



Delegated Report

Householder Planning Application

Planning Application No: 20260627

Location: 4 Monkreed Villas, Longfield Road Longfield Kent

Description: Erection of a first floor side extension and retention of a carport and outbuildings within rear garden ancillary to existing dwelling.

Applicant: Mr Dan Hardy

Site Visit Date: 29th June 2026

Submitted Documents/Plans

Application Form Dated 17/06/2026;

Drawing Number M206 (05) 001 (Front Elevation – Pre-existing);

Drawing Number M206 (05) 1250 (OS Plan and Block Plan – Pre-existing);

Drawing Number M206 (05) 002 (Side Elevations – Pre-existing);

Drawing Number M206 (02) 006 RevA (Side Elevations – Existing);

Drawing Number M206 (02) 003 RevA (First Floor Plan – Existing);

Drawing Number M206 (02) 002 RevA (Ground Floor Plan – Existing);

Drawing Number M206 (02) 001 RevA (Site Plan – Existing);

Drawing Number M206 (20) 1250 (Location and Block Plan – Proposed);

Drawing Number M206 (20) 006 (Side Elevations – Proposed);

Drawing Number M206 (20) 005 (Front and Rear Elevations – Proposed);

Drawing Number M206 (20) 004 (Roof Plan – Proposed);

Drawing Number M206 (20) 003 (First Floor Plan – Proposed);

Drawing Number M206 (20) 002 (Ground Floor Plan – Proposed);

Drawing Number M206 (20) 001 (Site Plan – Proposed);

Drawing Number M206 (02) 1250 (Location and Block Plan – Existing);

Drawing Number M206 (02) 005 (Front and Rear Elevation – Existing); and

Drawing Number M206 (02) 004 (Roof Plan – Existing).

Relevant Planning History

Reference	Description	Decision	Decision Date
20130247	Erection of part two storey part single storey side and rear extension to form enlarged kitchen and utility room at ground floor level with enlarged bedroom at first floor level.	Permitted	10.05.2013
19850096	Erection of a canopy at the front	Permitted	29.03.1985
19820768	Erection of two storey side extension to form kitchen diner with bedroom and bathroom over and single storey extension to form garage and car port	Permitted	29.11.1982

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
- C13 – Extensions to Dwellings in the Countryside

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 4 – Decision-making
- Section 12 – Achieving Well-Designed Places
- Section 13 – Protecting Green Belt Land
- Section 15 – Conserving and enhancing the natural environment

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)
- Gravesham Landscape Character Assessment (2009)

Emerging Local Plan as a Material Consideration

Paragraph 48 of the Framework makes it clear that planning applications can only be determined in accordance with the development plan, unless material considerations indicate otherwise. An emerging Local Plan, does not form part of the Development. The Framework, at Paragraph 49 allows local planning authorities to give weight to relevant policies in emerging Local Plans, according to:

- The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to the Framework, the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given to those policies.

West Oxfordshire District Council v Secretary of State for Housing, Communities and Local Government & Rosconn Strategic Land Ltd [2018] EWHC 3065 (Admin) is a High Court judgement that deals with



the weight to be given to a Regulation 19 Local Plan. In this judgement the Court found that the weight to be given to an emerging Local Plan, was a matter of planning judgement, which had to be reached having fully considered the relevant part (Paragraph 49) of the Framework.

The Council's emerging Local Plan, is in the process of being consulted upon (it has reached Regulation 19 stage), the Council is not yet aware of whether third parties will support or object to specific policies within the Plan, or whether they will consider the policies with the emerging Local Plan to be broadly sound and consistent with the NPPF (2024). Taking this into consideration, one can only conclude that at this stage of the process, **limited (i.e. minimal) weight should be afforded to the emerging Regulation 19 Local Plan**. This position would only change once the emerging Local Plan has progressed towards submission and examination, with the Council being fully aware of policies that are subject to unresolved objections and with knowledge of policies that have had their soundness and conformity against the Framework challenged.

This approach accords with the approach taken in a separate High Court case, Gladman Developments Ltd v SSHCLG & Corby Borough Council; & Uttlesford DC [2020] EWHC 518 (Admin) and Court of Appeal [2021] EWCA Civ 104, which was also the subject of a Court of Appeal Ruling [2021] EWCA Civ 104.

Consultations, Publicity and Representations

Consultees

Network Rail

Thank you for consulting Network Rail on the above planning application. Following a review of the application, I can confirm that Network Rail have no comments to make on the proposal.

Meopham Parish Council

Following discussion at our Full Council meeting; the Council wishes to provide the following response: Meopham Parish Council raises no objection to the application.

Neighbouring properties

Three surrounding properties were consulted and a site notice was displayed on 20th July 2026. No responses were received and the consultation period ended on 14th August 2026.

Officer's Analysis

Site Description

The application site is a semi-detached dwellinghouse located on the western side of Monkreed Villas.



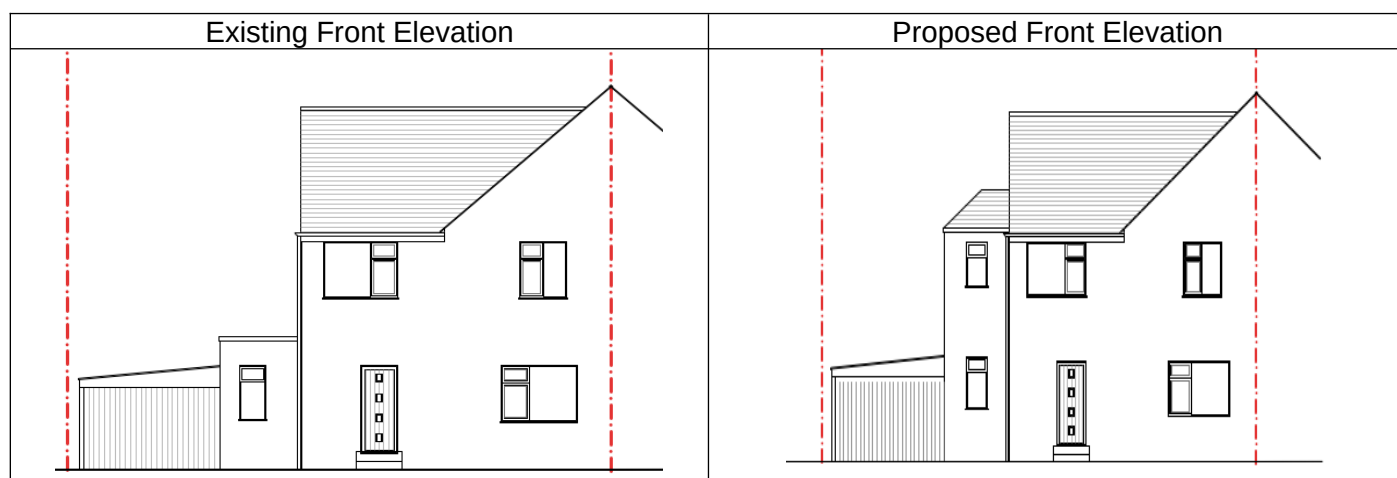
The application site is located within the Green Belt and the Meopham Downs Landscape Character Area.

Proposal

The application seeks planning permission for the erection of a first-floor side extension.

The first-floor side extension would be constructed over the existing ground floor side extension and would have a hipped roof at a maximum height of 6.8m and an eaves height of 5.82m. It would project 2m from the flank elevation and measure 4.35m in length. The extension would be set back from the principal elevation by 5.3m and down from the host roof by 1.94m.

The extension would create space for a wardrobe and en-suite with a window to the front elevation which will be conditioned to be obscure glazed to Pilkington Level 3 or above. The extension will be constructed with a light grey render to match the host dwelling.



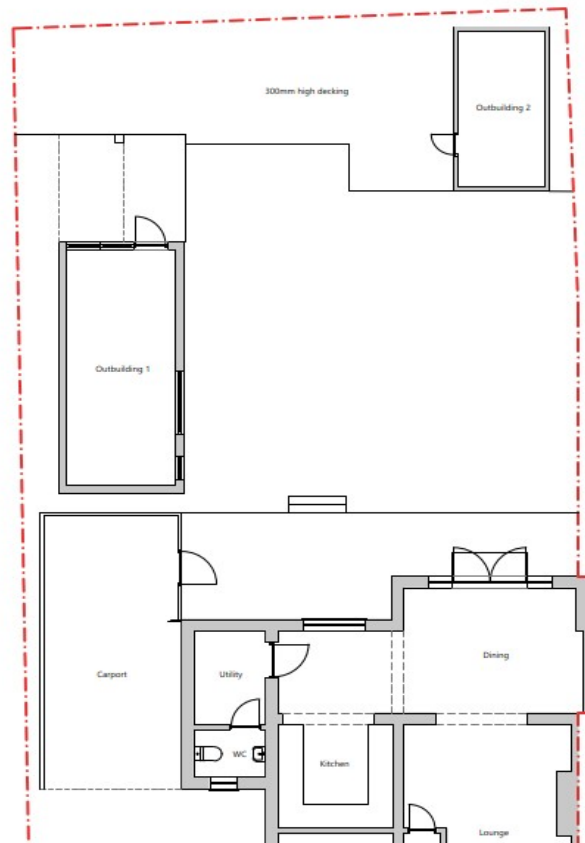
The application also seeks permission for the retention of the carport to the side and 2no outbuildings with decked area to the rear amenity area,.

The existing carport measures 3.4m in width and 7.6m in depth. It is 2.7m high with a sloped roof and is located to the side of principal elevation.

Outbuilding 1 has a flat roof at a height of 2.5m and an overall height of 2.72m inclusive of decked area. It has a depth of 6.45m and a width of 3m. There are 2no windows to the eastern flank elevation and a window and door to the rear elevation. The outbuilding is located to the western boundary behind the existing carport and is constructed with a timber finish.

Outbuilding 2 has a sloped roof at a height of 2.5m. The outbuilding has a depth of 4.2 and a width of 2.3m. There is a door to the western flank elevation. The outbuilding is located to the base of the rear garden and is constructed with a timber finish.

Existing Outbuildings



Principal of Development

The application site is located in the Green Belt and as such Policy CS02 of the Gravesham Local Plan Core Strategy (LPCS) (2014) is relevant. Development in the urban area is prioritised as the sustainable location for development. In the rural area, Policy CS02 states that development will be supported within rural settlements that are inset from the Green Belt and defined on the policies map. Development outside those settlements, i.e. in the Green Belt, will only be supported where it is compatible with national policies for protecting the Green Belt and policies in the LPCS.

The principle issues in determining this application;

- Green Belt;
- Design, Character, Appearance and Impact on the Landscape
- Amenity of Future Occupiers;
- Neighbouring Amenity;
- Parking and Highways; and
- Any Other Material Planning Consideration

Green Belt

As the application site is located in the Green Belt, paragraphs 142 and 143 and 152-156 of the National Planning Policy Framework (NPPF) (2024) and Policy CS02 of the Gravesham Local Plan Core Strategy (LPCS) (2014) are most relevant.

The overriding policy approach in the Green Belt is that new built development is strictly controlled, in order to protect the openness of the land. Paragraphs 154 and 155 of the NPPF (2024) set out the circumstances in which new built development can be considered to be appropriate in the Green Belt. In this instance paragraph 154(c) is relevant and sets out that;

154(c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building.

Policy CS02 (LPCS)) prioritises development in the urban area as a sustainable location for development. In the rural area it states that development will be supported within rural settlements that are inset from the Green Belt and defined on the Policies Map. Development outside those settlements (which is the case here), will only be supported where it is compatible with national policies for protecting the Green Belt and policies in the Local Plan Core Strategy.

Saved Policy C13 of the Gravesham Local Plan First Review (LPFR) (1994) relates to extensions to dwellings in the countryside. It sets out a number of criteria that should be met when considering proposals for domestic extensions. As the policy pre-dates the NPPF 2024, the weight attached to the policy must be considered carefully; with greater weight being given where the approach is consistent with that document.

In particular Saved Policy C13 (LPFR) places an overall limit on extensions of one third of the gross floor area of the original dwelling unless the increased floor space has no overall effect on the existing bulk and appearance of the dwelling (criteria (ii)). It also requires the massing, scale and form of any extension to be appropriate to the existing dwelling and the Green Belt setting (criteria (vi)). It is considered that these factors are relevant in determining whether the size of an extension is proportionate and as such, these aspects of the policy are broadly in line with the NPPF (2024) and should be afforded some limited weight.

As a general rule (and in line with Saved Policy C13 (LPFR), the Borough Council considers that extensions which exceed the overall floor area of an original building by one third (33%) or more, are likely to be disproportionate additions. However, it is acknowledged that floorspace is only one measure of such impact and in coming to a conclusion on this issue, the Council has regard to a range of other factors including footprint, floorspace, volume, scale, mass and height.

The measurements and percentage increase for the current application are as set out below:

The original dwelling has a floor area (measured externally) of:

Ground floor: 54.7sqm

First floor: 54.7sqm

Total: 109.4sqm

The existing dwelling with previous extensions has a floor area (measured externally) of:

Ground floor: 87.11sqm

First floor: 61.89sqm

Total: 149sqm

The dwelling as proposed would have a floor area (measured externally) of:

Ground floor: 87.11sqm

First Floor: 71.54sqm

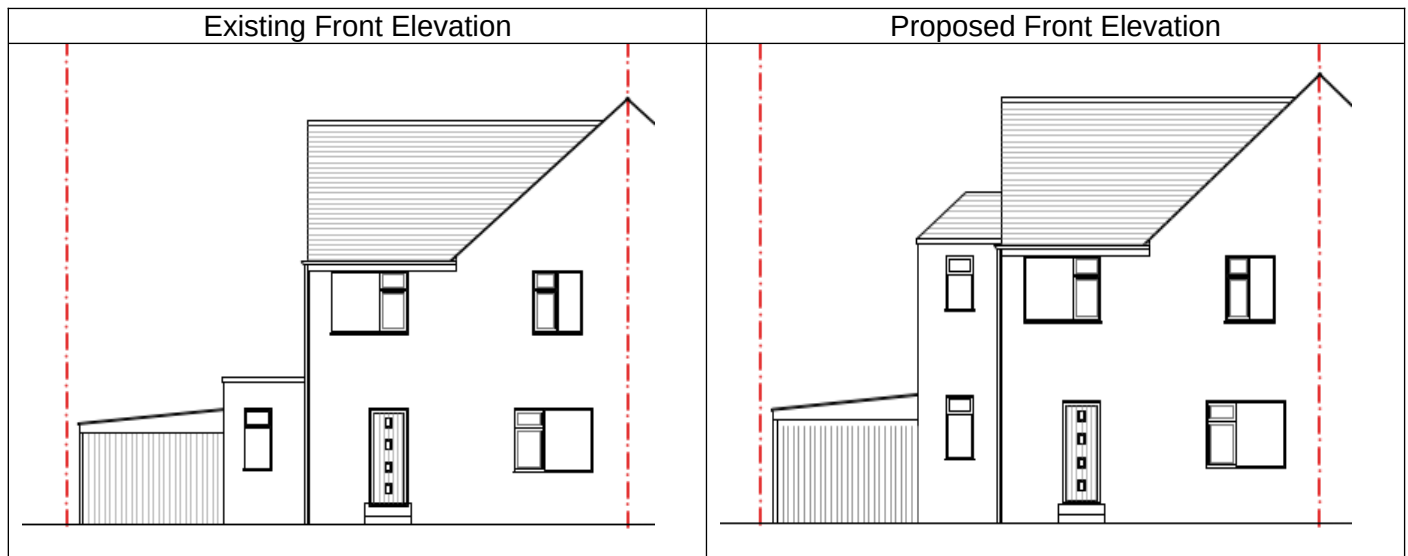
Total: 158.65 sqm

This is an increase of approx. 45.02% over the original floor area which is above the one third limit (33%) and is considered a disproportionate addition to the original dwelling.

Policy C13 of the Gravesham Local Plan 1994 allows for extensions to dwellings in the countryside with a limit of one third of the gross floor area of the original dwelling unless the increased floorspace has no overall effect on the existing bulk and appearance of the dwelling. An increase of 45.02% is significantly larger than the allowed 1/3 and therefore the proposal conflicts with this policy. It is noted however that this policy is not completely aligned with the NPPF and therefore does not carry significant weight.

However, the impact of the extension on the openness of the Green Belt is considered to be minimal. The extension is a first-floor addition which will be constructed above the existing ground floor side extension

and as such will not increase the footprint of the dwelling and would not spread the development further across the application site.



Therefore, the proposed extension, whilst above the one third limit is not considered to have a detrimental impact on the openness of the greenbelt and would be considered to be an appropriate development. As such, the proposed extension would be in line with paragraph 154(c) of the NPPF 2024, Policy CS02 (LPCS) and Saved Policy

Paragraph 154 states that development in the Green Belt is inappropriate unless it meets one of the exceptions listed. Paragraph 154g allows for the partial or complete redevelopment of previously developed land which would not cause substantial harm to the openness of the Green Belt. The NPPF defines previously developed land as:

Land which has been lawfully developed and is or was occupied by a permanent structure and any fixed surface infrastructure associated with it, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed). It also includes land comprising large areas of fixed surface infrastructure such as large areas of hardstanding which have been lawfully developed. Previously developed land excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

The application site comprises of a residential plot located outside of a built-up area and as such meets the definition of previously developed land.

In order for the existing outbuildings to be considered appropriate development, they must not cause substantial harm to the openness of the Green Belt.

The 2no outbuildings are positioned to the rear amenity space and are considered to be of a modest height and are not highly visible from the surrounding area. The carport is positioned to the front of the application site, Monkreed Villa's an infill site, and therefore also not highly visible from the surrounding area. As such, it is considered that the extent of the spatial harm to the openness of the green belt would be minimal.

Furthermore, in terms of visual openness, the outbuildings are screened by the existing boundary treatment and whilst the carport is located to the front of the property, again due to the location of the infill application site, which is set away from the highway, the extent of this visual harm to the openness of the Green Belt

would be small.

Fall-back

A 'fall back' position is what could be built without requiring planning permission. In order to be considered as a "fall back", the alleged fall back development has to be a use or development that is possible/can be implemented without the need for further planning permission, for example a current lawful use or change of use (i.e. does not fall within the definition of development in the Planning Act or permission has already been granted but not yet implemented) and/or development permitted by way of permitted development rights (i.e. the GPDO or a development order).

If there is a genuine "fall back" then there must be a possibility that this development will be implemented if the current application is not permitted.

If both these factors are evidenced, then the fall back can be a material consideration in determining an application. The weight to be attached to it is a matter for the planning authority.

The case of *Mansell v Tonbridge and Malling BC* [2017] EWCA Civ 1314; [2019] PTSR 1452 (highlighted in bold are most important parts) explains this issue:

"27. The status of a fallback development as a material consideration in a planning decision is not a novel concept. It is very familiar. Three things can be said about it:

- (1) Here, as in other aspects of the law of planning, the court must resist a prescriptive or formulaic approach, and must keep in mind the scope for a lawful exercise of planning judgment by a decision-maker.
- (2) The relevant law as to a "real prospect" of a fallback development being implemented was applied by this court in *Samuel Smith Old Brewery* (see, in particular, paragraphs 17 to 30 of Sullivan L.J.'s judgment, with which the Master of the Rolls and Toulson L.J. agreed; and the judgment of Supperstone J. in *R. (on the application of Kverndal) v London Borough of Hounslow Council* [2015] EWHC 3084 (Admin) , at paragraphs 17 and 42 to 53). As Sullivan L.J. said in his judgment in *Samuel Smith Old Brewery* , in this context a "real" prospect is the antithesis of one that is "merely theoretical" (paragraph 20). The basic principle is that "... for a prospect to be a real prospect, it does not have to be probable or likely: a possibility will suffice" (paragraph 21).

Previous decisions at first instance, including *Ahern and Brentwood Borough Council v Secretary of State for the Environment* [1996] 72 P. & C.R. 61 must be read with care in the light of that statement of the law, and bearing in mind, as Sullivan L.J. emphasized, "... "fallback" cases tend to be very fact-specific" (ibid.). The role of planning judgment is vital. And "[it] is important ... not to constrain what is, or should be, in each case the exercise of a broad planning discretion, based on the individual circumstances of that case, by seeking to constrain appeal decisions within judicial formulations that are not enactments of general application but are themselves simply the judge's response to the facts of the case before the court" (paragraph 22).

- (3) Therefore, when the court is considering whether a decision-maker has properly identified a "real prospect" of a fallback development being carried out should planning permission for the proposed development be refused, there is no rule of law that, in every case, the "real prospect" will depend, for example, on the site having been allocated for the alternative development in the development plan or planning permission having been granted for that development, or on there being a firm design for the alternative scheme, or on the landowner or developer having said precisely how he would make use of any permitted development rights available to him under the GPDO. In some cases that degree of clarity and commitment may be necessary; in others, not. This will always be a matter for the decision-maker's planning judgment in the particular circumstances of the case in hand."

So, taking this into account, the factors in the determination of the fallback are:

1. It is a genuine lawful fall-back development?

The application site benefits from full permitted development rights and as such retrospective permission could be obtained for the car port and outbuilding 2. Whilst existing outbuilding 1 has been constructed on a decked area and as such is greater than the parameters as set out in Class E of Part 2 to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015, it is possible that such decking could be removed and the outbuilding constructed under permitted development. As such, it is clear to see that additions can be made without planning permission.

2. Is there a “possibility” that the fallback would be implemented?

Given that the outbuildings and carport are already constructed, this fallback has been implemented.

3. If it is accepted that there is a genuine lawful fallback then the current proposal needs to be assessed against the benefits or harm of that fall back being implemented.

This is a matter of planning judgement based on the facts of the case. The application site benefits full permitted development rights and as such it is likely that the outbuilding 1 could be rebuilt without requiring planning permission or a retrospective Lawful Development Certificate obtained for outbuilding 2.

4. If a fall-back argument is not to prevail, reasons for rejecting it should be given:

Coln Park LLP v Secretary of State for Communities and Local Government [2011] EWHC 2282 (Admin)

Notwithstanding the above, the weight that should be attributed to the fall-back position is a matter of judgement relative to the specific development in question. Details need to be provided of a potential fallback and it is for the applicant to demonstrate a fall-back position.

As stated above, the application site benefits from permitted development rights and as such it is accepted that there is a fall-back position and therefore ‘very special circumstances’ do exist.

Overall, the proposal therefore accords with policy CS02 of the Gravesham Core Strategy 2014 and paragraph 153 and 154 of the National Planning Policy Framework 2024 to be appropriate development within the Green Belt.

Design, Character and Appearance

Meopham Downs Landscape Character Area

Section 15 of the NPPF (2024) highlights the importance of conserving and enhancing the natural environment, one aspect of which is the protection and enhancement of valued landscapes. Policy CS12 (LPCS) seeks to protect the Green infrastructure within the Borough and states that the overall landscape character and valued landscapes will be conserved, restored and enhanced and the greatest weight will be given to the conservation and enhancement of the landscape and natural beauty of the Kent Downs AONB and its setting.

The application site is located within the Meopham Downs Landscape Character Area. The topography is gently undulating with a mixture of arable and pasture farmland. The area is characterised by neat pattern of small square fields in the south and broader irregular shapes to the north with narrow lanes and road with hedgerows. There are three large settlements located along A227 running east and west with traditional architecture surrounding village greens. The condition is good and the guidelines are to conserve and reinforce.

The proposal will be located within the residential curtilage of the property and therefore will have no detrimental impact on the wider landscape and would accord with Policy CS12 (LPCS) and Section 15 of the NPPF (2024).

Policy CS19 (LPCS) requires new development to be visually attractive, fit for purpose and locally distinctive. It should conserve and enhance the character of the local built, historic and natural environment and integrate well with the surrounding local area. In particular, the design of new development should be derived from a robust analysis of local context and character and make a positive contribution to the street scene and the character of the area.

The proposed first floor side extension would be constructed above the existing ground floor extension. It would be sufficiently set down from the host roof and set back from the principal elevation. The extension would be constructed with light grey render to match the existing dwelling. As such the extension is not considered to be excessive in size or bulk, will be constructed using appropriate materials and will have no impact on the street scene.

The existing outbuildings are located to the rear garden and are constructed with a timber finish. The outbuildings are not excessive in size or bulk and would be in keeping with the rural location through choice of appropriate materials and are not visible from the public highway.

The existing carport is not highly visible not would it have an impact on the surrounding area by virtue of the infill location of the application site.

Overall, the proposed outbuilding is well designed and accords with Policy CS19 (LPCS) and Section 12 of the NPPF (2024).

Amenity of Future Occupiers

The proposal retains a garden area of approx. 155sqm and a depth of 13.85m. As such, the proposal would not be detrimental to the residential amenity of future occupiers and would be in line with Policy CS19 (LPCS).

Neighbouring Amenity

The existing outbuildings are modest in height and by way of distance from neighbouring private amenity area and existing boundary treatments, are not considered to impact neighbouring privacy, outlook, overshadowing or loss of light.

The first-floor side extension is set away from neighbouring properties and does not introduce any habitable windows. As such the extension is also not considered to impact neighbouring privacy, outlook, overshadowing or loss of light.

Overall, the proposal would be in line with Policy CS19 (LPCS).

Conclusion

The application has been full considered and is in accordance with local and national planning policy.

Overall, the proposal will have no detrimental impact on the openness of the Green Belt, character of the area or amenities and therefore accords with the accords with Policy CS19 (Development and Design Principles) of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 (Achieving well-designed places), Policy CS02 of the Gravesham Core Strategy 2014 and Section 13 of the National Planning Policy Framework 2024, and is recommended for approval.

Recommendation

Permission

(For detailed **conditions** and informatives, see draft Decision)

Case Officer:	Mrs Nina Goodbody	Team Leader:	Richard Hart
Signed:	<i>N Goodbody</i>	Signed:	<i>R Hart</i>
Dated:	2026	Dated:	17th August 2026