CITY AND COUNTY OF CARDIFF
DINAS A SIR CAERDYDD

ENVIRONMENTAL SCRUTINY COMMITTEE: 11 NOVEMBER 2003

BUS PRIORITY MEASURES IN CARDIFF

Background

1. The Environmental Scrutiny Committee first considered issues relating to transportation at its meeting on 16th May 2000. Members, at this Committee’s meeting on 16th September 2002, agreed that the most appropriate format for the detailed scrutiny of Transportation was to establish a Task & Finish Group. The Task Group, subsequently, at its meeting on 4th April 2003, agreed, that initially, it would consider “short to medium term measures to alleviate congestion within Cardiff”.

2. During the Scrutiny of Transportation issues, the Task Group and full Committee have received a considerable amount of information, advice and evidence, from Officers of this Authority, other Authorities, Expert Witnesses, and representatives of External Organisations. Resulting from this evidence, Members have identified that the provision of Priority Bus Measures was one of the most promising ways of tackling congestion within the City in the short to medium term, with limited resources.

3. Members, at a Task Group meeting on 29th July 2003, considered the present provision of Bus Priority Measures in Cardiff, as compared with that in Edinburgh, and agreed that it would be of considerable benefit to this ongoing scrutiny if the full Committee could receive a joint presentation from the Chief Traffic and Transportation Officer and the Managing Director of Cardiff Bus, on the “Future of Bus Priority Measures in Cardiff and its impact on Public Transport”.

4. The purpose of this report is to provide Members with the opportunity to receive evidence on the future of Bus Priority Measures in Cardiff from Councillor Michael Michael Deputy Leader (Enterprise and Transport), who may wish to make a statement, and a joint presentation from Alan Kreppel Managing Director of Cardiff Bus, and Chris Pike (Chief Traffic and Transportation Officer).
Issues

5. Members have, at a variety of meetings, received advice, information, or evidence, which highlighted the importance of Bus Priority Measures in tackling congestion. Members have also received information on this Council’s proposals for the implementation of Bus Priority Measures. To assist Members, detailed below is a summary of the information, comments and conclusions that the Task Group, and this Committee have made, in chronological order.

6. The Task Group first identified the issue of Bus Priority Measures, at its meeting on 8th January 2003. At this meeting, Members viewed a video of incidences of congestion, taken from Cardiff’s CCTV system over the Christmas 2002 period. Members identified many incidences where congestion was caused by the illegal use of dedicated bus lanes, and commented that the Park & Ride scheme in operation at that time, needed to be reviewed. A copy of the relevant notes of the Task Group meeting is attached at Appendix A.

7. The Committee, at its meeting on 18th February 2003, noted that the Council’s Green Paper “A Change of Gear” (copy attached at Appendix B) highlighted that in order to meet the needs identified in the Local Transport Plan (LTP), a number of key projects had been identified. Of particular relevance to today’s meeting are:

   a. Strategic park & ride sites located alongside key strategic transport routes to intercept car traffic at the city’s boundary; and
   b. Provision of a Core Bus Network, consisting of express and feeder bus services for faster and better quality services.

8. The Council published its white paper entitled “Keeping Cardiff Moving” (copy attached at Appendix C) in May 2003. This paper detailed a range of infrastructure projects required to deliver the LTP transport vision, including:

   a. Express Bus Routes – including radial routes and City Centre routes – designed to provide quick, reliable and punctual services. The routes will benefit from Bus Priority Lanes and intelligent transport technology to aid bus movement; and
   b. Securing of park and ride facilities.

9. The Cabinet, at its meeting on the 15th May 2003, approved the principles and processes of the implementation of the Express/ Core Bus Network in Cardiff, copy attached at Appendix D. This report highlighted the following key radial routes:

   • Culverhouse Cross to City Centre / Bay;
   • Coryton (M4 J32) to City Centre / Bay;
   • Thornhill (Excalibur Drive) To City Centre / Bay;
   • Pontprennau (via Newport Rd) to City Centre / Bay;
   • St Mellons (Cypress Drive) to City Centre / Bay
   • Leckwith Interchange to City Centre / Bay; and
   • Penarth via Cardiff Bay to City Centre
The suggested process for each radial route was stated, in the report to be:

- Initial Design and technical assessment;
- Presentation of proposals to local Members;
- Public consultation exercise for the full section being progressed;
- Consideration of consultation responses;
- Report back to local Members; and
- Detailed designed and implementation.

10. The Committee, at its meeting on 30th June 2003, received expert advice from Professor David Begg, on “short to medium term measures which could be implemented to alleviate congestion in Cardiff”. Professor Begg during his presentation, highlighted a number of issues relevant to Bus Priority measures, as detailed below:

- Professor Begg identified Cardiff as having the lowest bus lanes of any other City. “Is this due to the type of road network, or is it lack of political will”? Also, Cardiff does not have a comprehensive city wide Park & Ride strategy;

- The Council should consider locating Park & Ride sites on the outskirts of the City, introducing a comprehensive bus priority scheme, and the reallocation of road space to cyclists and public transport;

- To effect a transport modal shift, the Council should consider investing in public transport, including rapid transports systems. This would free up road space, but as this could be filled by latent demand, it would need to be reallocated to other transport users;

- Travelling on public transport has increased over the years when compared with car travel. As the shareholder of the local bus company the Council is in control, and fares/ profits can be negotiated. In Edinburgh, bus fares are low and dedicated bus lanes throughout the City have been created, resulting in high usage of the buses. As a result, the Local Authority receives £5M each year in dividends from the Bus Company;

- Transport capital assets should be kept in the control of the Council and not sold off to fund transport improvements, as this would be very short sighted;

- Bus services in Oxford, Cambridge and York are hardly subsidised, and deliver good quality inexpensive reliable services. In addition, Oxford has an excellent park & ride scheme;

- Heavy rail is very expensive, and rapid transport systems & bus priority schemes are much more cost effective. Cardiff should consider both light rail and bus improvements;

- The Council should introduce some basic measures to encourage people to use alternatives to cars: continually publicise timetables, provide up to date information, consider off-bus ticketing, promote bus and cycling facilities, and make bus stops and buses safer with cctv;

- Southampton has a very good bus station and innovative Bus Shelters, and Wright Bus of Ballymena produce very user friendly buses;
11. The full Committee, at its meeting on 9th September 2003, received presentations and further evidence on Transportation issues from the following external organisations:

a. The Ramblers Association  
b. Cycling Touring Club  
c. Cardiff Cycling Campaign; and  
d. SUSTRANS (Sustainable Transport)

Although the presentations, related to issues of importance to Cyclists and Pedestrians, there were two comments raised by the representatives that were relevant to the implementation of Bus Priority Measures, namely:

- Cycling organisations were content for the inclusion of the joint use of Bus Lanes in transport plans, and for pedestrians to have joint use of cycle ways; and
- Restrictions to bus/ cycle lanes should be rigorously enforced

12. The Task Group, at its meeting on 25th September 2003, received information and comments resulting from the Group’s visit to Edinburgh City Council. Members, during their visit, received a detailed presentation from Officers of Edinburgh City Council on their Greenways and Quality Bus Corridors. The City Council had initially introduced the “Greenways” bus corridors, which included a system of strictly enforced bus lanes and RED (no stopping) regulatory road markings. This scheme proved difficult to secure the necessary restrictive traffic regulations, and the Council decided that the next phase of priority bus lanes would be called “Quality Bus Corridors” using conventional yellow line parking restrictions. A copy of the presentation is attached at Appendix E.

13. Members of the Group, at its meeting on 25th September 2003, reviewed the information presented, and the comments provided by the Members who undertook the visit and considered that:

- The visit was very informative, Edinburgh’s Members and Officers had been very generous in the time they had give to the visit. The representatives of the Group had been provided with up to date detailed information on all aspects of Transportation being considered by Edinburgh Council, as well as being escorted on an excellent trip around the route of the proposed first Tram system;
- Edinburgh City was very similar in layout, regional status, funding and travel to work area as Cardiff;
- A regional wide Park & Ride scheme with enforced bus priority measures was fundamental to their plans;
- The plans included 3 tram lines, improved buses with dedicated bus lanes, parking enforcement - all funded through a two-area congestion charge;
- Enforcement of parking restrictions is a priority; and
- Edinburgh has changed its transport priority from cars to buses.
14. Most recently the Council held an exhibition of the conceptual scheme proposals that have been developed for the A469, Caerphilly Road / Thornhill Road corridor only, during the week starting 13th October 2003. A copy of the Plan on display is attached at Appendix F. This plan was supported by additional information including, photographs, Cardiff Cycling map, Cardiff Bus and Rail Maps, and the Tourist map Guide.

Way Forward

15. Members may wish to consider the information and advice received from the presentations and consider the way forward, which may include referring the information advice or comments to the Task & Finish Group for their consideration.

Legal Implications

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

Financial Implications

17. There are no financial implications arising directly from this report.
RECOMMENDATION

It is recommended that the Committee consider:-

1. the information received at today’s meeting; and

2. the way forward for the further scrutiny of this item.

Martin Hamilton
Chief Scrutiny Officer
3rd November 2003
ENVIRONMENTAL SCRUTINY COMMITTEE

NOTE OF TASK GROUP MEETING ON TRANSPORTATION ISSUES—
8 January 2003

Present: P. Cubitt (Chairperson), Councillors, Cox, Derbyshire, Patel, Wakefield and Walker

Apologies:

The Group reviewed a video of cctv pictures covering areas of congestion throughout the town centre. The video contain clips from early in December when traffic levels were normal, as well as around Christmas, when traffic levels were at there highest. Resulting from this video the members raised a number of points, namely:

a) The vast number of vehicle only contained 1 person, who was travelling to and from work.
b) The illegal use of bus lanes by cars, both parked and queue jumping.
c) Out of town shopping areas do not manage their car parking.
d) The transportation of children to school by car causes considerable congestion not only around the school, but on main roads.
e) The introduction as work place car park charges, as an integral part of an improved public transport system.
f) That the introduction of congestion charges for the City centre would only move traffic to other areas.
g) The improved enforcement of illegal car parking.
h) Congestion reduction measures must not impact on the retail, administration or business sectors within the city.
i) Review of car parking charges (vouchers) to manage parking to encourage shopper parking nearer the city centre, and encourage all day commuter parking, away from the City Centre.
j) Review park and ride facilities, to determine adequacy and effects on congestion

Following from outcome of the deliberation of the above items, the group considered that the way forward for the further scrutiny, at its next meeting, of this matter should contain:
i. To request the views of Transport and Highways on utilising the present traffic message system to provide information to incoming traffic of car park availability, congestion and park and ride options.

ii. To produce a brief to obtain from an independent experts/academics alternative advice and data on congestion relief for Cardiff.

iii. To undertake internal research into congestion relief measures undertaken at similar cities, but in particular, Plymouth, Portsmouth, Southampton, and Bristol.

2. Information requested for next meeting
   - A map of routes into the City Centre, with present and planned Park and Ride sites;
   - Details of the TRAFFEX conference to be held in April;
   - The impact of the “safer routes to schools” programme and its effects on congestion;
   - Chairperson to discuss with Children and Young Persons Chairperson the potential scrutiny of Transport to schools;
   - Information from Cardiff Bus, asking if fares have been reviewed to encourage more passengers, and comments on the possibility for a city centre circle route;
   - Details from Wrexham for their school transport scheme.

3. Next Meeting
   To be agreed by e-mail.
A Change of Gear:
Implementing Cardiff’s Transport Strategy Through Partnership
Contents

Executive Summary 2
Preface 3
The Transport needs of Cardiff 4
Meeting the Challenge Through Partnership 5
Funding - The Options 6
The Way Forward 8
Executive Summary

Cardiff needs to respond to the challenge posed by accessibility of people (including those restricted by mobility/disability), together with the growing problems associated with congestion (including traffic pollution). The Council is seeking to move ahead with the implementation of a comprehensive and integrated transport strategy that will lead to a responsible approach to the use of the private car together with enhanced public transport.

But the scale of transport improvements envisaged by the Local Transport Plan means that the delivery of this agenda is only likely to be possible through an innovative partnership approach that generates investment from public and private sector sources.

The basis of such a partnership may well require changes to the way in which we work and will probably need to include local authority assets in order to generate the necessary investment. The purpose of this Green Paper is to seek your views on such an approach. It reflects the fact that the Council is serious about meeting the transport needs of the Capital City of Wales.
Preface

Transport is one of the critical success factors of modern cities. No city can function effectively without an efficient transportation system. Yet congestion and traffic pollution is a growing problem with recent figures predicting a 30% increase in the number of cars on the road over the next ten years.

Cardiff needs to respond decisively to this challenge. Few issues are more important to the future of the City. The Council seeks to ensure Cardiff’s continued success as an ambitious, growth-minded European Capital City. But new developments – in the city centre and Cardiff Bay - will place additional pressure on the local transport system. In consequence, we need to act now to ensure that Cardiff is spared the gridlock currently seen in cities around the globe.

The Council believes that the case for an integrated and sustainable transport policy is compelling. We seek to create a new travel infrastructure based on the principles of universal access, freedom of movement, and enhanced public transport. And we wish to encourage positive alternatives to the private car.

Significant improvements require large-scale funding. But transport grants from the National Assembly for Wales will only be sufficient to introduce relatively minor improvements. The Council recognises that fact and is seeking to explore how we might achieve ‘a change of gear’ in terms of transport investment that would enable the Council’s ambitions - estimated to cost up to £400 million - to be achieved.

We are currently looking at innovative ways of dealing with this issue. This includes the investigation of options for a possible public/private partnership. This Green Paper provides an opportunity for local people and organisations to contribute their ideas about the critical issues that would need to be addressed by such a partnership.

This is a key stage in the Council’s drive to ensure that stakeholders not only shape the City’s transport policies but also share ownership of the ideas that will be needed to combat congestion and pollution. There can be no doubt that the benefits will outweigh the costs. While London and South-east England struggle with gridlock and pollution, Cardiff could make a real breakthrough, developing an efficient and integrated system of transport comparable to high growth cities in countries like France, Germany and Italy. This needs to happen if Cardiff is to achieve its potential as the Capital City of Wales.

Councillor Philip Robinson
The Transport Needs of Cardiff

The Council’s Local Transport Plan (LTP) sets out a strategy for Cardiff’s future transport needs (http://www.cardiff.gov.uk), and covers all modes of transport. The LTP highlights the importance of the following ideas:

- the supply of road space can no longer be matched to demand;
- a shift to public transport must be encouraged
- vehicle emissions need to be reduced
- economic and social regeneration will depend on transport which spreads travel over all modes of transport.

In order to meet the needs identified in the LTP a number of key projects have been identified, which will require a total capital cost in the region of £400 million. These could form the basis of a partnership arrangement to modernise the local transportation system and include:

- Completion of the Peripheral Distributor Road (PDR);
- Development of the existing rail network, including the provision for light rail on a loop around the city as well as several branch lines running out from central Cardiff and personal rapid transit;
- Providing better facilities and a better environment for pedestrians;
- Completion of a county-wide cycle network;
- Strategic park and ride sites located alongside key strategic transport routes to intercept car traffic at the city’s boundary;
- Provision of a Core Bus Network, consisting of express and feeder bus services for faster and better quality services.
Meeting the Challenge Through Partnership

The Council cannot afford to pay for the necessary improvements to the transport network. At the same time, large-scale funding is unlikely to be secured through the Welsh Assembly Government’s Transport Grant process, BUT DOING NOTHING IS NOT AN OPTION. A new approach is vital.

The Council recognises that Cardiff’s transport needs are only likely to be met through a partnership mechanism involving the public and private sectors to generate the necessary skills, expertise and more importantly resources necessary to modernise the local transport system.

Traditionally, local authorities have simply outlined the standards and targets they want transport providers to meet. But this tends to lead to transport packages that are delivered within the constraints of public sector resources and in ways that mean a lack of innovation and minimum levels of service delivery.

We support a more creative solution in which the onus is placed on providers themselves to demonstrate how they might contribute towards meeting Cardiff’s transport needs. This could involve the creation of a comprehensive partnership mechanism with potential partners including construction companies, transport operators, funding bodies or a range of similar enabling bodies.

The implications of such an approach would be far-reaching. For example, a public-private partnership could involve the Council in considering the transfer of key assets to private companies for the duration of any agreement. In addition, the partnership could involve the establishment of a "special purpose company" charged with generating investment and managing the transport infrastructure.

The Council would welcome views on the establishment of a public-private partnership to lead the modernisation of the local transport system.
Funding – The Options

The key issue is funding. There are a number of ways in which the Council could raise funds to pay for transport improvements. These could include:

Direct support from National Assembly

- **Transport Grant** for specific transport projects

- **Private Finance Initiative credits**, which would allow the Council to borrow against increases in revenue support

- **Supplementary borrowing approvals**, which would also need an increase in revenue in the medium and long term

- **Capital City funding**, which would require the Welsh Assembly Government to acknowledge the transport pressures generated by Cardiff’s role as the Capital City of Wales

The Council would welcome views on how the direct support from the National Assembly for Wales might best support transport improvements in Cardiff.

Use of Council assets

- **Cardiff Bus Company** – one possibility could be to amalgamate Cardiff Bus into the partnership in order to support a pro-public transport agenda

- **Central Square** – this could also generate significant investment for the transport partnership

The Council would welcome views on whether key council assets should be used to generate investment for transport improvements.

New Taxes or User Charges

- **Road User Charging** either on a cordon around the County or in the City Centre. For an example a £1 per car charge for each vehicle crossing the cordon could raise £27 million per year.
- **Workplace Parking Levies** on business parking spaces (for example, a charge of £900 per space per year could raise £9 million per year).

- **Road Tolls** – For example, a £1 toll on Cardiff’s link road (the PDR), could raise £12 million a year.

- **Planning Gain**, through maximising planning yield, for example building on greenfield housing sites.

- **Supplementary Business Rates** could raise additional funds.

The Council would welcome views on the introduction of:

- road user charging
- work place parking levies
- road tolls
- planning gain
- supplementary business rates
The Way Forward

This Green Paper will be used as the basis for the development of a white paper on the way forward for delivering a full transport network for Cardiff. The consultation process will be extensive giving all stakeholders and service providers the opportunity to participate and comment.

Responses to the Green Paper will need to be submitted by the end of February. The White Paper will be considered by the Council in May and published in June.

If you would like to comment on this Green Paper please send your written comments to:

Cabinet Office
Cardiff Council
County Hall
Cardiff CF10 4UW

Alternatively you may e-mail your comments to cabinetoffice@cardiff.gov.uk
Keeping Cardiff Moving

A White Paper on the Future of Transport

May 2003

Contents

Introduction

The Challenge

A Vision for Integrated Transport

The Funding Gap

Cardiff’s Response

Local Voices

A New Approach

Moving Forward

Introduction

There can be few more important issues facing the Capital City of Wales than transport. In common with other European cities, Cardiff needs to respond urgently to the challenges posed by an unsustainable increase in the use of the private car and an inefficient, ineffective and overstretched public transport system. The Secretary of State for Transport recently called for “imaginative and innovative solutions” to the problem of congestion. This resonates locally because there is no doubt about what is at stake.

Cardiff is now one of the UK’s most successful cities thanks to the success of major events, such as the European Summit, Rugby World Cup, the Network Q Rally, and the FA and Worthington Cup Finals. Cardiff has played a full part in developing a partnership-based approach to regeneration that has delivered projects such as Cardiff Bay, the Millennium Stadium and the Wales Millennium Centre.

The local economy has generated almost 25,000 jobs over the last decade and currently represents around 16% of Welsh GDP. Cardiff has a daily inflow of around 80,000 commuters from adjacent communities. It is generally recognised that relationship between city and region is pivotal to the Welsh economy. The future of Wales is inextricably linked to the ability of Cardiff to generate high levels of economic growth to create employment opportunities for people throughout South Wales.

This brings into focus the urgent need to create a modern integrated transport system. We need to develop a positive alternative to the private car. In essence, this means putting in place measures to increase opportunities for people to access high quality public transport.

But transport improvements do not come cheap. National and local policy-makers are grappling with the problem of generating additional resources for transport investment in an era of constrained public expenditure. The City Government believes that this requires a radical solution. The pages that follow outline a bold yet pragmatic attempt to turn the rhetoric of integrated transport into reality. The result could
be to give Cardiff an urban transport system that ranks among the best in Europe.

Councillor Philip Robinson,
May 2003

The Challenge

Transport is a central theme of public policy. For cities, like Cardiff, it is a critical success factor, an important determinant of the quality of life of people who live and work there. Yet urban areas are struggling to deal with the consequences of growing pressures on public transport and a rapid growth in traffic that threatens gridlock on a scale not yet seen in the UK.

The facts speak for themselves. Road traffic levels rose by 22 per cent between 1988 and 1998, and are forecast to increase by up to 48 per cent by 2026 (based on 1998 figures). More specifically, car traffic is projected to increase by more than 30% in the next 20 years. Van and lorry traffic is forecast to grow even faster.

The implications of an overloaded road system are clear. According to some estimates, the UK now has the most extensive traffic congestion in Europe. Rush hour traffic jams are now the norm for many commuters. The Commission for Integrated Transport recently pointed out that: "We have reached the point where congestion is seriously blighting the lives of an increasing number of people. The CBI has put the economic cost for Britain at around £15 billion every year.

The environmental consequences are also significant. It is estimated that road transport now makes up around 21 per cent of total man-made carbon dioxide emissions in the UK. Carbon dioxide emissions from vehicles in Europe are set to rise by 30 per cent by 2010. Crucially, air pollution has been cited as a major factor behind unacceptably high numbers of people (and children, in particular) experiencing chronic respiratory problems.

Such problems have been exacerbated by a long-term tendency to promote the private car at the expense of public transport. Despite recent attempts to alleviate the problem, the cost of motoring is forecast to fall by 20% in the next ten years. The underlying trend has been one of under-investment in transportation. According to one source, “Britain has seriously underspent on transport infrastructure for more than a generation. It spends 35% less as a proportion of GDP on transport than France, and 50% less than Germany. The proportion of roads that are subject to serious traffic delays is three times higher than in France and five times higher than in Germany—and this is not just a function of the relative size of the countries.”

A Vision for Integrated Transport

In response to these intractable problems, the UK Government has sought to promote a more balanced transport system. The mood is for change. Business is concerned about the costs of congestion. People want the existing transport system to work better. They want more choice and a new emphasis on protecting the environment and their health.

The Government’s response has hinged on the development of a more coordinated and integrated policy
framework that aims to significantly reduce road traffic. This new policy framework was summed up by the Department for Transport in 1997:

“We need to make better use of the resources we have, and to make sure that public transport offers a genuine alternative to the door-to-door flexibility of the car. To do that it is crucial to ensure that it too is as flexible and integrated as possible. Similarly we need to harness better the available resources for freight, in spite of the major advantage which the lorry and van give road transport for many journeys.

“Achieving that greater level of integration calls for easier and more reliable connections for both passengers and freight; safer and more acceptable interchange facilities, with bus, rail and taxi services located close together; making the best use of advances in technology, and ensuring clear, comprehensive and up-to-date information about routes, services, prices and tickets; and fare and ticketing structures which will preserve and enhance the benefits of more integrated networks. And, importantly, we want to see safe services which take full account of the needs of all sectors of society, including the disadvantaged and those with impaired mobility.”

This approach underpinned the Government’s 10-year national transport plan.

Cardiff Council has responded positively to the integrated transport agenda. We recognise that cars have revolutionised the way we live, bringing great flexibility and widening horizons. We do not want to restrict car ownership with our vision for a prosperous Cardiff and Wales where prosperity is shared by all we expect more people to be able to afford a car. But the way we are using our cars impacts on our health, the economy and the environment.

Our vision was outlined in the Local Transport Plan (LTP), which was adopted in August 2000. We aim to create a local transport system that is safe, efficient, clean and fair. We want to bring about a shift away from the private car towards increased cycling, walking and public transport through a multi-faceted approach that improves the frequency and quality of bus and rail services, secures less traffic on routes into the city centre through the completion of the Peripheral Distributor Road (PDR), and incorporates, where necessary, new forms of transport provision such as Light Rapid Transit (LRT) and Personal Rapid Transit (PRT).

In summary, the LTP proposes a range of infrastructure projects - across all modes of transport - that are required to deliver its transport vision.
These include:

- completion of the Peripheral Distributor Road by the construction of the Eastern Bay Link Road
- completion of the Wentloog/St. Mellons Link Road
- the construction of the Ely Spur and Thornhill Interchange if justified as a result of UDP consultation
- express bus routes- including radial routes and City Centre services – designed to provide quick, reliable and punctual services. The routes will benefit from bus priority lanes and intelligent transport technology to aid bus movement
- upgrading of the Valleys rail network and infrastructure and improved signalling at congestion points, such as Queen Street
- enhanced railway stock to improve train headways, particularly during peak periods
- completion of the Circle Line from Coryton to Radyr and Morganstown
- provision of high class pedestrian facilities
- provision of a strategic cycling route together with other city wide links
- investigation into the establishment of LRT system
- securing of park and ride facilities

**The Funding Gap**

Lack of funding is holding up significant progress and has done so for almost a decade. For example, the completion of the PDR, which was conceived in the early 1970’s and initiated in the late 1970’s with the Ely Link Road and the Culverhouse Cross to Capel Llanilltern Link Road, is now at a complete standstill. The last section of the PDR to be opened was the Butetown Link Road, which was opened to traffic in 1995. Significant public transport priority schemes await decisions on funding the “missing link” - the Eastern Bay Link Road. The full potential of Cardiff Bay will not be realised until this important piece of transport infrastructure is completed. Various major projects in the Bay have been, and continue to be, held up by the lack of progress on this most important of projects.

The problem has been compounded by the fact that current Transport Grant funding mechanisms are not going to deliver what is required for the needs of the Capital City and its environs. This was underlined by the recent decision of the Welsh Assembly Government to allocate Cardiff only £3.151 million of grant out of a bid for £37.639 million. Transport Grant has helped with relatively minor improvements, but small-scale projects are increasingly overshadowed by a transport problem that requires a solution of an altogether different magnitude.

The resources problem does not seem to be so apparent in England. In this connection, the recent decision by Ministers to invest approximately £2 billion to establish 10 new tram projects in various English cities has been noted. By comparison, the levels of transport investment in Wales pale into insignificance with the Welsh Assembly Government having a budget of only £77 million for all transport projects in Wales.

The scale of this funding gap needs to be appreciated. In order for Cardiff to achieve a ‘change of gear’ in terms of transport investment and deliver the transport infrastructure improvements required a capital investment of approximately £400 million is needed.

**Cardiff’s Response**

This raises a fundamental question. How might Cardiff achieve ‘a change of gear’ in terms of transport investment that would signal a decisive shift towards an integrated transport system?
In the absence of large-scale government funding, it is clear the development of a long-term relationship – probably in excess of 25 years – with a private sector partner will be needed to generate the necessary capital for transport improvements.

While the City Government is aware of the risks involved in the formation of such an arrangement, it is satisfied that the benefits accrued will last far longer than this period. In addition, legislation has been introduced to allow local authorities to introduce various forms of road user charging.

In effect, our approach squares with that of the UK Government, which has acknowledged the need to tackle transport problems through new sources of funding linked to innovations, which include the establishment of public private partnerships and the use of dedicated income streams such as road user charges and work place parking levies.

This points to the need for an all-embracing solution. Consequently, the City Government’s thinking has crystallised around the idea of the establishment of a comprehensive public-private partnership capable of levering in sufficient resources to bring about the modernisation of transport infrastructure and services in Cardiff. This proposal provided the basis of a recent consultation exercise, focusing on the City Government’s Green Paper, A Change of Gear: Implementing Integrated Transport Through Partnership.

Local Voices

Over recent years the City Government has been consulting on this new approach with local and strategic transport forums. Discussions have been undertaken with a wide range of organisations and stakeholders including the Welsh Assembly Government, the Cardiff Chamber of Commerce, Cardiff Bus, Valley Lines, South Wales Police, the Welsh Development Agency (WDA), the Pedestrians Association and the Cardiff Cycling Campaign. There is now a wide level of agreement that a partnership approach to integrated transport that draws on the combined resources and expertise of public and private sector organisations is the way forward in Cardiff.

The recent Green Paper initiative built on previous consultation exercises. It sought to seek the views of key stakeholders on a partnership approach to transportation provision that reflected the fact that the City Government is serious about meeting the transport needs of the Capital City of Wales.

The analysis of the responses to the Green Paper indicate the emergence of a consensus on a number of key issues:

- congestion is increasing
- doing nothing is not an option
- improvements are required to encourage more cycling and walking, in order to reduce congestion and improve health
- there is growing demand for better public transport
- in isolation, new roads will not beat congestion but local schemes such as the Eastern Bay Link are necessary to improve the transport infrastructure
- increased investment for transport could come from sources of income such as road user charging or parking levies
- demand exists for city wide park and ride facilities
- money raised through measures such as congestion charging should not be a tax on motorists but must be used to improve transport
- the impact of road user charging on the remainder of the highway network needs to be understood
- supplementary business rates should be considered as a means for raising finance for transport as is done in Europe
- concern about the ‘selling off’ of Cardiff’s assets – but also support for this development if it were to
provide an income to assist transport objectives and lead to demonstrable improvements in the transport system

- the PFI approach does not provide value for money;
- acceptance that a private/public partnership is required to bring together necessary skills and finance
- the Council should be getting additional transport funding because of its role as the Capital City
- new developments should help fund new transport improvements

A New Approach

Put simply, there is a clear understanding locally that Cardiff needs a new approach to transport investment – one that capitalises on the respective strengths and resources of the public and private sectors.

The City Government is now proposing to press ahead with the establishment of a public-private partnership to oversee the modernisation of the local transport system. This will have far-reaching implications. We recognise that any partner would expect a fair return on any investment made in the partnership. The methods of funding the partnership, therefore, will be an essential element of the way forward.

Several sources of funding could be used and it is intended to offer the partner the ability to include any or all of these in their bid. The funding sources currently identified are as follows:

- Use of grant services
  - Transport Grant for specific transport projects

- Use of Council assets
  - Cardiff Bus Company, including the possibility of amalgamating Cardiff Bus into the partnership in order to resource and support a pro-public transport agenda
  - Council owned land and services, such as Central Square, which could be used to generate significant investment for the transport partnership

- User Charges
  - Road User Charging in the City Centre
  - Workplace Parking Levies on business parking spaces
  - Planning gain from new developments
  - Supplementary Business Rates could raise additional funds

In effect, it is likely that any partnership will involve the transfer of public owned and controlled assets to the private sector. In order not to restrict innovation in the proposals put forward by prospective partners, the City Government does not have a pre-determined view on the nature of the partnership. But it is recognised that the partnership may take the form of a special purpose company charged with generating investment and managing the transport infrastructure.

Any proposals on the introduction of charges will be considered thoroughly with respect to charging levels and their probable impact. This will involve theoretical analysis as well as consultation with key stakeholders. In this context, it should be noted that congestion charging in London has seen a 20% drop in the number of vehicles entering the congestion charging zone since its implementation earlier this year.

This indicates that radical solutions can work. Value-for-money considerations will be paramount. Any
partner would be required to put forward a positive and innovative business case that demonstrates their contribution towards meeting Cardiff’s transportation needs. It is envisaged the partnership would involve either an individual partner or a consortium, which could include construction companies, transport operators, funding bodies or a range of similar enabling bodies.

Moving Forward

The City Government, in line with national transport policy, is convinced that the formation of a public-private partnership is the best way to ensure delivery of a modern integrated transport system for Cardiff. This partnership will seek to deliver the infrastructure improvements needed to give people more choice about when and where to use their car. This new approach is about widening choice, not forcing people out of their cars.

Achievement of much needed infrastructure improvements has been restricted by lack of finance for too long. Action is now vital. Embarking on the procurement process will be the first step along an innovative approach to funding. All other available options have been exhausted. Doing nothing is not an option. A partnership for transport is an urgent necessity. On this basis, the City Government now proposes to take forward innovative proposals to improve Cardiff’s transportation system. We will put in place the legal and financial arrangements necessary to select a successful partner early in 2004, that will begin to take forward initiatives such as tolls, workplace and congestion charging; but only where it can be demonstrated that they will provide an effective solution. The City Government will not introduce any charges associated with the partnership until the partnership has delivered significant improvements in the local transport infrastructure. This will lead to real and tangible improvements within the next 3 to 5 years and enable Cardiff to continue to fulfil its role as both an international city and the Capital City of Wales.

Bibliography

V. Department for Transport, New Deal for Transport
VIII. The Economist, 16 December 1999
IX. Local Transport Plan
X. Green Paper – “A Change of Gear”
XI. Source – Transport for London press release of 1 April 2003
XII. Source – Guardian Newspaper 7 March 2003
XIII. Department of Transport, Developing an Integrated Transport Policy: A Consultation Document
CABINET : 15 MAY 2003
AGENDA ITEM: 4

PORTFOLIO: ENVIRONMENT
SUBJECT: CARDIFF EXPRESS/CORE BUS NETWORK

Background

1. The Cabinet Policy Statement ‘Ambitions for Cardiff’ sets out the ambition to create an integrated, sustainable and efficient transport system that will encourage the use of public transport.

2. Within the Local Transport Plan, a number of key issues were identified that needed to be addressed to make bus travel more attractive. These included the quality, reliability, punctuality, journey time and frequency of bus services. Traffic congestion can have a substantial impact on many of these factors, and the Local Transport Plan sets out the need for bus priority measures to reduce delays.

3. This report sets out the background and guiding principles to be adopted in developing and implementing bus priority measures that provide for quick and attractive bus travel.

4. Whilst bus services in Cardiff use many different roads and routes, there are a number of key radial routes used by a significant number of services. Improvements on these routes will have the greatest impact on the greatest number of bus services.

5. Bus priority measures and high quality bus services on these routes will together assist in achieving the sustainable and efficient transport the Council is seeking. Consultants have produced a comprehensive study of the Express / Core Bus Network for Cardiff that has identified the following key radial routes:-

- Culverhouse Cross to City Centre / Bay;
- Coryton (M4 junction 32) to City Centre / Bay;
- Thornhill (Excalibur Drive) to City Centre / Bay;
- Pontprennau (via Newport Road) to City Centre / Bay;
- St Mellons (Cypress Drive) / to City Centre / Bay;
- Leckwith Interchange to City Centre / Bay;
- Penarth via Cardiff Bay to City Centre

**The Issues**

6. In progressing improvements on these radial routes decisions will need to be taken on the detailed design of each section of the route. To inform and assist this process, and to provide reasonable consistency across Cardiff, it is suggested that a clear set of principles should be adopted. These principles will reflect the Council’s ambitions and priorities as set out in “Ambitions for Cardiff” and the approved Local Transport Plan.

7. The principles proposed to guide the projects are:

- Existing road space will be reallocated in order to provide dedicated bus, taxi and cycle lanes to provide free flow conditions to public transport.

- Bus priority measures will be continuous wherever technically possible

- Existing signalised junctions will utilise Selective Vehicle Detection (SVD) and if possible, bus pre-signals in order to get buses ahead of queuing traffic.

- On-street parking will not be permitted where this would interfere with the flow of buses.

- Alternative parking facilities would be provided wherever possible (either on- or off-street) where on-street parking is displaced.

- It is recognised that by dedicating part of the existing capacity of the highway network to public transport, journey time for other vehicles may increase.

- The significant safety and efficiency benefits to public transport users and cyclists are valued and will contribute to the creation of an integrated, sustainable and efficient transport system.

- Limited land acquisition will be necessary at certain locations to accommodate bus lanes and bus priority measures.
8. To ensure that bus priority measures take account of all relevant factors and views, a clear process, which can be applied to all radial routes, also needs to be established. This process will be informed by the principles outlined above.

9. The suggested process for each radial route, or substantial section of radial route, is:

- Initial design and technical assessment
- Presentation of proposals to local Members
- Public consultation exercise(s) for the full section being progressed
- Consideration of consultation responses
- Report back to local Members
- Detailed design and implementation

**Reason for Recommendation**

10. To gain Cabinet Approval to the principles and processes of implementing the Express Network in Cardiff.
ADVICE

This report has been prepared in consultation with Corporate Managers and reflects their collective advice. It contains all the information necessary to allow Members to arrive at a reasonable view, taking into account the advice contained in this section.

The Corporate Manager responsible for this report is John Dacey

Legal Implications

There are no unusual direct implications. All decisions taken by or on behalf the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council’s fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

There are no direct financial implications that arise from this report and recommendations. Implementation of the bus priority measures, which would cover a number of years, will be dependant on funding available through the Transport Grant and the Council’s Capital Programme.

Consequences

This is within normal working parameters. There are no particular consequences to note.

BYRON DAVIES
Chief Executive
7 May 2003

Background Papers: None
RECOMMENDATION

Cabinet is requested to agree that the principles and process outlined in this report are approved, as the basis for implementing the Express Bus Network in Cardiff.

COUNCILLOR PHIL ROBINSON