

27 VICTORIA ROAD NORTH SOUTHSEA PO5 1PL

CHANGE OF USE FROM A 6-BED/6-PERSON HOUSE IN MULTIPLE OCCUPATION TO 8-BED/8-PERSON HOUSE IN MULTIPLE OCCUPATION

[24/00083/FUL | Change of use from a 6-bed/6-person House in Multiple Occupation to 8-bed/8-person House in Multiple Occupation | 27 Victoria Road North Southsea PO5 1PL \(portsmouth.gov.uk\)](https://www.portsmouth.gov.uk/24/00083/FUL)

Application By:

Dr Patrick Goggin

RDD: 23rd January 2024

LDD: 8th April 2024

1.0 SUMMARY OF MAIN ISSUES

- 1.1 This application is brought before Planning Committee at the request of Councillor Vernon-Jackson
- 1.2 The main issues for consideration in the determination of the application are as follows:
 - Principle of Development including compliance with policy
 - Impacts on Amenity including parking
 - Other material considerations
- 1.3 Site and surroundings
- 1.4 The application site is a two-storey semi-detached dwelling with rooms in the roof in a predominately residential area.
- 1.5 The Proposal
- 1.6 The Applicant has sought planning permission for the retrospective change of use of the dwelling from the current lawful use of as an HMO with up to six individuals living together to allow up to 8 individuals to live together as an HMO. This change in occupancy involved the repurposing of internal rooms but no external operational development, in this case the front and middle rooms at ground floor level which were previously a lounge and a dining room and the front first floor study which changes into an additional bathroom.
- 1.7 Planning History
- 1.8 17/00069/FUL: Change of use from dwelling house (Class C3) to purposes falling within Class C4 (house in multiple occupation) or Class C3 (dwelling house). Conditional Permission (04/05/2017)).

2.0 POLICY CONTEXT

- 2.1 In addition to the aims and objectives of the National Planning Policy Framework (2023), the relevant policies within the Portsmouth Plan (2012) would include: PCS17 (Transport), PCS20 (Houses in Multiple Occupation and PCS23 (Design and Conservation).
- 2.2 Guidance for the assessment of applications that is relevant to the application includes The Parking Standards and Transport Assessments Supplementary Planning Document

(2014), The Technical Housing Standards - nationally described space standards (2015), The Solent Recreation Mitigation Strategy (2017), The Updated Nutrient Neutral Mitigation Strategy (2022), and The Houses in Multiple Occupation (HMOs) Supplementary Planning Document (2019) ('the HMO SPD')

3.0 CONSULTATIONS

- 3.1 Private Sector Housing: The City Council Private Sector Housing team advise that this property would require to be licenced under Part 2, Housing Act 2004.

4.0 REPRESENTATIONS

- 4.1 One representation has been received in support of the proposal.

5.0 COMMENT

- 5.1 The main issues to consider in the determination of this application is whether the proposal is acceptable in principle.

5.2 Principle

- 5.3 Retrospective permission is sought for the use of the property as an 8-person/8-bedroom HMO (Sui Generis). The application form states that property was in use and licensed as an 8-person/8-bedroom Class C4 HMO from 2018 until today which is, supported by the Licensing History for the property (licence granted 04/12/2028).

- 5.4 The HMO SPD has been published to provide a tool for addressing the recognised impacts that HMO's may have in Portsmouth, most notably in relation to the residential amenity, both for occupiers of HMO's and neighbouring properties and housing mix of certain communities. Two of the key matters of principles explained in the HMO SPD are the assessment of housing mix to ensure balanced communities and the application of minimum room sizes, reflecting those in force as part of the private sector housing licencing regime, to ensure an appropriate living environment for future residents.

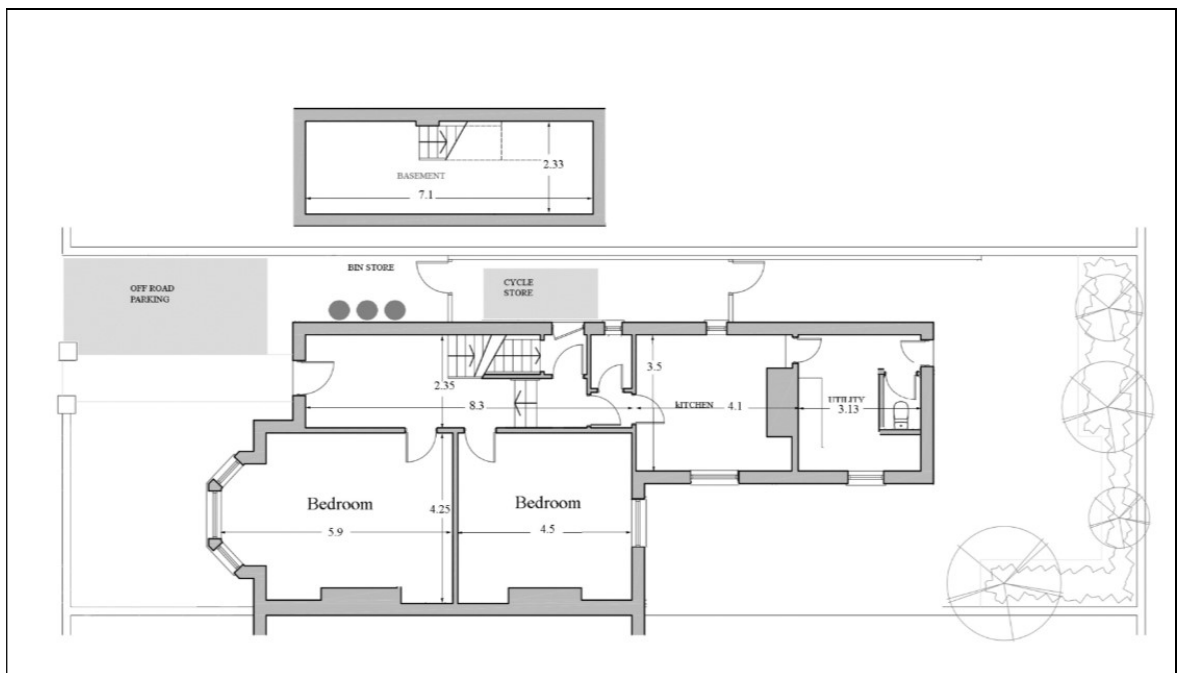
- 5.5 In this case the application site is already in lawful use as an HMO and the application has been made to recognise the intention to increase its occupation by 2 occupants. As such the application is not considered, on its individual facts to create any material impact on the balance of the community in the area. The HMO SPD suggests a threshold of 10% of dwellings in any area of 50m radius as a maximum proportion of HMO dwellings to C3, single household, dwellings. As the minor increase in occupancy does not change this mix of dwellings the proposal has no impact on this guidance. For reference, it can be noted however that the relevant 50m radius area is currently made up of 7 HMOs out of 135 properties, a percentage of 5.18%. This proposal of course has no effect on that percentage and the small increase of HMO dwelling occupants in this area is not considered to create any demonstrable imbalance or adverse implications. The HMO SPD also described a number of circumstances where new HMOs are considered not desirable, such as where they 'sandwich' single household dwellings between HMOs or create a number of HMOs next to each other. As this proposal does not involve the creation of a new HMO these considerations are not brought into effect.

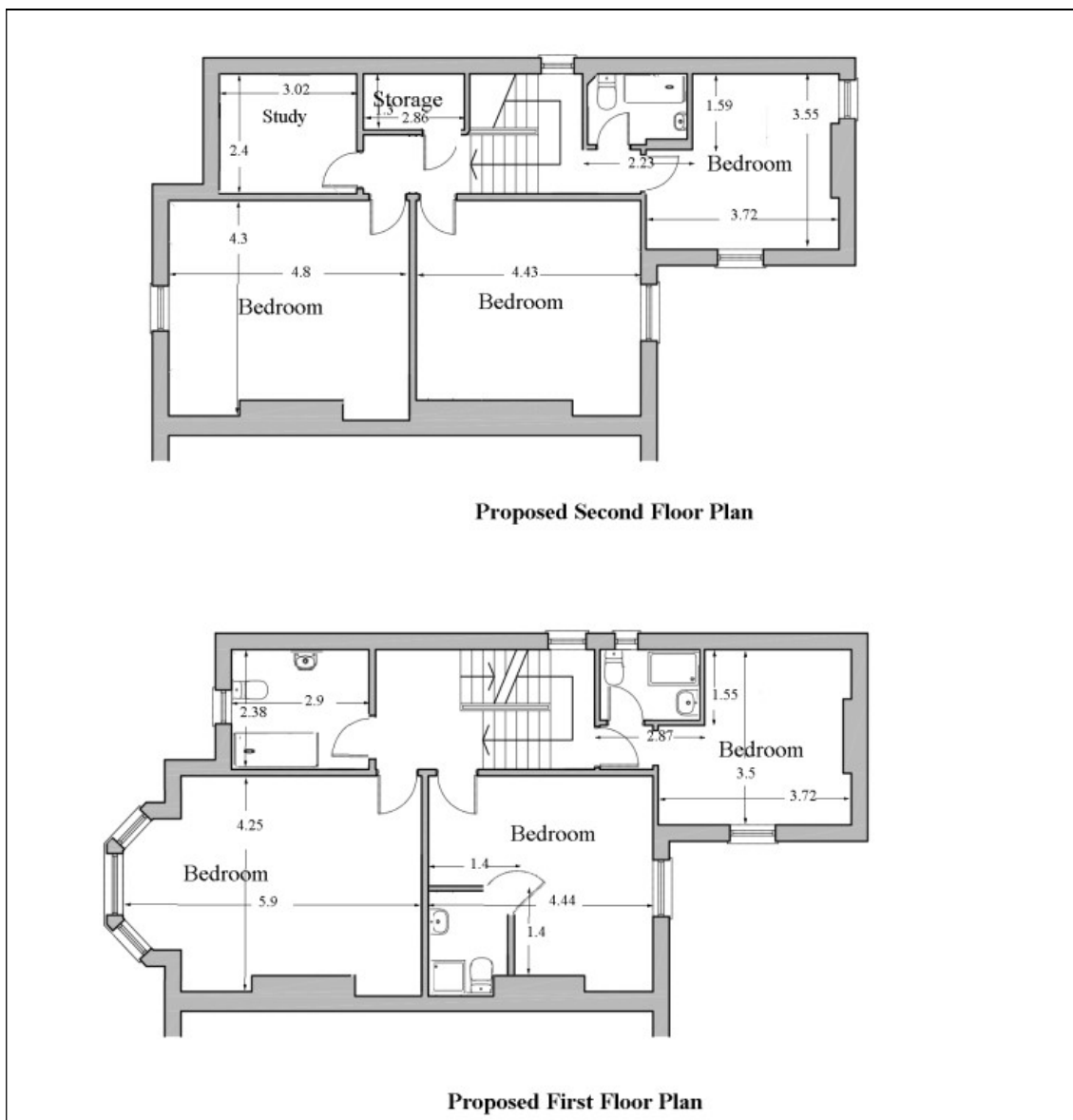
- 5.6 The HMO use of this site currently benefits from a Licence granted by Portsmouth City Council to operate as an HMO with up to 8 occupants. This licence was granted on 04/12/2018.

- 5.7 The repurposing of internal rooms to accommodate the additional occupants within this proposal will have an effect on the ratio of communal/amenity space compared to private bedroom space available internally for future occupants. While this matter will also be considered as part of the necessary licensing of the HMO by the Private Sector Housing team under the Housing Act, the HMO SPD identifies this as a consideration as part of

the assessment of whether a good standard of living environment is provided for future residents as required by Local Plan Policy PCS23. Under the current proposal the following room sizes would be provided, as compared to the minimum size prescribed in the Council's adopted guidance. For completeness the Officer has measured the plans directly, rather than relying on the stated dimensions on the plans:

Room	Area Provided:	Size provided for in Guidance:
Bedroom 1 (GF front)	22.7m ²	10m ²
Bedroom 2 (GF middle)	18.3m ²	10m ²
Bedroom 3 (FF front)	22.4m ²	10m ²
Bedroom 4 (FF middle)	18.3m ²	10m ²
Bedroom 5 (FF rear)	11.84m ²	10m ²
Bedroom 6 (SF front)	19.747m ²	10m ²
Bedroom 7 (SF middle)	17.56m ²	10m ²
Bedroom 8 (SF rear)	11.8m ²	10m ²
Kitchen	12.6m ²	11m ²
Utility Space	9.228m ²	14m ² - <i>if measured against a dining room</i>
WC (GF)	1.291m ²	1.17m ²
Bathroom 1 (FF)	6.4m ²	3.74m ²
Shower room (FF)	2.73m ²	2.74m ²
Bathroom 2 (SF)	6.427m ²	3.74m ²
Ensuite for Bedroom 8 (SF)	2.69m ²	3.74m ²





5.8 As shown in the table above, the proposal results in an internal layout, which due to the size of and/or lack a dining room/living room fails to meet the guidance provided. The property does benefit from a basement room, which at the time of the Officer's Visit, had a dining room table in it, but it possesses extremely restricted natural light and no outlook and as such in this instance is not considered to represent a sufficient standard of accommodation for the occupants. While some of the bedrooms are significantly over the required space standard (by upwards of 12.7m), others however are only above by 1.8m. While some of the residents would have a sufficient space within the bedroom to overcome the deficiencies within the communal facilities, occupants of Bedrooms 5 and 8 would not. The proposal is therefore not considered to comply with the HMO Standards and Policy PCS23 of the Portsmouth Plan.

5.9 Amenity and Parking

5.10 The proposal would increase the occupancy of the existing HMO by 2 occupants. While this would have a proportionate increase in activity within and coming and going from the property this small increase in the number of residents is not considered likely to have any demonstrable adverse effect on residential amenity for neighbours of the surrounding area.

5.11 Similarly the minor increase of occupants is not considered to have a demonstrable impact on the parking need and thus parking availability in the wider area. It is noted that the Council's adopted Parking Standards, within the associated SPD has the same

expectation for the number of parking spaces, 2 spaces per dwelling, for any scale of HMO with 4 or more bedrooms. Consequently, the proposal remains in accordance with the Council's adopted guidance on parking provision.

5.12 Other Material Considerations

- 5.12 A key and overriding consideration in this case is the necessity to recognise the fall-back position available to the applicant; that is the position they could take if this application is refused. In this case the addition of only 2 occupants to the existing lawful HMO is not considered to amount to a material change in the use of the dwelling. Under s57 Town and Country Planning Act 1990 ('TCPA') there is a general requirement that development should not be carried out, except with planning permission. However not all changes of use are considered to be 'development' and therefore not all changes require planning permission. Under s55 of the Town and Country Planning Act 1990 'development' is defined as making of a *material* change in the use of any buildings or land. Whether or not a change is a material change is a matter of fact and degree to be assessed on its own merits. Members will note a number of joint appeal decisions, the 'Campbell Properties' appeal dated 29 April 2021, and the 'Lane' appeal decision dated 9 March 2023 wherein the Inspector considered a number of similar changes of use and, on their individual merits, identified examples whereby a change in the occupancy of an existing HMO with up to 6 occupants to an occupancy up to 7 occupants, and a change in occupancy from up to 6 occupants to an occupancy of up to 8 occupants was not considered to be a material change of use notwithstanding it moved the classification of the dwellings outside of Use Class C4 of the Use Classes Order. While every application must be considered on their own individual merits these examples provide clear guidance on the correct interpretation of s55 of the TCPA and that appeal decision is considered to be a material consideration in the determination of similar applications. Members may also note the previous decisions of Portsmouth's Planning Committee which have contrary to Officer recommendation determined similar changes in occupation amounted to a material change in use, primarily due to a conclusion that due to the intensity of the use of the accommodation; the impact on parking, waste, amenity impact upon neighbouring residents; and the impact on the solent special protection area the changes considered in those cases on their own individual merits amount to development requiring planning permission. The 'Lane' appeal decisions of 9 March 2023 where against three such Planning Committee decisions and the Planning Inspector in those case disagreed both with the judgement of the Committee and was critical of the justification, noted above, as a basis for that judgement.
- 5.13 In the circumstances of the case the subject of this report it is considered that the increase in occupancy does not result in a significant difference in the character of the activities that would occur under the proposed occupation compared to the existing lawful use as a HMO with up to six occupants. As such it is considered that the change of use is not material and planning permission is not required for the increase in occupancy described in the application. The Applicant therefore has a fall-back position of being able to lawful carry out the change in occupation without the benefit of Planning Permission.
- 5.14 Should it be considered necessary to assess the merits of the application, notwithstanding the advice of Officers' above, the Committee's attention is drawn to the current 5 year housing land supply position within Portsmouth. In any planning application, the decision-maker will need to 'balance' any harms identified due the development against any benefits also arising. Principally, for this HMO application, the benefits are to the provision of housing through the provision of additional 2 bedspaces of occupation within the HMO. While this is a small contribution to the overall housing stock, the Council currently is unable to identify a 'five year supply' of housing, with only a 3.31 year supply currently identifiable. In this circumstance, the Council is directed to consider that the policies which are most important to determinations associated with housing provision within the Local Plan are out of date. The consequence of this is that decision takers are directed to apply a tilted balance to determinations so that permission

is only withheld when the adverse impacts '*...significantly and demonstrably outweigh the benefits...*'. Any harm associated with the increase in occupancy in this area are considered to be insignificant and therefore fall short of being able to significantly and demonstrably outweigh even the small benefit to the city's housing stock of the provision of bedspaces, should such assessment be considered necessary.

5.15 Impact on Special Protection Areas

5.16 Whilst it is acknowledged that there are ongoing issues around the nitrification of the Solent due to increased levels of runoff from residential development. The applicants above fall-back position would allow the occupation of the site without Planning Permission. As such it is considered that the proposal would not amount to development and therefore not have Likely Significant Effect on the Solent Special Protection Areas or result in an increased level of nitrate discharge.

6.0 CONCLUSION

6.1 As detailed above the application is considered to not fully comply with the relevant policies of the local plan and SPD, as the size/rooms of the resulting accommodation fails to meet the adopted standards for considered to provide a good standard of living accommodation in accordance with Local Plan Policy PCS23. However notwithstanding the compliance or otherwise, it is noted that on the details of this case the changes in the character of activities are not sufficiently significant, as a matter of fact and degree, to be considered to result in a material change in the use of this dwelling. As such planning permission is not required for the described in the application and the proposal could be carried out as a fall-back position irrespective of the determination of this application. This is considered a material consideration of overriding weight, and unconditional planning permission should therefore be granted, notwithstanding the concerns with the mix, size and amenity of the rooms proposed.

6.2 Should the Committee conclude, contrary to this recommendation, that the change in occupation, as a matter of planning judgement, fact and degree in this specific case results in a material change of use requiring planning permission then they should consider whether permission should be granted with conditions. In such a circumstance, while the merits of the proposed use do not comply fully with the associated guidance regarding the relevant local plan polices [in respect of room sizes to support a good standard of living, officers are satisfied that the amount and configuration of the dwelling does not create an unacceptable living environment], the Committee would need to consider whether to resolve to grant permission, subject to the imposition of conditions requiring implementation of the additional occupancy within 3 year (a Time Limit condition), requiring that the development be carried out in accordance with plans submitted (an Approved Plans condition), and requiring that that increased occupancy should not occur until an appropriate scheme of mitigation is submitted and approved to mitigate any impact on the Solent Special Protection Area.

RECOMMENDATION

Unconditional Permission

Conditions: None