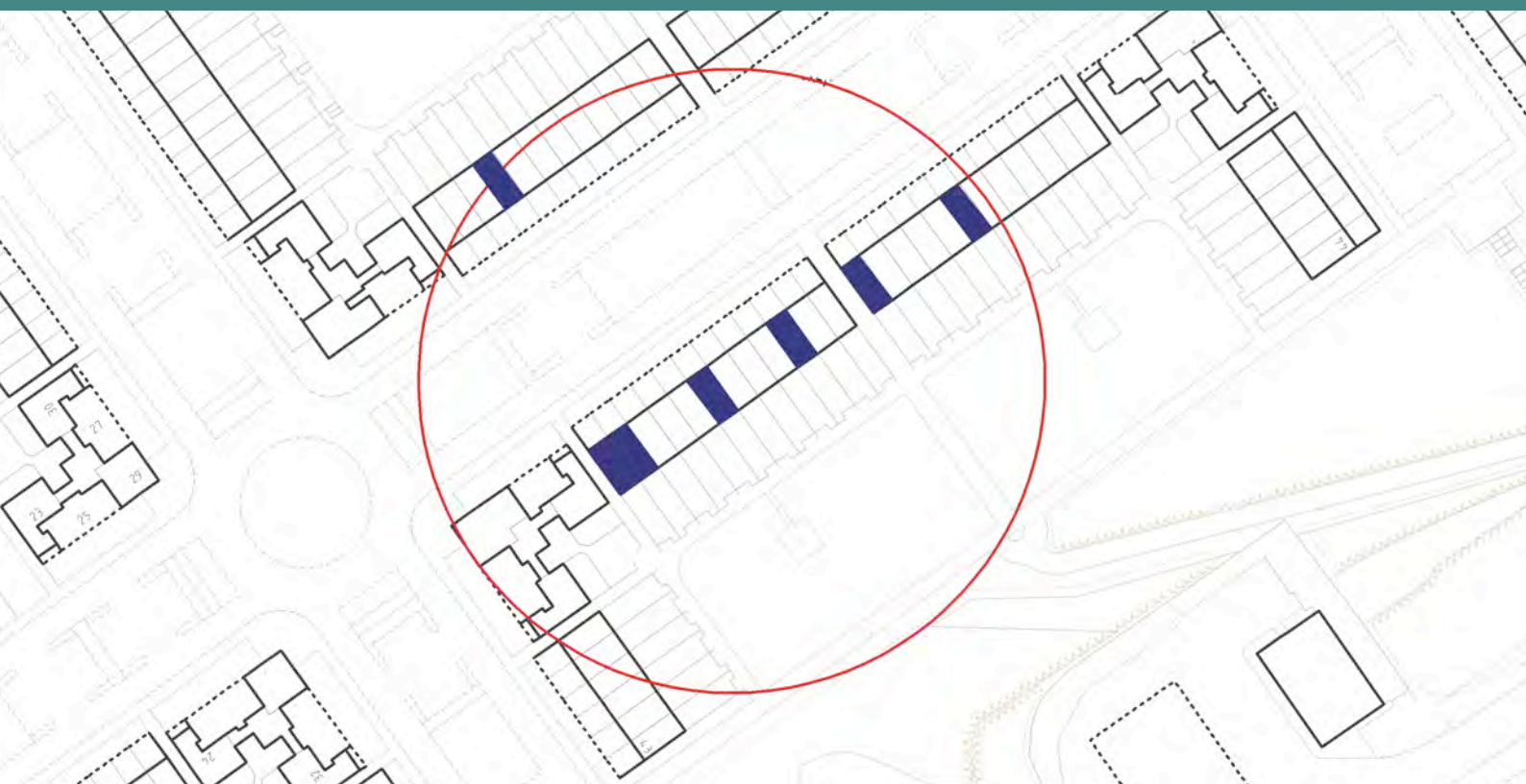


Houses in Multiple Occupation Supplementary Planning Document

Supporting Evidence and Regulation 17 Documents

October 2011



www.milton-keynes.gov.uk/himo-consultation

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1. Statement of SPD Matters

Prepared in accordance with Regulation 17(1)(b) of The Town and Country Planning (Local Development)(England) Regulations 2004 (as amended)

Title of document

Houses in Multiple Occupation Supplementary Planning Document: Draft for Consultation (October 2011). Referred to in this document as the 'draft SPD'.

Subject matter and geographical coverage the draft SPD

The draft SPD provides guidance as a material consideration to assess planning applications affecting the change of use from a C3 dwellinghouse to a C4 House in Multiple Occupation. The draft SPD applies to the whole of Milton Keynes borough. The draft SPD covers issues related to noise, parking, bin storage, drying areas, character and concentration.

Period for representations

The consultation period runs from **Monday 24th October 2011 until Friday 13th January 2011**. Any person may make representations about the Council's proposals for the SPD within this consultation period.

How to make representations

Representations can be made in one of the following ways:

Online at: <http://miltonkeynes-consult.limehouse.co.uk/portal?page=0&pageSize=50&q%3Aadvanced=false&q%3AfolderId=14022>

In writing to:

Planning Policy
Milton Keynes Council
Civic Office
1 Saxon Gate East
Central Milton Keynes
MK9 3EJ

By e-mail to: himo.consultation@milton-keynes.gov.uk

Please note that any representations may be accompanied by a request to be notified at a specified address of the adoption of the SPD.

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2. Consultation Statement

Prepared in accordance with Regulation 17(1)(b) of The Town and Country Planning (Local Development)(England) Regulations 2004 (as amended)

Background

This consultation statement sets out how the process for the preparation and formal consultation of the draft SPD. This statement also sets out how the Council will comply with the Statement of Community Involvement (SCI) and the requirements of Regulation 17 of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended).

Preparation of the Draft Supplementary Planning Document

During preparation of the Houses in Multiple Occupation Supplementary Planning Document (SPD), the development plans team undertook internal consultation with key departments, Housing, Education, Waste Services and Development Management. This internal work has informed the evidence base supporting the SPD as well as addressing some technical points relating to parking standards and planning enforcement.

The preparation of the HiMO SPD was also considered at a meeting of the Local Development Framework Advisory Group in March 2010 (<http://cmis.milton-keynes.gov.uk/CmisWebPublic/Meeting.aspx?meetingID=9171>) prior to changes in legislation in April 2010 and further changes in October 2010 which led to delays in the production of the SPD. The feedback from the LDF AG meeting has been used to inform the scope and overall approach to the SPD.

Article 4 Directions

Following the October 2010 changes in planning legislation, the council introduced two article 4 directions in December 2010. These were consulted on for a period of twelve weeks ending in March 2011. A number of comments relating to HiMOs and planning policy in general were received during this consultation period and these have been used to inform the preparation of the draft SPD. A summary of comments is available from: <http://cmis.milton-keynes.gov.uk/CmisWebPublic/Meeting.aspx?meetingID=9849>

Strategic Environmental Assessment

An SEA Screening Report was produced to assess the requirement for a Strategic Environmental Assessment of the draft SPD. This was sent to the statutory bodies and made available on the Council's website.

Comments received have been incorporated into an SEA Screening Statement see Section 3.

Regulation 17 Consultation on the Draft SPD

The draft SPD will be subject to the following consultation arrangements: -

- a) The Draft SPD and supporting documents (SEA Screening Statement, SPD Matters, Consultation Statement, Evidence Paper and Strategic Housing Market Assessment Analysis Paper) are available for inspection:
- at Milton Keynes Council, Civic Office, 1 Saxon Gate East, Central Milton Keynes, MK9 3EJ
 - at all libraries in the Borough. Library locations and opening hours are available from:
http://www.miltonkeynes.gov.uk/library_services/DisplayArticle.asp?ID=21971
 - on the council's website: www.milton-keynes.gov.uk/himo-consultation and: <http://miltonkeynes-consult.limehouse.co.uk/portal>
- b) An advertisement has been placed in the local newspaper the 'Milton Keynes Citizen' stating where a copy of the documents can be obtained and when and where the documents can be inspected.
- b) A covering letter or e-mail has been sent to consultees on the Limehouse consultation database, notifying them of the publication of the draft SPD. The following groups have been contacted directly:
- All specific consultation bodies
 - Those General Consultation Bodies with an interest in the draft SPD
 - Local Planning Agents and Architects with an interest in Milton Keynes
- f) To ensure all stakeholders have an opportunity to comment and to accord with the council's parish protocol, a period of 12 weeks consultation has been allowed for the supplementary planning document. The consultation will run from the Monday 24th October 2011 to Friday 13th January 2012.
- All comments must be received no later than 5pm on Friday 13th January 2012.

Next Steps

Following consultation, all comments will be reported to the council for consideration and the SPD will be amended where necessary prior to adoption. This consultation statement will be updated with a summary of responses.

3. Strategic Environmental Assessment Screening Statement

Produced in accordance with the European Directive 2001/42/EC (The SEA Directive) and the Environmental Assessment of Plans and Programmes Regulations 2004 an assessment of the proposed Houses in Multiple Occupation Supplementary Planning Document.

Introduction

- 1.1 This report has been produced to determine the need for a Strategic Environmental Assessment (SEA) in accordance with the European Directive 2001/42/EC and associated Environmental Assessment of Plans and Programmes Regulations 2004 for the proposed Houses in Multiple Occupation Supplementary Planning Document (SPD)
- 1.2 A Screening Report was published in August 2011 and copies were sent to the three statutory environmental bodies. The three statutory bodies for the purposes of SEA Screening are English Heritage, the Environment Agency and Natural England. This Screening Statement updates the Screening Report with the comments received from the statutory bodies.

2. Policy context

- 2.1 The Milton Keynes Local Plan was formally adopted December 2005. The Local Plan provides the statutory land use planning framework for Milton Keynes and contains Policy H10 'Subdivision of Dwellings and Houses in Multiple Occupation' which sets the policy for determining planning applications.
- 2.2 The Council Submitted the Core Strategy in March 2011. The submission document contains Policy CS10 'Housing' that sets the overall approach to delivering housing in Milton Keynes including meeting specific needs for multiple occupancy. Paragraph 10.10 states that '*Houses in multiple occupation (HiMOs), are a key issue which will be addressed by the development of a new Development Plan Document or Supplementary Planning Document*'.
- 2.3 The purpose of the HiMO SPD is to provide guidance for the interpretation of Policy H10 of the Local Plan (2005) and Policy CS10 of the Submission Core Strategy (2011). Specifically, additional guidance will be provided on the interpretation of the 4 criterion of Policy H10 relating to minimising noise and disturbance, parking, bin storage, and unacceptable concentrations of HiMOs.
- 2.4 The SPD will be subject to public consultation in accordance with the relevant regulations and the councils Statement of Community Involvement (SCI) prior to its adoption.

3. Screening

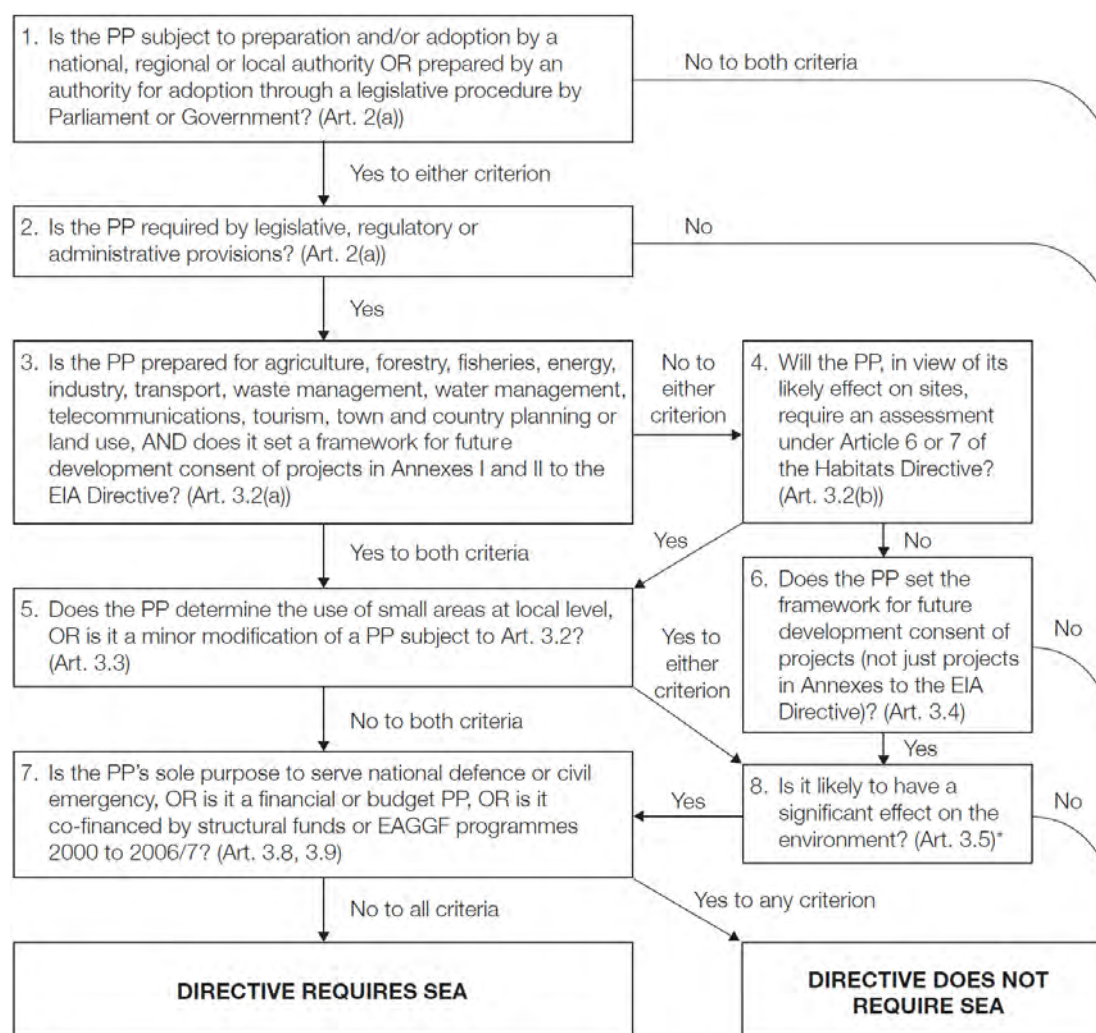
- 3.1 The requirement for a Strategic Environment Assessment (SEA) is set out in the “Environmental Assessment of Plans and Programmes Regulations 2004”. There is also practical guidance on applying European Directive 2001/42/EC produced by the ODPM (now DCLG)¹. These documents have been used as the basis for this screening report.
- 3.2 Previously all development plan documents (DPDs) and supplementary planning documents required Sustainability Appraisal. Sustainability Appraisal incorporated the requirements for SEA². However, the regulations were amended in 2009³. These amendments removed the requirement for the sustainability appraisal of supplementary planning documents.
- 3.3 Despite no longer requiring sustainability appraisal, SPDs may still require SEA. The ODPM practical guidance provides a checklist approach based on the SEA regulations to help determine whether SEA is required. This guide has been used as the basis on which to assess the need for SEA as set out below.

¹ A Practical Guide to the Strategic Environmental Assessment Directive (2005) (ODPM)

² The Town and Country Planning (Local Development) (England) Regulations 2004

³ The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009

Figure 1: Establishing the need for SEA



*The Directive requires Member States to determine whether plans or programmes in this category are likely to have significant environmental effects. These determinations may be made on a case by case basis and/or by specifying types of plan or programme.

Table 1: Establishing the need for SEA

| Stage | Answer | Reason |
|---|--------|---|
| 1. Is the SPD subject to preparation and/or adoption by a national, regional or local authority OR prepared by an authority for adoption through a legislative procedure by Parliament of Government? (Article 2(a)) | Yes | SPD to be adopted by Milton Keynes Council |
| 2. Is the SPD required by legislative, regulatory or administrative provisions? (Article 2(a)) | Yes | Considered that Core Strategy statement ' <i>Houses in multiple occupation (HiMOs), are a key issue which will be addressed by the development of a new</i> |

| | | |
|---|-----|--|
| | | <i>Development Plan Document or Supplementary Planning Document</i> is sufficient to deem the SPD 'required'. |
| 3. Is the SPD prepared for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use, AND does it set a framework for future development consent of projects in Annexes I and II to the EIA Directive? (Art. 3.2(a)) | No | The SPD is for town and country planning purposes but does not set a framework for future development consent of projects in Annexes I and II to the EIA Directive |
| 4. Will the SPD, in view of its likely effect on sites, require an assessment under Article 6 or 7 of the Habitats Directive? (Article 3.2(b)) | No | Unlikely to have effect. The Core Strategy was screened and found not to require assessment, therefore unlikely that the SPD would need one. HiMOs generally have no little external works and therefore the SPD is very unlikely to have an impact on habitats. |
| 6. Does the SPD set the framework for future development consent of projects (not just projects in Annexes to the EIA Directive)? (Article 3.4) | Yes | Although the Local Plan Policy H10 and Core Strategy CS10 set the overall framework, the SPD will provide additional guidance on the interpretation of these policies. |
| 8. Is it likely to have a significant effect on the environment? (Article 3.5) | No | See ' Table 2 ' below 'Determining the likely significance of effects' |

Table 2: Determining the likely significance of effects

| SEA Directive Annex II: Criteria for determining likely significance of effects referred to in Article 3(5) | MKC Comment |
|---|--|
| <i>The characteristics of plans and programmes, having regard, in particular, to:</i> | |
| 1a) The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources | The SPD will be providing additional guidance on existing policies that set the broad framework. |
| 1b) The degree to which the plan or programme influences other plans and | The SPD has less material weight than the Local Plan and Core Strategy, can only |

| | |
|--|---|
| programmes including those in a hierarchy | expand on existing policies and should not introduce new policies not contained in higher order plans. |
| 1c) The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development | The SPD will promote sustainable development through the prevention of an over-concentration of houses in multiple occupation and measures to limit negative impacts arising from associated problems of rubbish, noise and parking. |
| 1d) Environmental problems relevant to the plan or programme | The SPD will seek to mitigate potential environmental issues related to HiMOs such as rubbish, noise and parking problems and may have a minor positive impact. However the impact isn't likely to be significant given the local nature of the issues and the small number of HiMOs in Milton Keynes. |
| 1e) The relevance of the plan or programme for the implementation of Community legislation on the environment (e.g. plans and programmes linked to waste-management or water protection). | The SPD is unlikely to be directly relevant in regard to this criterion. |
| <i>Characteristics of the effects and of the area likely to be affected, having regard, in particular, to:</i> | |
| 2a) The probability, duration, frequency and reversibility of the effects | The anticipated effects on the sustainability of the areas covered by the SPD are expected to be positive by potentially creating mixed communities and limiting possible negative impacts associated with HiMOs. The duration of impacts is difficult to define as although once a change of use has occurred this has a permanent permission, a change of use from C4 to C3 is permitted development and can occur at any time. |
| 2b) The cumulative nature of the effects | The cumulative nature of effects on the environment is likely to be positive although relatively minor other than at a local level. |
| 2c) The trans-boundary nature of the effects | None identified. |
| 2d) The risks to human health or the environment (e.g. due to accidents) | The SPD will seek to address issues of concentrations of HiMOs and the impact this can have on creating mixed and balanced communities. |

| | |
|--|---|
| 2e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected) | The SPD will cover the borough of Milton Keynes although the HiMOs are limited to a smaller geographical area and impacts are greatest at the very local level, therefore the impact of the SPD will be at a limited local level. |
| 2f) The value and vulnerability of the area likely to be affected due to: I. special natural characteristics or cultural heritage, II. exceeded environmental quality standards or limit values III. intensive land-use | The SPD will only apply to areas already considered appropriate for development and there is unlikely to be any significant external development or alterations. One of the aims of the SPD is to limit the concentration of HiMOs (thereby limiting their impact) and making a positive contribution at a local level. |
| 2g) The effects on areas or landscapes which have a recognised national, Community or international protection status | None identified. Any external modifications for example in a conservations area will need to satisfy the relevant planning policies for protecting the character of the area before permission is granted. |

4. Conclusion and statement of reasons

- 4.1 The SPD is supplementing and providing further guidance on the existing policies of the Adopted Local Plan (2005) and the Submission Core Strategy (2011). Any impacts on the environment are likely to be local and small scale and positive in nature. HiMOs generally do not involve external alterations and impacts are less tangible than other forms of development.
- 4.2 It is considered that the HiMO SPD will not give rise to any significant environmental effects as shown in Table 1 and Table 2 above. Therefore, it is considered that a Strategic Environmental Assessment **is not required** for the proposed Houses in Multiple Occupation Supplementary Planning Document.

5. Consultation responses

- 5.1 The three statutory bodies for the purposes of SEA Screening are English Heritage, the Environment Agency and Natural England. The Screening Report was published on the council's website between the 5 August 2011 and the 9 September 2011 and copies were sent to the three statutory bodies. Two responses were received. These are summarised in the table below:

| Respondent | Summary of comments |
|-----------------|---|
| Natural England | Natural England agrees with para 4.2, which states that: <i>It is considered that the HiMO SPD will not give rise to any significant environmental effects. Therefore, it is considered that a Strategic Environmental Assessment is not required for the proposed Houses</i> |

| | |
|--------------------|--|
| | <p><i>in Multiple Occupation Supplementary Planning Document.</i></p> <p>We do not assess the impact of the above conclusion to be significant for protected sites (i.e. SSSIs, SACs, SPAs). Any proposals will be considered at a more local level when planning applications are received that are adjacent to or within 2k of protected sites. Housing of multiple occupancy could however be a factor to consider when, for example, increasing the number of residents in an area, which then in turn may impact upon any protected sites in the local vicinity. This however will be considered on a case by case basis for individual planning proposals.</p> <p>There are no designated or protected landscapes e.g. Area of Outstanding Natural Beauty (AONB) in the area. Therefore we conclude that there is no risk for designated landscapes from the conclusion above.</p> |
| Environment Agency | <p>We are in agreement with your conclusions of the screening report, that SEA <u>is not</u> required to be undertaken to validate the SPD.</p> <p>We would however, like to advise you of potential issues relating to human health and the environment. Our concern with regards to this matter is in relation to flood risk. We would request that the SPD investigate whether any of the identified HiMO are at risk of flooding. This can be done through comparison to your Strategic Flood Risk Assessment and the Environment Agency Flood Map.</p> <p>The reason for this is that HiMO could be designed with single dwellings on the ground floor of any building. This <u>could</u> mean that inhabitants of any such dwelling would be more at risk during any flood event. We would therefore wish to ensure that HiMO lie outside of any flood risk area, or, if located in an area of flood risk, incorporate appropriate flood mitigation measures as may be required.</p> |
| English Heritage | No response |

- 5.2 Based on the findings of the Screening Report (August 2011) and the consultation feedback it is concluded that a strategic Environmental Assessment of the Houses in Multiple Occupation Supplementary Planning Document Draft for Consultation is not required for the reasons set out in this report.

6. Contact

Further information can be obtained from:

Development Plans
Planning, Economy and Development Group
Civic Offices
1 Saxon Gate East
Central Milton Keynes
MK9 3EJ

W: www.milton-keynes.gov.uk/himo-consultation.gov.uk

T: 01908 252599

E: himo.consultation@milton-keynes.gov.uk

4. Houses in Multiple Occupation Evidence Paper

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1 Background

1.1 Houses in Multiple Occupation (HiMOs) contribute to the private rented sector by providing housing to meet the needs of specific groups/households and by making a contribution to the overall provision of housing stock at prices that are affordable.

1.2 The problems associated with high concentrations of HiMOs have been recognised nationally. The study "Evidence Gathering - Housing in Multiple Occupation and Possible Planning Responses"⁽¹⁾ carried out by Ecotec, on behalf of the Government in 2008, summarised the impacts associated with Houses in Multiple Occupation as follows:

- Anti-social behaviour, noise and nuisance
- Unbalanced and unsustainable communities
- Negative impacts on the physical environment and streetscape
- Pressures upon parking provision
- Increased crime
- Growth in private rented sector at the expense of owner-occupation
- Pressure upon local community facilities, and
- Restructuring of retail, commercial services and recreational facilities to suit the lifestyles of the predominant population.

1.3 In Milton Keynes it is clear that HiMOs are an issue of local concern. Some of the problems commonly raised by local residents in response to planning applications have been similar to those identified at a national level. The problems identified have generally focused on:

- Anti-social behaviour, for example noise nuisance
- Waste management (litter/bins)
- Parking problems
- The impact on local facilities and services
- Loss of community balance
- The loss of family housing.

1.4 This paper has been produced to identify the evidence available at a local level for Milton Keynes, and to assist in the production of the Houses in Multiple Occupation Supplementary Planning Document, where additional guidance is required.

1 <http://www.communities.gov.uk/documents/planningandbuilding/pdf/evidencegatheringresearch.pdf>

2 . What is a HiMO

2 What is a HiMO

2.1 The Use Classes Order⁽²⁾ puts uses of land and buildings into various categories known as 'Use Classes'. In April 2010 the Use Classes Order was amended and a new use class (C4 Houses in Multiple Occupation) was created.

2.2 The amendments to the Use Classes Order essentially mean that, for planning purposes, a HiMO can now be defined in two ways:

1. **Use Class C4 HiMO:** a property, which is occupied by 3-6 **unrelated**⁽³⁾ individuals, who share one or more **basic amenities**⁽⁴⁾.
2. **Sui Generis HiMO:** a property occupied by **more** than 6 people. Where more than 6 people occupy a property if they live as a single household, it may not constitute a HiMO for planning purposes.

2.3 Planning permission for the change of use to a HiMO is required when:

- Converting a dwellinghouse (C3), or a HiMO falling under a Use Class C4, to a Sui Generis HiMO (a HiMO with more than 6 people).
- Converting a non-residential building to a C4 HiMO (between 3 and 6 people) or to a Sui Generis HiMO (with more than 6 people).

2.4 Milton Keynes has introduced two Article 4 Directions withdrawing the permitted development right for a change of use to a Use Class C4 HiMO, meaning planning permission is also required when:

- Converting a dwelling house (C3), or non-residential property, to a Use Class (C4) HiMO in the following areas:
 - The urban area (whole of the Borough excluding the wards of Hanslope Park, Olney, Sherington and Danesborough). This Article 4 Direction was introduced on **30 December 2010**.
 - The whole Borough (including the wards of Hanslope Park, Olney, Sherington and Danesborough). This Article 4 Direction will apply from the **23 December 2011**.

2 Town and Country Planning (Use Classes) Order 1987 (as amended)

3 **unrelated** - means that the occupants do not have a relationship by blood, marriage or co-habitation.

4 **basic amenities** – this includes kitchens, bathrooms and toilets.

3 Role of the SPD

3.1 The role of a Supplementary Planning Document (SPD) is to expand or add details to policies at a higher level. In this case, the SPD will be produced in order to expand on Policy H10 of the Adopted Local Plan and support Policy CS10 of the Core Strategy. It is intended that the SPD will add clarity and assist with planning decisions. The SPD cannot override or change Policy H10, rather it will support the implementation of the policy.

3.2 Local Plan Policy H10 allows for the creation of Houses in Multiple Occupation, providing the following criteria are satisfied:

- Effective measures are proposed to minimise the effects of **noise and disturbance**
- Off street **parking** and manoeuvring space is provided to meet the Council's standards or, if on-street parking is necessary, it would not result in unacceptable congestion in the surrounding area
- Adequate outdoor space is available for **bin storage and a drying area**
- The proposal would not adversely affect the **character** of the surrounding area or lead to an unacceptable **concentration** of flats or Houses in Multiple Occupation within the area.

3.3 These four criteria can be summarised as:

- Noise and disturbance
- Parking
- Bin storage and drying area
- Character & Concentration

3.4 This evidence paper focuses on the four criteria of policy H10 as well as the issues commonly raised locally through planning application consultations. It also seeks to provide evidence in order to further develop the policy so as to assist applicants in identifying appropriate locations for HiMOs, and to assist officers and members in determining applications.

4 . How many HiMOs?

4 How many HiMOs?

4.1 For the purposes of this evidence paper, all known and suspected HiMOs in Milton Keynes have been included. This includes HiMOs that are licensed, those with planning permission and those that did not require a license or planning permission, but are still a functioning HiMO. By using the broadest possible definition, the highest possible number of HiMOs have been identified. It may, however, lead to some anomalies and properties being included that do not require planning permission or licensing (such as co-operative housing schemes), but these are not considered to be significant in number. These also contribute to the housing mix of an area, with similar characteristics to HiMOs that could require planning permission or licensing, and are therefore considered reasonable to include. On this basis there are 546 known and suspected HiMOs in Milton Keynes (as at April 2010).

4.2 It should be noted that the HiMOs included are those that are known to the Council, there are likely to be others that are not included because the Council has not been made aware of them (through complaints from the public or tenants themselves, for example). Based on the assessment of household interviews, undertaken as part of the MK Strategic Housing Market Assessment (SHMA), it was estimated that the actual number of HiMOs in Milton Keynes could be as many as 907.

4.3 However, in order to establish a reliable and robust baseline, it is considered that only HiMOs held on Council records can be used as a basis for analysis. Having regard to the above, Table 4.1 'HiMOs in Milton Keynes' shows the April 2010 figures which have been used as the basis for this paper.

Table 4.1 HiMOs in Milton Keynes

| Total Housing Stock | Total Number of HiMO | % HiMO |
|---------------------|----------------------|--------|
| 99,949 | 546 | 0.5 |

5 Noise and Disturbance

5.1 Tackling anti-social behaviour is the responsibility of the police, Environmental Health, and the Council's Community Safety team, and is also within the scope of the HiMO Licensing Scheme ⁽⁵⁾. It is not acceptable to pre-judge the occupants of a HiMO proposal as anti-social individuals. However, there is a general perception that HiMOs cause more noise, and it is considered that this can have an effect on the amenity of an area, particularly where family dwellings are predominant, or in typically quiet residential streets of low activity.

5.2 It is also considered that an increase in internal noise could be associated with the use of a property as a HiMO. There are generally likely to be more occupants in a HiMO, often living independent lives, when compared to a typical family dwelling. This can mean: entering and exiting the property on a regular basis, multiple noise generators (TVs, Stereo etc), and communal facilities (kitchens, bathrooms) being in use for longer periods. Without adequate noise insulation, this could create disturbance in the surrounding area and between the rooms of the HiMO.

5.3 Table 5.1 'Noise Complaints' contains figures from Environmental Health records showing the total number of complaints relating to HiMOs. It shows that in 2010/11, 80 complaints were received which related to HiMOs, as a percentage of total complaints this is 3.3%. This 3.3% should be considered in light of the fact that HiMOs account for 0.5% of the total housing stock.

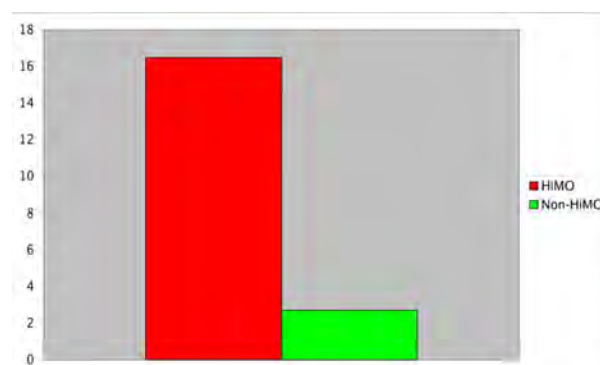
Table 5.1 Noise Complaints

| | Total | HiMO (%) | Non HiMO (%) |
|---------|-------|----------|--------------|
| 2010/11 | 2442 | 80 (3.3) | 2362 (97.3) |
| 2009/10 | 2816 | 90 (3.2) | 2726 (96.8) |
| 2008/09 | 2341 | 83 (3.5) | 2258 (96.5) |
| 2007/08 | 1241 | 33 (2.7) | 1208 (97.3) |

5.4 Figure 5.1 'Number of noise complaints per 100 properties (2009/10)' shows that, proportionally, HiMOs generate more complaints than non-HiMOs, with a

HiMO being over five times more likely to be reported to the Council for noise related incidents than other, non-HiMO, dwellings (based on 2009/10 figures).

Figure 5.1 Number of noise complaints per 100 properties (2009/10)



5.5 The Council has been applying conditions to recent HiMO conversions, seeking to improve the sound insulation both between the HiMO and adjoining properties and within the HiMO in order to improve the living conditions of tenants. It is considered appropriate to continue to require some form of control, given the number of complaints received and the nature of HiMOs compared to a typical family dwelling.

6 . Parking

6 Parking

6.1 A common complaint regarding HiMOs is the increased pressure for parking, with additional occupants generally requiring additional parking provision. However, it is considered that the level of the problem is not uniform across the Borough.

6.2 The Council adopted parking standards in 2009 that, for the first time, addressed specific standards for HiMOs. The requirements are shown in Table 6.1 'HiMO Parking Space Requirements'.

Table 6.1 HiMO Parking Space Requirements

| | | HiMO Size (rooms) | | | | |
|--|---|-------------------|---|---|---|---|
| | | 3 | 4 | 5 | 6 | 7 |
| Zone* | A | 2 | 2 | 3 | 3 | 4 |
| | B | 3 | 3 | 4 | 5 | 5 |
| * Zone A covers all areas within, and directly surrounding, the following town and district centres: Bletchley, Campbell Park, Fenny Stratford, Kingston, Newport Pagnell, Olney, Stony Stratford, Westcroft, Woburn Sands and Wolverton and CMK. Zone B covers all areas outside of the town centres ⁽⁶⁾ . | | | | | | |

6.3 Zone A reflects areas where there is good access to services and employment opportunities, meaning the need for a car is reduced. In addition to this, the analysis of the household survey data, undertaken for the Strategic Housing Market Assessment⁽⁷⁾, found that 30.6% of HiMO occupants either walked to work or travelled by public transport. It also found that 40% did not have access to a car compared to the average 19.2% of households in Milton Keynes. The majority of the households surveyed were located on the estates surrounding CMK.

6.4 At the same time there are distinct differences in the layout of estates in Milton Keynes. In terms of parking provision, the older estates closer to Central Milton Keynes (CMK) can generally accommodate an intensification of occupants due to their wide, long

and straight boulevards, often with central parking areas. Therefore, the additional parking requirements are more likely to be achievable in these areas.

Figure 6.1 Layout of older estate



6.5 Zone B reflects the general lack of services and employment opportunities. In these areas, residents are more likely to require a car in order to travel around Milton Keynes. These areas, therefore, have higher parking standards to reflect the increase in car ownership.

6.6 The need for a car and the higher parking requirements are exacerbated by the layout found in many of the newer estates. On those estates located further from CMK, the roads are often narrower than, and not as straight as, the older estates. This limits the capacity for on-street parking in such locations and off-street parking is often limited. This will mean that achieving the required standards in these areas will be more difficult.

6 Link to map of HiMO parking zones
http://www.miltonkeynes.gov.uk/transport/documents/Parking_Standards_Area_Zones_Zones_A_B.pdf

7 Link to a copy of the Strategic Housing Market Assessment:
<http://www.miltonkeynes.gov.uk/housing-strategy/DisplayArticle.asp?ID=67310>

Figure 6.2 Layout of newer estate

6.7 If an application for a HiMO is submitted with on-plot parking provision below the levels quoted in HiMO Parking Space Requirements, it will normally be refused. However, if the applicant can demonstrate, with relevant proof, that the shortfall can be satisfactorily accommodated within properly marked or laid out parking spaces in the highway fronting the site, consent may be granted.

6.8 It is recommended that the SPD makes no changes to the recently adopted parking standards for HiMOs, but provides greater guidance on when off plot parking may be acceptable. It should also reflect the different nature of streets located closer to CMK, as opposed to those on the edge of the city.

Picture 6.1 Limited parking capacity on newer estate

7 . Bin Storage and Drying Area

7 Bin Storage and Drying Area

7.1 Given that the average household size is currently 2.4 and is expected to decrease in Milton Keynes to 2.2 by 2026 ⁽⁸⁾, it is reasonable to assume that a 4, 5, 6+ bedroom HiMO is likely to generate more waste than a regular family dwelling.

7.2 Waste Services maintain a record of the number of s46 notices served. A s46 notice can be served by the Council where there are problems with waste either being left out at inappropriate times, or in inappropriate locations. The record of properties served with a s46 notice was cross referenced with the record of all known or suspected HiMOs. This cross referencing found that just 0.9% of all s46 notices were served against HiMOs.

Picture 7.1 Rubbish for collection outside HiMO



7.3 It is clear that the overall number of s46 notices served against HiMOs is not significantly higher than those served against non-HiMOs. As Figure 7.1 'Number of Section 46 notices per 100 properties' shows, the difference is marginal. However, it is worth considering that it is often difficult to establish which particular property is causing waste problems and so a s46 notice will often be served against a whole street in order to resolve the problem. When considered on this basis, 6% of all streets that received a s46 notice had HiMOs present. However, it must be stressed that these are cases where the cause of the problem has not been identified and may not have been related to a HiMO.

Figure 7.1 Number of Section 46 notices per 100 properties



7.4 Through experience, Waste Services Officers have found that, in addition to adequate space for bin storage, a suitable location for bin storage is equally important so as not to impinge on the amenity of HiMO occupants. Often, ground floor garages are converted to living accommodation, often bedrooms, in a HiMO. When waste is placed outside these windows, it can create smells that, in a non-HiMO, would not normally lead to problems, but when the room, formally a garage, is used as a bedroom, it can become an issue for the tenant.

7.5 The Local Plan already requires a minimum of 15m² of bin storage area and drying area to be provided as part of a conversion. The Waste DPD sets out more detailed requirements for non HiMO properties. It is recommended that these be adapted in the SPD to provide clearer standards for conversions to HiMOs, in order to ensure that adequate space for bin storage is provided in suitable locations.

8 Character and Concentration

Character

8.1 The character of an area is difficult to define objectively, and will often be just as much about how a place feels as about how it looks. These less tangible issues of how a place 'feels' are discussed more in the 'Concentration' section.

8.2 In terms of the physical appearance of an area and the impact of HiMOs, it is clear that some HiMOs can be poorly maintained. This can negatively impact on the character of an area, but, equally, site visits have shown that HiMOs can also be well maintained and make a positive impact on the visual character of an area.

8.3 In isolated cases there are visual signs that the property is a HiMO, the main visual signs observed by officers have been high numbers of satellite dishes on a single property; the appearance of windows (newspapers substituting as curtains for example); high levels of cars parked on roads and verges; and rubbish (including bulky items such as bed frames and mattresses) accumulating outside of properties.

8.4 It is considered that there is no evidence that HiMOs in general have a particular visual impact on the character of an area. There may be isolated properties where maintenance is poor, but from site visits, this was found to be just as prevalent in non-HiMO properties. This is largely due to the fact that there is often no physical alteration required to the external appearance of a building in order to convert to a HiMO.

Picture 8.1 Multiple satellite dishes on properties



Concentration

8.5 In assessing concentration, all known HiMOs, based on records kept in Planning and Housing, have been included (see 'How Many HiMOs?' section). HiMOs can have very local impacts; work has, therefore, been undertaken to look at concentrations of HiMOs at three different levels, with each level becoming more localised:

- grid square;
- within a 400m buffer;
- and within individual rows.

8.6 The data in Table 8.1 'Number and proportion of HiMOs in the grid squares with the highest concentrations' shows that the greatest concentration of HiMOs at a grid square level can be found in Conniburrow (6.2%) and Fishermead (5.5%). Fishermead has 92 known or suspected HiMOs, which equates to 16.8% of all known or suspected HiMOs in the Borough. Peartree Bridge (5.5%) and Oakhill (3.6%) also have relatively high concentrations. A full list of grid square concentrations is available in A 'HiMO Concentration Data'.

8 . Character and Concentration

Table 8.1 Number and proportion of HiMOs in the grid squares with the highest concentrations

| Estate | Total Housing Stock | Total HiMOs | HiMOs as % of stock | As % of all HiMOs |
|-----------------|---------------------|-------------|---------------------|-------------------|
| Conniburrow | 1321 | 82 | 6.2 | 15.0 |
| Fishermead | 1674 | 92 | 5.5 | 16.8 |
| Peartree Bridge | 420 | 23 | 5.5 | 4.2 |
| Oakhill | 247 | 9 | 3.6 | 1.6 |
| Tinkers Bridge | 411 | 10 | 2.4 | 1.8 |
| Pennyland | 407 | 9 | 2.2 | 1.6 |
| Oldbrook | 2160 | 47 | 2.2 | 8.6 |
| Eaglestone | 1053 | 22 | 2.1 | 4.0 |
| Bradwell Common | 1250 | 25 | 2.0 | 4.6 |
| Coffee Hall | 930 | 17 | 1.8 | 3.1 |
| CMK | 1861 | 29 | 1.6 | 5.3 |
| Giffard Park | 814 | 12 | 1.5 | 2.2 |
| Monkston Park | 624 | 9 | 1.4 | 1.6 |
| Medbourne | 407 | 5 | 1.2 | 0.9 |
| Grange Farm | 645 | 7 | 1.1 | 1.3 |

8.7 For the next level of concentration, assessment work was undertaken for Conniburrow and Fishermead only, as they contain the highest numbers of HiMOs. A buffer of 400m diameter was drawn around each of the HiMOs that was most central in a row, for all roads containing HiMOs, in the two estates. The 400m buffer was used because this distance typically represents the maximum accepted walking distance to a bus stop, and was therefore considered to represent a reasonable sized buffer.

8.8 The results of the mapping showed that the highest buffer concentration in Conniburrow is 16.9% and the figure for Fishermead is 10.3%, with the average percentage of HiMOs in a buffer being 7.8% in Conniburrow and 6.2% in Fishermead.

8 . Character and Concentration

Table 8.2 Proportion of properties in HiMO use within a 400 meter buffer

| Conniburrow | | Fishermead | |
|-----------------------|-------------------|----------------------|-------------------|
| Street Name | % HiMOs in Buffer | Street Name | % HiMOs in Buffer |
| Coltsfoot Place | 16.9% | Fishermead Boulevard | 10.3% |
| Cleavers Avenue | 16.3% | Helford Place | 9.4% |
| Cleavers Avenue | 14.4% | Penryn Avenue | 9.1% |
| Coltsfoot Place | 13.7% | Fishermead Boulevard | 8.9% |
| Coltsfoot Place | 12.9% | Porthleven Place | 8.7% |
| Carlina Place | 12.0% | Penryn Avenue | 7.9% |
| Conniburrow Boulevard | 11.2% | Porthleven Place | 7.7% |
| Cleavers Avenue | 10.5% | Veryan Place | 7.7% |
| Carlina Place | 10.1% | Tolcarne Avenue | 7.6% |
| Cranesbill Place | 8.4% | Towan Avenue | 7.6% |

Note: the percentages shown apply to each HiMO most central in a row of 12, there are several street names which occur in the list multiple times because they are long streets consisting of many blocks of terraced rows of 12 properties.

8.9 When calculating the concentration of HiMOs in a row, only those rows containing six or more houses were included. Rows containing no HiMOs have not been included in the study. The highest row concentration for Conniburrow is 35.7% and for

Fishermead is 57.1%. The average percentage of HiMOs in a row is 17.9% in Conniburrow and 16.4% in Fishermead (it must be noted that this does not include rows containing no HiMOs, which would reduce the average figure considerably).

Table 8.3 Proportion of HiMOs in a row

| Conniburrow | | Fishermead | |
|-----------------|----------------|------------------|----------------|
| Street Name | % HiMOs in row | Street Name | % HiMOs in row |
| Cleavers Avenue | 35.7% | Tolcarne Avenue | 57.1% |
| Ramsons Avenue | 33.3% | Bossiney Place | 41.7% |
| Bramble Avenue | 33.3% | Porthleven Place | 33.3% |
| Cleavers Avenue | 28.6% | Towan Avenue | 33.3% |
| Cleavers Avenue | 25.0% | Helford Place | 25.0% |
| Majoram Place | 25.0% | Porthleven Place | 25.0% |
| Stonecrop Place | 25.0% | Penryn Avenue | 25.0% |

8 . Character and Concentration

| Conniburrow | | Fishermead | |
|-----------------|----------------|------------------|----------------|
| Street Name | % HiMOs in row | Street Name | % HiMOs in row |
| Marigold Place | 25.0% | Tolcarne Avenue | 25.0% |
| Speedwell Place | 22.2% | Porthleven Place | 25.0% |
| Coltsfoot Place | 16.7% | Towan Avenue | 25.0% |

8.10 These figures show the varying levels of concentrations. It is apparent that the issues are very localised, rather than being at a grid square level. Conniburrow and Fishermead contain the highest numbers and proportions of HiMOs. However, there are other grid squares that contain localised concentrations of HiMOs, often concentrated in one or two streets. Some of the grid squares which contain pockets of HiMOs include: Peartree Bridge, Loughton, Shenley Church End, Oakhill, Grange Farm and Monkston Park. Properties in these grid squares which tend to be used as HiMOs are often very large properties that clearly lend themselves to this kind of use. It would indicate that any approach aimed at preventing concentrations needs to focus at a local level.

8.11 Having established the concentrations of HiMOs in Milton Keynes, it is important to consider what the impacts are and what action is required.

Impacts of High Concentrations

8.12 High concentrations of HiMOs will lead to a cumulative impact in terms of the issues already discussed, such as increased noise, increased waste and greater pressure for parking. These issues are the more obvious effects of concentrations of HiMOs. However, there are also less tangible effects arising from an over concentration of one particular housing type or tenure, in this case HiMOs.

8.13 One such less obvious or less tangible effect is on the provision of local services and facilities. For example, in some towns where HiMOs can be the primary use of housing stock, there are examples of shops and pubs closing over the summer, or nurseries closing permanently due to high numbers of students and few families with young children. In preparing this paper, no similar such impacts have been found in MK at the grid square level, where such impacts would be

expected to manifest themselves. Those more serious impacts generally apply in university towns with high student populations.

8.14 Consideration has also been given to the impact of concentrations of HiMOs on schools. This can be argued both ways, firstly that HiMO occupants have children, but due to their transient nature it means a high turnover of children in schools, or secondly that there are few children in HiMOs, meaning school places are not filled. Within the 546 properties currently considered as a HiMO, or potential HiMO, there is a total of just 13 children. These figures are supported by the analysis of the SHMA household survey which indicates that only 2.2% of HiMOs had dependent children living within them. Clearly, with such low numbers of children, the transient nature of HiMO occupants is unlikely to significantly impact on school provision. Also, the low concentration of HiMOs at a grid square level would make it difficult to attribute falling roll numbers to HiMOs.

8.15 Of more relevance to Milton Keynes is the impact on creating mixed communities. Aside from waste, noise, parking and service provision, this potential to create an imbalance in the local community requires further consideration.

Mixed communities

8.16 PPS 3 is clear in its aim to deliver mixed, sustainable communities. One of PPS 3's strategic housing policy objectives is to "create sustainable, inclusive, mixed communities in all areas, both urban and rural". Paragraph 20 goes on to state that "key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people". Creating mixed communities is also reflected in Policy CS10 of the Core Strategy.

8.17 An over concentration of any one particular type of housing or household would not contribute towards the aim of creating mixed communities. In order to understand how areas could be affected, it is important to understand who occupies HiMOs.

8.18 The evidence indicates that the majority of HiMOs in Milton Keynes are being occupied by young working households. Very few HiMOs in Milton Keynes contain children; HiMOs are generally occupied by multiple unrelated adults between the ages 21-30 years old. Over 80% of occupants are employed, but generally it is in lower paid occupations with the majority of adults earning between £12,000 and £24,000 per annum (although 42% earn less than £12,000 per annum).

8.19 HiMO occupants are perceived as being more transient than other residents within a community. In Milton Keynes, the evidence shows that HiMO occupants are more transient than average, with two thirds (66%) occupying a property for less than 12 months. This compares to the Borough wide average of just 13% who had occupied a property for a period of less than 12 months.

8.20 This transient nature can lead to wider effects on the character of an area and can give rise to a lack of community integration and cohesion leading to less commitment to maintaining the quality of the local environment.

8.21 The figures below show that just under 40% of HiMO occupants reported that they had moved from outside MK to their current accommodation, with 7.5% having moved from abroad. It is worth noting that all respondents who indicated a desire to move, wanted to stay within Milton Keynes. So, although occupants may be transient between properties, Milton Keynes remains their chosen place of residence.

8.22 It is clear that HiMOs are an essential part of the housing stock for Milton Keynes. At a time when house prices have been rising, pushing owner occupation out of the affordability range of many current non-owners, sharing a dwelling with other similar households represents a rational response to market conditions. HiMOs in Milton Keynes appear to be fulfilling a vital role in the Borough, providing accommodation for young workers in low income jobs who would otherwise struggle to afford to live in the area. Any attempt to control their location must always consider that HiMOs are a necessity and should not attempt to

restrict the overall numbers. In some locations HiMOs will contribute positively towards creating mixed communities. Whatever approach the Council takes, it is essential to remember that HiMOs play a vital part in providing an affordable form of housing.

8.23 The existing Local Plan Policy H10 does not define exactly what would constitute an unacceptable concentration within an area, or what an 'area' is defined as. It is recommended, therefore, that additional guidance is developed for inclusion in the SPD.

The need for HiMOs

8.24 The Strategic Housing Market Assessment identifies a need for approximately 20% of all new homes built each year to be 1 bedroom properties (see Table 8.4 'Proportion of new build homes required by number of bedrooms').

Table 8.4 Proportion of new build homes required by number of bedrooms

| 1 Bed | 2 Bed | 3 Bed | 4 Bed | 5 Bed |
|-------|-------|-------|-------|-------|
| 20% | 56% | 11% | 9% | 4% |

8.25 Clearly there is a need for smaller properties in Milton Keynes. The unmet need for housing and affordability issues (discussed in paragraph 8.22) are essentially the driver behind HiMO occupancy. There is a need to balance the clear need for this type of shared accommodation with the need to maintain balanced and mixed communities. This need for HiMOs should be acknowledged and taken into account when setting any threshold, so as not to restrict the overall supply of HiMOs.

Examples of other policies

8.26 Most HiMO policies identify and address similar issues to those covered in this evidence paper. These issues include parking, noise, waste and area character. With regards to the issue of concentration, a range of different approaches and thresholds are in place in other local authority areas.

8.27 North Lincolnshire have introduced a policy whereby an unacceptable concentration, which would result in the refusal of an application for a change of use to HiMO, is reached when a ratio of 1 in 3 is exceeded within a row of properties (excluding the

8 . Character and Concentration

end properties). In addition, permission will be refused for any application which results in the "sandwiching" of a property, i.e. a property would become abutted by HiMOs on both of its side boundaries.

8.28 Norwich's HiMO SPD states that it considers that the character of an area, which is substantially in single family or household occupation, is considered to have been affected when the proposed development would take the proportion of multiple occupied or mixed use properties above 10% of the immediate street frontage⁽⁹⁾. However, this is not a black and white cut off point. The SPD states that in such circumstances, the character of the area must be assessed to determine whether it may be detrimentally affected by the proposal by the reason of the factors in the Local Plan policy criteria (including: the suitability of the site; provision of open space, bin storage, cycle storage and drying areas; and the density of bedspaces within the property).

8.29 A number of authorities have taken an approach more similar to the existing Milton Keynes Local Plan Policy H10, whereby each application is considered on an individual basis against a list of criteria, including the requirement that the change of use would not harm the character of the area. These policies do not set a concentration threshold, but rely on the Case Officer to judge each application on its own merit. A number of policies recognise that some locations are better suited to HiMOs than others, such as the city or town centre, or those areas well served by public transport.

8.30 Manchester City Council have introduced a city wide Article 4 Direction with 12 months notice in order to retain control over the development of HiMOs. The Council's justification for introducing the Article 4 Direction is that a loss of control would harm the sustainability of neighbourhoods over the long term, which it states constitutes 'damage (to) an interest of acknowledged importance'. The emerging policy that will support the determination of HiMO planning applications, when the Article 4 direction comes into force, states that change of use from C3, a dwelling house, to C4, HiMO, will not be permitted where over 20% of the properties within a 100m radius of the application site are a HiMO of some kind (including student houses).

8.31 Portsmouth are in the process of introducing a policy which will prevent the conversion of properties to HiMOs where more than 10% of the properties in the area adjacent to the application property are currently in Use Class C4, or are in another sui generis HiMO use. The area adjacent to the application property is defined as:

- street frontage lying within 100 metres either side of the application property;
- on the opposite side of the street - the property immediately opposite the application property and street frontage lying within 100 metres either side of this property;
- street frontage on either side of any adjacent street, where this frontage lies within 100 metres of the application property

8.32 The 10% threshold set by Portsmouth City Council is based on the National HiMO Lobby figure which is considered to be the 'tipping point' at which a community will become unbalanced, largely based on the impacts of associated demographic change when HiMOs exceed 10% of properties.

8.33 The old Milton Keynes Local Plan included a threshold of no more than 1 HiMO in 4 properties within a row. Essentially, this would provide a threshold of 25% for any given row of properties.

Developing an MK Approach

8.34 Having considered all of the above, it is necessary to try and identify an approach for determining planning applications. This involves two key steps. Firstly, the 'area' to which any concentration limit should apply must be established. Secondly, a point at which additional HiMOs would not be acceptable should be identified, essentially setting a threshold.

Defining the area

8.35 In terms of the area to which a policy should apply, there are different approaches that have been considered. Firstly the area could have been defined on a case by case basis with a judgement made as to the likely area of impact relevant to each application. This is how the current Local Plan Policy H10 operates. While this approach offers flexibility, this same flexibility

9 Immediate street frontage is classed as one side of the street between nearby main road junctions or other uses such as an open space or a retail area

introduces uncertainty as to how an area is actually determined, and leads to inconsistency in decision making. It was, therefore, considered more reasonable to set a standard 'buffer' around the application property, giving a clearer indication of concentrations. This will aid applicants in identifying suitable properties, and will improve the consistency of decision making in determining applications.

8.36 In considering the approach to buffers, the practicality of applying any approach at the planning application stage has also had to be considered. For example, Super Output Areas (SOAs) were considered as one possible option, but this had the potential to give rise to situations where properties potentially affected by a change of use could fall outside the SOA (meaning it would not be included in an assessment of concentration). Also, SOAs are not readily identifiable and may not be easily understood by applicants looking for suitable HiMO locations. Therefore, a simpler, measured buffer, approach was considered to be more transparent, easier to understand and more simple to apply.

8.37 Initially, a buffer diameter of 400m was chosen for the analysis of concentrations because this is a figure that is widely used in planning and transport as a reasonable walking distance and was considered a suitable starting point for identifying neighbourhood areas. However, the evidence gathered has shown that the impacts of HiMOs in Milton Keynes are primarily

very local. Therefore, when looking further into an appropriate way in which to measure concentration when determining planning applications, it was considered that 400m was an inappropriately large area within which many of the properties would not be affected by the proposed change of use.

8.38 As a result, a range of different sized buffers were tested in a number of residential areas, to establish which would be the most appropriate size to use when assessing concentration levels in the vicinity of a property where a change of use to a House in Multiple Occupation is proposed.

8.39 A buffer of one size was more appropriate to one area than another, and bigger or smaller buffer sizes were more appropriate to other areas, depending on the layout and density of that area. After assessing the varying buffer sizes, it is considered that the most appropriate buffer size to apply to all areas is a 100m diameter buffer. This ensures that all neighbouring properties are included within the buffer, even in low density areas. It also ensures that an excessive number of properties, that would be unaffected by the proposed change of use, are not included within the buffer. It is considered that a 100m buffer is sufficient enough to ensure that the method of assessing the concentration of HiMOs would help to maintain a balanced community. Figures 8.1 to 8.4 show a few of the buffer sizes that were tested.

8 . Character and Concentration

Figure 8.1 20 Metre Buffer



Figure 8.2 60 Metre Buffer

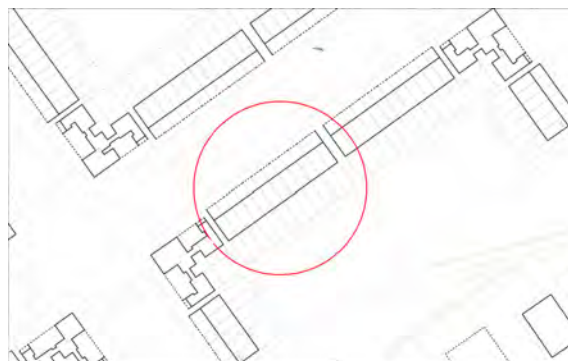


Figure 8.3 100 Metre Buffer

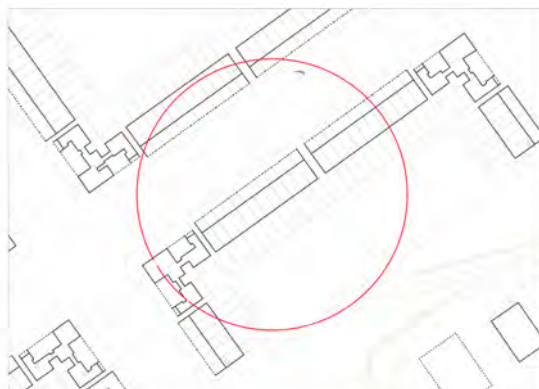


Figure 8.4 120 Metre Buffer



Setting a threshold

8.40 In setting any threshold, consideration must be given to how to count flats within an area. It is acknowledged that flats are often one bedroom properties and can, therefore, be inhabited by single occupants, similar to HiMOs. However, it is considered inappropriate to include flats within the HiMO grouping for the reasons set out below.

8.41 The Council has no evidence of the number of occupants in flats. A single bed property can accommodate more than one person; families can and do live in flats. Limiting HiMOs due to the impact on balanced communities, including flats where couples and families live, would run counter to such an approach. In Milton Keynes, 39% of flats are occupied by one individual and 4% by groups of individuals (which is likely to represent bedsit accommodation). Therefore, a total of 43% of flats are likely to be

occupied by single people. This means that the remaining 57% are occupied by couples or families. In addition, a flat will not experience the same issues as a HiMO; they will have been built to accommodate the respective lifestyle and will have met the relevant planning policies at the time of construction, such as parking standards or requirements for bin storage. Issues relating to HiMOs arise through conversion of a property built for families, to one for use by multiple independent people. It is, therefore, inappropriate to include flats in HiMO concentration calculations, other than to include them as part of the wider housing stock.

8.42 Tables 8.5, 8.6 and 8.7 show the number of properties, the number of HiMOs and the percentages of HiMOs in Conniburrow, Fishermead and three of the outer estates . Figures 8.5 to 8.10 provide a visual representation of a range of HiMO concentrations within a 100m diameter buffer.

8 . Character and Concentration

Table 8.5 100m in Conniburrow

| Street name | Number of HiMOs | Total number of properties including flats | Total number of properties discounting flats | Percentage HiMOs (including flats) | Percentage HiMOs (discounting flats) |
|-----------------|-----------------|--|--|------------------------------------|--------------------------------------|
| Cleavers Avenue | 9 | 36 | 27 | 25% | 33.3% |
| Ramsons Avenue | 5 | 41 | 31 | 12.2% | 16.1% |
| Bramble Avenue | 4 | 39 | 33 | 10.3% | 12.1% |
| Cleavers Avenue | 12 | 42 | 33 | 28.6% | 36.4% |
| Cleavers Avenue | 6 | 35 | 26 | 17.1% | 23.1% |
| Majoram Place | 9 | 41 | 32 | 22.0% | 28.1% |
| Stonecrop Place | 5 | 48 | 28 | 10.4% | 17.9% |
| Marigold Place | 3 | 39 | 19 | 7.7% | 15.8% |
| Speedwell Place | 3 | 46 | 26 | 6.5% | 11.5% |
| Coltsfoot Place | 4 | 27 | 18 | 14.8% | 22.2% |

Table 8.6 100m buffers in Fishermead

| Street name | Number of HiMOs | Total number of properties including flats | Total number of properties discounting flats | Percentage HiMOs (including flats) | Percentage HiMOs (discounting flats) |
|------------------|-----------------|--|--|------------------------------------|--------------------------------------|
| Tolcarne Avenue | 4 | 25 | 15 | 16.0% | 26.7% |
| Bossiney Place | 5 | 46 | 12 | 10.9% | 41.7% |
| Porthleven Place | 4 | 42 | 30 | 9.5% | 13.3% |
| Towan Avenue | 7 | 33 | 27 | 21.2% | 25.9% |
| Helford Place | 3 | 45 | 26 | 6.7% | 11.6% |
| Porthleven Place | 3 | 35 | 27 | 8.6% | 11.1% |
| Penryn Avenue | 4 | 38 | 28 | 10.5% | 14.3% |
| Tolcarne Avenue | 3 | 27 | 20 | 11.1% | 15.0% |
| Porthleven Place | 4 | 45 | 33 | 8.9% | 12.1% |
| Towan Avenue | 10 | 38 | 28 | 26.3% | 35.7% |

8 . Character and Concentration

Table 8.7 100m buffers in outer estates

| Area name | Number of HiMOs | Total number of properties including flats | Total number of properties discounting flats | Percentage HiMOs (including flats) | Percentage HiMOs (discounting flats) |
|-------------|-----------------|--|--|------------------------------------|--------------------------------------|
| Oakhill | 4 | 14 | 14 | 28.6% | 28.6% |
| Grange Farm | 3 | 17 | 17 | 17.7% | 17.7% |
| Broughton | 5 | 34 | 34 | 14.7% | 14.7% |

100 metre buffer concentrations

Figure 8.5 5% buffer concentration

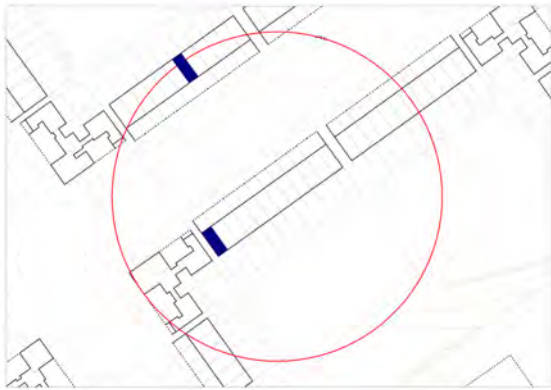


Figure 8.6 10% buffer concentration

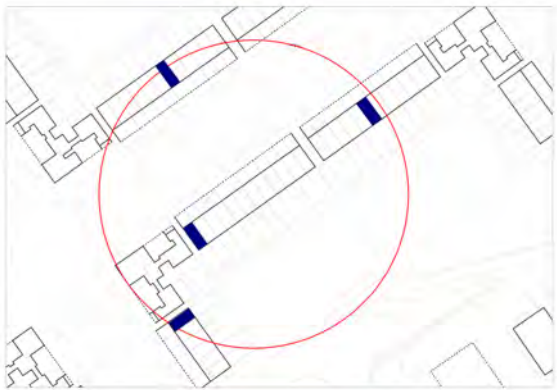


Figure 8.7 15% buffer concentration

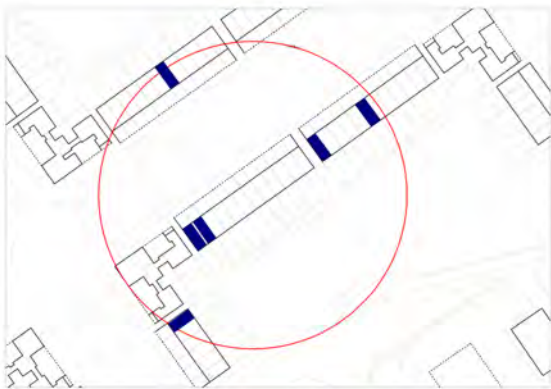


Figure 8.8 20% buffer concentration

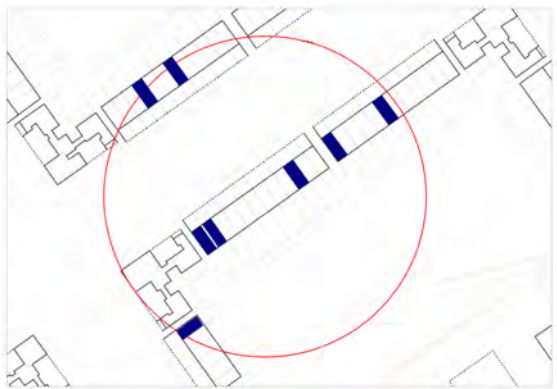


Figure 8.9 25% buffer concentration

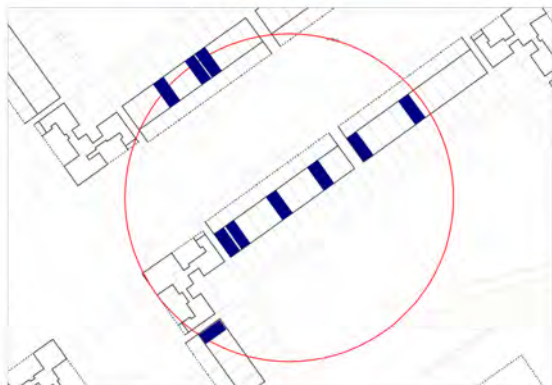
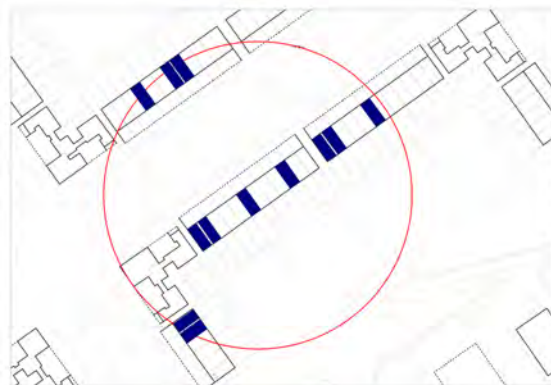


Figure 8.10 30% buffer concentration



Recommended Threshold

8.43 It is considered that there is no one particular method for calculating a certain percentage beyond which an additional HiMO would be an over concentration. It is, therefore, a matter of making a judgement based on the evidence available, and balancing the need against possible impacts to identify what would constitute a reasonable threshold.

8.44 On this basis, and taking into account the work undertaken to date, it is recommended that a threshold of 20% be introduced as the point at which an over concentration is likely to be considered to have occurred, and that this be included in the SPD to provide additional guidance for the implementation of Policy H10 and CS10. It will still be necessary for an officer to make a judgement, but below this figure is more likely to be deemed acceptable, whilst exceeding this figure is likely to be considered an over concentration and therefore unacceptable.

8.45 The 20% threshold will need to be monitored to assess its effectiveness, but it will prevent an over concentration within the buffer zone. However, given the lack of a definitive sign of change at which point an over concentration can be deemed to have

occurred, it is considered appropriate to also use another method of preventing an over concentration: sandwiching.

Sandwiching

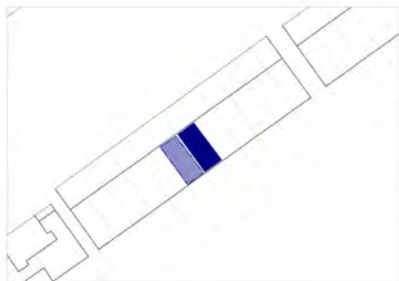
8.46 The analysis of buffers and rows also highlights that in some areas within a given buffer, the overall percentage may be reasonable, but if these are all concentrated in a particular street or a continuous frontage, then the impacts can be disproportionate to surrounding properties.

8.47 In addition to the buffer tool which will help to prevent the over concentration of HiMOs within an area, it is also considered appropriate to apply a "no-sandwiching" approach. This would be similar to the approach introduced in North East Lincolnshire, whereby permission for a proposed HiMO that would result in a property being "sandwiched" between two HiMOs would be refused. This approach would prevent an over concentration at the most localised level where the main impacts of multiple occupancy can be felt. Figure 8.11 provides a visual representation showing how the no-sandwiching approach would work.

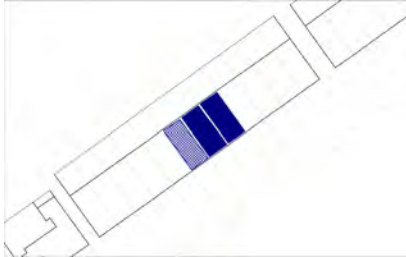
8 . Character and Concentration

Figure 8.11 Sandwiching

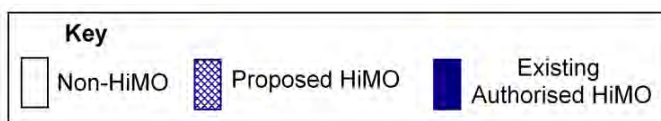
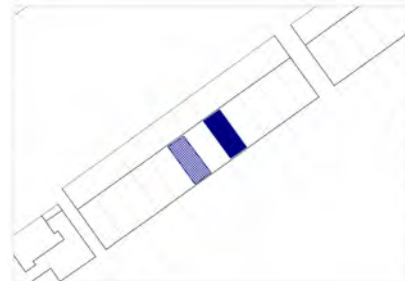
This proposed HiMO would not result in "sandwiching", so it would be considered acceptable



This proposed HiMO would result in "sandwiching" of a HiMO, so it would be considered unacceptable



This proposed HiMO would result in "sandwiching" of a non-HiMO, so it would be considered unacceptable



A HiMO Concentration Data

Table A.1 Number and percentage of HiMOs by estate

| Estate | Total Stock | HiMOs | HiMOs as % of stock | As % of all HiMOs |
|--------------------------|-------------|-------|---------------------|-------------------|
| Conniburrow | 1321 | 82 | 6.2 | 15.0 |
| Fishermead | 1674 | 92 | 5.5 | 16.8 |
| Peartree Bridge | 420 | 23 | 5.5 | 4.2 |
| Oakhill | 247 | 9 | 3.6 | 1.6 |
| Tinkers Bridge | 411 | 10 | 2.4 | 1.8 |
| Pennyland | 407 | 9 | 2.2 | 1.6 |
| Oldbrook | 2160 | 47 | 2.2 | 8.6 |
| Eaglestone | 1053 | 22 | 2.1 | 4.0 |
| Bradwell Common | 1250 | 25 | 2.0 | 4.6 |
| Coffee Hall | 930 | 17 | 1.8 | 3.1 |
| CMK | 1861 | 29 | 1.6 | 5.3 |
| Giffard Park | 814 | 12 | 1.5 | 2.2 |
| Monkston Park | 624 | 9 | 1.4 | 1.6 |
| Medbourne | 407 | 5 | 1.2 | 0.9 |
| Grange Farm | 645 | 7 | 1.1 | 1.3 |
| WillenPark | 570 | 5 | 0.9 | 0.9 |
| Broughton/Broughton Gate | 1378 | 12 | 0.9 | 2.2 |
| Netherfield | 1228 | 9 | 0.7 | 1.6 |
| Downs Barn | 963 | 7 | 0.7 | 1.3 |
| Fuller Slade | 607 | 4 | 0.7 | 0.7 |
| Campbell Park | 335 | 2 | 0.6 | 0.4 |
| Shenley Church End | 1489 | 8 | 0.5 | 1.5 |
| New Bradwell | 1338 | 7 | 0.5 | 1.3 |
| Neath Hill | 766 | 4 | 0.5 | 0.7 |
| Loughton | 1221 | 5 | 0.4 | 0.9 |

A . HiMO Concentration Data

| Estate | Total Stock | HiMOs | HiMOs as % of stock | As % of all HiMOs |
|-----------------------|-------------|-------|---------------------|-------------------|
| Downhead Park | 641 | 2 | 0.3 | 0.4 |
| Springfield | 962 | 3 | 0.3 | 0.5 |
| Stacey Bushes | 646 | 2 | 0.3 | 0.4 |
| Milton Keynes Village | 976 | 3 | 0.3 | 0.5 |
| Bradville | 1664 | 5 | 0.3 | 0.9 |
| Westcroft | 1006 | 3 | 0.3 | 0.5 |
| Wolverton | 2819 | 8 | 0.3 | 1.5 |
| Heelands | 1439 | 4 | 0.3 | 0.7 |
| Stantonbury | 1464 | 4 | 0.3 | 0.7 |
| Woburn Sands | 1219 | 3 | 0.2 | 0.5 |
| Shenley Lodge | 1318 | 3 | 0.2 | 0.5 |
| Kingsmead | 462 | 1 | 0.2 | 0.2 |
| Monkston | 1437 | 3 | 0.2 | 0.5 |
| Bancroft | 546 | 1 | 0.2 | 0.2 |
| Bletchley | 15587 | 27 | 0.2 | 4.9 |
| Browns Wood | 587 | 1 | 0.2 | 0.2 |
| Great Holm | 1220 | 2 | 0.2 | 0.4 |
| OxleyPark | 715 | 1 | 0.1 | 0.2 |
| Beanhill | 813 | 1 | 0.1 | 0.2 |
| Wavendon Gate | 956 | 1 | 0.1 | 0.2 |
| Shenley Brook End | 1221 | 1 | 0.1 | 0.2 |
| Two Mile Ash | 1819 | 1 | 0.1 | 0.2 |
| Furzton | 2386 | 1 | 0.0 | 0.2 |
| Stony Stratford | 2773 | 1 | 0.0 | 0.2 |
| Olney | 2823 | 1 | 0.0 | 0.2 |
| Newport Pagnell | 6349 | 2 | 0.0 | 0.4 |
| Ashland | 172 | | 0.0 | 0.0 |

A . HiMO Concentration Data

| Estate | Total Stock | HiMOs | HiMOs as % of stock | As % of all HiMOs |
|----------------|-------------|-------|---------------------|-------------------|
| Aswood | 75 | | 0.0 | 0.0 |
| Blakelands | 387 | | 0.0 | 0.0 |
| Blue Bridge | 277 | | 0.0 | 0.0 |
| Bolbeck Park | 390 | | 0.0 | 0.0 |
| Bow Brickhill | 238 | | 0.0 | 0.0 |
| Bradwell | 1218 | | 0.0 | 0.0 |
| Bradwell Abbey | 2 | | 0.0 | 0.0 |
| Brinklow | 0 | | 0 | 0.0 |
| Brooklands | 0 | | 0 | 0.0 |
| Caldecotte | 594 | | 0.0 | 0.0 |
| Calverton | 104 | | 0.0 | 0.0 |
| Castlethorpe | 445 | | 0.0 | 0.0 |
| Chicheley | 52 | | 0.0 | 0.0 |
| Clifton Reynes | 62 | | 0.0 | 0.0 |
| Cold Brayfield | 43 | | 0.0 | 0.0 |
| Crownhill | 1057 | | 0.0 | 0.0 |
| Emberton | 272 | | 0.0 | 0.0 |
| Emerson Valley | 2072 | | 0.0 | 0.0 |
| Gayhurst | 58 | | 0.0 | 0.0 |
| Great Linford | 1539 | | 0.0 | 0.0 |
| Greenleys | 847 | | 0.0 | 0.0 |
| Hanslope | 1015 | | 0.0 | 0.0 |
| Hardmead | 30 | | 0.0 | 0.0 |
| Haversham | 335 | | 0.0 | 0.0 |
| Hodge Lea | 523 | | 0.0 | 0.0 |
| Kents Hill | 1041 | | 0.0 | 0.0 |
| Kiln Farm | 1 | | 0.0 | 0.0 |

A . HiMO Concentration Data

| Estate | Total Stock | HiMOs | HiMOs as % of stock | As % of all HiMOs |
|------------------------|-------------|-------|---------------------|-------------------|
| Lathbury | 50 | | 0.0 | 0.0 |
| Lavendon | 543 | | 0.0 | 0.0 |
| Leadenhall | 427 | | 0.0 | 0.0 |
| Little Brickhill | 177 | | 0.0 | 0.0 |
| Loughton Lodge | 36 | | 0.0 | 0.0 |
| Moulsoe | 102 | | 0.0 | 0.0 |
| Newton Blossomville | 98 | | 0.0 | 0.0 |
| North Crawley | 323 | | 0.0 | 0.0 |
| Oakgrove | 0 | | 0 | 0.0 |
| Old Farm Park | 814 | | 0.0 | 0.0 |
| Ravenstone | 95 | | 0.0 | 0.0 |
| Redhouse Park | 53 | | 0.0 | 0.0 |
| Sherington | 388 | | 0.0 | 0.0 |
| Simpson | 315 | | 0.0 | 0.0 |
| Stoke Goldington | 262 | | 0.0 | 0.0 |
| Tattenhoe | 1453 | | 0.0 | 0.0 |
| TattenhoePark | 0 | | 0 | 0.0 |
| Tongwell | 0 | | 0 | 0.0 |
| Tyringham and Filgrave | 102 | | 0.0 | 0.0 |
| Walnut Tree | 1742 | | 0.0 | 0.0 |
| Walton | 258 | | 0.0 | 0.0 |
| Warrington | 14 | | 0.0 | 0.0 |
| Wavendon | 357 | | 0.0 | 0.0 |
| WEA/Calverton Parish | 0 | | 0 | 0.0 |
| WEA/SCE Parish | 0 | | 0 | 0.0 |
| West Ashland | 0 | | 0 | 0.0 |
| Weston Underwood | 104 | | 0.0 | 0.0 |

A . HiMO Concentration Data

| Estate | Total Stock | HiMOs | HiMOs as % of stock | As % of all HiMOs |
|-----------------------|-------------|-------|---------------------|-------------------|
| Willen | 608 | | 0.0 | 0.0 |
| Wolveton Mill | 142 | | 0.0 | 0.0 |
| Woolstone | 354 | | 0.0 | 0.0 |
| Woughton on the Green | 242 | | 0.0 | 0.0 |
| WoughtonPark | 74 | | 0.0 | 0.0 |
| Wymbush | 0 | | 0 | 0.0 |

Table A.2 Percentage HiMO concentration within a 400 metre buffer

| Conniburrow | | Fishermead | |
|-----------------------|-------------------|----------------------|-------------------|
| | % HiMOs in Buffer | | % HiMOs in Buffer |
| Coltsfoot Place | 16.9% | Fishermead Boulevard | 10.3% |
| Cleavers Avenue | 16.3% | Helford Place | 9.4% |
| Cleavers Avenue | 14.4% | Penryn Avenue | 9.1% |
| Coltsfoot Place | 13.7% | Fishermead Boulevard | 8.9% |
| Coltsfoot Place | 12.9% | Porthleven Place | 8.7% |
| Carlina Place | 12.0% | Penryn Avenue | 7.9% |
| Conniburrow Boulevard | 11.2% | Porthleven Place | 7.7% |
| Cleavers Avenue | 10.5% | Veryan Place | 7.7% |
| Carlina Place | 10.1% | Tolcarne Avenue | 7.6% |
| Cranesbill Place | 8.4% | Towan Avenue | 7.6% |
| Conniburrow Boulevard | 7.8% | Gurnards Avenue | 7.6% |
| Stonecrop Place | 7.7% | Tolcarne Avenue | 7.5% |
| Ramsons Avenue | 7.6% | Gurnards Avenue | 7.5% |
| Majoram Place | 6.8% | Fishermead Boulevard | 7.4% |
| Majoram Place | 6.8% | Perran Avenue | 7.3% |
| Conniburrow Boulevard | 6.5% | Fishermead Boulevard | 7.0% |
| Cranesbill Place | 6.5% | Porthleven Place | 7.0% |

A . HiMO Concentration Data

| Conniburrow | | Fishermead | |
|-----------------------|-------------------|----------------------|-------------------|
| | % HiMOs in Buffer | | % HiMOs in Buffer |
| Stonecrop Place | 6.4% | Tolcarne Avenue | 7.0% |
| Conniburrow Boulevard | 6.4% | Porthleven Place | 6.9% |
| Bramble Avenue | 6.4% | Mullion Place | 6.6% |
| Ramsons Avenue | 6.3% | Polruan Place | 6.6% |
| Cranesbill Place | 6.3% | Tolcarne Avenue | 6.6% |
| Speedwell Place | 6.2% | Fishermead Boulevard | 6.6% |
| Conniburrow Boulevard | 6.0% | Mullion Place | 6.5% |
| Ramsons Avenue | 6.0% | Porthleven Place | 6.5% |
| Byrony Place | 5.9% | Towan Avenue | 6.4% |
| Stonecrop Place | 5.9% | Polruan Place | 6.2% |
| Bramble Avenue | 5.8% | Towan Avenue | 6.0% |
| Marigold Place | 5.8% | Vellan Avenue | 6.0% |
| Stonecrop Place | 5.6% | Tolcarne Avenue | 6.0% |
| Ramsons Avenue | 5.6% | Mullion Place | 6.0% |
| Speedwell Place | 5.6% | Perran Avenue | 6.0% |
| Conniburrow Boulevard | 5.5% | Gurnards Avenue | 6.0% |
| Speedwell Place | 5.5% | Tolcarne Avenue | 6.0% |
| Ramsons Avenue | 5.0% | Penryn Avenue | 5.9% |
| Woodruff Avenue | 4.7% | Towan Avenue | 5.8% |
| Yarrow Place | 4.4% | Porthleven Place | 5.8% |
| Yarrow Place | 3.4% | Gurnards Avenue | 5.7% |
| | | Towan Avenue | 5.7% |
| | | Pencarrow Place | 5.6% |
| | | Towan Avenue | 5.2% |
| | | Veryan Place | 5.1% |
| | | Gurnards Avenue | 5.0% |

A . HiMO Concentration Data

| Conniburrow | | Fishermead | |
|-------------|-------------------|----------------------|-------------------|
| | % HiMOs in Buffer | | % HiMOs in Buffer |
| | | Polruan Place | 4.8% |
| | | Gurnards Avenue | 4.8% |
| | | Penryn Avenue | 4.6% |
| | | Polruan Place | 4.3% |
| | | Talland Avenue | 3.9% |
| | | Bossiney Place | 3.8% |
| | | Pengelly Court | 3.8% |
| | | Fishermead Boulevard | 3.7% |
| | | Bossiney Place | 3.3% |
| | | Padstow Avenue | 2.9% |
| | | Gurnards Avenue | 2.7% |

Table A.3 Percentage HiMO concentration within a row

| Conniburrow | | Fishermead | |
|-----------------|--|------------------|--|
| | % HiMOs in row (not calculated for rows of less than 6) | | % HiMOs in row (not calculated for rows of less than 6) |
| Cleavers Avenue | 35.7% | Tolcarne Avenue | 57.1% |
| Ramsons Avenue | 33.3% | Bossiney Place | 41.7% |
| Bramble Avenue | 33.3% | Porthleven Place | 33.3% |
| Cleavers Avenue | 28.6% | Towan Avenue | 33.3% |
| Cleavers Avenue | 25.0% | Helford Place | 25.0% |
| Majoram Place | 25.0% | Porthleven Place | 25.0% |
| Stonecrop Place | 25.0% | Penryn Avenue | 25.0% |
| Marigold Place | 25.0% | Tolcarne Avenue | 25.0% |
| Speedwell Place | 22.2% | Porthleven Place | 25.0% |
| Coltsfoot Place | 16.7% | Towan Avenue | 25.0% |

A . HiMO Concentration Data

| Conniburrow | | Fishermead | |
|-----------------------|--|----------------------|--|
| | % HiMOs in row (not calculated for rows of less than 6) | | % HiMOs in row (not calculated for rows of less than 6) |
| Conniburrow Boulevard | 16.7% | Fishermead Boulevard | 16.7% |
| Conniburrow Boulevard | 16.7% | Veryan Place | 16.7% |
| Stonecrop Place | 16.7% | Fishermead Boulevard | 16.7% |
| Ramsons Avenue | 16.7% | Fishermead Boulevard | 16.7% |
| Yarrow Place | 16.7% | Mullion Place | 16.7% |
| Coltsfoot Place | 10.0% | Polruan Place | 16.7% |
| Conniburrow Boulevard | 8.3% | Penryn Avenue | 16.7% |
| Majoram Place | 8.3% | Polruan Place | 16.7% |
| Conniburrow Boulevard | 8.3% | Talland Avenue | 16.7% |
| Cranesbill Place | 8.3% | Fishermead Boulevard | 16.7% |
| Ramsons Avenue | 8.3% | Towan Avenue | 14.3% |
| Byrony Place | 8.3% | Towan Avenue | 14.3% |
| Conniburrow Boulevard | 8.3% | Vellan Avenue | 14.3% |
| Ramsons Avenue | 8.3% | Tolcarne Avenue | 14.3% |
| | | Penryn Avenue | 14.3% |
| | | Penryn Avenue | 8.3% |
| | | Fishermead Boulevard | 8.3% |
| | | Gurnards Avenue | 8.3% |
| | | Perran Avenue | 8.3% |
| | | Porthleven Place | 8.3% |
| | | Tolcarne Avenue | 8.3% |
| | | Mullion Place | 8.3% |

A . HiMO Concentration Data

| Conniburrow | | Fishermead | |
|-------------|--|-----------------|--|
| | % HiMOs in row (not calculated for rows of less than 6) | | % HiMOs in row (not calculated for rows of less than 6) |
| | | Polruan Place | 8.3% |
| | | Mullion Place | 8.3% |
| | | Perran Avenue | 8.3% |
| | | Gurnards Avenue | 8.3% |
| | | Towan Avenue | 8.3% |
| | | Pencarrow Place | 8.3% |
| | | Towan Avenue | 8.3% |
| | | Gurnards Avenue | 8.3% |
| | | Gurnards Avenue | 8.3% |
| | | Polruan Place | 8.3% |
| | | Bossiney Place | 8.3% |

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5.Strategic Housing Market Assessment HiMO Analysis

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Milton Keynes Houses in Multiple Occupation 2010

September 2010





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Chapter 1: Houses in Multiple Occupation

Introduction

- 1.1 Opinion Research Services (ORS) was commissioned by Milton Keynes Borough Council to carry out an investigation into Houses in Multiple Occupation (HiMOs) primarily looking at their location and the demographic and economic profile of their occupants.
- 1.2 ORS has also undertaken a continuous Housing Market Assessment in Milton Keynes between 2006 and 2009 which includes a Strategic Housing Market Assessment in 2008 and its subsequent update in 2009. One of the key findings of housing assessments undertaken in Milton Keynes has been the growth of the private rented sector in the borough, of which HiMOs are a subset.
- 1.3 The data used in this report utilises the interviews conducted with households across the borough as part of the housing assessment process between 2006 and 2009. In total, over the four years, there were 53 interviews conducted with households living in a HiMO which, when weighted, equate to 907 HiMOs across Milton Keynes. The same address was not interviewed more than once across the 4 year time period. The Housing Strategy Statistical Appendix (HSSA) 2009 for Milton Keynes estimated that there were 687 HiMOs in the authority, so a figure of 907 is relatively close to this figure.

Defining Houses in Multiple Occupation

- 1.4 The precise definition of an HiMO is complex, but can be defined as follows (2004 Housing Act):

'House in Multiple Occupation' means a building, or part of a building (e.g. a flat):

- which is occupied by more than one household and in which more than one household shares an amenity (or the building lacks an amenity) such as a bathroom, toilet or cooking facilities; or,
- which is occupied by more than one household and which is a converted building which does not entirely comprise self-contained flats (whether or not there is also a sharing or lack of amenities); or
- which comprises entirely of converted self-contained flats and the standard of conversion does not meet, at a minimum, that required by the 1991 Building Regulation and more than one third of the flats are occupied under short tenancies.

And is 'occupied' by more than one household:

- as their only or main residence , or,
- as a refuge by persons escaping domestic violence, or,
- during term time by students, or,
- for some other purpose that is prescribed in regulations.

And the households comprise:

- families (including single persons and co-habiting couples (whether or not of the opposite sex), or,
- Any other relationship that may be prescribed by regulations, such as domestic staff or fostering or carer arrangements.

- 1.5 The precise definition of a HiMO therefore can involve an understanding of how the conversion of the dwelling relates to building regulations. On this basis the identification of HiMOs is normally addressed through a private sector stock condition survey rather than through a housing assessment.
- 1.6 However, it is possible to estimate the number and nature of HiMOs from the data collected for housing assessments in Milton Keynes. For the purposes of this study a number of rules were followed to determine if the dwelling could be considered to be a HiMO. Firstly, HiMOs relate to private rent, so we excluded from the sample any owner occupied or socially rented dwellings.
- 1.7 If the household respondent to the survey reported that they occupied the whole of the dwelling in the private rented sector, we analysed the number of people and their relationship. If the whole dwelling contained 3 or more people, of whom at least two were unrelated then this dwelling was considered to be a HiMO.
- 1.8 If the household respondent to the survey reported that they occupied part of a converted dwelling we analysed the actual address and the number of other households at the dwelling. If the address was of the form '23a High Street' then it is likely that the dwelling has been formally converted into smaller units and is not a HiMO. However, if the address was of the form '23 High Street' then it is likely that the household is occupying part of dwelling which has not been formally converted and so potentially could be a HiMO. In the second of these cases we analysed the number of households at the address to ensure at least 3 people lived at the dwelling and that at least 2 were unrelated.
- 1.9 We would note that in practice there is also a fine line between a group of single persons living as one household, or reporting that each single person is a separate household. Therefore, we have considered any group of three or more people where at least two are unrelated as being a potential HiMO. This includes dwellings where the respondent for a number of unrelated single persons identified that there was only one household at the address.
- 1.10 Therefore, in summary, the data for HiMOs in this study all relates to private rented dwellings which have not been formally converted where at least 3 people live in the dwelling and at least 2 are unrelated. As noted earlier, this has resulted in an estimate of 907 HiMOs in Milton Keynes which is close to the estimate of 687 made by Milton Keynes Council.
- 1.11 The majority of charts within this report represent the number of dwellings and the information on these reported by the household respondent (HiMOs). However in some cases it is more appropriate to report at person level and where this has been done it has been clearly noted.

Location of HiMOs

- 1.12 Figure 1 illustrates where interviews with households living in HiMOs were carried out, with each red dot representing one HiMO. It can be seen that the majority are situated close to the centre of Milton Keynes; however there also appears to be a small cluster in the Wolverton area to the north west.

Figure 1

Location of HiMOs in Milton Keynes (Source: Milton Keynes Household Survey 2006-2009)

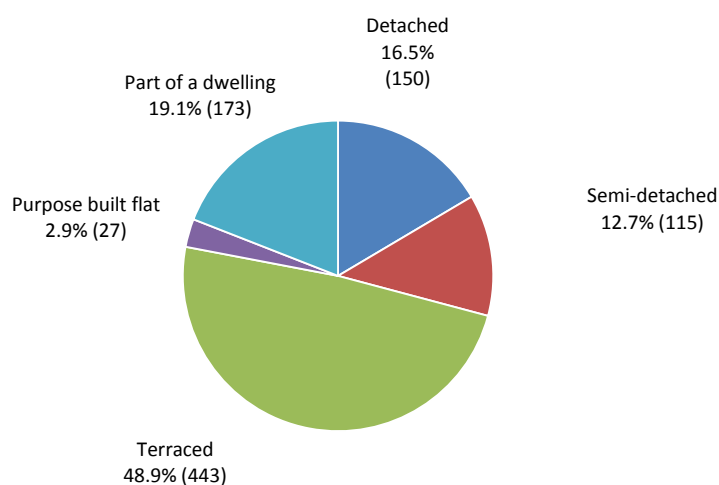


Demographic Characteristics of Households Living in HiMOs

1.13 Figure 2 shows that in terms of property type almost half of the HiMOs in Milton Keynes are terraced properties, with a further 16% being a detached house and 12.7% a semi-detached house. The 19.1% in a part of a dwelling represent households sharing a dwelling with other households, but report that they are living separately from the other household(s) within the dwelling, i.e. the property has been unofficially converted. Across all dwellings in Milton Keynes there are more detached and semi-detached properties (55%) and flats (12%) but fewer terraced properties (32%). It is also interesting to note that while very few houses are officially converted into flats in Milton Keynes, almost 20% of households living in multiple occupation claim to share 'part of a dwelling' with other households.

Figure 2

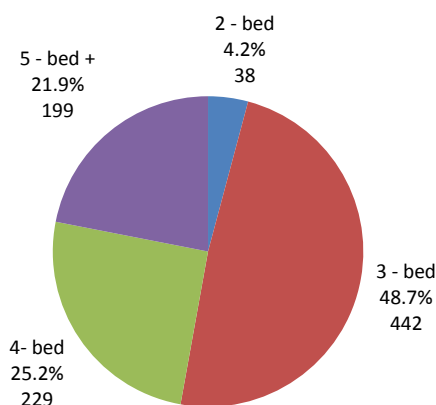
Property Type (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



1.14 Almost half of HiMO dwellings contain 3-bedrooms while a further 25% contain 4 bedrooms and 22% have 5 or more. Very few HiMOs have only 2 bedrooms (Figure 3) while across all households in Milton Keynes 35% had 2 or less bedrooms.

Figure 3

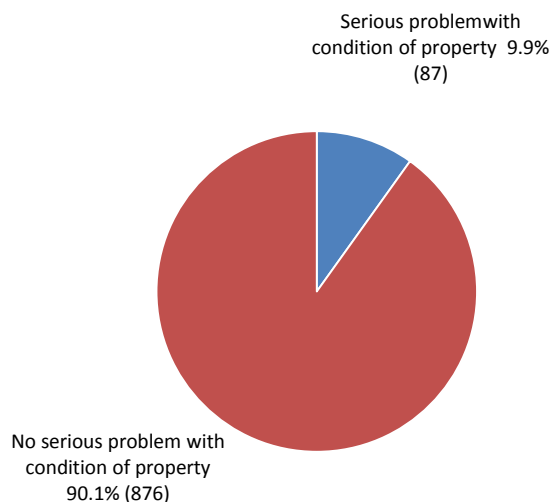
Number of Bedrooms (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



- 1.15 Figure 4 shows that only around 10% of household representatives reported that HiMO dwellings have a serious problem with the condition of the dwelling.

Figure 4

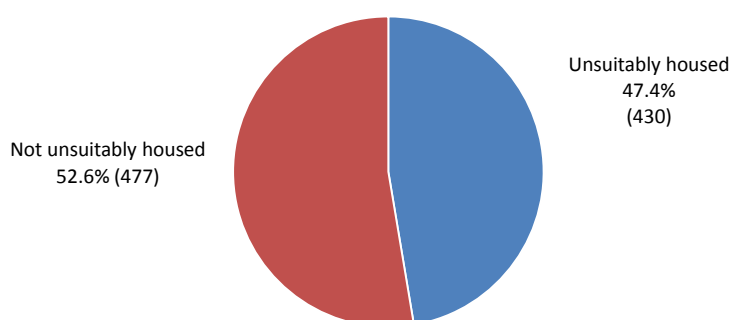
Condition of Property (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



- 1.16 However, almost half (47.4%) are unsuitably housed for one or more reasons. This includes, along with serious problems with the condition of the property, overcrowding, and sharing facilities (Figure 5). This figure is much higher than across all households in Milton Keynes where 13.2% are unsuitably housed.

Figure 5

Unsuitably Housed (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



Household Characteristics

- ^{1.17} It can be seen from Figure 6 that HiMOs appear to contain very few children. Over half (55%) of households consist of single persons who identified that they were living as separate households (compared to only 14% across all households) while a further 38% are made up from a group of adults (compared to 11% across all households). As noted earlier in this document, these groups of adults are typically comprised of unrelated persons. It should also be remembered that there is a fine line between occupants reporting that they are a group of single person households or a group of adults sharing the property and therefore we have considered any group of three or more people where at least two are unrelated as being a potential HiMO.

Figure 6
Household Type (Source: Milton Keynes Household Survey 2006-2009)

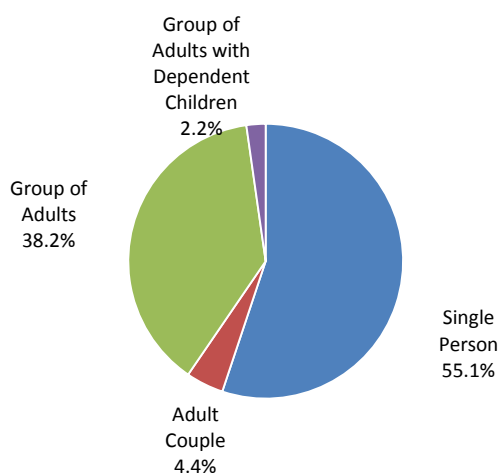
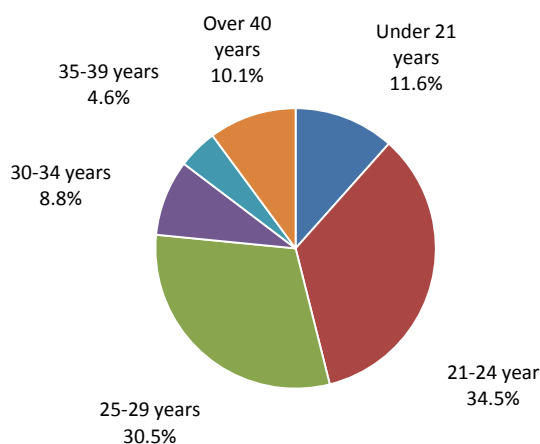
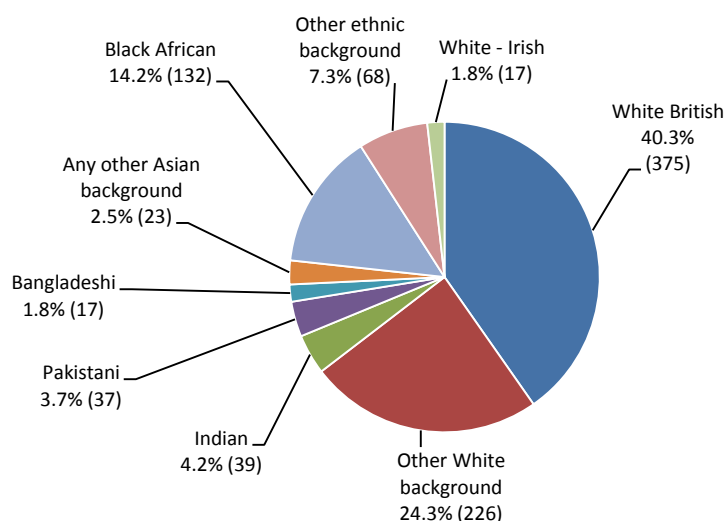


Figure 7
Age of Household Member (Source: Milton Keynes Household Survey 2006-2009)



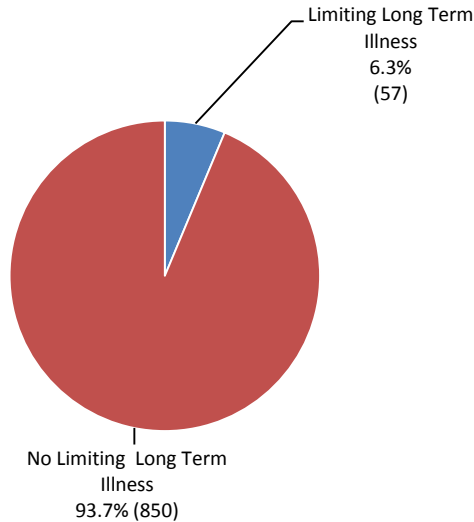
- ^{1.18} Figure 7 clearly shows that the majority of people who live in a HiMO are aged between 21 and 30 (65%), with very few aged less than 21 years or more than 40 years.
- ^{1.19} Only around 40% of household representatives living in HiMOs are White British, which compares to over 80% of all household respondents across Milton Keynes. Therefore it can be seen that those living in a HiMO are much more likely to belong to a BME group. In particular, almost a quarter are from an Other White background.

Figure 8
Ethnicity (Source: Milton Keynes Household Survey 2006-200). Note: Numbers in parenthesis are the estimated weighted number of dwellings)



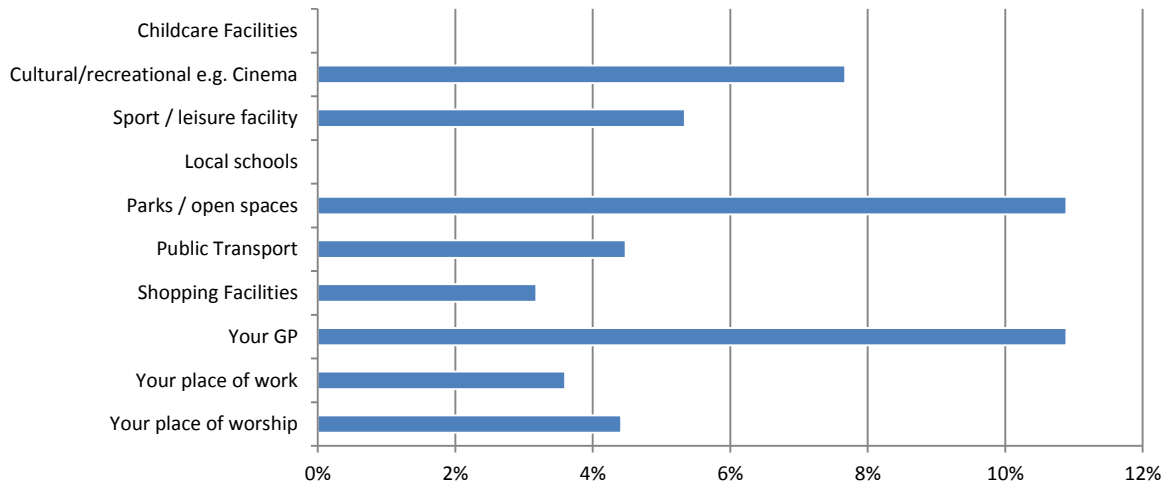
1.20 Figure 9 shows that very few people who live in HiMOs have long term health problems (6.3%) which is unsurprising given the relative youth of those living in shared accommodation.

Figure 9
Health of Occupants (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



1.21 In general, few respondents to the survey from HiMOs reported difficulties accessing services in Milton Keynes. Figure 10 shows that over 10% of those living in HiMOs in Milton Keynes reported difficulties (either very or fairly difficult) in accessing their GP and also parks and open spaces. Additionally, around 8% of households reported difficulties with accessing cultural and recreational facilities such as a cinema.

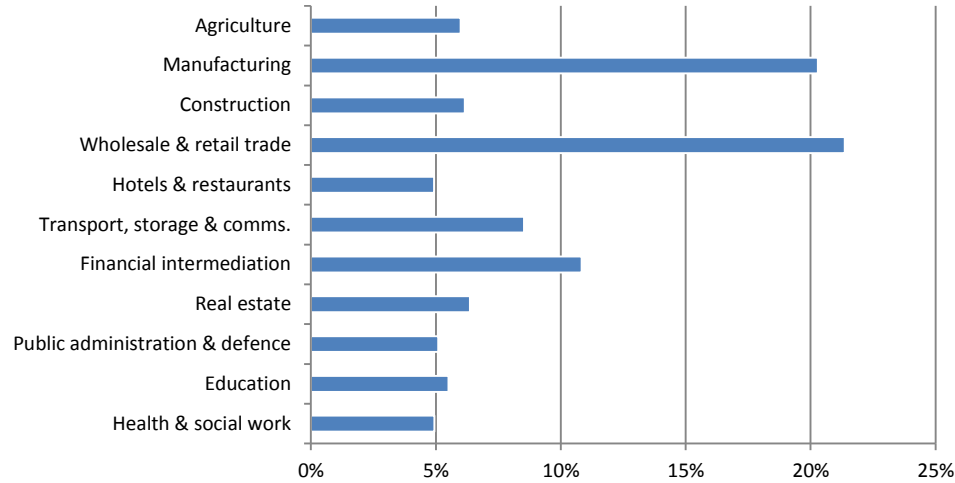
Figure 10
Difficulties Accessing Services (Source: Milton Keynes Household Survey 2006-2009)



Employment

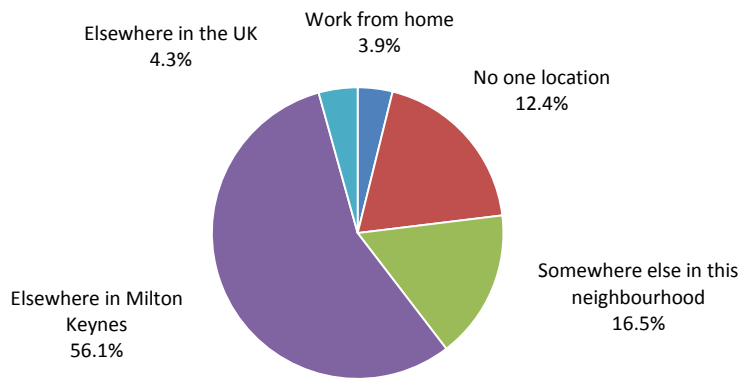
1.22 Over 80% of household respondents from HiMOs reported that they were currently employed. Figure 11 details the type of employment where it is clear that manufacturing and wholesale and retail trade are the most common forms of employment, with over 40% of all household representative persons living in a HiMO working in one of these two sectors (compared to around 35% across all households). Additionally over 10% are employed in financial intermediation (compared 5% across Milton Keynes).

Figure 11
Type of Employment (Source: Milton Keynes Household Survey 2006-2009)



1.23 The majority of those living in a HiMO, and in employment, work elsewhere in Milton Keynes (56%), while 16.5% work somewhere in the same neighbourhood as they are living in. Less than 5% work outside of Milton Keynes indicating that in general those who live in shared housing are in close proximity to their workplace.

Figure 12
Place of Employment (Source: Milton Keynes Household Survey 2006-2009)



1.24 Figure 13 and Figure 14 show travel to work information where it can be seen that the majority of those employed travel to work by car or van, and mostly alone. However 17.5% walk to work which corresponds with the 16.5% who work somewhere in the same neighbourhood. It is also clear that the majority do not travel far to work with over three quarters spending less than 20 minutes travelling.

Figure 13
Mode of Transport to Work (Source: Milton Keynes Household Survey 2006-2009)

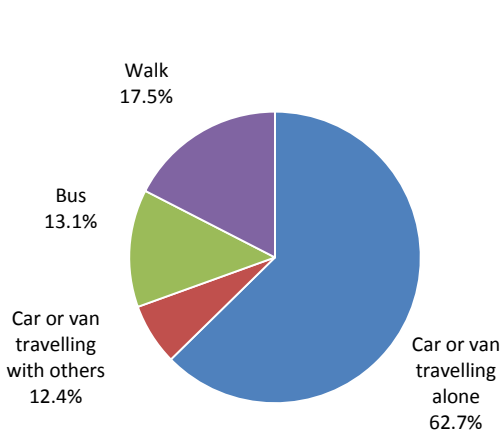
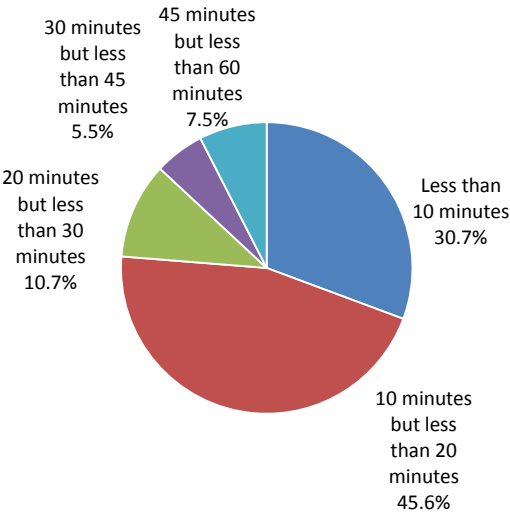
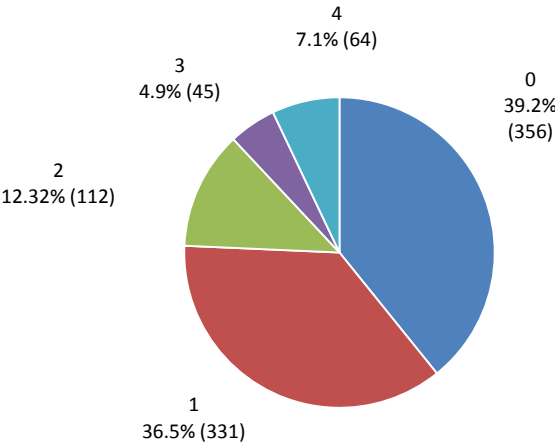


Figure 14
Travel to Work Times (Source: Milton Keynes Household Survey 2006-2009)



1.25 Almost 40% of households interviewed do not have access to a car, while a further 37% only have one car - however almost 25% have multiple cars within the household. It should be remembered at this point, that some HiMOs will contain just one household of multiple people (and therefore likely to have more cars) while some HiMOs will contain more than one household (and therefore likely to have fewer cars per household).

Figure 15
Car Ownership levels (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



Economic Profile

1.26 Figure 16 (overleaf) details total income per HiMO dwelling where it is clear that the majority have total incomes of £60,000 or more which most likely represents dwellings which contain multiple earners - across all households in Milton Keynes only 14% have household incomes of £60,000 or more. While this gives an indication of the total amount of income available for rent of the property, it is possibly more useful to consider the amount of income for each individual.

1.27 The household income per adult in the household has been calculated and is shown in Figure 17 which indicates that around 42% have incomes of less than £12,000 and around 30% have incomes of between £18,000 and £24,000. However, it should be noted that for dwellings with total incomes over £60,000, the income per adult has been calculated using a capped figure of £60,000 total as the amount over this value is not known, and also the amount per adult is only an average. Therefore it is possible that some individuals do have incomes higher than £24,000.

Figure 16
Dwelling Income (Source: Milton Keynes Household Survey 2006-2009)

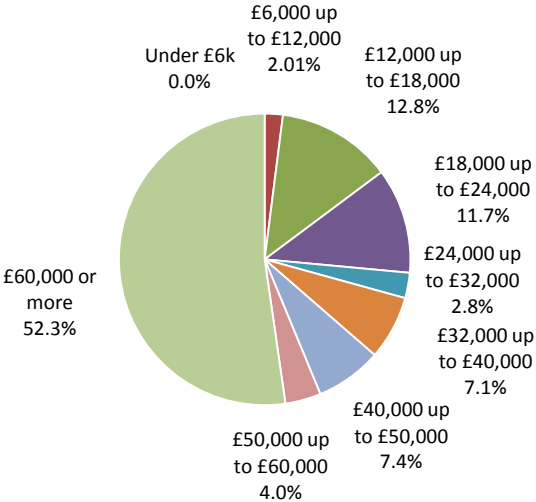
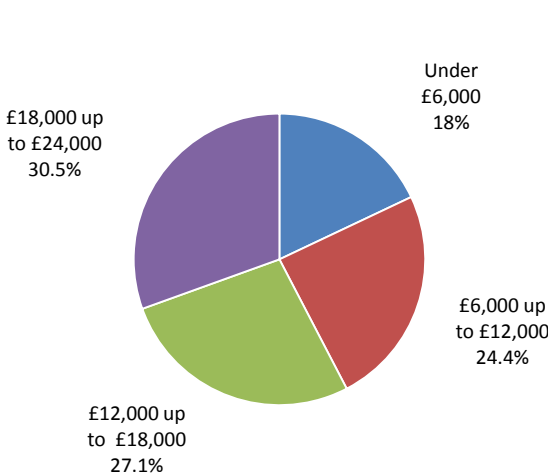
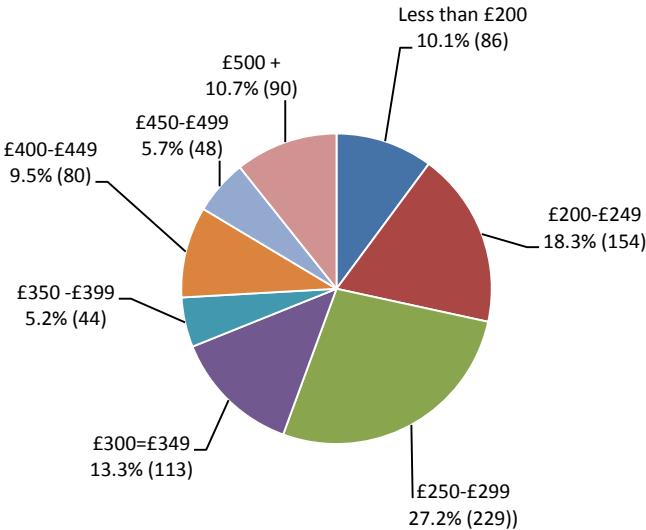


Figure 17
Household Income per Adult (Source: Milton Keynes Household Survey 2006-2009)



1.28 Given the difficulty of comparing the rent paid by a group of adults sharing a dwelling and a single person occupying part of a dwelling, we have calculated the amount of rent paid by each individual adult living in a HiMO. It can be seen in Figure 18 that rents vary from less than £200 per month to more than £500 per month; however the majority (59%) pay between £200 and £350 per month per adult.

Figure 18
Rent Costs per Month per Adult (Source: Milton Keynes Household Survey 2006-2009). Note: Numbers in parenthesis are the estimated weighted number of dwellings).

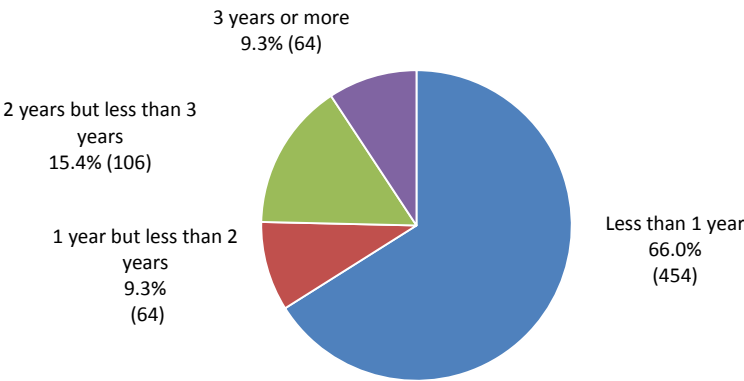


1.29 Almost 140 HiMOs (15%) in Milton Keynes contain somebody who is claiming job seekers allowance which generally corresponds with the proportion who do not work and who have low individual incomes.

Migration Patterns

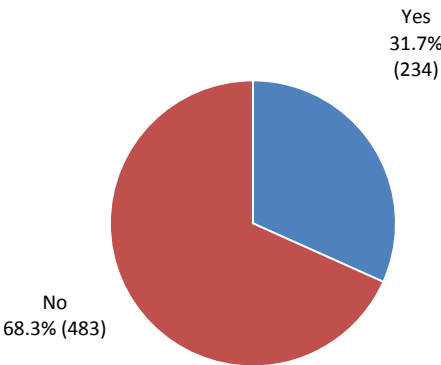
1.30 Around two thirds (66%) of those living in a HiMO have been living in their current property for less than a year with less than 10% having lived there for 2 or more years. This indicates that there is a high turnover of households living in HiMOs. For comparison, only around 1 in 8 households (13%) across the whole of Milton Keynes have moved within the last 12 months.

Figure 19
Time at Current Address (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



1.31 Around a third of those living in a HiMO want to move, with the remaining two thirds happy to remain where they are for the time being. This compares to around 22% of all households stating they wanted to move.

Figure 20
Want to Move (Source: Milton Keynes Household Survey 2006-2009. Note: Numbers in parenthesis are the estimated weighted number of dwellings)



1.32 Of those who have moved within the last three years around 60% moved within Milton Keynes, while 32% previously lived in another part of the UK (Figure 21). However, of those who want to move none

expect to leave Milton Keynes (compared to 25% of all households), and almost a quarter expect to remain in the same neighbourhood (Figure 22).

Figure 21
Location Moved From (Source: Milton Keynes Household Survey 2006-2009)

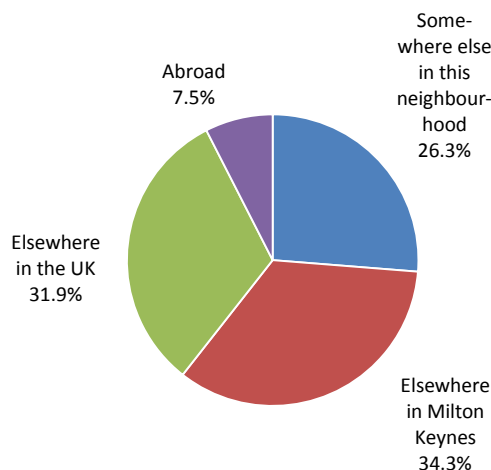
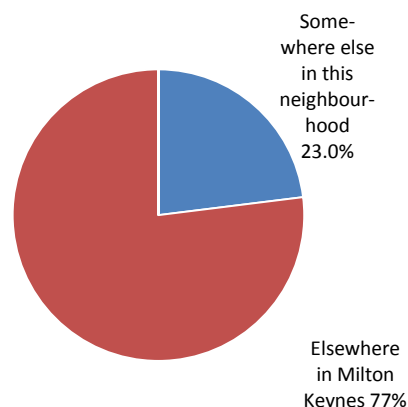


Figure 22
Location Expect to Move to (Source: Milton Keynes Household Survey 2006-2009)



Summary

1.33 In this section we provide concluding remarks and further examine the issues that arise from the findings.

1.34 The evidence supports the 'story' of HiMOs in Milton Keynes;

- The private rented sector in Milton Keynes has been growing in importance in recent years.
- HiMOs are predominantly to be found near the centre of Milton Keynes;
- Few children were found in HiMOs in Milton Keynes. Instead, the dwellings contained many unrelated adults aged 21-30 years;
- Over 80% of respondents from HiMOs are employed, with less than 5% of this group working outside of Milton Keynes;
- Over 50% of HiMOs have a combined income for all occupants of over £60,000 per annum. However, when taking the average income per adult in a HiMO, the majority of adults have an income between £12,000 and £24,000 per annum.
- The majority of adults in HiMOs pay rents of between £200 and £350 per month each. Only around 10% pay more than £500 per month.
- Almost 140 HiMOs (15%) in Milton Keynes contain somebody who is claiming job seekers allowance which generally corresponds with the proportion who do not work and who have low individual incomes.
- Around two thirds of households in HiMOs had moved in the past year.

- ^{1.35} The evidence presented in this survey indicates that the majority of HiMOs in Milton Keynes are being occupied by young working households. At a time when house prices have been rising, pushing owner occupation out of the affordability range of many current non-owners, sharing a dwelling with other similar households represents a rational response to market conditions. HiMOs in Milton Keynes appear to be fulfilling a vital role in the borough in providing accommodation for young workers in low income jobs who would otherwise struggle to afford to live in the area.

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