

Report of the Head of Planning, Transportation and Regeneration

Address 1 MANOR HOUSE DRIVE NORTHWOOD

Development: Two storey building with habitable roofspace to consist of 5 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling.

LBH Ref Nos: 27306/APP/2018/3045

Drawing Nos: Location Plan
16/3021/8
16/3021/7
16/3021/15
Block Paving
Tree Report
16/3021/4A
16/3021/13A
16/3021/10B
16/3021/12B
16/3021/11B

Date Plans Received: 17/08/2018

Date(s) of Amendment(s):

Date Application Valid: 03/09/2018

1. **SUMMARY**

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene, and BE19 states the LPA will seek to ensure that new development within residential areas complements or improves the amenity and the character of the area.

The application seeks permission for the erection of a two storey building with habitable roof space to include 5 x 2 bed self contained flats.

The proposed development by virtue of the design, scale and bulk is considered unacceptable and would be out of keeping with the character and appearance of the street scene and the neighbouring area.

It is therefore is recommended for refusal.

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 **Non Standard reason for refusal**

The proposed development, by reason of its size, scale, bulk and siting would represent a visually unsympathetic form of development that would detract from the character, appearance and visual amenity of the street scene and the wider area. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.5 and 7.4 of the

London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 159 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.

2 171 LBH worked applicant in a positive & proactive (Refusing)

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.

3. CONSIDERATIONS

3.1 Site and Locality

The application site covers an area of approximately 900 square metres, which is located in a corner plot to the north east of Manor House Drive at the junction with Ducks Hill Road. It currently comprises a large detached dwelling set within a spacious plot, which fronts Ducks Hill Road although the access is to the side from Manor House Drive.

The street scene is residential in character and appearance comprising primarily large detached individually designed properties, some of which are more recent redevelopments.

The application site lies within Developed Area, as identified in the Hillingdon Local Plan (November 2012) and is covered by TPO 444. The site has a PTAL rating of 1a which is very poor.

3.2 Proposed Scheme

This application seeks planning consent for the demolition of the existing dwelling and the erection of a two storey building with habitable roofspace to provide 5 x 2 bed flats with associated amenity space and parking.

3.3 Relevant Planning History

27306/79/1510 1 Manor House Drive Northwood
Householder development - residential extension(P)

Decision: 20-11-1979 Approved

27306/A/90/1560 72 Ducks Hill Road Northwood

Erection of an attached garage at the side

Decision: 01-11-1990 Approved

27306/APP/2002/672 1 Manor House Drive Northwood

ERECTION OF A SINGLE STOREY FRONT, SIDE AND REAR EXTENSION INCLUDING A NEAR PORCH AND A FIRST FLOOR SIDE AND REAR EXTENSION AND A DETACHED GARAGE

Decision: 24-07-2002 Approved

27306/APP/2016/4520 1 Manor House Drive Northwood

Two storey building with habitable roofspace to consist of 6 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling.

Decision: 30-05-2017 Refused **Appeal:** 23-01-2018 Dismissed

27306/E/96/0062 1 Manor House Drive Northwood

Erection of a single storey side extension

Decision: 08-05-1996 Approved

Comment on Relevant Planning History

27306/APP/2016/4520 - Two storey building with habitable roofspace to consist of 6 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling (refused, dismissed at appeal)

27306/APP/2002/672 - Single storey front side and rear extension (approved)

27306/ E/96/0062 - Single storey side extension (approved)

27306/A/90/1560 - Attached garage (approved)

27306/79/1510 - Residential extension (approved)

The previous submission was dismissed on the basis of the size, scale, bulk and siting would represent a visually unsympathetic form of development that would detract from the character, appearance and visual amenity of the street scene and the wider area. Due to the scale of the proposal it was also considered that it would have a detrimental impact on the amenity of the occupiers of the neighbouring property. The proposal also failed to provide an internal floor space of a satisfactory size to the detriment of the amenity of future occupiers and would incorporate a communal amenity area which would lead to an unacceptable level of overlooking and loss of amenity to the occupiers of the ground floor flats.

In consideration of the proposal the Planning Inspector upheld these reasons for refusal.

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

Part 2 Policies:

- AM14 New development and car parking standards.
- AM7 Consideration of traffic generated by proposed developments.
- 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.
- BE22 Residential extensions/buildings of two or more storeys.

- 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.
- EM6 (2012) Flood Risk Management
- H3 Loss and replacement of residential accommodation
- H4 Mix of housing units
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE7 Development in areas likely to flooding - requirement for flood protection measures
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

- LPP 3.3 (2016) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 3.8 (2016) Housing Choice
- LPP 5.12 (2016) Flood risk management
- LPP 5.13 (2016) Sustainable drainage
- NPPF- 11 NPPF-11 2018 - Making effective use of land
- NPPF- 12 NPPF-12 2018 - Achieving well-designed places
- HDAS-EXT Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

6 neighbours were consulted for a period of 21 days expiring on the 26 September 2018. There were 4 responses raising the following issues:

- Manor House Drive is already congested and this will cause further disruption
- Loss of privacy
- Detrimental impact on residential amenity of the neighbouring occupiers
- Out of keeping with the street scene and the character of the area
- If the cycle parking is intending to ameliorate the lack of car parking it should be noted that Ducks Hill road is recognised as unsafe for cycles. All services such as post and newspaper deliveries long since ceased using cycles.
- Overdevelopment
- Concern over the practical arrangements for the removal of household waste and recycling and collection from the Manor House Road

A petition objecting to the proposal was also submitted.

Northwood Residents Association - No response

Internal Consultees

Trees/Landscaping - The current application includes a tree report (survey, arb impact assessment and method statement, prepared by Elizabeth Greenwood, dated 2016, as amended in June and August 2018.

The survey has identified and assessed 17 No. trees. The veteran oak, graded 'A', is protected by TPO 444, (T3 on the schedule). The four Chanticleer pear trees in the Manor House Drive verge are graded 'B'.

The remaining trees are 'C' (poor condition and value) with the exception of two dead Leyland cypress on the front boundary which are graded 'U' - justifying removal in the interests of sound management.

The proposed layout is designed to protect and retain the oak and Chanticleer pears, together with the screening trees on the front boundary. Tree protection details are incorporated in the tree report. While there should be no direct impact of the building footprint on the existing / retained trees, they may be affected indirectly by the work associated with the demolition and construction process including scaffolding, lorry access, storage of materials and concrete batching.

RECOMMENDATION

No objection subject to conditions for tree retention and arboricultural site supervision) and landscaping.

Highways - Manor House Drive is a local road on the Council's Road network but the site is on the corner of Manor House Drive and Ducks Hill Road (A4180) which is a classified road. The site has a PTAL value of 1a (poor) which suggests there will be a strong reliance on private cars for trip making. There are scheduled bus services along Ducks Hill Road. The site has an existing wide vehicular access off Manor House Drive. There are no local waiting restrictions in place. There is some local parking stress in Manor House Drive even though most properties have off-street car

parking. The proposal is to demolish the existing residence and construct a block of 5 flats with 5 car parking spaces which will almost certainly result in further on-street car parking demand. This will increase local parking stress as no visitor car parking is provided within the site. The proposals will undoubtedly generate increased traffic in the local area but this is unlikely to be significant. It would appear that the existing crossover is to be used as the basis of the new access off Manor House Drive. The proposals contain a separate secure covered cycle store for 8 cycles which is supported. There is also a separate refuse/recycling bins for residents within 10m of the highway. On the basis of the above comments I do not have significant concerns over this application.

Access Officer - Any grant of planning permission should include the following condition:

The dwelling(s) would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015

REASON: To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF has a requirement to encourage the effective use of land by re-using land. This is an existing residential unit set in a spacious corner plot, which is considered to be a brownfield site.

The Supplementary Planning Document (SPD) HDAS: Residential Layouts, at paragraph 3.3 states that in relation to the redevelopment of large plots and infill sites currently used for individual dwellings into flats, the redevelopment of more than 10% of properties on a residential street is unlikely to be acceptable, including the houses which have been converted into flats or other forms of housing.

The above document underpins and supports Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), which seeks to protect the impacts of flatted development on the character and amenity of established residential areas. Whilst it is acknowledged that there have been a number of redevelopments of sites along Ducks Hill Road, this development is situated on Manor House Drive, where none of the properties have been re-developed for flatted accommodation therefore the erection of flats in this location is acceptable in principle.

The site lies within an established residential area and given the character of the surrounding area, there is no in principle objection to the development of the site to provide additional residential accommodation, subject to an appropriate density and design, and the proposal being in accordance with all of the relevant planning policies and supplementary guidance.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) seeks to ensure that the new development takes into account local context and character, the design principles in Chapter 7 and public transport capacity development should optimise housing output for different types of location within the relative density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

The density matrix, however, is only of limited value when looking at small scale development such as that proposed with this application. In such cases, it is often more appropriate to consider how the development harmonises with its surroundings and its impact on adjoining occupiers.

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

Not applicable to this application.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the layout and appearance of new development should "harmonise with the existing street scene or other features of the area." The NPPF (2011) notes the importance of achieving design which is appropriate to its context stating that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

The proposed building measures a maximum of 16.75 m in width, 15.45 m in depth and 9.95 m in height. It comprises two sections, with larger block situated adjacent to Manor House Drive and the latter third of the building adjacent to no. 70 reduced in depth to 12.15 m with a height of 8.33 m. To the front there is proposed a two storey central projection forming the main entrance, with a deeper front projection to the right (north east) level with the adjacent property no. 70. To the left (south west) of the front elevation there is a less deep hip feature with a two storey bay beneath. The larger section of the building has a ridge line running parallel with Manor House Drive finishing with a half hip detail to the rear. The smaller element has a crown roof including a dormer window on the rear elevation.

Although there are some reductions in scale to the previous submission, this is still a substantial building, situated in a visually prominent corner position, with open views from the front side and rear. The building spans virtually the entire width of the plot, set back just 0.9m from the side boundary with Manor House Drive and 0.7 m from the boundary adjoining no. 70. Whilst it is acknowledged that the existing house spans virtually the whole width of the plot, this includes two single storey extensions either side with the main bulk of the dwelling set back 1.7 m from Manor House Drive and 2.7 m from the shared boundary with no. 70. Generally within the street scene the height of the individual dwellings is between 8 - 8.5 m. It is acknowledged that there has been redevelopment of other properties along Ducks Hill Road with some flatted developments of two and a half stories being considerably higher than this; however these are generally in much larger plots and set back significantly from the main road. The previous submission raised concerns with regard to the resultant excessive crown roof details. To try to address this, the roof above the larger south western section of the building has been raised to form a ridge line, finishing in a half hip detail at the rear. This type of finish is not a common feature within the street scene and the overall bulk of the roof, at nearly 50% of the overall height, makes the building appear top heavy and disproportionate. Similarly the roof height over the rest of the building has been increased in height, which although reducing in size, retains the crown roof detail. The overall scale and massing in a prominent position is considered overbearing and visually intrusive.

As such it is considered that the proposal would have a detrimental impact on the character and appearance of the area and fails to comply with the aims of UDP Saved Policies BE13, BE19 and HDAS in this regard.

In the Western side of the rear garden it is also proposed to erect an enclosed bike storey.

The building measures 4.5 m in width by 2.4 m in depth and has a pitched roof of 3.5 m. It is set behind the existing high boundary wall and is relatively modest in scale and design. Therefore in terms of appearance it is considered acceptable.

7.08 Impact on neighbours

Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to safeguard neighbouring residential amenity from inappropriate development. HDAS advises that in order to ensure adequate daylight, sunlight and privacy for the occupiers of the existing and proposed dwellings, a 45 degree principle will be applied. This involves drawing a 45 degree line of site from the mid-point of an existing or new window. If the proposed building breaches that line it is unlikely to be acceptable. HDAS further advises that an adequate distance should be maintained to any area from which overlooking may occur and as a guide, not be less than 21m between facing habitable rooms.

The proposed building maintains a similar front building line to the existing dwelling and would not project beyond the front of the adjacent property at no. 70 Ducks Hill Road. To the rear the building will extend approximately 2m beyond the rear of that property, separated by approximately 2.25 m. This increases to 5.3m set back by approximately 8.75m. Although this would exceed the 4 m guideline for residential extensions, the plans indicate the proposal would not compromise a 45 degree line on site from the neighbouring property. To the west no. 76 Ducks Hill Road is situated 11m to the side and separated by Manor House Drive. To the rear the nearest property no. 3 Manor House Drive faces the rear of the proposed building separated by approximately 28 m. As such the proposal would comply with HDAS guidance and on balance it is considered that the proposal would not result in a significant loss of amenity to the occupiers of the adjoining properties. As such the proposal would be in accordance with policies BE20, BE21 and BE24 of the UDP saved policies and HDAS Residential Layouts.

7.09 Living conditions for future occupiers

On 25 March 2015, the Government introduced new technical housing standards in England, which comprise of new additional 'optional' Building Regulations on water and access, and a nationally described space standard (referred to as "the new national technical standards"). These new standards came into effect on 1 October 2015. The Mayor of London has adopted the new national technical standards through a minor alteration to The London Plan.

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants. The standards require a 2 bed flat should have a minimum internal floor area of 70 sqm. The proposed floor plans indicate the flats have a floor area in excess of the standard required.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with the SPD: New Residential Layouts: Section 4.9.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) considers whether the traffic generated by the proposed development is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy AM14 states that new development will only be permitted where it is in accordance

with the Council's adopted Car Parking Standards, although this policy predates the National Planning Policy Framework. This requires the establishment of criteria to be considered when setting local parking standards including the accessibility of the development and the availability of and opportunities for public transport. The site has a poor PTAL rating and would require the provision of 1.5 car parking spaces plus 1 cycle space per unit. The supporting plans identify a parking area, which can provide 5 car spaces and a separate cycle store for 8 bicycles. The Highways Officer has advised that there are no local waiting restrictions in place. There is some local parking stress in Manor House Drive even though most properties have off-street car parking. The proposal will almost certainly result in further on-street car parking demand. This will increase local parking stress as no visitor car parking is provided within the site. The proposals will undoubtedly generate increased traffic in the local area but this is unlikely to be significant. On the basis of the above comments they do not have significant concerns over this application. Therefore, the proposals are considered to be compliant to the Council's policies AM7 and AM14 of the Council's Local Plan Part 2.

7.11 Urban design, access and security

The Council's HDAS guidelines require a minimum of 25sq.m for a two bedroom flat. This would give an overall requirement of 150sqm. The proposal is set in a large plot which provides well in excess of this requirement. The plans also identify two areas of private patio immediately to the rear of the ground floor flats, segregated by a Laurel hedgerow. Further details could be conditioned if all other aspects of the proposal were considered acceptable.

7.12 Disabled access

The dwelling(s) would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

Adopted Local Plan, Policy BE1 seeks high quality design of the built and external environment. Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate. The site lies within the area covered by Tree Preservation Order No. 444. The Tree/Landscape Officer has advised that the proposed layout is designed to protect and retain the Oak and Chanticleer Pears, together with the screening trees on the front boundary. Tree protection details are incorporated in the tree report. While there should be no direct impact of the building footprint on the existing / retained trees, they may be affected indirectly by the work associated with the demolition and construction process including scaffolding, lorry access, storage of materials and concrete batching. Further details for tree protection and landscaping could be conditioned if all other aspects of the proposal were acceptable.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

The Flood and Water Management Officer has advised that the site is at risk of surface water flooding in accordance with the Environment Agency Flood Maps. The development needs to manage surface water on site in order to reduce pressure on the main surface water sewer. Details for a scheme for the provision of sustainable water management can

be conditioned for submission if all other aspects of the proposal were acceptable.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

Issues raised have been addressed appropriately in the report.

7.20 Planning Obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for additional floorspace for residential developments is £95 per square metre and office developments of £35 per square metre. This is in addition to the Mayoral CIL charge of £35 per sq metre.

7.21 Expediency of enforcement action

Not relevant 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

10. CONCLUSION

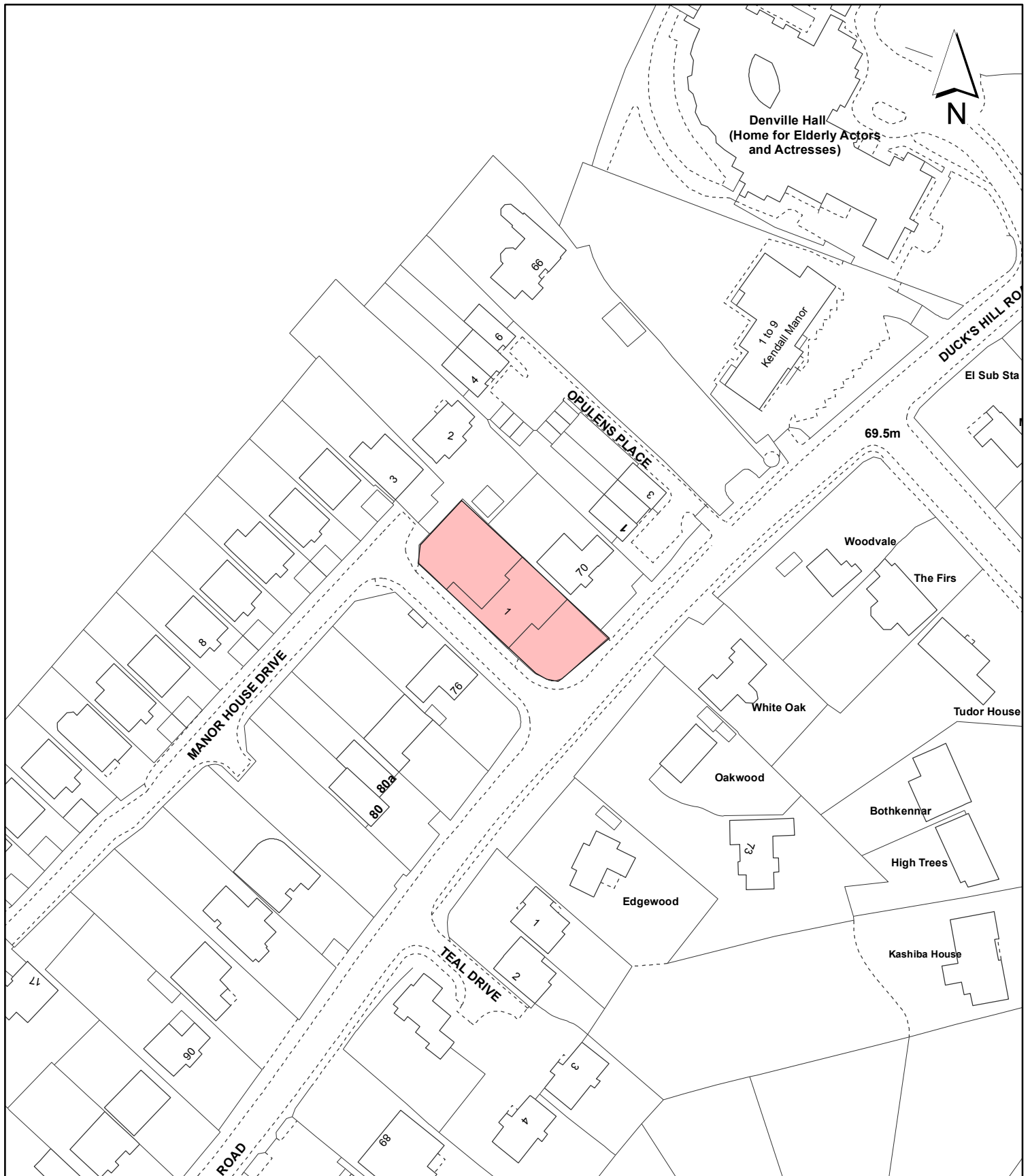
The proposal is considered to be an intrusive addition to the street scene which fails to respect the character and appearance of the surrounding area. It is therefore recommended for refusal.

11. Reference Documents

Hillingdon Local Plan Part 1 - Strategic Policies (November 2012).
Hillingdon Local Plan Part 2.
The London Plan (2016).
Supplementary Planning Document 'Accessible Hillingdon'.
National Planning Policy Framework.

Contact Officer: Liz Arnold

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Notes:

 Site boundary

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Site Address:

**1 Manor House Drive
 Northwood**

Planning Application Ref:

27306/APP/2018/3045

Planning Committee:

North

Scale:

1:1,250

Date:

January 2019

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111



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