

01 Reference Number: 21/00076/FUL

Description of application: Change of use from guest house to HMO

Site Address: Castle Lodge, 54 Castle Road, Newport, Isle of Wight, PO30 1DP

Applicant: Two Saints Ltd

This application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

The previous Local Ward Member had requested the application be determined by the committee, raising the following concerns:

- Noise impact on neighbours
- Traffic and highway safety concerns
- Add to existing problems with congregation of rough sleepers, drug takers and drinkers in the local area
- Antisocial behaviour and impact on local families
- 11 residents too many, should be reduced to 6/7 maximum
- Should be 24/7 support
- En-suites should be provided for all residents
- Kitchen/dining/living room too small
- Outside amenity space inadequate

MAIN CONSIDERATIONS

- Principle and housing need
- Loss of existing guest house use
- Impact on the character of the surrounding area
- Impact on neighbouring properties, including fear of crime
- Highways considerations

1. Location and Site Characteristics

- 1.1 The application relates to an existing 8-bed guest house/B&B located in a residential area of Newport, within the defined settlement boundary of the Medina Valley Key Regeneration Area. The property is located toward

the southern end, and on the western side, of Castle Road, approximately 150m from its junction with Whitepit Lane to the south and 130m from its junction with Linden Road to the north. Carisbrooke High Street (B3401) is approximately 180m to the west of the site. The property is bounded to the west, north and south by residential properties and to the east by Castle Road, as well as residential properties opposite.

1.2 The surrounding area is characterised by a variety of bungalows and two-storey detached, semi-detached and terrace residential properties, dating from the later Victorian period/early 20th century, as well as later infill development. Properties generally front the road in a tightly knit arrangement, set back behind small frontages, with rear gardens. There are also larger residential complexes providing older persons' retirement/Extra Care housing off Whitepit Lane (Furze Brake and Evans Williams Court) not far from the site.

1.3 The application property comprises a principal 'Arts & Crafts' mock-tudor style building of two storeys, dating from the early part of the 20th century, with a later single storey wing on its northern side, dating from the later part of the 20th century. This later addition extends back close to the rear (western) site boundary. The frontage is open to Castle Road and extensively hard surfaced (tarmac), providing space for car parking, save for a low wall and boundary fence along its northern boundary. On its southern side, this parking area is open and continues across the frontage of the neighbouring property, 56 Castle Road. The property also benefits from an existing shed/outbuilding, and modest courtyard garden measuring about 10.6m x 6.4m.

1.4 Internally the existing building provides the following accommodation:

Ground floor

- Owner's living room and kitchen/diner
- Resident's lounge
- Dining room
- 4x en-suite bedrooms within the ground floor later extension

First floor

- Owner's bedroom, bathroom and dressing room
- Family suite (2x bedrooms and bathroom)
- Additional en-suite bedroom

1.5 Castle Road is a one-way residential street, with pavement and on-street parking along its eastern side. Within the vicinity, and across the application site, there is no pavement.

2. Details of Application

2.1 The application seeks full planning permission to use the property as a (sui generis) HMO (a House in Multiple Occupancy) with the intention that this would provide supported housing accommodation to reduce and prevent homelessness on the Island for the local population, under a contract the applicant has with the Council.

2.2 The submitted plans show that the proposed HMO would comprise the following accommodation:

Ground floor

- 6x en-suite bedrooms
- Communal kitchen/lounge/dining
- Staff office and WC
- Plant/laundry room

First floor

- 5x bedrooms (3-ensuite, 2 sharing a bathroom – the current family suite).

2.3 The proposal would see little external alteration to the building/site, save for some new exterior foul drainage and provision made for cycle and waste storage. The external parking and garden areas would be maintained and used communally, and the existing shed/outbuilding would be repurposed as a 'wellbeing room' for the benefit of future residents.

3. Relevant History

3.1. P/01542/01: Change of use from residential home to guest house: granted 06/03/2002.

4. Development Plan Policy

National Planning Policy

4.1. The National Planning Policy Framework (NPPF) advises that the purpose of the planning system is to contribute to the achievement of sustainable development. The NPPF confirms that in the context of sustainable development the planning system has three overarching and mutually interdependent economic, social and environmental objectives.

4.2 The NPPF states that there is a presumption in favour of sustainable development and at paragraph 11 it explains that for decision-taking this means:

- Approving development proposals that accord with an up-to-date development plan without delay; or
- Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.3 At paragraph 127, the NPPF states that planning decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
- b) are visually attractive with good architecture, efficient site layout and appropriate and effective landscaping.
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks.
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience

Local Planning Policy

4.4 The Island Plan Core Strategy defines the application site as being within the Medina Valley Key Regeneration Area and its defined settlement boundary. The following policies are relevant to this application:

- SP1 Spatial Strategy
- SP2 Housing
- SP4 Tourism
- SP5 Environment
- SP7 Travel
- DM2 Design Quality for New Development
- DM3 Balanced Mix of Housing
- DM4 Affordable Housing
- DM17 Sustainable Travel

Relevant Supplement Planning Documents (SPDs)

4.5 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document (SPD) came into force on 23 January 2017. The document sets out the expected parking provision for motor vehicles and the minimum number of cycle parking spaces required for all use-classes as part of new development, as well as the infrastructure requirements for electric vehicles.

4.6 The Guidelines for Recycling and Refuse Storage in New Developments Supplementary Planning Document (SPD) came into force on 23 January 2017. The document seeks to ensure that new developments include suitable provision for the storage of recycling and waste containers and ease of access to collection points as well as adequate access for refuse collection vehicles.

Other relevant strategies/guidance

4.7 The Council's current Housing Strategy for the Island (2020-2025) establishes a vision "*to enable everyone living on the Island to have a place they call home and can live with independence*". Linked to this, the strategy sets a strategic priority for preventing and reducing homelessness and rough sleeping through effective prevention work by expanding accommodation options and linked support services. To this end, it aims to:

- Take a person-centred approach to ensure each resident's housing needs are met.
- Reduce dependency on bed and breakfast accommodation and improve the amount and quality of temporary accommodation.

- Provide specialist accommodation as required to support those whose needs require a more bespoke approach.

Paragraph 135 of the strategy sees reducing homelessness and helping people to establish themselves and maintain a stable home as critical to the Island's future prosperity, both for individuals themselves and the Island as a whole.

4.8 Complementing the Housing Strategy, the Council's Homeless and Rough Sleeping Strategy 2019-2020 also sets out the following strategic aims to make:

- Homelessness in all its forms a rare occurrence.
- Homelessness a brief experience – we will give individuals and families choice and control by systematically improving pathways, support and accommodation options to reduce the trauma associated to homelessness.
- Homelessness a one-off experience – we will increase access to settled homes.

4.9 The Solent Recreation Mitigation Strategy (Bird Aware Solent) aims to prevent bird disturbance within the Solent Special Protection Area (SPA) from recreational activities through a series of management measures, implementation and monitoring of the effectiveness of these measures funded by developer contributions from new residential development within a 5.6km buffer zone of the SPA.

4.10 Advice on Achieving Nutrient Neutrality for New Development in the Solent Region, version 5 (June 2020)

This document sets out Natural England's approach to assessing and mitigating the impacts of new developments on designated sites in relation to nutrients. The document advises that new development should achieve nutrient neutrality to ensure that it does not add to existing nutrient burdens and provides certainty that the whole of the scheme is deliverable in line with the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended).

5. Consultee and Third Party Comments

Internal Consultees

5.1 Economic Development Project Officer supports the application commenting that the business has tested the market and received no interest and that the proposed use supports the Council's broader

regeneration policy. He has however advised that any permission should be subject to a condition to ensure it would remain as supported living accommodation.

- 5.2 Environmental Health has raised no objections. Advice has been provided that the applicant should liaise with the Council's Housing Services to ensure HMO standards would be met and to establish whether an HMO license would be required.
- 5.3 Housing Renewal has raised no objections but has advised that the maximum occupancy should be limited to 12, based on submitted plans.
- 5.4 Housing Needs Service Manager supports the application. His comments are referred to where relevant in the evaluation section of this report.

External Consultees

- 5.5 Hampshire Constabulary's Designing Out Crime Officer has advised that the application is broadly supported, but this support is conditional on residents being at the appropriate stage of their recovery to reside within this style of accommodation, provision of effective on-site support for residents at all times, and the fitting of appropriate physical security measures. He has advised that Hampshire Constabulary recognises the need for homeless accommodation, but effective management/support of residents is key to reducing crime and disorder.

Parish/Town Council Comments

- 5.6 Newport & Carisbrooke Community Council has advised it does not have any comments on the application.

Third Party Representations

- 5.7 5 comments of support have been received from local/Island residents for the following reasons:
- Isle of Wight has some of the highest levels of poverty in the South East, much substandard rented accommodation and a general shortage of housing for vulnerable people.
 - Too many young people with nowhere to live – must get homeless people safe and off the streets.
 - Great resource and need more places after this.
 - Charity seeking planning permission is successful and has much experience in running accommodation of this nature.
 - Applicant delivering the Council's homelessness pathway – previous approach "crisis driven".

- Individuals would not be placed direct from the street.
- Would be support for tenants.
- Proposed accommodation short-term for those on a pathway to living independently in their own homes within the community – a human right.
- Anti-social behaviour/nuisance would not be tolerated.
- Staff would be on-site, and CCTV reviewed 24/7 on or off site.
- Police have not objected and given guidance on security measures.
- Much-needed facility, positive development for some of the Island's most vulnerable people.
- The homeless are not a criminal class and come from all sections of society.
- No evidence house prices have been affected by nearby social housing and other care facilities.
- Change of use and development on brownfield sites should be embraced to help maintain green space.
- Current pandemic has shown how suddenly personal circumstances can change and proposal would be very beneficial.
- Other projects in the area providing support for local people who have problems, with such projects being experienced in caring for people with specific difficulties in the community and they understand how to keep their clients and local people safe.
- Pandemic caused the Island substantial economic disadvantage - many Islanders lost jobs and homes due to pandemic/financial crisis and proposal would provide safe setting for their independent living.
- Rough sleeping forecast to rise in the next decade unless action taken to tackle it.
- Likely to be less traffic in road.
- Homeless doesn't mean they are trouble.

5.7 69 comments and a petition (signed by 27 residents) have been received from residents/interested parties who object, raising the following concerns/queries:

- Need for proposed accommodation in Newport questioned.
- Need for existing B&B to support economy.
- Inappropriate location - Proposed use inappropriate for a quiet residential street, with low crime and no current anti-social behaviour problems.
- Should be located where there is access to existing amenities.
- Incompatible with family life and needs of the elderly and other vulnerable groups in the local area, including provision of a safe and secure environment.

- Detrimental effect on community quality of life, cohesion and resilience.
- Scale/intensity of proposed use out of keeping with the area.
- Character of the area would be negatively affected.
- Impact on neighbours in terms of noise and disturbance, overlooking and loss of privacy.
- Adequacy of accommodation, facilities, and amenity space.
- Accommodation would not be safe and secure for future residents.
- Castle Road is a busy pedestrian route.
- Highway safety.
- Lack of parking provision.
- Effect on area/existing residents in terms of potential anti-social behaviour, intimidation and fear of crime.
- Effect on local Residential care homes in the vicinity.
- Market for commercial accommodation market challenging and can take several years for sales to complete, two years not exceptional and expected trend for such businesses to thrive again once pandemic is over.
- Existing empty properties should be considered for proposed use.
- Property blight/de-valuation of neighbouring properties/affect house sales locally.
- Number of residents should be limited and supported provided 24/7.
- Use/accommodation would not be limited to Isle of Wight homeless or in terms of residents' level of need.
- Inappropriate description of proposal.
- Inadequate justification for loss of guest house.
- No details of CCTV provision.
- Publicity of application.
- Emergency services access.
- Provision of measures to address residents' concerns and how the use would be reviewed in the future should concerns be realised.
- Visitors to an existing drug/alcohol support premises in the area congregate and cause antisocial behaviour.
- Project shifting issues from another location.
- Compliance with Covid-19 guidelines/restrictions.

6. **Evaluation**

Principle and Housing Need

- 6.1 The application seeks planning permission to use an existing guest house/B&B, located within a residential area of Newport, as an HMO (House in Multiple Occupancy). The applicant intends to use the property

to provide accommodation to support the Council in the delivery of its housing and homelessness and rough sleeping strategies.

- 6.2 Policy DM3 of the CS states that the Council will support proposals that provide an appropriate mix of housing types and size, in all new development, in order to create inclusive and sustainable communities and that development proposals will be expected to contribute to meeting identified housing need for the local area and to meeting specialist housing requirements. Paragraph 7.58 of the CS explains that “specialist housing requirements” includes housing that meets the needs of older, disabled, low income and vulnerable persons. In addition, policy DM4 of the CS sets a target for the delivery of 1,790 affordable homes on the Island over the plan period, with paragraph 7.63 explaining that the Council’s Housing Strategy makes a clear aim to ensure the needs of those on low incomes and vulnerable people, as well as those wanting to gain a foot on the housing ladder, must be met.
- 6.3 The Council’s Housing Needs Service Manager has confirmed that since 2015 we have seen a 500% increase in our rough sleeping figures: from 4 in 2015, to 24 in 2018. Current validated rough sleeping is recorded as 1 person, however, there is anecdotal information that indicates up to 13 people are rough sleeping. Furthermore, we have 49 single households accommodated across emergency accommodation; 444% more than March 2020, but 43% less the peak experienced at any one time during our original Covid response.
- 6.4 Fundamentally, our historical approach has been outdated and invariably crisis driven, resulting in people not receiving the rapid and personalised interventions required to successfully support them on their individual journeys of recovery, off the streets and into a place they can call home. Trying to determine and address needs or the gaps between a rough sleeper’s current circumstances and presenting needs and their desired outcomes is currently challenging, due to our inability to provide the wrap around services and support that rough sleepers need. This means that, we do not deliver assured access to the panoply of other vital services and support that rough sleepers, and those on the edge of rough sleeping, so desperately need.
- 6.5 The Housing Needs Service Manager has advised that in November 2020 a new staged model was commissioned, whereby as a pathway those who had experienced homelessness would be moved between stages depending on risk and support requirements. This staged model comprises:

Stage 1 Includes Housing First, Assessment/ Intensive Support Hub, Wet provision and a range of other units as agreed that meet the requirements of the pathway (i.e. some 16/17-year old provision). An example of

individuals that access these services are those that may be assessed as having complex needs; the risks posed to individual and/or others will be high; they are likely to require intensive/specialist support to keep them safe from significant harm. Staffing is likely to be required 24/7 other than for Housing First.

Stage 2 An example of individuals that access these services are those individuals that need support to develop the skills needed to live independently; individuals may be complex but are generally engaging with services to address their needs; assessment of need and risk is primarily assessed as medium or below. Identified by stage 1 or 3 as requiring a higher or less supportive provision.

Stage 3 Low level support to individuals making the final step towards their own tenancies.

Stage 4 – Resettlement.

- 6.6 The applicant states they are seeking to use the application property as a move on 'Stage 2' property to provide good quality and well located supported accommodation for local Island residents (18+ years of age and any gender) to continue their recoveries from experiencing homelessness, and to reduce and prevent homelessness on the Island for the local population. The applicant has advised the proposed change of use would create 11 new tenancies in affordable rented accommodation, increasing accessible housing options for people in housing need in the area. The applicant adds, the proposal would also increase the supply of HMO housing where currently there are no opportunities within the market to purchase or lease HMOs (from extensive searches undertaken by the applicant May 2020 – January 2021).
- 6.7 The Housing Needs Service Manager has advised that previously the Isle of Wight had 172 units of supported accommodation, but this service offer was not fit for purpose, was outdated and required modifying to meet the local need and complexity of service user. Services that were commissioned in November 2020 successfully achieved the standard set out and will provide the Council with the same number of units as we had previously, albeit this has resulted in some existing provision closing and some being developed (i.e. the current proposal for Castle Lodge). He has commented that if this proposal is not agreed, the risk is that we will see an increase in rough sleeping and single homelessness, which would reverse the trajectory of travel the local authority has been on.
- 6.8 It is therefore clear from the comments of the Council's Housing Needs Service Manager and the applicant's submission, that this proposal would

make an important and vital contribution to supporting the Council's strategies aimed at tackling Island resident's housing needs, as well as rough sleeping and homelessness on the Island.

- 6.9 Therefore, having regard to the above, it is considered that the proposal would comply with planning policy in terms of the location and delivery of new housing, it would help to address the current housing delivery shortfall across the Island, and it would make an important contribution to supporting the implementation of the Council's housing, rough sleeper and homelessness strategies, by providing additional affordable rented accommodation for those recovering from homelessness and on a pathway to support them to live independent lives in a home of their own. The proposal can therefore be supported, in principle, and on the basis that it would meet identified local housing needs in accordance with the aims of policies SP1, SP2, DM3 and DM4 of the CS.

Loss of existing guest house use

- 6.10 Policy SP4 of the CS seeks to ensure that existing tourism accommodation is maintained and improved and that no tourism accommodation is lost without robust justification. It states that proposals that would result in the loss of tourism bedspaces through conversion to an alternate use will be supported provided it can be demonstrated that the existing use is no longer viable and that the property has been marketed at an appropriate price for a period of at least 12 months. Paragraph 5.166 of the CS sets out the criteria used by the Council to assess the viability of tourism accommodation:

- a. Proof of marketing for sale (minimum 12 months)
- b. Evidence of attempts to save or reposition the business
- c. Evidence of business performance
- d. Evidence of professional and competent management

- 6.11 The applicant has provided information from the marketing agent which explains that the guest house has been on the market since May 2019 and that although there have been a number of enquiries, these have not resulted in a sale, with few viewings undertaken during this time. The marketing agent has stated that whilst a sale was previously agreed, it fell through due to the current Covid-19 pandemic, and that feedback to them was that potential owners really wanted a guest house situated in one of the seaside towns. Marketing particulars have been provided that show the property has been offered to the market at £495,000, which given the location, size and condition of the property is considered to be an appropriate asking price. Officers are therefore satisfied that the marketing requirement of policy SP4 has been met.

- 6.12 Little to no evidence has been provided by the applicant in respect of b-d above, save for information provided by the marketing agents in terms of current issues faced by the business due to the current pandemic. Whilst the current pandemic has significantly impacted the performance of businesses in the hospitality/tourism sector, this situation is not unique and does not constitute evidence that the continued use as a guest house would not be viable in the longer term. Therefore, in this case the requirements of b-d have not been met.
- 6.13 Although it has not been demonstrated that the existing guest house/B&B use of the property is unviable, the market has been tested for in excess of 12 months and from the evidence available, no interest has been received in continuing the property in its current use. Furthermore, the Council's Economic Development Project Officer is supportive of the proposal stating that the market has been tested and that the proposal would support the Council's broader regeneration policy.
- 6.14 Given the evidence indicates there is little to no interest in continuing the existing guest house use of the property and having regard to the small size of the guest house and its location in a predominantly residential area, it is considered that the proposal would not result in any significant adverse impacts on the Island's tourism accommodation offer. In addition, in this case the proposal would meet other policy aims in terms of the provision of specialist and affordable accommodation to support the Council's housing and homelessness strategies, as well as helping to address the current housing shortfall on the Island. Therefore, in this instance, it is considered that the loss of the existing guest house use would be justified.

Impact on the character and appearance of the surrounding area

- 6.15 The proposal would not require any changes to the exterior of the site or the existing building to accommodate the proposed HMO use, save for some additional foul drainage and the provision of waste storage and cycle parking/storage facilities, indicated on the submitted plan to be provided to the north side of the building. In terms of waste and cycle storage, these additional facilities can be controlled by planning condition to ensure they would be of appropriate design and discreetly located so as not be overly prominent and detract from the building setting or appearance of the street scene.
- 6.16 The existing car parking at the front and garden to the rear would be maintained and the existing outbuilding would be repurposed as a 'wellbeing' room for future occupiers. Both the parking and garden areas would be communal serving the overall residential use of the property.

6.17 Whilst there would be a change in use of the property from guest house to a HMO, both the existing and proposed uses are residential, albeit more transient in terms of occupancy than surrounding housing. However, the surrounding area comprises a variety of housing, including family and older persons accommodation. There is no evidence to suggest that there is an overconcentration of HMO accommodation or accommodation to support those recovering from homelessness in this area of Newport. Furthermore, data provided by the Housing Needs Service Manager indicates the following proportions of homelessness accommodation provided within Ryde, The Bay and Newport.

Ryde 52.4% (89 units)
The Bay 25.2% (43 units)
Newport 22.4% (38 units)

This data indicates that Newport has the lowest proportion of such accommodation of these three areas. It is also noted from information provided by the Council's Housing Needs Service Manager that an existing facility in nearby Carisbrooke Road has now closed. Therefore, it is considered that the proposal would add to the mix of housing provided locally and would not result in such a prevalence or concentration of such accommodation that it would negatively impact upon the character of this residential area.

6.18 Having regard to the above, that the proposed use would not require any enlargement of the building or any significant changes to the site layout or appearance, and given the proposed accommodation would result in only a minor increase in the number of bedrooms (11 as opposed to the current 8), it is considered that the proposal would complement, and not negatively impact on, the residential character and appearance of the site and surrounding area, in accordance with the aims of policy DM2 of the CS and the NPPF.

Impact on neighbouring properties, including fear of crime

6.19 Concerns have been raised by local residents, interested parties and the previous Local Ward Member regarding potential impacts of the proposed use on crime and anti-social behaviour, that this would be an inappropriate location for such a use and would be incompatible with promotion of a safe and secure environment, family life and the needs of other vulnerable groups in the locality, including older persons. Furthermore there are concerns raised by local residents and their employers, that the proposal would exacerbate existing problems with congregation of rough sleepers, drug takers and drinkers in the local area, and impact on neighbouring residents in terms of intimidation, fear of crime and possible reprisals (given the specific role of some residents in

the local community, and the possibility of prior involvement with future occupiers of the proposed HMO when undertaking that role), as well as in respect of noise and disturbance, overlooking and loss of privacy. Overall, these concerns are that the proposal would adversely impact on existing residents' quality of life, community resilience and cohesion and a safe, secure and peaceful environment.

6.20 The NPPF at paragraph 91 requires that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion, and which enable and support healthy lifestyles. Section 17 of the Crime and Disorder Act 1998 also places a duty on the Council to exercise its functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent,

- (a) Crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); and
- (b) The misuse of drugs, alcohol and other substances in its area; and
- (c) Re-offending in its area.

6.21 In addition, policy DM2 of the CS and the NPPF require proposals to not only be safe, but also to have regard to adjacent buildings and to ensure a high level of amenity would be maintained for existing and future occupiers of land and buildings.

6.22 Hampshire Constabulary's Designing Out Crime Officer has commented that the property is within a residential road, which currently does not suffer issues associated with persons recovering from complex problems, and concerns centre on the possible problems caused by residents of the proposed accommodation, both within the accommodation and the local area. However, he goes on to say that Hampshire Constabulary recognise the need for accommodation for the homeless to assist with their journey back to a more normal lifestyle. Effective management/support of residents would be key to reducing the opportunities for crime and disorder. He summarises Hampshire Constabulary's position on this application as broadly supportive, but that this support is conditional on residents being at the appropriate stage of their recovery to reside within this style of accommodation, the provision of effective on-site support for the residents at all times and the fitting of appropriate physical security measures, including CCTV and door security.

6.23 In terms of effective management and appropriate placement of residents, the property would be operated by the applicant under contract

with the Council. The Council's Housing Needs Service Manager has advised that placements in the staged pathway are agreed by a panel chaired by the Council and that the panel and pathway are designed to move individuals between provision to help ensure their support needs would be suitably met and, where possible, to avoid people falling out of accommodation when they go into crisis/need additional support. This allows the Council to dynamically manage provision and people.

- 6.24 The applicant seeks to use the property to provide move on 'stage 2' accommodation and therefore people offered a placement here would generally be those assessed as needing support to live independently but who are considered to be engaging with services to address their needs. The applicant states that individuals would not be placed at the property direct from the street, but instead would be moved to the property when ready to live more independently and successfully at the property, and where they will be able to thrive and not negatively impact the local community.
- 6.25 The applicant (Two Saints Ltd) has over 50 years of experience in enabling local people to recover from the causes of homelessness and go on to lead positive lives. They work with local authorities and key partners to ensure their activities support and add value to local homelessness strategies being implemented by councils. They are also members of national steering groups, promoting best practice and influencing change in homelessness, housing and public sectors, and are a registered provider of social housing. They have worked directly on the Island for 3 years, having merged with the Real World Trust in 2017, with links to key partner agencies in health, social care and the voluntary sector.
- 6.26 The property would benefit from on-site staff presence Monday to Saturday, with dedicated office space, with the facility for staff to visit outside of these times 24/7, either at the request of individuals living at the property or if there are any queries raised by neighbours, local councillors, the Police or any other body. The applicant states, the out of hours manager would be able to respond within an hour.
- 6.27 The applicant has advised that each tenant would have an individual support plan to enable them to work with well-trained staff and ultimately to move them onto more independent accommodation when they are ready to do so. It is envisaged that tenants would stay at the property for an average 3-12 months. During their stay, should any concerns be raised by local community members, the applicant would discuss those concerns with them and appropriate steps taken to ensure any negative impacts caused by tenants or their associates would be stopped, a practice the applicant states it carries out across all of their properties on

the Island, as well as on the mainland. Anti-social behaviour or nuisance within or outside of the property would not be tolerated, with tenants informed that they risk their placement at the property. Options would be explored to move tenants back to more intensive housing schemes if required.

- 6.28 In terms of security measures, the applicant confirms that they will be installing CCTV at the property, which can be monitored 24/7 on or off site and door entry systems would be installed. Installation of these measures can be ensured by planning condition.
- 6.29 With regard to loss of privacy and overlooking, given the existing use of the property already results in a transient resident population and that the proposal would not require any changes to the external areas of the site or any additional windows within the building, the proposed change in use (which would still be a residential use), would not result in any greater level of overlooking or loss of privacy for neighbouring residents.
- 6.30 In relation to potential for noise and disturbance, whilst this remains a possibility for any residential use, the Council's Environmental Health Officer has raised no concerns and has not objected. As discussed above, the applicant would put in place arrangements to deal with any incidents of disturbance to neighbours or other residents of the property, and should the proposed use result in noise nuisance, the Council would be able to take appropriate action under separate Environmental Protection legislation.
- 6.31 Having regard to the above, whilst the concerns and fears expressed by residents and others in terms of the potential implications of the proposed use for the local community in terms of safety, security and quality of life (including for peaceful enjoyment of their property) are fully acknowledged and appreciated, having considered these concerns/fears and discussed these, as well as the proposed use, with the Council's Housing Needs Service Manager, Hampshire Constabulary's Designing Out Crime Officer and the applicant, and having reviewed comments/information provided by these parties, as well as the comment received from Environmental Health, it is considered that there is no objective evidence the proposed use would have anymore impact here than it would if located within another residential area of the Island. Furthermore, given the temporary nature of the accommodation, support that would be offered to residents, and arrangements put in place both by the Council and the applicant (which can be set out in an agreed Management Plan for the property), both of which have extensive experience in managing the complex needs of those likely to reside in the property, it is considered that appropriate measures and safeguards would be put in place to ensure that the proposed use would not

undermine the amenities and quality of life of existing residents, would promote a safe and secure environment, and that should problems arise, these would be appropriately dealt with by the applicant/Council and/or the Police. A Management Plan for the property can be secured by planning condition.

- 6.32 Subject to the recommended conditions, it is considered that in this case, a safe and secure environment would be promoted and that due regard would be had to the amenities of neighbouring residents in accordance with the aims of policy DM2 of the CS and the NPPF.

Whether an acceptable level of amenity would be provided for future occupiers?

- 6.33 The submitted plans show that future occupiers would benefit from their own personal bedroom space, most of which (save two) would have private en-suites. The layout proposed would provide separation between these private spaces, as well as the proposed staff office, and the communal kitchen/dining/lounge area and garden area. All habitable rooms, including bedrooms, would benefit from existing window openings, with most of these internal rooms enjoying double openings/dual aspects and/or either look out over the frontage or into the rear garden. Installation of a CCTV system and a door entry system would assist with provision of a safe and secure environment for occupiers.

- 6.34 The Council's Housing Enabling Team has reviewed the proposed plans and commented that, based on the proposed floor plans, the accommodation would be suitable for up to 12 residents (Bedroom 2 being suitable for double occupancy). In terms of the proposed ground floor kitchen, the proposed floor plan shows a double set kitchen/diner/lounge of a size of 26.6 square metres, which is deemed sufficient for this number of residents (subject to an additional microwave being provided within the kitchen – there would be adequate space to accommodate this requirement). A planning condition can be imposed to limit the maximum number of residents within the property to 12, which would ensure that the space and facilities proposed would be adequate for the number of occupants within the building. In terms of future regulation of the standard of the accommodation provided, the applicant, as a registered provider of social housing would be regulated by the Regulator of Social Housing.

- 6.35 It is therefore considered that, subject to the recommended conditions to limit the maximum number of residents to 12, and to ensure that appropriate management arrangements and measures would be put in place, including CCTV and door entry/security systems would be installed and appropriate cycle and waste storage facilities provided, the proposal

would provide an acceptable level of amenity for future occupiers in accordance with the aims of policy DM2 of the CS and the NPPF.

Highways considerations

- 6.36 The proposal would not involve any change to the existing site access off Castle Road or to the existing open hard surfaced frontage that currently provides space for off-road parking for the property. At present there is sufficient space across the frontage for 5-6 cars to be parked nose-in. Because of the extent of hard surfacing, as well as the set back of the building at its northern end, some additional space for cars to be parked in an ad-hoc manner is available, albeit this would require vehicles to be moved out of the way to enable those behind to exit. Given the existing 8-bed guest house use, the Council's Parking Guidelines SPD would expect such a use to provide 8 on-site parking spaces (one space per visitor bedroom).
- 6.37 The proposed HMO use would have 11 bedrooms and generally residential parking standards within the Parking Guidelines SPD requires one space per residential unit for bed sit/1-bed accommodation. However, these guidelines do recognise that there will be some residential uses which will generate less demand for parking (i.e. sheltered/specialist accommodation). Officers consider that given the nature of the proposed use and accommodation, future residents would be less likely to own a car and therefore the requirement of 0.25 space per unit/bedroom may be more appropriate in this case, similar to that set out in the SPD for sheltered accommodation/older persons' housing. In addition, for such accommodation where they would be on-site support/warden, the parking guidelines require 0.25 visitor/staff spaces per 2 clients. Applying these ratios to the proposed accommodation/use, this would require 3 spaces to be provided for residents and an additional 2 for staff/visitors, a total of 5 on-site spaces. The applicant proposes 5 on-site parking spaces which would meet this requirement.
- 6.38 There would be space within the site to accommodate some on-site cycle parking/storage for future residents/staff/visitors, as well as space for waste storage and this has been indicated on submitted ground floor plan to be provided within the recessed area of the frontage, to the north side of the principal two storey building. This provision can be secured by planning condition(s) to ensure compliance with both the Parking and Recycling and Refuse Storage Guidelines SPDs. Provision of secure and covered cycle storage, as well as short-stay cycle parking would encourage travel by more sustainable modes and would assist with reducing reliance on car travel in accordance with the aims of policy DM17 of the CS.

- 6.39 The site is located approximately 100-150m from local bus stops and about 180m from Carisbrooke High Street where local services, shops and community facilities are located. Given this and that there is a good local network of pavements and footpaths that connect the site to Carisbrooke and Newport, it is considered that the site is located in an accessible and sustainable location and that travel to and from the site would not be reliant on the private car.
- 6.40 Given the minor increase in number of bedrooms, that the proposed use would be likely to generate less demand for car parking locally than the current guest house use, and that the level of daily vehicle traffic movements associated with both the current and proposed use are likely to be low, it is considered that the proposal would not have a negative impact on the capacity of the local highway network.
- 6.41 Having regard to the above and factoring in the existing use, which would at present generate traffic and demand for car parking, it is considered that the proposal would not have a negative or unacceptable impact on the safe use and capacity of the highway network and therefore it would be compliant with the aims of policies SP7 and DM17 of the CS and the NPPF.

Other matters raised

- 6.42 Concerns raised regarding property blight/devaluation of neighbouring properties are not material planning considerations and cannot affect or prejudice planning decision-making in respect of this application.
- 6.43 In terms of the description of the application/proposal, the proposal/application is to use the property primarily as an HMO to provide affordable rented accommodation to those recovering from homelessness. Whether or not residents have or have not been homeless prior to their occupation of the property, the accommodation would still be used as a HMO. Whilst there would be a small ancillary office for staff/visitors to use to support residents to live independently, this would be ancillary to the primary HMO use proposed. The application description therefore reflects the use proposed by the applicant and should the applicant cease or materially change the use applied for, further planning permission would be required from the Council.
- 6.44 Compliance with Covid-19 guidelines is not a material planning consideration, as this would be covered by non-planning legislation. Furthermore, there will be similar residential accommodation operating during the pandemic, and therefore it is considered that there would be no reason why the proposed accommodation could not be operated ensuring compliance with such restrictions, where relevant.

6.45 In terms of publicity, the application was publicised in the local paper (IW County Press) and on the Council's website and a letter was sent to occupiers of adjacent properties. This has met the Council's statutory duty to publicise the application.

6.46 Although the site is located within the SPA buffer zone, the proposal would not result in a net increase in residential accommodation. Therefore, there would be no adverse impacts on the Solent SPA in terms of increased recreational disturbance or any additional nutrient burdens in the Solent Catchment and as such mitigation is not required in respect of these matters in this case.

7. Conclusion

7.1 For the above reasons, it is considered that, subject to the conditions recommended below, the proposal would comply with the provisions of the development plan and the aims of the NPPF.

8. Recommendation

8.1 Conditional Permission

9. Statement of Proactive Working

9.1 In accordance with paragraphs 186 and 187 of the NPPF, the Isle of Wight Local Planning Authority takes a positive approach to development proposals focused on solutions to secure sustainable developments that improve the economic, social and environmental conditions of the area. Where development proposals are considered to be sustainable, the Council aims to work proactively with applicants in the following way:

1. The IWC offers a pre-application advice service;
2. Updates applicants/agents of any issues that may arise in the processing of their application and, where there is not a principle objection to the proposed development, suggest solutions where possible.

In this instance:

- The applicant was provided with pre-application advice;
- The application was considered acceptable as submitted and no further discussions were required.

Conditions/Reasons

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990

- 2 The development hereby permitted shall only be carried out in complete accordance with the details shown on the submitted plans, numbered 0002 Revision P2, Proposed Building Layout Plans.

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic Built Environment) of the Island Plan Core Strategy.

- 3 Notwithstanding the submitted plans, prior to commencement of the use hereby permitted, cycle parking/storage facilities, as well as waste storage facilities shall be provided within the site in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure adequate provision would be made for the cycle parking/storage and waste storage to serve the use hereby permitted in accordance with the aims of policies SP8 (Waste) and DM17 (Sustainable Travel) of the Island Plan Core Strategy and the requirements of the Council's Guidelines for Parking Provision as Part of New Developments and Guidelines for Recycling and Refuse Storage in New Developments Supplementary Planning Documents.

- 4 Prior to commencement of the use hereby permitted, a Management Plan for the property shall be submitted to and approved in writing by the Local Planning Authority. The Management Plan shall include the following details:

- How future residents would be selected for residency within the property.
- Security measures to be implemented, including CCTV and access controls.
- How residents would be supported during their residency.
- How any incidents of anti-social behaviour and/or noise disturbance would be addressed.
- How any complaints received in respect of residents' behaviour would be dealt with.
- Those responsible for the implementation of the Management Plan.

The agreed Management Plan shall be implemented and adhered to for the duration of the use of the property hereby permitted. Should the Management Plan not be implemented or complied with, the use of the property as an HMO shall cease.

Reason: To protect the amenities of the area, those of neighbouring residents, as well as those of future occupiers of the accommodation in accordance with the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.

5 The number of residents within the building shall not at any time exceed 12.

Reason: To ensure a high level of amenity would be provided for future occupiers of the accommodation hereby permitted in accordance with the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.