

Planning Statement

615 Edenfield Road

Norden

Rochdale

OL11 5XE

Demolition of Existing Taxi Booking Office and Construction of a Replacement Two Storey Building Comprising of Replacement of Taxi Booking Office (Sui Generis) a Retail Unit on the Ground floor and Two 2-bed self-contained flats on the First and Second Floors.

August 2023

Building Design Services (BDS)

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Prepared by: Building Design Services (BDS), 6 Stockton Close, Shawclough, Rochdale, OL12 6BB.

E-mail: bds2000@live.co.uk

Web:

1.0 INTRODUCTION

- 1.1 This planning statement is submitted by Building Design Services on behalf of the applicant who owns the business and premises 'Norden in Time' on Edenfield Road in Norden, Rochdale. The business from this small single storey building has been operational for at least 10 years and has been providing an excellent service to its many users and customers in and around the Norden and Rochdale area. The building has been in intense use for a number of years and needs maintenance inside and out. The size of the actual plot the applicant owns is large and this is an ideal opportunity to develop the property and tidy the areas around the site, this will make the area a better place to work, live and travel.
- 1.2 Compared to other housing markets in the North West and Greater Manchester, the Rochdale and north east Manchester housing market is generally less attractive. The housing on offer in the borough has stark differences in terms of quality and price and it fails to address the needs of existing or future residents. An oversupply of older terraced housing and a lack of high value housing across the borough means that it fails to attract and retain residents with higher incomes.
- 1.3 An ambitious target of providing 460 additional homes per year is considered necessary to meet demand and to help regenerate the borough. The latest Housing Land Availability Assessment indicates that there is considerable scope to meet its housing target using previously developed sites, especially in the south, and with limited use of greenfield sites.
- 1.4 The Council needs to focus the right type of housing in the right areas, maintain the regeneration of older areas of housing and social housing estates and ensure that the community infrastructure necessary to support areas of housing growth are provided.
- 1.5 In terms of retail, a key objective of national planning guidance is to deliver economic growth and prosperity through sustainable development. In order to achieve this in the borough it is important that we ensure sufficient land is available of the right type, quality and in the right places.
- 1.6 The applicant would like to work with the Council in order to secure approval for the proposed use.

2.0 SITE AND SURROUNDINGS

- 2.1 The application site relates to a small single storey building on Edenfield Road. The building is used as a taxi booking office, set back from the highway with parking and turning space provided to the side. The construction materials of the building are simple, with breeze block walls, rendered and coloured white, with a corrugated sheet roof. The roof is shallow pitched.
- 2.2 The planning history shows that the building was previously used for car sales offices and has been used as a Taxi Booking Office for a number of years since. The building is positioned adjacent to the Old Library, a gym, whilst on the other side of the road, are restaurants, takeaways and a PH. The land level rises from north to south through the site. Open land with some trees is located to the back of the site.
- 2.3 The UDP Proposals map shows that the site itself is unallocated but in the defined urban area. The Norden local centre boundary is in walking distance from the site (outlined in blue). Public buses regularly run along this route and can also be used from the local centre, including trams, taxis would also be provided if required into Rochdale and other places around the town.



The UDP Plan above shows the location of the site circled in red close to the local centre of Norden (Blue).



The site is located on Edenfield Road as shown above, a Bus Stop is located close to the site. The site is positioned in a mixed-use area.



Photo above shows the front elevation of the building and parking area to the side.

3.0 PROPOSED DEVELOPMENT

- 3.1 The applicant is applying for planning permission to demolish the existing building and erect a new replacement building. The building will be two stories high with small pitched roof front and rear dormers on the roofslope to provide space in the roof area.
- 3.2 The taxi booking office would continue to trade from the site, whilst a new retail unit would be provided at ground floor, Use Class E of the Use Classed Order. Two self-contained residential units would be provided on the first and second floors of the building, the apartments would consist of two bed units. Each of the apartments would provide their own washing facilities and living room/kitchen areas.
- 3.3 Access into the building for the retail Booking Office and retail unit would be provided from the front of the building. A separate side entrance leading to an internal staircase would lead to the upper floors. All the uses would remain separate and suitable acoustics barriers will be fitted to limit noise. The design of the building has been taken from the building adjacent, but the proposed building would appear modern in design and finish however share similar features.
- 3.4 The role of the taxi booking office is to be a base for taking telephone calls and the occasional customer which is very scarce nowadays with the use of technology, with other light office duties, including photocopying and computer work, whilst using mobile internet technology to dispatch jobs to drivers who will be predominantly out on the roads. Although drivers will have access to the site to pay their weekly rental fees, a small part of the building will be allocated for customers of the taxi company for the ordering of taxis or as a waiting room for taxis.
- 3.5 The taxi booking office will employ approx. 3 full time and 3 part time taxi booking/call centre staff, only 2 of which will be on site at any one time. Most of the taxi driver are self-employed taxi drivers who will rent radios from the office but will return to the site only once per week to pay radio rental fees.
- 3.6 The taxi booking office will not be used as a rank and vehicles will be kept out on the roads to ensure that they do not impact upon the site location or the adjacent highway network. Four parking spaces will be provided with the offices, which is sufficient for the level of staff proposed.
- 3.7 The building externally would be finished in red brick, with a tiled roof. The windows would be of UPVC with stone surrounds. The shopfronts would mainly be of glazed design. The dormers fronts and cheeks would be tile hung.
- 3.8 In terms of parking, and outdoor amenity, the site would have a small, grassed area to the rear which will provide some space for residents. Two dedicated parking spaces will be provided to the side of the building.

Bin storage area will be located to the rear of the site, the bin storage area would be bound by timber fencing.
Access into the site would remain as existing from Edenfield Road.

4.0. INVOLVEMENT

4.1 Although no formal pre-application advice in this instance has been sought from the Council there have been informal discussions with the Councils planning officers. The scheme now put forward is an acceptable proposal proving quality accommodation and retail in this area.

4.2 Paragraph 39 of the NPPF states;

“Early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality preapplication discussion enables better coordination between public and private resources and improved outcomes for the community.”.

4.3 I would like to thank the officer in taking the time and effort to engage in early discussions which has been extremely helpful to both me and the applicant.

4.4 This planning Statement has been submitted as part of this planning proposal to provide a reasoned justification of the proposal using local and national planning policy and guidance.

4.5 The issues of Highways safety, amenity of the surrounding area, design and the principle of the development are taken into consideration in the assessment below.

5.0 HISTORY

5.1 A history check has been undertaken which has revealed the below planning history for the site, the relevant planning history includes;

Renewal Of Planning Permission D29943 To Use Premises As A Private Hire Booking Office

615 Edenfield Road Norden Rochdale

Ref. No: 94/D31519 | Received: Tue 13 Dec 1994 | Validated: Tue 13 Dec 1994 | Status: Decided

Change Of Use Of Premises To Private Hire Booking Office

615 Edenfield Road Norden Rochdale

Ref. No: 93/D29943 | Received: Fri 24 Sep 1993 | Validated: Fri 24 Sep 1993 | Status: Decided

Use Of Premises For The Storage Display And Sale Of Specialist Motor Vehicles

615 Edenfield Road Rochdale

Ref. No: 88/D22810 | Received: Mon 12 Dec 1988 | Validated: Mon 19 Dec 1988 | Status: Decided

6.0 RELEVANT PLANNING POLICY

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions should be made in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 Rochdale's Core Strategy was adopted in July 2016 and is the key Development Plan Document. It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long-term strategic policies for Rochdale's future development and will form the framework that planning applications will be assessed against.
- 6.3 The Core Strategy seeks to deliver sustainable development and growth in accordance with the objectives of the National Planning Policy Framework (NPPF). It aims to increase investment in the borough and to make it a more prosperous place by 2028. The Core Strategy will have a major role in guiding the regeneration of the borough, building on the investment that has already taken place in some areas and identifying where to focus on next.
- 6.4 It looks to build on the borough's assets, heritage and identity and on its connections and relationships with neighbouring towns. In particular, the borough needs.
- 6.5 The following Local Plan policies have relevance to the proposal:

DM1	GENERAL DEVELOPMENT REQUIREMENTS
P2	PROTECTING AND ENHANCING CHARACTER, LANDSCAPE AND HERITAGE
P3	IMPROVING DESIGN OF NEW DEVELOPMENT
E1	ESTABLISHING THRIVING TOWN, DISTRICT AND LOCAL CENTRES
C3	DELIVERING THE RIGHT TYPE OF HOUSING
G9	REDUCING THE IMPACT OF POLLUTION
T2	IMPROVING ACCESSIBILITY

NPPF (2021)

- 6.6 The NPPF clearly states 'that the purpose of the planning system is to contribute to the achievement of sustainable development' (paragraph 7). Paragraph 10 confirms that 'in assessing and determining

development proposals, local planning authorities should apply the presumption in favour of sustainable development’.

6.7 **Paragraph 11** states that a presumption in favour of sustainable development is at the heart of the NPPF. It goes on to say that ‘for decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay;
or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

6.8 **Paragraph 60** of the NPPF states:

“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay”.

6.9 **Paragraph 83** of the NPPF states that Planning policies and decisions should:

recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.

6.10 **Paragraph 120** of the NPPF states that Planning policies and decisions should:

- d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively.

6.11 **Paragraph 124** of the NPPF states:

Planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it.

6.12 **Paragraph 130** of the NPPF, advises that Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

6.13 The general perspective of the NPPF is that planning should proactively drive growth and support sustainable economic development. It also states that planning should make effective use of land by reusing land that has been previously developed and sets out a presumption in favour of sustainable development. The government is committed to ensuring that the planning system does everything it can to support sustainable economic growth.

6.14 In terms of retail uses the NPPF states at Paragraph 124; “Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to:

- a) use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres, and would be compatible with other policies in this Framework”.

National Planning Practice Guidance (NPPG)

6.15 The government published its NPPG on 6 March 2014. This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the NPPG or other national advice in the Analysis section of the report, where appropriate.

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7.0 ASSESSMENT

Principle

7.1 The retail and residential building proposed would be located in a mixed-use area just outside the local centre of Norton. Policy E2 of the council's core strategy is therefore relevant and which states we will ensure A sufficient supply of suitable land, buildings on infrastructure in the right places to support the creation and retention of successful businesses and increase the number and quality of jobs to create a more prosperous lower carbon economy. To do this we will;

- Promote the delivery of infrastructure, such as improved transport, housing, education, energy (including the strength realised energy networks), water and wastewater, and information and communications technology (including high speed broadband) with a focus on supporting economic development in the above locations:
- support other employment generating uses that comply with the policies of this plan (e.g. retail, entertainment, leisure and tourism uses).

7.2 The application site is Defined Urban Area as allocated under the Rochdale Unitary Development Plan. As such policy G/D/1 is relevant to any applications on the site and this establishes that development should be located in the urban area so as to support urban regeneration and protect the countryside.

7.3 Policy C1 of the Core Strategy establishes to;

Maximise the potential of previously developed sites, including empty homes and buildings within the urban area to achieve a target of 80% of new housing of previously developed land; and ensure that sites are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.

7.4 Policy C3 of the core strategy is also relevant and its aims are to;

- Ensure new development provides housing types that take account of local needs and aspirations; Promote densities that make efficient use of land whilst delivering a range of housing to widen choice in the borough and reflect local character;

7.5 The proposed demolition of the building and erection of a larger contemporary building would make a better use of the site and remove an existing property which looks out of character and in need of investment. The

site is becoming to appear unsightly in this prominent location, and in need of investment to bring the property back to a suitable functional use and where it would not have a negative impact on the surrounding area.

- 7.6 The site is well located in relation to small scale apartment buildings as well as typical family housing accommodation in urban areas for us to support urban regeneration and protect the countryside.
- 7.7 The proposal would provide good housing accommodation which is much needed in this urban area. It would enhance the character of the area by bringing an existing site back into use, it would consider the needs of the local community of protective surrounding built environment and provide future occupiers with services within walking distance and reduce the need to travel. The effect on residential amenity by reason of noise or other nuisance would be minor given its location amongst other similar uses and by virtue of its location near the local centre.
- 7.8 It is also considered that the proposal would not have a detrimental effect on the safe and efficient operation of the existing transport and road infrastructure. Highways safety is further discussed in the relevant section below.
- 7.9 The close to town centre location characterised by a number of smaller units with a high proportion of food and drink outlets and retail units. The types of uses within the centre, along with its proximity to high density residential areas, create a vibrant area. It is considered that the proposed two retail units at ground floor level in this location would retain a service and provide jobs and add to the vibrancy of the area and would be an appropriate ground floor use at this site, and where it has been for number of years.
- 7.10 In respect of part of the above policies, the area is predominantly mixed-use retail and residential and therefore residential is considered as a complimentary use to the existing character of the area and is located in a sustainable area with good access and facilities and which makes efficient use of the land whilst delivering an appropriate use for the site.
- 7.11 In light of the above it is considered that the principle of providing retail units and residential units at the application site is acceptable.

Amenity

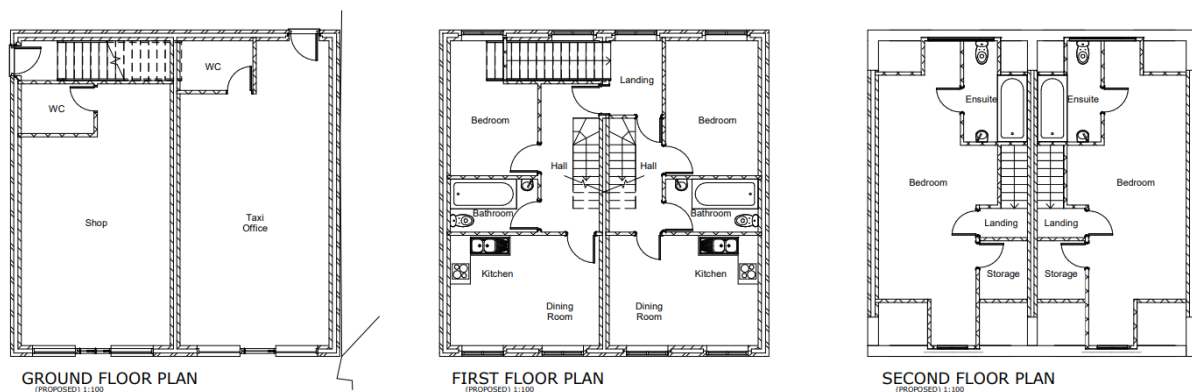
- 7.12 Policy DM1 of the Core Strategy sets out a number of basic planning considerations that apply to all development. Further to this, paragraph 67 of the NPPF, containing the 'core planning principles', advises that planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings.
- 7.13 Policy G9 of the Core Strategy sets out that the Council will seek to reduce all forms of pollution by requiring that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution.
- 7.14 It has already been established above that the principle of providing residential accommodation at the site is considered acceptable, consideration should also be given to the use of the site in providing accommodation on the upper floors. The area is established as mixed use, and the proposal would therefore be in keeping with existing land uses around the area. It is however important to ensure that the proposal would not impact unduly on matters such as noise and other pollution effects, with regards given to the impact of each flat within the building as well as the impact from the ground floor uses of the development, and upon existing surrounding properties.
- 7.15 In relation to noise it should be acknowledged that there would be some noise from neighbouring commercial land uses as well as from road noise from the busy Edenfield Road and from the proposed taxi booking office at ground floor which would operate as existing 24 hrs a day. However, due to its location, and the noise from neighbouring uses is not considered to have a significant impact on the amenity of future occupiers or from external noises.
- 7.16 The proposed Booking Office use seeks to operate 24 hours a day, seven days a week and taxi vehicles will not rank at the premises. The proposed taxi booking office will use a call centre telephone system which uses a computerised booking system utilising a similar method to PDA (Personal Digital Assistant) mobile internet technology to dispatch jobs to drivers. These systems operate with GPRS/GPS (General Packet Radio Service / Global Positioning System) and do not require the drivers to be stationary in order to receive commands, therefore allowing drivers to keep on the move, within the community it serves and not remain on standby at specific locations or return to base.

The installation of this technology allows the efficient operation of the taxi business to reduce overall visits to the site, consequently reducing miles travelled and carbon emissions by dispatching the nearest driver to each new booking.

Although, taxi drivers can return to base to pay weekly rental fees, given the limited number of staff and proposed driver numbers, the vehicular movements and activity would be on an irregular basis and would not lead to any detrimental impacts through reasons of noise or congestion.

The proposed retail uses would not unduly affect the amenity of nearby residents by reason of noise and hours of opening, given the limited amount of additional activity that the retail uses would create including the hours operation and type of operation the existing taxi booking office operates. The proposed retail units would not give rise to any significant levels of vehicular movement or activity over and above what already exists in the area.

- 7.17 In terms of internal noise between flats, the internal layout has been carefully designed so that bedrooms and living rooms are least affected by noise, however it should be noted that floor and internal partitions required would have acoustics barriers fitted where required to ensure future residents are adequately protected from unacceptable levels of noise, internal noise levels can be conditioned if required.
- 7.18 In respect of other matters, it is important that the development provides adequate space about buildings, it is considered that there would be no concerns regarding the distance to the front of the building which would face the main highway. The rear elevation would face the yard area. There would be no windows in the side elevation of the building which serve the residential units.



Proposed Internal Layout

- 7.19 The proposed development would adequately provide the level of amenity that would be expected at a residential property within this area. The proposal would be compatible with the density and character of the surrounding development.
- 7.20 With regard to the living conditions of future occupiers of the property, it is noted that each habitable room within the building would be provided with natural light and ventilation, with an outlook to the streets on the

front and rear of the property. The windows would all provide an outlook and ventilation which would be sufficient. Each property would have its own WC and washing facilities.

- 7.21 A bin storage area would be provided to the rear of the site set back from the highway away from the main public vantage points from Edenfield Road. It is considered a bin store with fencing should be provided to secure the bins in their proposed area.
- 7.22 The door to the flats would have Access control, this would offer simple solution to restrict access into the building. Authorised individuals would carry a key fob and when access through a restricted door is required, the fob is held in front of a reader placed next to the door. The solution is flexible and would be used on the rear doors to restrict access to the general public. The mechanism would keep the users of the site safe.
- 7.23 Internally, a numeric access pad and a separate key for each flat door would be provided which would keep the site safe from intruders and restrict nuisance and general misbehaviour from any trespassers. All internal doors would be fire doors which would be soft close to limit the noise.
- 7.24 In light of the above, it is considered that the development would provide adequate space about buildings, so as to protect future residents from any excessive levels of overshadowing and/or loss of privacy and a good standard of living accommodation. The application is therefore acceptable in this respect and would meet with the expectations of Policies along with the relevant requirements of the National Planning Policy Framework.

Design

- 7.25 Policy P3 of the adopted Core Strategy requires all new developments, regardless of location in the borough, to adhere to high standards of design. Policy DM1 of the Core Strategy states that all development proposals will be expected to demonstrate that they are of high quality design and take the opportunity to enhance the quality of the area, in addition to requiring a number of other basic planning considerations.
- 7.26 Paragraph 130 of the revised national planning policy framework states that decisions should ensure that development will function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping. Policies P2 and P3 of the core strategy set out a requirement for good design, improved image and protection and enhancement of character, landscape and heritage.
- 7.27 The property externally would be a huge enhancement to the existing situation, the single storey building looks and feels temporary whilst the proposed building has been designed to match surrounding buildings

which are in some instances taller and larger in actual size. The building would complement the surrounding buildings with similar roof design and materials.

- 7.28 The brickwork used would match those used on the existing surrounding buildings, the design of the windows with stone surrounds should be welcome and the exact design of doors can be confirmed, and a condition attached if necessary. As such, the proposed changes would enhance the area and make better use of the site as a whole, and use of materials would have no detrimental impact on the character of the building or surrounding area.
- 7.29 Externally the building would provide outdoor amenity space that is well located to the back of the building that is safe and sufficient, these spaces would provide residents to sit out, hang washing if required and where the proposal would provide much needed facilities and convenience. In addition, shops and food places are within walking distance including local parks and public nature walks.
- 7.30 In light of the above, the proposal would result in no undue harm to visual amenity and would improve the overall character and appearance of the area and the street scene. The application would therefore accord in this regard with policies, the NPPF and SPD.

Highways

- 7.31 Policy T2 of the adopted Core Strategy relates to accessibility and Policy DM1 requires all development to provide satisfactory vehicular access with adequate parking and manoeuvring arrangements provided.
- 7.32 The proposed building will benefit from 2 secure parking spaces within the confines of the site. As only a maximum of 4 employees are intended to occupy the booking office and retail unit at any given time, the 2 parking spaces are considered sufficient in this highly sustainable location.
- 7.33 Edenfield Road has parking restrictions on one side, however dedicated public parking spaces are available outside the site and along Edenfield Road, please see below;



(Above) Extensive dedicated parking spaces are available outside the site and along Edenfield Road. Side Streets also provide further parking availability.

- 7.34 With regard to the capability of the highway network, the proposed use would not give rise to any additional increase in vehicular movements over its existing use as a taxi booking office, and therefore the existing highway network is considered to be sufficient to accommodate the level of vehicles associated with such a use. The vehicle movements at the site would therefore not result in parking congestion on the highway or be of a detrimental impact to highway safety or the free flow of traffic within the immediate vicinity.

The applicant wishes to further emphasise that the taxi booking office will not be used as a rank and vehicles will be kept out of the roads at strategic locations that do not impact upon the application site location or the highway network of the Rochdale area. The vehicle movements at the site would therefore not result in parking congestion on the highway or be of a detrimental impact to highway safety or the free flow of traffic within the immediate vicinity.

- 7.35 Given its location along a main road into the main town centre, with excellent bus links and parking available on side streets and in the vicinity, there would be sufficient provision for a development of this size in a

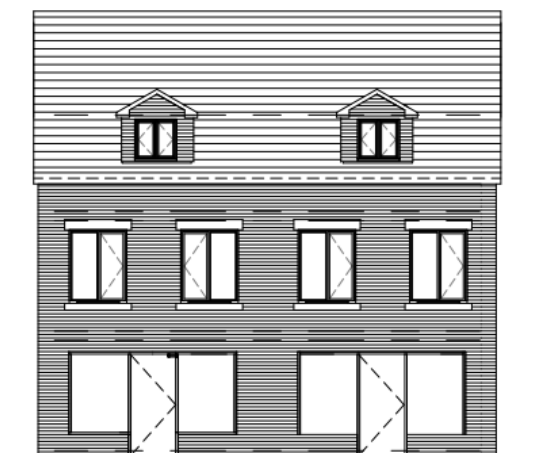
location as sustainable as this (close to the local centre and on a major bus route); as such the two parking spaces is justifiable.

- 7.36 It is not expected that this proposal would impact negatively upon the surrounding highway network than existing.
- 7.37 Bin storage would be provided in the rear yard area where refuse would also be collected from, similar to existing.
- 7.38 Given the details, it is considered the proposed development can safely be provided without resulting in harm to pedestrian and highway safety. The proposed development as demonstrated would be in accordance with
- 7.39 Policies T1 and T2 of the Councils Local Plan and the NPPF where the proposal would not have a severe cumulative impact to warrant refusal of the application.

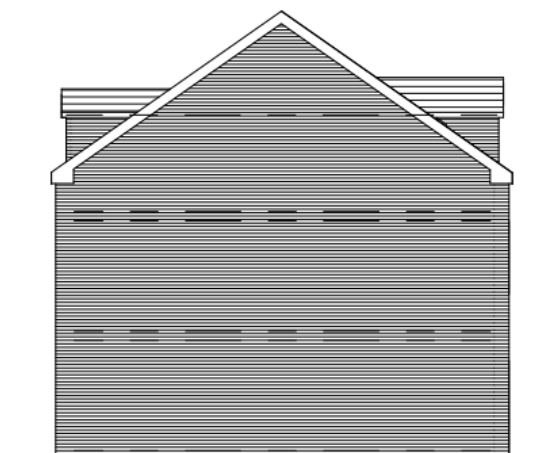
8.0 CONCLUSION

- 8.1 The proposed mixed use building with retail and residential uses will not result in an increased rise in traffic or people calling at the premises. The applicant's intention is to run a taxi booking office, which would be better classed as a telephone call centre, with the absolute majority of work taking telephone calls with other light office duties including computer work and account nor could it be considered unusual in a mixed use area as there are other commercial businesses and public buildings located within close proximity of the site.
- 8.2 The proposed use will also not disturb neighbours through the generation of noise and is therefore acceptable in this location. Access and parking arrangements remain unaltered by this proposal.
- 8.3 It has been demonstrated that the proposed development can be carried out in full compliance with the Councils Policies in the Local Plan and the National Planning Policy Framework. The development would provide good quality residential accommodation and retail uses at ground level which would bring a positive contribution into the local area of Norden without creating a significant detrimental impact on the amenity of the local occupiers and residents.

APPENDIX



FRONT ELEVATION
(PROPOSED) 1:100



SIDE ELEVATION
(PROPOSED) 1:100



REAR ELEVATION
(PROPOSED) 1:100



SIDE ELEVATION
(PROPOSED) 1:100

Proposed Elevations

