

Report of the Head of Planning, Sport and Green Spaces

Address LECTURE CENTRE, BRUNEL UNIVERSITY KINGSTON LANE HILLINGDON

Development: Change of office administration room to coffee shop involving removal of existing plasterboard wall and reconfiguration; removal of section of existing external glazed wall and replacement with new glazed double doors; re-positioning of existing internal glazed double doors; formation of new single glazed door within rear lobby space; installation of new internally fixed illuminated signage

LBH Ref Nos: 532/APP/2017/1493

Drawing Nos: DWG003224 03 Shell Specification
DWG003224 06 Demolition Layout
DWG003224 09 Rev A Partition layout
DWG003224 11 Rev B Finishes & details
DWG003224 15 Rev A Floor & Skirting
DWG003224 18 Rev A Reflective Ceiling Plan
DWG003224 19 Rev A Front & Back Counters
DWG003224 20 Rev C Front Bulkhead Shelving
DWG003224 21 Rev A Back Counter Wall Cupboards
DWG003224 28 Rev A Glazed Entrance Doors
KH136-LC-E03 - Lecture Centre Coffee Shop Fire Ala
KH136-LC-M01 - Lecture Centre Coffee Shop Heating
KH136-LC-M02 - Lecture Centre Coffee Shop Hot & Cc
KH136-LC-M03 - Lecture Centre Coffee Shop Above G
KH136 BU Lecture Centre Elec Spec Rev T 0
KH136 BU Lecture Centre Mech Spec Rev T0
DWG003224 39 Illuminated Sign(1)
KH136-LC-E01 - Lecture Centre Coffee Shop Lighting
Lecture Centre Design & Access Statement
DWG003224 01 Rev D GA(1)
OS Location Plan.
KH136-LC-E02 - Lecture Centre Coffee Shop Small Po

Date Plans Received: 25/04/2017

Date(s) of Amendment(s):

Date Application Valid: 27/04/2017

1. SUMMARY

Planing permission is sought for the refurbishment of part of the ground floor of the Grade 2 listed Lecture Theatre building, currently used as administrative offices, for use as a new coffee shop facility, at the heart of the Brunel University campus.

No objections are raised to the use of this part of the building for class A3 use, as this facility would serve and remain ancillary to the main use of the campus as an educational establishment.

The works would not increase the developed area of the campus, and it is not considered given the modest scale of the proposals, which are mainly internal, that the works would have a greater impact on the openness of the Green Belt in this location.

The limited works to the external fabric of the building would complement the character and amenity of the area and harmonise with the scale, form, architectural composition and proportions of the original building.

The majority of the works involve internal alterations which are dealt with under a separate Listed Building Consent application elsewhere on this agenda. The limited external works are considered acceptable and would not be detrimental to the setting of the listed building.

Signage is dealt with under separate applications for advertisement consent and listed building consent.

Approval is recommended accordingly, subject to conditions.

2. **RECOMMENDATION**

APPROVAL subject to the following:

1 COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

2 COM4 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

OS Location Plan

KH136-LC-E02

DWG003224 01 Rev D

DWG003224 03 Shell Specification

DWG003224 06 Demolition Layout

DWG003224 09 Rev A Partition layout.

DWG003224 11 Rev B Finishes & details

DWG003224 28 Rev A Glazed Entrance Doors

DWG003224 39 Rev. A Illuminated Sign

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 COM7 Materials (Submission)

No development shall take place until details of all materials and external surfaces have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

4 B25 External Openings/Machinery (Not Shown in Plans)

Where external machinery/equipment or external openings are proposed for the cafe hereby approved, details of the siting and sound insulation of such works (for example, refrigeration and air conditioning, ventilation units, air intake louvres, ducting, chimneys, mechanical extraction and disposal of fumes, dust and grit) shall be submitted to and approved by the Local Planning Authority, implemented before the use hereby approved is commenced and thereafter permanently retained. The noise emitted from such equipment should be inaudible in the nearest residence and be in compliance with BS 4142/BS 8233.

REASON

To ensure that the use does not detract from the amenities of local residents and to ensure that the development presents a satisfactory appearance in accordance with Policies OE1 and BE13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

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.

BE10	Proposals detrimental to the setting of a listed building
BE13	New development must harmonise with the existing street scene.
BE8	Planning applications for alteration or extension of listed buildings
BE27	Advertisements requiring express consent - size, design and location
LPP 7.8	(2016) Heritage assets and archaeology
NPPF	National Planning Policy Framework

3 I59 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 I14C Compliance with Building Regulations Access to and use of

You are advised that the scheme is required to comply with either:-

- The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', or with
- BS 8300:2001 Design of buildings and their approaches to meet the needs of disabled people - Code of practice.
- AMD 15617 2005, AMD 15982 2005.

These documents (which are for guidance) set minimum standards to allow residents, workers and visitors, regardless of disability, age or gender, to gain access to and within buildings, and to use their facilities and sanitary conveniences.

You may also be required make provisions to comply with the Disability Discrimination Act 1995. The Act gives disabled people various rights. Under the Act it is unlawful for employers and persons who provide services to members of the public to discriminate against disabled people by treating them less favourably for any reason related to their disability, or by failing to comply with a duty to provide reasonable adjustments. This duty can require the removal or modification of physical features of buildings provided it is reasonable.

The duty to make reasonable adjustments can be effected by the Building Regulation compliance. For compliance with the DDA please refer to the following guidance: -

- The Disability Discrimination Act 1995. Available to download from www.opsi.gov.uk
- Disability Rights Commission (DRC) Access statements. Achieving an inclusive environment by ensuring continuity throughout the planning, design and management of building and spaces, 2004. Available to download from www.drc-gb.org.
- Code of practice. Rights of access. Goods, facilities, services and premises. Disability discrimination act 1995, 2002. ISBN 0 11702 860 6. Available to download from www.drc-gb.org.
- Creating an inclusive environment, 2003 & 2004 - What it means to you. A guide for service providers, 2003. Available to download from www.drc-gb.org.

This is not a comprehensive list of Building Regulations legislation. For further information you should contact Building Control on 01895 250804/5/6 and 8.

3. CONSIDERATIONS

3.1 Site and Locality

The lecture theatre block is a modernist/brutalist style building at the centre of site 1 of the Brunel University campus. It was built in 1965-6 by Richard Sheppard, Robson and Partners. John Heywood as the original project architect and Clarke Nicholls and Marcel as structural engineers. It was built as part of the first phase of the new campus for Brunel University and was listed in 2011. The whole of the University campus is designated Green Belt land.

The proposed area identified for refurbishment is on the ground floor and is located in the north east corner of the building. It sits to the left hand side of the main foyer and is approximately 70sq metres. It's currently used as an office administration area. The space is flanked by a pedestrianised walkway and overlooks a lawned concourse.

The external & internal structure of the building is a reinforced concrete frame infilled with precast shuttered concrete panels. The ground floor level facade is made up of a large area of metal framed glazing which was added in 2005.

3.2 Proposed Scheme

Planning permission is sought for the provision of a new coffee shop facility within the Lecture Theatre building. The proposal involves the refurbishment of part of the ground floor within the building, changing the space from office administration to coffee shop.

The key elements of the refurbishment are as follows:

- Remove the office interior elements exposing the original building where possible and repurpose the space to accommodate the coffee shop
- Form a new glazed double door access point to the front facade with disable access control
- Relocate a set of internal glazed doors into the foyer
- Form a new access controlled doorway at the rear of the space into the foyer
- Provide a dedicated coffee counter front and back bar with coffee making facilities and a limited food offer
- Create decorative framing shelving over front counter
- Introduce loose seating and tables numbering 28 covers
- Create 2 small storage areas back of house
- Provide suitable M&E & life support services to the space
- Provide suitable lighting
- Fit new vinyl floor, decorative wall finishes
- New internally fixed 'Coffee Room' signage

The majority of the above works involve internal alterations which are dealt with under a separate Listed Building Consent application elsewhere on this agenda. Similarly, signage is dealt with under a separate applications for advertisement and Listed Building Consent.

3.3 Relevant Planning History

Comment on Relevant Planning History

Associated advertisement and listed building consent applications have been submitted and are considered elsewhere on this committee agenda.

4. Planning Policies and Standards

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.HE1 (2012) Heritage

Part 2 Policies:

BE10	Proposals detrimental to the setting of a listed building
BE13	New development must harmonise with the existing street scene.
BE8	Planning applications for alteration or extension of listed buildings
BE27	Advertisements requiring express consent - size, design and location
LPP 7.8	(2016) Heritage assets and archaeology
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

The application has been advertised as a development that affects the setting of the Grade 2 listed building. Site notices were also posted. No responses have been received.

Internal Consultees

URBAN DESIGN AND CONSERVATION OFFICER

This application has been subject to pre application discussion and there are no objections in principle to the proposed works. The signage has been dealt with separately and requires the submission of further information please see previous comments.

The Heritage Statement lacks information and does not clearly identify the areas of interest within this part of the building, inclusion and some further discussion of the original plans would have been helpful re this matter. We believe that most of this area was originally an open space when the lecture theatre was first built. That the walls at the back of the space were removed when the building was refurbished and replaced with the current glazing in a forward position.

With regard to the work, we will require further information via condition of a number of elements, such as the new glazing and doors, the cleaning of concrete walls, the fire alarm system, lighting, drainage and the air curtain units over the doors. However, at this stage we will require further details of the fixing of the new partitions where they meet the board marked concrete walls. This is noted as being via patressing, which is unclear. We are also concerned at the number of ceiling fixings for the counter bulkhead, can this be reduced? Would it be possible to support it off the floor rather than off the ceiling?

We would also wish to see the back of the original staircase, which is of board marked concrete, cleaned and repaired and left unpainted. The table in front of this should be free standing.

(Officer Note: The above comments relate to heritage issues which have been addressed in the associated Listed Building Consent application).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site is designated as Green Belt. The main policy issue in relation to this development is considered to be the principle of additional development within the Green Belt and its impact on the openness, character and appearance of the Green Belt.

Historically, Brunel University has been identified in the Local Plan as a major developed site within the Green Belt. Although the NPPF no longer refers to major developed sites, para 89 of the NPPF states that limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development, would not constitute inappropriate development in the Green Belt.

The works would not increase the developed area of the campus, and it is not considered given the modest scale of the proposals, that the works would have a greater impact on the openness of the Green Belt in this location, in accordance with Policies OL1 and OL2 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

In addition, Policy PR22 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) is considered relevant. This policy reserves the campus for development associated with the functioning of the University as a centre of academic learning and research, while safeguarding the function and open nature of the Green Belt.

The proposed coffee shop would serve the main use of the campus as an educational establishment. The proposed use is therefore directly related and associated with the University, in compliance with Policy PR22.

Given the above considerations, subject to heritage issues being satisfactorily addressed, no objection is raised to the principle of the development at this location.

7.02 Density of the proposed development

Not applicable to this application.

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

The Lecture Theatre building is grade II listed and forms a significant component in the University campus. The building was listed in 2011.

Of particular relevance are Saved Policies policies BE8, BE9, BE10, BE11 and BE12. These seek to ensure that any development involving listed buildings or curtilage structures does not have any detrimental impact on the overall value of the structure or building.

The majority of the works involve internal alterations which are dealt with under a separate Listed Building Consent application elsewhere on this agenda. Similarly signage is dealt with under separate applications for advertisement and listed building consent. However, a list of the full extent of the works is summarised below, in order to provide a context to the development proposals.

- New external doors
- New branding signage will be created for the coffee shop under the name of the 'Coffee Room'. The signs will be illuminated and hung internally from the soffit on two sides of the glazed building fascia.
- Internally, the aim is to create a functional catering facility which is both aesthetically and operationally well designed.
- The proposed scheme utilises a set of existing glazed doors into the coffee shop to provide easy access from internal areas within the lecture centre. To ensure sufficient space into the shop and improve operation these doors are moved towards the foyer.
- Form a new glazed access controlled doorway at the rear of the space into the foyer. This is to allow staff access to the store rooms at the rear.
- Currently the area designated for the proposal has a small store room and security office to the rear. The intention is to utilise these spaces as two storage rooms.

- A dedicated back coffee counter will provide storage means for hand wash and waste disposal plus houses all coffee making facilities. Over is a set of additional storage cupboards and menu display.
- A linear front counter with pay points and storage offers a limited food selection. This has a decorative framing/shelving display above.
- Customer use recycling facilities along with condiment display is set front of house along with a limited section of tables and seating. The space will have a new decorative vinyl floor finish front of house and suitable safety flooring in staff areas.
- Decorative tiles paint and brick effect panels are used on wall as however all existing shuttered concrete walls and soffits will remain exposed and untouched.
- All M&E and life support services will be updated to suit the new scheme and adequate lighting will be designed as part of the refurbishment.

The internal works have been assessed under the associated Listed Building Consent application and are deemed to be acceptable.

The limited external works are considered acceptable and would not be detrimental to the setting of the listed building.

It is therefore considered that the proposal would not have a detrimental impact on the heritage assets, in accordance with to Saved Policies BE8, BE9, BE10 and BE12 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.04 Airport safeguarding

There is no requirement to consult the aerodrome safeguarding authorities on a development of this nature in this location.

7.05 Impact on the green belt

Whilst alterations and extensions to existing buildings are not necessary inappropriate development in the Green Belt, the NPPF makes it clear that this is on the proviso that such extensions or alteration are not disproportionate in relation to the size of the original building. Local Plan Part 2 Policy OL4 establishes criteria where replacement or extension of buildings within the Green Belt would be considered appropriate. It would need to be demonstrated that the proposed extensions would not have a detrimental effect on the visual amenity of the Green Belt.

The University campus is situated within a relatively isolated area of designated Green Belt and the campus itself is relatively built up and urbanised, with institutional buildings 10-15m in height. The area surrounding the University campus is relatively enclosed with belts of dense vegetation, hedgerows and groups of mature trees.

Given the relatively modest scale of the proposed external works, it is considered that these could be implemented without a significant impact on the appearance of this part of the site and its immediate context. In addition, the proposal involves works in an area of the campus that has been previously developed. It is considered that the visual impacts of the proposal are unlikely to be of significant detriment to the character of the area, or the perception of openness of the Green Belt. It is therefore not considered that the amenity and openness of the Green Belt would be harmed to a detrimental degree by the proposals, in accordance with Saved Policy OL4 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.07 Impact on the character & appearance of the area

Policy BE1 of the Local Plan Part 1 (2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable

neighbourhoods. Saved Part 2 Policies BE13 and BE19 of the Hillingdon Local Plan (November 2012) seek to ensure that new development complements or improves the character and amenity of the area. Saved UDP Policy BE15 states proposals for alterations and extensions to existing buildings will be permitted where they harmonise with the scale, form, architectural composition and proportions of the original building.

The majority of the works involve internal alterations which are dealt with under a separate Listed Building Consent application elsewhere on this agenda.

Externally, the aim is to create a space which connects the unit to the buildings within the surrounding area, many of which have retail elements to them, along the Central Pedestrian Spine Road. To facilitate the new operation of the coffee shop, it is proposed to form a new set of frameless glazed double doors in the front glazed facade of the existing building. These will be situated to the left of the main foyer revolving doors. These are required as the coffee shop will operate at times when the main lecture centre will be closed.

The proposed design and appearance of the limited external works are considered acceptable, in accordance with Part 1 Policy BE1 of the Local Plan, Policies BE13, and BE15, of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), and London Plan Policies 7.1 to 7.8.

7.08 Impact on neighbours

The location of the proposed works are within the University campus and there are no residential properties within the vicinity of the site.

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Not applicable to this application as the use of this facility is ancillary to University and will be utilised by existing users.

7.11 Urban design, access and security

Urban design issues have been dealt with elsewhere in this report.

7.12 Disabled access

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a protected characteristic, which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease.

The main external pedestrian access into the restaurant is through the new set of double doors on the main glazed fascia. There is also an internal glazed entrance from the foyer. A staff only glazed door will also be created. All points of entry have a level threshold throughout. All external and internal steps within the restaurant will be compliant with the Equality Act 2010. In addition, the new glazed double door access point to the front facade will incorporate disabled access control.

The scheme does not obstruct any pedestrian route or reduce accessibility around the campus. The works will comply with Approved Document M, 2013 of the Building Regulations and BS 8300:2001.

The scheme is considered to comply with Policy R16 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), London Plan policies 7.1 and 7.2 and the Council's

Supplementary Planning Document HDAS: Accessible Hillingdon.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Not applicable to this application.

7.15 Sustainable waste management

Refuse points will be created for staff and public use throughout the catering facility. Waste will be decanted from these to a mobile bin back of house where it can then be taken to the buildings central bin store for the contract refuse collector to pick up at the allotted times.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

No comments have been received.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

There are no enforcement issues associated with this site.

7.22 Other Issues

Not applicable to this application.

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

The principle of the development is considered acceptable at this location. In terms of the impact on the Green Belt, it is considered that the visual impacts of the proposal will not be of significant detriment to the character and openness of this part of the Green Belt.

In terms of heritage issues, it is considered that the discussions and negotiations between relevant parties on the design of the development and the extent of amendments undertaken have yielded a scheme suitable for its context.

There are no adverse highway, ecological or amenity issues associated with this development. Subject to conditions, the application is recommended for approval.

11. Reference Documents

The Hillingdon Local Plan: Part 1- Strategic Policies (8th November 21012)

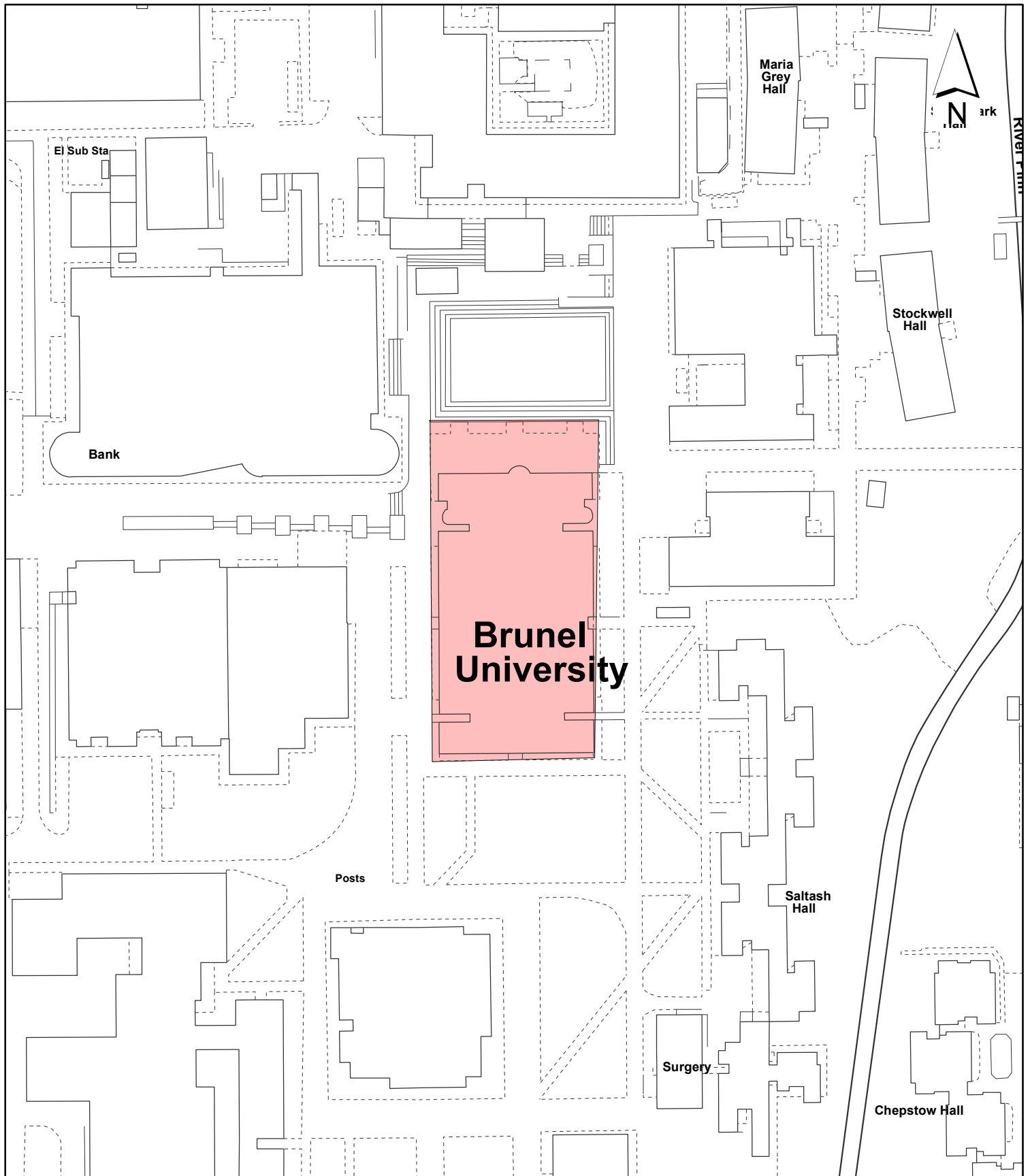
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)

London Plan 2016

Hillingdon Supplementary Planning Document: Accessible Hillingdon (January 2010)

Contact Officer: Karl Dafe

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Notes:

 Site boundary

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 OF HILLINGDON**
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Planning Application Ref:
532/APP/2017/1493

Scale:
1:1,250

Planning Committee:
Central & South

Date:
August 2017

