

**423-425, 429-435 [odd] Caledonian Road; 1-11  
Balmoral Road; 4-6 Brewery Road & Grove House 1  
Market Road, London, N7**

**in the London Borough of Islington**

**planning application no. P2015/3989/FUL**

**Strategic planning application stage 1 referral**

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

**The proposal**

Redevelopment of the site comprising a series of buildings ranging from 1-11 storeys; providing 252 residential units, flexible employment, retail and community uses, together with associated routes, highways works, landscaping and basement car parking.

**The applicant**

The applicant is **London Square** and the architect is **PKS**.

**Strategic issues**

The principle of **mixed use redevelopment** is acceptable in land use terms, and the **scale, and appearance** is in accordance with London Plan tall building guidance.

**Affordable housing** is proposed on site however, the viability appraisal is still the subject of discussion in order to confirm that it is the maximum reasonable amount. The overall **residential quality** and access arrangements are in accordance with the Mayor's standards and the **high density nature** of the scheme is acceptable. The scheme proposes a mix of unit sizes, but it still needs to be demonstrated that the Council's local housing needs are met.

Further discussion regarding **urban design, energy, parking and transport** impact, is required to ensure that the scheme fully accords with London Plan.

**Recommendation**

That Islington Council be advised that while the application is generally acceptable in strategic planning terms the application does not fully comply with the London Plan, with the reasons and remedies set out in paragraph 57 of this report.

## Context

1 On 8 October 2015 the Mayor of London received documents from Islington Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 18 November 2015 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under the following Categories of the Schedule to the Order 2008:

*"1A.1. Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats;*

*1C (c). the building is more than 30 metres high and is outside the City of London".*

3 Once Islington Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website [www.london.gov.uk](http://www.london.gov.uk).

## Site description

5 The site comprises two parcels of land totalling 0.90 hectares, which are separated by Brewery Road:

- Site 1 (London Metropolitan Depot) is bound to the north by Brewery Road, to the east by Caledonian Road and to the south and west by commercial/industrial properties.
- Site 2 (Balmoral Grove) is bound by Caledonian Road to the east, Market Road to the north, Brewery Road to the south and Market Gardens to the west.

6 The Balmoral Grove site is occupied by commercial buildings constructed in the 1970s to serve the light industrial sector and units are currently used as car workshops, warehouse and small scale office use. The existing planning uses are a mix of occupied light and heavy industrial, office and warehouse units (Class B1, B2 and B8) in addition to the Taxi Training Academy (Class D1 respectively). It is noted that the existing development does not meet current standards and is underutilised in providing for the employment potential of the site. Also the site is subject to some antisocial behaviour. The London Metropolitan Depot site is used as a storage facility for the Metropolitan Police. All existing buildings on both sites are proposed for demolition as part of this scheme.

7 There are several listed and locally listed buildings within the vicinity. The Primitive Methodist Chapel was constructed in 1870 and was Grade II listed in 1994. The Cally public house, 'bookends' the southern end of the Caledonian Road frontage and is locally listed. Neither building is within the site boundary.

8 The wider area is characterised by the Vale Road/Brewery Road industrial area (locally significant industrial location) which comprises a mix of light industrial uses and mid-rise residential land uses on the far side of Caledonian Road. The site has direct frontage to Caledonian Road and Brewery Road. Caledonian Road forms part of the Strategic Road Network and the nearest part of the Transport for London Road Network is approximately 0.5 kilometres away. Measured on a scale of 1a – 6b where 6b is the highest, the site has a public transport accessibility level of 6a, which is considered excellent.

## Details of the proposal

9 Full planning permission is being sought for demolition of all existing buildings on site to provide a mixed use development within new buildings ranging from 1-11 storeys in height.

10 The scheme is proposing 252 residential units [use class C3]; flexible employment [use class B1a-c]; flexible retail [use class A1-A3]; and community [use class D1] floorspace.

11 Other works include the creation of a new central vehicular and pedestrian access route through the site from Market Road to Brewery Road and associated highway works; basement car parking; cycle parking; creation of a new pedestrian access into the site from Caledonian Road; and provision of open space and associated works of hard and soft landscaping.

## Case history

12 On 14 July 2015, a pre-application meeting was held at City Hall where GLA officers welcomed the opportunity to engage with the applicant and supported the aspiration to re-provide the employment uses in modern fit-for-purpose facilities while introducing other commercial and residential uses to create a new community. Officers confirmed that further information was required on the re-provision of employment uses and the viability of the overall proposal, residential quality, access to the Market Road Gardens open space, energy and transport prior to submission of an application.

## Strategic planning issues and relevant policies and guidance

13 The relevant issues and corresponding policies are as follows:

- |                           |  |
|---------------------------|--|
| • Land use principles     | <i>London Plan</i>   |
| • Housing                 | <i>London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing      | <i>London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy</i>  |
| • Density                 | <i>London Plan; Housing SPG</i>  |
| • Urban design            | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i>   |
| • Access                  | <i>London Plan; Accessible London: achieving an inclusive environment SPG;</i>   |
| • Transport               | <i>London Plan; the Mayor's Transport Strategy</i>   |
| • Parking                 | <i>London Plan; the Mayor's Transport Strategy</i>   |
| • Sustainable development | <i>London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy</i>         |

14 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 2011 Islington Core Strategy and Development Management Policies DPD (2013) and the London Plan (consolidated with alterations since 2011). The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework, the Further Alterations to the London Plan (2015) and draft interim Housing SPG are also relevant material considerations.

## Principle of development

15 The site lies at the eastern end of the Vale Royal/Brewery Road Locally Significant Industrial Site designation. Islington's Core Strategy policy notes that this is the last remaining industrial district in the borough and recognises that the area has seen a significant shift away from traditional industrial activities. The Islington Development Management Policies DPD provide further detail with regard to the Vale Royal/Brewery Road Locally Significant Industrial site (Policy DM5.3) noting that the retention and intensification of B1 uses is supported, and that any net loss is unacceptable and is contrary to policy, unless exceptional circumstances can be demonstrated through marketing evidence. The Islington Core Strategy policy aims to protect a variety of employment spaces and also sets out that the re-development of sites to provide the opportunity for employment-led, mixed-use regeneration where existing spaces can be used may be acceptable.

16 The current buildings on the site contain approximately 8,100 sq.m. GEA of employment related (B1 class) uses (7,666 sq.m. GIA), including workshops, storage, training and industrial uses. A number of units are vacant. As such the current employment density is approximately 43 people. The proposed scheme includes a total of 7,744 sq.m. of flexible B1 uses (7,278 sq.m. GIA), slightly less than the current B1 floorspace but when combined with the proposed 600 sq.m. of retail space, there would be an increase in employment generating floorspace. There is also some community space proposed. In total, the applicant suggests that between 184-641 jobs could be generated by the proposals, a significant increase over existing. The floorspace has been designed to be flexible for end users, and would be provided to shell and core. The intention is that it attracts small and medium enterprises and includes affordable workspace, which is welcomed.

17 The applicant has submitted a marketing report that sets out the demand and supply for business space in Islington, in order to support its case for a move from more industrial to general employment/B1 floorspace. This shows a general demand for media and technology, or light industry and for spaces of 500 sq.m. or less. The significant increase in job opportunities, the retention and improvement to flexible B1 business uses, provision of housing and improvement to the quality of space at the site, align to London Plan policy. However, the introduction of residential uses onto industrial sites and placement of uses will require careful management in amenity terms and appropriately worded conditions will need to be imposed, and potentially covenants, so as to not fetter the continued operation of industrial uses. An employment management strategy should be secured, which sets out unit sizes, how movement between units will be managed for tenants and how servicing/access requirements will be addressed.

## Housing

18 This scheme is proposing the following housing mix:

	1 bed	2 bed	3 bed	Total	%

<b>Private</b>	43	107	0	150	59.5%
<b>Social rent</b>	2	59	21	82	32%
<b>Intermediate</b>	5	15	0	20	8%
<b>Total</b>	50	181	21	252	
<b>Total affordable</b>	7	74	21	105	
<b>%</b>	19.6%	72%	8.4%		

19 The provision of 252 units would make a 20% contribution towards Islington Council's housing targets as set out in the London Plan, and is welcomed in principle.

#### Affordable housing

20 As set out above, the scheme is proposing to deliver 82 social rent units and 20 units as intermediate (shared ownership), which equates to 40% affordable housing, based on units and 44% based on habitable rooms. The scheme is proposing a split of 80:20 between affordable rent and shared ownership. At this stage, GLA officers consider that the provision of 40% affordable housing could be acceptable in principle, subject to the outcome of an independent assessment of the applicant's viability report by the Council's consultant that demonstrates this is maximum reasonable amount of affordable housing that can be delivered. The assessment should verify the inputs and costs assumed by the applicant and the scenarios that have been tested in order to arrive at the affordable housing offer.

21 Further discussion would be appropriate in order to understand if further affordable housing could be delivered if a London Plan tenure split of 60:40 were proposed, and if affordable rented accommodation were also considered. This is also keeping in mind that the scheme differs from the Council's expectations of 70:30 split between social/affordable rent and intermediate homes. The applicant should provide a commentary on this point in order to establish if further units could be provided, and the Council will need to provide an assessment of how the proposed mix meets local policy and local need as part of its reporting. The results of the viability review and draft of the S106 agreement should be made available to the GLA at Stage II.

#### Housing choice

22 The scheme is made of a range of unit sizes, from 1-bed through to 3-bed (5 person) flats. At 8.4%, the overall provision of family units is low, however of the rented units, 25% would be 3-bed. It is noted that the scheme has been developed in consultation with Family Mosaic, which has inputted to the affordable housing mix, so it is understood that this would meet an identifiable local need. The Council should however, confirm that the proposed mix reflects its own housing requirements and its understanding of local demand.

#### Children's play space

23 Based on the Mayor's play space SPG, 115 children are predicted to live in the development, of which 60 would be under the age of 5. This gives rise to a total child play space requirement of 1,150 sq.m., of which 600 sq.m. is expected to be provided on-site and designed for under 5s.

24 The scheme proposes areas of courtyard space, residents' gardens and child play space at ground floor and podium level. In total, 600 sq.m. of dedicated play space for under 5s is proposed in the communal podium courtyards, which is welcomed in accordance with the Mayor's SPG. The Council should secure a condition setting out minimum requirements and details to be submitted. Older children would be accommodated in nearby parks, all less than 800 metres away. The Council will need to confirm any contributions that the scheme will need to make towards these spaces, if necessary.

### Density

25 The site's high PTAL and central location means that a high density scheme may be acceptable in principle, subject to satisfying other policy requirements such as residential quality, amenity, and place making, for instance. However, as advised at pre-application stage, the applicant is asked to provide a density calculation by habitable rooms in order to usefully compare the density of the scheme with surrounding developments, using a net residential density (that discounts the commercial uses) as set out in the Housing SPG.

## **Urban design**

26 The overall design approach of the scheme is generally supported. Its height and massing have been carefully considered in relation to the adjacent listed buildings and the scheme fits in well with the surrounding area. The proposed Balmoral Grove is well activated by both residential foyers and commercial units, ensuring this space feels safe, active and well used, providing a welcomed addition to the public realm network in the area. The residential quality of the scheme also appears high, with a generous number of residential cores ensuring a high proportion of dual aspect units, limited shared circulation space and good overall outlook. The architecture, comprising three varying brick types (a colourful multi foreground and darker background set against a neutral middle colour) are used to emphasise the individual blocks and contrast the stand alone feature building which is to be constructed in glass rainscreen cladding.

27 Whilst the overall design approach of the scheme is generally supported, some urban design issues are to be addressed. The western edge of the site fronts on to Market Road Gardens. As discussed at pre-application stage, officers raised concerns that the proposed development would not create a good enough park edge or provide access to residents from the development to the park. The development has the potential to significantly improve the use of this edge of the park, and further work on this needs to be done. Officers understand that the current uses along this edge of the park prevent access to the park, however it is likely that this will change over time and the development needs to be designed for this potential future scenario. The applicant should provide further details on how the park edge boundary treatment is being addressed in terms of landscaping and building interface at ground level.

## **Inclusive design**

28 An access statement accompanies the application and addresses issues relating to transport, public realm, approaches to main entrances, public and commercial spaces, and residential layouts. There are some level changes across the site, and the applicant has set out how these would be addressed in order to provide straightforward level access across the public realm, into buildings and to gardens and podiums. No steps or ramps of gradients more than 1:20 are proposed in the public realm and where appropriate lifts also access the podium gardens. Level entrance is proposed to all buildings.

In relation to the residential accommodation, the applicant has committed to ensuring the homes meet the Lifetime Home standards, Islington Flexible Homes criteria and Family Mosaic

Design Guide and has indicated 25 units (10%) as wheelchair adaptable. These are indicated on the plans and are spread across the development and include a range of unit types and tenure. Typical floor layouts demonstrating how the each of the 16 Lifetime Homes criteria has been addressed and the layout of the adaptable units have been provided. The applicant should note that Building Regulation requirement M4(3) applies to these units and all units in the scheme are required to meet Building Regulation M4(2). This should be secured by condition.

29 The applicant confirms that 25 car parking spaces would be suitable for wheelchair users, in accordance with the Housing SPG, which is welcomed. Mechanisms will need to be secured in the parking management plan, to enforce and monitor the supply and future demand of the blue badge bays, to ensure that the development is accessible to those disabled people who rely on a car. This should be secured by condition.

## **Sustainability**

### Energy strategy

30 In relation to energy efficiency measures, a range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development, with an estimated reduction of 86 tonnes per annum (12%) in regulated carbon dioxide emissions compared to a 2013 Building Regulations compliant development.

31 Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include low energy lighting and mechanical ventilation with heat recovery.

32 It is noted that the applicant has assumed zero heat loss (i.e. party wall) between the dwellings and the corridors due gains from distribution pipes and lighting. This approach is not supported as heat gains should be minimised as far as possible and should not be relied upon to provide sufficient space conditioning, for instance distribution routes should be designed to reduce the potential for heat gain to corridors and apartments i.e. reduced length of pipe and all pipework and ancillaries highly insulated beyond the industry standard. Further still under the latest SAP conventions a party wall can only be assumed if the space includes fixed heaters. The applicant should therefore review this strategy and update the SAP models accordingly.

33 The demand for cooling will be minimised through shading from balconies and solar control glazing. The applicant has provided a separate thermal comfort report which has used dynamic thermal modelling to assess the overheating risk of two typical dwellings. The analysis used the CIBSE TM52 methodology with the CIBSE TM49 weather files. The results of the analysis suggest that the CIBSE overall criteria will be met for both of the typical dwellings assessed. The applicant should provide evidence to demonstrate that the cooling demand has been reduced for the commercial/retail elements of the development.

34 In terms of district heating, the applicant has carried out an investigation and there are no existing district heating networks within the vicinity of the proposed development. The applicant has identified on the London Heat Map that there is a potential extension to the Euston Road network that would be approximately 600m away from the development site. The applicant has contacted the network operator about the potential for connection, however no response has yet been received. The applicant should continue to engage with the network operator as design progresses.

35 The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

A drawing showing the route of the heat network linking all buildings on the site should be provided.

36 The applicant is proposing to install a site heat network connecting all apartments and non-domestic building uses will be connected to the site heat network.

37 The site heat network will be supplied from a single energy centre located in the basement.

38 The applicant is proposing to install a 70 kW<sub>e</sub>/ 109 kW<sub>th</sub> gas fired CHP unit as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating. The applicant has provided a monthly heating load profile however, from the data in Figure 3: Monthly Load Profiles in the Energy Strategy for the development it can be seen that even running at the full capacity the heat output of the proposed CHP would be significantly short of meeting the baseload. The applicant should therefore review both the CHP size and load profiles.

39 A reduction in regulated CO<sub>2</sub> emissions of 109 tonnes per annum (16%) will be achieved through this second part of the energy hierarchy. The savings for the CHP appear to be high and suggest that the CHP is undersized. As outlined above the applicant should review the CHP sizing and update the carbon savings accordingly.

40 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 80 sq.m. of roof mounted Solar Photovoltaic (PV) panels. The applicant has provided a roof layout.

41 A reduction in regulated CO<sub>2</sub> emissions of 20 tonnes per annum (3%) will be achieved through this third element of the energy hierarchy. The savings for the PV appear optimistic for the size of the array proposed, for instance it is expected that a PV array of this size would provide a reduction of between 5 and 7 tonnes of CO<sub>2</sub> emissions depending on orientation and panel efficiency. The applicant should therefore review the savings from PV and update the carbon emission figures accordingly.

42 In summary, based on the energy assessment submitted, a reduction of 215 tonnes of carbon dioxide per year in regulated emissions is expected compared to a 2013 Building Regulations compliant development, equivalent to an overall saving of 31%. The carbon dioxide savings fall short of the target within Policy 5.2 of the London Plan.

43 The applicant should address the comments made above before compliance with London Plan energy policy can be verified. Should any of the necessary changes reduce the development's carbon emission savings the applicant should investigate the scope for additional measures aimed at achieving further carbon reductions.

44 The developer should also liaise with the Council to ensure that any short fall in carbon dioxide reductions is met off-site.

#### Climate change adaptation

45 The applicant has submitted a sustainability statement, and although Code for Sustainable Homes requirements has now fallen away, the proposals will be designed to achieve compliance with the relevant best practice guidance including Part L 2013 of the Building Regulations and a BREEAM 2014 'Excellent' rating. Brown/biodiverse roofs are proposed and surface landscaping, geo cellular storage beneath the podium, together with rainwater attenuation would reduce surface water runoff by at least a 50% reduction on the discharge



rates of the current site, for the 1 in 100 year storm event. The applicant's commitments should be secured by condition.

## **Transport for London's comments**

### Network impact

46 While TfL is satisfied that the development proposals are unlikely to have a negative impact on the capacity of either public transport or the SRN/TLRN, there are several matters which need to be addressed to ensure London Plan compliance, as further detailed below.

### Road network

47 TfL would expect a Delivery and Service Plan (DSP) and a Construction Logistics Plan (CLP) to be secured by condition to appropriately manage any potential adverse effects on the safe and efficient operation of the local road network.

### Walking and cycling

48 Whilst the level of cycle parking proposed for the A1 and residential elements of the scheme complies with London Plan policy, long stay parking for the B1 uses would need to be increased to 90 spaces to comply with London Plan (2015) standards. An appropriate level of long and short stay cycle parking also needs to be agreed for the D1 (community centre) use on site to accord with London Plan policy. TfL would seek that a higher level of cycle parking is secured should the proposed land use differ from the D1 Community Centre. Cyclist facilities (showers, lockers and changing areas) should be provided for staff of the non-residential uses.

49 There is a proposed north-south cycling and pedestrian connection through the site which will connect Caledonian Road and Brewery Road. Subject to appropriate details TfL is supportive of this connection which would improve permeability.

### Buses

50 TfL requests that £30,000 is secured for the upgrade of bus shelters (4 bay London Landmark model) at Stops H and G which are located along Caledonian Road. The funds should be secured as part of a S106 agreement and should be payable to the London Borough of Islington. TfL suggests that as part of the scheme the applicant also extends Bus Cage H to allow 2 buses at any one time. These works must be completed as part of a S278 agreement.

### Car parking

51 The proposed development is car free (except for 26 disabled spaces) which is supported by TfL. The parking provision for disabled people (for wheelchair accessible housing and lifetime homes flats) and its appropriate management should be secured by condition. Electric vehicle charging points (EVCPs) should also be secured by condition and be in accordance with London Plan (2015) standards. Residents should be exempt from applying for parking permits (except for blue badge holders).

### Travel planning

52 The travel plan should be secured through the 106 agreement. It should contain ambitious targets particularly relating to the uptake of cycling and should be secured, enforced, monitored and reviewed as part of the S106 agreement.

## Community Infrastructure Levy (CIL)

53 In accordance with London Plan policy 8.3 the Mayor commenced CIL charging for developments on 1st April 2012. Within Islington the charge is £50 per square metre.

## **Local planning authority's position**

54 Islington Council is understood to be generally supportive of the scheme following a series of pre-application discussions and is intending to report the application to Committee in December 2015.

## **Legal considerations**

55 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

## **Financial considerations**

56 There are no financial considerations at this stage.

## **Conclusion**

57 London Plan policies on industrial uses, housing, design, access, climate change and transport are relevant to this application. The application broadly complies with the London Plan however further information and/or confirmation, as detailed below is required to comply fully:

- **Land use principles:** The principle of a mixed use development with commercial and community uses at ground floor and residential above is acceptable in strategic planning terms.
- **Housing:** The provision of 40% affordable housing is acceptable in principle, subject to independent assessment of the applicant's viability appraisal to demonstrate that this is the maximum reasonable amount. The tenure type and tenure split requires further discussion. Confirmation that the housing mix meets local needs should be provided. The principle of a high density development is acceptable. The residential quality and play space provision is in accordance with the Mayor's guidance.
- **Design:** The design of the scheme has appropriate heights, massing and materials. Further detail of the boundary treatment adjoining Market Road Gardens should be provided.
- **Inclusive design:** The inclusive design provisions are welcomed. The 100% Lifetime Homes and 10% wheelchair flats should be secured by condition.
- **Climate change:** Further information is required concerning the energy strategy for the site. The carbon dioxide savings (31%) fall short of the target within Policy 5.2 of the London Plan and the applicant should consider the scope for additional measures aimed at

achieving further carbon reductions. The approach to surface water drainage is acceptable, and appropriate sustainability measures should be secured by way of condition.

**Transport:** The application is generally acceptable in principle and in accordance with the transport policies of the London Plan subject to appropriate conditions and S106 obligations which should be secured in relation to cycle parking and facilities, parking permits, deliveries and servicing, car park management, construction logistics, public transport and a travel plan. Mayoral and local CIL payments will also need to be secured.

58 On balance, the application does not yet comply with the London Plan, for the reasons set out above; however the possible remedies set out above could address these deficiencies.

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