



# Delegated Report

## Householder Planning Application

**Planning Application No:** 20241056

**Location:** 10 Hollands Close Shorne Gravesend Kent

**Description:** Conversion of garage to annex.

**Applicant:** Mr Ronald Bardoe

**Site Visit Date:** 08 January 2025

### Submitted Documents/Plans

Householder Application for Planning Permission form;  
Drawing no. 10-HOLLANDS-CLOSE-01 Rev. A Existing layout, elevations, block and location plans;  
Drawing no. 10-HOLLANDS-CLOSE-02 Rev. C Proposed layout, elevations, block and section plans;  
and  
Email from the agent received 13 January 2025.

### Superseded Documents/Plans

~~Drawing no. 10-HOLLANDS-CLOSE-02 Rev. A Proposed layout, elevations, block and section plans.~~

### Procedural issues

Following a request from the case officer, the applicant provided an amended proposed layout drawing and clarified why no internal door between the proposed annex and the main dwelling was not part of the development.

### Relevant Planning History

| Reference | Description                                                                                   | Decision | Decision Date |
|-----------|-----------------------------------------------------------------------------------------------|----------|---------------|
| 19780771  | Erection of a two storey extension to form an enlarged lounge and a bedroom above at the rear | Refused  | 05.10.1978    |

### Development Plan

#### Gravesham Local Plan Core Strategy (2014)

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS11 – Transport
- CS12 – Green Infrastructure
- CS18 – Climate Change
- CS19 – Development & Design Principles

#### Gravesham Local Plan: First Review (1994)

- T1 – Impact of Development on Highway Network

- P5 – Exceptions to the Vehicle Parking Standards – Change of Use of Buildings

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)
- Gravesham Landscape Character Assessment (2009)

#### Other Relevant Guidance

- Kent Design Guide Review: Interim Guidance Note 3 Residential Parking (2008)

### **Consultations, Publicity and Representations**

#### GBC Environmental Protection Team (Regulatory Services)

We have no comments with regards to this application.

#### Shorne Parish Council

The Parish Council has concerns about this proposal, which is to convert an attached garage to residential accommodation.

- Small size: The entire area will measure approximately 5.5m long by 2.5m wide. The bed/living area will be 3m long by 2.5m wide and the shower room is 1m wide by 2.5m long. This will be a very cramped form of development. Pocket doors are noted internally to save space.
- Intended user: The application form does not state who is the intended user, the physical restrictions of the proposal will affect who will be able to safely occupy the building.
- Separate entrance and potentially self-contained: The proposed annex has a separate front door and no direct connection with the existing house. Residents will be exposed to ambient weather when accessing the main house. The annex has a bathroom and a range of cupboards of unknown type in the entrance hall. Despite the small size it is potentially capable of being used as a separate dwelling.

If to be permitted we suggest that Conditions should be attached ensuring that it is only an annex to the existing dwelling, for use by relatives of the owners, and preventing use as a separate dwelling. Any future extensions or alterations should require planning permission.

#### Dickens' Country Protection Society

The Society notes no direct access is shown between the proposed annex and the main dwelling. The Society would therefore suggest that if granted, conditions are imposed restricting the occupancy of the annex to a direct family member.

### Neighbouring properties

The application was publicised to 11 neighbouring properties by letter. No representations have been received.

## **Officer's Analysis**

### Principle of a Residential Annex

The site is located within the village of Shorne and defined as a rural settlement inset from the Green Belt on the Policies Map of the Gravesham Local Plan Core Strategy (2014). Policy CS02 of the Core Strategy highlights that development will be supported in such rural settlements. As such, there is no objection to the broad principle of extending/altering the application property subject to the proposed development meeting the detailed requirements of the national and local development plan policy framework.

Residential annexes are an increasingly common form of development that are normally proposed in order to allow relatives to live with their family but to retain some degree of independence. To remain ancillary accommodation and not be considered as a separate unit of accommodation, the use of annex must be closely tied to the main dwelling.

The proposed development would provide residential accommodation by the conversion of an integral garage incorporating a bedroom/living room, kitchen area and a shower room. The outbuilding would be occupied by the occupier's daughter who would provide support. Therefore, there would be a familial and functional relationship between the occupier of the outbuilding and the main house.

Whilst the proposed annexe would provide facilities that might allow for independent day to day living, the applicant has applied specifically for an annex. Furthermore, it is noted that the annex would be located within the same curtilage as the main house and there would be no separate garden or parking area. In addition, the overall floor area of the annex would be well below the minimum for a one person, one bedroom, single storey dwelling set out in the Nationally Described Space Standard (2015). As such, the occupier would be likely to share living activities with the occupiers of the main dwelling. Therefore, it is considered that the proposed development would provide a residential annex and would not constitute a separate dwelling.

The comments of the Dickens' Country Protection Society and Shorne Parish Council are noted.

Overall, provided that any planning permission granted was conditioned to ensure that the use and ownership of the outbuilding remains linked to the main dwelling and that no separate garden or curtilage area can be created in future, then the proposal would be acceptable in principle.

Notwithstanding the above, the following sections will assess the detail of the proposal.

### Design, Character and Appearance

The proposed development comprises of the change of use of an existing integral garage. External alterations include the removal of the garage door and its replacement with a brick wall incorporating a door and an obscure glazed window.

The proposed brickwork would match existing and the door and window would not look out of place and as such, there would be no adverse impact to the character or appearance of the building. As such, the proposal would be appropriate in terms of design and be in line with Policy CS19 of the Gravesham Local Plan Core Strategy (2014).

The application site is located in the Shorne Woodland Landscape Character Area and as such, Policy CS12 of the Local Plan Core Strategy is relevant. This policy states that the overall landscape character of the Borough will be conserved, restored and enhanced and that the Gravesham Landscape Character Assessment will be taken into account in determining applications. In relation to the Shorne Woodland Landscape Character Area, this document states that the overall condition of the landscape is good and

that it has moderate sensitivity. It recommends that the key landscape elements (i.e. wooded character and the ecological interest of the woodland) should be conserved and reinforced.

The application site is located within a village and the proposed development would be within an existing residential curtilage and only affect the use and fenestration of an existing dwelling. Therefore, the proposal would not adversely affect the overall landscape character of the surrounding area. As such the proposal would be in line with Policy CS12 of the Gravesham Local Plan Core Strategy (2014).

#### Amenity of Future Occupiers

The proposed development would provide a bedroom/living room that has a floor area in excess of the minimum requirement for a single bedroom in the Nationally Described Space Standards. There would be no alteration to the rear garden area or depth (which exceed the minimum requirements for a dwelling with four or more bedrooms. As such, the living conditions for future occupiers would be acceptable.

It is noted that the overall floor area of the proposed annex would be well below the minimum for a one person, one bedroom, single storey dwelling set out in the Nationally Described Space Standard (2015). However, as the future occupier would have access to all the facilities in the main dwelling, there would be no adverse impact to residential amenity.

In order to prevent a loss of privacy for future occupiers, the proposed shower room/w.c. window should be conditioned to be permanently obscure glazed.

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

#### Neighbouring Amenity

The closest residential properties to the application site are nos. 9 Hollands Close (located to the south), nos. 9, 11 and 13 The Street (located to the west), nos. 11, 12 and 14 Hollands Close (located to the north) and no. 32 Hollands Close (located to the east, across the roadway).

Due to the design of the proposed development, to the screening provided by boundary treatments and to the layout and orientation of the surrounding properties, there would be no adverse overlooking, overshadowing or overbearing impacts to the occupiers of the surrounding dwellings.

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).

#### Parking and Highways

Policy CS11 of the Gravesham Local Plan Core Strategy (2014) requires new development to mitigate its impact on the highway and public transport networks and to provide sufficient parking in accordance with adopted parking standards.

Saved Policy T1 of the Gravesham Local Plan First Review (1994) requires consideration of the traffic impact of development on the transport system and environment and seeks to ensure all development is adequately served by the highway network.

Saved Policy P5 of the Gravesham Local Plan First Review (1994) allows for a relaxation of the vehicle parking standards for changes of use of buildings, the sub-division of existing dwellings and minor extensions in certain circumstances and provided that existing on-street parking problems are not unduly exacerbated.

The application property is a three bedroom dwelling (because the study has sufficient space to be used as a bedroom). The proposed development would add a bedroom to the property but result in the loss of an existing single garage. There is on-site parking for at least two vehicles on an existing driveway located in front of the garage, which would not be altered and which can be retained permanently via a condition

attached to any planning permission granted.

As a four or more bedroom property, the adopted Vehicle Parking Standards require a maximum provision of three parking spaces. However, it is noted that the Highway Authority have more recent guidance that requires a minimum of two spaces to be provided for a four bedroom property in a village (Kent Design Guide Review: Interim Guidance Note 3 Residential Parking (2008)).

It is noted that the existing garage is substandard in width and as such, it would not be regarded as a usable garage space.

It is also noted that the application site is located in a sustainable location, relatively close to local shops and services and a bus route. There are no parking restrictions in Hollands Close and on street parking appears readily available. Therefore, even if the proposed development would result in a small increase in demand for on-street parking in the surrounding area, this would not exacerbate any existing parking issues and would not undermine highway safety.

Overall, the proposed development would cause no adverse highway safety impacts and as such, the proposal would be in line with Policy CS11 of the Gravesham Local Plan Core Strategy (2014) and Saved Policies T1 and T5 of the Gravesham Local Plan First Review (1994).

#### Suggested Conditions

Time Limit

Development in accordance with the approved plans

Materials to match existing

Obscure glazing to en-suite/w.c. windows

Use as an annex only

No subdivision of curtilage

Retention of existing frontage parking area

#### **Conclusion**

The proposal would comply with local and national planning policies and subject to the conditions set out above, the proposal would be acceptable.

#### **Recommendation**

Planning permission subject to conditions is recommended.

(For detailed conditions and informatives, see draft Decision)

|                      |                                                                                     |                     |                               |
|----------------------|-------------------------------------------------------------------------------------|---------------------|-------------------------------|
| <b>Case Officer:</b> | Mrs Kelly Joyce                                                                     | <b>Team Leader:</b> | Richard Hart                  |
| <b>Signed:</b>       |  | <b>Signed:</b>      | <i>R Hart</i>                 |
| <b>Dated:</b>        | 15th January 2025                                                                   | <b>Dated:</b>       | 15 <sup>th</sup> January 2024 |