



Havering
LONDON BOROUGH

**Strategic Planning
Committee
11 October 2018**

Application Reference:	P0048.18
Location:	112 – 116 South Street, Romford, RM1 1SS
Ward	Romford Town
Description:	Change of use of part ground floor and upper floors and construction of side / roof extensions increasing height of building up to nine storeys to create a 124 bedroom hotel (Class C1)
Case Officer:	Brenda Louisy-Johnson
Reason for Report to Committee:	<ul style="list-style-type: none">Given the important town centre location and nature of the proposal, the Assistant Director Planning considers committee consideration to be necessary.

1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

1.1 MATERIAL PLANNING CONSIDERATIONS

- 1.2 Principal of Development – The principle of development has in part already been established under application reference P1207.15 for change of use of part ground and upper floor (Use Class A3) to hotel including extension to side elevation. Apart from the change of use of the building the current proposal is also for considerable vertical expansion by 5 floors, this is acceptable in principle given Policy DC66 which encourages tall buildings in Romford Town Centre. Vertical expansion of the building is the only option for increasing the gross internal floor area to achieve the minimum of 124 bedrooms to make the hotel scheme economically viable.

- 1.3 Locally Listed Building – The proposal to extend the existing building would not harm its special architectural and historic interest, by retaining the massing and prominence of the building.
- 1.4 Impact on Amenity – The proposal would not have an adverse impact on the amenity of the prospective future occupants of the hotel. Concern has been raised by Officers in relation to the siting of hotel room windows in the side elevation of the host building adjacent the existing nightclub, which could become an obstacle to future development. However, the matter is to be resolved via a Section 106 agreement (See, “Section 106”)
- 1.5 Need – Both the current London Plan 2016 and the Draft London Plan 2017 note the position of London as one of the world’s most important business economies and in so doing recognise the need for visitor accommodation. Havering contains just 576 serviced accommodation rooms, 0.4% of Greater London’s supply.
- 1.6 Impact of Crossrail – The station and surrounding area are currently being prepared for upgrading in anticipation of Crossrail. This driving major investment into Romford town centre and surrounding area including this scheme.
- 1.7 Economic benefits to the borough – The development would give rise to direct, indirect and induced benefits. Direct benefits include all economic activity and jobs created during the normal course of hotel operation. Direct benefits include room revenues, food and beverage revenues, payroll to employees and payroll to construction workers. Indirect benefits include economic activity and employment generated by businesses that supply the hotel with goods and services. Induced benefits occur when employees of the hotel and its suppliers spend their wages on necessities, consumer goods and leisure.
- 1.8 Accessibility – Accessibility is an important factor in attracting visitors to Romford. Access to the site is excellent in terms of public transport, vehicular, pedestrian and cycle.
- 1.9 Sustainability / Energy Efficiency - The applicant has submitted an energy statement in response to the sustainability and low carbon planning policy requirements of the London Plan and local policies of Havering. The incorporation of the energy efficiency measures, combined heat and power and water cooled air source heat pump equates to a reduction of 50.80% against the target emission rate 2013 for the scheme, which exceeds the revised London Plan policy requirements of 35%.

Section 106 – A Section 106 legal agreement is currently in the process of being drafted, with the following heads of terms:

- 1.10 That the owners/developer, in respect of the windows proposed in the side (west) elevation on the boundary with 110 South Street:

- will agree to restrict the use of the windows and prevent any right to light accruing in the future
- that the Council will not assess the loss of light to/outlook from these windows in assessment of any future planning application for the adjacent site
- will not use any of the rooms to provide permanent residential accommodation

This is to ensure that the proposed development does not act as an obstacle to the future development of the adjacent site (the night club and cafe). The elevation of the host building immediately adjacent to the night club and cafe, has bedroom windows to the hotel rooms. Therefore the S106 agreement is considered necessary in order to preserve development potential in respect of the adjacent site.

2 RECOMMENDATION

2.1 That the Committee resolve to GRANT planning permission subject to:

The prior completion of a legal agreement to secure the following planning obligations:

That the owners/developer, in respect of the windows proposed in the side (west) elevation on the boundary with 110 South Street:

- will agree to restrict the use of the windows and prevent any right to light accruing in the future
- that the Council will not assess the loss of light to/outlook from these windows in assessment of any future planning application for the adjacent site
- will not use any of the rooms to provide permanent residential accommodation

2.2 That the Assistant Director Planning has delegated authority to negotiate the legal agreement indicated above.

2.3 That the Assistant Director Planning has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Time limited to 3 years for commencement of development
2. Details of materials and samples prior to commencement of development.
3. Materials not to deviate significantly from Design and Access Statement.

4. Details of cleaning of retained front facade
5. Hours of construction should be between 8.00am and 6.00pm Monday to Friday and between 8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays / Public Holidays.
6. Construction methodology
7. Hours of working should be 8.00am and 6.00pm Mondays to Fridays, between the hours of 8.00am and 1.00pm on Saturdays , nor at any time on Sundays, Bank or Public Holidays.
8. In accordance with plans
9. Noise & vibration of extract equipment - pre-commencement
10. Scheme of protecting building from noise from nightclub
Secure by design
11. Details of refuse and recycling

Informatives

1. Fee informative
2. Planning Obligations
3. Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: In accordance with para 186-187 of the National Planning Policy Framework 2012, improvements required to make the proposal acceptable were negotiated with the a planning manager, Simon Thelwell by email August 2018. The revisions involved setting back the proposed 5th to 9th floors. The amendments were subsequently submitted on 15 August 2018.
- 3.4 That, if by 11th February 2019 the legal agreement has not been completed, the Assistant Director Planning has delegated authority to refuse planning permission.

4 PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 Change of use of part ground floor and upper floors and construction of side / roof extensions increasing height of building up to nine storeys to create a 124 bedroom hotel (Class C1)

Site and Surroundings

- 4.2 The application site is located on the east side of South Street in Romford Town Centre. To the south is a shared vehicular and pedestrian access, The Battis, and a nightclub and cafe to the north.
- 4.3 The application site comprises a five storey building formerly used as a furniture store. The ground floor is currently in use as a food convenience store.
- 4.4 The building is locally listed due to its 1935 Art Deco facade.

Planning History

- 4.5 The following planning decisions are relevant to the application:

P1207.15 Change of use of part ground floor and four upper floors (Use class A3) to Hotel (C1) including extension to side elevation.
Approved with conditions but not implemented.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

- 5.2 The following were consulted regarding the application:

5.2.1 Conservation Adviser

- No objection subject to the following alterations and extensions: erection of a third storey on top of the two-storey curved portion; improving the fenestration and instating art-deco style railings; erection of a further fourth and fifth storey on top of the curved portion and fifth storey on top of the principle mass set back four metres from the principle facade; erection of a further two / three storeys on top of these should be set back by a further four metres and be of a visually light weight material.

5.2.2 Highways

- No objection.
- Insufficient cycle storage but potential for more secure cycle storage within the building and for cycle storage opposite the site on South Street.

5.2.3 Thames Water

No objection.

- Developer should drain waste water to ground water courses or a suitable sewer and inform Thames Water.
- It is recommended that surface water from storm flows are attenuated into the receiving public network through on or off site-storage.
- A Trade Effluent Consent will be required for any effluent discharge.
- It is recommended to install a fat trap on all catering establishments.
- The water supply within the area comes within the area supplied by the Essex and Suffolk Water Company.

5.2.4 Waste and Recycling

- No objection

5.2.5 Essex & Suffolk Water

- No objection.

5.2.5 Environmental Protection

No objection subject to conditions mitigating noise and odour from the extraction ventilation system and hours of construction.

5.2.7 London Fire Brigade

- No objection.

6 LOCAL REPRESENTATION

6.1 Neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The application has also been publicised in the local press.

6.2 The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 1 of which, 0 objected, 1 supported

6.3 The following local groups/societies made representations:

- Romford Civic Society

Representations

6.5 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

Supporting comments

- A thoughtful extension of a significant to achieve economic viability and an interesting street scene
- BREEAM should be met at this site

7 MATERIAL PLANNING CONSIDERATIONS

7.1 The main planning issues raised by the application that the committee must consider are:

- Principle of Development
- Impact on Listed Building
- Impact on Amenity
- Need
- Impact of Crossrail
- Economic Benefits to the Borough
- Accessibility
- Sustainability / Energy Efficiency

- Section 106 Agreement

Principle of Development

- 7.2 The issue is whether the change of use of the building to a hotel and its vertical expansion in Romford Town Centre is acceptable in principle. The most relevant policies are DC66, ROM6, DC67 and DC14.
- 7.3 Policy DC66 states that buildings or structures of 6 storeys or greater or above 18 metres in height above ground level will normally only be granted planning permission in Romford Town Centre and should be of exemplary high quality and inclusive design. Tall buildings are not always necessary to achieve high density development and a tall building will therefore, only be acceptable where there is a clear reason to have one.

Policy ROM6 states that in addition to the requirements of the Core Strategy and Development Control Policies, the built heritage of Romford will be protected, enhanced and promoted by requiring developers to assess the regeneration potential of other buildings of local heritage interest in their scheme.

Policy DC67 states, amongst other things, that planning permission involving listed buildings or their settings, will only be allowed where it does not adversely affect a listed building or its setting.

DC14 states that planning permission will only be granted for hotels if the sequential test is satisfied, in this regard Romford is the preferred location for large scale hotel developments.

- 7.4 One of the main drivers for the development of Romford Station and the surrounding area is the upgrade in anticipation of Crossrail. This is driving major investment into Romford town centre.

A minimum of 124 bedrooms is necessary to make the hotel scheme economically viable. Furthermore, hotels require dedicated space for housekeeping and other back-of-house operations which requires an increase in the buildings gross internal area. Existing buildings and rights of way preclude the option of expanding the building footprint onto adjacent sites. Therefore, vertical development is the only option for increasing the gross internal area to accommodate the proposed use.

- 7.5 Hotels and other types of visitor accommodation are of fundamental importance to a location's economy. The hotel will result in direct, indirect and induced benefits to the local economy. As such the proposal is considered by Officers to be acceptable in principle.

Impact on the Locally Listed Building

- 7.6 The NPPF states in paragraph 192 that in determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness.
- 7.7 Policy CP18 states that all new development affecting buildings of special architectural or historical importance must preserve or enhance their character and appearance.
- 7.8 Policy DC67 reiterates the aim of this policy.
- 7.9 The existing building is included in Havering's Heritage Asset Register - Buildings of Local Heritage Interest - for its architectural and historic interest. The existing building is locally listed for its 1935 Art Deco front facade and its former use as shop and warehouse of Times Furnishing Ltd, one of the biggest ubiquitous home furnishing retailers of the period. To the left of Times Furnishing is the curved glass facade of what was originally the Star Public House.
- 7.10 The proposal is to sustainably re-use, a vacant and underutilised building, whose 1935 Art Deco front façade is currently in a poor state of repair. Four extra storeys would be added to the height of the building and the ground floor would continue to house the existing food convenience store. The rest of the building is either extremely plain and undistinguished or very altered. The aim is to enable sensitive design led improvements that do not harm the locality while respecting local heritage assets. The surrounding locality is not a conservation area and no listed buildings or their settings would be affected by the proposed development.
- 7.11 The existing building is a landmark building in a streetscape of buildings of varying scales and materials. Therefore, it is possible to make changes to the host building without necessarily overwhelming the historic architecture in the street scene. The current proposal to redevelop the site while retaining the 1930s facade requires an intensification and increased scale of development. The application, as originally submitted, included an extension of three storeys almost flush with the front elevation, however, Officers were of the opinion that this proposal would cause substantial harm to the heritage asset through distorting the massing of the original building and reducing the prominence of the art-deco building by instating an overbearing top-heavy extension. The applicant was advised that the building could be even taller, however, the extension floors to the building would need to be sufficiently set back so as to be less prominent in views along the street and likely read as a contemporary addition to the art deco block, while retaining the massing and prominence of the locally listed building as well as increasing internal accommodation. In the 5th, 6th, 7th and 8th floors have been set back by approximately 2.75m and the 9th floor set back by approximately 5.52m.

The Applicant has submitted material specification which illustrates the materials to be used for the extension. The extended floors would be clad in 3 types of high quality metal cladding systems of varying shades of grey. Similarly the windows and curtain walling would be, high quality aluminium grey. The glazing would be reflective clear glass outer pane with stove and enamelled opaque finish to inside face of the inner pane. Overall the proposed materials would result in a high quality finish to the building and as such are satisfactory.

- 7.12 It is considered by Officers that the proposal would comply with the NPPF paragraph 192 and Policies CP18 and DC67 of the Core Strategy and Development Control Policies DPD.

Need

- 7.13 London needs more hotel accommodation, particularly for visitors, in this instance business accommodation. London has one of the world's most important business economies, and is the second most visited city globally for international tourism. International and domestic tourists created 31.5 million overnight visitors within the capital in 2015. Publication, "Projections of demand and supply for visitor accommodation in London to 2050", GLA, states that given the importance of tourism to London's economy, London needs to ensure that it is able to meet the demands of tourists that want to visit the Capital, and a most important aspect of that is to provide suitable accommodation for those that wish to visit. However, currently the supply of serviced rooms is tight and the cost of accommodation expensive. In 2015 London had the highest occupancy rate of all European cities, and the fourth highest average daily rate, behind Zurich, Paris and Geneva. The average daily rate in 2015 was £194.40.
- 7.14 Consequently, whilst the current London Plan (Policy 4.5) seeks at least 40,000 new visitor rooms over a 20 year period (i.e, 2,000 per annum), the draft London Plan explains that "it is estimated that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041 which is an average of 2,230 bedrooms per annum, the draft London Plan explains that it is estimated that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041, which is an average of 2,230 bedrooms per annum.
- 7.15 Consequently, whilst the current London Plan seeks at least 40,000 new visitor rooms over a 20 year period (i.e., 2,000 per annum), the draft London Plan explains that it is estimated that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041, which is an average of 2,230 bedrooms per annum.
- 7.16 Havering contains just 576 serviced accommodation rooms, 0.4% of Greater London's supply. Publication, "Projections of demand and supply for visitor accommodation in London to 2050, GLA, April 2017" states that this grew by only 12 rooms between 2011 and 2015 the fifth worst by borough, and no

additional rooms are in the development pipeline. Despite this, there is a projected demand for an additional 453 rooms over the period 2015 - 2041 (Table 14, Working Paper 88, Projections of demand and supply for visitor accommodation in London to 2050, GLA).

- 7.17 The proposed hotel will serve accommodation needs from the corporate and leisure segment, targeting both the local business concentration and local leisure market. It is also going to be popular with visitors (business and leisure) who want a good value hotel and will utilise the improving transport links to commute into London.
- 7.18 Therefore, it is considered by Officers that the proposed development would go some way in meeting the existing demand for additional rooms.

The Impact of Crossrail

- 7.19 From December 2019 Romford will be fully served by Crossrail linking it to additional stations in central London as far as Reading and Heathrow Airport. This will provide connections to key stations such as Paddington, Bond Street and Canary Wharf (the latter journey taking less than half an hour).
- 7.20 This will significantly improve the appeal of Romford as a place to stay for cost conscious business and leisure visitors to London. This is a 'game changer' for the market and there has already been significant development around other Crossrail Hubs.
- 7.21 In a major study undertaken by GVA in 2018, forecasts predict that the Elizabeth line will have a major impact in Romford, attracting the construction of new homes and offices. To date the town centre of Romford has experienced relatively little development impacts as a result of Crossrail, but the proportion of developments that directly cite Crossrail to support them has been between 2008 and 2016. At this stage, it appears that Crossrail's main influence has been to help bring forward sites that have stalled or been dormant for a long time, including the host building.

Economic Benefits to the Borough

- 7.22 The submitted Planning Statement notes that hotels are of fundamental importance to a location's economy. As mentioned previously in this report they generate direct, indirect and induced benefits. Direct benefits include all economic activity and jobs created during the normal course of hotel operation. These benefits are significant given that the hospitality sector employs 8.8% of the UK workforce, making it the fourth largest sector by employment in the UK. Direct benefits include room revenues, food and beverage revenues, payroll to employees and payroll to construction workers. Indirect benefits include economic activity and employment generated by

businesses that supply the hotel with goods and services. Induced benefits occur when employees of the hotel and its suppliers spend their wages on necessities, consumer goods and leisure.

- 7.23 The applicant has provided figures on job creation that will be generated by the scheme. Forecast employment at the site resulting from the proposed development's construction is approximately 70 full-time equivalent workers on site each day, this equates to a total of 21,000 (full-time employment workers onsite over the 60 week construction phase (date supplied by EMMAUS Consulting Limited).

The proposed hotel will have a permanent operation team on site and employ around 18-20 additional local full-time jobs (permanent and part time jobs will include reception, maintenance, security and housekeeping) once it is open.

- 7.24 The combined indirect and induced economic benefits are substantial. The Oxford Economics and the British Hospitality Association publication "The economic contribution of the UK hospitality industry" 2015 pp.24 states that, "For every £1 million the hospitality industry contributes GDP itself, it creates another £1.5 million elsewhere in the UK economy. This means that the industries GDP multiplier is 2.5.
- 7.25 Furthermore, hotels have the ability to catalyse further development, which is a particularly important benefit for Romford Metropolitan Centre. The Core Strategy and Development Control Policies Development Plan Document p.199 states, "Hotel investments strengthen the wider role of town centres" and send a positive signal to subsequent investors. The viability of business and leisure destinations is reliant on the existence of visitor accommodation in all its forms.
- 7.26 Therefore, there will be a positive impact on tourism and value contribution to the Romford visitor economy. Upon completion and occupation of the hotel, it is estimated that around 35,000 to 37,000 room nights will be sold per annum. While it is difficult to estimate the exact economic impact from future occupants, introducing a large number of visitors will certainly be beneficial on the local and wider economy. In particular, given the limited service positioning of the hotel, residents are highly likely to use facilities and services, such as cafes, bars and restaurants in the local area as part of their daily routine. The expected split user profile for the hotel (55% leisure and 45% corporate) will support varied indirect employment locally and offer a positive gross value added impact, in terms of spending in the wider Romford visitor economy.
- 7.27 There is the requirement for businesses, whether domestic or international operations, to have visitors remain within their vicinity for more than a day, in which case short term accommodation is needed. Therefore, an absence of this type of accommodation can have serious implications for a business' ability to function properly and grow. For this reason, poor hospitality infrastructure can deter further investment in a given location.

- 7.28 It is considered by Officers that the proposed development could generate significant economic benefits for the borough.

Accessibility

- 7.29 Accessibility is an important factor in attracting visitors to Romford. Access to the site is excellent in terms of public transport, vehicular, pedestrian and cycle.
- 7.30 In terms of public transport access Romford Town Centre has a high PTAL of 5- 6 meaning it is very well connected. The application site is adjacent to Romford Railway Station, which is served by TfL Rail and National Rail services to London Liverpool Street station, as well as by TfL overground service to Upminster. Furthermore, several local bus routes serve the station, with direct services to Ilford, Stratford, Barking, Oxford Circus, and other important destinations.
- 7.31 In terms of vehicular access the site is served by the existing South Street, which connects with the A1251 Romford ring road. The A118 and nearby A12 connect Romford with central London via Ilford to the west and the M25 London Orbital Motorway to the east.
- 7.32 A TfL appointed taxi rank exists on eastern road directly across South Street from the site. It has a capacity for twenty-one taxis and is marshalled during Friday and Saturday evenings.
- 7.33 There are many pedestrian walkways in the town centre, including a pedestrian path between the site and the adjacent railway station.
- 7.34 South Street, Havana Close, Exchange Street and Eastern Road are all on road cycle routes. These roads connect to a larger network of recommended cycle routes in the region.

The Battis, a pedestrian access to the south of the proposed hotel, would be used for servicing and refuse and recycling bins would also be stored there.

- 7.35 It is considered by Officers that the proposed development would be well served by public transport, vehicular, pedestrian and cycle access.

Sustainability / Energy Efficiency

- 7.36 Policy DC50 states that planning permission for major developments will only be granted where the application includes a formal energy statement and incorporates on-site renewable energy equipment. This policy reiterates the requirements of draft London Plan Policy SI2.
- 7.37 The applicant has submitted an energy statement in response to the sustainability and low carbon planning policy requirements of the London Plan

and local policies of Havering. The incorporation of the energy efficiency measures, combined heat and power and water cooled air source heat pump equates to a reduction of 50.80% against the target emission rate 2013 for the scheme, which exceeds the revised London Plan policy requirements of 35%.

- 7.38 The Sustainable Design and Construction Statement demonstrates that the proposed development would be sustainable and policy compliant as it has been drafted in accordance with the guidance set forth in the Sustainable Design and Construction Supplementary Planning Document 2009 adopted by Havering.

Impact on Amenity

- 7.39 New development should not adversely impact on the residential amenity of neighbouring occupants in terms of light, outlook, privacy, noise and pollution.
- 7.40 Concern has been raised by Officers regarding the siting of hotel room windows in the side elevation adjacent the nightclub. However, this matter is to be resolved via a Section 106 agreement. See section 'Planning Obligations'.
- 7.41 While the proposed development would not have an adverse impact on the residential amenity of neighbouring occupants because there are no nearby residential properties, the proposed new hotel would have installed an extraction ventilation system for food preparation which would disperse odours and transmit noise and vibration. Therefore, conditions have been imposed to control the transmission of noise and vibration.
- 7.42 It is also noted that the host building is sited immediately near the nightclub, however, any noise disturbance can be dealt with by sound insulation to the building, in accordance with paragraph 182 of the NPPF, a suitable condition is recommended in relation mitigation measures.
- 7.43 It is considered by Officers that the proposal would not have an adverse impact the amenity of neighbouring occupants.
- 7.44 As such it is considered by Officers that the proposal would comply with Policy DC50 and London Plan Policy SI2.

Section 106

- 7.45 A Section 106 legal agreement is currently in the process of being drafted, with the following heads of terms:

That the owners/developer, in respect of the windows proposed in the side (west) elevation on the boundary with 110 South Street:

- Will agree to restrict the use of the windows and prevent any right to light accruing in the future

- that the Council will not assess the loss of light to/outlook from these windows in assessment of any future planning application for the adjacent site
- will not use any of the rooms to provide permanent residential accommodation

7.46 This is to ensure that the proposed development does not act an obstacle to the future development of the adjacent site (the night club and cafe). The elevation of the host building immediately adjacent the night club and cafe, has bedroom windows to the hotel rooms.

Financial and Other Mitigation

7.34 The proposal would attract the following Community Infrastructure Levy contributions to mitigate the impact of the development:

- £26,600 Mayoral CIL towards Crossrail

Conclusions

7.35 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.