

## Report of the Head of Planning, Sport and Green Spaces

**Address** MANOR COURT HIGH STREET HARMONDSWORTH

**Development:** Change of use of existing building to a house in multiple occupation (HMO), including retention of 10 bed sitting units with parking for 7 cars for a temporary period of three years (application for full Planning Permission)

**LBH Ref Nos:** 25525/APP/2016/1091

**Drawing Nos:** P/HMOMCH/020 B (Landscape Plan)  
MC/16/HMO/L10 (Proposed Cycle and Refuse Store)  
MC/16/HMO/EX01 (Existing Site Plan)  
MC/16/HMO/L01D (Proposed Site Plan)  
MC/16/HMO/L02B (Basement Floor Plan)  
MC/16/HMO/L03C (Ground Floor Plan)  
MC/16/HMO/L04B (First Floor Plan)  
MC/16/HMO/L05B (Second Floor Plan)  
MC/16/HMO/L06 (Elevation 1 South Facing)  
MC/16/HMO/L07 (Elevation 2 West Facing)  
MC/16/HMO/L08 (Elevation 3 North Facing)  
MC/16/HMO/L09 (Elevation 4 East Facing)  
Parking Statement, prepared by Milestone Transport Planning dated March 2016  
Pre Application Heritage Assessment, prepared by HeritageCollective dated May 2015  
Unnumbered Survey Floor Plans

**Date Plans Received:** 16/03/2016                      **Date(s) of Amendment(s):** 16/03/2016  
**Date Application Valid:** 16/03/2016                      18/05/2016

### **DEFERRED ON 7th September 2016 FOR CONSULTATION PERIOD .**

This application was deferred at the committee of the 7th September 2016 to ensure that petitioners were informed of the date that the application was being heard at committee.

#### **1. SUMMARY**

This application seeks planning permission for the change of use of the existing building known as Manor Lodge, which forms a part of the wider Manor Court complex in Harmondsworth, to a house in multiple occupation (HMO) to include the retention of 10 bedsits with seven parking spaces for a temporary period of three years. It also proposes minor alterations to the external landscape. It should be noted that although the building is Grade II Listed, as no physical alterations are proposed to its fabric, a parallel application for Listed Building Consent is not required in this instance.

The applicant has advised that temporary permission is sought for a period of three years only, whilst longer-term proposals relating to the use of the whole Manor Court site are progressed. Indeed, the submitted Design and Access Statement confirms that pre-application advice relating to the change of use of the entire Manor Court site to provide high quality housing through the conversion of existing buildings on site has already been sought. With specific regard to Manor Lodge, the Design and Access Statement confirms that it is proposed to split the building into two dwellings and, as such, the use of the

property as an HMO is an interim measure only.

It should be noted that on visiting the site 13 bedsits were found. Whilst it is understood that this has now reduced back to 10 and that the internal layout is as per the proposed plans, it must be noted that should planning permission be granted and the development found to not be in accordance with the approved plans this would be dealt with as a separate enforcement matter and should have no bearing on the determination of this application.

No objections are raised to the principle of the development in this location, particularly given the proposed temporary nature of the use sought. No external physical alterations are proposed to the building itself and comments from the Council's Conservation and Urban Design Officer regarding the external landscape have been taken fully on board to ensure the development has no detrimental impact on the setting of the listed building. The scheme complies with current guidelines and policies relating to residential amenity and, furthermore, the proposed parking provision is considered to be acceptable.

The proposal is considered to comply with relevant local, London Plan and national planning policies and guidelines relating to residential development and, accordingly, approval is recommended.

## **2. RECOMMENDATION**

**APPROVAL subject to the following:**

### **1 T5 Temporary Use - Discontinuance and Reinstatement**

The use hereby permitted shall be discontinued and the land restored to its former condition within three years of the date of this consent.

#### **REASON**

In order to encourage a suitable permanent use of the site, which would be more reflective of its original use, will ensure the long-term management, maintenance and upkeep of the Grade II Listed Building and complement the sensitive nature of the site and the surrounding conservation area, in accordance with policy HE1 of the Local Plan: Part 1 Strategic Policies (November 2012), policies BE4 and BE8, BE9 and BE12 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and policy 7.8 of the London Plan (2016).

### **2 RES4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers P/HMOMCH/020 B, MC/16/HMO/L01D, MC/16/HMO/L02B, MC/16/HMO/L03C, MC/16/HMO/L04B, MC/16/HMO/L05B, MC/16/HMO/L06, MC/16/HMO/L07, MC/16/HMO/L08, MC/16/HMO/L09 & MC/16/HMO/L10, and shall thereafter be retained/maintained for as long as the development remains in existence.

#### **REASON**

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

### **3 RES9 Landscaping (car parking & refuse/cycle storage)**

Within one month of the date of this consent a landscape scheme shall be submitted to the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping

- 1.a Planting plans (at not less than a scale of 1:100),
- 1.b Written specification of planting and cultivation works to be undertaken,
- 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping  
2.a Hard Surfacing Materials

3. Details of Landscape Maintenance  
3.a Landscape Maintenance Schedule for a minimum period of 5 years.  
3.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

4. Schedule for Implementation

The development shall be implemented in accordance with the agreed Schedule for Implementation and thereafter maintained in full accordance with the approved details.

**REASON**

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2015).

**4 NONSC Use of rooms**

At no time shall the basement, communal areas (including the kitchens, living room and dining room) or the first floor storage room be used to provide bedsit accommodation. The property shall have a maximum of 10 bedsit units only.

**REASON**

To safeguard the residential amenity of existing and future occupants in accordance with policies BE19, BE20 and BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), policy 3.5 of the London Plan (2016), the DCLG Technical housing standards - nationally described space standard and the Council's Supplementary Planning Guidance on Houses in Multiple Occupation.

**5 NONSC Parking**

The seven parking bays shall only be used in connection with the use of the property as bedsit accommodation and for no other use for the duration of the temporary planning permission.

**REASON**

To ensure sufficient on-site parking provision is provided in accordance with policies AM7 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**6 NONSC Refuse**

The hereby approved refuse storage, as shown on drawing no.MC/16/HMO/L10, shall be used only in connection with the use of the property as bedsit accommodation and for no other use for the duration of the temporary planning permission.

**7 NONSC Management Plan**

Within one month of the date of this consent a management plan shall be submitted to

and approved in writing by the Local Planning Authority to demonstrate how the HMO will be managed and maintained to safeguard the residential amenity of its occupants, those of neighbouring properties and to ensure the long-term upkeep of the property.

#### REASON

To safeguard residential amenity and ensure the long-term management and maintenance of the property in accordance with polices BE4, BE12, BE13, BE19 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **8 NONSC Non Standard Condition**

No demolition or development shall take place until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and:

A. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works.

B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

#### REASON

To ensure the development does not have any adverse impact on archaeological remains, in accordance with policies BE1 and BE3 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), policy 7.8 of the London Plan (2015) and section 12 of the NPPF.

### INFORMATIVES

#### **1 I52 Compulsory Informative (1)**

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

#### **2 I53 Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

OL4	Green Belt - replacement or extension of buildings
BE1	Development within archaeological priority areas
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
BE4	New development within or on the fringes of conservation areas
BE8	Planning applications for alteration or extension of listed buildings

BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE5	Siting of noise-sensitive developments
H8	Change of use from non-residential to residential
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
LPP 3.5	(2016) Quality and design of housing developments
LPP 7.4	(2016) Local character
LPP 7.8	(2016) Heritage assets and archaeology
LPP 7.16	(2016) Green Belt
NPPF	National Planning Policy Framework

### **3            159            Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

#### **4**

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

#### **5**

With regard to condition 8, the written scheme of investigation will need to be prepared and implemented by a suitably qualified professionally accredited archaeological practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London. This condition is exempt from deemed discharge under

schedule 6 of The Town and Country Planning (Development Management Procedure) (England) Order 2015.

## 6

Historic England have advised as follows:

It is envisaged that the archaeological fieldwork would comprise the following:

### Watching Brief

A watching brief involves the proactive engagement with the development groundworks to permit investigation and recording of features of archaeological interest which are revealed. A suitable working method with contingency arrangements for significant discoveries will need to be agreed. The outcome will be a report and archive.

Further information on archaeology and planning in Greater London including Archaeological Priority Areas is available on the Historic England website.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application site comprises an approximately 3,808m<sup>2</sup> irregularly shaped plot located at the eastern end of High Street in Harmondsworth. It accommodates Manor Lodge, its associated grounds and an area of car parking.

Manor Lodge is located at the south of the Manor Court complex, which includes the historic listed Harmondsworth Great Barn and Granary, together with some sensitively designed office buildings (1990's) and associated courtyards. It retains its garden setting with some mature trees around the edges of the site.

Manor Lodge is a Grade II Listed, mid-19th Century, two-storey villa of yellow stock brick, with a hipped slate roof. The building was converted from use as a dwelling to offices in 1987. Planning permission was subsequently granted for its conversion to a residential care home in 2008. Whilst it is understood that conversion work took place the care home never came into use. Most recently been used as an unauthorised HMO.

The application site is bounded to the north by the Manor Court complex; to the east by the Grade II\* St Mary's Church, its associated graveyard and the Grade II Listed Five Bells Public House; to the south by residential properties in Blondell Close and open fields; and to the west by open fields.

The entire application site falls within the Harmondsworth Village Conservation Area as designated in the Hillingdon Local Plan. It also falls within an Archaeological Priority Area. The northern part of the application site, comprising the car park, falls within the Green Belt.

### 3.2 Proposed Scheme

This application seeks planning permission for the change of use of the property to an HMO, to include the retention of 10 bedsits, for a temporary period of three years.

The building comprises four levels; a basement, ground floor, first floor and roof accommodation. No alterations are proposed to the basement. At the time of the site visit the basement was vacant and the plans confirm that there is no intention to use this as habitable space.

At ground floor level, the property would accommodate three bedsits, all with en-suite shower rooms; two kitchens; a dining room; a living room; a laundry room and a communal WC.

At first floor level, the property would accommodate six bedsits, all with en-suite shower rooms; a communal bathroom; and a storage room.

At second floor level one bedsit with an en-suite shower room would be provided.

Externally, minor alterations would be made to the landscape, including additional planting, trees and hedges.

Seven car parking spaces within an existing area of hardstanding would be provided for the development within the wider Manor Court site, in addition to refuse and cycle storage facilities, full details of which have been provided.

### **3.3 Relevant Planning History**

27256/APP/2007/2127 Manor Court High Street Harmondsworth

ERECTION OF SINGLE STOREY AND TWO STOREY EXTENSIONS TO REAR AND SIDE, A CHANGE OF USE OF BUILDING FROM OFFICES (CLASS B1) TO RESIDENTIAL CARE HOME (CLASS C2).

**Decision:** 29-04-2008 Approved

#### **Comment on Relevant Planning History**

Manor Court has an extensive planning history. That most relevant to this application is summarised above.

### **4. Planning Policies and Standards**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)

Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)

London Plan (2016)

National Planning Policy Framework

Hillingdon Supplementary Planning Document: Accessible Hillingdon

Hillingdon Supplementary Planning Document: Residential Layouts

Hillingdon Supplementary Planning Guidance - Community Safety by Design

#### **UDP / LDF Designation and London Plan**

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

PT1.EM6 (2012) Flood Risk Management

PT1.HE1 (2012) Heritage

Part 2 Policies:

- OL4 Green Belt - replacement or extension of buildings
- BE1 Development within archaeological priority areas
- BE3 Investigation of sites of archaeological interest and protection of archaeological remains
- BE4 New development within or on the fringes of conservation areas
- BE8 Planning applications for alteration or extension of listed buildings
- BE13 New development must harmonise with the existing street scene.
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- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
- OE5 Siting of noise-sensitive developments
- H8 Change of use from non-residential to residential
- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 7.4 (2016) Local character
- LPP 7.8 (2016) Heritage assets and archaeology
- LPP 7.16 (2016) Green Belt
- NPPF National Planning Policy Framework

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable



## 6. Consultations

### External Consultees

Consultation letters were sent to 12 local owner/occupiers, the Harmondsworth and Sipson Residents' Association and the Harmondsworth Conservation Area Advisory Panel. Site notices were also posted.

Five letters of objection, including a 40 signature petition, have been received from local residents. The following concerns are raised:

- i) It has been operating illegally for a year.
- ii) Inappropriate use for a Grade II listed building, a Conservation Area and a small village.
- iii) Insufficient parking is damaging to local businesses and organisations as customers and delivery vehicles can't park. The occupants are not allowed to park on the premises.
- iv) Airport taxis displace parking in the village because they can't park in Manor Court.
- v) The parking area shown is used by a private "Park and Ride" scheme and a taxi company.
- vi) Damage to access roads caused by increased traffic and HGV movements.
- vii) Living in one room creates stress and tension for the residents, who lack respect for the Village and can be verbally and physically abusive.
- viii) Occupants and management use the pub's commercial bins and litter the local area.
- ix) Insufficient facilities in the village to cater for the number of families there.
- x) Unauthorised landscape works were carried out and trees removed, resulting in lost privacy to neighbours. The landscaping should be reinstated.
- xi) Occupants have no respect for the historic assets nearby, increasing risk of damage or accidental destruction, particularly to the graveyard, which is used as a playground by the children and the Great Barn.
- xii) Density of occupation is too high - single rooms are let to families with children.
- xiii) Inadequate access for emergency vehicles.
- xiv) Fire exits for the Scout Hut are often blocked by the occupant's vehicles.
- xv) Noise from children playing in the grounds is totally intolerable.
- xvi) Occupants trespass into adjoining gardens.
- xvii) The building was changed to the status of care home, extensions built and trees removed against the wishes of the village.
- xviii) The building designed for 10 will house 39, meaning each room will hold 4 people or up to 30 children and the single kitchen will be shared - the conditions are worse than the detention centre that was also imposed on Harmondsworth without consultation.
- xix) Harmondsworth has a disproportionate amount of this type of accommodation, leading to a breakdown in community and increased tensions amongst residents.
- xx) The owner bought the property in the knowledge of the restrictions in place - the planning department should reject the application on the basis of the contract they had with the residents in the previous change of use on this building.

The following concerns are specifically raised by the petition:

"The property is an illegal HMO in the heart of the village, in the curtilage of a grade 1 listed building. Experience has proved this building is not appropriate for a HMO. It is anti social to the buildings surrounding it. This village currently has a large number of legal and illegal HMOs. Harmondsworth is already under significant stress, due to the threat of airport expansion. This type of property does not contribute to this community due to the constant turnover of tenants and the problems that brings.

It is totally inappropriate to have HMOs located within the curtilage of a Grade 1 listed building because having residential buildings in such close proximity puts this particular historic building at greater risk of being damaged, or even accidentally destroyed. HASRA constantly remind the

Council that by permitting more houses to be converted to HMOs and allowing new properties to be constructed within the villages puts additional stress on the minimal services supplied to the Heathrow Villages. The villages are at crisis point in regards to accessing medical care. We have a 0 in our postcode and we have been informed by NHS England that this digit precludes current residents for being registered with any West Drayton GP. There is also a massive problem with rubbish collection. Where homes are being extended to increase their capacity to accommodate larger numbers of people, vast volumes of rubbish is generated and consequently we see excessive amounts of black bags and other detritus 'dumped' in unsuitable places. I would be extremely concerned that mismanaged piles of rubbish could lead to a catastrophic fire and irreparable damage to buildings of extraordinary importance to the nation."

The following general comment was received:

i) Residents should be notified of when this will be reported to Committee.

#### HARMONDSWORTH AND SIPSON RESIDENTS' ASSOCIATION

The comments made mirror those of the petitioner.

#### HARMONDSWORTH CONSERVATION ADVISORY PANEL

We have no objection to the granting of temporary planning permission to regularise the current use of this building but would strongly oppose any attempt to renew this permission or make it permanent. We are glad to see that formal provision for parking and rubbish collection have been made as these are issues giving rise to minor problems at present. We hope that a more appropriate use will be found for this building and for the rest of the site in the near future.

#### THE FRIENDS OF THE GREAT BARN

I am putting in this submission on behalf of The Friends of The Great Barn at Harmondsworth. We are against the proposal for an HMO for the following reasons:

1. In Harmondsworth, according to Council records, we have 25 HMO's, which are providing accommodation for 181 people. However this is a list of the ones that LBH know of. I have been informed that there is a further 14 HMO's in Pinglestone Close alone which are not recorded by LBH. This means approx a minimum of a further 56 people in addition to the 181 that we know of. As the majority of these people come from different backgrounds, it causes a problem for the Village of Harmondsworth. To concentrate this number of people in such a small area results in conflict between the different cultures. Harmondsworth, with its population of 1,478 (as per 2011 census) the increase in population within the Village of Harmondsworth has increased by 16 per cent. This is excessive growth in a 5 year period. Taking into account that there have been no additional facilities to assist in this level of expansion.

2. The Great Barn which English Heritage has rated as being of importance to the heritage of our country as equal to Stonehenge, Hadrian's Wall, Westminster Abbey and Buckingham Palace, we should be respecting, not only the building but also its surrounds. This application for HMO would put the Great Barn at risk, either by vandalism or children playing games around the Barn. In my role as Chairman of the Friends group I must ensure that all possible danger, within reason, is mitigated. The Manor House is within the curtilage of a Grade 1 listed building and should therefore be treated as such. The Manor Court building is classified as a C2 building as a care home. The implementation of the proposed HMO would move it into a Sui Generis category which is not suitable for this environment. We were opposed to the application to change the use to a Care home as we felt it was not suitable. This has been proved to be correct as the building was never used as a care home. We were also against the application for an extension to the Manor Farm House which the Council allowed. Again this was never used by the applicant.

3. There have been a number of issues between residents of the Manor Court building resulting in clashes between residents. This is most likely caused by the high number of people being housed in

one building.

4. The proposal of 7 parking slots (5 slots plus 2 disabled) will only serve to increase the parking and confrontation between the residents and local people and business as some parking will be needed for those who are not allocated a slot.

5. Harmondsworth is an historic village dating back beyond the Domesday Book. Over the years we have developed a community which comes together for a number of events such as Jubilee, WW1, Queens 90th and others. All people of different backgrounds are always welcome to these events and are encouraged to take part. We are all proud of our village and will fight to keep it rural. We have welcomed people from all over the world. What we are against is the use of an historical site being used to the detriment of the listed buildings that reflect the history that is Harmondsworth, A Saxon Village.

#### BAA SAFEGUARDING

No objection.

#### HISTORIC ENGLAND

There is no requirement to consult Historic England on this application.

#### GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

The site lies in an area where highly significant archaeological remains, dating from the prehistoric through to the medieval periods have been recorded. The site also lies close to the medieval grade I listed Great Barn.

The change of use of the existing building will not have had an archaeological impact. The submitted landscape proposals plan and the proposed cycle and refuse plan show that any below ground impacts are likely to be localised and small scale, however, given the archaeological significance of the site, an archaeological watching brief should be carried out during all works which would have a below ground impact.

Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates that the development is likely to cause some harm to archaeological interest but not sufficient to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding. The archaeological interest should be conserved by attaching a condition requiring the submission of a written scheme of investigation, prior to the carrying out of any works.

#### METROPOLITAN POLICE

No objection subject to the standard Secure By Design condition.

#### **Internal Consultees**

##### ENVIRONMENTAL PROTECTION UNIT

No objection.

##### ACCESS OFFICER

There are no accessibility issues raised by the proposal.

##### TREES/LANDSCAPE OFFICER

The site lies within the area covered by TPO30.

Other trees are protected by virtue of their location within the Harmondsworth Village Conservation Area.

· No trees or other landscape features of merit will be affected by the proposal.

- The submission includes a Landscape Plan, ref. LP/HMOMCH/020 A, by DCCLA.
- This incorporates new planting of trees and hedges together with a new grass management proposal to create wildflower meadows, together with the retention of close mown areas closer to the building.
- The landscape plan includes hard and soft detailing, plant schedules and a brief specification.
- In order to establish and maintain the soft landscape in accordance with the proposals it will be necessary to provide a management plan to inform the future management and maintenance of the site.
- Due to the nature of the use of the building, it will be necessary to arrange a maintenance contract to be managed and monitored by the landlord or their agent.
- If the application is recommended for approval, a landscape management condition should be imposed to ensure that the proposals preserve and enhance the character of the site in accordance with the landscape proposals.

Recommendation: No objection, subject to the above observations and RES9 (landscaping) (part 4).

#### FLOOD AND WATER MANAGEMENT OFFICER

The site lies in Flood Zone 1 (little or no risk). Therefore there are no objections to this change of use.

However the proposal includes the alteration of external space to provide car parking. Therefore a condition requiring the submission of a scheme for the provision of sustainable water management is requested to ensure that surface water is managed appropriately, and the likelihood of flooding in the area not increased.

Officer comment: The seven proposed car parking spaces comprise a part of an existing car park within the wider Manor Court complex. Aerial photographs indicate the area has been in use as car parking since at least 2008 and, accordingly, with the exception of very minor alterations to the hard landscape within the garden area of the site, no new hardstanding would be created as part of this development. Imposition of a condition in this regard is not therefore considered to be necessary or reasonable in this instance.

#### CONSERVATION AND URBAN DESIGN OFFICER

- 1) There are no objections in principle to the temporary use as an HMO in listed buildings terms.
- 2) LBC cannot be given retrospectively for any works to the listed building, approvals will run from the date of any approval.
- 3) This application should only cover those works required for the new use.
- 4) The floor plan will need to be updated to show the works undertaken to the building as all rooms are now used as letting rooms and as such there have been some minor changes to the internal layout, such as the closing off of a doorway at ground floor level.
- 5) The secondary glazing is not as approved and is an issue as it disrupts the appearance of the sash windows. Internal vertical sliding secondary glazing was approved previously, which would have mirrored the sashes externally. The current system comprises horizontal sliding window units that meet in the middle of the sashes, such a system would not have been considered as acceptable in listed building terms.
- 6) The screening to the southern site boundary needs to be increased to provide greater privacy to the adjacent dwelling.
- 7) The new area of patio/terracing should be relocated to the rear of the property to the area previously covered with concrete paving- this will encourage activity associated with occupants to take place in the more private area of the garden. The surfacing will need to be appropriate and match the colour/texture, proportions and bonding pattern of the existing natural York Stone flags.
- 8) It is suggested that the planting plan is kept simple and in a form that is easily managed and maintained.
- 9) Details of the bike and bin stores will be required, ideally new planting should be included to

screen them.

9) The Heritage Statement refers to a previous pre-application proposal and is not relevant to this scheme, which actually proposes very little change to the fabric and structure of the historic buildings.

Officer comments: No physical alterations are proposed to the property itself as part of this application and, as such, a parallel application for Listed Building Consent has been withdrawn. Whilst at the time of the site visit 13 bedsits were in use, it is understood this has now been reduced to 10 in accordance with the approved plans. The applicant has confirmed that permission is only sought for 10 bedsits. The unauthorised secondary glazing referred to would be dealt with as a separate enforcement issue. Amended plans have been received, which show that comments regarding the external landscape have been taken fully on board. Full details of the refuse and cycle stores have been provided.

#### HIGHWAY ENGINEER

The proposal provides 7 car parking spaces including 2 disabled. The Council's maximum parking standards require 5 spaces. Refuse bins are located within the acceptable distances both from the highway as well as the walk distance from the premises.

#### LANDLORD ENGAGEMENT TEAM

The 1 year lease on this property is coming to an end and is about to be renewed for a further year.

The property currently provides 13 bedrooms, which is how it was presented to the Council by the management company almost a year ago. Some families are split over two rooms to prevent overcrowding.

It is used for Emergency Nightly Bed & Breakfast accommodation, which would not typically require a common room or dining room as all the bedrooms are large enough to accommodate small tables and chairs and families do not tend to socialise or use common rooms as they have all their TV's and personal belongings in their rooms. Therefore, this type of accommodation doesn't operate as a normal HMO would do.

However, it can be guaranteed that three of the rooms will be vacated before the lease end date of the 11th August 2016 so that 10 bedsits will be provided as per the submitted plans.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

The application site comprises a Grade II Listed Building. Furthermore it falls within a Conservation Area and partly within the Green Belt. Accordingly, in considering the principle of the development, due consideration must be given to these land use designations in addition to the acceptability of the loss of the existing authorised use. It must also be taken into account that the application only seeks temporary planning permission for a period of three years whilst longer term proposals are developed.

It is understood that the building was last in use as class B1 offices but that, although never brought into use, works were undertaken relating to its conversion for use as a care home following the grant of planning permission for this in 2008. It is arguable which use would therefore be regarded as lawful but, either way, it is not considered that the loss of these uses in this location would be contrary to current planning policy such that the use of the building as an HMO could be deemed unacceptable.

With regard to the loss of B1 office use, the principle of this has already been established via the 2008 consent (ref: 27256/APP/2007/2127) for conversion of the property into a

residential care home. It is not considered that there has been any significant change in policy since the time of that consent which would mean this is no longer acceptable.

With regard to the loss of a care home use, it must be noted that current planning policies seek to encourage a wide mix of residential uses to meet housing needs. Accordingly, this would not in itself preclude the change of use of the site to an alternative residential use.

Furthermore, Local Plan policy H8 generally seeks to support the change of use of non-residential uses to residential use, providing other Local Plan objectives can be met.

Many residents have suggested that given the heritage importance of the site that use of the building as an HMO is not appropriate. Current local, London Plan and national planning policies seek to preserve and protect heritage assets, including Listed Buildings and Conservation Areas. However, they are not prescriptive over the types of use appropriate for such designations.

Notably, Local Plan: Part 2 Policy BE12 confirms that whilst listed buildings should "preferably remain in their historic use...an alternative use will be permitted if it is appropriate to secure the renovation and subsequent preservation of the building."

Whilst, arguably, an alternative residential use might better serve to ensure the long term preservation, upkeep and maintenance of the building, planning permission is sought on a temporary basis only and the ongoing use of the site is considered to better guarantee the upkeep and maintenance of the building in the short-term than it alternatively sitting vacant. Accordingly, notwithstanding resident concerns on this matter, given the temporary nature of the use sought, it is not considered that refusal could be justified based on the use of the site as an HMO.

Local Plan: Part 2 Policy OL4 allows minor alterations to buildings within the Green Belt providing the development would not significantly impact on the visual amenities or the openness of the Green Belt. This general principle is reiterated in NPPF paragraph 89. Only minor alterations are proposed to the external landscape and, accordingly, the development is considered to comply with the relevant policies in this instance.

On the basis of the above and notwithstanding the Listed Building, Conservation Area and Green Belt designations applicable to the site, the proposal is considered to comply with relevant planning policy such that no objections are raised to the principle of the development, subject to site specific criteria being met.

#### **7.02 Density of the proposed development**

Not applicable to this type of development.

#### **7.03 Impact on archaeology/CAs/LBs or Areas of Special Character**

Manor Lodge is a Grade II Listed Building. Furthermore the entire application site falls within the Harmondsworth Village Conservation Area and an Archaeological Priority Area.

Local Plan: Part 2 policies BE8 and BE9 seek to protect the historic fabric, character and appearance of listed buildings. Policy BE4 seeks to protect the visual amenity of conservation areas.

No external alterations are proposed to Manor Lodge itself. Landscape enhancements would be made to its grounds, which take on board advice from the Council's Conservation and Urban Design Officer and the Trees/Landscape Officer. Accordingly, the proposal is considered to comply with these policies in this instance.

Local Plan: Part 2 policies BE1 and BE3 seek to protect areas of archaeological importance. As stated above, very limited alterations are proposed as part of this application. The Greater London Archaeology Advisory Service (GLAAS) have been consulted however and have advised that due to the very sensitive nature of the site the proposed landscaping works, refuse and cycle stores could, potentially, have some impact on archaeology. As such, whilst no objections have been raised, a condition would be attached to require the submission of a written scheme of investigation prior to the carrying out of these works.

#### **7.04 Airport safeguarding**

BAA Safeguarding have been consulted. No objections have been received.

#### **7.05 Impact on the green belt**

Saved Policy OL4 states that the replacement or extension of buildings within the Green Belt will only be permitted if:

- i) The development would not result in any disproportionate change in the bulk and character of the original building;
- ii) The development would not significantly increase the built up appearance of the site;
- iii) Having regard to the character of the surrounding area the development would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated.

This policy objective is reiterated in London Plan (2015) policy 7.16 and paragraph 89 of the NPPF (2012).

No external alterations are proposed to Manor Lodge itself. Proposed landscaping would enhance its grounds and the visual amenities of the site. Accordingly, the proposal is considered to comply with these policies in this instance.

#### **7.07 Impact on the character & appearance of the area**

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires the appearance and layout of developments to harmonise with the existing street scene and the surrounding area whilst policy BE19 seeks to ensure that new development within residential areas compliments or improves the amenity and character of the area.

No external alterations are proposed to Manor Lodge itself and landscape enhancements would be made to its grounds. Accordingly, the proposal is considered to comply with these policies in this instance.

#### **7.08 Impact on neighbours**

Policies BE19, BE20, BE21, BE22 and BE24 of the Hillingdon Local Plan: Part 2 seek to protect residential amenity. The Council's Supplementary Planning Document (SPD) on Residential Layouts provides detailed guidance to ensure that these policy objectives can be met.

The Council's SPD on Residential Layouts recommends that in order to protect the daylight and sunlight available to adjoining properties, and to protect against potential over domination, a minimum distance of 15m should be maintained between adjoining two or more storey buildings. It also states that a minimum distance of 21m should be retained between facing habitable room windows above ground floor level in order to ensure there is no unacceptable overlooking.

The southern facade of Manor Lodge is approximately 21m from the nearest part of the closest residential property in Blondell Close to the south. Accordingly, minimum guidelines

are achieved. Furthermore, additional boundary planting is proposed to enhance the screening between the application site and adjoining properties.

Notwithstanding the fact that no external alterations are proposed to the building which could increase its impact on residential amenity, minimum standards relating to overlooking, overshadowing and over dominance are met and the proposal is therefore considered to comply with relevant Local Plan policies and Council guidelines in this respect.

#### **7.09 Living conditions for future occupiers**

The Council's Supplementary Planning Guidance (SPG) on Houses in Multiple Occupation sets out recommended guidelines relating to the internal layouts of such developments, to ensure an acceptable living environment can be provided.

It sets out the following maximum room capacity based on floor areas and numbers of occupants:

6.5m<sup>2</sup> - 10m<sup>2</sup> - 1 occupant  
10m<sup>2</sup> - 15m<sup>2</sup> - 2 occupants  
15m<sup>2</sup> - 19m<sup>2</sup> - 3 occupants  
19m<sup>2</sup> - 24m<sup>2</sup> - 4 occupants  
24m<sup>2</sup> - 29m<sup>2</sup> - 5 occupants

The DCLG Technical Housing Standards - Nationally Described Space Standard is also of relevance and, where comparable standards exist, supersedes those set out in the SPG. This confirms that a single room should not be less than 7.5m<sup>2</sup> and 2.15m wide. A double or twin room must be at least 11.5m<sup>2</sup> and 2.55m wide.

The bedsit room sizes within Manor Lodge range from 17.4m<sup>2</sup> to 22.1m<sup>2</sup>. The majority of rooms could accommodate up to three persons, with two of the rooms large enough to accommodate up to four persons, in compliance with these guidelines. The Council's Landlord Engagement Team have advised that occupancy ranges from between two and four persons per room, with families often split across two rooms. Accordingly, the development is considered to comply with relevant room size standards.

The SPG goes on to recommend that HMOs should contain at least one ground floor habitable room over 10m<sup>2</sup>, other than a kitchen, for communal living purposes. Whilst the Council's Landlord Engagement Team have advised that provision of communal space tends to be unpopular in this type of accommodation, in excess of these guidelines, two communal living rooms of 17.7m<sup>2</sup> and 18.6m<sup>2</sup> would nevertheless be provided at ground floor level.

The SPG states that regardless of the number and size of habitable rooms, the occupancy should normally be limited to either 10 persons or the number of occupants if the property were converted into self-contained flats, whichever is the greater.

Based on the room sizes alone, the property could accommodate well in excess of this, contrary to current Council guidelines. However, notwithstanding this, it must be noted that each room would receive good levels of daylight, no overlooking and, unlike typical HMOs, private shower room facilities. Furthermore, shared WC and bathroom facilities are also available in addition to two sizeable kitchens, two sizeable communal living rooms, a laundry room and a spacious garden. Given this, in addition to the transient nature of residents as suggested by the Council's Landlord Engagement Team, the development is



considered to provide an acceptable living environment for its occupants. Accordingly, it is not considered that refusal could be justified on these grounds.

The SPG also recommends that a minimum of 15m<sup>2</sup> of private usable amenity space is provided per habitable room (excluding those used for communal living purposes). Accordingly, 195m<sup>2</sup> of amenity space should be provided. With a usable garden area well in excess of 1,500m<sup>2</sup>, the development complies with this standard.

All rooms receive adequate daylight and sunlight and no issues of overlooking occur. Accordingly, on balance, it is considered that the development provides an acceptable living environment to its occupants such that it complies with the objectives of the SPG and with policies BE19, BE20, BE21, BE22 and BE24 of the Hillingdon Local Plan: Part 2, which seek to protect residential amenity.

#### **7.10 Traffic impact, Car/cycle parking, pedestrian safety**

The Council's SPG 'Houses in Multiple Occupation' offers the following advice in terms of parking for HMOs:

"The Council will require the provision of up to 1 off-street parking space for every 2 habitable rooms, excluding those used for communal living purposes."

In excess of these standards, seven car parking spaces, including two disability standard spaces, would be provided. Furthermore, it should be noted that storage for the parking of up to six bicycles would be provided.

It is noted that a significant level of concern has been raised by residents and local businesses over the impact of parking from the development on the village. Given the nature of the use it is considered that high levels of car ownership amongst its occupants are very unlikely. Furthermore, it must be noted that parking provision exceeds current standards. Accordingly, refusal cannot be justified on these grounds.

The adjoining Manor Court complex to the north of the site is being used for unauthorised airport parking and enforcement action relating to that matter is ongoing. It is considered that many of the parking issues raised by local residents are likely to be attributable to this unauthorised activity. Car parking relating to the adjoining site is not under consideration as part of this application and must be dealt with as a separate matter. Accordingly, refusal cannot be justified on these grounds.

It is not considered that the use of Manor Lodge as an HMO would create such an increase in traffic to/from the site or such an increase in off-site car parking demand that refusal could be justified. Accordingly, the development is considered to comply with Policies AM2, AM7 and AM14 of the Hillingdon Local Plan: Part Two.

#### **7.11 Urban design, access and security**

Issues relating to urban design are addressed above.

The Metropolitan Police have requested that a condition requiring the development to achieve Secure by Design accreditation is attached should planning permission be granted. However, these matters are now largely covered under Building Regulations and, as such, a condition is not considered necessary in this instance.

#### **7.12 Disabled access**

Whilst level access is not available to the building and no lift is available to upper floor levels, modifications to accommodate such facilities would not be acceptable given the

Grade II listing of the building. The Council's Access Officer has notably raised no objections relating to accessibility to the building and it is not considered that refusal could be justified on this basis.

#### **7.13 Provision of affordable & special needs housing**

Not applicable to this application.

#### **7.14 Trees, landscaping and Ecology**

No trees or landscape features of merit would be lost as a result of the proposed external works. The landscape plan incorporates new planting of trees and hedges and a new grass management proposal to create wildflower meadows together with the retention of close mown areas closer to the building. Minor modifications would be made to the existing hard landscaping to reflect the recommendations of the Council's Urban Design and Conservation Officer.

It is considered that the landscaping proposed would enhance the visual amenities of the site and, notably, both the Council's Trees/Landscape Officer and Urban Design and Conservation Officer have confirmed that the landscaping proposals are acceptable.

#### **7.15 Sustainable waste management**

Refuse storage for three 1,100 litre bins would be provided adjacent to the vehicular entrance to the site. Full details of these have been provided. The timber store would measure 4.9m by 1.6m by 1.2m high.

Located adjacent to the timber cycle store, new tree and shrub planting would be provided, as per the Conservation and Urban Design Officer's recommendation, to ensure an acceptable visual impact.

#### **7.16 Renewable energy / Sustainability**

Not applicable to this application.

#### **7.17 Flooding or Drainage Issues**

The site does not fall within a flood zone or a critical drainage area and no issues relating to flooding have been identified. Notwithstanding recommendations from the Council's Flood and Water Management Officer to require the imposition of sustainable drainage, given that this is an existing building, temporary use and no new hardstanding is proposed, it is not considered that this would be reasonable in this instance.

#### **7.18 Noise or Air Quality Issues**

Noise

The development could, arguably, lead to an intensification of the use of the garden over that which would have occurred from its use as offices or a care home. Nevertheless, there is ample garden space well in excess of Council standards for the facility and, furthermore, it must be acknowledged that the site would have historically been in residential use. The landscape plan confirms that more usable mown grass and patio areas would be retained close the building with trees and wildflower planting around the edges of the site. This should encourage the predominant use of the garden to occur closer to the building, rather than the site boundaries. Accordingly, notwithstanding concerns raised by residents on this matter, it is not considered that refusal could be justified on noise grounds and, notably, officers in the Council's Environmental Protection Unit have raised no objections in this respect. It should be noted however that additional visual screening is proposed by way of new planting along the south west boundary.

Air Quality

It is not considered that the development would result in any significant increase in traffic to/from the site which could have a detrimental impact on local air quality. Notably, no

objections have been raised by officers in the Council's Environmental Protection Unit in this regard.

#### **7.19 Comments on Public Consultations**

Points (i), (ii), (xi), (xix) and (xx) relate to the principle of the development. This has been addressed in the report.

Points (iii), (iv), (v) and (vi) relate to traffic and parking issues. These have been addressed in the report.

Points (vii), (xii) and (xviii) relate to the internal living environment for the occupants. This has been addressed in the report.

Point (viii) relates to refuse and littering. Refuse provision is addressed in the report. A condition would be attached to ensure satisfactory refuse provision is provided on site.

Point (ix) suggests there are insufficient facilities in the village to cater for the number of families there. This would be a temporary use. Refusal can not be justified on these grounds.

Point (x) relates to landscaping. This is addressed in the report.

Points (xiii) and (xiv) raise concerns over fire access to the application site and nearby premises, including the scout hut. No alterations are proposed to the existing site access. Road markings indicate that no parking should be taking place on the approach to the site, in front of its gates or adjacent to the scout hut. Accordingly, this is a parking enforcement issue and refusal could not be justified on these grounds.

Point (xv) raises concern over noise from the site. This is addressed in the report.

Point (xvi) suggests occupants trespass into adjoining gardens. The boundary treatment surrounding the site is residential in its character, sympathetic to the setting of the listed building. Enhanced planting along the boundary to the south would assist in enhancing security. No objections have been raised by the Metropolitan Police over crime from the site. Accordingly, it is not considered refusal could be justified on these grounds.

Point (xvii) suggests the previous consents relating to the site were contrary to the wishes of residents. This comment is noted. Refusal cannot be justified on these grounds however.

#### **7.20 Planning obligations**

Not applicable to this application.

#### **7.21 Expediency of enforcement action**

Not applicable to this application.

#### **7.22 Other Issues**

None.

### **8. Observations of the Borough Solicitor**

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including

regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

#### Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

#### Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

#### Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

#### **9. Observations of the Director of Finance**

Not applicable to this application.

#### **10. CONCLUSION**

No objections are raised in principle to the temporary use of the site as an HMO. No physical alterations are proposed which would have a harmful impact on the setting of the listed building and proposed landscaping would enhance the visual amenities of the application site and surrounding area, including the Green Belt.

The development is considered to provide an acceptable living environment for its occupants and it is not considered that it would have such a significant impact on the local highway network that refusal could be justified.

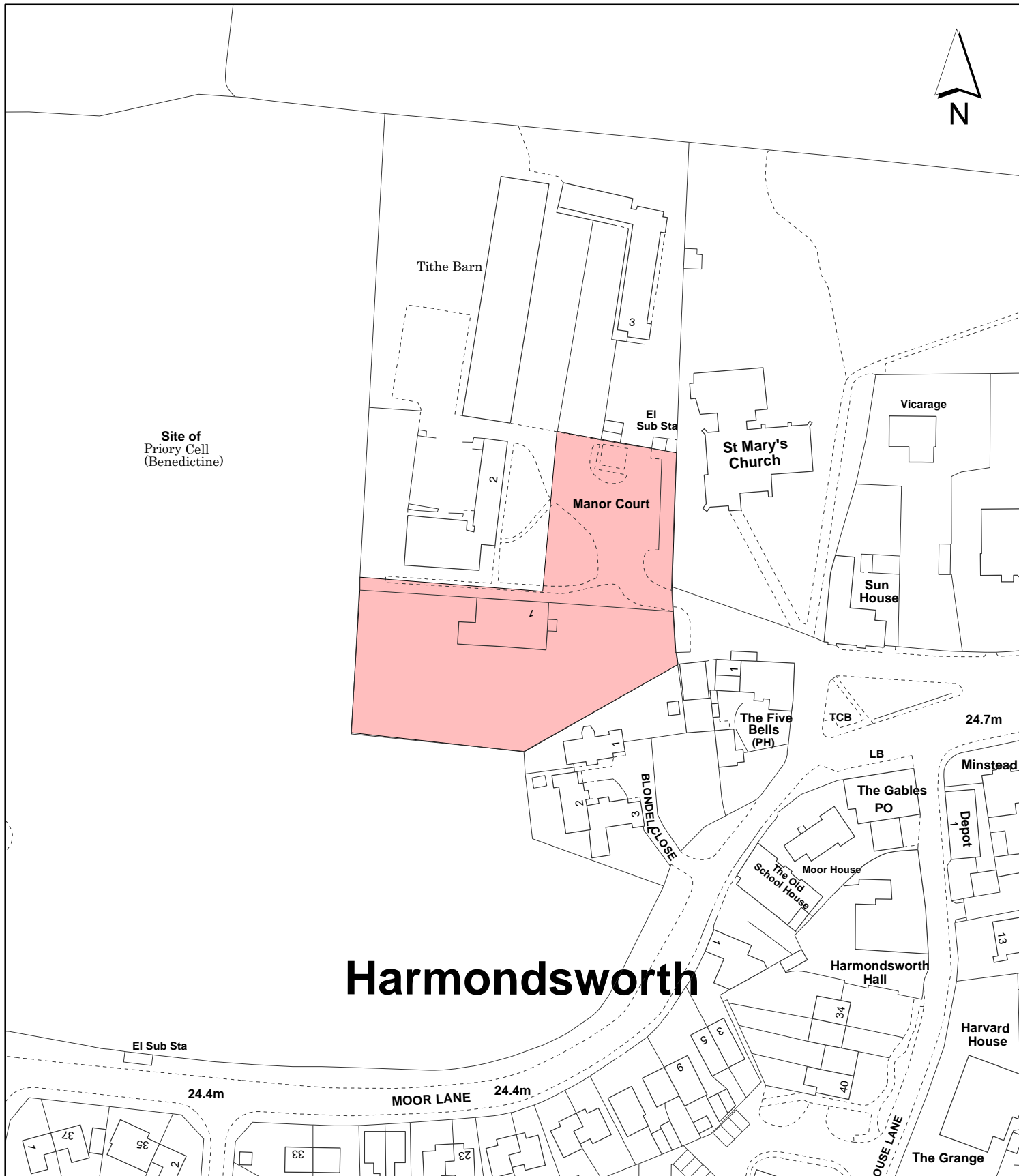
The development is considered to comply with relevant current local, London Plan and national planning policies and, accordingly, approval is recommended.

## **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (2016)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document: Accessible Hillingdon  
Hillingdon Supplementary Planning Document: Residential Layouts  
Hillingdon Supplementary Planning Guidance - Community Safety by Design

**Contact Officer:** Johanna Hart

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# Harmondsworth

**Notes:**

 Site boundary

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Site Address:

**Manor Court  
 High Street  
 Harmondsworth**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111

Planning Application Ref:  
**25525/APP/2016/1091**

Scale:  
**1:1,250**

Planning Committee:  
**Central and South**

Date:  
**September 2016**

