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AGENDA

Committee	PLANNING COMMITTEE
Date and Time of Meeting	WEDNESDAY, 7 NOVEMBER 2018, 1.30 PM
Venue	COMMITTEE ROOM 4 - COUNTY HALL
Membership	Councillor Keith Jones (Chair) Councillors Lay, Ahmed, Asghar Ali, Congreve, Driscoll, Gordon, Hudson, Jacobsen, Jones-Pritchard, Murphy and Sattar

1 Apologies for Absence

2 Declarations of Interest

To be made at the commencement of the agenda item in question, in accordance with the Members Code of Conduct.

3 Development Control Applications

- a 18/01705/MJR, Site of former Marland House and NCP car park, Central Square

4 Urgent Items (if any)

5 Date of Next Meeting - Wednesday 21 November 2018 at 1:30pm

Davina Fiore

Director Governance & Legal Services

Date: Thursday, 1 November 2018

Contact: Kate Rees, 029 2087 2427, krees@cardiff.gov.uk

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COMMITTEE DATE: 07/11/2018

APPLICATION No. 18/01705/MJR

APPLICATION DATE: 16/07/2018

ED: **CATHAYS**

APP: TYPE: Full Planning Permission

APPLICANT: Rightacres Property Company Ltd.

LOCATION: SITE OF FORMER MARLAND HOUSE AND NCP CAR PARK, CENTRAL SQUARE, CARDIFF

PROPOSAL: ERECTION OF A TRANSPORT INTERCHANGE WITH AN ASSOCIATED CONCOURSE AND ANCILLARY RETAIL/ COMMERCIAL UNITS (USE CLASSES A1/A2/A3), 305 RESIDENTIAL APARTMENTS (USE CLASS C3), 10,318 SQM (GIA) OFFICE FLOORSPACE (USE CLASS B1), A 249 SPACE CAR PARK, 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 9.2 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:
 - Existing Location Plan A-90-101revA
 - Proposed Location Plan A-90-102revA
 - Existing Site Plan A-90-103revA
 - Proposed Site Plan A-90-104revA
 - Proposed Ground Floor Location Plan A-90-110revA
 - Proposed Ground Floor Site Plan A-90-111revA
 - Level 0 Plan, Ground A-00-01revB
 - Level 0 Plan - Mezzanine A-00-02revA
 - Level 1 Plan - Car Park A-00-03revA
 - Level 2 Plan - Car Park A-00-04revA
 - Level 3 Plan - Car Park A-00-05revA
 - Level 4 Plan - Car Park A-00-06revA
 - Level 5 Plan A-00-07revA
 - Level 6 Plan A-00-08revA
 - Level 7 Plan A-00-09revA
 - Level 8 Plan A-00-10revA

• Level 9 Plan	A-00-11revA
• Level 10 Plan	A-00-12revA
• Level 11 Plan	A-00-13revA
• Level 12 Plan	A-00-14revA
• Level 13 – 21 Plans	A-00-15revA
• Level 22 – 24 Plans	A-00-16revA
• Roof Plan	A-00-17revA
• PRS Tower Sections	A-01-01revA
• Marland Street PRS Section	A-01-02revA
• Office Sections	A-01-03revA
• Interchange Long Section	A-01-04revA
• Wood Street Elevation	A-02-01revA
• Marland Street Elevation (North)	A-02-02revA
• Marland Street Elevation (South)	A-02-03revA
• Saunders Road Elevation	A-02-04revA
• Great Western Lane Elevation	A-02-05revA
• Axonometric Views	A-03-01revA
• Axonometric Views	A-03-02revA
• Bay Study – Marland Street PRS	A-21-01revA
• Bay Study – Marland Street Office	A-21-02revA
• Bay Study – Retail	A-21-03revA
• Bay Study – Interchange	A-21-04revA

Reason: For the avoidance of doubt.

3. *A1 Retail Floorspace:* The retail floor space hereby permitted shall not exceed 770 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 240 sqm. Reason: To ensure the development does not compromise the development plan.
4. *A3 Use Restriction:* Any A3 use shall be restricted to café/ restaurant type uses where the primary function is the sale and consumption of food on the premises, and for no other A3 Use Class. Reason: To ensure the amenity of future occupiers and occupiers of other premises in the vicinity are protected.
5. *Material Samples:* Excluding site preparation and ground works (foundations and basement structures to ground floor slab) no 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 a satisfactory finished appearance to the building.
6. *Architectural Details:* Excluding site preparation and ground works (foundations and basement structures to ground floor slab) no development shall take place until architectural details of the principal elevations 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 a satisfactory finished appearance to the building.

7. *Drainage Scheme:* Excluding site preparation and ground works (foundations and basement structures to ground floor slab) no development shall take place until a drainage scheme for the site has been submitted to and approved in writing by the local planning authority. The scheme shall be in accordance with Appendix K4 and Appendix K5 of the Environmental Statement. Thereafter, the scheme shall be implemented in accordance with the approved details prior to the occupation of the development. Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents, and to ensure no pollution of or detriment to the environment.
8. *Potable Water Scheme:* Excluding site preparation and ground works (foundations and basement structures to ground floor slab) no development shall take place until a potable water scheme to serve the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall demonstrate that the existing water supply network can suitably accommodate the proposed development site. If necessary a scheme to upgrade the existing public water supply network in order to accommodate the site shall be delivered prior to the occupation of any building. Thereafter, the agreed scheme shall be constructed in full and remain in perpetuity. Reason: To ensure the site is served by a suitable potable water supply.
9. *Construction and Layout of the Bus Apron:* Prior to operation of the bus station element of the 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 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.
10. *Details of Access Roads:* Prior to beneficial occupation of any part of the development 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 shall be submitted to and approved in writing by the LPA. These details shall be implemented prior to the any part of the development being brought 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.
11. *Delivery and Service Plan:* Prior to beneficial occupation of each part of the development (residential, office and bus station) 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 abused, 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.

12. *Loading, Unloading and Parking within Site:* Prior to beneficial occupation of each part of the development (residential, office and bus station) details of provision within the site for loading, unloading, and parking of vehicles for that part of the development shall be submitted to and approved in writing by the LPA. The approved details shall be implemented before that part of the development is brought into use and be thereafter maintained and retained at all times. Reason: To ensure that the use does not interfere with the safety and free flow of traffic passing along the highway.
13. *Cycle Parking:* Prior to beneficial occupation an approved scheme showing the provision of operational cycle parking spaces within the interchange building and public cycle parking stands within the public realm shall be implemented in accordance with the approved details. Reason: To ensure adequate provision is made for the secure parking of bicycles.
14. *Network Rail Saunders Road Car Park:* Prior to the closure of the Network Rail Saunders Road car park an approved scheme for the provision of 42 car parking spaces on land under the control of the developer to the south of the station, to replace those lost as a result of the closure of the car park, shall be implemented in accordance with the approved details. Reason: To ensure the provision of replacement parking provision.
15. *Public realm Works:* Within 9 months of commencement of development details of the public realm works within the red line, adjacent to the interchange building, as shown in principle on the Proposed Site Plan A-90-104rev A, shall be submitted to and approved in writing by the LPA. The details to include timing and implementation, surfacing, kerbs, edging, drainage, lighting, lining, signing, telematics/ signals/ CCTV and communications, street furniture, cycle stands, soft and hard landscaping, and tactile guidance path/paving. 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.
16. *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 noise, 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.

17. *Hoardings*: Prior to commencement of development 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.
18. *Saunders Road Trees*: Prior to carrying out works to Saunders Road, and unless otherwise agreed in writing with the LPA, an assessment of the Council trees on Saunders Road, and a scheme for the protection and retention of those trees affected 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.
19. C4P Landscaping Design and Implementation Programme
20. C4R Landscaping Implementation
21. *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.
22. *Road Traffic Noise*: Prior to beneficial occupation of any residential unit a scheme shall be submitted to and approved in writing by the LPA to demonstrate that all habitable rooms exposed to external road traffic and bus station 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.

23. *Plan of Operation of the bus station:* Prior to occupation of the bus station 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 bus station and specify those services accessing and exiting the bus station via Westgate Street, and those services accessing and exiting the bus station 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 bus station in the interests of public safety and amenity.
24. *Increase in Bus Movements:* Any significant long-term increase in the number and/ or frequency of bus services using the bus station 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 bus station on Westgate Street and at the Westgate Street/ Castle Street junction, within the bus station, or on the Saunders Road access. Reason: To control potential air pollution arising from an increase in bus movements to and from the bus station in the interests of public safety and amenity.
25. *Future kitchen extraction:* If at any time the use of the premises is to involve the preparation and cooking of hot food the extraction of all fumes from the food preparation areas shall be mechanically extracted to a point to be agreed with the Local Planning authority, and the extraction system shall be provided with a de-odorising filter. Details of the above equipment shall be submitted to, and approved by, the Local Planning Authority in writing

and the equipment installed prior to the commencement of use for the cooking of food. The equipment shall thereafter be maintained in accordance with the manufacturers' guidelines, such guidelines having previously been agreed by the Local Planning Authority in writing. Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

26. *Waste Storage:* Details of facilities for the storage of refuse containers for each separate part of the development (office, residential and bus station), and a supporting strategy for the storage and collection of waste, shall be submitted to and approved in writing by the Local Planning Authority. The facilities approved for each separate part of the development shall be provided before that part of the development is brought into beneficial use. Reason: To secure an orderly form of development and to protect the amenities of the area.
27. *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.
28. *Submission of Remediation Scheme and Verification Plan:* Excluding 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.
29. *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.

30. *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.
31. *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.
32. *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.

33. *Archaeology*: No development shall take place until the applicant, or their agents or successors in title, has secured agreement for a written scheme of historic environment mitigation which has been submitted by the applicant and approved by the local planning authority. Thereafter, the programme of work will be fully carried out in accordance with the requirements and standards of the written 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.
34. *Wind mitigation*: Prior to beneficial occupation of the ground floor of the development details of measures to mitigate draught on the western edge of the building and the SW and NW corners, 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.

RECOMMENDATION 9: The archaeological work must be undertaken to the appropriate Standard and Guidance set by Chartered Institute for Archaeologists (CIfA), (www.archaeologists.net/codes/ifa) and it is recommended that it is carried out either by a CIfA Registered Organisation (www.archaeologists.net/ro) or an accredited Member.

1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

- 1.1 The application site is located in Central Square on vacant land formerly occupied by 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 Great western Lane electricity substation and the Network Rail Saunders Road car park.

- 1.2 The application seeks detailed planning permission for a ground floor 14 stand bus station with concourse and ancillary retail units (A1, A2, A3 use classes), a 249 space private car park occupying two and a half floors located immediately above the bus station and, and above that a 22/9 storey private rented sector apartment block (305 apartments, use class C3) at the Wood Street end, and a 6 storey office block (B1 use class, 10,318 sqm) at the Saunders Road end.
- 1.3 The application is EIA development and is accompanied by an Environmental Statement.
- 1.4 *Amended plans:* Following discussions with the access group amended plans removing the cycle hub from the interchange building and replacing it with an additional retail unit were received on 27.9.18. The amended plans were advertised in accordance with EIA legislation as further/additional information.
- 1.5 *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.
- 1.6 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.
- 1.7 Committee resolved to grant planning permission, subject to the signing of a legal agreement, for a 14 stand bus station and ancillary retail units, 195 residential apartments, 12,052 sqm office space, 227 space car park and cycle hub In March 2017 (16/02731/MJR).
- 1.8 Cabinet (December 2017) authorised the Council to work with the developer to undertake a comprehensive review of the approved scheme to establish a commercially viable mix of uses that would enable the scheme to progress. Cabinet (March 2018) authorised the Council to proceed with a revised scheme increasing the volume of office accommodation and the number of residential apartments, and the application under consideration was registered in July 2018.
- 1.9 Transport for Wales (TfW), a not-for-profit company wholly owned by the Welsh Government, will own and operate the interchange building. TfW is also responsible for the development of the South Wales Metro scheme, a multi-modal system integrating the heavy and light rail networks with local bus services.

- 1.10 Interchange building: The interchange has 14 bus stands. 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.
- 1.11 The bus station makes use of Great Western Lane for buses entering from Wood Street and Saunders Road. Buses circulate within the bus station in a clockwise direction and drive in and reverse out of the bus bays. The bus apron is open to the air, unlike the previous scheme which was covered and required mechanical ventilation. The existing WPD substation is retained and will be re-clad to improve its appearance. 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.
- 1.12 The bus station is served by a 6.5m wide x 5.0m 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 from the concourse is via glazed doors.
- 1.13 Public toilets, including changing facility and separate disabled toilet, are located on the concourse at ground floor next to the Saunders Road entrance.
- 1.14 There are 5 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 are located to either side of the Saunders Road entrance, at the southern end of the building,
- 1.15 The main interchange entrance on Central Square gives direct access to the public concourse and bus stands, via a 7m high entrance lobby. There are secondary pedestrian entrances at either end of the public concourse, from Wood Street to the north and Saunders Road to the south.
- 1.16 Buses (and servicing vehicles such as refuse trucks) can access the bus station from both Wood Street and Saunders Road. Cars access the car park from Saunders Road. A controlled pedestrian crossing including a pedestrian island between these two entrances will facilitate safe pedestrian movement between Central Square and the city centre.
- 1.17 The building presents a colonnaded active frontage to Central Square and the southern end of Marland Street. At the junction with Marland Street the building is splayed to take account of an underground sewer, thereby creating a significant area of public realm at the Wood Street/ Marland Street junction.
- 1.18 The SW corner of the building is recessed to create a covered area giving access to the entrance to the bus station for pedestrians arriving from Saunders Road. This area is at the same level as Central Square but is sunken relative to the Saunders Road 'hump', and is animated by a corner café, a retail unit, and

terraced, tapered seating. A 5m wide staircase leads from this area up to the Saunders Road level (an approx.. 2.5m level change) and the pedestrian crossing to the city centre, and to the office entrance and reception at the mezzanine (Saunders Road) level.

- 1.19 The 6 storey curved highly glazed office block is located above the interchange at the southern end of the building and is accessed from the main entrance on Saunders Road. The accommodation is arranged around a central core and rises to a height (including plant) of 40m above Saunders Road pavement level
- 1.20 The L-shaped residential block is arranged in a 22 storey tower on Wood Street, and an 8/9 storey slab block fronting Marland Street. The accommodation comprises 16 studio apartments, 172 x 1 bed, 103x2bed and 14x3 bed apartments for the private rented sector (PRS), and is accessed from a main entrance and reception on Wood Street. A gym and meeting rooms for the use of residents are provided on the mezzanine level.
- 1.21 The residential block building heights are 83.5m above Wood Street pavement and 40.5m above Marland Street pavement. A curved glazed enclosed rooftop communal space serving the PRS development is provided on top of the Marland Street block.
- 1.22 Proposed materials are a combination of a Portland stone coloured ceramic rainscreen system with a smooth-faced or textured finish, and a dark grey coloured aluminium rainscreen panelled system for the PRS building, dense aluminium mesh for the car park elevation on to Marland Street, and curtain walling for the highly curved office building. External doors, louvre panelling and other openings are dark grey coloured metal or metal framed glass products.
- 1.23 *Car parking:* The private car park with 249 spaces is arranged in 5 split levels over the mezzanine, first, second and third floors of the interchange building. 225 of these spaces will be allocated to the BBC under the terms of the BBC development agreement, the remaining 24 (11 accessible) are allocated to the office development. No car parking is provided for the PRS apartments.
- 1.24 *Cycle parking:* 50 operational spaces are provided for the offices, and 160 operational spaces for the PRS apartments. Cycle parking provision for the public will comprise up to 120 spaces clearly visible and accessible from the Wood Street strategic cycle route (secured via legal agreement and available for use prior to operation of the bus station), 36 Next Bike hire cycles in 3 stands of 12 cycles located at the 3 main entrances to Central Square and up to 60 additional on-street cycle spaces to Wood Street in the vicinity of the Marland Street junction. Overall cycle provision totals 216 spaces which is in excess of that proposed within the original application (total 180 spaces comprising hub 144 spaces plus 36 on-street).
- 1.25 *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 the public realm adjacent to the office entrance.

- 1.26 The enabling highway works, including the pedestrian crossings on Wood Street and Saunders Road, will be delivered by the Council in conjunction with the main contractor, and a sum of £1.7m is secured through the Section 106 legal agreement towards these works and the wider Central Square public realm works.
- 1.27 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 5m over part of its length, creating a colonnade that will provide a level of protection from the elements for pedestrians. 2no. trees are located at the northern end of Marland Street.
- 1.28 *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 (Great Western Lane). The crossing will be signalised to ensure pedestrian safety.
- 1.29 *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.
- 1.30 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.
- 1.31 *Waste Management:* Waste storage areas are located to the rear of the development and are accessed from Great Western Lane.
- 1.32 *Highway enabling works:* Local enabling works are required to the immediate highway network to facilitate efficient access to/ egress from the interchange and an extensive package of works to the highway network around the site has been drawn-up by the Council.
- 1.33 To the north this will impact the southern extent of Westgate Street, Park Street, Havelock Street, Scott Road and Wood Street. Westgate Street, between Park Street and Wood Street will become bus only, with southbound bus stops and bus lanes in both directions to provide direct access to/from the interchange. As a consequence, Havelock Street will be made one-way southbound to all traffic, replacing the southbound route for vehicles to Wood Street from Westgate Street.

General traffic accessing Westgate Street will route northbound on Scott Road and eastbound on Park Street to Westgate Street.

- 1.34 Wood Street is proposed to be fully reconstructed with revised junctions, carriageway width reduced in width to one lane in each direction, widened footways, new pedestrian crossings, bus stops and stepped segregated cycle lanes in both directions. All new pedestrian crossings on Wood Street will be 'straight-across' versions, they will be 6m wide and could feature 'countdown' timers.
- 1.35 In the south Saunders Road will be modified to facilitate bus access to/from the interchange building, service egress from Great Western Lane, access to/from the office car park and pedestrian movement to/from Central Station, the interchange and St Mary Street. The new junctions will incorporate controlled pedestrian crossings and signal time integration with the St. Mary Street junction.
- 1.36 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. 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, 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. There will also be PU/DO parking on Havelock Street.
- 1.37 These three PU/DO areas will provided opportunities for PU/DO to occur in any direction of travel to/from the interchange
- 1.38 Servicing: Servicing for the interchange is from Great Western Lane and Central Square, controlled by retractable bollards at the Marland Street, Saunders Road, Millennium Way, and Central Street entrances to the square.
- 1.39 It should be noted that the Saunders Road taxi rank is not included in the application and will remain as existing.
- 1.40 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.
- 1.41 Environmental scoping opinion: A formal EIA scoping exercise was undertaken with Cardiff Council (CC) on 12 September 2016 to inform the previous planning application for a new Transport Interchange (with residential, office and car parking above) on the same application site (ref. 16/02731/MJR application). This application was approved by CC subject to a legal agreement, which has not been finalised, therefore planning permission remains outstanding.

- 1.42 A further EIA scoping exercise has not been undertaken for the latest proposals because the uses and the general nature of the development have not changed significantly from the earlier proposals. The same EIA scope as the 2016 application is therefore being followed, with the addition of a Population and Human Health chapter to satisfy the new EIA Regulations that came into force in May 2017. Cardiff Council agreed that this was an acceptable approach to be taken. The Environmental Statement (ES) was submitted in support of the planning application on 16.7.18.
- 1.43 An addendum to the ES was received on 27.9.18. The ES Addendum assesses the environmental implications of removing the cycle hub from the Interchange building and relocating it to land north of Wood Street on transport matters and on socio-economic matters (substitution of cycle hub with retail). The Addendum was publicised in the Press and by neighbour and representator notification letters and site notice on 27.9.18.
- 1.44 The following supporting information is submitted:
- Pre-application Consultation Report
 - Design and Access Statement
 - 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 (Transport and Socio-Economic only)
 - Environmental Statement Addendum: Vol 3 Appendices & Figures (Transport and Socio-Economic only)
 - Plans, Sections, and Elevations
 - Axonometrics and CGIs of the proposals in context

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 (demolished 2017), the Great Western Lane electricity substation, 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 nearing completion. 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) 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. It is understood that a masterplan is being prepared by NR consultants for the expansion and improvement of the station, and discussions have been held with the Council and the developer over the nature and delivery of the integrated transport hub.
- 2.6 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.
- 2.7 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.
- 2.8 *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 Central Square has a number of cycle storage facilities, including in the train station and dotted around the periphery of Central Square and on adjoining streets.
- 2.10 *Car parking:* 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 ('Fish Jetty' car park) on Wood Street to the west of the station (110 parking spaces including 2 disabled spaces).

- 2.11 *Pick-up & drop-off and taxi access for railway station:* Existing 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**

- 16/2731/MJR Resolution to grant planning permission (March 2017), subject to the signing of a legal agreement, for a 14 stand bus station and ancillary retail units, 195 residential apartments, 12,052 sqm office space, 227 space car park and cycle hub.
- Prior approval granted Feb 2016 for demolition of Marland House and the NCP car park building. Both buildings have been demolished and the sites cleared.
- 14/2405/MJR Hybrid planning permission granted in August 2015 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. BBC Wales HQ being fitted-out for September 2019 opening.

Related planning history

- 17/1751/MJR Planning permission granted in September 2017 for 31,630 sqm of B1 office space (Phase 1 of HMRC HQ building) with A1/A3 ground floor use and associated car parking and public realm works on land north of Wood Street (plots 6, 7, and 8 of the Central square masterplan area). On site.
- 16/2931/MJR Planning permission granted in Feb 2017 for Plot 2 Central Square part change of use from B1 office to non-residential education D1 Use Class.
- 16/2940/MJR Planning permission granted in Feb 2017 for Plot 2 Central Square reserved matters application for layout, scale, appearance and landscaping of outline element of hybrid application 14/2405/MJR. Completed and occupied.
- 16/708/MJR Plot 2 Central Square reserved matters approval granted in May 2016 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 – completed and fully occupied.
- 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 May 2018 (PA/18/50/MJR) and involved the main stakeholders. The scheme was reviewed by the Design Commission for Wales in June 2018. The DCfW are supportive of the design approach.

- 3.2 Statutory pre-application public consultation (PAC) was carried out between 4th June and 2nd July 2018. The information was made available on line, 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 the local press ran a number of articles.
- 3.3 The following are the main comments received from members of the public:
- Great new design
 - Cycle hub better located at Wood street end of Interchange
 - Design does not address potential for cyclist blind/partially sighted conflict
 - Pedestrian safety on Saunders Road
 - Air quality issues
 - Interchange not big enough to cope with all local, regional and long distance bus services
- 3.4 Two of the four specialist consultees provided a response. CADW has no objection and NRW requested the submission of a Flood Consequences Assessment report with the application.
- 3.5 The pre-application consultation has met the statutory requirements and the PAC report sets out the feedback received and the developer's response. As a consequence of the consultation process a number of changes have been made to the planning application and design, in summary:
- Changes to the Design and Access Statement to demonstrate how the development has regard to blind and visually impaired people;
 - Inclusion of the Flood Consequences Assessment within the planning application (Chapter K Appendix 6);
 - Reduction of 16 car parking spaces but increase in the number of disabled car parking spaces to 11 disabled spaces; and,
 - Increase in height of the PRS building to include two more floors – now totalling 24 floors and four more units.

4. **POLICY FRAMEWORK**

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

- 4.1 Planning Policy Wales (PPW) Ed. 9 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)
- Managing Transportation Impacts (Inc. Parking Standards) (2018)
- Waste Collection and Storage Facilities (2016)
- Food, Drink & Leisure Uses (Nov 17)
- Planning Obligations (2017)

5. **INTERNAL CONSULTEE RESPONSES**

- 5.1 Strategic Planning (Land Use policy): 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 *The acceptability of 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 *The acceptability of Class A1 (Retail), A2 (Financial and Professional Services) and A3 (Food and Drink) uses:* The applicant has identified in their Planning Statement that a total of 6 ancillary shop (Class A1,A2,A3) units will be provided within the transport interchange, totalling 562sqm.
- 5.5 *Class A1 Retail:* 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.
- 5.6 There is however the potential for the amalgamation of retail units and to help 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), 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 the previous 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. The Food, Drink and Leisure Uses SPG identified the Central Business Area (CBA) as an appropriate location for food and drink uses, subject to detailed considerations.
- 5.9 The SPG identifies at paragraph 4.13 that 'The impact of a proposal may increase where it is visually prominent. Visual prominence may be derived from a number

of factors including its size, height, frontage length and location in relation to important pedestrian and vehicular routes, key land marks / attractions, and transport nodes and interchanges. The prominence of a site is particularly significant where the issue relates to the impact of a proposal on public perceptions, such as perceptions of shopping character, amenity and attraction, and crime and disorder. Premises that occupy either a corner position or 'gateway' location, for example, at the entrances to an Arcade or street, provide an important and prominent first impression of the essential role and character of the area or frontage. As such, they will be particularly sensitive to changes of use'.

- 5.10 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.
- 5.11 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.
- 5.12 Transportation: The Transportation Officer confirms that the application submission has been assessed is considered to be acceptable in principle subject to the following comments, conditions, and s106 planning obligations below:
- 5.13 The application proposes to provide a mixed-use development including an Integrated Transport Hub (ITH) with 14 stand bus station, passenger concourse and associated commercial uses, with office and residential accommodation, operational car parking, and associated public realm and highway infrastructure improvements.
- 5.14 Bus 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. Buses 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 Great Western Lane will be restricted by Traffic Regulation Order to buses accessing the interchange and service vehicles making use of loading/servicing facilities only accessible from the lane. The ITH is therefore designed to provide the greatest possible flexibility in terms of access/egress/through-put of buses, including the ability to operate exclusively from the south entrance during event days.
- 5.15 In order to facilitate efficient access to/egress from the interchange an extensive package of works to the highway network around the site has been drawn-up by the Council. To the north this will impact the southern extent of Westgate Street,

Park Street, Havelock Street, Scott Road and Wood Street. Westgate Street, between Park Street and Wood Street will become bus only, with southbound bus stops and bus lanes in both directions to provide direct access to/from the interchange. As a consequence, Havelock Street will be made one-way southbound to all traffic, replacing the southbound route for vehicles to Wood Street from Westgate Street. General traffic accessing Westgate Street will route northbound on Scott Road and eastbound on Park Street to Westgate Street. Wood Street is proposed to be fully reconstructed with revised junctions, widened footways, new pedestrian crossings, bus stops and stepped segregated cycle lanes in both directions. All new pedestrian crossings on Wood Street will be 'straight-across' versions, they will be 6m wide and could feature 'countdown' timers.

- 5.16 In the south Saunders Road will be modified to facilitate bus access to/from the ITH, service egress from Great Western Lane, access to/from the office car park and pedestrian movement to/from Central Station, ITH and St Mary Street. The new junctions will incorporate controlled pedestrian crossings and signal time integration with the St. Mary Street junction.
- 5.17 Consistent with the previous application, the Interchange will provide 14 drive on/reverse off bus stands extending across the site at ground floor level; the first 5 stands (south end) 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 has not been designed to accommodate articulated buses.
- 5.18 The ground floor concourse of the interchange will extend along the Marland Street frontage and will accommodate retail/café units, public toilets and ticketing/information facilities. Access to the interchange concourse is gained via lobby entrances to the north from Wood Street, the south from Saunders Road and directly from Central Square. Detailed design of the concourse and its environs will need to 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.
- 5.19 In contrast to the original ITH application submission, the revised proposals do not include the provision of an internal public cycle hub, the identified 144 space hub being replaced with a retail unit. The amendment was considered necessary to deliver a cycle parking strategy for the Central Square development area as a whole, and to minimise potential conflict between pedestrians and cyclists in what will be a heavily trafficked area for pedestrians.
- 5.20 Following extensive engagement with representatives of the RNIB/Guide Dogs for the Blind and the Cardiff Access Focus Group (CAFG), it was concluded that the inclusion of the proposed cycle hub, initially to the south and then to the north of the ITH building would encourage cyclist to cycle across the square and along Marland Street/Millennium Way and bring them into conflict with pedestrians;

which is particularly an issue for vulnerable, blind and partially sighted pedestrians.

- 5.21 Through a close working relationship with the CAFG a scheme for the provision of tactile guidance paths has been agreed for Central Square. The scheme extends within the public realm of the ITH and will provide blind/visually impaired pedestrians with a series of tactile guidance paths to/from/between the main (North) entrance of the Central Rail Station, the ITH main entrance, along Marland Street and Millennium Way to Wood Street and along Saunders Road towards lower St. Mary Street and Mill Lane.
- 5.22 The guidance path proposals link the existing and emerging transport infrastructure with the city centre, along identified desire lines and routes that are direct, clear of obstruction and make connection with/use of controlled crossings. Where it is within the ITH application red-line the guidance path will be secured by condition and delivered by the developer; where the guidance path is outside the red line it will be delivered the Council.
- 5.23 Notwithstanding the removal of the public cycle hub from within the ITH, cycle parking for the residential apartment and office elements of the application will be provided in accordance with the submitted details and secured by condition, with access from Wood Street and Saunders Road respectively.
- 5.24 To compensate for the loss of the cycle hub from the main ITH building a range of alternative cycle parking proposals have been discussed and agreed in principle with the applicant. In recognition of the potential conflict with pedestrians it is proposed to relocate the cycle provision elsewhere within the wider Central Square, one option being the proposed the new public square to the north side of Wood Street on land currently occupied by St. David's House, where it has been proposed to provide up to 120 spaces, which will be clearly visible and accessible from the Wood Street strategic cycle route proposals being promoted by the Council.
- 5.25 In addition, the developer has agreed to fund the delivery of around 60 additional on-street cycle parking spaces and make a financial contribution towards the provision of 36 Nextbike hire cycles in 3 docking stations, 1 located at each of the 3 main entrances to Central Square. Details plans for the location, layout and timing of the provision of the cycle parking will be secured by planning condition and S106.
- 5.26 The proposed cycle parking located at the entrances to the square is intended to intercept cyclist who are looking for parking, who would otherwise cycle across the square, and provide it in areas away from potential conflict with pedestrians. By providing cycle parking in this way it is hoped to intercept cyclist before they reach the main square and other areas where there will be heavy pedestrian footfall.
- 5.27 The overall cycle provision totals some 236 spaces, including the 36 Nextbikes, and is in excess of that proposed within the original ITH application submission of 144 spaces. There is further potential to deliver significant additional cycle parking

in association with emerging and planned development to the south of Central Station and in association with Network Rail plans to extend and improve Central Station. In terms of integration with rail services, it is considered to be more advantageous to commuters to include new cycle facilities within the proposals for Central Station.

- 5.28 As detailed in the submitted Transport Assessment, extensive analysis of existing bus operations and consultation with operators 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.
- 5.29 The consultation exercise carried out with the Council and bus operators ensured that key stakeholders had the opportunity to feed into the operational plan for the ITH. The consultation included a review of each operator's existing services and issues and opportunities, feedback on emerging designs, and aspirations for the design and usage of the ITH. The draft operational strategy allocates stands within the ITH to individual operators, and services to each stand. An access and egress point to the ITH (north/south, northbound/southbound) has been allocated to each service.
- 5.30 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:
- 5.31 '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.'
- 5.32 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.

- 5.33 The proposed development includes 249 car parking spaces above the bus station, spread over 3 floors, of which 225 are allocated to the BBC and 24 are to the office use; the residential element of the application, along with the ancillary ground floor retail, will be car parking free. The zero parking allocation for the ancillary and residential aspects of the proposals is in-line with adopted parking policy, which 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.
- 5.34 Conditions are sought (full details below) to secure the new/revised junctions, public realm, layout of the bus station apron, cycle parking, bus/interchange operations, associated infrastructure improvements and highway network modifications required as a direct consequence of the development.
- 5.35 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.
- 5.36 It is therefore considered that the proposed development is acceptable in transport planning terms subject to the following conditions:
- Standard condition C3D Loading, unloading and parking within site;
 - Standard condition C3S Cycle Parking (for the residential, office and associated on-street/PR provision);
 - Standard C3F Access Junction condition for the Wood Street and Saunders Road (north & south) entrances to the bus station/Great Western Lane and office car park;
 - 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;
 - Submission for agreement of details of public realm works within the red line, up to the interchange building, including the provision of tactile guidance path. 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 within the site red line, 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, soft and hard landscaping, and tactile guidance path/paving. 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;

- Inclusive access;
- Construction and environment management plan (CEMP);
- Plan of operation of the bus station;
- Delivery and service plan condition: 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 abused, 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;

- 5.37 Section 106 contributions: In accordance with the development agreement, resolution to grant of the 2016 ITH application and discussions with the developer, a highway works public realm S106 contribution of £1,750,000 is required in respect of the highway works, public realm and Nextbike provision required as a consequence of the development and to be implemented by the Council.
- 5.38 Second recommendations: The Access Junction condition 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 Local Highway Authority.
- 5.39 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.
- 5.40 Trees and Landscaping: The Council's Tree Preservation Officer makes the following observations:
- 5.41 Five new trees (*Tilia cordata* 'Greenspire') were proposed bounding Central Square under the Central Square public realm application, but then proposed to be delivered under the Transport Interchange application (see 17/02491/MJR). The proposed site plan depicts just two new trees, with what I assume are some of the existing Turkish hazel trees bounding the taxi rank, outside of the red-line site?

- 5.42 The officer seeks an explanation for this change since the provision of large, long-lived trees as part of this development and the Central Square development will help to soften the architecture and streetscape in visual terms and ameliorate the local microclimate. With heat bouncing off pavers and wind funnelling around buildings, the relief afforded by vegetation, particularly trees, is of great importance. Full specification details for new planting should be provided, and which I assume will align with 17/02491/MJR and 16/02396/MJR?
- 5.43 The Tree Officer's comments have been sent to the agent.
- 5.44 Highways and Waste Management (Drainage): No comments received. Any comments from the Drainage Engineer will be reported to committee as a late representation.
- 5.45 Pollution Control (Noise): No objection subject to a standard plant noise compliance condition, and a pre-commencement sound insulation condition for the residential apartments stipulating internal noise levels to be met in order to mitigate noise from road traffic and from the bus station.
- 5.46 Pollution Control (Air): The Officer acknowledges the findings detailed in the report and is satisfied by the methods and approach used to derive the findings. The Air Quality Assessment (AQA) has been undertaken to a high standard and the very conservative approach adopted within the modelling is deemed best practise allowing worst-case scenarios to be portrayed. The main outcomes to be drawn from the report that are perceived as a concern are;
- 5.47 Following a qualitative assessment, a medium risk has been identified with respect to dust and emissions as a result of construction phase activities. The report states "*Without mitigation, the construction phase activities have the potential to result in minor adverse effects on dust-sensitive receptors and human health given the scale and likely duration of construction.*" It is considered that the that construction phase impacts would be negligible with appropriate mitigation measures in place in the form of a suitable Construction Environmental Management Plan which would need to be submitted and approved prior to the development proceeding.
- 5.48 Following the completion of the development for a projected year of 2021, the 2021 DS scenario indicates that air quality levels in terms of annual mean Nitrogen Dioxide (NO₂) are predicted to lead to minor/ moderate adverse impacts at nine identified receptor locations. Two of the nine identified receptors are projected to exceed the NO₂ annual average objective (40µg/m³) in the 2021 DS scenario. Although the remaining seven receptors are not anticipated to exceed the NO₂ annual average objective for a 2021 DS scenario air quality at these locations will be worsened by the proposed development. As highlighted by the sensitivity tests undertaken, even with the implementation of the proposed mitigation schemes such as the replacement of up to 25% of the bus fleet with zero emission equivalent, annual mean NO₂ levels will continue to elevated and exceed the National Air Quality Objective Standard of 40µg/m³, therefore the Cardiff City Centre AQMA would need to remain.

- 5.49 As detailed above the AQA assessment indicates that the Bus Interchange Development will worsen air quality at several sensitive receptors which are within the City Centre AQMA (Do Something Scenario 2021). The sensitivity tests undertaken on the proposed mitigation measures are fully reliant on a minimum of 25% of all buses being zero emissions as detailed in *Table F1.1 Predicted Annual Average NO₂ Concentrations and Impacts in 2021 with the Introduction of 25% Zero-Emissions Buses, Appendix F, Air Quality Sensitivity Testing*. It is evident that even with these mitigation measures that Air Quality Objective within the AQMA will still be breached in the AQMA in 2021 and several other locations will have levels that are elevated and near to the annual average objective for NO₂.
- 5.50 Examining the nature of the modelled receptors it is clear that that the receptors are of a commercial nature, therefore it may be viewed that only the NO₂ short term 1-hour average objective (200µg/m³ not to exceeded >18 times per year) be considered at these locations. From adopting the principles outlined by LAQM TG(16), February 2018; where average levels of NO₂ are above 60 µg/m³ then it is likely that the 1 hour objective of 200 µg/m³ (not to be exceeded more than 18 times/ year) could also be exceeded. From examining Tables F5.9 & F5.13 the short term objective is not exceeded. Receptor 3 (Raglan House) is of residential nature and is subject to a moderate adverse impact during 2021 DS scenario, rising from 38.0 µg/m³ DM to 38.6 µg/m³ DS. Although this does not portray a breach of the annual average objective, in view of Welsh Government Local Air Quality Management Policy Guidance, July 2017 this does cause concerns; *“the national air quality objectives are not ‘safe’ levels of air pollution. Rather they represent a pragmatic threshold above which government considers the health risks associated with air pollution are unacceptable.”*
- 5.51 At this stage the developer has not demonstrated how the uptake of zero emission buses will be achieved by 2021, and thus as it currently stands it cannot be guaranteed that this mitigation measure will be implemented.
- 5.52 It is noted NO₂ levels inside the bus stand area are considered not to be significant. It is outlined that the expected annual average NO₂ levels modelled within the bus apron do not exceed 60 µg/m³, therefore it is unlikely that the 1-hour NO₂ objective will be breached. With regards to modelling the NO₂ short term objective within the bus apron I would like draw reference to a previous planning application submitted in accordance with the bus interchange proposal (16/02731/MJR). The AQA submitted as part of 16/02731/MJR modelled the short term NO₂ 1-hour objective within the bus interchange utilising an approved approach outline in LAQM TG(16); The model considered the bus interchange as a volume source and applied appropriate emission factors, bus schedules and suggested idling times. The AQA, as part of planning application 16/02731/MJR concluded a significant breach of the 1-hour objective inside the bus stand, whereby the assessment indicated levels to be at a maximum of 846µg/m³. As a result mitigation measures in the form of mechanical ventilation systems were needed to address the concerning levels projected. I understand that the AQA submitted in accordance with the recent application (18/01705/MJR) does also adopt best practise guidance, whereby it is suggested in LAQM TG(16) to adopt

the 60µg/m³ principle when modelling for bus stations and bus stops, however I do have concerns regarding the consistency of modelling options to assess the NO₂ 1- hour objective, and therefore it would be useful for the consultant to provide an additional note to confirm the approach and reasoning.

- 5.53 In addition to the above it is highlighted in the Chapter F “Consultation” that the interchange *will include an on-site combustion plant in order to meet the energy demands of the development*. The report outlines that the detail surrounding the specification of the proposed onsite combustion plant is not known and therefore cannot be included in any dispersion modelling. I accept the statement outlined by paragraph **F3.76**, however once specifications of the combustion plant are finalised the air quality modelling will need to be revisited with focus upon the scenarios previously examined.
- 5.54 Due to the fact that there is the likelihood of continued exceedences of air quality objectives in the City Centre AQMA, even with the proposed mitigation measures in place, the developer is minded to assess and propose **additional** mitigation measures in order to demonstrate that Bus Interchange will not have a detrimental impact on Air Quality. For instance, during previous modelling in accordance with planning application 16/02731/MJR, additional sensitivity tests modelled a reduction and restriction upon bus flows along Westgate Street which proved to be an effective measure. Could this form of sensitivity testing be revisited?
- 5.55 As the submitted AQA demonstrates that the new development will cause the potential for adverse impact to already poor air quality, this does cause additional burden to resources within Shared Regulatory Services as additional air quality monitoring will be needed to review air quality levels, in particular NO₂ levels. In order to provide a more detailed understanding for air quality in the area and gather sufficient evidence in terms of supporting air quality datasets it is suggested that investment is made in automatic and non-automatic monitoring capabilities. The proposed costing for such capabilities would total a cost of £60,000 exc VAT. Therefore it is proposed that this sum of £60,000 be raised by a means of S106 agreement.
- 5.56 Shared Regulatory Services (SRS) on behalf of Cardiff Council (CC) requests that the queries and comments raised in this response are addressed. Although additional conditions may be required following the response from the applicant in regards to the highlighted queries, at this stage SRS request the following conditions be attached to any approval of this application requiring a scheme to minimise dust emissions during construction activities and an air quality assessment for emissions produced by the on-site combustion plant.
- 5.57 *The applicant’s AQ consultant responded as follows on 25.10.18:* The Interchange design assessed in planning application 16/02731/MJR featured an enclosed, roofed bus apron area with natural ventilation occurring only at the ingress and egress points. Therefore, an air exchange calculation was carried out to determine NO₂ concentrations in the bus apron as the bus apron was effectively indoors. In application 18/01705/MJR the bus apron area was redesigned to be completely open, allowing free air movement and dispersion. In

this case, it was therefore appropriate to model pollutant concentrations within the bus apron area using ADMS-Roads. The model predicted annual mean NO₂ concentrations which can then be compared against the 60µg/m³ threshold to indicate potential exceedances of the hourly objective.

- 5.58 This sensitivity test could be revisited subject to traffic data being made available for this scenario to be assessed. A condition would therefore be required if this is truly necessary.
- 5.59 The main pollutant of concern in Cardiff city centre area is NO₂, and this is the reason for the declaration of the AQMA. It would therefore seem appropriate to focus air quality monitoring on this pollutant. NO₂ diffusion tubes are suitable for this purpose. Whilst not offering the accuracy of an automatic monitoring station, diffusion tubes are cheaper and can be deployed in almost any location. This means they can be put out in multiple locations, which allows spatial variations in concentrations to be assessed, including worst-case locations. By contrast, an automatic monitoring station will provide information on concentrations at one point only. Due to the space and infrastructure required, location options for automatic monitoring stations are often limited, which may result in it not being feasible to monitor in the most appropriate location.
- 5.60 The Council already has a network of diffusion tubes. We therefore propose that a financial contribution is made to expand the diffusion tube monitoring network by 10 - 15 locations focusing on the key access routes that will be used by public service vehicles serving the Interchange. Rightacres can only support a contribution of up to £10k for the alternative diffusion tube surveys.
- 5.61 The applicant's response has been forwarded to Shared Regulatory Services. Any revised response will be reported to Committee as a late representation.
- 5.62 Pollution Control (Contaminated land): Information submitted as part of the Environmental Statement together with the geotechnical desk study provides a contamination assessment of the development and identifies contaminants within the made ground, including asbestos and PAH. However, because of the nature of this submission it does not provide information in relation to remediation. Remediation conditions are therefore required.
- 5.63 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.
- 5.64 It is acknowledged that ground gas assessments including monitoring have been undertaken and no significant risks have been identified in relation to this.
- 5.65 The proposals include hard landscaping/amenity. Should there be 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.

- 5.66 Shared Regulatory Services would request the inclusion of the following standard conditions and informative statements in accordance with CIEH best practice and to ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan: Contaminated Land Measures – Remediation and Verification Plan; Contaminated Land Measures – Remediation and Verification; Unforeseen Contamination; Imported Aggregates; Use of Site-Won Materials.
- 5.67 Housing Strategy: In line with the Local Development Plan (LDP), an affordable housing contribution of 20% is sought on this brown-field site.
- 5.68 Our priority is to deliver on-site affordable housing, in the form of affordable rented accommodation, and this site is suitable for social rented accommodation, built to Welsh Government Development Quality Requirements (DQR) for purchase by a nominated Registered Social Landlord (RSL) partner.
- 5.69 However, given the proposed design/configuration and size of the scheme, as an alternative to on-site provision, we would be willing to enter into discussions with the applicant with regard to providing the affordable housing contribution as a financial contribution in lieu.
- 5.70 On that basis we would seek a financial contribution of £4,679,730 (in lieu of 61 units (20%)) which is calculated in accordance with the formula in the Affordable Housing – Supplementary Planning Guidance (SPG) (2017).
- 5.71 Waste Management: A detailed waste strategy is required in order to understand the proposed refuse storage capacity for the residential units.
- 5.72 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.
- 5.73 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.
- 5.74 Based on the information provided on the number and type of units, I have calculated the additional population generated by the development to be 460. This generates an open space requirement of 1.1178 ha of on-site open space based on the criteria set for Housing accommodation, or an off-site contribution of £477,273. I enclose a copy of the calculation.

- 5.75 As no public open space is being provided on-site, the developers will be required to make a financial contribution 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.
- 5.76 The use of S106 contribution from this development will need to satisfy CIL and the current distance requirements set out in the 2017 Planning Obligations SPG – play areas 600m (not applicable to student and sheltered accommodation), informal recreation 1000m, and formal recreation 1500mm, measured from edge of the site.
- 5.77 In the event that the Council is minded to approve the application, I assume it will be necessary for the applicant and the Council to enter into a Section 106 Agreement to secure payment of the contribution.
- 5.78 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.
- 5.79 The Parks Officer supports the comments provided by the Tree Officer.
- 5.80 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'.
- 5.81 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.
- 5.82 The formula in the SPG is based on the number of bedrooms and associated occupancy figures per dwelling, and is calculated as £255,000. Please note this is an estimated figure. The regeneration consultation response will be reported to Planning Committee as a late representation.
- 5.83 Education: A provisional assessment of the planning obligations to be requested based on the planning application indicated above, yields:
- The demand for the catchment area English-medium primary School (Severn Primary School) is projected such that the school will continue to be full and hence an English-medium primary school obligation would be sought proportionate to the development yield in this age range.
 - Although the catchment Welsh-medium primary school is projected to be full (Ysgol Gymraeg Pwll Coch), it follows the phased expansion of the new Ysgol Hamadryad that there would be sufficient places and hence no obligation would be sought for Welsh-medium primary or nursery places.

- The catchment area secondary school (Fitzalan) is full and is projected to be oversubscribed from within catchment. A planning obligation would therefore be sought
- The catchment secondary school (Y Glantaf) will be over-subscribed from within catchment by approx. 2024 and a planning obligation would therefore be sought.
- A separate obligation is also sought in respect of the proportion of pupils who access Special Educational Needs provision.

5.84 The contribution request calculated in accordance with the SPG comes to a total of £332,182 and does not include any inflation uplift or land costs.

5.85 Access: Over a number of years there has been extensive consultation with a number of disability organisations including the RNIB, Guide Dogs and representative group; the Cardiff Council Access Focus Group regarding the various evolving planning applications for Central Square and the Interchange.

5.86 This has resulted in a significant number of changes and improvements to central square schemes including the Interchange building. Many of these improvements and recommendations outlined below and accounted for in the accompanying Equality Impact Assessment focused on the Central Square location (submitted with this response). These changes specifically relate to the relocation of a proposed cycling hub from the Interchange to a location away from Central Square (location yet to be defined) and improvements to wayfinding, implementation of tactile paving / routes and the relocation of cycling facilities to reduce the potential for pedestrian/ cyclist conflict. As such there is no objection from the above representative groups on the grounds of physical access to the Interchange as a property or externals / public realm within Central Square.

5.87 However, the groups reserve the opportunity for continuous engagement with Transport for Wales as the Client for the delivery of the Interchange. To ensure the internal accessibility and practical access to the services within the Interchange provides the highest standards of accessibility for all, regardless of need and or disability/ ability.

5.88 Internal

- Principle Residence Entrances – use of revolving doors are non-compliant to Part M Building regulations. These prove a barrier to access for wheelchair users and many with mobility and sight impairments;
- Concierge desk does not appear to have a low level;
- Fire exits from principle residential entrance appear to be very close to any parked buses. This does not facilitate egress, specifically for wheelchair users;
- Entrance lobby (Wood Street) this appears to be narrow given the footfall specifically in relation to the corner positioned entrance doors and direct walking routes. This suggest that this configuration is especially difficult for wheelchair user and VI community to negotiate and indeed find the entrance;

- Internal lobby gradient: This appears long and may be a challenge for wheelchair users to travers;
- Bus entrances would benefit from tactile paving to indicate extent of edge and bus entrance location;
- Current revision / plans have omitted the accessible WC to the Wood Street entrance (circa 25m from the opposite end); The size of the changing places WC to the main entrance, Retail 6 / Square end seems to be significantly undersized;
- In line with the Public Health Wales Bill, where commercial developments include cafes, bars, shops, entertainments, it is requested that a Planning condition be stipulated to allow general public access to any toilet facilities that are being built in the premises, this to include both / all public conveniences within the ITH and concessions;
- Specifically in relation to section 20 of the Local Government (Miscellaneous Provisions) Act 1976 it is requested that the Local Authority require businesses of a “relevant place” to provide customers with “sanitary appliances” free of charge. A “relevant place” is defined in the Act as including “a place...which is normally used for...the sale of food or drink to members of the public for consumption at the place”;
- Ambulant cubicle positions to female cubicles – relocate ambulant cubicle from behind the main entrance door to facilitate manoeuvrability;
- All lifts should be part M Compliant;
- All lifts should comply with BS 9999.

5.89 External

- Retrofit alterations to central square public realm. As established through engagement with RNIB / Guide Dog and broader disability consultation groups;
- Inclusion of tactile and way finding surfaces. Features to use guidance as updated at the time of agreement / construction on tactile surfaces, such as updated Department for Transport specific guidance and research findings;
- Tactile paving to conform to DfT guidance (for example Inclusive Mobility, Appendix 12 and DfT guidance on the use of tactile surfaces, as updated and associated research). Thus providing a guarantee of the safe, direct, clear and relevant use of tactile paving to support walking routes to destinations e.g. entrances top both the ITH and Train station as well as along Marland Street and Millennium Way;
- Colour contrasting materials to be considered for tactile paving, where possible using the current planning feature grid system to define routes; Provision of suitable positioning of lighting, seating, definable linear pillar lines etc., to ensure street furniture and similar physical objects do not become barriers, obstacles or trip hazards;
- Adoption of clear well defined routes (in accordance with current /updated guidance) to safe crossing points on Wood Street and Sanders Road to the rear of the of the Transport Interchange (TI);
- Mass Cycling Hub facilities to be located away from / outside the TI and Central Square (Alternative Cycle hub locations to be identified and a feasibility study completed, including consideration North of Wood St and

South of the Train Station, including the Fish Jetty); Consideration towards continued investment and identification of alternative Cycle Hub / Stand facilities outside Central Square;

- Consider the adoption of a TRO explicitly instructing / accounting for cyclists to dismount at entrances to Central Square. This to be achieved by clear signage and enforcement measures (Inform and work with the Police force regarding their requirement to enforce TRO's and prosecute cycling in Central Square / breach of the TRO). The issuing of fixed penalty fines (on the Spot) to be adopted, supported and communicated via signage;
- Next Bike stands to be located at the entrances to Central Square to support modal shift and aid cyclist identification if required;
- Consider the use of floor surface decals / boundary markers, complemented by markings to inform cyclists to dismount at the entrances to Central Square and signage e.g. 'Get off your bike' low level signage with pictograms;
- Inclusion of a small scale virtual net of cycling hoops / facilities including Next Bike at entrances to Central Square. To provide an opportunity for cyclists to store cycles in safe / specific perimeter locations. Such locations to have clear boundary's and be placed on contrasting coloured surfaces to identify locations for the Visual impaired. Locations to be identified outside the main thoroughfare, or tactile surface defined routes and in areas with significant width, to support line of sight, safety and crowd movement and deter / reduce the potential risk of pedestrian / cyclist conflict.

5.90 Equality Impact Assessment - Summary of Conclusions

The below extract has been taken from Section 6 Further Actions; of the Central Square Public Realm Equality Impact dated October 2018:

- Further Action: Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis;
- Potential mitigations: Mitigations as outlined above in the actions section (5) have been subject to recent and ongoing research and guidance documents and previous discussions with RNIB / Guide Dog consultation groups. Some of the most essential mitigations agreed during consultations include:
 - Inclusion of tactile and way finding surfaces. Features to use guidance as updated at the time of agreement / construction on tactile surfaces, such as updated Department for Transport specific guidance and research findings;
 - Paving surfaces as recommended by DfT guidance (for example Inclusive Mobility, Appendix 12 and DfT guidance on the use of tactile surfaces, as updated and associated research;
 - A guarantee of the safe, direct, clear and relevant use of tactile paving to support walking routes to destinations;
 - A guarantee of suitable positioning of lighting, seating, definable linear pillar lines, etc, to ensure street furniture and similar physical objects do not become barriers, obstacles or trip hazards;

- Adoption of clear well defined routes (in accordance with current /updated guidance) to safe crossing points on Wood Street and Sanders Road to the rear of the of the Transport Interchange (TI);
- Mass Cycling Hub facilities to be located outside the TI and Central Square;
- DFT Moratorium on tactile paving to be adopted as far as reasonably applicable, with expert guidance;
- Alternative Cycle hub locations to be identified and a feasibility study completed, including North of Wood St and South of the Train Station, including the Fish Jetty;
- Continued investment and identification of alternative Cycle Hub / Stand facilities outside Central Square;
- Consider the adoption of a TRO explicitly instructing cyclists to dismount at entrances to Central Square. This to be achieved by clear signage and enforcement measures;
- Inform and work with the Police force regarding their requirement to enforce TRO's and prosecute cycling in Central Square / breach of the TRO. The issuing of fixed penalty fines (on the Spot) to be adopted, supported and communicated via signage;
- New Next Bike hub to be located at the entrances to Central Square to support modal shift and aid cyclist identification if required;
- Consider the use of floor surface decals / boundary markers, complemented by markings to inform cyclists to dismount at the entrances to Central Square and signage e.g. 'Get off your bike' low level signage with pictograms;
- Inclusion of a small scale virtual net of cycling facilities including Next Bike at entrances to Central Square to provide an opportunity for cyclists to store cycles in a safe / specific perimeter locations and reduce clutter and remove the need to cycle to the train station / TI;
- Locations to be identified outside the main thoroughfare, or tactile surface defined routes and in areas with significant width, to support line of sight, safety and crowd movement and deter / reduce the potential risk of pedestrian / cyclist conflict;
- A likely outcome of the above mitigations is increased footfall / movement, which will deter and restrict cyclists from accessing Central Square at peak times. Research has confirmed that increased pedestrian density has reduced cycle use and potential for collisions.

5.91 *Guide Dogs Cymru and RNIB Cymru response dated 25 October 2018:* Following the meeting with representatives of Cardiff Council on 16 October 2018, RNIB Cymru and Guide Dogs Cymru would like to confirm our agreement with the notes of the meeting. We also wish to be clear that the discussions focused specifically on Central Square, and that further engagement will be required, as discussed at the meeting, when the plans for the internal layout of the ITH are being developed.

- We are pleased to have confirmation that the Cycle Hub will be relocated out of Central Square, and its location discussed as part of another planning application and appropriate public engagement. We understand

that this is currently subject to public consultation and the approval of the Planning Committee meeting on 7 November 2018.

- We are also pleased to have confirmation that cycle parking will be located at the entrances to Central Square and that careful consideration will be given to ensuring that it does not present a trip hazard for blind and partially sighted people. We understand and agree with the concept of a "cycling net" which aims to intercept cyclists before they enter Central Square.
- We are pleased to have confirmation that a "push button" Controlled Crossing will be installed on Saunders Rd.
- We understand that measures will be taken to ensure that the "tapered" steps, (near the secondary entrance to Central Square and the Taxi Rank), are safe for blind and partially sighted people. Hand rails colour contrast and tactile markings will all be used to indicate the steps, some of which will act as seating. The existing ramp will be retained.
- We have received an updated version of the plan showing the tactile routes as illustrated in the meeting, and understand that appropriate colour and tactile contrast materials will be used as agreed previously. We have some queries from the plan, for example, where the tactile paving snakes to follow the building line at the Millennium Walk, rather than being straight which would make navigation easier, and suggest that such details should be clarified to achieve the best possible outcome.
- There was also mention of linking the crossings on Saunders Rd into the tactile wayfinding routes which would be helpful.
- Equality Impact Assessment - We were pleased to receive an accessible and comprehensive EIA for the public realm of Central Square identifying differential impact on blind and partially sighted people, and the potential for conflict with cyclists. We note that this did, as requested, cite engagement from Guide Dogs Cymru and RNIB Cymru, as well as other groups, and the consideration and implementation of mitigating measures. These include the relocation of the Cycle Hub, installation of tactile wayfinding, and the Controlled Crossing on Saunders Rd.

6. **EXTERNAL CONSULTEE RESPONSES**

- 6.1 Welsh Water: No objection subject to conditions requiring implementation prior to occupation of the drainage scheme in accordance with Appendix K4 and Appendix K5 of the Environmental Statement, to be approved in writing by the LPA, and submission of a potable water scheme to the LPA prior to commencement of the works demonstrating that the existing water supply network can accommodate the proposed development. If necessary a scheme to upgrade the existing public water supply network shall be delivered prior to occupation of the building.
- 6.1 Natural Resources Wales (NRW): NRW has no objection to the proposed development as submitted. Controlled waters at the site are considered to be of low environmental sensitivity therefore detailed site-specific advice or comments with regard to land contamination issues are not provided. The comments are based on the assumption that gross contamination is not present at this location.

- 6.2 Network Rail (NR): Network Rail has no objection in principle to the above proposal, providing the change of location of the cycle spaces does not impede the access up to the trackside and/or pedestrian flow to the south side.
- 6.3 Arriva Trains Wales (ATW): No comments have been received from ATW. Their franchise ended on 14th October 2018 when Keolis Amey and their operating arm Transport for Wales (TfW) assumed responsibility for the Wales and Borders franchise, and for the development of the South Wales Metro. TfW and the applicant, Rightacres, are liaising to ensure that the bus station component of the Interchange meets all party's needs, and TfW has been fully consulted on all issues that have arisen during the consideration of the planning application.
- 6.4 Police Architectural Liaison: South Wales Police has no objection to the development and has been involved in extensive pre-application discussions with the Council and the developer on community safety issues.
- 6.5 Cardiff Bus: Cardiff Bus notes that the proposed layout of the Transport Interchange is very similar to the previous proposal and thus has no further comments to make on the application.
- 6.6 Glamorgan Gwent Archaeological Trust: The desk-based assessment submitted in support of the application identifies a high potential to encounter significant remains of medieval date within the application area, specifically the remains of a 12th century church, priory, associated church yards and precincts. The assessment also notes the potential to encounter the remains of the Cardiff medieval town wall. We would recommend that a condition is attached to any consent given such that a program of archaeological work is carried out during the clearance of the site and the ground works for the new construction. We envisage that this programme of work would take the form of targeted trenching and watching brief during groundworks required for the development, with detailed contingency arrangements, including the provision of sufficient time and resources to ensure that any archaeological features or finds that are located are properly investigated and recorded; it should include provision for any sampling that may prove necessary, post-excavation recording and assessment and reporting and possible publication of the results. To ensure adherence to the recommendations we recommend that the condition should be worded in a manner similar to model condition 24 given in Welsh Government Circular 016/2014.
- 6.7 CADW: No objection. The proposal is for a predominately 12 storey building orientated north to south with a 23 storey tower at the northern end that will reach a maximum height of c 82.3m.
- 6.8 The Environmental Statement (Chapter H Built Heritage (above ground)) considers the effect on setting and significance on the scheduled monument GM171 Cardiff Castle and Roman Fort and on the registered historic park and garden PGW (Gm) 22(CDF) Cardiff Castle and Bute Park. In both cases concluding the magnitude of change to the setting of each asset will be low to negligible and the effect on significance negligible.

- 6.9 These conclusions are concurred with, though it is our view that similar impacts are also applicable to PGW (Gm) 21(CDF) Sophia Gardens and to PGW (Gm) 26(CDF) Cathays Park. All these assets are located within 500-800m north of the proposal and in views south the north tower of the proposed building is likely to be visible. The nearby concentration of tall buildings gives context to the proposed development and no significant views are interrupted so that any damage to the setting of the designated historic assets is likely to be very slight and not significant.
- 6.10 Welsh Government (Transport Division): The Welsh Government as Highway Authority for the M4 and trunk roads network in Wales has no objection to the proposals.
- 6.11 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 on 27th September for 30 days, and local members and neighbours and representators were notified. Representations have been received from:
- 7.2 Roger Tanner on behalf of Cardiff Civic Society supporting the curved design of the Saunders Road corner and the open bus apron area and objecting on the following grounds:
- Bus Station too small relying on an unrealistic 2 minute turnaround and unrealistic expectation of the future demand arising from the LDP 50/50 transport modal split target;
 - Unable to accommodate articulated buses. Will it be able to accommodate inter-city coaches?
 - What are proposals for cladding the unsightly electricity substation
 - Potential congestion at the main Wood Street entrance
 - Concourse too small for the number of queueing passengers. Retail provision should be reduced to provide more circulation space.
 - Unremarkable design of the Wood Street residential tower
 - Air pollution will be 'moderate adverse' in 2021 but improve thereafter as traffic becomes less polluting. Only if Cardiff buses replaces diesel fleet with electric/hybrid vehicles.
 - Wind disturbance likely to exceed distress criterion for general public at entrance to Interchange. More work needs to be done to mitigate the wind problem and tackle the pollution implications.
 - What information will be available at the Interchange regarding services that terminate elsewhere in the city?
- 7.3 Mr. Jon Swingler of the Royal Hotel objects to the development on the following grounds:

- Toxic levels of Nitrogen Dioxide have exceeded legal limits in Westgate Street consistently for at least the past 7 years since EU limits became binding. There is strong likelihood that levels will not reduce.
- It would appear that other harmful pollutants are not recorded thoroughly in Westgate Street nor Castle Street so assessments made in this proposal are guess work. Particulate Matter_{2.5}, Particulate Matter₁₀, Oxides of Nitrogen, Sulphur, harmful ground Ozone and various other harmful pollutants are not recorded nor controlled.
- Thought should be given to a transport system not reliant on older diesel buses coming in to the city centre.
- Failing to plan for the future as expected under the 'Well Being of Future Generations (Wales) Act 2015' :
 - Failing to structure a public transport system to contend with changing needs, an increase in city centre living and an increasing population.
 - Failing to adhere to air quality standards and venting concentrated pollutants to the atmosphere that will affect air quality for future generations.
 - Putting future economic stability at risk through a failed public transport infrastructure that will make shopping more likely to migrate to online sources - putting city centre retail and jobs in further jeopardy.
 - Failing to provide a public transport system that assists the night time economy, therefore continuing to create a reliance on cars coming in to the city centre, or, limiting employment opportunities.
 - Failing to create a fully inclusive transport interchange from the capital city to the remainder of the country. This proposal is only capable of providing services to part satisfy the demand in the immediate vicinity.
 - Failing to bring air quality in line with strong worldwide economies and therefore making Cardiff, and Wales, less attractive to future investment / immigration of wealthy individuals willing to invest.
 - Putting Cardiff at risk of heavy fines and potential sanctions from governing bodies if air pollution is not controlled. Some areas are expected to exceed the legal air pollution limits. Some areas are expected to barely squeak under the legal maximum.
 - This proposal makes a mockery of Cardiff's Transport & Clean Air Green Paper. This proposal will pre-determine a large proportion of the public transport infrastructure long before the results of the public consultation are known.
 - Overshadowing listed buildings and the conservation area with an out of scale build of PRS units that is not in the public interest. Legislation exists to protect Listed Buildings and Heritage in Wales. A limited bus terminal is also not in the public interest. Poor air quality does affect our setting.
 - Planning to eliminate vehicle access to The Royal Hotel and thereby expecting hotel guests to exert themselves carrying or pulling their luggage through high levels of air pollution.
 - Two tier bus station and possible solutions for incorporation in to the public transport infrastructure that has been put forward as part of this proposal, or, as a basis to enhance the proposal to increase the

capacity of the bus station element and help to control air quality in the immediate vicinity and on the roads that have been designated as the primary public transport routes.

7.4 Margaret and Emrys Roberts of Windway Ave., Cardiff object on the following grounds:

- Bus station too small
- Insufficient parking for residential apartments and why so many parking spaces for the BBC?
- What pick-up/drop-off facilities will be provided?

7.5 Mr. Ray Jenkins, Ty Parc Close, Cardiff objects on the following grounds:

- Bus Station too small, only 14 stands with no layover capacity, relying on an unrealistic turnaround time and unrealistic expectation of the future demand arising from the 50/50 transport modal split target;
- More information required on roll-out of electric buses in Cardiff given financial constraints, including charging facilities (currently proposed at Sloper Road bus depot)
- Siting of the BBC vehicles car park over the bus station undermines the Council's 50:50 transport modal split. Car park must not affect AQ in the bus station and access/egress should not delay buses
- Implications of zero residential parking provision for visitors, deliveries etc is unclear. Disabled parking for flats?
- Bus station operation on event days is unclear

7.6 Ms. Gillian Davies (no address supplied), visually impaired, raises the following concerns:

- Potential for older/ disabled pedestrian/cyclist conflict in shared space areas, particularly approaches to station/ bus station

7.7 Mr. Stewart Burgess (no address supplied) objects on the following grounds:

- Bus Station too small, only 14 stands with no layover capacity, relying on an unrealistic turnaround time and unrealistic expectation of the future demand arising from the 50/50 transport modal split target. Assuming a 50:50 modal split he estimates the bus station is significantly undersized by a factor of between 7 and 11

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, retail and residential uses comply with LDP 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 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 the first and second floor façade treatments, which effectively combine to visually separate the transport use from the residential and office uses above. Main entrances to the pedestrian concourse are prominent and legible, and the simple and highly logical design of the interchange and its relationship to Saunders Road, Wood Street and Central Square is acceptable.
- 8.5 Heights are appropriate and the residential tower element fully satisfies the Tall Buildings SPG criteria. The top of the tower has been profiled up towards Cardiff city centre and is designed to provide a recognisable and striking profile when viewed from around the city. When viewed from the east and west ends of Wood Street the slender silhouette of the tower provides a dramatic focal point directly above the northern entrance to the interchange building.
- 8.6 The roof of the mid-rise residential block is topped with a highly glazed communal pavilion with sloping roof, providing significant visual interest to the Marland Street frontage. The new interchange is an all-sided building, and has been designed to present a high quality elevation to the east when viewed from the city centre conservation area.
- 8.7 The introduction of a strongly curved and dynamic southern corner fronting the railway station and Central Square closes the eastern side of Central square very effectively and marks a smooth and dramatic transition from Central Square, via the sunken amphitheatre type space adjacent to the main entrance to the interchange, to the important Saunders Road pedestrian route.

- 8.8 The design of the office and PRS elements differs in terms of form and elevational treatment 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, 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.
- 8.9 *Public Realm works:* The extent of the public realm is defined on the Proposed Site Plan A-90-104revA. It includes 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 the public realm adjacent to the office entrance.
- 8.10 The enabling highway works, including the pedestrian crossings on Wood Street and Saunders Road, will be delivered by the Council in conjunction with the main contractor, and a sum of £1.7m is secured through the Section 106 legal agreement towards these works and the wider Central Square public realm works.
- 8.11 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). 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.
- 8.12 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

- 8.13 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.
- 8.14 The number of parking spaces provided for the office (24), residential (zero), and retail (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 Penarth Road. Disabled parking for public use is as existing and is located in the fish jetty car park (2 spaces) and to the south side of the station (7 spaces). Pick up and drop off spaces can also be used by disabled users. The taxi rank on Saunders Road is unaffected by the development.
- 8.15 Subject to highway enabling works on Westgate Street, Havelock Street and Penarth Road to be delivered by the Council 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.

- 8.16 The footprint of the interchange building is set back on Wood Street and Saunders Road to minimise the impact on the setting of the listed buildings on the corners of Great Western Lane (Prince of Wales PH and the Great Western Hotel).
- 8.17 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 mass 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. This is considered to be an improvement from the approved scheme in terms of scale, massing and impacts upon heritage assets. The townscape and visual impact of the development and the impact on built heritage is fully assessed in the ES and is further considered in Paragraphs 8.47 to 8.52 of the Report.
- 8.18 The impacts on the character and appearance of the St Mary Street Conservation Area, on the setting of the listed buildings to the east of the site, and on the listed railway station have been fully assessed and are considered acceptable.

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

- 8.19 It is acknowledged that there will be a moderately adverse impact on air quality at 5 receptor locations and minor adverse impacts at 3 receptor locations when the bus interchange commences operation in 2021 with reduced impacts in 2024 as vehicle emissions decrease. The areas experiencing the largest impacts are localized sections of Westgate Street, St. Marys Street and Saunders Road.
- 8.20 The worst-affected receptor locations are predominantly non-residential use nonetheless the overall impact with respect to NO₂ concentrations in 2021 is considered to be significant. The overall impact in 2024 is considered to be not significant.
- 8.21 The proposed development is not predicted to have a significant effect with respect to PM₁₀ and PM_{2.5} concentrations. The predicted impacts of the proposed development on levels of these pollutants are negligible in all modelled scenarios.
- 8.22 Mitigation measures to reduce operational air quality impacts should be adopted. These could include incentivising the uptake of zero emission buses or restricting the number of buses accessing the Interchange. Sensitivity testing has been carried out replacing 25% and 50% of the bus fleet with zero-emissions vehicles. The latter scenario could effectively mitigate the potential air quality impact to acceptable levels.
- 8.23 It should be noted that measures to require bus operators (or taxis) to introduce low emission vehicles, or to prescribe future bus routing and movements, cannot

be conditioned or required by legal agreement as they are not necessary to make the development acceptable in planning terms

- 8.24 The effect of short-term exposure of the general public to NO₂ concentrations within the bus station and Interchange concourse is considered to be not significant.
- 8.25 Predicted annual mean concentrations of NO₂, PM₁₀ and PM_{2.5} that will be experienced by future residents of the tower are below the respective air quality objectives and are considered unlikely to exceed these objectives in any of the modelled scenarios.
- 8.26 In order to ensure that air pollution from bus movements is controlled, a planning condition is imposed that requires the future operator of the bus station (TfW) 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.
- 8.27 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.
- 8.28 In view of the modelled adverse air quality impacts (Nitrogen Dioxide NO₂) depicted by the supporting air quality assessment (AQA) there are a number of envisaged separate schemes/ projects as part of a wider city centre programme that are currently at research and design stage that have the potential to improve air quality concentrations at locations examined within the supporting AQA. These schemes will be the subject of consultation before applications can be made for funding.
- 8.29 Other measures such as the electrification of bus fleets are yet to be modelled in detail. In response to the Welsh Government's Economic Action Plan commitment to achieve zero carbon buses within 10 years Cardiff Bus has started trialling electric buses, and the expectation is that Cardiff, in line with other UK cities will introduce electric/hybrid vehicles in the short to medium term.
- 8.30 Road traffic noise and plant noise conditions have 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)

- 8.31 *Replacement bus station:* The replacement bus station is located in accordance 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 any future expansion/ improvement of the railway station and the delivery of a fully integrated regional transport hub as proposed in the LDP.

- 8.32 *Cardiff Central Station:* Network Rail (NR) has no objection to the proposals. Transport for Wales as future operators of the bus station and responsible for the introduction of the South Wales Metro are working closely with the Council and the developer to provide a fully integrated regional transport interchange in line with the Cardiff LDP and Network Rail's aspirations for Cardiff Central Station.

g. Conclusions of the Environmental Statement and Environmental Statement Addendum

- 8.33 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 2017.
- 8.34 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.
- 8.35 An Environmental Statement Addendum was received on 27.9.18. The ES Addendum assesses the environmental implications of removing the cycle hub from the Interchange building and relocating it to land north of Wood Street. It provides additional and supplementary information in relation to the following matters: Transport (ES Chapter D) and Socio-Economic (substitution of cycle hub with retail - ES Chapter E). The ES Addendum Vol 1 Non-technical Summary supersedes the application NTS.
- 8.36 The ES concludes that the likely environmental effects arising from the scheme are as follows:
- 8.37 *Transportation:* Traffic impact has been assessed during the construction and operation phases in the agreed assessment years 2021 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.
- 8.38 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.
- 8.39 The operation of the proposed development will result in localised increases in bus and general traffic flows on Saunders Road and Penarth Road. The local

enabling works will result in traffic flow diversions in the vicinity of Wood Street. The extent of the local road network is relatively small and increases in flows on one part of the network are generally met with corresponding decreases in flows on another part. The resultant total volumes of traffic flow on any one link do not exceed appropriate levels for their city centre locations. Appropriate crossing facilities are provided to meet pedestrian desire lines.

- 8.40 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).
- 8.41 The Addendum to the ES assesses the relocation of the cycle hub facility from the interchange building to the proposed new public square on land currently occupied by St David's House. Cycle parking provision for public will comprise up to 120 spaces clearly visible and accessible from the Wood Street strategic cycle route (secured via legal agreement and available for use prior to operation of the bus station), 36 Next Bike hire cycles in 3 stands of 12 cycles located at the 3 main entrances to Central Square and up to 60 additional on-street cycle spaces to Wood Street in the vicinity of the Marland Street junction. Overall cycle provision totals 216 spaces which is in excess of that proposed within the original application (total 180 spaces comprising hub 144 spaces plus 36 on-street).
- 8.42 It should also be noted that future improvement works to Cardiff Central station have the potential to deliver significant additional cycle parking provision and associated facilities to both the north and the south side of the railway line.
- 8.43 The Addendum concludes that the proposed replacement of the integral cycle hub with a retail unit, and associated provision of an enhanced cycle facility to the north of Wood Street, does not materially alter the conclusions drawn in Chapter D Transportation of the July 2018 ES
- 8.44 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. The ES has also demonstrated that there is sufficient public realm space within Central Square to accommodate crowd management for both the ITH and railway station. Thus the proposed development will have an overall moderate/ substantial beneficial effect in terms of transportation, which is significant in EIA terms.
- 8.45 *Socio-Economic:* The most significant economic aspects are estimated to be: Capital investment of approximately £72.5m over a 139 week build period; up to 626 person years of temporary construction work; the creation of 805 net additional FTE jobs following completion contributing an additional £54.8m 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.

- 8.46 The Addendum concludes whilst the number of jobs created by the development may increase slightly as the result of the increased retail floorspace (208 sqm), this is not significant and does not change the conclusions drawn in Chapter E Socio-Economic of the July 2018 ES
- 8.47 *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. Nine short range key viewpoints requiring accurate visual representations (AVRs) were agreed. A further 3 long range viewpoints from the north-east, south and south-west of the city were also agreed, and assessments of these views were made based on CGIs. The impact on the townscape receptors and on these views was assessed.
- 8.48 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.
- 8.49 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.
- 8.50 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.
- 8.51 The assessment concludes that the proposals will not give rise to any adverse townscape or visual effects.
- 8.52 *Built Heritage (Above Ground):* The impact on the St Mary Street Conservation Area and a total of 55 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 8 listed buildings close to the site, and a minor beneficial or negligible effect on the remaining heritage assets.

- 8.53 *Archaeology*: The likely cumulative effect of the proposed development on the potential below-ground archaeological heritage identified would be reduced to negligible following completion of the archaeological mitigation works during the construction phase, and no further effects would arise during the operational phase.
- 8.54 *Air Quality*: A detailed AQ Assessment was undertaken of the construction phase and of the operational phase in 2021 (assumed year of opening) and 2024, for with and without development scenarios. A 2016 baseline was used.
- 8.55 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).
- 8.56 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 2021 (moderate adverse impact at 5 receptor locations; minor adverse impacts at 3 receptor locations; negligible/minor beneficial at remaining 16 locations), with reduced impacts in 2024 as vehicle emissions decrease. The areas experiencing the largest impacts are localized sections of Westgate Street, St. Marys Street and Saunders Road.
- 8.57 The worst-affected receptor locations are predominantly non-residential use nonetheless the overall impact with respect to NO₂ concentrations in 2021 is considered to be significant. The overall impact in 2024 is considered to be not significant.
- 8.58 The proposed development is not predicted to have a significant effect with respect to PM₁₀ and PM_{2.5} concentrations. The predicted impacts of the proposed development on levels of these pollutants are negligible in all modelled scenarios.
- 8.59 Mitigation measures to reduce operational air quality impacts should be adopted. These could include incentivising the uptake of zero emission buses or restricting the number of buses accessing the Interchange. Sensitivity testing has been carried out replacing 25% and 50% of the bus fleet with zero-emissions vehicles. The latter scenario could effectively mitigate the potential air quality impact to acceptable levels.
- 8.60 The effect of short-term exposure of the general public to NO₂ concentrations within the bus station and Interchange concourse is considered to be not significant. The typical time duration that members of the public and users of the bus station will be exposed to pollution are likely to be much shorter than 1 hour. Members of the public may spend one hour or more in the Interchange Concourse and retail areas but the physical screening between the bus stand area and the

Interchange Concourse should ensure that NO₂ concentrations are much lower in these areas.

- 8.61 Predicted annual mean concentrations of NO₂, PM₁₀ and PM_{2.5} at receptor locations representative of future residential occupancy are below the respective air quality objectives and are considered unlikely to exceed these objectives in any of the modelled scenarios.
- 8.62 *Wind Micro-climate:* A desktop qualitative assessment has been made. Winds down-drafted by the western face of the development will be accelerated along Marland Street and around the western corners of the site. The wind conditions in and around the proposed development, range from 'Sitting' to 'Business Walking' with probable exceedance of the distress criterion for 'General Public Access' (i.e. less able-bodied pedestrians and cyclists find conditions physically difficult at times) at the SW and NW corners where entrances are located. Without mitigation this represents a moderate adverse impact at the SW corner and a major adverse impact at the NW corner.
- 8.63 Mitigation is suggested to resolve areas of possible excessive windiness and is described in detail in the mitigation section of this report. With these measures in place, conditions across the entire site may be acceptable for the intended use. However, a wind tunnel test is needed to investigate the severity of the distress exceedance and to verify the suggested mitigations.
- 8.64 *Ground Conditions:* The construction works have the potential for the disturbance of contaminants which could impact human health and controlled waters due to exposure to dust/soils, or the contamination of groundwater. With the implementation of mitigation measures including a ground remediation strategy, the CEMP, and appropriate health and safety management systems, there will be no significant effects.
- 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, Scott Road, and Saunders Road, which experience a moderate adverse impact with increases of between 3dB and 4dB. 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.
- 8.69 During construction the contractor will follow guidance set out in the Pollution Prevention Guidelines (PPG6) to prevent pollution of water environment. Temporary storage of earthworks materials will be considered in relation to existing storm flow paths to prevent sediment run off. Storm flows will be disposed of by means agreed in the contractor's CEMP. Toilet and other welfare facilities will likely be conveyed away by the existing combined sewer network. This is to be agreed with DCWW along with any temporary potable water demands.
- 8.70 After completion no further flood risk mitigation measures are required other than those outlined in the associated FCA documents. A combination of predominantly new storm network and to a more limited extent, combined sewer network will convey storm flows from the site. The new storm sewer outfalling to the Taff will be designed to sewers for adoption 7th edition standards and such that flooding is prevented during times of extreme flooding in the River Taff. Foul drainage and potable water connections and capacity discussions will be confirmed by DCWW.
- 8.71 *Population and Human Health:* Four groups of people were assessed: those working and using the area in close proximity to the site, existing residents in close proximity to the site and future residents within the site, public transport users across the city and beyond, and the general population of Cardiff.
- 8.72 During the construction phase there are unlikely to be significant effects upon human health across any of the population groups assessed.
- 8.73 During the operational phase, there are likely to be substantial beneficial effects there potential for substantial benefits to public transport users in terms of the potential for active lifestyles during the operational phase of development.

h. Section 106 Planning obligations

- 8.74 In accordance with the LDP and approve supplementary planning guidance (Jan 2017) the residential element of the scheme (305 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.

8.75 Section 106 obligations: The total s106 requirement calculated in accordance with Council policy and guidance is £7,504,185. The breakdown is as follows:

- £1,700,000 for wider Central Square public realm works;
- 20% affordable housing (61 units) or equivalent £4,679,730 financial contribution;
- £332,182 for educational facilities;
- £477,273 for public open space;
- £255,000 for community facilities (estimate)
- £50,000 for Next Bike hire bicycles
- £10,000 for AQ monitoring purposes

8.76 The applicant submitted a viability appraisal on 3.9.18 and a revised version on 1.10.18 which concluded that the scheme could not support the level of planning obligations/contributions and remain viable.

8.77 In accordance with the established practice of obtaining an independent assessment of viability appraisals presented in support of planning applications, the Council commissioned the District Valuer (DVS) to prepare an assessment of the developer's viability appraisal. The DV's report dated 24.10.18 concluded that the scheme was viable and capable of supporting planning gain contributions, but at a level below the policy requirement identified in paragraph 8.75 above. The DV's final report dated 30.10.18 notes that the developer has offered the sum of £1.76 million in respect of Section 106 contributions.

8.78 Having considered the advice of the District Valuer, and sought the advice of relevant Council Service Areas, the following contributions are sought:

- financial contribution of £1,700,000 to be used towards wider Central Square public realm works adjacent to the application site and highway improvements on Wood Street and Saunders Road adjacent to the entrances to the interchange building, as indicated on application drawing A-90-104 Rev A
- financial contribution of £50,000 towards the provision of bicycles for hire at 3 locations on the periphery of Central square.
- financial contribution of £10,000 towards improved air quality monitoring.

The legal agreement will also include an undertaking from the applicant to deliver cycle parking provision on land within their control on the north side of Wood Street.

8.79 The sums agreed are considered reasonable given the considerable public benefit the scheme will bring to the city, and meet the legally binding tests for planning obligations. The commitment to deliver public realm works is consistent with the previous application that planning Committee resolved to grant in March 2017 and is in accordance with an agreement between the Council and the applicant on the funding and delivery of the wider Central Square public realm improvements. The above contributions and obligations are considered essential, and have been

agreed by the applicant. Housing Strategy has been consulted and has no further comments.

8.80 In relation to the other service area requests:

- *Affordable housing:* Any reduction in the affordable housing contribution requires the submission of a viability appraisal justifying the level of affordable housing. The District Valuer has independently assessed the viability report provided by the applicant and concludes that the development would not remain viable with the level of contributions sought. Having regard to planning policy, and legal tests for planning obligations, it is recommended that the major portion of the agreed sum secures essential public realm works required to make the scheme acceptable in planning terms.
- *Public open space:* 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.
- *Community facilities:* The Regeneration consultation response requests a financial contribution of £255,000 towards the improvement of community facilities in the vicinity of the development. Given the city centre location and the nature of the scheme, including significant public realm works and provision of community facilities on site, and having regard to the legal tests for such obligations, a financial contribution is not considered necessary in this case,
- *Education:* Recognising the nature and likely tenure of the residential use proposed, and having regard to the legal tests for such obligations, a financial contribution towards education is not considered necessary in this instance.
- *Air Quality:* The AQ consultation response requested £60,000 towards the provision of automatic AQ monitoring stations. However the main pollutant of concern in Cardiff city centre area is NO₂, and this is the reason for the declaration of the AQMA. It would therefore seem appropriate to focus air quality monitoring on this pollutant. NO₂ diffusion tubes are suitable for this purpose. The Council already has a network of diffusion tubes. We therefore propose that a financial contribution is made to expand the diffusion tube monitoring network by 10 - 15 locations focusing on the key access routes that will be used by public service vehicles serving the Interchange. A contribution of £10,000 for the alternative diffusion tube surveys has been agreed with the applicant.

Representations

Objection from Cardiff Civic Society:

- 8.81 *Bus Station too small relying on an unrealistic 2 minute turnaround and unrealistic expectation of the future demand arising from the LDP 50/50 transport modal split target:* The footprint and layout of the bus station has been the subject of extensive design development and consultation with bus operators over a number of years, with the current design proposed as the most operationally efficient. The Transport Assessment (Chapter 6) demonstrates that the proposed bus station has the required operational capacity. It is not correct to state that the operational strategy relies on a two minute turn around. Table 6.7 of the TA shows the number of buses per hour which will use each stand. This peaks at seven buses

per hour, with the majority of bus stands accommodating six buses per hour or fewer.

- 8.82 Passenger analysis and consultation with operators has confirmed that increases in passenger growth can be accommodated by spare capacity in existing services. Thus the proposed bus station is sufficient and suitable to maintain and encourage further sustainable travel by bus.
- 8.83 *Unable to accommodate articulated buses. Will it be able to accommodate inter-city coaches?* It is correct that the bus station has not been designed to accommodate articulated buses. To have done so would have resulted in limiting the operational capacity in terms of number of services which could use the bus station, with detriment to its overall functionality. Not all bus services will use the bus station itself, with some continuing to use the existing network of on-street stops. It is envisaged that this articulated bus service will continue to operate as at present, without entering the bus station, and will therefore not need to downgrade to smaller buses.
- 8.84 Chapter 3 of the TA summarises the design of the bus station. Each bus stand is designed to accommodate a 15m coach, with six of the stands provided with finger islands which are preferable for coach services due to access to luggage areas. Three of the stands are provided with additional space to accommodate the wheelchair lift requirement of coach services.
- 8.85 *It is suggested that inter-city bus travellers cannot be accommodated in the planned interchange, unlike the old bus centre:* The ITH has been designed to accommodate coach services. This provides operational flexibility for inter-city services to use the ITH if this forms part of the Operational Strategy. A preliminary Operational Strategy has been tested as part of the TA in order to ensure that the design of the ITH is suitable. The Operational Strategy will be developed and confirmed prior to the opening of the facility to accommodate services in operation at that time, including setting out how inter-city services will operate.
- 8.86 Emerging plans for the redevelopment of the south side of the station (Central Quay) will make provision for long-distance coach parking. The location and number of stands for long-distance coach services as an integral part of the transport interchange is under discussion. Phase 1 of the Central Quay development (recently approved) makes provision for 2 long-distance coach stands.
- 8.87 *Potential congestion at the main Wood Street entrance:* Chapter 3 of the TA and Appendix C describe the operation of the bus station and present Swept Path Analysis showing how the buses will circulate. Buses entering from Wood Street will travel south along Great Western Lane before turning and accessing a stand. This provides substantial bus stacking capacity within the bus station avoiding impact on traffic conditions on Wood Street.
- 8.88 Extensive consideration has been made for accommodating bus movements associated with new access arrangements and avoiding significant impacts on

traffic movements. Local Enabling Works, as well as the design of the access junction itself, (Chapter 3 of the TA) are proposed to facilitate this efficiently. Traffic conditions have been modelled comprehensively using the City Centre VISSIM Model. This is a micro-simulation model which has the ability to account for interaction between vehicles and movement through a wider network. This is detailed in Chapter 7 of the TA, with the conclusion summarised as follows:

“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.”

- 8.89 *Concourse too small for the number of queueing passengers. Retail provision should be reduced to provide more circulation space:* The layout of the long interchange corridor has been specifically designed against the spatial parameters defined by the previous proposals by Foster & Partners, which received a resolution to grant. For the purposes of the current planning application the proposals are essentially illustrative. Transport for Wales will be preparing their own design proposals – these may change the spatial parameters defined by the current consented scheme.
- 8.90 *The ES states that: “The bus station will not generate additional trips in the network” - why have it then?* Paragraph D5.51 actually states “The bus station itself will not generate additional vehicular trips on the transport network. It will accommodate bus services which currently operate in a satellite arrangement within Cardiff City Centre and will transfer some of these routes into the ITH. Therefore whilst there will be an increase in bus flows on some links, these buses will be diverted from other links. AECOM/CCCC have undertaken extensive consultation with bus operators which identified that, whilst the ITH is likely to result in increased passenger demand, there is expected to be sufficient spare capacity in existing vehicles to accommodate that demand without requiring additional bus services to be provided.
- 8.91 *Air pollution will be ‘moderate adverse’ in 2021 but improve thereafter as traffic becomes less polluting. Only if Cardiff buses replaces diesel fleet with electric/hybrid vehicles:* Moderate adverse impacts have been predicted due to increases to annual mean NO₂ concentrations at 5 receptor locations in 2021 and 1 receptor location in 2024. Larger impacts are expected in 2021 than in 2024 due to the vehicle fleet being cleaner in later years.
- 8.92 If the uptake of cleaner hybrid or electric vehicles in the city was encouraged through the provision of electric charging points or fiscal incentives, then the impact of the Interchange could be reduced. A sensitivity test showed that if 25% of the buses were replaced with zero-emission vehicles, then the impact in 2021 would be reduced to 1 receptor having a moderate adverse impact. Many other cities are using or are planning to use zero emission or hybrid buses in order to reduce nitrogen dioxide concentrations (for example, London, Birmingham,

Liverpool, Manchester, Bristol, Oxford, Leeds, York and Edinburgh) as many authorities view this as one of the best measures to improve air quality in urban conurbations.

- 8.93 Nitrogen dioxide concentrations within the bus station are expected to achieve the short-term objective set to protect the health of the general public so there will be no asphyxiation. However, emissions and concentrations can be reduced by turning off bus engines whilst idling in the bus station, this is good practice and will also reduce carbon emissions and save fuel.
- 8.94 *Wind disturbance likely to exceed distress criterion for general public at entrance to Interchange. More work needs to be done to mitigate the wind problem and tackle the pollution implications:* The wind conditions in and around the proposed development, range from 'Sitting' to 'Business Walking' with probable exceedance of the distress criterion for 'General Public'.
- 8.95 Mitigation has been suggested to resolve areas of possible excessive windiness and is described in detail in the mitigation section of the Wind Micro Climate report. With these measures in place, conditions across the entire site may be acceptable for the intended use. However, a wind tunnel test is needed to investigate the severity of the distress exceedance and to verify the suggested mitigations.
- 8.96 A physical wind tunnel test is planned to capture more precisely the wind conditions around the Interchange and the wider masterplan. Mitigation suggested in the wind chapter can then be verified or improved to achieve acceptable and safe conditions according to the industry standard Lawson Criteria (the same criteria used in the qualitative analysis in the ES chapter).
- 8.97 *What information will be available at the Interchange regarding services that terminate elsewhere in the city?* This will form part of the fit-out of the bus station to be undertaken by the future operator, Transport for Wales, in conjunction with the Council
- 8.98 *What are proposals for cladding the unsightly electricity substation?* The substation will be clad. Proposed materials and architectural detailing of the cladding are controlled by planning condition.
- 8.99 *Unremarkable design of the Wood Street residential tower:* The proportions and form of the residential tower will enhance the Cardiff skyline and act as a landmark for the interchange building. High quality materials are proposed in keeping with the benchmark set for Central Square, and the design complements the BBC Wales building and the new office developments to the west and north.

Objection from Mr. Swingler, Royal Hotel:

- 8.100 *Toxic levels of Nitrogen Dioxide have exceeded legal limits in Westgate Street consistently for at least the past 7 years since EU limits became binding. There is strong likelihood that levels will not reduce, and;*

- 8.101 *It would appear that other harmful pollutants are not recorded thoroughly in Westgate Street nor Castle Street so assessments made in this proposal are guess work. Particulate Matter_{2.5}, Particulate Matter₁₀, Oxides of Nitrogen, Sulphur, harmful ground Ozone and various other harmful pollutants are not recorded nor controlled:* Air quality issues are fully addressed in the report and in the response to the representation from Cardiff Civic Society. Questions related to the recording of pollutants are not material and are the subject to a separate FOI request from Mr. Swingler that has been answered by Shared Regulatory Services.
- 8.102 *Thought should be given to a transport system not reliant on older diesel buses coming in to the city centre:* This does not form part of the planning application. As referred to elsewhere in the report the phased introduction of electric vehicles to replace diesel buses is likely to take place in the short to medium term
- 8.103 *Failing to plan for the future as expected under the 'Well Being of Future Generations (Wales) Act 2015' :*
- *Failing to structure a public transport system to contend with changing needs, an increase in city centre living, and an increasing population:* Not a material consideration in assessing the application.
 - *Failing to adhere to air quality standards and venting concentrated pollutants to the atmosphere that will affect air quality for future generations:* The environmental impact of the interchange building on air pollution is assessed and mitigation measures are proposed – see Report, Section 8(e) 'Impact on the amenity of neighbours and future occupiers'.
 - *Putting future economic stability at risk through a failed public transport infrastructure that will make shopping more likely to migrate to online sources - putting city centre retail and jobs in further jeopardy:* Not a material consideration in assessing the application.
 - *Failing to provide a public transport system that assists the night time economy, therefore continuing to create a reliance on cars coming in to the city centre, or, limiting employment opportunities:* Not a material consideration in assessing the application.
 - *Failing to create a fully inclusive transport interchange from the capital city to the remainder of the country. This proposal is only capable of providing services to part satisfy the demand in the immediate vicinity:* The provision of a modern replacement bus station 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.
 - *Failing to bring air quality in line with strong worldwide economies and therefore making Cardiff, and Wales, less attractive to future investment / immigration of wealthy individuals willing to invest, and*
 - *Putting Cardiff at risk of heavy fines and potential sanctions from governing bodies if air pollution is not controlled. Some areas are expected to exceed the legal air pollution limits. Some areas are expected to barely squeak under the legal maximum:* Outside the scope of this planning application. The environmental impact of the interchange building on air pollution is fully assessed and mitigation measures are proposed. ee Report, Section 8(e) 'Impact on the amenity of neighbours and future occupiers'. Wider transport-

related city centre improvements are being researched and designed by the Council to address national air quality targets.

- *This proposal makes a mockery of Cardiff's Transport & Clean Air Green Paper. This proposal will pre-determine a large proportion of the public transport infrastructure long before the results of the public consultation are known:* Not the case. In accordance with the Council's 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.
- *Overshadowing listed buildings and the conservation area with an out of scale build of PRS units that is not in the public interest. Legislation exists to protect Listed Buildings and Heritage in Wales.* The residential tower will overshadow the conservation area and a number of listed buildings for parts of the day. Given the high density city centre context and the commercial use of the buildings that will be affected the degree of overshadowing is acceptable. Residential accommodation in the city centre is in accordance with policy and is in the public interest.
- *A limited bus terminal is also not in the public interest. Poor air quality does affect our setting:* The limited size of the bus station and air quality issues are fully addressed in the report and in the response to the representation from Cardiff Civic society.
- *Planning to eliminate vehicle access to The Royal Hotel and thereby expecting hotel guests to exert themselves carrying or pulling their luggage through high levels of air pollution:* 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.

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).

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 provided which guests will be able to use.

- *Two tier bus station and possible solutions for incorporation in to the public transport infrastructure that has been put forward as part of this proposal, or,*

as a basis to enhance the proposal to increase the capacity of the bus station element and help to control air quality in the immediate vicinity and on the roads that have been designated as the primary public transport routes: Assessment of alternative designs for the bus station falls outside the scope of the planning application.

Objection from Margaret and Emrys Roberts of Windway Ave., Cardiff

8.104 *Bus station too small; Insufficient parking for residential apartments and why so many parking spaces for the BBC? See response to the first point of the representation from Cardiff Civic Society. Residential parking provision is policy compliant (see Transportation consultation response). Parking provision for the BBC on the former Marland House/NCP site forms part of the development agreement for the delivery of the BBC HQ, and planning permission 14/02405/MJR was granted on this basis. It is not therefore a matter for consideration in determining the application.*

8.105 *What pick-up/drop-off facilities will be provided? See Report 'Description of Proposals, Pick-up & Drop-off (PU/DO)'.*

Objection from Mr. Ray Jenkins, Ty Parc Close, Cardiff

8.106 *Bus Station too small, only 14 stands with no layover capacity, relying on an unrealistic turnaround time and unrealistic expectation of the future demand arising from the 50/50 transport modal split target: See response to the first point of the representation from Cardiff Civic Society.*

8.107 *More information required on roll-out of electric buses in Cardiff given financial constraints, including charging facilities (currently proposed at Sloper Road bus depot): As referred to elsewhere in the report the phased introduction of electric vehicles to replace diesel buses is likely to take place in the short to medium term (see Section 8(e) 'Impact on the amenity of neighbours and future occupiers')*

8.108 *Siting of the BBC vehicles car park over the bus station undermines the Council's 50:50 transport modal split. Car park must not affect AQ in the bus station and access/egress should not delay buses: Parking provision for the BBC on the former Marland House/NCP site forms part of the development agreement for the delivery of the BBC HQ, and planning permission 14/02405/MJR was granted on this basis. It is not therefore a matter for consideration in determining the application. The impact of the car park on air quality in the interchange has been assessed and is judged to be insignificant (see ES Air quality chapter). Traffic and pedestrian movements on Saunders Road have been extensively modelled, and the subject of a road traffic safety audit, and are deemed to be acceptable by the Transportation Officer.*

8.109 *Implications of zero residential parking provision for visitors, deliveries etc is unclear. Disabled parking for flats? Bus station operation on event days is unclear: Residential parking provision is policy compliant (see Transportation consultation response). There is no disabled parking provided for the flats, which is policy compliant. The bus station operation on event days will form part of the*

Plan of operation of the interchange, required by condition. See Transportation consultation response (Section 5 'Transportation')

Concerns raised by Ms. Gillian Davies (no address supplied):

- 8.110 *Potential for older/ disabled pedestrian/cyclist conflict in shared space areas, particularly approaches to station/ bus station:* See Section 5 'Access' which deals comprehensively with access-related issues. In essence the potential for pedestrian/cyclist conflict in and around Central square, and at the entrances to the railway station and the interchange building, has been significantly reduced by the removal of the cycle hub from the interchange building and its relocation to a site north of Wood street, and by the measures taken to discourage cyclists to enter Central Square by providing on-street cycle parking provision at the 3 main entrances to the square.

Objection from Mr. Stewart Burgess (no address supplied):

- 8.111 *Bus Station too small, only 14 stands with no layover capacity, relying on an unrealistic turnaround time and unrealistic expectation of the future demand arising from the 50/50 transport modal split target. Assuming a 50:50 modal split he estimates the bus station is significantly undersized by a factor of between 7 and 11:* See response to the first point of the representation from Cardiff Civic Society.
- 8.112 In addition it should be noted that the bus station element of the interchange should not be seen solely as the interchange itself but as a network of satellite stops on Wood Street and Lower St. Mary Street. The efficiency of the facility will be greatly enhanced by low dwell times for buses, as opposed to the previous bus station which was used as a layover facility. The interchange is supported by ongoing work in Cardiff to improve bus journey times and journey time reliability by delivering improvements to the bus network as a whole (see Transportation consultation response).

Other Matters

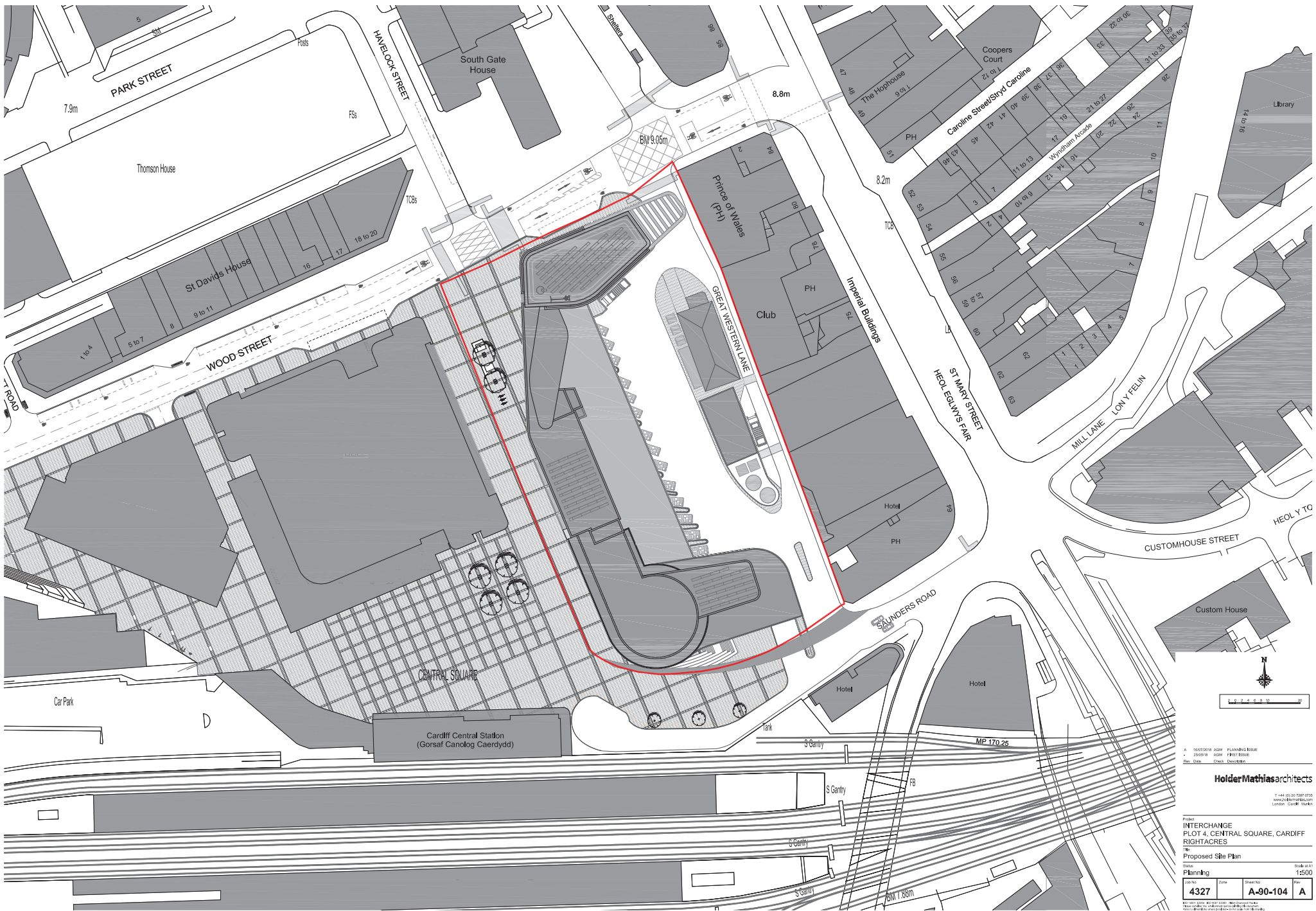
- 8.113 *Trees:* The Tree Officer raises concerns over the reduction in the number of new trees proposed for Marland Street. Three of the trees shown in Central Square, now discharged as part of the landscaping and public realm conditions of the BBC Planning Permission (14/02405MJR) have been omitted from the Interchange ground floor general arrangement plans (where the schemes overlap).
- 8.114 The design detail of the interchange, particularly in relation to the main entrances and the required below ground utilities and infrastructure has resulted in the omission of some of the trees previously shown. Conditions require the submission details of a landscaping scheme to be submitted to and approved by the local planning authority. This is considered acceptable to address the concerns of the Tree Officer.
- 8.115 *Waste Management:* Waste management arrangements are acceptable subject to a condition for a detailed waste strategy and more details of waste storage provision.

- 8.116 *Bus Station EV Charging:* As currently designed there will be no requirement for EV bus charging within the interchange. There will be no layover in the ITH and high turnover of buses. The operational plan has buses staying for a maximum of 10 minutes, which is needed to achieve the required throughput of bus services. As such, buses wouldn't have time to charge. We have advised that EV infrastructure should be located in the depots.
- 8.117 *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.
- 8.118 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.
- 8.119 An Equality Impact Assessment has been carried out (October 2018) for the wider Central Square public realm, the conclusions and recommendations of which are considered acceptable by the Cardiff access Focus Group. An inclusive access condition has been attached to the permission, and the access focus group will be working closely with transport for Wales on the design and fit-out of the bus station element of the interchange building.
- 8.120 *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).
- 8.121 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.

9. **CONCLUSION**

- 9.1 The application, by enabling the delivery of a modern replacement bus station as part of an integrated transport interchange, 305 residential apartments, and 10,318 sqm of office floorspace, and by establishing high quality routes and spaces linking the development to the city centre to the north and east, substantially realises the vision for the area in accordance with the 2016 Local Development Plan *Key Policy 2A: Cardiff Central Enterprise Zone and Regional Transport Hub*. The proposals are policy compliant.

- 9.2 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 £1,700,000 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 Proposed Site Plan A-90-104rev A
 - a financial contribution of £50,000 towards the provision of bicycles for hire at 3 locations on the periphery of Central square.
 - a financial contribution of £10,000 towards improved air quality monitoring.
 - An undertaking from the applicant to deliver cycle parking provision on land within their control on the north side of Wood Street
- 9.3 For the reasons outlined above, it is recommended that planning permission be granted, subject to conditions and a Section 106 agreement.



A: Historic ADW Planning Issue
 +: 2009 ADW PHD Issue
 Rev. Date Check Description

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Project INTERCHANGE PLOT 4, CENTRAL SQUARE, CARDIFF RIGHTACRES			
Title Proposed Site Plan			
Scale:	Sheet:	Scale of A1	
Planning		1:500	
4327	Zone	A-90-104	A

(PH)

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GREAT WESTERN LANE

A-02-05
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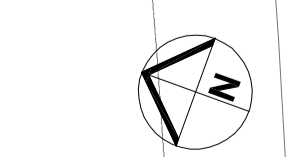
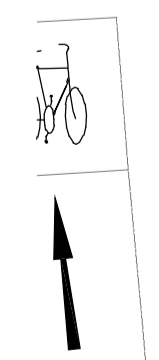
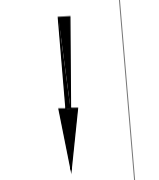
Pedestrian Crossing

Pedestrian Island

Pedestrian Crossing

A-02-04
1

A-02-01
1



0m 4m 8m 12m 16m 20m

VISUAL SCALE 1:200 @ A1

Visitors WC
Staff Breakout
Refuse Store
Principal Residential Entrance
Concierge
Concierge BOH
PRs Gas Meter Room
PRs Fire Switchroom
PRs Comms Room
PRs Mech Plant Room (Incoming Services)
INT Switchroom
INT Secondary Comms Room
INT Mech Plant Room
PRs Elec Switchroom

Substations
Great Western Lane Refuse Store
Loading Bay
Generator
Gas (PRS)
Wet Riser Tank
Gas (INT.)
Sprinkler Plant
Sprinkler Tank
Sprinkler Tank
Sprinkler Tank

Gas
Water Booster
Future Tenant Fuel Break Tank and Pumpset
Office Refuse Store
Interchange Server Room
Office Server Room
Office plant
Retail Refuse Store
Driver welfare
INT WC Cylinder
Secondary Telecoms Intake
LV Switch Room
INT Elec DB Cupboard

Lobby
Bus Station Concourse
Retail Unit
Retail 1
Retail 2
Retail 3
Retail 4
Retail 5
Retail 6
Lobby
Changing places

A-02-02
1

A-02-03
1

B	13/09/18	AGW	CYCLE HUB REPLACED BY RETAIL
A	16/07/18	LI	PLANNING ISSUE
-	31/05/18	AGW	FIRST ISSUE
Rev	Date	Check	Description

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Project
**INTERCHANGE
CENTRAL SQUARE, CARDIFF
RIGHTACRES**

Title
Level 0 Plan - Ground

Status
PLANNING Scale at A1
1 : 200

Job No	Sheet No	Revision
4327	A-00-01	B

ISO 14001 : 2004 ISO 9001 : 2000 RBA Chartered Practice
Please consider the environment before printing this document
Refer to dimensions where provided - do not scale from this drawing



B B C
cymru
wales

IN
EXCHANGE

Financial data display showing various market indicators and a map of the United Kingdom.

Central Square



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