

Jones Lang LaSalle Limited

Planning Statement Addendum

Citroen Site, Brentford, TW8 0EX

On behalf of L&Q

May 2018

Planning Statement Addendum

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1. Introduction

- 1.1 This Planning Statement Addendum has been prepared by the Jones Lang LaSalle ('JLL') Planning, Development and Heritage Team on behalf of London & Quadrant Housing Trust 'L&Q' ('the applicant').
- 1.2 The Planning Statement Addendum has been written in support of a number of amendments made to planning application 01508/A/P6 (GLA reference GLA/4279/02/NR) for the mixed use redevelopment of the Citroen Site, Brentford, TW8 0EX (hereinafter referred to as 'the site') which is being submitted to the Greater London Authority (GLA).
- 1.3 This report forms an Addendum to and should be read in conjunction with the Planning Statement by JLL (dated November 2017).

Background

- 1.4 A planning application for full planning permission for the mixed use redevelopment of the Citroen Site was submitted to the London Borough of Hounslow and GLA in November 2017 for 427 residential units, flexible use units and a nursery. The description of development was for:

Redevelopment of the site to provide a mixed use scheme of 427 residential units (Class C3) including 40% affordable housing with ancillary facilities, flexible uses (within Classes A1, A2, A3 and B1) and a nursery (Class D1). Comprising buildings of 12, 13, 15, 16 and 18 storeys in height, with associated cycle and car parking, playspace, landscaping and public realm improvements.

- 1.5 The London Borough of Hounslow resolved to refuse permission for this application on 16th February 2018.
- 1.6 On 26th February 2018, having considered a report on the case, the Mayor of London notified Hounslow that he would act as the Local Planning Authority for the purposes of determining the planning application under article 7 of the Mayor of London Order and the powers conferred by Section 2A of the 1990 Town and Country Planning Act, setting out that:

"Having now considered a report on this case, reference GLA/4279/02, I hereby direct (under the powers conferred by Section 2A of the 1990 Act) that I will act as the local planning authority for the purposes of determining the above planning application.

My reasons are as follows:

- (i) The proposed development would have a significant impact on the implementation of the London Plan and draft London Plan – as set out within the above mentioned report; and*
- (ii) There are sound planning reasons for my intervention – as set out within the above mentioned report."*

- 1.7 Further to this decision and as a result of discussions with the Greater London Authority (GLA) the Applicant proposes to make scheme amendments to the proposed development prior to the determination of the planning application by the Mayor of London.
- 1.8 This application seeks full planning permission for the following amended description of development:

Redevelopment of the site to provide a mixed use scheme of 441 residential units (Class C3) including 50% affordable housing with ancillary facilities, flexible uses (within Classes A1, A2, A3 and B1) and a nursery (Class D1). Comprising buildings of 12, 13, 16, 17 and 18 storeys in height, with associated cycle parking, car parking, playspace, landscaping and public realm improvements.

Additional Information Submitted

- 1.9 Following discussions with the GLA the following information has been submitted to the GLA and London Borough of Hounslow to address the proposed amendments to the application:

Document	Consultant
Planning Statement Addendum	JLL
Updated Community Infrastructure Levy (CIL) Additional Information Form	JLL
Affordable Housing Statement Addendum	JLL
Design and Access Statement Addendum (including Schedule of Accommodation and Unit Schedule)	Hawkins\Brown
Proposed Planning Drawings	Hawkins\Brown

- 1.10 An Environmental Statement Addendum has been prepared and the following chapters have been updated:

Chapter/Section of ES Addendum	Consultant
Introduction	JLL
Requirement for Environmental Assessment	JLL
Amendments to the Description of Development	JLL
ES Volume II: Heritage, Townscape and Visual Impact Assessment	JLL (Heritage)
ES Chapter 8: Sunlight, Daylight and Overshadowing	Point2
ES Chapter 9: Transport	PBA
ES Chapter 10: Microclimate-Air Quality	REC
ES Chapter 11: Microclimate - Wind	RWDI
ES Chapter 12: Ground Conditions, Hydrogeology and Contamination	CGL
ES Chapter 13: Flood Risk	PBA
ES Chapter 14: Noise and Vibration	Acoustic Logic
ES Chapter 15: Socio-Economic Effects	JLL
Conclusion	JLL
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2. Planning Policy Update since November 2017

- 2.1 The planning application for the Citroen Site was submitted in November 2017. The adopted development plan remains in force. The section below provides an overview of additional draft planning policies that have been released for consultation since submission. The changes below are emerging policies and policy documents which are material considerations in the determination of the planning application.

Planning Policy

Draft National Planning Policy Framework (NPPF, 2018)

- 2.2 The draft revised NPPF (NPPF, 2018) was released for consultation on 5th March 2018, ending 10th May 2018.
- 2.3 The “*presumption in favour of sustainable development*” remains a key element of the NPPF.
- 2.4 The proposed deletion of current paragraph 19 and alternate wording changes proposed continue to support the mixed use nature of the scheme. The NPPF draft states that “*Planning Policies and decisions should help create the conditions in which businesses can invest, expand and adapt.*”
- 2.5 Paragraph 65 of the draft NPPF states that at least 10% of homes should be available for low cost home ownership. This definition includes shared ownership.
- 2.6 Section 11 considers how the planning system should make the most effective use of land. Substantial weight should be given for using suitable brownfield land within settlements and support the use of under-utilised land – especially if this would help to meet identified needs for housing and where land supply is constrained and available sites could be used more effectively (paragraph 118).
- 2.7 The draft NPPF also considers the issue of achieving appropriate densities (paragraph 122). Reference is made to promoting regeneration and change. Furthermore, paragraph 123 states that:
- “Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site.”*
- 2.8 The draft document continues to emphasise the importance of good design. “*Great Weight*” should be given to outstanding or innovative designs that “*help raise the standard of design more generally in an area*”. (paragraph 130).
- 2.9 The draft NPPF continues to place great weight on the significance of heritage assets, and the use of “*substantial*” and “*less than substantial*” tests established in the courts (paragraph 189). Where a development leads to less than substantial harm, the harm should be weighed against the public benefits of the proposal (paragraph 192).

Draft New London Plan (2017)

2.10 The Draft New London Plan sets out the proposed development strategy for London from 2019 to 2041. It was consulted on from 29th November 2017 until 2nd March 2018. The document is a material consideration when determining planning applications in London.

2.11 The policies which are of particular relevance to the Citroen Site Application include:

Increased Housing Target for Hounslow

2.12 Table 4.4 which accompanies draft Policy H1 (Increasing Housing Supply) increases the annual housing target in London from 42,389 in the current London Plan to 64,935 new homes. Turning specifically to Hounslow, the Draft New London Plan seeks to increase the annual housing target from 1,264 to 2,182 new homes.

Great West Corridor Opportunity Area

2.13 Figure 2.10 identifies a new Great West Corridor Opportunity Area which is identified as having the capacity to provide 7,500 new homes and 14,000 new jobs. The Application Site falls within the Opportunity Area.

2.14 Draft Policy GG2 states that to create high density, mixed use place that make the best of land, development must prioritise the development of Opportunities and brownfield land.

Optimising Density

2.15 The Draft New London Plan proposes to remove the density matrix in the current London Plan. It states that proposals should be developed at the 'optimum density', which would be calculated using a design-led approach to determine the capacity of the site, taking into account factors including context and public transport accessibility.

Surrounding Planning Context

2.16 At the time of the Citroen Site Application being submitted, an application for the adjacent site 1-4 Capital Interchange Way was pending consideration. This was for the demolition of existing warehouse/storage buildings and advertisement stanchion, and redevelopment to provide a bus depot (sui generis), up to 550 residential units (Use Class C3), offices (Use Class B1), cafe (Use Class A3) and pod buildings, including a two-storey podium building and three 18, 19 and 20 storey buildings above (application reference 01508/1-4/P6).

2.17 On 15th December 2017 LB Hounslow refused the planning application under delegated powers. The reasons for refusal are summarised below:

- The proposed buildings, by virtue of their location, scale, and design, would cause serious harm to the significance of a range of designated heritage assets including listed buildings and conservation areas, as they would appear as overly tall and bulky elements that are discordant additions to the

existing high quality townscapes, adversely affecting their setting. It has not been clearly and convincingly demonstrated that there are public benefits that would outweigh the harm caused.

- The proposed buildings, by virtue of their location, scale, and design, would cause serious harm to the quality of accommodation of nearby residential buildings of the implemented Lionel Road scheme, owing to excessive loss of daylight and sunlight to windows of that development.
- The absence of a completed legal agreement to secure necessary planning obligations to secure necessary planning obligations in respect of securing: the depot as public transport infrastructure, securing construction impact controls, provision of training and employment opportunities, a comprehensive travel plan and restriction on resident parking permits, and contributions towards the Borough's carbon offset fund, highways and pedestrian improvements, would fail to be acceptable in planning terms as it would not mitigate fully its impacts on the local area through environmental effects, managing parking and limiting the use of private cars and contributing to use of more sustainable modes of transport, enhancing the public realm, and providing training opportunities for local people.
- The proposed development, in the absence of a completed legal agreement to secure necessary planning obligations in respect of affordable housing including a viability review mechanism, would fail to be acceptable in planning terms as the opportunity to deliver the maximum reasonable amount of affordable housing and create mixed and balanced communities would not have been taken.

2.18 The officers report considered that whilst there was “*serious harm*” to the significance of a range of designated heritage assets, such harm was “*less than substantial*”. However, insufficient public benefits existed to outweigh this harm. This view was shared by the Greater London Authority (GLA) in its stage 2 officers report. A decision notice refusing the application was therefore issued.

3. Proposed Scheme Amendments

3.1 As mentioned at Section 1.1 above, the Mayor has directed that he will act as the local planning authority for the purposes of determining the application for the Citroen Site, on the basis that:

- i) The proposed development would have a significant impact on the implementation of the London Plan and draft London Plan.*
- (ii) There are sound planning reasons for the intervention.*

3.2 Notwithstanding this, in section 37 of the Stage II report a number of planning issues identified at the consultation stage (Paragraph 55 of the Stage I report) were set out in relation to:

- Affordable housing
- Urban design
- Heritage
- Climate change
- Air quality
- Transport

3.3 The Applicant proposes to make scheme amendments to the application prior to the determination of the planning application by the Mayor of London in response to each of the above elements.

3.4 This section provides a summary of the amendments being proposed and how they relate to the policies in the London Plan and Draft New London Plan.

Increase in Affordable Housing

3.5 The original planning application was for 427 residential units, including 40% affordable housing, measured on a habitable room basis.

3.6 The submitted application was validated without a viability assessment. The scheme exceeded the 35% affordable housing threshold, and delivered 40% affordable housing by habitable room. Nonetheless, following the stage 1 response and correspondence with Hounslow, a viability assessment was subsequently submitted to demonstrate that the proposal provided the maximum reasonable amount of affordable housing possible. The Viability Assessment was not subject to an independent review by the LB Hounslow.

3.7 The absence of a legal agreement to secure planning obligations in respect of affordable housing and a review mechanism was subsequently cited as LB Hounslow's third reason for refusal:

“3. The proposed development, in the absence of a completed legal agreement to secure necessary planning obligations in respect of affordable housing provision and a viability review mechanism, would fail to be acceptable in planning terms as the opportunity to deliver the maximum reasonable amount of affordable housing and create mixed and balanced communities would not have been taken. This would be contrary to: policies 3.8 (Housing choice), 3.9 (Mixed and balanced communities) and 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes) of the London Plan; The Mayor of London’s Housing Supplementary Planning Guidance (2016) and Affordable Housing and Viability Supplementary Planning Guidance (2017); policy SC2 (Maximising the provision of affordable housing) of the London Borough of Hounslow Local Plan; and the aims and objectives of the National Planning Policy Framework.”

- 3.8 Paragraph 40 of the Stage II response stated that GLA will ensure the application delivers the maximum level of affordable housing and that the viability will be robustly reviewed as appropriate.
- 3.9 The applicant has explored various options of further increasing the percentage of on-site affordable housing. In direct response to the comments received the proposed level of affordable housing has been increased to 50% on a habitable room basis by:
- Increasing the number of proposed residential units to 441 (uplift of 14 units) by increasing the height of Core 3 from 15 to 17 storeys (increase of 2 storeys).
 - Increasing the number of intermediate units in Core 3 from 94 units to 108 units (uplift of 14 intermediate units).
 - Changing the 5 houses in Core 5 from intermediate tenure to affordable rented tenure. Increasing these units in size from 2 bedroom houses (2 bed, 4 person) to 3 bedroom family-sized houses (3 bed, 5 person).
 - Increasing the number of intermediate units in Core 5 from 12 to 44 units (increase of 32 units), and a resultant decrease in the number of private units from 81 units to 54 units (decrease of 27 units).
- 3.10 Set out below as Table 1 is an updated breakdown of the proposal measured in both homes and habitable rooms.

Tenure	Homes	Change in Number of Homes	Habitable Rooms
Private	223	-36 (-13.9%)	572
Affordable			
Intermediate	152	+45 (+42.1%)	373
London Affordable Rent	66	+ 5 (+8.2%)	201
TOTAL	441	+ 14 (3.3%)	1,146

Table 1: Updated Schedule of Accommodation (Private and Affordable)

3.11 The latest schedule of accommodation on a tenure basis is set out below as Table 2:

Tenure	Studio	1 bed	2bed	3 bed	Total
Market	14	80	118	11	223
Affordable Housing					
Intermediate	0	83	69	0	152
London Affordable Rent	0	13	37	16	66
TOTAL	14	176	224	27	441

Table 2: Updated Schedule of Accommodation (Tenure)

3.12 An Affordable Housing Statement Addendum has been prepared by JLL.

3.13 The design now delivers 50% affordable housing on a habitable room basis. On a unit basis, the scheme delivers 49% affordable housing. The scheme has been designed to be tenure blind and all units will meet or exceed both Nationally Described Space Standards and London Plan Standards.

3.14 An updated financial viability assessment has been produced by JLL based on the updated proposals for 50% affordable housing and has been submitted for scrutiny by the GLA. This demonstrates that the maximum reasonable amount of affordable housing is being provided.

3.15 On this basis the proposal provides 50% affordable housing and it has been demonstrated that this is the maximum reasonable amount of affordable housing that can be delivered. The development therefore accords with London Plan and Draft London Plan policies as well as the Mayor's Affordable Housing and Viability SPG and Hounslow Policy SC2.

Urban Design

3.16 LB Hounslow's first reason for refusal referred to the scale and design of the scheme, and its contribution to the quality of the built environment. Notwithstanding this, in their Stage II report the GLA confirmed that the "*overall layout and massing is supported*". The design rationale and justification set out in the submitted Design & Access Statement and Planning Statement continues to apply. Nonetheless, the scheme has been finessed in the following areas:

North-Eastern Elevation

3.17 At paragraph 41 the GLA commented that the level of active frontage on the north-eastern elevation could be improved. In response, the resident's gym has been relocated to the eastern part of the site, to the previous location of the CHP. This has been designed to further activate this part of the site and help respond to the new route between Capital Interchange Way and the adjacent Fountain Leisure Centre site.

3.18 This has resulted in the size of the resident's gym altering in size from 183 sqm to 147 sqm (GIA).

Daylight and Sunlight

- 3.19 The Stage II response states that the quality of the design, including the impact on daylight and sunlight will be fully assessed. LB Hounslow's second reason for refusal refers to the poor levels of daylight to a number of habitable rooms.
- 3.20 Alterations to the windows are proposed to increase the levels of daylight to the new residential units, including:
- The solid painted glass panels have been removed from all living, kitchen, dining rooms on the long flank elevations, and replaced with clear glazed panels.
 - The windows to the stepped gabled ends have been increased in width, with the top part of the window divided into two top hung openable panes. It is also proposed that a number of windows be flipped horizontally.
 - Narrow, translucent windows have been added on the north facing return wall on Core 1 and the south-east facing return wall on Core 4.
- 3.21 Further details are set out in Section 2.13 of the Design and Access Statement Addendum by Hawkins Brown.
- 3.22 Point 2 Surveyors have assessed the daylight and sunlight levels for the amended scheme (please see letter dated 9 April 2018). The assessment takes into account the increase in height of Core 3 by two storeys, removing the refused application at 1-4 Capital Interchange Way from the analysis, and alterations to the proposed internal layouts. It is confirmed that these alterations significantly improve the internal daylight and sunlight amenity within the proposed habitable rooms when compared to the original scheme (which formed the basis of the Daylight, Sunlight Overshadowing and Internal Daylight and Sunlight Report produced by Point 2 Surveyors in October 2017).

Housing Quality

- 3.23 The proposed flats and houses will meet or exceed the internal space standards contained in the London Plan and Draft London Plan.

The Impact on Local Townscape and Heritage Assets

- 3.24 A Heritage, Townscape and Visual Impact Assessment (HTVIA) Addendum has been prepared by JLL Heritage and assesses the impact of the updated scheme on local townscape and heritage assets.

Heritage

- 3.25 The LB Hounslow's first reason for refusal cited the proposed buildings causing serious harm to the significance of a range of designated heritage assets and that it has not been clearly demonstrated that there are public benefits that would outweigh the harm caused.

- 3.26 The reference to “serious” harm does not follow the legal convention of testing harm (substantial or less than substantial harm). However, it is clear from the officers report that the impacts of the proposal would lead to less than substantial harm in the view of the Council (Paragraph 7.102). Similarly, The GLA Stage I report also concluded that there would be less than substantial harm to the significance of the heritage assets. Furthermore, it was considered that this adverse impact would be outweighed by the public benefits of the scheme, including the provision of affordable housing, employment floorspace and new public realm.
- 3.27 A Heritage, Townscape and Visual Impact Assessment (HTVIA) formed part of the planning application submission. This concluded that “*the application proposals will preserve the significance of the surrounding heritage assets which includes listed buildings, conservation areas, Registered Parks and Gardens of Historic Interest, World Heritage Sit and locally listed buildings*”. An HTVIA Addendum (dated May 2018) has been prepared by JLL Heritage and states that the assessment of effects would remain unchanged from the original HTVIA.
- 3.28 The addendum has considered the impact of two additional storeys to the middle block, and has concluded that the changes to the building are de minimis and there will be no perceptible change to views from heritage assets, nor will there be any change in the effects of the Proposed Development on the conclusions reached as part of the submitted HTVIA. On this basis the proposed development is therefore in accordance with the statutory duties as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF, Draft NPPF and relevant regional and local policy and guidance including the London Plan and Draft London Plan and the London Borough of Hounslow Local Plan.

Climate Change

Overheating

- 3.29 The Mayor has requested that further design measures to reduce overheating be investigated. The Dwelling Overheating Risk Assessment Update (May 2018) by Silcock Dawson confirms that a number of measures have been incorporated into the design which have improved the overheating results in the proposed units.

On-site Heat Network and Energy Centre

- 3.30 Silcock Dawson have reviewed the Energy strategy. Their report concludes that there are no heat networks in the vicinity of the site, and this position has not changed. At 441 dwellings the site is large enough to support a CHP, generating approximately 64% of the residential heating and hot water energy requirements. An appropriate facility is therefore incorporated into the design at the previous location of the gym.

Drainage

- 3.31 Paragraph 45 of the Stage II response refers to the Council citing concerns over the drainage strategy in the fifth reason for refusal. In response PBA have prepared a Technical Note (to be read in conjunction with the Flood Risk Assessment and Surface Water Management Strategy dated October 2017) which further

demonstrates how the proposals accord with London Plan Policy 5.3 and 5.13, Draft London Plan Policy SI13 and Policy EQ2 of the Hounslow Local Plan.

Air Quality

- 3.32 In response to Paragraph 46 of the Stage II response, the applicant agrees to a condition being imposed for a scheme for infiltration within the mechanical ventilation system and an enhanced air tightness scheme to be submitted and approved.
- 3.33 An updated Air Quality Assessment has been produced by REC. This concludes that the site is considered suitable for the proposed end use subject to the inclusion of relevant mitigation measures, and complies with the London Plan, the London Borough of Hounslow Local Plan and relevant legislation.

Transport

Planning Conditions and Obligations

- 3.34 Paragraph 47 of the Stage II response states that conditions or obligations were required to be imposed on any grant of planning permission to secure a logistics plan, delivery and servicing plan and a travel plan.
- 3.35 In this regard the Delivery and Servicing Plan and Travel Plan (produced by PBA) have been updated to reflect the amended proposals and supersede the previous versions dated October 2017.

Gunnelsbury Station

- 3.36 The Council's fourth reason for refusal related to the absence of a completed legal agreement to secure necessary planning obligations, including a financial contribution towards improvements to Gunnelsbury Station. In due course receipts from the Community Infrastructure Levy (CIL) could be utilised when further details of any plans to improve the Station are known.
- 3.37 To assist TfL investigations, Table 3.6 of PBA's Transport Statement Addendum (May 2018) provides an assessment of the demand at Gunnelsbury Station resulting from the proposed development.

Cycle Parking and Electric Vehicle Charging Points

- 3.38 The proposed level of cycle parking has been increased to 881 spaces, comprising 816 long stay spaces and 65 short stay spaces, not only meeting but exceeding the requirements in the London Plan and Draft London Plan.
- 3.39 In accordance with the Draft New London Plan, 20 percent of the car parking spaces will have 'active' electric charging points, and the remaining 80 percent will have 'passive' provision for future electric charging points.
- 3.40 Please refer to the Transport Statement Addendum by PBA for further details.

4. Other Amendments to the Proposals

- 4.1 Section 3 above outlines the amendments proposed in response to the comments received from the GLA. A number of further alterations have also been made, to reflect the uplift in unit numbers and are described below.

Other Amendments

Landscaping

- 4.2 Minor alterations to the proposed landscaping are proposed to take into account the relocation of the CHP, an increase in external cycle parking spaces, and the townhouses being increased to 3 bedroom units.
- 4.3 Please refer to Section 4 of the Design and Access Statement Addendum for further information.

Play Space

- 4.4 The proposed play space strategy has been updated to reflect the increase in units and changes to the tenure mix. Overall an additional 52 sqm of play space is proposed, by increasing the amount of space allocated to play at the podium level and increasing the quantum of play space in the public square.
- 4.5 Overall 969 sqm of playspace is proposed. This exceeds the GLA's requirement for playspace based on child yield (960 sqm).

Car Parking

- 4.6 The proposed number of car parking spaces have been reduced from 66 to 63 car parking spaces. This has provided space for an additional communal cycle store to be installed, in light of the Mayor's Stage II report which sought an increase in cycle parking numbers.
- 4.7 The level of parking proposed complies with the maximum standards in the London Plan and Draft London Plan. It also reflects Draft London Plan Policy T6 which states that developments should be designed to provide the minimum necessary parking ('car lite').

Wheelchair Units

- 4.8 The number of wheelchair units has been increased to reflect the uplift in units. Each of the two additional storeys in Core 3 contains a 2 bed, 3 person unit which complies with Building Regulations Part M4 (3).
- 4.9 Overall 45 units are designed to comply with M4 (3) 'wheelchair users dwellings', equating to 10% in line with London Plan and Draft London Plan policy. The remaining units are designed to comply with Part M4 (2) 'accessible and adaptable buildings'.

Waste

- 4.10 The size of the refuse store in Core 3 has been increased in size to accommodate the increase in unit numbers. A Waste Management Strategy Update report (May 2018) has been produced by WSP and supersedes the original report from October 2017.

5. Summary and Conclusions

- 6.1 The proposed design has been subject to a number of amendments since being called in by the Mayor of London. These changes are considered to have a positive effect and deliver further additional benefits. Amongst the changes are an increase in homes from 417 to 441, and an increase proportion of affordable housing from 40% to 50%. This is principally achieved through a change to the middle block of the development, where an increase of two storeys is proposed. The change does not increase the maximum height of the submitted proposal. In addition to these changes, commensurate increases in play space and bicycle provision are also provided as part of the amendments. The design has also been finessed to provide additional active frontages and further increase daylight and sunlight into properties. Clarifying information has also been provided in regards of air quality, sustainable urban drainage systems (SUDS), and Transport and Energy.

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