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#### **AGENDA**

Committee ENVIRONMENTAL SCRUTINY COMMITTEE **Date and Time** WEDNESDAY, 8 FEBRUARY 2017, 10.00 AM of Meeting Venue LOWER HALL CITY HALL Membership Councillor Mitchell (Chair) Councillors Aubrey, Awan, Clark, Chris Davis, Hill-John, Jones and **Darren Williams** Time approx. Appointment of a Chairperson 10.00 1 am In the absence of the Chairperson of the Environmental Scrutiny Committee, the other members of the Environmental Scrutiny Committee will need to nominate a Chairperson to take charge of the meeting. 10.05 2 **Apologies for Absence** am To receive apologies for absence. **Declarations of Interest** 10.10 3 am To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct. 10.15 4 Cardiff West Transport Interchange - Consideration of Called In Cabinet Decision CAB/16/38; Report of the Director for City am Operations. (Pages 1 - 48)

- a) Principal Scrutiny Officer to explain the Call-in process to Members (10:15am to 10:20am).
- b) Councillor Neil McEvoy to explain the reasons for calling in this decision (10:20am to 10:25am).
- c) Members' questions and answer session (10:25am to 10:45am).
- d) Cllr Ramesh Patel, Cabinet Member for Transport, Planning & Sustainability and Councillor Graham Hinchey, Cabinet Member

for Corporate Services & Performance to give a statement and presentation in response to the reasons for calling in the decision. They will be supported by officers from the City Operations Directorate – (10:45am to 11:00am).

- e) Members' questions and answer session (11:00am to 11:20am).
- f) Mr Max Wallis will provide evidence and comment of the proposals on behalf of the Cardiff Cycling Campaign – (11:20am to 11:25am).
- g) Members' questions and answer session (11:25am to 11:35am).

# 5 Summing Up

11.35 am

- a) Councillor Neil McEvoy will be provided with the opportunity to sum up (11:35am to 11:40am).
- b) Members' questions and answer session (11:40am to 11:50am).
- c) Councillor Ramesh Patel, Councillor Graham Hinchey and officers from the City Operations Directorate will be provided with the opportunity to readdress the Committee on the matters raised during the meeting (11:50am to 11:55am).
- d) Members' questions and answer session (11:55am to 12:05pm).

## 6 Way Forward

12.05 pm

- Chair to seek Committee's views regarding whether to refer the matter to the Cabinet or not;
- Chair to seek Committee's views regarding what, if any, comments, observations or recommendations the Committee wish to send to the Cabinet.

#### 7 Date of next meeting

The next meeting of the Environmental Scrutiny Committee is scheduled for 14<sup>th</sup> February at 4.30pm in CR4, County Hall, Cardiff.

#### **Davina Fiore**

### **Director Governance & Legal Services**

Date: Thursday, 2 February 2017

Contact: Graham Porter, 029 2087 3401, g.porter@cardiff.gov.uk

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg

# CITY & COUNTY OF CARDIFF DINAS A SIR CAERDYDD

#### **ENVIRONMENTAL SCRUTINY COMMITTEE**

**08 FEBRUARY 2017** 

# CARDIFF WEST TRANSPORT INTERCHANGE – CONSIDERATION OF CALLED – IN CABINET DECISION CAB/16/38

#### **Background**

- 1. The Council's Constitution makes provision for a Call-In Procedure which provides that any non-Cabinet Member may call-in a decision of which notice has been given, by giving notice in writing to the Operational Manager of Scrutiny Services within the Call-In Period (within seven clear working days after publication of the decision). The Operational Manager shall then notify the Cabinet Business Office and call a meeting of the relevant Scrutiny Committee, where possible after consultation with the Chairperson of the Committee, and in any case within five clear working days of the decision to call-in.
- Cabinet Decisions, for purposes of the Call-In Procedure, are those made by the Cabinet, a Committee of the Cabinet, the Leader, a Cabinet Member, the Chief Executive or a Corporate Director (or other post holder/s within the same tier of management or responsibility).
- 3. During the Call-In period after the Cabinet meeting of the 15 December 2016 a non-executive councillor submitted a request to call-in the decision on the item titled 'Cardiff West Transport Interchange'. The report sought approval to proceed with the development of an Integrated Transport Hub on the site of the former Waungron Road Recycling Depot.

- 4. The Cabinet Decision CAB/16/38 made on 15 December 2016, published on the 16 December 2016 and with a proposed implementation date of 29 December 2016, resolved that:
  - The proposed Western Transport Interchange development be approved;
  - Authority be delegated to the Director of City Operations in consultation with the Cabinet Member for Finance, Cabinet Member for Transport, Planning & Sustainability, the Council's 151 Officer and the Director of Law and Governance to deal with all aspects of the procurement of the Works for the Western Interchange Development as set out in this report, up to and including the award of the contract;
  - The transfer of Indicative Capital Programme allocation from Bus Corridor improvements to the Cardiff West Interchange Scheme be approved.
- 5. The reason provided in the Register of Cabinet Decisions for taking this Decision was:
  - "To enable the development of Western Transport Interchange to proceed".
- 6. A copy of the relevant section of the Register of Cabinet Decisions, setting out the decision and reasons for this decision, is attached as **Appendix 1.**
- 7. Attached as **Appendix 2** is the report to the Cabinet Business Meeting of 15 December 2016. **Appendix 2** itself contains three appendices, which are:
  - Appendix A Location Plan of the Western Transport Interchange;
  - Appendix B General Arrangement Drawing CO167017 2;
  - Appendix C Bus Network Opportunities for Cardiff West Interchange.
- 8. In addition to the appendices quoted above, the Cabinet Report refers to five Background Papers. These are noted below and can be referenced through the

supporting hyperlinks. The document titled "Waun Gron Modelling – Two Way Bus Hub Modelling" has been attached to this report as **Appendix 3**:

- "Transforming the Bus Network, Cardiff Bus Network Study", 6<sup>th</sup>
   November 2014, by Arup for Cardiff Council in Conjunction with Cardiff Bus
   (Local Development Plan Examination Document Library Reference ED026) –
   <a href="https://www.cardiff.gov.uk/ENG/resident/Planning/Local-Development-Plan/Examination/Examination-Documents/ED026%20Cardiff%20Bus%20Network%20StudyFinal%20RV 19%2011%2014.pdf">https://www.cardiff.gov.uk/ENG/resident/Planning/Local-Development-Plan/Examination/Examination-Documents/Documents/ED026%20Cardiff%20Bus%20Network%20StudyFinal%20RV 19%2011%2014.pdf</a>;
- "Background Technical Paper No.6, Infrastructure Plan", updated
  November 2014 (Local Development Plan Examination Document Library
  Reference ED009.11) <a href="https://www.cardiff.gov.uk/ENG/resident/Planning/Local-Development-Plan/Examination-Examination-Documents/ED009.11%20Cardiff%20LDP%20Infrastructure%20Plan%20%28November%202014%29.pdf">https://www.cardiff.gov.uk/ENG/resident/Planning/Local-Development-Plan/Examination-Documents/ED009.11%20Cardiff%20LDP%20Infrastructure%20Plan%20%28November%202014%29.pdf</a>;
- "Cardiff Infrastructure Plan", September 2016 (Community Infrastructure
  Levy supporting documents, Reference CIL009)
  <a href="https://www.cardiff.gov.uk/ENG/resident/Planning/CIL/SupportingDocs/Documents/CIL009%20%20Cardiff%20Infrastructure%20Plan%20-%20%288th%20September%202016%29.pdf">https://www.cardiff.gov.uk/ENG/resident/Planning/CIL/SupportingDocs/Documents/CIL009%20%20Cardiff%20Infrastructure%20Plan%20-%20%288th%20September%202016%29.pdf</a>;
- "Waun Gron Modelling Two Way Bus Hub Modelling", update v2, by Aecom dated July 2016 – attached to this report as Appendix 3.
- 9. A non-executive councillor has requested that this decision is called-in for Scrutiny Committee consideration. The text of the call-in request is attached at **Appendix 4**. In summary, the Member's main reasons given for the call-in are:

- a. Financial including the cost of the Scheme, the elements of the costing, the calculation of running costs, and the source of funding chosen for the scheme:
- b. Traffic Flow & Modelling concerns about issues covered in AECOM's Modelling Report provided as a background paper in the Cabinet Report (and attached to this report at Appendix 3), including:
  - i. The capacity of the proposed Transport Interchange
  - ii. The impact of the proposals on bus journey times;
  - iii. Their impact on congestion and queuing for other traffic;
  - iv. The ripple effect on traffic in the rest of the area of changing signal times to keep bus delays to less than 8 minutes;
  - v. The additional impact of new housing proposals in north west Cardiff under the LDP on traffic times;
- c. Parking whether the proposal would impact on parking capacity in the area;
- d. Transport & Connectivity querying the impact of the proposal on the development of rapid transport bus corridors and integrated ticketing;
- e. **Health & Safety Concerns** for the safety of bus passengers, cyclists and car drivers; and
- f. Cycling Issues the principle of placing cyclists on shared pavements, and the placement of cycle stands in the middle of the triangle.
- 10. The Environmental Scrutiny Committee terms of reference were last agreed by Full Council on 30 June 2016. The terms of reference cover the areas relevant to the development of the Cardiff West Transport Interchange. The full terms of reference for the Environmental Scrutiny Committee is attached to this report as **Appendix 5**.

- 11. The role of Scrutiny Committees calling-in a decision is:
  - To test the merits of the decision;
  - To consider the process by which the decision has been formulated;
  - To make recommendations (to support the decision, change aspects of the decision or to invite the decision making body to reconsider);
  - To suggest further steps before a decision is made.

#### **Scope of Scrutiny**

- 12. The Committee, therefore, needs to consider this call-In in accordance with the requirements of the Call-In Procedure. The scope of this scrutiny is limited to exploring the reasons for the call-in listed summarised in paragraph 9 above, and appended in full at **Appendix 4**.
- 13. It is important that Members focus their questions directly on the decision taken by Cabinet on 15 December 2016. Should questions be evaluated as probing decisions not within the remit of the call-in then the Chair will deem it necessary to disallow the line of inquiry.
- 14. Under the Call-In Procedure, the relevant Scrutiny Committee may consider the called-in decision itself, or decide to refer the issue to the Council for Scrutiny if the matter is of general significance and importance to the Council as a whole. A Council meeting to consider this issue must take place within 10 clear working days of such a referral, unless otherwise agreed between the Leader and the Chairperson of the relevant Scrutiny Committee.
- 15. If the Scrutiny Committee chooses to consider the Decision, it may refer the Decision back to the decision maker for reconsideration, setting out in writing the nature of its concerns. The decision maker shall then reconsider the matter before adopting a final decision, arranging for the decision to be changed to reflect points made by the Scrutiny Committee, or formally deferring the matter for further consideration. The

- relevant Scrutiny Committee or Council as appropriate will be advised of the outcome at its next meeting.
- 16. If following a call-In, the matter is not referred back to the decision maker, the decision shall take effect on the date of the relevant Scrutiny Committee or Council meeting which considers the issue, or the expiry of the Scrutiny Period or the Council Scrutiny Period as appropriate, whichever is the later.
- 17. In order to undertake its task the Committee will have the opportunity consider statements from the following witnesses:
  - Mr Max Wallis on behalf of the Cardiff Cycling Campaign.
- 18. If any written statements are provided for the meeting then a section has been allocated within the agenda for their consideration.

### **Legal Implications**

19. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

# **Financial Implications**

20. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

#### **RECOMMENDATION**

The Committee is recommended to consider Cabinet Decision CAB/16/38 in accordance with the Call-In Procedure.

DAVINA FIORE
Director of Governance & Legal Services
2 February 2017



# Appendix 1

Decision No.	Minute No.	Decision	Reason	Consultation Undertaken		Dates		Responsibility for implemen- tation after date shown
Page 9	Min No 64	Cardiff West Transport Interchange  RESOLVED: that  1. the proposed Western Transport Interchange development be approved; and  2. authority be delated to the Director of City Operations in consultation with the Cabinet Member for Finance, Cabinet Member for Transport, Planning and Sustainability, the Council's s151 Officer and the Director of Law and Governance to deal with all aspects of the procurement of the Works for the Western Interchange Development as set out in this report, up to and including the award of the contract.  3. the transfer of Indicative Capital Programme allocation from Bus Corridor improvements to the Cardiff West Interchange Scheme be approved.	To enable the development of Western Transport interchange to proceed.		15 Dec 2016	16 Dec 2016	29 December 2016	Andrew Gregory, Director

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# CYNGOR DINAS CAERDYDD CITY OF CARDIFF COUNCIL

**CABINET: 15 DECEMBER 2016** 



# CARDIFF WEST TRANSPORT INTERCHANGE REPORT OF DIRECTOR CITY OPERATIONS

**AGENDA ITEM: 9** 

# PORTFOLIO: TRANSPORT, PLANNING AND SUSTAINABILITY (COUNCILLOR RAMESH PATEL)

#### **Reason for this Report**

 To seek approval to proceed with the development (which has Planning Consent) of an Integrated Transport Hub on the site of the former Waungron Road Recycling Depot.

# **Background**

- 2. The Cardiff Bus Network Study (see background paper 1) identified shortcomings in the current Cardiff local bus network, in that current local bus and rail networks are mainly radial from the City Centre in nature which limits opportunities to make orbital cross city journeys by bus. The study reviewed the existing infrastructure and analysed the levels of congestion and accessibility using sophisticated modelling techniques. It compared the infrastructure and services in Cardiff with best practice examples in Edinburgh (Note: 37.5% of journeys to work were by bus or coach in Edinburgh in 2011 compared to 13.3% in Cardiff), Tyne and Wear, Merseyside, Hull, Nottingham, Oxford, Brighton, Reading, Bristol, Dublin (Ireland), Geneva (Switzerland), Bremen (Germany) and Valence (France). Many of the exemplar cities operate a high proportion of core services as cross-city routes, with designated high quality interchange hubs on the periphery of the city centre and a small but high quality central bus station. The cities tend to operate with a mix of stopping and express services, on radial and orbital routes, and extended and consistent operating hours and service frequencies across the network.
- 3. The study suggested that the location of the former Civic Amenity site at Waungron Rd/Western Ave is ideally placed to facilitate modal interchange from radial routes from Western Cardiff at the adjacent Waungron Park rail station, and orbital bus journeys via Western Avenue and University Hospital Wales (UHW). The location plan is provided in Appendix A and the general arrangement is provided in Appendix B. The Western Transport Interchange has the potential to provide a highly

accessible interchange reachable from all parts of the city via the following routes:

- North West Cardiff City Centre East Cardiff;
- City Line Rail Services from Radyr to Central Station; and
- West Cardiff City Centre East Cardiff.
- 4. The study identified a need to ensure that the bus network is flexible such that it can be expanded to serve new development sites within Cardiff, in particular the proposed housing developments in the north-west and north-east of Cardiff as set out in the deposit Local Development Plan (LDP). There is significant opportunity to use developer contributions to pump prime these bus service expansions and the transport interchange at Waungron will contribute towards achieving services that can be operated on a commercial basis.
- 5. The study suggests how bus journey times and reliability could be significantly improved. The principles discussed in the report show how the use of an interchange facility can increase service frequency, create more reliable journeys and minimise transfer time by redesigning the operations of existing services without the need to add new services. Therefore, the study confirms that there is significant potential to grow bus patronage by creating a more efficient bus network through investment in infrastructure that provides operators the confidence to invest and improve their bus services, providing a wider choice of destinations and making them an attractive and reliable alternative to travelling by private car. The benefits will be further accentuated by future plans for integrated ticketing in the region.
- 6. Pedestrian and toucan crossing improvements will also be provided as part of the highway works surrounding the site to improve the attractiveness of key walking and cycling routes in the area.
- 7. The application for planning permission for the Western Transport Interchange has been approved, the road created will be adopted highway. Associated Traffic Regulation Orders (subject to the Council following due procedure as set out in the Act and the regulations) will restrict vehicle access to public service vehicles and vehicles needed for essential maintenance.

#### **Issues**

- 8. The Local Transport Plan (LTP) prioritises interventions which facilitate easy interchange between transport modes and services to improve access for all to employment opportunities, services, health care, tourism and leisure facilities. Investment is required in infrastructure to facilitate the introduction of new services and local interchanges in order to extend the range of destinations which can be reached by public transport and thus extend travel choices.
- 9. The Local Development Plan has a target of 50% of all trips on the network to be made by sustainable modes. Significant improvements in

the quality and attractiveness of sustainable travel choices are needed to facilitate the trips generated by the development sites in North West Cardiff, which will comprise 5000 housing units. The Cardiff Capital Region Metro study in 2013 (see background paper 2) identified the Cardiff north-west corridor as the highest priority of the project, encompassing new routes and stations to facilitate the expansion of Cardiff from Cardiff Bay to Rhondda Cynon Taf via Creigiau to support redevelopment and help alleviate congestion on the strategic highway network in the region. The Western Transport Interchange was not identified as a scheme in the Metro project. However, it provides an early opportunity to help facilitate development growth in the corridor and provide complementary measures that will enhance the effectiveness of any future Metro public transport improvements.

- 10. The Cardiff Infrastructure Plan (see background papers 3 and 4) identifies transport hubs as providing interchange facilities for several modes of transport at one location and opportunity to link services with Park and Ride (see Appendix C: Bus Network Opportunities for Cardiff West Interchange). Benefits include improved accessibility for commuters and an associated decrease in journey times for trips incorporating more than one mode of transport. Users will benefit from an increased choice of destinations and convenience by being able to travel on cross-city services that are not currently available and providing alternatives for those travelling into Cardiff from the Region. Hubs can also offer benefits for transport operators in terms of co-ordinating service timings. Transport hubs were identified as an infrastructure requirement to be brought forward in the early stages of the Plan's period to facilitate development. The Western Interchange together with the Cardiff Central Integrated Transport Hub will provide an early opportunity to achieve this.
- 11. The development of the Western Interchange will facilitate better public transport links from the North West corridor to areas of growing employment (Cardiff Bay, redeveloped Central Square, UHW, Cardiff Gate), health care (UHW, Llandough Hospital), and education (Cardiff University, Cardiff Met, USW). It will also facilitate regional links via the local and national rail network accessed via the adjacent Waungron Park station.
- 12. Micro-simulation modelling of the surrounding highway network with the junction improvements needed to provide the access for the Western Transport Interchange has been undertaken (see background paper 5). Following consultation with bus operators, the design was subsequently changed to provide 4 stands rather than the 5 included in the modelling work which included scenarios of up to 53 buses per hour. The modelling suggests that there will not be any significant additional congestion on the network with up to 40 buses per hour using the site. This level of service would equate to approximately 6 minutes between buses for each of the four stands (similar to service levels at Talbot Green in Rhondda Cynon Taf which also operates with 4 stands).

- 13. The initial budgeted estimate of the cost of the scheme included in the 2016/17 capital programme was £500,000, however this related solely to the works within the site curtilage. Improvements to pedestrian and cycle access and telematics works needed to enable the site to operate efficiently for buses by integrating with existing signalised junctions, together with issues to do with site topography, unforeseen land remediation works related to the site's former use and the necessity of providing some retaining measures to the adjoining Network Rail embankment have meant that the current estimate is now £1.7m (subject to soil contamination report outcome and tender). A soil contamination report has been prepared which confirms the mitigation measures that will be required. The cost estimate will be reviewed from the information in the report.
- 14. The works will also include remediation of the surplus land on the site and facilitate the access required for any development that might take place on it in the future.
- 15. Given the extended scope of the scheme, as outlined in paragraph 13 above, it is proposed that the future Bus Corridor Improvements budget in the Councils Indicative Capital Programme is used to fund this scheme. Future proposed bus corridor improvement schemes would be funded either from drawing down from the Parking Reserve, if resources permit, or by bidding for additional resources such as specific WG grant bids.
- 16. Using the Department for Transport WebTAG appraisal guidance, it is estimated that the improvement will generate a conservatively estimated economic benefit of £1.8 million to users of the interchange over the next 30 years. This estimate does not account for the wider benefits associated with facilitating growth, improving the journey time and reliability of bus services, and encouraging mode shift to sustainable modes of travel. There are also additional benefits of interchange with the Waungron Rail Station enabling improved access to travel regionally. Therefore, the overall economic benefits are likely to be significantly higher than the benefits to the users of the interchange.
- 17. The 2015 Ask Cardiff survey results show that 66% of respondents considered bus improvements were a priority.
- 18. The key timescales for delivery are as follows:
  - Planning Permission –Consent obtained November 2016;
  - Review Soil Contamination Report November 2016;
  - Prepare Traffic Regulation Orders (TRO's) December 2016;
  - Issue Invitation to Tender December 2016;
  - Construction Start (16 Week Construction Period) February 2017;
  - Sealed TRO's (subject to consultation) May 2017; and
  - Construction End June 2017.

#### **Local Member consultation**

19. Consultation is proceeding through the planning process.

#### Reason for Recommendations

20. To enable the development of Western Transport interchange to proceed.

# Financial Implications

- 21. As a result of the extended scope of the proposed scheme, the report identifies a significant increase in estimated expenditure of £1.2m between the initial estimate of £500,000 and the current projection of £1.7m. The report identifies the factors behind this increase to be the result of cycle and pedestrian access improvements, integration of telematics within the wider immediate network, site topography, land remediation work and retaining measures required for the Network rail embankment.
- 22. The report refers to the projected cost of £1.7m being subject to the soil contamination report outcome and the tender for the work. A risk remains therefore that the projected cost of £1.7m could further increase, however, budget contingencies and strong project and contract management should be put in place to manage any such potential variations.
- 23. In the absence of any external funding towards the facility, a budget needs to be in place before any award of contract. The proposed funding for this scheme is the bringing forward of alternative City Operations Capital Programme schemes over a four year period. This relates to Bus Corridor improvement budgets which are currently £335,000 p.a. in the Council's Indicative Capital programme. This will mean that future proposed bus corridor improvement schemes in the medium term would need to be funded either from the parking reserve, subject to adequate resources being available in the reserve, or other external resources such as WG grant bids.
- 24. A further element of funding for the Transport Interchange is the disposal towards the costs of developing the Interchange. Whilst strategic estates advice is that any disposal is realistic, this funding is not confirmed in either its timing or its amount.
- 25. The operating costs of the facility are not identified in the report but as this will be an unmanned facility the Directorate do not consider that these will be significant. Any ongoing maintenance and any future operating costs will need to be funded by the Directorate from within existing resources

#### **Legal Implications**

- 26. The recommendation within the report seeks authority to carry out a procurement for a Works contract with an estimated value of £1.7 million, with authority delegated to the Director of City Operations.
- 27. Given the estimated value of the contract falls below the EU Procurement not apply. That said, the proposal is still subject to the EU Treaty Principles of (amongst other things) equal treatment, non-discrimination openness and transparency and the Council's Contract Standing Orders and Procedure Rules. To this end, Legal Services are instructed a competitive tender process will be carried out and legal advice should be sought on the proposals and form of contract. It is understood that a separate report will be prepared in line with the delegation set out in recommendation 2.
- 28. In respect of the future arrangements, along with procurement and contract law implications detailed advice should be sought as to whether the same raise any property and planning law issues.
- 29. It is noted the body of the report refers to proposals to make traffic regulation orders. It must be appreciated the Council must comply with the procedure set out in the Act and the regulations and cannot guarantee the orders will be made. The making of any traffic regulation order is dependent upon, amongst other things, the outcome of the statutory consultation process.

#### **Equalities/Public Sector Duties**

- 30. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age,(b) Gender reassignment(c) Sex (d) Race including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h)Sexual orientation (i)Religion or belief including lack of belief.
- 31. The decision maker must be satisfied that the proposal is within the Policy and Budget framework of the Council.

#### **RECOMMENDATIONS**

It is recommended that Cabinet:

- 1. Approve the proposed Western Transport Interchange development; and
- Delegate authority to the Director of City Operations in consultation with the Cabinet Member for Finance, Cabinet Member for Transport, Planning and Sustainability, the Council's s151 Officer and the Director

of Law and Governance to deal with all aspects of the procurement of the Works for the Western Interchange Development as set out in this report, up to and including the award of the contract.

3. Approve the transfer of Indicative Capital Programme allocation from Bus Corridor improvements to the Cardiff West Interchange Scheme.

# ANDREW GREGORY Director 9 December 2016

The following appendices are attached:

Appendix A: Location Plan of the Western Transport Interchange

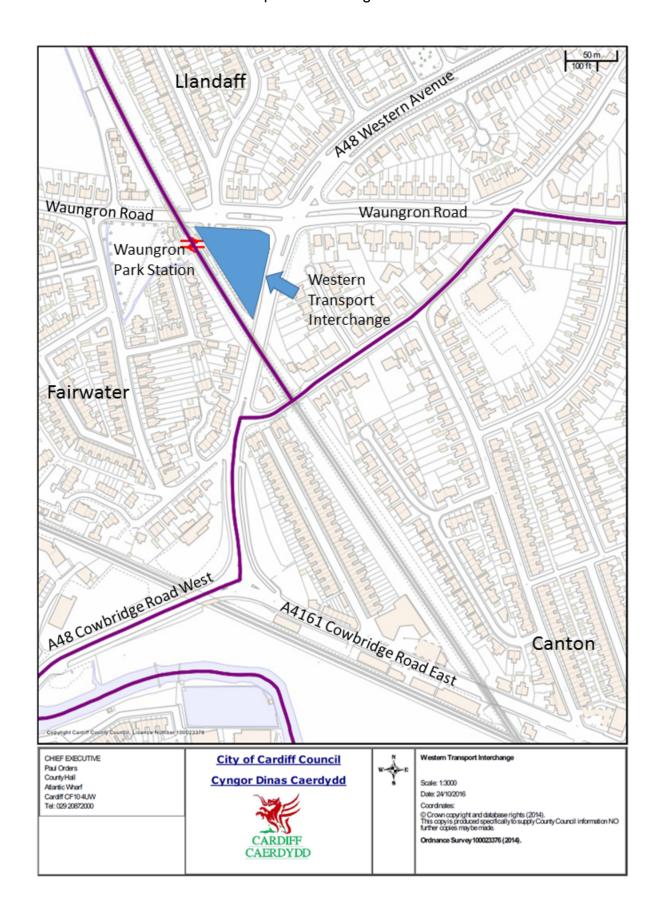
Appendix B: General Arrangement Drawings CO16017-2 and CO16017-3.

Appendix C: Bus Network Opportunities for Cardiff West Interchange.

The following background papers have been taken into account:

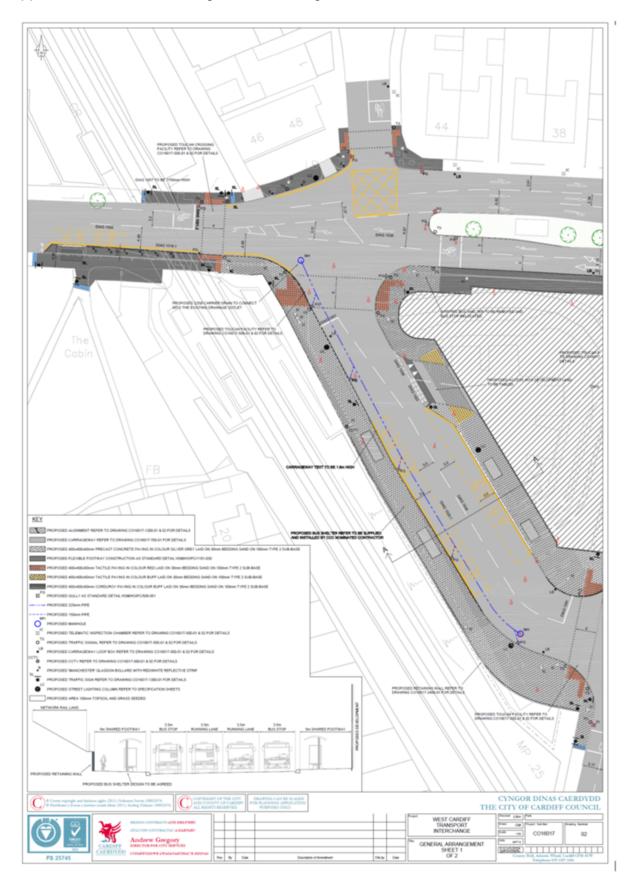
- 1. "Transforming the Bus Network, Cardiff Bus Network Study", 6<sup>th</sup> November 2014, by Arup for Cardiff Council in Conjunction with Cardiff Bus (Local Development Plan Examination Document Library Reference ED026).
- 2. "Report to the Minister for Economy, Science and Transport, A Cardiff Capital Region Metro: Impact Study", October 2013.
- 3. "Background Technical Paper No.6, Infrastructure Plan", updated November 2014 (Local Development Plan Examination Document Library Reference ED009.11).
- 4. "Cardiff Infrastructure Plan", September 2016 (Community Infrastructure Levy supporting documents, Reference CIL009).
- 5. "Waun Gron Modelling Two Way Bus Hub Modelling", update v2, by Aecom dated July 2016.

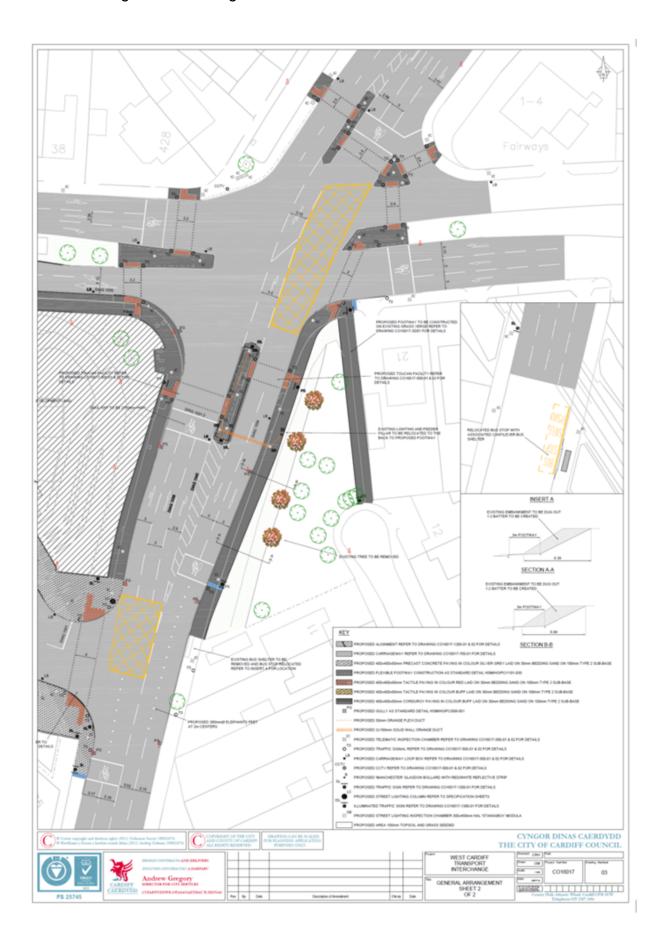


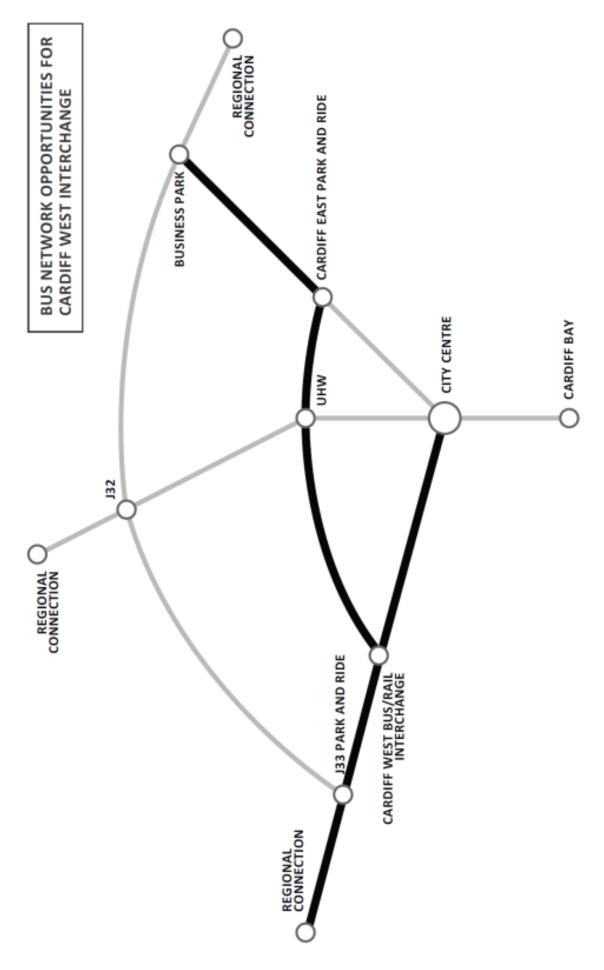




Appendix B: General Arrangement Drawing CO167017-2







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### **Technical Note**

Project:	Cardiff City Centre Transportation	Job No:	60197354
Subject:	Waun Gron Modelling – Two Way Bus	Hub Modelling Update V2	
Prepared by:	Shawn Harrison	Date:	07/07/2016
Checked by:	James Gait	Date:	08/07/2016
Approved by:	George Lunt	Date:	08/07/2016

#### 1. Introduction

AECOM was approached by Cardiff Council to undertake a modeling assessment of the latest highway and development proposals at the Waun Gron Road household waste and re-cycling centre.

Current proposals for the site include private development and bus interchange facilities which will directly help deliver the Cardiff Local Development Plan (LDP) 2006 – 2026. The plan is to create a key bus interchange next to the Waun Gron Park station and move towards achieving the goal of having a 50:50 split of people using sustainable modes of travel as set out in the LDP, 'Deposit Plan, Section 4, KP8 Sustainable Transport'.

The principal area of concern is the potential impact of proposed signalised bus interchange access and egress points on key junctions in the study area, in particular the A48 Western Avenue / Waun Gron Road junction, and the impact of possible development traffic.

#### AECOM's work to date includes:

Title	Description			
Waun Gron Option Feasibility Assessment 20.04.2015	Engineering assessment of three potential bus hub options.			
Waun Gron Modelling ECR_Issue	Waun Gron Existing Conditions Report (ECR) providing a detailed traffic review of the 'core area'.			
Waun Gron Modelling - LMVR	Local Model Validation Report (LMVR) which sets out the construction of AM and PM base VISSIM models and the level of calibration and validation achieved.			
Powerpoint Presentation (Preliminary Results)	Initial modelling results, outlining the potential highway impacts of the initial two way circulatory bus hub design. Presented to Cardiff Council on 15/09/15.			
Feasibility Modelling Assessment (Nov 15) 'Waun Gron Modelling - Option Modelling Report'	AM and PM peak modeling of a two way circulatory bus hub under increased bus flow scenarios.			

Following the November 2015 feasibility modelling the bus hub scheme was further developed by Cardiff Council with refinements to the layout of the bus hub, development area and signalised junctions. A meeting was held between AECOM and Cardiff Council to discuss the new design and the requirement for updated VISSIM modelling of the latest design proposals.

The remainder of this technical note acts as an addendum to the feasibility modelling assessment and provides an updated model specification and results that reflect the latest bus hub design.



#### 2. Summary Conclusions

A summary of the key conclusions arising from the modeling of the updated bus hub are:

- In the AM peak period, the two way bus hub and surrounding highway network operates without significant additional congestion with 39 bus services per hour using the bus hub (20 existing services and an additional 19 buses per hour diverted from Cowbridge Road East/West
- In the PM peak period, the two way bus hub and surrounding highway network operates without significant additional congestion with 40 bus services per hour (20 existing services and an additional 20 buses per hour diverted from Cowbridge Road East/West
- The operation was assessed with a greater number of bus services diverting from Cowbridge Road, and whilst the operation of the bus hub and it's junctions with the highway network were maintained, notable additional delays were indicated on St Fagans Road in the AM peak and the A48 Northbound and Cowbridge Road East and West in the PM peak.
- In both the AM and PM periods, modelling indicates peak hour queuing southbound on Fairwater Grove. The increased delay is associated with the new signalised junction between Fairwater Grove, Waun Gron Road and the bus hub, and signal timings which were optimised to mitigate the impact of the bus hub on the A48 Western Avenue and Waun Gron Road.
- The modelling assessment has not considered in detail the internal operation and capacity of the interchange.

#### 3. Two Way Circulatory Bus Hub Layout

**Figure 1** illustrates the latest two way bus hub layout on which the modelling assessment detailed in this technical note was undertaken.



Figure 1 - Two Way Circulatory Bus Hub

#### 4. Two Way Circulatory Bus Hub Modelling updates:

AM and PM peak VISSIM models were updated to reflect the latest bus hub design as detailed below:

- VISSIM network updated to replicate the new design, including relocation of signal heads, bus stops, pedestrian crossings and development access arrangements.
- VISSIM and LinSig phase intergreens recalculated to reflect the updated design and location of on street signal heads. (10s -Waun Gron Ped, 17s -Bus hub/Waun Gron Rd, 18s -Bus Hub/A48)
- Pedestrian crossings across the South and North of the bus hub are assumed to be called every cycle to replicate a worst case scenario in both peak hours.
- The new design also features 10 undercroft parking spaces within the development; for the
  purpose of this assessment it is assumed that in the AM and PM peak hours each parking space
  is utilised three times during each peak hour resulting in traffic flows of 30 vehicles per hour in
  and out of the development area.

A preliminary LinSig model was developed with updated intergreens at all junctions and updated staging on the A48/Bus hub junction. This was used to provide indicative signal timings which were entered into VISSIM and visually optimised to ensure there is minimal wasted green time.

#### 5. Modelling Scenarios

General traffic is unchanged from the base models except for access and egress from the proposed bus hub development where 30 vph were allocated to movements in and out of the bus hub.

Bus demand scenarios are retained from previous feasibility modelling. Bus 'stress test' scenarios in which the number of bus services diverted in to the bus hub are incrementally increased to assess the operation of the surrounding highway network. Scenario 2 and 3 below were seen to provide sufficient bus demand in the AM and PM peaks respectively after which any additional bus demand caused the network to 'breakdown'.

Table 1 - Bus Service Routing Scenarios

Scenario	Description	AM Buses Per Hour	PM Buses Per Hour
2	Scenario 1 + Service 17/18 diverted from Cowbridge Road East/West	39	40
3	Scenario 2 + Service X1 & X2 diverted from Cowbridge Road East/West	51	53

A full list of bus routeing assumptions within each scenario is included in the 'Waun Gron Modelling - Option Modelling Report'.

The latest Waun Gron bus hub layout in **Figure 1** has been initially assessed with' Scenario 2' bus demand in both the AM and PM peaks, and if this is seen to operate effectively 'Scenario 3' demand also.



#### 6. Updated Two Way Hub Option Results

#### 5.1 Average Speeds - AM Peak

Average modelled speeds of all vehicles in the Base and Scenario 2 (39 buses) AM peak models are indicated in **Figure 2** and **Figure 3** below. Pink indicates an average speed of below 5mph, whilst yellow/green indicates near free flowing speeds.

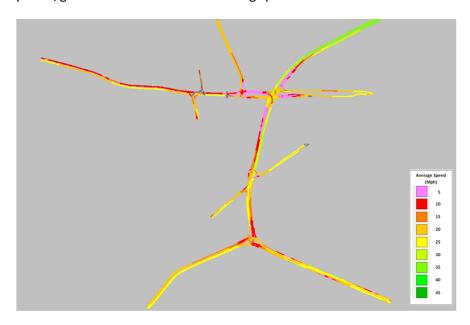


Figure 2 - Average Speeds - Base - AM Peak Hour

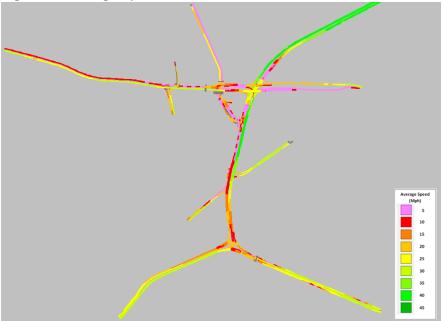


Figure 3 - Average Speeds - Scenario 2 (39 buses) - AM Peak Hour

**Figure 3** indicates that in Scenario 2 average speeds on the A48 Western Avenue and Cowbridge Road corridors are maintained at speeds near those recorded in the base situation.



Average speeds on Fairwater Grove and Waun Gron Road westbound approach to the A48 decrease with the bus hub in place as the signals have been optimised to ensure St Fagans Road Eastbound continues to operate without additional congestion.

Peak hour queuing occurs southbound on Fairwater Grove with over 100 vehicles not entering the model due to congestion. The increased queueing is associated with the new signalised junction between Fairwater Grove, Waun Gron Road and the bus hub, and signal timings which were optimised to mitigate the impact of the bus hub on the A48 Western Avenue and Waun Gron Road. The 'trade off' of increasing the amount of green time on Fairwater Grove approach directly impacts on the level of congestion, and the number of cars not entering the model, from St Fagans Road.

In AM peak scenarios with more than 39 buses per hour (Scenarios 3), the average speed of vehicles on the Cowbridge Road West approach to Ely bridge roundabout fall below 10 mph. St Fagans Road Eastbound also falls below 5 mph with queues extending off the modelled network.

#### 5.2 Average Speeds - PM Peak

Average modelled speeds of all vehicles in the Base and Scenario 2 (40 buses) PM peak models are indicated in Figure 4 and Figure 5 below

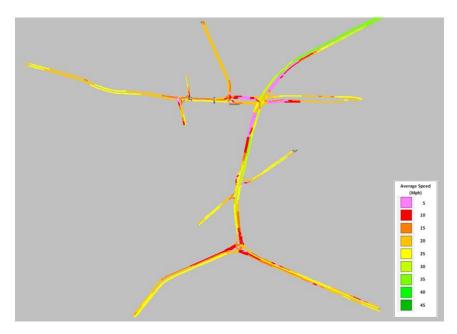


Figure 4 - Average Speeds - Base - PM Peak Hour



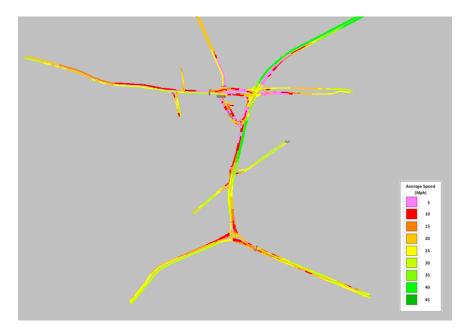


Figure 5 - Average Speeds - Scenario 2 (40 buses) - PM Peak Hour

**Figure 5** indicates that average speeds on the A48 Western Avenue and Cowbridge Road corridors are maintained at speeds near those recorded in the base situation. Average speeds on Fairwater Grove decrease on the approach to the new signalised junction.

Average speeds on the Waun Gron Road westbound approach to the A48 decrease with the bus hub in place.

In modelled PM peak scenarios with bus volumes above 40 buses per hour (Scenarios 3) the average speed of vehicles on the Cowbridge Road West approach to Ely bridge roundabout fall to below 10 mph with peak hour delays extending off the modelled network.

#### 5.3 General Traffic Journey Times

AM and PM peak, base and two way hub modelled journey time comparisons (over the routes indicated in **Figure 6**), are shown in **Table 2** and **Table 3**.

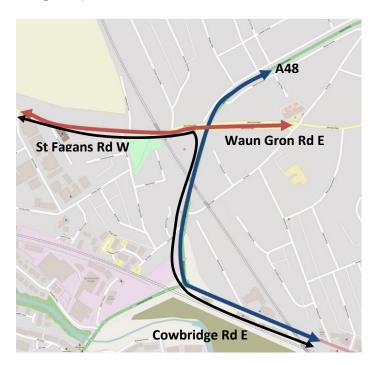


Figure 6 - General Traffic Journey Time Routes

Table 2 - AM Journey Times - All Traffic excluding Buses

_	_	Modelled - All Traffic (Seconds)					
From	То	AM Base	Scenario 2 (39 buses)	Difference	Scenario 3 (51 buses)	Difference	
Cowbridge Rd E	A48	132	146	14	144	12	
A48	Cowbridge Rd E	116	119	3	120	4	
St Fagans Rd W	Waun Gron Rd E	180	165	-15	169	-11	
Waun Gron Rd E	St Fagans Rd W	127	267	140	260	132	
St Fagans Rd W	Cowbridge Rd E	262	232	-30	235	-27	
Cowbridge Rd E	St Fagans Rd W	162	202	39	203	41	

Table 3 – PM Journey Times – All Traffic excluding Buses

_	_	Modelled - All Traffic (Seconds)					
From	То	PM Base	Scenario 2 (40 buses)	Difference	Scenario 3 (53 buses)	Difference	
Cowbridge Rd E	A48	136	142	6	148	12	
A48	Cowbridge Rd E	125	124	-1	125	0	
St Fagans Rd W	Waun Gron Rd E	89	153	64	171	82	
Waun Gron Rd E	St Fagans Rd W	119	133	14	133	14	
St Fagans Rd W	Cowbridge Rd E	152	237	85	262	110	
Cowbridge Rd E	St Fagans Rd W	173	231	58	236	63	



In the AM peak, the most notable increase in journey times is from Waun Gron Road East heading west where average journey times increase by 140 seconds in Scenario 2. This increase is a result of vehicles passing through one additional set of signals and signal timings adjustments made to facilitate the bus hub operation. Similarly travel times between Cowbridge Road East and St Fagans Road increase due to the additional signalised junctions this movement must pass through.

AM peak journey times from St Fagans Road reduce in the bus hub option scenarios as signal timings adjustments assist with vehicles making these movements.

PM peak journey times increase on all but one movements but most noticeably on movements from St Fagans Road due to signal timing adjustments made to facilitate the bus hub operation.

Whilst Scenario 3 journey times appear comparable to Scenario 2 the additional bus demand causes vehicles to queue off the modelled network, and hence the full extent of the journey is not reflected in the journey time values.

#### 5.4 Bus Journey Times

AM and PM peak, modelled bus journey time comparisons are shown in **Table 4** and **Table 5**.

Table 4 - AM Journey Times - Buses only

				Modelled – Buses (Seconds)				
Route	From	То	AM Base	Scenario 2 (39 buses)	Diff	Scenario 3 (51 buses)	Diff	
Cardiff Bus 1 - Clockwise	Cowbridge Rd E	A48	278	418	140	436	158	
Cardiff Bus 2 – Anti Clockwise	A48	Cowbridge Rd E	172	297	126	300	129	
Cardiff Bus 61 - Inbound	St Fagans Rd W	Waun Gron Rd E	169	346	177	361	192	
Cardiff Bus 61 - Outbound	Waun Gron Rd E	St Fagans Rd W	143	506	363	485	342	
Cardiff Bus 64/65 - Inbound	St Fagans Rd W	Cowbridge Rd E	334	333	0	345	11	
Cardiff Bus 64/65 - Outbound	Cowbridge Rd E	St Fagans Rd W	289	326	37	327	38	

Table 5 - PM Journey Times - Buses only

				Model	led – Buses		
Route	From	То	PM Base	Scenario 2 (40 buses)	Diff	Scenario 3 (53 buses)	Diff
Cardiff Bus 1 - Clockwise	Cowbridge Rd E	A48	228	432	204	432	204
Cardiff Bus 2 - Anti Clockwise	A48	Cowbridge Rd E	203	403	200	430	228
Cardiff Bus 61 - Inbound	St Fagans Rd W	Waun Gron Rd E	114	282	168	322	208
Cardiff Bus 61 - Outbound	Waun Gron Rd E	St Fagans Rd W	150	348	199	405	255
Cardiff Bus 64/65 - Inbound	St Fagans Rd W	Cowbridge Rd E	230	327	97	383	153
Cardiff Bus 64/65 - Outbound	Cowbridge Rd E	St Fagans Rd W	252	363	112	358	106

Technical Note

Large increases in bus journey times are recorded throughout the AM and PM peak as a direct result of the rerouting of bus services to pass through the hub, and in some cases, to and from Cowbridge Road to the bus hub.

In the AM and PM peak the smallest changes are seen on the 64 and 65 routes, which both now bypass the A48/Waun Gron signals by travelling through the bus hub.

5.5 Queue Comparison

AM and PM peak base and two way option modelled queue comparisons are provided in **Figure 7** and **Figure 8** for Scenario 2 (39 Buses) in the AM peak, and for Scenario 2 (40 Buses) in the PM peak. Modelled queues are provided for the following two junctions:

A48 Western Avenue / Waun Gron Road; and

A48 Western Avenue / Cowbridge Road East and West

A visual 'snapshot' of the AM and PM network each 15 minutes is provided in Appendix A

5.5.1 A48 Western Avenue / Waun Gron Road

Queues in the AM peak on the Waun Gron Road Westbound approach to the A48 increase with the bus hub due to signal timing adjustments made to facilitate the bus hub operation, whilst in the PM queues are maintained at levels similar to that shown in the base models.

In the AM peak St Fagans Road Eastbound has similar levels of queuing to the base model (with all vehicles entering the network). In the PM peak queues on St Fagans Road Eastbound increase due to signal timing adjustments made to facilitate the bus hub junctions and maintain the operation of the surrounding highway network.

In the AM and PM peak, Scenario 2 queues on the A48 southbound are maintained at a similar level to the base models.

AM and PM peak queuing on the A48 Northbound increase due to the 3 stage signalised bus hub junction which was not present in the base, and a pedestrian stage which is called every cycle. In Scenario 2 queues are maintained on the A48 and do not impact on the operation of Ely Bridge roundabout. PM peak queuing on the A48 Northbound also increase due to blocking back from the left turn onto Waun Gron Road. The signals were optimised in such a way that left turners from the A48 Northbound turn onto a red signal by the northern entry to the bus hub.

In Scenario 3 queuing extends beyond the modelled highway network.

5.5.2 A48 Western Avenue / Cowbridge Road East and West (Ely Bridge Roundabout)

AM and PM (Scenario 2) peak average queues at the Ely bridge roundabout are maintained at levels close to those recorded in base modelling.



Figure 7 - AM Scenario 2 Queues

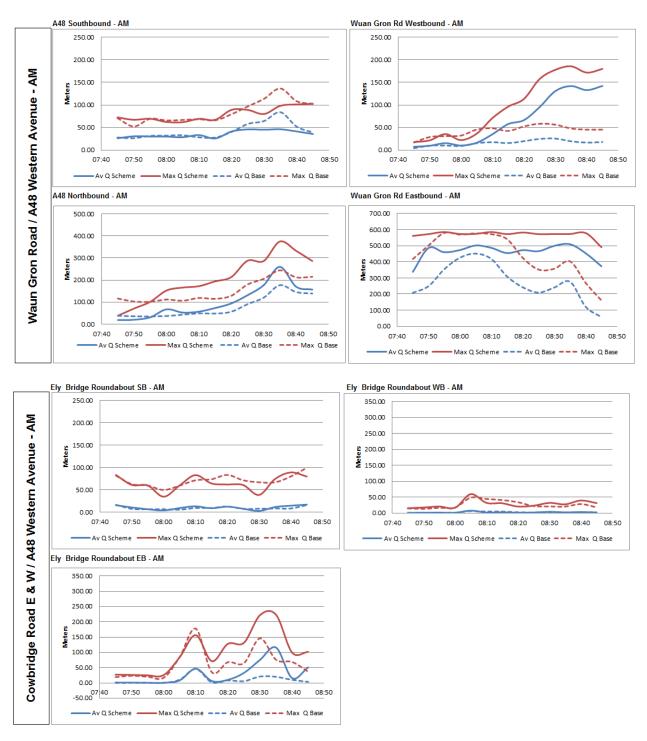
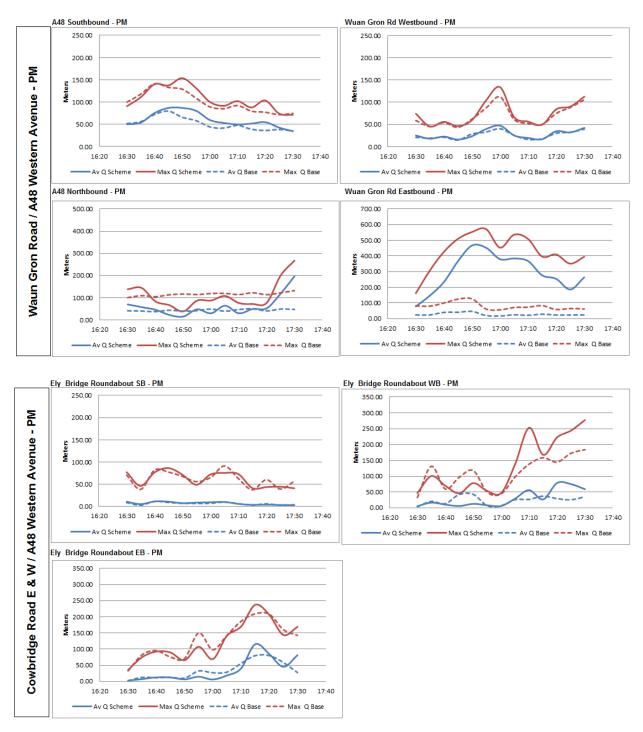




Figure 8 - PM Scenario 2 Queues

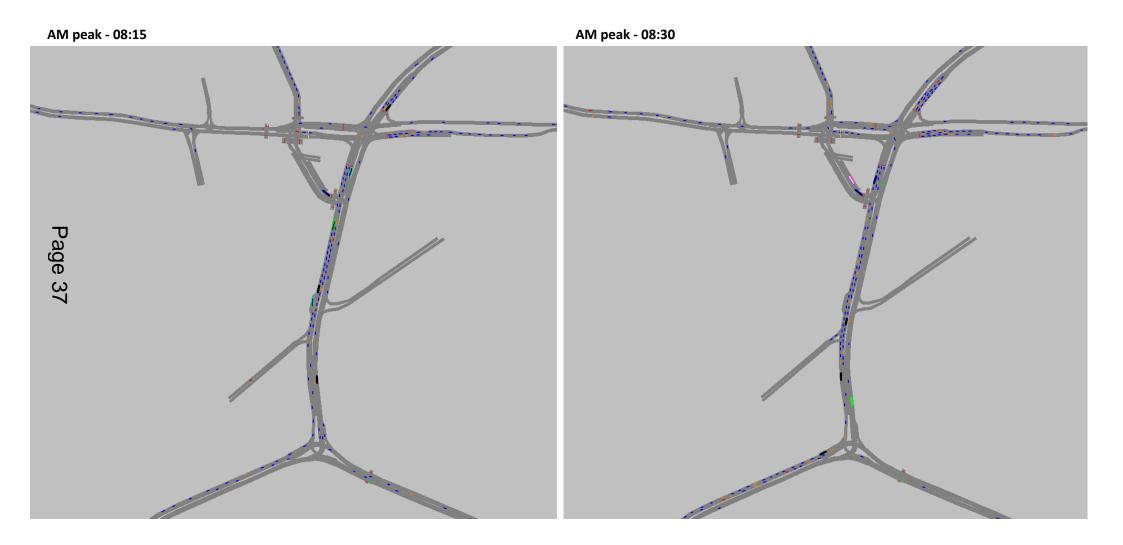




## Appendix A – Network Plots

AM peak - 07:45 AM peak - 08:00 Page 36





AM peak - 08:45





PM peak - 16:30 PM peak - 16:45 Page 39

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PM peak -17:00 PM peak - 17:15 Page 40

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PM peak - 17:30



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## CALL IN REQUEST ON CABINET DECISION ON WESTERN TRANSPORT INTERCHANGE

Councillor: Neil McEvoy

Cabinet Decision: Western Transport Interchange

Decision Reference: CAB/16/38

Date of Call in Request: 29 December 2016

As a non-Cabinet Councillor, I proceed with the call on the basis of cost, lack of analysis, lack of forward planning, health and safety concerns, added time to bus journeys, no plan to cater for extra parking in the locality & a lack of consideration for cyclists.

The report justifying the decision in the papers given out did not give all the information required to make a fully informed decision.

The decision exposes the Council to unknown & unquantified financial risk. The projected has risen from £500,000 to £1.7m. The report states that the costs may rise when the soil survey results are known, but there was no quantified amount in the report. No business would be given finance without a detailed business plan forecasting cash flows and costs. The Cabinet report failed to provide such detail; this is an unacceptable oversight.

Much of the £1.7m spend goes to shoring up the rail embankment. An alternative was not considered in the Cabinet report. This is an unacceptable oversight.

The proposed funding for this scheme brings forward the alternative City Operations Capital Programme over a four-year period. This will leave the financial cupboard incredibly bare for any future corridor improvement schemes in the medium term and does not represent value for money.

The AECOM background report stated that, "The modelling assessment has not considered in detail the internal operation and capacity of the interchange." (2) This was an unacceptable oversight.

Furthermore, "Peak hour queuing occurs southbound on Fairwater Grove with over 100 vehicles not entering the model due to congestion." (5.1) Therefore, what reliability can be placed on the resulting data?

Figure 3 of AECOM's report points to traffic moving at less than 5mph, with just 39 bus movements an hour. Moreover, nowhere in the Cabinet report is the added journey time of up to 8 minutes. 8 minutes added to a bus journey is hardly progress and is unlikely to encourage modal shift. The background paper therefore contradicts the claim made in the Cabinet Report.

In AECOM's report, there is mention of changing signal times in order to keep delays to up to 8 minutes, yet there is no analysis of the ripple effect on traffic in the rest of the area by doing this. This is an unacceptable oversight.

The AECOM report states, "In the AM peak St Fagans Road Eastbound has similar levels of queuing to the base model (with all vehicles entering the network). In the PM peak queues on St Fagans Road Eastbound increase due to signal timing adjustments made to facilitate the bus hub junctions and maintain the operation of the surrounding highway network."

It is already quicker to walk down St Fagans Road in the mornings at peak time, rather than take the bus. If congestion is going to worsen with the proposed bus exchange, the traffic chaos will be unimaginable. There was also no modelling for increased traffic flow which will come to pass with the thousands of new houses projected to be built in the North West of the City. It is grossly irresponsible to progress a decision without such calculations. Moreover, the available evidence contradicts the Cabinet report, which stated: "The modelling suggests that there will not be any significant additional congestion on the network with up to 40 buses per hour using the site."

There is a pressing need here to define "significant". The lack of precision in the report on future traffic flow is an unacceptable oversight.

Micro-simulation modelling of the surrounding highway network with the junction improvements needed to provide the access for the Western Transport Interchange has been undertaken (see background paper 5). Following consultation with bus operators, the design was subsequently changed to provide 4 stands rather than the 5 included in the modelling work which included scenarios of up to 53 buses per hour. A failure to do redo the modelling study is an unacceptable oversight

There is no mention or analysis of parking around the proposed exchange; this is an unacceptable oversight.

Rapid Transport Bus corridors are referred to, but there was no detail given; this is an unacceptable oversight.

Turns onto the A48 across the traffic, including into the right-turning lane city-bound (on Waungron Rd east) are planned, but would be prevented by queuing traffic and safety concerns. The Safety Report says right turns from the A48 into the interchange are unsafe. Yet the "Swept Paths" plans show no barrier to prevent this.

The Swept Paths plan (amended plan subsequent to the AECOM modelling) shows amendments to allow buses from Waungron Rd to make a 3-point turn within the inner triangle. The however cannot be used to overcome the problems of turns across traffic on the A48 because 3-point turning buses do not pass the bus stops.

Council officers have recently undertaken a critical road-safety assessment. No solutions to the identified road safety dangers is an unacceptable oversight.

Putting cyclists onto shared pavements is against Active Travel policy as accepted in the draft cycling strategy. This sticks to the old shared-path preference of the officers, not the actual cycling strategy and certainly not the new draft with segregation from pedestrians stated as a principle. The Cabinet report has therefore contradicted existing policy.

A further issue is planning cycle stands in the middle of the triangle. Buses may use this for 3-point turns, so all public have to be excluded. The secluded area with no staff on-site would feel insecure for leaving bikes. There are no documents in the proposal from cycling officers. This is an unacceptable oversight.

It is unrealistic to seek to operate the site with no staff. There are clear health and safety dangers in such an approach. The running costs of the site have also not been taken into account in the Cabinet report. This is an unacceptable oversight.

The Cabinet report states: "The benefits will be further accentuated by future plans for integrated ticketing in the region." There have been such plans since at least 2008. There is no detail to support the assertion, which appears to be padding of a very poor proposal.

It is likely that there will be a change of Administration after May 4<sup>th</sup>. The most sensible course of action would be to leave any decision on such huge capital expenditure until after May's election. Ignoring of a likely scenario in a matter of weeks is an unacceptable oversight. The possibility of the exchange being cancelled before it is in operation is a likely scenario. As well as referring calling the decision in, I ask that the decision be referred to internal audit. The waste of public money on a doomed project is not at all acceptable.

Councillor Neil McEvoy 29 December 2016



## **Environmental Scrutiny Committee – Terms of Reference**

The role of this Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of environmental sustainability including:

- Strategic Planning Policy
- Sustainability Policy
- Environmental Health Policy
- Public Protection Policy
- Licensing Policy
- Waste Management
- Strategic Waste Projects
- Street Cleansing
- Cycling and Walking
- Streetscape
- Strategic Transportation Partnership
- Transport Policy and Development
- Intelligent Transport Solutions
- Public Transport
- Parking Management

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

