

Houses in Multiple Occupation and other non-self contained housing

**Supplementary Planning Guidance to the
Hillingdon Unitary Development Plan**



**Planning & Transportation Services
London Borough of Hillingdon**

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Supplementary Planning Guidance

Houses in Multiple Occupation and other non self-contained housing

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Supplementary Planning Guidance for Houses in Multiple Occupation and other non self-contained housing

1. Introduction

1.1 Supplementary Planning Guidance for Houses in Multiple Occupation and other Non Self-contained Housing was first adopted by the London Borough of Hillingdon in October 2000. This revised Guidance incorporates many of the guidelines introduced in 2000 but has been updated to reflect some of the changes associated with the way Houses in Multiple Occupation (HMOs) and other non-self contained housing are used and managed in London.

1.2 The conversion of properties into non self-contained accommodation forms an increasing proportion of the Borough's stock of residential accommodation. HMOs, bedsitting rooms and hostels can provide accommodation for those unable or not wanting to buy or rent their own self-contained housing or who do not meet the criteria for housing association or Council accommodation.

1.3 Whilst the majority of non self-contained housing is converted from single family dwellinghouses, other buildings such as offices lend themselves to conversion. This supplementary planning guidance note applies primarily to the conversion of single family dwellinghouses into HMOs, bedsitting rooms and hostels but parts of this guidance will be relevant to the conversion of other building types.

1.4 Although the cost of accommodation for those renting can be relatively cheap, the standard of non self-contained housing can vary widely. Where the quality of the internal and external environment is unacceptably low, it can have a harmful effect on the living conditions of both tenants and neighbouring residents.

1.5 Whilst it is hoped that this Guidance can play a positive role in improving the overall standard of HMOs and other non self-contained housing, it is not intended to provide over-prescriptive guidance for conversions. Rather, the overall aim is to set out the main parameters for an acceptable standard of accommodation, within which planning applications will be considered more favourably. Detailed supplementary policy guidance has been highlighted in bold text as a guide to those using this Guidance.

1.6 This Guidance does not set out to cover other areas of local authority control or legislation concerned with non self-contained housing. A list of other relevant Council services and information is set out in Section 7. Notwithstanding the possible need for planning permission, applicants should be aware of all local authority requirements and consult with all relevant departments, including Planning, Building Control and Private Sector Housing, prior to considering conversion of their properties.

2. Coverage of the Supplementary Planning Guidance

Definitions

2.1 This supplementary guidance is principally concerned with the conversions of single family dwellinghouses into HMOs, bedsits and hostels. This type of accommodation does not fall within a specified class of the 1987 Use Classes Order (as amended) but constitutes a “Sui Generis” use. Conventional Bed and Breakfast accommodation, hotels or guest houses, which fall within Class C1 of the Use Classes Order, or residential institutions covered by Class C2 such as residential care or nursing homes, are not covered by this Guidance. Table 1 sets out the different types of residential conversion category as they relate to the Use Classes Order at the time of publication.

Table 1. Residential Conversions - Use Classes

Residential Use	Use Class (as set out in the 1987 Use Classes Order)
Dwellinghouses (for use by a single person or people living together as a family)	C3
Shared Houses of up to 6 people (where living together as a single household)	C3
The use of a dwellinghouse for any of following categories require planning permission:	
Houses in Multiple Occupation	Sui Generis
Hostels	Sui Generis
Bedsits which are not self-contained	Sui Generis
Hotels, boarding houses and guest houses	C1
Residential Institutions (e.g. nursing homes residential schools)	C2
Self-contained bedsits (studio flats)	C3
Self-contained flats	C3

2.2 The living arrangements in converted dwellings can vary from house to house but planning permission is not required where there are six or less people (including children) sharing facilities and living together as a single household, under Class C3 of the Use Classes Order. Landlords wishing to let their property in this manner are strongly advised to seek formal clarification from the Council as to whether the use is exempt from the need for planning permission, by submitting an application for a Certificate of Lawfulness to the Council. It should be emphasised, that the sub-division of a property into separate self-contained bedsits, whilst retaining a C3 use, will require planning permission.

2.3 Where the occupiers of a converted dwelling are not living together as a single household, planning permission will be required unless the property has been used in this manner *continuously* for 10 or more years. This includes non self-contained bedsits. Whilst there is no single, fixed definition of a single household, a number of factors are taken into consideration when assessing whether a change of use has

occurred. These will include the relationship between tenants, the extent of communal organisation between tenants and the way in which the property is laid out or is to be converted. It should be noted that tenancies of less than 90 days will normally result in a property being defined as a hostel, regardless of the other characteristics of a conversion. Table 2 below lists a range of indicators which can be used as an aid for assessing whether occupants of a property can be considered as living together as a single household.

Table 2. Single Household Indicators

Indicator	Interpretation
Living room not used together by residents	Regardless of number of occupants, unlikely to be considered a single household
Meals not prepared and/or taken together	Regardless of number of occupants, unlikely to be considered a single household
Services provided (e.g. linen washed, rooms and common areas cleaned, meals prepared, on-site manager/warden)	Regardless of number of occupants, unlikely to be considered a single household
Residents are un-related and do not know each other to any degree	Regardless of number of occupants, may not be considered a single household
Separate mail boxes for residents	Regardless of number of occupants, unlikely to be considered a single household
Separate utility meters for residents	Regardless of number of occupants, unlikely to be considered a single household

Note: The above indicators are intended only as guide for assessing whether a property constitutes a single household. All properties will be assessed on their merits by the Local Planning Authority

2.4 The Council's Private Sector Housing department divides HMOs into four categories:

Category "A" - Bedsits (permanent)

Category "B" - Shared Housing (temporary)

Category "C" - Hostel type accommodation for students, nurses and other vocational groups (temporary and permanent)

Category "D" - Bed and Breakfast for homeless households (temporary)

2.5 Landlords should be aware that Housing and Planning definitions of converted properties are not the same. They should be aware, for example, of the difference between Category "D" accommodation and conventional Guest Houses/"B+B" accommodation, which fall within Class C1 of the Use Classes Order. The duration of most stays in Category "D" accommodation are considerably longer than in traditional guest houses/"B+B" and tenants are largely self-sufficient, carrying out their own cooking and cleaning. Applications to convert properties into Category "D" accommodation will, therefore, be treated as applications for conversions into HMOs.

What the Unitary Development Plan says

2.6 Notwithstanding this Guidance, applicants are advised to take account of the policies in the adopted Hillingdon Adopted Unitary Development Plan (UDP) 1998 before submitting a planning application, to ensure that their proposals comply with the policies set out in the plan. The UDP can be viewed on the Council website (www.hillingdon.gov.uk) and is available for inspection at the Planning Reception, Level 3, Civic Centre, Uxbridge, or at local libraries.

2.7 A number of UDP policies may be relevant. Of particular importance is Policy H7 which specifically refers to the conversion of residential properties. This provides criteria based guidance for the conversion of residential properties to self-contained flats to ensure that conversions achieve satisfactory environmental and amenity standards, relating particularly to noise, car parking, garden space and the degree of self-containment. However, paragraph 7.16 of the UDP recognises, in respect of Policy H7, that conversions to allow the shared use of facilities such as kitchens and bathrooms can provide a source of low cost accommodation for those people for whom owner-occupation or local authority housing is unlikely to be an option. The Council will, therefore, consider a relaxation of the policy where applicants are able to demonstrate that there is a particular demand or need for non self-contained housing.

2.8 Policies H2 and H3 seek to safeguard existing housing in the borough. In this respect, it should be noted that whilst the Council does not consider the change of use of a dwellinghouse to an HMO to represent a loss of residential accommodation, the conversion of a dwelling into a hostel use is generally considered to represent a loss of residential accommodation.

2.9 A range of other UDP policies, which are set out in full in the Appendix to this Guidance, may also be of relevance to applications for the conversion of properties into non self-contained housing.

3. House types and their suitability for conversion

3.1 Whilst the retention of most of the Borough's stock of small, single family dwellinghouses remains a primary objective, the Council acknowledges the significant demand for non self-contained housing that exists in the Borough. The greatest pressure has been for the conversion of small, 3 bedroom semi-detached houses which form around 35% of the Borough's housing stock. These semi-detached houses generally have a gross floor area of between 70m² and 100m². Their modest internal floorspace limits the number of occupants who can be satisfactorily accommodated whilst the plots often provide insufficient off-street parking and private amenity space.

3.3 The introduction of a minimum floor space requirement would be one means of controlling conversions. However, it is not the intention of this SPG to provide thresholds that would prevent suitable conversions. A minimum floor space threshold

will, therefore, only be applied to terraced properties. Owing to the pressure for the conversion of smaller houses, different criteria will be applied to other house types. In most cases, where conversions are considered acceptable in principle, additional restrictions will be considered in order to control the use of the property following its conversion.

3.4 Applicants should be aware of the maximum capacity of rooms in converted dwellings, as prescribed by Hillingdon Private Sector Housing. These levels are set out below in Table 3 and will be used to assist in the assessment of the maximum occupancy of converted dwellings, which are considered later in the guidance.

Table 3. Maximum Room Capacity

Room size ¹	Number of occupants ²
0 – 6.5m ²	0
6.5m ² – 10m ²	1
10m ² – 15m ²	2
15m ² – 19m ²	3
19m ² – 24m ²	4
24m ² – 29m ²	5

¹ Habitable rooms only. Habitable rooms for the purposes of calculating occupancy per room are those normally used for living or sleeping (including studies) but excludes all floorspace with less than 1.5m floor to ceiling height, all kitchens, bathrooms, w.c's, landings, halls, garages, storage areas and outbuildings.

² Occupants include all adults, children and babies

Terraced houses

3.5 Some house types will be more suitable for conversions, in terms of the living conditions of future occupiers and those of neighbouring properties. Properties in multiple occupation tend to be used more intensively than when in single family occupation and the borough's stock of terraced houses are largely considered unsuitable for conversion owing to their size and limited floor area. **Terraced properties will, therefore, be required to have a minimum gross floor area of 120m² before they can be considered for conversion. Where they meet this requirement, they should not accommodate more people than if the property were converted to self-contained flats.**

Semi-detached houses

3.6 The majority of the Borough's planning applications for conversion relate to small semi-detached properties. However, in most streets, there remains a need to control the intensity of the use of conversions to ensure that satisfactory living conditions are maintained for both future occupiers and those of neighbouring properties. A modest increase in the intensity of the use may be considered appropriate, for example, through the use of a ground floor reception room as a bedroom. However, future increases in occupancy, if unchecked, can lead to an unacceptable degree of intensification, resulting in greater pressure for parking and

an increased likelihood of noise and disturbance to other tenants and to neighbouring properties.

3.7 In some cases, the initial number of occupants will be known where, for example, tenants are placed by the local authority. In due course, however, landlords may look for their own tenants and increase the total occupancy by filling the property themselves or by approaching other local authorities. However, the suitability of a semi-detached house as an HMO is likely to diminish once the number of occupants increases significantly beyond the number originally intended for the property.

3.8 Increased occupancy may well give rise to greater noise and disturbance but the Council's Environmental Protection Unit can only control such nuisance where it has become excessive and a statutory nuisance. The possibility of continued noise and disturbance just inside the limit of "statutory noise nuisance" is unlikely to be acceptable in terms of residential amenity and will not be endorsed by the granting of planning permission without restrictions on the maximum occupancy of the property.

3.9 Table 4 sets out the maximum recommended occupancy levels for the conversion of semi-detached dwellings into non self-contained housing. **The Council will normally attach conditions to planning permissions, in order to maintain occupancy within these levels. HMOs and hostels will also be required to retain at least one ground floor habitable room over 10m², other than a kitchen, for communal living purposes. Regardless of the number and size of additional habitable rooms in an enlarged semi-detached house, the maximum number of occupants in such properties will be limited to 9 persons.**

Detached housing

3.10 Although the demand for converting detached properties is relatively low, detached houses are often the most suitable properties for conversion. In many cases, the larger plots enable more off-street parking and garden space to be provided whilst there are no party walls through which noise can be transmitted.

3.11 Nevertheless, some detached homes are sited on smaller plots where an uncontrolled increase in occupancy may, for example, lead to future demand for off-street parking which cannot be met. Uncontrolled occupancy and intensification in the use of the property are also likely to place greater pressure on the physical fabric of the building, internally and externally. The amenities of both tenants and neighbouring residents, therefore, need to be taken into consideration, when assessing applications for the conversion of detached dwellinghouses.

3.12 Table 4 sets out the maximum recommended occupancy levels for the conversion of detached housing into non self-contained housing. The Council will normally attach conditions to planning permissions, in order to keep occupancy within these levels.

3.13 The maximum occupancy levels are greater than those for semi-detached properties but HMOs and hostels will be required to retain at least

one ground floor habitable room over 10m², other than a kitchen, for communal living purposes. Regardless of the number and size of habitable rooms in a detached house, the occupancy will normally be limited to either 10 persons or the number of occupants if the property were converted into self-contained flats, whichever is the greater.

Table 4. Examples of recommended maximum occupancy for dwellings in multiple occupancy (excluding mid-terraced properties)

Habitable rooms between 6.5m ² and 10m ²	Habitable rooms over 10m ²	Maximum Number of Occupants	House type
1	4	7	Semi-detached, Detached
2	4	8	Semi-detached, Detached
1	5	9	Semi-detached, Detached
2	5	10	Detached only

¹ Habitable rooms for the purposes of calculating occupancy per room are those normally used for living or sleeping (including studies) but excludes all floorspace with less than 1.5m floor to ceiling height, all kitchens, bathrooms, w.c's, landings, halls, garages, storage areas and outbuildings.

² Occupants include all adults, children and babies

³ Maximum occupancy calculated on basis of one habitable room over 10m² being retained for communal living purposes

4. Suitability of site and location for conversion

4.1 Aside from the suitability of the property itself, a number of locations are likely to be unsuitable or inappropriate for conversion into non self-contained housing. Although the building may lend itself to conversion, the site will need to meet a number of other criteria before planning permission can be granted.

Over-concentration of conversions

4.2 As with other changes of use in residential areas, the Council will seek to avoid an over-concentration of HMO and other conversions in roads which are predominantly residential in character. Although an individual conversion may not have any significant impact, the cumulative impact on an area from too many conversions can be significant. In addition to visible alterations and additions, such as the provision of hardstanding or additional refuse bins, the more intensive use of the building can lead to unacceptable levels of noise and disturbance. Cumulatively,

the impact on the character and appearance of a road or neighbourhood can be significant and irreversible.

4.3 There will be a presumption against further conversions in an area, where the character and amenities of a particular street or area are likely to be harmed from an over-concentration of converted dwellings. In order to safeguard residential amenity and avoid the over-concentration of such properties in an area, permission for conversions will not normally be given where 15% of residential properties in a road or section of road up to 1km in length, have already been converted into either self-contained or non self-contained housing or other accommodation within Classes C1 and C2. In addition, permission will not normally be given for conversions which would create a run of 2 or more consecutive dwellings sub-divided into either self-contained or non self-contained housing.

4.4 Pairs of semi-detached or terraced houses which have previously been combined to form a single dwelling unit will be regarded as separate dwellings for the purpose of paragraph 4.3.

4.5 Over-concentrations will only be considered along roads (or 1km sections of roads) which are predominantly residential in character, where at least 70% of properties are used for accommodation within Class C3 or as an HMO. In assessing over-concentrations on longer roads, the site of the proposed conversion should be taken as the mid-point of the 1km section unless the property is located less than 500m from the end of the road. In such instances, the 1km section should start from the end of the road nearest to the property.

Off-street parking provision

4.6 Conversions to multiple occupation generally result in a more intensive use of the property than if it were in single family occupation. Car ownership and demand for off-street parking can be greater because of the higher number of adults living in the property. There is also likely to be a greater demand for visitor parking because residents, living independently of each other, are likely to have their own circle of friends or family making visits. Whilst it is acknowledged that car ownership may be lower where the property is occupied by homeless families and individuals, the possibility remains that the house will subsequently be let to tenants (such as young professionals or students) who have higher levels of car ownership.

4.7 The Council will require the provision of up to 1 off-street parking space for every 2 habitable rooms, excluding those used for communal living purposes. Where there is insufficient space within the curtilage to meet this parking standard, 1 space may be waived depending on the local on-street parking capacity and accessibility to public transport and local facilities. Applicants should include details of off-street parking arrangements as part of their submission.

4.8 Established residential streets derive part of their character from having enclosed and planted front gardens. The provision of hardstanding

across the whole of front gardens will not normally be accepted, as part of proposals to provide additional off-street parking. A reasonable proportion of garden space, to accommodate trees or other soft planting, should therefore be retained across front gardens. In conservation areas, the proportion of hardstanding across front gardens should not exceed 50%. Similarly, walls or hedges should be retained or added, where possible, in order to maintain a sense of enclosure to properties.

4.9 The capacity of properties to accommodate sufficient off-street parking will be based on an assessment of whether the criteria in paragraph 4.6 can be met. Where the parking standard cannot be met, the capacity of streets to accommodate additional on-street parking will be based on an assessment of existing and anticipated parking demand, parking restrictions, carriageway width and traffic flows.

Internal layouts and standards

4.10 A poor internal layout within a converted dwelling can itself be a justification for refusal because of the likelihood of noise disturbance to other tenants and to occupiers of neighbouring buildings. **Applicants will be required to give details of the proposed configuration of rooms within the converted property.**

4.11 Applicants should consider the adequacy of existing sound insulation to floors and walls, particularly where properties share party walls and where it is proposed to use ground floor reception rooms as bedrooms. Communal living rooms should not be positioned adjacent to upper floor bedrooms of immediately adjoining properties or in the case of adjoining bungalows, adjacent to any bedroom. The use of ground floor reception rooms as bedrooms, where they are adjacent to noisy rooms of adjoining properties, may also be unsuitable. Similarly, noisy rooms within the converted dwelling, such as bathrooms, WCs or living rooms, should be stacked above each other to reduce noise nuisance to bedrooms within the same property.

4.12 Hillingdon Private Sector Housing requires at least two bathrooms to be provided where there are six or more occupants in a converted property. Applicants should be aware of this requirement when making planning applications for the conversion of properties

Conservation Areas and Listed Buildings

4.13 Conservation Areas are particularly sensitive to conversions, owing to their special architectural and historic character. The character and appearance of many of the Borough's Conservation Areas are derived from their development and layout as individual, single family dwellinghouses. Aside from the physical alterations necessary for most conversions, the character of a Conservation Area is likely to diminish through the loss of dwellings to non self-contained housing, self-contained flats and other types of accommodation within Classes C1 and C2.

4.14 Consequently, permission for conversions in Conservation Areas will not be given where more than 5% of residential properties in the Conservation Area have already been converted into either self-contained, non self-contained housing or other types of accommodation within Classes

C1 and C2. In addition, permission will not be given for conversions where it would result in 2 or more consecutive dwellings having been converted into either self-contained, non self-contained housing or other types of accommodation within Classes C1 and C2.

4.15 Although listed buildings can often accommodate alternative uses, their suitability for conversion will depend on whether the required alterations can be carried out without harming the architectural or historic value of the building. The listing of a building can apply to the internal fabric of the building and many internal alterations will be subject to listed building control. The original fixtures inside a building, for example, may be particularly sensitive to alteration or removal. Listed building consent is required for all external alterations or for the construction of extensions to the building. Applicants should liaise with the Council's Urban Design and Conservation Team, prior to submitting proposals for the conversion of their property, to establish whether the proposed alterations will be subject to listed building control and whether the property is likely to be suitable for conversion.

Private usable amenity space

4.16 A considerable proportion of non self-contained housing is occupied by families with children and so the provision of adequate private garden space is of considerable importance. Although a proportion of people living in converted properties (young professionals, students) may not have a need for a private garden, the occupiers of particular properties are likely to change over the time. **The Council will, therefore, look for a minimum of 15m² of private usable amenity space per habitable room (excluding those used for communal living purposes). Where applications do not meet this standard, but meet all other criteria, they may be considered suitable for conversion. In these instances, the Council will consider granting planning permission for conversions, subject to a planning condition preventing occupancy by children between the ages of 12 months and 16 years.**

5. Physical alterations to buildings

5.1 The conversion of dwellings into non self-contained housing often requires alterations to the internal layout and external appearance of the building. Many of these alterations will be necessary to satisfy other legislative requirements, such as the Building Regulations or Environmental Health and Housing Acts. Applicants should be aware of those alterations which require planning permission and are advised to seek advice from the Council's Development Control department before carrying out alterations to the exterior of their properties.

Means of escape from fire

5.2 Adequate means of escape from properties in multiple occupation are a requirement of Part B of the Building Regulations 1991. This can usually be achieved without the need for external staircases and the Council's Building Control department should be contacted for further guidance on this matter. Applicants

should also comply with Section 352 of the Housing Act 1985 and the standards in Circular 12/92, in respect of means of escape from converted properties.

5.3 External staircases can appear unsightly in residential areas and lead to increased overlooking to neighbouring properties and a loss of privacy. **Planning permission will not normally, therefore, be granted for external staircases on converted dwellinghouses. Dwellings which are the subject of planning applications for conversion to HMOs, bedsits or hostels, will be expected to have internal staircases to their upper floor(s).**

Extensions

5.4 Extensions to HMOs to create additional living rooms or bedrooms or to facilitate a change of use will be considered carefully, as they may lead to an over-intensive use of a building or plot-size. Large extensions (either existing or proposed) on properties, will be assessed against their potential to provide a proportionate increase in occupancy. **Where the increase in occupancy capacity resulting from extensions is out of proportion to the capacity of the original property and/or neighbouring properties, occupancy restrictions will be considered beyond those set out in Section 3.**

5.5 Where the provision of additional floorspace is considered, all extensions and loft conversions, including those required to accommodate the provision of an additional bathroom, should satisfy the Council's usual criteria for residential extensions. These include the need to respect the amenities of neighbouring residents and the need for a good standard of design. Applicants should refer to the Council's development control policies and design guidance before they consider extending their properties.

Other alterations to elevations

5.6 The Council will seek to ensure that in established residential areas, properties retain the appearance of a single family dwellinghouse when they are being converted. The loss of original features of houses, which contribute to the streetscene, will be resisted by the Council. In addition, alterations to buildings, such as new pipework and guttering, should be kept to a minimum and where possible confined to the rear elevation of properties.

Outbuildings

5.7 Any outbuilding associated with an HMO requires planning permission (see paragraph 6.15 on permitted development rights). There are serious concerns associated with the residential occupation of outbuildings because of the sub-standard accommodation created, fire access difficulties and neighbouring amenity problems. **Residential occupation of outbuildings will not be permitted and the use of outbuildings should be limited to storage and other ancillary purposes.**

6. Planning Conditions and Informatives

6.1 The appropriate use of planning conditions, to enable proposals which might otherwise be refused, is considered to be of paramount importance when assessing conversion schemes in the Borough. In particular, owing to the small size of many of the properties concerned, the use of planning conditions can be the only way of reconciling the heavy demand for such accommodation with the need to maintain satisfactory living conditions for both tenants and neighbours.

6.2 The use of planning conditions, as described in this section of the Guidance are considered to meet the main tests of need, relevancy and enforceability (as prescribed by Government Circular 11/95) for conditions. Applicants should, therefore, anticipate that certain conditions will be imposed on planning permissions for conversions, to help balance the conflicting aims generated by their proposals. Informatives will also be added, where necessary, including a standard informative highlighting the need for landlords to ensure that all HMO registration and licensing requirements are met.

Occupancy

6.3 Many properties are capable of accommodating a modest increase in occupancy, as a way of meeting the increasing demand for HMOs and other conversions. However, the number of tenants is unlikely to remain fixed over time and increased occupancy may well give rise to noise and disturbance and a greater demand for off-street parking which can not be met.

6.4 The Council will normally apply conditions to planning permissions to limit the maximum occupancy of converted properties to avoid such problems arising from future increases in occupancy. The prescribed maximum occupancy will be based on the levels set out in Table 2 and the advice set out in paragraphs 3.5 to 3.14. Applicants may be asked, as part of an occupancy condition, to keep an accurate register of occupants to be made available for inspection by the Council.

6.5 Occupancy conditions are most likely to be used where planning permission has been granted for the conversion of semi-detached dwellings and those detached properties situated within close proximity to other dwellings. Most terraced properties in the Borough are considered to be unsuitable for conversion, although occupancy restrictions will be attached to any permissions because of the likelihood of noise transmission through party walls.

Temporary permissions

6.6 Temporary planning permissions will be used where it is desirable to monitor the impact of the conversion of the property over a limited period. Such permissions are most likely to be applied where permission has been granted for the conversion of semi-detached or terraced houses. At the end of the prescribed period, following any application to renew the permission, an assessment will be

made on whether to grant permanent planning permission, grant a permanent permission subject to further conditions or to refuse planning permission.

Management supervision

6.7 Although properties used by single families are equally capable of becoming run down, many landlords do not live on-site and so physical problems with converted properties can go undetected for some time without proper management supervision. The transient nature of many converted properties, because of the relatively short duration of tenancies, also increases the need for the effective management and maintenance of properties. Regardless of the interior condition of a property, outwardly visible signs of poor management and maintenance – such as unkept gardens - tend to have a detrimental effect on the overall streetscene and level of residential amenity.

6.8 Effective management control, whether it be carried out by housing associations, managing agents or applicants themselves, is crucial to maintaining a satisfactory environment for tenants and for achieving a good tenant/neighbour relationship. **Applicants will be required to provide details of management supervision as part of their application. Details of management and maintenance will be applied through a planning condition and will be expected to include arrangements for:**

- **Keeping front and rear gardens free of refuse and unsightly household items**
- **Mowing of grassed areas**
- **Repairing of broken fencing, gates and other enclosures**
- **Repairing of damaged or broken external facades of building(s)**

Soundproofing

6.9 Many of the Borough's smaller family houses, which were built to accommodate no more than four or five people, are located in the areas where there is the greatest pressure for conversions. Whilst recognising that some small family houses will need to be converted, in order to meet the demand for HMOs and other conversions, the more intensive use of some smaller properties can lead to greater levels of noise within a relatively confined space.

6.10 Planning applications will not normally need to contain additional sound proofing measures. However, where there is inadequate sound insulation to floors and walls or where there are concerns about the internal layout, applicants may be required to submit further details of sound attenuation.

6.11 Part B of the Building Regulations requires the installation of heavy fire doors which should be fitted with a suitable self-closing device. Where such doors are not self-closing they have the potential to create noise nuisance because of the way the doors slam shut. The fitting of hydraulic overhead closing mechanisms will eliminate this potential risk of noise nuisance.

Bin Stores

6.12 Larger households tend to generate more refuse, regardless of whether the property is occupied by a single family or in multiple occupation. Where large amounts of refuse are not stored, prior to collection, it can become both unsightly and a health hazard, particularly during summer months. The provision of domestic bin(s) will normally be sufficient for the purpose of accommodating the additional refuse generated by converted properties.

6.13 A condition will be added to permissions requiring the provision of at least two domestic bins for properties being converted to non self-contained housing, where the conversion is to be used by more than six people. The number of bins should be commensurate with the maximum occupancy of the property.

6.14 The construction of bin store enclosures is considered unnecessary for most conversions. Bin stores are also likely to increase the visual impact of the change of use of from a dwellinghouse into an HMO or bedsits. **However, where applicants have a specific need for more than two domestic bins, they will be required to construct a bin store enclosure which should, where possible, be sited at the rear of the property. Details of the siting and design of the bin store will need to be shown on the submitted plans where applicants are aware, from the outset, that they require more than two domestic bins. In all other cases, a condition will be attached to permissions requiring the submission of bin store details, in due course, if a need arises to provide more than two domestic bins.**

Permitted Development Rights

6.15 Applicants should be aware that the conversion of their houses into non self-contained housing automatically results in the loss of the permitted development rights enjoyed by single family dwellinghouses. Planning permission will, therefore, be required for the following development:-

- enlarging the volume of the property beyond its original volume, including loft conversions and porches;
- the erection of any sheds or other outbuildings on the property; and
- the provision of hardstanding across the front garden

An informative will be attached to all planning permissions to advise applicants that planning permission will be required for these and other forms of development which fall with Classes A - H, Part 1, Schedule 2 of the General Permitted Development Order.

7. Council Services and other information

(i) Council Services

PLANNING AND TRANSPORTATION SERVICES

Civic Centre
High Street
Uxbridge
Middx UB8 1UW

Tel. 01895 250574/250384

Web www.hillingdon.gov.uk

Policy & Environmental Planning Team

Tel 01895 277568

Fax 01895 277042

Email pep@hillingdon.gov.uk

Development Control

Tel. 01895 250400 01895 250765 01895 250401

Urban Design and Conservation Team

Tel. 01895 250536

Building Control

Tel. 01895 250804 01895 250805 01895 250808

PRIVATE SECTOR HOUSING

Tel. 01895 250188

(ii) Other Relevant Based Supplementary Planning Guidance (SPG's)

DESIGN GUIDANCE

- Residential Layouts & House Design
- Residential Extensions
- Access for All – Housing
- Car Parking in Front Gardens

(iii) Making a complaint?

If you wish to make a complaint about any aspect of the service you receive from Hillingdon's Planning Service, you should address your complaint to Jean Palmer, at the above address. If you are unhappy with this response and do not feel that the Council has dealt satisfactorily with your complaint you can write to:

The Local Government Ombudsman

21 Queen Anne's Gate
London SW1H 9BU

Appendix: Relevant Unitary Development Plan Policies

The following UDP policies may be of particular relevance for applications to convert properties into non self-contained housing. Applicants are, however, advised to refer to the Hillingdon Adopted Unitary Development Plan (adopted 1998) before submitting a planning application, to ensure that their proposals comply with the policies set out in the plan.

Chapter 5: Built Environment

Policy BE4 NEW DEVELOPMENT WITHIN OR ON THE FRINGES OF CONSERVATION AREAS WILL BE EXPECTED TO PRESERVE OR ENHANCE THOSE FEATURES WHICH CONTRIBUTE TO THEIR SPECIAL ARCHITECTURAL AND VISUAL QUALITIES; DEVELOPMENT SHOULD AVOID THE DEMOLITION OR LOSS OF SUCH FEATURES. THERE WILL BE A PRESUMPTION IN FAVOUR OF RETAINING BUILDINGS WHICH MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF A CONSERVATION AREA. APPLICATIONS FOR PLANNING PERMISSION SHOULD CONTAIN FULL DETAILS, INCLUDING SITING AND DESIGN, OR REPLACEMENT BUILDINGS. APPLICATIONS FOR CONSENT FOR DEMOLITION WILL DEPEND UPON THE SUBMISSION AND APPROVAL OF SUCH DETAILS.

Policy BE13 DEVELOPMENT WILL NOT BE PERMITTED IF THE LAYOUT AND APPEARANCE FAIL TO HARMONISE WITH THE EXISTING STREET SCENE OR OTHER FEATURES OF THE AREA WHICH THE LOCAL AUTHORITY CONSIDERS IT DESIRABLE TO RETAIN OR ENHANCE

Chapter 6: Other Environmental Considerations

Policy OE1 PLANNING PERMISSION WILL NOT NORMALLY BE GRANTED FOR USES AND ASSOCIATED STRUCTURES WHICH ARE, OR ARE LIKELY TO BECOME, DETRIMENTAL TO THE CHARACTER OR AMENITIES OF SURROUNDING PROPERTIES OR THE AREA GENERALLY, BECAUSE OF:

- (i) THE SITING OR APPEARANCE;
- (ii) THE STORAGE OR DISPLAY OF VEHICLES, GOODS, EQUIPMENT OR OTHER MERCHANDISE;
- (iii) TRAFFIC GENERATION AND CONGESTION;
- (iv) NOISE AND VIBRATION OR THE EMISSION OF DUST, SMELL OR OTHER POLLUTANTS.

UNLESS SUFFICIENT MEASURES ARE TAKEN TO MITIGATE THE ENVIRONMENTAL IMPACT OF THE DEVELOPMENT AND ENSURE THAT IT REMAINS ACCEPTABLE.

Policy OE3 BUILDINGS OR USES WHICH HAVE THE POTENTIAL TO CAUSE NOISE ANNOYANCE WILL ONLY BE PERMITTED IF THE IMPACT IS MITIGATED WITHIN ACCEPTABLE LEVELS BY ENGINEERING, LAYOUT OR ADMINISTRATIVE MEASURES.

Chapter 7: Housing

Policy H7 THE LOCAL PLANNING AUTHORITY WILL REGARD THE CONVERSION OF RESIDENTIAL PROPERTIES INTO MORE UNITS AS ACCEPTABLE IN PRINCIPLE PROVIDED THIS CAN BE ACHIEVED WITHOUT CAUSING DEMONSTRABLE HARM TO THE RESIDENTIAL AMENITIES OR CHARACTER OF THE AREA OR THE AMENITY OF ADJOINING OCCUPIERS AND THE FOLLOWING CRITERIA ARE MET:-

- (i) IT CAN BE DEMONSTRATED THAT ADEQUATE SOUND INSULATION IS PROVIDED;
- (ii) CAR PARKING TO THE STANDARDS ADOPTED BY THE LOCAL PLANNING AUTHORITY CAN BE PROVIDED WITHIN THE CURTILAGE OF THE SITE AND CAN BE ACCOMMODATED WITHOUT SIGNIFICANT DETRIMENT TO THE STREET SCENE;
- (iii) ALL UNITS ARE SELF CONTAINED WITH EXCLUSIVE USE OF SANITARY AND KITCHEN FACILITIES AND WITH INDIVIDUAL ENTRANCES, AND INTERNAL STAIRCASES ARE PROVIDED TO SERVE UNITS ABOVE GROUND FLOOR LEVEL; AND

(iv) ADEQUATE AMENITY SPACE IS PROVIDED FOR THE BENEFIT OF RESIDENTS OF THE PROPOSED DEVELOPMENT.

Note: Refer to supporting paragraphs 7.15, 7.16 and 7.17

Policy H8 THE CHANGE OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL WILL BE PERMITTED IF:

- (i) A SATISFACTORY RESIDENTIAL ENVIRONMENT CAN BE ACHIEVED
- (ii) THE EXISTING USE IS UNLIKELY TO MEET A DEMAND FOR SUCH ACCOMMODATION IN THE FORSEEABLE FUTURE; AND
- (iii) THE PROPOSAL IS CONSISTENT WITH OTHER OBJECTIVES OF THIS PLAN, HAVING PARTICULAR REGARD TO THE CONTRIBUTION OF THE EXISTING USE TO THOSE OBJECTIVES

Chapter 8: Shopping and Town Centres

Policy S8 THE LOCAL PLANNING AUTHORITY WILL ONLY GRANT PERMISSION TO CHANGE THE USE OF CORNER SHOPS FROM CLASS A1 IF THE SURROUNDING RESIDENTIAL AREA IS NOT DEFICIENT IN ESSENTIAL LOCAL SHOP USES AND THE PROPOSAL ACCORDS WITH POLICY S8.

Chapter 9: Recreation, Leisure and Community Facilities

Policy R5 THE LOCAL PLANNING AUTHORITY WILL NOT GRANT PLANNING PERMISSION FOR PROPOSALS WHICH INVOLVE THE LOSS OF LAND OR BUILDINGS USED (OR WHERE THE LAST AUTHORISED USE WAS FOR) A SPORTS STADIUM, OUTDOOR OR INDOOR SPORTS AND LEISURE FACILITIES, PUBLIC OR COMMUNITY MEETING HALLS, OR RELIGIOUS, CULTURAL AND ENTERTAINMENTS ACTIVITIES, UNLESS ADEQUATE, ACCESSIBLE, ALTERNATIVE FACILITIES ARE AVAILABLE.

Chapter 11: Aviation

Policy A6 THE LOCAL PLANNING AUTHORITY WILL NOT GRANT PLANNING PERMISSION FOR DEVELOPMENT LIKELY EITHER TO RESULT IN A SIGNIFICANT INCREASE IN THE NUMBER OF PEOPLE RESIDING, WORKING OR CONGREGATING IN THE PUBLIC SAFETY ZONES AROUND HEATHROW OR TO INTERFERE WITH THE SAFE AND EFFICIENT OPERATION OF HEATHROW OR NORTHOLT AIRPORTS

Chapter 14: Accessibility and Movement

Policy AM2 ALL PROPOSALS FOR DEVELOPMENT WILL BE ASSESSED AGAINST:

- (i) THEIR CONTRIBUTION TO TRAFFIC GENERATION AND THEIR IMPACT ON CONGESTION, PARTICULARLY ON THE PRINCIPLE ROAD NETWORK AS DEFINED IN PARAGRAPH 14.14 OF THE PLAN, AND
- (ii) THE PRESENT AND POTENTIAL AVAILABILITY OF PUBLIC TRANSPORT AND ITS CAPACITY TO MEET INCREASED DEMAND

Policy AM7 THE LOCAL PLANNING AUTHORITY WILL CONSIDER WHETHER THE TRAFFIC GENERATED BY PROPOSED DEVELOPMENTS IS ACCEPTABLE IN TERMS OF THE CAPACITY AND FUNCTIONS OF EXISTING AND COMMITTED PRINCIPAL ROADS ONLY, AND WILL WHOLLY DISCOUNT ANY POTENTIAL WHICH LOCAL DISTRIBUTOR AND ACCESS ROADS MAY HAVE FOR CARRYING THROUGH TRAFFIC.

THE LOCAL PLANNING AUTHORITY WILL NOT GRANT PERMISSION FOR DEVELOPMENTS WHOSE TRAFFIC GENERATION IS LIKELY TO:

- (i) UNACCEPTABLY INCREASE DEMAND ALONG ROADS OR THROUGH JUNCTIONS WHICH ARE ALREADY USED TO CAPACITY, ESPECIALLY WHERE SUCH ROADS OR JUNCTIONS FORM PART OF THE STRATEGIC LONDON ROAD NETWORK; OR

- (II) PREJUDICE THE FREE FLOW OF TRAFFIC OR CONDITIONS OF GENERAL HIGHWAY OR PEDESTRIAN SAFETY; OR
- (III) DIMINISH MATERIALLY THE ENVIRONMENTAL BENEFITS BROUGHT ABOUT BY NEW OR IMPROVED ROADS; OR
- (IV) INFILTRATES STREETS CLASSES AS LOCAL ROADS IN THE BOROUGH ROAD HIERARCHY UNLESS SATISFACTORY TRAFFIC CALMING MEASURES CAN BE INSTALLED

TRAFFIC CALMING SCHEMES SHOULD, WHERE APPROPRIATE, INCLUDE ENVIRONMENTAL IMPROVEMENTS SUCH AS HARD AND SOFT LANDSCAPING, AND SHOULD BE COMPLETED BEFORE THE DEVELOPMENT IS FIRST USED OR OCCUPIED.

Policy AM14 NEW DEVELOPMENT WILL ONLY BE PERMITTED WHERE IT IS IN ACCORDANCE WITH THE COUNCIL'S ADOPTED CAR PARKING STANDARDS AS SET OUT IN ANNEX 1.