

1.0 SUMMARY OF APPLICATION DETAILS

Ref:	20/03315/FUL
Location:	104 Clyde Road, Croydon, CR0 6SW
Ward:	Addiscombe West
Description:	Retrospective change of use from a single dwelling C3 to a 7-bed HMO (Sui Generis)
Drawing Nos:	1, 2, 3, 4, 5 and 6
Applicant:	Mr Alexis Zuridis
Agent:	Ms Elise Colombel
Case Officer:	James Udall

- 1.1 This application is being reported to committee because the application has been called into Committee by Councillor Fitzsimons and Councillor Fitzpatrick.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Standard

1. In accordance with the approved plans.

Compliance Conditions

2. The number of occupiers shall not exceed 7 people
3. Refuse store to be provided on site within 6 months of the date of permission.
4. Details of cycle storage to be provided and cycle store to be provided on site within 6 months of the date of permission
5. Refuse Management Plan
6. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives.

1. Code of Practice regarding small construction sites.
2. Any other informative(s) considered necessary by the Director of Planning and Strategic Transport.

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 Retrospective planning permission is sought for 'Change of use from Class C3 dwelling to a sui generis use as a larger HMO. Whilst the authorised use of the building is as a single family dwelling house, it is currently being used as a House in Multiple Occupation.
- 3.2 The HMO would have 7 bedrooms. None of the bedrooms would have their own bathroom, however the occupants would share two kitchens, a bathroom and a shower room. The scheme would not include any extensions.

Site and Surroundings

- 3.2 The application site consists of a detached, 2-storey building with roof space accommodation. It is located on the eastern side of Clyde Road. The building has a hipped roof and is set back from the road by a front garden. The building has an existing single storey front projection, and a single storey rear extension.
- 3.3 The surrounding area is predominantly residential in character with a mix of detached and semi-detached dwellings which vary in character, form and design. The site is within the East India Estate Conservation Area. However the building is not nationally or locally listed. The site is within a 'very low' risk area of surface water flooding.
- 3.4 The East India Estate Conservation Area lies to the south-east of Croydon Town Centre. The conservation area is divided into the following character areas:
- Canning Road
 - Clyde Road
 - Elgin Road
 - Havelock Road (including Mulberry Lane)
 - Outram Road
 - Ashburton Road
 - Lower Addiscombe Road
 - Addiscombe Road
- 3.5 The East India Estate Conservation Area Appraisal and Management plan states that Clyde Road has the highest density of historic development in the conservation area with many terraced houses and small gaps between buildings on both sides of the road with the majority of the buildings making a positive contribution to the conservation area, including the application site. Continuous tree lines of pollarded lime trees, low walled boundary treatments and greenery and planting in front gardens contribute to the quality of the streetscape.

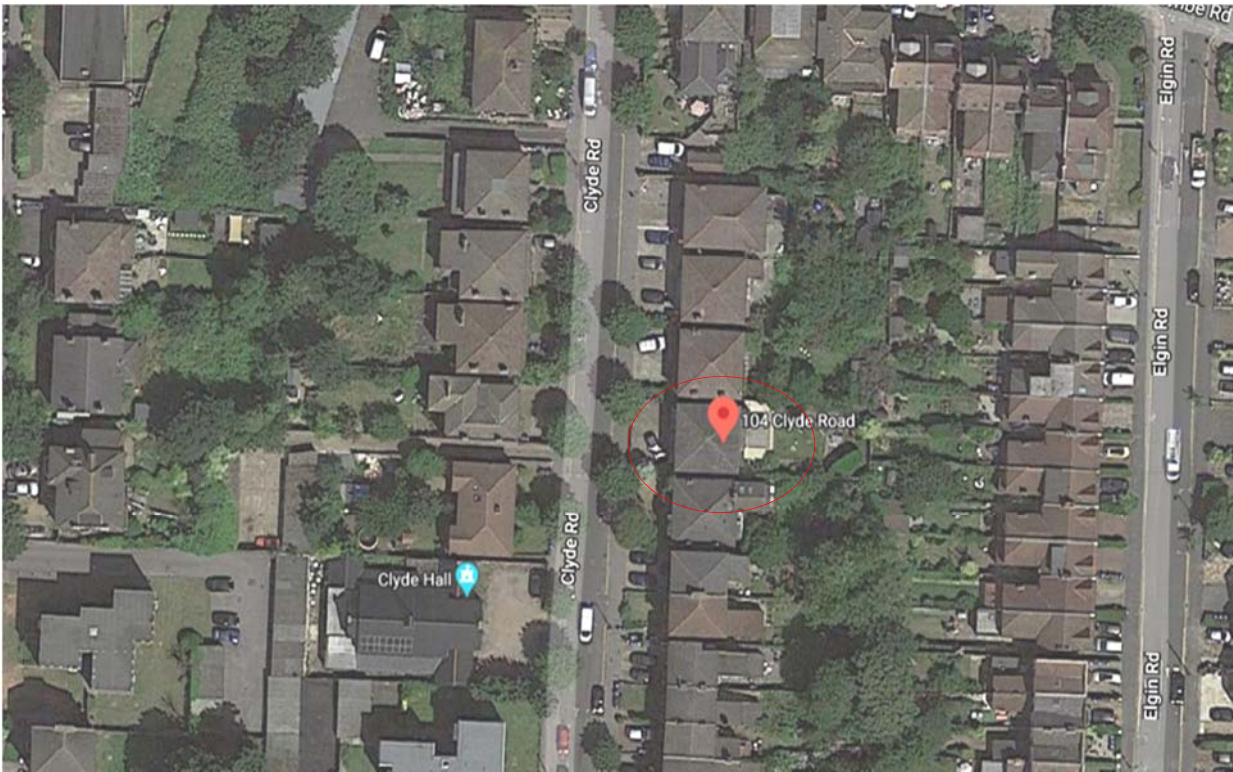


Figure 1: Aerial street view highlighting the proposed site within the surrounding streetscene

Planning History

- None Applicable

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would provide additional low cost housing within the Borough.
- The design and appearance of the development is appropriate.
- There would be no unacceptable impact on the living conditions of adjoining occupiers.
- The sustainability aspects of the application are considered to be acceptable.
- Appropriate refuse and cycle storage has been proposed.

5.0 CONSULTATION RESPONSE

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

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 88 letters of notification to neighbouring properties in the vicinity of the application site. A site notice was also displayed. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application are as follows:

No of individual responses: 1 Objecting: 0 Supporting: 0 Neither: 1

- 6.2 The following issues were raised in representations. 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 representation	Response
<p>Recently Thames Water were installing water meters in Clyde Road, and I would like to raise the issue of the installation of water meters and smart meters in the HMO, and how to install them in an appropriate manner (have they been installed?), and the management of billing, although I understand that it could perhaps be supervised by the Council currently because the tenants are housed on behalf of Croydon Adult Health and Social Care Services.</p> <p>On a similar note, are there appropriate power point fixtures in the bedrooms and in other rooms?</p> <p>What are the requirements?</p>	<p>The comments raised are not material planning considerations.</p>

- 6.3 Comments were also received from the Mid Croydon Conservation Area Advisory Panel who made the following comments:

Summary of objections	Response
<p>This property is already an HMO and this application is retrospective and does not propose any external alterations.</p> <p>However the Panel is concerned at the expansion of yet more HMO's since this greatly affects the character of an area.</p>	<p>It is recognised that HMO's offer a valuable service in providing a low cost housing supply. The impact of the proposal are considered below in this report.</p>

- 6.4 Comments were also received from Councillor Sean Fitzsimons and Councillor Jerry Fitzpatrick. The following representations were made:

Summary of objections	Response
<p>Loss of a family home</p>	<p>Under current Council policies only 3 bedroom family homes are protected due to the lack of three bedroom homes</p>

	in the borough. The building was previously a four bedroom dwelling the use of which is not protected.
Many of the larger homes in road have been converted into flats	Any case must be considered on its own merits and this has been done in this case. The proposal has been assessed against the policies in the local plan and has been found to be acceptable.
The ward already has a significant number of HMO's	While the ward does have other HMO's, this proposal does not result in a situations that is contrary to the aim of the local plan to create a choice of housing for residents.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 The National Planning Policy Framework (NPPF) dated July 2021 outlines the Government's requirements for the planning system and establishes how these will be addressed. There is a presumption in favour of sustainable development. The Council primarily assesses planning applications against policies in the Croydon Local Plan 2018 (CLP). The London Plan 2021 sets out regional policy for Greater London.
- 7.2 London Plan Policy promotes development which will support London's visitor economy and stimulate its growth, taking into account the needs of business as well as leisure visitors and seeking to improve the range and quality of provision especially in outer London.
- 7.3 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2021. 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:
- Promoting sustainable transport;
 - Delivering a wide choice of high quality homes;
 - Requiring good design.
- 7.4 The main policy considerations raised by the application that the Committee are required to consider are:

London Plan 2021

The main policies that are relevant in the London Plan (2021) are:

- GG2 – Making the best use of land
- GG4 Delivering Homes Londoners need
- D2 - Infrastructure requirements for sustainable densities
- D3 - Optimising site capacity through the design-led approach
- D4 - Delivering good design

- D5 - Inclusive design
- D6 - Housing quality and standards
- D7 - Accessible housing
- D12 - Fire safety
- D14 - Noise
- G5 - Urban greening
- H1 - Increasing housing supply
- H2 - Small sites
- H10 - Housing size mix
- SI 2 - Minimising greenhouse gas emissions
- SI 5 - Water infrastructure
- SI 8 - Waste capacity and net waste self-sufficiency
- SI 12 - Flood risk management
- SI 13 - Sustainable drainage
- T1 - Strategic approach to transport
- T3 - Transport capacity, connectivity and safeguarding
- T4 - Assessing and mitigating transport impacts
- T5 - Cycling
- T6 - Car parking
- T7 - Deliveries, servicing and construction
- T9 - Funding transport infrastructure through planning

7.5 Croydon Local Plan 2018

- Policy SP1 The Places of Croydon.
- Policy DM4 Development Croydon Town Centre, and District and Local Centres.
- SP4 Urban Design and Local Character.
- DM10 Design and Character.
- DM13 Refuse and Recycling.
- DM18 Heritage Assets and Conservation.
- SP8 Transport and Communication.
- DM29 Promoting Sustainable Travel / Reducing Congestion.
- DM30 Car and Cycle parking in new development.

8.0 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the Planning Committee are required are as follows:

1. Principle of development
2. Impact on the character and appearance of the Conservation Area
3. Residential amenity for neighbouring occupants
4. Impact upon future occupiers
5. Impact of the development on parking and the local highway network.
6. Flood Risk Impact
7. Fire Safety
8. Refuse storage
9. Other planning matters

Principle of Development

- 8.2 The site is located within a residential area which forms part of the East India Estate Conservation Area, and it is not designated to be used for any other purpose. Planning permission is sought for the change of use from the existing 4 bedroom dwelling to a 7 bedroom HMO. The proposal would not result in a loss of a 3 bedroom family dwelling as defined by Policy DM1.2 In addition, the proposal provides additional low cost housing. As such, the principle of the development in this location can be supported providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues.

Impact on the character and appearance of the Conservation Area

- 8.3 Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, imposes a duty on Local Planning Authorities to pay special attention to the desirability of preserving the character and appearance of a Conservation Area.
- 8.4 Paragraph 190 of the National Planning Policy Framework recognises the value of 'sustaining and enhancing the significance of heritage assets.
- 8.5 Croydon Local Plan (2018) SP4 concerns Urban Design & Local Character. SP4.1 is of particular relevance to this proposal which states that the Council will require development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities. Policy SP4.12 of the Croydon Local Plan (2018) states the Council and its partners will respect, and optimise opportunities to enhance Croydon's heritage assets, their setting and the historic landscape, including through high quality new development and public realm that respects the local character and is well integrated.
- 8.6 No. 102 – No. 110 form a group of two storey detached houses, with square floor plans and pyramid hip roofs, distinctly smaller in scale than other detached properties in the local area. The group is of a plain yet attractive design with yellow London stock brick facades, white detailing around windows and a projection at ground floor level. As highlighted earlier in this report, they make a positive contribution to the character and appearance of the conservation area.
- 8.7 The application scheme would provide for additional parking at the front of the site. The proposed parking would not appear out of character for the area as hard surfaced parking areas are numerous along this side of Clyde Road and in this case, the hard surfacing is existing – it is the formalisation of the parking spaces within this hard surfaced area that is taking place. Due to their design the proposed car parking spaces would not harm the visual appearance of the dwelling or the character of the area.

Block plan (proposed)

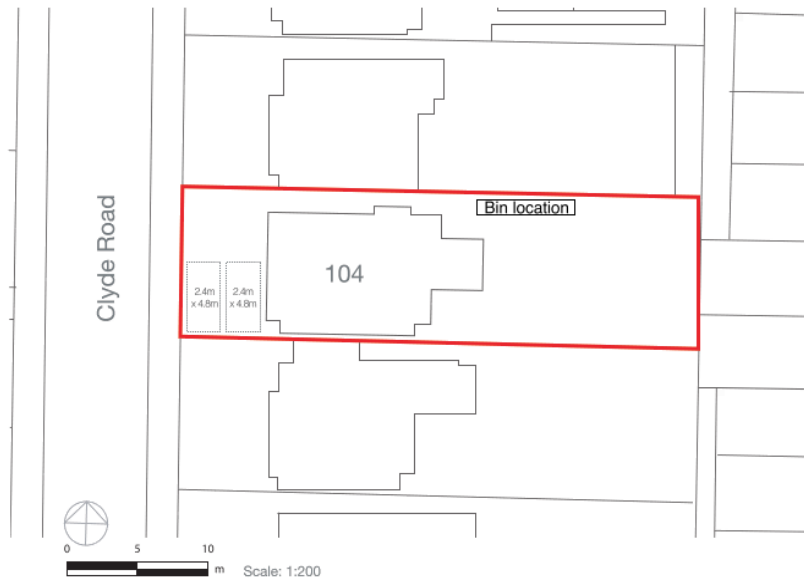


Figure 2: Block plan of the site showing car parking spaces

8.8 The proposed development would not make any alterations to the external façade of the property, with the result that the proposed development would not harm the visual appearance of the dwelling or the character of the area.

Floor plan (existing)

Floor plan (proposed)



Figure 3: previous and existing floor plans

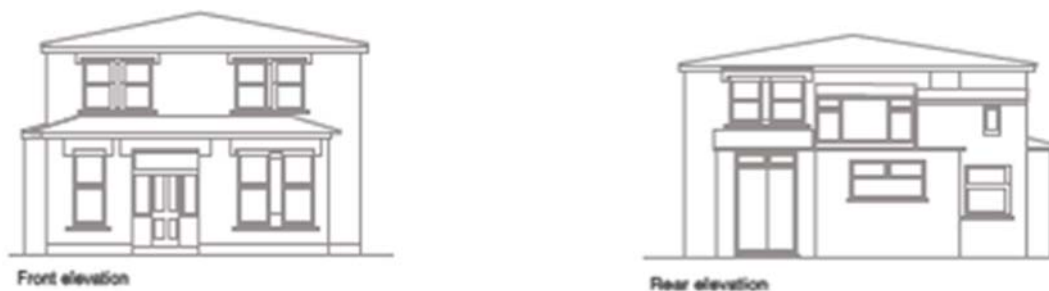


Figure 4: existing elevations

Residential amenity for neighbouring occupants

- 8.9 The proposed scheme would not result in any additions of built form to the building with the result that the application scheme would not harm the outlook, daylight or privacy of the neighbouring occupants.
- 8.10 The application scheme would increase the intensity of the use. However, the building is already in residential use, the application dwelling is in an area which has a number of flats and it is not considered that the use of the property as a 7 bedroom HMO would result in a significant increase in noise or disturbance to significantly harm the amenities of neighbouring properties to warrant the refusal of permission. It is noted that the supporting information submitted with the application sets out that the bedrooms are proposed to be single occupancy, limiting the number of people who would be able to occupy the building. A planning condition has been proposed to control occupation and to limit the number of occupiers to 7.

Impact upon future occupiers

- 8.11 The application scheme would have 7 bedrooms. The majority of the bedrooms would be double bedrooms in size with only one bedroom being the size of a single bedroom, as defined by HMO licensing. However, all the bedrooms would meet size requirements, ensuring that the rooms would be fit for purpose and would provide and appropriate level of amenity for future occupiers. The property has an existing HMO licence for 6 people. The application scheme proposes two kitchens which would allow this use to be increased to allow occupation by 7 persons.
- 8.12 There is no requirement to provide external amenity space for a HMO but the internal shared amenity space meets the Council's HMO guidance in addition to this a large communal garden is provided for the occupants. The proposed building would provide an acceptable standard of accommodation for future occupiers. .

Impact of the development on parking and the local highway network.

- 8.13 Policy aims to actively manage the pattern of urban growth and the use of land to make the fullest use of public transport and co-locate facilities in order to reduce the need to travel. It also encourages car free development in areas with good access to public transport. Development must not have a detrimental effect on highway safety.
- 8.14 The application site is located in an area with a PTAL of 4, and close to bus stops and a number of tram stops including Lebanon Road Tram Stop and Sandilands Tram Stop.

The London Plan 2021 does not have specific guidance regarding parking standards for HMO's.

- 8.15 However, the London Plan 2021 does state that 3+ bedroom dwellings in areas with a PTAL rating 4 should have maximum parking provision of between 0.5 - 0.75. The application scheme would provide two car parking spaces. It is noted that the space would be tight for two car parking spaces. However as only one parking space is required and there is more than sufficient space for one car parking space the proposal would not have any significant impact upon the existing highway network.
- 8.16 In order to comply with London Plan standards covered and secure cycle storage should be provided. No cycle storage is shown to be located within the site however there is ample space for this to be included and cycle storage provision would be secured by planning condition.

Flood Risk Impact

- 8.17 The site is within a 'very low' risk area of surface water flooding. Given the likelihood of flooding within the site it is not considered that any flood risk mitigation would be required for this development.

Fire Safety

- 8.18 Policy D12 of London Plan 2021 states that "In the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety and ensure that they:
- 1) Identify suitably positioned unobstructed outside space:
 - a) For fire appliances to be positioned on
 - b) Appropriate for use as an evacuation assembly point
 - 2) Are designed to incorporate appropriate features which reduce the risk to life and the risk of serious injury in the event of a fire; including appropriate fire alarm systems and passive and active fire safety measures
 - 3) Are constructed in an appropriate way to minimise the risk of fire spread
 - 4) Provide suitable and convenient means of escape, and associated evacuation strategy for all building users
 - 5) Develop a robust strategy for evacuation which can be periodically updated and published, and which all building users can have confidence in
 - 6) Provide suitable access and equipment for firefighting which is appropriate for the size and use of the development.
- 8.19 A Fire Safety Statement has been provided which accords with Policy D12 of London Plan 2021. Furthermore, it is noted that the proposal would only be for small scale extensions and there is sufficient protection under Building regulations it is not considered that it would be justified to refuse the application on this basis.

Refuse storage

- 8.20 Refuse stores would be required to be screened and secure to ensure that they would not have an undue impact upon the street scene and would be in an acceptable location for refuse collection. Amended drawings were received that show that the bin storage would be sited to the side/rear of the building with the result that it would

have limited impact on the visual appearance of the streetscene and the character of the area.

- 8.21 The Suburban Design Guide 2019 states that bin storage should be within 20m from the street. The proposed storage would be sited approximately 20.8m from the street which is a slightly bigger distance than the Councils Waste Management Team will normally collect from. However, it is noted that occupants of the HMO could move the bins closer to the street on collection days. This could be controlled by the imposition of a suitably worded planning condition, requiring a waste management plan requiring bins to be presented to the street on collection days and returned after, should permission be granted. It would therefore not be justified to recommend that planning permission would be refused on this ground.

9.0 Conclusions

- 9.1 All other relevant policies and considerations, including equalities, have been taken into account.