Grounds of Appeal

Alleged Breaches of Change of Use resulting in a new Planning Unit and the Unauthorised Extension to a Domestic Garden and Erection of a Building

In respect of:

Wood View, 177, Binton, Stratford-upon-Avon, Warwickshire, CV37 9TF

Bv

McLoughlin Planning Ltd

Date of Document

September 2023



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- 1.1. McLoughlin Planning has been instructed by the Owners of Wood View, 177, Binton, Stratford-upon-Avon, Warwickshire, CV37 9TF (hereby referred to as "the Appellants"), to set out the relevant Grounds of Appeal in relation to the Enforcement Notice served by Stratford on Avon District Council (hereby referred to as "the Council").
- 1.2. For the avoidance of doubt, the Enforcement Notice (hereby referred to as "The Notice") to which this Grounds of Appeal relates to has the following reference number: 21/00516/DESCOU.
- 1.3. The Notice relates to the following breach of planning control:

"Without planning permission, the following changes of use resulting in a new single planning unit with a mixed use comprising dwelling with associated garden, unauthorised landscape gardening business and unauthorised extension of domestic garden:

- Change of use of the Land (as indicated by the approximate location marked 'A' on the Plan) for agricultural to domestic garden use in connection with residential use of dwelling known as Wood View;
- 2. The change of use of the Land (as indicated by the approximate location marked 'B' on the Plan) from agricultural use to mixed use of domestic garden use and use in connection with a landscape gardening business;
- 3. The change of use of the land (as indicated by the approximate location marked 'C' on the Plan) from domestic garden use (in connection with the dwelling known as Wood View), to a mixed use of domestic garden and use in connection with a landscape gardening business;

Without planning permission the erection of a building (in the approximate location marked 'D' on the Plan) for use as an office in connection with the authorised landscape gardening business and for private homeworking purposes".

1.4. The description of the described alleged breaches is no longer what accurately represents the current use of the land. Furthermore, as the Appellant does not want to use the land for all of the described uses set out in the alleged breaches of planning control, they are unable to apply for planning permission under Ground (A).



- 1.5. Following proactive engagement with the Council's Enforcement Team, it has been agreed to apply for planning permission for the use of the land as a residential garden associated with the host dwelling and for the retention of the outbuilding (the item marked "D" in the Enforcement Notice) as an incidental building for the personal enjoyment of the host property.
- 1.6. However, as the Enforcement Notice has already been served, the Appellant's need to Appeal in order to provide the required time for a planning application to be determined by the Council.
- 1.7. Furthermore, the Appellant is of the view that some of the requirements of the Enforcement Notice go too far and include matters which would not normally require planning permission.
- Based on the context provided, the Appellant is respectfully requesting that this Planning Enforcement Appeal is determined under Grounds (C), (F) & (G).
- 1.9. This Statement has set an initial summary of the case under the Grounds outline above. However, a more detailed and expanded planning assessment will be provided in the Appellant's Statement of Case.





- 2.1. The proposal site consists of a residential property with its associated garden on a corner plot in the open countryside. To the south, the proposal site adjoins a "B Road" (the B439 Evesham Road), with a further Road (Church Bank) adjacent to the property to the East. On the opposite side of Church Bank to the East are a further two residential properties enclosed by surrounding woodland.
- 2.2. To the north and west, the proposal site adjoins an agricultural field. The boundary of the proposal site is defined through a mixture of fencing, hedgerows, and trees (as is commonplace for rural residential properties). The adjoining field is now owned by the Heart of England Forest who have planted the land with young trees to create a new woodland.
- 2.3. Following the submission of a Lawful Development Certificate for the retention of the residential garden (please find the documents provided under Appendix A), the Council has proceeded with the issuing of an Enforcement Notice.
- 2.4. Following proactive engagement with the Enforcement Planning Team at the Council in August 2023 it was agreed that the description of the alleged breaches set out in the Enforcement Notice would prevent the Appellant from securing planning permission for all the land outlined as residential garden under Ground (A) (how the land is currently being used).
- 2.5. Therefore, in conjunction with this Enforcement Planning Appeal, the Appellant will shortly submit a planning application for the area of land outlined in the Enforcement Notice as residential garden. Confirmation of this will be provided during the Planning Appeal process.





3.0 Grounds of Appeal

Ground (C)

- 3.1. For the purposes of the Ground (C) appeal, consideration is given to Section 5, requirement (D) of the Enforcement Notice. It states:
 - "Cease the use of the land marked 'C' on the Plan for use in connection with the landscape gardening business; and thereafter only use this parcel of land for domestic purposes associated with the residential use of the dwelling known as Wood View".
- 3.2. The lawful use of the land marked 'C' is a residential garden associated with the host property. Within the parcel of land; there is garden open space (lawn), a chicken shed and an incidental outbuilding which is used by the Appellant's for storing gardening paraphernalia and for DIY projects.
- 3.3. At the time of a site visit to the property (Date: 1st September 2023), the Appellant was also temporarily storing materials needed for a rear extension where construction is due to commence on the host dwelling following the grant of planning permission (please find the relevant planning permission under Appendix B and photos taken on the site visit under Appendix C). Upon completion of the rear extension, the space where the items are being stored will be returned to lawn for the enjoyment of the host property.
- 3.4. The Appellant's (who reside at Wood View) own their own businesses, including a local landscaping business. Whilst the majority of equipment and associated goods of the landscaping business are stored at a commercial yard, the Appellant has a commercial vehicle (pickup truck), trailer and tools which they bring back home after work. Similar to many professionals working in construction or landscaping trades.
- 3.5. Section 55 of the Town and Country Planning Act 1990 set out when planning permission is required for operational development or material change of uses. However, where a material change of use is incidental to the use of the dwellinghouse as such, then this does not necessarily require planning permission (a matter of fact and degree).



- 3.6. The case of Sage v Secretary of State for Housing, Local Government and Communities [2021] EWHC 2885 (Admin)¹ is relevant in this instance. The case was concerned with the personal trainer who used part of an outbuilding within their garden as a gym with clients visiting the property (at least 4-5 a day). The judge found that the Inspector had rationally demonstrated that, as a matter of fact and degree, the level of use has gone beyond that which is incidental to a dwellinghouse.
- 3.7. Dealing specifically with the Section 5, requirement (D), the use of the land is predominately used as residential garden with associated structures used for the enjoyment of the residential property (as described above). No clients or staff associated with the landscaping business use the property or access the land. Whilst some items associated with the landscaping business are stored on the land (such as a trailer, some gardening equipment and a vehicle parked within the parking area of the property), the primary use of the land remains residential in nature and use with the storage element being an ancillary addition.
- 3.8. Based on the level of use being minimal and primarily the comings and goings of the Appellants with their work vehicle, associated trailer, and equipment, it can be concluded that the level of use does not go beyond what is reasonable incidental to the primary use of the land as a residential garden associated with the host residential dwelling.
- 3.9. In Wallington v Secretary of State for Wales (1991) 62 P&CR 150, CA, a useful commentary is provided contrasting hobbies with commercial use:

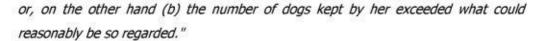
P.156: "Furthermore, to construe the phrase "incidental to" as meaning no more than "not dominant" in my judgement gives inadequate weight to the phrase. The wording of [the precursor to section 55 (2)(d)] in my judgement contemplates that the dwelling-house in question at all material times remains used as a dwelling-house, not as anything else, and that the other use in question is no more than ancillary to that use a dwelling-house.

In my judgement, the inspector was perfectly entitled to have regard to what people normally do in dwellinghouses to decide whether or not, as a matter of fact and degree, on the one hand (a) the keeping of the appellants' 40 or more dogs should reasonably be regarded as incidental to the enjoyment of her dwelling house as a dwelling house

https://www.bailii.org/ew/cases/EWHC/Admin/2021/2885.html







- 3.10. Farquharson LJ in Wallington v Secretary of State for Wales states further:
 - "On the other hand, the use of one room in a dwelling house as an office or study, even though it has commercial aspects, could still be regarded as incidental to the enjoyment of the house as a dwelling-house."
- 3.11. In this instance, referring to the description of the land use provided in this Grounds of Appeal & the supporting photos provided; it is considered that, as a matter of fact and degree, the land is used for primarily for hobbies & as a garden intended for the enjoyment of the residents of the host property. The alleged storage of some equipment associated with the Appellant's landscaping business has not resulted in a level or intensity which results in a material change of use and therefore does not constitute a breach of planning control.
- 3.12. On this basis, the Appellant contends that Section 5, requirement (D) of the Enforcement Notice should be removed (in conjunction with the Appellant's Ground (F) case), as it does not constitute a breach in planning under Section 55 of the Town and Country Planning Act 1990. The Appellant will extend their position on this case through the Statement of Case stage of the Planning Enforcement Appeal process.

Ground (F)

- 3.13. Without prejudice to the Appellant's case under Ground (C), if this were unsuccessful, then the Appellant believes the requirements set out under Section 5 of the Enforcement Notice exceed what is necessary to remedy any breach of planning control.
- 3.14. The Appellant's case under Ground (F) is twofold: (1) Based on the findings provided under Ground (C), it is considered that the degree of removal exceeds what is reasonably necessary; and (2) When considering the evidence provided under Ground (C), it is considered that Section 5 of the Enforcement Notice is not specific enough regarding what elements should be removed in order to comply with the Enforcement Notice, if it were to take effect in its current form.
- 3.15. Starting with point (1), the Appellants do not run the full landscaping business from their home, rather the use relates to other ancillary uses associated with residential properties, as described throughout Ground (C) above. As is permitted, the Appellant can (within reason) use part of their garden to store some items associated with the



- landscaping business, permitted this does not override the primary lawful use of the land as a residential garden (with reference to the area marked 'C' on the plan included within the Enforcement Notice).
- 3.16. The steps outlined in the Enforcement Notice, Section 5, requirement (D), are considered to go beyond what is reasonable by restricting the Appellant's rights to store some items (as described under Ground C) on the property without this resulting in a material change of use.
- 3.17. As evidenced under the Appellant's Ground (C) case, the level and intensity of the use beyond a residential garden is considered, as a matter of planning judgement, not to result in a material change of use which constitutes a breach in planning control.
- 3.18. Therefore, it is considered reasonable that under Section 5, requirement (D) that the Enforcement Notice is amended to either; (1) remove this requirement all together; or (2) clearly set out what items associated with the landscaping business should be removed to address the alleged material change of use to comply with the requirements of the Enforcement Notice.
- The Appellant will expand on the above Ground of Appeal through their supporting Statement of Case.

Ground (G)

- 3.20. Without prejudice to the above grounds of Appeal, should the Enforcement Appeal be unsuccessful on Grounds (C) and (F), it is considered that the time of compliance set out in the Enforcement Notice is an unrealistic timeframe to ensure full compliance with the requirements within the Section 5 of the Enforcement Notice.
- 3.21. The Enforcement Notice includes several actions, including (but not limited to), the amendment of the residential garden boundary, removal of items associated with the landscaping business, removal of a shipping container and the demolition and removal of an incidental outbuilding.
- 3.22. It is considered that the time required to comply with Section 5 of the Enforcement Notice is unrealistic, given the required involvement of third party companies to assist with some of the items listed. For completeness and to ensure the Appellant's do not fall foul of the requirements of the Enforcement Notice, it is considered reasonable to extend the compliance period from 4 months to 6 months. Further evidence of the above will be provided during the Appellant's Statement of Case.





4.0 Conclusion

- 4.1. The purpose of this Grounds of Appeal Statement is to provide the Inspector with the Appellant's proposed grounds of appealing the Enforcement Notice. A summary of the Appellant's initial case has also been provided on why Grounds (C), (F) & (G) are considered appropriate and should be taken forward for further consideration.
- 4.2. The case in defence of the Grounds of Appeal will be expanded upon in the forthcoming Statement of Case. In the meantime, we look forward to confirmation of the planning appeals validation.





Appendices

Appendix A – Lawful Development Certificate (Ref: 23/00555/LDE)



Reference No: 23/00555/LDE Date of Decision: 3 August 2023

Notice of Decision

REFUSAL OF CERTIFICATE OF LAWFUL EXISTING USE OR DEVELOPMENT



Town and Country Planning Act, 1990
Town and Country Planning (Development Management Procedure) Order, 2015: Article 39

Mrs Laura White LW Planning Office 27764 PO Box 15113 Birmingham B2 2NJ

Submitted by: Mr & Mrs Fisher

THE STRATFORD-ON-AVON DISTRICT COUNCIL are NOT satisfied that on 9 March 2023 the use described in the First schedule hereto in respect of the land specified in the Second Schedule hereto and edged in bold on the plan attached to this Certificate was on that date lawful within the meaning of Section 191 of the Town and Country Planning Act 1990 (as amended), for the following reason(s):-

- Based on the evidence submitted with the application, the Council's own evidence from its enforcement investigations and the representations made by third parties, the Local Planning Authority is not satisfied, on the balance of probability, that the land indicated on the location plan submitted with the application (and edged in black on the plan attached to this decision) has been used as domestic garden (in connection with the dwelling known as Wood View) for a continuous period of 10 years at the time the application was made.
- Furthermore, the Council maintains that the land which is the subject of this application forms part of a wider planning unit that now has an unauthorised mixed use.

DATED 3 August 2023

AUTHORISED OFFICER OF THE COUNCIL.....

JCP (avefare)

This development may generate a CIL Liability, if this is the case, you will be notified under a CIL Liability Notice. Further details can be found under <u>Stratford-on-Avon District</u> Council: E-Planning by searching under the application reference on this Decision.

Case Officer: Matthew Coyne Reference No. 23/00555/LDE

FIRST SCHEDULE

Use of land for domestic garden purposes in connection with dwelling known as Wood View

SECOND SCHEDULE

Wood View, 177, Binton, Stratford-upon-Avon, Warwickshire CV37 9TF

IT IS IMPORTANT THAT YOU READ THE NOTES ATTACHED TO THIS FORM

STRATFORD-ON-AVON DISTRICT COUNCIL
ELIZABETH HOUSE, CHURCH STREET, STRATFORD-UPON-AVON CV37 6HX

NOTES

- This certificate is issued solely for the purpose of Section 191 or 192 of the Town and Country Planning Act 1990 (as amended).
- If you are aggrieved by the decision to refuse consent for a Lawful Development Certificate then you can appeal to the Planning Inspectorate under Section 195 of the Town and Country Planning Act 1990.

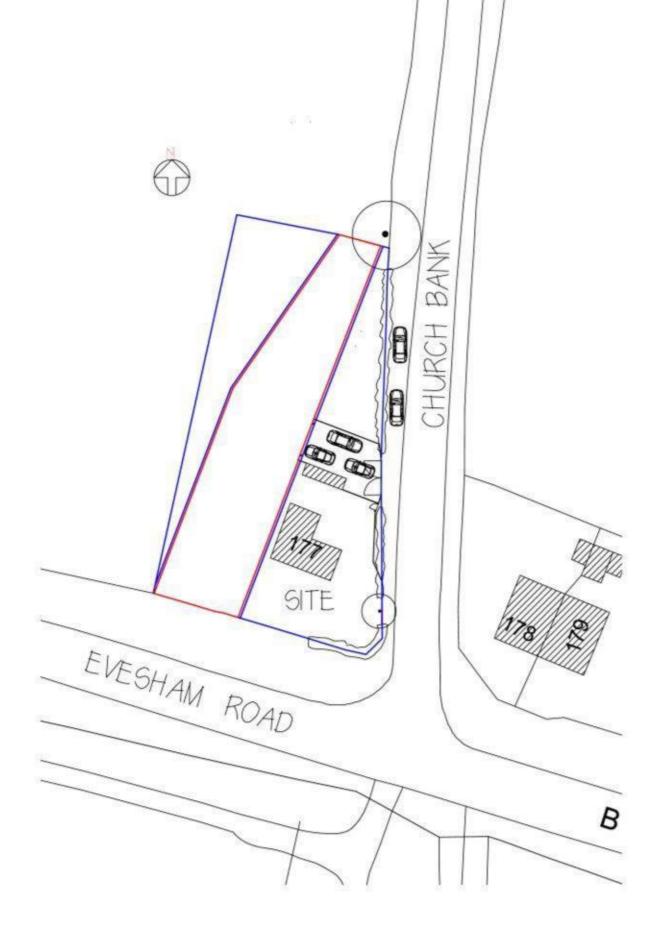
If you want to appeal then you must do so using a form which you can get from the Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN. Tel: 0303 444 5000) or online at https://www.gov.uk/planning-inspectorate.

If you intend to submit an appeal that you would like examined by inquiry then you must notify the Local Planning Authority and Planning Inspectorate (inquiryappeals@planninginspectorate.gov.uk) at least 10 days before submitting the appeal. Further details are on GOV.UK.

You must use a Certificate of Lawful Use or Development Appeal Form when making your appeal.

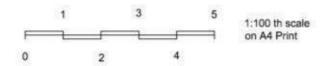
The Inspectorate will publish details of your appeal on the internet (on the Appeals area of the Planning Portal). This may include a copy of the original planning application form and relevant supporting documents supplied to the local authority by you or your agent, together with the completed appeal form and information you submit to the Planning Inspectorate. Please ensure that you only provide information, including personal information belonging to you that you are happy will be made available to others in this way. If you supply personal information belonging to a third party please ensure you have their permission to do so. More detailed information about data protection and privacy matters is available on the Planning Portal.

The Planning Inspectorate can allow a longer period of giving notice of an appeal, but they will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.



DRG 177/23/IA SITE PLAN 1: 500 (A4 Sheet)

177 EVESHAM ROAD, LOWER BINTON FOR MR \$ MRS FISHER





Appendix B - Rear Extension Planning Permission (Ref: 22/00577/FUL)



Reference No: 22/00577/FUL Date of Decision: 6 July 2022

Notice of Decision

OF TRICT COUNTY

PERMISSION WITH CONDITIONS

Mrs Sophie Ganner 76 Shipston Road Stratford-upon-Avon CV37 7LR

Town and Country Planning Act, 1990
Town and Country Planning (Development Management Procedure) Order, 2015

THE STRATFORD-ON-AVON DISTRICT COUNCIL, having considered the application for permission to develop land at:-

Wood View, 177 Binton, Stratford-upon-Avon, CV37 9TF

Submitted by: Mr And Mrs Sophie Ganner SG Architectural Designs

Received by the Council on 17 May 2022

HEREBY GIVE YOU NOTICE that PLANNING PERMISSION is GRANTED for the following development, namely:-

Proposed two storey rear extension and single storey side extension

Subject to the following condition(s) and reason(s), namely:-

 The development to which this permission relates must be commenced not later than the expiration of three years from the date of this permission.

Reason: To conform with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

The development hereby approved shall be carried out in accordance with the following plans and drawings -

AF/177/22-2 AF/177/22-3B

Reason: To define the permission and to ensure that the development meets the design quality and environmental requirements of Policy CS.9 of the Stratford-on-Avon District Core Strategy 2011-2031.

Case Officer: Ryan OKeeffe Reference No. 22/00577/FUL The materials to be used externally on the development hereby permitted shall comply in colour, form, profile and texture with the details shown on the approved plans and as submitted application form shall be constructed and completed before the development is first occupied or used and thereafter so retained.

Reason: The Local Planning Authority considers these materials to be acceptable in the interests of visual amenity in general and the character and appearance of the development itself, having regard to Policies CS.9 and CS.15 [and AS.10, CS.10, CS.11 or CS.12 where appropriate] of the Stratford-on-Avon District Core Strategy 2011-2031.

4. Prior to first use of the development hereby permitted, the sustainability measures set out within the supporting 'Climate Change Checklist' dated/submitted to the LPA 24.02.2022 shall be incorporated into the design of the development and/or site layout as relevant. Thereafter, the approved sustainability measures shall be retained and maintained.

Reason: To ensure sustainability measures are taken into account in the development, having regard to Policies CS.1, CS.2 and CS.9 of the Stratford-on-Avon District Core Strategy 2011-2031 and Part V of the Development Requirements SPD.

5. Within 6 months from the date of this planning permission, the applicant /developer shall submit to the Local Planning Authority for written approval a scheme for new bat and bird roosting/nesting boxes to be placed either on the building, the subject of this application, or on other buildings or land within the control of the applicant.

The approved scheme shall be implemented and completed prior to the occupation of the extension hereby approved and the approved bat and bird boxes maintained and retained thereafter in perpetuity, unless otherwise approved in writing by the Local Planning Authority.

Reason: In the interests in protecting biodiversity throughout construction and thereafter, having regard to the Wildlife and Countryside Act 1981, Natural Environment and Rural Communities Act 2006, the Conservation of Habitats and Species Regulations 2017 (Habitats Regulations 2017) and Policy CS.6 of the Stratford-on-Avon District Core Strategy 2011-2031.

Notes

 The Local Planning Authority has taken into account paragraph 38 of the National Planning Policy Framework 2021, which details the need to work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

DATED 6 July 2022

AUTHORISED OFFICER OF THE COUNCIL.....

This permission does NOT give approval under Building Regulations.

This permission does NOT convey any approval or consent which may be required under any enactment, by-law, order or regulation other than planning permission under the provisions of the Town and Country Planning Act 1990.

IT IS IMPORTANT THAT YOU READ THE NOTES ATTACHED TO THIS FORM

STRATFORD-ON-AVON DISTRICT COUNCIL
ELIZABETH HOUSE, CHURCH STREET, STRATFORD-UPON-AVON CV37 6HX

PRE-START CONDITIONS

You are reminded that some of the conditions attached to planning permissions (pre-start conditions) require details and schemes to be submitted and approved in writing <u>before any work commences on site</u>. You should therefore submit any details required <u>at least 8 weeks prior to starting work and obtain the Council's written approval, if required, in order to comply with the planning condition.</u>

Failure to comply with pre-start conditions may result in your planning permission being void.

FEES FOR THE DISCHARGE OF PLANNING CONDITIONS

In accordance with Statutory Instrument 958, a fee is now payable where a written request is made for the discharge of one or more planning conditions on the same permission or for the written confirmation of compliance with a planning condition or conditions. Further guidance on this process together with the associated fees is available on the Council's website

https://www.stratford.gov.uk/planning-regeneration/the-application-process.cfm

APPEALS TO THE SECRETARY OF STATE

If you are aggrieved by the decision of your Local Planning Authority to refuse permission for the proposed development or to grant it subject to conditions, then you can appeal to the Planning Inspectorate under Section 78 of the Town and Country Planning Act 1990.

If you want to appeal, then you must do so within **six months** of the date of this notice. For appeals against the refusal of Householder applications (i.e.: works to a dwelling or development within the garden of a dwelling) or Minor Commercial Development you must lodge your appeal within **12 weeks** of the date of the decision.

If the development is the same (or substantially the same) as that specified in an Enforcement Notice served on the same land, an appeal must be lodged within

- A) 28 days of the date of the planning decision if there is an extant Enforcement Notice served up to 2 years prior to the date of the decision
- B) 28 days of the date of the Enforcement Notice if the Notice is served after the date of the decision of the planning application for the same development

Appeals must be made using a form which you can get from the Secretary of State at Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN (Tel: 0303 444 5000) or online at https://www.gov.uk/planning-inspectorate.

If you intend to submit an appeal that you would like examined by inquiry then you must notify the Local Planning Authority and Planning Inspectorate (inquiryappeals@planninginspectorate.gov.uk) at least 10 days before submitting the appeal. Further details are on GOV.UK.

The Inspectorate will publish details of your appeal on the internet (on the Appeals area of the Planning Portal). This may include a copy of the original planning application form and relevant supporting documents supplied to the local authority by you or your agent, together with the completed appeal form and information you submit to the Planning Inspectorate. Please ensure that you only provide information, including personal information belonging to you that you are happy will be made available to others in this way. If you supply personal information belonging to a third party please ensure you have their permission to do so. More detailed information about data protection and privacy matters is available on the Planning Portal.

The Planning Inspectorate can allow a longer period of giving notice of an appeal, but he will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.

The Planning Inspectorate need not consider an appeal if it seems to him that the Local Planning Authority could not have granted planning permission for the proposed development or could not have granted it without the conditions it imposed, having regard to the statutory requirements to the provisions of the Development Order and to any directions given under the Order.

In practice, the Planning Inspectorate does not refuse to consider appeals solely because the Local Planning Authority based its decision on a direction given by him.

PURCHASE NOTICES

If either the Local Planning Authority or the Planning Inspectorate refused permission to develop land or grants it subject to conditions, the owner may claim that he can neither put the land to a reasonably beneficial use in its existing state nor can he render the land capable or a reasonably beneficial use by the carrying out of any development which has been or would be permitted.

In these circumstances, the owner may serve a purchase notice on the Council (District Council, London Borough Council or Common Council of the City of London) in whose area the land is situated. This notice will require the Council to purchase his interest in the land in accordance with the provisions of Part VI of the Town and Country Planning Act.

Compensation

In certain circumstances compensation may be claimed from the Local Planning Authority if permission is refused or granted subject to conditions by the Planning Inspectorate on appeal or on reference of the application to him.

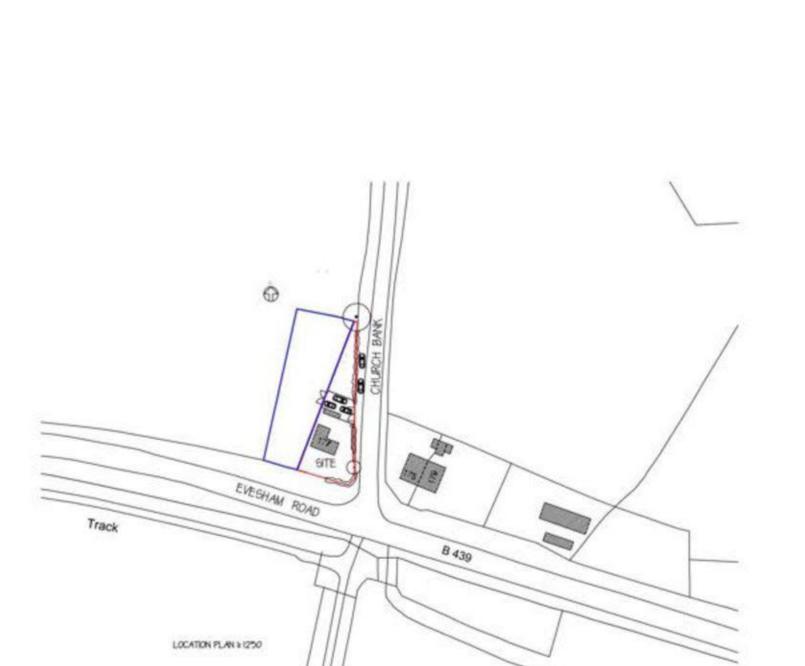
These circumstances are set out in Part V of the Town and Country Planning Act 1990.

ADDRESSING YOUR NEW BUILDINGS

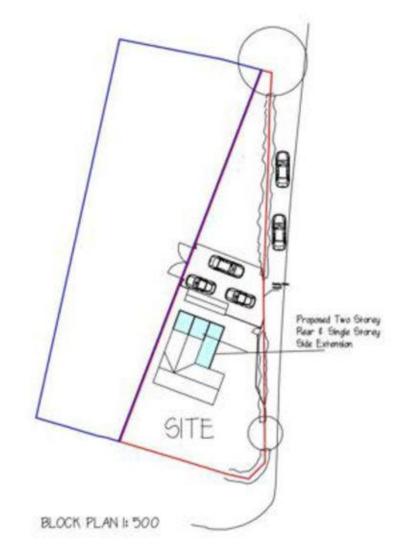
When you require the address(es) for this development contact "Street Naming and Numbering" at Stratford-on-Avon District Council, either by post or email 3720snandn@stratford-dc.gov.uk. You need to do this 6 weeks before utility contacts are required.

There will be an administrative charge for this service.

Information to include in your request can be found on www.stratford.gov.uk



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177 EVESHAM ROAD LOWER BINTON STRATIFORD UPON AUCN

MR ¢ MRS FISHER

Chrawing PROPOSED SCHEME.

Scale \$ 1250 4 \$ 500 Drewn 96

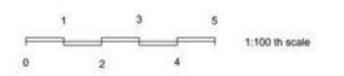
Date FEB 22

Drawing No.

AF/177/22 ,/3B

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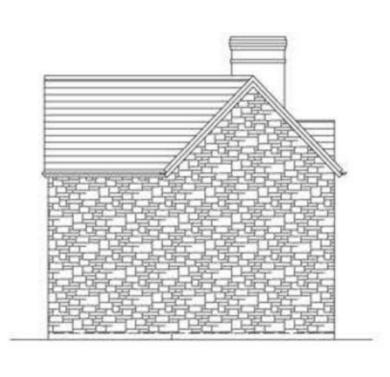
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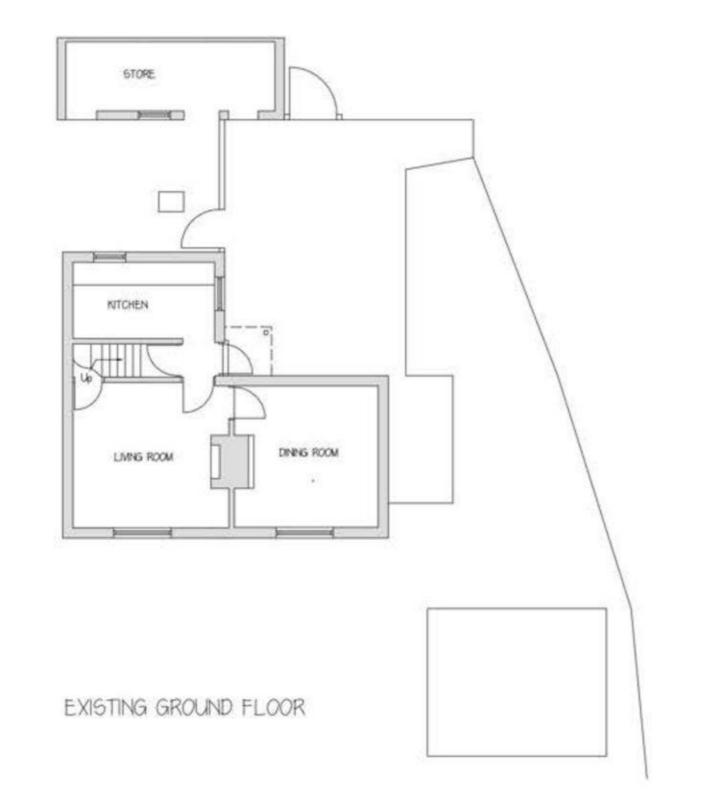


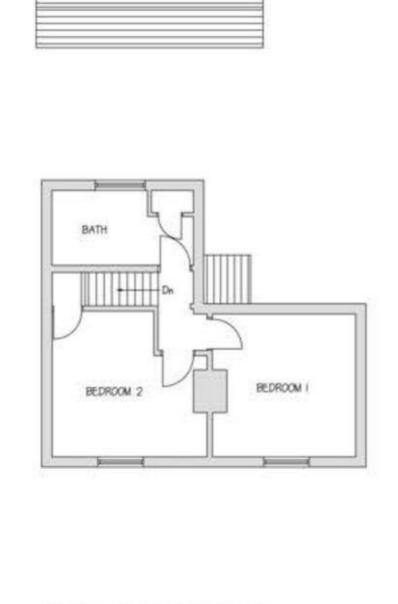
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EXISTING SIDE ELEVATION

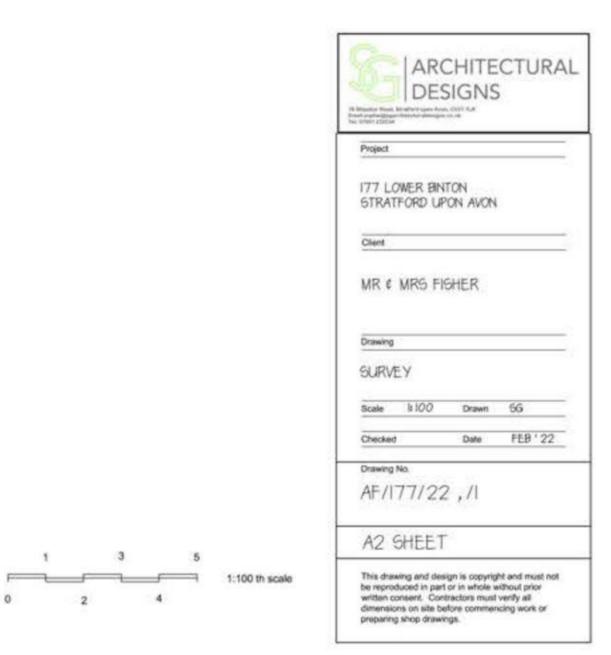
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EXISTING SIDE ELEVATION



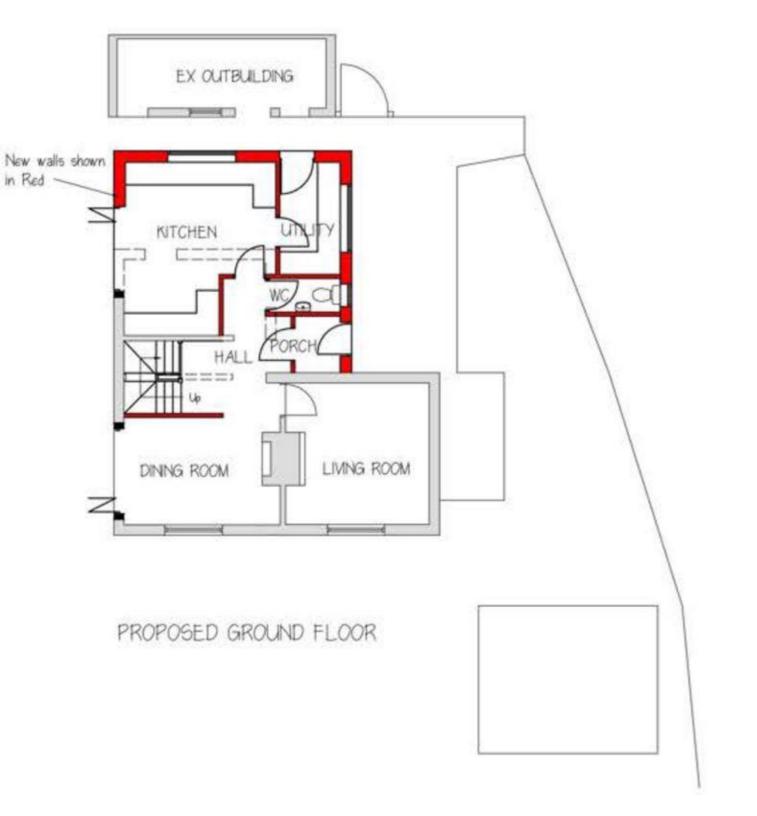


EXISTING FIRST FLOOR

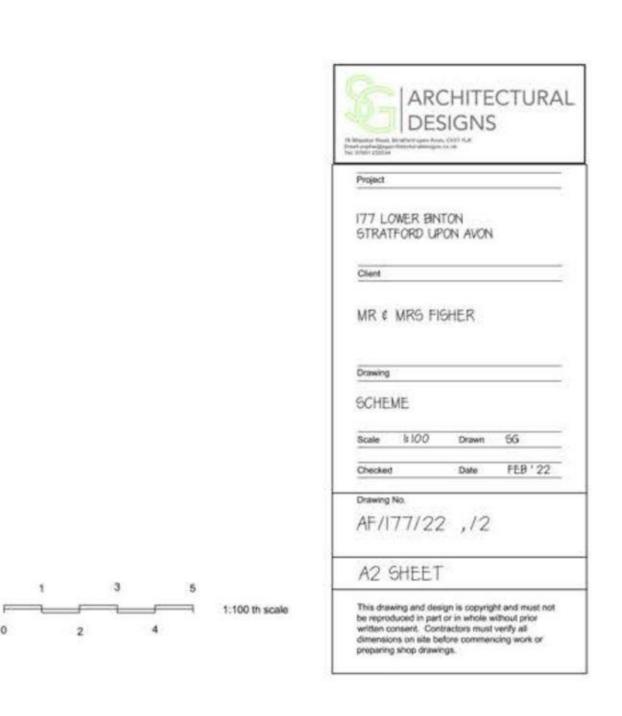


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Appendix C - Site Visit Photos





View from the Garden to South towards the host dwelling



Views from the Northern Boundary facing North



Views towards the Eastern Boundary facing East



View South towards the Garden (Land Marked 'A' in the Enforcement Notice)

