## **The National Cycle Network**

Route User Monitoring Report To end of **2008** 



### Welcome

Welcome to Sustrans' report on usage of the National Cycle Network during 2008. I am delighted to report that the number of journeys on the Network increased for the ninth year in succession, to 386 million walking and cycling trips, an increase of 9% on the previous year. This is just under a third of the 1.2 billion passenger journeys made on Britain's railways in 2007/08.

As a result of this growth there are now more than one million journeys being made every day on the National Cycle Network, this is despite the fact that it remains the only nationally important travel network for which there is no obligation or consistent level of financial support for either its maintenance or its development.

Sustrans, with our many partners, is constantly adding new links and new sections to the Network, but the number of journeys being made is growing faster than its length. Even though the Network was extended in length during 2008, like-for-like usage since 2007 increased by 3%.

Trips on the Network are split roughly half and half between those made on foot and those made by bike, and those who see the Network as mainly a leisure network may be surprised to know that it is in weekday journeys that there has been the biggest increase in usage. This suggests that many more people are discovering the joys of commuting or getting to school on foot and by bike.

Most transport departments have key goals that underpin delivery of their strategies. The Department for Transport

in England recently articulated these in its report, Delivering a Sustainable Transport System. The five goals are:

- to support national economic competitiveness and growth, by delivering reliable and efficient transport networks
- to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change
- to contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health
- to promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society
- to improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.

With the Sustainable Development Commission, amongst others, questioning the orthodoxy of economic growth as the overriding priority of government policy, we suggest that the first goal should focus on supporting economic prosperity. With that one minor, but crucial, amendment, we believe the National Cycle Network meets all of these key criteria more fully than any other travel network.

If you find that hard to believe, it is worth remembering as you read through the following pages that every one of the 386 million journeys made on the National Cycle Network during 2008 was a physically active, zero emission, de-

congesting, no petrol necessary journey. Furthermore, the Network itself is free at the point of access and passes within a mile of over 55% of the population.

As transport policymakers grapple with the challenges of the low carbon future that is now demanded by the UK's first carbon budget; a world where cheap energy is a thing of the past; and a population whose sedentary lifestyles are costing health budgets billions, perhaps the Network and cycling and walking generally have earned the right to benefit from proper and consistent investment and promotion?

After all that's what Germany, Denmark and Holland did back in the 1970's when similar challenges first presented themselves. These nations deliberately

favoured investment in sustainable and integrated travel over private car use. They found that it made economic sense, environmental sense, health sense, efficiency sense, and sense in terms of access for all. Sustrans shares the view that a transport system fit for purpose in the 21st century, enabling everyone who wants to, regardless of age or ability, to travel by foot and by bike for many more journeys, is just common-sense.

Byll

Malcolm Shepherd Chief Executive





Changing the way we move is good for our economy. On these pages we report the enormous benefits to be offered by the National Cycle Network as a contribution to the UK's finances.

By enabling everyday physical activity as well as low carbon travel, the Network has a role to play in combating some of the most expensive challenges of our time.

Obesity, and related chronic conditions amongst children and adults, is predicted to cost the UK  $\pounds49.9$  billion each year by 2050. The cost of climate change is expected to run into the many trillions of pounds, with personal car use generating 13% of  $CO_2$  emissions in the UK, with nearly six in ten of car journeys being under five miles.

Congestion on our roads is estimated to cost the UK economy more than £20 billion each year. And oil, on which motorised transport depends, is predicted to be more expensive in the years ahead.

Based on these facts alone, increasing levels of walking, cycling and use of public transport would contribute enormously to our economy in savings to taxpayers. They would also create a more robust transport system that is less exposed to the volatility of oil markets.

## On the National Cycle Network during 2008:

The potential carbon saving if all 386 million journeys had replaced a car journey is 493,000 tonnes. At today's Shadow Price of Carbon\*1 this is worth £12.8 million (£26 per tonne CO<sub>2</sub> equivalent). The potential carbon saving since we began monitoring usage of the National Cycle Network in 2000 is 2.3 million tonnes of CO<sub>2</sub>, saving almost £60 million

- 96 million journeys were commuting trips
- 134 million journeys were made by people who could have used a car, but chose not to – if each of these trips had been made by car at the average car occupancy in the UK of 1.6, there would have been nearly 84 million more car journeys on the UK's roads, equivalent to 11 months worth of traffic on the M25.<sup>2</sup>
- using the World Health Organisation's
   Health Economic Appraisal Tool for cycling,
   the total health benefit to cyclists that used
   the National Cycle Network in 2008 was
   worth £270 million (see the following page
   for more information)

#### And then there's the value for money

Using the Department for Transport in England's guidance on evaluating transport, three case studies based on Sustrans' work demonstrate a benefit to cost ratio of 18, 22 and 38.1.

These benefit to cost ratios are reduced by the way that tax revenues are treated – schemes that reduce car use are marked down because of their loss of income to the Treasury. If this anomaly is stripped out the benefit to cost ratios are nearer 40:1.

Within the guidance any scheme that demonstrates a ratio above 4:1 falls within the 'Very high' value for money category. There is no category for schemes delivering ten times this amount.

\*the SPC captures the costs associated with the damage caused by climate change, assigning a volume to each additional tonne of greenhouse gas emitted, expressed as carbon dioxide equivalent (OO<sub>7</sub>e) for ease of comparison.

- 1 Department for Environment Food and Rural Affairs, 2007 Shadow Price of Carbon
- 2 Highways Agency, All about the M25 Facts & Figures

## Sase study

## Improve the UK's health and reduce the burden on our economy

### the economic health benefits of cycling

In 2007, the UK government published its Foresight report into obesity, "Tackling Obesities: Future Choices". Foresight's headline prediction was that by 2050, 60% of men, 50% of women and 25% of children may be obese, and the resulting health costs would cost the UK economy a staggering £49.9 billion per year with a seven fold increase in NHS costs alone.

In this context it is important to be able to calculate not only the direct personal health benefits of increased physical activity but also the resulting savings in associated health costs. Over the last two years Sustrans has played a major role in the development of the World Health Organisation's Health and Economic Appraisal Tool for cycling, or HEAT for short.

The tool has been produced to assist anyone who wishes to conduct an economic appraisal of the health effects related to increased cycling. It is designed to complement existing tools for economic appraisals of transport interventions which have traditionally tended to focus on other issues such as emissions or congestion.

The tool will produce an estimate of the mean annual benefit (per cyclist; per trip; and total annual benefit) due to reduced mortality as a result of cycling.

In short, HEAT helps to answer the following question: If x people cycle y distance on most days, what is the value of the health benefits that occur as a result of the reduction in mortality due to their increased physical activity?

Sustrans has applied HEAT to National Cycle Network data for 2008. For the first time, this has enabled Sustrans to estimate a monetary value for health benefits associated with usage of the Network:

- based on an average trip length of 7.4 km (4.6 miles), the total health benefit to cyclists that used the National Cycle Network in 2008 was worth £270 million
- at present HEAT cannot be used to calculate economic health benefits to pedestrians, however an extremely conservative assumption that walking might be worth one third of the benefit of cycling, gives us an annual benefit of £360 million for all those using the Network for walking trips
- these yearly National Cycle Network health benefit figures actually outweigh all the costs of developing the Network over the last 14 years many times over
- extrapolating this data, we estimate that over the next ten years, cycling on the Network (as it exists today) could save the NHS £3.4 billion.

WHO has plans to produce a similar tool to calculate the health benefits for pedestrians and Sustrans will be a key contributor to its development.

### Reliable, efficient travel

#### commuting by bike in an urban area

Sustrans conducted surveys at two points along a refurbished traffic-free path adjacent to the River Thames in Greenwich. Collecting data at the heart of such a busy city centre has highlighted the efficiency and simplicity of commuting trips made by bike where they are a viable option. The results from the Cutty Sark survey point mirror the growing popularity of cycle commuting throughout London. They are indicative of what is possible in urban areas, where 80% of the UK's population now lives, if the right networks of routes are in place to inspire people of all abilities and ages to cycle.

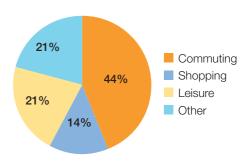


- nearly 63,000 trips were made by bike
- 44% of trips made by bike were to work.
   This compares to an average of 7% throughout the UK
- 99% of cyclists used no other mode of transport for their trip despite the fact that 57% of them could have used a car
- one in four cyclists were women
- 22% of cyclists described themselves as new to or returning to cycling and 62% said that they intended to cycle more often in the future



- 16% of cyclists said that they used the path more often since it had been upgraded with an increased width and improved surface
- 94% of cyclists feel very or fairly safe in terms of other traffic, and 86% felt safe in terms of their personal security.

## Cutty Sark percentage of cyclists by trip type



Source: Sustrans, 2008



Reducing transport's emissions of carbon dioxide and other greenhouse gases, and therefore tackling climate change

The National Cycle Network is offering people the choice of zero emission travel both for local journeys, and for those further afield, when people walk or cycle as part of longer journeys.

Children make good use of the National Cycle Network, and more research is needed to establish the benefit of walking and cycling in childhood in creating habit forming sustainable travel behaviour in adulthood, and the impact on their "lifetime" carbon footprint.

The Netherlands has one of the lowest carbon footprints from domestic transport in Europe. One in four of all journeys in the Netherlands are made by bike. And this habit starts early - over a third of journeys made by those under the age of 15 are by bike. Compare this to 2% in the UK. It could be argued that high levels of cycling in childhood is indicative of high levels of cycling generally.

## On the National Cycle Network during 2008:

- 35% of users could have used a car but chose not to
- 76% of journeys were made solely on foot or by bike – 292 million journeys
- 77% of users have access to a car in their household

- 23% of trips were for commuting this is more than double the number of trips for this purpose in 2007
- 64 million journeys made on the Network were made by children to get to school or for play
- 17 million trips were made to school, reducing the congestion caused by the school run
- 9% of walking and cycling trips were as part of a longer journey combining with bus and rail services
- the National Cycle Network offers a real alternative for door-to-door trips made by car – the average length of journey for commuters on bikes on traffic-free sections of the Network is about five miles – the same distance as nearly twothirds of car journeys
- the potential carbon saving of all journeys made was 493,000 tonnes. This is the equivalent of taking 218,000 cars off the road.



Obesity is now a serious public health concern. The 2007 Foresight Tackling Obesities report showed that obesity levels in the UK are reaching epidemic proportions. Without urgent action to change behaviour, nearly 60% of the UK population could be obese by 2050, at an annual cost of £49.9 billion at today's prices.

Throughout the UK there are also significant inequalities in terms of health and levels of physical activity within the population. This is reflected in a significant difference between areas with the highest and lowest life expectancies.

Busy roads and anti-social parking are repeatedly cited as major concerns in the British Crime Survey, with fewer people actively present in their streets having a correlation to increased fear of crime.

In addition, numerous studies have shown that lower traffic levels are associated with significantly higher levels of social interaction, and that in urban areas conducive to walking, cycling and outdoor play people are more likely to know their neighbours, participate politically, trust others and be socially engaged.

In short, prioritising walking and cycling over private car use can make a vital contribution to social cohesion, neighbourhood revitalisation and community well-being.

Creating the right environment to enable many more people to walk and cycle was one of the top five policy responses to obesity in the Foresight report, and was echoed in guidance from the National Institute for Health and Clinical Excellence as a way to enable much greater levels of physical activity.

Enabling a shift to walking and cycling also benefits those areas which suffer from poor air quality and high levels of traffic noise, both of which can have a detrimental impact on people's health.

## On the National Cycle Network during 2008:

- 71% of users say that the National Cycle Network is enabling them to increase the amount of everyday physical activity they take. This rises to 76% amongst women.
- the Network is encouraging people to take up or start cycling again – 6% of cyclists say they are new to or returning to cycling
- 42% of users are walking and cycling more than they were a year ago and 40% are planning to walk and cycle more in the future
- 42% of those using urban traffic-free sections of the Network are over the age of 45
- 39% of users of the Network do so because of the safe environment it offers.



of users are aged 16-24, and in this age category a higher percentage of women use the Network than men

The National Cycle Network is free at the point of access and passes within a mile of over

55% of the population

## 134 million

journeys were made by people who could have used a car but chose not to. Up from 74 million in 2007

The potential carbon saving of all 386 million journeys is

493,000 tonnes

42% of users are walking and cycling more than they were a year ago and 40% are planning to walk and cycle more in the future

# Case study

## Small steps to a big change

### how community-centred routes increase usage

Enabling people to make their shorter, everyday journeys more sustainably is going to be fundamental in delivering a low carbon transport system. The linking of the National Cycle Network into the heart of communities has meant that journeys to work, to the shops, to school and to visit nearby friends and family are now easier on foot or by bike. People now have an option to choose an active, low carbon journey as an alternative to the car.



Sustrans measured usage of a route at Eden Bridge in Carlisle. The route is a key route for a variety of local journeys, linking the north side of Carlisle to the centre of the city.

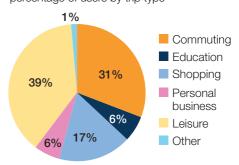
#### At Eden Bridge in 2008:

- it is estimated that more than 600,000 walking or cycling trips were made.

  That's more than 50,000 every month
- 98% of users said that getting to the main route across the bridge was fairly easy both on foot and by bike. Accessing the main sections of the National Cycle Network is crucial in enabling people to make sustainable journeys from door-todoor
- amongst cyclists, commuting, shopping and personal business make up 78% of all trips
- 91% of those surveyed said that they had used no other mode of transport to make their trip. This is despite the fact that 61% could have used a car if they wanted to

- Carlisle's seasonal weather does not seem to deter usage. The number of pedestrians using the route falls marginally from 60% to 56% between spring/summer and autumn/winter
- there is an appetite to use the route even more. Something as simple as improving lighting along the route (so that people feel comfortable using it in the evening and during the winter months) would be enough to persuade 17% of current users to use the route more often.

## Eden Bridge, Carlisle percentage of users by trip type



Source: Sustrans, 2008

## Who says P.E. class can't start at the front door? A better, more attractive path makes a more popular journey

Safety is cited as the number one concern amongst parents when they are asked to consider allowing their children to get to school on their own. In Scotland, Sustrans' Tackling the School Run programme has been delivering measures to increase active travel on the school journey. Building better walking and cycling paths near schools that link into the National Cycle Network is just one method of helping to encourage a greater take up of an active school run.



Sustrans measured route usage before and after improvements to one such path near a primary school at Hailes Quarry Park in Edinburgh.

The path was upgraded from a muddy stretch across a park to a properly surfaced and attractive walking and cycling route.



#### At Hailes Quarry Park in 2008:

- the number of trips made by children using the path nearly doubled as a result of improvements
- in 2007 virtually no trips were made for education. Following improvements, 12% of trips were for education
- it's not just children that benefited. There
  was a 22% increase in usage amongst
  people over 60 years of age and more
  women now use the path
- overall, there was a 24% increase in the number of trips made per year along this stretch of path
- the percentage of people that said that they intended to walk or cycle more in the future more than doubled, with almost half of all users saying that they planned to travel actively more often following the route improvements.



Walking and cycling are the most accessible forms of travel. They are low cost, and available to all regardless of age and income.

Whilst the National Travel Survey reveals that the gender gap has closed considerably over the past 30 years in relation to personal car use, it also reveals that women make only 1% of trips by bike, compared to 2% by men. Sustrans' own survey of 1,000 women shows that safety is the major concern for women, and much greater prevalence of dedicated cycling routes would, in the opinion of the majority of women, be the best way of enabling more women to cycle.

It is also worth remembering that 25% of households in Britain do not have a car available to them, yet our transport system and access to local destinations is based on the notion that everyone can jump in a car.

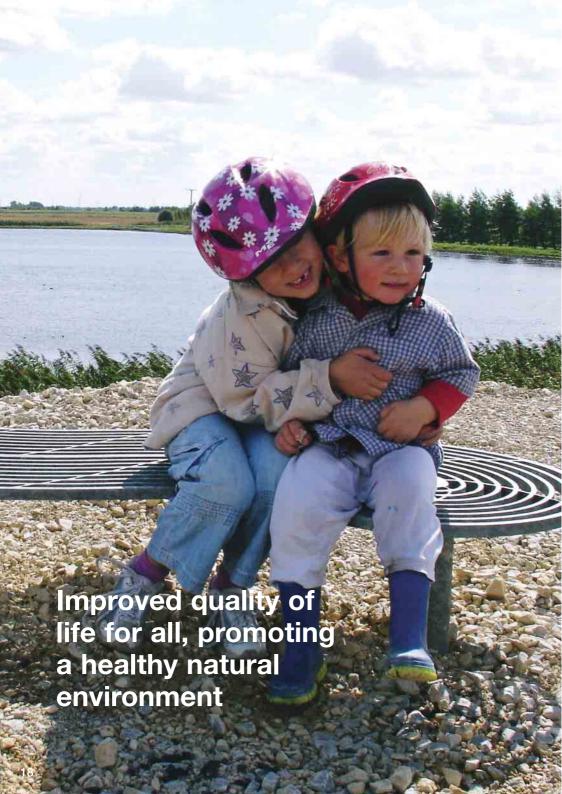
The National Cycle Network now passes within a mile of 55% of the UK population, with a third of it being free from traffic. It is also free at the point of access.

## On the National Cycle Network during 2008:

- urban traffic-free sections of the Network are three times more popular for cycling than road-adjacent sections
- 8% of users identify themselves as Black and Minority Ethnic (BME)
- 135 million journeys on the Network were made by women – two thirds of these were on foot – and women were more likely to have chosen to leave their car behind than men
- women are using it more compared to a vear ago than men, and they are also

planning to use it more than men in the future

- a fifth of women cycling describe themselves as new to or returning to cycling, and overall women account for over a third of all journeys made on the Network
- the number of women starting to cycle again is four times as high as men, and the proportion of women who describe themselves as new to cycling is ten times higher than men
- 13% of cycling trips on urban traffic-free sections are by new, returning, or occasional cyclists. On urban, on-road sections all cycling trips are by experienced cyclists
- 42% of users of traffic-free sections of the National Cycle Network say they are more likely to be cycling and walking more in the future compared with 29% on sections that are on road
- for 28% of users of the Network a car was not an available option
- 12% of users are aged 16-24, and in this age category a higher percentage of women use the Network than men
- 2% of trips on the Network are made by people with a disability – this rises to 5% in those over 60
- rural traffic-free sections are popular with people over 60 who make 24% of their trips on these routes.



At the heart of quality of life is liveability, and central to this is creating public space that is equally available to all - an environment that creates access for the majority rather than mobility for the few.

The UK ranks far behind our northern European neighbours in liveability indices. It is often the quality of public transport, and provision for pedestrians and cyclists that sets liveable cities around the world apart from those in the UK. That is why Copenhagen topped the league in 2008, when it was one of nine northern European cities featured in the top 20 compared to none from the UK.

It is this notion of liveability that informs the vision for the National Cycle Network, particularly traffic-free sections. These focus on creating the right environment for those who feel unable to cycle and walk on or beside our busy roads. Women, children, older people, people with pushchairs, people with disabilities – Sustrans wants to create space that inspires and motivates everyone to feel they could choose to travel under their own steam, not just those who are already confident in their ability to do this.

Integral to creating this great public space is Sustrans' work on Art and the Travelling Landscape which, over the last 30 years, has been responsible for commissioning public art to both enhance and inform local spaces.

Many of the most successful sections of the Network are greenways, giving people direct access to green space. These green transport corridors are also havens for wildlife, providing vital links to habitats for a range of species.\*

\*(For more information please see Sustrans' Biodiversity Action Plan on our website.)

## On the National Cycle Network during 2008:

- 52% of people used the Network because of the pleasant environment it offers
- traffic-free sections of the Network account for about a third of its length, but 85% of its usage
- 38% of users of traffic-free sections of the Network could have used a car but chose not to, compared to 12% of those using other parts of the Network
- in every age group except those aged 45-59 people were more likely to be using traffic-free sections of the National Cycle Network
- people without access to a car are more likely to be using traffic-free sections of National Cycle Network
- over 17 million trips were made by those who were new to, returning to, or occasional cyclists, on traffic-free sections of the National Cycle Network, compared to three million made on other sections
- on rural traffic-free sections over 6% of trips are made by those registered as disabled
- nearly a quarter of all trips made on rural traffic-free sections are made by people over the age of 60, in contrast to urban traffic-free sections where a third of all journeys are made by those aged 16-34.

#### The Network

#### a destination in itself

Going on a journey is not always about getting from A to B. For more than 30 years, Sustrans' Art and the Travelling Landscape has been creating memorable places along the National Cycle Network where people can pause, relax and contemplate their surroundings. These seating areas, rest stops and artworks are proving so popular that they are fast becoming a destination in their own right



Sustrans undertook surveys along National Cycle Network Route 1, alongside the river Witham, at Bardney in Lincolnshire. The route features an extensive art trail reflecting the nature, history and culture of the local environment.

#### At the river Witham in 2008:

- 52% of those surveyed said that they liked the route because of the artwork and more than 15% of people said that they had made their trip specifically to see the artwork
- overall, 87% of users surveyed said that they liked the artwork along the route

- nine out of ten people surveyed were aware of artworks on the route
- the vast majority of trips along this route were for leisure and more than 40% of the pedestrians using the route were 60 years or over
- 'pleasant surroundings' was cited as the number one reason why people chose to use the route
- 26% of people using this route were 60 years of age or older, this compares to 8% across all surveyed routes.

#### **Bike Belles**

#### catalyst for a gender revolution

Case study



Sustrans surveyed a thousand women to find out how often they cycled, what prevented them from cycling more often and what they thought would encourage women to cycle more. Here's what we found:

#### The challenge

- whilst 43% of the women surveyed had access to a bike, just 4% said that they cycled more than once a week, and 79% said that they didn't cycle at all
- safety was cited as the number one reason preventing those surveyed from cycling, particularly amongst women over the age of 45

#### The opportunity

The survey also revealed some really strong evidence that suggests that most women would be prepared to cycle more often if they had a safer environment in which to cycle. Traffic-free cycle lanes are identified as being particularly important.

 the majority of women thought that cycle lanes that were separated from traffic altogether would encourage women to cycle more

- a further third said that cycle lanes that were kept clear of all vehicles except buses would be enough to encourage a greater uptake
- an enforced 20 mph speed limit in residential areas was considered another catalyst by more than one in five of those surveyed

During 2009, Sustrans has focussed much of its work on analysing the reasons why so few women in the UK currently cycle on a daily basis. In Holland, by contrast, over half of all cycle trips are by women. Sustrans launched its Bike Belles website – a website dedicated to providing practical measures for women to get in the cycling habit to offer both information and advice, but also to understand better what is preventing women from cycling. We will work with others to widely disseminate what we learn to try and create an environment that will encourage many millions of women to cycle.

## Methodology

Sustrans would like to thank all those who have contributed to the National Cycle Network monitoring programme. Those requiring more information on any part of this report, or wishing to become involved in the programme, should contact Sustrans' Research and Monitoring Unit.

## Measuring changes in the levels of cycling

Sustrans has been collating data from local authority networks of automated continuous cycle counters throughout the UK for several years. This data is the basis for expressions of the changing levels of cycle use. A sample of over 430 counters formed the basis for this year's change measurement. An independent review of analytical techniques employed has recently been completed.

## Estimating total National Cycle Network use

A complex model is used to generate estimates of National Cycle Network usage. Figures for usage on different types of routes, combined with the figures describing changes in levels of cycling, form the basis for national level aggregation. The process used this year is consistent with that used in 2005, 06 and 07. Pedestrian use of road adjacent routes is not assigned as Network use. An independent review of the model has recently been completed.

#### Profiling the use of the Network

Profiles of National Cycle Network usage are derived from route user surveys. A further 22 of these were conducted in 2008. Sustrans holds a database of over 60,000 face-to-face interviews with route users collected over the past eight years. Survey response data is weighted on the basis of concurrent local user counts and national Network usage estimates, in-line with the recommendations of an independent review of the survey process.

#### Case studies

The case studies presented are derived from count and survey data collected by Sustrans and partners.

#### **Future reporting**

We are always seeking to improve our methodology for interpreting the data we collect. Over the next few years we particularly wish to:

- Improve the sophistication of cycle usage estimation based on better modelling of count data.
- Generate better 'levels of change' data for cycling activity.
- 3. Enhance our understanding of pedestrian activity on road-adjacent routes.

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Our vision is a world in which people choose to travel in ways that benefit their health and the environment. We work on practical, innovative solutions to the transport challenges facing us all.

The National Cycle Network is one of these solutions. Working in partnership with hundreds of local authorities, and many other organisations and funders, over 12,000 miles of routes and links were completed by December 2008.

This Route User Monitoring Report describes usage of the National Cycle Network during 2008. We can only publish a selection of the mass of data we collect. For fuller and more detailed information, visit the Research and Monitoring section of our website at www.sustrans.org.uk to see other data as it becomes available.

For more copies of this report please visit www.sustrans.org.uk to download a PDF or e-mail

researchandmonitoring@sustrans.org.uk for printed copies.

Sustrans is also the charity behind a whole range of community, health and environmental projects that are changing our world one mile at a time.

If you think what we do sounds sensible, we urgently need people like you to help us do more. By giving from £5 a month you'll start to make a difference. Without this financial support, Sustrans and projects such as the National Cycle Network would probably not exist.

To find out more about Sustrans or to become a Sustrans Supporter please visit www.sustrans.org.uk or call 0845 113 00 65.

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#### Photography

Sustrans staff, istockphoto.com (p7), The Edinburgh and Lothians Greenspace Trust (p15) and David Martin (p18.20)

#### Design

www.trmvs.co.uk

#### Prin

Printed on Revive 100 Offset. This is an FSC certified paper made using 100% post-consumer waste.

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ISSN 1755-3434 (print) ISSN 1755-344X (online) Registered Charity No. 326550 (England and Wales) SCO39263 (Scotland)

VAT Registration No. 416740656

