

ABERDEEN CITY COUNCIL

COMMITTEE	City Growth and Resources Committee
DATE	12 November 2021
EXEMPT	No
CONFIDENTIAL	No
REPORT TITLE	Beachfront Projects Feasibility Progress Report
REPORT NUMBER	
DIRECTOR	Steven Whyte
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REPORT AUTHOR	Craig Innes
TERMS OF REFERENCE	2.1.5, 3.2, 3.3

1. PURPOSE OF REPORT

- 1.1 The Beachfront Feasibility Report was presented to the City Growth & Resources Committee on the 25th August 2021. This previous report identified three potential Masterplan options for developing public realm upon the Beachfront and three potential options for developing key facilities on the Beachfront including the Beach Ballroom, the Leisure Centre, and a potential sports Stadium.
- 1.2 Following submission of the August report the Committee instructed the Director of Resources to further develop the proposals included in the report and identify a preferred option to take forward for detail design, planning, business case approval and subsequent construction.
- 1.3 This updated report describes the journey which has been taken with key stakeholders to identify a recommended option and route for future project development. This is supported by commentary relating to costs, available site information, stakeholder involvement and project risks.
- 1.4 This report is complementary to the City Centre Masterplan Review (Report Number Ref: RES/21/266)

2. RECOMMENDATION(S)

Recommendations relating to this report are contained within the overarching covering report due to interdependencies.

3. BACKGROUND

- 3.1 Key aspects of the initial Feasibility Report in August 2021 included:
 - The importance of the re-imagined Beach Ballroom, including a desire to return it to its former glory when it was known as the 'People's Ballroom'.

This needs to recognise the buildings heritage and historic significance whilst equipping it for the future as a modern events venue.

- Development of a new Sports stadium and replacement leisure centre with the potential to share/link facilities to support joint funding with the Stadium Anchor tenant and realise economies of scale.
- A desire for a dynamic waterfront making the most of the Beach Boulevard and considering support facilities such as changing accommodation/beach huts and a potential pier structure.
- Excellent, high quality public realm.
- Reviewing previous studies on potential leisure activities and how this could be configured within the Masterplan. This should be fully inclusive and consider catering for all income groups that may visit the Beachfront.
- Access and Connectivity between the Beachfront and the City Centre.
- Infrastructure, including traffic management that reduces the impact of the existing road network to promote alternative forms of travel, including cycling, whilst improving public realm.
- Co-ordination with potential flood/sea defence works planned for the area.

3.2 Since the August 2021 report an evaluation of the Masterplan concepts and the Leisure options combining the proposed new Stadium, Water Leisure, Ice Rink, Gym and Spa has been undertaken.

3.3 The Appendix Section 2.0 provides the detail of each of the Masterplan concept and Stadium/Leisure options that were considered:

- Masterplan Rope Works Option
- Masterplan Tram Lines Option
- Masterplan Groynes Option
- Stadium Option 1(A) + 1(B)
- Stadium Option 2
- Stadium Option 3

3.4 A series of workshops were held to evaluate the above options against the following criteria (refer to the Appendix Section 3.0):

1. Accessibility & Social Value

A key focus of the Masterplan is to create a transformational environment for the Beachfront with an emphasis on tariff-free play zones and scenarios within an inclusive design, allowing access for everyone. The ability of these spaces to be seamlessly linked allowing for the ease of movement between zones for pedestrians, cyclists and other active sustainable travel was also a key consideration.

2. Vision & Culture

This scoring section focussed on how the Masterplan can best promote Aberdeen's Beachfront as an emerging civic, regional, and international asset. This evaluation scoring also examined the integration of heritage and culture in the Masterplan and Leisure elements.

3. Urban Design & Planning

This section focussed on the ability of each option to address the emerging city plan and planning policy guidelines. Each option was also tested against placemaking principles to ensure the Urban Design solutions were of the highest quality.

4. Commercial

Whilst not the highest priority, all options were scored against affordability, commercial viability, and potential footfall. Employment opportunities and potential revenue generation was also evaluated in conjunction with an assessment of technical complexity, deliverability, and future maintenance considerations.

5. Adaptability & Sustainability

The ability for each Masterplan to be able to be adapted to suit future requirements was a key consideration. These flexible Masterplan options were also tested against key environmental considerations such as Low or Net Zero Carbon technologies, renewable energy, the preservation of natural habitat and the promotion of biodiversity.

- 3.5 The appraisals from the evaluation exercises scored the Ropes Conceptual Masterplan and Option 2 - new build leisure centre and ice arena, new build football stadium - as the recommended options for progression to development. The Options are further detailed within the Appendix Section 3.0

4. Stakeholder Engagements

- 4.1 A series of stakeholder engagements have taken place with those associated with the core Beachfront facilities – Beach Ballroom, Beach Leisure Centre, and Stadium (refer to the Appendix Section 4.0).

- 4.2 An extensive consultation and engagement was undertaken with children and young people. The outputs of these exercises are shown in the Appendix Section 4.2 and included the following:

- Workshops with P6 Primary School children followed by a presentation of their ideas to members of the design team.
- A 'creative postcard exercise' undertaken with secondary school students.
- Consultation through a QR code and online survey.

- 4.3 Discussions also took place with a range of organisations that use and/or have an interest in the Beachfront, including the Chamber of Commerce, the Cricket Club, and the Surf Club (refer to the Appendix Section 4.1)
- 4.4 Workshop sessions were also held with key stakeholders associated with the Beachfront facilities forming the basis of this review – The ballroom management, Sport Aberdeen, and Aberdeen Football Club. During these sessions' outputs from the Option Appraisal exercise described above were presented and confirmed as an agreed recommendation.

5. **Planning Process**

- 5.1 The instructions from the August Committee included the preparation of a range of business cases, options appraisals, and detailed designs for different aspects of the Beachfront projects. The August Committee further instructed the initiation of a formal planning pre-application consultation for the Beachfront activities (Beach Ballroom, Sports/Leisure facilities, public realm/beach landscaping) and/or subsequent planning applications and for the implementation of measures along the promenade and surrounding areas.
- 5.2 Given that the outcome of the August Committee included Options Appraisals being brought forward for various aspects of the projects, it was agreed that the formal Planning process should not commence until a Preferred Option was selected for each aspect of the Beachfront: Masterplan Concept including public realm and/or Pier; Beach Ballroom; and Stadium/Leisure. In addition, an alternative Consenting Strategy is being recommended (refer to the Appendix Section 5.0) following discussions with officers with the Council's Planning service.
- 5.3 Notwithstanding the above, significant progress has been made in relation to planning activities and associated discussions with Council officers and relevant statutory consultees. The following reports on progress of the following planning items, which are elaborated further below and cross-referenced within the Appendix Section 5.0 where relevant:

Queens Link Urban Park and Promenade/Immediate works as 'permitted development'

- 5.4 The works proposed at the existing open and recreational space at Queen's Links and the Promenade/Esplanade would fall into Class 30 'permitted development', as they would be for the maintenance or improvement of the land and would retain the existing function (namely open space for recreational activity) exercised by them on said land. Any works which would not clearly fall into the description of Class 30 works, could be undertaken in accordance with Class 33 of the Order which permits planning authorities to undertake any development under any enactment provided that they do not exceed £250,000 each.
- 5.5 On this basis, any such works can commence as soon as they are ready to be taken on site, however the Indicative Planning Consent Programme below

indicates the 'Urban Park Permitted Development Works' commencing in line with the approval of a draft Development Framework (further outlined below).

- 5.6 The principle of the above position was confirmed and agreed in writing by Council Officers as part of our ongoing Pre-Application discussions. We will continue to liaise with Council officers as the detailed design of any Urban Park proposals, and Promenade/Esplanade works progress to confirm the above position.

Pre-Application Enquiry with ACC Planning officers in relation to all Beachfront Masterplan projects

- 5.7 A request for formal Pre-Application advice was submitted to Council Officers on 15th September 2021. The request presented Appendices A-G of the Beachfront Projects Feasibility Report presented to the August CG&R Committee, detailing the various options for the development of the beachfront, Ballroom and Stadium/Leisure.
- 5.8 Given the early stage of many of the design options for the Masterplan and constituent workstreams, it was agreed with Officers that ongoing design meetings and workshops would form part of the pre-application process and would continue beyond the selection of Preferred Options. Council Officers have therefore been involved in design workshops in September and October, as well as ongoing dedicated Planning reviews.
- 5.9 Feedback from Council Officers has been taken into account as part of the Options Appraisal process leading to the recommendations contained in this Report. It has been agreed that discussions with Planning officers will continue and focus on any Preferred Option that emerges from the November CG&R Committee.

Environmental Impact Assessment Screening

- 5.10 A request for an EIA Screening Opinion was submitted to Council Officers on 15th September 2021. As part of ongoing discussions with the Council officers, an alternative Consenting strategy is being considered which would see the Beachfront projects being brought forward as a Development Framework– to be approved by the City Growth and Resources Committee – which will seek to establish the principle of the Beachfront Masterplan and its constituent developments in a more flexible and controllable manner. Thereafter, detailed applications for Planning Permission (and associated consents) for these constituent developments can be submitted individually, allowing maximum flexibility and minimising risks across all the projects.
- 5.11 Given this proposed change in consenting strategy, the request for an EIA Screening Opinion has been withdrawn, and this will be revisited following the selection of Preferred Options and the associated Development Framework and consenting strategy. The Consenting Process / Indicative Programme outlined below has allowed for the potential requirement for an EIA for the Stadium/Leisure and Pier works.

Engagement with Marine Scotland

5.12 The Design Team have commenced engagement with Marine Scotland on these potential developments and have requested a 'Pre-Application Statement' from the Marine Scotland Licensing Operations Team (MS-LOT), which will provide formal clarity on the requirements for Pre-Application Consultation as part of any Marine License process. MS-LOT will also confirm any requirements in relation to EIA Screening (as to whether they consider a Pier to constitute 'Schedule 2 development') for any Pier/Boardwalk and Slipway developments. In the meantime, it has been confirmed that:

- A Marine License is only required for any works within the 'intertidal zone';
- Any Pre-Application Consultation for a Marine License can be combined and run-in tandem with any Planning-related Pre-Application Consultation process, including any (virtual) public events – albeit advertisement lead in periods are 6-weeks as opposed to 1 week for Planning events;
- A Marine License is only required to be in place in advance of any construction works commencing. As such, it is not required to align with any Development Framework or Planning Permission in Principle process, but it would be advisable to align with any applications for detailed Planning Permission.

Consenting Process / Indicative Programme (or Recommendations / Next Steps.

5.13 As outlined above, further to ongoing discussions with the Council as both prospective applicant/client and planning authority, an alternative consenting strategy is being considered which would see the initial stages of the Beachfront Projects being brought forward as a Council-approved Development Framework document, with individual applications for Planning Permission being brought forward thereafter. This is essentially an alternative, albeit similar, approach to Option 1 previously presented, and is explained further below. This alternative 'Development Framework' process has been discussed and agreed with Council officers and is now the Recommendation to the City Growth and Resources Committee.

5.14 The Development Framework approach will ensure hand-in-hand working with Council officers and seek to establish the principle of the Beachfront Masterplan and its constituent developments in a more flexible and controllable manner, while reducing the risks to the constituent developments within the Masterplan, and the potential for one constituent part to delay another. It will allow these developments to come forward separately where required, as individual applications for Planning Permission, while still all remaining consistent with the overarching Council-approved Development Framework. This process also allows for relevant assessments to be undertaken, and the development of the Preferred Options to be advanced, before taking the draft Development Framework to public consultation without losing any time in the overall programme.

- 5.15 An Indicative Planning Consent Programme is presented the Appendix Section 5.0 which outlines the indicative linear consenting process from the drafting of the Development Framework, through to separate applications for Planning Permission for the Stadium/Leisure and Pier, and the Beach Ballroom. It has been confirmed that the Urban Park (Queens Link) works are 'permitted development', and therefore these can commence as soon as they are ready to be taken on site, however the Indicative Planning Consent Programme below indicates the 'Urban Park Permitted Development Works' commencing in line with the approval of a draft Development Framework. This programme also allows for notable dovetailing of both Public Consultation for the Development Framework and the Pre-Application Consultation process for the (Major development) Stadium/Leisure & Pier, and also the preparation of any EIA in support of a Stadium/Leisure & Pier planning application should it be required.

6. Surveys

- 6.1 As reported in the Beachfront Projects Feasibility Report of August 2021, there will be a suite of surveys and technical reports that will be required to support the development of the Masterplan and any subsequent statutory consent processes, be it Planning, Building Warrant or Marine License. Following the selection of Preferred Options for the Masterplan and the constituent developments, these surveys and assessments can be fully scoped and commenced to align with said statutory processes and consultations. Outlined below is a developing scope for some of the more important detailed surveys to be procured, plus a list of the remaining surveys and assessments that are anticipated as being required.
- 6.2 In order to support the next stages of design of the preferred options, and to inform any Development Framework, it is recommended that the surveys listed and described in the Appendix Section 6.0 are procured, notably a Topographical Survey; Geo-environmental Desk Study; Review of Pier/Boardwalk Structure; Scottish water and road drainage surveys; Beach Ballroom Point Cloud Survey; the Further Surveys listed; and the Traffic Management plans outlined below. Further details of the underpinning activity required for these surveys are shown in the Transportation Briefing Note provided in the Appendix.

7. Traffic Management

- 7.1 A central concept of the masterplan is to develop the main beachfront area as largely car free, to encourage active travel and to provide a destination for people to enjoy safe leisure and recreational time without having their amenity spoiled by vehicles. The concept requires main vehicle routes to be redistributed around the Beachfront area, while maintaining elements of access for accessible parking, public transport, and essential servicing. A Traffic Management Plan, Transport Assessment and Active Travel Plan will be scoped with the Council and relevant consultees following the selection of Preferred Options.
- 7.2 The transportation issues and considerations to be addressed within the Masterplan broadly fall into 3 main categories, as follows:

- Trip generation associated with the new / reimagined leisure facilities.
- Trip generation associated with the new football stadium for AFC.
- Traffic and transport changes associated with new and altered transport networks.

Appendix B provides a full Transportation Briefing Note.

8. Masterplan

- 8.1 The proposed Masterplan (refer to the Appendix Section 7.1) is centred around the re-imagining of the iconic Beach Ballroom (refer to the Appendix Section 7.3), integrated with state-of-the-art Sport and Leisure facilities (refer to the Appendix Section 7.4) within an Urban Parkland setting (refer to the Appendix Section 7.2), creating a transformational and vibrant new Beachfront destination for the City of Aberdeen.
- 8.2 The preferred Rope Works concept, inspired by the organic form of the rope weave, unravels into strands to form a hierarchical network of sinuous footpaths and desire routes, extending down from Beach Boulevard and opening up towards the heart of the Masterplan. The open strands shape the Masterplan framework to create the geometry of the key elements of the proposal, including areas of Arrival, Play, Parkland, Gathering and Shelter. Natural landforms offer protection from the elements, with proposed dune formations providing shelter from North Easterly winds.
- 8.3 The Rope Works concept allows the main desire route from Castlegate to flow down Beach Boulevard and transition from a formal character to more natural, softer, and playful forms, as the pathways extend out organically to link the key features of the Masterplan, culminating in a dramatic Boardwalk structure and viewpoint which extends out towards the sea.
- 8.4 The main features of the Rope Works conceptual Masterplan are outlined below (refer to the Appendix Section 7.1):
1. Beach Ballroom
 2. Stadium
 3. Leisure
 4. Boardwalk
 5. Ballroom Plaza
 6. Secret Garden
 7. Amphitheatre
 8. Gateway
 9. Hub

10. Event Field
11. Play & Games Zone
12. Dunes
13. Beach
14. Esplanade
15. Beach Pavilion
16. Slipway
17. Broadhill
18. The Valley
19. Beach Boulevard
20. Community Gardens
21. New City Square
22. Castlegate

8.5 The Appendix Section 7.1 provides both a visual and detailed overview of all of the aforementioned features listed in paragraph 8.4 which comprise the Ropes Works conceptual masterplan. Extensive detail, options and overlays are provided for each element, but focus is given to the core assets: Urban Park; Beach Ballroom; Leisure Facilities; Stadium.

9. Promenade/Immediate Works

9.1 A number of immediate upgrades and repairs are scheduled for the promenade. These were derived from both ideas and suggestions provided by the public and beach user groups and the acceleration of programmed works. This includes the resurfacing of footways, replacement of unsafe and corroded stairways, replacement of corroded railings, painting of exiting railings, installation of new walling at the front of highlighted strips of embankment, installation of ten additional 'big belly' bins, additional accessibility. (refer to the Appendix Section 7.5)

10. Beach Boulevard/Connectivity

10.1 As reported in the Beachfront Projects Feasibility Report of August 2021, there is a desire to improve the connection between the City Centre and the Beachfront via the Beach Boulevard, and for this to positively contribute to that journey. The earlier work undertaken has been developed in line with the emerging preferred Masterplan, maintaining the is an opportunity to extend the character of the City centre further towards the Beach whilst extending the

character of the new park back up Beach Boulevard towards the City, shortening the perceived distance between the two.

- 10.2 The current design work for the Beach Boulevard is provided in Section 7.6. These indicative interventions to Beach Boulevard and the alterations to the roundabout connection to Justice Street have still to be tested in relation to geometries and traffic modelling. The aim, however, is to illustrate an aspiration for how these spaces could be transformed, and how existing space could be reallocated to pedestrians/cyclists and public realm, transforming the experience of travelling towards the beach, with the following aims:
- Increasing pedestrian and cycle connectivity between the City and the Beach;
 - Improving the appearance and experience of walking or cycling to the Beach;
 - Improving legibility of the journey;
 - Providing a segregated cycle route;
 - Increasing soft landscape and biodiversity;
 - Accommodating SUDS.
- 10.3 Following the confirmation of the preferred Masterplan option, design work on the Beach Boulevard will be further progressed, including the testing of road geometries and traffic modelling, and discussions with Council officers. An update on the proposed interventions will be reported back to the February City Growth & Resources Committee.

11. Energy Centre

- 11.1 As outlined within Appendix Section 7.7, the project gives a platform to incorporate new & innovative technologies and systems, to provide a net zero carbon, electricity, heating, and cooling solution to serve the load demands of the development. Additionally, there is scope for a solution which aligns with Aberdeen City Council's hydrogen strategy, to generate demand and interest in hydrogen as a power source in order to achieve their climate goals and to capitalise on the unique skills-base of the region.
- 11.2 The energy centre solution will need to meet the requirements of Aberdeen City Council Climate Change Plan 2021-25: Towards a Net Zero and Climate Resilient Council. The Plan sets out the approach, pathway, and actions towards net zero and climate resilient Council assets and operations, by 2045. As such, energy-efficient designs will be incorporated alongside renewable and low carbon energy sources, with consideration provided on how further de-carbonisation could be achieved in the future.
- 11.3 Given the scale and importance of the facilities planned within the development, the energy demands will be significant and critical to function. Consideration should therefore be given to added robustness and security of energy supplies so the energy centre solution should incorporate a degree of redundancy and back-up. This integrates smoothly with renewables-powered electrolysis or CHP (Combined Heat and Power) units adapted to support hydrogen, either partially or as the sole fuel source. In this respect the new Energy Centre and associated plant and equipment will be sized and arranged to be adaptable to current and future demands, technologies, and fuels.

11.4 During this appraisal of the various options detailed in the Appendix Section 7.7 we would expect that collaboration will be possible with the Councils chosen Green Hydrogen Joint Venture partner to fully explore and understand the feasibility of this option. We would also anticipate consulting with other 3rd Party CHP specialists. This appraisal would include all load profiling, sizing, location considerations, technical specifications, capital costs and running costs considerations.

12. FINANCIAL IMPLICATIONS

12.1 The 2021 Budget meeting on 10 March outlined a funding commitment totalling £150M from the General Fund Capital Programme over financial years 2021/22 to 2025/26 to ensure the Council transforms the city centre and beach area.

13. LEGAL IMPLICATIONS

13.1 In order to fully understand land ownership patterns in the beach area, officers are currently compiling up to date land and building ownership, leases, covenants etc. This requires the examination of a significant number of very old and lengthy handwritten title deeds and Acts, stretching back over the last 100 years.

13.2 A visual plan has been instructed from Millar & Bryce Limited who are working with officers on the numerous title checks, and work has commenced to plot the ownerships, leases, and any other relevant rights.

13.3 To date, there is no evidence to suggest that the Council does not currently own the ground at the beachfront of the review area. Work to verify the position will continue.

14. MANAGEMENT OF RISK

The recommendations contained within this report and the assessment of risk contained within the table below are consistent with the Council's Risk Appetite Statement. The risk ratings specified reflect the risk level post-mitigation assuming that the mitigation actions will be implemented and completed.

Category	Risk	Low (L) Medium (M) High (H)	Mitigation
Strategic Risk	Risks inherent in not addressing the changing	L	Review update and reprioritise masterplan

	circumstances in the city centre will have a significant effect on the delivery of our city and regional economic strategies		objectives and delivery programme as set out in this report
Compliance	No significant risks identified.		
Operational	Resource capacity for our staff involved in the review	L	Hub North Scotland have been appointed to support the review and provide project management support
Legal	<p>The Council does not have full control over the land within the review area due to unknown legal restrictions and/or rights held by third parties.</p> <p>Any legal restrictions (e.g., identification of common good land) and/or other rights held by third parties could negatively impact the ability to deliver elements of the masterplan.</p>	M	As set out in Section 5 above, title checks are continuing to verify the land interests within the review area.
Financial	It is expected that there will be emerging financial implications as a result of this paper being approved,	H	Financial implications for the Council in terms of city centre recovery and programme delivery will be

	particularly around where best to support recovery		identified through the review An economic appraisal of any projects will be undertaken to articulate the net benefits of any intervention
Reputational	Not carrying out the review and identifying appropriate short, medium and long term actions would have significant reputational damage for the Council as a “place leader”	M	Undertaking the necessary review and taking appropriate action in the short term will assist in building confidence in the city
Environment/Climate	Environment and climate implications may potentially be in danger of being undermined in favour of short-term economic gains	M	Any risks will take into account the Council’s own Net Zero targets and be embedded in the masterplan review

7. OUTCOMES

<u>COUNCIL DELIVERY PLAN</u>	
	Impact of Report

Aberdeen City Council Policy Statement	Supports the delivery of Economy Policy Statement 4 – Increase city centre footfall through delivery of the City Centre Masterplan. 7 – Continue to maximise community benefit from major developments.
Aberdeen City Local Outcome Improvement Plan	
Prosperous Economy Stretch Outcomes	Supports Outcome 1 10% increase in employment across priority and volume growth sectors by 2026
Prosperous People Stretch Outcomes	Supports Outcome 7 Child Friendly City which supports all children to prosper and engage actively with their communities by 2026
Prosperous Place Stretch Outcomes	Supports Outcome 14 Addressing climate change by reducing Aberdeen's carbon emissions by 42.5% by 2026 and adapting to the impacts of our changing climate Supports Outcome 15 38% of people walking and 5% of people cycling as main mode of travel by 2026
Regional and City Strategies	The report supports the priorities in the Regional Economic Strategy (RES) investment in infrastructure, regenerating our city centre, unlock development potential, improve the deployment of low carbon transport, to enable Aberdeen to realise development opportunities in the City Centre Masterplan. It contributes directly to the objectives in the city's destination plan and the role of the city centre beach in attracting visitors to the city and its wider attractions.

8. IMPACT ASSESSMENTS

Assessment	Outcome
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Impact Assessment	An Assessment will be carried out as an integral part of the masterplanning process.
Data Protection Impact Assessment	Not required at this stage.

9. BACKGROUND PAPERS

Aberdeen City Centre Masterplan

10. APPENDICES

2.0 PROJECT RE-CAP

2.1 THE VISION

2.2 MASTERPLAN

2.3 THE BEACH BALLROOM

2.4 STADIUM & LEISURE

3.0 FEASIBILITY OPTION APPRAISAL

3.1 SCORING CRITERIA

3.2 PREFERRED MASTERPLAN OPTION

3.3 PREFERRED STADIUM & LEISURE OPTION

4.0 STAKEHOLDER ENGAGEMENT

4.1 STAKEHOLDER EVENTS

4.2 CHILDREN & YOUNG PEOPLE

5.0 PLANNING PROGRESS

6.0 SURVEYS

7.0 DESIGN PROGRESS

7.1 MASTERPLAN

7.2 URBAN PARK

7.3 THE BEACH BALLROOM

7.4 STADIUM & LEISURE

7.5 PROMENADE / IMMEDIATE WORKS

7.6 BEACH BOULEVARD / CONNECTIVITY

7.7 ENERGY CENTRE

8.0 LEGAL & LEASES

10.0 COST DEVELOPMENT

APPENDIX B

TRANSPORTATION BRIEFING NOTE

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