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## CYFLWYNIADA

**Pwyllgor** PWYLLGOR CRAFFU AMGYLCHEDDOL

**Dyddiad ac amser  
y cyfarfod** DYDD LLUN, 24 EBRILL 2023, 5.30 PM

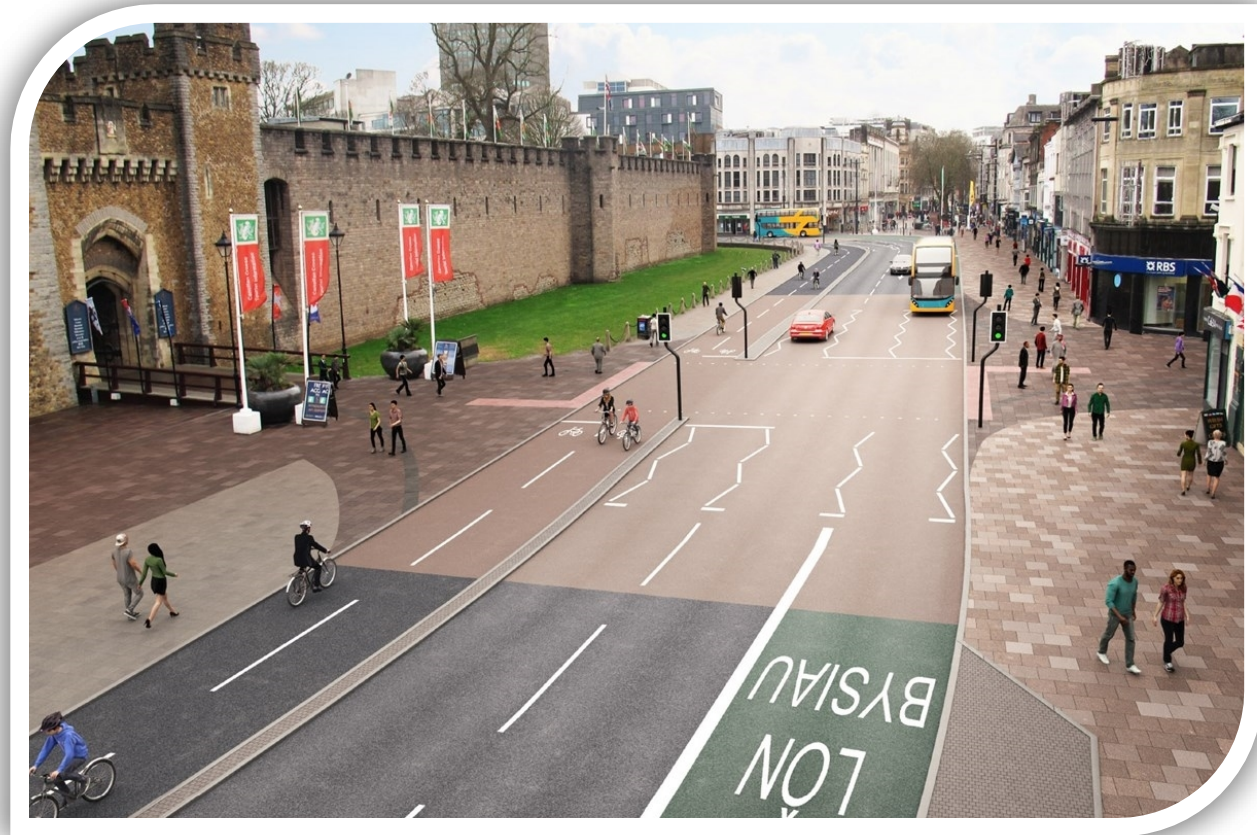
Os gwelwch yn dda gweler ynghlwm y Cyflwyniad(au) a ddarperir yn y Cyfarfod Pwyllgor

9 **Cyflwyniadau**(*Tudalennau 3 - 40*)

Mae'r dudalen hon yn wag yn fwriadol

# Castle Street & City Centre Transport

Next Steps



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## Section 1: Castle Street

### 1.2 Background

- History
  - Tendered twice and cancelled due to COVID19
  - Installed as trial/temp version 3 times 2020-2021
- Options Tested
  - Option 1 – All Traffic + Bus Lane + Cycle Lane
  - Option 2 – Bus, Taxi and PT Loading
- Currently on Site (A temporary replica of Option 1)
  - Pop Up Cycleway
  - Bus Lanes Inbound (Castle St)
  - Bus Lane Outbound (Cowbridge Road East)
  - Achieving Air Quality Compliance
  - Not design compliant
  - Not maintainable



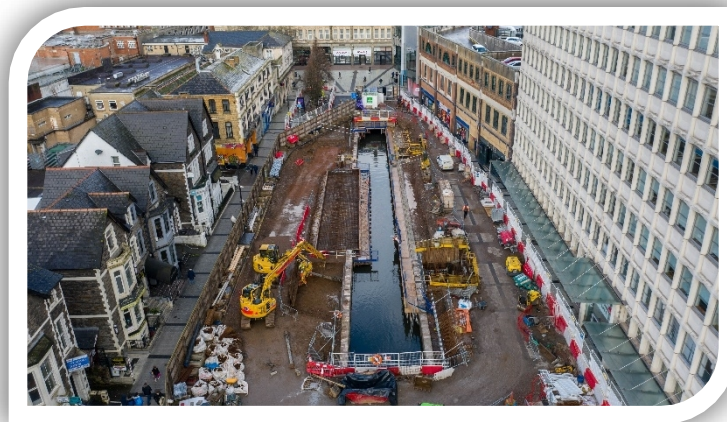
## Section 1: Castle Street

### 1.2 Background - City Centre Transport Development

Phase 1: Developed as Part of Air Quality Plans, Central Interchange and Transport White Paper

Schemes Complete/In Construction:

- ✓ Westgate St Bus Gate
- ✓ Station Terrace Bus Gate
- ✓ Churchill Way Canal Phase 1
- ✓ Central Square Highway Scheme
- ✓ Interchange South Entrance – Saunders Rd
- ✓ Pop Up Cycleway – Castle St-BVD-Dumfries Place



## Section 1: Castle Street

### 1.3 Clean Air Direction & Modelling Outcome

Welsh Government Direction – formal decision needed by MARCH 2023  
(Extension Granted)

- WG have legally directed Cardiff Council to either implement the original Castle Street Scheme (Option 1) – but in permanent form - previously approved as soon as possible.

Or,

- If the Council is minded to implement an alternative scheme to improve air quality further, that we undertake a feasibility assessment of the options for this and that a final plan for the option be approved by the end of March 2023.

## Section 1: Castle Street

### 1.3 Clean Air Direction & Modelling Outcome

- Two options have been modelled:
  - Option 1 existing scheme (all traffic)
  - Option 2 (bus and taxi only)
- Headline is that Option 1 achieves compliance on Castle Street, and Option 2 will further improve the situation on street.
- Option 2 has more impact on the wider area, with increased traffic levels on the periphery and in residential areas.

## Section 1: Castle Street

### 1.4 Decision Factors

- Welsh Government require Air Quality Compliance.
- Current 'Pop Up' scheme is imitating the Option 1 Permanent All Traffic Scheme, and is achieving Air Quality Compliance.
- The current temporary scheme is in need of updating to a permanent scheme.
- Welsh Government funding need to be made available.
- A CCC decision should be supported by a wider network position in all cases – that supports Crossrail south of city centre.

## Section 1: Castle Street

### 1.4 Recommended Decision

1. Note the modelling work carried out on the future of Castle St provides confirmation that the legal limit for Air Quality is achieved.
  2. Subject to confirmation of Welsh Government Funding approve Option 1 (All Traffic) to be delivered as a permanent scheme.
  3. Delegate authority to the Director of Planning, Transport & Environment in consultation with the Corporate Director of Resources to deal with all aspects of the procurement process (including approving the evaluation criteria to be used and authorising the award of the proposed contract).
  4. If Welsh Government funding is not forthcoming, delegate authority to the Director of Planning, Transport & Environment to review future arrangements on Castle Street and report back to Cabinet.
- Key Reasoning:
    - **Air Quality:** Achieves Air Quality Compliance.
    - **Temporary to Permanent:** Full scheme will move away from pop up/temp situation currently in place.
    - **Facilitation of Future Development:** Bay Line on Callaghan Square requires an alternative cross city route for traffic.
    - **Network Balance:** Option 1 provides more scope to rebalance the network in the future.

# Castle Street: Permanent Scheme

## A: Option 1



Pedestrians



Cyclists



Loading Access



Bus Lane

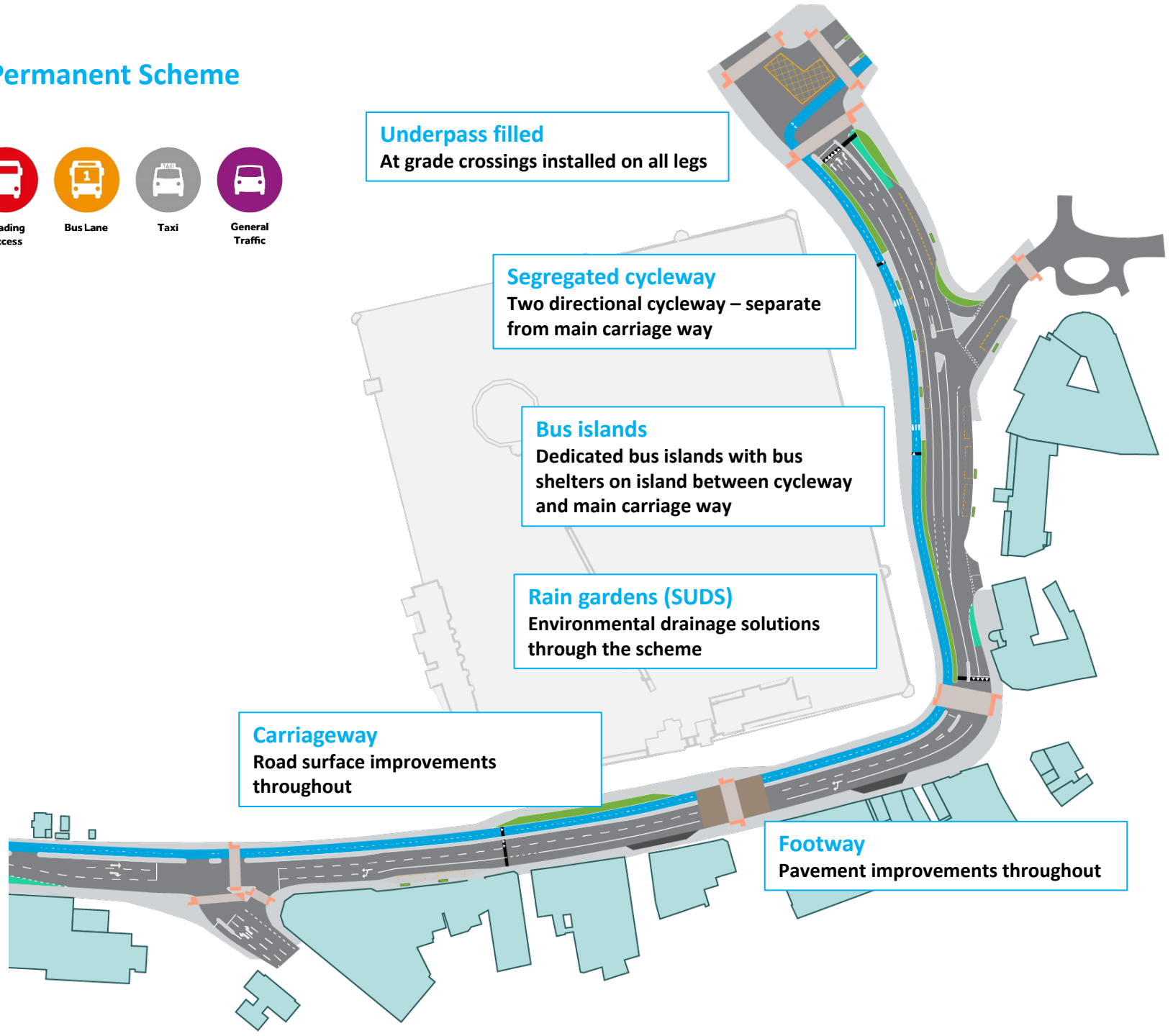


Taxi



General Traffic

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## Section 2: The Future of City Centre Transport





### 2.1 Background and Future Development

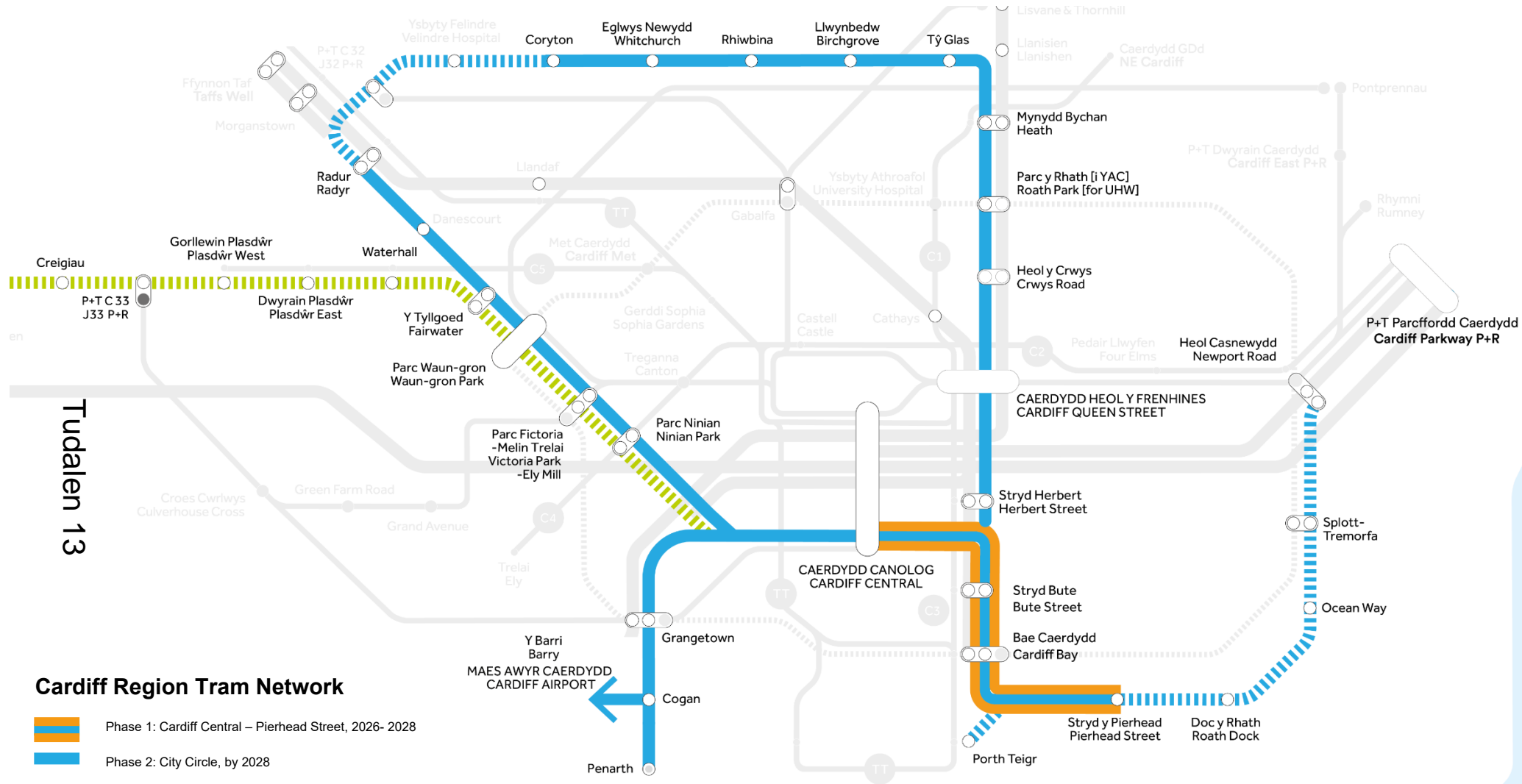
- **Good progress so far** (Bus Gates, Cycle Lanes, Canal, Public Realm)
- **Major developments on the horizon** (Metro, Interchange, Canal Quarter)
- **City Centre to the bay** (Castle St, Westgate St, St Mary St, Callaghan Square, LGA)
- **A total network approach is required** (Cycle Network, Bus Network, Parking Zones)





### Cardiff Region Tram Network

-  Phase 1: Cardiff Central – Pierhead Street, 2026- 2028
-  Phase 2: City Circle, by 2028
-  Phase 3: City Circle, by 2030 subject to further funding
-  Phase 4: North-West Cardiff, by 2035



# Current Projects – City Centre

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Cycleway 4

Cycleway 1

Pop-Up City Centre




City Centre East Phase 1

Central Square

Tudor Street

Pop-Up Cross City South

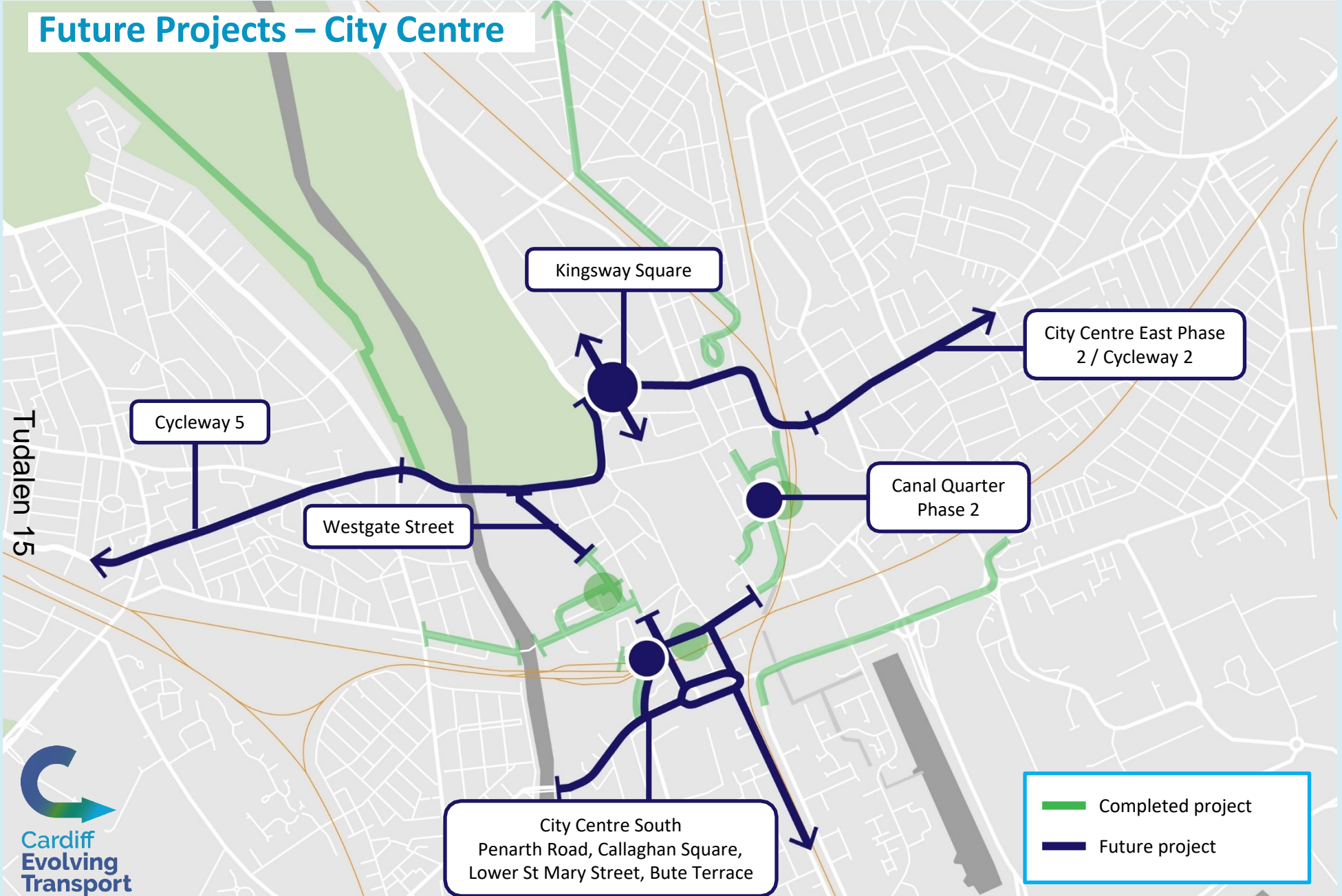
South Interchange

-  Completed project
-  In construction
-  Bus Gate



# Future Projects – City Centre

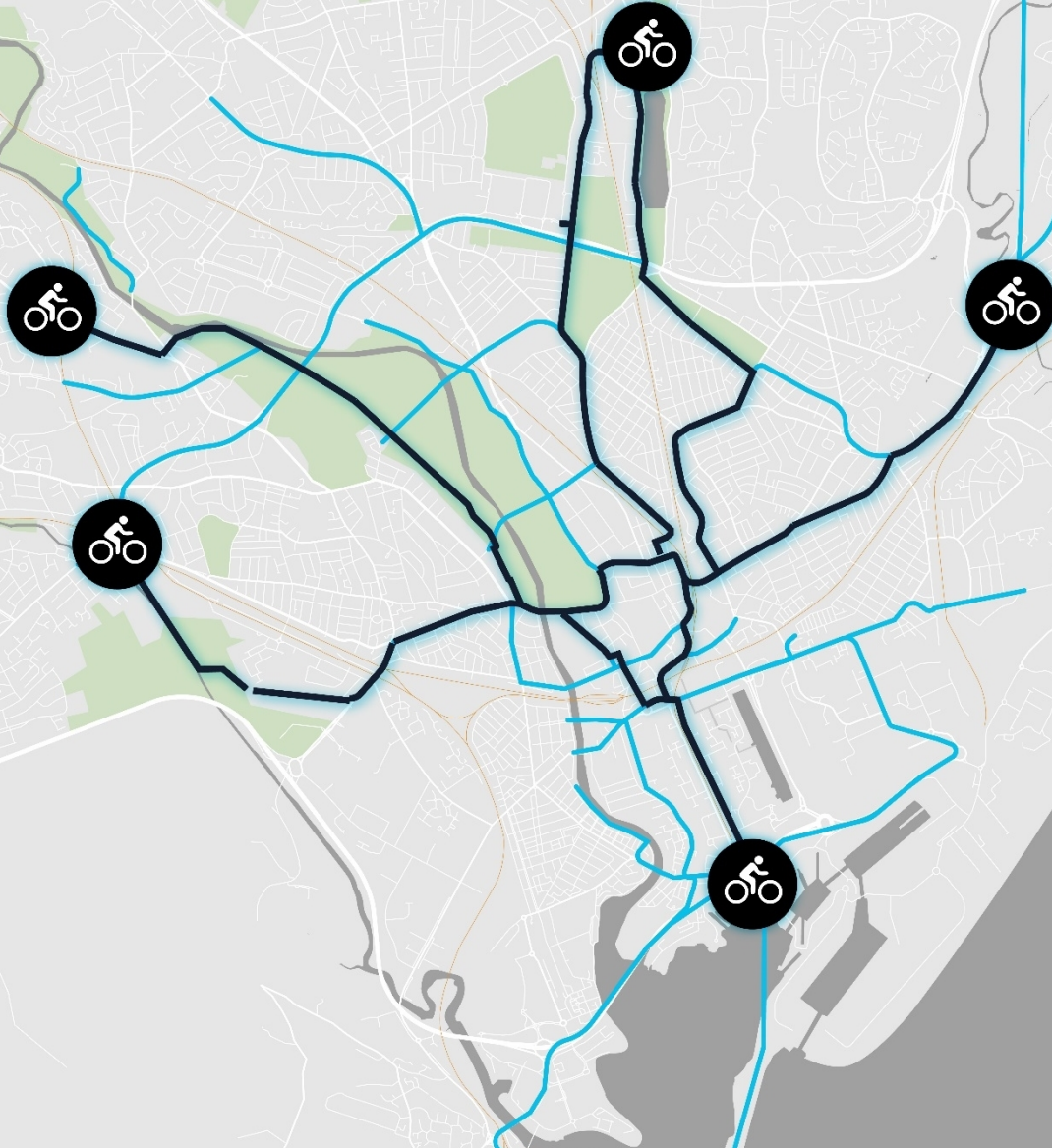
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# Cycle Network Aspiration

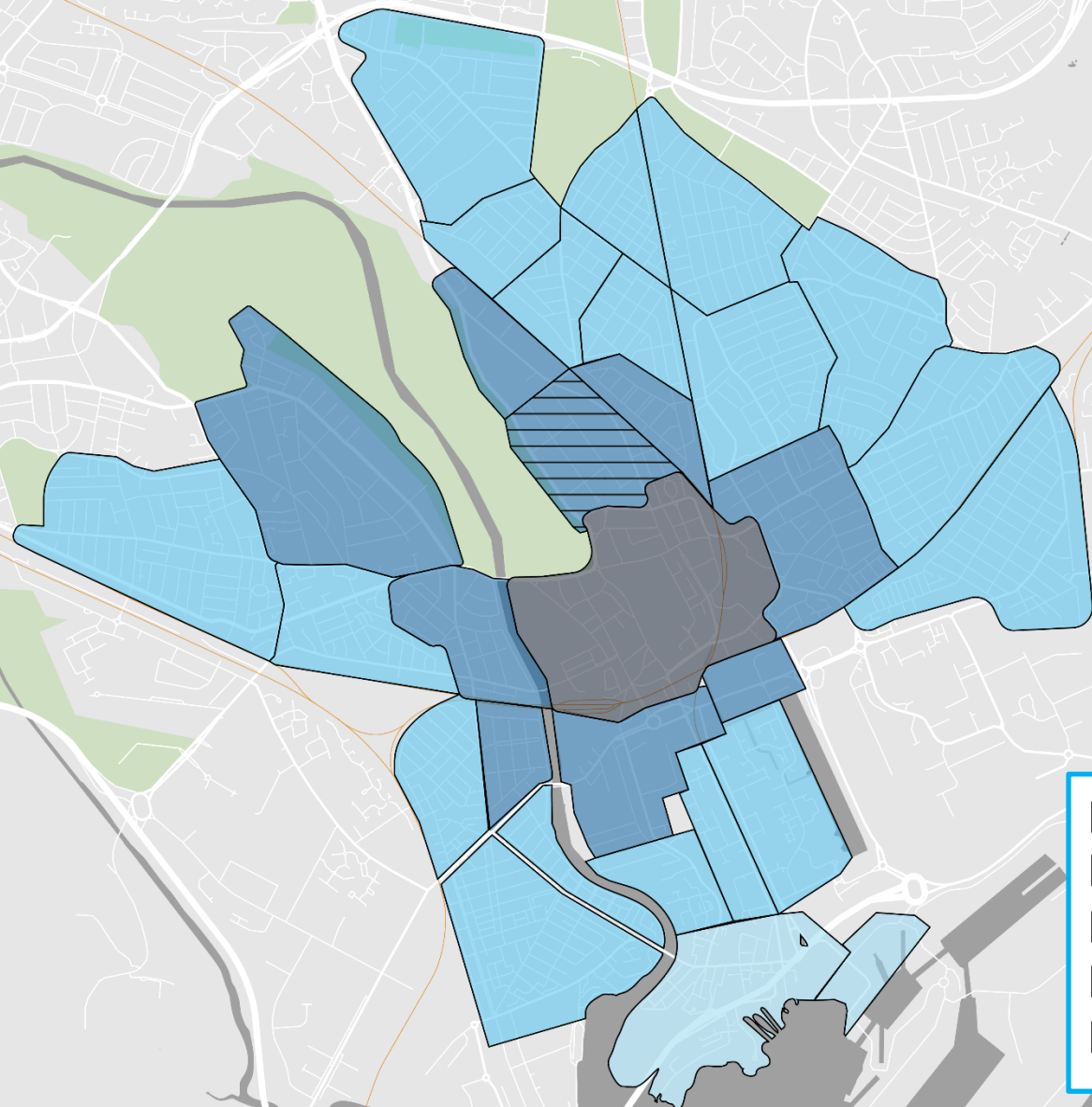
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- Primary route
- Secondary route

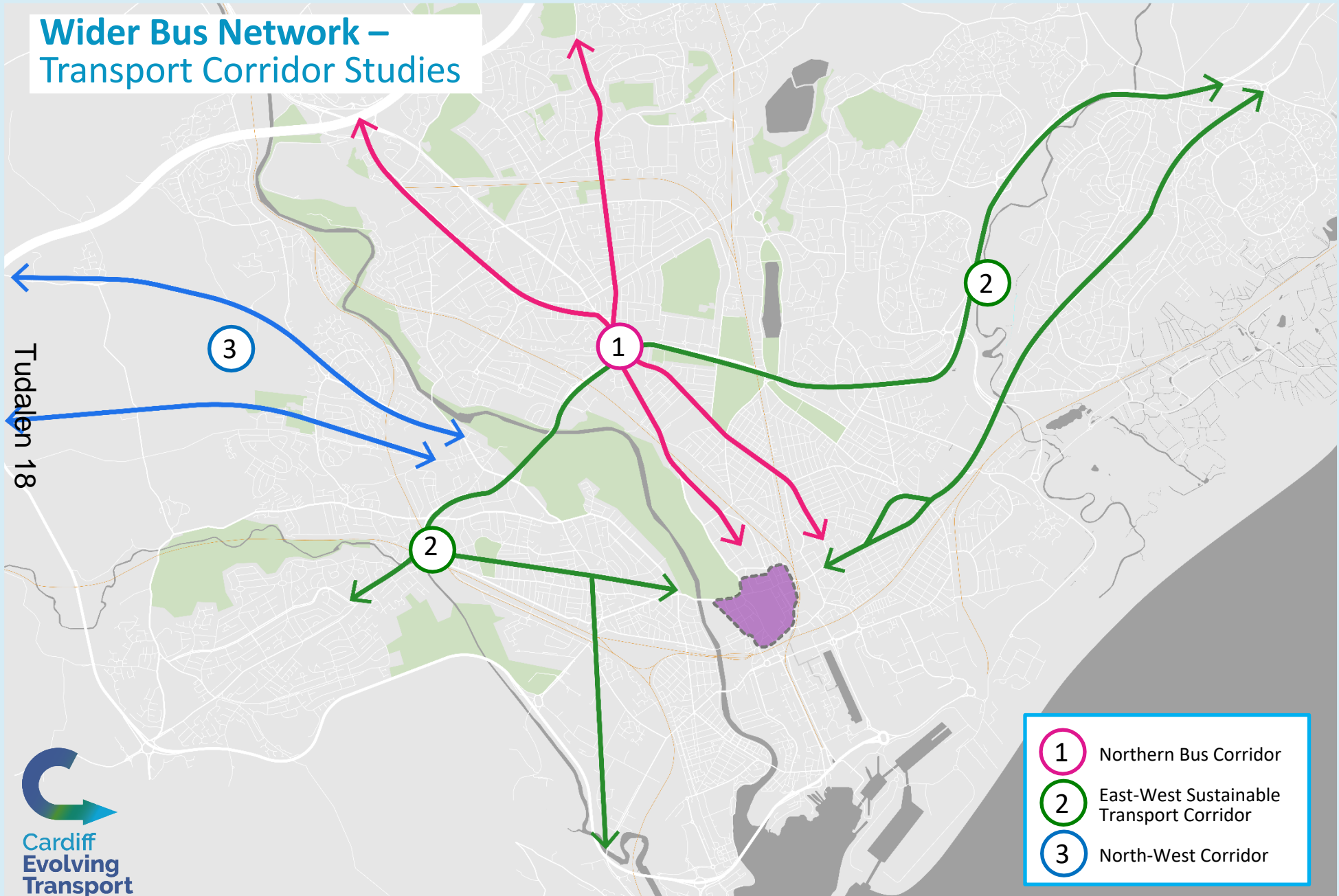
# Parking Zone Aspiration

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- Outer Zone
- Central Zone
- P&D zone
- City Centre
- Cardiff Bay

# Wider Bus Network – Transport Corridor Studies



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- 1 Northern Bus Corridor
- 2 East-West Sustainable Transport Corridor
- 3 North-West Corridor



# City Centre Bus Network

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Central Transport Interchange  
(all buses to use anti-clockwise loop to enter and exit)

Greyfriars Road Interchange

Queen Street Station Interchange

- Route from West
- Route from East
- Route from South
- Route from North
- Anti-clockwise bus loop

## Section 2: The Future Transformation of City Centre Transport

### 1.4 Recommended Decision

- Note and support the aspirations to improve the wider transport network in line with the decision to leave Castle Street open to traffic.
- The aspirations include:
  - Callaghan Square-Crossrail/LGA
  - Completing the City Centre Bus Network
  - Deliver Key Bus Corridors
  - Continue Cycle Network Delivery
  - City Centre-Bay Development: Westgate Street, St Mary Street etc
  - Manage Parking through Zonal Approach



## Section 3: Programme and Cost

Castle Street HL Op1 TASK	2023												2024	
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
ECI Tender	█	█												
Modelling	█	█	█											
WG Panel			█											
CCC Cabinet				█										
DD & Pre Tender	█	█	█	█	█	█	█	█	█					
TRO Process				█	█	█	█	█	█	█				
Tender								█	█	█	█	█	█	
Construction														█

### Key Considerations:

- Full scheme cost: £8.2m (construction)
- Further £850k delivery support costs required
- Fully dependent on Welsh Government funding confirmation
- A revisit to cabinet will be required if funding is not forthcoming
- Programme dates are subject to funding confirmation and a tender process

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# **Delivering Cardiff's Sustainable Transport Strategy: Review Of Road User Payment Options**

**Cabinet Report: 27<sup>th</sup> April 2023**

**Environmental Scrutiny: 24<sup>th</sup> April 2023**

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# Review of Road User Payment Options



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## Policy Context

### UK Policy

- Mechanism to fund it has been a long-standing policy consideration. 'Net-zero' and 'Decarbonising Transport' strategies aim to reduce the use of polluting cars and tackle urban congestion.

### Welsh Government Policy

- **Llwybr Newydd Wales Transport Strategy** has priorities to develop a framework for fair and equitable road-user charging in Wales.
- **National Transport Delivery Plan** - Review of legislative powers. Potential future revenue streams must be used on local transport priorities. Explore options with Local Authorities to borrow against the future revenue streams to deliver enhancement in public transport and active travel in advance of any local charging regime being introduced.
- **Roads Review** highlights the need to reduce congestion and provide a revenue stream to finance improvements in transport.

### Cardiff Council Policy

- **Corporate Plan 2023** - Consider and review road user charging options to identify opportunities and benefits for Cardiff residents and deliver transport improvements.
- **Transport White Paper 2020** - investigate a form of charging mechanism.
- **One Planet Strategy 2020** - significant change in the level of investment is needed to address climate change, improve air quality and provide more sustainable travel options.



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## UK Schemes/Best Practice



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- UK schemes that are being developed or have been implemented, along with their start date, include:

Congestion charging: London – February 2003

Sustainable Travel Zone: Cambridge – second stage consultation in 2022/23 with charges starting from 2025 and full implementation by 2027/28.

Clean air zone: Birmingham – June 2021, Bristol – November 2022, London Low Emission Zone (LEZ) – February 2008, London Ultra Low Emission Zone (ULEZ) – April 2019, Glasgow – for implementation from June 2023, Newcastle – January 2023, Sheffield – February 2023

Workplace parking levy: Nottingham – 2012, Leicester – proposed scheme withdrawn in November 2022

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## The Key Issues:

1. Council has made good progress re One Planet/Clean air (health)/ Transport
2. On Current Progress though we wont meet our 10 yr targets – simply not enough funding
3. In particular, Transport / 40% carbon City – is only receiving 10% of funding needed to achieve a good/fair/reliable public transport system
4. Need to do – what most other UK cities doing – bring in a systematic payment system
5. We need to engage/look at pros/cons and agree on a way forward

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## Case for Change

- Aim: To deliver one of the most sustainable, cost-effective, convenient public transport and active travel systems outside of London.
- Wider benefits for general traffic users by significantly reducing congestion and potentially delivering new strategic highway enhancements in the longer term such as the Eastern Bay Corridor Link.
- Without the introduction of some form of Road User Payment scheme the following untenable issues will emerge:
  - i. City-Wide Air Quality will remain at levels damaging to health
  - ii. Street Environment Will Remain Car Dominated/Polluted
  - iii. Failure to Deliver Sustainability/Transport 10 yr Targets
  - iv. Cardiff Transport In The Long-Term Will Remain Fragmented, Inequitable, Ineffective And Costly
  - v. Congestion will Increase Further
  - vi. The Cardiff Economy Will Remain Constrained - With Reduced Productivity

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## Objectives



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Seven indicative objectives have been mapped against the Wellbeing Goals of the Wellbeing of Future Generations Act and will be used to help inform the stakeholder engagement and consider the need to address the transport problems and issues identified:

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- 1. Health, Wellbeing, Climate Change and Air Quality Objective:** Reduce vehicle emissions to improve air quality (NO<sub>2</sub> & PM<sub>2.5</sub>) to address public health concerns, protect the environment, and address the climate emergency.
- 2. Transport Access Objective:** Ensure fair access to transport services that encourage behaviour change required to achieve mode shift targets to walking, cycling and public transport.
- 3. Sustainability and Fairness Objective:** Ensure value for money and a sustainable, equitable and deliverable solution that balances potential impacts across the city, the Cardiff City Region and elsewhere in Wales and the UK.



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## Objectives

**4. Community Inclusiveness Objective:** Improve inclusiveness of participation to encourage cohesive communities and make streets safe and attractive for citizens, enhancing opportunities for place-making or urban domain improvements. This inclusiveness would also seek to ensure that access and charging are appropriately balanced within and across Cardiff as well as the Cardiff City Region.

**5. Transport Safety and Security Objective:** Improve safety and security for all modes of travel.

**6. Transport Economic Objective:** Boost the competitiveness, productivity, and employment growth in the Cardiff Capital Region by supporting businesses and community groups in the city and district centres.

**7. Transport Investment Objective:** Generate sufficient revenue to be ring-fenced for walking, cycling, highway and public transport investment, enabling modal shift.

This objective would ensure commitment to ring-fence the income to transport measures. Also, it would seek to ensure that the scheme generated sufficient funding, in addition to existing sources, to fund the identified projects.

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## What Type of RUP?

The overall intention is to assess the different road user payment options in the next 1-2 yrs and recommend a way forward:

- 1) **Cordon Based:** Charge based on crossing a line.
- 2) **Whole City Area Based:** Charge based on moving within the city.
- 3) **Single Road/Toll Roads and Toll Lanes:** Charge for the use of a road.
- 4) **Distance Based Charging Schemes:** Charge related to distance travelled.
- 5) **Truck' Charging:** Charge related to specific types of vehicles.
- 6) **Workplace Parking Levies:** Charge related to number of off-street non-residential parking places.
- 7) **Retail Park Levies:** Charge related to 'shoppers' parking at retail parks.
- 8) **Low Emission Zone (LEZ):** Charges linked to air pollutant levels rather than congestion.





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## Key Principles:

1. **Simplicity/Effectiveness/Practicality – UK best practice**
2. **Equality**
3. **Sustainability**
4. **Focussed/Ringfenced on Transport Infrastructure (Clean air/climate)**



# Review of Road User Payment Options

## Potential Exemptions, Discounts and Reimbursements



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- Consideration will be given to the following that may be eligible for exemptions, discounts and/or reimbursements:
  - Emergency vehicles.
  - Military vehicles.
  - Disabled tax class vehicles.
  - Blue badge holders.
  - Breakdown services.
  - Dial-a-ride services.
  - Certain local authority operational vehicles.
  - Car club vehicles.
  - People on low incomes.
  - Residents.
  - Registered bus services.
  - Type of vehicle engine.
  - Size of vehicle engine.
  - Hackney Carriages (Taxis) and private hire vehicles.
  - NHS patients clinically assessed as too ill, weak or disabled to travel to an appointment on public transport.
  - NHS staff using a vehicle to carry certain items.
  - NHS patients accessing Accident and Emergency services.
  - NHS and other emergency services staff responding to an emergency when on call.
  - Social care, community health workers and Care Quality Commission registered care home workers.
  - Minibuses and LGVs used by charities and not-for-profit groups.

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## Engagement and Consultation

- Commitment to ensuring that the diverse voices of residents are at the heart of decision making.
- A comprehensive engagement programme to allow the public to express their views on the scheme and help identify any impact - positive or negative - on communities, business, the environment and the economy in Cardiff and the wider Region in order to:
  - Ensure a representative cross-section of the city's population is directly involved.
  - Consider a wide range of socio-demographic characteristics- including gender, age, ethnicity, disability, and socio-economic status.
  - Help inform the development of the full project scope and preparation of the business case.
  - Support the identification of the potential mitigations necessary for residents, regular highway users, public benefit bodies and transport operators.
  - Ensure that the business case is fully informed by the voices of citizens.
  - Ensure the scheme can be introduced in a way that manages any impacts.
- Tailored research will be undertaken in support of the engagement and consultation to guide the communications and ensure that information is meaningful, understandable and responsive to the issues , perceptions and beliefs.

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## Benefits Both Before and with Implementation

1. The introduction on key routes of £1 bus fares.
2. Enhancements to the bus network to provide better and expanded bus services.
3. The delivery of the Phase 1 tram from Central Station to Pierhead Station in the Bay, Coryton and City Line frequency enhancements.
4. Improvements to regional commuting infrastructure.

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## Longer-Term Benefits

1. A Metro city-wide tram system including Crossrail (in city area) & Circle line, new stations with a minimum of 4 tram/trains an hour.
2. A prioritized bus network across the city with reliable turn up and go services – targeting a 100% increase in bus ridership.
3. Support the development of wider regional commuter/shopper Metro and Bus network.
4. The completion of the Eastern Bay Link, which in conjunction with enhancement to city centre highway network may enable traffic to move around the wider city circumference.
5. Sustainable travel incentives - Travel discounts, tickets, bike purchase.
6. Delivery of an EV Bus and Taxi fleet.



# Review of Road User Payment Options



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## Next steps

- The preparation of a business case is needed to work towards Cardiff Council and Welsh Government decisions on a potential future Road User Payment scheme. This business case will be informed by evidence, research and engagement using the Welsh Government WelTAG Guidance. The WelTAG Stages are as follows:

**Stage 1 Outline Business Case:** Stakeholder engagement on problems and issues, objectives and a wide range of options assessed against the objectives and that will be considered by a Review Group to recommend a short list of options for more detailed assessment and consultation in the Stage 2 WelTAG.

### The purpose of the review group:

- provide feedback and constructive challenge identifying key issues and risks and helping find solutions.
- They are not there to make the final decision on the project.
- Involve people with expertise in key areas of well-being appraisal, including social, economic, environmental, place based and cultural impacts.
- Involve representatives of people likely to be most affected by the potential scheme.

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## Next steps

**Stage 2 Assessment of a short list of options informed by public consultation:** Cabinet will be informed by the stakeholder engagement, public consultation, equality impact assessment and recommendations of the study and Review Group to select the preferred option to assess for the WelTAG Stage 3 Full Business Case.

**Public Consultation:** The Council will consult with the general public and undertake further stakeholder engagement as part of the WelTAG Stage 2 process to assist the Review Group in recommending a preferred option.

**Stage 3 Full business case of the preferred option selected by Cabinet:** including preliminary design, cost estimates, revenue forecasts, risks, mitigation and programme timescales. The report would recommend whether there is a case to proceed to implementation of a Road User Payment for approval by Cabinet, taking into account the consultation responses and the equality impact assessment.

**Stage 4 Delivery of the Road User Payment scheme:** including detailed design, planning approvals (if required) and the finalisation of any orders that may require ministerial approval.

**Stage 5 Post-delivery monitoring:** to report on the outcomes of the scheme and capture any lessons learned.



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# Review of Road User Payment Options

## Recommendations



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1. Approve the in-principal case for the introduction of a Road User Payment (RUP) subject to consultation, equality impact assessment and preparation of a robust business case.
2. Delegate authority to the Director of Planning, Transport and Environment to develop the business case and WelTAG studies for a Road User Charge, subject to consultation with the Cabinet Member for Strategic Planning and Transport..
3. Delegate authority to the Director of Planning, Transport and Environment to establish a Review Group in WelTAG Stage 2 to recommend the preferred option to be taken forward to WelTAG Stage 3 preparation of the Final Business Case, subject to consultation with the Cabinet Member for Strategic Planning and Transport.
4. Note that the outcome of WelTAG Stage 2 Outline Business Case together with consultation responses and equality impact assessments will be presented to Cabinet for a decision on the preferred option to be taken forward for the WelTAG Stage 3 Full Business Case.
5. Note that the outcome of WelTAG Stage 3 Full Business Case will be presented to Cabinet for a final decision.
6. Approve the undertaking of consultation and engagement associated with each stage of preparing the WelTAG business case for a Road User Charge.
7. Approve the undertaking of research and prepare a communication and public and key stakeholders strategy to support the preparation of the business case for a Road User Charge.

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## Draft Timeline

- The table below provides draft target dates for the study work, decision making and implementation of Road User Payment scheme subject to consultation, equality impact assessment, approvals, funding and procurement if the decision is to implement a Road User Payment scheme.
- Transport Act 2000 provides powers to implement road user charging schemes in the UK.
- Secondary legislation under the Act would be required in Wales – timescale to be confirmed by Welsh Government.

<b>Draft Target Date</b>	<b>Milestone Description</b>
<b>2023/24</b>	Research, planning and public consultation
<b>End of 2024</b>	Cabinet Decision
<b>End of 2025</b>	Completion of detailed design including all associated planning, legal and financial requirements.
<b>Early - 2026</b>	Submit any draft orders requiring Ministerial Approval.
<b>2027/28</b>	Implementation subject to approvals.
<b>2026/27 and onwards</b>	Parallel implementation/construction of schemes that would be funded from the Road User Payment.

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