

COMMITTEE REPORT

PROPOSAL	Proposed Change of Use of existing Groundsman store into a kiosk selling refreshments and cold food, installing a purpose made kitchen and forming a new opening on the south elevation to function as serving hatch with a security roller shutter. Additional external seating on the existing hard standing and adjacent grassed area. Existing storage container to the south of the building to be removed to allow access to the south elevation.
LOCATION:	Groundsman Store, Jubilee Park, Waterlooville, PO7 6AW
REFERENCE NO:	APP/26/00420
APPLICANT:	Mrs Rebecca Hedges - Havant Borough Council
APPLICATION TYPE:	Change of use
CONSULTATION EXPIRY DATE:	14/07/2026
APPLICATION EXPIRY DATE:	06/08/2026
WARD:	Waterloo

Reason for Committee Consideration: Havant Borough Council application

Development Manager Recommendation: **GRANT PERMISSION**

Executive Summary

The application seeks planning permission for the change of use of an existing vacant Groundsman Store within Jubilee Park, Waterlooville, to a small kiosk selling refreshments and cold food. The proposal includes the installation of a small kitchen area, formation of a serving hatch on the southern elevation, removal of an existing storage container, and provision of external seating on surrounding hardstanding and grassed areas. Public toilets are also proposed separately by the Council under permitted development rights. The proposal would not require additional connections for foul or surface water discharge.

The site is located within Jubilee Park and comprises a disused brick-built store building, which is surplus to requirements. The proposal would bring a vacant Council asset back into active use, providing a modest facility for park users and supporting social interaction and economic activity within the park. The principle of development is considered acceptable, as the proposal involves the reuse of an existing building within the urban area and local green space and accords with relevant local planning policies.

The physical alterations to the building are limited in scale. Given the existing recreational context of the site and the limited extent of development proposed, the scheme is not considered harmful to the character or appearance of the area. Appropriate conditions are recommended to secure details of waste storage, public toilet provision, opening hours etc.

In terms of residential amenity, the nearest dwelling is separated from the site by existing fencing, planting and a change in ground levels. Environmental Health has advised that the proposal is unlikely to result in significant noise or odour impacts, subject to conditions controlling opening hours and any future external plant or machinery. The proposal is therefore considered to have an acceptable impact on neighbouring occupiers.

The Highway Authority raises no objection to the development, concluding that the small-scale facility is likely to serve existing park visitors and is unlikely to generate significant additional traffic or parking demand. Existing public car parking is available nearby and provision for employee cycle parking will be made.

Two public representations were received raising concerns regarding parking, noise, litter, anti-social behaviour and the absence of toilets and bins. These matters have been considered within the assessment, with planning conditions recommended where necessary to mitigate potential impacts.

Overall, the proposal is considered to represent sustainable development that would bring a vacant building back into use, provide a facility for park users and have no unacceptable impacts on the character of the area, residential amenity or the surrounding highway. The application is therefore recommended for approval, subject to conditions.

1. Site Description

- 1.1 The application site comprises a small brick-built flat-roofed Groundsman Store to the eastern boundary of Jubilee Park. The store has a single room with a sink and is accessed via a single door from the adjacent footpath. The building is not currently in use and two north facing windows are boarded up. To the south of the Store there is a green metal container that would be removed as part of the application. The Groundsman Store sits within an area of hardstanding where three footpaths converge around a small, grassed area. The site is within Flood Zone 1 and is not considered to be at risk of flooding.
- 1.2 Jubilee Park surrounds much of the application site, with Tennis Courts and a small public car park to the south, Waterlooville Bowls Club to the north, and playing fields and children's play area to the west. Within the wider park area there is a former Scout Hut containing Poppins Pre-school and Nursery, and Anders House which has a current application to convert the existing nursery into an independent primary school (APP/26/00326). To the east are residential dwellings.

2. Planning History

No relevant history

3. Proposal

- 3.1 Proposed Change of Use of existing Groundsman store into a kiosk selling refreshments and cold food, installing a purpose made kitchen and forming a new opening on the south elevation to function as a serving hatch with a security roller shutter. Additional external seating on the existing hard standing and adjacent grassed area. Existing

storage container to the south of the building to be removed to allow access to the south elevation.

- 3.2 The supporting Design and Access Statement indicates that the kiosk would have no on-site cooking facilities and that members of the public would not have access to the kiosk itself. The plans provided show that 9 picnic style tables would be provided across the adjacent hardstanding and grassed area, following the removal of the existing container.
- 3.3 The Design and Access Statement also makes it clear that new Public Toilets would be installed by Havant Borough Council under Schedule 2 Part 12 Class A of the GPDO, which allows local authorities to carry out small-scale works that serve a local function on land belonging to or maintained by that local authority, under permitted development rights. A location plan has been provided showing that these would be placed immediately to the south-east of the proposed kiosk and seating area.

4. Policy Considerations

In accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004, this decision has been taken having regard to the policies and proposals in the National Planning Policy Framework, the Development Plan, and all other material planning considerations identified in the Planning Considerations section of the report.

National Planning Policy Framework 2026 (published 17th August)
Policy DM3 - Determining development proposals

Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS6	(Regeneration of the Borough)
CS16	(High Quality Design)
CS17	(Concentration and Distribution of Development within the Urban Areas)
DM5	(Control of Class A3, A4 and A5 Food, Drink and Entertainment Uses)
DM10	(Pollution)
DM11	(Planning for More Sustainable Travel)
DM14	(Car & cycle parking on development (excluding residential))

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
AL2	(Urban Area Boundaries and Undeveloped Gaps between Settlements)
AL8	(Local Green Spaces)

Draft Building a Better Future Plan

The following draft policies are of relevance to this application, however at this time only limited weight can be given to these, in line with government policy DM4: Emerging development plan proposals of the NPPF 2026.

Policy 1:	Spatial Strategy
Policy 2:	Defined Settlement Boundary
Policy 10:	Supporting a Strong and Prosperous Economy
Policy 13:	High Quality Design
Policy 49:	Amenity and Pollution
Policy 53:	Accessibility, Transport and Parking

Listed Building Grade: N/A
Conservation Area: N/A

5. **Statutory and Non Statutory Consultations**

Environmental Health

The PDP Architecture LLP document entitled 'DESIGN AND ACCESS STATEMENT | Ref:18230-PD600- A' (dated 10.03.2026) has been reviewed.

It is noted that no on-site cooking is proposed however provision of a small kitchen is included. There is no indication of external plant or commercial kitchen extraction system being installed. The building is connected to mains electricity and therefore it is anticipated that no generators shall be used.

Details regarding proposed opening hours have not been submitted.

No information has been provided regarding waste storage facilities. Waste must be managed so as not to give rise to adverse odour impacts to the adjacent residential premises.

The proposed development site is adjacent to a residential garden with the dwelling being approximately 30m away. The proposals are expected to generate some noise from customers/patrons however this is not expected to result in a significant increase to the existing use.

With respect to the above, the proposals are not anticipated to give rise to significant adverse noise or odour impacts to residents.

The following conditions are recommended requiring submission of opening hours and prior permission for the installation of any external plant.

Opening hours - submission

Prior to first beneficial use, details of opening hours shall be submitted to and approved in writing by the Local Planning Authority. The use shall operate in accordance with the approved hours.

Reason: to ensure that the amenities of occupiers of other premises in the vicinity are protected.

External plant

No external plant or machinery shall be installed at the development site without written approval from the Local Planning Authority

Reason: to protect the amenity of residents.

Waste storage

Prior to first beneficial use, details of means to store waste including receptacles and location of bin stores shall be submitted in writing for approval by the Local Planning Authority. The development shall operate in accordance with the approved details.

Reason: to protect the amenity of residents.

<p>Highway Authority</p> <p>It is recognised that this change of use will result in an intensification of use, however, given the scale and nature of the development, the location of the site, and the availability of multiple car parks, in this instance this does not raise significant concerns.</p> <p>Whilst trip generation has not been provided, the Highway Authority do not anticipate that any increase in trip generation or traffic demand for a proposal of this scale in this instance will have a severe impact on the highway network.</p> <p>The nature of the development is not considered to generate significant additional trips or parking demand beyond existing trips to Jubilee Park given the small-scale nature of the facility and services it offers. It is anticipated that the majority of users will be visitors to Jubilee Park for recreational purposes.</p> <p>Therefore, the Highway Authority are content that trip generation data is not necessary and subsequently do not raise any concerns with this proposal.</p> <p><u>Recommendations</u></p> <p>These proposals have been considered and in review are not anticipated to result in a significant impact to the safety or operation of the local highway network. Therefore, the Highway Authority have no objection to the proposals.</p>
<p>Councillor Peter Wade No comments received.</p>
<p>Councillor Gwen Robinson No comments received.</p>
<p>Councillor Ryan Brent No comments received.</p>

6. **Publicity and Community Involvement**

This application was publicised in accordance with the Council's Local Code of Corporate Governance and the Statement of Community Involvement.

Number of neighbour notification letters sent: 7

Number of site notices: 1

Publicity Type	Publicity Details	Start Date	End Date	Reasons
Site Notice	Site Notice	22/06/2026	14/07/2026	Is advertised in the public interest

Statutory advertisement: N/A

Number of representations received: 2

Comment	Officer Comment
<p><i>Summarised, full redacted comment available to view online.</i></p> <p>Objection raises concerns regarding the principle and need for the kiosk, its proposed location close to residential properties, potential parking pressure on Wallis Road and Jubilee Road car park, and possible impacts from noise, litter, anti-social behaviour, unauthorised access and security. The respondent considers existing facilities should be used instead and requests, if approved, that suitable boundary fencing and additional bins be provided and that defined opening hours are conditioned.</p>	<p>The proposal seeks to reuse rather than remove the existing Groundsman Store as described in the comment.</p> <p>A number of conditions to protect neighbour and local amenities are recommended. The Highway Authority have commented on parking pressure.</p>
<p>I should have said I have not been able to view the plans so do not know if toilets are provided.</p> <p>If this facility is really needed and goes ahead, it should not be sited so close to residential property in a quiet residential area.</p>	<p>Comment is an addendum to the one above.</p> <p>As detailed in the Design and Access Statement, the local authority also intends to provide public toilets to the south of the proposed kiosk.</p>
<p>(Redacted). There are currently insufficient bins in the park to handle the current waste disposed of, before the cricket club add to it, without adding another source of rubbish.</p> <p>Also, there are no public toilets available at the park, and I fear that this will be another excuse for the hedges and trees to be urinated on. This happens on a regular basis as is, without any additional food/liquid source.</p>	<p>As above. Also noted that with the use operating subject to appropriate conditions there will be more natural surveillance reducing anti- social behaviour</p>

Material planning considerations are addressed in Section 7.

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) Parking provision and highways impact

- (v) Biodiversity Net Gain
- (vi) Human Rights Act
- (vii) Equalities and Diversities

(i) Principle of development

- 7.2 The newly published NPPF 2026 Policy DM3 1b takes a proportionate approach to the consideration of planning matters raised by proposals in a way that reflects their scale, complexity and potential impact. Policy DM6 concerns the scope and type of planning conditions to be applied if permission were to be granted. Their use should meet the Government's four tests; necessary, relevant, precise, and reasonable in all other respects.
- 7.3 The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria. The site is also within a local green space. Local Plan Policy AL8 indicates that new development will only be granted where it includes essential utility development, the provision of appropriate facilities for outdoor sport and recreation and appropriate extensions or alterations to existing buildings. In this instance the proposal relates to the change of use of an existing building and would be in accordance with the policy.
- 7.3 Policy CS6 encourages development which positively contributes by type of use and design and by its comprehensive approach to the social, economic, and physical regeneration of the borough as a whole. Whilst the proposal is of a relatively small scale it would nevertheless provide a positive contribution by promoting social interaction, economic activity, and bringing a vacant asset back into use. Emerging Policy 10 also supports the provision of new or improved tourism and visitor attractions, accommodations and facilities.
- 7.4 Marketing evidence for a proposed change of use relating to food and drink would normally be required in order to comply with Policy DM5. However, in this instance the building would remain a community asset within the wider park setting.

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

- 7.5 The proposal relates to the conversion of an existing vacant Groundsman Store to a kiosk selling food and drink, and associated seating. The proposed use would fall under Class E (b) – a commercial, business, or service use for the sale of food and drink principally to visiting members of the public where consumption of that food and drink is mostly undertaken on the premises. The existing building is considered to be ancillary to Jubilee Park (Sui Generis).
- 7.6 Minimal alterations to the existing building are proposed to facilitate the conversion. The existing north facing windows would be blocked up in brick to match existing, a new serving window to the south elevation is proposed, and the existing entrance door would be replaced with a composite stable style door.
- 7.7 The structure is within an area of Jubilee Park where there are existing facilities serving Waterlooville Bowling Club and the cricket grounds. The proposed kiosk would provide a modest facility for members of the public visiting Jubilee Park in a location that would not impede other activities. The area included within the red line of the application covers a small area immediately surrounding the proposed kiosk and limits the number of tables that could be provided. A total of 9 tables and 36 seats are shown on the submitted drawings.

- 7.8 An area for refuse storage is shown on the submitted drawings, however further details of what this would comprise have not been provided. It is therefore recommended that full details of the number of refuse bins including recyclable waste and how they would be stored are secured by condition to ensure that litter generated by the kiosk does not negatively affect the surrounding area.
- 7.9 The Property Team have confirmed that they intend to install the Public Toilets shown on the submitted plans prior to the kiosk being brought into use. Whilst the Public Toilets would fall under permitted development, it is recommended that this provision is brought into use before development of the proposal takes place.
- 7.10 Considering the size and location of the proposed kiosk, it is recommended that permitted development rights to change the use of the structure to other uses within Class E are removed unless agreed otherwise through the written consent of the Local Planning Authority to protect the amenity of the local area and nearby residential properties.
- 7.11 Subject to appropriate control measures, the proposed use is considered to be appropriate within its context, meeting Policies CS16 and DM10 of the Havant Borough Core Strategy (2011) as well as National planning policy.

(iii) Impact upon residential amenity

- 7.12 Immediately to the east of the site is No.17 Wallis Road, a large, detached property set within extensive grounds which stretch from Wallis Road to the public car park in Rowlands Avenue. A small section of the garden borders the Groundsman store, separated from it by an approximately 2m high close-boarded fencing on the garden side with dense planting behind the store building and along the footpath. To the north of the store building there is additional mesh security fencing, however this appears to have been partly removed on the southern side behind the container and some of the screen planting behind the container has also died back. The area proposed for the kiosk and associated seating would be approximately 17m from the dwelling at No.17 and would be effectively screened from view by existing boundary treatments. It is also noted that the entrance to Jubilee Park from Wallis Road is sloped so that the Groundsman's Store and surrounding area is at a lower ground level than the private garden of this property. There are no other immediately adjacent properties.
- 7.13 The Environmental Health team were consulted and have commented that, "The proposals are not anticipated to give rise to significant adverse noise or odour impacts to residents." Consideration has been given to potential noise generation from customers and it has been concluded that this would not result in a significant increase, given existing noise generation from the Tennis Courts, Bowls Club, and the wider park area. Conditions relating to control of opening hours and any future external plant equipment are recommended. Noting the loss of the security fencing behind the container, it is also recommended that a condition to ensure this be replaced when the container is removed is included to provide appropriate separation between the proposal and the adjacent dwelling.
- 7.14 Consequently, it is considered that the proposal will not appear overbearing or lead to a loss of light, outlook or privacy and, subject to appropriate conditions, would have a limited and acceptable impact on the property immediately adjacent to the application site, meeting the requirements of Policies CS16 and DM10 of the Havant Borough Core Strategy (2011).

(iv) Parking provision and highways impact

- 7.15 The Highway Authority was consulted in relation to potential additional trip generation and have raised no concerns, noting that the nature and scale of the proposal is such that it would likely be used by existing visitors to Jubilee Park and would generate little in the way of additional trips or parking demand.
- 7.16 Table 1 of the Havant Borough Council Parking SPD (2016) indicates that food retail units should provide 1 space per 14 sqm of covered area as well as 1 cycle space per 6 staff. In this instance the internal space of the kiosk would only amount to approximately 6m² and no covered seating areas for customers would be provided. No details regarding the number of proposed employees have been provided, however given the small size of the kiosk it is likely that no more than 2 employees would be able to work in the space at any one time. As noted in the Highway Authority response, Jubilee Park is already served by two public car parks and is surrounded by residential streets where on street parking is available. The applicant has provided a site plan indicating that at least one bike stand for employee use would be provided between the kiosk and refuse area. The proposal is therefore considered to be in accordance with Policies DM11 and DM14.

(v) Biodiversity Net Gain

- 7.17 It is noted that this application meets the de minimis exemption requirements relating to Biodiversity Net Gain.

(vi) Human Rights Act

- 7.18 The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

(vii) Equalities and Diversities

- 7.19 This planning application has had due regard to Section 149 of the Equality Act with regard to the Public Sector Equality Duty and the case officer has concluded that the application does not cause discrimination on the grounds of gender, race and disability.

8 Conclusion

- 8.1 The proposed development for a food and drink kiosk is acceptable in principle, and appropriate in terms of design and its impact on the character of the area. It is considered that it would represent a positive contribution to the local community and other users of the park. It would have a limited and acceptable impact on neighbour amenity and surrounding highways. On this basis it is recommended for approval subject to appropriate conditions.
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9. RECOMMENDATION:

That the Interim Head of Planning be authorised to **GRANT PERMISSION** for application APP/26/00420 subject to:

- A) The following conditions (subject to such changes and/or additions that the Development Manager considers necessary to impose prior to the issuing of the decision):

Conditions:

GENERAL	
1	<p>The development must be begun not later than three years beginning with the date of this permission.</p> <p>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.</p>
2	<p>The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>Location Plan received 17 July 2026 Plans & elevations existing & proposed 18230-pd-100 Rev B Plan showing location of proposed public toilets received 17 July 2026 Plan showing location of proposed cycle stand received 21 August 2026 Design and Access Statement Rev A_ 10.03.26</p> <p>Reason: To ensure provision of a satisfactory development.</p>
3	<p>The external materials used shall be as indicated on the submitted forms and hereby approved plans, or shall match, in type, colour and texture, those of the existing building so far as practicable.</p> <p>Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>
4	<p>No plant, machinery, or structures required for heating, cooling, ventilation or filtration purposes shall be installed at the premises until and unless details of the external appearance and acoustic performance of the same have been submitted to and approved in writing by the Local Planning Authority. Thereafter any plant, machinery, or structures approved shall be fully implemented in accordance with the approved details and shall be retained and maintained for their designated purpose.</p> <p>Reason: To safeguard the amenities of the locality and/or occupiers of neighbouring property and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>

5	<p>Notwithstanding the provisions of any Town and Country Planning (General Development) (England) Order 2015 (as amended), the Use Class shall be restricted to Class E(b) of Schedule 2 Part A of the Town and Country Planning (Use Classes) Order 1987 (as amended), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order and for no other purpose whatsoever.</p> <p>Reason: To safeguard the amenities of the locality and/or occupiers of neighbouring property and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>
PRIOR TO FIRST USE	
6	<p>Prior to the commencement of the use hereby approved, details of opening hours shall be submitted to and approved in writing by the Local Planning Authority. The use shall thereafter operate in accordance with the approved hours.</p> <p>Reason: To protect the amenities of nearby residential properties and having due regard to policy DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>
7	<p>Prior to first beneficial use of the kiosk hereby approved, details of means to store and dispose of waste including number of receptacles, the size, appearance and location of bin stores, and arrangements for collection and disposal shall be submitted in writing for approval by the Local Planning Authority. The development shall thereafter operate in accordance with the approved details.</p> <p>Reason: To protect the amenities of the public park and nearby residential properties and having due regard to policy DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>
8	<p>Prior to the development hereby permitted being first brought into use, the public toilets shown on the approved plans, to be provided under Schedule 2 Part 12 Class A of the GPDO, shall be made open and available for public use.</p> <p>Reason: To ensure that suitable amenities are available for the benefit of users of the development and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>
9	<p>Prior to the development hereby permitted being first brought into use, the existing container on site as shown on drawing 18230-pd-100 Rev B shall be permanently removed and mesh security fencing to match existing shall be installed between the kiosk and the public toilets to be provided under Schedule 2 Part 12 Class A of the GPDO.</p> <p>Reason: To safeguard the amenities of the locality and/or occupiers of neighbouring property and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.</p>

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Informatives:

1	<p>In accordance with paragraph DM3 (1a) of the NPPF 2026 Havant Borough Council (HBC) takes a positive and proactive approach and works with applicants/agents on development proposals in a manner focused on solutions by:</p> <ul style="list-style-type: none"> • Offering a pre-application advice service, and • Updating you of any issues that may arise in the processing of your application and where possible suggesting solutions, and, <p>In this instance:</p> <ul style="list-style-type: none"> • You were updated about issues after the initial site visit.
2	<p>The applicant is advised that new food businesses must be registered with the Local Authority.</p>

Appendices

- (A) Site Location Plan
- (B) Existing Plan and Elevations
- (C) Proposed Plan and Elevations
- (D) Proposed Site Plan
- (E) Proposed Location of Public Toilets & Employee Bike Stand
- (F) Photos