

DELEGATED OFFICER REPORT

PROPOSAL	Conversion of building between 6-8 Hazelwood Avenue to form 1No two bedroom bungalow with associated change to roof structure including additional roof lanterns, and addition of new front entrance extension; together with off road parking, and refuse and cycle store.
LOCATION:	6-8 Hazelwood Avenue, Havant
REFERENCE NO:	APP/26/00251
APPLICANT:	Mr S Budd
APPLICATION TYPE:	Full planning permission
CONSULTATION EXPIRY DATE:	19/06/2026
APPLICATION EXPIRY DATE:	17/06/2026
WARD:	Bedhampton
CASE OFFICER:	Tina Pickup
SUMMARY RECOMMENDATION:	Approve with Conditions

1. Site Description

- 1.1 The red lined application site relates to existing ancillary residential buildings sited between 6 and 8 Hazelwood Avenue. The wider blue lined application site relates to the combined site of both 6 and 8 Hazelwood Avenue, which are both detached bungalows. They are sited on the north side of the road and are set back with frontage parking. They are within the same ownership.
- 1.2 Number 8 to the west has a plain tiled hipped roof with front gable projection. Number 6, to the east, has had a side hip to gable extension with front dormer, and been modernised using grey slates for the roof. The land slopes slightly such that number 8 is slightly higher than number 6.
- 1.3 Between the two dwellings there is currently a single storey building that reads, in street scene terms, as a linked garage. It appears linked to both properties. It has a front gable feature and the roof behind is slate and lower than the two adjacent dwellings. Due to the level difference and side boundaries, the area in front of this building is distinct i.e. it has a different surface material and is separated from the front garden/parking areas of the 2 bungalows.
- 1.4 This intervening single storey building appears to straddle the original boundary line between the two properties and notably extends back continuously to merge with other rear outbuildings on both plots. In plan footprint terms, the built development on the two plots is extensive, with the single storey outbuildings covering a large proportion of both original rear garden areas.
- 1.5 Internally the majority of the single storey building is one interconnected space, although some parts are lower/higher than others. It is currently being used as a woodwork workshop with associated tools, machinery and equipment. No known

business is being operated from the site, with the applicant stating it is used for hobby purposes.

- 1.6 The surrounding area is characterised by a mix of similar detached and semi-detached bungalows, some with dormers. The site lies outside any current or future flood zone but within an area identified at risk of surface water flooding. There is a surface water sewer crossing the site.

2. Planning History

Number 6:

APP/20/00861 - Alterations to roof by removing existing hipped roof, increase in height and length, construction of 2no. gable ends, re-hanging roof at 40 degree pitch and front and rear dormers. Permitted 19 May 2021

08/62855/00 - Semi detached bungalow to rear. Refused 10/10/2008 – *shown as backland dwelling with access between 6 & 8*

Number 8:

98/55797/1 – Single storey and two storey rear extensions. Refused 09/09/1998

98/55797/2 – Single storey rear extensions (revised application) Permitted 05/02/1999

08/55797/003 – Retention of extension to garden shed. Permitted 10/03/2008 – *notably red line showed shed on large part of number 6's rear garden*

08/55797/004 – Semi detached bungalow to rear. Refused 10/10/2008 – *shown as backland dwelling with access between 6 & 8*

3. Proposal

Conversion of building between 6-8 Hazelwood Avenue to form 1No two bedroom bungalow with associated change to roof structure including additional roof lanterns, and addition of new front entrance extension; together with off road parking, and refuse and cycle store.

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

L2 – Making effective use of land

L3 – Achieving appropriate densities

DP3 – Key principles for well designed places

Havant Borough Local Plan (Core Strategy) March 2011

CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough)

CS16 (High Quality Design)

CS17 (Concentration and Distribution of Development within the Urban Areas)

CS21 (Developer Requirements)

CS9 (Housing)

DM10 (Pollution)

DM13 (Car and Cycle Parking on Residential Development)

Havant Borough Local Plan (Allocations) July 2014

AL1 (Presumption in Favour of Sustainable Development)

AL2 (Urban Area Boundaries and Undeveloped Gaps between Settlements)

DM24 (Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)

Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Council Parking SPD July 2016

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5. Statutory and Non Statutory Consultations

Environmental Health

No objection but following matters should be considered:

The proposed development site is approximately 340m east of the A3(M) and as such is expected to be exposed to road traffic noise. As such, a condition requiring an acoustic design statement is recommended to demonstrate how future occupiers shall be protected from road traffic noise.

It is noted that MVHR is proposed which would provide alternative means of ventilation, however the NIA would also inform of appropriate glazing specifications required to protect from average noise levels in the area and noise events from the motorway through the night.

For the LA_{max,F} element of the assessment, an appropriate logging interval shall be used to ensure that short term noise events are not under-represented. A logging interval between 1-5 seconds is recommended.

The development is within a residential area and as such a condition restricting construction hours is recommended. The applicant is advised to implement best practice measures to control dust and noise generated from construction activities.

Conditions and Informative's suggested – *see file for details*

Southern Water

No objections; Surface water should not be disposed of into a public foul sewer and must comply with Hierarchy H3 of Building Regs.

Ecologist

I can confirm that I have no concerns in relation to ecological matters. I am content that the proposed works are unlikely to impact habitat suitable for protected and notable species.

County Highways Team

HCC's Standing Advice should be referred to; note only 1 parking space provided and HBC's standards would require 2 spaces – for LPA to confirm whether parking provision is appropriate

Development Infrastructure Team (CIL & S106)

CIL liable and mitigation required for likely impacts on bird disturbance; and increased nutrient load.

BNG now mandatory

Update – *not CIL liable as sub-division and extension less than 100sqm*

Nutrient Team

Confirm sufficient capacity in the Council's strategic mitigation scheme

Building Control – initial response

The submitted plans appear to show that compliance with parts of the Building Regulations will not be achieved without significant changes which may affect any planning permission granted.

The proposed bedrooms are inner rooms and as shown do not appear to have adequate mean of escape - no means of escape at all from the larger room and the window to the smaller bedroom appears to small / wrong configuration to allow means of escape.

The proposed roof lights will need to achieve adequate fire resistance due to proximity to the property boundary, which may not be possible if there are opening elements for ventilation purposes.

Compliance with Part E for acoustic insulation will need to be carefully considered.

The submitted plans do not show how adequate ventilation will be provided to the new dwelling, as above, opening roof lights may cause a breach to Part B for fire safety

Building Control – on amended plans

The creation of a corridor from the bedroom to the front door will address the inner room issue. Agent has said that the rooflights will achieve a Broof(t4) fire rating, which if they do, we would accept.

The proposed ventilation system would be acceptable to comply with Requirement F1, but this would be subject to a full design.

Agent has confirmed that acoustic testing will be carried out, which is a requirement of the Building Regulations anyway. The only issue here is whether the acoustic test will pass and that depends on the existing construction, the upgrades construction and workmanship. It is likely that during the Building Control application process, evidence to show that the party walls will achieve adequate acoustic performance will be requested.

Natural England

No Objection subject to appropriate mitigation being secured

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, as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 11

Number of site notices: 1

Statutory advertisement: n/a

Number of representations received: 0

Comment	Officer Comment

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) Highways/parking provision
- (v) Biodiversity Net Gain (BNG)
- (vi) Compliance with Habitats Regulations
- (vii) Human Rights Act
- (viii) Equalities and Diversities

(i) Principle of Development

7.2 The application site is located within the defined urban area, i.e. within a 'Settlement' for the purposes of the National Planning Policy Framework (NPPF), August 2026, where further development is considered acceptable in principle, subject to consideration of detailed development management criteria.

7.3 The 2026 NPPF provides a presumption in favour of sustainable development under Policy S3 and establishes the principle of development within settlements under Policy S4. Policy S4 indicates that development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework.

7.4 It is accepted that the proposal would result in the net gain of 1 residential unit in an accessible location within the settlement area of Havant, making more effective use of the site. The proposal would only make a very modest contribution to housing supply in the context of a 1.3 year housing land supply, but this limited benefit of the proposal must be afforded weight in the overall planning balance.

7.5 In this instance for the subdivision of an existing residential curtilage, regard must also be had to Policy L2 of the NPPF which encourages making effective use of land, and states that "*Substantial weight should be given to the benefits where a development proposal achieves:....d) Creating additional homes within settlementsthrough sensitive redevelopment or additional development within existing plots (includingadditional units within residential curtilages)...*" Such proposals should

meet 3 criteria about street scene design; providing acceptable living standards for residents and neighbours; and the ratio of developed areas of residential curtilages. NPPF Policy L3 goes on to encourage efficient use of land and notes that within settlements “...*development proposals for residential and mixed-use development should contribute to an increase in the density of the area in which they are situated...*”. This is subject to taking into account the existing character of an area, as set out in NPPF policy DP3.

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

- 7.6 The operational development associated with this proposal is limited to a 2m front extension to form a front entrance; a reconfiguration of the existing roof to replace a double pitch with partial pitch and flat area with insertion of 3 roof lanterns; and internal alterations. Otherwise, the internal space and footprint of the building already exists.
- 7.7 The roof alterations would only be marginally higher than existing, and behind the enlarged front gable and would therefore not be visible from the street scene. The design of the front extension replicates the existing gable but replaces the garage doors with front door and two domestic windows. The height would be the same as existing. Whilst potentially appearing ‘squeezed in’, visually the change to the front elevation and visual appearance and character of the area is limited.
- 7.8 It is noted that the pattern of development in the immediate surrounding area is predominantly semi-detached bungalows fronting the highway with traditional rear gardens, with a few detached properties. This development would effectively form a terraced property and one without a rear garden. This would represent a more intensive pattern of development, not necessarily in keeping with the area. But because it is a conversion of existing buildings, then the harm arising from the proposal would be limited. It is not new footprint coverage, the structure is largely already there, the proposal is about changing the use of the structures from ancillary residential to an independent residential dwelling.
- 7.9 Regard must be had to the new NPPF and its objective of promoting more effective use of land and encouraging increased densities where appropriate. It is considered that whilst the proposed layout differs to the surrounding, it would not actually result in any harm to the character of the area, externally the changes are visually appropriate and whether the development can provide appropriate living conditions for future occupiers is considered in following sections.
- 7.10 Overall, it is considered that the conversion of the existing outbuildings to form a new dwelling would have limited adverse impact on the surrounding pattern of development and would be visually appropriate to the character of area in accordance with policy C16, as well as the NPPF, August 2026.

(iii) Impact upon residential amenity

- 7.11 In terms of impact on neighbouring amenity the development is achieved with no new windows in either side or the rear elevation and removes existing windows in the west elevation that will form the boundary with number 8. As such the garden area of number 8 would remain private.
- 7.12 There would be an intensification of use of the site through the formation of an additional dwelling, with associated extra trips and comings and goings etc. But in a relatively high-density residential area the additional impacts would be very marginal.

- 7.13 In terms of adequacy of living conditions for future occupiers one of the key considerations is access to some private amenity space and natural light. Whilst a traditional rear garden is not provided, there would be a central outdoor courtyard measuring approximately 4.5m x 5m. This would have glazed walls allowing light to the adjacent rooms. There would also be lantern lights above the kitchen/dining area and both bedrooms.
- 7.14 Since the proposal is for a small 2 bed dwelling then the outdoor amenity space provided, albeit less than normally required via the Borough Design Guide SPD, is considered commensurate to the size of the dwelling and at least provides an area for sitting out, washing etc. All rooms would have some natural light, mainly achieved via lantern lights.
- 7.15 During the course of determining the application Building Regulations raised concern over means of escape, fire resistance measures, acoustics and ventilation. As issues fundamental to the successful implementation of the scheme, revised plans were sought addressing these issues. The amended plans provide a protected corridor from the bedrooms and rooflights are confirmed to meet relevant fire rating standards. A whole house mechanical ventilation system is proposed and fire suppression system to the kitchen/lounge area. On this basis Building Control team have indicated the conversion could be achievable in practice, subject to the detailed conversion works meeting the full Building Regulations criteria.
- 7.16 With respect to noise and ventilation, the Environmental Health team have also raised no objection in principle, subject to submission of a noise assessment via condition.
- 7.17 Overall it is considered that the proposed conversion could provide an adequate standard of living for future occupiers, and would not appear overbearing or have any adverse impact on outlook or privacy and would have limited and acceptable impact on neighbouring amenity, meeting the requirements of Policy CS16 of the HBLP (Core Strategy).

(iv) Highways/parking provision

- 7.18 There is an existing dropped kerb across the frontage of the site. The amended plans show that the site has sufficient width to provide 2 parking spaces side by side, in front of the new entrance. Secure cycle storage is provided internally, within the front porch area. As such the proposal meets the parking requirements to serve a 2 bed dwelling in accordance with the adopted Parking SPD and policy DM13.

(v) Biodiversity Net Gain (BNG)

- 7.19 With respect to Biodiversity Net Gain (BNG), this is a legal requirement for planning permission introduced for small sites such as this on 2nd April 2024. To qualify for the De-Minimis exemption of the Biodiversity Gain Requirements (Exemptions) Regulations 2024, 'the development must not impact an onsite priority habitat (defined as a habitat specified in a published list); secondly, the development must impact no more than 25 square metres of onsite habitat with a biodiversity value greater than zero, and no more than five metres in length of onsite linear habitat.'
- 7.20 The applicant has claimed the De-minimis exemption based on the fact that the site entirely consists of artificial, sealed and unsealed surfaces. Given that the proposal is a conversion of existing hard surfaces and built form and would not result in the loss of any priority habitat or habitat over 25sqm, then the LPA agree with the de-minimis exemption.

(vi) Compliance with Habitats Regulations

- 7.21 The proposal would result in the net gain of one, two bedroom dwelling which needs to comply with the Habitats Regulations. The Council has conducted a Habitats Regulations Assessment (HRA), including Appropriate Assessment (AA), of the proposed development under Regulation 63 of The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. The Council's assessment as competent Authority under those regulations is included in the case file. The screening under Regulation 63(1)(a) found that there was likely to be a significant effect on several Solent European Sites due to both the increase in recreation and the decrease in water quality that would result from the proposed development resulting in the gain of 1 additional 2 bedroom dwelling.
- 7.22 Using Natural England's updated Methodology in January 2024, the planning application was then subject to Appropriate Assessment under Regulation 63. This included two packages of avoidance and mitigation packages. The first is a package of measures based on the suggested scale of mitigation in the Solent Recreation Mitigation Strategy. The second is a package of measures based on the Position Statement on Nutrient Neutral Development.
- 7.23 With respect to the Solent Recreation Mitigation Strategy the applicant has entered into a Unilateral Undertaking and paid the appropriate sum of £787.15 to address the potential recreational harm from the new development. Therefore, it is considered that the recreational element of the impacts of development have been adequately mitigated against. With respect to the water quality issue and the Council's updated Position Statement, April 2023, the applicant has been able to also enter into the mitigation scheme at Warblington Farm to offset the nitrogen from the development. A Unilateral Undertaking has been received, together with the appropriate contribution of £2,686.66 as nutrient mitigation. This is based on the development achieving a water efficiency of 110 l/p/p/d and to ensure these measures are provided as part of the development, and for ongoing compliance, it is necessary to add 2 conditions.
- 7.24 The Appropriate Assessment concluded that this is sufficient to remove the significant effect on the SPAs which would otherwise have been likely to occur. The HRA was subject to consultation with Natural England as the appropriate nature conservation body under Regulation 63(3) who have confirmed that they agree with the findings of the assessment and raise no further objection. The Council's assessment as competent Authority under those regulations is included in the case file.

(vii) Human Rights Act

- 7.25 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

- 7.26 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 conversion of this ancillary residential floorspace with modest front extension and new roof, into a separate dwelling would make more effective use of the site and provide an adequate standard of living for future occupiers. It is considered that there would be limited harm to the character of the area or neighbouring amenity and adequate on-site parking can be provided. The proposal is therefore considered compliant with relevant policies of the Development Plan as well as the NPPF policies referred to in section 4 of this report. Appropriate mitigation for the likely effects to recreational disturbance and water quality have been secured, and so the application is recommended for permission.

9. RECOMMENDATION:

That the Interim Development Manager be authorised to **GRANT PERMISSION** for application APP/26/00251 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, Site and Proposed Floor Plans - Drawing Number CFA 01 Rev 02
Existing and Proposed Elevations - Drawing number CFA 02 Rev 01
Havant Occupancy Calculator
Solent Nitrogen Budget Calculator

Reason: - To ensure provision of a satisfactory development.

3. The new external materials to be used shall match in type, colour and texture to those on numbers 6 and 8 Hazelwood Avenue.

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. The car parking, cycle storage, 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.

5. Prior to the first occupation of the hereby approved dwelling, a Noise Impact Assessment (NIA) report shall be submitted to the Local Planning Authority for approval. The NIA shall be undertaken by a suitably qualified acoustic consultant and shall consider relevant guidance including BS8233:2014 and ProPG 2017.

The report shall evaluate environmental noise levels in the area and shall include recommendations for a noise mitigation scheme to ensure that the following noise criteria are achieved.

- i. all bedrooms shall achieve an 8-hour LAeq (23:00 to 07:00) of 30dB(A)
- ii. all living rooms and bedrooms shall achieve a 16-hour LAeq (07:00 to 23:00) of 35dB(A)
- iii. 45 dB LAmax,F shall not normally be exceeded more than 10 times between 23.00 – 07.00 hours inside bedrooms

Reason: To secure appropriate noise mitigation for the amenity of future occupiers, having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National planning Policy Framework.

6. 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.

7. 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:

1. You are hereby requested to ensure that no works or ancillary operations associated with any demolition, excavation, clearance and construction works at the development, which are audible at the site boundary, shall take place on any Sunday or Bank / Public Holiday, nor on any other day except between the following times: Monday to Friday: 08.00 - 18.00 and Saturday: 08:00 - 13.00.

This is in order to protect the occupants of nearby residential properties from noise and vibration nuisance.

2. Air Source Heat Pump

Should an Air Source Heat Pump be proposed for installation, it should be ensured that the noise from such plant will not adversely affect residential amenity in the area. These units can create noticeable noise levels which may affect neighbouring dwellings so noise mitigation may be necessary to avoid complaints or possible formal action under other legislation.

3. In accordance with Policy 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, amended plans and additional information requested and forthcoming, making your proposal acceptable.