



Our Prospectus for Travel in South East Wales

The Burns Delivery Board

October 2024

Chairs' Statement

This Prospectus marks a milestone in making Lord Burns' recommendations for transport in South East Wales a reality. Designs and business cases are sufficiently developed for both the UK Government and Welsh Government to decide whether they are going to invest through to delivery.



Prof Simon J Gibson, CBE, DL Chair

Our rail development work, for six new stations on an improved South Wales Mainline (SWML), affirms the project is feasible and has a strong business case. It would significantly contribute to economic growth, enhance public transport's role in urban regeneration, and improve regional connectivity.

Our robust 13-week public consultation on the proposed rail improvements has shown strong community support. The demand is there to level-up the non-devolved rail infrastructure of the region.

To unleash that demand, the Welsh Government, and Local Authorities, must play their part in enhancing access to new and existing rail stations.

A focal point of our efforts has been designing improvements in active travel and bus access to Newport Central Station.

Our proposed reconfiguration of Old Green roundabout can transform sustainable travel

both to the station and for all journeys into the city centre - catapulting Newport from its 1970s car-dominated layout that is holding the city back, to 21st century sustainable travel that benefits all.

Our design of Bus Rapid Transit (BRT) infrastructure between Cardiff and Newport can bring international best practice to redefine public transport in Wales. It can make public transport the natural choice for the large, and growing, population between these two major cities on our primary economic corridor, relieving pressure on the motorway for freight and other essential users.

Redefining and future-proofing our east-west corridor will also make active travel a viable and attractive option in the region, contributing to the health and wellbeing of our communities. A dedicated, segregated cycleway will build on the growing demand for cycling within Cardiff and connect the numerous communities, employers and amenities along the route.



Dr Lynn Sloman, MBE, Vice Chair

This Prospectus sets out our refined estimates of the delivery pipeline over the next 6 years.

Important decisions are needed this year on whether projects are funded through to delivery on the ground. In the overall UK picture, for context and comparison, all of these transformative projects can be realised for just 1% of the cost of the current High Speed 2 Phase 1 rail project.

The strides we have made this year bring the capital region of Wales closer to achieving Lord Burns' vision. We have defined the scope, programme, costs and strong business case. 'In-principle' decisions are now needed on whether to proceed.



Contents

Chairs' Statement	2
Contents	4
Our Prospectus	5
An £810 million investment in South East Wales transport would...	6
South Wales Mainline Improvements	7
Newport Central Travel Improvements	10
Malpas Road Sustainable Transport Corridor	12
Cardiff-Newport Sustainable Transport Corridor	13
Sevenside Sustainable Travel	17
Behaviour Change	18
Our delivery timeline	19
Delivery budget	21
Delivery costs in perspective	22

The Burns Delivery Board Prospectus has been produced by the Burns Delivery Board Chairs, working in partnership with the local authorities of Cardiff, Newport and Monmouthshire.



Llywodraeth Cymru
Welsh Government



CARDIFF
CAERDYDD



monmouthshire
sir fynwy



NEWPORT
CITY COUNCIL
CYNGOR DINAS
CASNEWYDD



TRAFNIDIAETH CYMRU
TRANSPORT FOR WALES

Our Prospectus

The Burns Delivery Board was established in 2021 to push forward delivery of the 58 recommendations of Lord Burns' South East Wales Transport Commission (SEWTC).

SEWTC considered the problems and opportunities for tackling vehicle congestion on the M4 motorway in South East Wales. It found that many people in the region do not have good transport alternatives to the motorway.

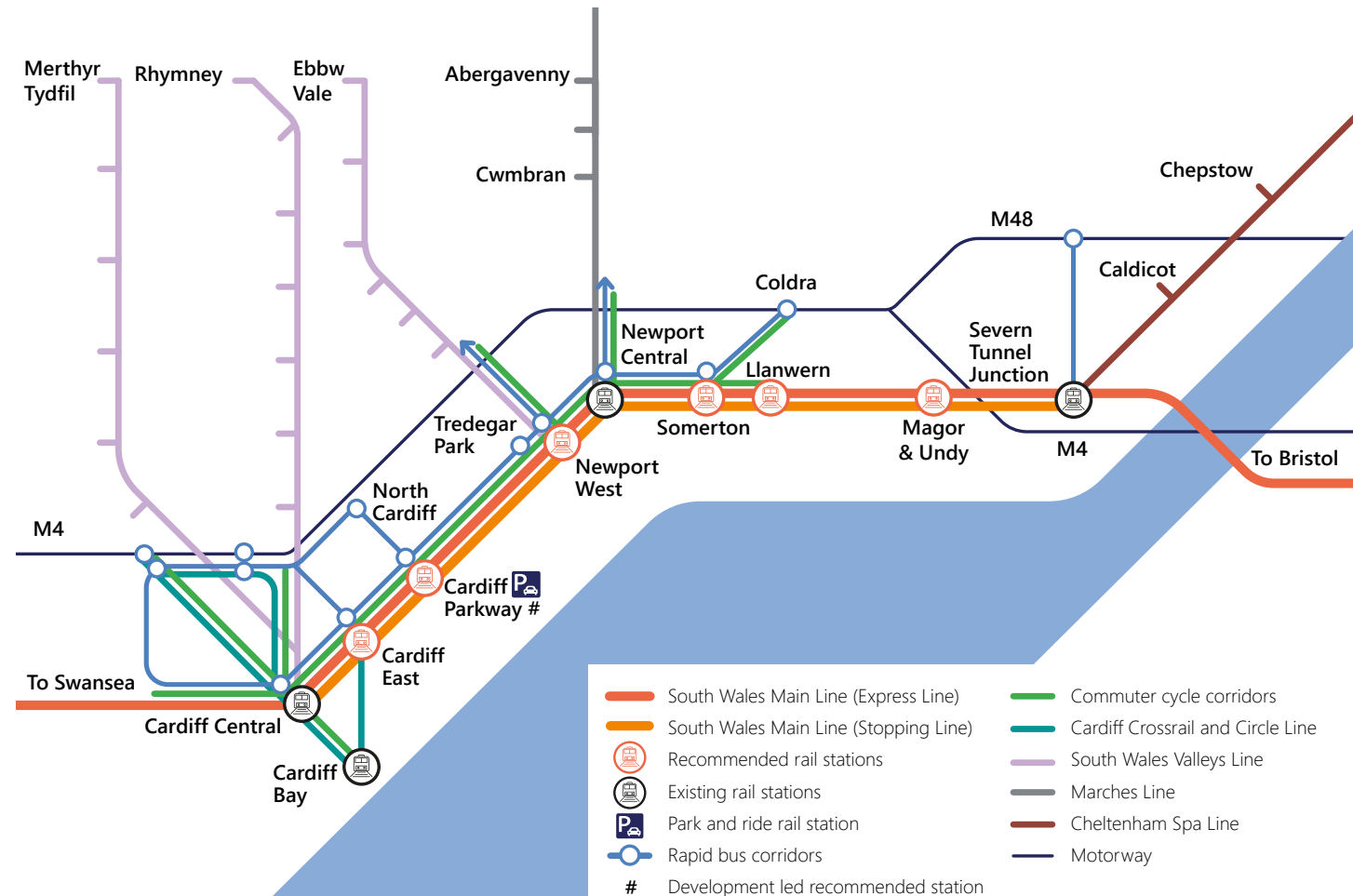
SEWTC made 58 recommendations for a new 'Network of Alternatives' to give people better travel choices, making it easier to travel by public transport, walking and cycling in South East Wales.

We have taken a collaborative approach, working closely with local authorities and other stakeholders to turn Lord Burns' recommendations into reality.

Our progress has been set out in two previous annual reports and now this Prospectus.

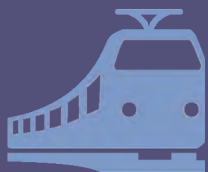
Following three years of hard work to develop local, regional and national transport schemes, this Prospectus sets out their scope and timescales and the financial commitment needed from the UK Government, Welsh Government and local authorities to deliver the Network of Alternatives.

The Network of Alternatives



An £810 million investment in South East Wales transport would:

Build 6 new stations



Facilitating 1.5 million new train journeys and avoiding 13 million car km per year

Build 23 miles of new rapid bus lanes



High-quality, flexible and reliable bus services connecting people to employment, education and health.

Build 20 miles of new cycle lanes



Deliver social benefit

Over 90% of people in Cardiff and Newport would live within one mile of these travel choices



Give better access to existing railway stations



Removing barriers for sustainable travel to Cardiff, Newport and Severn Tunnel Junction

South Wales Mainline Improvements

The Network of Alternatives includes major improvements to the rail “spine” between Cardiff and Seven Tunnel Junction. There will be six new stations and more frequent passenger services.


Currently there are only three railway stations between Cardiff and the River Severn, limiting access to rail travel.

However, the ‘relief’ tracks next to the main line can readily be improved to carry faster passenger services, opening up a huge capacity increase without need to build new track.

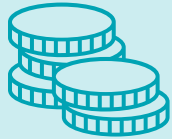
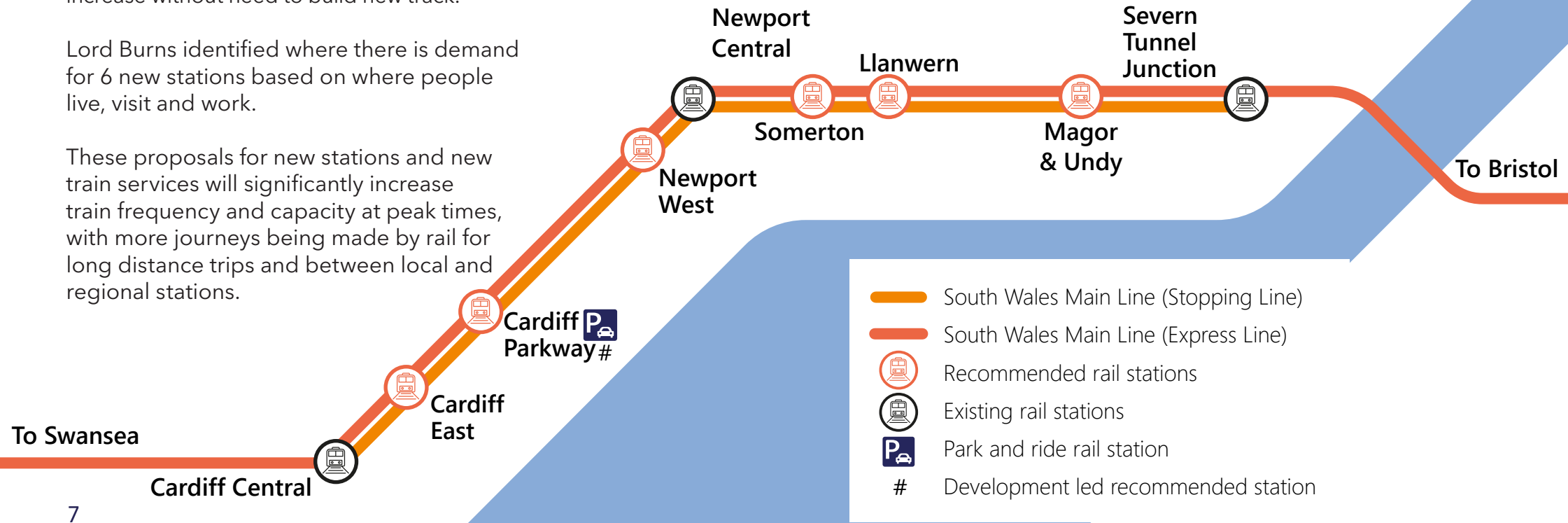
Lord Burns identified where there is demand for 6 new stations based on where people live, visit and work.

These proposals for new stations and new train services will significantly increase train frequency and capacity at peak times, with more journeys being made by rail for long distance trips and between local and regional stations.

5 years construction (2025-2030)



UK Government £385 million

South Wales Mainline Improvements

Responsibility for the South Wales Main Line rail infrastructure lies with UK Government. Our mainline rail development work has been funded by the UK Government's Union Connectivity Review (UCR).

We have completed £2.7m of technical studies on an outline business case, station feasibility designs* and timetabling. The evidence from our work shows that the rail proposals can achieve:

- Promoting growth and Levelling Up.
- Addressing socio-economic inequalities through improved access to employment, key services, education, and training.
- Maximising the potential for public transport to deliver urban regeneration and economic development of major sites.

* Using Network Rail's 'Project Acceleration in a Controlled Environment' (PACE) standards, for engineering Stage 3. The final station designs would apply the latest standards - TfW's 'Station Toolkit' and Network Rail's community hub concept.

- Improving connectivity between and within major economic centres in South East Wales and South West England.
- Reducing the environmental impact of transport, especially carbon emissions and air quality.
- Reducing reliance on private car travel along the M4 and A48 corridors.

The five new stations business case was submitted to the UCR team at the end of 2023 for the UK Government's decision on the next steps.

The proposals for new railway stations and services are supported by the Western Gateway Partnership Rail Vision to 2050, which brings together South Wales and Western England to support the wider regional economic ambition that can be enabled through an enhanced rail connectivity between West Wales, Cardiff, Newport, Bristol and South West / South East England.

Proposed Cardiff Parkway station (development led)



South Wales Mainline Improvements

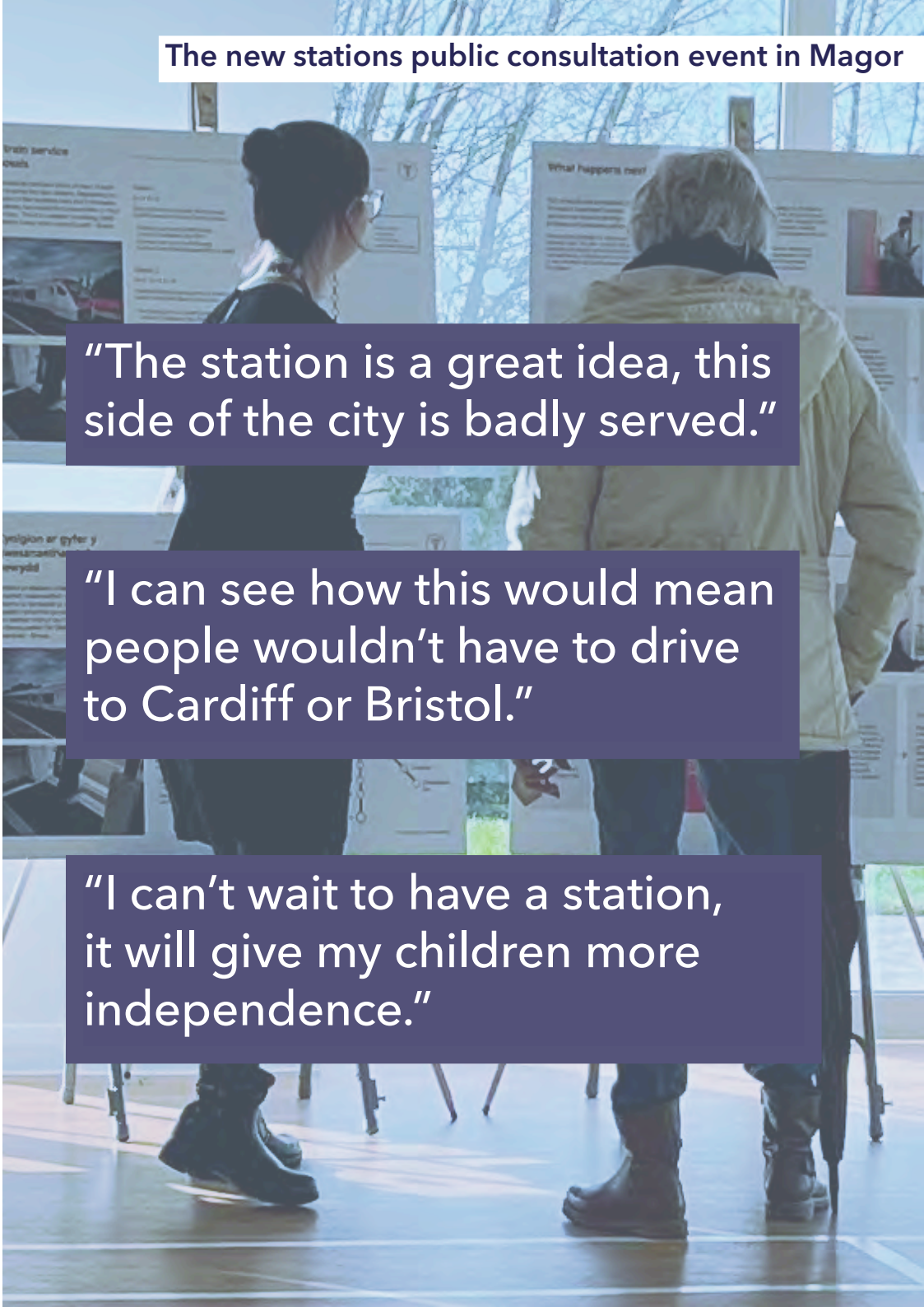
The new stations would be built on the improved relief lines which are being upgraded by Network Rail to allow new passenger services to run on it. The stations would be a focal point for 'cheek to cheek' bus connection as well as good walking, cycling and wheeling access.

The new passenger service could use the latest TfW Fast Light Intercity and Regional Train (FLIRT) trains, which have a low floor for easily accessible level boarding.

A 13-week [public consultation](#) was held in 2023-2024, which received an extremely high level of engagement, with nearly 35,000 online visits and over 4000 written responses.

The public comments now received will be used to develop the five station proposals through to detailed design in 2026. We will be looking at how the stations can integrate with their local communities through opportunities for heritage and public art, provide attractive green spaces, make a positive visual impact, be safe and accessible and provide the maximum opportunity for connections by walking, cycling, wheeling and public transport.

The new stations public consultation event in Magor



"The station is a great idea, this side of the city is badly served."

"I can see how this would mean people wouldn't have to drive to Cardiff or Bristol."

"I can't wait to have a station, it will give my children more independence."

Newport Central Travel Improvements

Better bus, cycle and pedestrian infrastructure is needed to make it easy for people to travel to new and existing railway stations.

Within Newport, our proposal for Newport Central station will provide direct interchange between bus and rail. Cycle lanes will provide good access to the station and there will be cycle hire and secure cycle storage facilities nearby.

We propose that Old Green roundabout is reconfigured into a signalised junction with surface level crossings for walking, cycling

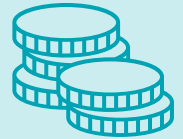
and wheeling (instead of the current layout of subways and pedestrian overbridges which require cyclists to dismount).

The new layout at Old Green will provide dedicated bus lanes and priorities at signals, to reduce delays for buses. Tackling this pinch point will provide more reliable bus services to communities right across the city, making public transport a more attractive choice.

**2 years
(2025-26)**



**Welsh Government
£31 million**



Buses will stop right outside Newport Central station and there will be better access for pedestrians and cyclists.



More direct, surface level walking and cycling routes through the reconfigured junction. Buses will benefit from priority, reducing delay.


Newport Central Travel Improvements

During 2023, we have been developing the designs for changes to the centre of Newport. Our work has confirmed the strong business case and clear need for the scheme.

A six-week [public consultation](#) in early 2023 received a high level of engagement with nearly 24,000 online visits and 2,500 written responses. The public comments received will now be used to develop detailed designs. This will include considerations such as the long-term future of Old Green's historic murals which are culturally significant to the city.

The full business case will be completed by 2025, to inform a decision by Newport Council and Welsh Government on whether to proceed with construction.

The Newport Central public consultation event in Newport



"The proposed interchange is long overdue. It will improve travel for everybody."

"I'm pleased to see that Newport Council are making it easier to navigate the city centre on foot and that the connectivity between modes of public transport is being considered."

Malpas Road Sustainable Transport Corridor

Building on the Newport Central Travel Improvements, the Burns Recommendations include improvements to public transport and active travel on the main corridors into the city centre.

This includes the Malpas Road corridor which connects Shaftesbury ward in the city centre to Bettws and Malpas wards, and onwards to Cwmbran and Pontypool. This corridor has a frequent bus service, but journey times are unreliable due to congestion. The corridor lacks safe provision for cycling. Poor provision for buses, pedestrians and cyclists leads to high use of cars, even for short journeys. Across the city, over 70% of commuters travel by car, even though more than half of trips to work are under 3 miles.

Our proposals will give the communities along the Malpas Road corridor better travel choices, with new walking, cycling, wheeling and public transport infrastructure. The improvements will allow better journeys, with homes on either side of Malpas Road experiencing a better environment with less severance. It is expected that the usage of private cars for short journeys and vehicle kilometres travelled, will reduce.

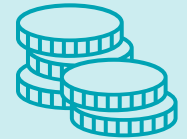
The community of Bettws will benefit from a better walking and cycling route and outbound bus lane along Bettws Lane towards Malpas Road. This will improve access to Newport High School.

Our development work will be followed by public consultation. Subject to the outcome of consultation, the full business case could be completed by 2026, to inform a decision by Welsh Government on how to proceed with scheme delivery and construction.

**2 years
(2027-28)**



**Welsh Government
£30 million**



We are also working with Newport City Council who are developing travel improvements along the Chepstow Road corridor, which connects the city centre to the Celtic Manor and International Convention Centre.



Cardiff-Newport Sustainable Transport Corridor

The A48 road links Cardiff and Newport city centres, just 15km apart. It connects numerous residential communities, major employment destinations, amenities such as parks and the Royal Gwent hospital.

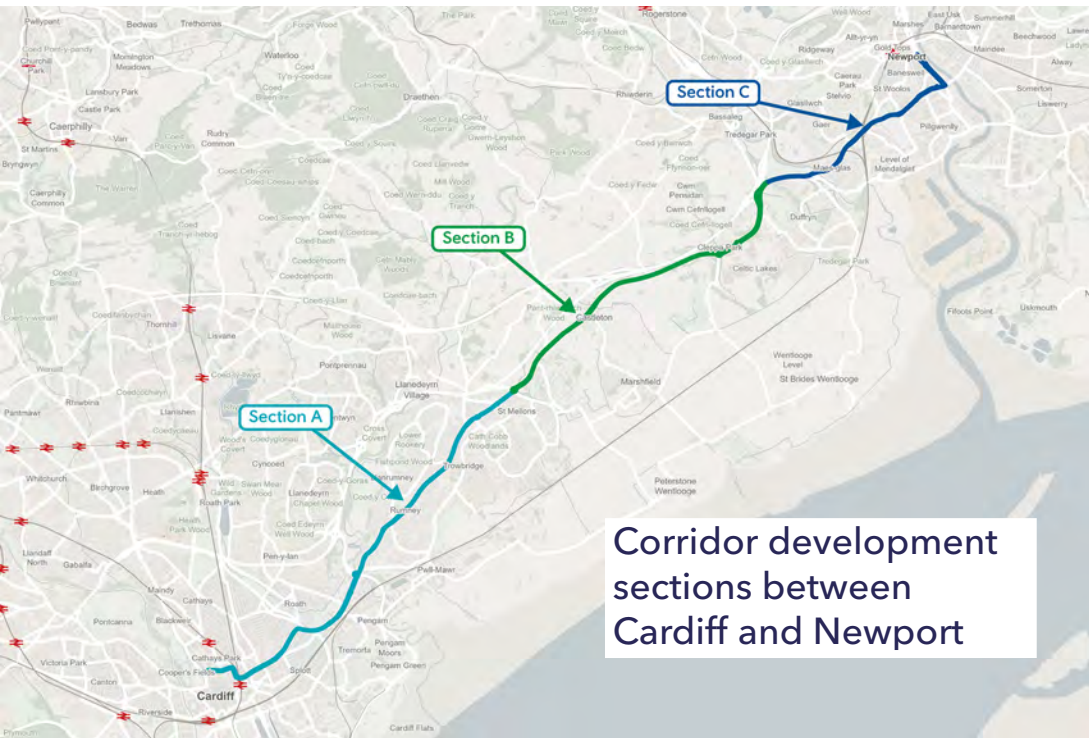
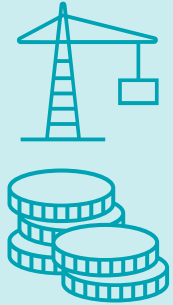
The route has huge opportunity for modern, more sustainable use through high quality active travel and public transport.

We have developed designs for the route to be an exemplar sustainable travel corridor, relieving traffic from the most popular trips on the M4 with:

- Dedicated lanes for buses
- A safe and attractive end-to-end segregated cycleway.
- Changes to junctions to improve safety and journey times.

**5 years
(2025-30)**

**Welsh Government
£335 million**



Corridor development sections between Cardiff and Newport



Current A48 corridor at Coedkernew, Newport (Section B)

Cardiff-Newport Sustainable Transport Corridor

Improvements would best be delivered in phases, to aid both construction and affordability.

A six-week public consultation was held in 2022 on design options for the centre section (section B in the map on [page 13](#)). In this section, the biggest current issue is the lack of safe cycling infrastructure. The consultation received over 1,700 responses with strong support for the cycling proposals. The walking and cycling components in this central section would be built first.

Improvements at the Cardiff and Newport ends of the corridor to remove delays to buses caused by congestion, and hence make bus journeys quicker and more reliable, would be delivered next. Our modelling suggests that these improvements would result in increased bus use.

As bus patronage rose, further bus infrastructure improvements in the central section could then follow to complete the end-to-end, comprehensive route.

The upgrades of the corridor infrastructure would transform it into an ideal route for a dedicated Bus Rapid Transit (BRT) service. This would have many of the advantages of a tram or light rail scheme, but at much lower construction cost.

It would mean high frequency, reliable services and high passenger capacity. There would be high-quality BRT vehicles, which would be fully accessible with level boarding; rapid contactless ticketing; real-time journey information; and attractive branding.

Proposed A48 corridor at Castleton (Newport) Section B phased approach for walking and cycling infrastructure (pre-consultation)



Proposed A48 corridor at Castleton (Newport) Section B phased approach for bus infrastructure (pre-consultation)



Cardiff-Newport Sustainable Transport Corridor

In the UK there are around 18 operational BRT services, however none of these operate in Wales. A BRT scheme on the Cardiff - Newport corridor would provide a template for similar schemes elsewhere in Wales, as part of Welsh Government's 'One Network, One Timetable, One Ticket' plans to significantly improve bus services.

Our development work shows that there is very good potential demand in the corridor, and a BRT service could eventually carry well over 12,000 people daily for their regular commuter, retail and social trips.

This high potential demand means that a "Gold" standard of service could be provided, with a bus at least every 10 minutes, and higher frequencies during busy travelling times. Buses would run from early in the morning until late at night. Services on local bus routes would be coordinated with the BRT service to easily link in wider areas of Cardiff and Newport.



Cardiff-Newport Sustainable Transport Corridor

National Cycle Network 88

Lord Burns recommended a significant upgrade of the NCN88 walking and cycling infrastructure. This route between Cardiff and Newport via the communities of Marshfield and Duffryn is mainly flat, and with a quieter more leisurely feel than the route along the A48.

The NCN88 passes through the Gwent Levels Site of Special Scientific Interest (SSSI) which includes watercourse habitats that are home to a wide range of plants and over 400 species of insects and invertebrates; some are protected species. We are working with Natural Resources Wales to ensure that the proposed changes to the route are consistent with Welsh Government's commitments in relation to biodiversity.

- New, straighter sections of cycling and walking infrastructure
- Greater separation from traffic for walkers, cyclists and equestrians
- Road safety improvements in Marshfield, including quiet lane treatments and changes to speed limits

The current route does not provide consistent cycleway and footway infrastructure; some sections are mixed with traffic and others are segregated, but unpaved and indirect.

Our proposals for the upgrade of this route will deliver an increase in cycling and walking trips by providing:

- A safe, smooth and consistent surfacing along its length

**2 years
(2025-27)**



**Welsh Government
£20 million cost**



- Lighting where environmental constraints allow, and features to enhance the importance of the Gwent Levels SSSI.

NCN88 improvements (before and proposed)



Severnside Sustainable Travel

We are working with Monmouthshire County Council (MCC) to develop the Burns Recommendation to improve access to Severn Tunnel Junction railway station by sustainable modes of transport.

Our current focus is new, safe and segregated walking and cycling routes which can attract these sustainable travel journeys to the station and better connect the neighbouring Severnside communities of Magor & Undy, Rogiet and Caldicot.

Levels of active travel are lower in Rogiet and Undy compared to Monmouthshire as a whole. At the same time, the proportion of residents in the local area who drive a car or van is higher than Monmouthshire as a whole (Census 2021).

The 2021 Census also indicated that Magor and Rogiet has a high proportion (64%) of working-age residents who are likely to travel regularly to commute and therefore would directly benefit from improved access to Caldicot and Severn Tunnel Junction railway station.

From the latest Severn Tunnel Junction station passenger survey, only 1% of users cycled to the station, whilst over 50% arrived by car.

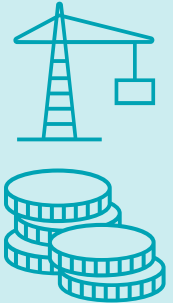
We are working with MCC to develop a three phased improvement to the Severnside active travel network:

- Phase 1: Rogiet to Undy route (public consultation complete)
- Phase 2: Rogiet to Severn Tunnel Junction station
- Phase 3: Caldicot to Severn Tunnel Junction station

While we continue to work with MCC on these active travel improvements, potential changes to highways and bus access to Severn Tunnel Junction are in abeyance. This is to allow time for MCC to discuss with Welsh Government their preference for reclassification of the M48 and a new M48 junction, rather than a smaller connection from Severn Tunnel Junction to the B4245.

**2 years
(2025-27)**

**Welsh Government
£9 million cost**



Behaviour Change

New infrastructure is not enough on its own to attract people to change their travel choices, so we have helped establish Momentwm, a behaviour change programme being delivered by Newport Live.

Momentwm provides led walks, cycle training and bike maintenance skills. The activities being delivered include:

- Adult cycle training - for people who have never ridden a bike and those who want to improve their skills.
- Fix your bike - free bike maintenance skills sessions to help people stay on top of common bike problems.

- Workplace travel planning and employer engagement - to encourage businesses to support employees who want to commute to work actively.

We also recognise that secure cycle storage facilities are needed to allow people to make journeys by bike without worrying about bike theft at their destination.

In 2022, we helped establish Spokesafe Newport and the Bike Lock Cardiff. These are the first secure cycle storage facilities within each city.

Use of both facilities has increased steadily. The Bike Lock won a Social Business Wales award in October 2023.



Our delivery timeline

2025

- Funding decision to build Newport Central Travel Improvements and NCN88
- Cardiff-Newport ([Section B and C](#)) and Malpas road Transport Corridor Improvements consultations*

* Cardiff-Newport Section A consultations and construction not shown, as being led by Cardiff Council

2026

- Complete detailed design for all five railway stations
- Funding decision to build Cardiff-Newport and Malpas Road Corridor Improvements
- Start construction of Queensway, Old Green, NCN88 and Severnside improvements
- Start construction of first and second railway station (sequence order to be confirmed)

2027

- Complete construction of Queensway , Old Green, NCN88 and Severnside improvements
- Complete construction of first and second railway stations (sequence order to be confirmed)
- Start construction of Cardiff-Newport ([Sections B and C](#)) and Malpas Road Corridor Improvements



2028

- Start construction of third and fourth railway stations (sequence order to be confirmed)
- Complete construction of Cardiff-Newport ([Section B](#)) and Malpas Road Corridor Improvements

2029

- Complete construction of third and fourth railway stations (sequence order to be confirmed)
- Complete construction of Cardiff-Newport ([Section C](#)) Corridor Improvements
- Start construction of fifth Burns railway station (sequence order to be confirmed)
- New train services start to all completed Burns railway stations

2030

- Complete construction of last railway station (sequence order to be confirmed)
- New train services serve all completed Burns railway stations

Delivery budget

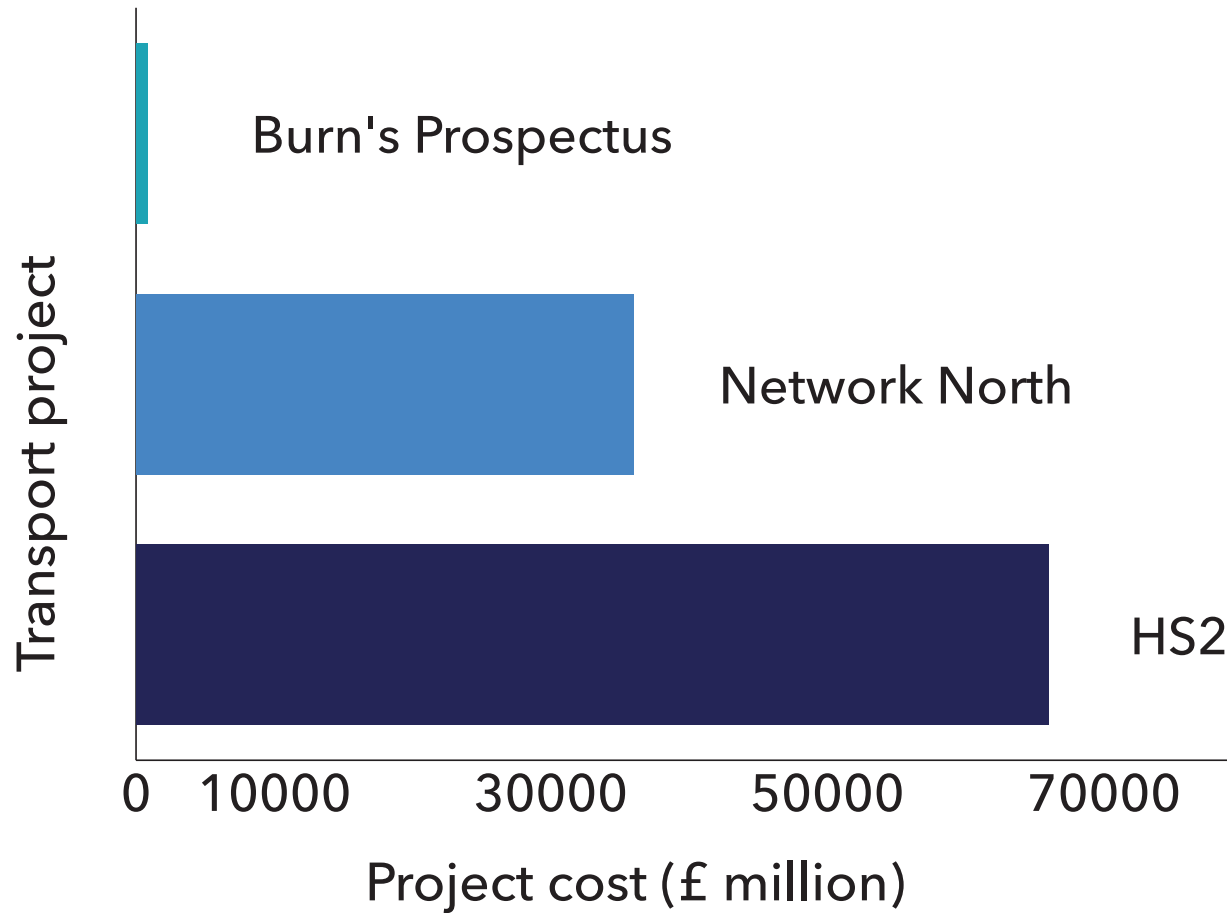
Although the exact funding requirement will be confirmed in full business cases, the delivery budget below sets out the expected delivery pipeline and consequently our current best assessment of the annual funding that will be required to deliver the projects.

UK Government funded	Construction	2025 spend	2026 spend	2027 spend	2028 spend	2029 spend	2030 spend	Total cost
South Wales Mainline Improvements		£50m	£61m	£85m	£81m	£74m	£34m	£385m
5 New Burns Stations	2025-2030	£28m	£39m	£79m	£81m	£74m	£34m	£335m
Network Rail Relief Line upgrades	2025-2027	£22m	£22m	£6m				£50m

Welsh Government funded	Construction	2025 spend	2026 spend	2027 spend	2028 spend	2029 spend	2030 spend	Total cost
Regional Travel Improvements		£22m	£58m	£127m	£130m	£71m	£17m	£425m
Newport Central Improvements	2025-2027	£2m	£12m	£17m				£31m
Malpas Road Corridor	2027-2028		£2m	£8m	£20m			£30m
Cardiff-Newport Corridor*	2025-2030	£12m	£32m	£93m	£110m	£71m	£17m	£335m
National Cycle Network 88 (NCN)	2025-2027	£5m	£8m	£7m				£20m
Sevenside Sustainable Travel	2025-2027	£3m	£4m	£2m				£9m

* This cost is consistent with the estimate made by SEWTC in 2020, but reflects a higher specification infrastructure option than costed by SEWTC.

Delivery costs in perspective



In the overall UK picture, for context and comparison,* all of these transformative projects can be realised with just over 1% of the cost of the High Speed 2 Phase 1 rail project, or 2% of the Network North projects

* Comparison made against the UK Parliament Public Accounts Committee report dated February 2024