

DELEGATED OFFICER REPORT

PROPOSAL	First Floor extension to existing commercial unit to provide a two bedroom self-contained flat. Associated works including the erection of rear external stairs for access.
LOCATION:	55, Station Road, Hayling Island, PO11 0EB
REFERENCE NO:	APP/25/00970
APPLICANT:	Mehmet Altunatmaz
APPLICATION TYPE:	Full planning permission
CONSULTATION EXPIRY DATE:	26/02/2026
APPLICATION EXPIRY DATE:	13/02/2026
WARD:	Hayling West
SUMMARY RECOMMENDATION:	Approve with Conditions

1. Site Description

This application site comprises a single storey commercial property located on the east side of Station Road. The property forms part of a run of shops at ground floor level and residential use at first floor level as the adjacent units have all been developed at first floor, with an additional storey added. The site is within the Local District Town Centre however the run of shops is not a primary or secondary frontage.

2. Planning History

N/A

3. Proposal

First Floor extension to existing commercial unit to provide a two bedroom self-contained flat. Associated works including the erection of rear external stairs for access.

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.

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS16 (High Quality Design)

CS4 (Town Centre)

DM10 (Pollution)

DM14 (Car and Cycle Parking on Development (excluding residential))

DM2 (Protection of Existing Community Facilities and Shops)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)

AL3 (Town, District and Local Centres)

Listed Building Grade: n/a

Conservation Area: n/a

5. Statutory and Non Statutory Consultations

Building Control

Due to the open plan arrangement of the flat, details to show compliance to requirement B1 will be required (as this may alter the appearance of the windows on the front elevation).

Further details to confirm that Fire Authority access will meet requirement B5 will be needed.

Bin storage location to be provided to meet requirement H6.

Further comment received :

Issues have now been resolved

Nutrients Team

I can confirm there is sufficient capacity in the Council's strategic mitigation scheme to accommodate the application proposals.

It should be noted that there is limited capacity remaining in the Council's mitigation scheme at Warblington Farm. There is alternative mitigation available from third party providers in order to avoid and mitigate the water quality impact arising out of the proposed development. The details of other schemes have been published on the Partnership for South Hampshire's website at: <https://www.push.gov.uk/work/mitigation-schemes-available-to-developers/>.

Environmental Health

Environmental Health (pollution) has no objection in principle to the proposed development. Please see the following comments relating to the submitted noise information.

The Vine Acoustics Noise Impact Assessment (dated 16th February 2026) has been reviewed.

There are several weaknesses in the assessment methodology including that no adjustment has been applied for measurements taken at the facade. This is taken to influence all baseline measurements by -3dB and external noise sources by +3dB. Commercial noise assessment (BS 4142)

The BS 4142 element of the report does not sufficiently adhere to the prescribed methodology or the reporting requirements of BS 4142:2014+A1:2019. As a result, confidence in the measurement data, representative sound levels and noise impact determined by the assessment is low.

However, the environmental noise levels measured during the 24-hour monitoring (despite the lack of correction for facade measurements), when considered alongside the substantial acoustic feature corrections applied to the Thai restaurant and dry cleaners plant, indicate that the target internal noise criteria within WHO and ProPG guidance are likely to be achievable with appropriate façade and ventilation mitigation measures.

ANC AVO (ventilation) considerations

Whilst the LAeq,8hr night-time thresholds referred to in ANC AVO are generally met between 23:00 - 07:00, the noise data indicate a marked rise in levels between approximately 05:00 - 07:00. If open windows were relied upon to control thermal comfort during this period, internal noise levels may exceed the recommended limits in BS 8233/WHO, introducing potential for sleep disturbance. Based on the noise data presented, it is therefore recommended that bedrooms are provided with an alternative means of purge ventilation, in accordance with ANC AVO.

This may include mechanical ventilative cooling where necessary to allow purge ventilation without relying on open windows during early morning periods.

Recommended condition

Noise Mitigation Scheme

Prior to any work commencing on site, a scheme for protecting the proposed dwelling from external noise shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall demonstrate that, upon completion of the development, the following internal noise criteria (as recommended in BS 8233:2014 and WHO Night Noise Guidelines) are achieved:

- i. All bedrooms shall achieve 30 dB LAeq,8hr (23:00 - 07:00)
- ii. All living rooms and bedrooms shall achieve 35 dB LAeq,16hr (07:00 - 23:00)
- iii. L_{Amax,F} levels within bedrooms shall not exceed 45 dB more than 10 times per night (23:00 - 07:00)
- iv. Dining rooms shall achieve 40 dB LAeq,1hr (07:00 - 23:00), this requirement being applied specifically to ensure adequate mitigation of commercial noise sources affecting the rear façade of the development.

Where meeting the above criteria requires windows to remain closed, the scheme shall incorporate an alternative means of background ventilation, and where necessary a suitable purge-ventilation solution.

A noise validation report demonstrating compliance with all internal noise criteria shall be submitted to and approved by the Local Planning Authority prior to occupation.

Validation testing shall be conducted with windows closed and any approved mechanical or alternative ventilation operating as intended. Where the approved ventilation strategy relies on natural ventilation through open windows, testing shall be conducted with windows open.

Validation testing within the dining room shall include representative 1-hour LAeq measurements undertaken during periods when commercial noise sources serving adjacent premises are operating. Testing shall include at least one 1-hour period within daytime operational hours and one 1-hour period within evening operational hours

(typically 08:00–16:00 and 17:00–22:00) and shall demonstrate compliance with the 40 dB LAeq,1hr internal criterion under commercial operating conditions.

All noise protection measures shall thereafter be retained and maintained for the lifetime of the development.

Reason: To protect the amenity of future residents.

Further comments:

Further to my previous comments regarding ANC AVO considerations, an overheating assessment in accordance with CIBSE TM59 must be submitted to assess overheating risk under the required 'windows closed' noise mitigation scenario and to identify whether mechanical ventilative cooling or mechanical comfort cooling is required. Alternatively, the applicant may choose to install a mechanical ventilative cooling system or a mechanical comfort cooling system capable of maintaining acceptable thermal conditions with windows closed, in which case a TM59 overheating assessment would not be required.

Case officer comment: Further comments received following submission of Noise Mitigation Strategy

The Vine Acoustics Noise Mitigation Strategy NMS0085 (dated 4th March 2026) has been reviewed.

I am satisfied that the report commits to building envelope specifications and implementing specific means of ventilation and specifies glazing to be installed at the development.

The following conditions are recommended

Noise validation testing

Prior to first occupation of each dwelling, a noise validation report demonstrating compliance of the dwelling with the following noise criteria shall be submitted to, and approved in writing by, the Local Planning Authority:

- i. Bedrooms (23:00–07:00): LAeq,8hr ≤ 30 dB
- ii. Bedrooms (23:00–07:00): LAFmax ≤ 45 dB, not exceeded more than 10 times per night
- iii. Living rooms and bedrooms (07:00–23:00): LAeq,16hr ≤ 35 dB

Internal noise levels shall be assessed with the approved ventilation strategy operating (e.g., trickle vents in the open position, or mechanical ventilation systems running). Such noise protection measures shall thereafter be maintained and operated in accordance with the approved scheme.

Validation testing within the dining room shall include representative 1-hour LAeq measurements undertaken during periods when commercial noise sources serving adjacent premises are operating. Testing shall include at least one 1-hour period within daytime operational hours and one 1-hour period within evening operational hours (typically 08:00–16:00 and 17:00–22:00) and shall demonstrate compliance with the 40 dB LAeq,1hr internal criterion under commercial operating conditions. All noise protection measures shall thereafter be retained and maintained for the lifetime of the development. Reason: To protect the amenity of future residents.

Reason: To protect the amenity of future occupiers

Sound insulation testing

No part of the approved first-floor dwelling shall be occupied until an internal sound insulation test report has been submitted to and approved in writing by the Local Planning Authority. The report shall demonstrate, through on-site pre-completion acoustic testing, that the separating floor/ceiling construction between the ground-floor commercial unit and the first-floor dwelling achieves a minimum airborne sound insulation performance of 53 dB DnT,w + Ctr. The approved dwelling shall not be occupied until the Local Planning Authority has confirmed in writing that the details submitted demonstrate compliance with the above standard. The sound insulation measures shall thereafter be permanently retained.

Reason: To protect the amenity of future occupiers

Construction hours

Construction works (including refurbishment works) and associated activities at the development, audible beyond the boundary of the site shall not be carried out other than between the hours of 0800 - 1800hrs Mondays to Fridays and 0800 - 1300hrs on Saturdays and at no other times, including Sundays and Public/Bank Holidays.

Reason: to protect the amenity of occupiers of nearby premises

County Highways Team

Thank you for consulting the Highway Authority on the above planning application. The Highway Authority wishes to make the following comments. As the application is for 5 dwellings or less, and onwards there is no required change of vehicle access onto the (public) highway, HCC's Highway Standing Advice should be referred to in the first instance. This can be viewed via the following link under the heading Consultation with the Highway Authority
<https://www.hants.gov.uk/transport/developers/consultation>

Nutrient Team

There is capacity on site.

Natural England

NO OBJECTION - SUBJECT TO APPROPRIATE MITIGATION BEING SECURED Natural England considers that without appropriate mitigation the application would have an adverse effect on the integrity of European designated sites. Your authority has measures in place to manage potential impacts through contributions to an agreed strategic solution(s) which we consider to be ecologically sound. Natural England is of the view that if these measures, including contributions to them, are implemented, they will be effective and reliable in preventing harmful effects on the Habitats Site(s) for the duration of the proposed development. Mitigation measure(s) to offset any positive nutrient budget should be provided within the relevant catchment area(s). We advise that an appropriate planning condition or obligation is attached to any planning permission to secure these measures. A lack of objection does not mean that there are no significant environmental impacts. Natural England advises that all environmental impacts and opportunities are fully considered, and relevant local bodies are consulted. Natural England's further advice on designated sites/landscapes and advice on other natural environment issues is set out below.

(Case Officer comment – please see the comment on the Havant Planning Portal for further information on Natural England further advice).

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.

Publicity Type	Publicity Details	Start Date	End Date	Reasons
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Neighbouring properties consulted (as defined by the Statement of Community Involvement)

Number consulted: 42

Material planning considerations are addressed in Section 7.

7 Planning Considerations

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Biodiversity Net Gain
- (v) Parking and highways

(i) Principle of development

7.2 The application site is located within the defined urban area, therefore development is considered acceptable in principle subject to development management criteria.

7.3 The National Planning Policy Framework 2025 paragraph 11 Presumption in favour of sustainable development states that:

For decision-taking this means:

d) where there are no relevant development plan policies, or the policies which

are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

It should be noted that d) above includes for applications involving the provision of housing situations where: the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with appropriate buffers). The principle of development in this location is therefore supported.

7.1 Habitat Regulations Assessment & Appropriate Assessment

7.2 The Council, as competent authority under Regulation 63(1)(a) of the Conservation of Habitats and Species Regulations 2017 (The Habitats Regulations), has conducted a Habitats Regulations Assessment (HA) of the proposed development.

Recreational Pressure

7.4 The project being assessed would result in a net increase of dwellings within 5.6km of the Solent SPAs. In line with Policy DM24 of adopted Havant Borough Local Plan (Allocations) and the Solent Recreation Mitigation Strategy, a permanent significant effect on the Solent SPAs due to increase in recreational disturbance as a result of the new development, is likely. As such, in order to lawfully be permitted, the development will need to include a package of avoidance and mitigation measures.

7.5 The applicant has proposed a mitigation package based on the methodology in the Developer Contributions Guide. The scale of the proposed mitigation package would remove the likelihood of a significant effect. The applicant has entered into a legal agreement to secure the mitigation package in line with the requirements of the Habitats Regulations and Policy DM24.

- 7.6 Water quality There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some designated sites. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Therefore, a significant effect on the Chichester and Langstone Harbours SPA, Solent Maritime SAC and Solent and Dorset Coast pSPA cannot be ruled out.
- 7.7 Natural England have produced 'Advice on achieving nutrient neutrality for new development in the Solent region'. This sets out a methodology to calculate the nutrient emissions from a development site. The applicant has used this methodology to calculate the nutrient emissions from the site. This calculation has confirmed that the site will emit a net nutrient load into European Sites. The Position Statement and Mitigation Plan for Nutrient Neutral Development sets out a mitigation package which will mitigate the impact that this development would have on the designated European Site. The applicant has entered into a legal agreement to secure the mitigation package.

Appropriate Assessment conclusion

- 7.9 The Habitats Regulations Assessment concluded that the avoidance and mitigation measures secured through the Appropriate Assessment are sufficient to remove the likely significant effects on the Solent's European Sites. The HRA was subject to consultation with Natural England under Regulation 63(3); no response was received, and it is therefore assumed that they raise no objection. The applicant has entered into a legal agreement to secure the required mitigation and has made payment of the mitigation fees.

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

- 7.10 This proposal comprises an additional storey to be constructed above the existing ground floor residential unit at 55 Station Road. The first floor level would have a flat roof with a height level with the existing roof line of the adjacent properties . An external stairwell would feature to the rear elevation allowing for access to the first floor flat and the ground floor would remain unchanged . There would be a doorway and window to the rear elevation at first floor level and the window would serve the kitchen and living space. Towards the front of the building would be two bedrooms , each served by front elevation windows. The flat would also have a bathroom and storage space . Proposed materials include red brickwork to match the two adjoining properties.
- 7.11 The proposed additional storey would infill the existing gap in the terrace and would match the existing row of properties in roof form , materials and window layout . The proposed use as residential is also considered to be an acceptable proposal , with separate access provided for to the rear of the building .

7.12 Overall, the design and appearance of the proposal is deemed appropriate in context to the main building and is therefore considered to be acceptable, meeting the requirements of Policy CS16 of the HBLP (Core Strategy). It is considered that the scheme would not result in an adverse impact on the visual amenity of the locality.

(iii) Impact upon residential amenity

7.13 It is understood that the properties immediately adjacent on either side of the proposal site, at first floor are in residential use . At ground floor the current commercial use is as a furniture retail unit . Havant's Environmental Health Team have been consulted in regards to this proposal and have no objection in principle however they have initially requested a Noise Mitigation Report which has been submitted and accepted by the Environmental Health Officer . They have subsequently requested a Noise Validation Report and a Sound Insulation Test Report to be provided prior to occupation. This has been agreed with the applicant. They have also requested a condition on construction hours which will be applied to this decision.

7.14 The proposed use is considered to be in keeping with the first floor uses on either side and the residential use is not considered to result in harm to the amenity of adjacent properties. Consequently, it is considered that the proposal will not appear overbearing or lead to a loss of light, outlook or privacy and would have 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 Policy CS16 of the HBLP (Core Strategy).

(iv) Biodiversity Net Gain

7.15 This application is exempt from the requirements relating to Biodiversity Net Gain.

(v) Parking and highways

7.16 There is no allocated on site parking for this proposal however the location is accessible, lying within the Local Centre with bus services close by as well as a reasonable amount of limited stay public car parking in the near vicinity. On balance given the accessible context of the area, the on and off site parking provision is deemed to be acceptable for the use proposed.

8 Conclusions

8.1 The scale, siting and design of the proposal would have limited and acceptable impact on the neighbours and is therefore considered to be appropriate and recommended for approval.

9. RECOMMENDATION:

That the Interim head of planning be authorised to Approve with Conditions for application APP/25/00970

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:

Noise Mitigation Strategy Vine Acoustic LTD dated 4.03.2026
Noise Impact Assessment Vine Acoustic LTD dated 16.02.2026
25050 401 P3 Proposed floor plans and elevations
25050 102 P3 Proposed site plan
Location plan
Design and Access Statement dated 21.11.2025

Reason: To ensure provision of a satisfactory development.

3 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.

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.

4 Noise validation testing

Prior to first occupation of each dwelling, a noise validation report demonstrating compliance of the dwelling with the following noise criteria shall be submitted to, and approved in writing by, the Local Planning Authority:

- i. Bedrooms (23:00–07:00): $L_{Aeq,8hr} \leq 30$ dB
- ii. Bedrooms (23:00–07:00): $L_{AFmax} \leq 45$ dB, not exceeded more than 10 times per night
- iii. Living rooms and bedrooms (07:00–23:00): $L_{Aeq,16hr} \leq 35$ dB

Internal noise levels shall be assessed with the approved ventilation strategy operating (e.g., trickle vents in the open position, or mechanical ventilation systems running). Such noise protection measures shall thereafter be maintained and operated in accordance with the approved scheme.

Validation testing within the dining room shall include representative 1-hour LAeq measurements undertaken during periods when commercial noise sources serving adjacent premises are operating. Testing shall include at least one 1-hour period within daytime operational hours and one 1-hour period within evening operational hours (typically 08:00–16:00 and 17:00–22:00) and shall demonstrate compliance with the 40 dB LAeq,1hr internal criterion under commercial operating conditions. All noise protection measures shall thereafter be retained and maintained for the lifetime of the development. Reason: To protect the amenity of future residents.

Reason: To secure quality residential environment, in terms of internal noise levels in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2024).

5 Sound insulation testing

No part of the approved first-floor dwelling shall be occupied until an internal sound insulation test report has been submitted to and approved in writing by the Local Planning Authority. The report shall demonstrate, through on-site pre-completion acoustic testing, that the separating floor/ceiling construction between the ground-floor commercial unit and the first-floor dwelling achieves a minimum airborne sound insulation performance of 53 dB DnT,w + Ctr.

The approved dwelling shall not be occupied until the Local Planning Authority has confirmed in writing that the details submitted demonstrate compliance with the above standard. The sound insulation measures shall thereafter be permanently retained.

Reason: To secure quality residential environment, in terms of internal noise levels in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2024).

6 Construction hours

Construction works (including refurbishment works) and associated activities at the development, audible beyond the boundary of the site shall not be carried out other than between the hours of 0800 - 1800hrs Mondays to Fridays and 0800 - 1300hrs on Saturdays and at no other times, including Sundays and Public/Bank Holidays.

Reason: to protect the amenity of occupiers of nearby premises in accordance with Policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM18 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework (2024).

7 The development hereby permitted shall not be occupied until:

- (a) A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the Local Planning Authority; and
- (b) All measures necessary to meet the approved water efficiency calculation have been installed.

Reason: There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. In compliance with Regulation 63 of the Conservation of Habitats and Species Regulations 2017, the local planning authority has a duty to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council has also had regard to Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.

8 At all times following occupation of the development hereby approved, all measures for water usage within the submitted nutrient budget shall be maintained in the development in perpetuity.

Reason: There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. In compliance with Regulation 63 of the Conservation of Habitats and Species Regulations 2017, the local planning authority has a duty to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council has also had regard to Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011.

Informatives:

In accordance with paragraphs 38-50 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:

Your application was acceptable as submitted and no further assistance was required.