
COMMITTEE	Council
DATE	06 October 2016
DIRECTOR	Marc Cole
TITLE OF REPORT	City Centre Masterplan Project EN01: Broad Street – Design, Cost and Implementation
REPORT NUMBER	CHI/16/236
CHECKLIST COMPLETED	Yes

1. PURPOSE OF REPORT

- 1.1 To advise Members on the proposals for a detailed design solution for the public realm intervention of Broad Street, note the current position in relation to the construction cost plan for the project and seek authority to instruct the delivery of the project.

2. RECOMMENDATION(S)

2.1 It is recommended that Members:

- i) Agree the design solution for Broad Street;
- ii) Note the approximate total budget costs for Broad Street public realm works (please see Appendix C);
- iii) Agree a capital cost contribution from the City Centre Masterplan Capital Fund for the public realm interventions proposed for Broad Street which may be reduced if ACC is successful in its application for Sustrans funding (please see Appendix C);
- iv) Note that an application for a funding contribution has been made to Sustrans. If the application is successful, instruct the Head of City Planning to accept such funding for the project which is subject to the Council's agreement of recommendation i) above (please see Appendix C);
- v) Note that funding has been made available from the partnership agreement that ACC has with Muse and Aviva over the Marischal Square development at a sum of £1.12m;
- vi) Note that £31,000 is available to the scheme through Developer Obligations;
- vii) Instruct Head of Public Infrastructure and Environment to promote a Redetermination Order for the full extent of Broad Street and report back the results to a future committee;
- viii) Note the delivery programme and method for the works and instruct the Head of Land and Property Assets to procure the works as determined in the Report; and

- ix) Instruct the appropriate officer to report on the project's progress to Finance, Policy and Resource Committee through the Strategic Infrastructure Plan monitoring.

3. FINANCIAL IMPLICATIONS

- 3.1 Please see Appendix C - Technical Appendix: Costs (contains exempt information).

4. OTHER IMPLICATIONS

- 4.1 The legal process in relation to the Traffic Regulation Order (TRO) relating to the bus, cycle and waiting restrictions has been undertaken in parallel with the detailed design work. No objections were received through the statutory consultation and one objection was received during the public consultation. The information on the TRO will be submitted to Communities, Housing and Infrastructure Committee on 1 November 2016.
- 4.2 In order to accommodate the increased scope of work recommended by Sustrans, it is necessary to promote a Redetermination Order for the full extent of Broad Street, to create shared use of pedestrian and cycle space. It is proposed to commence the consultation process subject to the design proposal for Broad Street being approved. The redetermination order is a routine road legislation process, similar to routine traffic orders, to redefine the footway as a shared space for both pedestrians and cyclists.
- 4.3 If no objections are received, the Council can determine the order itself. This will take no longer than nine months. However, should there be any unresolved objections; the Scottish Government would take responsibility for the order and could call for a Public Inquiry. This could take up to an additional nine months. This would take the process outwith the current proposed completion date for the project works.
- 4.4 If the Scottish Government decides that it is not content to approve the Redetermination Order, and the Council has made all reasonable effort to secure the Redetermination Order, then Sustrans would not require their grant to be repaid. Physical works, such as the laying of new surfaces and realigning the carriageway and footways, can take place without the Order determined. Any relevant signage installation can be implemented once the order has been determined.

5. BACKGROUND / MAIN ISSUES

- 5.1 Reference is made to the decisions of the Council on 29 June 2016 regarding the report entitled 'City Centre Masterplan Project EN01 – Broad Street'. The Council agreed that Option 2 (buses, cycles and pedestrians only) was the preferred option for public realm intervention on Broad Street and to instruct officers to work with Muse on the

detailed design for Broad Street and report back to the first appropriate committee.

5.2 Design

- 5.2.1 A team of Council officers has been working closely with the project Design Team since this was agreed by Members. The recommended detailed design shows an improved public realm (now extending to Union Street and including the Gallowgate / Upperkirkgate junction) to achieve greater transformative improvement in the city centre. The concept behind the space is to have an area that creates interest, vibrancy and vitality at all times with a range of events that can be programmed throughout the year, balanced against safe movement of pedestrians, buses and cyclists.
- 5.2.2 The design's key points include a water feature creating interest, raised grass planter giving a space to relax and enjoy Marischal College, a number of trees to introduce greenery and soften some of the buildings, and granite bench seating defining some of the areas. An allowance has been made to improve the lighting to Marischal College allowing greater flexibility in uplighting and 'theming' the building and also allowing it to be integrated with lighting to the new water feature. The Robert the Bruce Statue will be retained and will remain in its original position. Servicing for events will be built into the scheme to allow for a multi-use space.
- 5.2.3 Comments and design input has been received from both Sustrans and the Disability Equality Partnership. This direct engagement has informed the design such that the scope of works has changed from works only proposed along Broad Street, between Queen Street and Upperkirkgate, to now improve the full extent of Broad Street. A number of points are currently being taken into consideration from discussions with the Disability Equality Partnership, along with the external design team. Please see the Appendix A (Design Plans) and Appendix B (Design Narrative).
- 5.2.4 In terms of designing for those with sensory disabilities and mobility issues, consideration has been given to colour, texture and the overall design of the footways and carriageways so they are distinguishable. Informal pedestrian crossing points are identified with tactile paving on the footway and be paved in a contrasting material to assist in identifying them to people with visual impairment. The design also takes into consideration; tree heights, car parking, street lighting and street furniture.
- 5.2.5 The following has been accommodated within the design following discussions with Sustrans:
- cyclists should be allowed to use the whole area (similar to Castlegate) which will require a Redetermination Order (initial statutory report to 1st November Communities, Housing and Infrastructure);

- the shared surface, for pedestrians and cyclists, should extend towards Union Street with the existing Caithness paving and the pavements outside the Town House on the east and west widened to minimum of 3.5m;
- the traffic lights at Upperkirkgate and Gallowgate will be removed and replaced with a shared surface for vehicles and a roundel (a mini-roundabout with a road surface feature that indicates roundabout driving rules apply and pedestrians are given priority); and
- a Toucan crossing (combined pedestrian / cycle crossing) created at Union Street / Broad Street junction facilitating movement of cyclists onto the cycle route onto Shiprow.

5.2.6 Roundels are commonly used in shared surface schemes across Britain and Europe to indicate a route for drivers while allowing priority for pedestrians. The road surface would be raised to help encourage lower vehicle speeds. However, there would still be a differentiated kerb height between the road and the footway.

5.2.7 The proposed changes have been designed to help the junction operate more efficiently and are expected to result in improved journey times for all users, particularly bus services. It is also expected that pedestrian crossing times would improve. The proposals have also been designed to reduce vehicle speeds and create a more pleasant environment.

5.2.8 The new-look junction is designed as an informal roundabout, but is not a conventional roundabout. The design intentionally requires drivers to pass through the junction more slowly and cautiously, as there is no explicit priority for any users or direction of traffic. Informal pedestrian crossing points, constructed in a contrasting paving material, would be introduced on all arms of the Upperkirkgate / Gallowgate junction.

5.2.9 Observations at this type of crossing have shown that a majority of drivers stop to allow a pedestrian to cross, which means that on average a pedestrian arriving at the informal crossing often does not have to wait, or waits for a short time, before they are able to cross.

5.2.10 The following link gives further information on an example in Poynton that is seen as best practice across the country
<https://www.youtube.com/watch?v=-vzDDMzq7d0>

5.2.11 To discourage private vehicles from entering Broad Street between Queen Street and Upperkirkgate, a bus lane enforcement camera will be set up as part of the scheme.

5.2.12 The public consultation, in May 2016 on potential uses suggested:

- Markets;
- Farmers' Market;
- Art exhibitions and installations;
- Music concerts;

- Cafes and restaurants with outdoor dining;
- Green space;
- Seating;
- Performance space;
- Cultural events;
- International market and festival;
- Street performers;
- Christmas / winter village;
- Educational and informative displays, and tourist information; and
- Pop-up cafes, food retailers, and other businesses.

5.2.13 The design narrative shows that most of these suggestions could be accommodated in the proposed space. The design makes allowance for additional servicing etc. to be made available for such events.

5.3 Costs

5.3.1 Cost details are set out in the finance section of the report.

5.4 Delivery Programme / Mechanisms

5.4.1 If the Council agrees this report the following table shows the proposed outline project plan for the delivery of the public realm intervention:

Task	Date
Traffic Regulation Order	
Main TRO Consultation Responses - Report to Communities, Housing and Infrastructure Committee	1 November 2016
Redetermination Order	
Authority to undertake Initial Statutory Consultation	1 November 2016 and reporting back to Jan 2017 Communities, Housing & Infrastructure Committee
Public Advert	Public Consultation will take place after Communities, Housing and Infrastructure Committee consider any Statutory Consultee responses and will report back to March Full Council
If objections are received	Refer to Scottish Government March 2017
Feedback from Scottish Government – regarding the formalisation of the required signage	June 2017

5.4.2 It is proposed that, due to the monies set aside from the Marischal Square development the Broad Street project is delivered in a similar way to the Marischal Square development with Muse Development acting with the Council in delivering the public realm intervention project and taking an overall Project Management role. This will allow the Council to continue to benefit from the Muse team skills and ensure that the project works can be fully integrated with the Marischal Square

development. This will require a slight amendment to the development agreement with Muse. The existing contractor will be asked to price for the works as part of a competitive tender process.

- 5.4.3 Subject to approval from the Council to progress with the scheme a two stage tender process will be undertaken with the ambition to have a contractor in place in early November 2016. This will allow final details of the scheme and programme being developed with the contractor to give greater cost and time certainty, with a preferred contractor in place during December. It is anticipated that a site start will be deliverable in early February with an anticipated 6 month programme. The significant risks to the programme are particularly around utilities and traffic management. It is envisaged that Broad Street, between Upperkirkgate and Queen Street will be closed for the entire duration of the works.

6. IMPACT

6.1 Improving Customer Experience:

- 6.1.1 The contents of this report and the recommendations relate to the delivery of the CCMP, which is aimed at improving the City Centre for all those who live in, work in and visit it. This would include the following benefits:

- Quality of life – Residents, workers and visitors increasingly demand a high standard for the places they are in. Under the proposals, they could feel more content in a more attractive and vibrant environment; as reported in other competing cities with similar projects.
- Health – with more people walking and cycling in the area there could be a reduction in inactivity-related illness.
- Environmental - positive impact on air quality due to a reduction of emissions from vehicles in the area. Noise levels would be lower too.

- 6.1.2 The proposals will also have a positive impact on the Council's business customers – city centre employers themselves, and also those operating in the retail, tourism and leisure sector. For Aberdeen to be globally competitive, the quality of the 'place', the commercial space and the public realm around it all have a role. Developers and subsequent occupants / employers base their location decisions on being able to attract the best talent and skills to work in their businesses, and they recognise the positive correlation between their business competitiveness and the quality of the public realm.

6.2 Improving Staff Experience:

- 6.2.1 A defined, fully resourced programme of delivery for the CCMP with key stage decision making, committed to by the Council, will enable staff, with stakeholders and the public, to confidently and timeously realise the Masterplan. The recent appointment of the City Centre

Director, Programme Manager and Engagement and Communications Officer will assist this process.

6.3 Improving our use of Resources:

6.3.1 Internal resources and partnership working with developers, consultants and others e.g. Sustrans have already informed the delivery of the instructions of Council in December 2015 and March 2016. Further resources will continue to be required for the wider delivery of the transport network plan to support the successful delivery of the CCMP, which has identified a range of benefits for citizens and business across the City. Internal resources will also be used to undertake the Redetermination Order for a shared pedestrian and cycle way along Broad Street and to inform and support the implementation.

6.4 Corporate:

6.4.1 Positive decision making informing the progressive implementation of the CCMP directly supports a range of policies and strategies including:

6.4.2 Aberdeen – the Smarter City vision:

- We will encourage and support citizens to participate in the development, design and decision making of services to promote civic pride, active citizenship and resilience.
- We will improve access to and increase participation in arts and culture by providing opportunities for citizens and visitors to experience a broad range of high quality arts and cultural activities.
- We will provide a clean, safe and attractive streetscape and promote bio-diversity and nature conservation. We will encourage wider access to green space in our streets, parks and countryside.
- We will invest in the city where that investment demonstrates financial sustainability based on a clear return on investment.
- We will encourage cycling and walking.
- We will provide and promote a sustainable transport system, including cycling, which reduces our carbon emissions.

6.4.3 Regional Economic Strategy

6.4.3.1 “Securing the Future of the North East Economy – A 20 Year Vision for the Well-being of the Place & Our People” was approved by the Council in December 2015. A key objective of the Investment in Infrastructure Programme is to enable the city to realise the development opportunities in the City Centre Masterplan. These proposals, and development of a 21st Century public realm are a vital component of the ‘development mix’. High value jobs and skills are globally mobile, and competing for these high value ‘clusters’ of activity is a key part of the Strategy, and the

Council's inward investment plans. In doing so, it becomes easier for Aberdeen to maintain and attract world class talent and business, which in turn delivers positive indirect and induced impacts across the city economy as spend supports jobs in retail, tourism, leisure and other services.

6.4.4 Strategic Infrastructure Plan:

6.4.4.1 Stakeholder engagement which informed this Plan revealed that the 'poor state' of the City Centre is one of a number of issues identified as a common theme '*In terms of the attractiveness and marketing of the city to attract workers, visitors and investment...*'. This Plan also states that '*A high quality of life is integral to attracting and retaining the talent and investment needed to grow the economy. This sense of place, with a key emphasis on the city centre, is crucial in underpinning economic growth and essential in underpinning the necessary infrastructure requirements.*' One of the key goals of this Plan is City Centre Regeneration and the delivery of the CCMP will contribute significantly to achieving this. Specific wider benefits would include:

- Improved safety as a result of less road traffic conflict with pedestrians and cyclists, as well as health with less traffic, less harmful pollutants and less global emissions;
- Improved access - as a result of easier access and parking for cyclists, bus passengers, pedestrians and the vehicles that remain on the roads in the area, the cumulative reduction in journey times would be used more productively elsewhere.
- Economic growth - The project could provide a more pleasant environment which would increase the footfall in the area increasing retail sales, spending, employment and the number of businesses operating in the city centre, and, in due course, increasing residential opportunities in the city centre.

6.4.4.2 This Plan also recognises that a range of traffic management and transport network improvements in and around the City Centre would aid the delivery of improved air quality, road safety and economic benefits and also support the key strategic priority around City Centre Regeneration. The development and delivery of a Sustainable Urban Mobility Plan (SUMP) for the City Centre, as part of the wider Masterplan, are also recognised as key to improving accessibility to all, increasing walking and cycling opportunities and improving public transport.

6.4.5 Local Transport Strategy

6.4.5.1 The vision of the agreed Aberdeen City Local Transport Strategy (LTS) is to develop 'A sustainable transport system that is fit for the 21st Century, accessible to all, supports a vibrant economy, facilitates healthy living and minimises the impact on our environment.'

6.4.5.2 The aims of the LTS are:

- A transport system that enables the efficient movement of people and goods;
- A safe and more secure transport system;
- A cleaner, greener transport system;
- An integrated, accessible and socially inclusive transport system; and
- A transport system that facilitates healthy and sustainable living.

6.5 Public

6.5.1 The contents of this report are likely to be of public and media interest as it relates to the City Centre, a significant economic asset for the City and Region. An Equality and Human Rights Impact Assessment has been undertaken as part of the Aberdeen City Centre Masterplan and Delivery Programme presented to Council on 24 June 2015. A Privacy Impact Statement is not required for this report.

7. MANAGEMENT OF RISK

7.1 The risks inherent in not addressing the regeneration of the city centre are set out in the Strategic Infrastructure Plan. In view of the fact that the regeneration of the city centre is widely supported, there is a reputational risk to the Council if no improvements are made.

7.2 Traffic modelling identified Broad Street as a natural starting point for the City Centre masterplan's four major transport proposals. There is a risk that the Optimum Delivery programme, which identified this start point, would have to be reviewed.

7.3 Officers have been made aware that the contractors need a minimum six month build time to deliver the public realm works and it remains the objective with all to have the completion at the same time as the Marischal Square development in mid-July 2017. If a decision is not made to pursue this design then there are the following risks:

- Reputational risk – the public/ stakeholders could perceive that the Council is unable to deliver improvements to the city centre on time or deliver the projects within the Masterplan;
- Cost of delivery – although the £1.12M is safeguarded for works on Broad Street it would cost more and take longer to work through an agreement with another contractor at a later date;
- Reduced tenancy levels – the lack of a decision on Broad Street and how this will tie in with the Marischal Square development could lead to a risk of spaces not being let, and so undermine the Council's investment in Marischal Square;
- Traffic disruption –traffic disruption in the city centre, during later works, is likely to be worse because Marischal Square will be in use; and

- Aesthetics – when Marischal Square is opened, Broad Street will look as it does at the moment as there will have been no improvements to the public realm.

7.4 The following risks should also be made aware to members:

Project Costs	Development costs have been developed by the project team, which includes architect, engineer and QS input. Some cost elements have been soft market tested where there is considered to be significant risk. It is intended to have a two stage tender process to allow a contractor to be introduced to the scheme in early November which will give greater cost certainty.
Timescale	One of the objectives of the scheme is to have it completed in a co-ordinated timescale to the Marischal Square Development (mid-July 2017). The technical delivery of the scheme is currently being progressed to achieve this timescale, however a variety of risks exist around delivery. This risk to programme can be further managed and mitigated once the scheme is 'frozen', agreed by Members and a contractor is appointed.
CCMP Funding	Without funding from the CCMP Capital budget, a redesign of all elements will be required and it is unlikely that the project brief will be met.
Sustrans Funding	Without Sustrans funding the scheme will revert back to its original scope.
Marischal Square Contribution	This is held in an ESCROW account and carries limited or no risk at all.
Utility constraints	As with all civil engineering projects significant risks exist when undertaking civil works within the adopted highway. A significant amount of underground utility services have been identified on Broad Street and this has influenced the design of the space. Various desktop, survey and consultation works have been undertaken including trenches across part of the site to try and mitigate these risks. There will however remain uncertainty and risk around utility placements, diversions and costs.
Redetermination Order	The Redetermination Order can be agreed by ACC if no objections are received during the consultation process. If any valid objections are received during the consultation the timescales for determination fall out of the control of ACC. The Scottish Government suggest that a minimum of three months would be required to consider the determination following the Council undertaking the of the Initial Statutory and Public consultations.
Procurement	The scheme is being delivered via the Council partnership with Muse. This is not the Council's normal way of procuring capital works and as such carries some risk, around the expertise being provided by Muse. The project will however be market tested and six contractors are being invited to quote for the works.

8. BACKGROUND PAPERS

Appendix A – Design Plans

Appendix B – Design Narrative

Appendix C – Technical Appendix: Costs (*contains exempt information*)

Report to Council – 29 June – City Centre Masterplan Project EN01 –
Broad Street – CHI/16/114 -
<http://committees.aberdeencity.gov.uk/documents/s58332/Broad%20Street.pdf>

Report to Council – 11 May 2016 – Transport Implications – City
Centre Masterplan Projects – CHI/16/061
<http://committees.aberdeencity.gov.uk/documents/s56493/Transport%20Implications%20City%20Centre%20Masterplan%20Projects.pdf>

Report to Council – 2 March 2016 – Transport Implications – City
Centre Masterplan Projects – CHI/16/006
<http://committees.aberdeencity.gov.uk/documents/s54704/Transport%20Implications%20-%20City%20Centre%20Masterplan.pdf>

Report to Council – 16 December 2015 – Transport Implications – City
Centre Masterplan Projects – CHI/15/299
<http://committees.aberdeencity.gov.uk/documents/s52773/Transport%20Implications%20-%20City%20Centre%20Masterplan%20Projects.pdf>

Report to Council – 24 June 2015 – Aberdeen City Centre Masterplan
and Delivery Programme – OCE/15/021
<http://committees.aberdeencity.gov.uk/documents/s48645/City%20Centre%20Masterplan%20and%20Delivery%20Programme.pdf>

Aberdeen City Centre Masterplan and Delivery Programme -
http://www.aberdeencity.gov.uk/council_government/shaping_aberdeen/City_Centre_Masterplan.asp

9. REPORT AUTHOR DETAILS

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