

COMMITTEE DATE: 01/03/2017

APPLICATION No. 16/02731/MJR

APPLICATION DATE: 11/11/2016

ED: **CATHAYS**

APP: TYPE: Full Planning Permission

APPLICANT: Rightacres Property Company Ltd.

LOCATION: LAND TO NORTH OF CARDIFF CENTRAL RAILWAY STATION AND SAUNDERS ROAD, SOUTH OF WOOD STREET AND WEST OF GREAT WESTERN LANE, CARDIFF

PROPOSAL: ERECTION OF A TRANSPORT INTERCHANGE WITH AN ASSOCIATED CONCOURSE AND ANCILLARY RETAIL/ COMMERCIAL UNITS (USE CLASSES A1/A2/A3), 195 RESIDENTIAL APARTMENTS (USE CLASS C3), 12,052 SQM (GIA) OFFICE FLOORSPACE (USE CLASS B1), A 227 SPACE CAR PARK AND A CYCLE HUB, PUBLIC REALM AND RELATED INFRASTRUCTURE AND ENGINEERING WORKS.

RECOMMENDATION 1: That, subject to relevant parties entering into a binding legal agreement with the Council under the provisions of Section 106 of the Town and Country Planning Act 1990, within 6 months of the date of this resolution unless otherwise agreed by the Council in writing, in respect of matters detailed in Section 9.3 of this report, and having taken account of the environmental information, planning permission be **GRANTED** subject to the following conditions:

1. C01 Statutory Time Limit
2. The development shall be carried out in accordance with the following approved plans:

Location Plan	VA0-GF-DR-A-01101 Rev 2
Existing Site Plan	VA0-GF-DR-A-01102 Rev 2
Proposed Site Plan	VA0-GF-DR-A-01104 Rev 4
Basement Level GA Plan	VA0-B1-DR-A-03101 Rev 1
Ground Floor GA Plan	VA0-GF-DR-A-03101 Rev 5
Ground Floor Mezzanine GA Plan	VA0-M0-DR-A-03101 Rev 4
1st Floor GA plan	VA0-01-DR-A-03101 Rev 5
2nd Floor GA Plan	VA0-02-DR-A-03101 Rev 3
3rd Floor B2 Office GA Plan	VB0-03-DR-A-03101 Rev 3
4th Floor B2 Office GA Plan	VB0-04-DR-A-03101 Rev 3

5th Floor B2 Office GA Plan	VB0-05-DR-A-03101 Rev 4
6th Floor B2 Office GA Plan	VB0-06-DR-A-03101 Rev 3
7th Floor B2 Office GA Plan	VB0-07-DR-A-03101 Rev 4
3rd Floor B1 Residential GA Plan	VP0-03-DR-A-03101 Rev 3
4th Floor B1 Residential GA Plan	VP0-04-DR-A-03101 Rev 3
5th Floor B1 Residential GA Plan	VP0-05-DR-A-03101 Rev 3
6th Floor B1 Residential GA Plan	VP0-06-DR-A-03101 Rev 3
7th Floor B1 Residential GA Plan	VP0-07-DR-A-03101 Rev 3
8th Floor B1 Residential GA Plan	VP0-08-DR-A-03101 Rev 3
9th Floor B1 Residential GA Plan	VP0-09-DR-A-03101 Rev 3
10th Floor B1 Residential GA Plan	VP0-10-DR-A-03101 Rev 3
11th Floor B1 Residential GA Plan	VP0-11-DR-A-03101 Rev 3
12th Floor B1 Residential GA Plan	VP0-12-DR-A-03101 Rev 3
13th Floor B1 Residential GA Plan	VP0-13-DR-A-03101 Rev 3
14th Floor B1 Residential GA Plan	VP0-14-DR-A-03101 Rev 3
Section 1	ZZ-ZZ-DR-A-05301 Rev 3
Section 2a & 2b	ZZ-ZZ-DR-A-05302 Rev 3
Section 3	ZZ-ZZ-DR-A-05303 Rev 3
Section 4	ZZ-ZZ-DR-A-05304 Rev 3
GA Elevation West Elevation	ZZ-ZZ-DR-A-06401 Rev 3
GA Elevation East Elevation	ZZ-ZZ-DR-A-06402 Rev 3
GA Elevation North Elevation	ZZ-ZZ-DR-A-06403 Rev 3
GA Elevation South Elevation	ZZ-ZZ-DR-A-06404 Rev 3
GA Elevation Sub Station Elevations	ZZ-ZZ-DR-A-06405 Rev 3
GA Elevation Bus Station Elevation	ZZ-ZZ-DR-A-06406 Rev 3

Reason: For the avoidance of doubt.

3. *Phasing plan:* Excluding demolition, site preparation and ground works (foundations and basement structures to ground floor slab) no other development shall take place until a comprehensive phasing plan for the development, to include the public realm works, is submitted to and agreed with the LPA. The phasing plan shall identify phases of construction/works and where required shall ensure safe and convenient pedestrian, cycle and vehicular access through those areas not under construction, or where construction is complete and the area returned to public use. The development shall be carried out in accordance with the approved phasing plan. Reason: To ensure an orderly form of development with safe access through and within the site.
4. The retail floor space hereby permitted shall not exceed 862 sqm and unless otherwise agreed in writing by the LPA none of the retail floorspace shall be modified by internal/ external alterations to form a

single retail unit of more than 200 sqm. Reason: To ensure the development does not compromise the development plan.

5. *Material samples:* Excluding demolition, site preparation and ground works (foundations and basement structures to ground floor slab) no other development shall take place until samples of the external finishing materials have been submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the approved details. Reason: To ensure that the finished appearance of the development is in keeping with the area.
6. *Drainage plan:* No development shall take place until comprehensive proposals showing how foul and surface water flows from the site have been submitted to and approved by the Local Planning Authority. The scheme shall provide for the disposal of foul water to manhole number ST18752901 and also include an assessment for the potential to dispose of surface and land water by sustainable means. The scheme shall include the incorporation of a grease trap for that part of the foul water drainage system serving proposed café/ restaurant uses. The works shall be implemented in accordance with the approved details. Reason: To ensure an orderly form of development.
7. No development shall commence on site until a detailed Risk and Method Statement has been submitted to and approved in writing by the Local Planning Authority. The RAMS should assess any impact on the nearby public brick work sewer and water mains to outline how they will be protected during construction. Reason: To protect the integrity of the public sewers and water mains, avoid damage thereto, protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.
8. *Hydraulic modelling assessment:* No development shall commence until a Hydraulic Modelling Assessment has been undertaken to assess the potable water supply to serve the development. The solutions and overall potable water strategy shall be submitted to and agreed in writing by the Local Planning Authority. The approved scheme shall be implemented in accordance with the approved details. Reason: To protect the existing community and to ensure the site can be served with an adequate water supply.
9. *Flood consequences assessment:* No development shall commence until a Flood Consequences Assessment report to demonstrate that the risks and consequences of flooding can be managed to an acceptable level in accordance with TAN 15 has been submitted to and approved in writing by the LPA. Reason: To manage flood risk in the interests of public safety.

10. *Construction and layout of the bus apron:* Prior to commencement of development full details of the layout of the bus apron and bus circulatory area are to be submitted to and approved in writing by the LPA. The works to include as required, but not limited to surfacing, kerbs, bollards, lighting, lining, signing, CCTV and bus traffic control infrastructure, as may be required as a consequence of the scheme. The agreed scheme to be implemented to the satisfaction of the LPA prior to beneficial operation of the bus station. Reason: To facilitate safe and efficient use of the proposed bus station, in the interests of highway and pedestrian safety;
11. *Details of access roads:* No above-ground development shall take place until details of the junctions of the north and south entrances to the bus station, Great Western Lane, and office car park with Wood Street and Saunders Road have been submitted to and approved in writing by the LPA. These details shall be implemented prior to the development being put into beneficial use. Reason: To ensure that the use of the proposed development does not interfere with the safety and free flow of traffic passing along the highways abutting the site.
12. *Delivery and service plan:* Prior to beneficial occupation of development details of the servicing strategy setting out the locations and use of the proposed service bays, and details of the timing and operation of servicing, with a view to minimising conflict with buses and other highway users (particularly within the bus station apron) and ensuring (with reference to Great Western Lane) that service bays/routes are not compromised, shall be submitted to and approved in writing by the LPA. The measures shall include details of but not be limited to, timing, use, operation and management of servicing, with particular reference to the use and management of those bays within and accessed via the interchange. The strategy shall be implemented in accordance with the approved details. Reason: To facilitate safe and efficient use of the proposed interchange, in the interests of highway safety;
13. C3D Loading, unloading and parking within site
14. *Cycle parking:* Prior to beneficial occupation details showing the provision of cycle parking spaces have been submitted to and approved in writing by the LPA. The approved scheme shall be implemented in accordance with the approved details. Reason: To ensure adequate provision is made for the secure parking of bicycles.
15. *Cycle hub management:* Prior to beneficial use of the cycle hub a scheme of management for the hub shall be submitted to and

approved in writing by the LPA. The scheme shall include details of marketing (including signage), fit-out and operation (including staffing, access arrangements and phasing), charging schedule (if applicable), monitoring of usage, and a review mechanism to address problems as they arise. Unless otherwise agreed with the LPA the scheme shall be reviewed on an annual basis. Reason: To ensure the successful operation of the cycle hub for the benefit of cyclists and pedestrians.

16. Prior to the closure of the Network Rail car park an approved scheme for the provision of 42 car parking spaces on land belonging to the developer to the south of the station, to replace those lost as a result of the closure of the car park, shall be submitted to and implemented in accordance with the approved details. Reason: To ensure the provision of replacement parking provision.
17. *Public realm/ pedestrian crossings:* Excluding demolition, site preparation and ground works (foundations and basement structures to ground floor slab) no development shall take place until details of the public realm works to Central Square as shown in principle on the Proposed Site Plan VA0-GF-DR-A-01104 Rev 4, are submitted to and approved in writing by the LPA. The details to include as required, but not be limited to timing and implementation, surfacing, kerbs, edging, drainage, lighting, lining, signing, telematics/ signals/ CCTV and communications, street furniture, cycle stands, and soft and hard landscaping. The agreed scheme to be implemented in accordance with the approved details prior to beneficial occupation. Reason: To facilitate safe and convenient access to and egress from the proposed development and in the interests of highway and pedestrian safety.
18. *Construction environmental management plan:* Prior to commencement of development a Construction Environmental Management Plan (CEMP) shall be submitted to and approved by the Local Planning Authority to include details of construction traffic routes, site hoardings, site access, wheel washing facilities, storage of plant and materials, parking of contractors vehicles, details of how dust and dirt emissions will be controlled and how pollution risks to controlled waters will be managed during the works, and a scheme for recycling/ disposing of waste resulting from demolition and construction works. The plan shall also include details for managing crowd movements to and from Central Station on event days and for the provision of all temporary signage as and when access and egress to the station is affected by the works. The demolition works and construction of the development shall be managed strictly in accordance with the scheme so approved. Reason: In the interests of highway safety and public amenity and to prevent pollution of the water environment.

19. *Hoardings:* Prior to demolition or construction work, a temporary hoarding shall be erected on the perimeter of the site providing security from unauthorised access. The hoarding to be:
 - (i) a minimum of 2.4m in height and fully enclosed throughout its length
 - (ii) without any protrusions or other features likely to cause injury to members of the public (including site access gates and their respective ironmongery) and capable of safely withstanding a horizontal imposed load of 3.0 kN/m length.Reason: In the interest of public safety.
20. Prior to carrying out works to Saunders Road an assessment of the Council trees on Saunders Road and a scheme for the protection and retention of those trees unaffected by the works shall be submitted to and approved in writing by the LPA. The scheme shall include details of replacement tree planting for trees that require removal as a direct result of the development proposals. The works shall be carried out in accordance with the approved scheme prior to beneficial occupation of the interchange building. Reason: In the interests of visual amenity.
21. C4P Landscaping Design and Implementation Programme
22. C4R Landscaping Implementation
23. *Plant noise:* The rating level of the noise emitted from fixed plant and equipment on the site shall not exceed the existing background noise level minus 10dBA at any time at any residential property when measured and corrected in accordance with BS 4142: 1997 (or any British Standard amending or superseding that standard). Reason: To ensure that the amenities of future occupiers of the development and occupiers of other premises in the vicinity are protected.
24. *Road traffic noise:* Prior to occupation a scheme shall be submitted to and approved in writing by the LPA to demonstrate that all habitable rooms exposed to external road traffic noise in excess of 63 dBA Leq 16 hour [free field] during the day [07.00 to 23.00 hours] or 57 dBA Leq 8 hour [free field] at night [23.00 to 07.00 hours] shall be subject to sound insulation measures to ensure that all such rooms achieve an internal noise level of 40 dBA Leq 16 hour during the day and 35 dBA Leq 8 hour at night. The submitted scheme shall ensure that habitable rooms subject to sound insulation measures shall be provided with acoustically treated active ventilation units. Each ventilation unit (with air filter in position), by itself or with an integral air supply duct and cowl (or grille), shall be capable of giving variable ventilation rates ranging from –

- (i) an upper rate of not less than 37 litres per second against a back pressure of 10 newtons per sqm and not less than 31 litres per second against a back pressure of 30 newtons per sqm, to
- (ii) a lower rate of between 10 and 17 litres per second against zero back pressure.

No habitable room shall be occupied until the approved sound insulation and ventilation measures have been installed in that room. Any private open space (excepting terraces or balconies to any apartment) shall be designed to provide an area which is at least 50% of the area for sitting out where the maximum day time noise level does not exceed 55 dBA Leq 16 hour [free field]. Reason: To ensure that the amenities of future occupiers are protected.

- 25. *Plan of operation of the interchange:* Prior to beneficial occupation of the interchange a plan of operation for the bus station shall be submitted to and approved in writing by the LPA. The plan of operation shall detail the number and frequency of services using the interchange and specify those services accessing and exiting the interchange via Westgate Street and those services accessing and exiting the interchange via Saunders Road. The bus station shall be operated in accordance with the approved plan of operation unless otherwise agreed in writing with the LPA. Reason: To control the number and frequency of services using the interchange in the interests of public safety and amenity.
- 26. *Increase in bus movements:* Any increase in the number and/ or frequency of bus services using the interchange in relation to the approved plan of operation shall be accompanied by an air quality assessment (details of the extent and scope of the assessment to be agreed with the Council) that demonstrates that there is no significant adverse impact on air quality arising from buses using the Interchange on Westgate Street and at the Westgate Street/ Castle Street junction, within the interchange, or on the Saunders Road access. Reason: To control potential air pollution arising from an increase in bus movements to and from the Interchange in the interests of public safety and amenity.
- 27. *On-site combustion plant:* An Air Quality Assessment (AQA) that takes into account emissions from the proposed on-site combustion plant at agreed sensitive receptors for the year of opening of the bus station shall be submitted and approved in writing by the LPA. Should the AQA indicate that the development will negatively impact upon air quality of the local environment details of appropriate mitigation measures shall be submitted and approved in writing by the LPA prior to commencement of above-ground floor slab development. The scheme of mitigation shall be implemented in accordance with the approved

details prior to beneficial occupation of the interchange building. Reason: To ensure that the development does not have a detrimental impact on the local environment and public health.

28. *Mechanical Ventilation System (MVS)*: Details of the operation and efficiency of the MVS in terms of pollutant reduction for NO₂ shall be submitted and approved by the LPA before the commencement of works above ground floor slab. The approved MVS shall be implemented in accordance with the approved details prior to beneficial use of the bus station. Reason: To ensure that the development does not have a detrimental impact on and public health.
29. G7Q future kitchen extraction
30. *Waste storage*: Details of facilities for the storage of refuse containers shall be submitted to and approved in writing by the Local Planning Authority. The facilities approved shall be provided before the development is brought into beneficial use. Reason: To secure an orderly form of development and to protect the amenities of the area.
31. *Inclusive access*: Prior to commencement of the public realm and highway improvement works a detailed access strategy setting out the measures proposed to ensure inclusive access to and from the Interchange building for all groups shall be submitted to and approved in writing by the LPA. The measures shall include signage and wayfinding, the use of guidance path and other interpretive tactile paving within the public realm proposals where appropriate, and the design and siting of on-street furniture, including lighting. The measures shall be implemented in accordance with the approved details prior to beneficial use of the interchange building. Reason: To ensure inclusive access in accordance with LDP Policy KP5.
32. *Submission of Remediation Scheme and Verification Plan*: Excluding demolition and site preparation no other development shall commence until a detailed remediation scheme and verification plan to bring the site to a condition suitable for the intended use by removing any unacceptable risks to human health, controlled waters, and buildings is submitted to and approved in writing by the Local Planning Authority. The scheme shall include all works to be undertaken, proposed remediation objectives and remediation criteria, a timetable of works and site management procedures. Reason: To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours

and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan.

33. *Undertaking of Remediation and Issue of Verification Report:* The remediation scheme as approved by the LPA must be fully undertaken in accordance with its terms prior to the occupation of any part of the development. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works. Within 6 months of the completion of the measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be submitted to and approved in writing by the Local Planning Authority. Reason: To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan.
34. *Identification of Unsuspected Contamination:* In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing within 2 days to the Local Planning Authority, all associated works must stop, and no further development shall take place unless otherwise agreed in writing until a scheme to deal with the contamination found has been approved. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme and verification plan must be prepared and submitted to and approved in writing by the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be submitted to and approved in writing by the Local Planning Authority. The timescale for the above actions shall be agreed with the LPA within 2 weeks of the discovery of any unsuspected contamination. Reason: To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan.
35. *Piling works:* Prior to commencement of piling works or any other foundation design using penetrative methods details demonstrating that there is no resultant unacceptable risk to groundwater shall be submitted to and approved in writing by the LPA. The piling works shall

be carried out in accordance with the approved details. Reason: To minimise the risk of pollution of groundwater.

36. *Importation of Aggregates:* Any aggregate (other than virgin quarry stone) or recycled aggregate material to be imported shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority in advance of its importation. Only material approved by the Local Planning Authority shall be imported. All measures specified in the approved scheme shall be undertaken in accordance with Pollution Control's Imported Materials Guidance Notes. Subject to approval of the above, sampling of the material received at the development site to verify that the imported soil is free from contamination shall be undertaken in accordance with a scheme and timescale to be agreed in writing by the LPA. Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.
37. *Importation of Topsoil:* Any topsoil [natural or manufactured], or subsoil, to be imported shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation to be submitted to and approved in writing by the Local Planning Authority in advance of its importation. Only material approved by the Local Planning Authority shall be imported. All measures specified in the approved scheme shall be undertaken in accordance with the relevant Code of Practice and Guidance Notes. Subject to approval of the above, verification sampling of the material received at the development site is required to verify that the imported soil is free from contamination and shall be undertaken in accordance with a scheme agreed with in writing by the LPA. Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.
38. *Use of Site Won Material:* Any site won recycled aggregate materials shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority in advance of its reuse. Only material approved by the Local Planning Authority shall be reused. Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.
39. *Archaeology:* Unless otherwise agreed in writing with the LPA no development shall take place until a written scheme of historic environment mitigation has been submitted by the applicant and approved in writing by the local planning authority. Thereafter the

programme of work shall be carried out in accordance with the approved scheme. Reason: To identify and record any features of archaeological interest discovered during the works, in order to mitigate the impact of the works on the archaeological resource.

40. *Wind mitigation:* Prior to beneficial occupation details of measures to mitigate downdraught on the western edge of the building, including detailed results from further wind tunnel testing that demonstrate the extent of mitigation, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details. Reason: To ensure the comfort of pedestrians and the satisfactory appearance of the building and associated public realm.

RECOMMENDATION 2: To protect the amenities of occupiers of other premises in the vicinity attention is drawn to the provisions of Section 60 of the Control of Pollution Act 1974 in relation to the control of noise from demolition and construction activities. Further to this the applicant is advised that no noise audible outside the site boundary adjacent to the curtilage of residential property shall be created by construction activities in respect of the implementation of this consent outside the hours of 0800-1800 hours Mondays to Fridays and 0800 - 1300 hours on Saturdays or at any time on Sunday or public holidays. The applicant is also advised to seek approval for any proposed piling operations.

RECOMMENDATION 3: The applicant is advised that as a consequence of changes associated with the proposed development a number of existing Traffic Regulation Orders will need to be revoked or amended, or new TROs implemented to manage the impact of the proposed development. Unless otherwise agreed in writing with the LPA the cost of any required TRO revocation, amendment or provision to be met entirely by the applicant.

RECOMMENDATION 4: The highway works conditions and any other works to existing or proposed adopted public highway are to be subject to an agreement under Section 38 and/or Section 278 Highways Act 1980 between the developer and the Local Highway Authority.

RECOMMENDATION 5: The contamination assessments and the affects of unstable land are considered on the basis of the best information available to the Planning Authority and are not necessarily exhaustive. The Authority takes due diligence when assessing these impacts, however you are minded that the responsibility for

- (i) determining the extent and effects of such constraints;
- (ii) ensuring that any imported materials (including, topsoils, subsoils, aggregates and recycled or manufactured aggregates/ soils) are chemically suitable for the proposed end use. Under no circumstances

should controlled waste be imported. It is an offence under Section 33 of the Environmental Protection Act 1990 to deposit controlled waste on a site which does not benefit from an appropriate waste management license. The following must not be imported to a development site:

- Unprocessed / unsorted demolition wastes.
 - Any materials originating from a site confirmed as being contaminated or potentially contaminated by chemical or radioactive substances.
 - Japanese Knotweed stems, leaves and rhizome infested soils. In addition to section 33 above, it is also an offence under the Wildlife and Countryside Act 1981 to spread this invasive weed; and
- (iii) the safe development and secure occupancy of the site rests with the developer.

Proposals for areas of possible land instability should take due account of the physical and chemical constraints and may include action on land reclamation or other remedial action to enable beneficial use of unstable land. The Local Planning Authority has determined the application on the basis of the information available to it, but this does not mean that the land can be considered free from contamination

RECOMMENDATION 6: To ensure the protection of Network Rail's adjoining land attention is drawn to Network Rail's consultation responses dated 20.12.16 and 13.2.17.

RECOMMENDATION 7: That the applicant take into account the requirements of the Welsh Language (Wales) Measure 2011 and be advised that the text of each sign and notice should be in both Welsh and English and the Welsh text should not be treated less favourably in terms of size, font, position or location.

RECOMMENDATION 8: The applicant is advised that the proposed development site is crossed by a public sewer with the approximate position being marked on the attached Statutory Public Sewer Record which forms part of the DCWW consultation response dated 7.12.16.

1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

- 1.1 The application site is located in Central Square on the land occupied by the former Marland House and the Saunders Road multi-storey car park. It is bounded to the north by Wood Street, to the west by Marland Street, to the south by Saunders Road, and incorporates Great Western Lane to the east. The existing WPD substation on Gt. Western Lane is not included in the application site.

- 1.2 The application seeks detailed planning permission for a ground and mezzanine floor 14 stand bus station with concourse and ancillary retail units (A1, A2, A3 use classes, max. 750 sqm), and a cycle hub with 502 cycle spaces, a 227 space private car park occupying one and a half floors located immediately above the bus station and, and above that a 9 storey 154 private rented sector apartment block (use class C3) at the Wood Street end, and a 5 storey office block (B1 use class, 12,052 sqm) at the Saunders Road end.
- 1.3 The interchange concourse is being designed to allow for the future development of a physical link with the railway station. The link will not however form part of the planning application as the design of the interchange link is dependent on Network Rail's plans for the expansion and upgrading of Cardiff Central Station.
- 1.4 Potential future tram/rapid transport infrastructure can be accommodated on Wood Street or Penarth Road, with the potential for stops to the north or south of the railway station/ interchange, and easy access to the interchange building and railway station.
- 1.5 The application is EIA development and is accompanied by an Environmental Statement.
- 1.6 Background to the application: At the cabinet meeting of 12th September 2013 authority was granted for the council to work with Cardiff property development company Rightacres Property Company Ltd. with the objective of redeveloping the Central Square area in accordance with the adopted Local Plan, the deposit LDP, and the 2014-2017 Corporate Plan to provide 20,000 sqm of Grade A office space for Cardiff Enterprise Zone by 2016 and plans for a new central public transport hub by April 2015.
- 1.7 Following a public consultation exercise, consultation with relevant stakeholders, and a detailed technical appraisal, cabinet approved the delivery of a new bus station and integrated transport hub on the Marland House/ NCP car park site to the north of the railway line in December 2014.
- 1.8 At a cabinet meeting on 28th September 2016 it was agreed that the scheme under consideration be submitted for planning, and that the Council be authorised to undertake a detailed business case to establish the preferred funding approach for delivery of the facility.
- 1.9 Interchange building: The interchange has 14 bus stands, two of which are designed to take coaches. It is designed for interchange rather than layover of services, enabling greater throughput of services. Access and egress for buses is from the north via Wood Street, and from the south via Saunders Road. The bus station is designed to accommodate double decker buses and

coaches, but not articulated buses. On event days access would be by Saunders Road only as Wood Street is closed to traffic.

- 1.10 The bus station is partially covered and makes use of Great Western Lane for buses entering from Wood Street. Buses circulate within the bus station in a clockwise direction and drive in and reverse out of the bus bays. The existing WPD substation is retained. Great Western Lane will be used to service the interchange building, and will continue to be used to service existing businesses on Great Western Lane and the WPD substation.
- 1.11 The bus station is served by a 7m wide x 6m high public concourse running north south with pedestrian entrances at each end. The main entrance is from Central Square adjacent to the railway station. Access to the bus stands is via glazed doors which separate the concourse from the buses.
- 1.12 Public toilets, including changing facility and separate disabled toilet, are located on the concourse at ground floor next to the Saunders Road entrance.
- 1.13 502 cycle spaces for public use are provided within a 480 sqm purpose-built cycle hub at the south end of the interchange building close to the railway station. Access is from Central Square via a generous undercover area (currently occupied by the ATW car park) which also provides secondary access to the concourse for pedestrians coming to and from Saunders Road
- 1.14 There are 7 retail/ commercial units fronting Marland Street. These units are double fronted and can also be accessed from the concourse. A further 2 retail/commercial units front Wood Street.
- 1.15 The building sits in line with the other buildings along Wood street to create a strong street edge. The alignment of the building allows the listed building at the junction with Great Western Lane to be viewed from the Wood Street approach.
- 1.16 At the junction with Marland Street the ground floor of the building is splayed to take account of an underground sewer, thereby creating a significant area of covered public realm at a very busy pedestrian junction.
- 1.17 The building presents a colonnaded active frontage to Marland Street for its entire length. At the southern end of Marland Street the main interchange entrance on Central Square gives direct access to the public concourse and bus stands, via a 10m high entrance lobby and void space. At first floor level an aerial walkway cuts across the void linking the first floor atrium and landing with the lower level car park deck.
- 1.18 The SW corner of the building is recessed to create a covered area giving access to the cycle hub and a secondary entrance to the public concourse for

pedestrians arriving from Saunders Road. This area is sunken relative to the Saunders Road 'hump' and is animated by a corner café and terraced seating. A 3m wide staircase leads from this area up to the Saunders Road level and the pedestrian crossing to the city centre, and the entrance to the offices at mezzanine level.

- 1.19 The southern building line of the building is pulled back to maximise the key Saunders Road pedestrian route and to allow the listed PH on the corner to be viewed from the station building.
- 1.20 A continuous canopy runs the full length of the building at second floor level (ground plus 10m) wrapping around on to Wood Street and clearly demarcating the interchange from the other uses above. The lower level car deck is separated from the Marland Street and Wood Street frontages by a glazed access corridor. The upper level car deck is open and is screened from Marland Street and Wood Street by a wraparound planted screen.
- 1.21 The 5 storey office block is located above the interchange at the southern end of the building and is accessed from a main entrance on Saunders Road. There is no car parking and parking for 68 cycles. The accommodation is arranged around a central atrium and rises to a height including plant of 34m above pavement level
- 1.22 The L-shaped residential block (11 and 9 storeys) is located above the interchange at the northern end of the building, accessed from a main entrance on Wood Street. The accommodation comprises 122x1bed and 73x2bed apartments for the private rented sector (PRS). No car parking is provided, parking for approx. 200 cycles is provided on the first and second floors accessed by lift.
- 1.23 The highest residential wing fronts Wood Street (50m including plant). The lower wing (42.5m) is located to the rear eastern side of the development and advantage is taken of the flat roof to create amenity space in the form of a roof garden.
- 1.24 Proposed materials are aluminium cladding, aluminium louvres, transparent and fritted glass and glazed spandrel panels and glass.
- 1.25 *Parking:* A private car park with 216 spaces is located on the first floor and part of the second floor of the interchange building. All of these spaces will be allocated to the BBC under the terms of the BBC development agreement.
- 1.26 In addition to the private parking, 11 disabled spaces will be provided in order to meet disabled parking requirements for the office and residential developments. The lower level car park also has a pre-bookable pick-up &

drop-off (PU/DO) facility for disabled users of the interchange and 2 disabled parking spaces.

- 1.27 Public Realm: A key component of the wider masterplan for the Central Square area is a unifying ground floor plane established through a newly designed public realm. This application delivers the public realm adjacent to the building, including the widened Wood Street pavement, the eastern half of Marland Street, the eastern edge of Central Square, the covered area serving the Saunders Road entrance and cycle store entrance at the SW corner of the building, the entrance to the offices at mezzanine level, and the pedestrian crossing highway works on Saunders Road and Wood Street.
- 1.28 Marland Street is 20m wide and is the principal pedestrian route to and from the station, taking approximately 70% of the footfall. The proposed building over-sails Marland Street by approximately 4m creating a colonnade that will provide a level of protection from the elements for pedestrians. 4no. trees are located along the eastern side of Marland Street.
- 1.29 The proposals for Wood Street primarily involve reducing the carriage width from four lanes to two lanes and increasing the pavement widths. Accordingly the pavement width to the north of the interchange will be increased from approximately 4.0m to 8.0m and a layby created for loading/ pick-up and drop-off. The paving materials for the pavements will complement the rest of the proposed public realm. Six pedestrian crossings are proposed across Wood Street, Havelock Street and Westgate Street to enable easy access to the bus station entrance and Marland Street. The surface treatments and detailed design of the pedestrian crossings will be conditioned.
- 1.30 Although the design proposals are to reduce the Wood Street carriageway width and reclaim the space for pedestrians and cyclists, there is sufficient space to accommodate future proposals for a metro or tram running along Wood Street.
- 1.31 *Saunders Road:* Saunders Road is a key pedestrian route. At present pedestrians cross over Great Western Lane which accesses the NCP car park and the surface car park. The proposals include a pedestrian island between the car park ramp and the interchange entrance. The low volume of bus movements using the Saunders Road entrance on non-event days, and the expected usage patterns of the BBC carpark, do not require the signalisation of this crossing. This can be reviewed once the interchange building is up and running.
- 1.32 Inclusive Design and Access: Central Square is designed as a shared space for pedestrians and cyclists. Vehicular access for servicing is controlled by retractable bollards at the entrances to the square. The large volumes of pedestrians using the square on a daily basis and the requirement for queuing

and crowd control on event days have resulted in a high quality simple largely clutter-free space with a unifying paving treatment.

- 1.33 In addition to a condition requiring details of the public realm (including the pedestrian crossings on Wood Street and Saunders Street) associated with the application a further condition is attached requiring a detailed access strategy setting out the measures proposed to ensure inclusive access to and from the Interchange building for all groups.
- 1.34 Concerns raised by the Council's Access Focus Group relate largely to the design of this space and the potential for pedestrian cyclist conflict and in particular the conflict between cyclists using the new hub and pedestrians using the interchange building.
- 1.35 Waste Management: Waste storage areas are located to the rear of the development and are accessed from Great Western Lane.
- 1.36 Highway enabling works: Local enabling works are required to the immediate highway network to achieve optimal access to the interchange, as follows:
 - 1.37 Wood Street is to be reduced in width to one lane in each direction (approx. 9m wide carriageway), increasing footway widths on both sides of the road. A number of signalised pedestrian crossings are proposed to Wood Street, Havelock Street and Westgate Street to deal with pedestrian flows to and from the railway station and interchange building and there will be an 'all-red' pedestrian stage.
 - 1.38 An unsegregated cycle lane is proposed in the westbound direction on Wood Street. This will be 1.8m wide, with the general traffic lane at 3.2m wide. Given the bus stops on the northern side of Wood Street a cycle lane is not proposed in the eastbound direction however the general traffic lane is wider at 4.0m.
 - 1.39 The section of Westgate Street between Park Street and Wood Street will be made two-way, with one lane in each direction for buses and taxis only providing an efficient route for buses from the interchange to Westgate Street. The existing southbound bus stop and loading bay on this section of Westgate Street will be retained and time limited access allowed to the loading bay for servicing vehicles.
 - 1.40 The one-way restriction on Havelock Street is to be reversed to southbound only to provide a route for traffic travelling from Westgate street to Wood Street. Taxi stands and pick-up and drop-off will be available on Havelock Street.

- 1.41 A new traffic island and pedestrian crossing will be provided on Saunders Road. The road is to be realigned to allow two-way bus movements which will require the removal of the Great Western PH loading bay. The loading bay will be relocated to Penarth Road. Alternatively the existing St. Mary Street loading bay could be used.
- 1.42 Currently the section of Penarth road under the railway bridge is restricted to buses and taxis only. It is proposed that general traffic will be able to use Penarth Road southbound with pick-up and drop-off provided, as a result the existing loading bay will be moved further south. Northbound movements will be cyclists only, with a proposed 1.8m wide contra-flow cycle lane.
- 1.43 Pick-up & Drop-off (PU/DO): A westbound layby is proposed for Wood Street directly adjacent to the pedestrian entrance to the interchange. A southbound layby is proposed for Penarth Road. There will also be PU/DO parking on Havelock Street.
- 1.44 In addition to on-street PU/DO there is a PU/DO facility for disabled users on the lower car park level in the interchange building with direct access to the lift/ stairs to the concourse level, and a facility for disabled users to pre-book the use of one of two disabled parking spaces with direct access to the interchange concourse via a lift.
- 1.45 Servicing: Servicing for the interchange is from Great Western Lane (southbound only) and Central Square, controlled by retractable bollards at the Marland Street, Saunders Road, Millennium Way, and Central Street entrances to the square.
- 1.46 It should be noted that the Saunders Road taxi rank is not included in the application and will remain as existing.
- 1.47 Crowd Management: In relation to crowd management associated with event days the design of the new spaces created by the redevelopment of Central Square was modelled and rigorously tested as part of the BBC hybrid application. The Study concluded that the existing crowd management system could be accommodated within the new public realm areas.
- 1.48 Crowd management on event days during the construction phase will form part of the construction environment management plan (CEMP) which is required by condition to be submitted for approval prior to commencement of the development.
- 1.49 Environmental scoping opinion: An EIA Scoping Report was received in August 2016. Consultation responses were received from Network Rail (NR), Natural Resources Wales (NRW), DCWW, GGAT, Welsh Government

CADW, Welsh Government Transport Division, and from various Council service areas.

- 1.50 A formal scoping opinion was issued on 12.9.16. The proposed scope was considered acceptable subject to incorporating consultee responses in relation to the Saunders Road pedestrian environment, the potential impact on scheduled ancient monuments and historic registered parks and gardens, the nature and scope of the contaminated land investigations, and the proposed Air Quality Assessment (AQA) methodology.
- 1.51 The following supporting information is submitted:
- Pre-application consultation report
 - Design and Access Statement including approach to inclusive design
 - Planning Statement
 - Environmental Statement: Vol 1 Non-Technical Summary
 - Environmental Statement: Vol 2 Technical Assessments
 - Environmental Statement: Vol 3 (A & B) Appendices & Figures
 - Environmental Statement Addendum: Vol 1 Non-Technical Summary
 - Environmental Statement Addendum: Vol 2 Technical Assessments
 - Environmental Statement Addendum: Vol 3 Appendices & Figures
 - Transport Assessment (see appendix D1 of ES Vol 3A)
 - Acoustics RIBA Stage 2 report
 - CGIs of the proposals in context
 - Indicative plans and CGIs of the interchange link to the railway station
 - Cardiff Central Square – a review by Jan Gehl Associates, February 2017
 - Equality Impact Assessment
 - Cardiff Transport Interchange Access Strategy
 - Liveable City Integration Tool (Council report addressing the requirements of the *Wellbeing of Future Generations (Wales) Act 2015*)
 - Building model at 1:250 scale, and context model.

2. **DESCRIPTION OF SITE**

- 2.1 The application site extends to 1.14 hectares and encompasses the site of the former Marland House (demolished 2016), the Great Western Lane NCP multi-storey car park (508 spaces), and the Saunders Road surface level car park (44 spaces). The immediate area is characterised by transport, office, retail and leisure uses.
- 2.2 The application site lies within Cardiff City Centre, just to the west of the Primary Shopping Area. It is also located within the Central Cardiff Enterprise Zone. The main entrance to the Grade II listed Cardiff Central Station lies to the south-west of the site, separated by Central Square.

- 2.3 The site will be bounded to the west by a realigned Marland Street and the BBC Wales HQ which is under construction. To the north is Wood Street and to the east Great Western Lane and the 'backs' of properties fronting St. Mary Street. Great Western Lane is included within the red line as it will effectively become part of the new bus station. The southern boundary of the site follows the line of the curved retaining wall separating the surface car park from the Saunders Road public realm and taxi rank.
- 2.4 The St Mary Street Conservation Area is located immediately to the east of the application site. Three of the buildings on St Mary Street that back on to Great Western Lane and abut the eastern edge of the site are Grade II listed: Prince of Wales PH; The Philharmonic Hall (Squares Club); and the Great Western Hotel on Saunders Road.
- 2.5 *Network Rail plans/ delivery of integrated transport hub:* In response to a projected rise in passenger numbers Network Rail (NR) are in the process of preparing a masterplan for the expansion and improvement of the station which will deliver a top quality multi-modal transportation hub focused on the station. NR has been in discussions with the Council and the developer over the nature and delivery of the integrated transport hub.
- 2.6 The application site boundary includes the Saunders Road surface car park which is in the ownership of NR. The applicant has agreed terms with NR/ATW to acquire the car park site, and to relocate the parking to land owned by the applicant to the south of the station. The area of public realm to the south of this car park, extending for a distance of about 55m to the east of the station building and including the taxi rank, is owned by Network Rail.
- 2.7 Network Rail have long term aspirations to upgrade Central Station, and this may include redevelopment of the land within their ownership, subject to acquiring the necessary listed building and prior approval consents from the local authority. The design of the interchange building is such that it does not compromise Network Rail's land interests or any future aspirations for improvements to the railway station.
- 2.8 *Cycling:* There are no clearly marked on-street cycle lanes on the roads surrounding the site, although on a number of pathways around the site cyclists share the footway with pedestrians. This is clearly marked with signage as well as footway markings. The nearest National Cycle Route to the site is route number 8, which runs alongside the western side of the River Taff and can be joined from Wood Street, less than 200m from the entrance to the site. The cycle route passes through Cardiff Bay and extends north through the city providing accessibility to the site by bike.

- 2.9 The current site provides a number of cycle storage facilities, including in the train station and Central Square. There are also cycle stands on the pathways running parallel to the River Taff, and on St Mary Street and Westgate Street.
- 2.10 Given the city centre location, the site is also well served by a number of car parking facilities, however, there are limited opportunities to park on-street around the site. Two car parks are located within close proximity to the site: Penarth Road to the south of the station (248 spaces including 7 disabled spaces) and Riverside Pay & Display on Wood Street to the west of the station (110 parking spaces).
- 2.11 *Pick-up & drop-off and taxi access for railway station:* Pick-up and drop-off is from the south side of the station and from the Riverside car park. The Saunders Road taxi rank does not form part of the proposals and is unaffected by the proposals. There is taxi provision to the south side of the station.

3. **PLANNING HISTORY**

- Prior approval granted Feb 2016 for demolition of Marland House and the NCP car park building. Marland House has been demolished. NCP car park is still in use.
- 14/2405/MJR Hybrid application for demolition of Marland House and construction of media centre with ground floor retail units, basement parking to plots 2 and 3, and Central Square public realm. Outline application for B1 office floorspace on Plot 2, all matters reserved except access.

Related planning history

- 16/2931/MJR Plot 2 Central Square part change of use from B1 office to non-residential education D1 Use Class under consideration.
- 16/2940/MJR Plot 2 Central Square reserved matters application for layout, scale, appearance and landscaping of outline element of hybrid application 14/2405/MJR under consideration.
- 16/708/MJR Plot 2 Central Square reserved matters approval granted in May 16 for layout, scale, appearance and landscaping of outline element of hybrid application 14/2405/MJR
- 14/385/DCI – Planning permission granted in July 2014 for 9 storey office development on adjacent former council offices site on Wood Street – under construction.
- 97/1079/C - Planning permission granted 1997 for public square, street improvement works, new bus station screen wall/ car park screen wall, landscaping and public art.

- 3.1 Pre-application process: Formal pre-application discussions started in September 2016 and have involved all the main stakeholders as and when

necessary. The scheme has been reviewed by the Design Commission for Wales.

- 3.2 Discussions and engagement have also been held with Network Rail, Arriva Trains Wales, bus operators, Sustrans, Diverse Cymru, Council Access Focus Group, Millennium Stadium, and other stakeholders.
- 3.3 Statutory pre-application public consultation was carried out between 3rd and 31st October 2016. Site notices were posted, and adjoining landowners and occupiers and ward councillors (Cathays, Riverside, Butetown and Grangetown) were notified. Specialist consultees were consulted in accordance with the Development Management (Wales) Procedure Order 2012. In addition to the planning application documents being made available online a public exhibition was held in Central Square from 10th October, exhibition boards were put up in the Central Library, and the local press ran a number of articles.
- 3.4 The following are the main comments received from members of the public:
 - Significant improvement, regeneration of this area of city welcomed;
 - Why has the design changed from the competition entry
 - Why has covered link been removed
 - Building too high – dominates Victorian architecture to the east
 - Interchange not big enough to cope with all local, regional and long distance bus services
 - Concerns on access, safety and layout of the cycle hub
 - Queries on arrangements for Great Western Lane during and after construction
 - Concerns over the enclosed nature of the transport interchange and whether this would cause pollution issues
 - Concerns that the proposed development would lead to strong winds at street level
- 3.5 Welsh Government requested further info on the capacity of the new interchange, its operation, pedestrian links, event day management, pick-up and drop-off arrangements, future taxi provision, and the safety/ security of the cycle hub.
- 3.6 As a consequence of the consultation process a number of changes have been made to the design, in summary: Increased height and prominence for the main entrance; design improvements to the concourse; revisions to the concourse ventilation strategy; reconfiguration of the office cycle hub location; increased legibility and visibility of the public cycle hub, and; increase in WC provision.

4. **POLICY FRAMEWORK**

The following national planning policy and guidance is considered to be of particular relevance:

4.1 Planning Policy Wales (PPW) 2016: Ch. 4 Planning for Sustainability; Chapter 6 Conserving the Historic Environment; Ch. 7 Economic Development; Chapter 8 Transport; Chapter 9 Housing.

4.2 The following Technical Advice Notes (TANs) are relevant:

- TAN 2: Affordable Housing
- TAN 12: Design
- TAN 18: Transport
- TAN 22: Sustainable Buildings
- TAN 23: Planning for Economic Development

The following local planning policy and guidance is considered to be of particular relevance:

4.3 Cardiff Local Development Plan 2006-2026:

- KP2 Strategic Sites
- KP2A Cardiff Central Enterprise Zone and Regional Transport Hub
- KP4 Masterplanning Approach
- KP5 Good Quality and Sustainable Design
- KP6 New Infrastructure
- KP7 Planning Obligations
- KP8 Sustainable Transport
- KP9 Responding to Evidenced Economic Needs
- KP10 Central & Bay Business Areas
- KP17 Built Heritage
- C1 Community Facilities
- C5 Provision for Open Spaces
- C7 Planning for Schools
- EN9 Conservation of the Historic Environment
- EN13 Air, Noise, Light Pollution & Land Contamination
- H3 Affordable Housing
- R6 Retail Development (Out of Centre)
- R8 Food & Drink Uses
- T1 Walking & Cycling
- T2 Strategic Rapid Transport & Bus Corridor
- T3 Transport Interchanges
- T4 Regional Transport Hub
- T5 Managing Transport Impacts
- T9 Cardiff City Region 'Metro' Network

4.4 Supplementary Planning Guidance

The following Supplementary Planning Guidance (SPG) is of relevance:

- Tall Buildings (2017)
- Access, Circulation and Parking Requirements (2010)
- Cardiff City Centre Public Realm Manual (2009)
- Waste Collection and Storage Facilities (2016)
- Restaurants, Takeaways and other Food and Drink Uses (1996)
- Premises for Eating, Drinking and Entertainment in the City Centre (2000)
- Planning Obligations (2017)

5. **INTERNAL CONSULTEE RESPONSES**

5.1 Strategic Planning (Land Use policy): The proposal is for the erection of a transport interchange with ancillary retail / commercial units (Use Classes A1/A2/A3), 195 residential apartments (Use Class C3) and 12,052sqm office floorspace (Use Class B1). The site is located within the Central Business Area (CBA) and the Central Enterprise Zone (CEZ), of the adopted Cardiff Local Development Plan 2006-2026 (LDP). As such, the main land use planning policy issues relate to:

5.2 *Transport Interchange*: Policy KP2A (Cardiff Central Enterprise Zone and Regional Transport Hub) identifies that land is allocated at the Cardiff Central Enterprise Zone for a major employment-led initiative including a regional transport hub, together with other mixed uses. Additionally, Policy T4 (Regional Transport Hub) identifies that support will be given to the development of infrastructure and facilities in and around Cardiff Central Railway Station, which facilitate the easy interchange of passengers between national, regional and local rail and bus services. As such, the proposed transport interchange use is considered acceptable from a land use policy perspective.

5.3 *Class B1 (Office) and C3 (Residential) uses*: Policy KP10 (Central and Bay Business Areas) identifies that new offices and residential uses are considered appropriate within the Central Business Area. Taking into consideration the location of the floorspace (situated above the transport interchange) and that the site is well served by transport links and close to local amenities, the proposed Office and Residential uses are considered acceptable.

5.4 *Class A1 (Retail)*: The applicant has identified in their Planning Statement that a total of 10 shop (Class A1,A2,A3) units will be provided within the transport interchange, ranging from 47.83sqm up to 166.86sqm. With regard to the 'sequential test' for retail proposals, the application site is located outside, but on the edge of the Central Shopping Area (CSA). Taking into consideration both the former retail uses on the site (within the Marland House building) and the floorspace of the proposed units, which, due to their scale are likely to

cater towards convenience as opposed to comparison retailing, the proposal is considered acceptable in principle.

- 5.5 There is however the potential for the amalgamation of retail units to create floorspace attractive to larger clothing and other city centre type retailing, which could compete directly with existing and future provision within the Central Shopping Area (CSA) and would, therefore, be undesirable and potentially harmful at this location. It is therefore suggested that a condition be imposed to control the nature of the retail element of the scheme to minimise the potential for direct competition with retail provision in the CSA. In this instance, the most appropriate means of control would be to limit the maximum size of any one unit. This would ensure that the proposal would not be attractive to larger retail stores or national multiples selling comparison goods that are best located within the CSA and so would mitigate any adverse policy issues.
- 5.6 It is recommended that a condition be imposed limiting the size of any single retail (shop) unit to 200sqm. This is consistent with the scale of existing retail units within Marland House and comparable with other recently permitted schemes at out of / edge of centre locations.
- 5.7 *Class A2 (Financial and Professional Services)*: Taking into consideration the nature, scale and location of the proposed transport interchange within the CBA, Class A2 uses are considered acceptable in this instance.
- 5.8 *Class A3 (Food and Drink Uses)*: Policy R8 of the LDP allows for Food and Drink uses within the Central Business Area, subject to amenity considerations, highway matters and fear of crime considerations.
- 5.9 The Premises for Eating, Drinking and Entertainment in the City Centre SPG identifies the Principal Business Area (i.e. the CBA) as an appropriate location for food and drink (A3) uses, subject to detailed considerations.
- 5.10 The SPG identifies at paragraph 3.22 that 'consideration will be given to whether a proposal, either alone or cumulatively with other existing and approved similar uses, will create an adverse effect on the amenities of local residents, hotel occupiers and businesses in the surrounding area, and the public at large'.
- 5.11 Central Square is located within the City Centre Cumulative Impact Area as identified in the City of Cardiff Council Statement of Licensing Policy 2016-2021. At paragraph 8.1, it identifies that 'the policy aims to reduce incidents of alcohol related problems, crime and disorder, public nuisance, and risks to public safety, particularly late at night. It aims to discourage an increase in the number of late opening premises primarily concerned with the sale of alcohol and takeaways/late night refreshment premises with the intention of ensuring

that the City Centre is a safe environment for people visiting, working and living in the area’.

- 5.12 Given that the application site is located at the main public transport entrance to the city and along key pedestrian routes to surrounding attractions and destinations including the Central Shopping Area and Millennium Stadium, concern is raised that an open A3 consent could result in the future use of the premises as a bar / vertical drinking establishment, which could impact on the amenity of adjacent occupiers and users of the wider area. A condition would therefore be sought that prevents the use of the site as a public house, wine bar or other drinking establishment, where the primary purpose is the sale and consumption of alcoholic drink on the premises.
- 5.13 For the above reasons, the proposal is considered acceptable in land use policy terms. As referred to above, it is requested that conditions be imposed preventing the coalescence of retail units and limiting the type of any Class A3 uses.
- 5.14 Transportation: The Transportation Officer confirms that the application submission has been assessed is considered to be acceptable in principle subject to the following comments and conditions below:
- 5.15 Access to the ITH will be gained from the north via the opening up of Great Western Lane to create a new signal junction with Wood Street and Westgate Street; and from the South via Saunders Road and an improved junction with Great Western Lane. Busses using the ITH will be able to make all direction movements to and from both the north and south, including access and egress via the same entrance. The use of the reopened Great Western Lane will be restricted by Traffic Regulation Order to buses/coaches accessing the interchange and service vehicles making use of loading/servicing facilities only accessible from the lane.
- 5.16 The ITH is therefore designed to provide the greatest flexibility possible in terms of access/egress/through-put of bus services, including the ability to operate during events days. The location allows transport users to interchange between a variety of modes, being in close proximity to Cardiff Central Rail Station, taxi ranks, the cycle hub and pedestrian connections to the city centre.
- 5.17 In order to facilitate the interchange, and in addition to the junction schemes on Wood Street and Saunders Road, an enabling works package of changes to the highway network around the site is required. To the north this will affect the southern extent of Westgate Street, Park Street and Havelock Street. Westgate Street, between Park Street and Wood Street will become bus only, bidirectional with one lane in each direction, which will provide an efficient route for northbound buses and direct access to the interchange. Havelock

Street will become one-way southbound to all traffic, replacing the southbound route for vehicles to Wood Street from Westgate Street. Other (non-bus lane) traffic accessing Westgate Street will route northbound on Scott Road and eastbound on Park Street to Westgate Street.

- 5.18 It is also proposed that Penarth Road (south of its junction with Saunders Road, to the south side of Central Rail Station) will be opened up to general traffic in a southbound direction, in order to access a new pick up/drop off area to be provided north of the rail bridge. Northbound movements will be restricted to all motorised vehicles, with a contra-flow cycle lane to allow access to cyclists.
- 5.19 Full signal controlled pedestrian crossing facilities will be incorporated into the new junctions on Wood Street, with a minimum 4m wide crossing arm on the desire line between the concourse lobby and the northern side of Wood Street, and on to lower St. Mary Street. Crossing facilities will also be established on Saunders Road across the bus station access/Great Western Lane junction and new car park access. Due to the low volumes of traffic that will be using the accesses on Saunders Road it is proposed that these crossing will not be signalised, but will incorporate pedestrian priority. Detailed design of all the crossings will be subject to condition.
- 5.20 The Interchange itself will provide 14 drive on/reverse off bus stands extending across the site at ground floor level, the first 5 of which (south to north) will have full length loading 'fingers' on both sides to allow use by coaches. The 'fingers' on these bays facilitate access to the central doors and luggage storage found on coaches and long distance bus services. The station is also designed with sufficient headroom to allow use by double decker buses, but will not accommodate articulated buses.
- 5.21 The ground and first floor concourse of the interchange will extend along the Marland Street frontage and will accommodate ticket office, retail/café units, public toilets and the cycle hub. Access to the interchange concourse will be available from lobby entrances to the north from Wood Street, the south from Saunders Road and directly from Central Square. The interchange concourse has also been designed to allow for the future development of a link with plot 13B on Network Rail land adjacent to the eastern entrance to Cardiff Central Rail Station. The detailed design of the concourse and its environs should take account of and be informed by the needs of vulnerable users with the choice of materials, including colour contrast, tactile materials, soft and hard landscaping, design/location of furniture and management of public spaces.
- 5.22 The interchange proposals include an accessible (up to) 500 space public cycle hub to the southern end of the building, accessed via the south entrance off Saunders Road. The detailed fitting out and future management/operation of the cycle hub is subject to condition and for later consideration, the ultimate

use of the space can therefore be tailored to provide a range of cycle parking and other cycle facilities, including the provision of accessible cycle parking and other enhanced facilities over and above simple cycle parking.

- 5.23 In accordance with adopted standards cycle parking spaces will be allocated to the residential apartments on the basis of one per apartment, accessed from Wood Street, and 68 cycle spaces for the offices, accessed from Saunders Road. Cyclists will be able to travel to/from the cycle parking access on Saunders Road using on-street routes and through the newly created public realm streets within Central Square. Additional short stay cycle parking, Sheffield type stands, will also be provide at key points throughout the public realm.
- 5.24 Provision of public pick up/drop off for passengers has been considered as part of the proposals and lay-bys included on Wood Street, directly adjacent to the northern pedestrian entrance, Havelock Street opposite the same entrance and to the south on Penarth Road, accessed via by widened footways. The facilities will provide opportunities for pick up/drop off from all directions and are in close proximity to both the north and south entrances of the interchange.
- 5.25 In addition to the on-street pick up/drop off facilities discussed above, there is an area identified for drop off/pick up on the first level of the interchange car park, located adjacent to the level 1 concourse with access to the ground floor concourse via a lift. The identified area is equivalent in size to 6 standard car parking spaces and consideration should be given to including 2 pre-bookable disabled parking spaces within this area.
- 5.26 The northern pick up/drop off facilities and servicing discussed above will also be available to adjacent businesses, including the Royal Hotel located at the junction of Wood Street and St. Mary Street to the north of the interchange. While the layout of the lower end of Westgate Street will be modified as a consequence of the interchange proposals, Guests of the Royal Hotel will still be able to make use of the loading facilities within this area as this aspect remains broadly the same as is today.
- 5.27 As detailed in the submitted Transport Assessment, extensive analysis of existing bus operations was undertaken in order to inform the development of a draft operational strategy for the interchange. This work included an assessment of routeing, service frequencies and passenger numbers, by location, service and time period. The purpose of the operational strategy is to inform the design and modelling of the interchange and demonstrate that the proposed development can operate efficiently. This analysis will form the basis of the working operational strategy which will be in place when the interchange opens, albeit the details of this strategy will need to be based on bus operations at that time.

5.28 The traffic impact has also been assessed with the updated City Centre VISSIM model, to compare the impact of the development proposals on journey times for all vehicles within the study area. A range of journey time increases and decreases across different movements has been identified, which is due to the altered highway alignment over the reference case, required to accommodate the interchange arm at the Westgate Street/Wood Street junction. The TA reports that journey times on generally vary by one minute or less and goes on to conclude:

'The modelling results do not show any significant queuing caused by the scheme. Priority is given to the dominant bus movements in and out of the northern ITH access from/to Westgate Street. The proposed development will provide overall benefits to bus routes and facilities and will have a relatively neutral effect on journey times for all vehicles including buses across the network as a whole.'

5.29 In accordance with the Councils Transport Strategy, priority B2 Develop a new City Bus Network, a wider movement strategy is being developed for Cardiff city centre. Building on the regeneration of Central Square and the development of the new bus station, this strategy will identify changes to bus routes which help to improve the efficiency of services and enhance convenience for passengers on arrival and departure. These measures will be combined with restrictions on the through-movement of general traffic which together will present the opportunity to improve access and way-marking for pedestrians and cyclists and to enhance the urban realm.

5.30 The proposed development also includes 216 car parking spaces over 2 upper floors, allocated entirely to the BBC Media Centre to the west of the interchange, and represents the completion of the parking allocation for that development. The office and residential elements of this application will be car parking free, with the exception of 11 disabled parking spaces which are allocated to the Office development. The zero (non-disabled) parking allocation for the office and residential aspects of the proposals is in line with adopted parking policy, which within the central area allows for car free development, and as such is considered to be acceptable. Disabled parking for the BBC Media Centre is included within the Plots 2 and 3 basement car park.

5.31 Conditions are sought (full details below) to secure inter alia the new/ revised junctions, pedestrian crossing and public realm, layout of the bus station apron, cycle hub fit out and operation, bus/interchange operations, associated infrastructure improvements and highway network modifications required as a consequence of the development.

- 5.32 It is considered that the proposed interchange will provide significant benefits to public transport, accessibility and integration between modes. The proposals support the aims of policy and the planning submission has demonstrated that the bus station can operate effectively and efficiently. The submitted transport assessment demonstrates that the traffic impact is acceptable and the modelling shows that the development proposals will result in overall benefits to bus journey times across the city centre. It is therefore considered that the proposed development is acceptable in transport planning terms subject to the conditions detailed below.
- 5.33 Conditions: Standard condition C3D Loading, unloading and parking within site; Standard condition C3S Cycle Parking (for the residential, office and any associated on-street/PR provision); Standard C3F Access Junction condition for the Wood Street and Saunders Road, north and south entrances to the bust station/Great Western Lane and office car park; Construction and layout of the bus apron; details of the Wood Street and Saunders Road pedestrian Crossings; details of public realm works up to the interchange building as shown in principle on the submitted plan VAO-GF-DR-A-01104 Rev 4; Construction management plan; Plan of operation of the bus station; Cycle Hub management condition; and delivery and service plan condition.
- 5.34 Second recommendation: The applicant is advised that as a consequence of changes associated with the proposed development a number of existing Traffic Regulation Orders will need to be revoked or amended, or new TROs implemented to manage the impact of the proposed development. The cost of any required TRO revocation, amendment or provision to be met entirely by the applicant.
- 5.35 On the basis of the foregoing comments and requested conditions there are no traffic or transportation grounds to sustain an objection.
- 5.36 Trees and Landscaping: The Council's Tree Preservation Officer makes the following observations:
- 5.37 A line of existing Council trees bounds the taxi rank on Saunders Road. It appears that two of these will be removed to accommodate development, whilst the remainder will see new paving installed around them that could result in significant harm to roots. These trees should be assessed in accordance with BS 5837:2012 and the assessment used to inform design.
- 5.38 There seems to be crossover with the public realm application 16/02396/MJR (Central Square), though that application provides for x5 new trees bounding the transport interchange site, whereas the indicative public realm plan for 16/02731/MJR shows just x4, with no replacements for the two trees lost bounding Saunders Road.

- 5.39 My comments with regard to the public realm proposals are therefore the same as 16/02396/MJR, but with additional concerns regarding the apparent deletion of one of the public realm trees as proposed under 16/02396, and the loss of existing trees of unknown quality bounding Saunders Road, with no provision for replacement. Given the lack of a tree assessment, the loss of and potential harm to retained trees, and the lack of provision for replacement planting, I must object to the proposed development on the grounds of unacceptable harm to trees of amenity value (EN8) and conflict with KP15.
- 5.40 The Tree Officer's comments have been sent to the agent.
- 5.41 Highways and Waste Management (Drainage): No comments received. Any comments from the Drainage Engineer will be reported to committee as a late representation.
- 5.42 Pollution Control (Noise): No objection subject to a standard plant noise compliance condition, and a pre-commencement sound insulation condition for the residential apartments seeking confirmation of the glazing specification for each façade, and details of the design of the MVHR ventilation system, and an advisory on construction site noise limiting demolition/ construction works to 8.00 to 6.00pm Mondays to Fridays and 8.00 to 1.00pm Saturdays.
- 5.43 Pollution Control (Air): Further to the submission of revised information pertaining to the Air Quality Assessment undertaken, Pollution Control has reviewed this information submitted and would like to offer the following comments:
- 5.44 The Air Quality chapter of the original Environmental Statement (Chapter F) examined a scenario for a revised road layout and assumed that the new interchange would be served by ALL bus services that had expressed an interest in the usage of the new interchange. However, it was apparent that this scenario would lead to increased traffic flows along Westgate Street and Castle Street junction and subsequently cause adverse impact on the air quality.
- 5.45 The additional sensitivity test (Scenario 3) undertaken and reported by Aecom Consultants looks to address the issue of increased traffic flows along Westgate Street/ Castle Street junction. The scenario investigates the impacts of a revised road layout and a selected/ restricted number of bus services using the new interchange. The projected air quality levels calculated are based on current unchanged bus flows and usage of Westgate Street/ Castle Street junction, therefore mirroring the DO-MINIMUM scenario, i.e. without the bus interchange in place.
- 5.46 We are in agreement with the findings made by Aecom Consultants and that the overall impact of Scenario 3 (existing demand) is considered not to be

significant and not significantly worsen Air Quality conditions along Westgate Street/ Castle Street junction for the projected year of opening in 2018.

- 5.47 We appreciate that there potentially could be issues in terms of looking to restrict usage of the bus station by operators in order to reduce bus movements on Westgate Street, thus some detail must be given as to how many buses will be restricted from the use of Westgate Street/ Castle Street junction with the adoption of Scenario 3.
- 5.48 In order to ensure that Scenario 3 can be implemented a condition is required to restrict the number of buses using the Interchange which will hopefully ensure the number of buses using Westgate Street / Castle Street junction remains unchanged or preferably reduces the number of buses using Westgate Street. One advantage of this this is that if the number of restricted services is made clear it may provide an incentive to bus operators to convert their fleet to low/ zero emission vehicles.
- 5.49 It is appreciated that there will likely be a future demand to increase the number of buses using the interchange. In order for there to be an increased use on the number of buses using the interchange a revised AQA must be undertaken to monitor/ assess air quality levels to ensure that any increased use of the Interchange/ Westgate Street/ Castle Street junction does not have a significantly negative impact upon air quality.
- 5.50 It is still apparent that the air quality modelling does not detail or incorporate into its final results the potential impact from the proposed on site combustion plant and thus additional air quality assessments must be undertaken.
- 5.51 The initial air quality assessment identified that the Short- term NO₂ levels inside the bus stand area are likely to exceed the 1-hour NO₂ standard (200µg/m³), Levels projected by the assessment are indicated to be a maximum of 846 µg/m³ based on a worst case scenario. Such levels are likely to represent a potentially significant risk. Mitigation measures to address the NO₂ levels inside the Bus station in the form of a mechanical ventilation system have been detailed. However no detailed design or specification of this system have been provided to demonstrate that the system will effectively mitigate the risks to bus stand users.
- 5.52 Although the design and functionality of the ventilation system has been discussed with the consultants, a report which details the system's operation and demonstrates its efficiency in terms of pollutant reduction must be submitted and approved by the LPA before the commencement of works.
- 5.53 Therefore based on the information provided, Pollution Control request that the following conditions be attached to any approval of this application.

- 5.54 *Plan of Operation of the Interchange:* Prior to beneficial use of the interchange a plan of operation for the bus station shall be submitted to and approved in writing by the LPA. The plan of operation shall detail the number and frequency of services using the interchange and specify those services accessing and egressing the interchange via Westgate Street and those services accessing and egressing the interchange via Saunders Road. The bus station shall be operated in accordance with the approved plan of operation unless otherwise agreed in writing with the LPA. Reason: To control the number and frequency of services using the interchange in the interests of public safety and amenity.
- 5.55 *Increase in Bus Movements:* Any increase in the number and frequency of bus services using the interchange in relation to the approved plan of operation shall be accompanied by an air quality assessment (details of the extent and scope of the assessment to be agreed with the Council) that demonstrates that there is no significant adverse impact on air quality on Westgate Street (including the Westgate Street/ Castle Street junction), within the interchange, or on the Saunders Road access, arising from an increase in the number of buses using the Interchange. Reason: To control potential air pollution arising from an increase in bus movements to and from the Interchange in the interests of public safety and amenity.
- 5.56 *Combustion Plant Air Quality Modelling:* Prior to the commencement of works, a revised Air Quality Assessment (AQA) must be submitted and approved by the LPA. The revised AQA should project air quality levels at agreed sensitive receptor locations and examine the level of impact which is contributed by the proposed on site combustion plant for the proposed year of opening, 2018 or if necessary a revised year of opening. Should the assessment indicate that the development will negatively impact upon air quality of the local environment and agreed sensitive receptor locations, then appropriate mitigation measures must be developed and their effectiveness assessed and be approved by the LPA prior to the development commencing. If appropriate mitigation measures to protect the local environment from the impacts of the development cannot be implemented to ensure compliance with existing statutory environmental requirements then the development must not proceed unless the combustion plant is not installed as part of the development. Reason: To ensure that the development does not have a detrimental impact on the local environment and public health.
- 5.57 *Details of the Mechanical Ventilation System (MVS):* A detailed report/ modelling which details the system's operation and efficiency in terms of pollutant reduction for NO₂ must be submitted and approved by the LPA before the commencement of works. The report must demonstrate how short-term NO₂ levels will be reduced to acceptable concentrations inside the bus stand by the MVS. Should the report indicate that the MVS will not reduce the short-term NO₂ inside the bus stand area, then the system must be revised

and implemented in a way that will be effective in reducing the short term NO₂ levels to acceptable concentrations. Any revision to the MVS must be approved by the LPA prior to the development commencing. Reason: To ensure that the development does not have a detrimental impact on and public health.

- 5.58 Pollution Control (Contaminated land): Information submitted as part of the Environmental Statement (November 2016) provides a contamination assessment of the development and identifies contaminants including localised asbestos and potential PAH hotspot(s). However, because of the nature of this submission it does not provide information in relation to remediation. Remediation conditions are therefore required.
- 5.59 In addition, these assessments were undertaken prior to the demolition phase so the developer is minded of the potential for further contaminative issues to be encountered. An 'unforeseen contamination' condition is also required.
- 5.60 Should there be any importation of soils to develop the garden/landscaped areas of the development, or any site won recycled material, or materials imported as part of the construction of the development, then it must be demonstrated that they are suitable for the end use. This is to prevent the introduction or recycling of materials containing chemical or other potential contaminants which may give rise to potential risks to human health and the environment for the proposed end use.
- 5.61 Housing Strategy: In line with the Local Development Plan (LDP), an affordable housing contribution of 20% of the 195 units (39 units) is sought on this brown-field site. Our priority is to deliver affordable housing on-site and we would require detailed discussion with the applicant to ascertain if the affordable housing can be delivered successfully and sustainably on the site via a RSL partner. All affordable housing units would need to meet Welsh Government DQR standards in terms of design requirements.
- 5.62 Housing Strategy would be willing to discuss the delivery of the affordable housing on another site that the applicant may already own or be in the process of purchasing in the vicinity/area of the site. In exceptional cases if the affordable housing on-site, or off-site on another site, cannot be delivered then we would consider accepting a financial contribution of £2,664,810 in lieu.
- 5.63 Waste Management: The plans detailing the refuse storage are acceptable.
- 5.64 Parks Services: These comments relate to the current LDP (C5 Provision for Open Space, Outdoor Recreation, Children's Play and Sport; KP16 Green Infrastructure), and the 2017 Planning Obligations Supplementary Planning

Guidance (SPG), supported by policies set out in the 2008 SPG for Open Space which set the Council's approach to open space provision.

- 5.65 The Council's LDP requires provision of a satisfactory level and standard of open space on all new housing/student developments, or an off-site contribution towards existing open space for smaller scale developments where new on-site provision is not applicable.
- 5.66 Based on the information provided on the number and type of units, I have calculated the additional population generated by the development to be 290. This generates an open space requirement of 0.705 ha of on-site open space based on the criteria set for Housing accommodation, or an off-site contribution of £300,889. I enclose a copy of the calculation.
- 5.67 As no public open space is being provided on-site, the Council considers it appropriate that an off-site contribution is made towards the provision of new open space, or the design, improvement and/or maintenance of existing open space in the locality, given that demand for usage of the existing open spaces would increase in the locality as a result of the development.
- 5.68 Consultation will take place with Ward Members to agree use of the contribution, and this will be confirmed at S106 stage. The closest areas of recreational open space are Bute Park, St John's Churchyard Gardens and Callaghan Square.
- 5.69 The Parks Officer supports the comments provided by the Tree Officer.
- 5.70 Regeneration: The Cardiff Planning Obligations SPG 2017 (Section 8 – Community Facilities) states: 'Growth in population arising from new development generates demand for and increases pressure on community facilities. To meet the needs of future residents, it may be necessary to meet this additional demand through the provision of new facilities, or the extension to, or upgrading of existing facilities'.
- 5.71 If no onsite provision is proposed, a financial contribution is sought on residential developments containing 25 or more new dwellings where it has been identified that investment in community facilities will be required to meet the needs of the new population.
- 5.72 The formula in the SPG is based on the number of bedrooms and associated occupancy figures per dwelling, and is calculated as £163,223
- 5.73 Education: No comments received to date. Any comments from Education will be reported to committee as a late representation.

6. EXTERNAL CONSULTEE RESPONSES

- 6.1 Welsh Water: No objection subject to conditions requiring submission of a drainage scheme to be approved in writing by the LPA; a detailed risk and method statement to assess the impact on the nearby public brickwork sewer and water mains; no development to be carried out within 5m either side of the sewer crossing the site; provision of a grease trap; and submission of a hydraulic modelling assessment prior to commencement of the works. Details of public sewers and water mains crossing the site have been provided.
- 6.2 Natural Resources Wales (NRW): Further information is required to demonstrate that the risks and consequences of flooding can be managed to an acceptable level in accordance with TAN15. Although the proposed application site lies outside of Zone C1 and C2 as defined by the Development Advice Map (DAM) referred to in Technical Advice Note 15: Development and Flood Risk (TAN15), our Flood Map information, which is updated on a quarterly basis, confirms the site to be within the 0.1% (1 in 1000 year) fluvial flood outline of the River Taff, a designated main river.
- 6.3 As the development advice maps are based on our flood maps it is our opinion that it is reasonable to apply the guidance set out in TAN15 in consideration of this application.
- 6.4 In our response to your EIA Scoping Opinion request, our reference CAS-20495-F7J3, dated 12 July 2016, we advised that proposed development site was within the fluvial flood outline and that the applicant would need to demonstrate, through submission of a Flood Consequences Assessment (FCA), that the consequences of flooding could be managed over the lifetime of the development. We also provided a checklist to assist in the production of the FCA. However, no FCA has been submitted in support of this application.
- 6.5 In order to provide your Authority with an initial, basic assessment of flood risk to the site we have consulted our own flood level data and this indicates:
- The development is predicted to be flood free in the 1 in 100 year plus climate change event and is therefore compliant with A1.14 of TAN 15.
 - However, in the 1 in 1000 year event, the site is predicted to flood to a depth of between 480 – 1010mm with a velocity of between 0.16 – 0.62 m/s. These depths and velocities are in excess of the indicative tolerable conditions set out at A1.15 of TAN15. Please be aware that we do not hold information in relation to the other two elements identified in A1.15 i.e. speed of inundation and rate of rise. Should your Authority be minded to request that the Applicant provides this information, we would be happy to review it and provide you with further advice.
- 6.6 Although we would not raise any objection in relation to the above, we are concerned that the Applicant has not provided an FCA in support of this

application, as per our previous advice. Due to the lack of FCA, we are unable to ascertain whether the development could cause any increase in flood risk elsewhere, which is fundamental to determining whether the risks and consequences of flooding are acceptable in accordance with TAN15. Therefore, we advise that an FCA should be submitted prior to determination of the application to demonstrate that this development will not increase flood risk elsewhere.

6.7 Network Rail (NR): Network Rail's response dated 20.12.16 raises the following concerns:

'It is highlighted that the application site includes land comprising the Saunders Road car park which is within the ownership of Network Rail. To date agreement has been not been reached nor the regulatory approvals obtained for the sale of this land to the applicant and the land remains in Network Rail ownership, although discussions are ongoing.

Careful attention must be given within this development to the pedestrian environment created along Saunders Road mindful of the frequent usage of this route by rail passengers moving to and from the station. Saunders Road is a popular and well-used pedestrian route linking Cardiff Central Station with the city centre; its popularity is due to the ability of this route to take pedestrians directly from the Station to the heart of the city centre and other key centre destinations such as the library, Motorpoint Arena, St. David's 2 development and retail units within The Hayes. As a result of this development not only will the existing taxis and servicing vehicles along Great Western Lane be using Saunders Road but so too will buses and vehicles using the BBC car park. The ability of this development to create a safe and attractive pedestrian environment along Saunders Road given this range of vehicular movements is therefore of concern to Network Rail.

In Network Rail's discussions with the applicant regarding the formation of the 'transport interchange' vision at this location we have shared our masterplan proposals for Cardiff Central Station to ensure that the proposed development is designed in context with our own masterplanning. However, none of the drawings and supporting documents accompanying the planning application submission show how the proposed development will relate to the masterplanning work undertaken for Cardiff Central Station. It is therefore of concern to Network Rail how a true 'transport interchange' can be created without clearly indicating the interrelationship between the Cardiff Central Station's Masterplan and this proposed development.

The planning application submission does not demonstrate on the drawings or within the Design and Access Statement how this transport interchange will achieve connectivity with the Cardiff Central Station masterplan proposals and also with the existing Station should funding not be forthcoming to deliver the

masterplan. Whilst the 'Proposed First Floor GA' plan shows an 'Interchange' area it is not shown how the building will link in with Network Rail's masterplan drawings. Network Rail is also mindful of the rising ground levels between the application site and the retaining wall to the railway at this point and Network Rail therefore expresses concern that it may not be possible to physically link together the station and this development as intended which will undermine the achievement of a world class integrated transport hub as is being promoted within the Transport Assessment.

It is highlighted that the applicant does not propose any improvements to Cardiff Central Station despite the development being promoted as an integrated transport interchange. Network Rail seeks financial contributions from the developer towards undertaking improvements to the station, mindful that the proposed development aims to achieve integration between bus, cycle and rail facilities and that the accompanying Travel Plan identifies measures to achieve a modal shift towards usage of rail and bus services which will increase rail usage at the station. The scope of the financial contributions sought include the provision of Customer Information Systems within the station concourse area to provide bus journey information, additional passenger facilities at the station, such as improvements to the station subways, refurbishment of existing waiting areas and the addition of new waiting shelters and customer services points on the station platforms.'

- 6.8 A further consultation response dated 13.2.17 makes the following points in relation to the amended plans and additional information:

'The Indicative Public Realm Interface drawing proposes a change in surface material at the point at which pedestrians would cross the accesses to the proposed 227 space car park and bus station. Network Rail still considers that, given the number of people who currently use this popular pedestrian route linking the station with key city centre destinations, the quality of the public realm and the safety of pedestrians at these crossing points is critical. Network Rail therefore advises that any consent granted shall include a planning condition which requires the submission of the detailed design and layout of these crossing points or, within the Section 106 agreement, a financial contribution towards the creation of a high quality public realm environment on the northern side of Saunders Road to ensure that pedestrian safety and ease of movement is prioritised over vehicular flows.

Transport Interchange Concept: *The amended plans have sought to indicate Cardiff Central Station's masterplan proposals and interpret the connectivity of the proposed development with the Capital's station in order to convey the developer's vision of a transport interchange at this location. The amended plans therefore show a development plot on the eastern side of the Station Booking Hall (Plot 13) with a high-level walkway link spanning across to the current application proposal. Network Rail would note that the footprint of the*

building indicated adjacent to the station does not reflect the masterplan proposals and is smaller and narrower than that portrayed in the most recent masterplanning work for the station. It is highlighted that this link has not been modelled or subject to discussion with Network Rail and therefore the ability to connect the development with the rail station is unproven.

The amended plans include a Central Square Visualisation which shows a canopy physically connecting the proposed development with the frontage of listed Booking Hall. It is emphasised that this canopy has not been advocated by Network Rail and would not be funded or delivered by Network Rail.

Loss of Saunders Road Car Park: It is stated that the car parking currently provided at Saunders Road would be relocated to the southern side of Cardiff Central Station. As identified in our response dated 20th December 2016, no agreement has been reached with Network Rail regarding the transfer of the parking provision to an alternative location. It is therefore advised that an appropriately worded Grampian / pre-commencement condition is attached to any planning consent granted or alternatively a clause within the Section 106 legal agreement to require the delivery of the 42no. parking spaces in advance of the closure of the Saunders Road car park to ensure that satisfactory parking provision is retained for use by rail passengers.

Delivery of Improvements to Cardiff Central Station: Network Rail strongly disagrees with the statement that the financial contributions sought by Network Rail from the developer towards undertaking improvements within the station are not a material consideration to this transport interchange application. The tests to seek a planning obligation are set out as:

- Necessary to make the development acceptable in planning terms;*
- Directly related to the development;*
- Fairly and reasonably related in scale and kind to the development.*

The proposed development is being presented as a transport interchange and not a bus station. Transferring between different transport modes is a central part of achieving this interchange vision and train travel will be a key element of delivering a true inter-modal change. Occupiers of the proposed 195 residential flats and 12,052 sq.m. office floorspace will be highly reliant upon rail travel for local, regional and long-distance journeys mindful that no on-site car parking is associated with these uses. Improvements to the station facilities which directly respond to the inevitable increased usage of the station by the developments residential and office occupiers will be necessary to make the development acceptable in planning terms.

- 6.9 NR reference their previous consultation response highlighting the scope of the improvements required as a result of the increased demand and consider the scope of the improvements outlined to be clearly directly related to the development and more than fairly related in scale and kind to the

development. NR further support their case by making reference to LDP Policy KP7 Planning Obligations, Policy T3 Transport Interchanges, Policy T4 Regional Transport Hub, SPG Developer Contributions for Transport (2010), and the Consultation Draft SPG planning Obligations (2016).

- 6.10 NR does not object to the principle of development to the north of the station or to the creation of a transport interchange, but remains concerned that Cardiff Council and the developer do not acknowledge the impact that this scale of development will have upon Cardiff Central Station and its limited facilities. NR has no funding to respond to the additional demand this proposal will place upon the station and securing a financial contribution from the developer is key to delivering essential improvements.
- 6.11 Arriva Trains Wales: ATW's consultation response dated 14.12.16 make the following comments:

'ATW recognise the wider benefits of these improvements to Cardiff as a City but remain concerned at the lack of meaningful and formal proposals coming forward for the permanent replacement of the 42 spaces in the Saunders Road car park aligned with their ability to use such space for public safety managing people movement into the rail station on major event days at the Millennium Stadium. Until such time as this is resolved satisfactorily ATW have no alternative but to raise objections.

Positive suggestions have been floated, nothing more, that the replacement 42 spaces could initially be made available on the Brains site in the car park opposite St Mary's House, with them possibly transferring to the transport interchange and then on to a proposed multi-storey car park. The Brains site with a link through into the existing Station car park on Penarth Road could be a potential solution to both the loss of parking on Saunders Road and space for "policing" public safety around the station on event days.

We have no desire to be the "party pooper" and appreciate the dialogue and updates on progress but there is no substance at this stage behind addressing ATW's land loss and until we get an acceptable resolution we are not in a position to support the scheme. In the interest of all parties it would be good to get to a mutually acceptable solution to the Saunders Road land loss asap and we look forward to receiving deliverable and workable proposals.'

- 6.12 A further ATW consultation response dated 17.2.17 states that Arriva Trains Wales Ltd has received no formal response from the applicant for the replacement parking, and reiterates their objection to the inclusion of their current car park in the redevelopment proposals.
- 6.13 Police Architectural Liaison: South Wales Police have no objection.

- 6.14 Cardiff Bus: No formal comments have been received from Cardiff Bus. However the Council has liaised closely with Cardiff Bus and other bus/coach operators over the design of the interchange.
- 6.15 Design Commission for Wales: As part of the pre-application discussions the scheme and masterplan was presented to the DCfW on a number of occasions and workshops were held to discuss the application under consideration in the context of the emerging masterplan for the wider Central Square area. The DCfW are supportive of the design approach.
- 6.16 Glamorgan Gwent Archaeological Trust: The proposal will require mitigation and a standard GGAT 'watching brief' condition is advised.
- 6.17 Public Health Wales: We welcome the opportunity to comment on the air quality elements of this planning application. We have consulted with our colleagues at the Environmental Public Health Service (delivered collaboratively through Public Health Wales' Health Protection Team and Public Health England's Centre for Radiation, Chemical and Environmental Hazards Wales). Any recommendations are for consideration by planners and be reflected in any planning conditions made (see rationale below). We note that concerns have been raised by the local authority Shared Regulatory Services (SRS) Air Quality Team, with regard to potential for adverse impacts upon air quality from the operational phase of the proposed development. We have been mindful of these in producing this response.
- 6.18 Overall Conclusion: Public Health Wales and Cardiff & Vale University Health Board would support a sustainable integrated transport interchange that improves air quality, reduces human exposure to transport emissions and encourages active travel and use of environmentally sustainable public transport.
- 6.19 However, based on the evidence in this application, the proposed transport interchange is unlikely to improve air quality problems from nitrogen dioxide (NO₂) that have already led to the declaration of an Air Quality Management Area in Cardiff city centre. There is some suggestion that it could make matters worse; and would most certainly hinder any efforts being taken to resolve existing problems.
- 6.20 We are satisfied that the construction phase air quality impacts can be managed by an implemented Construction Environment Management Plan. However based on a modelled scenario for 2018 the annual average NO₂ air quality objective (AQO) is predicted to be exceeded at nearby locations, both with and without the development. The interchange will add one location where the AQO is exceeded. For the 2024 scenario, one location is predicted to exceed the AQO due to the development. In the cumulative assessment scenario two locations are predicted to exceed the AQO with the development

in place. Additionally, it is possible that people in the vicinity of the bus manoeuvring area could be exposed to hourly concentrations of NO₂ that are over four times the short-term air quality objective. Also, emissions from an associated energy plant do not appear to have been assessed.

- 6.21 Deteriorations in air quality of this kind have the potential to increase exposure to air pollution and result in higher public health risks. Given the sustainability principles set out in the Well Being of Future Generations (Wales) Act 2015, it is our view that every effort should be made by all Public Bodies to ensure that the environment and public health are protected as a minimum, and improved where possible.
- 6.22 The proposed transport interchange could deliver many positives in terms of encouraging more sustainable travel. We would recommend that the Local Planning Authority evaluates further the development in terms of its potential air quality and health impacts and look to identify better options and strategies that would control and improve air quality within and across the city centre. For example, is it appropriate to have just one transport interchange? Should buses use two or three strategically located transport hubs that spread possible air quality and health impacts thinner across the city, and probably have knock-on positives by reducing air pollution from other traffic congestion problems?
- 6.23 CADW: No objection. The proposed development is located within a 2 km buffer of the scheduled monument known as Cardiff Castle and Roman Fort (GM171) and the registered historic parks and gardens known as PGW (Gm) 22 (CDF) Cardiff Castle and Bute Park and PGW (Gm) 26 (CDF) Cathays Park.
- 6.24 The development will have no direct physical impact on any scheduled monument or any of the Historic Parks and gardens identified above. An assessment of the impact of the proposed development on the setting of Cardiff Castle and Roman Fort (GM171) and of PGW (Gm) 22 (CDF) Cardiff Castle and Bute Park and PGW (Gm) 26 (CDF) Cathays Park has concluded that there will be a very slight impact. We concur with these assessments.
- 6.25 Welsh Government (Transport Division): The proposal would have no material impact on the trunk road, therefore no objection.
- 6.26 Wales & West Utilities: No objection. A plan and general conditions for guidance are provided.

7. **REPRESENTATIONS**

7.1 The proposals were advertised as an Environmental Impact Assessment Application in the press and on site, and Local Members and neighbours were notified. Amended plans and the ES Addendum were advertised in the press and on site and local members and neighbours and representors were notified.

7.2 Representations were received from;

- Mr. Swingler of the Royal Hotel objecting to the impact of the highway enabling works on the operation of the hotel, loss of the NCP car park, and overshadowing;
- Mr. Wallis, Campaigns Manager, Cardiff Cycling Campaign, raising concerns related to the pre-application process and the design of the cycle hub;
- Mr. Davidson (no address supplied) objecting to the height of the apartment block (impact on conservation area and overshadowing), creation of a wind funnel on Wood Street, appearance of the building and air pollution within the interchange;
- Mr Price of Minny Street, Cardiff supporting the scheme but raising concerns over access to and operation of the bus station, future integration with the tram/metro, retention of ground floor active frontages, and quality of finishing materials;
- Mr. Jonathan Waugh (RPS CgMS planning consultants) questioning the timing of the highway enabling works on Westgate Street;
- Mr. Ibrahim of Glen Mavis Way, Barry objecting to the loss of the NCP car park, and lack of plans for upgrading Cardiff Central Station.
- Mr. Barker on behalf of Cardiff Cycling Campaign raising concerns over lack of detail on how cycling access to the cycle hub across Central Square will be accommodated, and on the design of the cycle hub.

8. **ASSESSMENT**

8.1 The main issues to be assessed are:

- a. Proposed land uses and quantities in this location.
- b. Design of the Interchange building, including associated public realm and pedestrian linkages.
- c. Access and Parking
- d. Impact on the character and appearance of the conservation area and the setting of the listed buildings.
- e. Impact on the amenity of neighbours and future occupiers.
- f. Impact on current and future provision of public transport services (bus and railway).
- g. Conclusions of the ES and the ES Addendum.
- h. Planning obligations

a. Proposed land uses and quantities in this location

- 8.2 The proposed interchange, office and residential uses fully complies with Key Policy KP2A Cardiff Central Enterprise Zone and Regional Transport Hub, and will bring significant economic, social and environmental benefits to the city. The provision of a modern replacement bus station and cycle hub adjacent to the railway station enables the provision of a fully integrated regional transport hub in the future, and delivers an appropriate arrival experience for visitors to the capital city of Wales.

b. Design of the interchange building including associated public realm and pedestrian linkages

- 8.3 *Design:* The scale and design of the interchange building is appropriate for its city centre location and complements the BBC Wales building and the new office developments to the west. It enhances key pedestrian routes to the north and east (Marland Street and Saunders Road) and completes a high quality area of public realm to the north of the station.
- 8.4 The interchange itself is characterised by active frontages to the street, and by the strong horizontal emphasis created by canopies at first and second floor levels, and treatment of the lower level car park, which effectively combine to visually separate the transport use from the residential and office uses above. The simple and highly logical design of the interchange and its relationship to Saunders Road, Wood Street and Central Square is acceptable.
- 8.5 As part of pre-application discussions, and in line with public consultation feedback, the design of the main entrance from Central Square has been redesigned to give more prominence and legibility.
- 8.6 The design of the office and PRS is different to respond to the Central Square and Wood Street built environment contexts. In both cases the design concept is to create buildings that complement the BBC centrepiece interchange and in this context the architecture makes reference to Plot 2 offices to the west of the BBC building and frames both the building and the new Central Square.
- 8.7 *Public Realm works:* The extent of the public realm is defined on the Proposed Site Plan, dwg. no. VA0-GF-DR-A-01104 Rev 4. They include the public realm adjacent to the building, including the widened Wood Street pavement, the eastern half of Marland Street, the eastern edge of Central Square, the covered area serving the Saunders Road entrance and cycle hub entrance at the SW corner of the building, Saunders Road adjacent to the application site (north of the existing taxi rank) including the entrance to the offices at mezzanine level, and the pedestrian crossing highway works on Saunders Road and Wood Street. The specification and overall appearance

will be as the Central Square public realm (Planning permission 14/02405/MJR for the BBCHQ and associated public realm).

- 8.8 The surfacing material will be predominantly granite paving to match improvements to The Hayes and St. Mary's Street and in line with the objectives of the Cardiff City Centre Public Realm Manual. Details of the hard landscaping materials palette, the pedestrian crossing works, tree planting, street furniture and lighting are subject to condition.
- 8.9 A financial contribution of £1,750,000 by means of a Section 106 agreement is secured towards funding the delivery of the public realm works. Included in these works are the new/improved pedestrian crossings on Wood Street and Saunders Road. The works will be implemented as part of the wider Central Square public realm improvements and is subject to a phasing plan condition.
- 8.10 In relation to concerns raised by the Cardiff Council Access Focus Group a review was commissioned by the developer at the request of the Council to look at the design of the Central Square shared space, in particular the potential for pedestrian/ cyclist conflict, and the design and functioning of the cycle hub. The report makes the following main recommendations:
- Avoid the square being used as a cycling short cut between Wood Street and Lower St Mary Street, or as a safe and more comfortable alternative to cycling on Wood Street, by providing good cycling facilities on Wood Street and St Mary Street;
 - As expected volumes of cycling are low and pedestrian volumes high a separated facility for cycling across the square is not the preferred solution. Instead it is recommended that 'gates' are created at the entrances to the square which – through urban furniture, paving treatment and signage – make cyclists aware they are entering a shared space where pedestrians have priority;
 - Investigate additional short-stay and long-stay cycle parking to the west of the railway station to reduce cycle traffic from the west crossing the main pedestrian flows to and from the station;
 - Create a pedestrian 'safe area' in front of the railway station to allow pedestrians to exit safely before entering the square and crossing the path of cyclists. Such an area could be considered in front of the interchange/ entrance to the cycle hub;
 - Open cycle hub incrementally (ie. do not open on day one with 500 cycle stands) and monitor usage and actively manage the facility to address problems as and when they arise.
- 8.11 A condition has been imposed requiring the submission of a strategy to ensure inclusive access to and from the interchange for all groups. A separate condition has been imposed requiring the submission of an active management plan for the operation of the cycle hub to promote the Council's

sustainable transport strategy and to minimise the potential for pedestrian/cyclist conflict for users accessing the cycle hub.

- 8.12 Please note that conditions cannot be attached that relate to the design of the wider Central Square public realm which forms part of the BBC application. In this context it is recognised that the success of Central Square as a shared public space will depend on how it is managed and maintained, and different management models involving the various stakeholders are currently being explored.
- 8.13 The on-site public realm proposals are acceptable subject to public realm and inclusive access conditions, and integration with emerging proposals for the wider area.

c. Access and parking

- 8.14 The access arrangements to the interchange building, and to the office and residential developments above the interchange, are acceptable. Further details addressing inclusive access to and from the interchange building are required by condition.
- 8.15 With regard to the loss of the NCP car park prior approval for demolition was granted in 2016 and it does not therefore form part of this application.
- 8.16 The number of parking spaces provided for the office (zero) and residential developments (zero) is policy compliant and is acceptable given the highly sustainable location. Pick-up and drop-off for the interchange is catered for on Wood Street, Havelock Street and within the interchange building itself. The taxi rank on Saunders Road is unaffected by the development.
- 8.17 Subject to highway enabling works on Westgate Street, Havelock Street and Penarth Road the impact on the local highway network is acceptable.

d. Impact on the character and appearance of the conservation area and the setting of the listed buildings.

- 8.18 The footprint of the interchange building is set back on Wood Street and Saunders Road to enhance the setting of the listed buildings on the corners of Great Western Lane (Prince of Wales PH and the Great Western Hotel).
- 8.19 The height and massing of the office building is designed to reduce the impact of the building on Central Square and on the setting of the listed station building. The office building is physically separated from the PRS building and the masses of both buildings modelled to minimise the impact of the development on the conservation area in views from the east and south-east, and from Wood Street. Townscape and visual impact of the development and

the impact on built heritage is fully assessed in the ES as being beneficial/ neutral.

- 8.20 The impact on the character and appearance of the St Mary Street Conservation Area, and on the setting of the listed buildings to the east of the site and on the listed railway station, is acceptable.

e. Impact on the amenity of neighbours and future occupiers.

- 8.21 Air quality concerns were raised by Pollution Control (Noise & Air) and by Public Health Wales. In response to the comments the ES was amended to include a third model (see ES Addendum). This model (Model 3) is based on current unchanged bus flows and usage of Westgate Street/ Castle Street junction.
- 8.22 The overall impact of this model (existing demand) is considered not to be significant and does not significantly worsen Air Quality conditions along Westgate Street/ Castle Street junction for the projected year of opening.
- 8.23 It is acknowledged that there potentially could be issues in terms of looking to restrict usage of the bus station by operators in order to reduce bus movements on Westgate Street, thus detail is required as to how many buses will be restricted from the use of Westgate Street/ Castle Street junction with the adoption of Model 3.
- 8.24 In order to ensure that Model 3 can be implemented, and air pollution from bus movements controlled, a condition is imposed that requires the future operator of the bus station to submit a plan of operation prior to beneficial occupation detailing the number and frequency of services using the interchange and specifying those services accessing and exiting the interchange via Westgate Street, and those services accessing and exiting the interchange via Saunders Road. The condition states that the bus station shall be operated in accordance with the approved plan of operation unless otherwise agreed in writing with the LPA.
- 8.25 The intention of the condition is to that ensure the number of buses using Westgate Street / Castle Street junction remains unchanged or preferably reduces. One advantage of this this is that if the number of services is controlled it may provide an incentive to bus operators to convert their fleet to low/ zero emission vehicles.
- 8.26 It is appreciated that there will likely be a future demand to increase the number of buses using the interchange. To allow this to happen in a controlled manner a condition is imposed requiring a revised AQA to be undertaken to monitor/ assess air quality levels to ensure that any increased

use of the Interchange/ Westgate Street/ Castle Street junction does not have a significantly negative impact upon air quality.

- 8.27 Mitigation measures to address the NO₂ levels inside the Bus station in the form of a mechanical ventilation system have been outlined in the application. The principle is acceptable however no detailed design or specification of this system have been provided to demonstrate that the system will effectively mitigate the risks to bus stand users.
- 8.28 Although the design and functionality of the ventilation system has been discussed with the consultants, a report which details the system's operation and demonstrates its efficiency in terms of pollutant reduction must be submitted and approved by the LPA before the commencement of works.
- 8.29 A separate condition is therefore imposed requiring further details of the interchange ventilation system.
- 8.30 A further condition is imposed requiring air quality modelling to assess the potential impact from the proposed on site combustion plant.
- 8.31 A road traffic noise condition has been added to ensure the amenity of future occupiers of the residential component of the development.

f. Impact on public transport services (bus and railway)

- 8.32 *Replacement bus station:* The replacement bus station accords with the Council's preferred location for the new bus station, and satisfies the Council's brief in terms of no. of stands, access points and operation. The application demonstrates that the proposed development does not prejudice the future linking of the interchange building to the railway station, and the delivery of a fully integrated regional transport hub as proposed in the LDP.
- 8.33 *Cardiff Central Station:* In relation to the consultation response from Network Rail (NR) raising a number of concerns, and the consultation responses from Arriva Trains Wales (ATW) objecting to the proposals:
- 8.34 The application site boundary includes the Saunders Road surface car park which is in the ownership of NR. The applicant has agreed terms with NR/ATW to acquire the car park site, and to relocate the parking to land owned by the applicant to the south of the station. A condition has been added requiring the applicant to provide details of replacement parking on land belonging to the applicant to the south of the station, and to implement such provision prior to the closure of the car park.
- 8.35 Public realm improvements including a new pedestrian crossing are proposed for Saunders Road. Planning permission is subject to a section 106 financial

contribution for public realm and highway improvement works, and conditions relating to details and implementation of the public realm works indicated in the plans.

- 8.36 Plans and images showing a potential link between the interchange building and the railway station are indicative. Any such link is dependent on the plans that come forward for upgrading the railway station. The building is designed to function as a standalone interchange with the potential to be physically linked to an upgraded central station. The levels on Saunders Road have been taken into account in the design of a potential future link.
- 8.37 Visuals showing a link between the interchange building and the railway station extension on NR land to the east of the booking hall, and a canopy linking the two buildings, are indicative and intended to illustrate that the interchange building does not prejudice in any way a potential future link to the railway station and the delivery of a fully integrated transport hub.
- 8.38 Network Rail outlines a policy case for a 106 contribution towards improvement works to the station as a consequence of the increased demand on the station facilities arising from the office and residential uses. The proposed improvement works could be provision of customer information systems, improvements to the station subways, refurbishment of existing waiting areas and the addition of new waiting shelters and customer services points on the station platforms.
- 8.39 In response to this request it is not considered that improvement works to the railway station are necessary to make the development acceptable in planning terms, and do not therefore meet the planning obligations tests. It should also be noted that:
- Additional usage of the railway station by future residents and office users is not easy to quantify but would not differ from any large scale city centre development with zero or restricted parking. It is therefore difficult to justify why this development should make a 106 financial contribution while other similar developments in the immediate area have not.
 - The proposed public realm works on Network Rail land on Saunders Road represent a significant upgrading of the immediate environs of the station, as indeed does the regeneration of the wider Central Square area and the opportunity this presents for Network Rail to bring forward their own proposals to upgrade central station as an integrated part of a masterplan that is in the process of being successfully delivered.
- 8.40 Arriva Trains Wales (ATW) objects to the inclusion of their current car park in the redevelopment proposals. This is a commercial matter between the applicant and ATW/ NR however Arriva Trains Wales (ATW) also raises concerns over the loss of the Saunders Road car park in terms of reduced capacity to deal with crowds and queueing on event days. Pedestrian flows

and crowd management on normal days and event days was modelled in the 'Crowd flow analysis summary report' which accompanied the BBC application. The report modelled scenarios where NR builds on its land to the front of the station and demonstrated that the reduced square can accommodate event day crowds without using NR land for the queuing areas.

g. Conclusions of the Environmental Statement and Environmental Statement Addendum

- 8.41 The LPA cannot grant planning permission unless it has taken the "environmental information" into consideration and it states in its decision that it has done so - Reg 3 (3) of the Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2016.
- 8.42 The application was accompanied by an Environmental Statement (The ES) comprising Vol 1 Non-Technical Summary (NTS); Vol 2 Technical Assessments; and Vol 3 Appendices and Figures.
- 8.43 An Environmental Statement Addendum was received on 23.1.17 addressing concerns raised by Pollution Control (Noise & Air) and Public Health Wales in respect of air quality, and by the Council's Access Focus Group in relation to Pick-up and Drop-off within the Interchange building.
- 8.44 The ES Addendum Vol 1 Non-technical Summary supersedes the application NTS. The ES Addendum Vol 2 Technical Assessments and Vol 3 Appendices and Figures supplement the application ES Vols 1 and 2 and should be read in conjunction.
- 8.45 The ES concludes that the likely environmental effects arising from the scheme are as follows:
- 8.46 *Transportation:* Traffic impact has been assessed during the construction and operation phases in the agreed assessment years 2018 and 2024. The scope was agreed with CC and WG, and 2016 traffic data has been used to establish the baseline. The assessment assumes the highway enabling works to Westgate Street, Havelock Street and Saunders Road/ Penarth Road as part of the proposals.
- 8.47 A total of 29 highway links have been assessed which includes all links which are sensitive to traffic increases in the area directly surrounding the development site and key strategic routes to the wider network. Impacts are classed as negligible, minor, moderate and substantial. Substantial and moderate impacts are considered to be significant in EIA terms.
- 8.48 No traffic effect is classed as significant, i.e. moderate/ substantial adverse in either the construction or operational phases. Whilst the traffic impact will not

be significant, mitigation is proposed for the construction phase in the form of a Construction and Environment Management Plan (CEMP).

- 8.49 The development will result in significant benefits for public transport users both in terms of the provision of a replacement bus station and the enhancement of interchange between transport modes. Event Management will not be affected during the construction phase. Furthermore, pedestrians and cyclists will experience significant, i.e. moderate or substantial, beneficial effects following completion of development proposals. Thus the proposed development will have an overall moderate/ substantial beneficial effect in terms of transportation, which is significant in EIA terms.
- 8.50 *Socio-Economic:* The most significant economic aspects are estimated to be: Capital investment of approximately £100m over a 3 year build period; up to 990 person years of temporary construction work; the creation of 944 net additional FTE jobs following completion contributing an additional £83m in value added to the Welsh economy. The development will raise the overall level of economic activity and expenditure in the area and will therefore have a beneficial economic impact.
- 8.51 *Townscape & Visual:* The site is within an area of overall low townscape value but with a number of sensitive townscape receptors including Cardiff Central Station (Grade II listed), the St. Mary Street conservation area (including a number of listed buildings), the River Taff, the Millennium Stadium and residential areas to the west of the river. 6 key viewpoints requiring accurate visual representations (AVRs) were agreed. A further 3 assessments were made based on CGIs. 3 distant viewpoints from the north-east, south and south-west of the city were also agreed. The impact on the townscape receptors and on these views was assessed.
- 8.52 There would be a substantial beneficial townscape effect deriving from the development and surrounding public realm. The setting of Central Railway Station will be enhanced. A minor adverse effect will result from the loss of the existing street trees, however this will be mitigated through the introduction of new trees as part of the landscaping strategy being proposed for the site.
- 8.53 Within the wider area there would be minor beneficial townscape effects to the adjacent St. Mary Street Conservation Area and Millennium Stadium Character Areas. The proposals will enhance the setting of the Conservation Area and associated listed buildings, within the immediate vicinity of the site, providing an improved public realm and enhanced linkages from the development site to the adjacent character areas.
- 8.54 In the majority of the views assessed the significance of the change to the view will be moderate to substantial and beneficial in nature. The proposals would give rise to neutral visual effects of negligible significance from

locations along the riverside path/cycleway and the majority of residential development overlooking the Taff - a result of both distance, and current visibility already being limited by substantial existing and consented development.

- 8.55 *Built Heritage (Above Ground)*: The impact on the St Mary Street Conservation Area and a total of 42 above ground heritage assets has been assessed. The assessment found that during construction there would be moderate/minor adverse effects on 6 listed buildings around the site and a minor adverse effect on the conservation area. After completion there would be a substantial beneficial effect upon the setting of the Central Railway Station, a moderate beneficial effect on 9 listed buildings close to the site and a minor beneficial or negligible effect on the remaining heritage assets.
- 8.56 *Archaeology*: GGAT have requested a watching brief for below-ground heritage assets.
- 8.57 *Air Quality*: A detailed AQ Assessment was undertaken of the construction phase and of the operational phase in 2018 (assumed year of opening) and 2024. Initial modelling was based on two mitigation scenarios – replacement of 25% and 50% of existing diesel-powered bus fleet with green vehicles. In response to Pollution Control concerns a third mitigation scenario was modelled and presented in the ES Addendum. Scenario 3 is the restriction of buses using the Interchange to control the number of bus movements on Westgate Street.
- 8.58 The residual impact (ie. after mitigation) of construction-related activities is anticipated to be minor adverse, provided that appropriate mitigation measures are implemented and enforced through an AQ Dust management Plan and/ or Construction Environmental Management Plan (CEMP).
- 8.59 Operational phase impacts have been assessed using a detailed dispersion model. Following completion of the proposed development the air quality impact with respect to nitrogen dioxide concentrations is predicted to be significant in 2018, with smaller impacts in 2024 as vehicle emissions decrease. The areas experiencing the largest impacts are localized sections of Westgate Street and Castle Street.
- 8.60 Measures to reduce air quality impact should be applied. These could include incentivising the uptake of zero emission buses or restricting the number of buses using the Interchange so that there are no additional buses at the Westgate Street / Castle Street junction. Restricting the number of buses using the Interchange would result in an impact that is not considered to be significant.
- 8.61 The proposed development is not predicted to have a significant effect with respect to PM10 and PM2.5 concentrations. The predicted impacts of the

proposed development on levels of these pollutants are negligible in all modelled scenarios. All predicted levels of nitrogen dioxide, PM10 and PM2.5 meet the relevant air quality objectives at proposed receptors within the Interchange development. The effects of short-term exposure to nitrogen dioxide within the bus station itself have been assessed. Levels of nitrogen dioxide are likely to exceed the 1-hour standard for this pollutant. However, members of the public are not likely to spend more than a few minutes exposed to these levels of pollution when boarding and alighting from buses.

- 8.62 The retail area of the Interchange development, where members of the public may spend longer periods of time, will be physically screened from the bus stand area. By virtue of the screening, nitrogen dioxide concentrations will be significantly lower in the retail/ concourse area. It is recommended that mitigation measures are implemented to reduce the peak concentrations within the bus station, for example by improving ventilation or by employing an anti-idling policy for buses using the Interchange.
- 8.63 *Wind Micro-climate:* A desktop qualitative assessment has been made. The study shows that wind conditions at the existing site are generally acceptable and will be reduced further on completion of the construction of the BBC HQ. After completion modelling indicates 'strolling' to 'business walking' conditions on the SW and NW corners of the building and on Marland Street between the Interchange building and the BBC building. Mitigation measures will therefore be required at building entrances in these areas. Mitigation in the form of screening may also be required for the upper level car parking deck.
- 8.64 *Ground Conditions:* Historically the site was reclaimed from the old channel line of the River Taff and comprises a deep layer of fill overlying estuarine alluvium. Materials used for fill may include contamination. Former uses as a tram shed and car park may have resulted in contamination of ground and groundwater. The development will involve excavation of made ground materials for foundations. The Ground Conditions Assessment concludes that the risk to end users of the site is low.
- 8.65 *Noise & Vibration:* The assessment considered noise and vibration impacts during the construction and operation of the proposed development on nearest residential properties to the west of the River Taff, along Fitzhammon Embankment and Tudor Street, and the commercial, hotel and office developments which are in close proximity to the site.
- 8.66 The assessment found that changes in noise levels due to increased traffic on the nearby road network during construction would be negligible. Noise from construction activities on the site would not give rise to significant adverse effects due to the considerable distances between the site area under development, and the closest residential properties. Similarly at nearby non-residential receptors construction noise would not give rise to significant

adverse effects. There are no significant effects predicted as a result of construction vibration due to the distance between the residential receptors and potential vibration source activities.

- 8.67 After completion, with appropriate noise control during the design of building services plant, no significant effects as a result of operational noise, are predicted at nearest sensitive receptors. Operational road traffic flow changes as a result of the bus interchange and associated traffic redirection have been assessed and at all closest receptor locations the predicted change is below the threshold of significance. Therefore no significant adverse effects are arising from operational road traffic. However it should be noted that there are several links, namely Park Street and Westgate Street, which experience an increase of 6dB and 4dB respectively. These levels are not considered to result in a significant adverse effect as the buildings affected are commercial in use, and no sensitive residential receptors are present.
- 8.68 *Water Resources:* An assessment by Arup has been made of the impact of proposals on the existing sewer network, the adjacent River Taff, the potential for flooding and the consumption of water. A strategy has been developed for draining the site and agreed in principle with Dwr Cymru Welsh Water (DCWW). This involves provision of a new storm sewer to accept development storm run-off, which will reduce flows in the existing combined sewer serving the site. Storm drainage will be discharged to the River Taff, with incorporation of suitable pollution-prevention measures to ensure that the water quality in the river will not be affected.
- 8.69 *Cumulative impact:* The assessment of the cumulative impact includes the developments that form part of the wider Central Square masterplan. These are the consented BBC building and the office development to the west of Central Square, and development proposed to the north of Wood Street which does not have planning permission but is likely to be developed in due course as part of the wider regeneration scheme. The ES concludes that the likely environmental effects arising from the wider development are not significant.
- 8.70 It is considered that the ES and Addendum to the ES have properly assessed the likely environmental effects of the development. No significant adverse environmental impacts have been identified.

h. Section 106 Planning obligations

- 8.71 In accordance with the LDP and approve supplementary planning guidance (Jan 2017) the residential element of the scheme (195 PRS apartments) triggers affordable housing, public open space, regeneration and education obligations. The interchange building triggers public realm works which will integrate with the wider central square public realm proposals, and highways

improvement works to Saunders Road and Wood Street sufficient to provide adequate pedestrian access to the interchange.

- 8.72 *Affordable housing:* The Strategic Housing consultation response requests 20% affordable housing delivered on site as part of the development. In the event that the affordable housing is not deliverable on site, and subject to agreement with Housing Strategy, it may be delivered offsite at a location to be agreed, or a financial contribution of £2,664,810 paid towards the provision of affordable housing in the local area.
- 8.73 Any reduction in the affordable housing contribution requires the submission of a viability appraisal justifying the level of affordable housing that the scheme can support. The appraisal is then subject to an independent assessment commissioned by the Council and paid for by the applicant. A recommendation is then made based on the conclusions of the independent assessment and discussions with Housing Strategy and the applicant.
- 8.74 In this case no viability appraisal has been submitted by the applicant and the recommendation is therefore subject to a Section 106 legal agreement securing 20% affordable housing in accordance with policy.
- 8.75 *Public open space:* The Parks consultation response requests a financial contribution of £300,889 towards the improvement of public open space in the vicinity of the development.
- 8.76 The proposed development is subject to Policy C5 (Provision for Open Space, Outdoor Recreation, Children's Play and Sport) of the Local Development Plan, which allows for a financial contribution for off-site provision/improvements where functional open space is not provided on site, and furthermore states that this may include improvements to the public realm in line with Policy KP5 High Quality and Sustainable Design.
- 8.77 The principle of utilising POS money on upgrading public realm on city centre developments has been established, and in this case is considered appropriate to the particular site and development proposal.
- 8.78 *Public realm:* The applicant has offered a financial contribution of £1,750,000 for public realm improvements to be secured by a Section 106 legal agreement. This sum is in line with an agreement between the Council and the applicant on the funding and delivery of the wider Central Square public realm improvements.
- 8.79 *Community facilities:* The Regeneration consultation response requests a financial contribution of £163,223 towards the improvement of community facilities in the vicinity of the development. The proposed development is subject to LDP Policy C1 Community Facilities which states that on significant

residential developments, which will result in increased demand for local community facilities, land, buildings and or financial contributions towards community facilities will be secured through negotiation with the developer.

- 8.80 Given the city centre location and the nature of the scheme, including significant public realm works and provision of community facilities on site, a financial contribution is not considered necessary in this case.

Representations

- 8.81 *Objection from Mr. Swingler, Royal Hotel:* In relation to restricted access on Westgate Street for guests arriving by private car access to Westgate Street would need to be controlled with a Traffic Regulation Order (TRO). The TRO could include time limitation to allow access for general traffic outside of core bus times, and/or it could specify “buses, taxis and loading”. The details of the TRO do not need to be defined at this stage in planning. It is acknowledged however that due to the nature of guest arrivals, it is unlikely that the same level of access can be achieved through time limiting the TRO.
- 8.82 However loading is also possible on St Mary Street from Midnight to 10am, and new pick up and drop off facilities associated with the Interchange but for general use are proposed on Wood Street for westbound vehicles coming from the south of the city (c. 100m from The Royal Hotel Westgate Street entrance), and on Havelock Street for southbound vehicles coming from the north of the city (c. 150m from The Royal Hotel Westgate Street entrance).
- 8.83 It is not clear the extent to which the new PU/DOs will be used by local businesses as well as the Interchange. However they have been designed to accommodate movement from all areas and with as much capacity as could reasonably be provided considering the competing demands for road space in a city centre.
- 8.84 In conclusion while the layout of the lower end of Westgate Street will be modified as a consequence of the interchange proposals and, subject to the details of the TRO, potentially restrict direct access for guests of the Royal Hotel arriving by private car, new loading facilities within 150m of the hotel are being provided which guests will be able to use.
- 8.85 The loss of the NCP does not form part of the application. Prior approval for its demolition was granted in 2016. Parking for the use of hotel guests is available at the NCP car park on Westgate Street.
- 8.86 A meeting was held on 3.2.17 with the Royal Hotel to discuss the objection. It was attended by the planning officer and the applicant’s transport consultants.

- 8.87 *Objection from Mr. Robert Davidson:* The scale of the building and its impact on the conservation area are addressed in the report. In relation to overshadowing of the Royal Hotel the interchange building on Wood Street (NE corner) is c. 50m above street level at a distance of 47m from the nearest corner of the Royal Hotel. Given the separation distance the impact on daylighting received by the hotel ground floor windows will be minimal and is acceptable for a city centre location. Mitigation of adverse wind conditions at street level is addressed by condition. Air quality in the interchange and the design of the building is addressed in the report.
- 8.88 *Objection from Mr. A. Price:* The proposed operation of the bus station, i.e. access and drive-in/ reverse-out, is in line with the Council's brief and has been fully assessed by Highways (see Transportation consultation response above). The location and design of the interchange building does not compromise future integration with a rapid transport/ metro service is addressed at the start of the report. Finishing materials are controlled by condition. There is active frontage at ground floor along the full length of Marland Street and Wood Street.
- 8.89 *Objection from Mr. John Ibrahim:* The loss of the NCP car park and Saunders Road car park is addressed in the report.
- 8.90 *Questions from Mr. Wallis:* The pre-application process is described in the report. The statutory pre-application public consultation was carried out by the applicant in accordance with legislation and is considered acceptable. The design and management of the cycle hub is the subject of a condition which requires details prior to beneficial occupation of the hub.
- 8.91 *Question from Jonathan Waugh:* The highway enabling works to Westgate Street will be implemented under a TRO. The date for such works is not known but by their nature they will be completed prior to the beneficial occupation of the interchange building.
- 8.92 *Objection from Mr. Ken Barker:* The design and management of the cycle hub is the subject of a condition which requires details prior to beneficial occupation of the hub. In relation to access to the hub the proposals show Central Square as a shared space where cycling is permitted but where pedestrians have priority. Concerns have been raised by the Council's Access Focus Group in relation to potential conflict between cyclists and pedestrians and a review of Central Square was carried out by Jan Gehl Associates to look at this issue, see above. The report concludes that the shared space can be effectively managed and makes several high-level recommendations. Details submitted to discharge the public realm and inclusive access conditions will be required to take these recommendations into account.

Other Matters

- 8.93 *Trees:* The Tree Officer objects on grounds of loss of trees on Saunders Road, potential harm to retained trees, and lack of provision for replacement planting. A condition has been imposed requiring replacement tree planting to address any loss of Council trees on Saunders Road, and the protection of retained trees. There is potential to redesign tree planting on Marland Street to maintain the number of proposed trees. The proposals are considered acceptable subject to this condition.
- 8.94 *Waste Management:* Waste management arrangements are acceptable subject to a condition for more details.
- 8.95 *Equalities Impact Assessment:* The Public Sector Equality Duty (Section 149 of the Act 2010) requires the Council to have due regard to the need to eliminate discrimination, promote equality of opportunity and foster good relations between different communities. The Act identifies a number of 'protected characteristics', namely, age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership. The Council's duty under the above Act has been given due consideration in the determination of this application. In terms of the promotion of inclusive access, equality and diversity, there will be no apparent abnormal differential impact on any people protected under the Equality Act 2010 as assessed at this stage, noting that the detailed design of the public realm, including the highway improvement works is the subject of planning conditions and/or section 106 legal agreement.
- 8.96 *Wellbeing of Future Generations (Wales) Act 2015:* Section 3 of the Wellbeing of Future Generations (Wales) Act 2015 imposes a duty on public bodies to carry out sustainable development in accordance with the sustainable development principle to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs (section 5).
- 8.97 This duty has been considered in the evaluation of this application and a document (Liveable City Integration Tool) has been produced by the Council to this effect. The document concludes that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the recommended decision.
- 8.98 *Statutory pre-application public consultation:* The statutory pre-application public consultation was carried out in accordance with legislation and is considered acceptable.

9. **CONCLUSION**

- 9.1 The application, by enabling the delivery of a modern integrated transport hub linking bus/ train/ taxi/ cyclists/ pedestrians, and by establishing high quality routes and spaces linking the transport hub to the city centre to the north and east, substantially realises the vision for the area in accordance with the 2016 local development plan.
- 9.2 The proposals are policy compliant. There are no objections from service areas, and no objections from external consultees. Network Rail and ATW concerns are addressed in the report. Bus operators have been extensively consulted throughout the development of the scheme.
- 9.3 Section 106: In terms of Section 106 planning obligations the applicant has agreed to enter into a legal agreement with the council to secure:
- a financial contribution of £1,750,000 to be used towards the public realm works adjacent to the application site and the highway improvements on Wood Street and Saunders Road as indicated on application drawing VA0-GF-DR-A-01104 Rev 4
 - the provision of 20% affordable housing (39 units), or a financial contribution of £2,664,810 in lieu.
- 9.4 It is recommended that planning permission be granted, subject to conditions and a Section 106 agreement.

GENERAL NOTES:

Additional tactile paving and other measures required to assist way finding and accessibility are to be investigated and incorporated into the works as required in agreement with the statutory authorities.

The paving design along Marland Street and at the entrance to the Interchange will marry with the proposed Central Square paving.

NOTES:

- 1 - Uncontrolled crossing point along Saunders Road reflecting low level of traffic movements
 - Shared, at grade surface
 - Access routes and pedestrian island demarked by contrasting surfacing (as opposed to kerbs)
 - Paving materials to be agreed
- 2 - The detailed design of the Wood Street crossings is to be conditioned.

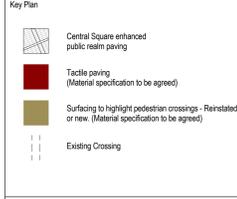


General Notes

1. Do not scale drawings. Dimensions govern.
2. All dimensions are in millimetres unless noted otherwise.
3. All levels are in metres unless noted otherwise.
4. All dimensions shall be verified on site before proceeding with the work.
5. Foster + Partners shall be notified in writing of any discrepancies.
6. Any areas indicated on this sheet are approximate and indicative only.
7. This information includes mapping data licensed from Ordnance Survey and is strictly for use in preparation of information for this project. The Ordnance Survey copyright acknowledgment must be displayed on any document containing this data. At the end of its use, any Ordnance Survey data supplied by Foster + Partners must be deleted and all paper copies destroyed.

Rev	Date	Reason For Issue	Chk
4	09/02/17	Planning Update	RE
3	04/11/16	Planning Update	RE
2	08/09/16	Planning Update	RE
1	08/09/16	Planning Update	RE

PLANNING			
Rev	Date	Reason For Issue	Chk



Client
RIGHTACRES
 PROPERTY
 Helmet House, Churchill Way,
 Cardiff, CF10 2SH
 T +44 (0) 29 202 0197
 www.rightacres.com

Architect
Foster + Partners
 Riverside 22 Hester Road
 London SW11 4AN
 T +44 (0)20 7738 0455
 www.fosterandpartners.com © Foster + Partners 2014

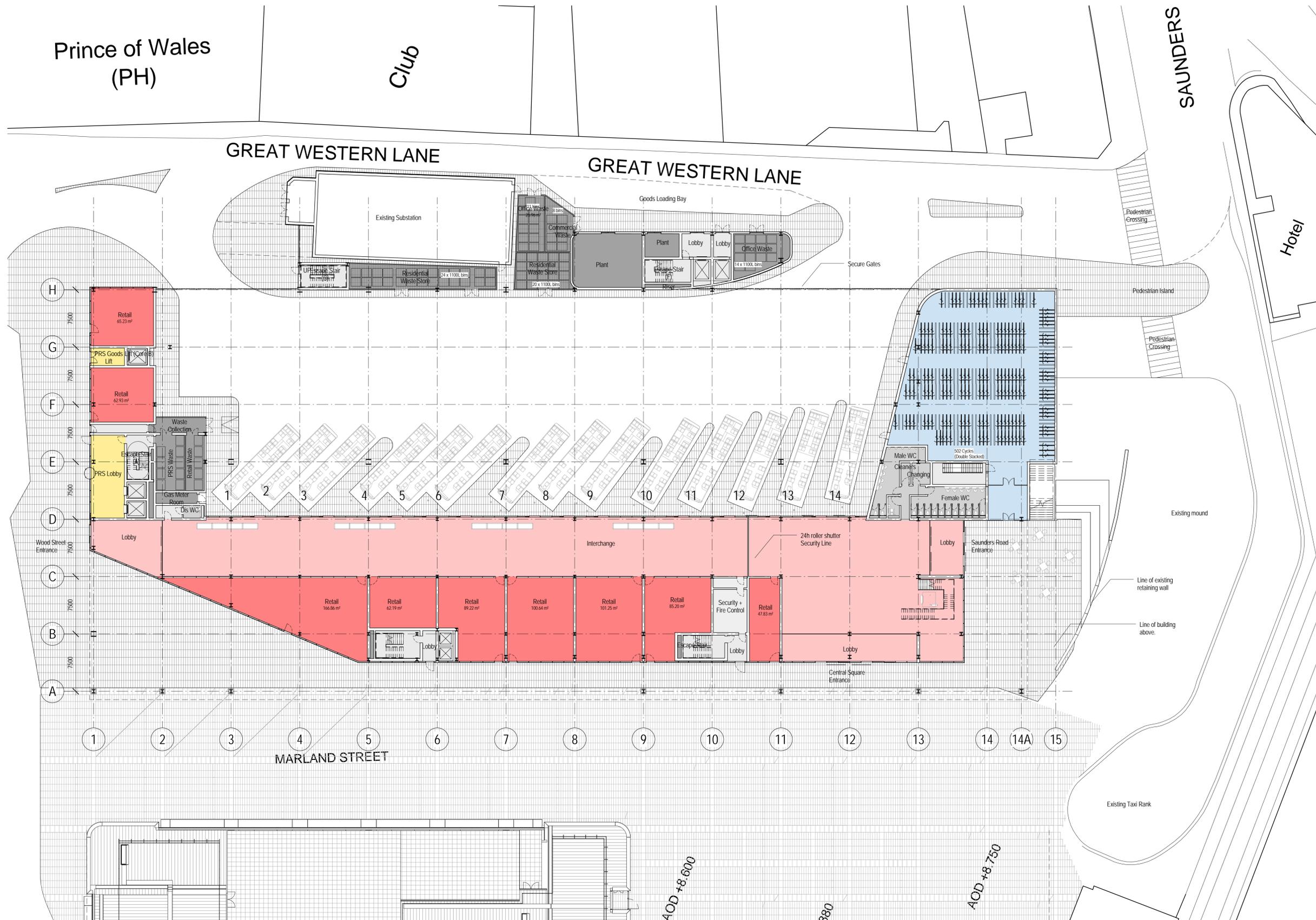
Structural and MEP Engineer
ARUP
 4 Floorhead St, Capital Watkin
 Cardiff, CF10 2SH
 T +44 (0)29 2047277 F +44 (0)29 2047277
 www.arup.com

Landscape Architect
H E D
 Hyland Edger Driver
 100, The Waterfront, Cardiff, CF10 1XW
 T +44 (0)29 2047277 F +44 (0)29 2047277
 www.hed.co.uk

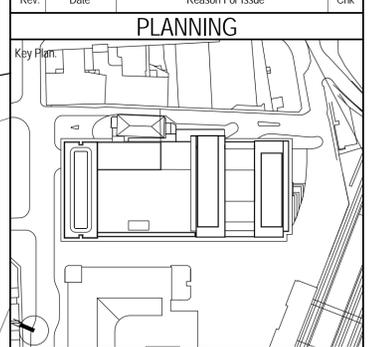
Project
 Cardiff Interchange
 Central Square
 Cardiff

Title
 Masterplan and Site
 Proposed Site Plan

Project No.	Date	Scale at ISO A0
2510	27/02/15	1 : 500
Number	Revision	
VA0-GF-DR-A-01104	4	



Rev.	Date	Reason For Issue	Chk
5	11/11/16	For Planning	TB
4	04/11/16	For Planning	TB
3	25/10/16	Drawing Update	TB
2	30/09/16	For Planning	TB
1	23/09/16	For Planning	TB



Foster + Partners
 Riverside, 22 Hester Road
 London SW11 4AN
 T +44(0)20 7738 0455
 F +44(0)20 7738 1107
 www.fosterandpartners.com © Foster + Partners 2014

Client
 Rightacres Property
 1 Central Square
 Cardiff

Project
 Cardiff Interchange
 Central Square
 Cardiff

Title
 Ground Floor
 GA Plan

Project No 2510	Sheet First Issue Date 04/19/16	Scale at ISO A1 1 : 250
Sheet Number VA0-GF-DR-A-03101	Revision 5	

The Interchange
View from Central Square

