



PART 5: Planning Applications for Decision

Item 5.2

1 SUMMARY OF APPLICATION DETAILS

Ref: [17/03005/FUL](#) (*link to associated documents on Planning Register*)
 Location: 14 Norbury Crescent
 Ward: Norbury
 Description: Alterations, Retention of single storey rear extension and change of use from 5 rooms C4 Houses in multiple occupation to 9 rooms HMO, Provision of associated refuse storage and cycle 000000000000storage (amended description)
 Drawing Nos: 1702-DRG-PLN-01 Rev 04
 Applicant: Michael Gerrard, Norbury Property Ltd
 Agent: Mr Kapilan Manoharan
 Case Officer: Dean Gibson

Type : HMO	Number of rooms	Number of persons
1 Bed	9	9 (1 per room)
Total	9	9 in total

Number of car parking spaces	Number of cycle parking spaces
0	7

1.1 This application is being reported to Planning Sub-Committee because the Love Norbury Group of Residents Associations have objected to the application and in accordance with the Committee Consideration Criteria has requested it be referred for consideration by the Planning Committee.

2 RECOMMENDATION

That the Planning Sub-Committee resolve to GRANT planning permission subject to the Director of Planning and Strategic Transport having delegated authority to issue the planning permission and impose conditions [and informatives] to secure the following matters:

Conditions

- 1) Development in accordance with the submitted plans
- 2) Maximum number of residents to be 9 persons only.
- 3) Within 2 months of date of planning permission submission of following details to local planning authority for approval a) refuse enclosure appearance, b) cycle storage enclosure. Once approved items to be implemented within 2 months of the date of approval and retained as such thereafter.
- 4) Roof of extension not to be as terrace/sitting out area.
- 5) Provision of Section 278 highways agreement to re-instate dropped kerb to full kerb outside 14 Norbury Crescent (Grampian Condition).

- 6) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Site notice removal
- 2) Developer to have regard to Council's Code of Practice 'Control of Pollution and Noise from Demolition and Construction Sites'
- 3) HMO Fire Safety
- 4) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal is for the retention of the existing 9 bedroom HMO accommodation accommodating a maximum of 9 residents. It is also for the retention of a single storey rear extension of 3 metres in depth which has been erected to increase the size of bedroom 2 on the ground floor. It is formed of matching materials to the house. The existing off-street car parking space on the forecourt is not in use and it is proposed that the existing crossover onto the site would be removed and the full kerb re-instated. Refuse storage and cycle storage enclosures would be provided to the side of the building.

Site and Surroundings

- 3.2 The site consists of a large two storey end of terrace house in use as an HMO, situated on the south-western side of Norbury Crescent. The house also has rooms in the roofspace. The rear elevation has a two storey rear wing. It also has single storey rear wing and a single storey rear extension – the latter is subject to this application. The site has hardstanding forecourt and side access. Part of the side access is covered by a lean-to structure. There is a vehicle access from the road, although the forecourt does not appear to be used for off-street parking. The site has a landscaped rear garden.
- 3.3 The site is in a residential location and area of High Density. It is adjacent to the St. Helen's Road Local Area of Special Character and is approximately 2 minutes walk from Norbury District Centre.
- 3.4 Norbury Crescent is classified as a Local Distributor Road, which is heavily parked on the street. The road is served by the 50 bus route – running from Croydon to Streatham. There are also bus routes on nearby London Road. The site is approximately 5 minutes walk from Norbury train station.

The Planning History

- 3.5 17/02458/PRE – Use as 9 bedroom HMO/Rear single storey extension.

- 3.6 17/00896/FUL – Refused planning permission for use as house in multiple occupation with 9 rooms (with potentially 15 residents) involving the erection of single storey rear extension.

Reason for refusal: The proposed use would constitute an over-intensification of the site, evidenced by layout, number of rooms and likely number of occupants as evidenced by the number of bed spaces shown on the plans, would have an adverse impact on neighbouring amenity due to increased activity and general noise and disturbance and the lack of an acceptable refuse storage arrangement.

- 3.7 17/00135/COU – Enforcement investigation – change of use to HMO.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 Prior to having 9 bedrooms, the property was previously in use as a small HMO (i.e. less than 6 persons). The continuing use of the house as a HMO is acceptable in principle as there are no specific policy designations that would prohibit its conversion to another residential use. Policy supports diversity of housing choice.
- 4.2 The proposed development would not have any adverse effect upon the amenity of adjacent residential occupiers in Norbury Crescent. The siting and massing of the extension ensures that no that no adverse loss of privacy, outlook, loss of light or visual intrusion occurs to adjacent residential occupiers.
- 4.3 The development does not have any adverse effect on the visual integrity of the adjacent Local Area of Special Character.
- 4.4 The low provision of off-street parking would be acceptable I view of the close proximity to local services. And public transport. The provision of cycle storage on the site would promote sustainable travel choice.

5 CONSULTATION RESPONSE

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

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site.
- 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 Objecting: 1 Supporting: 0

- 6.3 The Representation was from the following local group :

- Love Norbury Group of Residents Associations

6.4 The following issues were raised in the representation. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<p>HMO Use / Standard of Accommodation</p> <p>Overprovision of small housing units contrary to policy.</p> <p>Ambiguous number of residents.</p> <p>2 of the units would be self-contained (i.e. having personal cooking/washing facilities).</p> <p>Query about accuracy of some room sizes. Rooms 4, 7, and 8.</p> <p>Poor ventilation to Room 2 and poor window sizes for Rooms 3 and 9.</p> <p>Access to shared toilet on 2nd floor is through shared kitchen.</p> <p>Personal washing/heating/tap-water facilities are not shown on the plans.</p>	<p>Policy does have any specific threshold for the amount of small housing resulting from HMO's.</p> <p>The proposal shows 9 rooms with single beds. A condition restricting the maximum number of occupiers to 9 persons is recommended.</p> <p>Amended plans received to address this issue.</p> <p>Room sizes checked on site and current plans are reliable. The shortfalls of the rooms sizes 4, 7, and 8 are minimal and do not adversely affect the overall layout/living standards of the rooms.</p> <p>The ventilation and window arrangement is acceptable and do not adversely affect the overall layout/living standards of the rooms.</p> <p>The toilet has a door and its own hand-wash basin.</p> <p>All the rooms have personal washing/heating, tap-water facilities.</p>
Traffic / Parking	
<p>Increased parking stress</p>	<p>The site is within a short walking distance of Norbury District Centre and its shops and services.</p> <p>The re-instatement of the full height kerb on Norbury Crescent will provide an additional on-street parking space.</p> <p>This part of Norbury Crescent is subject to local parking controls – yellow lines.</p>

	The site is well served by public transport and covered cycle storage is proposed on site.
Refuse Storage	
Poor siting of refuse storage on forecourt.	Refuse storage is currently sited at front of forecourt. Covered refuse storage is proposed to be sited to the side of the building. Details and provision of the refuse storage enclosure can be secured by condition.
Inaccurate Information / Plans	
Extension already in place.	The description of development advertised in site notices publicising the application referred to the 'retention' of the extension.

7 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:
- Section 4: Promoting sustainable transport
 - Section 6: Delivering a wide choice of quality homes
 - Section 7: Requiring good design
 - Section 8: Promoting healthy communities
 - Section 10: Meeting the challenge of climate change, flooding and coastal change
- 7.3 The main policy considerations raised by the application that the Committee are required to consider are:
- 7.4 Consolidated London Plan 2015 (LP):
- 3.3 Increasing housing supply
 - 3.5 Quality and design of housing developments
 - 3.8 Housing Choice
 - 3.9 Mixed and balanced communities
 - 5.1 Climate Change Mitigation

- 5.2 Minimising carbon dioxide emissions
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.13 Parking
- 7.8 Conservation / Heritage Assets

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP2 Homes
- SP2.3 Choice of homes
- SP2.5 Mix of homes
- SP2.6 Lifetime homes
- SP4 Urban Design and Local character
- SP4.1 High quality development
- SP4.12 – SP4.14 Conservation / Heritage Assets
- SP6 Environment and climate change
- SP6.3 Sustainable design and construction
- SP8.3 Making full use of public transport

7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High Quality and Sustainable Design
- UD2 Layout and siting of new development
- UD3 Scale and Design of new buildings
- UD8 Protecting residential amenity
- UD13 Parking Design and Layout
- UD14 Landscaping
- UD15 Refuse and Recycling Storage
- UC5 Local Areas of Special Character
- EP1 – EP3 Pollution
- EP5 - EP7 Water – Flooding, Drainage and Conservation
- T2 Traffic Generation from Development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing
- H8 Conversions to Non-Self Contained Dwellings

7.7 CLP1.1 & CLP2

7.8 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016. All valid representations were considered by the Independent Planning Inspector at examination, which was held in Spring 2017. The Policies therein can be given some limited weight in the decision making process. However, at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

7.9 There is relevant Supplementary Planning Guidance as follows:

- SPD2 – Residential Extensions and Alterations
- St Helen’s Road Local Area of Special Character

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development and housing mix
2. Townscape and visual impact and consideration of density
3. Housing Quality for future occupiers
4. Residential amenity for neighbours
5. Transport
6. Sustainability
7. Environment

Principle of Development and Housing Mix

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised, including providing a variety of housing types and unit mix.

Policy makes provision for HMO’s and advises they will be considered favourably if they meet a known and established need; complies with or are capable of reaching the standards laid down by the Housing Acts; would not have a significantly adverse effect on the residential environment or the availability of local services and would provide adequate amenity for residents and neighbours. The principle of the development of the site is therefore considered acceptable.

Townscape and visual impact and consideration of density

8.3 The previously refused application (LBC Ref 17/00895/FUL) would have potentially led to there being 15 people in 9 bedrooms (as double beds were shown in 6 bedrooms). However, the current application shows that each bedroom is single occupancy (a walkthrough the site has confirmed this matter) and so would accommodate a maximum 9 residents.

8.4 Policy seeks to optimise housing output taking into account local context, character and design and public transport capacity. Based on the site’s urban character context and excellent Public Transport Accessibility Level (PTAL) of 4 a density range between 200-700 habitable rooms per hectare would apply. The proposed development delivers a net residential density of 204 habitable rooms per hectare, which falls within the lower end of the density range identified in the London Plan. Moreover, as considered further in this report the development responds well to local context, provides open space and does not adversely impact upon local transport capacity. As such the density is supported.

8.5 The rear extension is 3 metres in depth and is connected to the end of the existing two storey rear wing. The 3 metre depth of the extension complies with the design

guidance of the Supplementary Planning Document No.2 on Residential Extensions and Alterations. It is proportionate and in scale with the existing building. It is finished in white render to match the white painted rear single storey wing. It has a white Upvc window and door. The rear extension is not visible from the street and so does not adversely affect the visual amenity of the adjacent St Helen's Road Local Area of Special Character.

- 8.6 Overall the extension to the property is in keeping with the characteristics of the site and has no detrimental effect on the visual amenity of the local area.

Housing Quality for future occupiers

- 8.7 No specific accommodation standards are set out for HMO accommodation in planning policy. However, there are standards laid out in Housing legislation. In this instance the application proposal would comply with the standards laid out.
- 8.8 A total of 9 bedrooms are in situ and based on the layout the HMO is able to accommodate a maximum of 9 persons. Each bedroom would provide acceptable HMO accommodation. All of the bedrooms have acceptable outlooks. The bedrooms in the roof are served by full height windows. There are two shared kitchens, 2 shared bathrooms (with toilets), and 1 shared toilet. Three of the bedrooms also have en-suite toilet/bathrooms. Each occupant would be within one floor of a shared bathroom area and shared kitchen area. Utility rooms provide space for storage.
- 8.9 The property already benefits from a HMO licence and has adequate fire safety protection in accordance with HMO licensing requirements. However, it would be prudent to re-iterate the importance of fire safety. This matter can be addressed through use of an informative.
- 8.10 Overall the standard of accommodation is high standard for HMO accommodation and the rooms are well furnished.

Residential Amenity for Neighbours

- 8.11 The SPD2 recommends that rear single storey extensions on terraced houses should not project more than 3 metres beyond neighbouring properties. The rear extension complies with that guidance. The extension does not result in any adverse effects on the amenity of adjacent residential occupiers at 16 Norbury Crescent.
- 8.12 The maximum number of residents within the HMO would be restricted to 9 persons and this matter can be secured by condition.
- 8.13 Overall, the restriction with regard to the number of residents would provide protection against anti-social behaviour etc for adjacent and nearby residents.

Transport

- 8.14 The site is in an area with a PTAL of 4, which is a good rating for accessibility to public transport.

8.15 Cycle storage for 7 cycles is proposed. This would be acceptable and details of the appearance of the enclosure could be secured by condition.

Sustainability

8.16 As a conversion to an HMO the development is not subject to any specific sustainable development measures.

Environmental Issues

Water Resources and Flood Risk

8.17 The connection to existing drainage systems would be maintained.

9 OTHER PLANNING ISSUES

Refuse storage

9.1 Refuse storage is currently to the front of the forecourt – arranged in an-hoc fashion. It is proposed to site the refuse storage in a purpose built enclosure to the side of the building. This would be acceptable and the appearance of the enclosure could be secured by condition.

Security

9.3 In terms of security, the development would increase natural surveillance of the adjacent properties.

Conclusions

9.2 The recommendation is to grant planning permission. All other relevant policies and considerations, including equalities, have been taken into account.