

Report

Cabinet



Part 1

Date: 18 September 2019

Subject **Sustainable Travel Strategy (Air, Noise & Sustainability Action Plan)**

Purpose Following the public consultation of the Sustainable Transport Strategy, the Cabinet is asked to consider and adopt the Sustainable Travel Strategy as Council policy.

Author Senior Scientific Officer & Regulatory Services Manager (Environment & Community)

Ward City Wide – All Wards with particular relevance for Allt-yr-Yn Ward, Beechwood Ward, Caerleon Ward, Graig Ward, Malpas Ward, Pillgwenlly Ward, Rogerstone Ward, Shaftsbury Ward, Stow Hill Ward, St Julian's Ward & Victoria Ward.

Summary The Sustainable Travel Strategy incorporates several pressing environmental issues relating to transport - Air, Noise & Carbon Emissions. A public consultation on the strategy was held for seven weeks from 13th May to 30th June 2019. The results of the consultation are provided in this report, along with the proposed final Strategy.

Proposal **To approve the Strategy**

Action by Head of Law & Regulation

Timetable Immediate

This report was prepared after consultation with:

- Regulatory Services Manager (Environment & Community)
- Head of Law & Regulation
- Head of Finance
- Head of People & Business Change
- City Services
- Planning Policy
- People & Business Change – Policy, Partnership & Involvement
- Public Service Board – Sustainable Travel Group

Signed

Background

1. The city's transport network is under great strain from ever-increasing congestion. It is also a source of considerable pollution that is known to impact human health and the environment as a whole.

The Issues

2. Road Traffic in Newport has been grown by approximately 17% since 2000. With the removal of the Severn Bridge toll at the end of 2018, it is estimated a further 6 million trips will be made across the bridge every year – this will inevitably impact Newport.
3. Air Pollution: Nitrogen Dioxide from exhaust emissions and Particulate Material (PM10 & PM2.5) from exhausts, tyre-wear & brake pads (which contain heavy metals) are all known to have significant impacts on human health. Studies have shown lung development in children can be curtailed, links to cancer, kidney disease, bronchitis, asthma and dementia. Public Health Wales estimates over 1,000 deaths per year are due to poor air quality. Not only does poor air quality impact human health, deposition of ammonia, nitrogen and heavy metals can significantly damage sensitive ecological receptors. There is also a possibility that the acidic nature of the pollution can damage water courses and eat away at ancient buildings. Newport has been recorded as having some of the worst air pollution in Wales.
4. Noise pollution from road vehicles is something in a city most of us have become accustomed to. However, noise pollution is shown to cause significant impacts on human health, particular if it disturbs sleep. With increasing road traffic, noise pollution will also increase. Noise pollution also has an impact on ecological receptors.
5. Carbon Dioxide – Global warming is known to be caused a mixture of greenhouse gases that have been released from human activity. Transport contributes to 27% to UK CO₂ emissions, 93% of which is generated from Road Traffic. Approximately 25% is generated by HGVs & Buses, 75% from vans and cars. In the latest Intergovernmental Panel on Climate Change (IPCC) Report (2018) states the World has approximately 11 years to radically reduce carbon dioxide emissions. Newport has been recently identified as the third largest emitter of carbon dioxide per head of population in the UK. If we fail to meet the reduction targets global warming is likely to be intolerable for future generations.

The Council's Responsibility

Transport: Air Quality

6. Part IV of the Environment Act 1995 places a duty on all Local Authorities to monitor air quality within the district. Where air quality has been shown to fail the statutory objectives, an Air Quality Management Area (AQMA) must be declared. Once an AQMA is declared an air quality action plan must be produced that contains measures to bring the pollution levels down in the shortest possible time.
7. In 2005, Newport identified several areas of the city that exceeded the air quality objective for which AQMAs were declared. In 2008 an Air Quality Action Plan was produced and agreed.

8. In 2011 additional AQMAs were declared and a revised/updated Action Plan was produced, however this time it was not approved.
9. In 2017 the air quality monitoring network across the city was expanded; further exceedances of the air quality objective were identified. This resulted in a full review of the city's AQMAs, and amendments to the AQMAs were made in July 2018.
10. Newport's AQMAs are currently as follows: Cefn Road, Caerphilly Road, Glasllwch, Shaftesbury, High Cross, Chepstow Road/Clarence Place/Caerleon Road, Caerleon, Royal Oak Hill, George Street, Malpas Road (south) and St Julian's.
11. The guidance allows 18 months from the declaration of an AQMA to develop an Air Quality Action Plan which must include consultation with stakeholder groups and the local community.

Transport: Green House Gases

12. There is currently no statutory duty on the Council to reduce Green House gases from the city's transport network. However, given the pressing need to reduce emissions as quickly as possible, it is likely the Council will be required to support a reduction in transport emissions in the near future. Furthermore, Newport has joined UK:100 which is a network of local government bodies that have publically committed to a reduction in CO₂ emissions.

Transport: Noise

13. Under the Noise Framework Directive, the Welsh Government has the responsibility to identify areas of excessive noise and form an action plan. Generally, the Council has little to no control over road traffic noise. However, as the source of pollution is the same (road vehicles) in combining the goals of the noise reduction, air quality improvements and carbon dioxide emission reductions.

Active Travel (Wales) Act

14. The Active Travel (Wales) Act 2013 requires Local Authorities to continuously improve facilities for pedestrians and cyclists. Significant work has been undertaken and will continue to be undertaken to improve the active travel network. To capitalise upon this investment, the sustainable travel strategy will help promote the active travel network increasing its usage. In addition, there are significant health benefits to those who incorporate active travel into their daily lives.

Well-being of Future Generations (Wales) Act 2015

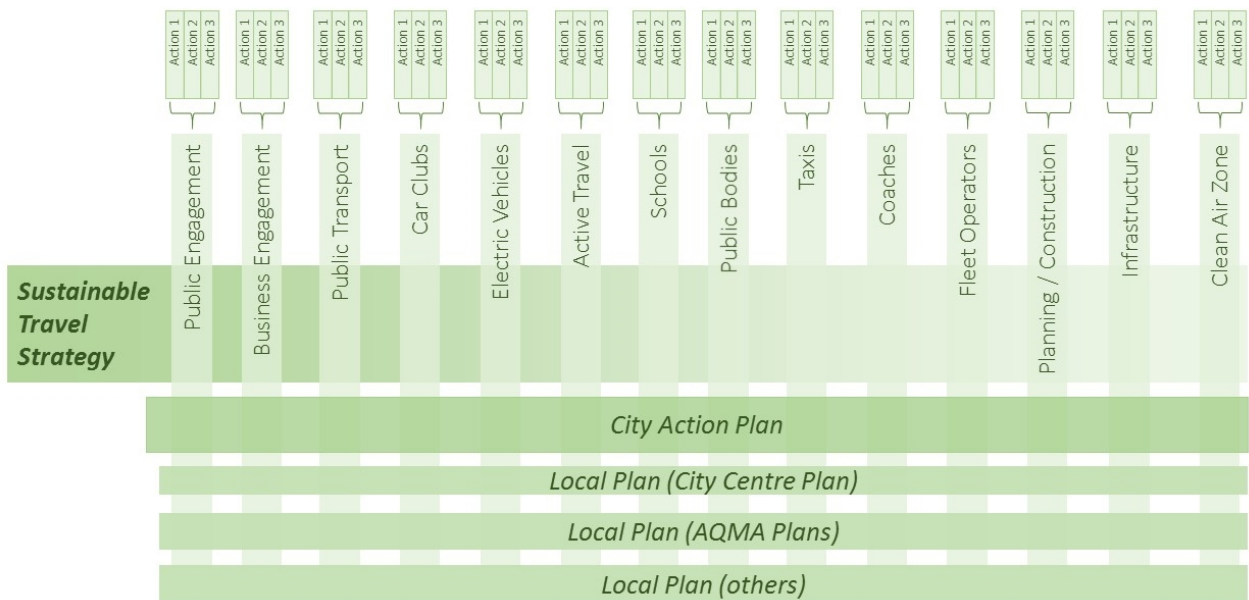
15. Through the Well-being of Future Generations (Wales) Act, Newport has produced its Well-being Plan. Part of the plan is a section on Sustainable Travel to guide the Public Service Board going forward.

Sustainable Travel Strategy Rationale

16. Looking at air quality in isolation, the Council could comply with the statutory duty by producing an air quality action plan covering the various AQMAs. However, in the context of the other pressing environmental concerns that arise from the transport network which may, or may not be covered by the council's statutory duties, it is important to view them as a whole. The aim is the same, to reduce the pollution

generated from road traffic for the benefit of human health, the environment and future generations. An AQMA is the tip of the iceberg, dealing with one in isolation would not resolve the underlying pollution generated by our transport network.

17. The Sustainable Travel Strategy is designed to summarise all possible actions targeting HGVs, Schools, and Electric Vehicles etc. The approach set by the strategy is designed to be versatile as possible to allow for additional actions to be added in the future, allowing the strategy to be adapted to new technologies as they develop. A significant amount of work was undertaken in developing the draft strategy and summarising as many actions as possible, but it should not be seen as a static document. The approval of Cabinet would be sought for any future changes to the Strategy.
18. Once the Sustainable Travel Strategy has been approved, it will be used as a framework to develop localised plans – which will include the city centre, each of the city’s eleven AQMAs and areas that can benefit from low cost, high quality transport links.



Sustainable Travel Strategy Public Consultation

19. Following agreement from the Cabinet Member for Licensing and Regulation, a seven week public consultation was held from May 13th to June 30th 2019. The consultation was advertised via Newport City Council’s website, One Newport, Press Release, Social Media and various other communications routes the Council has at its disposal. The draft Strategy consulted on was titled ‘Sustainable Transport Strategy’ however following advice received during the consultation period, this has been amended to ‘Sustainable Travel Strategy’.
20. A total of 226 respondents were captured in the survey, of which 145 provided detailed comments / ideas. A brief summary of the main points are provided in the following paragraphs. Analysis and summary of the results, and the updated draft strategy are provided in the following appendices.

- Appendix A – Statistical Results

26. The consultation responses also expressed the need for business engagement as well as public engagement.
27. Other evidence based updates are provided in Appendix C, with the final revised Strategy provided in Appendix D. Due to the feedback and changes outlined above the order of the categories has been altered.

Post Agreement Process

28. Once the core Sustainable Travel Strategy has been adopted by the Council, work will begin on community (general public and business) engagement to develop local plans.
29. Progress on the strategy in the key performance indicators will be reported in the annual Progress Report to the Welsh Government, who will provide feedback on progress made. Progress Reports are a statutory requirement under the Environment Act 1995 and require approval by the Welsh Government in addition to their feedback. The report will be made publically available and every effort will be made to ensure consistency in data capture to demonstrate the trends year on year.
30. The success of the Strategy or any plan that follows it requires public support. To gauge public opinion and ideas of the strategy, a limited on-going survey will be made available online. The results of which will be included in the Progress Report.
31. The modular design of the strategy allows for easy adaptation of new technologies and ideas to be pursued. The Strategy needs to be an evolving document and will be reviewed and updated where needed. Approval of Cabinet will be sought for any changes.

Financial Summary

There is no direct financial impact arising from this report. The delivery of this work will be funded within existing revenue budgets.

Risks

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
Risk of not producing a Strategy	H	L	The Council has a statutory duty to produce an air quality action plan, the proposed sustainable travel strategy goes beyond the statutory duty allowing for easy adaptation as circumstances and technologies change. If the strategy is not agreed or significantly delayed it will mean the Council is not complying with its statutory duty. Furthermore it may hinder the Council's ability to defend planning applications that have been refused partly or wholly on air quality grounds.	Regulatory Services Manager (Environment & Community)

Carbon Emission Reductions	H	H	Carbon Emissions that are damaging our planet urgently need to be curbed. Whilst Newport cannot solve the global issue alone, it should do all it can to help solve the issue for future generations. This Sustainable Travel Strategy plays a critical part in that commitment.	
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Links to Council Policies and Priorities

The proposed consultation reflects the Council's commitment to improve the environment and wellbeing of the city. The strategy will form the cornerstone of future works to direct efforts into positive improvements and link with the following plans/policies:

Newport City Council's Corporate Plan (relevant themes are "Resilient communities" and "A thriving city")

Well-being Plan 2018-2023. The most relevant Well-being objective is: "Newport has healthy, safe and resilient environments"

Local Development Plan

Transport Strategy

Air Quality Supplementary Planning Guidance

Sustainable Travel Supplementary Planning Guidance (Draft)

Options Available and considered

- I. To approve the Sustainable Travel Strategy.
- II. To approve the Sustainable Travel Strategy with amendments.
- III. Not to approve the Sustainable Travel Strategy.

Preferred Option and Why

Option I) To approve the Sustainable Travel Strategy. This will enable the Council to make progress on this issue and move towards complying with its statutory duty.

Comments of Chief Financial Officer

Approval of the strategy will provide a framework to enable localised plans to be developed to address the challenges of air quality and noise from traffic in the city. These plans may have financial consequences and will need to be assessed in due course and an appropriate funding solution which, where needed, is sustainable, put in place to implement.

Comments of Monitoring Officer

The proposed Sustainable Travel Strategy has been prepared in accordance with the Council's statutory duties under the Environment Act 1995. In accordance with the legislation, the Council is required to produce an Air Quality Action Plan, setting out the action that it intends to take to take to improve air quality and reduce pollution within the 11 Air Quality Management Areas (AQMA's) identified within the City, where recorded pollution levels exceed air quality objectives. The Council is required to report periodically to Welsh Government on the progress made in implementing the Action Plan. Instead of just producing an Air Quality Action Plan to meet the requirements of the legislation, the Council is looking to develop and implement a wider Sustainable Travel Strategy, which identifies broader well-being and active travel objectives and links in with the work of the Sustainable Travel sub-group of the PSB. The draft Sustainable Travel Strategy was the subject of public consultation for a period of 7 weeks from 13th May to the 30th June 2019 and the

consultation responses have been taken into account when developing and refining this draft strategy. The proposed Strategy identified a number of actions aimed at reducing pollution generated by Newport's transport network, including improved public transport, active travel and increased use of electric vehicles. The strategy does not set out detailed proposals but provides a general framework to develop local action plans. Subject to Cabinet approval, this framework will form the basis for the development of local plans for each of the AQMA's. That will involve more focussed consultation and engagement within each area, as the development and implementation of sustainable transport measures within each locality will require working in partnership with other agencies and public co-operation.

Comments of Head of People and Business Change

As required, this report has fully considered the Well-being of Future Generations (Wales) Act 2015. This proposal supports many of the Well-being Goals and the Council Well-being Objectives.

All aspects of the Act's sustainable development principle, "*looking to the long term*", "*involving people*", "*collaborating with others*", "*taking an integrated approach*" and "*prevention*" have been fully covered in the appropriate section of this report.

A Fairness & Equality Impact Assessment has also been completed and is attached.

Finally, from an HR perspective, there are no staffing implications.

Scrutiny Committees

No consultation with Scrutiny Committees has been undertaken.

Equalities Impact Assessment and the Equalities Act 2010

A Fairness & Equalities Impact Assessment has been completed and is included in this report.

Children and Families (Wales) Measure

The proposal set out in this report has no more impact on children or families than any other group or individual.

Wellbeing of Future Generations (Wales) Act 2015

Well Being Assessment:

- **Long term:** By its very nature the Sustainable Travel Strategy is an overarching document that will guide Newport to a low polluting transport network. The task globally, regionally and locally to reduce carbon emissions and improve air quality is overwhelming and will take many years to implement. But, if actively pursued the Sustainable Travel Strategy will guide the city's actions for many years to come.
- **Prevention:** Burning of fossil fuels causes air pollution, which increases carbon emissions that are impacting the global climate. The pollution caused by burning of

fossil fuels also impacts the quality of air we breathe having numerous health implications. The sustainable travel strategy only address transport emissions. However these make up a significant proportion of atmospheric pollution. The strategy cannot prevent the issue, it will help improve the situation, but as to what degree will depend upon political, public and financial constraints.

- **Integration:**

Prosperity - Supporting the Sustainable Travel Strategy will help develop a low cost, low pollution transport network for all which in turn will increase prosperity. The health cost burden due to poor air quality from road traffic - costs the health service and the economy as a whole many millions every year. Improving air quality, reducing road traffic and providing an efficient transport network will be of a significant benefit to the prosperity of Wales.

Resilient – The vast majority of our transport network run on fossil fuel. A resource that Wales imports. The sustainable travel strategy provides the opportunity to diversify the way our transport network operates, making it more resilient to the ever changing world.

Healthier – One of the key aims of the sustainable travel strategy is to reduce road traffic emissions that have significant implications to health. Health impacts due to poor air quality include, cardiovascular disease, diabetes, cancer, asthma, bronchitis, dementia, kidney disease, curtails the development of children’s lungs, increases the likelihood of miscarriage during pregnancy etc. A diverse, low pollution, reliable, low cost transport network will help reduce air pollution, reducing the impacts on health. Furthermore the reduction in carbon emissions will help curtail the worst of the predicted climate change. The health implications derived from climate change scenarios threaten the very fabric of human civilisation.

Equal – The strategy will enable the city to pursue a clean, efficient low cost, diverse transport network which will help remove some of the social / economic barriers that some groups / communities / individuals current suffer. For example pursuing a car club scheme for Newport will allow individuals where car ownership is financially impossible the option to use a car as and when needed. Ultimately contributing to a more equal Wales.

Cohesive Communities – The sustainable travel strategy will help develop a diverse transport network. The public engagement required to develop local plans and implement them will help develop a community spirit that will help break down social / economic barriers. This in turn will help encourage a more cohesive community.

Globally Responsible – The sustainable travel strategy is designed to help guide the city to reduce the carbon emissions from road traffic. This is part of a global effort to tackle the worst impacts of climate change. Furthermore the United Nations has recently made a call to align carbon reduction measures with air quality improvements – namely because they are both primarily caused by burning of fossil fuels. Adopting the sustainable travel strategy will mean Newport will be a world leader in this combined policy area.

Newport City Council Well-being Goals

- To improve skills, educational outcomes and employment opportunities

One action within the sustainable travel strategy is targeted at schools / education by providing the children of today with the skills and ability to be more thoughtful on the pollution footprint of the way they travel.

- To promote economic growth and regeneration whilst protecting the environment

The fundamentals of the sustainable travel strategy is to protect the environment for both the environment and for human health, now and for future generations. Currently road traffic congestion and pollution is causing untold environmental, health and economic damage. Reducing the number of vehicles by providing a low cost, efficient, low pollution transport network will provide economic growth at the same time as protecting the environment.

- To enable people to be healthy, independent and resilient

The strategy is design to encourage numerous ways of travel, including active travel (walking and cycling). Supporting these methods will provide health improvements to Newport's population. Furthermore, providing a low cost, low pollution efficient transport network will allow individuals to travel independently who may currently feel isolated due to physical or economic reasons.

- To build cohesive and sustainable communities

The sustainable travel strategy will help develop a diverse transport network. The public engagement required to develop local plans and implement them will help develop a community spirit that will help break down social / economic barriers. This in turn will help encourage a more cohesive community.

- **Collaboration:** With the consultation and implementation of the Strategy and Plans it brings together a broad range of stakeholders, both internally and externally along with local communities and the general public as a whole. It also provides an opportunity to pool resources, expertise and skills across many areas of working.
- **Involvement:** The strategy and plans won't achieve their ultimate goals of lowering pollution levels across the city without involvement of everyone that works, lives and visits Newport. At this stage the strategy is the first plank of stakeholder, community and public engagement. In forming the Sustainable Travel Strategy many internal and external stakeholders were consulted with many ideas being shared. The strategy then went through a public consultation for anyone to comment upon our proposals. Indeed the strategy itself has identified public, business, and public body engagement as key areas to pursue. In the development of the local plans where the outline ideas will be put into action, community engagement will be undertaken.

Crime and Disorder Act 1998

The proposal set out in this report has no impact on crime and disorder.

Consultation

Comments received from wider consultation, including comments from elected members, are detailed in this report.

Background Papers

Part IV Environment Act 1995 - <http://www.legislation.gov.uk/ukpga/1995/25/part/IV>

Well-being of Future Generations (Wales) Act 2015 -
<http://www.legislation.gov.uk/anaw/2015/2/contents>

Newport's Well-being Plan 2018-2023 -
<http://onenewportlsb.newport.gov.uk/documents/One-Newport/Local-Well-being-Plan-2018-23-English-Final.pdf>

Dated: