

CABINET: 15 DECEMBER 2016

CARDIFF WEST TRANSPORT INTERCHANGE

REPORT OF DIRECTOR CITY OPERATIONS

AGENDA ITEM: 9

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

Reason for this Report

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

Background

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

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

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

Issues

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

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

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

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

Local Member consultation

19. Consultation is proceeding through the planning process.

Reason for Recommendations

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

Financial Implications

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

Legal Implications

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

Equalities/Public Sector Duties

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

RECOMMENDATIONS

It is recommended that Cabinet;

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

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

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

ANDREW GREGORY

Director

9 December 2016

The following appendices are attached:

Appendix A: Location Plan of the Western Transport Interchange

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

Appendix C: Bus Network Opportunities for Cardiff West Interchange.

The following background papers have been taken into account:

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