



Delegated Report

Householder Planning Application

Planning Application No: 20241115

Location: 59 Central Avenue Gravesend Kent DA12 5AN

Description: Demolition of the existing rear extension and erection a of a two storey side extension and part single, part two storey rear extension.

Applicant: Mr Jag Thind

Site Visit Date: N/A

Submitted Documents/Plans

Application Form;
Block Plan – Existing (received on 13.12.2);
Block Plan – Proposed (received on 143.12.25);
Site Location Plan (received on 09.12.25);
Drawing No. 2498-001 – Ground Floor Plan – Existing;
Drawing No. 2498-002 – First Floor Plan – Existing;
Drawing No. 2498-003 – Roof Plan;
Drawing No. 2498-004 – Elevations – Existing;
Drawing No. 2498-005 – Site Plan – Existing;
Drawing No. 2498-006 – Site Plan – Proposed;
Drawing No. 2498-007 – Ground Floor Plan – Proposed;
Drawing No. 2498-008 – First Floor Plan – Proposed;
Drawing No. 2498-009 – Roof Plan – Proposed; and
Drawing No. 2498-0010 – Elevations – Proposed.

Relevant Planning History

Reference	Description	Decision	Decision Date
20241116	Application for a Proposed Lawful Development Certificate; loft conversion with rear dormer and roof lights to front elevation.	Certificate Granted	22.01.2025

Development Plan

Gravesham Local Plan Core Strategy (2014)

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS12 – Green Infrastructure
- CS18 – Climate Change
- CS19 – Development & Design Principles

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards

Paragraph 34 of the NPPF (2024) sets out that policies within adopted local plans should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary. Such reviews are also a legal requirement as set out in Regulation 10A of the Town and Country Planning (Local Planning) England Regulations 2012.

The Council undertook such a review in September 2019 and found that the adopted Local Plan Core Strategy is in need of a partial review in terms of Policy CS02, due to the increased need for housing since the Local Plan Core Strategy was adopted and the need to ensure that a sufficient land supply exists to meet this need. Whilst saved policies from the Local Plan 1st Review (1994) generally conform with the NPPF (2024), the Council will also seek to replace these.

National Planning Policy Framework (2024)

- Section 2 – Achieving Sustainable Development
- Section 12 – Achieving Well-Designed Places

Supplementary Planning Guidance

- SPG 2 – Residential layout guidelines including Housing Standards Policy Statement October 2015 Adopted 1996 – amended June 2020
- Technical Housing Standards – Nationally Described Space Standard (2015)
- SPG 4 – KCC Parking Standards (2006)
- Gravesham Householder Extensions/Alterations Design Guide (2021)
- Design for Gravesham – Design Code (2024)

Consultations, Publicity and Representations

Consultees

Local Ward Councillors

No comments received.

Neighbouring properties

Six surrounding properties were consulted, a site notice was displayed on 18.12.24 and the overall consultation period expired on 17.01.25. Five representations objecting to the proposal were received as a result of the consultation carried out for the application.

The comments are summarised below:

- Although I acknowledge a precedent has been set for a side extension of this type by the neighbouring property on the other side of Smarts Road, 61 Central Avenue, the scale and massing of this proposal constitutes an overdevelopment of the existing residential unit and the land. 61 Central Avenue has no rear extension, only a side extension.
- Out of character with its surroundings.
- This proposal attempts to extend the building line at the rear of the property even further, which will likely cause a loss of light to 57 Central avenue due to the natural path of the sun and the applicant property sitting directly south of it.
- Overshadowing and loss of light.
- The size of both the proposed side and rear extensions combined seems to be of a larger footprint than the original property, which seems excessive.
- No design and access statement or planning statement to demonstrate how any mitigation would be carried out.

- Highways concerns as the proposal includes additional bedrooms with no off-street parking provision.
- Given the scale of the development I don't think it would be unreasonable to assume the intended use of the property as a house of multiple occupation (HMO.)
- The applicant company name suggests this application is part of a property development project. Central Avenue and the surrounding roads are almost solely comprised of terraced, detached or semi-detached family homes and I don't feel this location to be suitable for (HMO) development.
- I can only surmise the developer is looking to build a HMO which would not be in keeping with character and ambiance of the local area which is a family community.
- A lot of residents are getting fed up and disheartened with developers buying up end terraced properties and trying to overdevelop them. I don't think anyone has an objection to someone buying a property to live in and extending it to create more space and enjoyment of the property, but some recent proposals from developers harm the character and appearance of the area and are of detriment to the enjoyment of the area for existing residents, whether through exacerbation of parking issues or the loss of green space and nature/foilage.
- The solution to the housing crisis is to build more on undeveloped land further afield, not continue to overdevelop and over urbanise existing areas. I hope the council takes this holistic view into consideration when assessing proposals such as this one.
- The application for a Proposed Lawful Development Certificate; loft conversion with rear dormer and roof lights to front elevation has shown no use as such so what would the purpose of this development be.
- Are there any public sewers in the rear garden that could potentially prevent any substantial building work being carried out. These have not been highlighted in any plans submitted.
- Should permission be granted for development we empathize with Gravesham Borough Council to provide a clause preventing the use of 59 Central Avenue being no other than as a residential family home.

The responses include both material and non-material planning considerations. Non-material planning considerations for this application includes the presence of sewers, the previously approved lawful development certificate application and whether the property could potentially be used as a (small) HMO. The previous application falls under permitted development rights for householders, which is set by central government and means that householders can carry out certain works without planning permission as long as it accords with the General Permitted Development Order (2015) (as amended). This can include loft conversions, dormers and conversion to (small) HMO's. Some applicants choose to apply for a lawful development certificate to show the works are lawful and comply with the order.

Material planning considerations include Design Character and Appearance, Amenity and Parking and Highways considerations. These will be assessed within the report below.

Site Description

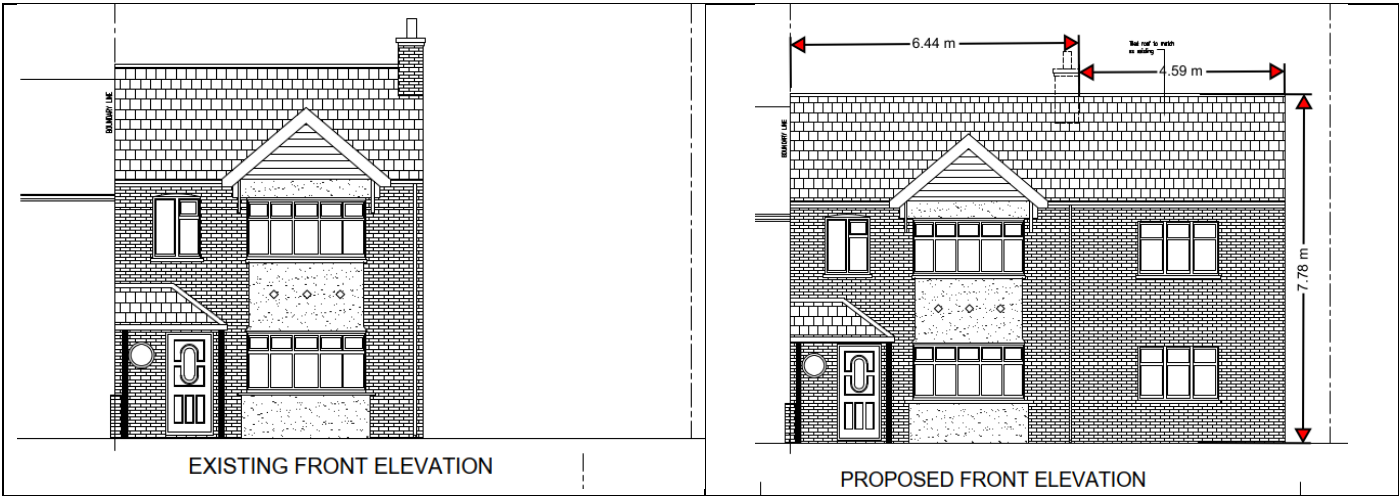
59 Central Avenue is a two-storey end terrace property located on the corner of Central Avenue and Smarts Road.

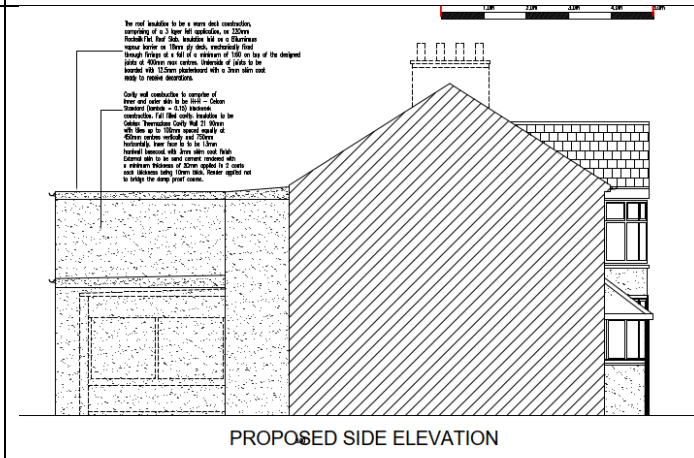
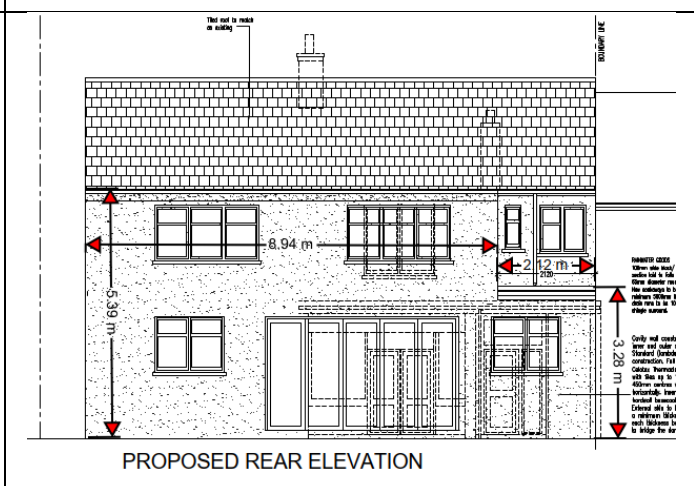
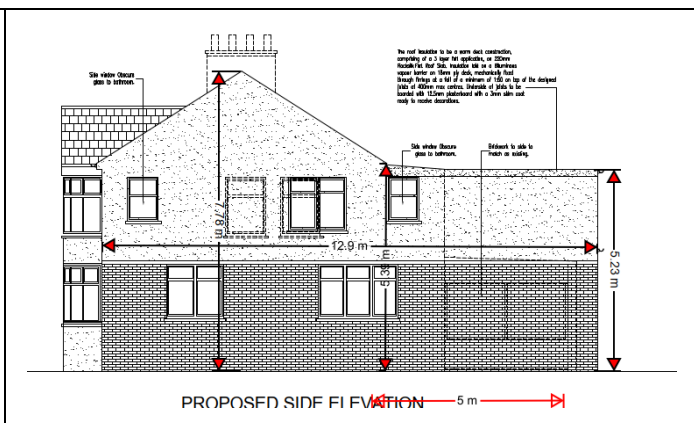
October 2024



Proposed Development

This application proposes the demolition of the existing rear extension and erection of a two storey side extension and part single, part two storey rear extension. Elevational dimensions are indicated on the plans below (case officer measurements are in black and red.)





Officer's Analysis

Design, Character and Appearance

Policy CS19 (Development and Design Principles) (LPCS) (2014) states that new development will be visually attractive and locally distinctive. It should also conserve and enhance the character of the local built and natural environment and integrate well with the surrounding area. Moreover, Section 12 (Achieving well- designed places) of the NPPF (2024) sets out that the creation of high quality beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. It states developments should function well and add to the overall quality of the area, be visually attractive and sympathetic to local character.

The Design For Gravesham Design Code (2024) is a strategic document that sets out Gravesham's vision and expectation for quality place-making. Gravesham's Householder Extensions/Alterations Design Guidance SPD (2021) set out key principles for new developments. Generally, the SPD (2021) highlights the importance of new development complimenting and corresponding to existing character and the wider context.

The Householder Design Guide (2021) sets out the design expectations for the Borough. Key elements that are relevant to this proposal have been included below:

Character and design quality

Any proposed extensions and alterations to a house should respect the original character of the existing dwelling, complement and correspond with the character of neighbouring properties and the local area. It should be noted that this does not always mean an exact replication of the existing character.

9.2 Your proposal should reflect and respect the original character and respond to its features. In order to achieve this as a starting point all residential extensions and alterations should be subordinate to the host property/building, allowing the original building to remain dominant.

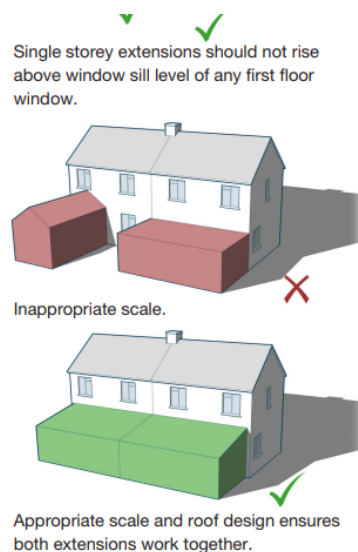
Materials

9.9 Extensions should normally be constructed using matching materials to the main dwelling. Matching bricks or render should be used along with similar coursing and pointing detailing and colours. Roof tiles or materials should match the existing in terms of materials, texture, colour and size. Where appropriate, extensions may be constructed of an alternative material if this is consistent with other development in the area and where the extension would still be clearly subordinate to the main dwelling.

Single Storey Rear Extensions

10.2 Single storey rear extensions are not normally visible from the street so are usually less visually intrusive than other extensions. However, these extensions can still have an impact on neighbouring amenity, including access to sunlight, daylight and outlook. To resolve these potential issues, single storey rear extensions should be designed to ensure that:

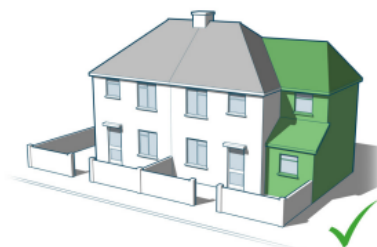
- Depth: The extension does not dominate the original property. This can cause the site to appear overdeveloped, and cause long dark internal spaces to be formed. Extensions to extensions will generally not be supported.
- Height: Single storey extensions should not rise above the window sill level of any first-floor windows. Care should be taken to limit the height of extensions where they abut neighbouring property boundaries, especially where extensions are of significant depth (above 3m deep).
- Width: Generally, extensions should not be of greater width than the original building.
- Design: Whilst flat roofs on low visibility rear extensions might be acceptable, care should be applied to extensions to properties on open corners. Pitched roof extensions to single storey properties should use roof shapes which reflect the pitch and type of roof of the original building.
- Materials: Generally, using matching external materials and window/door frames. In some instances, contemporary design may be appropriate, through the use of high-quality materials and design which complements the original house and has minimal impact on neighbouring properties.
- Overlooking: Extensions should avoid inserting any flank windows, or involve raised platforms where they would allow new, or increased overlooking views into neighbouring gardens/ properties.



- **Light/Outlook:** The 45 / 25 degree rule will primarily be used to assess the impact of the extension on neighbouring light / outlook.
- **Garden Space:** Adequate garden area for the enlarged house should be retained following development

Two Storey Side

10.5 Two storey extensions can have a more significant impact on the appearance of the street. Care is also needed when considering the relationship between any proposed extension and the boundary with neighbouring properties as the separation between properties can provide access routes to the rear of the property and in some locations are part of the character of the area. Depending on the orientation of the neighbouring property, side extensions also have the potential to impact their amenity. To ensure these potential issues are resolved, two storey side extensions should be designed in accordance with the guidance below.



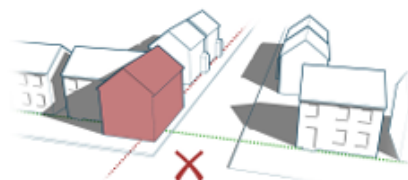
Ground floor set back 0.5m

- **Footprint:** Extensions should generally aim to appear subservient to the host building by lying behind the main front building line, though where designed well or having regard to positive local character, other approaches can be supported. See advice of extensions to corner properties in the following section.
- **Height:** Extensions should not exceed the eaves height of the host building.
- **Width:** Extensions should generally be no greater than half the width of the host building. The existing rhythm of the street, including for example characteristic gaps between properties, the symmetry of pairs of semi-detached homes or groups of terraced houses, should not be unreasonably interrupted. A minimum gap of 1 metre should be retained between the extension and the flank boundary.
- **Design:** Extensions are of greater visibility, and should incorporate roof designs to reflect and generally be subservient to the main property's roof. The use of flat or false pitched roofs visible from the street should be avoided. Patterns of windows should reflect the host building and local character. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.
- **Materials:** Matching external materials and window / door frames should be used.
- **Overlooking:** Extensions should avoid inserting any flank windows where they would allow new, or significantly increased overlooking views into neighbouring gardens / properties.
- **Light / Outlook:** The 45 / 25 degree rule will be used to assess the impact of the extension on neighbouring light / outlook.

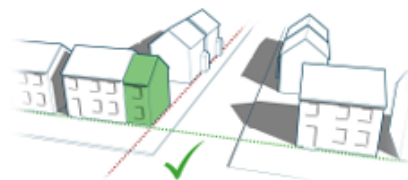
Extensions to houses on Corner Plots

10.6 Corner plots may provide opportunities to create large extensions that face onto the return road and in some cases can create a landmark building feature. Their location makes them highly visible from two streets and can provide an opportunity to improve the appearance of an area. Houses on corner plots may have capacity for two-storey extensions that extend to the side or rear. Extensions should follow the relevant advice given in preceding sections and ensure:

- **Building Line:** Development should generally reflect the surrounding building lines where they are a key and clear part of the local character. Any projection forward of the building line on the return street must be very carefully considered as this will be highly visible. This may be resolved through the massing (such as stepping), fenestration or material treatment of the proposal. Views along the return street to the proposed building should be understood and taken into account.
- **Roof Form:** The relationship between the roof of the existing property and an extension on a corner is carefully considered.
- **End Walls:** Extensions that result in overbearing end walls, including blank, uncharacteristic gables, or flank walls, will generally not be acceptable. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.



Development should not dominate the street corner.

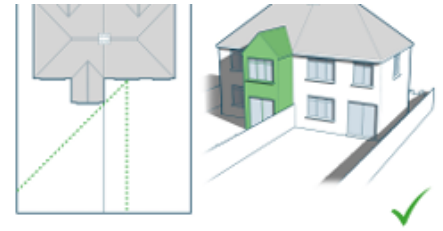


Development should generally reflect the surrounding building lines

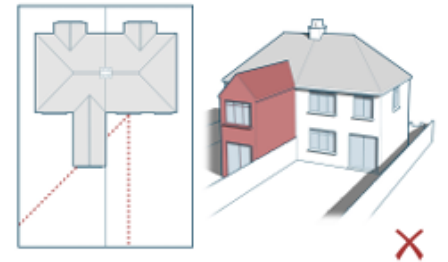
Two Storey and First Floor Rear Extensions

10.3 Two-storey rear extensions are often desirable as they create more space within a home, however they are not appropriate in all circumstances e.g. mid-terraced properties, and need to be carefully designed to avoid negatively impacting neighbouring properties. Proposals for two-storey rear extensions should consider the surrounding context, and ensure that:

- Depth: The extension does not dominate the original property. This can cause the site to appear overdeveloped, and cause long dark internal spaces to be formed. Extensions to extensions will generally not be supported.
- Height: two storey extensions can have very significant impact on neighbouring amenity, so should generally not be built up to site boundaries with neighbouring gardens / properties.
- Width: Extensions should not be of greater width than the original building.
- Design: Taller extensions are of greater visibility, and should incorporate roof designs to reflect, tie in with and not overwhelm the main property's roof. Patterns and proportions of windows should reflect the host building and local character.
- Materials: Using matching external materials and window / door frames is especially relevant for two storey extensions.
- Overlooking: Extensions should avoid inserting any flank windows, or involve raised platforms where they would allow new, or increased overlooking views into neighbouring gardens / properties.
- Light / Outlook: The 45 / 25 degree rule will be used to assess the impact of the extension on neighbouring light / outlook.
- Garden Space: Adequate garden area for the enlarged house should be retained following development.



A two storey extension should comply with the 45 degree rule. (See Appendix 1).

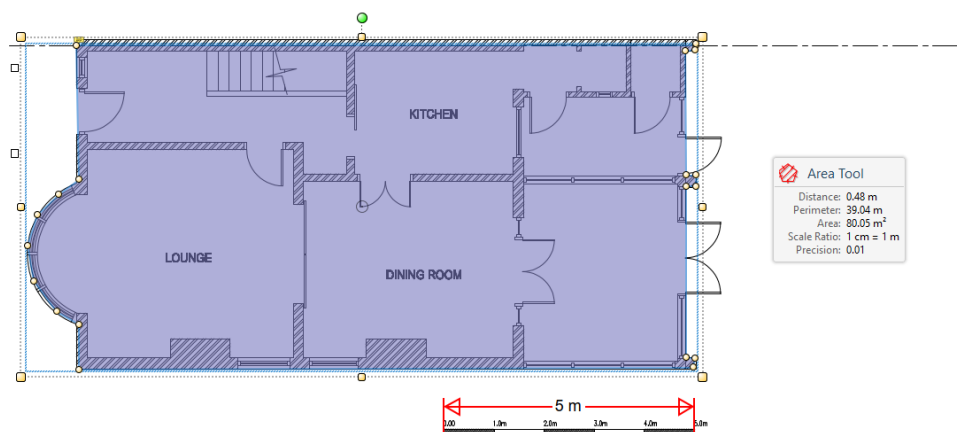


The proposed external materials for the development would match the existing dwelling, which is desirable to ensure a satisfactory visual relationship between the existing and new development. This could be secured by condition if planning permission were to be forthcoming.

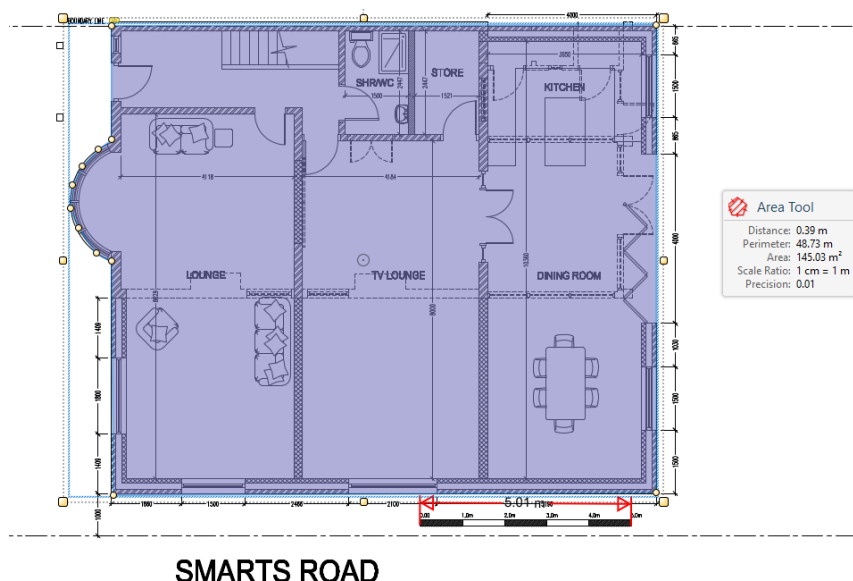
In terms of the character and appearance of the area, many properties remain sympathetic to the original features and layout of the dwellings, resulting in a strong sense of character in the immediate local vicinity. It is noted that in 59A Central Avenue submitted an application in 1989 for a two-storey side extension, which was approved. However, this was permitted prior to the adoption of the current Gravesham Local Plan Core Strategy (2014) and aforementioned Design Guidance (2021) and, in any case, does not provide justification for the works proposed within this current application.

As submitted, the proposed development would result in an incongruous and dominant dwelling of substantial mass and scale and is considered to be poorly designed, not subservient, and unsympathetic to the host dwelling. It is noted that the property has already been extended, although there is no planning history, or approvals for the development. As indicated by the plans and measurements below, the footprint of the dwelling would almost be doubled following the cumulative extensions:

Existing (including previous extensions to original dwelling)



Proposed



The extensions are excessive in overall bulk, mass and scale and the proposal represents overdevelopment of the site. The two-storey side extension would be greater than half the width of the original dwelling, would not be set down from the main roof ridge and would not be set back from the main front elevation. In addition, the two-storey wraparound rear/side extension would be constructed with a flat roof. Whilst it is noted that there is an existing, shallower two storey flat roof extension- this is highly undesirable in design terms, and the proposal to extend this further is not considered to be acceptable. Furthermore, the house is situated on a corner plot, therefore meaning that the unacceptable proposal would be highly visible from the street scene and wider local area. It is also noted that the spaces in and around the dwelling would be reduced significantly, which is also undesirable, as highlighted within the design guidance. Overall, the extensions proposed are not subservient or sympathetic to the character and appearance of the host dwelling or wider street scene and would result in the dwelling having an incongruous, bulky and overdeveloped appearance. As such the proposal is considered to be harmful to the visual amenity of the area.

Overall, the proposal is considered to represent poor design, that would result in an incongruous, dominant and unsympathetic development, to the detriment of the appearance of the existing dwelling and immediate locality. As such, the proposal would be contrary to Gravesham's Householder Design Guide (2021), Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

Amenity of Future Occupiers

Gravesham's SPG2 – Residential Layout Guidelines (RLG) (2020) sets out expected room sizes and garden space post development. In terms of room area, one of the bedrooms falls under the room area requirement at 6.47sqm (approx.) This alone is not considered to be sufficient grounds to refuse the application. In terms of garden area, the minimum requirements are as follows:

Table 2

Accommodation with :	Minimum garden area (sq. metres)	Minimum depth from rear wall of house (metres)
1-2 bedrooms	37.2	7.6
3 bedrooms	60.0	10.0
4 or more bedrooms	100.0	10.0

The garden area and depth, post development would meet the requirements. On balance, the proposed development is considered to safeguard the amenity of future occupiers in accordance with Policy CS19 (LPCS) (2014) and Section 12 (NPPF) (2024).

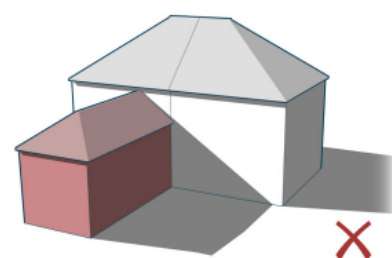
Neighbouring Amenity

As aforementioned above five representations, objecting to the proposal, was received as a result of the consultation carried out for this application. Neighbouring amenity is considered in terms of whether development would cause a sense of enclosure, loss of light, loss of privacy or loss of outlook.

The Gravesham Householder Design Guidance (2021) provides key considerations in terms of neighbouring amenity:

Overshadowing

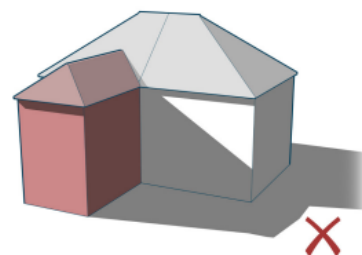
9.5 Depending upon the orientation and position of neighbouring windows and private amenity areas, problems of overshadowing can occur from an extension. This is particularly so if the neighbouring property is to the north of the proposed extension. Extensions should not create an unreasonable amount of overshadowing of neighbouring properties. Account should be taken of the orientation and position of neighbouring properties, and in particular any impact that the extension will have on neighbouring windows and private gardens. Where an extension would result in a significant reduction in light, or cause excessive overshadowing, planning permission may not be granted. In particular, care should be given when proposing extensions on the boundary with neighbouring properties that are either single-storey with a long projection, or are two-storeys in height. When considering overshadowing the Council will have regard to the 45 / 25 degree rule (see Appendix 1), as well as the Vertical Sky Component (VSC) Average Daylight Factor (ADF) and the Annual Probable Sunlight Hours (APSH) methods where necessary. See the BREEAM guidance for detailed information on these.



Where a an extension would result in a significant reduction in light or cause overshadowing planning permission may not be granted.

Privacy

9.6 It is important that new development sustains the privacy of neighbouring dwellings. Windows, balconies and raised decking can result in the loss of privacy to neighbouring properties from overlooking of their private amenity areas, or from direct close views into windows. To ensure adequate privacy levels are retained, there should be no direct overlooking into neighbouring habitable rooms or private amenity spaces of neighbouring gardens. There may be a requirement for privacy screens to the end of raised decks or balconies. Careful consideration should be given to window positions to ensure no windows on the boundary with neighbouring properties cause harmful overlooking and to ensure that windows above the ground floor retain adequate privacy distances. It may be possible, in some cases, to use high level and obscure / translucent glazing.



Overbearing and Outlook

9.7 An extension close to a neighbouring properties window, or a large extension on the boundary, can cause a loss of amenity by appearing overbearing and creating a sense of enclosure and

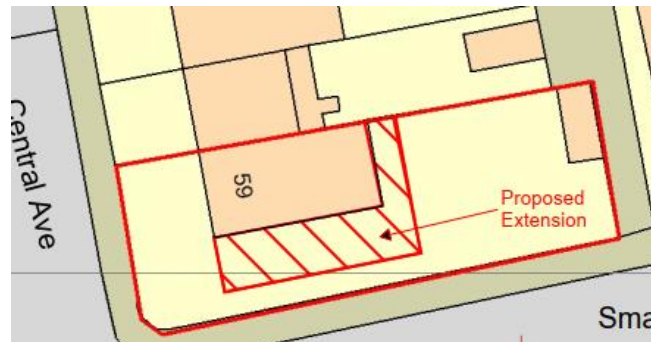
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Householder Extensions/Alterations Design Guide SPD

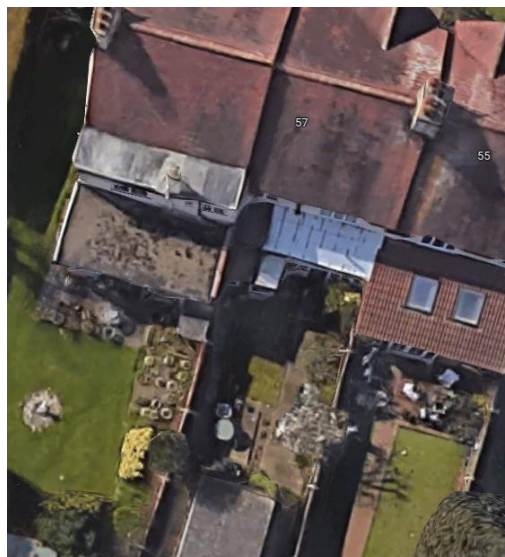
dominance. Careful consideration will therefore need to be given to the relationship to existing neighbouring windows and to the size and design of an extension that may change the outlook from a neighbouring property.

As aforementioned in the design section of this report, the proposed development is excessive in scale, bulk and massing. It would result in development being within close proximity to the shared neighbouring

boundary with No. 57 Central Avenue (which lies to the north (west) of the application property), at significant depth and being part two storey level.



The proposal would result in an unacceptable overbearing development, which is considered to cause a sense of enclosure and unacceptable loss of light to No.57, detrimental to neighbouring amenity. As evidenced by the below google images, overshadowing already occurs between the application property and No.57:



In addition, the layout of the proposed extensions is likely to result in a detrimental impact on outlook. Furthermore, it is apparent the proposal would fail to adhere to window to window privacy distances set out by the RLG (2020), between the application property and No. 59a Central Avenue, and, to a lesser extent No. 63 Smarts Road (where the window appears to serve a hall.)

Overall, the proposal fails to safeguard the amenity of neighbouring properties, contrary to Policy CS19 (LPCS) (2014) and Section 12 (NPPF) (2024).

Parking and Highways

The plans show the property would go from a three bedroomed property to a six bedroomed property. No additional off-street parking provision is indicated on the plans. Given the increase in bedrooms, the proposal is considered to fail to comply with KCC SPG4 – Kent Vehicle Parking Standards (2006.)

Any Other Material Planning Considerations

Groundwater Protection Zone

The site is located within a Groundwater Protection Zone 2 area, however, the proposal would be unlikely to be impacted by this constraint.

Archaeology

The site lies within an area of multi-period archaeological potential. However, the proposed development is unlikely to have any archaeological impact.

Conclusion

The application has been fully considered and is contrary to local and national planning policy.

The proposal is considered to represent poor design, that would result in an incongruous, dominant and unsympathetic development, to the detriment of the appearance of the existing dwelling and immediate locality. As such, the proposal would be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

The proposal fails to safeguard the amenity of neighbouring properties, contrary to Policy CS19 (LPCS) (2014) and Section 12 (NPPF) (2024.)

The proposed development includes a significant increase in bedrooms with no additional off-street parking provision. As such the proposal fails to comply with KCC SPG4 – Kent Vehicle Parking Standards (2006.)

Recommendation

Refusal

(For detailed reasons for refusal and informatives, see draft Decision)

Case Officer:	Mrs Lucy Hankin	Team Leader:	Richard Hart
Signed:	L Hankin	Signed:	<i>R Hart</i>
Dated:	5 th February 2025	Dated:	6 th February 2025