

For and on behalf of
Keepmoat Homes Ltd

**Highways Proof of Evidence of Miss Anna Meer BA (Hons) CMILT
Core Document Reference CD 6.28**

**Appeal against the refusal of
Full Planning Permission for 103 dwellings on
Field Reference Number 7108 at Eakring Road, Bilsthorpe, Nottinghamshire**

**INSPECTORATE REF: APP/B3030/W/20/3265876
PLANNING APPLICATION REF: 20/00873/FULM**

**Prepared by
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Sustainable Development and Delivery
DLP Planning Ltd
Sheffield**

April 2021




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- Appendix AM-A Photo montage of utilisation of existing triple tandem parking bays**
- Appendix AM-B Drawing Number NTTS5224-3PD-001 Swept Path Analysis**

1.0 EXPERIENCE

- 1.1 My name is Anna Meer. I have a BA Honours Degree in Geography and am a Chartered Member of the Institute of Logistics and Transport (CMILT). I also hold the Road Safety Engineering (RoSPA) accreditation.
- 1.2 I am currently an Associate Director working for DLP Planning Ltd, which is a national planning consultancy. More specifically, I work within the Sustainable Development and Delivery (SDD) team within DLP, which specialises in highways and transportation planning. I head up the SDD team across offices in both Sheffield and Nottingham, whilst also providing support to our SDD team in Bristol. I have worked as a Transport Planner for over 16 years at multi-disciplinary companies, and highway consultancies. This has included undertaking work on behalf of both private and public sector clients on highways and transportation jobs across the UK.
- 1.3 The evidence I have prepared and provided for this appeal ((APP/B3030/W/20/3265876) against the refusal of Full Planning Permission for 103 dwellings on land to the east of Eakring Road, Bilsthorpe, Nottinghamshire is true and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are my true and professional opinions.

Signed	
Name	Anna Meer BA (Hons) CMILT
Position	Associate Director, DLP Planning Ltd
Date	12/04/2021

2.0 INTRODUCTION

- 2.1 This highways Proof of Evidence relates to an appeal against Newark and Sherwood District Council's refusal of planning permission (Planning Reference 20/00873/FULM), for residential development at Land to the east of Eakring Road in Bilsthorpe, Nottinghamshire. The proposals consist of 103 dwellings, with a proposed access point provided off Eakring Road.
- 2.2 As part of the planning application, a Transport Assessment was prepared by Travis Baker, dated 27th May 2020 (**Core Document CD1.15**). This report concluded that the local highway network could accommodate the proposed development traffic, and that a safe and suitable access could be provided.
- 2.3 Subsequent to the above, consultation comments were received from Nottinghamshire County Council (**Core Document 3.3**) as the Local Highway Authority (dated 30th June 2020 yet revised on 6th July 2020). These comments outlined the requirement for a pedestrian crossing facility to be provided in the vicinity of the site access, provision of a footway on the eastern side of Eakring Road and improvements to the existing bus stop infrastructure. Within the comments, it was requested that further information be provided by the applicant to address the above issues.
- 2.4 In response to the above, further information was provided by the applicant to the Local Highway Authority (LHA) in the form of a "Pedestrian Crossing Assessment" report dated 21st September 2020 (**Core Document CD2.22**) and a revised layout drawing to show a footway along the eastern edge of Eakring Road.
- 2.5 Within the most recent consultation comments from the LHA dated 5th October 2020 (**Core Document 3.7**), it was agreed that the residential development alone would not justify the requirement for a pedestrian crossing and that bus stop improvements could be covered by a suitably worded planning condition or via a S106 contribution. To summarise, the LHA confirmed that they raise no objection in relation to the scheme, subject to several planning conditions.
- 2.6 Whilst the LHA raised no objection to the scheme, the Decision Notice includes reference to highways matter in its reason for refusal.
- 2.7 This proof has been prepared following the Case Management Conference (CMC) held on 15th March 2021. At the CMC, the Planning Inspector identified that in addition to the highways related reason for refusal from the Local Planning Authority, other highway matters were also raised by local residents third parties. In light of this, it was agreed that the highways Proof of Evidence (PoE) would be prepared to address the highways element of the reason refusal and also those as raised by third parties.
- 2.8 This proof therefore provides evidence in support of paragraph three, of Reason for Refusal 01 as set out in the Decision Notice dated 4th November 2020 (**Core Document 4.2**). For ease of reference, given the Reason for Refusal 01 makes reference to housing density,

design and landscaping, the specific element to which this proof relates to have been underlined. Paragraph 3 of the Reason for Refusal 01 states:

“The proposal for 103 units would, by virtue of its density, fail to secure an appropriate transition to the open countryside with parking and turning areas being proposed close to the northern boundary with little opportunity for landscaped screening. In addition to this, there are significant design compromises whereby the skew towards larger units (in terms of number of bedrooms) not only fails to represent the preferences of the latest District wide housing needs evidence but also leads to a significant proportion of the proposed four bed units being served by three parking spaces in tandem. The Local Planning Authority consider that this will lead to parking on street rather than in plot which consequently will detrimentally affect the efficiency of the internal highways network. Moreover, the size of a number of the proposed units are modest in their floor space again as a result of the overall number of dwellings far exceeding the number anticipated on a site of this size in this location.”

2.9 In addition to the above, the proof will also address third party comments received from local residents (**Core Document CD 6.7 – 6.9**), as forwarded on by the Planning inspectorate. These issues relate to:

- Increased traffic levels
- Location of access and proximity to pupils congregating at a bus stop serving Secondary School pupils.

2.10 This proof therefore addresses the highways related Reason for Refusal in the first instance, and then in turn addresses the two concerns raised by the interested third party.

3.0 PLANNING POLICY AND GUIDANCE

3.1 The following planning policy and related documents are relevant to this proof:

Newark & Sherwood Local Development Framework Core Strategy & Allocations Amended Core Strategy (adopted March 2019)

3.2 The relevant policies are:

- Spatial Policy 7: Sustainable Transport
- Policy DM5

Newark & Sherwood Local Development Framework “Residential Cycle and Car Parking Standards & Design Guide Supplementary Planning Document (August 2020 consultation draft updated as final draft January 2021)

3.3 The relevant sections are:

- Key Principle 2 “Design, Location and Layout of Car Parking Spaces

Nottinghamshire County Council Highways Design Guide (January 2021)

3.4 The relevant sections are:

- Section 2: Hierarchy
- Section 4.1: Residential Parking

3.5 It is noted that the above document was formally adopted on 13th January 2021, following two consultations on the draft and updated draft version between December 2018 and January 2019 and July 2020 and August 2020 respectively.

National Planning Policy Framework (February 2019)

3.6 The most relevant section being paragraph 109 as follows:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Manual for Streets (2007)

3.7 The most relevant sections being as follows:

- Chapter 4: Layout and connectivity
- Chapter 5: Quality places
- Chapter 6: Street users’ needs
- Chapter 7: Street geometry
- Chapter 8: Parking

4.0 HIGHWAYS RELATED REASON FOR REFUSAL – TRIPLE TANDEM PARKING

Accordance with Local Policy

- 4.1 As outlined in paragraph 3.6, all highway matters have been agreed with the LHA subject to suitably worded planning conditions. Within the final consultation comments (**Core Document CD3.7**), the LHA stated:

“In conclusion, this Authority raises no objections subject to the following conditions.....”

- 4.2 However the Local Planning Authority went against the advice of the LHA within the Decision Notice (**Core Document 4.2**), which stated in paragraph 3 of the Reason for Refusal that:

“..... significant proportion of the proposed four bed units being served by three parking spaces in tandem. The Local Planning Authority consider that this will lead to parking on street rather than in plot which consequently will detrimentally affect the efficiency of the internal highways network”

- 4.3 In considering the above, I have already set out my review of the Newark & Sherwood Local Development Framework “Residential Cycle and Car Parking Standards & Design Guide Supplementary Planning Document” (final draft January 2021) at Section 4 of my proof. To summarise, Key principle 2 sets out how in relation to tandem car parking:

“Tandem car parking arrangements can form part of a car parking strategy but will not be encouraged to be the only or predominant design solution”

- 4.4 Whilst the above guidance states that tandem parking will not be “encouraged” it is not stated a being prohibited. It is therefore agreed that tandem parking should not be a predominant design solution, but instead, can be adopted as part of other parking layouts such as garages, courtyards or on-street parking bays. Indeed my interpretation of the above policy is that a mix of parking arrangements should be “encouraged”. Given the proposed layout allows for 20 instances of tandem parking bays to be provided on-plot, and that the scheme allows for 103 dwellings in its entirety, I do not see this as an over reliance on tandem parking provision or the “dominant” parking option.

- 4.5 I have also sought to review the Nottinghamshire County Council “Highways Design Guide” (January 2021), which makes no reference to tandem parking not being permitted. The only reference to tandem parking is at Paragraph 4.1.4 which states that:

“Where driveway lengths are extended to provide tandem parking, driveway lengths should be extended by 5.0m (a full car length) to avoid vehicles overhanging the highway and obstructing footways,”

- 4.6 I have reviewed the site layout plan (**Core Document CD 2.21**) and can confirm that where triple tandem parking spaces are proposed, the driveways are indeed over 11 metres in

length and allow for two vehicles to park comfortably in front of the garage, without overhanging the footway.

- 4.7 I therefore conclude that the provision of triple tandem parking spaces at 20 plots within the site does not conflict with local policy or guidance.

Utilisation of Tandem Parking Provision

- 4.8 Reason for Refusal 01 raises concern in relation to future residents of the four bedroomed plots, choosing to park along the internal estate roads as opposed to using their own driveways. Further detail is provided within the Local Planning Authority Statement of Case (**Core Document 6.13**) which states that the furthest back space would become undesirable based upon the two vehicles in front of it needing to manoeuvre off the driveway to move the first vehicle.

- 4.9 I have therefore sought to identify where triple tandem parking provision has been recently consented on other similar scale residential schemes, and where these schemes are built out - review how utilised the tandem parking spaces are. **Appendix AM-A** of my proof contains a photographic montage of triple tandem parking which has been recently implemented at sites across the East Midlands. Whilst referenced individually within **Appendix AM-A**, the photographs were taken on Sunday 14th March 2021 between the hours of 15:00 and 16:00, and also on 18th March 2021 between 18:00 and 18:30. These times are deemed to represent times of the day and week when residents are likely to be at home, and thus the greatest possibility of residents utilising on-plot parking provision. The sites I visited include:

- Pomegranate Rd – CHE/15/00614/REM. 82 dwellings of which 26 plots have triple tandem parking.
- Dunston Lane – CHE/16/00016/OUT 99 dwellings in Phase One of which 38 have tandem parking.

- 4.10 My evidence at **Appendix AM-A** shows several instances whereby triple tandem parking is indeed utilised. Whilst it is not possible to tell whether the garage is indeed occupied, it does show that both driveway spaces are used, and no adjacent overspill / on-street parking occurs.

- 4.11 I have also sought to identify where schemes under the jurisdiction of Nottinghamshire County Council, have also recently been approved to allow for triple tandem parking spaces. Whilst it is appreciated the below schemes are yet to be built out, they do show evidence of triple tandem parking spaces being deemed acceptable by the Local Highway Authority and Local Planning Authority:

- 19/02068/FUL – Bloor Homes, Edwalton (Phase 2).
Planning consent granted in May 2020 for 191 dwellings.
Allows for 38 plots with triple tandem parking to be provided.
- 2018/0607. Persimmon Homes, Calverton.
Planning consent granted in September 2020 for up to 365 dwellings.
Allows for 56 plots with triple tandem parking to be provided.

Such triple tandem parking is also permitted off internal roads of 4.8 metres width.

- 4.12 My review has highlighted how there is a strong precedent for triple parking bays to be provided across the wider East Midlands area and indeed within Nottinghamshire. Regardless of geographical area, I have demonstrated how triple parking has been deemed to be acceptable by local Highway Authorities (including Nottinghamshire County Council) and that indeed such parking spaces are utilised accordingly.
- 4.13 I therefore do not agree that residents would simply choose to park on-street rather than within the curtilage of their own plot, and agree with the conclusion of the Local Highway Authority consultation comments dated 5th October 2020 where they did not raise any concern over tandem parking being provided.

Operation of Internal Road Network

- 4.14 Turning to the issue of tandem parking leading to on-street parking, despite the evidence I have I have provided to the contrary I accept that there potentially may be instances where residents will park on-street rather than within the curtilage of their own plot. However it is my view that this is not solely related to tandem parking provision, and instead may be down to issues such as convenience, loading / unloading or during times whereby private gatherings occur.
- 4.15 In such instances where on-street parking does occur, the Local Planning Authority have conceded within their Statement of Case (**Core Document CD 6.13**) that such parking does not give rise to a “*safety*” concern, rather a concern relating to “*efficiency*” of the highway network.
- 4.16 As part of the site visits made to review recently consented / similar scale schemes as outlined in the previous section of my proof, I have taken photographic evidence of on-street parking to assist in visualising how the road network may still operate under such conditions.
- 4.17 Figure Reference **AM-A4** to **AM-A6** contained at **Appendix AM-A** shows on-street parking along residential estate roads whereby the carriageway width is 5.5 metres. This represents the same road widths of the internal road network at the appeal site, onto which triple tandem parking bays are proposed. My photographic evidence shows how even with sporadic and intermittent on-street parking which is typical of residential streets, vehicles are still able to pass.
- 4.18 Furthermore the recently consented scheme at Edwalton (Planning Reference 19/02068/FUL) and Calverton (Planning Reference 2018/0607) also allows for triple tandem parking to be provided off 4.8 metres wide private drives. This shows how Nottinghamshire County Council have historically accepted triple tandem parking to be provided off 4.8 metres wide private drives.
- 4.19 In order to further demonstrate how the internal road network could operate efficiently with on-street parking present, I have prepared **Drawing Number NTTS5224-3PD-001** (see **Appendix AM-B**) which shows how a Phoenix 2-23W refuse collection vehicle could

negotiate the internal layout, even when on-street parking in the vicinity of the triple tandem bay plots occurs. This shows how the refuse is still able to manoeuvre around the parked vehicle, and in my opinion has no significant impact upon the efficient operation of the highway network.

4.20 I do accept that in certain circumstances, vehicles may have to yield to oncoming traffic in order to pass a parked vehicle. However in my opinion this contributes to ensures vehicle speeds along the internal estate roads remain reduced based upon the 20mph design speed.

4.21 Paragraph 2.3.9 of the “Manual for Streets” guidance (2007) also goes on to emphasise the benefits and merits of allowing for an element of on street parking by stating:

“Parking is a key function of many streets, although it is not always a requirement. A well-designed arrangement of on-street parking provides convenient access to frontages and can add to the vitality of a street.”

4.22 On street parking also makes the road environment more attractive for all users as set out in page 105 of the “Manual for Streets” guidance (2007) which states the following positive effects of on-street parking:

- *A common resource, catering for residents’, visitors’.....*
- *Adds activity to the street.*
- *Can provide a useful buffer between pedestrians and traffic.*

4.23 My evidence therefore supports the findings of the Local Highway Authority within their most recent consultation comments (dated 5th October 2020), that no issue should be raised in relation to the provision of 20 instances of triple tandem parking on the development of 103 dwellings, and that this should not give rise to a concern or indeed a reason to refuse the scheme on this issue.

5.0 HIGHWAYS RELATED THIRD PARTY CONCERNS

- 5.1 This section of my proof now seeks to address the issues raised by third parties, and provide further information where deemed necessary.
- 5.2 The following key highways and transport related issues have been raised by local residents as part of the consultation process in relation to this application:

- Pedestrian safety at site access
- Increased traffic levels

- 5.3 In the following section of my proof, I shall now address each area of concern by topic.

Pedestrian Safety at the Proposed Access Point

- 5.4 I understand an interested third party has raised concern in relation to the site access being in close proximity to the point where pupils of Dukeries Secondary School wait to catch the bus. The third party comment states this as being “a very big safety issue”. Furthermore it was requested by the local resident that a zebra crossing was provided on Eakring Road, citing that this had apparently been historically requested by the Parish Council.

- 5.5 Whilst the above issue was not raised by the Local Highway Authority in their most recent consultation comments dated 5th October 2020, it is agreed with the Local Highway Authority that certain off-site improvements will be provided in order to facilitate pedestrian movement and activity in the vicinity of the site. This includes the following key works:

- Provision of dropped kerb informal crossing point on Eakring Road (via planning condition of S106 contribution) to allow pedestrians to access the opposite bus stop on Eakring Road.
- Bus stop improvements including raised boarding kerbs, bus stop markings and real time pole with display.

- 5.6 It is my understanding that the above would be addressed via a planning condition or S106 contribution.

- 5.7 Having reviewed the “Pedestrian Crossing Assessment” (**Core Document CD 2.25**) prepared by Travis Baker in support of the scheme, I note that the proposed development is likely to generate in the order of up to 9 additional pedestrian trips during the morning and evening peak period.

- 5.8 I would agree with the findings of the “Pedestrian Crossing Assessment” report, and it is my opinion that based upon the likely pedestrian demand generated by the proposed site, and the proposed pedestrian infrastructure improvements as set out above, there should be no requirement for any further works to be implemented as a result of the development.

- 5.9 Whilst I recognise resident concerns relating to potential additional pedestrian movements generated by the proposed retail development, I agree with the Local Highway Authority that the proposals for 103 dwellings should not give rise to a safety concern, and would agree

that the proposed level of infrastructure improvements are adequate.

Increased Traffic Levels

- 5.10 As part of the third party comments, the issue of increased vehicle trips was raised as a concern. Whilst this was not highlighted within the Local Highway Authority most recent consultation comments, I shall seek to address this concern within my proof.
- 5.11 As part of Transport Assessment prepared in support of the planning application, the level of traffic generation, traffic distribution and off-site capacity assessment study area was agreed and accepted by the Local Highway Authority. The Transport Assessment set out that the proposed development could generate up to 57 vehicle trips during the AM peak period (08:00 to 09:00) and 63 two-way vehicle trips during the PM peak period (17:00 to 18:00). Based on my extensive experience of dealing with planning application for similar scale developments in Nottinghamshire, I concur that these figures represent a robust estimate of likely peak hour trips generated from the Appeal site.
- 5.12 In terms of impact along Eakring Road in particular, the proposed development would give rise to circa 1 additional vehicle each minute.
- 5.13 I have gone on to review the capacity modelling work undertaken in the Transport Assessment. As agreed with the Local highway Authority, a total of 3 off-site junctions were assessed using JUNCTIONS 9 software to determine the impact of the proposed development traffic. I concur that this is an appropriate method of measuring congestion and delay at a priority junction. The results of this modelling exercise identified that even without the proposed development coming on board, the A614 / Mickledale Lane / Inkersall Lane junction already experiences a level of queuing and congestion. I also understand that the Local Highway Authority have already identified a mitigation scheme for this location which is to be funded through the district wide Community Infrastructure Levy. Therefore as set out in the Local Highway Authority consultation comments (6th July 2020), no delivery mechanism is required of the developer in this case.
- 5.14 I agree with the findings of the Transport Assessment and Local Highway Authority that the proposed development would not give rise to a severe impact on the operation of the surrounding highway network.

6.0 CONCLUSIONS

- 6.1 Within the Decision Notice for the planning application, the only LPA design related highways issue within the reason for refusal is that of triple tandem parking and its impact upon the “*efficiency*” of the highway network. Third party resident comments also raised concerns in relation to the level of traffic generated by the site and pedestrian safety.
- 6.2 As part of the Local Highway Authority consultation comments, there were no highway objections to the scheme, subject to suitably worded planning conditions.
- 6.3 In terms of the issue of triple tandem parking, I have undertaken a detailed national and local policy review, and found no evidence of how the provision of triple tandem parking is not acceptable in design terms. Furthermore I have provided up to date evidence to demonstrate how triple tandem parking is well utilised on similar scale residential developments throughout the East Midlands, and how the provision of such triple tandem parking has been approved across Nottinghamshire. I therefore agree with the conclusion of the Local Highway Authority in this regard.
- 6.4 Turning to the issue of pedestrian safety, it is evident that extensive consultation was undertaken between the appellant and the Local Highway Authority throughout the planning application process. This resulted in agreement of a number of pedestrian improvements in the vicinity of the site such as provision of an informal pedestrian crossing and upgraded bus stop facilities. Once again I therefore agree with the findings of the Transport Assessment and Local Highway Authority, that a sufficient level of mitigation has been provided in this regard.
- 6.5 In relation to the issue of the additional traffic generated by the development, the Local Highway Authority has agreed that the level of traffic generated by the site would not materially impact how the surrounding road network would operate. I therefore agree with the findings of the Transport Assessment and Local Highway Authority, that the proposed development would not give rise to a severe impact on the surrounding highway network, or fundamentally affect how it currently operates.
- 6.6 Based upon my review of the works undertaken to date in preparation of the planning application, and the additional evidence I have sought as part of my highways proof, I agree with the Local highway Authority that there are no highways related reason to refuse this scheme, subject to the agreement of suitably worded planning conditions.

NTTS5224-3PD Statement of Anna Meer
Appeal Ref: APP/B3030/W/20/3265876
Field Reference Number 7108, Eakring Road, Bilsthorpe, Nottinghamshire



APPENDIX AM-A Photo Montage of Utilisation of Existing Triple Tandem Parking Bays

HIGHWAYS PoE APPENDIX AM-A

Re: Appeal against the refusal of Full Planning Permission for 103 dwellings on Field Reference Number 7108 at Eakring Road, Bilsthorpe, Nottinghamshire APP/B3030/W/20/3265876

Date: April 2021

Subject: Photographic Montage

Client: Keepmoat Homes Ltd



Figure AM-A1: Utilisation of triple tandem parking at Dunston Lane, Chesterfield
CHE/16/00016/OUT Housebuilder: William Davis

HIGHWAYS PoE APPENDIX AM-A



Figure AM-A2: Utilisation of triple tandem parking at Newbold Road, Chesterfield

CH/15/00614/REM

Housebuilder: Avant Homes

HIGHWAYS PoE APPENDIX AM-A



Figure AM-A3: Utilisation of triple tandem parking at Sheffield Road, Chesterfield

CH/11/00717/FUL

Housebuilder: Miller Homes

HIGHWAYS PoE APPENDIX AM-A



Figure AM-A4: On-street parking occurring on carriageway width of 5.5 metres



Figure AM-A5: On-street parking occurring on carriageway width of 5.5 metres

HIGHWAYS PoE APPENDIX AM-A

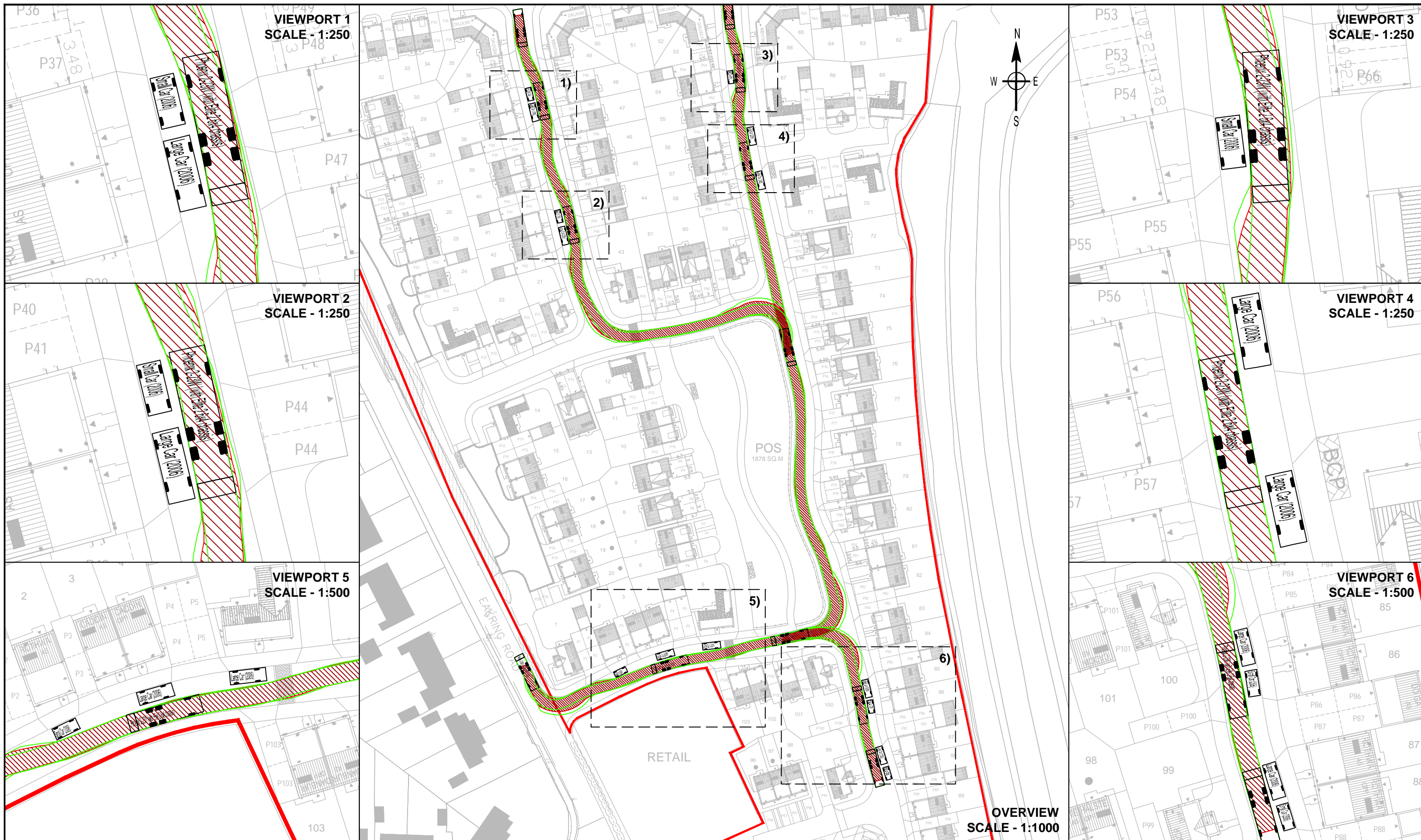


Figure AM-A6: On street parking occurring on carriageway width of 5.5 metres

NTTS5224-3PD Statement of Anna Meer
Appeal Ref: APP/B3030/W/20/3265876
Field Reference Number 7108, Eakring Road, Bilsthorpe, Nottinghamshire



APPENDIX AM-B Drawing Number NTTS5224-3PD-001 Swept Path Analysis



Based upon the Ordnance Survey Map with the permission of the Controller of H.M. Stationary Office @ Crown Copyright Contract No. 100048330

REV		DR	CH	AP	DATE
-	-	-	-	-	-

 Phoenix 2-23W (with Elite 2 6x4 chassis) Overall Length 10.520m Overall Width 2.530m Overall Body Height 3.211m Min Body Ground Clearance 0.416m Track Width 2.530m Lock to lock time 4.00s Kerb to Kerb Turning Radius 9.950m	 Large Car (2006) Overall Length 5.079m Overall Width 1.872m Overall Body Height 1.525m Min Body Ground Clearance 0.310m Max Track Width 1.831m Lock to lock time 4.00s Kerb to Kerb Turning Radius 5.900m	 Small Car (2006) Overall Length 3.626m Overall Width 1.689m Overall Body Height 1.414m Min Body Ground Clearance 0.233m Max Track Width 1.621m Lock to lock time 4.00s Kerb to Kerb Turning Radius 5.330m
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PROJECT EAKRING ROAD, BILSTHORPE, NOTTINGHAMSHIRE					
DRAWING TITLE SWEEP PATH ANALYSIS OF REFUSE VEHICLE WITH POTENTIAL ON-STREET PARKING IN THE VICINITY OF TRIPLE TANDEM PARKING					
DRAWN BY KH	CHECKED BY AM	APPROVED BY AM	DATE 22.03.21	SCALES @ A3 SIZE AS SHOWN	ISSUE STATUS PLANNING

CLIENT KEEPMOAT HOMES LTD	
 SUSTAINABLE DEVELOPMENT AND DELIVERY	 DIP PLANNING LIMITED A specialist team within DDP Planning Ltd.
DRAWING NUMBER NTT5224-3PD-001	REV. -

CAD FILE NAME : NTT5224-3PD-001



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