
Appeal Decision

Site visit made on 27 February 2018

by C Victory BA (Hons) BPI MRTPI

an Inspector appointed by the Secretary of State

Decision date: 05 June 2018

Appeal Ref: APP/W5780/W/17/3180327

792-808 High Road and 2-10 Goodmayes Road, Goodmayes, Ilford IG3 8TH

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Countrywide Developments (UK) Plc against the decision of the Council of the London Borough of Redbridge.
 - The application Ref 1444/16, dated 4 April 2016, was refused by notice dated 24 April 2017.
 - The development proposed is two additional storeys to existing building and five storey and part single storey side and rear extension for use of property as a 35 bedroom hotel (Use Class C1). Retention of commercial units on ground floor. Re- configuration of the existing flats into 5x1 bedroom and 8x2 bedroom flats. Provision of a disabled parking bay, cycle stands and bin store (Summary) (Amended plans).
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This decision is issued in accordance with Section 56(2) of the Planning and Compulsory Purchase Act 2004 (as amended) and supersedes the decision issued on 11 May 2018

Decision

1. The appeal is allowed and planning permission is granted for two additional storeys to existing building and five storey and part single storey side and rear extension for use of property as a 35 bedroom hotel (Use Class C1). Retention of commercial units on ground floor. Re- configuration of the existing flats into 5x1 bedroom and 8x2 bedroom flats. Provision of a disabled parking bay, cycle stands and bin store (Summary) (Amended plans) at 792-808 High Road and 2-10 Goodmayes Road, Goodmayes, Ilford IG3 8TH in accordance with the terms of the application, Ref 1444/16, dated 4 April 2016, and subject to the conditions in the following schedule.

Application for Costs

2. An application for costs was made by Countrywide Developments (UK) Plc against the Council of the London Borough of Redbridge. This application is the subject of a separate Decision.

Procedural Matter

3. The Council's Local Plan (LP) was adopted on 15 March 2018. It replaces the suite of existing development plan documents comprising the Core Strategy and Borough Wide Primary Policies as the development plan for the Borough. I have had regard to these policies in determining the appeal.

Main Issues

4. The main issues in the appeal are the effect of the proposal on the character and appearance of the area and whether the proposed residential units would provide satisfactory living accommodation for future occupiers, with particular regard to private amenity space.

Reasons

Character and appearance

5. LP Policy LP27 states that tall and large buildings will be supported within Tall Building Zones, which include Goodmayes District Centre, as well as areas of intensification or where there is good public transport. Large parts of the Borough has buildings of mostly two and three storeys in height and tall buildings should therefore be managed sensitively, with particular consideration given to opportunities to maximise density around public transport nodes, and to provide urban landmarks to aid waymarking and create distinctive skylines.
6. The appeal property is a four storey building with mansard roof situated on the corner of High Road and Goodmayes, within the Goodmayes District Centre, and a short distance from Goodmayes railway station. The appeal site is therefore a suitable location for a tall building.
7. Properties along High Road west of the junction with Goodmayes are mostly terraced buildings of three storeys in height. Buildings on Goodmayes are more varied with stretches of two and three storey buildings and a four storey block near to the railway station. The ridge height of the appeal property is about 1 metre taller than the adjacent building to the west on High Road, and the terrace at 12 -34 Goodmayes is three storeys in height. The proposed development would therefore be markedly taller than the adjacent buildings on either frontage. However in this location at a main road junction and key route into Ilford, and given its proximity to the railway station, the significant change to the skyline is an appropriate design response and the increased height of the building would make a positive contribution to waymarking and legibility of the public realm.
8. The use of powder coated grey metal cladding to the fourth and fifth floors and their set-back from the main elevations would break up the massing and provide contrast and articulation to the building, and the design and pattern of the windows are broadly consistent with those in the existing property and would not look out of place in the street scene.
9. I therefore conclude that the development would not harm the character and appearance of the area, and would accord with Policy LP27, and with LP policy LP26, which seeks high quality design in all development and requires that buildings should respect the surrounding area in terms of layout, form, style, massing, scale, density, orientation, materials and design.

Living conditions – future occupiers

10. Only two of the 13 flats would have any private amenity space. On the new fourth floor, Flat 12 would have a balcony of 36 sqm and the balcony area of Flat 13 would be almost 18 sqm. As such, overall the development would not meet the requirements in Policy LP29, for 15 sqm private amenity space per unit for 1 and 2 bedroom flats, and 5 sqm with a balcony. However, it is the

case that none of the existing 15 flats have any private amenity space, and none of the other buildings in the immediate vicinity on either High Road or Goodmayes have balconies.

11. The development would also result in a re-configuration of the internal floorspace of the existing flats. This would result in only 2 of the flats being no larger than at present, while 9 would have an internal floor area in excess of the minimum standard and 7 of these would exceed the minimum standard by some margin. Consequently the development would result in a clear improvement in the quality of the living accommodation when compared with the existing situation.
12. Moreover, paragraph 5.4.3 of the LP notes that it may not be necessary to provide the full complement of private amenity space if a local park is close by, and there is a large recreation ground on the opposite corner of the junction at Barley Lane. Accordingly occupants of the flats would have access to open space within a very short walking distance.
13. To conclude on this main issue, there would be a shortfall against the quantitative private amenity space standard as set out in LP Policy LP29. However, overall there would be an improvement in the quality of the residential accommodation in comparison to the current situation. This would accord with the principles of good design in LP Policy LP26. In reaching this view I am also cognisant of the accessibility to public open space. Taking all of the above into account I consider that the development would provide satisfactory living accommodation for future occupiers.

Conditions

14. I have found that the development would be acceptable, subject to certain conditions, having regard to those suggested by the Council and advice in the Planning Practice Guidance. I have specified the approved plans for certainty, and I shall require details of the external materials to be used to safeguard the character and appearance of the area.
15. Conditions restricting the maximum occupancy of the hotel and specifying the facilities that shall not be provided within it are required as the acceptability of the hotel has been assessed on that basis. It is also necessary for 10% of the hotel rooms to be wheelchair accessible and for 1 disabled parking bay shall be provided to ensure the premises is accessible for all.
16. A construction management scheme and restrictions on hours of construction are required for highway safety and to safeguard the amenity of adjacent occupiers. Provision of adequate refuse and recycling facilities, and restriction on the use of flat roof areas shown on the plans are also required to safeguard residential amenity, but I have altered the condition to reflect that the flat roof sections are at fifth floor level not the fourth floor, which has balconies.
17. Energy efficiency measures shall be implemented as set out in the submitted Energy Strategy to ensure the development maximises the potential for energy efficiency and achieves the minimum national requirements for reducing carbon emissions and BRE AAM requirements shall be met in order to achieve the expected Excellent rating in sustainable design and construction.

18. In addition, noise insulation measures are required to be implemented to mitigate noise impacts for future occupiers of the residential units, and safeguard residential amenity.

Conclusion

19. I have found that there would be no harm to the character and appearance of the surrounding area. The proposal would not meet the quantitative private amenity space standard set out in LP policy LP29. However for the reasons I have set out above, other material considerations indicate that planning permission should be granted for development not in accordance with the development plan.
20. I therefore conclude that the appeal should be allowed and planning permission granted.

C Victory

INSPECTOR

Schedule of Conditions

- 1) The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.
- 2) The development hereby permitted shall be carried out strictly in accordance with the following approved plans: 1421-000; 1421-001 Rev G; 1421-002 Rev G; 1421-003 Rev F; 1421-004 Rev H; 1421-005 Rev J; 1421-006 Rev H; 1421-007 Rev G; 1421-008 Rev K; 1421-009 Rev H; 1421-010 Rev H; 1421-011 Rev H; 1421-012 Rev E; 1421-013 Rev B; PL7988-01; PL7988-02; PL7988-03; PL7988-04; PL7988-05; PL7988-06; PL7988-07.
- 3) Before commencement of the development hereby permitted, details/samples for the materials to be used in the construction of the external surfaces of the building hereby permitted shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.
- 4) The flat roof areas on the first and fifth floor level of the extensions hereby permitted shall not be used as a balcony, roof garden or similar amenity area.
- 5) Before commencement of the development hereby permitted, details of measures to insulate and/or screen the residential flats and hotel rooms from external noise shall be submitted to and approved in writing by the local planning authority. The measures shall be implemented in accordance with the approved details before any residential unit or hotel room is first occupied, and retained as such thereafter.
- 6) Before commencement of the development hereby permitted, details of proposed storage and recycling facilities to be provided at the site shall be submitted to and approved in writing by the local planning authority. The facilities shall be installed in accordance with the approved details and retained as such thereafter.
- 7) The hotel hereby permitted shall not provide bar, dining and conference facilities except vending machines.
- 8) Before commencement of the development hereby permitted, a scheme shall be submitted to and approved in writing by the local planning authority describing the means by which construction activity at the site and construction traffic to and from the site shall be controlled. The scheme shall include: construction traffic routes; construction traffic washing; public highway cleaning; dust suppression; noise suppression; hours of work; construction waste disposal. The development hereby permitted shall only be carried out and completed in accordance with the approved scheme.
- 9) No deliveries shall be taken or despatched from the site other than between the hours of 0800 and 1900 on Mondays to Fridays and between 0800 and 1300 on Saturdays and not at all on Sundays or Public Holidays.
- 10) No more than 71 persons (excluding staff) shall reside in the hotel hereby permitted at any one time.
- 11) The development hereby permitted shall provide a minimum of 10% wheelchair accessible rooms.

- 12) 1 disabled bay shall be laid out and surfaced within the site in accordance within the approved drawings and shall be made available prior to first occupation of the development exclusively for the occupants and visitors of the development and shall remain available for that purpose at all times thereafter.
- 13) Within 6 months of first occupation of the development hereby permitted, the applicant shall submit the Final BREAAAM certificates to demonstrate the development achieves a minimum "BREAAAM EXCELLENT" rating which shall be verified by the awarding body. The sustainable design and construction measures shall be implemented in general accordance with the submitted BREAAAM Pre-assessment and retained for so long as the development shall exist.
- 14) The development shall be carried out in accordance with the information contained in the approved Energy Strategy (Bryden Wood Energy Strategy for Planning, March 2015) and the low carbon and renewable energy measures outlined in that document shall be permanently retained and utilised as the main power sources for the development. These measures shall include the installation of a meter to monitor the energy output from the approved systems. The 'as built' stage Building Regulations Output Document from approved software shall be submitted to the local planning authority within one month of first occupation of the development, and shall confirm that the development has achieved a minimum 25% improvement in carbon emissions on Part L of the 2010 Building Regulations.

End of Conditions Schedule