RECEIVED:	27 October, 2010
WARD:	Brondesbury Park
PLANNING AREA:	Kilburn & Kensal Consultative Forum
LOCATION:	Flats 1C-D & 2C, 9 The Avenue, London, NW6
PROPOSAL:	Demolition of two storey building and erection of 4 storey building plus basement level, consisting of 9 self contained flats (4x 2-bedroom, 3 x 3-bedroom and 2x 4-bedroom), provision of 9 car parking spaces at basement level and associated landscaping
APPLICANT:	BBL
CONTACT:	Mr Robbie Grobler
PLAN NO'S: See condition 2	

RECOMMENDATION

Grant planning permission subject to the completion of a satisfactory Section 106 or other legal agreement and delegate authority to the Head of Area Planning to agree the exact terms thereof on advice from the Borough Solicitor

SECTION 106 DETAILS

The application requires a Section 106 Agreement, in order to secure the following benefits:-

- A contribution of £45,000 (15 x £3000) index-linked from the date of Committee and due on Material Start to be used for the provision of education/training, sustainable transportation, open space and sports within the local area
- A contribution of £50,000, index-linked from the date of Committee and due on Material Start to be used towards the provision of affordable housing within the Borough
- Sustainability submission and compliance with the Sustainability check-list, ensuring a minimum of 50% score is achieved in addition to adhering to the Demolition Protocol, with compensation should it not be delivered
- The proposed development shall be 'car-free'.
- A contribution to cover the cost of providing a new vehicular crossover to 11 The Avenue and the works to be provided in accordance with a timetable to be agreed
- Join and adhere to the Considerate Contractors scheme
- Payment of the Council's legal and other professional costs in (a) preparing and completing the agreement and (b) monitoring and enforcing its performance

And, to authorise the Head of Area Planning, or other duly authorised person, to refuse planning permission if the applicant has failed to demonstrate the ability to provide for the above terms and meet the policies of the Unitary Development Plan and Section 106 Planning Obligations Supplementary Planning Document by concluding an appropriate agreement.

EXISTING

The subject site is located on the north-western side of The Avenue, between the junctions with Brondesbury Park and Willesden Lane. The site is occupied by a two storey villa building comprising of four self-contained flats. Towards the south-west the existing building adjoins Belvedere Hall, a residential building containing 11 self-contained flats. Under previous applications the subject site and Belvedere Hall had formed part of the same site. This is most evident in that access to the forecourt in front of Belvedere Hall is currently provided by way of the forecourt to the subject site. Towards the north-east lies the former Manor School site, which includes a similar villa building which mirrors that on the subject site. Works are currently underway to introduce additional school accommodation on the site to facilitate the temporary relocation of the Swiss Cottage SEN School to the site (10/1691).To the rear of the site, towards the north-west lies Marada House, a 4/5-storey residential block. For clarity the subject site is not located within a Conservation Area, nor is the existing building Listed.

PROPOSAL

See above

HISTORY

In November 1991, planning permission (91/1059) was granted for the conversion of the existing buildings at 9-11 The Avenue, known at the time as Brondesbury Hall, into 15 self-contained flats. The application also included permission for the erection of a two-storey extension to the rear of 9 The Avenue and for the demolition of an existing building to the rear and the erection of a new 4-storey building, now known as Marada House. In July 2004, planning permission (04/0803) was approved for the erection of a three-storey rear extension and second floor side extension to 9-11 The Avenue in order to allow the reconfiguration of the 11 existing flats within 11 The Avenue. The four flats within 9 The Avenue remained unaffected by the proposals. Planning permission (08/1587) was approved in 2009 for the erection of a 5-storey extension to Marada House (originally approved under 91/1059). This extension has now been implemented.

Since 2006 there have been three separate applications (06/0461, 07/0225 & 10/0386) for the demolition of the existing building at 9 The Avenue and the erection of a new four storey building containing between 9 and 14 flats. All of these applications have been withdrawn by the applicant prior to determination.

A planning application (10/3022) for a new vehicular crossover and access is currently under consideration on the adjoining property at 11 The Avenue (Belvedere Hall). The proposed vehicular crossover is required to maintain access to the forecourt of 11 The Avenue should the redevelopment of 9 The Avenue, as proposed under the current application, be carried out. As such planning application 10/3022 also appears on the current Committee agenda.

Whilst there are a number of other planning records relating to both the subject and adjoining sites these are not considered to be of particular relevance to the current application.

POLICY CONSIDERATIONS The London Plan (consolidated with alterations since 2004)

3A.11 Affordable Housing Thresholds

London Borough of Brent Core Strategy 2010

- CP2 Population & Housing Growth
- CP14 Public Transport Improvements
- CP15 Infrastructure to Support Development
- CP21 A Balanced Housing Stock
- CP19 Brent Strategic Climate Mitigation and Adaptation Measures

London Borough of Brent Unitary Development Plan 2004

- BE2 Townscape: Local Context & Character
- BE3 Urban Structure: Space & Movement
- BE5 Urban Clarity & Safety
- BE6 Public Realm: Landscape Design
- BE7 Public Realm: Streetscape
- BE9 Architectural Quality
- BE33 Tree Preservation Orders
- H12 Residential Quality Layout Considerations
- TRN23 Parking Standards Residential Developments
- TRN24 On-Street Parking
- TRN34 Servicing in New Development

Supplementary Planning Guidance 17:- Design Guide For New Development Supplementary Planning Guidance 19:- Sustainable Design, Construction & Pollution Control

Supplementary Planning Document:- s106 Planning Obligations

SUSTAINABILITY ASSESSMENT

As the proposed scheme would result in the introduction of a significant residential use within an Air Quality Management Area (AQMA) the applicant has submitted a sustainability checklist. The checklist has been inspected by the Sustainability Officer and it has been confirmed that at present the scheme would achieve a fairly positive rating of 43.5%. However, a number of areas have been identified where the schemes sustainability rating could be improved to meet the Council's normal requirement of being very positive (50%). It is recommended that a requirement to achieve a score in excess of 50% should be secured by way of a s106 agreement should Members be minded to approve the current application.

The proposal falls below the 10 unit threshold which would require the scheme to adhere to the London Plan target of providing 20% on-site renewable energy. However, the applicant has indicated that the proposed development would include the provision of solar PV panels to the roof in order to incorporate an element of renewable energy into the scheme.

CONSULTATION

EXTERNAL

Consultation letters, dated the 23rd November 2010, were sent to Ward Councillors and 125 neighbouring owner/occupiers. The application was also advertised through the display of a site notice, dated 26th November 2010, and the publication of a press notice, dated 25th November 2010. In response, 5 letters of objection and a petition with 51 signatures against the proposed development were received. A letter in support of these objections was also received from Ward Councillors Carol Shaw and Barry Cheese. The concerns of the objectors include:-

- The proposed development will harm the daylight, outlook and privacy of neighbouring occupiers
- The proposed balconies and amenity area will result in noise disturbance to neighbouring occupiers.
- The proposed development would harm the character and appearance of the streetscene.
- The proposed development will restrict delivery vehicles from accessing 11 The Avenue.
- The proposed development would cause further parking and traffic congestion along The Avenue.
- The gap created between 9 and 11 The Avenue could cause disturbance for neighbouring occupiers if used as an access.

- The proposed development will harm existing TPO trees on site which would have a negative impact on wildlife.
- The proposals make misleading sustainability claims.
- The development will place additional pressure on already stretched services, such as schools.

INTERNAL

Transportation Unit

The Council's Transportation Unit has inspected the proposals for both 9 The Avenue and the concurrent application at 11 The Avenue (10/3022). Provided that both applications are to be approved the Council's Transportation Unit would raise no objection to the current application subject suitable conditions and s106 contributions towards sustainable transportation.

Landscape Design Team

Concerns were raised regarding the lack of landscaping details included the initial submission. In response, the applicant has submitted a landscaping scheme for the proposed development and it has now been confirmed that there would be no objection to the proposed development

Tree Protection Officer

Concerns were raised regarding the initial submission in terms of its impact on TPO trees on the site. In response the applicant has undertaken a tree survey, amended the access to the basement car park to minimise interference with tree root zones and submitted a schedule of tree protection works to be carried out to protect TPO trees from damage caused by construction works. The Tree Protection Officer has confirmed that the submitted details are sufficient to overcome previous concerns provided that suitable conditions are attached to any permission.

Sustainability Officer

See 'Sustainability Assessment' section of the report.

REMARKS

URBAN DESIGN

The subject site is occupied by a two-storey late Victorian villa. The villa comprises of two main elements, the main body, which is attached to the flank wall of the adjoining property at 11 The Avenue, and a two-storey recessed side annex which has also been extended to the rear. The annex is set at a lower level than the main body of the villa but also incorporates two storeys. The villa is well set back from the street, as are the adjacent properties on either side, and the front garden area generally consists of hardstanding which is enclosed by a brick wall, approximately 1.8m in height running along the front of the site. The treatment of the front garden area provides a poor setting for the existing villa and does little to enhance the quality of the streetscene. The elevations to the existing building are simple and well proportioned and whilst it is acknowledged that the existing building is a relatively attractive period property, which mirrors a similar property within the grounds of the adjacent school, it is not Listed nor is it within a Conservation Area. As such, should a building of sufficient architectural merit be proposed then there would be insufficient planning grounds to resist the demolition of the existing villa.

The design of the proposed building is unashamedly modern which in itself is not a reason to resist the proposed development provided that it can be demonstrated that the building would be of sufficient architectural quality. The building would be composed mainly from a white rendered facade punctuated by a number of generous and well proportioned window openings to the front and rear elevations, as well as a number of integral balconies, which help add visual interest to the elevations. However, in streetscene terms, the building's main characteristic would be the projected curvature added to the central section of the front elevation. In order to ensure that this element would not appear overly dominant a central recess has been incorporated in order to divide the mass into two sections. The central recess would also help to frame the main pedestrian entrance to the building adding legibility to the design.

In terms of scale and massing, the proposed building, at four-storeys, would be of an equivalent scale to the neighbouring building at 11 The Avenue to which it would be attached. The scale of the building would be subservient to Marada House, a five storey building located towards the rear of the site. The adjacent school site contains a similar two-storey villa building to that on the subject site and a number of two-storey temporary buildings which have recently been installed. The proposed building responds to the change in scale on the school site by stepping back the front elevation and reducing the height to three-storeys on that side of the site. The opposite side of The Avenue is characterised by pairs of semi-detached late Victorian properties which are generally two and half storeys in height. However, as the proposed building would be set further back from the street, by approximately 10m, it is considered that its scale would be unlikely to overbear the properties on the opposite side of The Avenue. The footprint of the proposed building, although altered, respects the footprint of the existing building in terms of its overall scale and in terms of its relationship with the adjoining property.

The proposed development would involve the replacement of the existing front boundary wall with 1.2m high railings and the introduction of a landscaping scheme to the front of the property. This would provide a superior setting to that enjoyed by the existing building which would enhance the quality of the streetscene.

Overall it is considered that whilst a contemporary approach has been adopted, the design of the proposed building is well considered, both in terms of its scale and its general appearance, and that it would respect the positive character of the surrounding area.

IMPACT ON ADJOINING OCCUPPIERS

In terms of the relationship with the existing building at 11 The Avenue, it is considered that the windows most likely to be affected by the proposed development are those to the north eastern flank of the buildings rear projection. These windows would face the rear projection of the proposed building at a distance of approximately 13.4m. It is noted that general the footprint of the proposed building has been pushed forward from that of the existing building to compensate for the additional height of the building. The relationship between these windows and the rear projection of the proposed building is in general accordance with the guidance contained in SPG17 which sets out that the new development should be set below a line 30 degrees taken from 2m above ground level. There would be windows installed to the flank wall of the proposed building but these would be secondary windows and should be conditioned to be obscured in order to ensure that privacy is maintained should planning permission be granted.

In terms of the relationship with the five-storey rear extension to Marada House, it is noted that the extension contains a number of habitable windows in the flank wall which would directly face habitable room windows to the rear of the proposed building. The distance between these windows would be approximately 19-20m. The guidance contained in SPG17 sets out that a gap of 20m should be maintained to ensure privacy. Although some of these windows would fail slightly to comply with the guidance it is considered, given that a number of the windows within the existing building are slightly closer than those proposed, that reasonable privacy would be maintained between the units. The relationship between the Marada House and the proposed building would also comply with the 30 degree guidance set out in SPG17 as discussed above.

The distance between the front elevation of the proposed building and the front elevation of the buildings on the opposite side of The Avenue would be in excess of 30m. As such, it is considered that the proposed building would be unlikely to have any significant impact on the outlook, daylight or privacy of occupiers on the opposite side of The Avenue.

As it is a non-residential use the relationship between the proposed development and the adjacent school site is considered less sensitive. However, the proposed building has been designed to minimise overlooking.

The applicant has submitted a daylight and sunlight study alongside the application which, using the BRE standard guidance, seeks to assess the impact of the proposed development on the daylight and sunlight of neighbouring occupiers. The report concludes that the proposed development would result in a very minor loss of daylight and sunlight to some Marada House windows although the margin of loss is unlikely to be perceptible. In terms of 11 The Avenue, the report concludes that some windows would actually enjoy better daylighting as a result of the proposal.

In terms of noise disturbance from the new development, it is considered that as the development would result in a net increase of 5 units on the site that there is likely to be a significant increase from the existing situation. The amenity space to the rear of the property, which would be overlooked by windows to 11 The Avenue and Marada House, would be primarily used to provide two private gardens, one to each of the ground floor units and a modest communal garden. This is not considered to be significantly different from the existing situation.

To the rear there is an external stairway from the basement car-park to the communal garden which is close to the windows at 11 The Avenue. However, this stairway is only included in the proposal as it is required under Building Regulations as a means of escape. The access for residents to the car-park would be provided by an internal stairwell/lift and it is recommended that a condition be placed on any permission to ensure that the external stairwell is used as an emergency exit only.

RESIDENTIAL LAYOUT & QUALITY

The proposed development envisages the formation of 9 self-contained units over four-storeys of accommodation. The units mix would consist of four 2-bedroom units, three 3-bedroom units and two 4-bedroom units which is considered an appropriate mix in terms of responding to the Borough's Housing need for larger, family sized (3+ bedrooms), units as identified in the Core Strategy. The majority of units generally exceed the minimum internal floor space standards with the exception of two of the 2-bedroom units which are marginally (0.3m²) below the minimum standard of 65m². All habitable rooms within the scheme would have an adequate standard of outlook and daylighting. A refuse/recycling store would be provided within the front garden of the development which would allow for safe and convenient storage and collection.

All units would be provided with some form of private amenity space, in the form of private gardens for the ground floor units and balconies/roof terraces for the units on the upper floors. Whilst alone the private amenity space provision for 7 of the 9 units would fail to satisfy the guidance contained in SPG17, there would also be communal gardens to the front and rear which would increase the overall amenity provision for the site to comply with the standards required by SPG17. A landscaping scheme for the site has been provided alongside the application and this is considered by the Landscape Design Team to be of a good quality. The scheme indicates that approximately 12 new trees will be planted on the site.

TPO TREES

A number of the existing trees on site are subject to a tree preservation order (TPO). Of these the most notable is the Holm Oak, located close to boundary with the adjacent school site. Having inspected the initial submission the Tree Protection Officer raised concerns regarding the impact of the proposed development on TPO trees, and in particular the Holm Oak. In response the applicant commissioned a survey of the trees on site in order to assess the likely impact of the proposed development. In response the location of the basement car-parking area and vehicular

access was amended to reduce the likely impact of the development on the root protection zones of the Holm Oak. The applicant also submitted an arboricultural method statement setting out procedures that would be undertaken during demolition/construction to ensure that the development would not cause any significant harm to the health of the existing trees.

The tree survey identified that one of the TPO trees, a Silver Birch, is in fact already in poor health and should be removed regardless of the development. However, as this tree is covered by a TPO the applicant has agreed to plant a replacement tree of the same species in a similar location.

TRANSPORTATION

Car-parking for the proposed development would be provided by way of an on-site basement car park. Access to the car-park would be provided from The Avenue using the existing vehicular crossover to the site. The basement car-park would provide 9 car-parking spaces including 1 disabled space. The on-site parking provision would comply with the Council's parking standards and the applicant has agreed that the development would be permit-free, preventing overspill parking onto The Avenue which is heavily parked.

Due to the historic relationship between the properties at 9 and 11 The Avenue, the forecourt to 11 The Avenue, which can be used to provide parking for residents of that building, is only accessible via the existing vehicular access and forecourt to 9 The Avenue. As the proposed development would involve the replacement of the existing forecourt with soft landscaping this would remove access to the existing forecourt at 11 The Avenue which would prevent residents at 11 The Avenue benefiting from off-street parking and increase the demand for on-street parking within the locality of the site. As the area is already heavily parked this loss of access to existing off-street parking facilities would be of concern and has been raised by Officers as an issue when considering previous applications for similar developments on the site.

In order to address this issue, the applicant has agreed to cover the costs of providing a new vehicular access to the existing forecourt of 11 The Avenue. A planning application (10/3022) for this crossover appears on the current Committee agenda and has been recommended by Officers for approval. Provided that Members are minded to grant permission for the proposed vehicular crossover, the Council's Transportation Unit have indicated that they would have no objection to the proposal provided that the cost of the vehicular crossover is secured by way of a s106 agreement. The existing forecourt to 11 The Avenue is approximately 10m deep and could be used to assist with the servicing of the building by transit sized vehicles.

It is noted by Officers that planning permission has recently been granted in connection with the temporary occupation of the adjacent site by the Swiss Cottage SEN School, and the traffic impact of this development was raised as a concern by objectors to the scheme. As such, the traffic impact of this adjoining development has also been considered during the assessment of the current application. However, as the proposed development would be permit-free and only provide parking for 9 cars it is not considered that the traffic generated by the development would be so significant that it would cause cumulative traffic problems when considered in conjunction with the adjacent site.

A secure cycle store would also be provided within the basement car-park. The cycle store would provide cycle storage for 9 cycles in compliance with the Council's normal standard of one space per unit. As discussed above, the proposed refuse/recycle store is siting in a convenient location for collection

AFFORDABLE HOUSING

Policy 3A.11 of The London Plan sets out that affordable housing should be provided on sites capable of providing 10 or more residential units. The current proposal would involve the creation of 9 self-contained units, below the threshold, but it is noted that a number of these units are well in

excess of the Council's minimum internal floor space standards, as set out in SPG17. Other constraints would make the provision of 10 or more units on the site challenging, but it is considered that the applicant has failed to demonstrate that this would be impractical and, as such, the potential to provide 10 units remains a possibility. However, it is acknowledged that even if 10 units could be provided on the site, in practice it would be difficult to achieve a layout that provides an appropriate on-site mixture of private and affordable accommodation. In such, cases a contribution in lieu of on-site provision would normally be secured and therefore the applicant has agreed to make a contribution of £50,000 towards the provision of affordable accommodation off site. Officers consider that if such a contribution were to be secured through a s106 agreement that this would satisfy the applicant's affordable housing liability for the redevelopment of the site.

S106 PLANNING OBLIGATIONS

The existing plans submitted alongside the application indicate that the existing building current contains 14 bedrooms/bed spaces. However, the planning history suggests that the building has recently subdivided to increase the number of bedrooms and Officers consider that the building would have previously accommodated 10 bedrooms. The proposed development would create 25 bedrooms, a net increase of 15, and therefore under the Council's standard charge approach to s106 planning obligations a contribution of £45,000 towards sustainable transportation, education, open space and sport would be required. The applicant has agreed to meet this requirement and this should be secured in a s106 agreement if Members are minded to grant planning permission.

CONSIDERATION OF OBJECTIONS

The concerns of the objectors relating to the impact of the development on the character and appearance of the streetscene, the living conditions of neighbouring occupiers, on-street parking and traffic conditions and TPO trees have been addressed in the report above. The sustainability requirements and the contributions to be made to local infrastructure are also clarified in the report. For clarification the proposed building would adjoin the building at 11 The Avenue, as does the existing building, and therefore there would be no side passage between the buildings.

REASONS FOR CONDITIONS

RECOMMENDATION: Grant Consent subject to Legal agreement

(1) The proposed development is in general accordance with policies contained in the:-

The London Plan (consildated with alterations since 2004) Brent Core Strategy (LDF) 2010 Brent Unitary Development Plan 2004 Council's Supplementary Planning Guidance 17:- Design Guide For New Development Council's Supplementary Planning Guidance 19:- Sustainable Design, Construction and Pollution Control Council's Supplementary Planning Document:- s106 Planning Obligations

Relevant policies in the Adopted Unitary Development Plan are those in the following chapters:-

Built Environment: in terms of the protection and enhancement of the environment Housing: in terms of protecting residential amenities and guiding new development Transport: in terms of sustainability, safety and servicing needs

CONDITIONS/REASONS:

(1) The development to which this permission relates must be begun not later than the expiration of three years beginning on the date of this permission.

Reason: To conform with the requirements of Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved drawings:
 - 09TA-901
 - 09TA- 100 Rev L
 - 09TA- 101 Rev M
 - 09TA- 101 E&P Rev A
 - 09TA- 201 Rev K
 - 09TA- 203 Rev F
 - 09TA- 204 Rev J
 - WW-001 Rev A

Reason: For the avoidance of doubt and in the interests of proper planning.

(3) The landscape works, planting and tree planting shown on the approved plan, WW-001 Rev A, shall be completed prior to the occupation of any part of the development unless agreed in writing with the Local Planning Authority

Any planting that is part of the approved scheme that within a period of five years after planting is removed, dies or becomes seriously damaged or diseased, shall be replaced in the next planting season with planting of the same size and species and in the same position, unless agreed in writing with the Local Planning Authority.

Reason: To ensure a satisfactory appearance and setting for the development and to ensure that the proposed development enhances the visual amenity of the area.

(4) The basement parking spaces shown on the approved plans shall be constructed prior to the occupation of the building and shall be permanently retained and used solely in connection with the development hereby approved.

Reason: To ensure that the approved standards of parking provision are maintained in the interests of local amenity and the free flow of traffic in the vicinity.

(5) The windows on the south-western face of the building, facing 11 The Avenue, shall be constructed with obscure glazing with any openings located at high level only (not less than 1.7m above the internal floor level). These windows shall be permanently maintained in that condition unless agreed in writing with the Local Planning Authority.

Reason: To minimise interference with the privacy of the adjoining occupiers.

(6) The rear access door and stairway to the basement car park shall not be used for access to or exit from the building save in the event of an emergency and the door shall be kept closed at all times unless agreed in writing with the Local Planning Authority

Reason: To safeguard the amenities of the adjoining occupiers.

(7) The cycle storage within the basement car park, as indicated on the approved plan, shall be installed prior to occupation of the development unless agreed in writing with the Local Planning Authority

Reason: In the interests of promoting sustainable transportation

(8) All screening and planting to the balconies and roof terraces, as indicated on the approved plan, shall be installed prior to the occupation of the development.

Reason In order to maintain adequate privacy.

(9) The development shall be carried out in accordance with the proposals set out in the submitted Arboricultural Method Statement, produced by Chalice Consulting Ltd and dated 31st January 2011, submitted as part of the planning application unless agreed in writing with the Local Planning Authority

Reason: To ensure that the development does not have an adverse impact on TPO trees on site.

(10) Details of all external materials, windows, doors and screening, including samples, shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The work shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory development which does not prejudice the amenity of the locality.

(11) Further details of the appearance of the refuse/recycling store, indicated on the approved plans, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of works. The refuse/recycling store shall constructed in accordance with the approved details prior to the occupation of the development, hereby approved.

Reason: To ensure that the proposed refuse/recycling store would have an acceptable impact on the streetscene and in the interests of public health

INFORMATIVES:

None Specified **REFERENCE DOCUMENTS**:

London Borough of Brent Core Strategy 2010 London Borough of Brent Unitary Development Plan 2004 The London Plan (consolidated with alterations since 2004) Supplementary Planning Guidance 17:- Design Guide For New Development Supplementary Planning Guidance 19:- Sustainable Design, Construction and Pollution Control Supplementary Planning Document:- s106 Planning Obligations 6 letters of objection

Any person wishing to inspect the above papers should contact Ben Martin, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5231



Planning Committee Map

Site address: Flats 1C-D & 2C, 9 The Avenue, London, NW6

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