

ABERDEEN CITY COUNCIL

COMMITTEE	City Growth and Resources
DATE	27 November 2018
REPORT TITLE	External Transportation Links to Aberdeen South Harbour Pre-Appraisal and STAG Part 1 Study
REPORT NUMBER	PLA/18/261
DIRECTOR	N/A
CHIEF OFFICER	Gale Beattie
REPORT AUTHOR	Nathan Thangaraj
TERMS OF REFERENCE	Purpose 2 Remit 2.3

1. PURPOSE OF REPORT

- 1.1 To advise the Committee of the outcomes of the External Transportation Links to the Aberdeen South Harbour (ASH) Scottish Transport Appraisal Guidance (STAG) Pre-Appraisal and STAG Part 1 Appraisal Report and to seek approval for recommended options to be taken forward to a STAG Part 2 Appraisal.

2. RECOMMENDATION(S)

That the Committee:-

- 2.1 Approves the recommended options resulting from the External Transportation Links to the Aberdeen South Harbour Scottish Transport Appraisal Guidance (STAG) Pre-Appraisal and STAG Part 1 Appraisal Report, as detailed in the table at Section 3.9, subject to approval by the UK Government and Scottish Government;
- 2.2 Instruct the Chief Officer – Strategic Place Planning to conduct a STAG Part 2 Appraisal on those options and to report the outcomes to this Committee upon completion, conduct of that Appraisal being subject to prior approval by the Strategic Commissioning Committee of the total estimated expenditure in relation to that Appraisal.

3. BACKGROUND

- 3.1 In August 2017, the Communities, Housing and Infrastructure Committee approved the commissioning of a STAG for External Transportation Links to the Bay of Nigg Harbour Development. Link to Committee Report below:
<http://councilcommittees.acc.gov.uk/documents/s73120/Final%20-%20CHI%20Harbour%20Expansion%20at%20Nigg%20Bay%20-%20CHI17176-%20Aug%202017.pdf>

- 3.2 Aberdeen City Council (ACC) commissioned Peter Brett Associates LLP (PBA) in November 2017 to undertake a STAG Pre-Appraisal and Part 1 Appraisal of transport connections to and from the new ASH located at the Bay of Nigg in Aberdeen. The aim of this appraisal is to examine transport connectivity to and from the site and identify appropriate transport infrastructure and improvements which would then be taken forward for a detailed appraisal. This is an Aberdeen City Region Deal project, fully funded by the Scottish and United Kingdom Governments.
- 3.3 A summary of the key outcomes of the Pre-Appraisal & STAG Part 1 is provided below. An Executive Summary of the consultant's report is appended to this Committee report, while the full Pre-Appraisal and STAG Part 1 report can be made available on request.
- 3.4 **Objective Setting:** Taking cognisance of the policy context and the key problems and opportunities identified during the study, nine Transport Planning Objectives (TPOs) were set and agreed by the Client Group which comprised officers from Aberdeen City Council, Aberdeenshire Council, Nestrans, Transport Scotland and Department for Transport, UK. The TPOs are:
- TPO 1:** Provide a designated HGV route to and from ASH which is more efficient than alternative routes to help minimise inappropriate routing, environmental and nuisance impacts
- TPO 2:** Contribute to the wider development of Altens through minimising the impacts of harbour traffic on Hareness Road
- TPO 3:** Maximise the landside opportunities for harbour related economic activity
- TPO 4:** Minimise travel times by road between ASH and the Aberdeen Western Peripheral Route (AWPR) / Charleston junction and King George VI Bridge
- TPO 5:** Provide an access route to / from ASH for abnormal loads which avoids residential areas
- TPO 6:** Provide connections to/ from ASH which help to tackle any perceptions of poor quality access to and from the harbour
- TPO 7:** Provide appropriate public transport connections to/ from ASH reflecting the type of activity at the harbour
- TPO 8:** Provide appropriate active travel connections to/ from ASH reflecting the type of activity at the harbour
- TPO 9:** Improve the resilience of transport connections to and from ASH
- 3.5 **Option Development:** Work undertaken to develop road, public transport and active travel options through the STAG Pre-Appraisal and Part 1 process generated a number of options that were subject to a public and stakeholder consultation exercise to help identify recommended outcomes to take forward to the more detailed STAG Part 2 appraisal. The long list, description and diagrams of the options can be found in the main STAG report.
- 3.6 The public and stakeholder engagement events that were carried out included online consultation and two public drop-in events in the local area to help identify potential issues and gather their views on the options identified. The event gathered a wide range of views with over 350 responses via the questionnaire provided at the events and online. The views identified were

collated and form part of the STAG appraisal. (see the Executive Summary in Appendix 1 for further details).

- 3.7 A key outcome following the stakeholder and public consultation was the removal of two options from the previously identified list of possible options. The option identified as A6 in the STAG Appraisal provided a new link between the residential area of Cove and the industrial area on Souther Head Road. The land impacted currently acts as a noise and visual barrier between the Cove residential area and the Altens Industrial Estate. The option would require the removal of the existing tree barrier and this was subject to significant negative feedback during the consultation event. It is also considered to have significant environmental and nuisance impacts when measured against TPO 1. Based on the above, it was determined appropriate not to progress any further with this option.
- 3.8 The other option also determined not appropriate to be progressed is identified as A1 in the STAG Appraisal which provided a new road connection from Greenwell/ Greenbank Road across the former Ness Landfill site to the existing railway bridge on Coast Road. The option route is relatively circuitous and is significantly longer than the other options assessed. The option also relies on the existing railway bridge and therefore would not improve access for abnormal loads; would have a limited impact on the perception of poor access; and would not enhance transport resilience.
- 3.9 The table below provides the short list of road, public transport and active travel options recommended to be taken forward to the STAG Part 2 Stage following the outcomes of sifting, development and engagement process. Further details on the recommended options can be found in Section 1.7.1 of the Executive Summary in Appendix 1.

Category	Option ID	Option Description
Road	A2	Provide a new road connection from Greenwell Road / Greenbank Road via St Fitticks Community Park to Coast Road with a new underbridge under the railway line
	A3	Provide a new road connection from Greenwell Road / Greenbank Road via the former Ness Landfill site and a new bridge over the railway. A variant of this option referred to as (A3 – Variant 1) which includes an additional link from the western side of the new bridge around the perimeter of the landfill site to the existing bridge on the Coast Road will also be explored at the next appraisal stage.
	A4	Improve the existing route via Hareness Road through the provision of a new bridge over the railway on Coast Road and capacity improvements

	A5	Provide a new road connection between Coast Road and Souter Head Road and a new bridge over the railway on Coast Road.
Public Transport	B1	Extend / enhance existing bus services between ASH and Aberdeen City Centre
	B2	Provide a new bus service between ASH and Aberdeen City Centre for cruise tourists
Active Travel	C1	Enhance active travel routes between Nigg Bay and Aberdeen City Centre
	C3	Provide a dedicated cycle route from the Coast Road through Tullos Hill to the A956 and onward to the Deeside Way

- 3.10 Following approval of options emerging from the STAG Part 1 process, the next stage will be to carry out a STAG Part 2. This is a more detailed appraisal of options being taken forward and includes detailed analysis of each options performance against the Transport Planning Objectives (TPOs), STAG Criteria (Environment, Safety, Economy, Integration, and Accessibility and Social Inclusion), Cost to Government and Risk and Uncertainty. This detailed option appraisal will assist Aberdeen City Council and partners in the identification of a preferred option(s) to meet the objectives including to maximise the wider economic benefits of the development in the surrounding area. The STAG Part 2 will provide the detailed and robust evidence to inform a Full Business Case which will be critical for successful delivery.
- 3.11 The STAG Part 2 Appraisal will be procured through the Scotland Excel Framework contract and it is anticipated that the work will be carried out during 2018-19, 2019-20 and 2020-21. The work will be managed by Aberdeen City Council with oversight from the City Region Deal Transportation Working Group. The current estimate to complete the STAG Part 2 Appraisal is £250,000 that includes consultancy fee and internal staff time. This estimate will be reviewed once the procurement process has been completed. The approval of the Strategic Commissioning Committee is being sought (on 20 November 2018) for the total estimated expenditure in relation to the STAG Part 2 Appraisal. Approval of the recommended options will also require approval by the UK Government and Scottish Government.
- 3.12 The STAG Part 2 Appraisal will also recognise (and take account of where appropriate) the on-going relevant work:
- AWPR;
 - Wellington Road Multi Modal Corridor Study (STAG Pre-Appraisal and Part 1 completed and Part 2 Appraisal underway);
 - Aberdeen City Region Deal Strategic Transport Appraisal Pre-Appraisal Report (2018);
 - Aberdeen Roads Hierarchy (currently in development);
 - Aberdeen Sustainable Urban Mobility Plan (SUMP) (currently being reviewed);
 - City Centre Masterplan (phased programme);

- CIVITAS Portis EU-funded transport projects (2016-2020);
- A90(S) Park and Ride, Portlethen (no programmed date);
- South College Street improvements (design review underway);
- Craigshaw Drive cycle route (detailed design underway);
- Aberdeen South Harbour – Transport Action Plan (2018);
- Future residential and industrial development to the south of the city and associated road improvements (identified through the Local Development Plan or planning applications that may impact on the area);
- Any future changes to public transport provision (changes to services including routing and frequency);
- Aberdeen – Central Belt Rail Improvements (options currently being reviewed).

3.12 The Aberdeen City Region Deal Joint Committee on 9 November 2018 decided to:

- 2.1 *Note the outcomes of the External Transportation Links to Aberdeen South Harbour Pre-Appraisal and STAG Part 1 Report (Appendix 1);*
- 2.2 *Approve the recommended options identified in Section 3(v), subject to approval at Aberdeen City Councils', City Growth and Resources Committee and Strategic Commissioning Committee;*
- 2.3 *Approve the business case in Appendix 2 to carry out the STAG Part 2 Appraisal of the project, subject to UK Government and Scottish Government approval; and*
- 2.4 *Subject to recommendations 2.2 and 2.3 above agree that the Chief Officer - Strategic Place Planning proceed with the STAG 2 Appraisal.*

4. FINANCIAL IMPLICATIONS

4.1 The project's funding was approved as part of the Aberdeen City Region Deal by both Councils on 17th August 2016 and by the UK and Scottish Governments on 21st November 2016. Within the Aberdeen City Region Deal, £25m has been allocated from the UK Government (£12.5m) and Scottish Government (£12.5m) for the transport infrastructure to support the harbour expansion. The budget for the STAG Part 2 element of the project (£250,000) will come from this funding stream and similar to other capital funded projects will be subject to the capital plan review.

5. LEGAL IMPLICATIONS

5.1 The project will comply with internal governance procedures and progress will also be reported to the Aberdeen City Regional Deal Transport Working Group at its regular meetings.

5.2 The commission will be procured through the Scotland Excel framework Agreement contract and this will be undertaken in line with the Council's Procurement Regulations.

5.3 A State Aid Assessment will be required as part of the assessment of “implementability” of any road upgrade option, although this assessment would not be required as part of this stage of the appraisal process.

6. MANAGEMENT OF RISK

	Risk	Low (L), Medium (M), High (H)	Mitigation
Financial	The project comes in over or under budget	L	<p>The appointed consultant will, upon inception, submit a programme of anticipated costs and expenditure, and this will be monitored and updated by the consultant throughout the commission, with monthly reports submitted to the Council.</p> <p>Project Management will be reported monthly to the Council’s Transportation Programme Board (TPB) and reported to the Aberdeen City Region Deal Transport Working Group.</p>
Legal	Officers breach terms of financial standing orders and other internal governance procedures.	L	Staff have been trained in project management, procurement and standing orders legislation. Staff will work closely with legal and procurement colleagues to minimise risks. The TPB, which includes officers from legal procurement and finance, will monitor compliance with internal governance and procedures.
Employee	Insufficient staff resource to adequately manage the commission	M	Monthly monitoring of project progress to the TPB.
Customer	The final outcomes / recommendations do not reflect the needs of transport users.	L	The participatory nature of STAG means that public and stakeholder engagement has been undertaken, and will continue to take place

	Certain customer groups feel excluded from the decision-making process.		<p>throughout the process and via a range of means to be as inclusive as possible.</p> <p>The multimodal nature of the study means that the needs of all transport users are considered and efforts will be made to avoid disproportionately disadvantaging any particular group of users.</p>
Environment	There are a number of environmental designations in the study area such as, a Site of Special Scientific Interest, Local Nature Conservation Sites and a community park. There are also several listed building and scheduled monuments within the study area. The site of the former Ness Landfill is located within the study area.	M	One of the key TPOs is to minimise the environmental impacts. A Baseline exercise was carried out as part of the STAG 1 study and a more detailed environmental assessment will be carried out as part of the STAG Part 2 study to identify any environmental impacts and mitigations.
Technology	There is a risk that appropriate routing to the new facility is not optimised due to insufficient directional information.	M	The assessment will include consideration of the use of appropriate intelligent transport technology to assist in improving access to this major new facility.
Reputational	There is a risk inherent in not progressing this key infrastructure improvement set out in the Aberdeen City Regional Deal which will deliver a range of benefits including improved access to a major new development facility in the south of Aberdeen. There is a reputational risk to the	M	Proceeding with the study and regularly communicating progress will demonstrate the Council's commitment to tackling these issues and that action is being taken.

	<p>City if it does not invest in transport infrastructure that caters for the needs of a high performing international city economy by providing a transport network with capacity to cope with the demands of a major facility</p>		
--	---	--	--

7. OUTCOMES

Local Outcome Improvement Plan Themes	
	Impact of Report
<p>Prosperous Economy</p>	<p>Positive decision making informing the progressive implementation of transport infrastructure improvements for the Harbour Development at Bay of Nigg directly supports a range of policies and strategies that will benefit the economy including:</p> <p>Prosperity for Aberdeen 2017-2022:</p> <p><i>Investment in Infrastructure</i></p> <ul style="list-style-type: none"> We will support the new harbour development and work collaboratively to maximise tourism opportunities, including attracting high value cruises. <p><i>People friendly city – a city where people choose to invest, live and visit</i></p> <ul style="list-style-type: none"> We will refresh the local transport strategy, ensuring it includes the results of a city centre parking review; promotes cycle and pedestrian routes; and considers support for public transport, including the viability of a council owned bus company. <p>Local Outcome Improvement Plan: The Local Outcome Improvement Plan (LOIP) 2016-26 for Community Planning in Aberdeen (CPA) recognises a commitment to investing in infrastructure that caters for the needs of a high performing international city economy by providing roads with capacity to cope with the demands of business along with extensive air and sea links. Delivery of transport improvements for the Harbour Development at Bay of Nigg will assist in the priority of improving access to a key facility within Aberdeen.</p>

Prosperous People	<p>A defined, fully resourced programme of delivery for transport schemes, which includes implementation of transport infrastructure improvements for the Harbour Expansion at Bay of Nigg, will assist in improving access to a major new facility and enabling all people to share in the success that such a facility will provide to the City.</p> <p>The contents of this report are likely to be of public and media interest as it relates to transport infrastructure at a key location to the south of the city and therefore would contribute to a significant improvement to the movement of people and goods for the City and Region.</p>
Prosperous Place	Any measures to improve safety, reduce emissions and improve air quality will benefit communities located along the corridor through the development of a safer, healthier and more welcoming environment.
Enabling Technology	The assessment will include consideration of the use of appropriate intelligent transport technology to assist in improving access to this major new facility, therefore enabling all people to share in the success that such a facility will provide to the City.

Design Principles of Target Operating Model	
	Impact of Report
Customer Service Design	The appraisal is being undertaken for the benefit of all residents and businesses of, and visitors to, Aberdeen.
Governance	The project will comply with all internal governance procedures.
Partnerships and Alliances	Although led by Aberdeen City Council, the project benefits from the input of a wider client group, including representatives of Nestrans, Aberdeenshire Council, Aberdeen Harbour, Transport Scotland and the UK Department for Transport. The appraisal will continue to benefit from public and stakeholder input at the relevant stages on the STAG process.

8. IMPACT ASSESSMENTS

Assessment	Outcome
Equality & Human Rights Impact Assessment	<i>Not required</i>

Data Protection Impact Assessment	<i>Not required</i>
Duty of Due Regard / Fairer Scotland Duty	<i>Not applicable</i>

9. BACKGROUND PAPERS

None

10. APPENDICES

Appendix 1: External Transportation Links to the Aberdeen South Harbour Pre-Appraisal and STAG Part 1 Appraisal Executive Summary

11. REPORT AUTHOR CONTACT DETAILS

Name: Nathan Thangaraj

Title: Technical Officer

Email Address: NThangaraj@aberdeencity.gov.uk

Tel: 01224 523441

Appendix 1 – STAG Pre-Appraisal and Part 1 Appraisal – Executive Summary