



Report of the Director of Place

Climate Change & Nature Recovery Service Transformation Committee –
16 October 2023

Corporate Sustainable Transport Strategy – 2020-2030

Purpose:	The report asks members to give their views and comments on the draft Sustainable Transport Strategy 2020-2030.
Policy Framework:	Climate Change & Nature Recovery Strategy
Consultation:	Access to Services, Finance, Legal. All service areas with responsibilities within the action plan.
Recommendation(s):	It is recommended that: - 1. The Committee gives their views on the draft Sustainable Transport Strategy and Action Plan prior to the final version being forwarded to Cabinet for approval.
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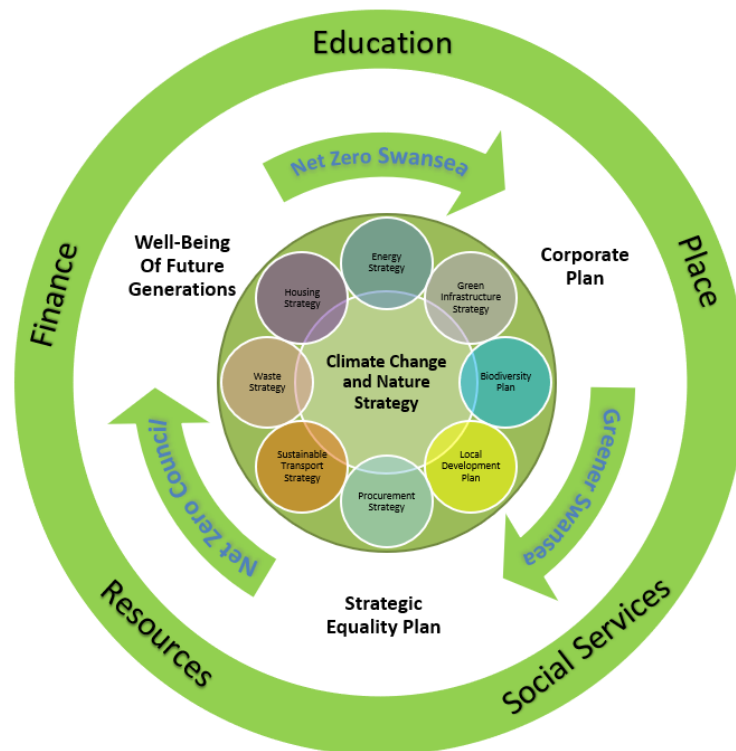
1. Background

1.1 Climate change is resulting in serious global challenges such as rising global temperatures, changing weather patterns, rising sea levels, and increased extreme weather. The effects of climate change are already being felt in Swansea, where flooding, extreme storms and wildfires are all causing significant local impacts. Forecasts anticipate hotter, drier summers and milder, wetter winters, while extreme weather events are expected to increase.

1.1.1 In 2019, Swansea Council declared a Climate Emergency and followed this up with an action plan to reduce its organisational emissions. A policy

review was undertaken to ensure the Council tackle climate change as part of everything it does and plans for engagement with partners and citizens were established to strive for a net zero carbon Swansea.

- 1.1.2 On December 3rd 2020, Cabinet was presented with a report highlighting a recommended approach to deliver upon the Council’s commitment to its Climate Emergency Declaration. One of the key actions from the Notice of Motion (NoM) was to review the current policy framework to establish how this could contribute to the achievement of net zero carbon and the climate emergency response. Over 100 Council policies were reviewed, and these were distilled down into 8 key themes encompassed within a policy framework:



- 1.1.3 Grouping key policies into a framework helped identify gaps and it was agreed that an overarching Swansea Council, Sustainable Transport Strategy should be established to inform and guide Council Departments on what is expected of them when undertaking transport related activities. Within the wider framework the strategy should be considered in context, recognising the transport contribution to the whole, including the relationship with procurement policy, planning policy, estates and asset management.

- 1.2 Within the Sustainable Transport Strategy only the transport related elements are in scope. The Sustainable Transport Strategy will be a live document which:

- Describes the strategic context and framework within which transport measures must be delivered;
- Sets out Swansea Councils ambitions for Sustainable Transport;
- Focuses initially, primarily, on how sustainable transport measures can support the goal of making Swansea Council a net zero carbon emissions organisation by 2030; and
- Adopt the Regional Transport Plan (led by the South West Wales Corporate Joint Committee) as a future strategy which will provide the basis for working towards the wider goal for the City and County of Swansea, its major employers, its citizens and businesses to achieve net zero carbon by 2050.

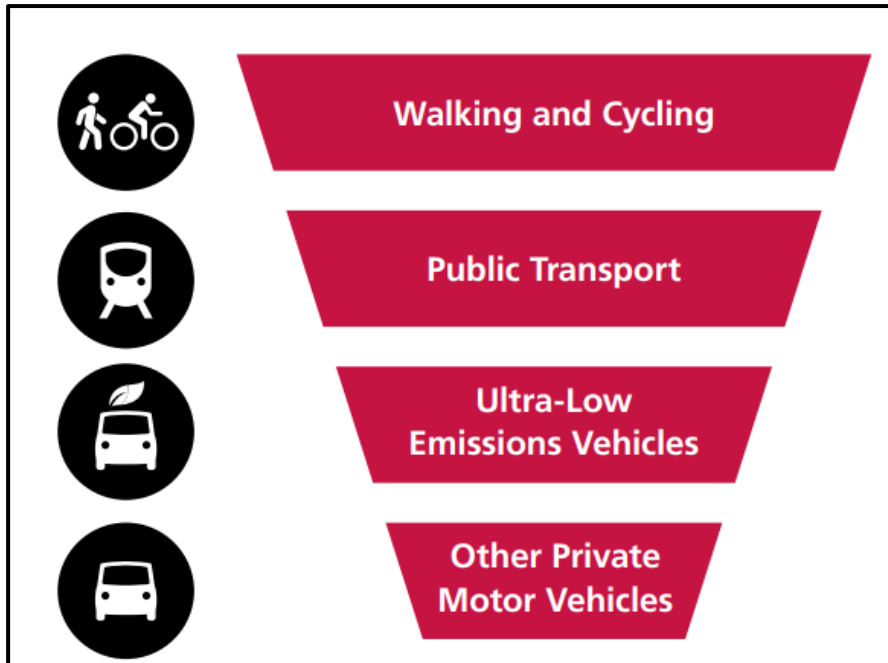
2. Policies and Strategic Context

2.1 National

In July 2021 Welsh Government published Llwybr Newydd - the Wales Transport Strategy. Llwybr Newydd provides a comprehensive overall strategy for transport. It focusses on and sets out the Welsh Governments vision on how the transport system can help deliver priorities for Wales, helping to put Wales on a “pathway to creating a more prosperous, green and equal society.”

The strategy takes account of the Welsh Governments Well-being ambitions, the Five Ways of working and places an emphasis on these priorities when considering public transport, active travel, roads, streets and parking, with the aim of delivering an accessible, sustainable and efficient transport system. Current and future commitments to decarbonisation, the governments duty as the Highway Authority within Wales, and the duties set out for the Government within the 2010 Equality Act are considered.

Llwybr Newydd’s priorities for transport focus on providing sustainable options for people and businesses, placing walking and cycling at the top of a Sustainable Transport Hierarchy:



The stated priorities of the strategy are:

- Priority 1: Bring services to people in order to reduce the need to travel
- Priority 2: Allow people and goods to move easily from door to door by accessible, sustainable and efficient transport services and infrastructure; and
- Priority 3: Encourage people to make the change to more sustainable transport.

Complementing Llwybr Newydd, a new National Transport Delivery Plan has been developed by Welsh Government setting out in more detail what transport developments are expected in Wales based on funds available. This plan will inform the Regional Transport Plans due to be established by the South West Wales Corporate Joint Committee, including the South West Wales Regional Transport Plan, which will reflect the proposed goals for the Councils across the region.

In September 2022, the Wales Roads Review panel submitted their final report outlining key recommendations for the future policy direction of road related transport schemes in Wales. The review was commissioned in response to concerns regarding the alignment of some road investments with Welsh Government policies, including Llwybr Newydd, Net Zero Wales and the seven Well-Being goals. The report made 51 recommendations on the future of road transport in Wales, emphasising the need for all new roads to contribute towards achieving modal shift, ensuring that future road investments do not increase demand for private car usage. Following the Roads Review, Welsh Government are

committed to reducing and re-prioritising investments in new road schemes to support modal shift away from private vehicles and reduce carbon emissions.

These plans provide the backdrop against which Welsh Government prioritise and fund programmes of work submitted in bid form by the Local Authorities on an annual basis. This means that bids are more likely to be successful if they align closely with the Regional Plans and Welsh Government aspirations. Local Councils not only have a statutory duty to deliver services in Wales but in the case of transportation are also heavily reliant on the funding provided by Welsh Government for the expansion of, and improvements, to the current network.

In 2013, the Active Travel (Wales) Act and associated Design Guidance were published requiring local authorities to continuously improve facilities and routes for pedestrians and cyclists and to prepare and publish maps identifying current and potential future active travel routes. The latest Active Travel Network Map (ATNM) for Swansea was approved by Welsh Government in August 2022, and is now used by Swansea Council as a basis for planning the development of all future walking and cycling routes in Swansea. The ATNM is downloadable on the Swansea Council website ([Active Travel \(Wales\) Act 2013 - Swansea](#)) and is accessible via the Welsh Government mapping system, “Data Map Wales” (<https://datamap.gov.wales/>).

Additional climate priorities and strategies adopted by national government in recent years include:

- The Environment (Wales) Act 2016 (Amendment of 2050 Emissions Target) Regulations 2021 increased the emissions target to “at least 100% lower than 1990 levels by 2050”. This is otherwise known as the Net Zero target.
- In their Net Zero Wales Carbon Budget 2: 2021 – 2025 (2021) Welsh Government outlined their aspirations to accelerate the uptake of zero emission cars and vans. By 2025 they will deliver a network of electric vehicle (EV) charging points on the strategic trunk road network every 20 miles across Wales to facilitate easier long-distance travel and will ensure that there is at least one publicly accessible charge point for between every 7 and 11 electric cars. All new public sector cars and light goods vehicles should be zero/ultra-low emission by 2025 and heavy goods by 2030. Swansea will strive to align with the Net Zero Wales Carbon Budget 2 (2021-2025), embracing the Team Wales approach.

2.2 Regional

As part of the regional agenda, the four South-West Wales local authorities - Carmarthenshire, Pembrokeshire, Neath Port Talbot and Swansea work together to develop regional transport projects which aim to improve connectivity and opportunity for travel in South West Wales and beyond.

Together with Welsh Government and Transport for Wales, work is progressing on the Swansea Bay and West Wales Metro, which aims to develop and deliver measures to improve sustainable transport options in the South West Wales region. The vision for the Metro is as follows:

“The Swansea Bay and West Wales Metro will create a modern, sustainable and joined-up transport network - including trains, buses, walking and cycling - that will enable everyone access to reliable, convenient and affordable travel, and support our growth and ambition as a region.”

The ambition of Metro is to make it easier for residents to commute to work, access public services and leisure destinations, as well as make it easier for visitors to fully explore the diverse wealth of natural landscapes and leisure opportunities the region has to offer. The Swansea Bay and West Wales Metro will also help residents and visitors make more sustainable travel choices by making public transport and active travel (such as cycling, walking or wheeling) a realistic alternative to the car. This will significantly contribute towards achieving modal shift, thereby reducing carbon emissions and pollution across the region, and improving prosperity, health and wellbeing within communities. As well as improving connectivity between communities, both urban and rural, within the region, Metro also proposes to deliver faster rail services between Milford Haven, Carmarthen, Swansea and Cardiff, improving connectivity within the region and beyond.

Welsh Government have recently established four Corporate Joint Committee's (CJC) across Wales, including the CJC for South-West Wales which is made up of the four local authorities and two national park authorities in the region. The CJC will build on the strong partnership arrangements already in place, putting strategic planning for transport, energy and economic development on a strong footing as well as paving the way for the region to produce its first Strategic Development Plan and the next Regional Transport Plan.

The South-West Wales Regional Transport Plan (RTP) will set the policies for implementing Llwybr Newydd at a local and regional level, considering the National Transport Delivery Plan for Wales, the Swansea Bay and West Wales Metro, and other statutory duties and policies developed by the Welsh Government. The RTP should identify key transport challenges and opportunities relevant to the region and will put in place the short-term transport policies and interventions to be delivered in the five-year period between 2025 and 2030, and the medium- and longer-term aspirations up to 2050. Strategic-level ambitions and innovative policies to be developed in the RTP will support economic growth, encourage modal shift away from

private car use, and reduce the negative environmental impact of the transport network. Responsibility for developing the RTP will sit with the CJC, and the duty of delivering RTP policies and priorities will be taken forward by the four local authorities in the South-West Wales region.

Under The Corporate Joint Committees (Transport Functions) (Wales) Regulations 2021, the CJC must develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within its area. It is proposed that the RTP Implementation Plan will set out the strategic case against the RTP which must focus on modal shift and align and be consistent with the Wales Transport Strategy. The plan must also take account of the various other policy drivers in place both at local, national and UK-wide level, and have regard to the transport needs of disabled people (within the meaning of the Equality Act 2010) and of persons who are elderly or who have mobility problems.

A timeline for delivery will be required for the various stages of RTP development, aligned with the dates of future CJC and CJC Transport Sub-Committees to ensure that the governance of the CJC and required approvals are accounted for in the timeline for delivery.

The CJC transport sub-committee sit below the CJC in the governance structure and are responsible for defining strategic priorities to enable the delivery of the transport objectives for regional transport projects.

2.3 Local

Swansea Council is a signatory of the Swansea Bay Healthy Travel Charter which was launched in May 2022. The Charter contains a series of actions that 11 leading organisations have signed up to, underscoring commitments to advancing walking and cycling, public transport, and ultra-low emission vehicle use across the Swansea Bay region. The actions include establishing a network of sustainable travel champions within each organisation, developing targeted communication campaigns for staff, offering and promoting cycle to work schemes and promoting public transport discounts. Collaborative efforts between organisations will help facilitate both staff and visitors to adopt sustainable modes of travel, contributing to a greener, healthier and more resilient Swansea Bay region.

The City and County of Swansea's Corporate Plan provides a strategic framework to meet the council's well-being statement and key priorities, which are a requirement of the Well-being of Future Generations (Wales) Act 2015. Within this context, transportation methods and connectivity are particularly important in achieving three of the six well-being objectives outlined in the visionary plan for 2023-2028. These are:

- Transforming Swansea's Economy and Infrastructure
- Tackling poverty
- Delivering on Nature Recovery and Climate Change.

The 'Delivering on Nature Recovery and Climate Change' objective was recently adopted to place particular emphasis on addressing the long-term challenges arising from climate change and the threat to biodiversity. Swansea's own capital grant funded programmes, such as active travel, targets reductions in vehicular dominance by providing direct, high quality, safe alternatives to vehicular travel.

In December 2020, the Council signed the Swansea Council Charter on Climate Action, establishing commitments to take action on climate change, biodiversity and nature. Its partners at Swansea Public Services Board and others are also signing up to the Charter and setting out their commitments. Citizens, businesses, community/voluntary groups, schools and young people have been encouraged to make their own pledge and join together in working for a Net Zero, Greener Swansea by 2050. Some examples of the commitments that were outlined Charter are listed below:

- Reduce driving by walking or cycling
- Shop locally and support local businesses
- Cut back on flying
- Reuse and repair rather than replace items

Since signing the charter, the Council has also made progress on their target for achieving net zero by 2030. Within a transport context, Swansea has made significant steps towards delivering transport infrastructure projects which support modal shift away from private vehicles and reduce carbon emissions. Swansea Council has an ambitious active travel programme which supports new and improved walking and cycling routes which connect residents with key strategic destinations across Swansea and make travelling actively safer and more accessible. The City and County of Swansea is now host to over 141 km of walking and cycling routes, establishing a network of safe routes for people to undertake active travel journeys to work, school, public transport interchanges and so on. The Active Travel (Wales) Act 2013 places a legislative requirement on local authorities to plan for, improve, and promote routes for walking and cycling for everyday journeys. This commitment is reflected in the annual submission of capital grant funding applications, which facilitates the ongoing expansion and improvement of active travel infrastructure in Swansea.

As new capital grant funding opportunities have emerged, Swansea Council has also intensified efforts to increase the number of publicly

available EV charge points in council owned car parks. Council owned charge points account for 48% of the total coverage of the EV network in Swansea, complementing the commercial offering that is already in place. The provision of council owned charge points not only encourages EV adoption but also establishes a conducive environment that increases commercial opportunities for the private sector to invest in their own public EV charging infrastructure. Investment in charging infrastructure will ensure that charging provision is available and reliable for those who live, work, visit and travel through the area, improving public confidence and meeting Welsh Government ambitions of a low carbon, low emission transport system in Wales.

3. Vision, Aims and Objectives

3.1 A great deal of positive work has been carried out already, which the Council is looking to bring together into a single, overarching, Sustainable Transport Strategy. The strategy addresses all aspects of Council transport provision and related activities, including how Council staff and others access Council premises, Council in-house fleet operations, the grey fleet (personal mileage by employees), departmental transport and commissioning, transport planning and delivery.

3.1.1 The overall vision for the Swansea Council, Sustainable Transport Strategy is:

“To set out how, both in the medium and long term, the Council will achieve its net zero commitments through actions across its transport activities, the transport sector and by championing sustainable transport solutions and climate action with relevant stakeholders across all sectors”

3.1.2 To underpin this vision the Councils Highways and Transportation Service and Central Transport Unit will ensure that Swansea’s transportation infrastructure and services are developed in a sustainable manner to meet the needs of the Council, City and wider City Region.

3.2 Aims and Objectives

3.2.1 Swansea Council will undertake its statutory duties and deliver Council services in a manner which contributes towards the establishment of a sustainable low carbon economy. Working with Welsh Government and regional partners, and putting a Sustainable Transport Strategy at the heart of Council services will help deliver real benefits to society, the economy and the environment, for both current and future generations.

3.2.2 The Council will deliver a strategy which focuses on:

- I) Swansea Council taking actions consistent with achieving net zero carbon by 2030 on its own in scope emissions; and
- II) Adopt a refreshed Regional Transport Plan (led by the South West Wales Corporate Joint Committee) which will provide a plan in-line with the Wales Transport Strategy, which will support the City and County of Swansea, its major employers, its citizens and businesses in achieving net zero carbon by 2050.

3.2.3 The following key objectives have been identified for the strategy

- Objective 1: To reduce carbon and other damaging emissions as well as energy consumption associated with all Council transport activities (2030 target);
- Objective 2: To utilise more environmentally friendly modes of transport in our own operations and encourage this amongst both staff and suppliers when travelling to/from or undertaking Council business, to drive down our carbon footprint (2030 target);
- Objective 3: To adopt a refreshed Regional Transport Plan and continue to work with Welsh Government, regional and private partners to develop and promote more sustainable transport options across the County and the Region; (2050 target);

3.2.4 Through implementation of the Sustainable Transport Strategy and Regional Transport Plan, Swansea Council will mitigate the effects of climate change by reducing their own carbon emissions, whilst promoting and enabling greener transport options for residents, businesses and visitors to the City and Region.

4. Strategic Context

4.1 The Stakeholders

4.1.1 Within the Council, a lead has been taken by the members and Chief Executive declaring a climate emergency, and an action plan to reduce its organisational emissions has been established. In line with Welsh Government, targets have been set for the council to achieve net zero by 2030 and for the Swansea area as a whole to achieve net zero by 2050.

4.1.2 The Chief Executive of the Council is responsible for establishing and integrating the eight new strategies identified as necessary for the Council to address climate change. There is a corporate responsibility to communicate, monitor, review and revise each strategy as necessary and ensure they are co-ordinated to support and align with one another. Within this Sustainable Transport Strategy there are two key corporate actions; to establish a Council wide Travel Plan Framework and to undertake a Grey Fleet Review, with both to be informed by a council wide travel survey.

4.1.3 All Council staff will be encouraged to promote and implement this strategy, and to consider their personal transport choices when accessing the workplace or elsewhere.

5. How We Will Deliver

5.1 The action plan provided as appendix A sets out a roadmap for meeting the key objectives outlined in the strategy. It defines the framework for achieving desired net-zero outcomes by identifying measures and principles that can bring about transport behavioural change at three levels:

- Corporate – Measures and principles that apply Council wide; i.e. across all departments and staff.
- Departmental – Measures and principals that each Council department should adopt when developing transport services and infrastructure relevant to their particular function.
- Transport Specific – Particular measures and principles to be used by the two Council departments with direct responsibility for transport planning and delivery (ie the Highways and Transportation department and Central Transport Unit)

6. Communications

6.1 The Sustainable Transport Strategy will be embedded within the Council Corporate Plan and budget setting process. It will be communicated to all Council staff via the usual channels, including the Council website, social media and staff briefings. Heads of department, in conjunction with team leads, are charged with the responsibility to deliver the strategy in their department. An annual Council wide travel survey will be undertaken to monitor the effectiveness of the implementation of the strategy and used to refine or update the strategy as necessary.

7. Integrated Assessment Implications

7.1 The Council is subject to the Equality Act (Public Sector Equality Duty and the socio-economic duty), the Well-being of Future Generations (Wales) Act 2015 and the Welsh Language (Wales) Measure, and must in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Acts.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

- Deliver better outcomes for those people who experience socio-economic disadvantage
- Consider opportunities for people to use the Welsh language
- Treat the Welsh language no less favourably than English.
- Ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

7.1.1 The Well-being of Future Generations (Wales) Act 2015 mandates that public bodies in Wales must carry out sustainable development. Sustainable development means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the 'well-being goals'.

7.1.2 Our Integrated Impact Assessment (IIA) process ensures we have paid due regard to the above. It also takes into account other key issues and priorities, such as poverty and social exclusion, community cohesion, carers, the United Nations Convention on the Rights of the Child (UNCRC) and Welsh language.

7.2 This agenda does not present any negative impacts.

8. Financial Implications

8.1 There are no direct financial implications associated with this report. However, it is clear to reach both the 2030 and 2050 targets, significant investment is required, and any such decisions would be subject to separate cabinet reports at the time fully outlining the financial implications with the council continuing to lobby both Welsh and UK Governments to provide appropriate funding

9. Legal Implications

9.1 There are no legal implications associated with this report other than those detailed in the body of the report.

Background Papers: None

Appendices:

Appendix 1 – Action Plan

Appendix 2 – IIA Form