andrew Robert	Willie	Redwick Community Council
Dave	Yates	Newport Civic Society
Chris	Yewlett	Newport Friends of the Earth
Mark	Youngman	Public Transport Users' Committee for Wales
		Monmouthshire County Council

\*official representatives only

## Organisations

First Name	Surname	Organisation
Pippa	Bartolotti	Wales Green Party
Tony	Birdwood	Welsh Government Intellectual Property Office
James	Calvert	Language Nexus
Jill	Cook	Newport City Councillor
Cllr Margaret	Cornelious	IR Newport
Kelly	Cox	Costain
Peter	Crabtree	Amec - Power & Process Europe
Dave	Crittenden	Planet Hydrogen
Neil	Crumpton	Acorn Recruitment Ltd
Tania	Cummins	Valleys Bat Group
Paul	Davies	Mott MacDonald
Stephen Mark	Davies	South Wales Trunk Road Agency
Ian	Duguid	Evocati Limited
Stan	Edwards	Pontymister Developments Ltd
Sara	Egan	Redwick Community Council
John	Evans	Botanical Society of the British Isles
Trevor	Evans M.B.E.	Association for Consultancy and Engineering (ACE)
Noel	Foley	Assembly Member Monmouthshire County Council (Severnside Area Committee)
William	Graham	County Councillor
Amy	Gullick	International Rectifier
Linda	Guppy	Design Commission for Wales
Robert	Haase	
Cindy	Harris	
Bob	Hayward	Monmouthshire County Council Natural Assets Project Ecological Surveyor, Gwent Wildlife Trust
Steven	Heaton	Newbridge Construction Ltd
Robin	Herbert	Newport Civic Society
Cyril	Highman	Newport City Councillor
Cllr roger	Jeavons	John & Jones Consulting
John	Jones	

Keith Matt	Jones Jones	Institution of Civil Engineers Halcrow Lavande Bridal Design Studio
Kay John Suzanne Felicity	Lavender Lee Moore Osley O'Sullivan	Costain Ltd Welsh Government Welsh Government Champion C2 Newport Cycling Route GWT (Gwent Wildlife Trust)
John	Palmer	Rephillips and Partners, Chartered Surveyor Concorde Homes Ltd. Railfuture Cymru SWIMM/Magor with Undy Community Council
Nicola	Pennant	Cardiff Bat Group Shaftesbury ward Councillor The Society for the Protection of Ancient Buildings
Reg. S.C. Rowland	Phillips Phillips Pittard	Chartered Institute of Logistics and Transport (UK) Cymru Wales Rail Maritime and Transport Workers Union The Coal Authority Cyril Rogers and Sons Office for National Statistics
Keith Alexandra	Plow Pollard	New Life Trust National Grid Cavendish Coaches WSP (on behalf of Morgan Vinci Ltd) Cardiff Bat Group CECA
Robert	Poole	Valleys Bat Group Newport City Councillor Industrial Paint Services SW Ltd
Janet	Poole	Dyffryn Residents and Tennants' Association
Andrew	Potter	
Stephen Debra Jane	Richards Roberts Rogers	
Lynda Gavin Vicky Gareth	Rogers Smith Stirling Tanner	
Jonathan Sian David Geri Cllr Ed	Taylor Taylor Thomas Thomas Townsend	
Mark	Turner	
Trevor	Watkins	

Mike	Webb	Consortium of Welsh environmental Non-Governmental Organisations
Cllr Richard Alan	White Williams	Newport City Councillor CALM
Andy	Williams	Newport City Council - Environmental Health

## Members of the public

First Name	Surname
Rhys	ab Elis
Wagdy	Aesa
Lynne	Allitt
Philip	Anderson
Stephen	Andrews
Catalena	Angele
Phillip	Angove
Mike	Anthony
Rhisiart	Ap Gwilym
David	Appleton
Maurice	Ashman
Jon	Aylwin
William	Baardman
Jennifer	Bajjada
Anthony	Baker
Robert	Baker
Mark	Balch
Derek	Ball
Wendy	Bardsley
Jean	Bartlett
Leighton	Bath
Oriel	Bayliss
Elizabeth	Beardmore
Alan	Beattie
Gareth	Beckett
Neil	Beckhelling
	Bedford
Richard	Bennett
Jeanette	Bennett
Paul	Berrecloth
Susan	Berrecloth
Lee	Berry
Philip Henry	Berry
Richard	Berry
Roland	Berry
Caryl	Bertram
Philippa	Bevan



Arnold	Bibbings
Richard	Biddiscombe
Margaret	Biddlicomb
David	Bird
Stephen	Bird
RW	Blackwell
Kevin	Blakey
	Bone
Edward	Bowe
Patrick	Brannican
John	Brettell
Andrew	Brooks
Enid	Brown
Richard	Browning
Tracy	Burton
Richard	Butcher
Richard	Butcher
Michael	Buttress
James	Byrne
	Campbell
Derek	Carpenter
	Carter
Norman	Cassgils
Rich	Chandler
Carmen	Chapman
Peter	Chappell
John	Charles
Graham	Chivers
A. Peter	Clark
Stuart	Clark
Victoria	Clark
Adrian	Clarke
Richard	Clarke
Ron	Clarke
Tom	Clarke
Tom	Clarke
Christine	Clarke
Graham	Clement
Paul	Cockeram
Katie	Cockeram
Beryl	Coleman
Neil	Collins
James	Connor
Alison	Cook
Kevin	Cooper
Kevin	Cooper
Wendy	Cooper
Richard	Cottis
Linden	Cottis
	Cowie
	Cox

Nick	Cox
Anthony	Coxson
Jessica	Crook
Jonathan	Cryer
Claudia	Currie
	Cuttell
Jeremy	Cutter
James Graham	Dally
Ottaleen	Dally
Mark	Daly
Erika	Daly-Kis
Jayne	Dando
Nigel	Dando
Ken	Daniels
Rachael	Daniels
Leigh	Danziger
Susan	Danziger
Anthony	David
Barbara	David
Thomas John	David
Henry	Davidson
	Davies
Catherine	Davies
David	Davies
Diane	Davies
Gayner	Davies
Graham	Davies
Iris	Davies
James	Davies
Malcolm	Davies
Marie	Davies
Oriel	Davies
Simon	Davies
Terry	Davies
Michael	Davis
	Davis
Joan	Davis
Phillip	Davy
Andrew	Denholm
Steven	Denmark
Maria	Denning
Carl	Difford
Richard	Dodd
Ruth	Dow
Susan	Dray
Richard	Drew
Diane Julie	Drew
Dale	Duddridge
Kathleen	Duncan

Brian	Dunford
Stephen	Dunstall
Anne	Dunton
Malcolm	Dyson
David	Earey
A	Easson
Malcolm J	Edwards
Ynys Ann	Edwards
Justin	Edwards
Steven	Edwards
Mark	Edwards
Sue	Elgar
Edward	English
Christine	Evans
David	Evans
Rachael	Fellows
William	Felton
Nicholas	Ferrier
Kaye	Fisher
Ceri	Foot
Ben	Fowkes
Andrew	Gainsbury
Trevor	Gall
Martin	Gane
Emma	Garland
	Garrett
Kate	Gibbs
Clare	Goddard
William	Graham
Jean	Gray
Madeleine	Gray
Philip	Gray
Arnold	Greenhalgh
Terence Anthony & Margaret Jane	
Beryl	Grender
Jill	Griffiths
Dan	Grey
David	Griffith
Gareth	Griffiths
Ian	Griffiths
Martin	Griffiths
Stephanie	Griffiths
Keith	Griggs-Trevarthen
Andrew	Hackwood
Carol	Haines
Gareth	Hale
Graham	Hall
Stephen	Hall
	Hall

Mark J	Halsall
David	Hando
Laurence	Hando
Kris	Hanna
William	Hard
John	Harper
Meirion	Harries
	Harris
Brian	Harris
Leanne	Harris
John	Harrold
John	Harrold
Martin	Harvey
Susan	Harvey
Tracey	Harvey
June	Hatherall
Graham	Heal
Martin	Heale
Roger	Henthorn
Gareth	Herbert
V & E	Hibbs
Richard	Hildersley
	Hill
Arthur	Hill
Douglas	Hill
Victoria	Hill
John	Hillman
Joe	Hockaday
A	Hodgetts
Adrienne	Hole
Jonathan	Holland
Sarah	Holmes
Jonathan	Holmstrom
Stephanie	Hood
Mary	Hoogetts
John	Hopkins
Justin	Hopkins
Herbert	Horton
John	Horton
Rita	Horton
Simon	Howells
Paul	Howells
Robert	Howick
Paul	Howlett
Brian	Hughes
Claire	Hughes
Jason	Hughes
Nick	Hughes
Nichola	Hughes

Derek	Humble
Geoff	Hunt
Jayne	Hunt
Janet	Hurford
Rhys	Hutchings
Peter	Iles
Philip	Inskip
Lynne	Ivin
Alan Dennis	Jackson
Neil	Jackson
Carole	Jacob
	James
Gareth	James
Jamie	James
Mark	James-Gillum
Russell	Jarrett
Brian	Jelf
Julian	Jenkins
Michael	Jenkins
Nicola	Johnson
Ronald	Johnson
	Jones
Anthony	Jones
Catherine	Jones
Clive	Jones
Ian	Jones
Ian	Jones
Nicholas	Jones
G	Jones
Mary	Jones
Michael	Jones
Simon	Jones
William	Jones
Owen	Jordan
Norma R	Jubb
William	Jutton
David	Kearney
Martyn	Kellaway
Alison	Kelly
James	Kennedy
Neil	Kennedy
	Kennerley
Ann	Kenny
James	Keyse
Adrian	Kinder
Helen	Kirby
Iain	Lagden
Richard	Lake
Reg	Lale

Oliver	Lancaster
Richard	Lander-Clarke
Estelle	Lane
Gareth	Lane
Mark	Lane
Amanda	Langley
Judith	Langley
Dr Paul	Langmaid
Vera	Lawes
Simon	Lawrence
Simon	Leadley
Peter	Lee
Claire	Leith
Martin	Lennon
Martyn John	Lennon
Graham	Leverton
David	Lewis
Holly	Lewis
Martyn	Lewis
Phillip	Lewis
S.J. & Natalie	Lewis
Steven	Lewis
Stephen	Lewis
	Lewis
Matthew	Lewis-Lakelin
Marian	Lillington
Ken	Lim
Catherine	Linstrum
Brenda & David	Lloyd
Henri	Lloyd Davies
	Loebl
Nigel	Lomas
Richard	Loosmore
Rhian	Loudon
Sinead	Lynch
Hayley	Macnamara
Colin	Madge
Shirley	Manley
Fay	Mansell
Stephen	Mansfield
David and Lorraine	Mariner
Megan	Marsden
	Marshall
Donald	Martin
Jeremy	Martin
Sylvia	Mason
John	Mather
Peter	Max
Karen	Maxwell

Julie	McClymont
Andrew	McDermid
D	McGarrigle
James	McGarrigle
Patricia	McGarrigle
Mary	McGrath
Duncan	McIntosh
Emma	McNab
Mark	Medcalf
Masae	Medcalf
Lucy	Merredy
Frank	Miles
Derek	Millichip
Kara	Millinship
Carolyn	Modford
Heather	Morgan
Howard	Morgan
Robert	Morgan
Clare	Morgans
John	Morris
Paul	Morton
Mrs S	Morton
Gerry	Moss
David	Mould
Patrick	Mulcahy
Jane	Mullane
Annette	Murray
Stuart	Murray
Christopher	Nelson
Susan	Niblett
Angela	Oinn
Robert	Omerod
Theresa	Orford
Reg	Orford
Berwyn	Owens
Gail	Palmer
Keith	Palmer
Brynley	Parry
John	Parry
Stephanie	Parry
Robert	Paul
Richard	Pearcy
Carol Ann	Pearson
Mark	Pelling
Victor	Penaluna
Chris	Penn
Kenneth	Perrett
	Perry
Anne	Perry

Ian	Perry
John	Perry
Tessa	Perry
	Phillips
Helen	Phillips
S.C.	Phillips
Verity	Picken
Michael	Pickering
Anthony	Pickup
Douglas	Pitman
Lauren	Pitt
John	Plowman
Alexandra	Pollard
Eifion	Pomeroy
Mark	Pont
Carol	Poole
Allan	Porretta
John	Porter
Connie	Powell
Stuart	Powell
	Pratali
Gary	Preston
Paul	Preston
Graham	Price
Rebecca	Price
Roger	Price
Roselle	Price
Rhys	Price
Simon	Price
Joan R.	Pritchard
Keri	Pritchard
Nigel	Pritchard
Reg	Pritchard
Loretta	Quick
William Thomas	Quick
Fay	Randall
Katherine	Raymond
Eve	Read
Christopher	Reading
Pamela	Reading
Alice	Rees
Gwynfor	Rees
Jeff	Rees
Terence John	Rees
Elsie Mary	Reilly
Paul	Reynolds
Brian	Richards
Elizabeth	Richards
Noel	Richards



Paul	Richards
Trudy	Richards
	Richmond
Paul	Ridealgh
Dafydd	Robbins-Hill
Chris	Roberts
Paul	Roberts
Tracey	Roberts
John	Rogers
Margaret	Rogers
Rachel	Rogers
Stuart	Roon
Andrew	Ross
Alan	Rotsey
	Rowland
Janet	Rumsey
Janet	Rye
Ann	Sale
Richard	Sanders
Allan	Sanderson
Mark	Sansom
Nick	Sayer
Daniel	Scott
Henry	Seignot
Paul	Seligman
Julie	Selway
Jenny	Shellard
J	Sheppard
Robert	Shepherd
Javier	Sierra
Avril	Simms
Thomas	Simonds
Alan	Smith
Greg	Smith
Matt	Smith
Peter	Smith
Valerie	Smith
Zoe	Smith-Doe
Jane	Smith-Haddon
Andrew	Spellman
Anhony	Sperduti
Catherine	Spiller
Christopher	Spiller
John and Lorna	Spurrier-Davies
Tom	Stanger
James	Stockwell
Jonathan	Stone
Nicola	Stone
Nicola	Stone

David	Strawbridge
Lesley	Strawson
Catherine	Street-Watts
Tony	Sudworth
David	Sutherland
Angela	Sweeney
Donald	Sweeney
Jo	Sweeney
Ed	Swires-hennessy
Nicholas	Syred
Thomas	Tasker
Cameron	Taylor
David	Taylor
Shirley	Taylor
Paul	Thain
Barry	Thomas
Carol	Thomas
Dale	Thomas
D B	Thomas
Grosvenor	Thomas
Jaclyn	Thomas
Keith	Thomas
Lisa	Thomas
Mike	Thomas
Owen	Thomas
Raymond	Thomas
Russell	Thomas
Simon	Thomas
Yvonne	Thomas
	Thorn
Brian	Timson
Catherine	Todd
Aled	Treharne
	Trick
'o-Dzin	Tridral
Rita	Trigg
Stephen	Trigg
Joanne	Tucker
Paul	Turner
Paul	Turner
Jenny	Vaughan
Owain	Vaughan
Veronica	Vaughan
Steve	Viner
Peter & Kath	Vinnicombe
Valerie	Wachter
Myron	Wain
B. J.	Walker
Richard	Waller

Robert	Waller
Sally	Wallis
Alison	Walsh
Barbara	Ward
Chrissie	Wardman
David	Watkins
Adrian	Webb
Julie	Webb
Christine	Weeks
Edward	Wesson
Janet Margaret	Wesson
Simon	Westwood
Allison	Wharton
Deborah	Wheeler
Grant	Wheeler
Thomas	Wheeler
Alan & Ann	White
	Whittaker
Dave	Whittington
Lizzie	Wilberforce
Stephen	Wilkinson
Tim	Wilkinson
James	Willatts
Roger	Willatts
	Williams
Aileen	Williams
Anne	Williams
Anthony	Williams
Frances	Williams
Gerrard	Williams
Glynis	Williams
Howard	Williams
Keith	Williams
Michael	Williams
Terence	Williams
Wayne	Williams
Chris	Wixcey
CJ & A	Wood
Joanna	Wood
Audrey	Woodrow
Mavis	Woodward
Arnold	Woolley
John	Woolven
David	Wright
Jonathan	Wynn
Ian	Young
Olive	Young

# Appendices

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