

dpp PLANNING

PLANNING STATEMENT

TESCO STORES LTD

LAND AT TESCO EXTRA, WOMBWELL LANE, BARNSLEY



PLANNING STATEMENT

On behalf of: Tesco Stores Ltd

In respect of: Land at Tesco Extra, Wombwell Lane, Barnsley

Date: November 2017

Reference: RG/JB/2950ma/R002m

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Contents

1.0 EXECUTIVE SUMMARY....4
2.0 INTRODUCTION AND BACKGROUND....6
3.0 PROPOSED DEVELOPMENT....8
4.0 PLANNING POLICY OVERVIEW....10
5.0 STATEMENT OF COMMUNITY INVOLVEMENT....14
6.0 CASE FOR DEVELOPMENT....16
7.0 CONCLUSIONS....23

APPENDICES

APPENDIX 1 – LETTER TO LOCAL RESIDENTS

1.0 Executive Summary

1.1 This Planning Statement has been prepared on behalf of Tesco Stores Ltd in support of a full planning application for the erection of an A1 retail unit and associated works.

1.2 The site is situated within a wider area of retail and commercial development and currently consists of hardstanding in use as a car park, including park and ride spaces, adjacent to the Tesco Extra store.

1.3 The proposals are for a new retail unit (Use Class A1) with associated car parking and servicing arrangements and other works including the realignment of the existing car park layout. The proposed retail unit will provide 1,532m^2 of gross internal floorspace across a single retail floor with the existing area of car parking being shared between the proposed retail unit, the existing Tesco Extra store and, if necessary, park and ride. The retail unit will be serviced from a dedicated servicing area accessed off the internal access road.

1.4 The proposals are brought forward by the applicant as part of an asset optimisation strategy which follows a review of the businesses' existing assets that focused on existing sites which had underused areas within Tesco's ownership and which could be brought into active use. The proposal therefore seeks to bring forward a site which is virtually unused, into an active use in a manner that would have a positive economic impact on the local area.

1.5 It is demonstrated within this report that the principle of retail development in this location is acceptable with the application proposals according with the sequential test assessment and demonstrating no significant adverse impact upon any defined centre whilst delivering a high quality sustainable development.

1.6 The application proposals are demonstrated to provide a greater choice in retail destinations and bring various economic benefits for the local area and residents. Furthermore, the submitted application documents provide clarity that no significant adverse impacts will be felt with regards to residential amenity, transport and highways, drainage or other matters.

1.7 Having been assessed against both national and local policy, it is clear the proposals are compliant with policy and directly promote some of the key national and local principles of sustainable development. As such this application should be approved without delay in line with the Local Development Plan and the National Planning Policy Framework.

INTRODUCTION AND BACKGROUND



2.0 Introduction and Background

2.1 This Planning Statement has been prepared on behalf of Tesco Stores Ltd in support of a full planning application for the erection of an A1 retail unit and associated works.

2.2 This statement describes the site, its surroundings and the proposed development. It then considers the relevant planning policy framework before setting out the case for the development assessed within this context.

Site and Surrounding Area

2.3 The application site is within an area of existing car parking at Tesco Extra, Wombwell Lane, Barnsley. The site lies within the Stairfoot area of Barnsley and is adjacent to Barnsley Retail Park.

2.4 The site currently consists of a hardstanding car park for the adjacent Tesco Extra store and Park and Ride which fronts onto Wombwell Lane (A633). Vehicular and pedestrian access to the site is via Wombwell Lane (A633).

2.5 The application site is bound to the north by industrial units, to the north and east by garages with residential properties beyond, to the south the existing car parking associated with the Tesco Extra store and to the west by industrial units.

Planning Allocation

2.6 The site is allocated as 'Other Shopping Commercial Area' in the Barnsley Unitary Development Plan (UDP).

Planning History

2.7 It is not possible to establish from Barnsley Council's on-line records when planning permission for the Tesco store was originally granted, but the following planning permissions permitted the current configuration of the Tesco store and the area of car park to which this application relates;

- REF: 2006/1522 - Planning permission granted in January 2008 for 'Erection of extensions and installation of mezzanine floor to store, alterations to car par, access, servicing and landscaping and change of use to form park and ride facility' at the existing Tesco Extra store. This included various conditions and a Section 106 agreement to address the provision, maintenance and retention of the proposed park and ride facility.
- REF: 2008/0782 - A subsequent application approved in May 2008 for a variation of conditions in relation to the entrance and the location of the home shopping facility.

2.8 The remaining planning history related to the wider Tesco store site concerns minor applications, including lighting, signs and advertisements.

PROPOSED DEVELOPMENT



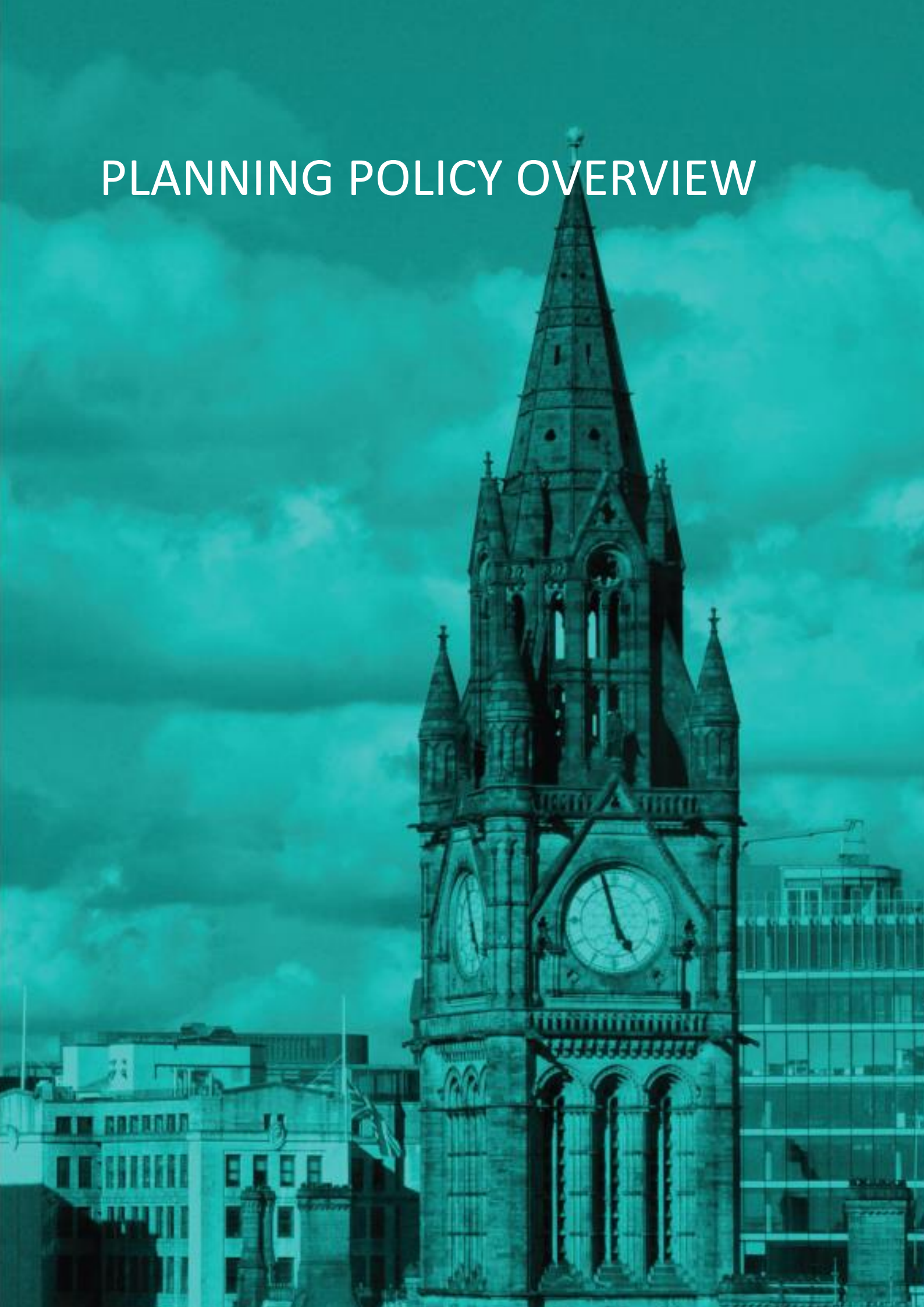
3.0 Proposed Development

3.1 The proposals are for a new retail unit (Use Class A1) with associated car parking and servicing arrangements and other works including the realignment of the existing car park layout. The proposed retail unit will provide 1,532m^2 of gross internal floorspace across a single retail floor with the area of car parking within the red line area, and the within the wider Tesco site, being shared between the proposed retail unit and the existing Tesco Extra store. The retail unit will be serviced from a dedicated servicing area accessed off the internal access road.

3.2 The site is currently owned by Tesco Stores Ltd and lies within the existing car park associated with the Tesco Extra store. The proposals are brought forward by the applicant as part of an asset optimisation strategy which follows a review of the businesses' existing assets that focused on existing sites which had underused areas within Tesco's ownership and which could be brought into active use. The proposal therefore seeks to bring forward a site which is currently underused, into an active use in a manner that would have a positive economic impact on the local area.

3.3 The application seeks consent for an 'open A1' planning consent with no restrictions on the sale of the type of goods which could be sold from the unit. The retail unit will share the existing car park with the adjacent Tesco Extra store and will be serviced through its own dedicated service yard/unloading area.

PLANNING POLICY OVERVIEW



4.0 Planning Policy Overview

Local Development Plan

4.1 As per Section 38 of the Town and Country Planning Act, development control decisions must be taken in accordance with the adopted development plan, unless material considerations indicate otherwise.

4.2 The current statutory Development Plan for Barnsley Metropolitan Borough Council comprises the Barnsley Core Strategy, adopted in 2011 and Saved policies of the Barnsley UDP (2000).

Barnsley Core Strategy

4.3 The Core Strategy was adopted in 2011 and sets out long term strategic policies for Barnsley's development.

4.4 The following Core Strategy policies are considered relevant to the determination of this application:

- Policy CSP 2 – Sustainable Construction
- Policy CSP 3 – Sustainable Drainage Systems
- Policy CSP 4 – Flood Risk
- Policy CSP 5 – Including Renewable Energy in Developments
- Policy CSP 8 – The Location of Growth
- Policy CSP 25 – New Development and Sustainable Travel
- Policy CSP 29 – Design
- Policy CSP 31 – Town Centres
- Policy CSP 40 – Pollution Control and Protection

Barnsley Unitary Development Plan (UDP)

4.5 The Barnsley Unitary Development Plan (UDP) was adopted in 2000. The UDP consists of two parts:

- Volume 1: Strategy Policy and Justification - this contains borough wide development strategies and policies, a number of which have been replaced by the adopted Core Strategy.

- Volume 2: Community Areas - this contains details of allocations for housing, employment, and other land uses and specific policies for 12 community areas and is accompanied by a proposals maps.

4.6 The application site, together with the adjacent retail park, is identified on the UDP Proposals Map as an 'Other Shopping Commercial Area'.

4.7 The following saved policies of the UDP are considered relevant to the determination of this application:

- Policy S 3 – Retail Development Outside Defined Shopping Centres
- Policy S 5 – Retail Development Outside Defined Shopping Centres
- Policy WW 19 – Principal Shopping/Commercial Centres

Supplementary Planning Documents/Guidance

Parking SPD 2012

4.8 This document is a material planning consideration and has been prepared to support Core Strategy Policy CSP 25 – New Development and Sustainable Travel. It sets out the parking standards to be applied to all new development in the Borough.

Emerging Local Plan

Barnsley Local Plan Publication Draft 2016

4.9 The emerging Local Plan is currently under preparation by Barnsley Council and will supersede the Core Strategy and saved policies of the UDP upon adoption. The emerging Local Plan was submitted to the Secretary of State for examination in December 2016 with examination in public throughout 2017. The timescale for the adoption of the new Local Plan is to be confirmed, however the Council's current estimate is Spring 2018. On the basis that the emerging Local Plan has not yet been adopted and that the inspector's report on the examination has not been published, only limited weight can be attached to the draft policies.

4.10 As shown on the map extract below, the site, together with the adjacent retail park is proposed to be allocated as 'Retail Park' in the Local Plan Publication Draft. A large 9.3ha parcel of land to the west of the existing Tesco Extra site, Bleachcroft Industrial Estate, is proposed for employment allocation.

4.11 The following policies of the Local Plan Publication Draft are of relevance:

- Policy TC 1 – Town Centres
- Policy TC 3 – Thresholds for Impact Assessments
- Policy TC 4 – Retail Parks
- Policy TC 5 – Small Local Shops
- Policy LG 2 – The Location of Growth
- Policy T 3 – New Development and Sustainable Travel

National Planning Policy Framework (NPPF)

4.12 The NPPF sets out the Government's economic, environmental and social planning policies nationally. It strongly supports economic growth and gives the planning system significant weight in working to achieve this sustainably. The NPPF requires Local Planning Authorities to approve development proposals which are in accordance with the local development plan without delay.

The Presumption in Favour of Sustainable Development

4.13 The central aim of the NPPF is to promote sustainable development which brings about economic, social and environmental progress and benefits and in doing so 'meets the needs of the present without compromising the ability of future generations to meet their own needs'.

4.14 From this principle Paragraph 14 sets out the presumption in favour of sustainable development which it states, 'should be seen as a golden thread running through both plan-making and decision taking'.

4.15 For decision taking this means:

- *'Approving development proposals that accord with the development plan without delay; and*
- *Where the development plan is absent, silent or relevant policies are out of date, granting planning permission unless:*
  - *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or*
  - *Specific policies in the Framework indicate development should be restricted.'*

National Planning Policy Guidance ('PPG')

4.16 The PPG was originally published in March 2014 and has been used as an iterative online resource with the primary focus of complimenting the NPPF and offering additional guidance where necessary.

4.17 Relevant to this application, PPG sets out further guidance on the application of the sequential and impact tests in relation to retail development. Guidance is also provided in determining the health of town centres through the use of appropriate indicators.

STATEMENT OF COMMUNITY DEVELOPMENT



5.0 Statement of Community Involvement

5.1 As the Proposed Development falls within the category of 'major development', pre-application consultation has been considered in line with the NPPF, NPPG and the Council's own guidance.

5.2 The pre-application consultation that has been carried out includes arranging and attending a pre-application meeting with the local planning authority and informing local residents of the proposed development.

Pre-application Meeting

5.3 A formal pre-application meeting took place on the in September 2017 with James Hyde from the Council's development management team. The meeting provided an opportunity to establish the views of the LPA and engage in a series of discussions regarding the proposed development and validation requirements for this planning application.

Local Resident Consultation

5.4 As advised by the council during the pre-application meeting referred to above, letters were posted to 17 households on the 20th November 2017, a copy of which is attached at Appendix 1. The households informed were those situated closest to the application site on Wombwell Lane (all even numbers between 64-96 Wombwell Lane). The letter sent informed the occupiers that the application was being prepared and would be submitted to the local planning authority in the near future along with a copy of the site location plan and proposed site plan. Comments were requested from residents either by email or by letter.

5.5 To date we have received no responses to these letters. The letters do however advise that it will still be possible to make further comments through the council once the application has been received and validated.

Summary

5.6 The applicant has undertaken consultation with the local authority planners and local residents as part of the pre-application process in line with national and local planning guidance.

5.7 The advice received through the formal pre-application meeting with the local planning authority has helped to inform the development proposals as reflected in the scheme put forward and the suite of documents submitted through this application.

CASE FOR DEVELOPMENT



6.0 Case for Development

6.1 This section of the report sets out the overall case for the proposed development and considers how the proposals accord with the development plan and policies set out within Section 4 of this report. The following matters are considered in turn:

- Principle of Development;
  - Retail Matters;
  - Sustainable Development;
- Design, Layout and Sustainability;
- Accessibility and Highways;
- Economic Benefits;
- Other Matters

Principle of Development

6.2 The following considers the development in respect of retail matters including, the sequential test and retail impact assessment and the delivery of sustainable development with reference to economic, social and environmental merits. At the outset, it is important to note that the site is located within an established retail location and as such the principle of retail development has already been accepted/established.

Retail Matters

6.3 The submitted Retail Statement deals specifically with matters relating to the impact on defined centres and the sequential test assessment. The Retail Statement should be read alongside this report.

6.4 As the site is within an out-of-centre location, the Retail Statement includes a Sequential Site Assessment. The sequential test assessment prepared focuses on the primary catchment area for the proposed retail unit, defined as a 10 minute drivetime given the modest scale of the proposed development. The sequential search therefore focuses on the defined town centre of Barnsley along with the District Centres of Cudworth and Wombwell and the Local Centres of Darfield, Lundwood and Stairfoot. The search has any centres that are located outside of the 10 minute drivetime area.

6.5 This search confirmed that there are no sequentially preferable sites within any of the defined town centres in the primary catchment area that are suitable and available to accommodate the proposed development. The application site is available and is located in an established retail destination. As such, the application site is the most sequentially preferable site within the primary catchment area to accommodate the proposed development.

6.6 An impact assessment is also included within the Retail Statement and is based on two different scenarios depending on the end occupier of the proposed retail unit. The assessment

demonstrates that the majority of the proposed retail unit's turnover will be drawn from existing out-of-centre retail destinations within Barnsley and further afield. This, combined with the limited turnover of the proposed retail unit, will ensure that the impact on the defined town centres will be negligible and there will be no significant adverse impact on any defined town centre or planned investment within a town centre.

6.7 Given this it is clear that the application proposals accord with the impact and sequential tests set out within the NPPF (para. 27), Core Strategy Policy CSP 31 and saved UDP Policy S3.

6.8 Saved UDP Policy S5 states that all retail developments which would create a new shopping unit in excess of 930m² gross floor area in out of centre locations, will be subjected to planning conditions which will control a) the range and types of goods to be sold therefrom and/or b) the maximum or minimum unit size as measured by gross floor area. The impact assessment submitted assumes worst case scenarios in terms of impact on defined town centres and demonstrates that a condition restricting the range of goods that could be sold from the retail unit would be unnecessary and unreasonable. As such, whilst the Council, may seek to restrict the overall gross floor area in accordance with this policy, attaching a restrictive goods condition to the proposed retail unit would fail the tests for planning conditions set out in the NPPF (para. 206).

Sustainable Development

6.9 The NPPF sets out three dimensions to sustainable development which planning and development can perform through economic, social and environmental roles. How the proposed development will help to perform such roles is considered in the following paragraphs.

6.10 An economic role – the development of the store in this location has the potential for notable economic benefits for the local area through both the construction and operational phases of the development as discussed later in this section of the report. Both phases of the development will deliver local employment opportunities whilst the floorspace will be liable for business rates payable to the local charging authority.

6.11 A social role – the scheme will provide improved retail facilities for residents of the local community, potentially attracting a new retailer to the borough and enhancing consumer choice in an accessible location.

6.12 An environmental role – the proposals make use of a previously developed and underused site within the urban area of Barnsley. The application site is also situated in an accessible location, close to public transport links.

6.13 In addition to this, the development is located within the area of 'Urban Barnsley' which is identified as a priority for development by Core Strategy Policy CSP 8.

6.14 In summary, it is clear that the principle of retail development in this located is acceptable with the application proposals according with the necessary retail and sequential test assessments whilst delivering a high quality sustainable development.

Design, Layout and Sustainability

6.15 Matters in relation to the design and layout of the proposed retail unit are considered in detail within the submitted Design and Access Statement.

6.16 Although the retail unit will not be visible from Wombwell Lane given its siting within the site, added to the fact that there is no particular style of building in the local area with the site being within a retail park, the proposed retail unit uses a mixture of cladding panels to break up the shape of the unit and provide interest to the main elevation. In addition, and in accordance with Core Strategy Policy CSP 29 the building will be accessible for all with level access provided across the site and within the retail unit. As discussed later in this section of the report, the servicing arrangements for the foodstore have been located on the southern elevation of the store to ensure they are well separated from the residential properties fronting onto Wombwell Lane and to protect the amenity of residents.

6.17 An Energy and Carbon Report and BREEAM Pre-Assessment have been prepared and submitted with this application demonstrating how the proposed development accords with Core Strategy Policies CSP 2 and CSP 5.

6.18 In respect of Core Strategy Policy CSP 2, the BREEAM Pre-Assessment report demonstrates that the proposed retail unit is capable of achieving a BREEAM 'Very Good' standard as required by the policy.

6.19 The Energy and Carbon Report considers the need for new developments to incorporate design measures to reduce the development's carbon dioxide emissions by 20% as required by Core Strategy Policy CSP 5. The report highlights that the current design for the shell unit reduces carbon emissions by 19.2% and this is likely to improve once the actual end user and operator of the retail unit are known.

Accessibility and Highways

6.20 Matters in relation to the accessibility of the development and its impact upon the local highways network are considered in detail within the submitted Transport Statement and Travel Plan.

6.21 The submitted Transport Statement has assessed the impact of the proposals on the basis of the store being occupied by a convenience retailer so as to present a worst-case scenario and as such it should be noted that were the proposals to be occupied by a comparison goods retailer the impact presented within this assessment would be reduced.

6.22 Given the scale of the store proposed and the expected shared trips to the proposed store alongside the existing Tesco and adjacent retail park, the Transport Statement has established that the increase in trip generation from the proposals will not be significant, with minimal impacts upon the local highways network.

6.23 The existing park & ride facilities on site, comprising 300 car parking spaces shared with the Tesco Extra store, were provided as part of the planning conditions attached to the permission for the extension of the Tesco Extra Store. Throughout the lifetime of the park & ride facility lifetime there has been very limited demand for the facility and as such it has been significantly underused. This is in part due to improvements to the parking facilities within Barnsley Town Centre whilst also due to bus operators having shown no interest in entering the site due to their perception that the site is not viable to attract significant usage.

6.24 On this basis Tesco have received legal advice which confirms that there is no requirement to maintain the park and ride facility and this has been accepted by the council. As such the loss of the shared park & ride spaces through the application proposals is not considered to be of any significance given its lack of use. In any case, if demand for the park & ride facility increased on the site which included bus operators entering the site, the remaining parking facilities will still be capable of providing this service if required.

6.25 Given the increase in potential parking demand as a result of the new retail unit, consideration is given within the Transport Statement to the impacts on the total provision of spaces. As demonstrated within the report, a car park survey was undertaken which has established that the existing site is significantly overparked, reaching only 35% occupancy at the busiest periods. Accounting for current levels of parking take-up, the expected increase in visitors to the site and the loss of spaces for the proposed store, the Transport Statement demonstrates that it is clear that the proposed development can still be easily accommodated without causing any issues of parking space shortages. As such, the development proposals are suitable to occupier requirements and do not increase car parking or reliance on travel by car in line with Core Strategy Policy CSP 25.

6.26 As an existing retail destination with excellent links to public transport provision and having been demonstrated to have little/negligible impact upon the local highways network, the application proposals are shown to be in accordance with Core Strategy Policy CSP 25.

Economic Benefits

6.27 Further advantages of the scheme include the additions it will make to the local economy via several benefits relating to employment and monetary investment. This includes the generation of approximately 15 Full Time equivalent positions during the operational period of the store based on the Employment Densities Guidance 3rd Edition (2015)[1]. This will in turn generate employees' income of circa £307,560 per annum[2]. In addition to the operational phase of development, the

[1] Employment generation based on calculation of proposed store's NIA 1,379m^2 (calculated as 90% of GIA as per guidance) ÷ 90 (as per guidance for Retail Warehouse density per m^2)
[2] Income generation calculated by 17 FTE x £20,504 (Median Annual Survey for 'Yorkshire and the Humber, Retail trade, except of motor vehicles and motorcycles' as derived from Annual Survey of Hours and Earnings (2017) Table 5.7a

construction period will also bring additional temporary additional employment opportunities and income. This employment and income generation will be primarily directed to local people.

6.28 In addition to the generation of employment and income, the proposed development will bring economic benefits in the form of additional business rates generated for the council, which are estimated to be in the region of £189,150 based on the average of similar sized retail units at the Retail Park[3].

6.29 These benefits are significant in scale and further bolster the case for the proposed development as supporting the economic role of sustainable development.

Other Matters

Drainage

6.30 The site is situated within Flood Zone 1, meaning there is a low risk of flooding. As such this does not represent a constraint to the site. However, in accordance with Policy CSP 4, proposals over 1000m^2 floor space or 0.4 hectares in Flood Zone 1 must demonstrate how the proposal will make a positive contribution to reducing or managing flood risk.

6.31 This is achieved through an efficient drainage scheme as detailed in submitted Drainage Strategy Statement. This highlights that the proposed arrangement does not entail an increase of impermeable area. As such, the total volume of surface water runoff will not increase. The proposed car park will be drained by means of drainage channels that will connect into the adjacent existing 225mm diameter surface water system. The surface runoff will be treated by the existing petrol interceptor downstream, as per the existing scenario.

Ground Conditions

6.32 Submitted alongside this application is a Preliminary Environmental Risk Assessment that has found that widespread contamination is considered unlikely and identified a low to moderate risk of soil/groundwater contamination and hazardous ground gas at the site. Asbestos may be present within made ground and it is recommended that a limited intrusive investigation is undertaken prior to construction works.

6.33 In considering the ground conditions and having set out appropriate mitigation measures where necessary the proposed development is demonstrated as being in accordance with Core Strategy Policy CSP40.

Noise

6.34 Given the proximity of residential dwellings to the application site a Noise Assessment is submitted that concluds that the development could proceed without the likelihood of noise from subsequent

[3] Rateable area calculated as 1,455m^2 (assumed in light of no named operator)

operations giving rise to significant adverse impact, on the basis of applying suitable restrictions on operating hours, namely that trading hours are restricted between 07:00 and 23:00 to protect residential amenity. In addition to this restriction suitable plant that is limited to noise levels specified within the Noise Assessment will be implemented.

6.35 Given these appropriate mitigation measures set out the proposed development is shown to be in accordance with Policy CSP40 which states that development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in noise pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people.

CONCLUSIONS



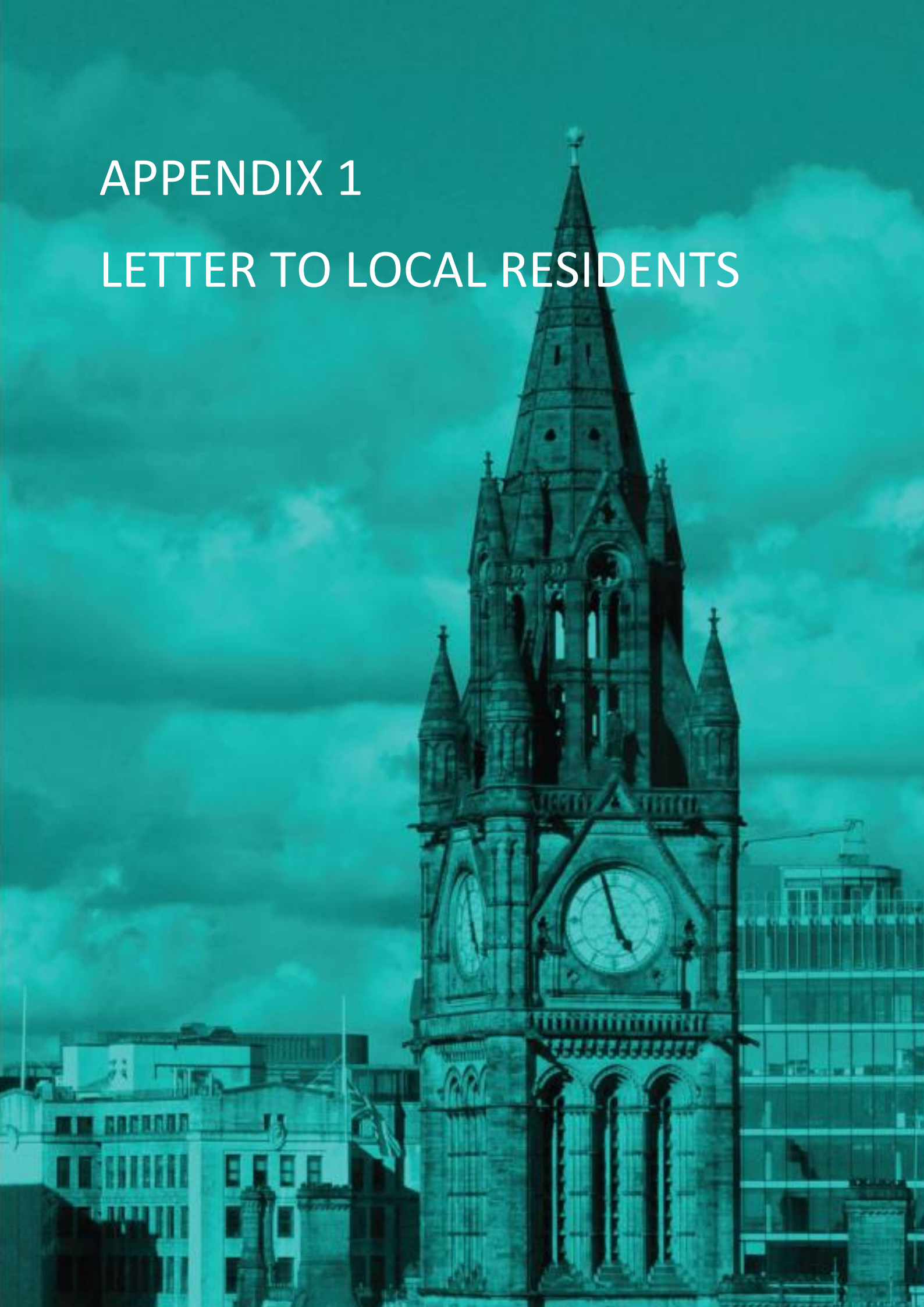
7.0 Conclusions

7.1 This Planning Statement has been submitted in support of the full planning application for the erection of an A1 retail unit on a brownfield site currently in use as an underused car park.

7.2 The store would bring a greater choice of retailing options to Barnsley in an easily accessible location and this report has demonstrated how the proposals would not have a significant adverse impact on any town centre. The design and layout of the proposed development make best use of the site and its main frontages, providing a simple contemporary unit in keeping with the surrounding urban character.

7.3 Furthermore, the design of the proposals has been shown to offer no negative impacts upon residential amenity or the general landscape character with no sensitive receptors nearby. In addition to this there will be no significant adverse impact on the local highways network as shown through the submitted Transport Assessment.

7.4 In conclusion, this report has assessed the development proposals against both national and local policy and clearly demonstrated how the proposals are compliant with policy and directly promote some of the key national and local principles of sustainable development. As such this application should be approved without delay in line with the Local Development Plan and the National Planning Policy Framework.



APPENDIX 1

LETTER TO LOCAL RESIDENTS

DPP Planning
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The Occupier
«Number» «Street»
«Locality»
«Postcode»

Ref: JB/JB/2950ma/L002m

Date: 20 Nov 2017

Dear Sir or Madam,

Pre-application Consultation – Land at Tesco Extra, Wombwell Lane, Barnsley

We are writing to let you know that our client, Tesco Stores Ltd, is preparing a planning application for a modest sized retail outlet on part of the car park within the Tesco site. Enclosed are two plans showing the location and proposed layout of the new retail unit for your information.

A planning application will be submitted in the near future but if you wish to make any comments before this, please send an email to manchester@dppukltd.com or write to; DPP, Barnett House, 53 Fountain Street, Manchester, M2 2AN. Any comments made will not prejudice your ability or opportunity to comment on the planning application in the future.

The local planning authority will notify you when the application has been submitted and will provide you with an opportunity to make formal representations in relation to the proposals.

In the meantime, if you have any questions regarding this, please do not hesitate to contact me using the details below.

Yours faithfully

Jonathan Burns
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