

**ABERDEEN
CITY AND
SHIRE**

*Strategic Development
Planning Authority*

MAIN ISSUES REPORT

Transport Background Paper

2035

October 2011

Aberdeen City and Shire Strategic Development Plan



Area covered by the
Aberdeen City and Shire
Strategic Development Plan

The Aberdeen City and Shire Strategic Development Planning Authority published a Main Issues Report for consultation on 7 October 2011. The deadline for responses is 6 January 2012. The following documents were published in support of the Main Issues Report and are available from the Strategic Development Planning Authority or can be downloaded from its website:

Monitoring Statement

Housing Need and Demand Assessment

Equalities and Human Rights Impact Assessment

Strategic Flood Risk Assessment

Structure Plan Risk Assessment

Transport Background Paper

Climate Change Study

Habitats Regulation Assessment

SEA Interim Environmental Report

1. Introduction and Context

- 1.1 This Transport Background Paper has been produced to support the Main Issues Report for the Aberdeen City and Shire Strategic Development Plan (SDP). Since the current structure plan was prepared, new policy documents have been published; these include the National Planning Framework 2 (NPF2) and Scottish Planning Policy, the Strategic Transport Projects Review (STPR) and Development Planning and Management Transport Appraisal Guidance (DPMTAG). In addition, numerous projects have progressed beyond the point they were at in 2008 and the Regional Transport Strategy is due for updating.
- 1.2 The relationship between the SDPA, the Regional Transport Partnership (Nestrans), Transport Scotland and the two councils has developed during this period and considerable partnership working has taken place. It is recognised more than ever that the development plan does not operate in isolation and that by making connections between different policy documents, the region stands the best chance to recover from the recent recession and deliver appropriate development, supported by the necessary infrastructure, for the benefit of the area as a whole.
- 1.3 This paper will provide a review of the work that led to the identification of the structure plan spatial strategy and highlight the transport related policy material within the 2009 document. It will then illustrate how the Proposed Local Development Plans (LDPs) in the two council areas have reflected the requirements of the structure plan and how the appraisal of the cumulative impact of developments has been assessed and is proposed to be addressed.
- 1.4 With regard to the main issues report, this paper will revisit the transport proposals contained within the structure plan and consider the justification for carrying these forward into the SDP. A range of new intervention areas that have emerged from the cumulative transport appraisal are also shown as are possible new transport issues and projects for the next plan.

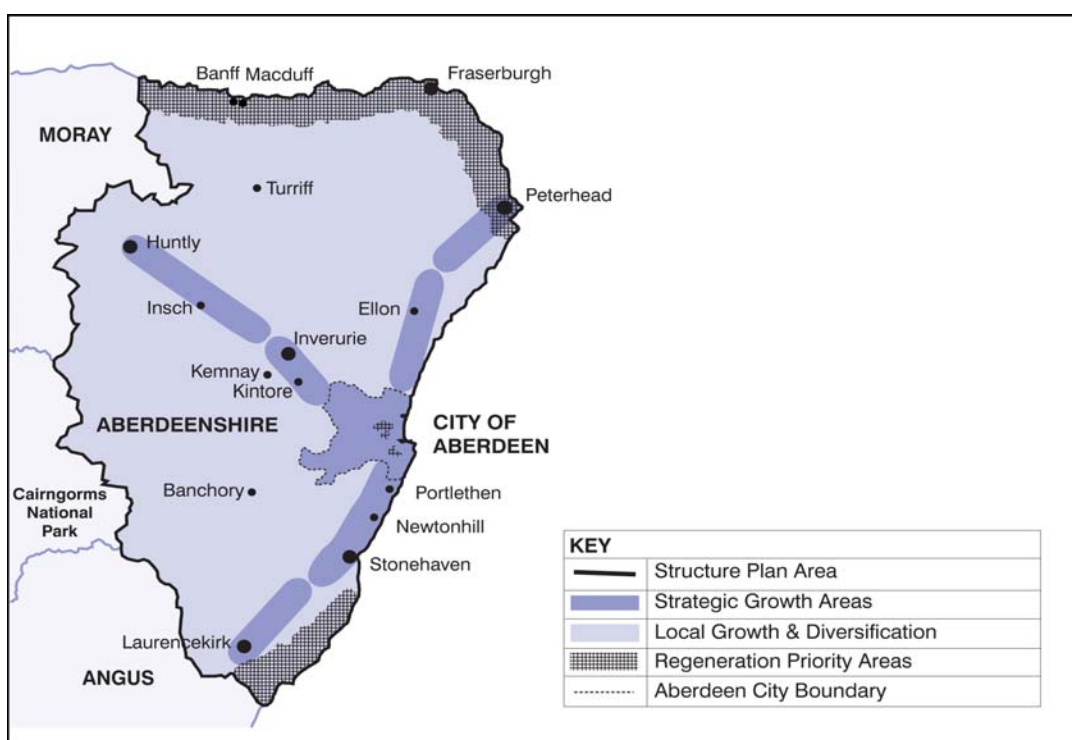
2. Background

- 2.1 The Aberdeen City and Shire Structure Plan (2009) recognised that the implications for the transportation system in terms of road, rail and bus networks and opportunities for modal shift will potentially be significantly influenced by the proposals contained within it. With this in mind, the development of the spatial strategy was significantly influenced by transport considerations. The plan therefore includes a number of references to transport and accessibility, the use of travel plans and the requirement to reduce the need to travel and make sustainable transport options more attractive to support modal shift.
- 2.2 Transport stakeholders were involved in the preparation of the structure plan and a considerable amount of technical evaluation, engagement and consultation was undertaken to assess the most appropriate spatial strategy for the north-east. The technical assessment covered a wide range of issues (21 in total) ranging from nature conservation and landscape through to pipelines and gas networks to emergency services and carbon footprint.
- 2.3 A wide range of potential distributions of development were considered, these were distilled down to eight final options with these then subject to evaluation including a high-level STAG (Scottish transport appraisal guidance). This included consideration of the eight options against the twelve operational objectives of the Regional Transport Strategy (RTS). Two options performed particularly well against the environmental and economic competitiveness themes of the RTS; these were:
- most of the development in Aberdeen City with significant development in the existing transport corridor; and
 - most of the development in the existing transport corridor with significant development in Aberdeen City.
- 2.4 Therefore, the concentration of development in Aberdeen City and within the Huntly to Laurencekirk corridor was seen as the optimum strategy and when the carbon footprinting of the options was analysed, it was clear that transportation was a key determinant. The availability, attractiveness and use made of sustainable modes of transport were the key variables, with options which

enabled reduced need to travel and having access or potential access to good public transport performing the best.

2.5 The inclusion of a ‘new transport corridor’ between Aberdeen and Peterhead was considered as a component in two of the original eight options and was included in the final version of the structure plan, although allocations are phased to take account of committed transport schemes. The eventual spatial strategy (see Figure 1 below) is essentially a hybrid of these two options and it was recognised from an early stage that such a combination may emerge instead of a single option.

Figure 1: Structure plan spatial strategy



2.6 In terms of scale of development, the structure plan allocates over 75% of the overall housing allowances and significant employment land to the strategic growth areas as shown in Table 1 below.

Table 1: Structure Plan Housing and Employment Allowances

	Housing 2007-16	Housing 2017-23	Housing 2024-20	Housing 2007-30	Employment 2007-30
Aberdeen City	16,500	10,000	9,500	36,000	175ha
Aberdeenshire					
Blackburn – Huntly	1,300	2,000	4,200	7,500	175ha
Portlethen - Laurencekirk	2,700	2,800	1,100	6,600	
Blackdog - Peterhead	1,600	2,300	2,100	6,000	88ha
Local Growth AHMA	1,000	1,350	1,350	3,700	unspecified
Local Growth RHMA	4,200	4,000	4,000	12,200	unspecified
			TOTAL	72,000	438ha

3. Aberdeen City and Aberdeenshire Structure Plan 2009

3.1 The spatial strategy is a fundamental element of the structure plan, but there are many references to transport infrastructure, investment requirements and new interventions throughout the plan. These highlight the importance of the A90 and A96 as strategic transport routes, external connections by air, sea and rail and requirements for significant public and private sector investment in new infrastructure to mitigate the impact of the scale of new development. There are also references to the influence the design and master-planning process can have on travel choices and the need to ensure that walking cycling and public transport are attractive alternatives to the private car.

3.2 A range of projects are proposed in the structure plan, many of them transport related and all required to help achieve the vision for the north-east. These are shown in Table 2 below.

Table 2: Transport proposals from the structure plan (p.26)

<ol style="list-style-type: none">1. The AWPR and other associated measures including improvements at the Bridge of Dee;2. Dualling between Balmedie and Tipperty and further improvements to the A90 (north);3. Improvements to the Haudagain roundabout, a third crossing of the River Don and other associated measures;4. A ring of new park and ride services around Aberdeen linking to the AWPR;5. Replacing Inveramsay rail bridge and further improvements to the A96;6. Road and rail improvements, such as Crossrail and including reducing journey times to Edinburgh, Glasgow and beyond;7. Putting the Aberdeen airport masterplan into practice;8. Better links between Aberdeen and the communities on the north coast of Aberdeenshire; and9. The city centre masterplan, including the proposal to make part of Union Street an area for pedestrians only.
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3.3 The structure plan action programme has reported regularly on the progress of these proposals. Several have been unable to progress as a consequence of the recent legal action related to the AWPR and this delay has added considerably to the anticipated delivery date of this most vital project. Prior to the AWPR being in place, the councils will continue to assess proposals on a case-by-case basis using transport assessments where appropriate. Transport Scotland recognises the challenges resulting from the continued delay in the AWPR project and the

other interventions that are likely to form part of the eventual contract. Until these begin to be delivered, a pragmatic approach must be adopted by all parties when considering the impact that may occur in certain locations.

- 3.4 Other projects have moved forward with Laurencekirk Station complete, the Third Don Crossing securing planning permission and upgrading the Aberdeen to Inverness railway line and Inveramsay Bridge subject to further studies and research.
- 3.5 At the time the structure plan was approved by Scottish Ministers in August 2009, the decision letter recognised that in representations concerns had been raised relating to transport infrastructure to support the implementation of land allocations. In response, Ministers stated that they were satisfied that the plan provided the strategic framework for local development plans (LDPs), although further transport appraisal during preparation of these two plans would be necessary to identify transport interventions and support delivery of the structure plan.

4. Aberdeen LDP and Aberdeenshire LDP

- 4.1 The LDPs are recognised as one of the main ways that the structure plan will be implemented, with one key element involving ensuring consistency with the structure plan in terms of the spatial strategy and phasing. However, the LDPs must also ensure that they build upon the key messages within the structure plan and take forward the requirements for well located development and design led sustainable mixed communities that will facilitate modal shift.
- 4.2 The LDPs now submitted to Scottish Ministers by both councils have been prepared to be consistent with the structure plan and examinations are underway that will consider all representations, with Reporter's recommendations due in late 2011 / early 2012.
- 4.3 For the Aberdeen City LDP a [Transport Framework](#) was prepared with a number of identified objectives (see below). This document involved two stages; Part A to help reach decisions over which sites to allocate as preferred options in the main issues report and Part B which involved an assessment of the cumulative impact

of development across the region and the level of additional infrastructure that would be required to support development (see section 5).

Table 3: Objectives of the Aberdeen City Transport Framework

<ol style="list-style-type: none">1. To assess the ability of development options to contribute to specific transport related objectives;2. To appraise the relationship of development options against committed transport projects;3. To assist the site selection process and identify the most sustainable locations for growth for inclusion in the LDP;4. To identify any additional transport infrastructure required to support the development options (in line with Local, Regional and National Transport Strategy objectives);5. To assess the cumulative impact of development and identify the likely level of infrastructure required across the North East;6. To provide a clear input into the overall development strategy for the LDP; and7. To establish a robust evidence base for future decisions on the growth of Aberdeen.

4.4 A number of representations have been raised during consultation on the Aberdeen LDP, with these coming from individuals, community groups, developers and the Scottish Government. These are concerned with differing aspects; managing the transport impact of development, identifying land for transport, delivering infrastructure and specific proposals such as the Third Don Crossing.

4.5 Aberdeenshire Council has undertaken micro-simulation 'paramics' modelling in several of the larger towns to determine the impact locally of the preferred allocations in the LDP up to 2023. This modelling has identified the local transport requirements necessary to allow development to proceed at the settlement level and has highlighted areas where developers must work together and with the council. The council has worked with Transport Scotland and Nestrans through the Future Infrastructure Requirements for Services (FIRS) group to ensure these identified interventions are robust. Representations have been received to the Aberdeenshire LDP covering many of the same issues as in Aberdeen.

4.6 The councils have also worked together to assess any cross-boundary transport implications of proposed allocations to inform local requirements, but also at a more strategic level (as discussed in section 5 below). This has been most apparent in the work on the cumulative transport appraisal undertaken between

November 2009 and August 2011. It can therefore be seen that the LDPs are instrumental in ensuring the structure plan requirements are delivered and that the conditions are in place for allowing the scale of growth anticipated.

- 4.7 The strategic development plan (SDP) main issues report currently being consulted on is clear that there are no plans to change the scale and location of development in the proposed SDP from that in the current structure plan; this has been supported in part by the housing needs and demand assessment. The preference to retain the same or similar strategy, along with the cumulative transport appraisal (CTA) and modelling done by Aberdeenshire Council suggests that additional transport appraisal at this stage is not required.

5. Cumulative Transport Appraisal (CTA)

- 5.1 Nestrans and the Strategic Development Planning Authority, in partnership with Aberdeen City Council, Aberdeenshire Council and Transport Scotland commissioned a study to carry out a transport appraisal of the emerging LDPs for Aberdeen City and Aberdeenshire in November 2009. The study used ASAM4 (the Aberdeen Sub Area Model) to consider the cumulative strategic transport impacts associated with the scale and distribution of development proposals. The use of ASAM4 has enabled a strategic overview of the impact of the proposals being outlined in the LDPs to be taken.
- 5.2 The modelling process applied a range of transport infrastructure and planning and development information along with anticipated changes in demographics and car ownership to calculate and forecast future levels of traffic and travel. The study focussed on the overall strategic and cumulative impacts of all developments on the network as a whole and predicted the impacts of the full scale of development, as outlined in the emerging LDPs, in the year 2023.
- 5.3 As well as anticipated changes in demographics and car ownership, the appraisal work assumed a number of already committed and proposed transport schemes to also be in place by 2023; these are shown in Table 4 below.

Table 4: Committed projects assumed delivered in CTA

<ol style="list-style-type: none">1. Strategic rail – improved Edinburgh-Aberdeen, Aberdeen-Inverurie & Aberdeen-Inverness services;2. Laurencekirk rail station & rail service changes; (now open)3. Grade separation on the A90 at Findon (now complete);4. A956 dual carriageway upgrade; (now complete)5. Union Street pedestrianisation and traffic management schemes;6. An A96-to-Aberdeen Airport Link Road;7. A90 Balmedie-Tipperty dualling;8. Aberdeen Western Peripheral Route;9. Proposed new Park & Ride sites and associated bus services;10. Haudagain Roundabout Improvements; and11. The Third Don Crossing.
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5.4 With the scale of development proposed, the appraisal shows that the introduction of the full structure plan allowance for housing and employment will erode the benefit achieved through the already proposed (and in some cases already completed and open) transport interventions. Congestion is forecast to increase at some locations beyond current day levels, including on the A96, A944, A956 and A90 South.

5.5 It is apparent that there are a number of locations where further interventions are needed to mitigate the effects of new development. Some of these were appraised and found to show a considerable proportion of traffic generated coming from specific sites; these are therefore classified as local projects; the link from Loirston to the A90 and from the AWPR Fastlink into Elsick fall into this category.

5.6 In contrast, the remaining intervention areas were found to be impacted upon by a whole range of sites across Aberdeen City and Aberdeenshire. The appraisal shows that a package of interventions (including potential road and public transport interventions) can mitigate the traffic impacts associated with the structure plan and LDPs. The CTA shows that even with the scale of development proposed; the committed schemes along with the interventions at strategic locations will result in an 8.5% reduction in the total level of congestion. The strategic intervention areas identified are included in Table 5 below.

Table 5: Additional strategic transport requirements identified by the CTA

Public Transport
New station at Kintore Bus priority measures Bus frequency improvements Additional bus services linking new development sites to city centre and key employment destinations.
Road Network (over and above local road infrastructure requirements)
North Aberdeen Parkway, Persley Bridge & Parkhill junction and capacity improvements
A96 corridor Capacity improvements & upgrade AWPR Kingswells North Junction
A944 Corridor Upgrade A944 junctions and safety / limited capacity improvements on access to A93
A956 / A90 Corridor Junction capacity improvements River Dee Link*

* Improvements at the Bridge of Dee already feature as a structure plan proposal and appear in Table 2.

6. Strategic Transport Fund Supplementary Guidance

- 6.1 The requirement for supplementary guidance emerged as a solution to the findings from the CTA. The purpose is to enable development to proceed by identifying necessary infrastructure and who will be liable to contribute as well as the means of delivery. By sharing the financial burden widely across the region, no one development will be liable for the cost of a specific strategic project or delayed by its implementation. By being upfront about the mechanism, developers will have greater certainty over strategic transport requirements. This will help ensure the continued delivery of development in support of sustainable economic growth in Aberdeen City and Aberdeenshire.
- 6.2 The proposed guidance requires housing and non-residential development in the identified strategic growth areas in the Aberdeen Housing Market Area (Aberdeen City and main corridors) to make contributions. For specific land uses, the level of contribution has been determined by a combination of land values and trip generation, with criteria established for windfall sites. As a result of these contributions, it is anticipated that a multi-million pound ring-fenced fund can be generated that will allow interventions to be delivered to mitigate the impact of

new development. These would be in addition to local requirements associated with specific sites, but together would complement the significant investment the public sector is making over the next 10 years through committed schemes.

- 6.3 In preparing the guidance, a number of meetings and presentations with / to developers and surveyors have taken place and they had an opportunity to comment on a pre-consultation draft in July / August 2011. The Scottish Government (and Transport Scotland) has also been involved in the preparation of the guidance. Consultation on the non-statutory guidance will run for six weeks, with comments considered by the SDPA in December and the two councils in January 2012. In the interim period, awareness of the guidance is being raised with developers with a view to securing contributions on any site within the LDPs or which is significantly greater than allocations in existing local plans. It is intended that the guidance will be adopted and fully operational by February 2012.

7. Strategic Development Plan (SDP)

- 7.1 The Aberdeen City and Shire SDP will be prepared following consultation on the main issues report and analysis of the representations received. This will be done in early 2012 with publication of the Proposed SDP currently planned for September 2012. Alongside the SDP, Nestrans have indicated the possibility of refreshing the Regional Transport Strategy (RTS) to ensure the maximum compatibility between these two regionally significant documents.
- 7.2 The main issue concerning transportation is the delivery of projects; those already in strategy documents including the structure plan and those identified through the CTA. This will require the proposals in the structure plan to be revisited to ensure they are expressed accurately. There are a number of other transport related matters currently in the structure plan that monitoring and stakeholder engagement has shown could be expressed differently or would benefit from updating. These should be highlighted in the main issues report as possible new proposals or as minor issues.
- 7.3 The structure plan already comprehensively covers transport proposals. A number of these continue to be delayed by the AWPR legal action and must be

carried forward into the SDP along with other regionally significant projects as shown in Table 6 below.

Table 6: Proposals in existing structure plan

Proposal	Justification
<p>AWPR and related</p> <ul style="list-style-type: none"> ▪ The AWPR and other associated measures ▪ Dualling between Balmedie and Tippetry ▪ Improvements to the Haudagain roundabout and other associated measures 	<p>These projects are confirmed as part of the AWPR contract. Even though they are delayed, the delivery of these projects at the earliest opportunity remains vital to the implementation of the development plan.</p>
<p>Possible AWPR related</p> <ul style="list-style-type: none"> ▪ A third crossing of the River Don; ▪ A ring of new park and ride sites linking to the AWPR 	<p>The third Don crossing has planning permission and a request has been made to include it within the AWPR contract. The park and ride sites (Dyce and Portlethen) may also be constructed as part of the AWPR contract.</p>
<ul style="list-style-type: none"> ▪ Improvements at the Bridge of Dee / River Dee link 	<p>A strategically important project given the scale of development in the A90 (south) corridor. Also contained within the CTA.</p>
<ul style="list-style-type: none"> ▪ Further improvements to the A90 (north) 	<p>A strategically important project given the scale of development in the A90 (north) corridor, the Energetica initiative and regeneration priorities along the north Aberdeenshire coast. This is also contained within the Strategic Transport Projects Review (STPR).</p>
<ul style="list-style-type: none"> ▪ Inveramsay rail bridge and further improvements to the A96 	<p>A strategically important project given the delays experienced here and level of development in the A96 corridor.</p>
<ul style="list-style-type: none"> ▪ Road and rail improvements, including Crossrail 	<p>Investment in road and rail infrastructure remains vital to the region, but funding difficulties exist. Local rail improvements are now recognised as best being delivered incrementally, with a new station at Kintore and Aberdeen-Inverness service improvements as early priorities. It is proposed that this is reflected in the SDP rather than the use of the term 'Crossrail'.</p>
<ul style="list-style-type: none"> ▪ Reducing road and rail journey times to Edinburgh, Glasgow and beyond 	<p>Improved connections to the central belt are important for economic development and also the attractiveness of sustainable transport options. It is proposed that</p>

	Inverness be added to the list.
<ul style="list-style-type: none"> ▪ Putting the Aberdeen airport masterplan into practice 	The airport is a strategic transport facility and continued support must be given to implementation of their investment plans.
<ul style="list-style-type: none"> ▪ Better links between Aberdeen and the communities on the north coast of Aberdeenshire 	Connections to the north coast could be in several forms, transportation links are vital to the economy and some regeneration efforts.
<ul style="list-style-type: none"> ▪ The city centre masterplan, including the proposal to make part of Union Street an area for pedestrians only 	Aberdeen city centre is a strategic destination that requires a co-ordinated approach to planning, transportation, retail and leisure development. This is now provided by the City Centre Development Framework.

- 7.4 In addition to the existing proposals, the CTA has identified a package of intervention areas where additional projects are needed to mitigate against the impact of new development. These areas have been identified using the principles of Transport Scotland's Development Planning and Management Transport Appraisal Guidance (DPMTAG) and appropriate interventions will be progressed in accordance with STAG.
- 7.5 Transport Scotland has been involved in the identification of these proposed intervention areas, the mechanism for delivering projects and how relative priorities will be determined. The supplementary guidance explained in section 6 will be used to facilitate delivery of these projects and discussions have taken place with Nestrans about inclusion of these interventions in the next Regional Transport Strategy. The interventions identified can be found in Table 5 on p.10.
- 7.6 The SDP will have to take account of transport related projects in any update or replacement of the National Planning Framework and must be aware of the content of the STPR, which identifies interventions to be designed, developed or delivered between 2012-22 and looks forward to 2032. The RTS meanwhile is to be refreshed and any opportunity to align this with the SDP process would be beneficial.
- 7.7 Aberdeen City Council and Aberdeenshire Council as roads authorities have responsibility for roads maintenance, safety and capacity issues on routes within their council area; with the exception of trunk roads which are the responsibility of Transport Scotland. Within council capital plans there are a number of significant

projects and other upgrades and enhancements that are already highlighted in the structure plan and action programme. There will also be additional projects that emerge in the life of the SDP that are not currently identified as priorities; one such potential proposal is the Inverurie Eastern Bypass.

- 7.8 In terms of additional or revisited proposals, the SDP main issues report reflects new thinking on the means of implementing local rail improvements and proposes that this would be better tackled through incremental improvements to the rail network and delivery of Kintore Station (in line with the STPR). Several significant elements of the Aberdeen Airport masterplan have been delivered and a revised masterplan will be published later in 2011. The issue of maintaining external connections to London and other destinations will be key, especially since it is unlikely that high speed rail will reach the north-east.
- 7.9 Stakeholder engagement has identified the expansion, protection and enhancement of the long distance path network as a potential proposal. Such routes are increasingly seen as valuable recreational and environmental assets, but also currently play a role in active travel and have potential for more significant sustainable tourism and other economic development opportunities. Longer term, some of these routes may offer possibilities for new transport connections. Routes include the core path and north east coastal path networks that link the City and Shire in several locations.
- 7.10 The issue of alternative fuel types is also an ongoing transport debate and whilst much of this may be unrelated directly to land use planning, should there be a requirement for electric charging or other infrastructure, this may be another aspect to discuss with the development industry.
- 7.11 A range of more minor issues have emerged since publication of the structure plan and through stakeholder engagement. These include the difficulty in monitoring travel plans over time and the lack of references to external links within the accessibility section of the structure plan.

8. Conclusion

- 8.1 This assessment brings together the broad range of activities by planning and transport stakeholders working at the local, regional and national level to make the best use of the transport network and plan for new investment.
- 8.2 The implementation of the structure plan is well advanced with the LDPs in both council areas currently subject to examination and due for adoption in early 2012. The intention to effectively roll forward the spatial strategy complete with housing and employment allowances into the SDP means that no additional impact on the transport network other than that already modelled is anticipated.
- 8.3 The delay caused by the AWPR legal action has added to the anticipated delivery date of the AWPR itself and the other significant projects associated with it. A pragmatic approach to the transport related impact of new development will have to be adopted when considering proposals. However, this is primarily an implementation issue and does not affect the strategy the structure plan has put in place.
- 8.4 Land use planning and transportation in the north-east has never been better aligned and this has been reflected in the work of the FIRS groups and wider plan preparation process in both councils. The partnership working on the supplementary guidance that has emerged from the CTA and early work to look at the relationship between the Regional Transport Strategy and SDP is further evidence of this alignment.
- 8.4 The SDP provides an opportunity to revisit the accessibility section, transport proposals and references to infrastructure funding in the structure plan. Whilst generally robust, there are a number of areas where it is possible to update the latest position on proposals, include appropriate new proposals and make minor amendments to existing wording.
- 8.5 The key priority over the life of the SDP must be the delivery of development and transport projects to facilitate sustainable economic growth.

9. Useful links

[Aberdeen City and Shire Structure Plan \(2009\)](#)

[Aberdeen City Local Development Plan](#)

[Aberdeenshire Local Development Plan](#)

[Cumulative Transport Appraisal](#)

[National Planning Framework 2](#)

[Scottish Planning Policy](#)

[Strategic Transport Projects Review](#)

[Development Planning and Management Transport Appraisal Guidance](#)

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Aberdeen City and Shire Strategic Development Plan Team

Archibald Simpson House
27-29 King Street
Aberdeen
AB24 5AA

Phone: 01224 628210

Fax: 01224 640517

Website: www.aberdeencityandshire-sdpa.gov.uk

E-mail: team@aberdeencityandshire-sdpa.gov.uk

