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For and on behalf of  
**Belle Vue Property Ltd**

**Planning, Design and Access Statement**

**510 Doncaster Road, Barnsley**

Prepared by  
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## **1.0 INTRODUCTION**

1.1 This Planning, Design and Access Statement has been prepared by DLP Planning Ltd on behalf of Belle Vue Property to support an application for a change of use from public house/restaurant (A3/A4) to 14 residential apartments (Use Class C3) and external alterations at 510 Doncaster Road, Barnsley.

1.2 The application site is off Doncaster Road, Barnsley and was formerly occupied by the Gold Leaf Indian Cuisine Restaurant.

1.3 This Statement assesses the development proposals in light of their national and local planning policy context, taking into account the planning history of the site and the surrounding area.

1.4 This Statement should be ready alongside the following documents:

- Application form
- Plans and Architectural Drawings:
  - Existing Floor Plans and Elevations
  - Proposed Floor Plans and Elevations
  - Site Location Plan
  - Site Plan

## 2.0 THE APPLICATION SITE

### Site Context

- 2.1 The application site is located to the north of Doncaster Road (A635) in Stairfoot, approximately 2.5 miles east of Barnsley Town Centre.
- 2.2 The application site is approximately 0.042 hectares in size. It is occupied by a stone fronted building which is two storeys in height along Doncaster Road frontage and three storeys to the rear as the land falls away.



**Figure 1: Front Elevation**



**Figure 2: Rear Elevation**

- 2.3 Along the northern side of Doncaster Road is Lloyds Pharmacy, a bakery, hot food takeaways, e-cigarette shop, Post Office and 'The Tap' off-licence. A number of these properties appear to have residential accommodation at first and second floor level. Further east of the site is a Travelodge, Frankie and Benny's restaurant and McDonalds.

2.4 To the south of Doncaster Road, which is a dual carriageway, are residential properties, Highgrove Care Home, Sun Dental Laboratory and an ALDI supermarket.



**Figure 3: Surrounding Uses**

2.5 To the front of the property are two large bay windows at ground and first floor level and stairs leading to a centrally located entrance. The front elevation is grand with masonry detailing extending up the large gable and roof spires adding interest to the roofscape.

2.6 The side elevation of the property is also constructed of stone with a render and a London brick two-three storey flat roof rear extension. A number of window openings along the side elevation have been bricked up, presumably to suit the use of the premises as a restaurant.



**Figure 4: Side Elevation**

- 2.7 Two external fire escapes are located to the rear of the property which leads to a small enclosed courtyard accessed from Waterfield Place. The courtyard is currently used as a bin store. Beyond Waterfield Place are terraced properties and a bungalow.



**Figure 5: Rear Courtyard**

- 2.8 The application building is not listed and is not located within a Conservation Area.
- 2.9 The site is located within Flood Zone 1.

### **Planning History**

- 2.10 In terms of planning history, there has been three previous planning applications at the site:

Application Ref	Description of Development	Decision
<b>B/99/0735/BA</b>	Change of use from Working Men's Club to Public House	Approved 1st June 2001
<b>B/96/1384/BA</b>	Convert W.M.C to thirteen self-contained flats	Approved 28 <sup>th</sup> April 1997
<b>2017/1260</b>	Conversion of former restaurant to 12 no. 1 Bed apartments and 2 no. studio	Refused 23 <sup>rd</sup> November 2017

- 2.11 As set out above, the most recent planning application for conversion of the building to 14 residential units (2017/1260) was refused in November 2017. The reason for refusal stated that *'the scheme would provide substandard levels of amenity for occupants'* and *'provide insufficient mix of unit types'*.

### 3.0 PRE APPLICATION DISCUSSIONS

3.1 Following the issue of the refusal notice (2017/1260), a pre-application enquiry was submitted with revised plans which sought to address the reasons for refusal.

3.2 A meeting was held on 20 February 2018 with the Planning Officer in order to discuss the amendments to the scheme.

3.3 At the meeting the Planning Officer (Elaine Ward) identified the following issues:

#### **Basement**

- Obscured glazing required at basement level windows to Waterfield Place.
- Studio 1 and Flat 2 to be reconfigured so that both benefit from one of the unobscured windows to the rear.
- Explore potential to widen the windows to the rear.
- Remove the wall in order to increase light through Studio 4.

#### **First Floor**

- Explore removal of internal wall within Studio 7.
- Explore potential to widen the windows to the rear.
- Reconfigure Flat 9 to remove the corridor space and increase the lounge area.

#### **Second Floor**

- Explore potential to widen the windows to the rear.
- Reconfigure internal layout of Flat 12 and Flat 14 to avoid split to bay window.

3.4 Ms Ward confirmed that the Council were generally happy with the revised scheme, the mix of flats/studios was acceptable and there were no highways issues.

3.5 Following receipt of the above comments further amendments were made to the scheme and these were submitted to the Council on 7 March 2018.

3.6 Correspondence from Ms Ward on 15 March 2018 confirmed that the revised layout was acceptable and that the proposal could be supported in principle.

## 4.0 DEVELOPMENT PROPOSAL

4.1 The application seeks consent for the conversion of the existing building to form 6 no. one bedroom apartments and 8no. studios with internal storage space and external alterations.

4.2 Table 1 below provides an overview of the type of accommodation provided at each level.

**Table 1: Schedule of Accommodation**

Unit No.	Level	Size (sqm)	Type	Maximum number of occupiers based on space standards
1	Basement	51.7	Flat	2
2	Basement	41.3	Studio	1
3	Basement	36.7	Studio	1
4	Basement	47.3	Studio	1
5	Ground Floor	37.3	Studio	1
6	Ground Floor	38.2	Studio	1
7	Ground Floor	37.3	Studio	1
8	Ground Floor	41.7	Studio	1
9	Ground Floor	48.2	Flat	2
10	Ground Floor	42.5	Studio	1
11	First Floor	52.3	Flat	2
12	First Floor	50.0	Flat	2
13	First Floor	46.7	Flat	1
14	First Floor	46.1	Flat	1
Total potential number of occupiers				18

4.3 In terms of access, the existing entrances to the front and rear of the building will be retained at ground floor level. The internal corridor at ground floor level links the front and rear entrances and stairwell, and can be accessed from all apartments. An additional entrance is located to the rear of the property and can be used to access the basement apartments and internal storage areas.

4.4 A number of on-street parking spaces are located to the rear of the site which serve the terrace properties off Waterfield Place. There are no parking restrictions along the front and side of the building. Unmarked parking is available adjacent to the site along Doncaster Road. This area could accommodate approximately nine vehicles however

these spaces are sometimes used by customers visiting the shops and hot food takeaways along Doncaster Road.

- 4.5 Nomis data indicates that 59.7% of households living in flats in Barnsley do not own a car or van. In addition the percentage of households which own one car or van and live in a flat (34.5%) is 9.4% lower than households living in houses (43.9%). Given the low level of vehicle ownership of households living in flats, and the excellent access to shops and facilities, as well as high frequency public transport links, no on-site parking is proposed as part of the proposals.

## 5.0 PLANNING POLICY CONTEXT

5.1 This section provides a summary of the key national and local planning policies relevant to the development proposals.

### **National Planning Policy Framework (the Framework)**

5.2 In March 2018 the draft revised NPPF was released for consultation. The consultation, seeking views on the additional policy proposals, runs until May 2018 so for the purposes of this report we have made reference to the existing NPPF.

5.3 The Framework carries forward the government's commitment to supporting sustainable economic growth and states that significant weight should be placed on the need to support economic recovery through the planning system, including the delivery of new housing.

5.4 The Framework highlights at paragraph 14 that; '*at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as the golden thread running through both plan making and decision taking*'. 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 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.

5.5 The content of the Framework is set out under a number of thematic sub-headings. The most relevant sections to the assessment of the proposed development are set out below.

5.6 The 12 Core Principles of planning are set out at paragraph 17 of the Framework which include:

- Be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area.
- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- Take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it.
- Contribute to conserving and enhancing the natural environment and reducing pollution.
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

5.7 It is evident that the development proposal addresses these core principles by providing two different house types which are appropriate within the mixed tenure housing environment which is predominantly occupied by terrace properties.

### **Core Strategy**

5.8 Barnsley Council adopted their Core Strategy in September 2011.

5.9 CSP 14 states that housing proposals will be expected to include a broad mix of house size to help create mixed and balanced communities but it recognises that the mix should also be appropriate to the scale and context of the development and the character of the area.

5.10 The Proposals Map indicates that the site is located within a designated Local Centre. The UDP previously classified Stairfoot as a District Centre.

5.11 Policy CSP 31 states that ‘the Local Centres serve smaller catchments and development here will be expected to meet the needs of the local area and not adversely impact on the vitality or viability of other nearby centres’. Paragraph 9.209 identifies main town centre uses as; retail, leisure, entertainment facilities, more intensive sport and recreation uses, offices, arts, culture and tourism development.

5.12 Policy CSP 5 relates to renewable energy in developments. It requires new build and conversions of 10 or more dwellings to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measures sufficient to reduce the developments carbon dioxide emissions by at least 20% post 2015, subject to measures being practicable and not unacceptably prejudicing the viability of the development. Where it is not appropriate to incorporate such provisions within the development, an off-site scheme, or contribution to such may be acceptable.

5.13 Policy CSP 25 New Development and Sustainable Travel, expects new development to:

- *‘Be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists; and*
- *Provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people.’*

5.14 Policy CSP 29 Design, sets out that developments should:

- Contribute to place making and be of a high quality, that contributes to a healthy, safe and sustainable environment;
- Help transform the character of physical environments that have become run down and lacking in distinctiveness;
- Enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people;
- Contribute towards creating attractive, sustainable and successful neighbourhoods;

- Achieve a Building for Life assessment rating of ‘good’ or equivalent as a minimum, in developments of 10 or more dwellings.

5.15 The site is also within the Dearne Valley Green Heart Nature Improvement Area. Policy CSP 33 states that;

*‘the network of Green Infrastructure will be secured by protecting open space, creating new open spaces as part of new development, and by using developer contributions to create and improve Green Infrastructure’.*

5.16 Policy CSP40 Pollution Control and Protection, development will be expected to demonstrate that it is not likely to result, directly or indirectly in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people. The Council will not allow development of new housing where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect that these can be mitigated against. Developers will be expected to minimise the effects of any possible pollution and provide mitigation measures where appropriate.

#### **Unitary Development Plan (‘UDP’)**

5.17 UDP Policy H5A sets out that;

*‘Planning permission for the conversion of buildings to flats or houses in multiple occupation will be granted where:*

- *The building and curtilage are of sufficient size to provide suitable facilities for the residents;*
- *There will be no generation of unacceptable noise nuisance between dwelling units achieved either through the detailed design of the development or the implementation of adequate sound-attenuation measures;*
- *Satisfactory provision is made for off-street car parking facilities in accordance with the Council’s standards or, exceptionally, the development is considered unlikely to give rise to unacceptable conditions or safety on the adjoining public highway(s) by reason of inadequate off-street car parking facilities, and*
- *The appearance of the building or its curtilage would not be altered to the detriment of the visual amenities of the area.’*

5.18 Policy ED4 sets out that;

*'Proposals for economic development adjoining or close to housing will be assessed with particular regard to the likely impact on residential amenity in terms of:*

- *Air pollution including smell, fumes, smoke, soot, ash, dust or grit*
- *Noise from operations on, or traffic entering or leaving, the site;*
- *Visually intrusive buildings, plant, fencing, lighting or outside storage.'*

5.19 The Supplementary Planning Document: Residential Amenity and the Siting of Buildings highlights that the layout and design of new housing development must ensure that a high standard of privacy, light and outlook is obtained for existing residents where they live in close proximity.

## 6.0 PLANNING ASSESSMENT

### Principle of Residential Use

- 6.1 The principle of residential use was established through the planning consent granted in 1997 for 13 flats. The current planning policy position promotes the delivery of new homes and the proposed development will diversify the housing offer in Stairfoot, making a modest yet important contribution to the housing supply in the Borough. It is considered that the principle of residential use is therefore appropriate.

### Impact upon Stairfoot Local Centre

- 6.2 The proposed use will result in the loss of a single unit within Stairfoot Local Centre which comprises a range uses including local services, retail, restaurant and leisure facilities.



**Figure 6: Map of Stairfoot Local Centre**

- 6.3 The permanent loss of the application unit will not harm the overall vitality of the centre and the formation of 14 residential units within the designated centre will generate additional customers for existing businesses thereby sustaining the current offer.
- 6.4 The bay windows to the front of the property will be retained, and given their elevated position there are currently no views into the property from street level. Given lack of

views into the building, it is considered that the current use does not provide an active frontage and therefore its loss would not detrimentally harm the vitality and viability of the Local Centre. The front entrance would be used by future occupiers and therefore there would be some degree of activity to the front of the property along the retail parade fronting Doncaster Road.

### **Sustainability**

- 6.5 The site is located on Doncaster Road which is a major arterial route into Barnsley Town Centre.
- 6.6 There are a number of shops and facilities within the immediate locality including; a bakery, hot food takeaways, Post Office, ALDI supermarket, Lloyds pharmacy, Travelodge, off-licence, convenience store and McDonalds.
- 6.7 Given the nature of the development, it is envisaged that future occupiers will be single or cohabiting adults and as such it is not necessary to consider the sites proximity to primary and secondary schools.
- 6.8 Bus stops located along Doncaster Road provide high frequency services to Barnsley, Rotherham, Doncaster and smaller centres including Mexborough, Hoyland and Thurnscoe.

**Table 2: Bus Services**

Destination	Number	Frequency
Barnsley Town Centre	226, 219, 22x, 222, 218, X19, 219(a), 7	17 per hour
Doncaster Town Centre	219, 219(a), X19	5 per hour
Rotherham Town Centre	218, 22x,	5 per hour
Hoyland	1	1 per hour
Mexborough	222	2 per hour

Thurnscoe	226	1 per hour
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6.9 In addition, the Trans Pennine Trail to the rear of the site provides cycle and pedestrian access into Barnsley Town Centre. It is proposed that cycle storage will be provided within the basement which will allow occupiers to secure their bicycle and encourage travel to work and for leisure by bicycle.

**Noise Impact**

6.10 The studios and flats have been designed in order to minimise noise and disturbance to other occupiers and neighbours. Belle Vue Property Ltd has appointed a Building Control expert in order to ensure that the proposed development is compliant with the current Building Regulations. It is considered that a residential use would have less of an impact upon nearby residents than the existing restaurant/bar use and certainly less of an impact than previous uses as a wine bar and working men’s club. The development proposals therefore comply with Policy CSP 40 and UDP Policy H5A.

**Residential Amenity and Mix of Units.**

6.11 Individual units are configured differently, some being studios with lounge/bedrooms and others as one-bedroom flats with separate kitchens and bedrooms. The majority of the units benefit from private storage space within individual units plus there is additional storage areas within the basement and at first floor level. These will be subdivided to provide additional storage areas for individual units.

6.12 Existing windows have been utilised and original windows which had been bricked up on the side elevation reinstated in order to maximise natural light and outlook for future residents. In addition, and at the request of the Council, windows to the rear elevation have been widened where required in order to maximise natural light within the units. All bedrooms and lounge/kitchens benefit from window openings.

6.13 Planning Policy CSP14 seeks to achieve a mix of unit sizes within new housing proposals. The revised proposal includes a mix of single person studios and 1 bed/1 person flats alongside 1 bed/2 person. This is considered to be the most appropriate mix based on the location and character of the development and the wider area.

- 6.14 In terms of the internal floorspace, the studios range from 36.7 sqm to 47.34 sqm and the flats, with separate bedrooms, range in size from 46.1 sqm to 52.3 sqm.
- 6.15 The Supplementary Planning Document: Designing New Housing Development states that Barnsley Council adopts the internal space standards set out in the South Yorkshire Residential Design Guide (2011). The Guide sets out that studios should be a minimum of 33 sqm including a 3.5 sqm bathroom and 1.5 sqm store. Apartments are required to be slightly bigger at 46 sqm for one person or 47 sqm for two people. Given the size of the apartments it is envisaged that the majority will be single occupancy.
- 6.16 The overall floorspace of individual units falls within the standards set out in the SYRDG and adequate combined storage space is provided by use of both internal storage areas and individual basement and first floor provision. In addition, it is proposed that the outside area to the rear of the building contains garden furniture for the use of future residents. This will allow residents to have access to an area of outdoor amenity space.
- 6.17 The proposed development is located entirely within the existing building and no extensions are proposed as part of the change of use. The proposals would not therefore lead to an overbearing impact upon nearby residential properties as the built form would remain as existing.
- 6.18 It is considered that windows which serve individual apartments/studios are an adequate distance from residential properties on Waterfield Place and Gordon Street. There are no windows on the side elevations of the nearest residential properties and therefore would be no significant impact upon residential amenity. In addition the curtilage of nearby properties is screened by fencing and mature hedgerows which will further protect the amenity of existing residents when using outdoor amenity space.
- 6.19 The conversion of the building and occupancy 24/7 will enhance natural surveillance of the public realm and represent a significant improvement to the area.
- 6.20 There are currently no trees or mature shrubs within the curtilage of the building.
- 6.21 Outdoor amenity space is proposed to the rear of the building and it is proposed that garden furniture is provided for the use of residents. It should be noted that an area of public open space is located to the side and rear of the nearby Travelodge which leads

to an access point to the Trans Pennine Trail. The Trans Pennine Trail provides an alternative route via bicycle or on foot into Barnsley Town Centre. In addition, to the west along Doncaster Road is an enclosed area of open space which contains a children's play park and seating. The site therefore has good access to attractive areas of public open space.

- 6.22 It is proposed that a secure bin store is provided to the rear of the property. The bins are currently stored at this location.

### **External Alterations**

- 6.23 A number of external alterations are proposed in order to facilitate the proposed number of units within the existing building, mainly the insertion of new window openings to allow natural light into the proposed residential units. New windows are proposed to be located on the existing facades and would not increase the level of overlooking to nearby residential properties. Existing window openings to the side elevation which are currently sealed up will be reinstated, this will improve the overall appearance of the building and restore it to its original form. Rear windows have been widened to increase light within the individual units.
- 6.24 All mechanical ventilation associated with the current restaurant use will be removed. In addition, the unsightly fire escape which currently dominates the rear elevation of the main building will be removed. It is considered that adequate means of escape can be achieved within the building given the proposed accesses to the front and rear of the building.
- 6.25 The proposed development will improve the overall appearance of the building and enhance the setting of the nearby residential properties.

### **Highway Impact**

- 6.26 On-street parking is available at the front, side and rear of the property however spaces to the rear appear to be used by occupiers of the terrace properties off Waterfield Place. The unmarked spaces to the front of the building are available for people visiting the Local Centre. It is considered that approximately nine cars could park in the area to the front of the site with a further four vehicles along Waterfield Place.

- 6.27 Data on the access to vehicles by accommodation type indicates that 59.7% of flat households in Barnsley do not own a car or van. In addition, only 34.5% have one car or van. This is 10% lower than those living in houses opposed to flats. It is anticipated that not all future occupiers would have private vehicles and would opt to use alternative modes of transport including bus and bicycle (see Sustainability section above).
- 6.28 Given the level of unrestricted parking available on the public highway surrounding the property and provision of secure cycle parking, it is considered that the area to the rear of the building is better utilised as shared amenity space rather than providing on-site parking. As such it is considered that the development proposal accords with UDP Policy H5A and Core Strategy Policy CSP25.

### **Conclusion**

- 6.29 The Council has previously accepted the principle of residential development at the property and the proposed development will deliver new homes, contributing to the overall housing supply within the Borough. Whilst the change of use would result in the loss of a single unit within the Local Centre, this is a vibrant centre with a lower than average vacancy rate and the proposed development would not harm the overall vitality of the centre.

## 7.0 CONCLUSION

7.1 This Planning, Design and Access Statement has been prepared in support of a planning application for a change of use to provide 6no. one-bedroom apartments and 8no. studios at 510 Doncaster Road, Barnsley.

7.2 Following on from the previous application, the proposed development has been amended to address concerns raised by the Council and the Planning Officer has now confirmed that the revised scheme is acceptable in principle.

7.3 The scheme would deliver a number of benefits including:

- Provision of one bedroom apartments and studios within a popular area which is currently dominated by terrace properties;
- Preserving and enhancing an attractive stone fronted building along a main arterial route into Barnsley Town Centre;
- Increasing the local population thereby helping to sustain the shops and services within Stairfoot Local Centre;
- Provision of secure internal cycle parking for the use of residents;
- Shared outdoor amenity space which will create a pleasant living environment for future occupiers;
- Unrestricted on-street parking is available to the front, side and rear of the property;
- The site is within a designated Local Centre and therefore offers a range of shops, services and high frequency public transport links; and
- Easy access is available to the Trans Pennine cycle/foot path which links to Barnsley Town Centre.

7.4 In light of the above, it is respectfully requested that planning permission is granted for the proposed development.

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