DELEGATED OFFICER REPORT

PROPOSAL	**Proposed Change of use from Class B2 to Class B8 (Storage and Office Space)**
LOCATION:	1 Industrial Estate, Palmers Road, Emsworth, PO10 7DH
REFERENCE NO:	APP/26/00471
APPLICANT:	Mr Matthew Cover - Stone Green Landscapes LTD
APPLICATION TYPE:	Change of use
CONSULTATION EXPIRY DATE:	29/07/2026
APPLICATION EXPIRY DATE:	01/09/2026
WARD:	Emsworth
SUMMARY RECOMMENDATION: Approve with Conditions	

1. Site Description

1.1 The application site relates to an existing industrial unit located on the east side of Palmers Road. Unit 1 is the most northerly industrial unit in a block of 6 Light Industrial units (formerly B1, now Class E(g)), originally granted planning permission in 1981 under 29347/2. The floor space of the unit amounts to approximately 120 sqm. The main entrance is from Palmers Road where there is a large shutter door as well as a pedestrian door. In front of the unit there is parking space for approximately 3 vehicles. To the south of the block of industrial units there is a vehicular access to a rear yard containing further parking and a rear access gate to the unit. The location plan initially provided did not match previous submissions and the applicant has since received confirmation from the building owner that the unit has two assigned parking spaces within the rear yard, which are included on the amended location plan.

1.2 The area surrounding the application site is mixed, with residential dwellings to the west on the opposite side of Palmers Road, and industrial units to the north and south. Further to the north there is a Southern Gas Network compound and at the end of the road to the south there is a public car park. The site lies just outside Emsworth Town Centre and is in an area at risk of surface water flooding.

2. Planning History

29347/2. Industrial development as amended by letter received 1st October , 1981, and plan Southdown Garage Site, Palmers Road, Emsworth. Permission for 6 industrial units, 26/11/1981.
Conditions include:

- *For light industrial purposes only;*
- *No goods, plant or material stored in the open;*
- *Machinery shall only be worked between 8.30am - 6pm Mon to Fri and 8am - 1pm Saturdays*

97/62652. 2.3m gates & 2m fence to west. Permit 26/01/98.

99/63942. First floor rear extension supported on pillars. Permit 12/04/99.

APP/14/00669 - Change of use from B1 to B2 use for motorcycle repairs. Temporary Personal Permission granted 03/10/2014 for 12 months ending on 03/10/2015.
Includes conditions limiting:

- *The hours during which machinery could be operated;*
- *The use of the front forecourt and rear yard;*
- *and requiring internal bi-folding doors to be installed.*

APP/15/01025. Variation of Condition No. 1 of Planning Permission APP/14/00669 to enable continued change of use of premises from Class B1 to Class B2 use for motorcycle repairs. Permit 27/11/2015.
Conditions include:

- *Personal to JCB Motorcycles Services*
- *Hours of machinery use (between 0830 and 1800 Mon to Fri and 0800 to 1300 Sats only).*

APP/25/00113. Change of use from B2 to E retail for use as a store selling pet food and products. Associated works including the installation of double glazed window and door to front elevation. Refuse. 18/08/2025.
Reasons for refusal:

- *Lack of sequential assessment, contrary to policy CS4 & AL3*
- *Loss of employment site with lack of marketing evidence, contrary to DM3*
- *and W3*
- *Out of character with the area, contrary to policy CS16*

Appeal dismissed.

APP/25/00700. Change of use from temporary B2 to Class E. Refuse 10/12/2025.

It was established during applications APP/25/00113 and APP/25/00700 that the lawful use of the premises is Class B2 on a permanent, not temporary, basis. However, due to the personal condition only JCB Motorcycles may exercise the B2 use. Therefore, whilst another B2 user would not result in a material change of use of the unit the personal condition would need to be varied or removed. Likewise, Permitted Development rights for converting B2 to other uses would only apply for JCB Motorcycles.

3. Proposal

Proposed Change of use from Class B2 to Class B8 (Storage and Office Space).

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, August 2026, the Development Plan, and all other material planning considerations identified in the Planning Considerations section of the report.

National Planning Policy Framework, August 2026
DM3 (Determining development proposals)
DM6 (Use of planning conditions and obligations)
S3 (Presumption in favour of sustainable development)
S4 (Principle of development within settlements)
DP3 (Key principles for well-designed places)
DP4 (The design process)
P3 (Living conditions and pollution)

Havant Borough Local Plan (Core Strategy) March 2011
CS2 (Employment)
CS15 (Flood and Coastal Erosion)
CS16 (High Quality Design)
CS17 (Concentration and Distribution of Development within the Urban Areas)
DM3 (Protection of Existing Employment and Tourism Sites)
DM10 Pollution
DM14 (Car and Cycle Parking on Development (excluding residential))

Havant Borough Local Plan (Allocations) July 2014
AL1 (Presumption in Favour of Sustainable Development)
DM18 (Protecting New Development from Pollution)
DM21 (Shopfronts, Signs, Security Shutters and Advertisements)
DM19 (Small Shops outside Town, District and Local Centres)

Emsworth Neighbourhood Plan Post Examination Version 2020
ENP_W3 (Change of Use Applications)

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

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 at

Policy 1: Spatial Strategy
Policy 2: Defined Settlement Boundary
Policy 7: Amount of Employment
Policy 10: Supporting a Strong and Prosperous Economy
Policy 13: High Quality Design
Policy 44: Protecting Employment Uses
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

Emsworth Residents Forum
No comments received.

Economic Development
Economic Development is concerned about the removal of skilled jobs through industrial use change. Can the applicant detail how many jobs would be created and what qualifications required would be in these new jobs?

Officer Comment
The applicant provided additional information on the operation of the business and the Economic Development Team have since confirmed that they raise no objection, see email correspondence in file.

Planning Policy

Development Plan
The Local Plan (Core Strategy) and the Local Plan (Allocations), together with the Hampshire Minerals and Waste Plan, provide the development plan for the Borough. The Emsworth Neighbourhood Plan also forms part of the development plan in this area.

Emerging Development Plan and updated Evidence Base
The Publication (Reg19) Local Plan is currently subject to public consultation until 5pm on 9 September 2026. This is supported by a number of evidence base studies which have updated the position on development requirements, land supply and constraints including the Employment Land Review Update. It may only be afforded limited weight at this stage.

Principle of Development/ Employment
The site lies within the built-up area as defined by Policies CS17 and AL2 of the Adopted Local Plan. The reuse of existing buildings and sites is particularly encouraged. Policy CS2 (Employment) supports the retention and provision of B2 and B8 employment floorspace and seeks to safeguard employment sites from non-employment developments and conversion. Policy DM3 (Protection of Existing Employment and Tourism Sites) focuses on the loss of B-class land to non-B uses, which is not the case here.

As such with a presumption in favour of sustainable development, the proposed development on this site is acceptable in principle subject to other material considerations.

Pollution
Policy DM10 (Pollution) of the Core Strategy requires development that may cause pollution through noise or other to demonstrate that health and safety are not put at risk. The storage use is expected to generate loading and unloading activities which may have an impact. It is recommended to seek Environmental Health comments in regard to noise pollution.

Parking
DM14 (Car and Cycle Parking on Development (excluding residential)) states that development will only be permitted where it provides parking for cars, motorcycles and cycles in accordance with the relevant standards. Such parking must be appropriately located in relation to the development and be practical for its intended use. The applicant will need to demonstrate that the application is in line with Policy DM14 and the parking standards within the Council's Parking SPD.

Conclusion
In conclusion, planning policy raises **no objection** in principle to the proposed change of use, subject to other material considerations.

Environmental Health

The proposed development site is of relatively minor scale with 71m2 warehouse space and 9.5m2 office space. Site constraints are expected to naturally restrict intensity of use. The site is within an area of mixed residential and industrial use.

It is unclear whether loading activities are to take place inside or outside of the unit and types of loading plant and equipment have not been identified. The acknowledgement of noise generated by loading activities is noted.

The preparation of timber using hand saws and chisels is considered ancillary to the proposed B8 use and is not anticipated to give rise to significant adverse impacts.

The proposals do not include provision of any fixed plant and there is no objection on noise grounds on that basis. A condition is recommended requiring permission for any plant that may be installed at the site in the future.

On balance, it is considered that the proposals should not result in material increase in noise impacts when compared to the permitted B2 use. As such, it is recommended that submission of a Noise Impact Assessment is not required.

Environmental Health (pollution) has **no objection to the proposals, subject to the following conditions.**

Hours of operation
No machinery shall be operated, and no loading, unloading, deliveries or collections shall take place, outside the hours of 08:00–16:30 Monday to Saturday, and at no time on Sundays or Bank or Public Holidays.

Reason: in the interests of residential amenity

Fixed plant
No fixed plant shall be installed at the site unless details, including acoustic information, have first been submitted to and approved in writing by the Local Planning Authority.

Reason: in the interests of residential amenity

Councillor Charles Robert
No comments received.

Councillor Grainne Rason
No comments received.

Councillor Reuben Mychaleckyi
No comments received.

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: 16

Number of site notices: 1

Publicity Type	Publicity Details	Start Date	End Date	Reasons
Site Notice	First site notice	23/07/2026	14/08/2026	Is advertised in the public interest

Statutory advertisement: N/A

Number of representations received: 0

Comments	Officer Comment
No comments received.	.

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 and compliance with Policy
(ii) Impact upon the character and appearance of the area
(iii) Impact upon residential amenity
(iv) Parking and highway safety
(v) Flood risk
(vi) Biodiversity Net Gain

(i) Principle of development and compliance with Policy

7.2 The application site is situated within an urban area where further development is considered acceptable subject to the usual development management criteria.

7.3 Policy DM3 of the Havant Borough Local Plan (Core Strategy) 2011 and Policy W3 of the Emsworth Neighbourhood Plan seek to retain land or premises in B use class employment for this purpose. The proposal is for a change of use from B2 (Industrial) to B8 (Storage) and would therefore accord with these policies.

7.4 In response to a concern raised by Economic Development regarding the potential loss of skilled jobs through industrial use change, the applicant has confirmed that the proposed use would provide a work environment for 2 full-time office employees and a part-time employee within the main warehouse area as well as up to 10 employees

working on site and using the unit as a base for collecting tools and materials. The proposal is therefore considered to accord with Local Policy CS2.

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

7.5 No external alterations are included in this proposal. Impact upon the character of the area would therefore arise solely from the type of use.

(iii) Impact upon residential amenity

7.6 Whilst there are no residential properties immediately adjacent to the site, Nos. 4-10 Palmers Road lie opposite the site to the west at a distance of approximately 11m.

7.7 No external works are proposed that might negatively impact residential amenity. The proposed use relates to storage and office space for a landscaping company and would not involve frequent visits from members of the public. Environmental Health were consulted and have recommended conditions to control when loading activities would take place and any future plant provision but have raised no objection overall.

7.8 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 properties immediately adjacent to the application site and the properties opposite or to the rear, meeting the requirements of Policies CS16 and DM10 of the Havant Borough Core Strategy (2011).

(iv) Parking and highway safety

7.9 Access to and parking at the site would remain as existing, with vehicles able to access both the front and rear of the site. The parking arrangements were not fully shown on the originally submitted location plan, which has since been corrected to show parking and access to the rear. Table 2 of the Havant Borough Council Parking SPD (2016) indicates that B8 units should provide 1 space per 90m2 of floor area and 1 short and long stay cycle space per 500m2. The unit is approximately 120m2 and the existing parking on site therefore exceeds these requirements such that the proposal is considered to be in accordance with Policy DM14. It is noted that the proposed storage use is likely to result in less traffic movement overall than the previous motorcycle service and repair business.

(v) Flood risk

7.10 The site is in an area at risk of surface water flooding. A Flood Risk Assessment has been provided and notes that the site is located within an established urban area with existing drainage infrastructure and that, since no physical development work is included, the proposal does not increase surface water runoff. As such the proposal is considered satisfactory in meeting the requirements of Policy CS15.

(vi) Biodiversity Net Gain

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

(vii) Human Rights Act

7.12 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.

(viii) Equalities and Diversities

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

8 Conclusions

8.1 The proposed change of use of the unit from B2 to B8 is acceptable in principle, appropriate in terms of design and its impact on the character of the area, and 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 Head of Place and Growth be authorised to **GRANT PERMISSION** for application APP/26/00471 subject to the following conditions -

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: Location Plan received 28 August 2026 Existing and Proposed Plans Layout Plan Statement of Intended Use Flood Risk Assessment **Reason:** To ensure provision of a satisfactory development.
3	No machinery shall be operated, and no loading, unloading, deliveries or collections shall take place, outside the hours of 08:00–16:30 Monday to Saturday, and at no time on Sundays or Bank or Public Holidays. **Reason:** To protect the amenities of nearby residential properties and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

4	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. **Reason:** To safeguard the amenities of the locality and occupiers of nearby properties and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

Informatives:

1	In accordance with paragraph DM3 of the NPPF 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: • 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, In this instance: • You were updated about issues after the initial site visit, further information was provided making the proposal acceptable.