

Supporting Application Statement

CHANGE OF USE APPLICATION FROM RESIDENTIAL USE (C3) TO HMO (C4)
AT 24 DONNINGTON GARDENS, READING RG1 5LY

Client: Mr. S. Mangat
Date: September 2018
Job no: 038_PA_v1



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1.00 INTRODUCTION

1.01 AIMS OF THE STATEMENT

This Supporting Statement accompanies a Change of Use application by the applicant for 24 Donnington Gardens, C3 Residential to a C4 HMO

The description of development is as follows:

'Change of Use application from Residential (Class C3) to HMO (Class C4)'

The aims of this Supporting Statement are to show that the proposed development has been informed by an awareness of the site's context, principles highlighted by Reading Borough Council and Local Government.

The statement will explain the proposals, identify the factors which have influenced this application and highlight the principles that were incorporated in the detailed design of the proposed works.

This statement is in accordance with CABE's guidance 'Design and Access Statements – How to Write, Read and Use them', the Reading Borough Council 'Local Development Framework Core Strategy' (Adopted 2008), 'Sites and Detailed Policies Document' (Oct 2012), Reading Borough Local Plan (1998), and the criteria highlighted within National Planning Policy Framework especially regarding 'good design' (2012).

1.02 PLANNING POLICIES

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant planning policies in the National Planning Policy Framework (NPPF) – among them the 'presumption in favour of sustainable development'.

Within the Reading Borough Council 'Local Development Framework Core Strategy' (Adopted 2008), the main Planning Policies relevant to the development are:

LDF Core Strategy (Adopted 2008)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS18 Residential Conversions
- CS24 Car/Cycle Parking

Sites and Detailed Policies Document (Oct 2012)

- DM4 Safeguarding Amenity
- DM8 Residential Conversions
- DM9 House Extensions and Ancillary Accommodation
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-related Matters

Supplementary Planning Guidance/Documents

- Revised Sustainable Design and Construction SPD (July 2011)
- Revised Parking Standards and Design SPD (October 2011)
- Residential Conversions Supplementary Planning Document (2013) Supplementary Planning Guidance 'A Design Guide to House Extensions' (2003)

2.00 SITE ASSESSMENT

2.01 LOCATION AND MOVEMENT NETWORKS

The application site is part of a street of terraced properties located on the northern half of Donnington Gardens, Reading.

Donnington Gardens links with Erleigh Road to the north, a main link road to the Royal Berkshire Hospital and Reading Town Centre from the Eastern suburbs. To the south is Addington Road which supports the main bus route to the town centre via the hospital.

The site is located at 24 Donnington Gardens which is a four bedroom terraced dwelling. The surrounding area comprises of predominantly residential terraced dwellings, some of which are used as HMO's. The following are known as registered HMO properties within the immediate area: No.s 2, 4, 19, 20, 21, 23, 34, 36 & 37. These properties are designated as HMO (Class C4 use).

2.02 SITE AND PLANNING HISTORY

The history of the site indicates that there has been one previous application made under a Certificate of Lawful Development (Proposed), Ref: 162061. The proposal was for a small ground floor rear extension and a rear dormer roof extension, both of which were granted as lawful operations on 03/11/2016. The proposals allowed for the creation of larger bathroom facilities and offset one existing bedroom within the new loft space.

The area has a quiet residential atmosphere, but the peripheral roads, particularly Addington Road to the south (a main route), are busy through routes. Parking is controlled by residents parking permits with some properties (corner plots) benefiting from off road parking.

No. 24 is located to the western end of Donnington Gardens which forms mid terrace dwelling. No. 24 is the adjacent dwelling to No.s 22 & 26 which are already designated as Class C3 use.



Location Plan with 50m radius

3.00 Involvement and Evaluation

3.01 INVOLVEMENT

Given the location of the application site, within a residential area, pre-application advice has been sought from Reading Borough Council. Alison Amoah has directed that Change of Use proposals make reference to the Core Strategy Policies, Sites & Detailed Policies and SPD's as noted on page 3 of this document.

This application is for the proposed Change of Use from a 4 bedroom (C3) dwellinghouse to a (C4) small HMO of 5 bedrooms, with shared bathroom, shared kitchen and a communal room.

The applicant's wish to carry out the proposals is to allow them to create a 5-bedroom HMO, whilst sensitively altering the external appearance to be complementary to its surroundings, and in turn the character of Donnington Gardens and the wider area. The applicant's investment in the proposals will relate to usefulness of the proposal therefore, any amendments will require further consideration in terms of value and viability.

It should be noted that 24 Donnington Gardens has historically been used as rented accommodation since 2008. The applicant purchased the property in 2016 on the basis that it had been used as a multi occupancy dwelling. Whilst the estate agents, at the time of purchase, have provided historical tenancy contracts that show the concurrent use as a multi occupancy dwelling since 2008, this application is to legitimise it's use as a 5 bedroom HMO under a formal planning application.

Existing rear elevation No. 24



Proposed Front & Rear Elevations

The site is located within Zone 2, the primary core area but on the periphery of the central core area which lies at the heart of Reading Borough, consisting primarily of retail and commercial office developments with good transport hubs. In accordance with the adopted SPD, the proposed development would be required to provide parking provision of 0.25 spaces per bedroom equivalent to 2 parking spaces, however the original design of the area does not allow for any off road parking associated with the existing dwelling.

Parking restrictions in the form of double yellow lines are in place adjacent to the corners of Donnington Gardens to allow access into street. In addition to this the development site is located in an area where a residents parking scheme operates. Under the Borough's current parking standards, this proposal would generate additional pressure for parking in the area. Therefore, should approval be granted there should be an assumption that any future occupants of the proposed dwelling will not be issued with visitor or resident parking permits which should be covered by condition and an informative. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

In accordance with the Council's Parking Standards and Design SPD, cycle storage for a HMO should be provided at a ratio of 0.5 secure cycle storage spaces per letting room in the form of a Sheffield type stand within a lockable store, this therefore equates to a total provision for 3 cycles for a 5-6 bedroom HMO. In line with this it is proposed to provide a 3 cycle secure store located to the frontage. The type of store to be provided is a 'metal bike shed' for 3 x cycles by Asgard, measuring 900(w) x 1800 (l) x 1400 (h).

Bin storage for the proposal is to be located at the front of the property within the curtilage of the site. Bin storage will comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings and will be located no further than 15m from the access point of the site to avoid the stationing of service vehicles on the carriageway for excessive periods. Contact has been made with the Councils Waste Management team to ascertain the correct capacity

of bins is provided for the proposed size of the HMO. The advice received is that the current (residential) 240 litre bin will be replaced free of charge for a 360 Litre bin, which will suffice a 5 bed HMO. The 360 Litre Bin would be a Grey/Black bin, with a maximum of 5 Red recycling bins (if required). It is also assumed that the collection of bins would be the same as other properties on the Donnington Gardens.



Existing Front Elevation

3.02 EVALUATION

The main issues relating to this pre-application for a Change of Use are:

- i. Whether the conversion of the property to C4 use will unduly dilute or harm a mixed and sustainable community.
- ii. The impact on amenity of future residents of the property and those of nearby properties
- iii. Transport issues
- iv. Equalities Impact Assessment

As noted in Section 1 above, this application is to be assessed against a number of national and local planning policies. Section A of the Residential Conversions SPD deals with the 'General Assessment of all Conversions' (i.e from C3 dwellinghouses to flats or HMOs (both small C4 use and sui generis HMOs). Section B specifically covers the assessment of applications for HMOs within the area covered by the Article 4 Directive. The proposal has been considered against both sections. The SPD sets out a number of items and the relevant ones form the basis of the following appraisal.

Will the conversion of the property to C4 use unduly dilute or harm a mixed and sustainable community?

Does the residential conversion contribute to achieving an appropriately mixed and sustainable community by providing an acceptable housing mix, ensuring that, as appropriate, single family housing remains the dominant form of dwelling in the vicinity of the application site and ensuring there is not a detrimental impact on the physical character of the area – YES - The SPD identifies that the 'tipping point is when the concentration of HMOs becomes over dominant and the community is no longer considered to be mixed and sustainable.' The SPD defines that "planning permission will not normally be granted where the proportion of HMOs will result in HMOs representing 25% or more of the residential properties within a circular 50m radius measured from the application site" (para. 5.43). Alison Amoah confirmed that the 50m radius centrepont should be located

at the front door of the proposed property. The concentration of HMOs in the area surrounding the application site has been calculated as a percentage of the total number of existing registered HMOs at Reading B.C. (C4 or sui generis) against the total number of residential properties, i.e. those falling with C3, C4 or sui generis HMO use.

Properties that have their rear garden and out houses within the 50m radius have been discounted. Only the main part of a dwelling that is within the 50m radius has been included as per the discussion over email with Alison Amoah on September 13th 2018.

The 50m radius has identified the following properties as in or on the radius line.

Alexandra Road – 43, 45, 47, 49, 51, 53 & 54

Donnington Gardens – 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22, 24, 26, 28, 30, 32, 34, 36, 38, 40, 42, 44, 1, 3, 5, 7, 9, 11, 13, 15, 17, 19, 21, 23, 25, 27, 29, 31, 33, 35, 37 (HMO's highlighted)

The total number of residential properties within the 50m radius, including the application site, has been calculated as **48** (see above). The total number of properties in HMO use is estimated to be **8** [(8/48) x 100 = **16.6%**]. If the application site is converted to a C4 HMO, the overall percentage would be **18.75%**. On the basis of the above within a 50m radius of the application site: 'The principle of the change of use of the application property to a small HMO (C4) is therefore considered acceptable'.

The percentage of HMO's, with the application site included, will remain below 25%, as set out within the SPD.

The impact on amenity of future residents of the property and those of nearby properties

Provision for an appropriate level of outdoor space? – YES – The garden has an area of 66.2 square metres, which is considered to be a sufficient size for five individuals.

Affect privacy and overlooking, access to sunlight and daylight; visual dominance and overbearing effects of a development; noise and disturbance, crime and safety – NO – The proposal does include external changes in the form of extensions, access and daylight and visual dominance and overbearing effects are no different to the use of the house as a C3 dwelling. In terms of noise and disturbance there is no evidence to suggest that 5 unrelated adults would create greater levels of noise than a fully occupied four bedroom family house. There is also no evidence to suggest that the proposal would have implications for crime or safety.

Consideration of the application against the Council's adopted minimum internal floorspace standards set out in Appendix 1 of the SPD as bedroom minimum of 6.51sqm; kitchen minimum 7sqm – YES – all of the bedrooms are greater than 6.51sqm, and the kitchen is 7.8sqm.

Does the property have appropriate sound insulation between it and the neighbouring units? – NO – The proposal does not have any evidence that specific sound insulation will be used, however, the level of noise generated from a five person HMO is unlikely to be significantly greater than a fully occupied four bedroom family dwelling. In terms of Building Regulations requirements specific sound insulation would only be required where independent units were being created.

Do habitable rooms benefit from an external window? – YES.

Are there sufficient and suitable refuse containers within the curtilage of the application building? –YES- A refuse bin area is indicated on the proposed plan layouts.

Has early contact been made with Building Control? – NO – This is a Change of Use submission, but a Building Regulations application has been applied for when the roof extension works were undertaken.

The applicant will be applying for a HMO licence as the property is 3 storeys and would have 5 or more occupants. The applicant is currently in the process of obtaining a licence for another property and is a respected landlord within the area.

Transport issues

HMOs located within a street where a residents' parking permit scheme operates will not be entitled to on-street car parking permits –There is an approved residents' parking permit scheme. Although the scheme is currently in operation it is sought that a condition and informative regarding the restriction on car parking permits for future occupants is attached to any future planning permission.

Is there the provision of secure outdoor cycle storage? –YES– A Cycle store is indicated on the proposed plan layouts and is noted in section 3.01 of this document.



4.00 CONCLUSION

The physical extent of the development proposed within this residential location has been appropriately designed ensuring the visual impact upon the character, appearance and visual amenity of the locality has been preserved.

It is the applicant's desire to create a high quality enhancement to the site, the scheme has been designed to the highest standards thus ensuring a quality and sensitive development overall within keeping of its surroundings.

The proposed extensions will not give rise to any adverse impacts upon the residential amenities within the mature vegetation currently enjoyed by existing residents within the proximity of the site.

The development will not prejudice highway safety conditions along Donnington Gardens or at the junctions immediately adjacent to the property.

Given the proposals lack of encroachment and visibility beyond the immediate vicinity of the site, it is not considered that there would be any harmful visual impact on the residential environment, and therefore considered to be acceptable and in accordance with policy CS7.

The development therefore complies with national planning guidance and strategic and local planning policies. On the basis of the evidence and justification set out in this Supporting Statement with the application, it is respectfully requested that this Change of Use Application be approved and recommended for planning permission.