### Reason for Referral to Planning Committee as set out in Part 2, Chapter 9 of the Council Constitution:

The application is a strategic development which is of a scale and importance that should be determined at Planning Committee.

### Address:

Gascoigne Estate West, Abbey Road, Barking

### Development:

Application for outline planning permission (with all matters reserved): Demolition of existing buildings and structures and construction of a maximum of 850 residential dwellings (Use Class C3 (dwellinghouses)); up to 350 square metres of flexible commercial / community floorspace (Use Classes A1, A2, A3, D1, D2) (GEA); with associated means of access, car parking, landscaping, service infrastructure including an energy centre and associated works.

### Applicant:

The London Borough of Barking and Dagenham (Regeneration)

### Summary:

The existing Gascoigne Estate covers the area from Ripple Road in the east, to Abbey Road and the River Roding to the west. The area is bound to the north by St Pauls Road and to the south by the A13. The Gascoigne Estate which was developed during the 1960s and 1970s is divided into ‘East’ and ‘West’ by Gascoigne Road.

The current application seeks to redevelop the western portion of the estate, with the ambition to offer the same regenerative benefits as secured at Gascoigne East in recent years.

The application site currently comprises 179 existing residential units, of which 54% are owned and managed by the Council. The remaining 46% of existing residential units have previously been sold under private leasehold agreements.

The outline planning application seeks permission for demolition of the existing buildings and structures and construction of a maximum of 850 residential units (Use Class C3 (dwellinghouses)); up to 350 square metres of flexible commercial/community floorspace (Use Classes A1 (retail), A2 (financial and professional services), A3 (restaurants and cafes), D1 (non-residential institutions) and D2 (assembly and leisure)); with associated means of access, car parking, landscaping, service infrastructure including an energy centre and associated works. All matters have been reserved (i.e. details of the access, appearance, landscaping, layout and scale of the proposed development).

The outline planning application seeks approval of 8 x Parameter Plans which will control the reserved matters and be secured by condition. The Parameter Plans define 7 x Development Parcels within which future development should be brought forward, namely Development Parcels 1, 2, 3, 4, 5, 6 (split into 6a and 6b) and 7.
The application was accompanied by an Illustrative Masterplan which sets out the design vision for the site. While the outline application seeks permission for a maximum of 850 residential units, the Illustrative Masterplan demonstrates, as an example, how a scheme of 809 residential units, along with non-residential uses, might be designed.

The application was also accompanied by a Design Code, the purpose of which is to establish the design principles which will underpin the detailed design of the Gascoigne West development area.

The application site is located in the Barking Town Centre Area Action Plan (AAP) area and forms part of the Barking Town Centre Site Specific Allocation Area 6 (BTCSSA6) (Gascoigne Estate) and the Housing Zone. The principle of the proposed residential-led redevelopment and the mix of non-residential uses is welcomed and supported by officers, as well as the Greater London Authority.

The proposed development would result in an uplift of up to 671 residential units. Due to the nature of the site, the regeneration aspirations and the approach to optimising development and density on the site, the proposal comprises solely of flats.

It is proposed that the existing 97 social rented units would be re-provided as target rented units on a one-for-one basis but with an increased percentage of 3-bedroom units.

Whilst only 13.3% of the entire Gascoigne West redevelopment will comprise 3-bedroom units, the indicative mix is based on current demand and will support the Council’s aim to widen housing choices for local residents, as outlined in the Council’s Growth Strategy. Officers support the proposed level of family housing in this case.

The density of the proposed development in the most part exceeds the London Plan density ranges within the London Plan. It is accepted, however, in the Mayor’s ‘Housing’ Supplementary Planning Guidance (SPG) that there may be exceptional circumstances where densities outside the ranges may occur. In such scenarios the test for acceptability is about the quality of the proposal – the requirement being that housing should be of exemplary design quality. Officers consider that the design quality of the scheme is high and does not exhibit any symptoms of over-development. Furthermore, given the site’s Housing Zone status, it is considered that, subject to demonstrating design quality, schemes should aim to push the boundaries of development capacity.

A Financial Viability Assessment (FVA) was submitted during the application process and this has been independently reviewed. Overall the proposed development provides for 361 sub-market housing units on site (42%), subject to grant funding, of which 25% is affordable rent, 27% is target rent and 48% is shared ownership. The sub-market housing provision represents 35% of the total number of units when disregarding the existing 97 social rented units being demolished. The proposed sub-market housing provision is to be secured by S106 Agreement, along with early and late stage viability review mechanisms as required by the Mayor’s ‘Affordable Housing and Viability’ SPG.

It is proposed that the 97 target rented units would be let at 50% of the local market rent, while 90 affordable rented units would be let at up to 80% of the local market rent. It is proposed that 174 units would be shared ownership. The shared ownership units would be considered as intermediate housing with a notional 25% starting share. The remaining 489 units would be private.
The existing layout of the estate makes way-finding and site navigation difficult and illegible. The introduction of clearly defined, legible pedestrian circulation routes underpin the development strategy.

The proposed layout of blocks across the site creates a series of new streets/routes and redefines the character of existing ones. The proposed blocks restore a more traditional street character, with active frontages addressing the street.

The application site is considered in principle to be a suitable location for tall buildings of exemplary design quality in accordance with Policy BTC17 of the Barking Town Centre AAP.

Two distinct character areas have been identified by the design team in designing the urban form of the proposed development, namely the Abbey Road character area and the St Pauls Road character area.

The Abbey Road character area relates to Development Parcels 1-5 where 4-5 storey linear blocks provide a transition between the surrounding building heights. Taller volumes, to a height of 7-12 storeys, are extruded from each linear block to maximise the number of residential units within the proposed scheme.

Non-residential uses (Use Classes A1, A2, A3, D1 and D2) have been grouped together and located to contribute to the existing creative industries activity at the Ice House Quarter and the connections to the riverside.

The St Pauls Road character area relates to Development Parcels 6a, 6b and 7 which address the northern frontage of St Pauls Road and the northern end of Gascoigne Road. The development site addresses St Pauls Road along its entire northern edge. The proposed development comprises a medium-rise plinth, above which sits three tall volumes rising to 15-storeys. At the corner of Gascoigne Road, a linear block steps up from 4 to 7 storeys as a transition to the taller tower element on St Pauls Road.

The application establishes the principle of an energy centre located on the corner of Gascoigne Road/St Pauls Road.

Officers have considered the impact of the proposed development on the two adjacent conservation areas and nearby heritage assets. It is considered that the proposed development would result in less than substantial harm to the conservation areas and listed heritage assets. It is considered that the public benefits of the scheme are substantial and outweigh any harm to the conservation areas and nearby heritage assets.

The submitted sunlight/daylight assessment illustrates that the scheme will have effects upon the daylight amenity enjoyed by the neighbouring residential properties however, this is somewhat inevitable due to the recent changes to the character of Abbey Road in terms of building heights and massing. Where the daylight losses are most apparent, namely the new residential buildings on Abbey Road, the retained levels of daylight are comparable with, if not better than, alternative target values which the consultants have established from a mirrored baseline assessment.

With regards to sunlight levels, the report concludes that there is an excellent rate of compliance for a regeneration project of this nature. 98.3% of the windows relevant for
assessment would meet the Building Research Establishment (BRE) criteria. In the few instances where they do not, the impacts are considered to be of a minor nature.

Ten percent (10%) of the proposed residential units are required to meet Part M4(3) ‘wheelchair adaptable dwellings’ of the Building Regulations and the remaining units, with the exception of those to be designed in accordance with Part M4(1) due to flood risk issues, are required to meet Part M4(2) ‘accessible and adaptable dwellings’ of the Building Regulations. Conditions are proposed to secure these matters.

External appearance is a reserved matter and therefore details are to be submitted for approval at a later date. The Design Code submitted with the application indicates that the primary material for the buildings across the site will be brick as this is a contextually sensitive approach to the industrial heritage of Abbey Road, the Roding riverside and surrounding buildings. Secondary materials would be used to articulate the form of the buildings.

Details of the proposed external amenity space for the development would be submitted at the reserved matters stage. Private amenity space would be delivered in the form of private balconies, private gardens and communal courtyards and would comply with the space standards set out in the Mayor of London’s ‘Housing’ SPG.

The application was accompanied by a Landscape Design Statement. This includes an Illustrative Landscape Masterplan setting out proposals for three public squares (Hardwicke Place, Honey Square and Boundary Walk), two local greens (Abbey Gardens and one other), two semi-private gardens and three private courtyards/gardens.

The application proposes the removal and replacement of a number of trees to facilitate construction of the development. The Arboricultural Officer is supportive of the proposal in this respect.

The illustrative proposal accommodates a total of 115 car parking spaces across Development Parcels 1 to 5 (average of 0.30 spaces), including 10% blue badge spaces. Development Parcels 6a, 6b and 7 would be car-free due to their excellent level of public transport accessibility. The proposed level of car parking is supported by the Transport Development Management Officer and Transport for London (TfL).

Three energy options are presented in the application and these would all be in keeping with the relevant energy policies. A detailed Energy Strategy would need to be submitted with each reserved matters application and this is to be secured by condition. A minimum 35% on-site saving in carbon dioxide emissions is to be secured by S106 Agreement, with the remainder of savings up to zero-carbon to be secured through a carbon offset contribution.

It should be noted that 1,744 neighbouring occupiers were consulted regarding the application. Site and press notices were also posted/published. Objections have been received from 5 neighbouring properties, as detailed at section 3.2 of this report. The objections relate to matters of design, landscaping, car parking, crime prevention, sunlight/daylight and overlooking, amongst other things.

The proposed development would result in the much needed regeneration of the Gascoigne West Estate, in line with the recently approved regeneration scheme for the Gascoigne East Estate. The proposed development would improve urban design; provide
better quality housing; and a more diverse mix of housing types and tenures to address current demand.

As a result of the proposed development, the Gascoigne West Estate would be better designed; more legible; and provide for a safer environment than the existing development it replaces. Overall, the proposal would result in a more desirable place to live.

The proposed development is considered to be acceptable having regard to the relevant policies set out in the National Planning Policy Framework, the London Plan, the Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.

The application is referable to the Mayor of London under Categories 1A.1 and 1C.1(c) of the Schedule to The Town and Country Planning (Mayor of London) Order 2008. If the Council resolves to make a draft decision on the application, it must consult the Mayor again and allow him 14 days to decide whether to allow the draft decision to proceed unchanged, or direct the Council to refuse the application, or issue a direction that he is to act as the Local Planning Authority for the purpose of determining the application.

**Recommendation:**

That the Planning Committee grants outline planning permission subject to:

1. No Direction from the Mayor of London;

2. A Section 106 legal agreement to secure the matters set out in section 6.13 of this report; and

3. The following conditions (with any amendments that might be necessary up to the issue of the decision, including any other conditions or S106 obligations that may be required as a result of referral to the Mayor of London).

**Conditions:**

*Definition of Development Parcels*

1. “Development Parcels” means the Development Parcels identified on drawing reference 933_P_0502. The Development Parcels identified on this drawing are:

Development Parcel 1, Development Parcel 2, Development Parcel 3, Development Parcel 4, Development Parcel 5, Development Parcel 6a, Development Parcel 6b and Development Parcel 7.

*Reserved Matters to be Submitted*

2. Approval of the details of the access, appearance, landscaping, layout and scale of the proposed development (hereinafter called “the reserved matters”) shall be obtained from the Local Planning Authority in writing before any development begins (excluding demolition) and the development shall not be carried out except in accordance with the details so approved.

Reason: The application is in outline only and these details remain to be submitted and approved.
Timing of Reserved Matters Submission

3. The applications for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of seven years from the date of this outline permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

Timing of Reserved Matters Commencement

4. The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

Approved Parameter Plans

5. The development hereby permitted shall be completed in accordance with the following submitted Parameter Plans, unless otherwise agreed in writing with the Local Planning Authority:

Parameter Plan 933_P_0500;
Parameter Plan 933_P_0501;
Parameter Plan 933_P_0502;
Parameter Plan 933_P_0503;
Parameter Plan 933_P_0504;
Parameter Plan 933_P_0505 Rev A;
Parameter Plan 933_P_0506 Rev A;
Parameter Plan 933_P_0507;

all prepared by Fraser Brown MacKenna Architects.

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

Phasing Plan

6. No development shall take place until a phasing plan showing how the development will be implemented in a comprehensive manner has been submitted to and approved in writing by the Local Planning Authority. The development shall then be implemented only in accordance with the approved phasing plan.

Reason: The phasing plan is required prior to commencement of development to allow the community infrastructure levy (CIL) liability to be calculated for each phase and for any relief to be determined.

In accordance with the Design Code, Design and Access Statement and Landscape Design Statement

7. Each application for reserved matters consent must include a statement to
demonstrate compliance with the Design Code (Revision A, September 2017) and the principles of the Design and Access Statement (June 2017) both prepared by Fraser Brown MacKenna Architects and the principles of the Landscape Design Statement (June 2017) prepared by Davis Landscape Architecture.

Reason: To ensure that the scheme is implemented in accordance with the principles and parameters established by this permission, in order to secure an exemplar development and in accordance with policies 7.1, 7.4 and 7.6 of the London Plan, policy CP3 of the Core Strategy and policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

Construction Working Hours

8. Demolition and construction work and associated activities, other than internal works not audible outside the site boundary, are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday and 08:00 and 13:00 Saturday, with no work on Sundays or public holidays without the prior written permission of the Local Planning Authority. Driven piling or ground improvement work which will generate perceptible off-site ground borne vibration is only to be carried out between the hours of 08.00 and 18.00 Monday to Friday.

Reason: To ensure that the proposed demolition and construction work does not cause nuisance and disturbance to neighbouring occupiers and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

Construction Environmental Management Plan (CEMP)

9. No development shall commence in a Development Parcel until a Construction Environmental Management Plan (CEMP) and a Site Waste Management Plan (SWMP) for the relevant Development Parcel has been submitted to and approved in writing by the Local Planning Authority. These plans shall incorporate details of:

a) the parking of vehicles of site operatives and visitors;
b) loading and unloading of plant and materials;
c) storage of plant and materials used in constructing the development;
d) the erection and maintenance of security hoarding(s) including decorative displays and facilities for public viewing, where appropriate;
e) wheel washing facilities;
f) measures to control the emission of dust, dirt and emissions to air during construction; such measures to accord with the guidance provided in the document “The Control of Dust and Emissions during construction and demolition”, Mayor of London, July 2014; including but not confined to, non-road mobile machinery (NRMM) requirements;
g) a scheme for recycling/disposing of waste resulting from demolition and construction works;
h) the use of efficient construction materials;
i) methods to minimise waste, to encourage re-use, recovery and recycling, and sourcing of materials; and
j) a nominated Developer/Resident Liaison Representative with an address and contact telephone number to be circulated to those residents consulted on the application by the developer’s representatives. This person will act as first point of contact for residents who have any problems or questions related to the ongoing development.
Demolition and construction work and associated activities are to be carried out in accordance with the recommendations contained within British Standard 5228:2009, “Code of practice for noise and vibration control on construction and open sites”, Parts 1 and 2.

The approved CEMP and SWMP shall be implemented for the entire period of the construction works at the site, to the satisfaction of the Local Planning Authority.

Reason: The CEMP and SWMP are required prior to commencement of development in a Development Parcel in order to reduce the environmental impact of the construction phase and the impact on the amenities of neighbouring residents, and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

Construction Logistics Plan

10. No development shall commence in a Development Parcel (excluding demolition) until a Construction Logistics Plan for the relevant Development Parcel has been submitted to and approved in writing by the Local Planning Authority. The Plan shall be designed to minimise deliveries of materials and export of any waste materials within the times of peak traffic congestion on the local road network. The Plan shall be implemented in accordance with the approved details and thereafter maintained.

Reason: The Construction Logistics Plan is required prior to commencement of development in a Development Parcel in order to minimise the impact of construction on the free flow of traffic on the local highway network and in the interests of highway safety, and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.3 of the London Plan.

Access to Phases

11. No development shall take place in a Phase of the development (pursuant to the phasing approved in respect of condition 6) until detailed drawings showing the following in respect of the relevant Phase have been submitted to and approved in writing by the Local Planning Authority:

(a) access through the site during works and upon completion of works in relation to any phasing, including the connections with any completed phases, and connections to the surrounding area and its network of cycle paths and footpaths; and

(b) any temporary works, including any boundary treatment around later phases.

Provisions for pedestrians shall be fully accessible to all including people with disabilities. The development shall only be implemented in line with the approved details and shall be maintained thereafter.

Reason: Access arrangements must be identified prior to the commencement of development to ensure an inclusive environment in accordance with policy CP3 of the Core Strategy and policy BP11 of the Borough Wide Development Policies Development Plan Document.

Investigation and Risk Assessment
12. No development shall commence in a Development Parcel (with the exception of demolition to existing ground level only) until an investigation and risk assessment for the relevant Development Parcel, in addition to any assessment provided with the planning application, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;
(ii) an assessment of the potential risks to human health; property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes; adjoining land; groundwaters and surface waters; ecological systems; archaeological sites and ancient monuments; and
(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency’s ‘Model Procedures for the Management of Land Contamination, CLR 11’.

Remediation Scheme

13. No development shall commence in a Development Parcel (with the exception of demolition to existing ground level only) until a detailed remediation scheme for the relevant Development Parcel, to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment, has been prepared and submitted to the Local Planning Authority for approval in writing. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Implementation and Verification of Remediation

14. The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development in the relevant Development Parcel, other than that required to carry out remediation and excluding demolition to existing ground level only, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

Unexpected Contamination

15. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment
must be undertaken in accordance with the requirements of Condition 12, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Condition 13, which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason for Conditions 12 to 15: Contamination must be identified prior to commencement of development in a Development Parcel, excluding demolition to existing ground level only, to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with policy BR5 of the Borough Wide Development Policies Development Plan Document and policy 5.21 of the London Plan.

Archaeology – Written Scheme of Investigation

16. A) No demolition or development shall commence in a Development Parcel until a stage 1 archaeological written scheme of investigation (WSI) for the relevant Development Parcel has been submitted to and approved in writing by the Local Planning Authority. For land that is included within the WSI, no demolition or development shall commence other than in accordance with the agreed WSI, the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works.

B) If heritage assets of archaeological interest are identified in the stage 1 WSI then those parts of the site which have archaeological interest shall be subject to a stage 2 WSI which shall be submitted to and approved in writing by the Local Planning Authority. For land that is included within the stage 2 WSI, no demolition or development shall commence other than in accordance with the agreed stage 2 WSI which shall include:

i) The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works; and

ii) The programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

Reason: Heritage assets of archaeological interest may survive on the site. The Local Planning Authority wishes to secure appropriate archaeological investigation prior to commencement of development in a Development Parcel, followed by the publication of results, in accordance with policies BP2 and BP3 of the Borough Wide Development Policies Development Plan Document.

London City Airport

17. No construction works such as cranes or scaffolding above the height of the planned development shall be erected on site unless a construction methodology statement and details of their use in relation to the location, maximum operating height and duration have
been submitted to and approved in writing by the Local Planning Authority, in consultation with London City Airport.

Reason: To ensure that construction activities will not adversely affect the operation of London City Airport.

**Building Regulations M4 (1), M4 (2) and M4 (3)**


Reason: To ensure that sufficient accessible housing is provided in accordance with policy BC2 of the Borough Wide Development Policies Development Plan Document and policy 3.8 of the London Plan.

**Accessibility and Management Plan – Residential**

19. No residential development shall take place in a Development Parcel until a detailed accessibility statement and management plan (including a programme for implementation) for the relevant Development Parcel is submitted outlining those measures proposed to ensure an accessible and inclusive environment, both internally and externally, including but not limited to, pedestrian routes, lift specifications, accessible toilet provision, access points and crossings along with blue badge spaces. Such a statement is to be approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in accordance with the approved details.

Reason: Access arrangements must be identified prior to the commencement of development to ensure an inclusive environment in accordance with policy CP3 of the Core Strategy and policy BP11 of the Borough Wide Development Policies Development Plan Document.

**Security Management Scheme**

20. A Development Parcel shall not be occupied until a security management scheme for the relevant Development Parcel, including, for example, details of CCTV, concierge services, door entry systems and car park security, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to occupation of the relevant Development Parcel and maintained thereafter.

Reason: In order to provide a safe and secure development, in accordance with policy CP3 of the Core Strategy and policies BC7 and BP11 of the Borough Wide Development Policies Development Plan Document.

**External Lighting**
21. A Development Parcel shall not be occupied until an external lighting scheme for the relevant Development Parcel, including any lighting of the building(s) in that Development Parcel, has been submitted to and approved in writing by the Local Planning Authority. The external lighting shall be designed, installed and maintained so as to fully comply with The Association of Chief Police Officers Secured by Design publication “Lighting Against Crime – A Guide for Crime Reduction Professionals”, ACPO SPD, January 2011. The design shall satisfy criteria to limit obtrusive light presented in Table 1, p25 of the guide, relating to Environmental Zone E3 – medium district brightness areas. The scheme should seek to minimise upwards light and obtrusive light and avoid light spill onto trees, hedges, bird and bat boxes and green roofs. Lighting should be designed in accordance with the Bat Conservation Trust’s guidance ‘Bats and Lighting in the UK’ or their latest advice. The approved scheme shall be implemented prior to occupation of the relevant Development Parcel and maintained thereafter.

Reason: In the interests of security and safety, to avoid light pollution and safeguard neighbouring amenity and in accordance with policies BC7 and BP11 of the Borough Wide Development Policies Development Plan Document.

Communal Television and Satellite System

22. With the exception of any roof mounted antennae or satellite dish designed for communal use by the occupiers of each development block, no antennae or satellite dishes shall be placed on any elevation of the buildings hereby approved unless previously approved in writing by the Local Planning Authority.

Reason: To safeguard the external appearance of the buildings in accordance with policy CP3 of the Core Strategy and policies BP2 and BP11 of the Borough Wide Development Policies Development Plan Document.

Boundary Treatment

23. Prior to occupation of a Development Parcel, details of all boundary fences, walls, railings, gates and other boundary treatment for the relevant Development Parcel shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to occupation of the relevant Development Parcel and thereafter permanently retained unless the Local Planning Authority gives prior written approval to their removal.

Reason: To ensure the satisfactory means of enclosure for the proposed development in the interests of the visual amenity of the area and to accord with Policy CP3 of the Core Strategy and Policy BP11 of the Borough Wide Development Policies Development Plan Document.

Arboricultural Method Statement

24. No development shall commence in a Development Parcel until an Arboricultural Method Statement for the relevant Development Parcel has been submitted to the Local Planning Authority for approval in writing detailing the work on and around the existing trees. The Method Statement should set out the works intended regarding the removal of trees and the operations of excavation alongside the remaining ones, specifying the distance in metres from the tree that the nearest excavation point is and whether or not it
is inside the tree canopy. If any excavation is required within the tree canopy then details of the root-sensitive excavation techniques should be submitted.

Reason: The Arboricultural Method Statement is required prior to commencement of development in a Development Parcel in order to ensure the safety and well-being of the trees on the site that are to remain after building works are completed, and in accordance with policies BR3 and BP11 of the Borough Wide Development Policies Development Plan Document.

Protection of Trees

25. All retained trees (including any trees adjacent to the site or affected by highways works or transportation of material but outside the development boundary) must be protected in accordance with British Standard 5837:2012, 'Trees in relation to design, demolition and construction'.

Reason: In order to ensure the safety and well-being of nearby trees and trees on the site that are to remain after building works are completed, and in accordance with policies BR3 and BP11 of the Borough Wide Development Policies Development Plan Document.

Vegetation Clearance

26. There shall be no vegetation clearance or tree works during the bird breeding season (February to September). If this is not possible the vegetation should be surveyed immediately prior to removal by a suitably qualified ecologist. If active nests/nesting birds are present, the relevant works must be delayed until the chicks have left the nest. If nesting birds are found, a strategy to protect them must be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.


Bird Nesting and Bat Roosts

27. No above ground new development shall commence in a Development Parcel until details of bird nesting and bat roosting bricks/boxes to be incorporated into the structure of the new building(s) or roof space in the relevant Development Parcel have been submitted to and approved in writing by the Local Planning Authority. The details shall accord with the advice set out in 'Biodiversity for Low and Zero Carbon Buildings: A Technical Guide for New Build' (Published by RIBA, March 2010). Bird nest boxes/bricks should be provided for swifts, starlings and house sparrows. Additional bird and bat boxes should be identified on suitable trees. The approved scheme shall be implemented prior to occupation of the relevant Development Parcel and permanently retained thereafter.


Green Roofs
28. No above ground new development shall commence in a Development Parcel until a detailed scheme for the provision and maintenance of any green roofs to be provided in the relevant Development Parcel has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented to the satisfaction of the Local Planning Authority prior to occupation of the relevant Development Parcel. Green roofs shall comprise a minimum substrate depth of 125mm and only native plants of local provenance shall be used. The design should include appropriate substrates, bare patches and log piles.


In Accordance with Preliminary Ecological Appraisal

29. The development shall be constructed in accordance with the recommendations in the Preliminary Ecological Appraisal, Version 1, dated 2 September 2016 prepared by The Ecology Consultancy.


Pre-demolition Bat Surveys

30. Prior to demolition of existing buildings 4, 5, 6, 7, 8, 9, 10, 11 and 13, as identified in Appendix 1 of the submitted Preliminary Roost Assessment dated 24 October 2016 prepared by The Ecology Consultancy, pre-demolition bat surveys shall be carried out in accordance with the survey recommendations at paragraphs 5.3 and 5.4 of the Preliminary Roost Assessment.

Reason: To protect the ecology of the area in accordance with policy CR2 of the Core Strategy.

In accordance with Preliminary Bat Roost Assessment

31. The development shall be constructed in accordance with the recommendations in the submitted Preliminary Roost Assessment dated 24 October 2016 prepared by The Ecology Consultancy in order to keep intact the important bat commuting path along the west of the site.

Reason: To protect the ecology of the area in accordance with policy CR2 of the Core Strategy.

Landscape Replacement

32. Any plants, shrubs or trees required as part of the implementation of the landscaping reserved matter for any Phase of the development (pursuant to the phasing approved in respect of condition 6) that die or are removed, damaged or become diseased within a period of FIVE years from the substantial completion of the relevant Phase of the development shall be replaced to the satisfaction of the Local Planning Authority in the
next planting season with others of a similar size and species unless the Local Planning
Authority gives written consent for a variation.

Reason: In the interest of design quality, residential amenity, public safety and biodiversity,
in accordance with policy CP3 of the Core Strategy and policy BR3 of the Borough Wide

**Parking**

33. No above ground new development shall commence in a Development Parcel until a
detailed scheme for the provision of any car parking in the relevant Development Parcel,
including those located on adopted roads and in unadopted areas, has been submitted to
and approved in writing by the Local Planning Authority. The submission shall include
details of the car parking layout, allocation and management of the car parking spaces,
accessible car parking spaces, electric vehicle charging points and passive provision for
electric vehicles. The scheme shall ensure that at least 20% of all parking spaces are for
electric vehicles with an additional 20% passive provision for future use and that a
minimum of 10% of car parking spaces are accessible and clearly marked with a British
Standard disabled symbol. The approved details shall be implemented prior to occupation
of the relevant Development Parcel and shall be permanently retained thereafter.

Reason: To ensure that sufficient parking is provided and not to prejudice the free flow of
traffic or conditions of general safety along the adjoining highway, in order to encourage
the use of electric cars as a sustainable mode of transport and to ensure and promote
easier access for disabled persons, in accordance with policy 6.13 of the London Plan and
policies BC2, BR9 and BR10 of the Borough Wide Development Policies Development
Plan Document.

**Delivery and Servicing Plan**

34. Prior to occupation of a Development Parcel a Delivery and Servicing Plan for the
relevant Development Parcel shall be submitted to and approved in writing by the Local
Planning Authority in conjunction with Transport for London (TfL). The Plan shall identify
efficiencies and sustainability measures to be undertaken once the development is
operational and should incorporate details of deliveries to the site and servicing
arrangements, including the size of vehicles, routing and tracking of vehicles and times of
deliveries and servicing. The approved Plan shall be implemented prior to the occupation
of the relevant Development Parcel and adhered to thereafter.

Reason: In order to minimise the impact of the development on the local highway network
and traffic congestion and in accordance with policy BR10 of the Borough Wide

**Cycle Parking**

35. No above ground new development shall commence in a Development Parcel until
details of cycle parking for the relevant Development Parcel, including its appearance,
location and the means of secure storage proposed, have been submitted to and approved
in writing by the Local Planning Authority. The scheme shall be implemented in
accordance with the approved details prior to the occupation of the relevant Development
Parcel and shall be permanently retained thereafter and used for no other purpose.
Reason: In the interests of promoting cycling as a safe, efficient and non-polluting mode of transport and in accordance with policy BR11 of the Borough Wide Development Policies Development Plan Document and policy 6.9 of the London Plan.

**Flood Risk**

36. The development hereby permitted shall be carried out in accordance with the approved Flood Risk Assessment compiled by Three Counties Flood Risk Assessment dated May 2017.

Reason: To prevent the increased risk of flooding in accordance with policy CR4 of the Core Strategy and policy BR4 of the Borough Wide Development Policies Development Plan Document.

**Surface Water Drainage Scheme**

37. No development (excluding demolition) shall commence in a Development Parcel until details of the design of a surface water drainage scheme for the relevant Development Parcel have been submitted to and approved in writing by the Local Planning Authority. The details shall include:

a. A design that is compliant with the national Non-Statutory Technical Standards for SuDS, National Planning Policy Framework and Ministerial Statement on SuDS.

b. Evidence that the proposed solution will effectively manage the 1 in 30 and 1 in 100 +CC% allowance for climate change storm events during all stages of the development (pre, post and during), with discharge rates being restricted as close to greenfield runoff rates as is reasonably practical.

c. Details of management and maintenance regimes and responsibilities.

d. A construction phase plan detailing how the drainage elements will be protected during construction.

e. Long and cross sections of each SuDS element.

f. A finalised drainage layout plan that details pipe levels, diameters and asset locations.

Reason: The drainage scheme is required prior to commencement of development in a Development Parcel in order to reduce the risk of flooding and in accordance with policy BR4 of the Borough Wide Development Policies Development Plan Document and policy 5.13 of the London Plan.

**Flood Resilient Design for Basement Car Parks**

38. No development shall commence in a Development Parcel until details of the flood resilient design for all basement car parks in the relevant Development Parcel has been submitted to and approved in writing by the Local Planning Authority. Basements within the modelled tidal breach zone should be protected with a continuous secondary fixed flood defence and must have internal access to a level 0.3 metres above the 1 in 100 annual probability fluvial flood level or 1 in 200 annual probability tidal flood with an allowance for climate change, in line with the requirements of the Borough’s Strategic Flood Risk Assessment. In addition, the basements should have adequate mitigation measures such as non-return valves or pumped sewage devices to prevent back-flows from the system occurring during sewer flooding.

Reason: The details are required prior to commencement of development in a
Development Parcel in order to ensure the basement car park design is resilient to flood risk in the event of a breach of the tidal defences and in accordance with policy BR4 of the Borough Wide Development Policies Development Plan Document and policy 5.13 of the London Plan.

**Oil Interceptors**

39. No development shall take place in a Development Parcel until details of petrol and oil interceptors for all car parking, servicing and loading areas in the relevant Development Parcel have been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the Development Parcel is occupied.

Reason: Oil interceptors must be identified prior to the commencement of development to prevent pollution of the water environment in accordance with policy BR4 of the Borough Wide Development Policies Development Plan Document.

**Piling**

40. No piling shall take place in a Development Parcel until a piling method statement for the relevant Development Parcel, detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works, has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Any piling within a Development Parcel must be undertaken in accordance with the terms of the approved piling method statement for the relevant Development Parcel.

Reason: Piling methodology must be identified prior to the commencement of development as it has the potential to impact on local underground sewerage utility infrastructure.

**Piling Vibration**

41. If piling or other ground improvement work is undertaken pursuant to this permission then the 95% level of vibration attributable to these activities shall not exceed a peak particle velocity of 1.5mm/sec when measured at the point of entry to any adjoining residential development. In the event of reasonable complaint of vibration nuisance and at the request of the Local Planning Authority monitoring to evaluate compliance with this condition is to be carried out and the results submitted to the Local Planning Authority.

Reason: In order to reduce the impact of construction on the amenities of neighbouring residents, and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

**Noise from Plant**

42. The combined rating level of the noise from plant installed pursuant to this permission (other than plant which is only to be operated in emergency circumstances) shall not exceed the existing background noise level outside the window to any noise-sensitive room. Any assessment of compliance with this condition shall be made according to the methodology and procedures presented in BS4142:2014.
Reason: To ensure that noise-sensitive rooms within the proposed development and neighbouring developments are adequately protected from noise and in accordance with policy BR13 of the Borough Wide Development Policies Development Plan Document and policy 7.15 of the London Plan.

**Scheme of Acoustic Protection of Habitable Rooms**

43. No above ground new development shall commence in a Development Parcel until full details of a scheme of acoustic protection of habitable rooms in the relevant Development Parcel against road traffic noise has been submitted to and approved in writing by the Local Planning Authority. The scheme of acoustic protection shall be sufficient to secure internal noise levels no greater than 35 dB LAeq in living rooms and bedrooms (07:00 hrs to 23:00 hrs) with windows closed; and 30 dB LAeq in bedrooms (23:00 hrs to 07:00 hrs) with windows closed. Additionally, where the internal noise levels will exceed 40dB LAeq in living rooms and bedrooms (07:00 hrs to 23.00 hrs) or 35dB LAeq in bedrooms (23:00 hrs to 07:00 hrs) with windows open the scheme of acoustic protection shall incorporate a ventilator system which is commensurate with the performance specification set out in Schedule 1 (paragraphs 6 and 7) of The Noise insulation Regulations 1975 (as amended). The approved scheme shall be fully implemented before the first occupation of the residential unit to which it relates and shall be maintained at all times thereafter.

Reason: To ensure that the proposed residential units are adequately protected from noise and in accordance with policy BR13 of the Borough Wide Development Policies Development Plan Document and policy 7.15 of the London Plan.

**Structure Borne Noise from any Commercial Kitchen Extract Ventilation**

44. Any commercial kitchen extract ventilation system shall be designed to ensure that structure borne (re-radiated) noise emissions from the system do not exceed 35 LAeq dB (5 min) when measured in any habitable room in adjoining residential premises.

Reason: To ensure that the proposed residential units are adequately protected from noise and in accordance with policy BR13 of the Borough Wide Development Policies Development Plan Document and policy 7.15 of the London Plan.

**Noise from any Energy Centre**

45. Any energy centre and associated infrastructure (flues, pipes, etc.) shall be designed to ensure that structure borne (re-radiated) noise emissions from the system do not exceed 35 LAeq dB (5 min) when measured in any habitable room in adjoining residential premises.

Reason: To ensure that the proposed residential units are adequately protected from noise and in accordance with policy BR13 of the Borough Wide Development Policies Development Plan Document and policy 7.15 of the London Plan.

**Hours of Operation – Non-residential Use(s)**

46. The non-residential uses hereby permitted shall only be open to members of the public between the hours of 07:00 to 23:00. Deliveries to and collections from the non-residential uses shall only take place between the hours of 07:00 and 21:00. The handling
of bottles and movement of bins and rubbish is not permitted to take place outside the premises between the hours of 23:00 on one day and 07:00 the following day.

Reason: To protect the amenity of neighbouring occupiers, in accordance with policies BR13 and BP8 of the Borough Wide Development Policies Development Plan Document.

**Air Quality Emissions**


Where the development is not air quality neutral, appropriate mitigation should be provided as agreed by the Local Planning Authority.

Reason: To protect the amenity of neighbouring occupiers, in accordance with policies BR14 and BP8 of the Borough Wide DPD (March 2011).

**Kitchen Extract Ventilation**

48. Prior to the occupation of any A3 use hereby permitted, details of any commercial kitchen extract ventilation system for the removal and treatment of cooking odours shall be submitted to and approved in writing by the Local Planning Authority. The measures shall have regard to and be commensurate with guidance and recommendations in the publication 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems', Defra, 2005. The approved details shall be fully implemented before the first use of the relevant A3 unit and shall thereafter be permanently retained in an efficient manner.

Reason: To safeguard the appearance of the premises and minimise the impact of cooking smells and odours in accordance with policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

**Energy and Sustainability**

49. An Energy Statement demonstrating compliance with the Energy Report and Sustainability Statement dated June 2017 prepared by CES shall be submitted to the Local Planning Authority for approval in writing for each reserved matters application. The Energy Statement shall include details of any energy centre and associated flue to be constructed and the details of any Combined Heat and Power (CHP) system shall be sufficient to demonstrate that best practicable means will be employed to both minimise emissions of oxides of Nitrogen (NOx) and reduce so far as is practicable concentrations of Nitrogen Dioxide (NO2) at all locations where there may be human exposure. As a minimum, the installation of any energy plant must conform to the performance specifications/restrictions set out in Appendix A7 of the submitted Air Quality Assessment Report (Ref: J2875A/1/F2) dated 6 June 2017. The approved scheme shall be fully implemented prior to first use of the energy centre and maintained at all times thereafter. The Energy Statement shall also include details of the location and quantum of any photovoltaic panels and provisions to be made for interconnecting pipework to link into the district heating network.
Reason: In the interests of safeguarding the environment and providing sustainable development and to protect the amenity of residential occupiers of the proposed development and neighbouring properties in accordance with policies BR1, BR2, BR14 and BP8 of the Borough Wide Development Policies Development Plan Document and policies 5.2, 5.3, 5.5, 5.6 and 5.7 of the London Plan.

Site Levels

50. Unless details are provided and approved as part of the reserved matters submission(s) no above ground works shall take place within any Development Parcel until a drawing showing the proposed site levels in the relevant Development Parcel and the finished floor levels of the proposed residential units have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory standard of external appearance, in accordance with policy CP3 of the Core Strategy and Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

Internal Layout

51. No above ground new development shall commence in a Development Parcel until full details of the internal layout of the residential units within the relevant Development Parcel have been submitted to and approved in writing by the Local Planning Authority. The relevant Development Parcel shall be constructed in accordance with the approved details. All the residential units must comply with the Mayor of London’s Housing Design Standards set out in policy 3.5 of the London Plan (March 2016).

Reason: To ensure a satisfactory standard of residential accommodation and to accord with policy 3.5 of the London Plan (March 2016).

Location of Wheelchair Units

52. Each application for reserved matters consent must be accompanied by a scheme for the location of the wheelchair accessible/adaptable units across all dwelling types, tenures and storeys.

Reason: To ensure that a satisfactory mix of wheelchair accessible/adaptable housing is provided in accordance with policy BC2 of the Borough Wide Development Policies Development Plan Document and policy 3.8 of the London Plan.

Provision of Amenity Space

53. No residential unit within a Phase of the development (pursuant to the phasing approved in respect of condition 6) shall be occupied until full details of the private amenity and open spaces, including children’s play space, for the relevant Phase have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory standard of amenity space in accordance with Policy BP5 of the Borough Wide DPD (March 2011) and Policy 3.5 of the London Plan (March 2016).
**Water Efficiency**

54. The development hereby permitted shall comply with the water efficiency optional requirement in paragraphs 2.8 to 2.12 of the Building Regulations Approved Document G. Evidence of compliance shall be notified to the building control body appointed for the development in the appropriate Full Plans Application, or Building Notice, or Initial Notice to enable the building control body to check compliance.

Reason: To minimise the use of mains water in accordance with policy BR4 of the Borough Wide Development Policies Development Plan Document and policy 5.15 of the London Plan.

**Fire Safety**

55. Each application for reserved matters consent must be accompanied by a fire statement produced by an independent third party suitably qualified assessor which shall detail the building's construction, methods, products and materials used; the means of escape for all building users including those who are disabled or require level access together with the associated management plan; access for fire service personnel and equipment; ongoing maintenance and monitoring and how provision will be made within the site to enable fire appliances to gain access to the building. The development shall be carried out in accordance with the approved details.

Reason: In order to provide a safe and secure development in accordance with policy CP3 of the Core Strategy.

**Structure Borne Noise Through Roofs**

56. Where roof(s) are to be accessible for recreational purposes a scheme for protecting the proposed upper floor residential units from structure borne noise through the roof(s) concerned shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the relevant part of the development. The approved scheme shall be fully implemented before the first occupation of any of the applicable top floor residential units in the building to which the scheme relates and shall be maintained at all times thereafter.

Reason: In order to prevent noise nuisance to future occupiers and in accordance with policies BP8 and BR13 of the Borough Wide Development Policies Development Plan Document.

**Sunlight/Daylight**

57. Any proposal to exceed the specified building heights shown on Parameter Plan 933 P 0507, or to deviate from the massing envelop as shown, must be accompanied by an assessment of the impact of the development upon the levels of daylight and sunlight at neighbouring properties and must be approved in writing by the Local Planning Authority.

Reason: In order to evaluate and seek to minimise the impact of the development on the amenities of neighbouring occupiers in relation to daylight and sunlight and in accordance with policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.
Non-residential Uses

58. The ground floor flexible use non-residential units hereby permitted shall only be used for purposes falling within Classes A1, A2, A3, D1 (excluding places of worship and schools and colleges) and D2, and for no other purpose.

Reason: To protect the locality by avoiding the introduction of a use unsuited to the premises in accordance with policies BP8 of the Borough Wide Development Policies Development Plan Document.

Flexible Uses

59. Following the first occupation of each of the ground floor flexible use non-residential units any further change of use to another use specifically permitted by this permission must be carried out within a period of 10 years from the date of this permission.

Reason: To accord with the provisions of Class E, Part 3 of Schedule 2 of The Town and Country Planning (General Permitted Development) Order 2015.

Maximum Quantum of Floorspace

60. The development hereby approved shall be limited to a maximum quantum of floorspace as follows:

- Housing (Use Class C3) – 850 Residential Units;
- Flexible Use Non-residential Units (Use Class A1, A2, A3, D1 and D2) – 350 square metres.

Reason: In order to ensure that the development causes no additional impact that has not been assessed as part of the planning application proposal and in accordance with policy CM1 of the Core Strategy.

Refuse Storage

61. Prior to occupation of a Development Parcel a scheme for the storage and disposal of refuse generated within the relevant Development Parcel shall be submitted to and approved in writing by the Local Planning Authority. The measures shall be fully implemented in accordance with the approved details.

Reason: To protect the amenity of future occupiers and adjoining occupiers in accordance with policies BR15 and BP8 of the Borough Wide Development Policies Development Plan Document.

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1.0 Introduction and Description of Development

1.1 The wider Gascoigne Estate (East and West) was developed during the 1960s and 1970s and currently comprises circa 2,500 residential units covering 35 hectares of land. The existing Gascoigne Estate covers the area from Ripple Road in the east, to Abbey Road and the River Roding to the west. The area is bound to the north by St Pauls Road and to the south by the A13. The Gascoigne Estate is divided into ‘East’ and ‘West’ by Gascoigne Road.

1.2 Gascoigne East has in recent years been the subject of an extensive regenerative planning application that secured the delivery of 1,575 new residential units, in addition to a range of ancillary/complementary commercial and community uses including land which was safeguarded for a primary and secondary school. Phase 1 of the approved scheme is now under construction.

1.3 The current application now seeks to redevelop the western portion of the estate, with the ambition to offer the same regenerative benefits as secured at Gascoigne East.

1.4 The application site comprises 3.7 hectares (9.14 acres) of land located on the northern and western edges of the 1960s Gascoigne West Estate. The site is located within the Barking Town Centre Area Action Plan (AAP) area. The subject land is located between Barking Town Centre and the River Roding and the wider surrounding area has undergone significant change over recent years with new residential and commercial uses being introduced, particularly within Abbey Road.

1.5 Gascoigne West is low-density and predominantly low-rise. The majority of the existing buildings are 2 or 3-storeys. The notable exception to this is the 12-storey Perryman House which is located centrally within the estate. The new Gascoigne Primary School building located on The Shaftesburys is located adjacent to the central part of the application site.

1.6 The application site currently comprises 179 existing residential units, of which 54% are owned and managed by the Council. The remaining 46% of existing residential units have previously been sold under private leasehold agreements.

1.7 The application site does not include any statutory or locally listed buildings or Scheduled Ancient Monuments. Parts of the site are located opposite the Abbey and Barking Town Centre Conservation Area and the Abbey Road Riverside Conservation Area, but the proposed development does not itself fall within any Conservation Area.

1.8 The outline planning application seeks permission for demolition of existing buildings and structures and construction of a maximum of 850 residential units (Use Class C3 (dwellinghouses)); up to 350 square metres of flexible commercial/community floorspace (Use Classes A1 (retail), A2 (financial and professional services), A3 (restaurants and cafes), D1 (non-residential institutions) and D2 (assembly and leisure)); with associated means of access, car parking, landscaping, service infrastructure including an energy centre and associated works. All matters have been reserved (i.e. details of the access, appearance, landscaping, layout and scale of the proposed development).
1.9 An Environmental Impact Assessment (EIA) Screening Opinion was issued by the Local Planning Authority on 15 February 2017 in which it was confirmed that the proposed development does not constitute EIA development.

1.10 The application is referable to the Mayor of London under Categories 1A.1 and 1C.1(c) of the Schedule to The Town and Country Planning (Mayor of London) Order 2008. The Greater London Authority (GLA) issued their stage 1 report for the application on 11 September 2017 and their comments are set out in the ‘Consultation’ section of this report. If the Council resolves to make a draft decision on the application, it must consult the Mayor again and allow him 14 days to decide whether to allow the draft decision to proceed unchanged, or direct the Council to refuse the application, or issue a direction that he is to act as the Local Planning Authority for the purpose of determining the application.

2.0 Background

2.1 There is no relevant site history.

3.0 Consultations

3.1 Pre-application Consultation

Prior to submission of the application, the applicant conducted their own extensive programme of engagement with local residents, local businesses and statutory third parties.

A focus group was established consisting of representatives of the project team, local residents, the local business community and local schools and a meeting of those representatives was held at The Granary on Abbey Road on 21 July 2016 to discuss the proposals.

An estate walk around was held on 31 August 2016 where the project team led residents and businesses on a site visit to gain their views on how the existing spaces were used, what worked and what did not work and to determine how the residents navigate through the existing estate.

Two public consultation events were held at The Boathouse in Abbey Road. The first event was held on 1 November 2016 and there were 22 registered attendees (with up to 30 attendees in total). The second event was held on 9 March 2017 and there were 17 registered attendees (with up to 30-40 attendees in total).

A Development Control Board pre-application briefing was held on 6 February 2017. The three Members for Gascoigne Ward and the Lead Member for Regeneration were party to a presentation and/or briefing on the proposed development.

On 9 February 2017, the proposed development was the subject of a Design Council / CABE Design Review which has informed the proposals set out in the application.

On 22 February 2017 the project team met with the Head Teacher of Gascoigne Primary School to discuss the proposals and the relationship with the existing school premises.
A meeting was also held at The Boathouse on 15 May 2017 in order to open dialogue with the nearby existing arts community to explore future possibilities for collaboration with the project team after the outline scheme has been approved.

The leaseholder buyback and tenant decanting process was established on Gascoigne West by approval from the Council’s Cabinet in January 2015 to include the area as part of the Council’s Estate Renewal Programme. The approval sanctioned the leasehold buy back of relevant properties within the red line boundary of the application site and the decanting of tenants.

3.2 Neighbour Consultation / Publicity

12 site notices were posted around the local area on 14 June 2017 and a press notice was published in the Barking and Dagenham Post on 21 June 2017.

1,744 neighbouring occupiers were consulted on 16 June 2017. Objections have been received from 5 neighbouring properties, namely 4 Skipper Court; 2 Benedicts Wharf; 25 Seawall Court, 1 Dock Road; 84 The Shaftesburys; and one unknown address.

The objections are summarised below:

Concerned about overshadowing and reduced sunlight.

*Response:* Matters concerning daylight, sunlight and overshadowing are addressed in section 6.9 of this report.

Concerned about anti-social behaviour - need more anti-crime measures.

*Response:* A condition is proposed to secure the submission and approval of a security management scheme for each Development Parcel.

Concerned about construction noise and traffic.

*Response:* Conditions are proposed to secure the submission and approval of a Construction Environmental Management Plan (CEMP) and a Construction Logistics Plan for each Development Parcel. These documents would set out how construction-related activities would be controlled, including matters of construction noise and traffic.

The density of buildings along Abbey Road is already high; proper low-rise buildings must be built, as proposed at the south end of Gascoigne East Estate; why pile all the development into one area; let us learn from the mistakes of the past and give the area and residents a chance to breathe - less is more; the proposal will create a ‘darkened alley’ of high-rise blocks on both sides of Abbey Road; concerned about the impact of the proposed heights in St Pauls Road; high-rise blocks are not the answer to the area's housing problems; the proposal will create anti-social conditions, with too many people packed too close together.

*Response:* As set out in this report, the application site is considered to be suitable for tall buildings and the proposed development seeks to respond to the new taller
buildings on Abbey Road, as well as the lower-rise buildings which are to be retained. The proposed development is considered to be of a sufficient design quality to accommodate the proposed density.

The bedrooms in one block face balconies and front rooms in another block and this results in the potential for daytime and late evening noise.

Response: The internal layout of the proposed units and the associated windows and balconies will be the subject of reserved matters applications and any impacts will be mitigated as part of the design process.

Concrete gardens and terraces create a lot of noise; there is a lack of green areas; and concerned about the loss of existing open green space and trees.

Response: The hard and soft landscaping of the proposed development will be the subject of reserved matters applications. The submitted Landscape Design Statement suggests that a high level of planting will be included in the development to soften the landscape. The Arboricultural Officer has agreed to the loss of some trees for various reasons and on the basis of sufficient replacement and new trees.

Abbey Road is a poorly designed road and is in a state of disrepair. A road re-surface for Abbey Road was promised before but not delivered. There is a lack of space and congestion occurs when two cars try to drive past each other. Also the pavements are poorly designed.

Response: Improvements to the road surface in Abbey Road is outside the scope of this application, however, officers understand that Housing Zone funding has been secured by the Council to repair the road surface in Abbey Road and works are likely to happen this year.

Concerned about the lack of parking for residents and visitors.

Response: Matters of car parking are addressed at section 6.10 of this report. Given the proximity of Barking Town Centre the Transport Development Management Officer agreed with the applicant that less than one car parking space per unit would apply to ensure the sustainable nature of the scheme and local precedent.

Concerned about the use of the ground floor for parking instead of commercial space.

Response: Ground floor commercial space has been proposed in a couple of Development Parcels but not all blocks are considered to be suitable for commercial space given the predominantly residential nature of the area. Over-providing commercial space has the potential to result in ground floor areas that remain vacant. Given the limitations of the site and the expense of providing basement car parking, it is considered appropriate to provide surface level car parking as part of the development.

A bridge across the river was promised before, will it really be delivered? If yes, it should be delivered ahead of Phase 2 and 3.
**Response:** The proposed development will secure land and funding for a two-way bus route through The Shaftesburys. This could in the future link up with a bridge across the river. The bridge is outside the scope of this application and is subject to funding being secured.

Litter is a problem on Abbey Road since the new blocks have been occupied.

**Response:** This is a matter for the Council’s Streets Team and not relevant to the decision-making process for this application.

Better lighting was promised before but not delivered.

**Response:** A condition is proposed to secure an external lighting scheme for each Development Parcel.

The promised previous prospect of a pleasant riverside 'arts-based' community will be finally ruined by this development.

**Response:** The proposed development is not considered to adversely affect the arts-based community within the Creative Industries Quarter on the western side of Abbey Road.

### 3.3 Internal / External Consultees

**Greater London Authority (GLA) -**

**Principle of development and mix of uses:**

- The redevelopment of the estate and the introduction of additional housing and non-residential uses is strongly supported.

**Estate regeneration:**

- Whilst the re-provision of existing social rented units is supported, the applicant must provide full details of habitable rooms and floorspaces, the unit mix of existing and re-provided housing and its tenant re-housing proposals.
- Has the GLA Housing and Land Team confirmed whether they would expect or require a ballot of effected tenants?

*Officer Note:* Details of habitable rooms and floorspaces have been submitted to the GLA as requested. The GLA Housing and Land Team have also confirmed that a ballot is not needed.

**Housing and sub-market housing:**
The applicant must provide viability material to show its proposals would maximise sub-market housing. This will be rigorously interrogated by GLA Officers. Need to agree early and late stage review clauses and make sure the S106 appropriately defines affordability for the different sub-market housing products.

The applicant should clarify whether, and in what circumstances, C2 (assisted living/care home) housing might be provided and what impact this would have on its approach to sub-market housing.

**Officer Note:** As requested, the applicant’s viability material has been submitted to the GLA. An independent review of the viability appraisal has also been prepared by GVA and submitted to the GLA. The GLA’s Financial Viability Advisor has provided further comments on the viability material as follows:

- It is unlikely that this scheme can deliver more than the proposed level of sub-market housing but the GVA assessment overstates the deficit.
- The proposed mix does not appear to provide a minimum of 30% low cost rent in line with the Mayor’s ‘Affordable Housing and Viability’ Supplementary Planning Guidance (SPG) unless the affordable/intermediate units are let at significantly less than 80% of market value and this is not clear from the assessments.
- Affordability thresholds and proposed rents should be clearly stated. The values used in the Financial Viability Assessment (FVA) do not reflect rents of 80% of market value and the assumed rents and values should be consistent.
- The overall percentage of sub-market housing should also be checked as GVA’s interpretation of the proposal (para 9.1.1) is that the figure is only 39%.
- The ability of the scheme to deliver sub-market homes is constrained by the low sales values. Early and late stage reviews should therefore be included to ensure that any increase in value can support the delivery of additional sub-market units as the scheme and the regeneration of Barking Town Centre progresses.

**Officer Note:** The comments above indicate that GLA Officers support the FVA conclusion that the proposed level of sub-market housing (42%) is the maximum level that the scheme can reasonably afford.

The applicant has confirmed that they are willing to provide 30% of the sub-market units at low cost rents (social / target rent). This is to be secured in the S106 Agreement. Members should note that due to the late comments from the GLA it has not been possible to reflect the amended tenure mix elsewhere in this report. Officers can, however, confirm that this would result in 109 target rented units instead of 97 and 78 affordable rented units instead of 90. The proposed tenure mix is considered appropriate, having regard to existing tenants, viability and the need to create balanced, sustainable communities.

For clarification purposes, the 39% level of sub-market housing stated in para 9.1.1 of GVA’s report reflects the new sub-market units excluding the re-provided social rented units.

Early and late stage reviews are to be secured in the S106 Agreement.

The GLA has been advised that C2 (assisted living/care home) housing has now been removed from the application.
Urban design and inclusive design:

- The approach to urban design and inclusive design is generally supported, but further information on children’s play space should be provided.

**Officer Note:** The applicant has responded to the GLA and advised that due to the outline nature of the proposed development, the precise mix and tenure of the residential units is unknown until future detailed reserved matters submissions are made. However, based on the indicative residential mix and tenure, the outline submission for 850 residential units would generate a child yield of 232 (127 under 5 years; 67 5-11 year olds; and 38 12+ year olds). In accordance with the Mayor’s guidance for children’s play space, this would generate a requirement for 2,316 square metres of dedicated play space.

Climate change:

- The proposals are broadly acceptable but predicted carbon savings need to be verified. The route of the proposed heat network, a commitment to connect all phases and dwellings into it, and further details of the energy centre are also required. The approach to flood risk is supported.

**Officer Note:** The applicant has submitted the requested information pertaining to predicted carbon savings and details of the energy centre in order to address the GLA’s comments. The applicant has also confirmed that the development will be designed to provide future connection to a District Energy Network.

Transport:

- The development is generally acceptable from a strategic transport perspective however a number of technical matters are unresolved. For example, the application does not guarantee The Shaftesburys would be bus only. A bus gate is required in the vicinity of Abbey Road and the location and delivery of additional bus stops and proposed highway works needs to be confirmed. Further information is also required on car and cycle parking.

**Officer Note:** Detailed discussions have taken place with Transport for London (TfL) and further information has been submitted to address their comments above. The GLA Officer has confirmed that matters are broadly in order from a TfL perspective. The S106 Agreement will secure land and funding for a two-way bus route through The Shaftesburys, along with associated highway works and the provision of a bus gate and additional bus stops.

Historic England (Archaeology) - The planning application lies in an area of archaeological interest. The site lies between Roman remains found at Abbey Road and later prehistoric and Saxon finds from St Anns. A condition is therefore recommended to require a two stage process of archaeological investigation.

**Officer Note:** The recommended condition is to be imposed on any planning permission granted.
Historic England (Buildings) - The development site is located to the south-west of Barking Town Centre and borders the Abbey Road Riverside Conservation Area at its western end, and the Abbey and Barking Town Centre Conservation Area at its northern end. Abbey Road Riverside Conservation Area comprises of a small collection of riverside buildings mainly associated with the fishing and brewing industries. The Abbey and Barking Town Centre Conservation Area is significantly larger and is divided up into a number of character areas. The character area next to the development site is known as Abbey Green which contains the Barking Abbey Scheduled Monument, the Grade I listed St Margaret’s Church, and the Grade II* Curfew Tower. It is an area of substantial historic interest.

Both conservation areas have been affected by the various large-scale developments that are emerging around Barking. However, this development, particularly the three 15-storey buildings at the northern end, would likely further encroach on the setting of both conservation areas and cause incremental harm.

Section 6.5 of the submitted Built Heritage Statement acknowledges this impact. However, it concludes that:

“This impact is considered to be negligible and will likely result in no significant detraction from the significance or experience of the heritage assets. Furthermore this negligible impact could be mitigated through appropriate detailed design. It is recommended that the detailed design is provided for consultation with the Local Planning Authority and this information is supported by views and visualisations, from agreed locations, of the proposed detailed design. This will assist an assessment of the appropriateness of the design and its impact upon the setting of the heritage assets” (Gascoigne West, Barking, Built Heritage Statement, 27 April 2017, Waterman, p30).

Without a supporting visual assessment at this stage, we are unconvinced by the conclusion that the impact of the proposed development on the surrounding historic environment would be ‘negligible’. Providing sufficient information to understand the potential impact of proposed developments on heritage assets is a policy requirement as set out under paragraph 128 of the National Planning Policy Framework. Should this application be approved without this assessment, building height parameters will be set and there is little that can be mitigated should the future visual assessment conclude that a greater level of harm would result than anticipated in the Built Heritage Statement. As such, we recommend that a wireline visual assessment is provided at this stage to demonstrate the extent of impact on the setting of the surrounding historic environment.

Officer Note: In accordance with Historic England’s comments above, the developer submitted further information and Historic England has responded as follows:

We are pleased to see that a Wireline Visual Assessment has now been prepared in response to our original advice letter. The assessment demonstrates that the proposed development would be visible in all three views provided. However, the existing tree coverage would screen the buildings to an extent in views from Barking Abbey and the churchyard of St Margaret’s Parish Church. Nonetheless, the buildings are likely to become more visible during wintertime, and potentially outside daylight hours when illuminated. Whilst this is unlikely to present a substantial
impact on the setting of the Church and Abbey, the encroachment on the open character of Abbey Green would cause harm in our view. This harm should be weighed against the public benefits of the scheme in accordance with paragraph 134 of the National Planning Policy Framework.

The view of the Abbey Road Riverside Conservation area demonstrates that the setting of the surviving industrial buildings along the River Roding has already been significantly affected by developments in the surrounding area. We therefore raise no significant concerns regarding the impact of the proposed development in this particular view.

We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice. It is not necessary for us to be consulted again.

**Environment Agency** - We have no objections to planned development. Although the site is located within Flood Zone 3 and is protected to a very high standard by the Thames Tidal defences up to a 1 in 1000 (0.1%) chance in any year, our flood modelling shows that it is at risk if there was to be a breach in the defences or they were to be overtopped. This proposal does have a safe means of access and/or egress in the event of flooding from all new buildings to an area wholly outside the floodplain.

**London Fire and Emergency Planning Authority** - Access for Fire Brigade vehicles should comply in full with Section B5 of Approved Document B, Volumes 1 and 2 of the Building Regulations.

**Thames Water** - With regards to surface water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the developer should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required.

There are public sewers crossing or close to the development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer.

With regard to sewerage infrastructure capacity, we would not have any objection to the proposed development.

No piling shall take place until a piling method statement has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water.
A Trade Effluent Consent will be required for any effluent discharge other than a 'Domestic Discharge'.

We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. A Groundwater Risk Management Permit will be required for discharging groundwater into a public sewer.

Surface water disposal must adhere to the London Plan.

**Officer Note:** The recommended piling condition is to be imposed on any planning permission granted.

**National Grid** - The apparatus that has been identified as being in the vicinity of the proposed works is high or intermediate pressure (above 2 bar) gas pipelines and associated equipment; low or medium pressure (below 2 bar) gas pipes and associated equipment; electricity transmission overhead lines; and above ground gas sites and equipment.

No response has been received from the Cadent Pipelines Team despite a reminder being sent in August 2017. On this basis, it is assumed that they have no objection to the proposed development.

**London City Airport** - No safeguarding objection subject to a condition to ensure that no construction works such as cranes or scaffolding would exceed the height of the planned development unless a construction methodology statement and details are submitted for approval.

**Officer Note:** The proposed condition is to be secured on any planning permission granted.

**Sport England** - The site is not considered to form part of, or constitute a playing field, therefore Sport England has considered this a non-statutory consultation.

It is understood that the London Borough of Barking and Dagenham is a Community Infrastructure Levy (CIL) charging authority and as such, the proposed development is required to provide a CIL contribution in accordance with the Council’s adopted CIL Charging Schedule.

It is acknowledged that there is no requirement to identify where those CIL monies will be directed as part of the determination of any application. That said, Sport England would encourage the Council to consider the sporting needs arising from the development as well as the needs identified in its Infrastructure Delivery Plan (or similar) and direct those monies to deliver new and improved facilities for sport.

**Natural England** - No comment.

**Designing Out Crime Officer** - I have site specific concerns in relation to the communal amenity space; basement car parking undercrofts; perimeter treatments; access control; postal strategy; refuse stores; bicycle stores; compartmentalisation; physical security; vehicle delivery strategy and the energy centre. It is recommended that the development achieves full Secured by Design Accreditation.
**Officer Note:** Given that this is an outline planning application, the design of the areas referenced above would be addressed at the detailed stage and the Designing Out Crime Officer would have an opportunity to comment further at that time.

**London Fire and Emergency Planning Authority (Water Team)** - No additional hydrants are required. It should be noted that existing hydrants are to be retained in their present locations.

**EDF Energy** - No response.

**Essex and Suffolk Water** - No response.

**Transport Development Management Team** - The site is in an area of poor to excellent public transport accessibility. The furthest point within the site to Barking Station is approximately 1.25 kilometres. There are local bus services located within a more reasonable walking distance.

Given the proximity of Barking Town Centre it was agreed with the applicant that less than one car parking space per unit would apply to ensure the sustainable nature of the scheme and local precedent (i.e. examples of local schemes where significantly less than one space per unit has been accepted).

There is an existing local car club within the vicinity of the development site providing a total of 6 cars at three sites (Abbey Road, Axe Street and St Erkenwald Road). It is recommended that occupiers of the proposed development be given one year free membership to a local car club and that two new car club spaces be provided in the town centre.

**Officer Note:** These matters are to be secured in the S106 Agreement.

The on-street parking demand in this area is high and this development would cause additional pressures on the limited existing parking in the vicinity and neighbouring roads. A management scheme that takes into account all car parking spaces within the development, including those located on adopted roads and unadopted areas, should be conditioned.

**Officer Note:** Parking details, including a management plan, is to be secured by condition.

Refuse collection would continue from both Abbey Road and Gascoigne Road as well as utilising the new internal road layout.

The proposed site conforms to the design guidance set out in Manual for Streets detailing that fire tenders can serve the site.

The Transport Assessment identifies that the increase in the number of dwellings will have a small increase of 27 two-way trips in the AM peak and 18 two-way trips in the PM peak. Vehicle trips to and from the development would be limited due to the limited parking and car-free nature of the development. We are satisfied that
there is sufficient capacity within the local highway network to accommodate the vehicle trips likely to arise from the development.

Although the site benefits from a mixed provision of public transport accessibility, at the request of Transport for London (TfL), the impact of the proposed development on local bus service capacity has been assessed. It is understood that TfL have concerns that there is not sufficient capacity on the existing public transport network. We concur with TfL that a major concern is the impact of peak hour trips on local bus services and whether there is sufficient capacity.

It is envisaged that the development proposals would secure future improvements to accessibility to public transport by safeguarding land with an aspiration to deliver a two-way bus route along The Shaftesbury’s by diverting an existing bus route from St Pauls Road through the Gascoigne West development. This route could in the future, subject to funding outside the scope of this application, also link up with a potential new public transport, cycle and pedestrian bridge connecting Abbey Road with Quay Road on the western side of the River Roding.

Initial discussions have been held with London Buses, who agree in principle to the re-routing of a local bus service. This should be pursued and funding secured. The final details of the diversion route would need to be endorsed and agreed by the Council, TfL and London Buses. In addition, there should be monitoring and a further assessment regarding public transport capacity and a copy submitted to the Local Planning Authority for approval prior to occupation to ensure the public transport capacity for the expected demand is sufficient.

**Officer Note:** A public transport capacity assessment is to be secured in the S106 Agreement.

Based on the information provided it is recognised that the proposal would have some degree of impact that would be potentially detrimental to the local highway network. This could, however, be significantly reduced through the identified public transport improvements. In order to implement these improvements it will be necessary to secure in a S106 Agreement the safeguarding of land and funding to deliver a two-way bus route along The Shaftesburys, including submission and approval of a scheme of associated highway works to deliver junction, carriageway and footway widening as necessary; and the provision of a 6.5 metre minimum width bus gate at the junction of The Shaftesburys and Abbey Road.

**Officer Note:** These matters are to be secured in the S106 Agreement.

A Construction Logistics Plan, Delivery and Servicing Plan and Travel Plan should be secured by condition or S106.

**Officer Note:** Conditions/S106 obligations are to be secured as recommended.

Having considered the merits of this application in terms of transport related matters, it seems that there are no apparent major adverse highway safety implications arising from the proposed development.

**Environmental Health Team -**
Local air quality - The site adjoins the heavily trafficked St Pauls Road and modelling provided suggests that at ground floor level part of the site is exposed to annual average concentrations of nitrogen dioxide (NO2) in excess of the United Kingdom Air Quality Objective of 40 $\mu g/m^3$ set to safeguard health.

I note that the Air Quality Assessment was prepared with reference to national technical and policy guidance rather than the capital specific London Local Air Quality Management (LLAQM) policy and technical guidance. However, I am satisfied that the methodological approach is valid for decision-making purposes.

The report evaluates local air quality affecting the development, emissions from the proposed energy centre, air quality neutral considerations and construction phase emissions to air.

It should be noted that the capacity of the energy centre is such that approval of the height of its chimney will require separate approval pursuant to the provisions of the Clean Air Act 1993.

Also, it may be, that the emission limits set for medium combustion plant pursuant to the Medium Combustion Plant Directive (Directive 2015/2193/EU of the European Parliament and of the Council, 2015) will need to be met.

I have evaluated the report and am satisfied that it presents a thorough and robust evaluation of the above matters and concur with the conclusions drawn that:

Pollutant concentrations are predicted to be below the air quality objectives at the worst-case locations assessed and so air quality conditions for new residents will be acceptable.

Based on the assumed specifications set out in Appendices A5 and A7 of the report, emissions from the proposed energy centre will lead to an increase in nitrogen dioxide concentrations at nearby existing properties. The air quality modelling indicates that emissions from the energy centre could lead to slight adverse impacts at up to 38 existing residential properties and moderate adverse impacts at 8 existing properties.

This means that overall, the operational air quality effects of the proposed development are judged to be significant and appropriate mitigation will need to be identified at the detailed application stage and then be applied and maintained during the construction/operational phases.

I concur with the consultant’s view that the adverse air quality impacts identified in the assessment need not represent a constraint to the proposed development but that the outcome should be used to inform the design at the detailed planning stage. To safeguard the situation I recommend that any permission that might be granted be subject to a safeguarding condition.

The Air Quality Assessment demonstrates that the development will be air quality neutral within the terms of the relevant guidance.

There is the potential for odour emissions from the A3 use to impact on the amenity of nearby residents and so I recommend the imposition of a safeguarding condition.
Construction works will give rise to a medium to high risk of dust impacts. With mitigation measures in place overall construction phase impacts are judged to be ‘not significant’. I recommend that any permission that might be granted be subject to appropriate conditions.

**Noise** - The submitted Noise Assessment evaluates noise levels affecting the site, its suitability for the proposed development and identifies necessary mitigation measures including, but not limited to, noise limit criterion for fixed plant. I concur with the methodological approach and conclusions drawn as to the requisite mitigation requirements.

The urban location of the site is such that communal amenity space and/or balconies on façades of all the blocks facing the surrounding transportation noise sources are predicted to be exposed to noise levels of between 45 and 75 dB LAeq. This places a part of the site, relating to Blocks F – J, within Category D as set out in the now withdrawn Planning Policy Guidance (PPG) 24.

Policy BR13 of the Borough Wide Development Policies Development Plan Document advises that new noise-sensitive development (such as housing, schools and hospitals) will not normally be permitted in the vicinity of existing noisy developments such as those included in the noise exposure Category D in PPG24.

However, guidance provided in BS8233:2014 “Guidance on sound insulation and noise reduction for buildings” recognises that in higher noise areas, such as city centres or urban areas adjoining the strategic transport network, a compromise between elevated noise levels and other factors, such as the convenience of living in these locations or making efficient use of land resources to ensure development needs can be met, might be warranted. It is for the decision taker to make this judgement, but I would emphasise that in such a situation, it is imperative that developments should be designed to achieve a satisfactory internal noise climate for residents.

As is the case with the air quality aspect and in the context of what is an outline application, the detail of the noise mitigation measures will need to be refined as the detailed design is developed. To safeguard the situation, I recommend that any permission that might be granted be subject to the imposition of conditions setting noise insulation performance requirements and noise emission limits for plant and machinery.

The potential impact of noise from the proposed commercial elements and construction phase noise and vibration have not been assessed but I am confident that these aspects can be addressed by way of conditions.

**Potential light pollution** - The proposed development will require external lighting to facilitate safe access, egress and movement within the site. To safeguard the situation with regard to the protection of residential amenity, I recommend that any permission that might be granted be subject to a condition to require the design and implementation of a lighting scheme which conforms to the Association of Chief Police Officers (ACPO) guidance.
Construction phase impacts - The Air Quality Assessment provides a detailed risk assessment of the potential for construction phase dust emissions and outlines appropriate mitigation measures. The report also refers to the need to comply with the Mayor of London requirement relating to the control of emissions from non-road mobile machinery. I concur with this assessment and recommend the imposition of a condition to require the submission of a construction environmental management plan to secure inter-alia the implementation of the mitigation measures.

In my view construction noise/vibration impacts can be suitably mitigated by way of the imposition of conditions on any permission that might be granted. I note that a piled foundation may be required. Because of the close proximity of neighbouring residential and other sensitive development, I anticipate that any piling that might be needed is likely to have to be by way of a continuous flight auger technique (i.e. virtually vibration free and one of the quietest forms of piling).

Land quality - Historical maps indicate that some parts of the site have previously been subject to potentially contaminative use and so I recommend that any permission that might be granted be subject to the standard land contamination conditions.

Officer Note: The recommended conditions are to be imposed on any planning permission granted.

Clean and Green Division - The refuse strategy shows that it is in conformity with the provisions of the Council’s guidance for refuse.

Drainage and Flooding Team - The arguments contained within the Flood Risk Assessment to dismiss rainwater harvesting (RWH) as an option should be reconsidered. We would like to see RWH included in some capacity even if it is deemed inappropriate for the residential units. Could it provide recycled rainwater for the landscaped areas within the development? Tanks can also be fitted with sensors which will empty the tank in advance of incoming rain. This allows for the tank to be included as part of the site’s attenuation.

It is insufficient for the developer to aim to reduce the discharge rates from this site to match existing. In accordance with the London Plan, developers should aim to reduce discharge rates to greenfield values, or if this is not possible aim for at least a 50% reduction in rates compared to the existing. Discharge rates will need to be reduced or further clarity will need to be provided as to why this cannot be achieved. We would like to see more consideration given to above ground sustainable urban drainage systems (SuDS) options as there are a number of parks/gardens included within the submitted Landscape Design Statement where siting above ground SuDS such as ponds, detention basins, etc. may be appropriate, and would have further amenity benefit compared to below ground storage.

We will require further information on the treatment and quality of surface water discharge from the site at the detailed design stage. In accordance with the Environment Agency standing advice for flood risk assessments, ground floor levels should be a minimum of whichever is higher of:

- 300mm above the general ground level of the site; and
- 600mm above the estimated river or sea flood level.
We would recommend that should planning permission be granted, conditions be applied to ensure that the SuDS scheme is properly implemented and maintained throughout the lifetime of the development.

**Officer Note:** The recommended conditions are to be imposed on any planning permission granted.

**Arboricultural Officer** - I am satisfied with the proposals for the removal and retention of trees as described in the Landscape Design Statement. The design team have identified significant boundary trees and quality specimens and have included them in the design. The losses of the other lesser quality trees are acceptable to justify this project.

The planting proposal is also acceptable. It provides for new amenity areas and extends/augments existing boundary trees for retention. The choice of species is fine.

The protection plan lays out the fencing for the protection of existing trees and highlights areas of work within the root protection area. This is acceptable.

**Officer Note:** The Arboricultural Method Statement is to be secured by condition.

**Early Years and Childcare Service** - In anticipation of the proposed developments on the Gascoigne Estate, we have recently expanded the nursery at Gascoigne Children’s Centre and also developed 80 new full time equivalent places at The Maples on Gascoigne Road.

**Street Lighting Engineer** - No objection.

4.0 Local Financial Considerations

4.1 The proposed development would be liable for the Mayoral and Borough Community Infrastructure Levies (CIL). The amount would be calculated and secured through the reserved matters applications when full details of the proposed floorspace would be known.

5.0 Equalities

5.1 The Equality Act 2010 requires the Council to advance equality of opportunity in the exercise of its functions. In this respect, as elaborated upon below, conditions are proposed to ensure that the residential units are accessible and adaptable, with 10% of residential units having a layout and size specifically enabling ease of use by a wheelchair user.

6.0 Analysis

6.1 The Outline Application

6.1.1 All matters, namely details of the access, appearance, landscaping, layout and scale of the development, have been reserved for future approval (the ‘reserved matters’). A sufficient level of information has, however, been provided as part of
the outline application to control the parameters of development and demonstrate how a successful development can be delivered.

6.1.2 The outline planning application seeks approval of 8 x Parameter Plans which will control the reserved matters and be secured by condition. The Parameter Plans define 7 x Development Parcels within which future development should be brought forward, namely Development Parcels 1, 2, 3, 4, 5, 6 (split into 6a and 6b) and 7.

6.1.3 The application was accompanied by an Illustrative Masterplan which sets out the design vision for the site. While the outline application seeks permission for a maximum of 850 residential units, the Illustrative Masterplan demonstrates, as an example, how a scheme of 809 residential units, along with non-residential uses, might be designed.

6.1.4 The application was accompanied by a Design Code, the purpose of which is to establish the design principles which will underpin the detailed design of the Gascoigne West development area. The Code is not intended to be prescriptive, but provides the overarching design vision and principles that should be followed. It also defines the character of the built environment and promotes high quality urban, architectural and landscape design. The Design Code is a control document which any future detailed proposals should follow and comply with and therefore it would be secured by condition.

6.1.5 The submitted Design and Access Statement explains the development process, justifies the design of the Illustrative Masterplan and demonstrates the vision for the future development. The details set out in the Design and Access Statement should also inform any future detailed proposals and therefore it would be secured by condition.

6.1.6 In the event that outline planning permission is granted, a condition would require a phasing plan to be submitted for approval showing how the development will be implemented in a comprehensive manner.

6.2 Principle of the Development

6.2.1 The National Planning Policy Framework (NPPF), London Plan and Local Plan generally encourage new housing that takes appropriate account of local character, context and public transport capacity.

6.2.2 The site is located within the London Riverside Opportunity Area and the Barking Town Centre Area Action Plan Area (AAP). Policy CM1 of the Core Strategy states that residential development (particularly higher density development) will be focussed in the key regeneration areas, which includes Barking Town Centre. Policy CM2 of the Core Strategy sets a target of 6,000 new homes in Barking Town Centre.

6.2.3 Barking Town Centre has been awarded Housing Zone status by the Greater London Authority (GLA). Funding of £42.3 million has been awarded to the Council of which £8.6 million is grant funding in relation to 10 initial schemes totalling 2,295 homes. Gascoigne West is one of these schemes and the Council was awarded GLA Housing Zone funding in April 2017 towards land assembly related to this application and to help it fund the buyback of up to 80 private leasehold units.
6.2.4 The application site forms part of the Barking Town Centre Site Specific Allocation Area 6 (BTCSSA6) (Gascoigne Estate). It should be noted that BTCSSA6 covers both Gascoigne East and Gascoigne West and proposes an indicative uplift of 850 residential units across the entire Gascoigne Estate, comprising approximately 570 residential units within Gascoigne East and 280 residential units within Gascoigne West.

6.2.5 Site Specific Allocation BTCSSA6 supports the provision of residential development which offers, amongst other things, varying housing densities in line with London Plan policies with highest densities at the northern end closest to the town centre; no overall loss of social housing; provision of 40% family housing; improved pedestrian permeability, removing the estate feel and particularly enhancing east-west routes and links to the Cultural Industry Quarter and the River Roding; that any tall buildings are of the highest design quality and create safe and attractive spaces around their entrances; areas of open space and children's play space to serve the new residential community; the creation of smaller neighbourhoods and the delivery of a sustainable community through a more diverse housing mix; provision for existing residents to return to new homes in the area; community safety and designing out crime measures; a better relationship with the employment land at the southern end of the estate; better bus services including making provision for the Barking to Royal Docks Bus Corridor and ensuring traffic management measures are designed to enable effective bus access and usage; and demonstrates that it will reduce the flood risk and the potential intensity of flooding both within the scheme and in the local area.

6.2.6 Policy BP4 of the Borough Wide Development Policies DPD defines a tall building as any building which is significantly taller than its neighbours and/or which significantly changes the skyline.

6.2.7 The building height strategy set out in the London Riverside Opportunity Area Planning Framework (OAPF) identifies a cluster of tall buildings around Barking Station and a secondary cluster of tall buildings to the west of the town centre along the River Roding, on the axis from Barking Park to Canary Wharf. The proposal site falls just outside of these areas. The OAPF advises that proposals for tall buildings or high density development outside of the identified areas will be considered case by case on individual merit with consideration given to the specific proposals, the location and context and detailed design and layouts.

6.2.8 Policy BTC17 of the Barking Town Centre AAP states that the Council considers certain locations in the AAP area ‘sensitive’, but as potentially suitable for tall buildings. Despite falling outside of the Barking Station and River Roding tall building clusters identified in the OAPF, the Gascoigne Estate is identified in Policy BTC17 as being suitable for tall buildings. The AAP states that the regeneration of the estate provides the opportunity to significantly improve the areas townscape and to better integrate the estate into the town centre through the disposition of uses and scale, massing and height of development. It is noted that the east of the Gascoigne site is considered more appropriate for denser urban development and taller buildings, aligned with the character of the town centre.

6.2.9 Policy BTC17 states that proposals for any tall building must conserve or enhance the significance of the area’s heritage assets and their setting; be of exemplary high
quality design; take account of natural topography, scale, height, urban grain, streetscape and built form, open spaces, rivers and waterways, and proposals for other tall buildings; conserve or enhance important views and skylines including key townscape features such as the Town Hall tower; and where they are close to the River Roding, minimise any adverse impact on the biodiversity and amenity value of the river and riverside walk.

6.2.10 The principle of the acceptability of residential development at the application site has clearly been established by reason of the existing residential use and the Housing Zone status.

6.2.11 As a result of the need to provide land for two schools the approved hybrid planning permission for Gascoigne East (14/00703/OUT) resulted in a loss of 152 residential units compared to those that existed prior to demolition and decanting, as opposed to the indicative uplift set out within Site Specific Allocation BTCSSA6. The current proposal for Gascoigne West seeks to provide an uplift of 671 residential units which exceeds the indicative uplift set out within Site Specific Allocation BTCSSA6 for Gascoigne West. Despite this, the overall uplift in housing across the entire Gascoigne Estate does not exceed the indicative uplift of 850 residential units proposed in Site Specific Allocation BTCSSA6.

6.2.12 The proposed development is otherwise generally designed to accord with the broad objectives set out within Site Specific Allocation BTCSSA6 with the exception that 40% family housing across the entire Gascoigne Estate (i.e. East and West) is not achieved. This is discussed in more detail below in the ‘Housing’ section of this report.

6.2.13 The Mayor of London’s key priorities for estate renewal are set out in the guidance ‘Better Homes for Local People – The Mayor’s Good Practice Guide to Estate Regeneration’ (February 2018). In this regard, the current application is expected to demonstrate the rationale for estate regeneration, along with the aims and objectives of the development; there must have been an extensive and responsive consultation process with tenants and leaseholders; and regeneration must ensure a fair deal for tenants and leaseholders, including no loss of social housing and appropriate compensation provided.

6.2.14 The GLA has advised that the proposed delivery of the residential units is strongly supported and that the proposal accords with the broad objectives of ‘The Mayor’s Good Practice Guide to Estate Regeneration’.

6.2.15 The application seeks flexible permission for up to 350 square metres of A1, A2, A3, D1 and D2 uses at ground floor level within Development Parcels 3 and 4. An energy centre is also proposed to be incorporated within Development Parcel 7 and this is anticipated to serve the development, along with the surrounding neighbourhood as necessary.

6.2.16 The proposed commercial and community uses are designed to meet the needs of the development and the local area. The GLA has confirmed that these uses are supported by Policy 3.7 of the London Plan as they will provide additional employment opportunities and help create more distinctive and attractive neighbourhoods. It should be noted that the application proposes a fall-back
position that these ground floor spaces could instead be built out as residential units if there is considered to be insufficient demand for the uses in the future.

6.2.17 The application site is considered in principle to be a suitable location for tall buildings of exemplary design quality in accordance with Policy BTC17.

6.2.18 An assessment of the impact of the proposed development on heritage assets and the Abbey and Barking Town Centre Conservation Area and the Abbey Road Riverside Conservation Area is set out below in the ‘Design and Heritage’ section of this report.

6.2.19 Overall, the principle of the proposed development is welcomed and supported, subject to the matters discussed below being satisfactorily addressed.

6.3 Housing

6.3.1 The application proposes the demolition of 179 residential units (82 private leasehold units (46%) and 97 social rented units (54%) owned and managed by the Council).

6.3.2 The scheme has the potential to provide up to 850 residential units (uplift of 671 units). Due to the nature of the site, the regeneration aspirations and the approach to optimising development and density on the site, the proposal comprises solely of flats.

6.3.3 Due to the outline nature of the application, the residential mix is currently indicative as shown below and may change as the detailed designs are worked up. The final mix would be submitted for approval at the reserved matters stage.

**Indicative Residential Mix**

<table>
<thead>
<tr>
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<th>1B/1P</th>
<th>1B/2P</th>
<th>2B/3P</th>
<th>2B/4P</th>
<th>3B/5P</th>
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<td>Total Units</td>
<td>3</td>
<td>314</td>
<td>80</td>
<td>340</td>
<td>113</td>
<td>850</td>
</tr>
<tr>
<td>Total %</td>
<td>0.4%</td>
<td>36.9%</td>
<td>9.4%</td>
<td>40%</td>
<td>13.3%</td>
<td>100%</td>
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</table>

6.3.4 Policy BTCSSA6 relating to the Gascoigne Estate as a whole sets out a target of 40% family housing (3 or more bedrooms) across the estate. Officers note that the redevelopment of Gascoigne East which is currently under construction already provides a large number of family-sized units in the local area (556 units (35.3%) comprising 3, 4 and 5 bedrooms).

6.3.5 The social rented accommodation for Gascoigne West is being re-provided on a one-for-one basis but with an increased percentage of larger, family-sized units being provided (28% are 3-bedroom, up from the existing 11% provision). In addition, almost all the 2-bedroom units for social rent are 4-person in size, making allowance for smaller families to live within the new development. This is mirrored across the wider development where 81% of all 2-bedroom units (340 out of 420) are designed to 4-person space standards.

6.3.6 Whilst only 13.3% of the Gascoigne West redevelopment will comprise 3-bedroom units, the indicative mix is based on current demand and will support the Council’s aim to widen housing choices for local residents, as outlined in the Council’s Growth Strategy. Officers support the proposed level of family housing in this case.
Density

6.3.7 The existing application site has a density of 59 residential units per hectare. The proposed development allows for a maximum of 850 residential units equating to a density of 287 residential units per hectare.

6.3.8 The Public Transport Accessibility Level (PTAL) of the site varies from 0 (very poor) in the southern part of the site to 6a (excellent) in the north-eastern part of the site. Specifically, Development Parcels 1 and 2 have a PTAL of 0, Development Parcel 3 has a PTAL which varies between 0 and 2, Development Parcel 4 has a PTAL of 1b, Development Parcel 5 has a PTAL which varies between 1b and 2 and Development Parcels 6a, 6b and 7 have a PTAL which varies between 1b, 2, 3 and 6a.

6.3.9 It should be noted that the denser area of the proposed development comprises Development Parcels 6a, 6b and 7 where the PTAL of the site is at its highest. The proposed density falls across the site in the areas with lower PTAL.

6.3.10 For a central setting such as this, the London Plan density matrix identifies a density range of 50–110 units per hectare for a PTAL of 0 to 1, 100–240 units per hectare for a PTAL of 2 to 3 and 215–405 units per hectare for a PTAL of 4 to 6.

6.3.11 The density of the proposed development in the most part exceeds the London Plan density ranges within the London Plan. It is accepted, however, in the Mayor’s ‘Housing’ Supplementary Planning Guidance (SPG) that there may be exceptional circumstances where densities outside the ranges may occur. In such scenarios the test for acceptability is about the quality of the proposal – the requirement being that housing should be of exemplary design quality. Officers consider that the design quality of the scheme is high and does not exhibit any symptoms of over-development. Furthermore, given the site’s Housing Zone status, it is considered that, subject to demonstrating design quality, schemes should aim to push the boundaries of development capacity.

Sub-Market Housing

6.3.12 The Mayor of London’s ‘Affordability Housing and Viability’ SPG aims to increase the amount of sub-market housing delivered through the planning system; embed the requirement for sub-market housing into land values; and make the viability process more consistent and transparent.

6.3.13 The Mayor’s SPG confirms that all estate renewal schemes should follow the viability tested route the SPG establishes, which in turn requires any planning permission to be subject to early and late stage reviews and that viability be assessed at the planning application stage.

6.3.14 The Mayor’s expectation is that all lost sub-market housing on estate renewal schemes should be replaced with new sub-market housing of the same tenure and that additional sub-market housing should be maximised.

6.3.15 Policy BTC14 of the Barking Town Centre AAP states that the Council will seek to avoid a net loss and seek a net gain in social housing in the Gascoigne Estate (East and West) renewal scheme.
6.3.16 The existing mix of 97 social rented units on the application site is shown below.

**Existing Social Rented Accommodation**

<table>
<thead>
<tr>
<th></th>
<th>1B/2P</th>
<th>2B/3P</th>
<th>2B/4P</th>
<th>3B/5P</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Units</td>
<td>28</td>
<td>30</td>
<td>28</td>
<td>11</td>
<td>97</td>
</tr>
<tr>
<td>Total Habitable Rooms</td>
<td>56</td>
<td>90</td>
<td>84</td>
<td>44</td>
<td>274</td>
</tr>
<tr>
<td>%</td>
<td>28.87%</td>
<td>30.93%</td>
<td>28.87%</td>
<td>11.34%</td>
<td>100%</td>
</tr>
</tbody>
</table>

6.3.17 It is proposed that the existing 97 social rented units would be re-provided within the proposed development at a better quality of accommodation than existing. The existing 97 social rented units equate to 274 habitable rooms and a gross internal area (GIA) of 7,491 square metres. As shown below, it is proposed to re-provide all of the existing social rented units at target rents, equating to 273 habitable rooms and a GIA of 7,891 square metres.

**Proposed Social Rented Accommodation (Target Rent)**

<table>
<thead>
<tr>
<th></th>
<th>1B/2P</th>
<th>2B/3P</th>
<th>2B/4P</th>
<th>3B/5P</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
<td>Total Units</td>
<td>45</td>
<td>1</td>
<td>24</td>
<td>27</td>
<td>97</td>
</tr>
<tr>
<td>Total Habitable Rooms</td>
<td>90</td>
<td>3</td>
<td>72</td>
<td>108</td>
<td>273</td>
</tr>
<tr>
<td>%</td>
<td>46.39%</td>
<td>1.03%</td>
<td>24.74%</td>
<td>27.84%</td>
<td>100%</td>
</tr>
</tbody>
</table>

6.3.18 A Financial Viability Assessment (FVA) was submitted during the application process. Overall the proposed development provides for 361 sub-market housing units on site (42%), subject to grant funding, of which 25% is affordable rent, 27% is target rent and 48% is shared ownership. The sub-market housing provision represents 35% of the total number of units when disregarding the existing 97 social rented units being demolished. The proposed sub-market housing provision is to be secured by S106 Agreement, along with early and late stage viability review mechanisms as required by the Mayor’s SPG.

6.3.19 The FVA has been independently reviewed by viability consultants, GVA, who have concluded that the proposed development, including the proposed sub-market housing provision and grant funding, is unviable and delivers a sub-optimal return. GVA has advised that it is possible that the cost of the development may be lower than anticipated and/or revenues generated may be above that forecast. GVA has advised that phased viability assessments may be required in accordance with the Mayor’s SPG to capture any movement in the development’s viability.

6.3.20 The applicant has advised that reserved matters applications for each phase of the development will further address viability issues as they seek to achieve efficiencies in design and cost.

6.3.21 An indicative tenure mix is shown below.

**Indicative Tenure Mix**

<table>
<thead>
<tr>
<th></th>
<th>1B/1P</th>
<th>1B/2P</th>
<th>2B/3P</th>
<th>2B/4P</th>
<th>3B/5P</th>
<th>Total</th>
<th>%</th>
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<tbody>
<tr>
<td>Target Rent</td>
<td>0</td>
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<td>11.4</td>
</tr>
<tr>
<td>Affordable Rent</td>
<td>0</td>
<td>22</td>
<td>15</td>
<td>44</td>
<td>9</td>
<td>90</td>
<td>10.6</td>
</tr>
<tr>
<td>Shared</td>
<td>0</td>
<td>54</td>
<td>4</td>
<td>96</td>
<td>20</td>
<td>174</td>
<td>20.5</td>
</tr>
</tbody>
</table>
Ownership

<p>| | | | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Private</td>
<td>3</td>
<td>193</td>
<td>60</td>
<td>176</td>
<td>57</td>
<td>489</td>
</tr>
<tr>
<td>Total</td>
<td>3</td>
<td>314</td>
<td>80</td>
<td>340</td>
<td>113</td>
<td>850</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>

6.3.22 As was the case for the Gascoigne East redevelopment and in keeping with the Council's Housing Zone strategy, the proposal seeks to diversify the tenure mix of Gascoigne West. This is also in keeping with Policy 3.9 of the London Plan. Such diversification has the potential to contribute positively towards the local economy. The revenue from the private sale and shared ownership housing would also help to subsidise the provision of the sub-marketing housing and community facilities.

6.3.23 It is proposed that the 90 affordable rented units would be let at up to 80% of the local market rent. Residents could only apply for an affordable rented unit if they are in employment and household income falls within defined income ranges. In the proposed development, future residents cannot use more than 35% of their households’ annual gross income towards the cost of rent on a property. In the event of high demand, priority would be afforded to future residents in the following order:

- Council tenants and housing association tenants living in Barking and Dagenham;
- Housing waiting list applicants living in Barking and Dagenham;
- Employed residents of Barking and Dagenham;
- People employed in Barking and Dagenham, but currently not resident; and
- People in employment from outside Barking and Dagenham.

6.3.24 The applicant has advised that the 97 target rent units would be let at 50% of the local market rent through the Choice Lettings system according to the Borough’s sub-market housing allocations eligibility criteria.

6.3.25 It is proposed that 174 units would be shared ownership. For the purpose of assessment against the London Plan and the Mayor’s SPG, these units would be considered as intermediate housing with a notional 25-35% starting share. A strategy for the marketing of the shared ownership units is to be secured in the S106 Agreement.

6.3.26 All of the sub-market housing would be managed and let through the Barking and Dagenham Reside company which was set up by the London Borough of Barking and Dagenham to provide quality sub-market housing to local people.

6.3.27 The process undertaken by the Council in buying out leaseholders and decanting tenants takes into account the Mayor of London’s best practice for estate regeneration, combined with the Council’s depth of experience gained from other similar regeneration projects.

6.4 Design and Heritage

6.4.1 Policy CP3 of the Core Strategy and Policy BP11 of the Borough Wide Development Policies DPD seek to ensure that new development is well designed, functional, durable, flexible and adaptable, as well as achieving a high standard of inclusive design and sustainable construction.
6.4.2 The existing layout of the estate makes way-finding and site navigation difficult and illegible. The introduction of clearly defined, legible pedestrian circulation routes underpin the development strategy and help to overcome the existing difficulties caused by recently introduced railings and the existing urban grid.

6.4.3 The proposed layout of blocks across the site creates a series of new streets/routes and redefines the character of existing ones. The proposed blocks restore a more traditional street character, with active frontages addressing the street.

6.4.4 Two distinct character areas have been identified by the design team in designing the urban form of the proposed development, namely the Abbey Road character area and the St Pauls Road character area.

Abbey Road Character Area

6.4.5 The Abbey Road character area relates to Development Parcels 1-5 which are located along Abbey Road between the low-rise, low-density residential buildings of the Gascoigne Estate and the contemporary buildings on the western side of Abbey Road which vary in height from 5-15 storeys.

6.4.6 The key strategy for determining the height and massing of the proposed development along Abbey Road was to mediate between these contrasting scales while providing high density development in a way which complemented the emerging cluster of taller buildings along the River Roding.

6.4.7 The proposed development creates a long, continuous frontage along the eastern side of Abbey Road towards the southern end. This frontage is interrupted only by junctions with existing streets and cycle paths, and by the retained terrace of houses towards the centre of Abbey Road.

6.4.8 4-5 storey linear blocks provide a transition between the surrounding building heights. Taller volumes, to a height of 7-12 storeys, are extruded from each linear block to maximise the number of residential units within the proposed scheme. This increased height is positioned in locations where analysis has identified that the least impact will be caused to adjacent properties in the form of daylight/sunlight and outlook.

6.4.9 It should be noted that 80% of the residential units within the taller volumes are dual aspect, while across the lower floors the linear blocks provide larger numbers of east or west facing single aspect units, coupled with smaller numbers of dual aspect units.

6.4.10 The proposed street width along Abbey Road, measured between building frontages, varies between 18-26 metres. The narrowest points along the street relate to the lowest storey heights proposed within the scheme.

6.4.11 Blocks have been designed to maximise the amount of active frontage and to evenly distribute entrances. Main communal entrances have been located to address the public realm. These are primarily accessed from Abbey Road but entrances on Boundary Road and Tomlins Orchard bring further activity to these parts of the site. Secondary entrances provide direct access from the core to communal amenity spaces. Ground floor street-facing units are accessed via their
own front doors directly from the street frontage creating activity and passive surveillance to the street.

6.4.12 Service areas, such as plant, refuse stores and car parking entrances, have been minimised and are generally located away from prominent positions.

6.4.13 Non-residential uses (Use Classes A1, A2, A3, D1 and D2) have been grouped together and located to contribute to the existing creative industries activity at the Ice House Quarter and the connections to the riverside.

6.4.14 The Abbey Road character area is generally located within an area more susceptible to flooding. Accordingly, ground floor residential accommodation is to be raised above the flood level to ensure occupants stay safe during a flood event. Street-facing residential units which are raised above the flood level would be accessed via external steps.

6.4.15 The landscaping strategy for the Abbey Road character area includes a new pedestrianised route, Boundary Walk, linking Abbey Road with Boundary Road; a new public space, Honey Square; and a public garden, Abbey Gardens. These are described later in this report.

St Pauls Road Character Area

6.4.16 The St Pauls Road character area relates to Development Parcels 6a, 6b and 7 which address the northern frontage of St Pauls Road and the northern end of Gascoigne Road. The area has an open aspect across Abbey Green and provides a link between the estate and the town centre.

6.4.17 The key design strategy has been to define the edge of Abbey Green with a strong, yet permeable, urban form and to maximise the benefits of the park-side location while remaining sensitive to the surrounding context.

6.4.18 The development site occupies a short length of Gascoigne Road at the northern end where it meets the junction with St Pauls Road. The existing buildings which line this part of Gascoigne Road are 2-3 storeys in height. The proposed blocks have been designed to relate to the low-rise context to the east and south, but also appropriately address the prominent corner location and more broadly the change in development scale proposed on the Former Abbey Sports Centre site on Axe Street to the north-east. In response, a linear block steps up from 4 to 7 storeys as a transition to the taller tower element on St Pauls Road. This increase in height provides a suitable response to the differing scales of the surrounding context.

6.4.19 The development site addresses St Pauls Road along its entire northern edge. The open aspect across Abbey Green gives the site a prominent position within the townscape. The recent pattern of development around Abbey Green has embraced taller buildings which provide a strong urban edge to the large open space. The proposed development therefore seeks to continue this strategy, presenting a medium-rise plinth, above which sits three tall volumes rising to 15-storeys.

6.4.20 The ‘interior’ character of the site, where it addresses the retained buildings of the existing Gascoigne Estate, is low-rise in nature.
6.4.21 The arrangement of individual blocks defines a series of new routes and spaces linking the Gascoigne Estate with the wider context. At the heart of this strategy is the provision of a new north-south public space (Hardwicke Place) providing one of the main pedestrian routes into the development.

6.4.22 East-west connections have also been improved by introducing Fisher Walk, a new ‘shared space’ which intersects with each of the north-south routes and will facilitate vehicle movements (primarily servicing) to some of the blocks. This route will be a one-way, single carriageway designed to encourage low vehicle speeds. A limited amount of on-street accessible car parking will be incorporated for the use of blue badge holders. Vehicles using this route would arrive and depart via Hardwicke Street. The proposed vehicular circulation strategy ensures that no new ‘rat runs’ are being created by the development.

6.4.23 A secondary pedestrian route bisects the blocks addressing St Pauls Road, providing a connection between Fisher Walk and St Pauls Road.

6.4.24 The proposed arrangement of blocks in this character area is based on a courtyard configuration. Each of the main blocks is provided with a courtyard which offers shared amenity space.

6.4.25 Typical building typologies include linear ‘double-loaded’ blocks orientated north-south and ‘single-loaded’ blocks orientated east-west. In addition, taller volumes arranged around a central core provide high density accommodation which takes advantage of views and offers large numbers of dual-aspect units. This approach minimises the number of north-facing, single-aspect units. Those single-aspect units which are proposed benefit from an open aspect to the north with views across Abbey Green. There are no single-aspect family-sized units.

6.4.26 The massing and orientation of blocks is arranged to ensure a minimum separation distance of 18 metres between facing windows. Where building facades are in closer proximity to one another, internal layouts are to be designed to ensure that the windows of one residential unit do not directly overlook those of another.

6.4.27 Blocks have been designed to maximise the amount of active frontage and to evenly distribute entrances throughout the site. Main communal entrances are located to address the public realm. These are distributed along primary building frontages including St Pauls Road, Gascoigne Road, Fisher Walk, Hardwicke Street and Hardwicke Place. Secondary entrances provide direct access from the core to courtyard amenity spaces. Ground floor units are generally accessed via their own front doors, directly from the street.

6.4.28 The application establishes the principle of an energy centre located on the corner of Gascoigne Road/St Pauls Road. The submitted Design Code states that the incorporation of dedicated space within the energy centre to act as an educational facility for the local community (including schools) is strongly encouraged.

6.4.29 Service areas, such as plant and refuse stores, have been minimised and are generally located away from prominent positions.

6.4.30 The St Pauls Road character area benefits from an existing playground located on Hardwicke Street. As part of this development it is proposed to upgrade the
playground, now named Fisher Walk Park. The addition of Hardwicke Place will also offer a new public space for informal interactions.

Residential Quality

6.4.31 The internal layouts of all residential units would be compliant with the nationally described space standards and the minimum space standards set out in the London Plan.

6.4.32 In order to achieve a high quality of residential design, the Design Code to be secured by condition states, amongst other things, that:

- Residential floor-to-ceiling heights must meet or exceed 2.5 metres in all habitable rooms.
- The provision of dual-aspect units should be maximised throughout the development.
- North-facing, single-aspect units should be avoided.
- There should be no north-facing, single-aspect family-sized units.
- All common circulation spaces should be provided with natural daylight and ventilation where possible.
- Each residential core should generally serve no more than 8 dwellings per floor in keeping with London Plan guidance. Any proposals to exceed this should demonstrate to the Local Planning Authority that all dwellings and circulation spaces achieve a high standard of accommodation.

Inclusive Access

6.4.33 The design of the development seeks to achieve level access to each residential unit. The only exception to this has been driven by the nature of flood risk across the site.

6.4.34 The ground floor accommodation in several locations is to be raised to ensure that residential units are not threatened by flooding. The proposals seek to achieve a balance between flood resilient design and maintaining active frontages, which contribute to the vibrancy and safety of the public realm. As such the proposed development maximises the number of ‘front doors on the street’ by providing direct external access via steps. These residential units would therefore not benefit from level access, however this is permissible at the discretion of the Local Planning Authority. These units would be designed in compliance with Building Regulations Approved Document Part M4(1) ‘visitable dwellings’. The Council’s Access Officers have confirmed that this strategy is an acceptable, sensible response to the constraints of the site. The final number of Part M4(1) units is to be agreed at the reserved matters stage.

6.4.35 Ten percent (10%) of the proposed residential units are required to meet Part M4(3) ‘wheelchair adaptable dwellings’ of the Building Regulations and the remaining units, with the exception of those to be designed in accordance with Part M4(1), are required to meet Part M4(2) ‘accessible and adaptable dwellings’ of the Building Regulations. Conditions are proposed to secure these matters.

6.4.36 It is noted that all residential units would enjoy level access to a private amenity space in the form of a garden, terrace or balcony and roof terraces would be
provided with level access and designed in such a way so as to ensure that all building users can benefit from them.

External Appearance

6.4.37 External appearance is a reserved matter and therefore details are to be submitted for approval at a later date. The Design Code submitted with the application indicates that the primary material for the buildings across the site will be brick as this is a contextually sensitive approach to the industrial heritage of Abbey Road, the Roding riverside and surrounding buildings. Secondary materials would be used to articulate the form of the buildings. Balconies would comprise a mixture of projecting, semi-recessed and recessed balconies dependent upon the character of the immediate environment. It should be noted that a condition is proposed to secure that each application for reserved matters consent is accompanied by a fire statement produced by an independent third party suitably qualified assessor which shall detail the construction, methods, products and materials to be used for each building.

6.4.38 The Design Code states that the energy centre should be designed to be a focal point at street level, with full consideration given to the opportunity to create a new local landmark. Furthermore, the Design Code states that the energy centre should be designed to be visually permeable and visually striking, both internally and externally. The Design and Access Statement indicates that a heavily textured metal cladding could provide a robust, visually striking ‘cloak’ to the entire facade, protecting glazed elements and enriching areas of inactive frontage.

6.4.39 The Design Code sets out design guidelines for the appearance of the buildings within the proposed development and this would inform the reserved matters applications. The guidelines offer sufficient comfort that a high quality scheme is proposed.

Heritage Setting

6.4.40 Parts of the site are opposite the Abbey and Barking Town Centre Conservation Area and the Abbey Road Riverside Conservation Area.

6.4.41 The application site does not include any listed buildings and nor does it comprise any unlisted buildings of merit.

6.4.42 The Abbey Green area, in close proximity to the application site, contains significant heritage assets, namely the Barking Abbey Scheduled Ancient Monument, the Grade I Listed Parish Church of St Margaret, the Grade II Listed Tomb of Captain John Bennett at St Margaret’s Church, the Grade II Listed remains of Barking Abbey and the old churchyard walls and the Grade II* Listed Fire Bell Gate (Curfew Tower). The Old Granary at Town Quay is Grade II Listed.

6.4.43 A number of locally listed buildings are located near to the site, including Barking Town Hall, the Malthouse (now known as The Boathouse) and The Granary.

Archaeology
6.4.44 An archaeology condition, as recommended by Historic England, to secure a two-stage process of archaeological investigation comprising first, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation, is to be imposed on any planning permission granted.

Townscape Visual and Built Heritage Impacts

6.4.45 Paragraph 131 of the National Planning Framework (NPPF), Policy 7.8 of the London Plan, Policy CP2 of the Core Strategy, Policy BP2 of the Borough Wide Development Policies DPD and Policy BTC19 of the Barking Town Centre AAP seek to protect and enhance the historic environment.

6.4.46 The application was originally accompanied by a Built Heritage Statement. This was followed up by a Built Heritage Statement Addendum to address comments made by Historic England. As set out in the ‘Consultation’ section of this report, Historic England has concluded that whilst the development is unlikely to present a substantial impact on the setting of St Margaret’s Church and the Abbey ruins, the encroachment on the open character of Abbey Green would cause harm in their view. Accordingly, this harm should be weighed against the public benefits of the scheme in accordance with paragraph 134 of the NPPF.

6.5.47 Officers have paid special attention to the desirability of preserving or enhancing the character or appearance of the Abbey and Barking Town Centre Conservation Area and the Abbey Road Riverside Conservation Area in accordance with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Officers conclude that the proposed development would result in less than substantial harm to the two Conservation Areas.

6.5.48 Officers have considered the comments of Historic England and the submitted Heritage Statements and are of the opinion that the proposed development would result in less than substantial harm to the Scheduled Ancient Monument and the nearby listed heritage assets. The proposed development would deliver a wide range of substantial public benefits, ranging from townscape and visual enhancements to social and economic public benefits, as discussed throughout this report. It is considered that the public benefits of the scheme are substantial and outweigh any harm to the Scheduled Ancient Monument and the nearby listed heritage assets. The proposal is therefore aligned with paragraph 134 of the NPPF.

6.5.49 The proposed development is not considered to significantly affect the setting of any heritage assets. In reaching this conclusion, officers have paid special attention to the desirability of preserving features of special architectural or historic interest, and in particular, listed buildings in accordance with Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. It should also be noted that the proposed development is considered to have limited effect on the significance of nearby locally listed buildings.

Conclusion

6.5.50 Having regard to design and heritage matters, the proposed development is in keeping with the relevant policies of the NPPF, Policies CP2 and CP3 of the Core Strategy, Policies BP2, BP8 and BP11 of the Borough Wide Development Policies DPD, Policies 7.1, 7.2, 7.3, 7.4 and 7.6 of the London Plan, Policies BTC17, BTC19
and Site Specific Allocation BTCSSA6 of the Barking Town Centre AAP and the London Riverside OAPF.

6.6 External Amenity Space, Public Space and Play Space

6.6.1 Details of the proposed external amenity space for the development would be submitted at the reserved matters stage. However, as detailed on Parameter Plan 933_P_0504 and in the Design Code, private amenity space would be delivered in the form of private balconies, private gardens and communal courtyards. Private amenity space would comply with the space standards set out in the Mayor of London’s ‘Housing’ SPG.

6.6.2 In addition, public spaces are proposed within and between specific Development Parcels to deliver a minimum of 5,940 square metres of public space. These areas vary in size offering large public areas as well as smaller linear spaces. The Parameter Plan facilitates the ‘breaking up’ of the larger blocks through the use of communal gardens and play areas.

6.6.3 The application was accompanied by a Landscape Design Statement. This includes an Illustrative Landscape Masterplan setting out proposals for three public squares (Hardwicke Place, Honey Square and Boundary Walk), two local greens (Abbey Gardens and one other), two semi-private gardens and three private courtyards/gardens. The Landscape Design Statement includes guidance as to how these spaces should come forward. To illustrate the nature of the proposals, the main public spaces are described below.

6.6.4 Hardwicke Place is proposed to function as one of the main pedestrian access routes into Gascoigne West and would incorporate both hard and soft landscaping. The northern end of the space aligns with the pedestrian crossing on St Pauls Road and the southern end connects to a proposed east-west route, Fisher Walk.

6.6.5 Honey Square, located adjacent to The Shaftesburys and opposite the Ice House Quarter, is proposed to be predominantly hard landscaped. It is anticipated that the square would be activated by the proposed commercial/community uses to the north and south of this space and through events and gatherings. The square would also accommodate the possible future route of a two-way bus route through The Shaftesburys and so future reserved matters would need to give careful consideration to the design of this space.

6.6.6 Boundary Walk is proposed to function as a pedestrian route connecting Boundary Road to the southern end of Abbey Road. At the heart of this space a small community square is proposed, along with under 5’s play space.

6.6.7 Abbey Gardens, located centrally on Abbey Road and fronting a terrace of retained houses, is proposed to function as an attractive garden for public use. The gardens are to provide a variety of enclosed and open spaces and would accommodate a variety of activities including informal elements of play.

6.6.8 Policy 3.6 of the London Plan requires new housing to include play space based on expected child populations. The illustrative masterplan proposes a total of 1,900 square metres of under 5’s play space. Play space for children aged 5 to 11 years is to be integrated into a number of public, semi-public and private landscaped
spaces. It is also proposed to upgrade the existing playground at the north of the development. By enhancing the setting of an existing ball court area, the proposal could also accommodate a total of 150 square metres of 12+ years play space.

6.6.9 It should be noted that the required children’s play space cannot be calculated for the development until the final residential mix and tenure is finalised at the reserved matters stage. Further details of play space would be submitted at that time. Based on the indicative residential mix and tenure, the outline submission for 850 residential units would generate a child yield of 232 (127 under 5 years; 67 5-11 year olds; and 38 12+ year olds). In accordance with the Mayor’s guidance for children’s play space, the indicative mix and tenure would generate a requirement for 2,316 square metres of dedicated play space.

6.6.10 The application includes appropriate measures and controls through the Landscape Design Statement, Parameter Plans and Design Code, all of which are to be secured by condition, to ensure that appropriate and high quality public, private and semi-private spaces are integrated into the future Development Parcels. Detailed landscape and public realm proposals are to be submitted for approval at the reserved matters stage.

6.7 Refuse Arrangements

6.7.1 The application proposes that the residential units would be served by Eurobins securely located at ground floor level. Non-residential uses would also be provided with refuse stores. The initial strategy demonstrates that refuse would be sited conveniently for the Council’s Waste and Recycling Team to collect. The specific details of refuse storage and disposal are to be secured by condition.

6.8 Ecology and Biodiversity

6.8.1 A Preliminary Ecological Appraisal of the site was carried out comprising a Phase 1 Habitat Survey, a Protected Species Assessment and an Ecological Evaluation. The appraisal found that the site is not subject to any statutory or non-statutory nature conservation designations.

6.8.2 The following measures are recommended within the Preliminary Ecological Appraisal as being suitable for integration into the site’s design to enhance biodiversity:

- Native tree and scrub species should be included within the landscaping to enhance the site and provide bat commuting corridors.
- It is recommended wildlife planting should be integral to the soft landscape plans and should include native species and/or species of recognised wildlife value.
- Good horticultural practice should be utilised.
- Biodiverse green roofs should be installed.
- Provision of bird and bat boxes.
- Breeding bird survey(s) are recommended up to 48 hours prior to demolition/vegetation clearance works if carried out within the bird breeding season.

6.8.3 Conditions are proposed to secure the above recommendations.
6.8.4 The application was accompanied by a Preliminary Roost Assessment which recommends carrying out pre-demolition bat surveys, maintaining an important commuting route for bats along the west of the site following development works, enhancing roosting potential for bats on site and minimising the impacts of lighting on bat populations. Conditions are proposed to secure these matters.

6.8.5 The application was accompanied by three separate Arboricultural Impact Assessments covering the various Development Parcels. The assessments found that the application site contains a mix of high, moderate and low-quality trees. It is noted that the majority of significant trees are planted close to the boundaries of the site and away from buildings, thus posing relatively few constraints to the proposed development.

6.8.6 The Arboricultural Impact Assessments recommend the removal of a number of mainly low-quality trees in order to facilitate construction.

6.8.7 In Development Parcels 1, 2 and 3 it is proposed that 9 trees would be removed to facilitate construction. Only one of these trees would have a significant impact on the landscape (T22 - Narrow Leaved Ash). The assessment identifies that the loss of this tree may be mitigated with a suitably sized tree in a location to the north-east corner of the site.

6.8.8 In Development Parcels 4 and 5 it is proposed that 9 trees and two groups of trees would be removed to facilitate construction, including one tree of moderate amenity value (T7 – Willow). The Willow is visible from the surrounding area but does not form a significant landscape feature. The assessment identifies that there is ample room within the adjacent amenity space for a suitable replacement.

6.8.9 In Development Parcels 6a, 6b and 7 it is proposed that 17 trees and two small groups of trees would be removed to facilitate construction. These trees would be replaced by approximately 78 new trees. Only one tree to be removed is considered to be of moderate amenity value (T11 - Pear).

6.8.10 The proposed tree removals would be confirmed at the reserved matters stage and would be mitigated by comprehensive re-planting as part of the wider landscape strategy for the development. Many of the low-quality trees to be removed are considered to be reaching the end of their useful life expectancy or are poor species choices for the location. It is also noted that some trees require removing for safety, due to poor condition or poor placement within the site.

6.8.11 As set out in the ‘Consultation’ section of this report above, the Council’s Arboricultural Officer is satisfied with the proposals for removal and retention of trees, as well as the new planting proposals. A condition is proposed requiring the submission of an Arboricultural Method Statement prior to commencement of development within each Development Parcel.

6.9 Daylight, Sunlight and Overshadowing

6.9.1 The Building Research Establishment (BRE) sets out guidance for new residential developments in the document ‘Site Layout Planning for Daylight and Sunlight’ (2011). In this regard, officers draw Members’ attention to a recent appeal decision relating to a Whitechapel Estate development where the Inspector's decision letter
stated “The BRE document offers guidance on generally acceptable standards of daylight and sunlight but advises that numerical values are not to be rigidly applied and recognises the importance of the specific circumstances of each case. Inner city development is one of the examples where a different approach might be justified. This is specifically endorsed by the Housing SPG, which calls for guidelines to be applied sensitively to higher density developments, especially in (among others) opportunity areas and accessible locations, taking into account local circumstances, the need to optimise housing capacity, and the scope for the character and form of an area to change over time”. Officers recommend a similar flexible approach be adopted in this case due to recent changes to the character and form of the surrounding area, notably the modern taller buildings that have emerged on the western side of Abbey Road.

6.9.2 The application was accompanied by a Daylight, Sunlight and Overshadowing Report prepared by Point 2 Surveyors which comprises a comprehensive assessment of the illustrative masterplan proposals and how these may impact upon the daylight and sunlight amenity of the existing residential properties which will remain in the wider Gascoigne West Estate and the residential properties located immediately west of the application site.

6.9.3 The submitted report identifies unique characteristics that materially influence the daylight and sunlight position for the site. For example, it is clear that the existing site buildings have little resemblance to the evolving urban language of Abbey Road, where the prevailing heights of the new buildings is 7-10 storeys. As such, the report states that any architectural response to the site which seeks to ensure the scheme is in keeping with the evolving townscape of Abbey Road naturally creates the potential for there to be daylight and sunlight impacts that exceed the national guidance offered by the BRE.

6.9.4 The report highlights that there is a need for a practical and intelligent application of the BRE recommendations if the effects to the neighbouring buildings are to be properly understood. On this basis, the consultants have examined not only the percentage change in light between the existing and proposed conditions, but also the absolute retained levels of daylight at the neighbouring properties.

6.9.5 The detailed technical assessments produced by the consultants illustrate that the scheme will have effects upon the daylight amenity enjoyed by the neighbouring residential properties however, for the reasons explained above, this is somewhat inevitable. Where the daylight losses are most apparent, namely the new residential buildings on Abbey Road, the retained levels of daylight are comparable with, if not better than, alternative target values which the consultants have established from a mirrored baseline assessment. In the instances where they are not, this is because the existing windows are overhung by balconies which materially limit the ability of the window to satisfy the guidance.

6.9.6 With regards to sunlight levels, the report concludes that there is an excellent rate of compliance for a regeneration project of this nature. 98.3% of the windows relevant for assessment would meet the BRE criteria. In the few instances where they do not, the impacts are considered to be of a minor nature.

6.9.7 It should be noted that the proposal includes a 15-storey block on St Pauls Road which would be located adjacent to the side/rear elevation of Skipper Court which is
a 4-storey flatted development. Whilst this has the potential to be overbearing to some residents of Skipper Court, particularly in terms of outlook to the east, it is noted that the closest block at Skipper Court has an uninterrupted southern aspect across a car parking area which would not be affected by the proposed development and would continue to provide for a reasonable level of sunlight, daylight and outlook for those flats. Taking this into account it is considered that the outlook from the flats within Skipper Court would remain acceptable.

6.9.8 ‘Sun on ground’ overshadowing analysis was also undertaken to establish the effects the proposed development would have upon the amenity areas outside of the site boundary, namely those within the retained Gascoigne Estate and St Joseph’s Primary School. The analysis also considered the sunlight availability within the new courtyards in Development Parcel 6.

6.9.9 The BRE guidelines recommend that on the 21st March (the spring equinox), 50% of any given amenity area should receive at least 2 hours of sunlight. It is noted that 17 of the 19 amenity areas analysed would enjoy at least 2 hours sunlight to over 50% of their areas, with the majority of spaces achieving in excess of 90%. The two areas which fail to meet the guidance are the courtyards within Development Parcel 6. Throughout the design evolution of the scheme, the massing of these blocks has been modified to maximise the potential for sunlight to reach these spaces, however, despite these changes the amenity areas would only receive 2 hours of sun to 24% and 46% of their areas. In order to improve the availability of sunlight on 21 March, further concessions to the southern block to these courtyards could potentially be considered at the reserved matters stage.

6.9.10 The consultants have also undertaken a ‘Sun on Ground’ assessment during mid-summer (21st June) to understand the availability of sunlight to the two courtyards within Development Parcel 6 when they are most likely to be in use. This analysis shows the amenity spaces would receive 2 hours of sunlight to between 74%-88% of their areas.

6.9.11 In conclusion, it is clear that the external amenity spaces adjacent to the scheme would continue to enjoy acceptable levels of sunlight amenity. Whilst the two new courtyards forming part of the illustrative masterplan for Development Parcel 6 are unable to meet guidance in March they perform very well in mid-summer when the amenity spaces are most likely to be in use.

6.10 Transport / Parking

6.10.1 Vehicular access to the site would be obtained via the existing junctions along Gascoigne Road and Abbey Road. It should be noted that some of the existing junctions may require some minor changes to facilitate the development and these details would be submitted at the reserved matters stage.

6.10.2 There are currently 67 car parking spaces provided for the existing 179 residential units (ratio of 0.37 spaces per unit).

6.10.3 The illustrative proposal accommodates a total of 115 car parking spaces, including 10% blue badge spaces. The proposed provision is set out below:
Development Parcels 1 to 3: 71 car parking spaces for 211 dwellings (ratio of 0.33 spaces per dwelling);

Development Parcels 4 and 5: 44 car parking spaces for 169 dwellings (ratio of 0.26 spaces per dwelling);

Total for Development Parcels 1 to 5: 115 car parking spaces for 380 dwellings (average of 0.30 spaces per dwelling);

Development Parcels 6a, 6b and 7: 470 dwellings – car-free.

6.10.4 It is intended that the provision of wheelchair adaptable/accessible units would be evenly distributed throughout the entire development site. As a result of this approach, wheelchair adaptable/accessible units within the St Pauls Road character area would not benefit from dedicated car parking due to the car-free nature of those Development Parcels. The applicant considers that this approach is acceptable in the context of encouraging sustainable modes of travel, however it is acknowledged that a lack of dedicated car parking within easy reach of the wheelchair adaptable/accessible units may not be considered appropriate for some users, and does not meet the optional criteria of Building Regulations Approved Document Part M4(2) and M4(3). It is the applicant's intention to engage further with the Council's Access and Highways Officers during the reserved matters stages to agree detailed strategies for the allocation of accessible accommodation throughout the development site.

6.10.5 In accordance with London Plan policy, 20% of the residential car parking spaces would incorporate electric vehicle charging points (EVCPs) and a further 20% would be designed as passive EVCPs.

6.10.6 In addition to the parking within the site, there are on-street spaces adjacent to the development along Abbey Road and within the wider Gascoigne Estate which do not form part of the outline application site. These spaces will continue to be provided for residents and visitors under the same restrictions as currently, or amended restrictions as a result of ongoing assessments of the local controlled parking zone (CPZ).

6.10.7 All cycle parking would be provided in accordance with London Plan standards.

6.10.8 The proposed scheme has been arranged to ensure simple servicing of the blocks. Refuse and emergency vehicles can access all residential cores from the street, with adequate turning space provided for all vehicle types. It should be noted that no blocks would be serviced from St Pauls Road. This maintains the existing street condition, where on-street parking prevents vehicles stopping for loading.

6.10.9 The Council’s Transport Development Management Officer and Transport for London (TfL) Officers have raised no objection to the proposed development subject to various S106 obligations and conditions, as referenced in this report, being secured.

6.11 Sustainability and Energy
6.11.1 Policy 5.2 of the London Plan sets a zero-carbon target for new residential development. The ‘Housing’ SPG defines ‘zero carbon’ homes as homes forming part of major development applications where the residential element of the application achieves at least a 35% reduction in regulated carbon dioxide (CO₂) emissions (beyond Part L of the Building Regulations 2013) on-site. The remaining regulated CO₂ emissions, to 100%, are to be off-set through a cash in-lieu contribution to the Council, to be ring-fenced to secure delivery of carbon dioxide savings elsewhere.

6.11.2 The London Plan sets a price for carbon off-setting based either on local conditions or a nationally recognised carbon price such as the ‘Zero Carbon Hub’ price of £60 per tonne of carbon over 30 years.

6.11.3 The submitted Energy Report and Sustainability Statement applies the Mayor of London’s energy hierarchy design approach of ‘Be Lean’, ‘Be Clean’ and ‘Be Green’.

6.11.4 The feasibility of the installation of a Combined Heat and Power (CHP) system has been carried out and the Energy Report and Sustainability Statement describes three options that could be adopted for the Gascoigne West development.

6.11.5 Option 1 comprises a local energy centre and CHP system that provides heating and hot water for the Gascoigne West development only. The energy model assumes 73% of heating would be provided by boilers and 27% would be provided by CHP. Roof-mounted photovoltaics (PVs) are also proposed across each block.

6.11.6 It is anticipated that Option 1 would achieve a 40% reduction in CO₂ emissions beyond Part L of the Building Regulations 2013 with the remaining regulated CO₂ emissions, to 100%, to be off-set through a cash in-lieu contribution to the Council. A carbon price of £60 per tonne would be used to calculate any contribution and this would be secured in the S106 Agreement.

6.11.7 Options 2 and 3 comprise a large district CHP energy centre within the Gascoigne West development to supply the Gascoigne West development and Barking Town Centre. Option 3 would also incorporate PVs on the blocks, while Option 2 is proposed without PVs. Options 2 and 3 would both achieve a 100% reduction in CO₂ emissions beyond Part L of the Building Regulations 2013. It should be noted that the Council’s Energy Technical Manager has been involved in discussions around the feasibility of Options 2 and 3.

6.11.8 It is considered that all three options would be in keeping with the relevant energy policies.

6.11.9 A detailed Energy Strategy would need to be submitted with each reserved matters application and this is to be secured by condition.

6.12 Flood Risk

6.12.1 The Environment Agency’s (EA) Flood Map shows that Development Parcels 1 and 2 are located in Flood Zone 3 (high risk), Development Parcels 3, 4 and 5 straddle Flood Zones 1, 2 and 3 and Development Parcels 6a, 6b and 7 are located within
Flood Zone 1 (low risk). The EA’s Flood Map represents the undefended case however it is noted that the application site is protected by raised defences.

6.12.2 The FRA identifies that for more vulnerable residential uses the EA require floor levels to be 300mm above the local ground level and 300mm or 600mm above the 200 year+ climate change breached flood level of 3.418 metres Ordinance Datum (‘OD’). The ground floor level of the development is therefore to be raised to ensure occupiers of the residential units will remain safe over the lifetime of the development. This detail is to be provided at the reserved matters stage.

6.12.3 The FRA advises that the application site is at low risk of flooding following the proposed development as the raised ground floor level would provide the primary flood resistance and resilience measures. The FRA advises that other measures are not required.

6.12.4 In order to reduce storm run-off from impermeable drainage areas the development can utilise a range of Sustainable Drainage Systems (SUDS). The FRA advises that the preferred option at this stage comprises storage and attenuation. A condition is proposed to secure a surface water drainage scheme for each Development Parcel.

6.12.5 As part of the application site lies within Flood Zone 3 and residential accommodation is considered to be a more vulnerable use, both a ‘Sequential Test’ and ‘Exceptions Test’ were considered in accordance with national planning policy. The ‘Sequential Test’ identified that as the site is within a defended Flood Zone 3 there would be no alternative sites at a lower flood risk in the local area. Under the ‘Exceptions Test’ the proposed development would need to provide wider sustainability benefits to the community. The FRA details that the residential development in this area is essential for the future economic and social welfare of the community and to prevent social and economic blight. The FRA also demonstrates that the proposed development will be safe for its lifetime, without increasing flood risk elsewhere.

6.12.6 On the basis of the assessment and conclusions within the FRA it is considered that both the ‘Sequential Test’ and the ‘Exceptions Test’ are passed and that the proposed development is considered appropriate having regards to flood risk and surface water management.

6.13 Section 106 Developer Contributions

6.13.1 A Section 106 Agreement would secure the following planning obligations:

**S106 Legal Fees**

Pay the Council’s professional fees associated with the preparation and completion of the S106 Agreement.

**Sub-market Housing**

Secure 42% sub-market housing (subject to grant funding) – 30% target rent, 22% affordable rent and 48% shared ownership.
Secure early and late viability reviews in accordance with the Mayor of London’s Affordable Housing and Viability (SPG).

Secure a strategy with the Council and Reside for marketing of the shared ownership units.

**Private For Sale Housing**

Secure a marketing strategy for the sale of market sale properties which would secure a restriction on any individual or organisation buying more than one property within the first 6 months of the date of sales launch and where an individual or organisation (with the exception of a Registered Provider) buys more than two units of market housing and intends to let those units to persons other than immediate family members that the individual or organisation shall provide the Council with the name address and contact details of the managing agent and ensure that the said managing agent is registered with the Association of Rental Letting Agents (‘ARLA’) or the National Association of Estate Agents (‘NAEA’).

**No Permits for Controlled Parking Zones (CPZ)**

Ensure that all head leases contain a provision to secure the obligation that the leaseholder shall not apply for a parking permit for any Controlled Parking Zone unless the occupant is the holder of a disabled persons badge issued pursuant to Section 21 of the Chronically Sick and Disabled Persons Act 1970.

**Local Labour / Local Supply**

Secure a commitment to local labour/local supply so that residents and businesses in the Borough will benefit from the proposed development.

**Travel Plan**

Secure the submission, implementation and monitoring of a Travel Plan for the development.

**Carbon Offset**

The development shall achieve a minimum 35% reduction in carbon emissions over Part L of the Building Regulations 2013 through on-site provisions and the remaining carbon emissions to zero carbon should be offset through a monetary contribution to the Local Authority’s carbon offset fund calculated on the basis of £60 per tonne over 30 years.

**Car Club**

Secure one year free membership to a local car club for residents and the provision of two new car club spaces in the town centre.

**Safeguarding of Land and Funding for Two-Way Bus Route along The Shaftesburys and Associated Scheme of Highway Works**
Secure the safeguarding of land and funding to deliver a two-way bus route along The Shaftesburys, including submission and approval of a scheme of associated highway works to deliver junction, carriageway and footway widening as necessary; and the provision of a 6.5 metre minimum width bus gate at the junction of The Shaftesburys and Abbey Road.

**Traffic Management Orders**

Secure the cost of traffic management orders.

**CCTV**

Secure a CCTV Management Strategy to determine the necessity for relocation and/or re-provision and commitment to mitigating costs as necessary.

**Assessment of Public Transport Capacity**

Carry out monitoring of local public transport capacity and patronage and submit an assessment of the same prior to first occupation of the development.

**Bus Stops**

Secure the delivery of additional bus stops and the relocation of existing bus stops (as necessary) to help deliver a two-way bus route along The Shaftesburys.

### 7.0 Conclusion

7.1 The proposed development would result in the much needed regeneration of the Gascoigne West Estate, in line with the recently approved regeneration scheme for the Gascoigne East Estate which is currently under construction. The proposed development would improve urban design; provide better quality housing; and a more diverse mix of housing types and tenures to address current demand.

7.2 As a result of the proposed development, the Gascoigne West Estate would be better designed; more legible; and provide for a safer environment than the existing development it replaces. Overall, the proposal would result in a more desirable place to live.

7.3 The proposed development is considered to be acceptable having regard to the relevant policies set out in the NPPF, the London Plan, the Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.

7.4 It is recommended that the Planning Committee grants outline planning permission subject to any direction from the Mayor of London, a S106 Agreement to secure the matters set out in Section 6.13 of this report and the conditions listed in this report (with any amendments that might be necessary up to the issue of the decision, including any other conditions or S106 obligations that may be required as a result of referral to the Mayor of London).

**Background Papers**
### Planning Application File

[http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=ORAFC5BLGGM00](http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=ORAFC5BLGGM00)

### Local Plan Policy

**Borough Wide Development Policies Development Plan Document (March 2011):**

- Policy BR1 – Environmental Building Standards
- Policy BR2 – Energy and On-Site Renewables
- Policy BR3 – Greening the Urban Environment
- Policy BR4 – Water Resource Management
- Policy BR5 – Contaminated Land
- Policy BR7 – Open Space (Quality and Quantity)
- Policy BR9 – Parking
- Policy BR10 – Sustainable Transport
- Policy BR11 – Walking and Cycling
- Policy BR13 – Noise Mitigation
- Policy BR14 – Air Quality
- Policy BR15 – Sustainable Waste Management
- Policy BC1 – Delivering Affordable Housing
- Policy BC2 – Accessible and Adaptable Housing
- Policy BC7 – Crime Prevention
- Policy BC8 – Mixed Use Development
- Policy BE4 – Managing the Evening Economy
- Policy BP2 – Conservation Areas and Listed Buildings
- Policy BP3 – Archaeology
- Policy BP4 – Tall Buildings
- Policy BP5 – External Amenity Space
- Policy BP8 – Protecting Residential Amenity
- Policy BP10 – Housing Density
- Policy BP11 – Urban Design

**Core Strategy (July 2010):**

- Policy CM1 – General Principles for Development
- Policy CM2 – Managing Housing Growth
- Policy CM5 – Town Centre Hierarchy
- Policy CR1 – Climate Change and Environmental Management
- Policy CR2 – Preserving and Enhancing the Natural Environment
- Policy CR3 – Sustainable Waste Management
- Policy CR4 – Flood Management
- Policy CC1 – Family Housing
- Policy CC2 – Social Infrastructure to Meet Community Needs
- Policy CC3 – Achieving Community Benefits Through Developer Contributions
- Policy CE1 – Vibrant and Prosperous Town Centres
- Policy CP2 – Protecting and Promoting Our Historic Environment
- Policy CP3 – High Quality Built Environment

**Barking Town Centre Area Action Plan (BTCAAP) (February 2011):**

- Policy BTC5 – Leisure Uses and the Evening Economy
Policy BTC10 – Pedestrian Movement
Policy BTC11 – Cycling Facilities
Policy BTC13 – Housing Supply
Policy BTC14 – Estate Regeneration
Policy BTC15 – Social Infrastructure/Community Facilities
Policy BTC16 – Urban Design
Policy BTC17 – Tall Buildings
Policy BTC18 – Public Realm
Policy BTC19 – Heritage and the Historic Environment
Policy BTC20 – Parks, Open Spaces, Play Areas and Tree Planting
Policy BTC22 – Sustainable Energy
Policy BTC23 – Developer Contributions

Site Specific Allocation BTCSSA6 (Gascoigne Estate)

*Borough Supplementary Planning Documents (SPD):*

Trees and Development (February 2012)
Biodiversity (February 2012)

*Other Guidance:*

Planning Advice Note - Waste and Recycling Provisions in New and Refurbished Residential Developments (10 February 2013)

*The London Plan (March 2016):*

Policy 3.3 – Increasing Housing Supply
Policy 3.4 – Optimising Housing Potential
Policy 3.5 – Quality and Design of Housing Developments
Policy 3.6 – Children and Young People’s Play and Informal Recreation Facilities
Policy 3.7 – Large Residential Developments
Policy 3.8 – Housing Choice
Policy 3.9 – Mixed and Balanced Communities
Policy 3.10 – Definition of Affordable Housing
Policy 3.11 – Affordable Housing Targets
Policy 3.12 – Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes
Policy 3.13 – Affordable Housing Thresholds
Policy 3.16 – Protection and Enhancement of Social Infrastructure
Policy 4.1 – Developing London’s Economy
Policy 5.1 – Climate Change Mitigation
Policy 5.2 – Minimising Carbon Dioxide Emissions
Policy 5.3 – Sustainable Design and Construction
Policy 5.5 – Decentralised Energy Networks
Policy 5.6 – Decentralised Energy in Development Proposals
Policy 5.7 – Renewable Energy
Policy 5.9 – Overheating and Cooling
Policy 5.10 – Urban Greening
Policy 5.11 – Green Roofs and Development Site Environments
Policy 5.12 – Flood Risk Management
Policy 5.13 – Sustainable Drainage
Policy 5.14 – Water Quality and Wastewater Infrastructure
Policy 5.15 – Water Use and Supplies
Policy 5.18 – Construction, Excavation and Demolition Waste
Policy 5.21 – Contaminated Land
Policy 6.3 – Assessing Effects of Development on Transport Capacity
Policy 6.9 – Cycling
Policy 6.10 – Walking
Policy 6.13 – Parking
Policy 7.1 – Lifetime Neighbourhoods
Policy 7.2 – An Inclusive Environment
Policy 7.3 – Designing Out Crime
Policy 7.4 – Local Character
Policy 7.5 – Public Realm
Policy 7.6 – Architecture
Policy 7.7 – Location and Design of Tall and Large Buildings
Policy 7.8 – Heritage Assets and Archaeology
Policy 7.13 – Safety, Security and Resilience to Emergency
Policy 7.14 – Improving Air Quality
Policy 7.15 – Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and Promoting Appropriate Soundscapes
Policy 7.19 – Biodiversity and Access to Nature
Policy 7.21 – Trees and Woodlands
Policy 8.2 – Planning Obligations
Policy 8.3 – Community Infrastructure Levy

**Mayor of London’s Supplementary Planning Guidance (SPG):**

Shaping Neighbourhoods: Character and Context (June 2014)
Accessible London – Achieving an Inclusive Environment (October 2014)
Sustainable Design and Construction (April 2014)
Town Centres (July 2014)
Housing (March 2016)
Shaping Neighbourhoods: Play and Informal Recreation (September 2012)
Affordable Housing and Viability (August 2017)

**Other Guidance:**

London Riverside Opportunity Area Planning Framework (OAFPF) (September 2015)

‘Better Homes for Local People – The Mayor’s Good Practice Guide to Estate Regeneration’ (February 2018)

- National Planning Policy Guidance

National Planning Policy Framework (March 2012)
Planning Practice Guidance
Technical Housing Standards – Nationally Described Space Standard (March 2015)