



South Tyneside Council

Reference: 250773

Location: 13 Hall Road, Hebburn, NE31 2UG

Ward: Hebburn South

Application documents and plans can be found here [MVM Document Viewer](#)



Description: Change of use from C3 Dwelling to C4 House of Multiple Occupation [HMO] (6 persons) and minor external alterations

Applicant: Thunderstruck Properties Ltd

Agent: Beaumont and Partners

Reason for bringing the application to Planning Committee: Representation(s) have been received from a ward member

Recommendation: Grant Permission with Conditions

Case Officer: Casey Scott

Case Officer Contact No.: 0191 4246780 or 07442 655446

List of neighbour representation addresses:

Cllr Shane Smith – request for application to go to committee and speak (former ward councillor for Hebburn South)

Cllr Angela Lamonte – request for application to go to committee and speak x2 (former ward councillor for Hebburn South)

1168 signatures on an online petition - [Petition against Hall Road HMO](#) (as of 10th June)

Former Cllr Shane Smith – request for application to go to committee and speak

Former Cllr Angela Lamonte – request for application to go to committee and speak x2

17 Aln Street, Hebburn

54 Aln Street, Hebburn

57 Aln Street, Hebburn

66 Aln Street, Hebburn

70 Aln Street, Hebburn

76 Aln Street, Hebburn x2

3 Beresford Avenue, Hebburn x2

19 Brancepeth Road, Hebburn x2

12 Callaly Close, Morpeth

70 Campbell Park Road, Hebburn

104 Campbell Park Road, Hebburn

3 Canning Street, Hebburn

10 Canning Street, Hebburn x2

12 Canning Street, Hebburn x4

14 Canning Street, Hebburn

22 Canning Street, Hebburn

26 Canning Street, Hebburn x3

28 Canning Street, Hebburn x2

34 Canning Street, Hebburn x2

36 Canning Street, Hebburn x2

2 Clennell Avenue, Hebburn

7 Crawley Avenue, Hebburn x2

17 Crawley Avenue, Hebburn

55 Crawley Avenue, Hebburn x2

6 Cressida Gardens, Hebburn

10 Derby Crescent, Hebburn x5
7 Douglas Close, Hebburn
7 Garden Drive, Hebburn x2
1 Glebe Avenue, Whickham x2
3 Hall Road, Hebburn
4 Hall Road, Hebburn
5 Hall Road, Hebburn x5
6 Hall Road, Hebburn x2
7 Hall Road, Hebburn x5 (Separate people)
8 Hall Road, Hebburn x2
11 Hall Road, Hebburn x3
14 Hall Road, Hebburn x7
15 Hall Road, Hebburn (x4)
16 Hall Road, Hebburn
17 Hall Road, Hebburn x2
18 Hall Road, Hebburn x2
20 Hall Road, Hebburn
21 Hall Road, Hebburn x3
22 Hall Road, Hebburn x 2
24 Hall Road, Hebburn x2
15 Hartleyburn Avenue, Hebburn
19 Hartleyburn Avenue, Hebburn
21 Hazelmoor, Hebburn
84 Johnston Avenue, Hebburn
2 Jutland Avenue, Hebburn
46 Kent Street, Jarrow
1 Lake View, Hebburn
3 Lake View, Hebburn
62 Lambley Crescent, Hebburn x2
3 Lavender Walk, Hebburn
41 Lilac Walk, Hebburn x2
5 Lyon Street, Hebburn x2
70 Monkton Lane, Hebburn

54 Mountbatten Avenue, Hebburn
51 North Drive, Hebburn
1 Park Road, Hebburn
8 Park Road, Hebburn
9 Park Road, Hebburn x3
10 Park Road, Hebburn x 2
10 Park Road, Newcastle Upon Tyne
11 Park Road, Hebburn x2
13 Park Road, Hebburn (x3 – separate people)
23 Park Road, Hebburn
10 Penshaw View, Hebburn
13 Penshaw View, Hebburn
5 Quarry Road, Hebburn
21 Quarry Road, Hebburn
1 River Gardens, Hebburn
41 Rother Close, Hebburn
34 Rutland Road, Hebburn
19 Sherburn Grange South, Jarrow
11 St Aloysius View, Hebburn
2 St John's Avenue, Hebburn x2
10 St John's Avenue, Hebburn
11 St John's Avenue, Hebburn x2
17 St John's Avenue, Hebburn x2
23 St John's Avenue, Hebburn
24 St John's Avenue, Hebburn x2
27 St John's Avenue, Hebburn x2
35 St John's Avenue, Hebburn
36 St John's Avenue, Hebburn x2
37 St John's Avenue, Hebburn x2
42 St John's Avenue, Hebburn
53 St John's Avenue, Hebburn
34 The Cornfields, Hebburn
70 The Cornfields, Hebburn

5 Thirlmere Court, Hebburn x2
68 Toner Avenue, Hebburn x2
71 Toner Avenue, Hebburn
82 Toner Avenue, Hebburn x2
103 Toner Avenue, Hebburn
109 Toner Avenue, Hebburn (x3 – separate people)
117 Toner Avenue, Hebburn
121 Toner Avenue, Hebburn x3
16 Tweed Street, Hebburn
52 Tweed Street, Hebburn x2
2 Victoria Road East, Hebburn x2
11-13 Victoria Road East, Hebburn
17 Victoria Road East, Hebburn
41 Victoria Road East, Hebburn
52 Victoria Road East, Hebburn
220 Victoria Road East, Hebburn
99-101 Victoria Road West, Hebburn
111 Victoria Road West, Hebburn
123 Victoria Road West, Hebburn
125 Victoria Road West, Hebburn x2
279 Victoria Road West, Hebburn
1 Wellington Street, Hebburn
4 Wellington Street. Hebburn x2
6 Wellington Street, Hebburn
7 Wellington Street, Hebburn x2
12 Wellington Street, Hebburn
13 Wellington Street, Hebburn
21 Wellington Street, Hebburn x3
22 Wellington Street, Hebburn
25 Wellington Street, Hebburn
26 Wellington Street, Hebburn
34 Wellington Street, Hebburn
42 Wellington Street, Hebburn

44 Wellington Street, Hebburn (x3 – separate people)

47 Wellington Street, Hebburn

55 Wellington Street, Hebburn x2

136 Wenlock Road, South Shields

2 West Parade, Hebburn

95 Woodvale Drive, Hebburn

All of the issues raised are summarised in the body of the report

Description of the Site

1. This application site, 13 Hall Road, is a mid-terraced two-storey property with a lawful use as a residential dwelling.
2. The application site is bounded by residential properties to the north, south, east and west.
3. To the north/ north-west of the application site, towards the junction with Victoria Road East, is the boundary of Hebburn Town Centre and the boundary to the Hebburn Town Centre Area Action Plan. The site is approximately 50m from the AAP boundary / defined town centre to the north. The site also lies within the Hebburn Hall Conservation Area, and the application site is set approximately 100 metres from Hebburn Hall (a Grade II Listed Building) and Carr Ellison Park.

Description of the Proposal

4. Planning permission is sought for the change of use of the building from a residential dwelling (Use Class C3) to a small 6 bedroom, 6 person house of multiple occupation (HMO) (Use Class C4). Associated external alterations to the building comprise of replacement windows to match the existing, installation of four roof windows – two to the front roof slope and two on the rear roof slope, with the installation of eight wall mounted lockable cycle stands within the enclosed rear yard. Bin storage is also proposed in the rear yard. The property currently has no in curtilage car parking, and none is proposed as part of this application.
5. The application originally sought planning permission for a 7 bedroom, 7 person occupancy HMO. During the course of the application, this was amended to a 6 bedroom, 6 person HMO. As such, the description of the proposal has been amended, amended plans have been received and the planning application has been readvertised. This is detailed further within the body of the report.

Relevant Planning History

6. No relevant planning history.

Summary of Consultation Responses

7. The following responses have been received:

Housing Strategy Team

8. I don't foresee anything around the conversion itself in terms of the physical side of things but I would also like to see some information on the management side of things;
- Is the HMO to be managed by a Letting / Management Agent or directly by a company / organisation?
 - Does the person(s) managing / owning have experience of managing these type of properties elsewhere?
 - Who are they aiming the rooms at?
 - How they will manage any disruption caused in terms of ASB?
 - Is there a management plan for the day to day running of the properties / residents? Will there be onsite day-to-day management?
 - Will the owners / management be willing to work with Environmental Health and ASB Teams within the Council on any issues moving forward?
9. Housing Strategy, and the wider Council, understands the need for a diverse housing choice in the borough, which includes HMOs. It is, however, important to note that given the problems we have experienced in the past with this type of housing, that the owners / management understand the importance of having plans in place for the day to day management of both properties and residents.

Environmental Health (HMO Licensing))

10. This property will require an HMO licence. From the plans, all rooms sizes appear to meet the required space standard.

Highway Authority

11. Recommendation: an important issue that the local planning authority is advised to consider in determining the application.

Car Parking

12. SPD6 Car Parking Standards for HMO schemes in urban areas stipulates 1 space per 5 units for residents, plus 1 space per 5 units for visitors. There appears to be no opportunities for in-curtilage car parking provision associated with the development, which would result in any related car parking requirements taking place on the public highway.
13. Given that the proposed HMO use, parking requirements are similar or less than the previous C3 residential dwelling use, based on requirements of SPD6 for HMO use, the Highway Authority would have no objections to zero in-curtilage car parking provision associated with the application, with residents and visitors utilising off-site car parking opportunities, as would be the arrangement for the existing use of the site.

Cycle Parking

14. Minimum cycle parking standards for HMO proposals in urban areas require 1 space per unit for residents, plus 1 space per 5 units for visitors. In-curtilage cycle parking identified within the submission shows provision for the parking of 8 bikes on site, which complies with SPD6 Parking Standards (Cycles).
15. Any related cycle parking condition imposed on the planning consent should include that the provision is sheltered and secure, and for the retention of the cycle parking bays in-curtilage to encourage sustainable travel options.

Refuse Storage & Collection

16. Refuse storage is shown within the site curtilage and is acceptable in respect of Highways Development Management interests. The LPA may however wish to contact the STC Waste Team to establish if capacity of 3 bins is sufficient for the development.
17. *Case officer comments: Following the submission of amended plans to reduce the bedrooms / occupancy of the property from 7 to 6, the Highway Authority have confirmed the following: 'I have no objection to the additional/amended details. Please ensure a suitably worded condition is imposed regarding provision (before occupation) and retention of cycle parking facilities.'*

Northumbria Police

Following review of the amended plans:

18. Thank you for allowing Northumbria Police to continue in the planning process for this application.
19. Northumbria Police acknowledge our recommendation to reduced the number of rooms and increase the quality of life for the residents.
20. Northumbria Police have no further comments to make on the application at this time.

Community Safety Team

21. No comments received

Countryside Team

22. No ecological survey work required, but due to the residual risk of ecological impacts, two informatives have been recommended with respect to bats and nesting birds.

Summary of Representations

23. This application has been publicised in the local area.
24. Representations received from former Cllrs Shane Smith (Hebburn South Ward) and Cllr Angela Lamonte (Hebburn South Ward), prior to the May 2026 Local Election. The representations received requested the application be determined at Planning Committee.

Neighbour comments

25. 210no. representations were received in objection to the originally submitted proposal. The issues raised are summarised as follows:
 - Concerns regarding who the end user would be
 - Additional car parking from new residents, pressure on parking
 - Highway safety concerns
 - Impact of new residents and additional cars on availability of car parking
 - Impact on local character and community cohesion
 - Strain on local services as a result of new occupants to dwelling
 - Refuse management, concerns regarding the generation of waste by number of occupants

- Loss of privacy for neighbours
- Loss of a family home from the local housing market
- Perceived increase in crime as a result of the development
- Concerns over the impact of the development upon the Hebburn Hall Conservation Area
- Impact on property value

Following the submission of amended plans to reduce the bedroom and occupancy of the building from 7 bedrooms / 7 people to 6 bedrooms / 6 people, the proposal was re-advertised with neighbour letters and a site notice. A further 70 representations have been received in objection to the proposal. The comments received make it clear that the same issues raised from the initial consultation, as set out above, would also apply to the amended proposal. Below is a summary of additional issues raised:

- Amendments to the proposal do not go far enough to address the concerns raised by the first consultation
- Insufficient living space for 6 occupants

Relevant planning policy

26. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission must be determined in accordance with the adopted development plan, unless material considerations indicate otherwise.
27. The statutory development plan comprises the Council's adopted Local Development Framework (LDF) development plan documents. Those LDF documents of relevance to this application comprise of the Core Strategy 2007 (CS) and a Development Management Policies Development Plan Document 2011 (DMP).
28. The following LDF policies are relevant to this planning application
 - ST1 - Spatial Strategy for South Tyneside (CS)
 - ST2 - Sustainable Urban Living (CS)
 - SC1- Creating Sustainable Urban Areas (CS)
 - SC3 - Sustainable Housing Provision (CS)
 - SC4 - Housing Needs, Mix and Affordability (CS)
 - EA3 - Biodiversity and Geodiversity (CS)
 - EA5 - Environmental Protection (CS)
 - A1 - Improving Accessibility (CS)
 - DM1 - Management of Development (A, B, and G) (DMP)
 - DM4 - Intensive Housing Uses (DMP)
 - DM6 - Heritage Assets and Archaeology (DMP)
 - DM7 – Biodiversity and Geodiversity Sites (DMP)
29. The following Council planning guidance documents are also relevant to this planning application:
 - SPD6 - Parking Standards
 - SPD9 - Householder Developments
 - SPD16 - Hebburn Hall Conservation Area Management Plan
 - SPD23 Interim - Mitigation Strategy for European Sites (Recreational Pressure from Residential Development Planning Committee 9 February 2026)
 - Hebburn Hall Conservation Area Character Appraisal – August 2007

30. On 4 March 2025, the Council was directed by the Secretary of State for the Ministry of Housing, Communities & Local Government to submit the South Tyneside Local Plan for examination by 12 March 2025 in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Local Plan has been subject to examination in public hearings in July 2025 and January 2026 and a consultation on proposed Main Modifications has recently closed.
31. Paragraph 49 of the National Planning Policy Framework (2024) states that local planning authorities may give weight to relevant policies in emerging plans according to:
 - the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
 - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and,
 - the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
32. Whilst the draft Local Plan is now at a more advanced stage of preparation, the weight that can be given to individual Policies in the Plan varies. Relevant Policies are as listed below (with text provided after each Policy regarding the weight that officers consider can be afforded to that Policy):
 - Policy SP1: Presumption in favour of Sustainable Development (limited)
 - Policy 1: Promoting Healthy Communities
 - Policy 3: Pollution Policy SP16: Housing Supply and Delivery (very limited)
 - Policy SP16: Housing Supply and Delivery (very limited)
 - Policy 16: Houses in Multiple Occupation (limited)
 - Policy SP21: Natural Environment (significant)
 - Policy SP24: Heritage Assets (limited weight)
 - Policy 35: Delivering Biodiversity Net Gain (limited)
 - Policy 47: Design Principles (limited)
 - Policy SP26: Delivering Sustainable Transport (very limited)
33. National planning policy is also a material consideration in determining this planning application. Relevant national policy comprises the National Planning Policy Framework (NPPF), National Planning Practice Guidance (NPPG), the National Design Guide and the National Model Design Code.

Assessment

34. The key issues in the assessment of this planning application are as follows:
 - NPPF Tilted Planning Balance
 - Principle of Development
 - Impact on Visual Amenity, Impact on the Conservation Area
 - Impact on Residential Amenity
 - Crime and Anti-Social Behaviour and the fear of crime
 - HRA and Biodiversity Net Gain
 - Highway Safety

- Drainage and Flood Risk

NPPF Tilted Planning Balance

35. The NPPF (December 2024) paragraph 11 states that ‘Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:
- c) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - (i) the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
 - (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.’
36. Having regard to NPPF paragraphs 78 and 232, as a consequence of the Council not having a demonstrable 5 year housing land supply plus a 20% buffer and the Council’s Housing Delivery Test results showing that the delivery of housing was substantially below the housing requirement over the previous three years, the tilted balance in NPPF paragraph 11 d) is engaged.
37. This means that greatest weight must be given to the NPPF as a material consideration in deciding this planning application. The NPPF clarifies, at Footnote 7, that the policies referred to in paragraph 11 d) limb (i) are those in the NPPF (rather than those in development plans) relating to: habitat sites and/or designated as SSSI, Green Belt, AONB, National Parks, Heritage Coast, irreplaceable habitats; designated heritage assets and areas at risk of flooding or coastal change.
38. The LPA must under NPPF paragraph 11(d) limb (i) test whether the application of one or more “Footnote 7 policies” provides a strong reason for refusing planning permission. It should be noted that the simple fact that such a policy is engaged is insufficient to satisfy limb (i). Whether or not limb (i) is met depends upon the outcome of applying the relevant “Footnote 7” policies.
39. In relation to limb (i) it is the Footnote 7 reference to ‘designated heritage assets’ that applies to the application / proposal.
40. The LPA must also consider paragraph 11(d) limb (ii) and the matter of whether or not any adverse impacts arising from the development would significantly and demonstrably outweigh the benefits of the proposal when assessed against the NPPF as a whole.

Principle of the Development

41. The scheme proposes a 6 bedroom, 6 person HMO (Use Class C4) as a change of use from the existing single dwelling (Use Class C3).

42. Paragraph 61 of the NPPF notes that it is important that a sufficient amount and variety of land can come forward where it is needed, and that the needs of groups with specific housing requirements are addressed. The NPPF (at Paragraph 73(d)) positively supports the development of windfall sites such as this for new housing, as would the LDF in terms of policies ST1 and SC1.
43. Policy SC1 of the Core Strategy seeks to deliver sustainable communities by focusing and promoting development proposals within the built-up areas. The application site is located within a built-up area and as such the proposal would accord with LDF Policy SC1.
44. Policy SC3 of the Core Strategy supports the delivery of sustainable housing provision. This will be achieved by a combination of site allocations within Area Action Plans and the Site-Specific Allocations document, as well as 'windfall' developments on previously developed land.
45. The site constitutes previously developed land and is located within a built-up area. Both the LDF (in terms of policy SC1) and NPPF support the re-development of such sites. It is also considered to be located within a sustainable location, close to shops and services at Hebburn town centre approximately 200m from the site, bus route on Victoria Road West approximately 95m from the application site, and 475m from the Hebburn Metro Station to the north of the site.
46. LDF Policy DM4 provides the planning policy context for the consideration of intensive housing uses including guest and boarding houses, hostels and larger houses in multiple occupation.
47. A "smaller HMO" is a C4 class use, defined within the Use Classes Order 1987 (as amended) as the "Use of a dwellinghouse by not more than six residents as a "house in multiple occupation".
48. Consequently, the assessment of the application against Policy DM4 is not considered appropriate as it relates specifically to larger HMOs, unlike the application proposal which is for a smaller HMO which, as set out above, is for occupation by up to 6 residents.
49. For the purposes of this planning assessment, an HMO can represent providing someone with a home and a place to live. As an HMO use is essentially residential in nature, it is not, as a matter of general planning land use principles, considered to be an inappropriate use within a largely residential setting.
50. The immediate surrounding locality is characterised with a mix of housing types, including single household family housing and Tyneside flats / apartments. There are also commercial properties nearby at the junction of Hall Road with Victoria Road East/West and Station Road.
51. With regard to the cumulative impact of HMO proposals, emerging Local Plan Policy 16 makes reference to any individual dwelling not being 'sandwiched' between two HMOs on both sides and to the number of HMO dwellings not exceeding 10% of the total number of properties within 100 metres of an application site specifically within the Lawe Top Article 4 Direction area. Whilst this Policy can only be given limited weight at this time (and the 10% criteria wouldn't apply in this area) it does give an indication as to the tipping point at which the number of HMOs within an area may not be acceptable in terms of cumulative impact. Within the HMO register there are 3 HMOs currently registered in Hebburn: 75-77 Tweed Street, 180 metres north east of

the application site; 56 Victoria Road West, 225 metres to the north west; and, 4 Price Street, 935 metres to the north. There were also two recent separate further planning applications for HMOs in Hebburn at 110 Glen Street (reference 250784 – Use Class C4 HMO for 6 occupants) and at 6 Victoria Road East (reference 250794 – Use Class C4 for 6 occupants), located approximately 500 and 85 metres respectively from the application site. Both of these planning applications have been refused planning permission. As such, it is considered that the proposed development would not result in a cumulative impact, and it would not result ‘sandwiching’ a residential property between two HMOs

52. It is also important to note that smaller HMO’s of up to 4 people (from two or more unrelated households) in a property that are sharing facilities (normally bathing and kitchen facilities) would still be a C4 HMO but it would not be licensable and, as such, the Council would have no record of these smaller HMO’s.
53. Whilst the concerns of residents are noted, it is not considered that the loss of 1no. C3 dwelling would result in significant harm to the housing mix and availability of dwellings in the area. Indeed, it is considered that the addition of the proposed HMO would result in a more varied mix of housing provision in an area that would assist with meeting particular housing needs.
54. Therefore, considering the above, the proposed HMO is considered acceptable, in principle, and in accord with the above referenced LDF Policies and the NPPF, and Policy 16 within the Draft Local Plan.

Impact on Visual Amenity, Impact on the Conservation Area

55. Part 12 of the NPPF promotes good design and sets out that the planning system should contribute to and enhance the natural and local environment.
56. Policy DM1 states that in determining all applications we will ensure that, where relevant: A – the development, including new buildings, extensions and alterations to existing buildings, are designed to convey sensitive consideration of its surroundings, and where possible enhance its local setting and reinforce local identity, having particular regard to scale and proportions, alignment, form, use of materials and architectural detailing.
57. The only alterations externally to the building would include the replacement of windows and doors within the existing elevations, and the inclusion of roof windows; two on the front roof plane of the property and two on the rear roof pane of the property.
58. The application site is set within the Hebburn Hall Conservation Area. The Hebburn Hall Conservation Area Character Appraisal identifies that the *‘terrace housing design is a group of buildings forming a cohesive and attractive street frontage, with streets such as Hall Road mirrored on the opposite side.’*
59. The proposed alterations to the external elevations of the building to introduce new roof windows and alterations to the current openings have been assessed and it is considered that these external changes would not result in any unacceptable changes to the visual appearance of the property or the wider streetscene on Hall Road. The cycle and bin storage within the rear yard of the property would not be visible within the wider area. Accordingly, it is considered that the proposals would preserve the character and appearance of the Hebburn Hall Conservation Area.

60. Therefore, in visual amenity terms proposed external alterations are considered acceptable and in accordance with LDF Policies DM1 (A) and DM6 and the NPPF.

Impact on Residential Amenity

61. NPPF paragraph 135(f) states that planning policies and decisions should ensure that developments create places which promote health and wellbeing, with a high standard of amenity for existing and future users.
62. Policy DM1 (B) requires a development to be acceptable in relation to any impact on residential amenity.
63. Policy DM4 (A) requires intensive housing uses to not adversely impact on residential amenity and the character and nature of the locality, particularly in areas of predominately single household family housing.
64. Policy EA5 (A) requires the council to reduce levels of pollution and nuisance throughout the Borough.
65. The physical alterations to the property, by their nature, would not adversely impact to a significantly harmful extent on any neighbouring property by way of loss of daylight/sunlight, visual intrusion or overlooking.
66. Whilst the proposed HMO would have a larger number of bedrooms than the existing use as a C3 dwelling, the increase in bedroom numbers from 3 bedrooms to 6 bedrooms is considered acceptable as the property is suitable and of an appropriate size for the proposed HMO use and, as stated above, the surrounding locality is characterised by a mix of both single household family housing and flats /apartments as well as commercial properties. As such, it is considered that the proposed use could operate from this site without significantly harmful residential amenity impacts arising in terms of noise and disturbance having regard to the existing lawful use of the property. Separate concerns relating to crime and anti-social behaviour and the fear of crime are set out below.
67. In regard to waste storage, the proposed HMO would house a maximum of 6 persons, and therefore 1x 240 litre recycling wheeled bin and 1x 240 litre domestic waste wheeled bin would be required as set out in the Landlords Guide to Standards for Houses in Multiple Occupation by the Council's HMO licensing team (2025). Waste storage would be provided in the yard to the rear of the property in accordance with this requirement as shown on the proposed plans. This would be conditioned.
68. In terms of the amenity of the occupiers of the property, the original submission of the application planning permission for a 7 bedroom / 7 person. During the course of the application, concerns were raised with respect of the original proposal with two bedrooms proposed in roof space of the property. It was considered that the proposed arrangement with roof lights would not allow sufficient levels of daylight / sunlight to each of the rooms within the roof space. As a result, amended plans were submitted which reduced the bedrooms in the roof space from 2 to 1, and proposed the insertion of 4 rooflights; two on the front of the roof and two on the rear. The amended plans have been assessed and it is considered that, through the reduction in bedrooms, the remaining bedroom would benefit from dual aspect roof lights which will ensure that the occupier of the room would have sufficient outlook and light.
69. Overall, it is considered that there would be adequate indoor and outdoor space for tenants in terms of amenity and outlook from bedrooms within the application site

70. Notwithstanding the objections received and having regard to the above, it is considered that the proposals are acceptable in terms of their impact on residential amenity. It is considered that the property is of a suitable size to accommodate the proposed use and is also acceptable in terms of impact on the residential amenity of residents in the surrounding locality. Subject to planning conditions to restrict the number of occupants to 6 people, and to secure refuse storage and cycle parking, the proposals are considered compliant with the NPPF, LDF policies DM1(B) and EA5 and emerging Local Plan Policies 1, 3 and 16 with regard to residential amenity issues.

Anti-social Behaviour, Crime, and Fear of Crime

71. Paragraph 135(f) states that decisions should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
72. Policy ST2 (F) requires high quality in sustainable urban living by ensuring that the need to design out crime and eliminate the fear of crime has been addressed.
73. Concerns have been raised in respect of anti-social behaviour, a potential increase in general noise and disturbance. Northumbria Police have suggested that further work is progressed regarding proposed tenant management arrangements in respect of the HMO.
74. As set out earlier in this report and for the purposes of this planning assessment, an HMO can represent providing someone with a home and a place to live. As an HMO use is essentially residential in nature, it is not, as a matter of general planning land use principles, considered to be an inappropriate use within a mixed-use area such as this.
75. Whilst the concerns in representations received from neighbours and consultees are noted, the planning system is concerned with land use in the public interest, rather than the individual users of that land use. It is therefore considered that it is not for the planning system, or the decision-making process on this planning application for an HMO of the scale proposed, to pick up and deal with the day-to-day operational matters and management associated with the proposed HMO use (or its tenants, and who those tenants might be). Those responsibilities ultimately rest with the operator of the HMO. This has relevance in the context of the various representations about impacts arising from potential users of HMOs and in relation to the consideration of residential amenity anti-social behaviour, or fear of crime.
76. Whilst these responsibilities ultimately rest with the operator of the HMO, it is specifically noted that HMO Licensing would also apply to this proposal. Any such licence would (if granted) place obligations on the license holder to (amongst other things) maintain the property and to manage their tenants; and furthermore, it would specify the occupancy level for each bedroom. It is, however, still considered appropriate in this particular instance (and on balance) to condition the occupancy of the HMO element to a maximum of six people.
77. There is no evidence that an authorised HMO operating from this property within the remit of the Council's HMO licensing regime would generate harmful levels of crime and anti-social behaviour. The concerns of objectors relating to the fear of crime have also been assessed by officers but again it is considered that the licensing regime

would provide safeguards against crime and anti-social behaviour with both the Council and the Police having powers that could be used to address any issues in this regard should they arise. It is not considered reasonable to refuse planning permission for these reasons. Furthermore, it is not considered that there is a proliferation of HMOs within the immediate locality surrounding the proposed use, such that it would result in it being unacceptable due to cumulative impacts related to residential amenity, community safety or highway safety.

78. Having regard to the above, it is considered that the proposed development would be acceptable in land use planning terms in respect of the matters of crime, antisocial behaviour and the fear of crime. The proposal would, therefore, comply with relevant LDF Policies and the NPPF in this regard, and Policy 16 of the Draft Local Plan.

HRA and Biodiversity

79. Whilst the proposed development is for residential use of the property, the property does not fall within the 6km zone of influence of the Durham Coast SAC and the Northumbria Coast SPA & Ramsar Site (identified within the Interim HRA and SPD23). As such, Habitats Regulations Assessment [HRA] pursuant to The Conservation of Habitats and Species Regulations 2017 is not a consideration for this application.
80. In terms of ecological impacts, South Tyneside's Countryside Team were consulted on the proposal prior to making the application valid, to establish whether the proposed development would trigger the requirement for any ecological survey work, given the location of the site near to Carr Ellison Park. The Countryside Team have stated that the proposal would not require ecological survey work, however due to the residual risk of bats and nesting birds they have recommended informatics. These would be added to the decision notice, should planning permission be granted.
81. In terms of Biodiversity Net Gain, the proposed development would impact less than 25 square metres of on-site habitat. This would fall under the de-minimis exemption under the Biodiversity Gain Requirements (Exemptions) Regulation 2024 and therefore the proposal would be exempt from having to provide for mandatory 10% BNG.
82. Therefore, based on the above, the development would be in accordance with Policy EA3 of the LDF Core Strategy and the NPPF with respect to ecology.

Highway Safety

83. LDF Policy A1 Improving Accessibility seeks to support public transport, cycling and walking by ensuring that new developments are easily accessible. Parking standards will apply to new development, as set out in SPD6.
84. Policy DM1 (G, H and I) Management of Development, seeks to ensure acceptable impact (or mitigation) of developments in relation to highway capacity and safety, that convenient and safe routes are facilitated, and the needs of all users are considered.
85. SPD6 Parking Standards - sets out the parking standards used in assessing proposals for new development.
86. Objections have been received relating to car parking. At present the property has no in-curtilage parking. The proposed plans do not include for any in-curtilage car parking.

87. Based on the above SPD6 standards for use class C4 (small HMOs), the maximum car parking provision required would be 3 spaces, and for cycle parking provision, the minimum number of spaces required would be 8 spaces.
88. It is noted that the Highway Authority considers the proposed use would likely generate less parking requirements than the existing use. Given this, along with the availability of on-street parking within the surrounding streets, the accessibility of the site to local services in the nearby District Centre and the close proximity of bus and metro services, the proposal is considered acceptable in terms of car parking provision.
89. Covered and secure parking for 8 cycles for residents is proposed to the rear of the building. SPD6 cycle parking standards requires a minimum of 8 cycles, and subject to details of this being secured by condition and for a minimum of 8 cycles, this would be considered acceptable.
90. NPPF Paragraph 116 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation would be severe, taking into account all reasonable future scenarios.
91. The Highway Authority raise no objections to the proposal on highways grounds and as such the nature and scale of development proposed is considered acceptable in highway safety terms and in respect of its impact on the highway network subject to the recommended condition relating to the cycle parking and refuse storage provision being provided and retained.
92. Overall, the proposals are considered acceptable in terms of transportation matters subject to conditions and accord with LDF policies, SPD6 and the NPPF in this regard.

Drainage and Flooding

93. In terms of drainage, this will utilise existing connections at the property. In terms of flood risk, the site is considered to be at low risk of flooding from surface water, being identified in the Environment Agency's flood risk maps as lying within Flood Zone 1. As such, the proposal is considered to be in accordance with LDF Policy DM1 (M) in this regard.

Other Matters

94. Concerns have been raised regarding works commencing prior to the submission of the application. In advance of planning permission being sought for a HMO use the carrying out in and of themselves of the internal alterations proposed in this application would, in terms of planning legislation, not constitute development that requires planning permission.
95. In deciding whether to grant planning permission the Council must have due regard to the 3 equality aims contained in Section 149 of the Equality Act 2010 (the public sector equality duty). A preliminary assessment of the potential equality impacts of any grant of planning permission in this case has been undertaken. There are no apparent equality impacts of the proposed development which give rise to the need to undertake a more detailed equality impact assessment.
96. The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human

Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Conclusion

97. Greatest weight in deciding this application needs to be given to the NPPF as opposed to local planning policy, given that the application includes housing development and the Council's housing land supply/delivery deficiencies.
98. Paragraph 11 (d) i) of the NPPF is applicable to this application and sets out that permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance [those relating to designated heritage assets in this instance], provide a strong reason for refusing the development. It is not considered this matter provides a strong reason for refusal.
99. In addition, paragraph 11 d) ii) also applies, which sets out that permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
100. In terms of benefits, the proposal would provide social and economic gains by contributing to reducing the current shortfall in terms of housing supply and providing a form of affordable accommodation that meets an identified housing need. In terms of environmental benefits, the proposal would bring a currently vacant building back into use.
101. No significant harm or adverse impacts have been identified in respect of visual and residential amenity, biodiversity, highway safety, or in respect of crime/anti-social behaviour/fear of crime and flood risk/drainage.
102. Overall, in this instance there are no identified adverse impacts arising from the proposal that would significantly and demonstrably outweigh the benefits of the development.
103. The proposal would represent an acceptable form of development with the presumption in favour of sustainable development being applicable in this instance. There are no material considerations which indicate that a decision should be taken otherwise than in accordance with the development plan and, therefore, the application is recommended for approval.

Recommendation

Grant Planning Permission with Conditions

Conditions

- 1 The development to which this permission relates must be commenced not later than 3 years from the date of this permission.

As required by Section 91 of the Town and Country Planning Act 1990 and to ensure that the development is carried out within a reasonable time.

- 2 The development shall be carried out in accordance with the approved plan(s) as detailed below:

Drg no 01 Revision B Site and Location Plan – received 01.06.2026

Drg no 02 Revision B Existing and Proposed Floor Plans – received 07.04.2026

Drg no 03 Revision A Existing and Proposed Elevations – received 07.04.2026

Drg no 04 Revision A Second Floor Plan and Section – received 07.04.2026

In order to provide a procedure to seek approval of proposed minor material change which is not substantially different from that which has been approved.

- 3 The HMO use hereby permitted shall be limited to a maximum occupancy at any one time of six persons and the provision of 6 no. bedrooms as shown on the drawings as listed in condition 2.

In order to both define and limit the number of bedrooms and occupants authorised for the use hereby permitted in the interests of local amenity and highways safety, in accordance with the NPPF and South Tyneside LDF Policy DM4.

- 4 The HMO use hereby approved shall not commence until bin storage and cycle parking for that use has been provided within the application site in full accordance with the details shown on the following plan: Drg no 01 Revision B Site and Location Plan – received 01.06.2027. Thereafter, such bin storage and cycle parking shall be available for use at all times and shall be retained in perpetuity thereafter in accordance with those approved details.

To safeguard the amenity of the future residents in accordance with South Tyneside Local Development Framework Policy DM1(B).

- 5 Bedroom no.6 in the roof space shall not be occupied in respect of the HMO use of the property hereby permitted unless and until all the roof windows to that bedroom as shown on the plans listed in Condition 2 have been installed at a cill height of no more than 1.4 metres above the floor level of that bedroom. Thereafter such roof windows shall remain in place at all times.

In the interests of the residential amenity of future occupiers in accordance with Policy DM1 of the South Tyneside Local Development Framework and the NPPF.

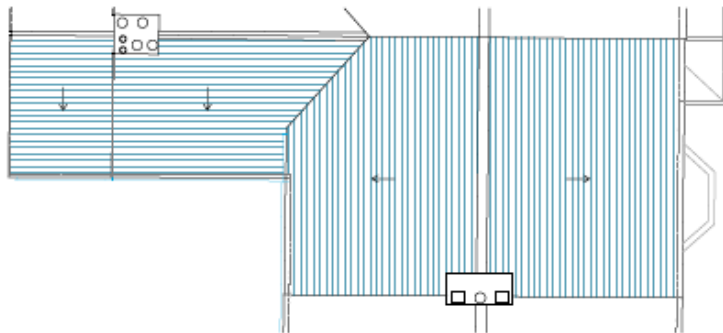
Appendices

Plans not to scale. Scaled plans are available on our website.

Appendix 1: Site Location Plan / Existing Site Plan



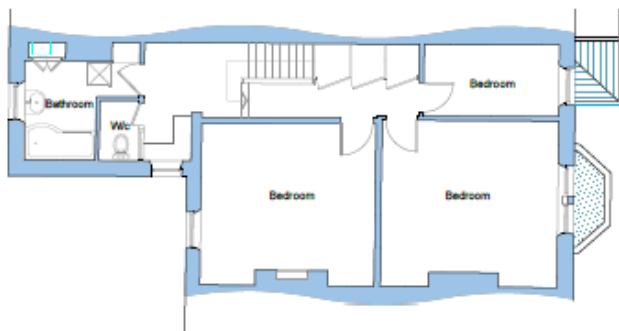
Appendix 2: Existing Floor Plans



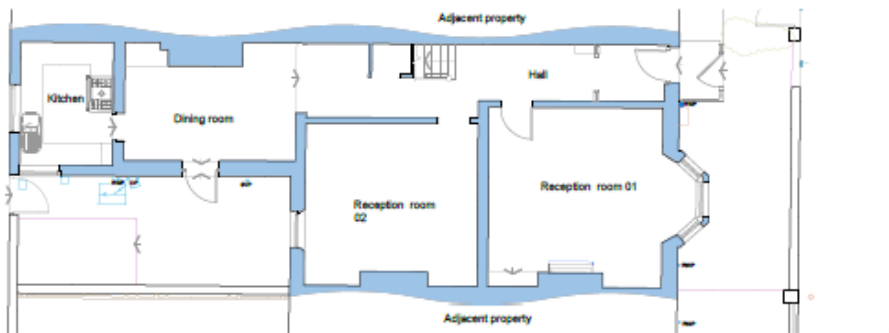
Existing Roof Plan
Scale 1:100 @ A1



Existing Loft Plan
Scale 1:100 @ A1

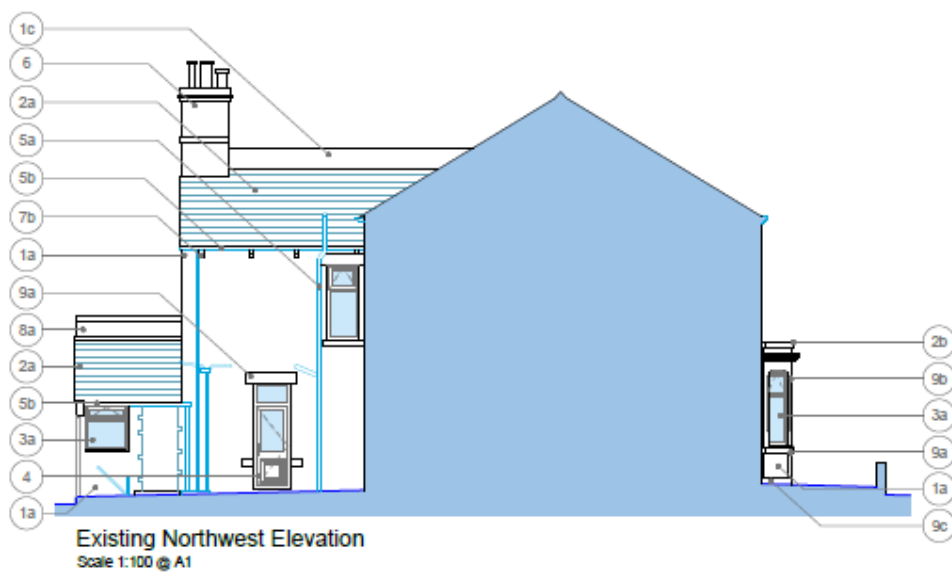
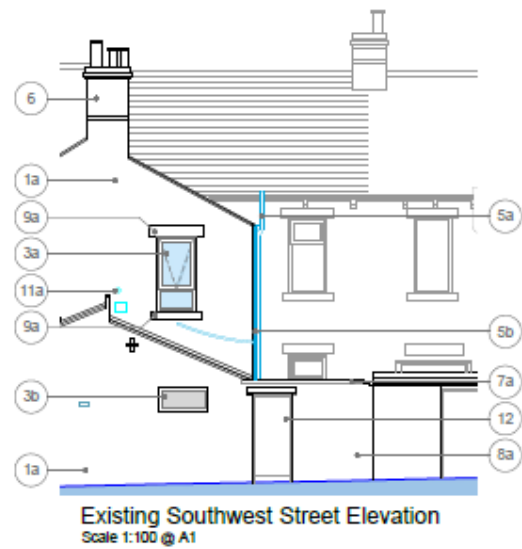
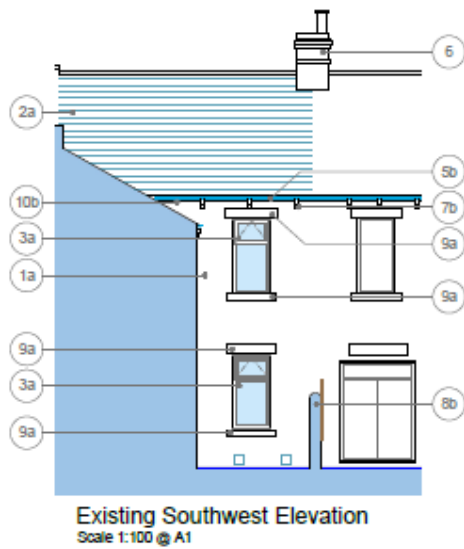


Existing First Floor Plan
Scale 1:100 @ A1

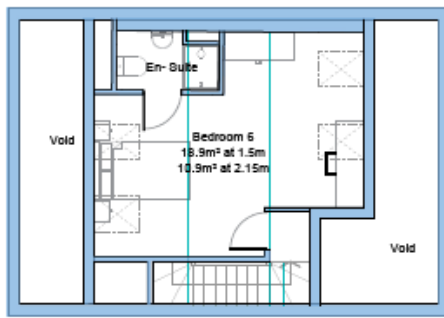


Existing Site / Ground Floor Plan
Scale 1:100 @ A1

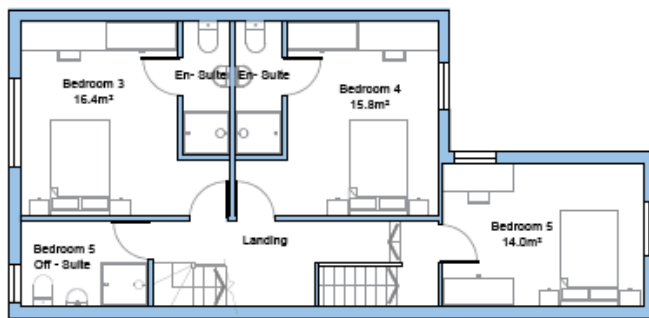
Appendix 3: Existing Elevations



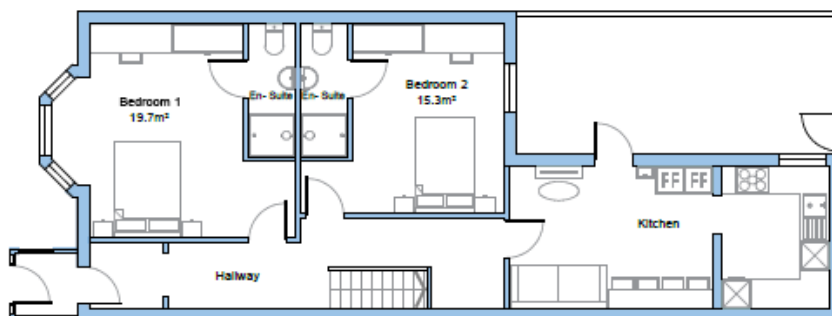
Appendix 4: Proposed Floor Plans



Proposed Second Floor Plan
Scale 1:100 @ A1 / 1:200 @ A3

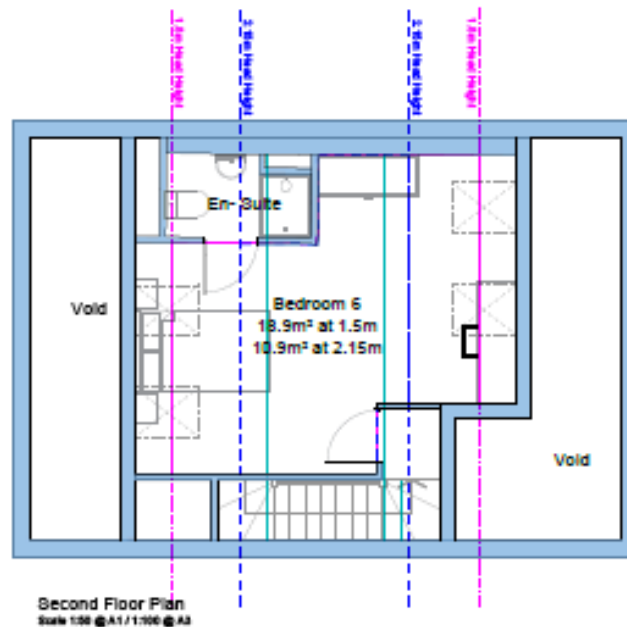
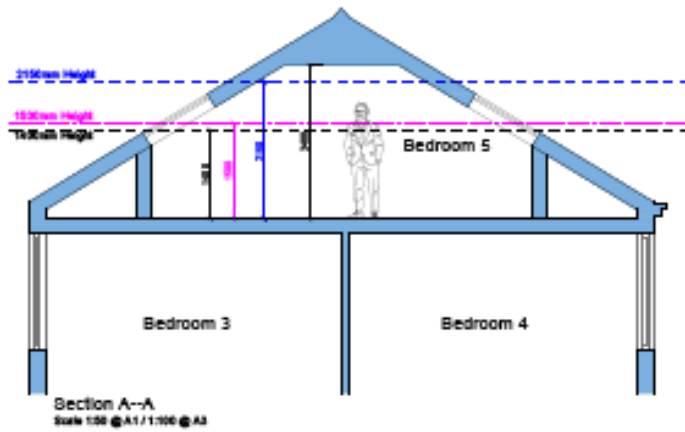


Proposed First Floor Plan
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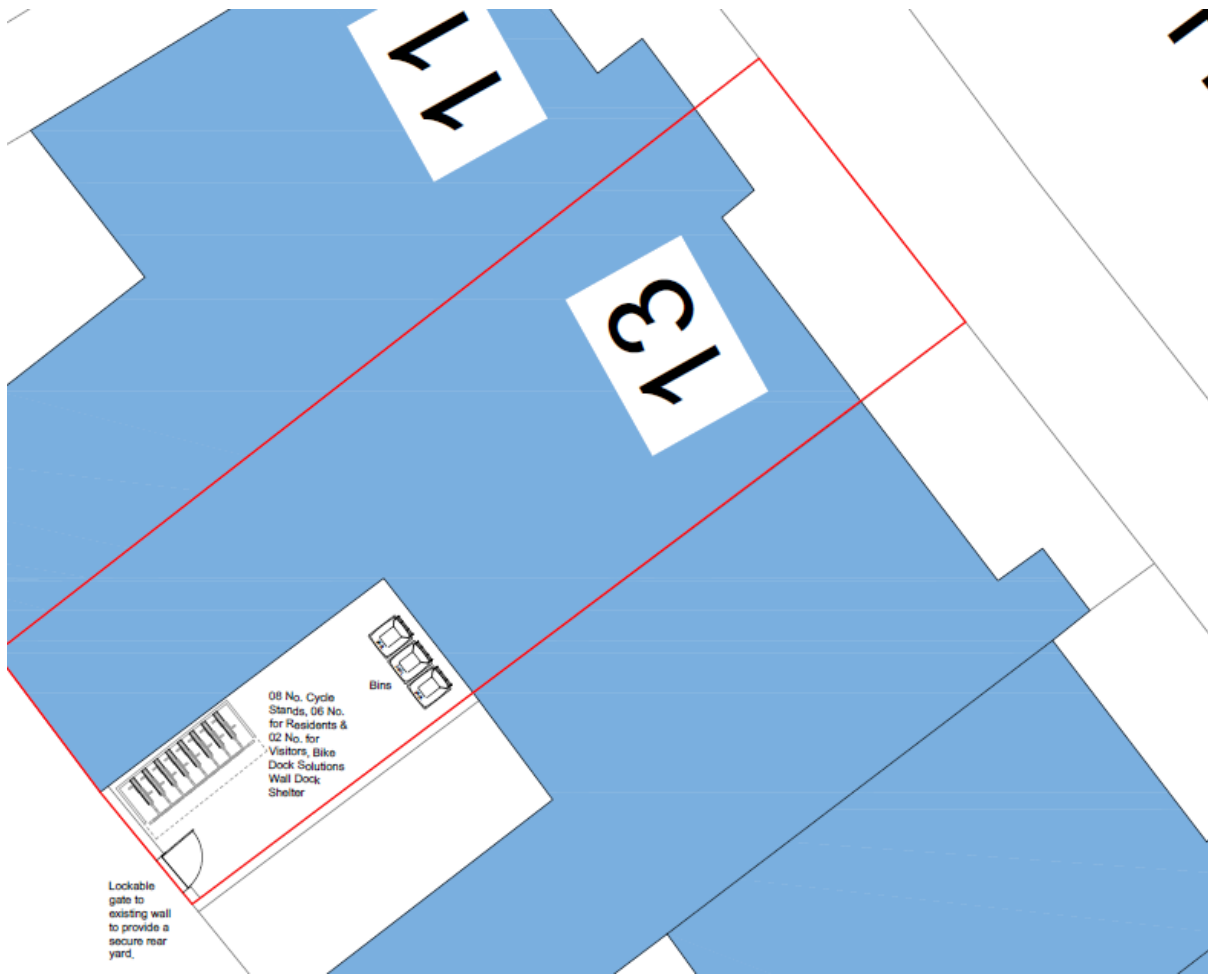


Proposed Ground Floor Plan
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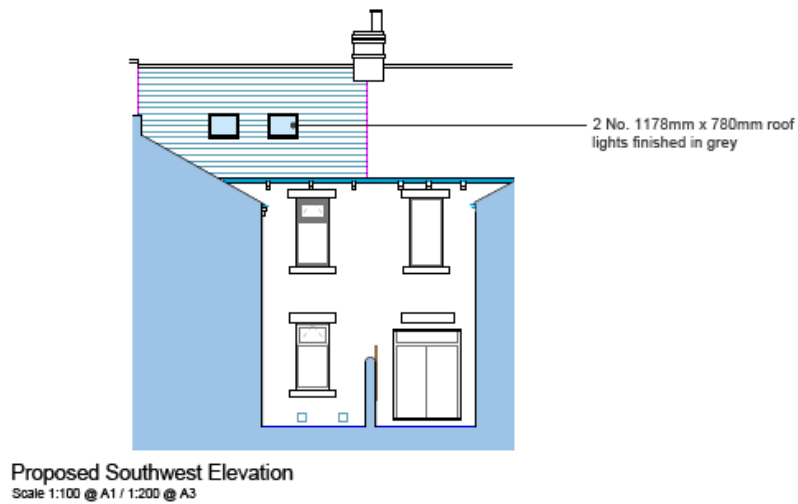
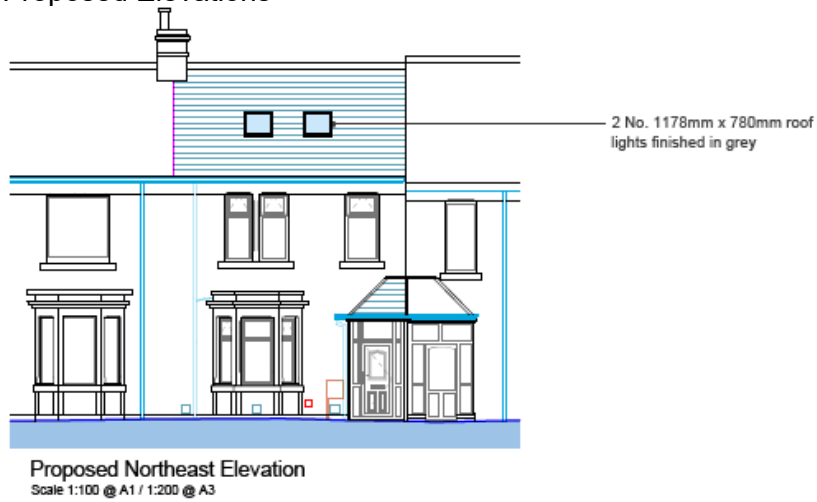
Appendix 5: Proposed 2nd Floor Section



Appendix 6: Proposed Site Plan



Appendix 7: Proposed Elevations



Appendix 8: Site Photo – Front Elevation

