

Planning, Heritage, Design & Access Statement

***The former 'Emsworth Surgery', 6 North Street,
Emsworth, Havant, Hampshire PO10 7DD.***

***Proposed conversion of 2.5-storey surgery [Class E(e)]
building to hotel (Class C1); replacement of single-storey
surgery [Class E(e)] building with two-story café [Class
E(b)] (Alternative to permission APP/20/01115).***



Prepared by
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on behalf of BG Doodles Holdings Ltd

1. Introduction

This statement supports the applications for full planning and listed building consents for conversion of the northern 2.5-storey building of the former 'Emsworth Surgery' [Class E(e)] to a ten-bedroomed hotel (Class C1) and replacement of the southern single-storey building [Class E(e)] with a two-storey café [Class E(b)], as an alternative to extant permission APP/20/01115.

This statement explains the nature and extent of the proposal and how it responds to the local environment, in its built and socio-economic contexts. It has regard to key national and local planning policies relating to new commercial premises and design and supporting documents.



The approach to the application site from the southeast, on High Street.

should be read in conjunction with the other

2. Context



The approach to the site from the north, on North Street.

This irregular-shaped previously-developed 'brownfield' site of **0.09 hectare** lies at the junction of High Street and Havant Road within Emsworth district centre and Havant Borough Council's administrative area.

Regardless of whether one approaches from the east or west along Havant Road, public views of the site are blocked by frontage vegetation and the properties that face north towards the road. The application site is also blocked from public view in the approach along High Street from the southeast by the

premises that face east to that road. Views into the site from the north on Havant Road are blocked by a high boundary wall. The three-storey premises of that are nos.2/4 High Street (next-door to the south) form a backdrop to the approach along North Street, from the north.

Pedestrian access to the site is afforded via an ungated hardstanding in the High Street (east) frontage, with a gated footpath in the West Street (south) frontage. Vehicular access is afforded via an ungated driveway near the northwest corner of the site. Dropped kerbs in the West Street (east) and Havant Road (north) frontages and a surfaced forecourt afford access and parking for two vehicles and twelve more can be accommodated at the rear – ie **fourteen** in all. Clear views to the north/south along High Street and east/west along Havant Road ensure that vehicles entering and leaving the



The site viewed from the east, on Havant Road.

site enjoy good visibility and are themselves seen clearly by approaching drivers, riders and pedestrians.

Patrons of this locality enjoy safe and convenient access to services and facilities in the district centre, the Mill Pond (a minutes walk away, to the west), Warwick Court public car park (a minutes walk away, to the southeast), South Street public car park (2 minutes walk to the south), Palmer Road public car park (3 minutes walk to the northeast), The Cob (4 minutes walk to the south), Emsworth beach (9 minutes walk to the southwest) and Emsworth train station (6 minutes walk, to the north). Havant Road (to the north) forms part of the route followed by the regular no.700 bus service that takes passengers east to Flansham or west to Havant and then southwest to Portsmouth. North Street (a minutes walk away, to the north) forms part of the no.27 bus service that takes passengers northwest to Rowlands Castle. While it is evident that residents and visitors to this locality do not need to use a private car to enjoy good access to services (ie. it is an accessible sustainable location), the provision of secure on-site facilities for bicycle storage would promote the use of that alternative to the private car as a sustainable transport mode, as is recognised at paragraph 104 of the 'National Planning Policy Framework' 2021 ('NPPF') re. 'Promoting sustainable transport'.

In his 'Written Ministerial Statement: Planning for Growth' of March 2011, Decentralisation Minister Greg Clark confirmed that the *'Government's clear expectation is that the answer to development and growth should wherever possible be 'yes' except where this would compromise the key sustainable development principles set out in national planning policy'*. Paragraph 11 of the NPPF reiterated that principle, by generating a presumption in favour of sustainable development and the approval without delay of proposals that accord with the development plan.

Paragraph 119 of the NPPF ('Making effective use of land') states that *'Planning...decisions should promote an effective use of land in meeting the need for...other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.'* Paragraph 130 ('Achieving well-designed places') provides for the grant of planning permission for development of good design that improves the character and quality of an area. Paragraph 199 ('Considering potential impacts') records that *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation...'* Notably, paragraph 206 ('Considering potential impacts') indicates that *'Local planning authorities should look for opportunities for new development within Conservation Areas...and within the setting of heritage assets, to enhance or better reveal their significance...Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.'*

Section 38 of the 'Planning and Compulsory Purchase Act 2004' requires an application to be determined in accordance with the relevant policies of the development plan unless material considerations indicate otherwise; an element of flexibility is provided which enables decisions to be made which may disagree with the development plan. The development plan for Emsworth comprises the 'Havant Borough Core Strategy' (2011), the 'Havant Borough Local Plan (Allocations)' (2014) document, Supplementary Planning Documents and the 'Emsworth Neighbourhood Plan' (2021). Policies Map 8 ('South of Havant and Emsworth') of the development plan shows this site within the Emsworth *'Urban Area Boundary'*, the *'District Centre'* and a *'Secondary frontage'*; and the *'Chichester Harbour Area of Outstanding Natural Beauty (AONB)'*. The 'Emsworth Conservation Area Appraisal' (2010) shows this site within the Emsworth *'Conservation Area'*. It does not fall within a Flood Zone.

Core Strategy Policy CS2 ('Employment') records that *'Planning permission will be granted for development proposals that...Prioritise the use of previously developed land for the provision of new employment floorspace'*. Core Strategy Policy CS4 ('Town, District and Local Centres')

states that *'The council will seek to accommodate approximately 13,000 square metres (net) of new comparison goods retail floorspace within town and district centres up to 2016'* and generates a presumption in favour of developments that *'...Support small and independent businesses'*. Page 7 of the Core Strategy states that *'Emsworth is an attractive destination for visitors and this supports the tourism and day visitor economy of the borough as well as local businesses.'* Attention is drawn to Core Strategy Policy CS5 ('Tourism'), which provides for the grant of planning permission *'...for appropriate development proposals around the borough that...2. Provide hotel...accommodation.'* Core Strategy Policy DM5 ('Control of Class A3, A4 and A5 Food, Drink and Entertainment Uses') states that *'Planning permission will only be granted for the construction of new entertainment and hot food uses falling within Use Class A3...of the Use Classes Order 1987 (as amended)...where it can be demonstrated that all the following criteria are met: 1. Measures are incorporated, where a proposal includes the preparation of hot food, to mitigate the effect on nearby properties. 2. The measures proposed in respect of criterion 1 are such that the installation does not materially detract from the appearance of the building itself and the wider locality. 3. The measures proposed in respect of criterion 1 are suitable for the range and nature of hot food to be prepared on the premises. 4. The development includes adequate provision for the disposal, storage and collection of refuse, including litter bins for use by customers. 5. The development would not result in indiscriminate customer parking and/or traffic movement that would be likely to create hazards for traffic or pedestrians. 6. The development would not cause unacceptable disturbance to the occupiers of nearby residential property at times when activity in the immediate vicinity would otherwise be at a relatively quiet level.'* Core Strategy Policy DM10 ('Pollution') allows for the grant of planning permission for development that does not cause noise pollution and where the health/safety of existing/future users of the site or nearby occupiers/residents, is not put at risk. Core Strategy Policy CS11 ('Protecting and Enhancing the Special Environment and Heritage of Havant Borough') states that *'Planning permission will be granted for development that...4. Protects and where appropriate enhances the borough's statutory...heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings...'* Core Strategy Policy CS12 ('Chichester Harbour Area of Outstanding Natural Beauty (AONB)') indicates that *'Development will be permitted where it...3. Conserves and enhances the special qualities of the Chichester Harbour AONB (as defined in the Chichester Harbour AONB Management Plan).'* Core Strategy Policy CS16 ('High Quality Design') states that planning permission will be granted for development *'...which helps to create places where people want to live, work and relax...Is well connected to and integrates with the immediate local area'* and *'...does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking'*. Core Strategy Policy CS17 ('Concentration and Distribution of Development within the Urban Areas') provides for development that makes the most effective use of urban land.

Allocations Policy AL1 ('Presumption in Favour of Sustainable Development') states that *'When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF)...It will always work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.'* Allocations Policy AL3 ('Town, District and Local Centres') indicates that *'Planning permission will be granted for development proposals that: 1. Provide main town centre uses in the...district...centres...and so contribute to their vitality and viability.'*; *'4. Retain at least 25% of the units in an unbroken run of secondary frontage as defined on the Policies Map in retail (A1) use.'*; and *'6. Provide a shopfront within the primary shopping area with a well designed and appropriate display window.'* Policy DM20 ('Historic Assets') provide for the grant of planning permission for *'...development that conserves and enhances the historic assets of Havant Borough.'*

Policy D1 ('General Design Policy') of the Emsworth Neighbourhood Plan records that 'a) *All new developments...proposals across the neighbourhood area should be of high quality, in accordance with the other policies and the other provisions contained within this neighbourhood plan*'. Emsworth Policy W4 ('Technology & Tourism') states that 'a) *Development of employment opportunities in identified growth sectors will be supported, especially in the...leisure...sectors.*' and 'b) *Developments which are focussed on further growth of the tourism industry will be supported.*'

Table 8 ('Leisure facilities and places of public assembly') of the Borough Council's 'Parking Supplementary Planning Document' (2016) calls for 1 parking space per bedroom, 1 short-stay bicycle stand per 10 bedrooms and 1 long-stay bicycle space per 6 staff or 1 long-stay bicycle space per 40sqm GEA, whichever is the greater provision, to serve a hotel. The parking SPD is silent on the requirement for café premises.

Notably, paragraph 10.17 of the Core Strategy recorded Havant Borough Council's recognition that '*...food, drink...uses can be important in adding to the vitality and viability of an area for residents and visitors.*'

The locality is characterised by commercial premises in a variety of styles, formats and plot sizes (see aerial photograph on cover page). The application site comprises a substantial one/2.5-storey commercial premises that operated as a surgery [Class E(e), formerly D1] until its closure in September 2020 (ie almost 2.5 years ago). It is finished in white render (front) and red brick (sides and rear) beneath a hipped slate roof, and has a combined gross internal area ('GIA') of **396.9m²**.



The site viewed from the east, on High Street.

The premises are Grade II listed (entry no: 1303480) '*...for its special architectural or historic interest.*'. Historic England's 'Official list entry' also records that: '*House. Late C18. Stucco, with a tile roof. Symmetrical front (east) of 2 storeys and attic, 3 windows. Hipped roof, with coved and moulded plaster eaves. Sashes in reveals. Doorcase with pediment and Doric fluted 1/2 columns, and 1/2- glazed door. The north side brick wall is bowed, with a sash window.*'



The rear elevation of the subject premises and parking area.

The southern, linked single-storey sector (finished in white painted brickwork; GIA **91.7m²**) appears at odds with the character of the northern 2.5-storey sector and presents a poor and impoverished appearance, that detracts from the environmental quality of the locality and reduces civic pride. Further, the present (central) first-floor staircase to the loft storage area (GIA **32.3 m²**), is dilapidated and in need of significant repair.

Attention is drawn to extant planning permission APP/20/01115 that was granted by Havant Borough Council in April 2021 for '*Works to convert existing doctors surgery (E*

to offices (E) plus erection of a two storey building comprising a retail unit at ground floor and one residential dwelling (C3) following demolition of existing single storey extension. Associated parking and hard and soft landscaping.’ The principle/design of that scheme was seen to accord with the adjacent building (a heritage asset) and its sensitive surroundings. As that proposal met the Borough Council’s requirements, it provided a useful model for this.

It is submitted that the proposed development on this under-used, highly-sustainable urban land, would accord with the special character of its surroundings and not compromise *any* key sustainable development principles of national or local planning policy.



The existing dilapidated first-floor staircase.

3. Consultation

In accordance with the advice proffered at paragraph 39 (‘Pre-application engagement and front loading’) of the NPPF, the views of Tina Pickup (Senior Planning Officer) of Havant Borough Council were invited on a preliminary scheme.

Via letter dated 21st October 2022 (ref: GEN/22/00795), Mrs Pickup recorded that: ‘...the principle of a hotel (C1) use in the main Listed Building would be supported by policy and be considered an appropriate town centre use. Similarly, the operational development associated with the two-storey building is essentially the same as already approved under APP/20/0115 and remains in principle acceptable. Its sole use as a cafe (Class E) is also considered an appropriate town centre use’ and ‘...the proposed hotel and cafe would not be CIL liable for any new floor space as the charging schedule for both uses in a town centre is zero.’

No consultations have been undertaken with neighbours.

4. Amount, Layout, Scale & Appearance

In light of the favourable presumption set down in the development plan, the extant office/retail/residential consent (APP/20/01115) and the favourable views expressed by Mrs Pickup, it is proposed that the unsightly single-storey southern element (GIA **91.7m²**) of this complex be demolished and replaced by a sympathetic two-storey café building [Class E(b); GIA **159.6m²**] and that the remaining historic northern 2.5-storey building be converted into a **ten**-bedroomed hotel (Class C1; GIA **300m²**), to optimise the site’s accessibility advantages. It is also proposed that the dilapidated first-floor staircase and stairwell (to the loft area) be upgraded.

Respect for the privacy of existing residents, future patrons and the character of the northern building (a heritage asset) has been accorded priority in the formulation of this proposal, from concept stage. The existing frontage railings to the north building would be repaired and repainted. The ground- and first-floor sash windows of the retained (listed) building are to be stripped, repainted and secondary-glazing added internally, to improve their thermal efficiency and sound-proofing. The dormer windows in the north, south and west roof-planes would each be replaced by a sympathetic double-glazed window and modest air vents inserted in all four elevations. Provision is to be afforded for native shrubs in a low timber planter along the north sector of the cafe frontage, to soften the appearance of the development.

It is envisaged that only food would be warmed in the café, so provision has not been afforded for an external extraction flue. The café would create one full-time and two part-time staff

positions and would operate from 7.30am-5.00pm, Monday-Saturday and 9.00am-4.00pm on Sundays and Bank Holidays. The hotel would employ two part-time hospitality staff. The cafe premises would be finished in white render (front) and red brick (sides and rear) with a slate hipped/gabled roof.

In this configuration, the proposal would make more efficient use of this highly-sustainable site in a manner that accords with the character of its surroundings and would not result in detrimental impact on the character of the adjacent heritage asset or the amenities of neighbours.

5. Access

The site would continue to be served by the existing pedestrian and vehicular arrangements. The hotel would be served by **nine** parking spaces arranged on a laid forecourt to its rear (west) and **nine** short-stay bicycle hoops in the south corner of the parking area. Secure bicycle accommodation for hotel and café staff would be afforded by the provision of a timber store (for **four** bicycles) inside the southern entrance. Refuse and recycle bins would be stored to the north of the (southern) bicycle store and emptied on the requisite day.

As the site enjoys unhindered access to High Street, Havant Road and West Street, no difficulties are anticipated with emergency services reaching the hotel or shop. Since the entrances previously served a surgery, the view is taken that pedestrian and vehicular traffic associated with this proposal would not cause danger or inconvenience to users of the public highway or be materially harmful to neighbours.

In his 'Transport Statement' of November 2022 (copy enclosed), Nick Culhane (Highway Consultant) recorded that *'...the development will not result in an unacceptable impact on highway safety, nor would the residual cumulative impacts on the road network be severe.'*

6. Noise

In their 'Acoustic Testing Report' of 9th February 2023 (copy enclosed), Airtight & Noisecheck recorded that *'Based on measured noise levels and calculations, the good acoustic design of the habitable rooms & suitable ventilation methods, there is no reason to suggest that the future residents will be adversely affected by the noise levels.'*

7. Trees

No trees would be harmed by this proposal.

8. Ecology

An 'Ecological Assessment' will be submitted shortly.

9. Site Waste Management

Where possible brick, block and concrete will be crushed and retained on-site for reuse as hardcore and timber will be salvaged. Inert waste material would be disposed to a licensed Hampshire County Council site and any other waste will be segregated into skips and removed by licensed collectors.

10. Working Practice

To protect the amenities of neighbours, the operation of construction machinery on the site will be restricted to 8.00am-6.00pm Monday-Friday, 8.30am-1.00pm on Saturday, with no working on Sundays or Bank Holidays. All materials and plant would be kept within the curtilage of the application site and any trees are to have protective fencing around.

11. Crime & Anti-social behaviour

No special measures are considered necessary for the prevention of crime or anti-social behaviour. A presence on the site would continue to deter such activities.

12. Contributions

The applicant recognises that it is Havant Borough Council's customary practice to seek a financial contribution towards the 'Solent Recreation Mitigation Project' (SRMP) whenever development is proposed and would welcome clarification of the facilities on which the monies from this proposal would be expended, to pave the way for the requisite agreement to be entered.

13. Nitrate Neutrality

As recorded in the enclosed 'Nutrient Assessment & Budget' prepared by Aqua Callidus Consulting, the proposed development would result in a total nitrogen output of **5.89 kg TN/year**. With reference to the completed 'European Site avoidance and mitigation checklist', the applicant company elects to use the Borough Council's strategic mitigation package in this regard.

14. Community Infrastructure Levy

The proposed floor space would not attract the Borough Council's Community Infrastructure Levy ('CIL').

15. Conclusion

It is submitted that the requirements of the development plan are *satisfied* by this proposal as it would not detract from the existing street-scene; would be in keeping with the character of the adjacent heritage asset and its special surroundings; is of a high standard of design; incorporates materials and design elements sympathetic to local character; provides safe access for pedestrians, cyclists and vehicular traffic; provides satisfactory cycle and car parking; respects privacy, outlook and sunlight; and the takes into account the prospect of criminal activity and anti-social behaviour.

Development of the site in the manner proposed would achieve more efficient use of this urban land without causing harm to the character or appearance of the locality or the amenities of neighbours. It is contended that this proposal comprises an acceptable form of development that accords with the development plan and no other material considerations suggest otherwise.

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