Meridian Square, Angel Lane
(Stratford City Zone 1), E15

in the London Borough of Newham, (London Legacy Development Corporation)

planning application no. 16/00524/FUL

Strategic planning application stage 1 referral (new powers)

The proposal
Application for full planning permission to provide an eighteen storey building comprising 22,726 sq.m. (GEA) of office (use class B1a), 369 sq.m. (GEA) of retail floorspace (use classes A1-A5), and a fourteen storey building comprising a 192 bedroom youth hostel facility (sui generis use), together with landscaping, public realm and associated works.

The applicant
The joint applicants are Westfield and the YHA. The architect is Suttonca.

Strategic issues summary
Land use - The site is located with in Stratford Metropolitan Town Centre and is highly accessible by public transport. The proposed land uses are therefore strongly supported (paragraph 18).

Convergence - The applicant has addressed the need for development proposals of this scale to help achieve Legacy convergence objectives and is proposing measures to provide training opportunities for local people (paragraphs 19-22).

Urban design - The design approach, scale and massing of the scheme is supported (paragraphs 23-26).

Inclusive design – The approach to inclusive design is generally supported however further details of the delivery and accessibility of the proposed public realm is requested (paragraphs 27-29).

Sustainable development – The submitted environmental documentation is welcomed and satisfactory from a strategic planning perspective (paragraph 30), though further details are required to demonstrate full compliance with London Plan energy requirements (paragraphs 31-36).
Transport - A number of strategic and detailed transport matters issues still need to addressed, in particular the design of an emergency escape route and provision for a possible future entrance to Stratford Station, and the relocation of coach and taxi facilities (paragraphs 37–46).

Recommendation
That the London Legacy Development Corporation be advised that the application does not comply with the London Plan, for the reasons set out in paragraph 52 of this report; but that the possible remedies set out in the paragraph could address these deficiencies. The application does not need to be referred back to the Mayor if the Corporation resolves to refuse permission, but it must be referred back if the Corporation resolves to grant permission.

Context
1 On the 23 November 2016 the Mayor of London received documents from the London Legacy Development Corporation 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 the 3 January 2016 to provide the Corporation with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking those views. The Mayor may also provide other comments. This report sets out information for the Mayor’s use in deciding what decision to make. This report sets out information for the Mayor’s use in deciding what decision to make.

2 The application is referable under Category C (Development which comprises or includes the erection of a building more than 30 metres high outside the City of London), of the Schedule to the Order 2008.

3 Once the London Legacy Development Corporation 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 or allow the Corporation to determine it itself, unless otherwise advised. In this instance if the Corporation resolves to refuse permission it need not refer the application back to the Mayor.

4 The Mayor of London’s statement on this case will be made available on the GLA website www.london.gov.uk.

Site description
5 The application site falls within Zone 1 of the wider (73h) Stratford City Masterplan which was granted outline planning consent in February 2005. This zone comprises the Masterplan’s main retail component together with office, leisure, hotel and residential uses. The site extends from Meridian Square to Angel Lane, is approximately 1 hectare in size, and is bounded by railway lines to the north west and Great Eastern Road to its south east, with the most south western end of the site adjacent to the new Meridian Square steps. The Town Centre Link Bridge is located along the south western boundary of the site which provides access into the Westfield shopping centre.

6 The site is largely cleared and mainly owned by Westfield, with Network Rail currently owning the remainder of the site, the disposal of which would be subject to conditions from the Office of Rail and Road (ORR) to maintain an existing emergency escape route from Stratford Regional Station. There is also a taxi rank and an informal kiss and ride area within the site boundary.
The Great Eastern Road section of the Stratford Gyratory is part of the Strategic Road Network (SRN) and the nearest section of the Transport for London Road Network (TLRN) is the Blackwall Tunnel Northern Approach Road, located about 1.5km away. The nearest cycle hire docking station is 400m away.

Stratford Regional Station and Stratford Bus Station are about 100m from the site and there are further bus stops on Great Eastern Road close to the site which records the highest possible public transport accessibility level (PTAL) of 6b, on a scale of 1-6 arising from a combination of London Underground, Docklands Light Railway, London Overground, National Rail and bus services. Crossrail (Elizabeth Line) services will operate from the station from 2018 and coach services stop at Stratford Bus Station as well as at a coach stop on Great Eastern Road immediately south of the site.

The immediate wider area contains three other Zone 1 plots - a 33 storey, 181 unit Telford Homes development which is now under construction, a Unite student accommodation scheme which is now completed and occupied, and the eight storey Moxy Hotel – which is currently under construction and will provide 279 bedrooms with ancillary ground floor hotel facilities.

Details of the proposal

The application seeks full planning permission for two new buildings:

- An eighteen storey office building comprising circa 23,000 sq.m. (GEA) of floorspace including Class B1a office use and café/retail units at upper ground floor and first floor level to the east of Meridian Square; and
- A fourteen storey, 192 bedroom (846 bed) YHA hostel comprising circa 9,000 sq.m. (GEA) of hostel floorspace (sui generis), with ancillary restaurant/bar use at ground and mezzanine level.

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<th>Phasing</th>
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Strategic planning history

As set out above, outline planning permission for Stratford City was granted in February 2005, by the London Borough of Newham (LBN ref: P/03/0607, GLA ref: PDU/2296) which approved the comprehensive mixed use development of the former Stratford Railway Lands and established a series of parameters for matters such as land profile, building heights and access arrangements.
This permission however did not grant any specific permission for the current application site as it was acknowledged that the (subsequent) realignment of Angel Lane and the construction of the new bridge from Meridian Square into the Westfield Shopping Centre would define the extent of the plot that would be available for development. It did however approve an indicative floorspace of 39,853 sq.m. (GEA) for the Angel Lane land as a whole, comprising 10,000 sq.m. of commercial floorspace, 7,463 sq.m. of hotel accommodation and 22,390 sq.m. of (Class C3) residential floorspace.

A parameter height of +40m for the site was also established under the original Stratford City outline planning permission and an indicative masterplan identifying potential layouts and massing arrangements on the current application site was prepared as part of the Unite application (LLDC ref: 12/00221/FUM, GLA Ref: D&P/2607a) to illustrate how the different elements might be brought forward in a coherent manner.

The applicant subsequently met with GLA and TfL officers in September 2016 to discuss the current proposals and was advised that:

- The proposed office and hostel uses were supported given the site’s town centre location and very good public transport accessibility. It was though suggested that ways to distinguish between the proposed “sui-generis” hostel use, hotel accommodation and “shared living” concepts be investigated.
- Support for the YHA’s intention that 3% of the proposed bedspaces would be designed to meet the needs of disabled guests (potentiality rising to 12%) was offered, but it was suggested that the means and timing for such an increase be set out within the planning application.
- The maximisation of ground floor active uses was also supported but it was suggested that the applicant distinguish between those elements of the public realm it would deliver and those that would be delivered by others. The importance of consistency with the emerging public realm proposals for the Stratford Gyratory was also emphasised.
- It was acknowledged that the adjoining Telford Homes scheme had been designed to accommodate a building of this scale on this site, but officers nevertheless advised that it would still be necessary to demonstrate that the proposals would not unacceptably impact on the light and amenity of future residents of the tower.
- The need for an energy strategy that accorded with the London Plan’s energy hierarchy was stressed, as was the need for the scheme to incorporate climate change adaptation measures including ways to manage the urban heat island, overheating, solar gain, flood risk, minimising water usage, and protecting and enhancing green infrastructure and biodiversity. Full details of recycling measures that met Newham’s various recycling streams was also suggested.
- TfL advised that a Transport Assessment should be prepared which included trip generation impacts on all transport modes and which took account of developments approved since 2010, background network growth and planned works to the Stratford Gyratory and that the mechanism and means to relocate the existing taxi rank and coach stop should also be clarified.
Finally, the applicant confirmed that it intended to undertake consultation in accordance with Office of Rail and Road (ORR) requirements in respect of the emergency escape route that runs through the site “prior to determination of the application”. The TfL officer at the meeting advised that this process might identify and necessitate changes to the scheme which in turn could lead to delays, as this would need to be addressed with all relevant statutory stakeholders including London Underground. The applicant in turn confirmed it was aware of this possibility, but believed any such changes would be relatively modest and achievable.

**Strategic planning issues and relevant policies and guidance**

15 The relevant issues and corresponding policies are as follows:

- **Opportunity Area**
  - London Plan;
- **Land use principles**
  - London Plan;
- **Town Centres**
  - London Plan; Town Centres SPG;
- **Tourism**
  - London Plan;
- **Urban design**
  - London Plan; Shaping Neighbourhoods: Character and Context SPG; London Plan; London View management framework SPG
- **Inclusive access**
  - London Plan; Mayor’s Accessible London SPG;
- **Sustainable development**
  - London Plan; Sustainable Design and Construction SPG; Mayor’s Climate Change Adaptation Strategy; Mayor’s Climate Change and Energy Strategy; Mayor’s Water Strategy;
- **Transport and parking**
  - London Plan; the Mayor’s Transport Strategy;
- **Crossrail**
  - London Plan; Mayoral Community Infrastructure Levy.

16 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 London Legacy Corporation’s Local Plan (2015) and the 2016 London Plan (Consolidated with Alterations since 2011).

17 The following are also relevant material considerations:

- Olympic Legacy Supplementary Planning Guidance (OLSPG) (2012);

**Land use**

18 The proposed office, youth hostel and retail uses will help sustain and develop Stratford Town Centre’s Metropolitan status and vitality, and fully accord with relevant London Plan policies which seek to locate such uses within accessible town centres. The scheme’s internal layout has been specifically designed to meet the YHA’s needs, and furthermore planning permission would be required to convert it into a different use, or for example to a hotel (Use Class C1) or student accommodation (C2). Officers are therefore satisfied that sufficient means exist to control and assess any future proposal to change its use.

**The 2012 Games and their Legacy**

19 Policy 2.4 of the London Plan commits the Mayor’s to use the 2012 Games to deliver fundamental economic, social and environmental change within east London and to close the deprivation gap between the Olympic Host Boroughs and the rest of London. This is known as convergence.
20 The application site is within the area covered by the Mayor’s OLSPG, which provides advice on how he wishes his strategic planning priorities to be applied to the area it covers. Specifically, the application site is within the OLSPG’s Stratford sub-area that envisages Stratford becoming a thriving metropolitan centre with strong connections between the existing town centre and its surrounding areas, and notes that it already includes several significant educational institutions such as University College London, Birkbeck College, the University of East London and the Building Crafts College.

21 The OLSPG’s Core development principle addresses convergence and states that planning applications in the OLSPG area should demonstrate how they will help close the deprivation gap between the Olympic host boroughs and the rest of London and that one way this can be done is for planning applications in the OLSPG area that propose more than 1,000 sq.m. of new floorspace or uses to include a statement setting out how they will help achieve convergence outcomes.

22 The applicant has produced such a statement and has offered to provide local employment initiatives during construction and operational phases. This is welcomed and should be confirmed and robustly secured within any planning permission and S106 agreement.

**Urban design**

23 The scheme proposes two broadly rectangular buildings. One, an eighteen storey office building immediately adjoining Meridian Square and the stairs and escalator that connects the square with the bridge into the Westfield Stratford Shopping Centre, and secondly, a fourteen storey hostel fronting Angel Lane as illustrated on the following images taken from the submitted Design and Access Statement. The site does not fall within a Strategic View and would not be visible within the protected view of St Paul’s Cathedral from King Henry VIII’s Mound in Richmond.
Buildings of the scale proposed are considered appropriate for this location and the applicant has successfully introduced and maximised active frontages on both Angel Lane and Meridian Square. It has also created two architecturally distinct buildings that are in keeping with the contemporary urban scale and form that has come forward within Stratford over recent years; and as requested, consideration has been given to potential impacts on the adjoining (Telford Homes) residential development as well as the experience of pedestrians passing along Angel Lane.

The proposed architectural approach is supported and should result in a high quality development. The quality of materials and detailing will however be essential to achieving this and the LLDC should ensure that detailing and the use high quality materials are secured by condition.

This would then allow then the application to make a positive contribution to this part of Stratford and to be strongly supported in urban design terms.

Inclusive design

The aim of London Plan Policy 7.2 is to ensure that proposals achieve the highest standards of accessibility and inclusion and inclusive design principles if embedded into the development and design process from the outset help to ensure that all of us, including older people, disabled and deaf people, children and young people, can use the places and spaces proposed comfortably, safely and with dignity. The submitted design and access statement includes the following commitments.
The Youth Hostel

- The main pedestrian entrance from Great Eastern Road will be flush and level with no steps or ridges.
- All passenger lifts will be DDA compliant and include audio and visual destination displays and stand-by generation power. Lift lobbies will be colour coded and numbered graphically with large format numerals.
- The reception area on the ground floor will have a dual height reception desk suitable for easy use by wheelchair users, and will incorporate a perimeter handrail to nearby walls, an audio hearing loop facility and a non-reflective ambience.
- Six dormitory rooms will be designed to be fully wheelchair accessible from the outset with 18 other rooms being capable of being similarly adapted. This would mean that 3% of the units would be fully accessible at the outset with the potential to increase to 12%.

The office and retail elements

28 The applicant has confirmed that the new retail unit alongside the steps would be accessible by a lift, that level thresholds will be used throughout the building, including the proposed winter gardens and at least one accessible WC would be provided on each floor. No Blue Badge parking is proposed, however the applicant has responded to TfL’s detailed comments to advise that disabled car parking could be provided on the rear access (one space for the YHA and one for the office), and a strategy should be secured by condition to confirm providing Blue Badge spaces – either on site or within nearby schemes, so that disabled people who cannot use public transport or active travel could seek employment within the completed scheme.

29 This applicant has considered the needs of disabled people in light of London Plan policy requirements but a number of a Blue Badge parking strategy should be secured by condition. Further details of the public realm and its delivery should also be provided to demonstrate that disabled and elderly people will be able to navigate these spaces conveniently, directly and safely to demonstrate full compliance with London Plan policy requirements.

Sustainable development

30 The applicant has prepared and submitted environmental documentation in respect of noise and vibration, air quality, wind micro climate, daylight sunlight and overshadowing, ground conditions and contamination, ecology, waste, ecology, and water and flood risk. This is welcomed and considered satisfactory from a strategic planning perspective.

Energy

Overview

31 The applicant has followed the energy hierarchy and sufficient information has been provided to understand the proposals as a whole. Further information is however required before the proposals can be considered acceptable and the carbon dioxide savings verified and it is recommended that a planning condition require the scheme connect to the Queen Elizabeth Olympic Community Energy Scheme should planning permission be granted.

Energy efficiency standards

32 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations.
33 The development is estimated to achieve a reduction of 67 tonnes per annum (9%) in regulated CO2 emissions for both Phases 1 and 2 compared to a 2013 Building Regulations compliant development.

District heating
34 The Cofely East London Energy District Energy Scheme (CELE) is within the vicinity of the development and is proposing to connect to the network. This approach is welcomed and a reduction in regulated CO2 emissions of 227 tonnes per annum (30%) would be achieved through this second element of the energy hierarchy.

Renewable energy technologies
35 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install Air Source Heat Pumps (ASHPs) for the space heating and cooling requirements of the office building of Phase 2 only. The applicant should confirm that the DH connection will be the lead heat source with the ASHP acting as a top up and that the building will be served by a single heat distribution network. The applicant should also provide information on the control strategy for ensuring that the heat pump system installed on site is only used when needed. The available roof area for both phases should be provided in order to establish the potential for PV installation and a reduction in regulated CO2 emissions of 17 tonnes per annum (2%) would be achieved through this third element of the energy hierarchy.

Non-domestic carbon savings
36 An on-site reduction of 310 tonnes of CO2 per year in regulated emissions (compared to a 2013 Building Regulations compliant development) is expected from the two phases which is equivalent to an overall saving of 41%. This would exceed the target set within Policy 5.2 of the London Plan. However, the above matters should be addressed before such compliance could be verified.

Transport
Introduction
37 TfL provided detailed post submission comments on the scheme to the LLDC in November 2016. Subsequently discussions between the applicant and officers from the LLDC, TfL and Newham Council took place to address TfL concerns and the following sections set out the latest position on these matters.

Stratford Gyratory and Great Eastern Road
38 The applicant has offered to relocate the on-site taxi rank to Station Street and the adjacent coach stop to Montfitchet Road to address TfL concerns on this matter. This is acceptable in principle to TfL and should be secured via a S106 agreement and associated S278 (Highways) agreement which should also ensure that details of both moves are agreed with TfL and Newham Council (as highway authority). Any S106 agreement should include a delivery programme to ensure there would be no break in provision and should also secure funding to deliver new public realm - either via the works to remove the Stratford Gyratory, or, if these are in-sufficiently progressed, as part of an alternative plan for the wider public realm. Separate applications for stopping up orders and over-sailing licences would also be needed. TfL strongly welcomes the applicant’s latest commitments on these matters, subject to detailed wording and it being a signatory to such a S106 agreement.
Rail modes and Stratford Station impacts

39 Stratford Station is currently experiencing serious congestion, increasing delays and worsening journey times, especially during the evening peak period when station control measures are already applied. The submitted Transport Assessment demonstrates that this development would increase this congestion. Additional capacity modelling work is being undertaken to assess the implications of the Elizabeth Line commencing operation in 2018 which will take the additional impacts of this development into account. This work will identify potential mitigation options which TfL would expect to be provided for within any planning permission granted by the LLDC.

40 The application proposes to divert the existing station emergency escape route which currently comes out into the site. This escape route must be maintained or satisfactorily reprovided for the development to proceed. It must also satisfy ORR land disposal conditions, however the applicant has not yet demonstrated its proposed design would meet regulatory requirements.

41 There is also potential to provide a new public entrance to Stratford Station within the development (which would also meet emergency escape requirements), which would provide access from Great Eastern Road directly into the existing station’s eastern subway. This would relieve congestion on the central subway and significantly improve pedestrian flows through the station. As a result of recent discussions, the applicant has now proposed S106 Heads of Terms which would enable a design to be agreed with London Underground and Network Rail within the area of the proposed emergency escape, which would then be able to function as either the replacement emergency escape or as a new station entrance. As the space required for this would be within the Phase 2 office element, the Phase 1, YHA element could proceed according to the applicant’s current programme whilst the station modelling work concludes and confirms the need for and feasibility of a new entrance in this location.

42 TfL strongly welcomes this approach and cooperation subject to detailed wording and it being a signatory to any S106 agreement. There would however need to be agreement on funding, phasing and delivery over and above that which the applicant would be required to provide for the relocation of the emergency escape. Detailed design and implementation should therefore be subject to agreement with TfL and Network Rail, and be secured by a combination of revised proposals, asset protection agreements and conditions or S106 agreement. Stratford Station access is identified in the LLDC’s Regulation 123 list and TfL would therefore seek a CIL contribution to deliver such an intervention.

Non-rail modes impacts

43 Save for the replacement provision for parking five operational vehicles, the development would be car free, although as set out above the applicant has now indicated that disabled car parking could be provided on the rear access (with one space for the YHA and one for the office) and a blue badge parking strategy should be secured by condition to manage these spaces. It is considered that trip generation would not have a significant impact on the capacity of the local bus and highway networks. A Delivery and Servicing Plan (DSP) will however need to be secured by condition or through any Travel Plan. The submitted Travel Plan should be revised, secured, enforced, monitored and reviewed as part of any S106 agreement.

44 One hundred and fifty two long stay and 24 short stay cycle spaces are proposed, and whilst this would meet minimum London Plan hotel standards, the Youth Hostel use could mean additional demand for cycle parking. The applicant should therefore consider increasing provision. Changing and lockers for staff who cycle are proposed and all cycle provision arrangements should be secured by planning conditions.
Given the profile of the intended occupants and visitors to the development and the proximity of Cycle Superhighway 2, in addition to the above provision, TfL considers that a contribution towards cycle hire facilities is justified which could go towards delivery of the new docking station site identified in the Stratford Gyratory proposals.

Construction and phasing

The submitted Construction Management Plan (CMP) requires revision to ensure its acceptability to TfL. In particular it should take account of the adjacent railway infrastructure and operations, and maintaining safe and adequate emergency escape facilities and the progress of Stratford Gyratory scheme and relocation of taxi and coach facilities and confirm participation in the established Developers’ Working Group. The final CMP should be secured by condition.

Crossrail

The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL formally came into effect on 1 April 2012, and will be paid on commencement of most new development in Greater London granted planning permission on or after that date. The Mayors’ CIL will contribute towards the funding of Crossrail.

The Mayor has arranged boroughs into three charging bands. The rate for Newham is £20/sq.m. The required CIL should be confirmed by the applicant and the LLDC once the components of the development or phase thereof have themselves been finalised. See the 2010 regulations: http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents as amended by the 2011 regulations: http://www.legislation.gov.uk/uksi/2011/987/made.

Local planning authority’s position

This is not known at this stage.

Legal considerations

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 London Legacy Development Corporation 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 London Legacy Development Corporation under Article 6 of the Order to refuse the 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

There are no financial considerations at this stage.
Conclusion

London Plan policies on the 2012 Games and their Legacy, land use, housing, urban design, access, sustainable development, energy and transport are relevant to this application. The application complies with some of these policies but not with others for the reasons set out above. On balance, the application does not comply with the London Plan, but the changes suggested below might remedy these deficiencies, and could possibly lead to it becoming compliant with the London Plan:

- **Land use** – The proposed uses are supported in strategic planning terms.

- **The 2012 Games and their Legacy** - The submitted convergence statement is welcomed and the LLDC should incorporate measures to provide local training and employment opportunities within any planning permission.

- **Urban design** – The applicant’s approach to urban design and architecture is supported but the LLDC should ensure that details and materials are of sufficient quality.

- **Inclusive design** – The applicant’s overall approach is supported but it should provide a Blue Badge parking strategy and provide full details of its public realm plans and delivery arrangements.

- **Sustainable development** - The detailed environmental documentation submitted with the application is satisfactory from a strategic planning perspective.

- **Energy** – The proposals are broadly acceptable but additional information and detail set out above should be provided before the application is referred back to the Mayor at Stage 2.

- **Transport** – A number of strategic issues and details still need to be addressed in order to fully comply with the transport policies of the London Plan, in particular the detailed design of the emergency exit from Stratford Regional Station, the possible need to accommodate a new entrance to the station within the site, cycle provisions and funding and the agreements for the relocation of the existing coach and taxi facilities.

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