# THE TOWN AND COUNTRY PLANNING (ENFORCEMENT NOTICES AND APPEALS) (ENGLAND) REGULATIONS 2002

# THE TOWN AND COUNTRY PLANNING (ENFORCEMENT) (WRITTEN REPRESENTATIONS PROCEDURE) (ENGLAND) REGULATIONS 2002 STATEMENT LONDON BOROUGH OF SUTTON

"Without planning permission, the erection of a two storey side extension with basement and the material change of use of the land to four (4) self-contained units (flats) on the land, resulting in seven (7) self-contained units (flats) within the property known as 12 Lind Road outlined in (RED) on the attached Enforcement notice site plan and in in loft area of the property known as 10 Lind Road outlined in GREEN on the attached Enforcement Notice site plan."

# Land at 10-12 Lind Road, SM1 4PJ

APPEAL BY:
Mr Desmond Devine
AGENT:
GuissepeNicastro
REFERENCE NO. EC2021/0149
PLANNING INSPECTORATE
REFERENCE: APP/P5870/C/22/3307199
November 2022

#### 1. THE ENFORCEMENT NOTICE

1.1 On 15 November 2021 the London Borough of Sutton served an Enforcement Notice under Section 171A(1)(a) of the Act on the relevant parties. The stated matters which appear to constitute the breach of planning control are:

"Without planning permission, the erection of a two storey side extension with basement and the material change of use of the land to four (4) self-contained units (flats) on the land, resulting in seven (7) self-contained units (flats) within the property known as 12 Lind Road outlined in (RED) on the attached Enforcement notice site plan and in in loft area of the property known as 10 Lind Road outlined in GREEN on the attached Enforcement Notice site plan.

1.2 A copy of the enforcement notice has been provided with the Council's appeal questionnaire.

- 1.3 The stated grounds of appeal are:
  - Ground (a) -Planning permission should be granted for what is alleged in the notice
  - Ground (b) "that those matters have not occurred"
  - Ground (c) "that those matters (if they occurred) do not constitute a breach of planning control"
  - Ground (d) "that, at the date when the notice was issued, no enforcement action could be taken in respect of any breach of planning control which may be constituted by those matters"
  - Ground (e) "that copies of the enforcement notice were not served as required by section 172"
  - Ground (f) "that the steps required by the notice to be taken, or the activities required by the notice to cease, exceed what is necessary to remedy any breach of planning control which may be constituted by those matters or, as the case may be, to remedy any injury to amenity which has been caused by any such breach"
  - Ground (g) "that any period specified in the notice in accordance with <u>section</u> 173(9) falls short of what should reasonably be allowed"

## 2.0 The Site:

- **2.1** The property is a two storey, with loft extension and basement, end of terrace property located within a small parade of commercial and residential properties. A two storey extension was added to the property in either 2018/2019, which removed the side entrance to the rear of the property which is now accessed from the other side of the parade.
- **2.2** It is not a listed building, nor is the site located within a designated conservation area.

## 3.0 The Breach of planning control:

- **3.1** The breach of planning control, in this instance, is without planning permission, the erection of a two storey side extension with basement and the material change of use of the land to four (4) self-contained units (flats) on the land, resulting in seven (7) self-contained units (flats) within the property known as 12 Lind Road, outlined in (RED) on the attached Enforcement notice site plan.
- 3.2 The requirements of the Notice are -
  - (i) Cease the use of the land outlined in (RED and GREEN) asseven self-contained units (flats)

- (ii) Alter land as outlined in (RED and GREEN) on the attached enforcement site plan to the lawful use it was prior to the breach of planning control, the land known as 10 Lind Road to be returned to a single family dwelling house and the land known as 12 Lind Road to be returned to three (3) flats in accord with the approved plans for the application DM2018/01616, works to include permanently removing all additional kitchens/cooking facilities/lockable doors and internal partitions that facilitated the unauthorised change of use and subdivision of the two (2) storey addition approved under (DM2018/01616). Resulting in no more than three (3) self-contained dwellings (flats) on the land. Or;
- (iii) Demolish the two (2) storey side extension as built and restore the land known as 10 Lind Road to be returned to a single family dwelling-house and the land known as 12 Lind Road to the state it was prior to the breach of planning control as shown on 'Existing Plan Drawing No.10 as stated in the DM2018/01616 application existing plan documents 'Drawing No. 10'Resulting in no more than three (3) self-contained dwellings (flats) on the land.
- (iv) Remove from the land any and all building materials and rubble arising from compliance with steps (i), (ii) and/or (iii) above.

## 4.0 Relevant Planning History:

- **4.1** DM2021/01764 'Retention of 4 self-contained flats'. Application not valid
- **4.2** DM2018/01616 'Erection of two storey side extension with basement level and accommodation within the roof space to provide additional accommodation to the existing three self-contained flats.' Granted 9th November 2018 Partially implemented
- **4.3** B2017.78259 'Erection of two additional floors to existing building to provide six 1 bedroomed self-contained flats together with cycle and refuse stores'. Withdrawn 5<sup>th</sup>January 2017.
- **4.4** B2017/77001 'Prior Approval for Change of use from retail to a residential use'. Granted 6th September 2017. Implemented
- **4.5** B2017/76608 'Erection of a two storey side/rear extension with basement and roof accommodation to provide a 4-bedroomed dwelling'. Refused 6th June 2017 for the following reasons:
- (1) The proposed development by reason of its size and location would constitute an inappropriate form of development that would appear unsympathetic to the character of the existing neighbouring dwellings and would have an uncomfortable and negative relationship with the the character of the surrounding Newtown Area of Special Local Character. The proposal is therefore contrary to the National Planning Policy Framework 2012, the London Plan 2016, and Policies DM 1, DM3 and DM4 of the adopted Site Development Policies Development Plan Document, and the Council's adopted Supplementary Planning Document 14: Creating Locally Distinctive Places.
- (2) Insufficient information has been provided to assess the impact of the proposed development on the existing tree adjacent to the site, in close proximity to the proposed structure. As such, the proposals would fail to demonstrate that harm to this tree can be avoided, and the proposal would fail to respect and retain existing landscape features in accordance with Policy DM1 of the adopted Site Development Policies Development Plan Document.

- (3) Insufficient information has been provided to assess the proposed parking, and as such the proposal would fail to demonstrate compliance with Policy DM22 of the adopted Site Development Policies Development Plan Document, and Policy BP10 of the adopted Core Planning Strategy.
- **4.6** B2017/76232 'Prior approval for change of use from retail to a residential useproviding 4 no. self-contained flats'. Refused 20th March 2017 for the following reason:
- (1) Planning permission is required by virtue of the Town & Country Planning (General Permitted Development) (England) Order 2015, (As amended), Schedule 2 Part 3 Class M as the proposed development will not comply with the criteria as set out at M.1 (c) and (d) of Class M. The reason being that the cumulative floor space of the existing building changing use exceeds 150 square metres, and the development (together with any previous development under Class M) would result in more than 150 square metres of floor space in the building having changed use under Class M.
- **4.7** B2016/75458 'Erection of a three storey rear extension, increase in roof height, provision of a dormer extension at rear and conversion of premises to provide 3 self-contained flats, comprising a studio flat, a 1-bedroomed flat and a 2-bedroomed maisonette'. Granted 12th April 2017.
- **4.8** B2016/74427 'Change of use from retail to a residential use providing 3 self-contained flats'. Granted 29th June 2016.
- **4.9** The most relevant planning permission above is DM2018/01616 which facilitated the two storey side extension. This two storey extension then created 4 new flats within 12 Lind Road (and partially 10 Lind Road in the loft space). No 12 therefore has 4 unauthorised flats.

#### 5.0 Considerations:

## Ground (a) why planning permission ought not to be granted

- 5.1 Policy 10 of the Local Plan sets out that the Council will only grant planning permission for development involving the conversion of existing dwellings into new self-contained flats where the host property lies within one of the Areas of Potential Intensification, the gross internal area (GIA) of the original dwelling was at least 125 sq. metres (excluding extensions, garages and loft conversions), the proposal would have no adverse impact on neighbouring amenity or on-street parking, would not detract from the character of the area and would meet the Mayor's minimum internal space standards.
- **5.2** No. 12 Lind Road (excluding extensions, garages and loft space) has a GIA less than 125 m2 set out in policy (approx.111m2), although the site does lie within one of the Areas of Potential Intensification it would not meet the size requirement. As such, it is considered that the host dwelling is not suitable for conversion due to the significant under delivery of space required for the conversion and contrary to policy.

- 5.3 The property was previously laid out as 3 flats (B2016/75458), which were 1 x 1 bed, 1 x 2 bed and 1 studio. In 2018 (DM2018/01616) a side extension was approved and the additional floorspace was to accommodate the existing 3 flats. It is clear to the LPA that this layout never took place as intended and the existing 7 studios/1 bedroom flats have been in existence since the side extension was constructed. Whilst the existing flats permitted under B2016/75458 appear to have been built to plan the additional units created when building the side extension (DM2018/01616) have not and therefore this permission was never lawfully implemented, being materially different to the original approval in its scope of development.
- **5.4** The owner submitted a planning application in 2021 (DM2021/01764) for the regulations of the 7 flats within 12 Lind Road and roof of 10 Lind Road. The application sought permission for 4 unauthorised flats, 3 within No.12 while 1 flat, in the roof space, spanned the length of 10 & 12. In the plans for this application the owner submitted all units as one bedroom flats. The measurement of all the flats are seen below. 6 of the bedrooms in the units met the size standard of a double room at 11.5sqm, while one meets the standard of a single room, therefore 6 fall under the design standards of a 1b x 2p flat at 50sq.m and 1 is under the 1b x 1p requirement of 37sq.m. The table below sets out the which flats fall short of the Design Standards requirements —

Flat	Bedroom	Total sq.m	1 or 2 person	Requirement met?
	sq.m		flat?	
Lower ground floor left	13.1	30.7	2 person	50sq.m - No
Lower ground floor right	15	48.4	2 person	50.sq.m - No
Ground floor left	12.8	32	2 person	37sq.m - No
Ground floor right	13.7	40.2	2 person	50sq.m - No
First floor right	13	42.6	2 person	50sq.m - No
First floor left	9.9	28.8	1 Person	37sq.m - No
Loft	12.9	47.7	2 Person	50.sq.m - No

- **5.5** Therefore, the development would by reason of the inadequate space, broadly single aspect nature and limited external private space fail to provide adequate amenity for future occupiers would be contrary to policy 29 of the Sutton Local Plan and SPD 14 Creating Locally Distinctive Places.
- 5.6 The development by reason of the sizes of the units coupled with the layout and partitioning of the garden areas in all flats apart from the lower ground floor flats, would fail to provide adequate internal floor space and useable external amenity space for the future occupiers. The development would therefore fail to provide an acceptable level of internal floor space and external amenity areas contrary to the objectives of the National Planning Policy Framework, the London Plan, Policies 9 of the Sutton Local Plan and Supplementary Planning Guidance 14 'Creating Locally Distinctive Places'.
- **5.7** The conversion of the previously approved extension (DM2018/01616) to from a set of four (4) self-contained flats, in addition to the existing 3x flats at 12 Lind Road would fail to meet the necessary floorspace requirements for all flats and would therefore provide an unsatisfactory standard of living accommodation for the future

occupants, contrary to Policy 3.5 of the London Plan 2021 and Policy 9 of the Sutton Local Plan 2018.

Table 3.3 Minimum space standards for new dwellings[7]

AND THE PROPERTY OF THE PROPER		Minimum GIA (m²)			***************************************	
	Number of bed spaces	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage (m <sup>2</sup> )	
41.	1p	39 (37)*			1.0	
1b	2p	50	58		1.5	
2b	3р	61	70		2.0	
4p	4p	70	79			
	4p	74	84	90		
3b	5p	86	93	99	2.5	
	6р	95	102	108		

# Ground (b) evidence the breach has occurred

5.8

- 5.9 A planning enforcement complaint was received in July 2021 regarding the alleged construction of unauthorised flats within the property. A visit to the site on the 29<sup>th</sup> of July 2021 confirmed there were 7 flats at the property known as 12 Lind Road. On the site visit the owner stated that an application would be submitted to regularise these additional flats. This application was submitted on the 26<sup>th</sup> of August 2021 but required additional information which was not submitted to make the application valid. The plans submitted with this application confirmed there are 7 flats within the property.
- **5.10** As stated in the email to the Inspectorate on the 22<sup>nd</sup> of September 2022, there is no breach at 10 Lind Road other than at the roof space level and therefore no changes to the internal layout at lower ground, ground or first floor level is needed.
- 5.11 Operational development, requiring planning permission has therefore been carried out on the site for which planning consent has not been granted, either by way of deemed consent under the GPDO or express consent from the Local Planning Authority (LPA) the development is therefore unauthorised and constitutes a breach of planning control as defined in section 171A of the 1990 Act.

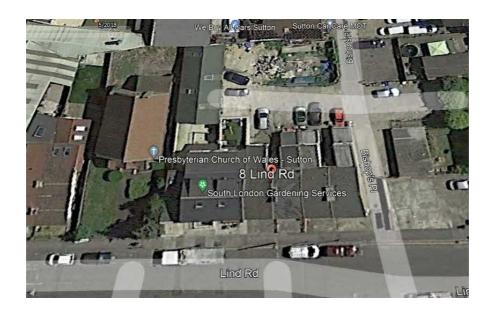
## Ground (c) evidence the development is a breach of planning control

- **5.12** Section 55 of the Town and Country Planning Act 1990 (as amended) ("the Act") stated that "development" means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.
- **5.13** Section 55 (3) of the Act states that:
- **5.14** For the avoidance of doubt, it is hereby declared that for the purposes of this section –
- **5.15** (a) the use as two or more separate dwellinghouses of any building previously used as a single dwellinghouse involves a material change of use of the building and of each part so used.
- **5.16** The conversion of one flat into multiple self-contained flats (dwellings) is a material change of use of the property as indicated in s55(3) of the Act and, therefore, constitutes development.
- 5.17 Section 55 of the Town and Country Planning Act 1990 (as amended) ("the Act") states that "development" means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land. The building has gone from a 3 bed property to a 7 bed property without the necessary permission and therefore the development is unauthorised. The extension we approved was for additional accommodation and not new flats, which have been built. The creation of new flats is the creation of a new planning unit by way of a material change of use of the land. Therefore the breach is a material change of use by subdivision
- **5.18** The subdivision constitutes development for which planning permission is required, as the development does not benefit from deemed consent and express consent has not been sought or granted, the work is 'unauthorised' and therefore represents a breach of planning control.
- 5.19 All seven finished units of accommodation are self-contained flats. The council's view that each unit is a separate dwelling house (self-contained flat) is reinforced by the Court's judgement in Gravesham Borough Council v Secretary of State for the Environment and Michael O'Brien [1983] J.P.L. 307 where it was held that the distinctive characteristic of a dwelling house was its ability to afford to those who used it the facilities required for day to day private domestic existence. This is considered to be the case at 12 Lind Road.

## Ground (d) the development is not immune from enforcement action

**5.20** For the property to facilitate the additional flats the side extension needs to be complete. The application for this development was approved in November 2018 and it is believed from viewing Google Street View and Google Earth that the side

extension was constructed sometime between May 2018 and April 2019, shown in the photos below.



Google Earth – May 2018 (Side extension not constructed)



Google Earth – April 2019 (side extension constructed)

**5.21** In the recent planning application submitted for the retention of the flats (DM2021/01764) within the application form the owner stated that the works were complete on the 1<sup>st</sup> of July 2018. This date stated is before the permission

(DM2018/01616) was granted on the 9th of November 2018, which was not stated to be a retrospective application.

- **5.22** Building Control received their notice of the works on the 20th of March 2019.
- **5.23** As stated in the appellant's Statement of Case, only 3 flats are immune from action. These are the 3 flats which were already in existence prior to the approval of the side extension and the Council are in agreement that these 3 flats have planning consent.
- **5.24** Therefore, it is considered that the additional flats have not been present for 4 years and not yet immune from enforcement action.

## Ground (e) the notice was correctly served

**5.25** A land registry search was undertaken to identify all owners of the land and this search found the proprietor are as follows:

The Company Secretary, H & C Property Investment Company Limited, 10 Carlton Close,

London NW3 7UA

The Company Secretary, KPD Realty LTD, Belmont House, Station Way, Crawley

The Owner/Occupier, 10 Lind Road, Sutton SM1 4PJ

The Owner/Occupier, 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 1 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 2 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 3 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 4 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 5 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 6 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 7 12 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 1 10 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 2 10 Lind Road, Sutton SM1 4PJ

The Occupier, Flat 3 10 Lind Road, Sutton SM1 4PJ

- **5.26** The Council served notice on all individuals above through recorded and first class delivery.
- **5.27** The appellant has argued that the Leaseholder of (SGL753600) Ground And First Floor Flat, 12 Lind Road, Sutton SM1 4PJ was not served a copy of the notice and

therefore believes the notice to be a nullity. It is not agreed that there was a failure to serve Mr Nadarajah with the enforcement notice as a letter was sent addressed to the Leaseholder at the time of service of the notice. However, a further letter was sent to Mr Nadarajah on the 30th September to reaffirm that they are aware of the position. As there has been an appeal lodged the effective date of the enforcement notice has been suspended and Mr Nadarajah is able to make any representations he wishes to the planning inspector, to be taken into account before the notice is determined. The appeal has been made on all of the grounds that may be relevant to Mr Nadarajah so he has accordingly not been prejudiced. The appellant cites the appeal decision in respect of a property in Conver that sets out the general position when an enforcement notice was not served on all relevant parties. However the LPA notes that In that case the inspector found that Swale Borough Council had not served an enforcement notice on a person who would be directly affected by the notice, that that Council had not taken the opportunity to contact him directly and the inspector was not confident that the person in question was aware of the notice or its implications. This contrasts with the position here where in addition to service at the property that Mr Nadarajah has a leasehold interest in, he has been contacted directly by the Council and has ample opportunity to consider his position and make representations to the planning inspector. In contrast to the appellants concern over service of the leaseholder in this case, the current invalid pending application submitted in August 2021 was submitted under certificate A to indicate that 10-12 LInd Road had a single sole owner under KPD properties Itd and no other Leasehold interest.

- **5.28** In the Appendix below the Certificate of Service is attached as well as the recorded delivery slips as evidence of effective service.
- 5.29 Once the enforcement notice is 'issued'. All of the above parties were 'served' copies of the Enforcement notice within 28 days of the date of issue, in accordance with and as required under section 172 of the 1990 Act. A copy of this notice was be entered onto the LPA's enforcement and stop notice register (as required under section 188 of the 1990 Act)

# Ground (f) the steps required by the notice are the minimum necessary to resolve thebreach

- **5.30** The requirements of the Notice are -
  - (i) Cease the use of the land outlined in (RED and GREEN) asseven self-contained units (flats)
  - (ii) Alter land as outlined in (RED and GREEN) on the attached enforcement site plan to the lawful use it was prior to the breach of planning control, the land known as 10 Lind Road to be returned to a single family dwelling house and the land known as 12 Lind Road to be returned to three (3) flats in accord with the approved plans for the application DM2018/01616, works to include permanently removing all additional kitchens/cooking facilities/lockable doors and internal partitions that facilitated the unauthorised change of use and subdivision of the two (2) storey addition approved under (DM2018/01616). Resulting in no more than three (3) self-contained dwellings (flats) on the land. Or:

- (iii) Demolish the two (2) storey side extension as built and restore the land known as 10 Lind Road to be returned to a single family dwelling-house and the land known as 12 Lind Road to the state it was prior to the breach of planning control as shown on 'Existing Plan Drawing No.10 as stated in the DM2018/01616 application existing plan documents 'Drawing No. 10'Resulting in no more than three (3) self-contained dwellings (flats) on the land.
- (iv) Remove from the land any and all building materials and rubble arising from compliance with steps (i), (ii) and/or (iii) above.
- **5.31** The purpose of the notice is to remedy the breach of planning control by requiring the land to be restored to the condition in which it was prior to the breach of planning control taking place.
- **5.32** This will require the flats to be reverted back to a 3 x flats, which will include the removal of any additional kitchens and internal partitions. That requirement of the notice is asking the owner to revert the property back to the layout approved in the DM2018/01616 permission, which will deal with the harm created through this breach. The Council have provided two options for the owner to remedy the breach and it is considered that by giving the option of building in accordance with the DM2018/01616 the Council have provided lesser steps.
- **5.33** While it has been openly accepted at an early stage of the process that there is an error in the enforcement notice in that it requires the property '10 Lind Road' to be restored to a single dwelling house whereas planning permission B2016/74014 was granted on 16th May 2016 permitting its change of use from an office to a residential use providing three residential units. The Council will ask the planning inspector to amend the notice to refer to this planning permission as the action to be taken in respect of this property on the basis that the change can be made without injustice. It also makes the requirements of the notice less stringent. A planning inspector has power in section 176(1)(a) of the Town and Country Planning Act 1990 to correct any defect, error or misdescription in an enforcement notice or to vary its terms if he is satisfied that the correction or variation will not cause injustice to the appellant or the local planning authority. The principal purpose of the notice is to require the cessation of the use of the property 12 Lind Road as 7 flats and for that property not to be used as other than 3 flats in accordance with planning permission DM2018/01616. 10 Lind Road has been included in the notice as the loft space in that property has been incorporated into 12 Lind Road and that part of it is within the unauthorised use. The LPA are in open agreement that they would not object to the alteration of the notice to reflect this
- **5.34** It is seen that there are no other lesser steps that have been proposed that could remedy the harm caused or resolve the breach of planning control.
- **5.35** The notice requires no more than the minimum to achieve its purpose to remedy the injury to amenity caused by the breach of planning control and is not flawed or excessive in this respect

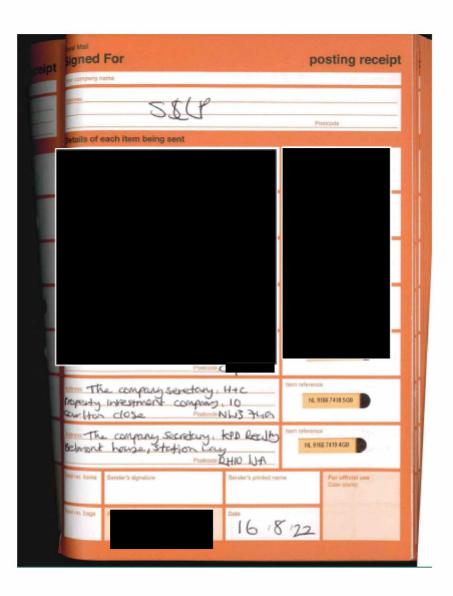
**5.36** A compliance period of six months is considered adequate to complete the internal works and to be restored to the layout of the approved planning application DM2018/01616.

#### CONCLUSION

- 5.37 The Local Planning Authority has noted the appellant's submission and remains of the opinion that the recommended steps, the reasons for taking action and the time allowed to carry out those steps is fully justified in the context of the seriousness of the breach of planning control that has taken place. No planning conditions or legal agreement/obligation could otherwise make this development acceptable. The development which has taken place unlawfully would not be deemed acceptable given the against Sutton Policy and also wider National Policy in terms of size requirements. The appellant has not provide any planning argument in this case and mentions only tecnical points.
- **5.38** The Council therefore respectfully requests for the appeal to be dismissed and theEnforcement notice is upheld.

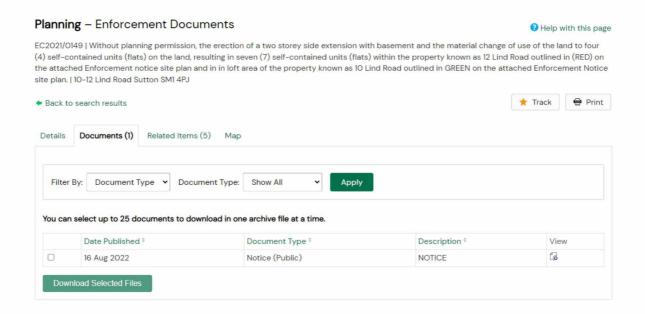
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# Appendix 2 - Proof of Notice on Register



# Appendix 3 - Certificate of Service

To be attached