

Delegated Report

Planning Application

Planning Application No: 20250180

Location: 1 Gabriel Gardens Gravesend Kent DA12 4QD

Description: Erection of a new two storey dwelling attached to existing dwelling with associated works. Erection of front porch and creation of vehicular crossover to existing dwelling.

Applicant: Mr & Mrs Usher

Site Visit Date: 02 October 2025

Submitted Documents/Plans

Application for Planning Permission form;
Drawing no. 21 Existing layouts and elevations;
Drawing no. 202B Proposed layouts and elevations;
Drawing no. 203D Site location plan;
Drawing no. 204E Existing and proposed block plans;
Drawing no. 205 Proposed block plan with privacy distances;
Planning, Design & Access Statement February 2025;
Baseline habitats image;
BNG metric;
BNG statement;
Preliminary ecological appraisal 21 July 2025;
SAMMS contribution agreement;
Letter from the agent dated 23 September 2025; and
Two emails from the agent received 15 October 2025.

Superseded Documents/Plans

~~Drawing no. 202A Proposed layouts and elevations;~~
~~Drawing no. 203A Site location plan;~~
~~Drawing no. 203B Site location plan;~~
~~Drawing no. 203C Site location plan;~~
~~Drawing no. 204C Existing and proposed block plans; and~~
~~Drawing no. 204D Existing and proposed block plans.~~

Procedural Issues

Following a request from the case officer, the applicants have clarified that they own all of the alleyway located to the north of the application site and part of the alleyway located to the east of the application site. In addition, the applicants have clarified who has rights of access over the two alleyways. The red line boundary for the application has been amended to illustrate these details.

Furthermore, the proposed first floor internal layout has been altered, the proposed porches were reduced in depth, details of privacy distances to no 2 Judeth Gardens and no. 135 Astra Drive and a

pedestrian access for the existing dwelling to the eastern alleyway were illustrated on amended/additional drawings.

Because the amendments to the proposal have provided clarifications and reduced the size of the proposed development, it has not been necessary to publicise or consult upon the changes.

Relevant Planning History

Reference	Description	Decision	Decision Date
20230957	Erection of part two storey and part single storey side, front and rear extension to create a new dwelling; erection of two storey front extension to existing dwelling, formation of one car parking space in the front garden and formation of vehicle access to existing parking area.	Refused	14.11.2023
2024/00010/REF	Appeal against the refusal	Dismissed	22.11.2024
20230459	Erection of part two storey and part single storey side, front and rear extension to create a new dwelling; erection of two storey front extension to existing dwelling, formation of two car parking spaces in the front garden and formation of vehicle access to existing parking area.	Refused	13.07.2023

Development Plan

Gravesham Local Plan Core Strategy (2014)

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS11 – Transport
- CS12 – Green Infrastructure
- CS14 – Housing Type and Size
- CS15 – Housing Density
- CS18 – Climate Change
- CS19 – Development & Design Principles
- CS20 – Heritage and the Historic Environment

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards
- T1 – Impact of Development on Highway Network
- TC7 – Other Archaeological Sites

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 5 – Delivering a Sufficient Supply of Homes
- Section 9 – Promoting sustainable transport
- Section 11 – Making effective use of land
- Section 12 – Achieving Well-Designed Places
- Section 15 – Conserving and enhancing the natural environment
- Section 16 – Conserving and enhancing the historic 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)

Other Relevant Guidance

- Kent County Council Dropped Kerb Guidance and Self-Assessment (2025)
- Gravesham Driveway Dropped Kerb Guidance (Informal Guidance) (2023)
- Gravesham Front Driveway Design Guidance (Informal Guidance) (2023)
- Kent County Council's Parking Standards (January 2025)

Consultations, Publicity and Representations

GBC Environmental Protection Team (Regulatory Services)

Code of Practice on Construction and Demolition:

Please apply as appropriate to minimise any impact on nearby dwelling during the demolition and construction.

Drainage/sewerage informative:

The foul sewage shall be removed by means of the mains drainage system and not by the use of non-mains sewerage systems, unless connection to the drainage system is not reasonably practicable.

KCC - Highways & Transportation

Referring to the above description, it would appear that this development proposal does not meet the criteria to warrant involvement from the Highway Authority in accordance with the current consultation protocol arrangements. If there are any material highway safety concerns that you consider should be brought to the attention of the HA, then please contact us again with your specific concerns for our consideration.

It is important to note that Local Planning Authority (LPA) permission does not convey any approval to carry out works on or affecting the public highway.

Any changes to or affecting the public highway in Kent require the formal agreement of the Highway Authority, Kent County Council (KCC), and it should not be assumed that this will be a given because LPA planning permission has been granted.

For this reason, anyone considering works which may affect the public highway, including any highway-owned street furniture or landscape assets such as grass, shrubs and trees, is advised to engage with KCC Highways and Transportation at an early stage in the design process.

Across the county there are pieces of land next to private homes and gardens and near the highway that do not look like roads or pavements but are actually part of the public highway.

Some of this highway land is owned by Kent County Council whilst some is owned by third party owners. Irrespective of the ownership, this land may have 'highway rights' over the topsoil.

Works on private land may also affect the public highway. These include works to cellars, to retaining walls which support the highway or land above the highway, and to balconies, signs or other structures which project over the highway. Such works also require the approval of the Highway Authority.

Kent County Council has now introduced a pre-application advice service in addition to a full formal technical approval process for new or altered highway assets, with the aim of improving future maintainability. Further details are available on our website below:

<https://www.kent.gov.uk/roads-and-travel/highway-permits-and-licences/highways-permissions-and-technical-guidance>.

This process applies to all development works affecting the public highway other than applications for vehicle crossings, which are covered by a separate approval process. Further details on this are available on our website below:

<https://www.kent.gov.uk/roads-and-travel/highway-permits-and-licences/apply-for-a-dropped-kerb/dropped-kerb-contractor-information>

Once planning approval for any development has been granted by the LPA, it is the responsibility of the applicant to ensure that before development commences, all necessary highway approvals and consents have been obtained, and that the limits of the highway boundary have been clearly established, since failure to do so may result in enforcement action being taken by the Highway Authority.

The applicant must also ensure that the details shown on the approved plans agree in every aspect with those approved under the relevant legislation and common law. It is therefore important for the applicant to contact KCC Highways and Transportation to progress this aspect of the works prior to commencement on site.

Further guidance for applicants, including information about how to clarify the highway boundary and links to application forms for vehicular crossings and other highway matters, may be found on Kent County Council's website:

<https://www.kent.gov.uk/roads-and-travel/highway-permits-and-licences/highways-permissions-and-technical-guidance>.

Alternatively, KCC Highways and Transportation may be contacted by telephone: 03000 418181.

KCC Biodiversity Officer

Summary: Sufficient information provided:

We have reviewed the submitted ecological information and are satisfied that the site is exempt from Biodiversity Net Gain requirements, and that proposals are unlikely to result in adverse impacts to protected species.

Nesting Birds Suggested Informative Wording:

All wild birds and their nests are protected from harm under Section 1 of the Wildlife and Countryside Act 1981. As such, any works which may result in impacts to nesting birds should be conducted outside of the core nesting season which is March through August (inclusive) or under ecological supervision. A suitable exclusion zone should be established around any active bird nest in the event one is discovered during works; this exclusion zone should be maintained until all nesting birds have fledged and the nest is unoccupied.

Biodiversity Net Gain - De Minimis (Applicable):

Having reviewed the proposals we consider this application to be exempt from mandatory biodiversity net gain, so that mandatory biodiversity net gain of 10% will not apply. We consider this application exempt because:

- The development will not impact any onsite priority habitat; and

- The development will not impact more than 25 square metres of onsite habitat with a biodiversity value greater than zero; and
- The development will not impact more than 5 metres of onsite linear habitat.

Whilst the BNG metric shows a net loss of 0.0063 units, it appears that the new building will occur primarily on areas of hardstanding and that gardens will be largely retained. At present there is 195m² of garden habitat, post-development this will reduce slightly to 170.2m².

We therefore consider this application to be exempt from Biodiversity Net Gain.

Biodiversity Enhancement Plan (BEP) Suggested Condition Wording:

Prior to any works above slab level, a Biodiversity Enhancement Plan (BEP) shall be submitted to and approved in writing by the local planning authority. The plan shall include full details of biodiversity enhancements based on recommendations from the Preliminary Ecological Appraisal (KB Ecology, July 25).

The Plan shall be implemented in accordance with the approved details and all features shall be retained in that manner thereafter.

Reason: To protect and enhance biodiversity in accordance with paragraphs 187, 192 and 193 of the National Planning Policy Framework (December 2024), and in order for the Council to comply with Part 3 of the Natural Environment and Rural Communities Act 2006.

Evidence of Implementation - BEP Suggested Condition Wording:

Within twelve months of first use of the development hereby approved, photographic evidence of the implementation of the approved biodiversity enhancement measures as required by condition X (the BEP condition) shall be submitted to the local planning authority for approval. The approved details shall be thereafter retained.

Reason: To protect and enhance biodiversity in accordance with paragraphs 187, 192 and 193 of the National Planning Policy Framework (December 2024), and in order for the Council to comply with Part 3 of the Natural Environment and Rural Communities Act 2006.

KCC Heritage Conservation (E & W) (Archaeology)

The site lies within an area of multi-period archaeological potential. However, based on existing Historic Environment Record data for the area and the past development of the site, I consider it unlikely that these proposals would have a significant below-ground archaeological impact and have no further comments to make in this case.

Natural England

Designated sites:

Further information required - recreational pressure impacts to European Sites (habitats sites)

This development site is within the zone of influence (Zol) for recreational pressure impacts to one or more European Sites (habitats sites).

Within this Zol, proposals for any net increase in residential units will have a likely significant effect on the qualifying features of the European Site(s) (habitats site(s)) through increased recreational pressure when considered either alone or in combination with other plans and projects.

Your authority has measures in place to manage these potential impacts through a strategic solution which Natural England considers will be effective in preventing adverse impacts on the integrity of the site(s).

Notwithstanding this, Natural England advises that these measures should be formally checked and confirmed by your authority, as the competent authority, via an appropriate assessment in view of the Natural England Access to Evidence - Conservation Objectives for European Sites and in accordance with

the Conservation of Habitats & Species Regulations 2017 (as amended).

Providing the appropriate assessment concludes that the measures can be secured, it is likely that Natural England will be satisfied that there will be no adverse effect on the integrity of the European Site(s) (habitats site(s)) in relation to recreational disturbance.

Where the proposal includes bespoke mitigation that falls outside of the strategic solution, Natural England should be consulted.

Reserved Matters applications, and in some cases the discharge/removal/variation of conditions, where the permission was granted prior to the introduction of the strategic approach, should also be subject to the requirements of the Conservation of Habitats & Species Regulations 2017 (as amended) and our advice above applies.

Discretionary Advice:

Natural England may provide further advice to the applicant through the discretionary advice service (DAS). Refer to Developers: get environmental advice on your planning proposals - GOV.UK (www.gov.uk) for more information.

Impact Risk Zones for Sites of Special Scientific Interest:

We publish Impact Risk Zones for Sites of Special Scientific Interest (SSSI IRZs), a GIS-based tool designed for use during the planning application validation process to help local planning authorities to determine if a proposed development is likely to affect a terrestrial SSSI and when to consult Natural England. For more information and to access the SSSI IRZs and user guidance, please visit the Natural England Open Data Geoportal.

Further general advice on the consideration of protected species and other natural environment issues is provided at Annex A.

Southern Gas Networks

No response received.

Shorne Parish Council

This is a re-designed proposal following refused previous applications 20230459 and 20230957 and subsequently a dismissed Appeal.

The property is an end-of-terrace house on a larger than average plot, which is narrower at the front than the back and is constrained by the garage and driveway belonging to another property.

This application is different in that it proposes an additional 1.5 bedroom house as an in-line extension to the length of the terrace. The existing dwelling would become a mid-terrace.

The Parish Council again has no objection in principle to this proposal (meaning to add an extra terraced house), subject to there not being any significant valid objection from neighbours, but still has significant concerns about the proposed design:

- The proposed new dwelling would almost touch the side of the garage of No3, and along with the proposed shed would prevent maintenance access.
- The proposed new dwelling would be narrower than the original houses but this should not appear too obvious.
- There are discrepancies on the plans regarding the proposed porch and dividing line between No1 and the new dwelling – there is an offset which is not shown clearly on all the plans.
- The off-setting of the front boundary between the existing and proposed dwelling, including the division of the porch, would be a very unusual situation.
- The ridge line of the shared porch structure looks odd as it is offset (as is the division between the two) being in front of the original dwelling rather than equally shared and on the existing boundary

line, as would normally be expected.

- The frontage of No1 would become only 5.25m wide, which is inadequate to park 2 vehicles and maintain an access route to the front door between them.
- A porch design similar to that at the neighbouring dwellings in the same terrace might be preferable.
- The room sizes of the new dwelling are very small so it will be a cramped form of development.

Neighbouring properties

The application was publicised by a site notice and to nine neighbouring properties by letter. Five representations (objecting) have been received and are summarised as follows;

- Previous applications for similar proposals at the site have been refused and dismissed on appeal.
- A previous proposal for a dwelling at no. 9 Gabriel Gardens was refused.
- The proposal would be an overdevelopment of the site.
- Disturbance of wildlife at no. 139 Astra Drive.
- Adverse impacts of additional parking in Gabriel Gardens.
- Exacerbation of the existing disrepair of the road.
- The proposed driveway would cause larger vehicles to overhang the pavement.
- The garage for the new dwelling is rented by the occupiers of no. 1 Gabriel Gardens.
- Exacerbation of existing drainage problems.
- Adverse overlooking to gardens in Judeth Gardens, Astra Drive and no. 5 Gabriel Gardens.
- Adverse overshadowing to garden and conservatory at no. 137 Astra Drive.
- Adverse noise impacts.
- Exacerbation of pressure on doctors' surgeries, schools and local infrastructure.
- Adverse well-being and mental health impacts to neighbours during construction works.
- Adverse impact to vulnerable occupant of corner dwelling with Astra Drive.
- Adverse impact to the value of existing houses in the terrace.
- Proposed footprint too small to accommodate a two bedroom dwelling.
- The garage at no. 3 Gabriel Gardens would unacceptably appear to be part of the new property.
- Visitors to the new dwelling would park on the driveway in front of the garage at no. 3 Gabriel Gardens.
- Maintenance of the garage at no. 3 Gabriel Gardens would be compromised.
- Can water supply (the pressure is very low at times) accommodate a new dwelling?

The overall consultation period expired on 12 September 2025.

Officer's Analysis

Background

Planning permission was refused on two occasions in 2023, for the erection of a two storey dwelling attached to the existing dwelling at the application site (references 20230459 and 20230957). Application 20230957 was refused on the following grounds;

1. The proposed development, by reason of its design, form and appearance, would be an overdevelopment of the application site, which would be incongruous and out of character with the existing building and its surroundings and would be detrimental to the appearance of the street scene. As such, the proposal would be contrary to paragraph 130 of the NPPF 2023 and Policy CS19 of the Gravesham Local Plan Core Strategy September 2014.
2. The proposed development, by virtue of the inclusion of first floor windows in the rear elevation of the new dwelling and its proximity to the boundaries with no. 2 Judeth Gardens and nos. 133 and 135 Astra Drive, would lead to a detrimental level of overlooking and an unacceptable loss of privacy from those properties. The proposal would therefore be detrimental to the residential amenity of the occupants of no. 2 Judeth Gardens and nos. 133 and 135 Astra Drive and be contrary to Policy CS19 of the Gravesham Local Plan Core Strategy September 2014, to Paragraph 130(f) of the National Planning Policy Framework (2023) and to the Residential Layout Guidelines (2020).

In dismissing an appeal against the refusal, the Inspector highlighted that the proposed design would not reflect the other properties on either side of the terrace, would interrupt the established rhythm of development and that it would have the uncharacteristic appearance of an overly cramped form of development on a constrained site. Furthermore, that the proposed development would result in sub-optimal standards of privacy for nearby occupiers.

Images of the refused and dismissed on appeal plans for 20230957 are as follows;



The current proposal has been significantly re-designed and is much smaller in size. The main design alterations are the omission of the two storey front and rear extensions and their replacement with single storey additions, a reduction in the width of the two storey side extension, which no longer wraps around the rear of the garage to no. 3 Gabriel Gardens and that the new dwelling has two bedrooms instead of three.

Principle of Development

Policy CS02 of the Gravesham Local Plan Core Strategy (2014) prioritises development in the urban area as a sustainable location and seeks to achieve this by prioritising redevelopment and recycling of underused, derelict and previously developed land, predominately in Opportunity Areas located within Gravesend and Northfleet.

The application site lies within the urban area of Gravesend and is not subject to any specific local planning policies or constraints that restrict the principle of residential development, other than general policies that seek to protect the character of the area and the amenity of existing and future residents.

The proposal would result in the subdivision of an existing residential plot. In this respect, there are no specific local planning policies which prohibit this form of development. However, it is noted at a national level, the National Planning Policy Framework 2024 (NPPF 2024) at paragraph 75 states that;

‘Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area’.

Furthermore, at paragraph 129, the NPPF 2024 states that planning decisions should support development that makes efficient use of land taking into account (amongst other things) the desirability of maintaining an area’s prevailing character and setting (including residential gardens). Lastly, it is noted that land in built up areas, including residential gardens is excluded from the definition of previously developed land in the NPPF 2024.

It is considered that Policies CS14 (Housing Type and Design), CS15 (Housing Density), and CS19 (Development and Design Principles) of the Gravesham Local Plan Core Strategy (2014) together provide an assessment framework in line with the guidance provided by paragraphs 75 and 129 of the NPPF 2024. Therefore, the proposal shall be assessed against these policies in the section below which covers design, character and appearance.

Housing Delivery

Gravesham is currently unable to demonstrate a 5-year housing land supply. Based on data for the period 2022-2027, the Council can only demonstrate a supply of 3 years.

Given the Council’s current inability to demonstrate a 5-year housing land supply, and as the delivery of housing was substantially below (less than 75%) that required by the Housing Delivery Test, the housing delivery element of Policy CS02 of the Gravesham Local Plan Core Strategy (2014) must be regarded as out of date. As required by the Paragraph 11(d) of the NPPF 2024, this requires that with regard to housing development, planning permission should be granted unless:

- (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear 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.

The policies referred to in paragraph 11(d)(i) above are those set out in the NPPF 2024 at footnote 7 relating to any of the following:

- Habitats sites (and those sites listed in paragraph 194) and/or designated as Sites of Special Scientific Interest;
- Land designated as Green Belt, Local Green Space, a National Landscape, a National Park (or within the Broads Authority) or defined as Heritage Coast;
- irreplaceable habitats;
- designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75); and
- areas at risk of flooding or coastal change.

The application site is not located in one of these areas and is not a designated heritage asset.

The policies referred to in paragraph 11(d)(ii) above are those set out in the NPPF 2024 at footnote 9 relating to paragraphs 66 and 84 of chapter 5; 91 of chapter 7; 110 and 115 of chapter 9; 129 of chapter 11; and 135 and 139 of chapter 12 of the NPPF 2024.

In determining applications for planning permission involving housing, the Council will therefore apply a

weighted balance in favour of granting planning permission in accordance with relevant case law and guidance, having regard to the acceptability or otherwise of the proposals when evaluated against these paragraphs, development plan policy, the relative contribution the proposal makes towards the alleviation of any shortfall in housing delivery at that time and any other considerations material to the proposed development.

The proposed development for a net increase of one residential unit would offer a minimal contribution towards meeting local housing need and this should be accorded appropriate weight in support of the application. However, this has to be balanced against other requirements of the development plan and the NPPF 2024 which require new development to be well designed, to make effective use of land, to create acceptable living conditions for future and existing occupiers, to provide safe and suitable access and to contribute to and enhance the natural and local environment. These issues will be discussed in detail in the sections below.

Design, Character and Appearance

Policy CS14 requires new housing development to provide a range of dwelling types and sizes, taking account of the existing character of the area and evidence of local need.

Policy CS15 requires new housing to be developed at a density that achieves good design and does not compromise the distinctive character of the local area. In urban areas, residential development should achieve a minimum density of 40 dwellings per hectare. Proposals that fail to make efficient use of land for housing, having regard to the character and location of the area may be refused.

Policy CS19 of the Gravesham Local Plan Core Strategy September 2014 sets out that new development will be visually attractive, fit for purpose and locally distinctive. It should conserve and enhance the character of the built environment and take account of the scale, height, building lines and other architectural features of buildings. Account should also be taken of strategic views, site topography, the significance of heritage assets and features of townscape and landscape value which contribute to local character and sense of place.

In relation to side extensions, the Householder Extensions/Alterations Design Guide (2021) sets out that care is needed when considering the relationship between the proposal and the boundary with the neighbouring property, as the separation between properties can provide access routes to the rear of the property and in some locations be part of the character of the area. In addition, side extensions should appear subservient to the original building; be no greater than half the width of the original building; incorporate roof designs to reflect the main roof; and window designs and proportions to reflect those existing and local character.

It is noted that local residents have raised concerns that the proposal would be an overdevelopment of the application site.

The application site is an end of terrace dwelling, with a large garden that has been segregated into two areas. One area is located immediately behind the dwelling and is well maintained and one area is located immediately to the north of the dwelling and is overgrown. The front garden is part block paved and part laid to grass and concrete, with a small, offset dropped kerb.



Photograph taken 02 October 2025

Gabriel Gardens is a residential cul-de-sac comprising of nine, two storey dwellings in two terraces. The dwellings have the same design and external facing materials, although some have been subject to extensions and alterations. The most prominent of which is no. 9, which has a large, part two storey and part single storey, side extension and a two storey front extension and which is located at the opposite end of the terrace that contains the application site. Four properties have front porch extensions and another has a two storey front extension.

The proposed development would result in the formation of a two bedroom, two storey dwelling, attached to the side wall of no. 1 Gabriel Gardens. The existing and new dwellings would have block paved, frontage parking areas and porches.

The proposed external facing materials, front fenestration and porch design would match with the existing building and those in the surrounding area. The proposal would make efficient use of the application site and provide an additional terraced dwelling in an area that is characterised by such development, which would be in line with Policy CS14 of the Gravesham Local Plan Core Strategy (2014) and paragraph 129 of the NPPF 2024.

Negative features of the design include that the new dwelling would be almost as wide as the existing dwelling, with no set back or set down and that the windows in the rear elevation would be smaller than their counterparts at no. 1 Gabriel Gardens. However, it is noted that the windows would not be widely visible and that their design broadly matches with existing. In terms of the width and bulk of the proposal, a similarly large side extension exists at no. 9 Gabriel Gardens, which is at the opposite end of the terrace and provides some balance and context.



No. 9 Gabriel Gardens on 02 October 2025

In terms of housing density, the application site has a similar density to the other end of terrace properties in the area. These have generous side gardens, which provide lower density development (at around 25 dwellings per hectare) than their mid-terraced neighbours. The mid-terraced dwellings have smaller

gardens and as a result, have much higher densities (around 65 dwellings per hectare).

The proposed development would result in the new dwelling having a density of 41 dwellings per hectare and the retained dwelling having a density of 66 dwellings per hectare. Therefore, the proposal would be in line with Policy CS15 numerically but the density for the new dwelling would be higher than similar end of terrace properties in the area.

The proposed development would include some planting in the front garden of the new dwelling but no details have been provided and it would be preferable for the paved frontage of the existing dwelling to be softened by planting. Therefore, any planning permission granted would be conditioned to require the submission and approval of landscaping details.

The proposed development would create a stepped boundary line for the existing and proposed dwellings. This is an unusual design feature, for which there does not seem to be a justification, but this would not be significantly visually detrimental.

Overall, the proposed development, although a large addition to the application property, would not be an overdevelopment of the site and would not have a significant adverse impact on the character or appearance of existing building or the surrounding area. Therefore, the proposal would be broadly in line with Policies CS14, CS15 and CS19 of the Gravesham Local Plan Core Strategy (September 2014) and the Householder Extensions/Alterations Design Guide (2021).

In terms of design, the previous grounds of refusal have been overcome.

Amenity of Future Occupiers

Policy CS19 of the Gravesham Local Plan Core Strategy September 2014 requires new development to be located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight, of its occupants. In this regard, the Nationally Described Space Standards (NDSS) and the Borough Council's adopted Residential Layout Guidelines (RLG) are relevant.

It should be noted that the original large garden at the application site, was split in two at some time between April 2020 and February 2021 (around the same time as a rear extension was constructed using permitted development rights). Although two separate spaces, the existing occupiers have access to both existing garden areas.

Local residents have raised concerns regarding the size of the proposed footprint for a two bedroom dwelling and Shorne Parish Council consider that the proposed room sizes would be very small, leading to a cramped form of development.

For the proposed dwelling, the proposed bedrooms would meet the minimum floor area requirements for a single and double bedroom in the NDSS and the total floor area would exceed the minimum for a two bedroom, two storey, three person dwelling in the NDSS. The proposed garden area would significantly exceed the minimum area and depth requirements for a two bedroom dwelling in the RLG.

The proposed development would include refuse and bicycle storage areas in the rear garden of the new dwelling but no details have been provided. Therefore, any planning permission granted would be conditioned to require the submission and approval of these details.

In order to prevent a loss of privacy for future occupiers, any proposed bathroom/w.c./en-suite windows should be conditioned to be permanently obscure glazed.

For the existing dwelling, the proposed development would result in the loss of a first floor hallway window. However, due to the hallway being a non-habitable room, any loss of natural light would not cause any significant detriment to the living conditions of future occupiers.

The retained garden area for the existing dwelling, would be significantly smaller than existing and would

not meet the minimum area and depth requirements for a three bedroom dwelling in the RLG. However, it would be of a consistent size and depth with the other mid-terraced dwellings that adjoin the application site. As such, there would be no significant detriment to residential amenity.

The existing dwelling would lose its external side pedestrian access to the rear garden. However, due to there being an alternative external rear access being provided (via an existing alleyway), then there would be no detriment to residential amenity.

Overall, the proposed development would provide a good standard of living for future occupiers and would not be detrimental to their residential amenity. As such, the proposal would be in line with Policy CS19 of the Gravesham Local Plan Core Strategy (September 2014).

Neighbouring Amenity

Policy CS19 of the Gravesham Local Plan Core Strategy September 2014 requires new development to be located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight, of neighbouring occupiers. In this regard, the Borough Council's adopted Residential Layout Guidelines (RLG) are relevant.

The closest residential properties to the application site are nos. 133, 135, 137 and 139 Astra Drive (located to the north), no. 3 Gabriel Gardens (located to the south) and nos. 2 and 4 Judeth Gardens (located to the east). No. 2 Gabriel Gardens and no. 141 Astra Drive are located to the west across the roadway.

Local residents have raised concerns regarding adverse overlooking impacts to gardens in Judeth Gardens, Astra Drive and no. 5 Gabriel Gardens, adverse overshadowing impacts to the garden and conservatory at no. 137 Astra Drive and adverse noise impacts.

The proposed development would introduce a number of new windows to the application property. The RLG set out that privacy distances between facing windows should be met, in order to prevent overlooking. A privacy distance of 21 metres is required for facing windows where there is no private garden area in between and a privacy distance of 26 metres is required where a private garden is within the field of view.

For the proposed dwelling, the rear windows would face nos. 2 and 4 Judeth Gardens across their private gardens. The bathroom window could be conditioned to be obscure glazed in any planning permission granted, which would preclude any adverse overlooking impacts. The window to bedroom 2 would have a privacy distance of at least 26 metres and be very similar to the privacy distance for the existing bedroom window at no. 1 Gabriel Gardens. As such, the proposed bedroom window would not cause an adverse overlooking impact to the occupiers of nos. 2 or 4 Judeth Gardens.

The proposed window to bedroom 2 would face the rear gardens and elevations of nos. 133 and 135 Astra Drive, with 29 and 23 metres privacy distances respectively. For no. 135, the required privacy distance would not be met, but because the view would be oblique, then any adverse overlooking impacts would not be so significant as to justify refusing the application. For no. 133, the required privacy distance would be met and there would be no adverse overlooking impacts.

The proposed window to bedroom 2 would face the rear garden of the existing dwelling at the application site, but because the view would be oblique, then there would be no significant adverse overlooking impacts.

Due to the layout and orientation of the properties, the proposed window to bedroom 2 would not cause any adverse overlooking impacts to the occupiers of nos. 3 or 5 Gabriel Gardens.

The proposed rear ground floor windows would be screened by boundary treatments and the front ground floor windows would either have sufficient privacy distance (lounge) or be to a non-habitable room (porch). The proposed bedroom 1 window would face no. 2 Gabriel Gardens with no private garden in between and have a sufficient privacy distance. As such, there would be no adverse overlooking impacts from any of these windows.

The proposed window to bedroom 1 would face the rear garden area of no. 141 Astra Drive. The privacy distance would not be sufficient but it is noted that an outbuilding and side boundary treatment at the property would provide some screening and that the view from the proposed window would be oblique. Therefore, there would be no significant adverse overlooking impact to the rear garden of no. 141 Astra Drive.

In order to prevent any future loss of privacy or adverse noise/odour impacts to neighbours, any planning permission granted should be conditioned to preclude the insertion of any windows or openings (including flues) in the side elevations of the proposed development.

In terms of overshadowing and overbearing impacts to the occupiers of the surroundings dwellings, due to the design of the proposed development and to the layout and orientation of the surrounding properties, there would be no significant adverse impacts to any existing gardens or windows.

The proposed development would introduce a new dwelling at the application site, which would generate additional noise and disturbance (through increased comings and goings, external domestic activities etc). However, as a single property in an existing residential area, the increase in noise and disturbance would not be significant and would not be detrimental to the residential amenity of surrounding occupiers.

Overall, the proposed development would not be detrimental to the residential amenity of surrounding occupiers and would be in line with Policy CS19 of the Gravesham Local Plan Core Strategy (September 2014).

In terms of neighbour amenity, the previous ground of refusal has been overcome.

Parking and Highways

Policy CS11 of the Gravesham Local Plan Core Strategy (2014) and Saved Policies T1 and P3 of the Gravesham Local Plan First Review (1994) require new development to mitigate its impact on the highway and public transport networks and to provide sufficient parking in accordance with adopted parking standards.

Originally the application property had a single garage and a parking space in front of that garage, accessed by a dropped kerb. This was the same arrangement as that which currently exists at no. 3 Gabriel Gardens. At present, the application site frontage is block paved and used for parking, despite there not being a dropped kerb immediately in front. Access to the parking area is gained via the small dropped kerb located on the northern side of the front boundary.

Local residents have raised concerns that the proposal would have adverse parking impacts in Gabriel Gardens and would cause vehicles to overhang the pavement. Shorne Parish Council considers that the frontage of no. 1 Gabriel Gardens would have insufficient width to accommodate two vehicles and maintain an access route to the front door.

The proposed development would provide one parking space on the frontage of the new dwelling and extend the vehicle crossover to the existing frontage parking area (for two vehicles) at the existing dwelling. In addition, a single garage would be available to occupiers of the new dwelling (located opposite).

According to the Borough Council's adopted Vehicle Parking Standards (2006), a two or three bedroom dwelling should have two vehicle parking spaces and according to the Householder Extensions/Alterations Design Guide (2021) car parking spaces should be a minimum of 2.5 metres wide (2.7 metres where the spaces adjoin an enclosed boundary) and 5 metres deep. Although, it is noted that the KCC Dropped Kerb Guidance and Self-Assessment (2025) document requires parking spaces located perpendicular to the roadway to be a minimum of 2.4 metres (width) by 4.8 or 6 metres (depth). Six metres depth would be required if the space is in front of an access door or garage.

The Vehicle Parking Standards (2006) also require cycle parking to be provided at a rate of one space per

bedroom for dwellings.

In line with the above standards, the proposed new dwelling should have two appropriately sized and located car and cycle parking spaces and the existing dwelling should have two appropriately sized and located car parking spaces.

The existing dwelling at the application site has three bedrooms and there is an appropriately sized frontage parking area, capable of accommodating two vehicles, which would be retained. The provision of a dropped kerb to the existing frontage parking area can be conditioned on any planning permission granted.

The proposed dwelling would have two bedrooms and an appropriately sized frontage parking area, capable of accommodating one vehicle. The existing single garage located opposite, although substandard in size is an existing situation and as such, would technically provide a second parking space. The provision and retention of the new parking area/existing garage can be conditioned on any planning permission granted.

It is noted that the Kent Highways & Transportation have provided updated vehicle parking guidance, in January 2025 (as yet unadopted) that requires a minimum of one space to be provided for a two bedroom property and two spaces for a three bedroom property in a suburban location, i.e. for this proposal, three parking spaces would be required overall.

It is also noted that the application site is located in a relatively sustainable location, close to local shops and services and a bus route and in light of this, future occupiers would not be entirely reliant upon their private vehicles. There are no parking restrictions in Gabriel Gardens but on street parking is in high demand. However, even if the proposed development would result in a small increase in demand for on-street parking in the locality, this would not significantly undermine highway safety.

The submitted details show that the proposed dwelling would have cycle storage in the rear garden, the details of which can be conditioned to be approved and retained permanently.

Overall, it is considered that the proposal would make sufficient provision for the parking of cars and cycles within the application site and would not be detrimental to highway safety. As such, the proposal would be in accordance with the Borough Council's adopted Vehicle Parking Standards, would be in line with Policy CS11 of the Gravesham Local Plan Core Strategy (September 2014) and Saved Policies T1 and P3 of the Gravesham Local Plan First Review November 1994.

Ecology and Biodiversity

Policy CS12 of the Gravesham Local Plan Core Strategy September 2014 states that sites designated for their biodiversity value will be protected, with the highest level of protection given to internationally designated Special Protection Areas, Special Areas of Conservation and Ramsar sites. It also states that, where a negative impact on a protected or priority habitat/species cannot be avoided, compensatory provision will be required. Lastly, it states that there will be no net loss of biodiversity in the Borough and that opportunities to enhance, restore, re-create and maintain habitats will be sought, in particular within Biodiversity Opportunity Areas and within new development.

The application site falls within 6 km of the Thames Estuary and Marshes Special Protection Area (SPA), classified in accordance with the European Birds Directive, which requires Member States to classify sites that are important for bird species listed on Annex 1 of the European Directive, which are rare and/or vulnerable in a European context, and also sites that form a critically important network for birds on migration. The Thames Estuary and Marshes is also listed as a Wetland of International Importance under the Ramsar Convention (a Ramsar Site).

Studies have shown marked declines in key bird species, particularly in areas that are busiest with recreational activity. Research conducted in 2011, found that additional dwellings were likely to result in additional recreational activity, causing disturbance to protected bird species that over-winter or breed on

the SPA and Ramsar Site. The studies found that 75% of recreational visitors to the North Kent coast originate from within 6 km of the SPA boundary and Ramsar Site. The impacts of recreational disturbance can be such that they affect the status and distribution of key bird species and therefore act against the stated conservation objectives of the European Sites.

The Borough Council has mitigated out the impacts of recreational disturbance on every planning application for a new residential development of one or more units within the 6 km zone since September 2015 by accepting a Strategic Access Mitigation and Monitoring Strategy (SAMMS) tariff payment (currently £337.49 per dwelling).

The proposed development would result in the creation of one new dwelling and as such, additional recreational activity would result. A SAMMS tariff payment has been made and no objection has been raised by Natural England or KCC Biodiversity. As such, there would be no adverse recreational disturbance impact associated with this proposal and it complies with the requirements of the Habitats Regulations, Section 15 of the NPPF 2024 and Policy CS12 of the Gravesham Local Plan Core Strategy (2014).

Biodiversity Net Gain (BNG) is a mandatory requirement for all new development and proposals must deliver a BNG of at least 10% unless they are exempt. In this instance, the proposed development is exempt. However, a Small Sites BNG metric has been submitted and shows a net loss of 0.0063 units. It is noted that a local resident has raised concerns regarding adverse impacts to wildlife in the garden of no. 139 Astra Drive. However, KCC Biodiversity have not raised an objection to the proposal and request biodiversity enhancement conditions, which can be included on any planning permission granted.

KCC Biodiversity also provide guidance for the applicant regarding the protection of nesting birds during site clearance works. This can be given to the applicant in an informative attached to any planning permission granted.

Overall, the proposed development would mitigate its adverse recreational disturbance impacts and would not be detrimental to biodiversity. As such, the proposal would be in line with Policy CS12 of the Gravesham Local Plan Core Strategy September 2014, with the requirements of the Habitats Regulations, and Section 15 of the NPPF 2024.

Climate change

Policy CS19 of the Gravesham Local Plan Core Strategy September 2014 requires new development to take advantage of opportunities to build in resilience to the effects of climate change.

The application contains no specific information regarding climate change. Therefore, to ensure that climate change resilience forms part of the proposed development, a planning condition can be included to this effect, on any planning permission granted. As such, the proposed development would be in line with Policy CS19 of the Gravesham Local Plan Core Strategy (2014).

Any Other Material Planning Considerations

The application site is located within an area of multi-period archaeological potential and Groundwater Source Protection Zone 3. KCC Heritage Conservation have advised that, based on existing Historic Environment Record data for the area and the past development of the site, it would be unlikely that these proposals would have a significant archaeological impact.

The proposed development is within the confines of an existing residential garden and only a relatively small amount of groundworks would occur. Therefore, it is considered that there would be no adverse impacts to groundwater or archaeology. As such, the proposal would be in line with Policies CS19 and CS20 of the Gravesham Local Plan Core Strategy (September 2014) and Saved Policy TC7 of the Gravesham Local Plan First Review November 1994.

The application site is located in close proximity to a gas pipeline (along the site frontage) but as the works would be relatively minor and would be located within the confines of an existing residential garden, it is

considered that there would be no adverse impacts to gas infrastructure. However, the applicant should be made aware of the gas pipeline via an informative on any planning permission granted.

The application site is located in a smoke control area. As such, advice regarding smokeless fuels/appliances can be given to the applicant in an informative attached to any planning permission granted.

Local residents have raised a number of concerns, the majority of which have been covered in the above discussion. The outstanding issues are summarised (in italics) and commented on as follows;

- *A previous proposal for a dwelling at no. 9 Gabriel Gardens was refused* – the planning history of this site is noted.
- *Exacerbation of the existing disrepair of the road* - the provision of one new dwelling would not result in any significant adverse impacts to the road surface.
- *The garage for the new dwelling is rented by the occupiers of no. 1 Gabriel Gardens* – this is not a material planning consideration.
- *Exacerbation of existing drainage problems* - the proposed dwelling would utilise the mains sewer to dispose of foul sewage. Details of surface water disposal would be covered by the Building Regulations process. As such, the drainage for the proposal would be acceptable in planning terms.
- *Exacerbation of pressure on local infrastructure* - the provision of one new dwelling would not result in any significant adverse impacts on local infrastructure.
- *Adverse well-being and mental health impacts during construction works* – any impacts associated with construction work are not material planning considerations.
- *Adverse impact to vulnerable neighbour* - the provision of one new dwelling would not result in any significant adverse impacts to the living conditions of any neighbours.
- *Adverse impact to the value of existing houses in the terrace* – this is not a material planning consideration.
- *The garage at no. 3 Gabriel Gardens would appear as part of the new property* – this would not be detrimental to the visual amenities of the street scene.
- *Visitors to the new dwelling would park in front of the garage at no. 3 Gabriel Gardens* – this would be a civil matter to be addressed by the affected landowners and would not be a material planning consideration.
- *Compromised maintenance of the garage at no. 3 Gabriel Gardens* - this would be a civil matter to be addressed by the affected landowners and would not be a material planning consideration.
- *Can water supply accommodate a new dwelling?* – this issue would be covered by the Building Regulations process.

Shorne Parish Council have raised a number of issues/concerns regarding this proposal, the majority of which have been covered in the above discussion. The outstanding issue raised is summarised (in italics) and commented upon as follows;

- *Discrepancies on the plans regarding the proposed porch and dividing line between no. 1 and the new dwelling* – The application details clearly illustrate the proposed layouts/elevations for the two dwellings and can be assessed appropriately.
- *A porch design similar to that at the neighbouring dwellings in the same terrace might be preferable* – the design of the proposed porches would not be detrimental to the character or appearance of the existing building or surrounding area.

Suggested Conditions

Time Limit

Development in accordance with the approved plans

Landscaping scheme prior to works above slab level

Climate change details prior to works above slab level

Biodiversity Enhancement Plan (BEP) prior to works above slab level

Refuse storage for new dwelling prior to first occupation
 Cycle storage (2 cycles) for new dwelling prior to first occupation
 Provision of rear pedestrian accesses for both dwellings prior to first occupation
 Evidence of BEP Implementation within 12 months of first use
 Materials to match existing
 Obscure glazing to en-suite/w.c. windows
 No further openings (including flues) in flank elevation
 Formation and retention of proposed parking spaces
 Detached garage retention
 Extension of dropped kerb to access no. 1 frontage parking

Suggested Informatives

Positive/proactive
 Building regulations and Party Wall Act
 No deviation from plans
 Nesting birds
 KCC Highways and Transportation
 Proximity of gas pipeline
 Smoke control
 Drainage/sewage
 Works of construction

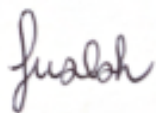
Conclusion

The proposed development would provide one new terraced dwelling in an area that is characterised by such development. The proposed design would be acceptable and there would be no adverse impacts to residential amenity, biodiversity or highway safety. The negative features of the proposal would be the lack of a set back or set down for the new dwelling, the higher density of the development (compared to other end terraces), the unusual, staggered boundary line and the substandard size of the proposed garage. However, when these are weighed against the positive impact of the provision of one new dwelling in Gravesham, where housing supply is insufficient and the fact that they would not be justifiable grounds of refusal in themselves, then the proposal would be considered as acceptable. It is considered that the previous grounds of refusal have been overcome.

Recommendation

Planning permission subject to conditions is recommended.

(For detailed conditions and informatives, see draft Decision)

Case Officer:	Mrs Kelly Joyce	Team Leader:	Mrs Faye Walsh
Signed:		Signed:	
Dated:	29 October 2025	Dated:	30 October 2025