
Site Address:	Victoria Cottage Hospital, North Street, Emsworth, PO10 7DD		
Proposal:	Conversion of former Victoria Cottage Hospital to GP Surgery with associated side, rear and front extensions.		
Application No:	APP/19/00414	Expiry Date:	24/07/2019
Applicant:	Mrs Hope Emsworth Surgery		
Agent:	Mr Jenkins Studio Four Architects Ltd	Case Officer:	Lewis Oliver
Ward:	Emsworth		

Recommendation: **GRANT PERMISSION**

1 Site Description

The former Victoria Cottage Hospital in Emsworth, closed in 2013. The site has a prominent position, on the corner of the A259 (Havant Road), which forms the boundary of the Conservation area and North Street, with the community garden to the south protected as a Local Green Space. To the north and the east of the site are a number of buildings in community use, with a council run car-park with further commercial units further to the north along North Street, and Emsworth Town Centre to the south of the A259. To the west of the site are two storey residential properties. To the east lies Emsworth Baptist Church, with a further council owned car park to the east of the church. The site has an area of 0.17 ha.

The Hospital site was declared surplus to requirements by the South Eastern Hampshire Clinical Commissioning Group (CCG) in 2013, and marketing began in 2018 to dispose of the site. However, the disposal process was halted in order to give the CCG, the Emsworth Surgery and the community time to work together to explore further whether the site would be suitable for continued health use, in particular for a doctors surgery to replace the existing surgery to the south of the A259.

2 Planning History

98/58875/002 - External alterations to west elevation (as a result of the installation of a new lift internally) and extension and alterations to existing lean-to services building., PERM, 07/12/1998

98/58875/003 - Replacement windows to all elevations and infill of 1 window to rear (west) and side (south) elevation., PERM, 08/12/1998

94/58875/000 - Single storey infill to form inner and outer lobbies to main entrance, PERM, 16/02/1994

3 Proposal

The proposal is to refurbish and extend the existing Victoria Cottage Hospital (VCH) in Emsworth to accommodate the Emsworth GP surgery. The practice currently occupy premises immediately to the south of the site (i.e. across the road) but these are unsuitable for expansion and significant refurbishment due to limited size and that it is

a Listed building. An in-depth feasibility and consultation exercise was undertaken which concluded that the refurbishment of the VCH site was identified as an appropriate location for the surgery.

The proposed design seeks to utilise as much of the existing internal layout and building envelope as possible, however the following were considered either beyond economic re-use or unsuitable for the new scheme in terms of compliance:

- Outbuildings to the rear
- External metal staircase
- Existing flat roof coverings and single-storey pitched roof element to the rear

The main entrance is retained in the centre of the front elevation, leading to a central reception area that allows visual supervision of two waiting areas which are positioned next to the main groups of clinical rooms. A new patient staircase forming an extension to the north of the building provides access to further clinical spaces on the first floor; the second floor comprises staff-only spaces.

Structural alterations are required internally to suit this layout, and some re-building of the rear single storey element is required to rationalise roofs. To avoid ongoing maintenance issues, the arch-headed dormers at second floor level are to be replaced with rooflights; the two chimney stacks on the southern wing and glazed rooflights on north and south wings are to be removed.

The central section of roof – which is at a lower level than the two adjacent side mansards – is to be rebuilt at a higher level to allow level access throughout the second floor, including the extension of the lift shaft up to the second floor level.

On the front elevation, a new canopy forms an extension of the existing flat roof at second floor level which is at an angle to the face of the main building; this also incorporates an enlarged glazed entrance lobby to more clearly articulate the entrance to the building. A separate staff entrance is retained on the southern elevation.

The pedestrian entrance is to be demarcated as part of the southern site access point with contrasting paving leading to the building entrance. The substantial hedge and tree inside the front boundary wall is retained. The existing tarmac surfacing is generally retained but where this is extended over former building footprint, or over areas previously grassed, this is a permeable type paving.

Vehicle parking on site was previously arranged as two sets of 'echelon' spaces at the front with an entrance and exit. This will be changed to a one-way route around the back of the site, giving access to the on-site parking spaces which will be for staff use only – with the exception of two accessible spaces, which have been re-located following discussions with the applicant, to be located near the northern exit which will be for patient use. This revised location of accessible parking will allow patients to have a safe access into the building without having to cross the internal access route.

4 Policy Considerations

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011
CS1 (Health and Wellbeing)

CS16 (High Quality Design)
CS19 (Effective Provision of Infrastructure)
CS20 (Transport and Access Strategy)

Havant Borough Local Plan (Allocations) July 2014

DM20 (Historic Assets)
DM25 (Managing Flood Risk in Emsworth)
AL1 (Presumption in Favour of Sustainable Development)

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Arboriculturalist, Havant Borough Council

Having viewed and site and read the Arboricultural Method Statement and Tree Protection Plan I have the following comments:

I agree that the Plum (T1) is in a poor condition however it is presently shown to be retained. I have no objection to the removal of the Bay (T5) as it is not a suitable specimen to be made the subject of a TPO.

Should permission be granted the work should be carried out in strict accordance with the arboricultural method statement and tree protection plan.

Prior to commencement of development protective fencing must be installed and kept in situ at all times as detailed in the Arboricultural Method Statement and Tree Protection Plan. Details of the new/replacement surfacing should also be submitted and approved prior to commencement of development to ensure a 'No dig' solution is used.

Building Control, Havant Borough Council

No comment other than internal layout will need to comply with Approved Document B (Fire) requirements (Fire doors / early warning / emergency lighting etc.)

A Building Regulation application will be required for this work

Conservation Officer

No Objection

County Ecologist

No Objection - The application is now accompanied by an Ecological Appraisal (WYG, December 2018) and a Bat Survey report (WYG, July 2019). The site contains buildings, areas of hard surfacing, managed and unmanaged grassland, scrub and planted trees and is considered to be of limited ecological value overall.

A single soprano pipistrelle bat was recorded roosting within the building and will be affected by the proposals. This development will affect bats, which receive strict legal protection under UK law by the Wildlife and Countryside Act 1981 (as amended) and

under EU law by the Conservation of Habitats and Species Regulations 2017 (commonly referred to as the Habitats Regulations). Where developments affect EPS, permission can be granted unless the development is likely to result in a breach of the EU Directive underpinning the Habitats Regulations and is unlikely to be granted an EPS licence from Natural England to allow the development to proceed under a derogation from the law.

Will the development result in a breach of the EU Directive?

Yes, unmitigated, the development has potential to result in harm to individual bats and result in impacts to the favourable conservation status of bat species locally.

Is the development unlikely to be licensed?

An EPS licence can only be granted if the development proposal is able to meet three tests:

1. *the consented operation must be for 'preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment'; (Regulation 53(2)(e))*
1. *there must be 'no satisfactory alternative' (Regulation 53(9)(a)); and*
1. *the action authorised 'will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range' (Regulation 53(9)(b)).*

It is for you as the case officer to assess the proposals against the first two tests and you may wish to ask for further information from the applicant. In order to assess the development against the third test, there must be sufficient confidence that the investigations to date have enabled a robust assessment of bat presence upon which to base informed mitigation proposals. I am content that sufficient survey effort has been expended within the active season and that these surveys in 2019 are likely to provide an accurate assessment of current bat activity.

Mitigating measures here include the use of interim roosting habitat in the form of one tree- or building-mounted mounted bat box, the supervised removal of roof materials by a licensed bat worker, and the provision of permanent bat tube roosting features on the refurbished building. This will all occur under a European Protected Species Mitigation licence and it will be the responsibility of the applicant and their appointed agents to ensure that the mitigation measures are implemented fully. These measures are acceptable.

Recommendations are made for pre-commencement inspections for nesting birds during vegetation removal, if undertaken during the nesting season. I would suggest that this building offers an excellent opportunity for enhancement measures for nesting common swifts and would therefore request that swift nesting boxes are installed on the refurbished building.

If you are minded to grant permission, can I suggest that all ecological mitigation/enhancement measures are secured by condition.

Officer comment: The Ecologist raise points that this development will affect bats,

which receive strict legal protection under UK law by the Wildlife and Countryside Act 1981 (as amended) and under EU law by the Conservation of Habitats and Species Regulations 2017 (commonly referred to as the Habitats Regulations). The Local Planning Authority are required to assess the proposals against the first two tests, which are required in order to gain an PEPS licence.

The first test is: *The consented operation must be for 'preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment'; (Regulation 53(2)(e)).* LPA response: *This application is for a replacement, expanded and enhanced GP surgery facilities in Emsworth, as such the proposal is considered to comply with this test as it would preserve and enhance public health, and therefore meets this test.*

The second test relates to *there must be 'no satisfactory alternative (Regulation 53(9)(a));* LPA response: *The search for a replacement health hub in Emsworth has been subject to extensive discussions with the Council, local community, with this site being identified in the emerging Emsworth Neighbourhood Plan for a health hub. As such an extensive search has been undertaken and no suitable alternative site of the scale required has been identified. In addition this site is in a highly sustainable location in the centre of Emsworth. As such this proposal is considered to comply with the second test.*

Hampshire Highways

No objection

Planning Policy, PPUD

No objection

Traffic Management, East Hampshire District Council

The Traffic Team have no adverse comment to make.

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 14

Number of site notices: 3

Statutory advertisement: Not applicable.

Number of representations received: 3

Comment	Officer Comment
My comment offers full support in principle to this application. The	

Architect has clearly provided a functional and aesthetic solution to the requirements of the GP Practice and the majority view of Emsworth residents. The result will be an enhancement to an important focal building within the town. In particular, the proposed fenestration will provide a suitable modern feel to a traditional facade.	
I am really happy to see the scheme has retained so much of the existing cottage hospital and the layout works well within these constraints. The elevations are in keeping with the surrounding architecture and I like the new roofline. Other than that I love the scheme and I can't wait to see it's progress!	
The Emsworth Community Land Trust supports this planning application.	

7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Impact on highways and parking provision
- (v) Impact on ecology

(i) Principle of development

The site lies within the urban area, as defined by policy AL2 of the Havant Borough Local Plan (Allocations) and Policy CS17 (Core Strategy). In addition, the site is previously developed land, and as such, the principle of development in this location is accepted. Considerations therefore relate to the nature of this particular proposal.

This site falls within the Emsworth District Centre as defined by Policies CS4 and AL3 of the adopted local plan. In both Local Plans, the application site lies outside of the primary shopping area.

High quality development that retains active ground floor frontages is supported in principle across the centre in the adopted Local Plan policy CS4. Under the emerging policy, development proposals in the town centre outside of the primary shopping area are supported where, amongst other things:

- Ground floor uses have active frontages, and
- Community, health care and main town centre uses (except B1a) are proposed at ground floor.

Site Specific Policies

The adopted Local Plan contains no site-specific policy or allocation. The Pre-Submission Local Plan 2036 includes a site allocation under Policy H12, which safeguards the site for a doctor's surgery. Development parameters are set out in that policy, which should be taken into consideration in the determination of this application.

In addition, the submission Emsworth Neighbourhood Plan includes the site within a designated Community & Public Services Hub, under Policy C1, which gives support for health and social care facilities on the Cottage Hospital site. As such, whilst acknowledge that these emerging policies have limited weight at this time, this proposal complies with these policies, which form the direction of travel for planning policy.

(ii) Impact upon the character and appearance of the area

The site is located adjacent to the Emsworth Conservation Area, which lies to the south of the site. As such consideration must be given to the impact on the character and setting of the conservation area. The design should also need to be carefully considered in this sensitive and prominent location. The building itself appears to have Victorian elements but has been heavily altered over time. The design of the alterations and extensions will enhance the appearance of the building. In addition the proposals will also put the building into a use rather than being left as the untidy vacant building that currently exists. As such the proposal is considered to conserve the character and setting of the conservation area, and is therefore considered acceptable.

(iii) Impact upon residential amenity

The proposal largely utilises the existing building. However as identified above the proposal does include some extensions, following the removal of later additions to the building. It is considered that given the overall size, scale, massing and degree of separation from the neighbouring properties that the development would not have a significant adverse impact on the amenities of neighbouring properties with regard to loss of sunlight/daylight, overlooking or overbearing impact.

(iv) Impact on highways and parking provision

Parking standards apply under the adopted Parking Standards Supplementary Planning Document (SPD). The SPD requires 3 spaces per consulting room for doctors surgeries. The proposal contains 12 rooms marked on the plan as consulting rooms, with 2 nursing rooms, resulting in a total of 14 consulting rooms. There are 12 staff only parking bays and two disabled patient bays proposed. The requirement of the SPD for parking spaces, requires 42 space, as such there is a shortfall in the proposed parking spaces for patients. In line with the guidance set out in the SPD, the applicant has been asked to justify the proposed shortfall in car parking provision at the site for this element.

The applicant has outlined that the proposed car parking provision is set from experience at the existing surgery, located immediately to the south of the hospital site, where the practice manages a site with only 9no staff spaces and 2no. accessible patient spaces, serving a building with 10no. consulting/treatment rooms, where this is an existing deficit of 19 car parking spaces, when assessed against the car parking standard. Whilst it noted that the proposed development would have a deficit of 28 car parking spaces, given that the application site is located in close proximity to two public car parks, with the north street car park, immediately to the north of the site providing 17 spaces. In addition the Palmers Road car park, which is located approximately 85 metres to the east, has a capacity of 120 spaces. In addition the site is located close to the centre of Emsworth and is therefore well served by public transport links, including bus services and the train station is located in close proximity to the application site.

Taking all these highway factors together it is considered that the site is sustainable in transport terms. Whilst the proposed car parking provision for the proposal is below standard, this has been justified by the applicant with reference to their experience at the existing site. Cycle parking provision on the site will be improved by the development and is considered acceptable. Overall the impacts on the highway network are not considered to be severely harmful to the safety or free flow of the highway network and as such the development should not be refused. It is clear in paragraph 109 of the NPPF that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

(v) Impact on ecology

The application is now accompanied by an Ecological Appraisal (WYG, December 2018) and a Bat Survey report (WYG, July 2019). The site contains buildings, areas of hard surfacing, managed and unmanaged grassland, scrub and planted trees and is considered to be of limited ecological value overall. A single soprano pipistrelle bat was recorded roosting within the building and will be affected by the proposals. This development will affect bats, which receive strict legal protection under UK law by the Wildlife and Countryside Act 1981 (as amended) and under EU law by the Conservation of Habitats and Species Regulations 2017 (commonly referred to as the Habitats Regulations). Mitigating measures are proposed in the form of the use of interim roosting habitat in the form of one tree- or building-mounted mounted bat box, the supervised removal of roof materials by a licensed bat worker, and the provision of permanent bat tube roosting features on the refurbished building. This will all occur under a European Protected Species Mitigation licence and it will be the responsibility of the applicant and their appointed agents to ensure that the mitigation measures are implemented fully. These measures are acceptable and will be secured and covered by a condition.

8 Conclusion

In conclusion, having regard to the presumption in favour of sustainable development and the requirements of paragraph 11 of the NPPF, that planning permission should be granted for such development unless any other material considerations indicate otherwise, it is considered that there are public benefits from the environmental, social and economic dimensions that can be captured from this proposal, and as such the proposal does constitute sustainable development.

9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/19/00414

subject to the following conditions

- 1 The development must be begun not later than three years beginning with the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The development hereby permitted shall be carried out in accordance with the following approved plans:

AMENDED PROPOSED GROUND FLOOR AND SITE PLAN 38105 150F

PROPOSED ELEVATIONS 38105 130 REV B

PROPOSED FIRST AND SECOND FLOOR PLANS 38105 151 REV C

LOCATION AND BLOCK PLAN 38105 133

TRANSPORT STATEMENT 38105 150F

Arboricultural Impact Assessment in connection with redevelopment at Victoria Cottage Hospital, North Street, Emsworth PO10 7DD Report Reference: D1922AIA

Ecological Appraisal - December 2018

Bat Survey Report - July 2019 A110328

Reason: - To ensure provision of a satisfactory development.

- 3 Prior to any demolition, construction or groundwork commencing on the site the approved tree protective measures, including fencing and ground protection, as shown on Arboricultural Impact Assessment in connection with redevelopment at Victoria Cottage Hospital, North Street, Emsworth - Report Reference: D1922AIA shall be installed. The Council's Arboricultural Officer shall be informed once protective measures have been installed so that the Construction Exclusion Zone (CEZ) can be inspected and deemed appropriate and in accordance with Tree Protection Plan (telephone 023 92 446525). No arboricultural works shall be carried out to trees other than those specified and in accordance with the submitted Tree Survey. Within the fenced area(s), there shall be no excavations, storage of materials or machinery, parking of vehicles or fires.

Reason: To ensure the enhancement of the development by the retention of existing trees and natural features during the construction phase in accordance with the objectives of the National Planning Policy Framework and Policy CS16, of the Havant Borough Local Plan (Core Strategy) 2011.

- 4 Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and / or a full specification of the materials to be used externally on the building(s) have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Only the materials so approved shall be used, in accordance with any terms of such

approval.

Reason: To ensure the appearance of the development is satisfactory and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 5 Development shall proceed in accordance with the ecological mitigation and enhancement measures detailed within the Ecological Appraisal (WYG, December 2018) and Bat Survey report (WYG, July 2019) unless otherwise agreed in writing by the Local Planning Authority. Ecological mitigation, compensation and enhancement features, which shall incorporate a minimum of two nesting boxes for common swifts, shall be installed as per ecologist instructions and be retained in perpetuity in a location and condition suited to their intended function.

Reason: To protect biodiversity in accordance with the Conservation Regulations 2017, the Wildlife & Countryside Act 1981, the NERC Act (2006), NPPF and Policy CS 11 of the Havant Borough Core Strategy March 2011.

- 6 The car parking, servicing and other vehicular access arrangements shown on the approved plans to serve the development hereby permitted shall be made fully available for use prior to the development being first brought into use and shall be retained thereafter for their intended purpose.

Reason: In the interests of highway safety and having due regard to policy DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.