

**From:** [REDACTED]

**Subject:**

RE: Yk6303/11PS objection to Local plan Policies SP1, SP2, H1 and omission site

**Date:**

20 February 2023 17:41:06

**Attachments:**

[image001.png](#)

[SCC\\_Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_Land\\_at\\_Dore\\_Moor\\_Nursery.pdf](#)  
[02.17.MW.YK6303-11P\\_Dore\\_Moor\\_Site\\_Specific\\_SP1\\_NC4\\_obo\\_Inspired\\_Villages.pdf](#)

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Please find attached our objection and associated forms for a site at Dore

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## Sheffield Plan Consultation Representation Form January – February 2023

**Please use this form** to provide representations on the Sheffield Local Plan. Sheffield City Council must receive representations by **5pm on 20th February 2023**. Only those representations received by that time have the statutory right to be considered by the inspector at the subsequent examination.

Responses can be submitted via

- the electronic version of the comment form which can be found on the Council's web site at: <https://haveyoursaysheffield.uk.engagementhq.com/draft-local-plan>
- an e-mail attachment: [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk)
- post to: **Strategic Planning Team, Planning Service, 4<sup>th</sup> Floor, Howden House, Sheffield S1 2SH**

Please note:

- Representations must only be made on the basis of the legal compliance, compliance with the Duty to Co-operate and/or soundness of the Plan.

Please read the guidance note, attached or available on the Council's webpage, before you make your representations. The Local Plan and the proposed submission documents, and the evidence base are also available to view and download from the Council's Local Plan webpage:

### **Data Protection Notice:**

Under the General Data Protection Regulation 2016 (GDPR) and Data Protection Act 2018 (DPA) Sheffield City Council is a Data Controller for the information it holds about you. The lawful basis under which the Council uses personal data for this purpose is consent.

All representations are required to be made public and will be published on the Council's website following this consultation. Your representations and name/name of your organisation will be published, but other personal information will remain confidential. Your data and comments will be shared with other relevant agencies involved in the preparation of the local plan, including the Planning Inspectorate. Anonymous responses will not be considered. Your personal data will be held and processed in accordance with the Council's Privacy Notice which can be viewed at: <https://www.sheffield.gov.uk/utilities/footer-links/privacy-notice>

Due to the Data Protection Act 2018, Sheffield City Council now needs your consent to hold your personal data for use as part of the Sheffield Plan process. If you would like the Council to keep you informed about the Sheffield Plan, we need to hold your data on file. Please tick the box below to confirm if you would like to 'opt in' to receive information about the Sheffield Plan. Note that choosing to 'opt in' will mean that the Council will hold your information for 2 years from the 'opt in' date. At this time we will contact you to review if you wish to 'opt in' again. You can opt-out at any time by emailing [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk) or by calling 0114 2735897.

Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No



## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: DLP Planning

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: SP1, SP2, NC4

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

### 5. Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

See attached report

Continue on a separate sheet if necessary

### 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

See attached report

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The SPRU/DLP Planning Ltd have significant experience both in plan making, and local plan examinations, especially in terms of the tests of soundness so their experience on these matters will be of assistance to the inspectors.

The issues raised in this objection are not stand alone but must be regarded as part of a wider objection to the Local Plan. The failings of the local plan are both systemic and raise complex issues that are inter related across the whole plan making process which have lead to the plan as a whole being unsound.

In order to demonstrate this objections fully and to appropriately test that soundness of the plan will require attendance of suitably knowable persons at the hearings.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.

For and on behalf of  
**Inspired Villages**

**Sheffield Local Plan Regulation 19**

**Dore Moor Nursery, Brickhouse Lane, Sheffield (S04637)**

Prepared by  
**Strategic Planning Research Unit  
DLP Planning Ltd  
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February 2023



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<b>CONTENTS</b>	<b>PAGE</b>
<b>1.0 INTRODUCTION .....</b>	<b>3</b>
<b>2.0 LAND AT DORE MOOR NURSERY .....</b>	<b>5</b>
<b>a) Site Description &amp; Planning History.....</b>	<b>5</b>
<b>b) Need for Specialist Housing for Older People .....</b>	<b>7</b>
<b>c) Allocation of the Subject Site .....</b>	<b>7</b>
<b>d) Council’s Assessment of Subject Site .....</b>	<b>7</b>
<b>e) Deliverability .....</b>	<b>11</b>
<b>3.0 CONCLUSION.....</b>	<b>13</b>

## **1.0 INTRODUCTION**



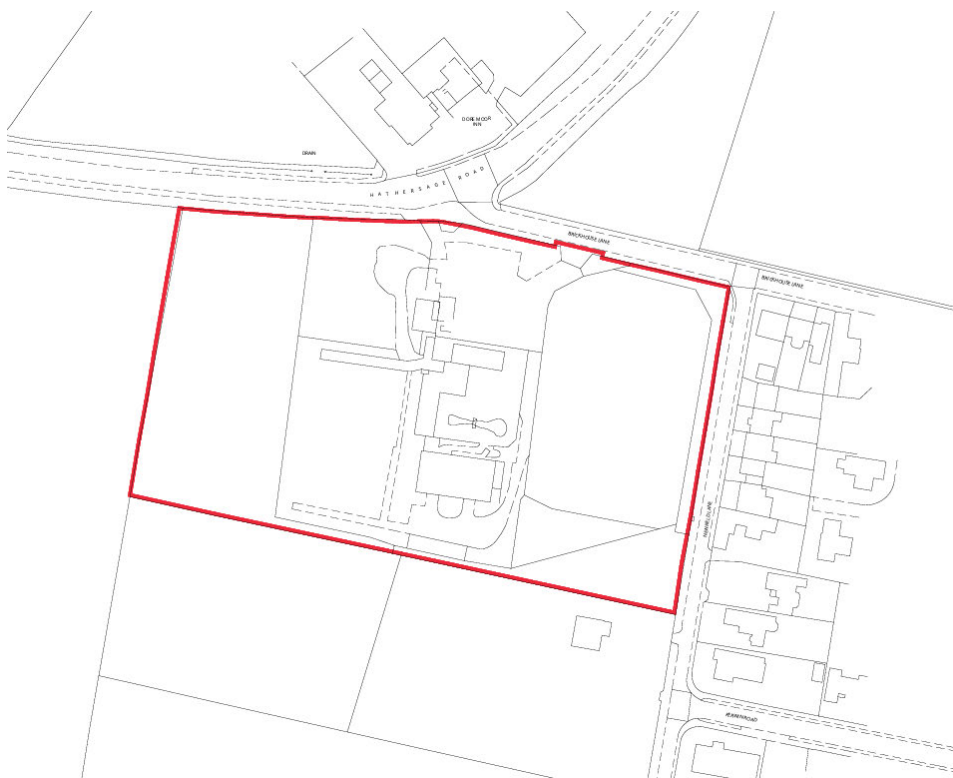
- 1.1 This representation has been prepared by the Strategic Planning Research Unit (SPRU) of DLP Planning Ltd on behalf of Inspired Villages.
- 1.2 Inspired Villages is an established, leading Integrated Retirement Community (IRC) operator. Established in 2017, they operate and develop integrated retirement communities across the UK and are supported by a joint venture partnership between Legal & General and NatWest Group Pension Fund and are a member of Associated Retirement Community Operators (ARCO), the UK sector body representing not for profit and for-profit IRCs. Their developments represent substantial long-term investments into the local communities which they operate in. It is not like a housebuilder model of 'build and sell' then leave. Inspired Villages will be part of the local community for the long-term providing homes, jobs and other social, economic and environmental benefits.
- 1.3 Inspired Villages operate eight developments at the present time and have, in total, legal control of 28 sites which are in pre-planning, planning application, pending / under construction.
- 1.4 Each Inspired Village development is based upon a very high standard of individualised design and provides for a range of accommodation types with ancillary amenity space, communal gardens, leisure provision (in the form of health and wellbeing facilities, including pool, gym, fitness studio and treatment rooms) and areas incorporating café, restaurant / bar, shop, hairdressers, meeting rooms and activity space.
- 1.5 All residents in an Inspired Villages development are aged 65 and over and are in receipt of tailored care (though the average age on entry is 79 years). All residents receive an assessment on entry (and throughout their residence) and this informs their care and wellbeing package, which is designed to cater for the maturing needs of individual residents.
- 1.6 These representations should be read alongside the Strategic Representations prepared by SPRU on behalf of Inspired Villages, Limes Development, Hallam Land Management and Strata Homes and should be considered in the context of an overarching support for the preparation of a new Local Plan for Sheffield.
- 1.7 Notwithstanding this, and as detailed in this submission and the Strategic Representation, Inspired Villages have a number of concerns in respect of the Local Plan as drafted and do not consider the Plan to be sound or legally compliant.
- 1.8 This submission sets out details of Inspired Villages land interest at Dore Moor Garden Centre which is currently subject to a live hybrid planning application (22/04338/FUL) for the construction of an Integrated Retirement Community (IRC) of up to 125 Extra Care units (C2).
- 1.9 On the basis of the details set out in the Strategic Representation and within this submission and on the basis that the Council need to allocate land to meet the specific needs of older people, Inspired Villages **object to Policy SP1 in particular criterion a, c and h** of said policy.

## 2.0 LAND AT DORE MOOR NURSERY

### a) Site Description & Planning History

- 2.1 The subject site is situated at the edge of the village of Dore, on land south of Brickhouse Lane, 8km to the southwest of Sheffield City Centre and near to the boundary of the Peak District National Park (some 0.6km to the south west of the site).
- 2.2 The site lies 1.1km from the village centre of Dore, and access can be achieved via public transport or lit pedestrian paths along Brickhouse Lane.
- 2.3 The subject site and that subject to a live planning application, comprises the Dore Moor Garden Centre and is approximately 2.47 hectares in extent. Figure 1 below identifies the Site Location. Part of the site is previously developed land.

**Figure 1. Site Location Plan**



- 2.4 The site is rectangular in shape and may be split into three distinct areas. The Garden Centre and associated buildings are located centrally within the site, the eastern end is an open grass field used in association with the garden centre, and the western portion comprises a small plantation of coniferous pine trees.
- 2.5 The site, which lies adjacent to the built-up area of Dore, is defined on its eastern, western and northern boundary by a wall and mature vegetation. The southern boundary is shared with the adjacent residential property and is separated by a fence and vegetation.
- 2.6 Beyond its northern boundary runs the A625 Hathersage Road and Brickhouse Lane. On the opposite side of Hathersage Road, is the Dore Moor Public House with agricultural land lying beyond.
- 2.7 Newfield Lane lies immediately to the east beyond which lies an extensive area of established residential development. These areas consist primarily of two-storey detached and semi-detached residential properties.

- 2.8 To the west lies open countryside.
- 2.9 As outlined above, the site is subject to a live planning application (22/04338/FUL). The description of development is as follows;
- “Hybrid planning application for (i) the demolition of Dore Moor Garden Centre, and (ii) the construction of an Integrated Retirement Community (IRC) of up to 125 Extra Care units (Use Class C2) with ancillary communal and care facilities and green space consisting of: (a) A full planning application for 63 Extra Care units (C2); the Village Centre; means of access; landscaping and open space; and all other associated works and infrastructure; and, (b) An outline planning application (all matters reserved except for access) for up to 62 Extra Care units (C2) with ancillary communal space, landscaping and all other associated works and infrastructure”.*
- 2.10 For reference the statutory determination deadline is 15 March 2023.
- 2.11 The planning application is supported by a range of technical reports, including a Landscape and Visual Impact Assessment, a Tree Survey and Arboricultural Impact Assessment, Transport Statement, Geoenvironmental Site Investigation and Interpretive Report and Flood Risk Assessment. The full suite of technical and planning reports can be accessed on the Council application portal.
- 2.12 As is made clear within the supporting technical evidence and Illustrative Masterplan (Figure 2), the site is capable of accommodating the scale of proposed development without giving rise to any unacceptable harms that outweigh the benefits of delivering much needed specialist older persons housing in the Local Authority area.

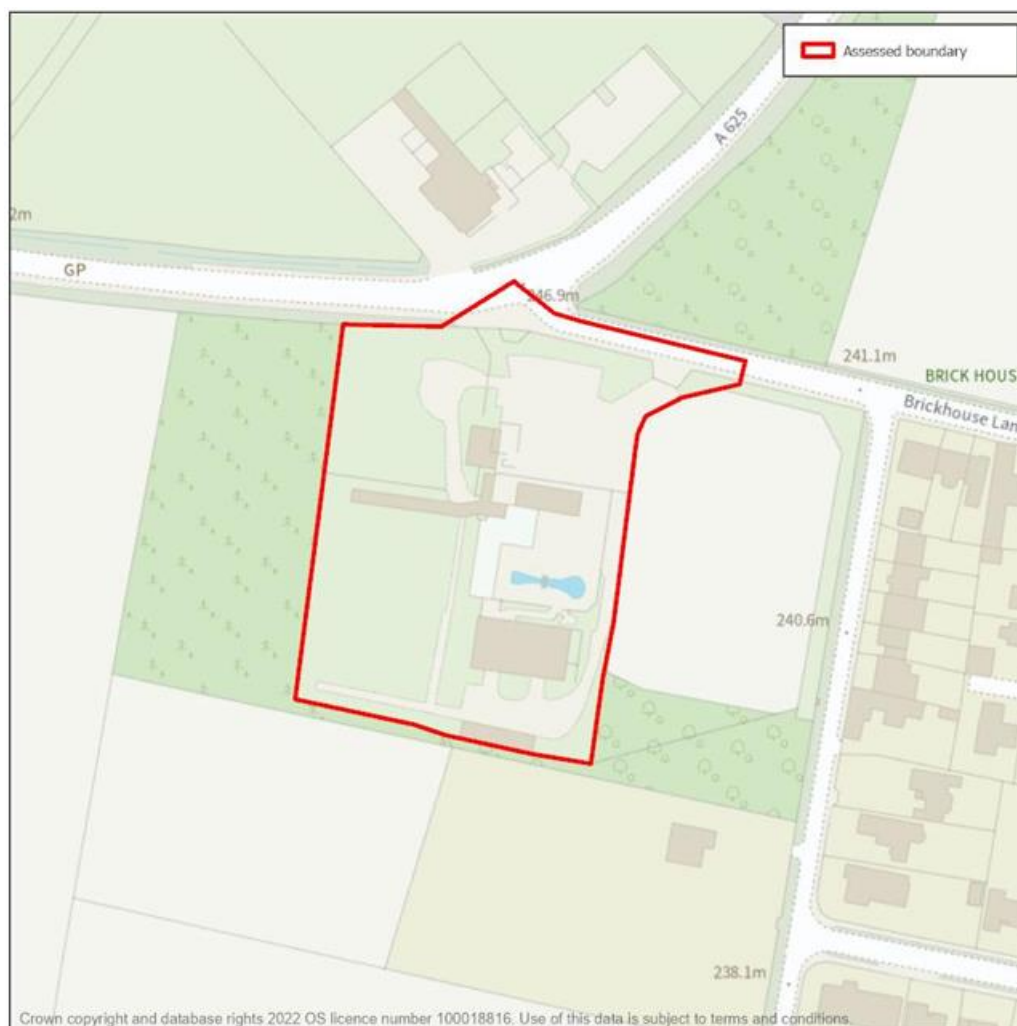
**Figure 2. Illustrative Masterplan**





- 2.16 The subject site has been promoted to the Council throughout the Plan making process and has been subject to detailed testing by the Council under reference S04637 for residential development. It is noted that the Council's Assessment relates to a smaller site area than that subject to the live planning application. For clarity, the site assessed by the Council measures 1.14 ha and is shown in Figure 4 below.

**Figure 4. Site S04637**



*Source: Site Selection Methodology Site Appraisal (S04637)*

- 2.17 In respect of the assessment of the site, the recommendation was not to allocate the site on the basis that the site is separated from the existing built form of Dore and development would require release from the Green Belt and the creation of a new defensible Green Belt boundary. Overall, it was considered that development of the site would contribute to urban sprawl.
- 2.18 The Council's Landscape Character Area assessment assesses the site as having low capacity to absorb development.
- 2.19 Notwithstanding this, the suitability assessment does not indicate that development of the site would give rise to any significant harms/red indicator scores. The assessment records a neutral score against some criteria and provides associated commentary. The table below sets out the neutral indicators, commentary and provides a response to the assessment on

behalf of Inspired Villages;

**Table 1. Site Assessment Neutral Indicators**

Indicator	Indicator Score Result	Response
Sufficient existing Open Space in the surrounding area	Insufficient open space - up to 20% below policy standard	The proposed development provides open/amenity space for the use of new and existing residents of the area. Given that the occupation of the units on site will be restricted to those aged 65+, along with the provision of health and wellbeing facilities on-site, it is not expected that development will give rise to significant sports pitch/open space requirements.
Distance to core public transport network (CPTN)	Site up to 1200m from the Core Public Transport Network	There are six bus stops within 0.2 miles walking distance of the site on Cross Lane, Hathersage Road and Causeway Head Road, and these link to Dore, Stannington, Castleton, Bakewell, Buxton, and Sheffield City Centre. Furthermore, an IRC will typically include the provision of an on-site village transport service, which allows residents to readily undertake trips for shopping, medical appointments, and other excursions in lieu of using private transport or needing to use public transport services. That will be the case with the scheme in Dore.
Impact on rural landscape character	Landscape has low capacity for absorbing development	The planning application is supported by a detailed Landscape and Visual Impact Assessment which considers the landscape setting. The design advocated in the master plan, which is based on a thorough and extensive analysis of the local landscape and its context and contribution, does provide for extensive reinforcement of local landscape features including the retention and supplementation of existing native boundaries and the substitution of the coniferous trees currently screening the site to the west with mixed native woodland buffer, contributing benefits to ecology and landscape character.
Impact on air quality	Residential site outside air quality exceedance area or is an employment site	The subject site is not located in an Air Quality Management Area and development, as proposed, is not expected to have a significant impact on Air Quality in the area.
Education capacity	No current surplus capacity for either Primary or Secondary education	Proposed use of site restricted to residents aged 65 +, thus no impact on education capacity.
Availability of local facilities	Site within proximity of 2 classes of local facility	Proposed development, subject to live planning application will provide on-site health and wellbeing facilities including a pool, gym, fitness studio, café, restaurant/bar, shop, activity space, hairdresser, etc.

Proximity to hazardous installations or closed landfill sites	Site is within 250m of a closed landfill site	Planning application supported by geotechnical report which consider the proximity of the site to the landfill and determines that that low-level gas protection measures mitigate against any identified risk.
Likelihood of existing land contamination	More than minimal risk of land contamination	The planning application is supported by a detailed Geotechnical report which considers likely contamination and sets out appropriate mitigation and as such demonstrates that contamination risk is not of impediment to development.
Potential to provide affordable housing	Greenfield site within an existing 0% affordable housing area	Given the nature of the proposed use of the site, it is not considered appropriate to require the provision of affordable housing. As is confirmed in the Whole Plan Viability Assessment, and as set out in the accompanying Strategic Representations, the Council's own evidence confirms that it is not viable to deliver affordable housing on Extra Care (including IRC) developments in an area of the City, including at the subject site.

2.20 Against all other indicators, development of the subject site scores positively. For clarity this includes;

- Proximity to incompatible uses;
- Loss of onsite Open Space;
- Loss of community/leisure facilities;
- Use of Previously Development Land;
- Loss of BMV;
- Impact on Heritage Assets;
- Archaeology Constraints;
- Impact on Geology;
- Flood Risk;
- Proximity to waste sites;
- Impact on Local Green Space.

2.21 Significantly, no negative impact of development is recorded in the assessment.

2.22 Accordingly, we disagree with the Site Assessment of the subject site and, as set out below, we consider that the site is suitable, available and deliverable for residential development in the short-term.

2.23 It is further noted that the assessment of the site, as set out in the Integrated Impact Assessment, the subject site scores better than a number of sites, that are proposed for allocation in the Regulation 19 consultation version of the Plan.

2.24 Inconsistencies within the site assessment process are clear to see, particularly when considering the individual allocations site assessments, which confirm amongst a range of other constraints to development, that a significant percentage of allocated land is subject to unknown contamination issues, are located in flood zones 2 and 3 and require extensive

heritage evaluation. The list of sites allocated where the Council have provided insufficient evidence of deliverability is set out in the Strategic Representations that sit alongside this submission.

- 2.25 Such sites include but are not limited to KN03, KN04, KNO5, KN07, KN09, KN10, KN13, CW16, SU13, SU26, SV17, ES38.

**e) Deliverability**

- 2.26 The glossary to the National Planning Policy Framework 2021 (NPPF21) confirms that in order for a site to be considered deliverable, it should be available now, offer a suitable location for development now and be achievable with a realistic prospect that housing will be delivered on the site within five-years.

- 2.27 The NPPF glossary also confirms that to be considered developable, sites should be in a location suitable for development with a reasonable prospect that they will be available and be viably development at the point envisages.

- 2.28 The below therefore assesses the site in terms of its suitability, availability and achievability.

***Suitability***

- 2.29 The Planning Practice Guidance (PPG) confirms that a site can be considered suitable if it would provide an appropriate location for development when considered against relevant constraints and their potential to be mitigated (Paragraph: 012 Reference ID: 3-018-20190722).

- 2.30 The site is located on the edge of a sustainable settlement, as identified within the Council's draft Local Plan and supporting evidence. As set out in the reports supporting the live planning application, the site is within a reasonable distance of existing services and facilities, but through the delivery of a village centre, will provide new day-to-day services to meet the needs of local residents. The site is connected to higher order services and facilities by regular bus services and as such, it is therefore well placed to encourage more sustainable patterns of travel and reduce reliance on the private car, consistent with the sustainability principles set out in the NPPF21.

- 2.31 In terms of technical constraints (including access, topography, landscape, trees, noise and flood risk), the technical reports supporting the planning application confirm that any harms can be suitably mitigated through layout, design and conditioned measure and as such there are no identifiable constraints that are considered a barrier to development.

- 2.32 The site is therefore considered suitable for development to meet the housing needs of older residents of the City.

***Availability***

- 2.33 The PPG states that a site can be considered available for development, when, on the best information available, there is confidence that there are no legal or ownership impediments to development. Land controlled by a landowner who has expressed an intention to development may be considered available (Paragraph: 0.19 Reference ID: 3-019-20190722).

- 2.34 There is a single landowner in control of this site. Inspired Villages has a contract to acquire the site from the landowner on grant of planning permission. It is IV's intention, as demonstrated through the live planning application, to develop the site for an IRC, and has submitted a hybrid application (part detail, part outline) to enable the early delivery of the site, and therefore the site is considered available for development.



***Achievability***

- 2.35 The PPG confirms a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of the site, and the capacity of the developer to complete and let or sell the development over a certain period of time (Paragraph: 020 Reference ID: 3-020-20190722).
- 2.36 Through the preparation of the technical evidence supporting the application, all technical constraints have been considered and based on IV's experience within the market, the developer is confident and comfortable that the site is economically viable.
- 2.37 The site is therefore considered achievable for development as proposed within the live planning application.

### **3.0 CONCLUSION**

- 3.1 The preparation of a new Local Plan for Sheffield is fully supported and given the datedness of the existing Development Plan is considered necessary.
- 3.2 The land at Dore Moor Garden Centre, is currently available and suitable for development in the short-term, both to address the significant immediate shortfall in the provision of specialist housing to meet the needs of an aging population but also to contribute to meet needs across the plan period. Part of the site has been considered by the Council in identifying land for allocation, but we have identified significant inconsistencies within the scoring of sites and further to the submission of an application across the wider site, we consider that there has been insufficient consideration of the development potential through the site assessment process, with the site being disregarded with little by way of explanation.
- 3.3 As is set out in the supporting Strategic Representations, without the release of further Green Belt land, the Council cannot meet their minimum housing requirement and furthermore, given the complexities, viability issues and lack of detailed assessment of a number of allocated sites, the Council cannot even meet the artificially reduced requirement set out in the Plan. Part of the site is previously developed land within the green belt and national policy supports redevelopment of such sites subject to certain tests. The nature of an IRC

- 3.4 requires a certain scale of development to be viable due to the extent of facilities provided and to enable its residents to access the flexible provision of care to meet their needs as they age in place.
- 3.5 There is an urgent need to address the housing needs of older people in the City and in the absence of a dedicated policy within the Regulation 19 consultation Plan, it is necessary to seek allocation of land within the Plan to meet the needs of this growing demographic. The subject site should be allocated under Policy NC4 and specifically seek to meet identified needs for Market Extra Care accommodation in the Local Plan Area.
- 3.6 Given the identified shortfalls in respect of site assessments and reasoning for assessing certain sites, we consider it necessary that the Council revisit the methodology for assessment, the Sustainability Appraisal and the Integrated Impact Assessment and produce a detailed Green Belt Assessment which considers the site in line with the application boundary.
- 3.7 **For clarity, Inspired Villages object to Policy SP1 and Policy NC4 on the basis that the land at Dore Moor Nursery should be allocated to meet the needs of older people in the Local Authority Area.**



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