

Delegated Report

Householder Planning Application

Planning Application No: 20260406

Location: 6 Carton Road Higham Rochester Kent

Description: Erection of first floor extensions over existing footprint and single storey rear extension.

Applicant: Mr Dhillon

Site Visit Date: Desktop

Submitted Documents/Plans

- Application form;
- Drawing no. 001 Rev. A – Location Plan, Existing Block Plan, Proposed Block Plan;
- Drawing no. 002 Rev. A – Existing Floor Plan;
- Drawing no. 003 Rev. A – Proposed Floor Plans;
- Drawing no. 004 Rev. A – Existing Elevations;
- Drawing no. 005 Rev. A – Proposed Elevations; and
- Planning Statement.

Relevant Planning History

Reference	Description	Decision	Decision Date
20251103	Erection of extensions to first floor over existing footprint and rear single storey extension.	Refused	19.12.2025
20250268	Erection of single storey rear extension, alteration to existing side extension to form new entrance porch and new first floor and associated roof.	Withdrawn	30.07.2025
20211358	Erection of a detached garage/office to the front of the property.	Refused	22.12.2021
20210537	Retention of front boundary fence and gates.	Permitted	24.06.2021
19550239	Erection of a bungalow	Permitted	07.09.1955

Development Plan

Gravesham Local Plan Core Strategy (2014)

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

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards

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

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

National Planning Policy Framework (2024)

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

Supplementary Planning Guidance

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

Higham Parish Council

As a Parish Council, we feel it is in the best interest of our parishioners to provide comments to the planning application submitted for the above property for the “Erection of first floor extension over existing footprint and single storey rear extension.”

Councillors are concerned that the proposed extension may be overbearing and could reduce natural light to neighbouring properties. We also note that approval would result in the loss of another bungalow, further limiting the availability of such properties in the village.

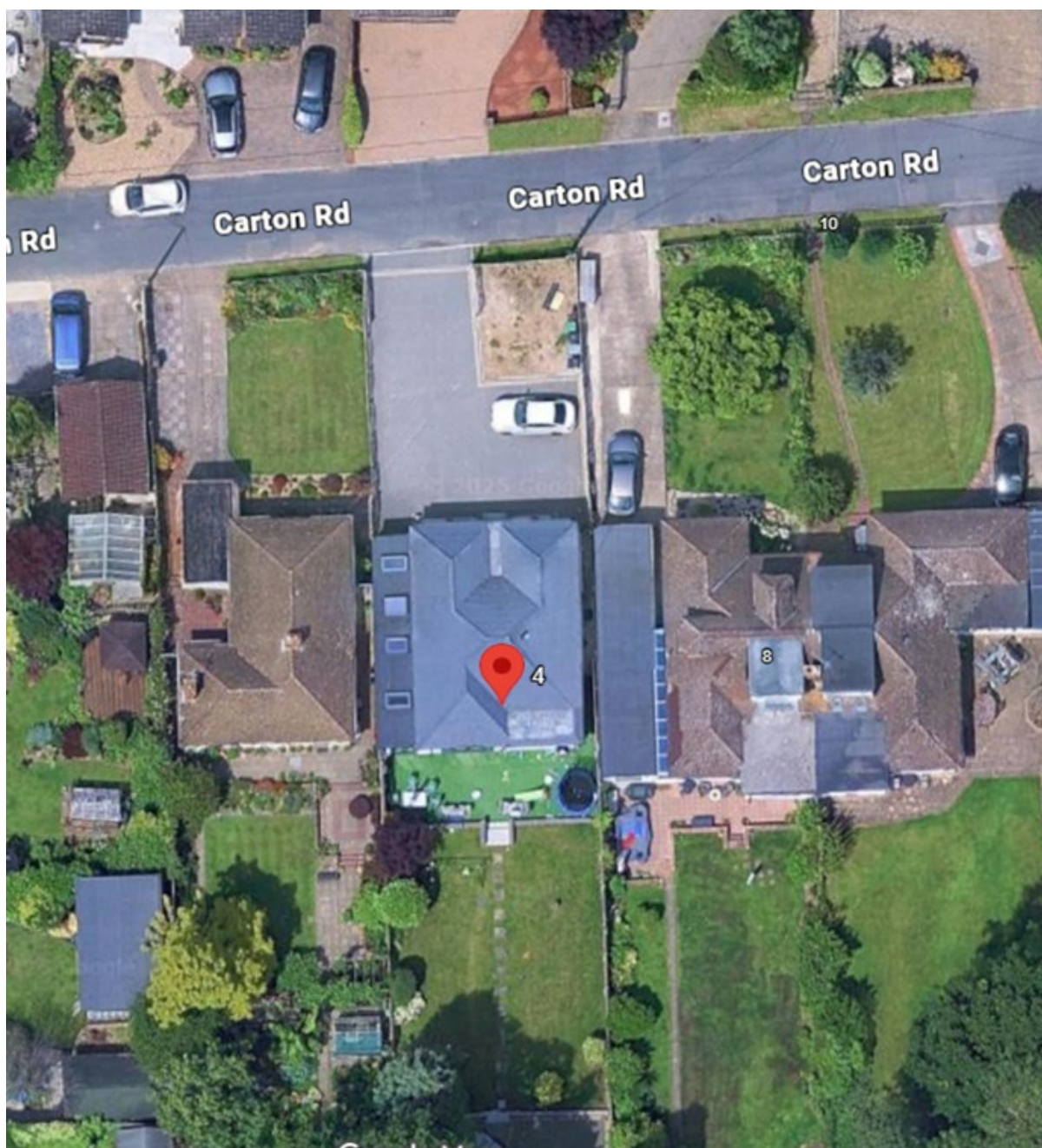
We ask that these concerns are considered when the application is reviewed.

Neighbouring properties

6 surrounding properties were consulted – overall consultation expiry date was 15.05.2026 – no responses received.

Officer's Analysis

The application site consists of a single storey detached dwelling on the southern side of Carton Road.



Planning application ref. 20250268 was for erection of a single storey rear extension, alteration to existing side extension to form new entrance porch and new first floor and associated roof. This application was withdrawn following feedback from the Local Planning Authority (LPA) that the proposal was unacceptable in respect of design, character and appearance including landscape character and neighbouring amenity.

The applicant then submitted a pre-application enquiry which stated that the proposal was to extend the roof area to the rear only to provide extra bedroom space, single storey rear extension and alterations to the front entrance. With the pre-application enquiry, only existing and proposed front elevations and proposed floor plans were submitted. The following information was therefore not submitted with the pre-application enquiry - existing and proposed rear elevations, existing and proposed side elevations (both sides), existing and proposed roof plans, existing and proposed block plans and existing floor plan.

From the existing and proposed front elevation drawings that were submitted this showed a proposed increase in the ridge height of the dwelling, hip to gable roof extensions, two storey front extension, removal of front hipped roof bays, two rooflights and removal of attached side garage. From the proposed floor plans submitted it could also be seen that a whole new first floor level was proposed which would have

bedrooms 4, 5 & 6, a home office and bathrooms 3 & 4.

A positive response was given to the pre-application proposal in respect of design, character and appearance, occupier amenity, neighbouring amenity, parking and highways and ecology and biodiversity. However, it must be said that this response was given on the basis of very limited information i.e. just existing and proposed front elevations and proposed floor plans (ground and first). It could not therefore be known what the proposal would look like from both side elevations, the rear elevation or the roof as the elevations for both sides and the rear had not been submitted nor had any proposed block plans or roof plans. Pre-application enquiry advice is given without prejudice to the assessment of any subsequent planning application as clear from the disclaimer at the end of the pre-application response.

The applicant then submitted planning application ref. 20251103 where full existing and proposed front, rear and side (both) elevations, existing and proposed floor plans and existing and proposed block plans were submitted and as such a full assessment of the proposal could take place. The proposal was considered unacceptable in respect of design, character and appearance, landscape character, occupier amenity and neighbouring amenity. The grounds of refusal were as follows:

1. The proposed development by virtue of its scale, bulk, massing and design would be an extremely overly dominant, incongruous and unsympathetic form of development which would be completely out of keeping with the scale and character of not only the host dwelling but also the streetscene. The proposal is therefore contrary to Policy CS19 of the Gravesham Local Plan Core Strategy (2024) and section 12 of the National Planning Policy Framework (2024).
2. The site is located in the Higham Arable Farmlands Landscape Character Area and the proposal would increase the size and dominance of the property changing it from a single storey pitched roof dwelling into a two storey dwelling with a large expanse of flat roof. Due to its bulk, massing and large expanse of flat roof, it is considered that the proposal would result in a more dominant and incongruous dwelling which would have a harmful impact on the Higham Arable Farmlands Landscape Character Area contrary to Policy CS12 Gravesham Local Plan Core Strategy (2024) and section 15 of the National Planning Policy Framework (2024).
3. The proposal by virtue of the location of bedroom five in the roof slope and the only opening for this room being a rooflight would result in very poor outlook resulting in unacceptable living conditions for future occupiers. As such the proposal is contrary to Policy CS19 of the Gravesham Local Plan Core Strategy (2024) and paragraph 135(f) of the National Planning Policy Framework (2024).
4. The proposed development due to the additional height, bulk, massing and proximity to the neighbouring properties would have an overbearing impact on the existing and future occupiers of those dwellings and would generally be an unneighbourly addition contrary to Policy CS19 of the Gravesham Local Plan Core Strategy (2024) and paragraph 135(f) of the National Planning Policy Framework (2024).

For ease of reference the block plans, elevations and floor plans for the existing, the last refused application ref. 20251103 and the current application are as follows:

Block Plans

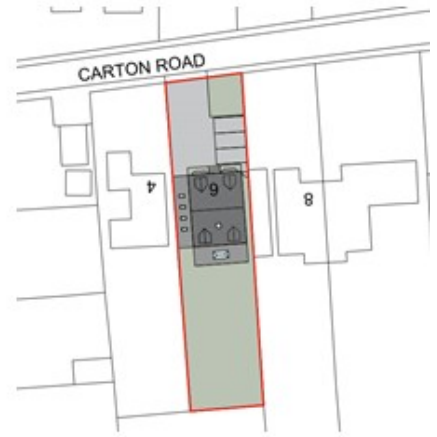
Existing



Refused



Proposed

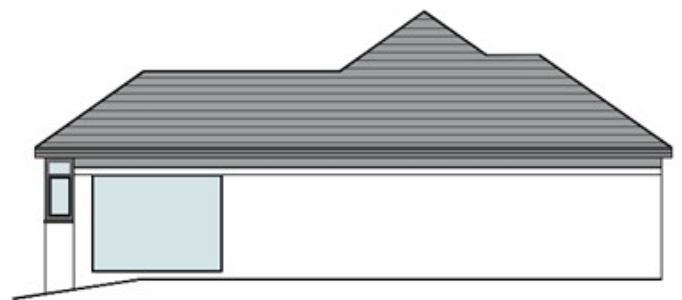


Existing, refused and proposed elevations

Existing



Existing Front Elevation



Existing East Elevation (Side)

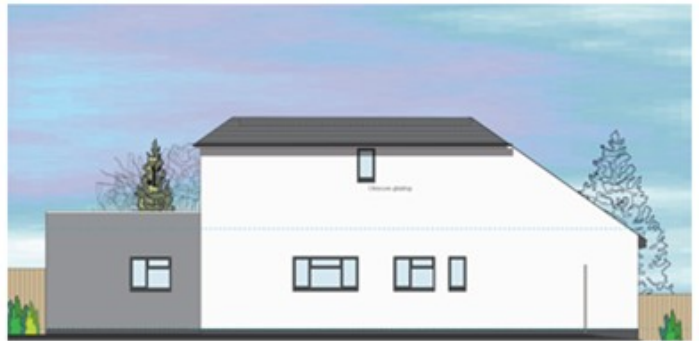
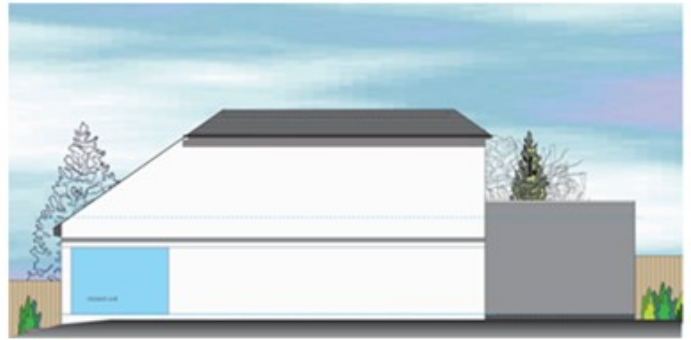


Existing Rear Elevation



Existing West Elevation (Side)

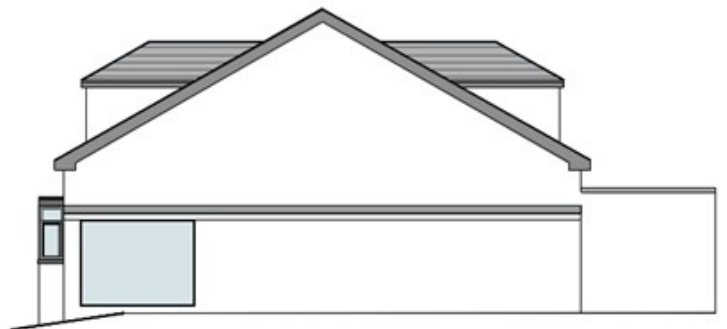
Refused



Proposed



Proposed Front Elevation



Proposed East Elevation (Side)



Proposed Rear Elevation



Proposed West Elevation (Side)

As can be seen the proposal is for removal of the roof, erection of a new storey (existing overall height of dwelling is 5.68m at centre point of roof; this would increase to 7.2m = increase of 1.52m) with hip to gable roof extensions on either side and two dormer window extensions in the front and rear roof slopes and a single storey rear extension.

It therefore needs to be seen whether the current proposal has addressed the concerns that there were raised in previous application ref. 20251103.

The principle issues in the assessment of the application are as follows:

- Principle of development
- Design, Character and Appearance
- Landscape Character
- Occupier Amenity
- Neighbouring Amenity
- Parking and Highways

Principle of development

The site is located in the rural settlement inset from the Green Belt of Higham. Policy CS02 (LPCS) sets out that in the rural area, development will be supported within those rural settlements inset from the Green Belt. As such extensions and alterations to the property are acceptable in terms of principle of the development but it now needs to be seen whether it is acceptable in respect of all of the other principle considerations.

Design, Character and Appearance

This matter related to ground of refusal no. 1 of application ref. 20251103 in terms of the new storey and roof. In application ref. 20251103:

- The host dwelling is a single storey detached bungalow in a street of other single storey detached dwellings. The extension would have presented itself as a chalet style bungalow from the front and a full two storeys to the rear;
- The proposed roof was very deep and top heavy, exacerbated by the tokenistic half hip;
- Two storey front extension was considered slightly incongruous being a two storey element on a front elevation presenting itself as a single storey dwelling and would have broken through the eaves;
- Apart from the front elevation the proposed new storey was completely unacceptable in design terms;
- Flat roof with faux pitched roof apron around the edge was unacceptable;
- The whole juxtaposition of the sloping roof at the front raising to a full two storeys immediately beyond with a very narrow faux pitched roof apron would have appeared as an extremely overly dominant, incongruous and unsympathetic form of development completely out of keeping with the scale and character of not only the host dwelling but also the streetscene.

In response to this with this new proposal:

- The extended dwelling with a new storey, hip to gable and dormer extensions would now present as a chalet style bungalow from both the front and rear elevations as the two storey element is no longer proposed at the rear. The dwelling would therefore be fully in keeping with the streetscene of other bungalows and chalet bungalows;
- The roof depth in 20251103 would have been 3.4m and in this proposal it would be 3.5m. It is still just as deep, the half hips with additional section from the two storey element behind are no longer proposed and the gable end appears less bulky;
- Two storey front extension is no longer proposed;
- The new storey would now appear more acceptable in design;
- The flat roof with faux pitched roof apron is no longer proposed and the dwelling would have a pitched roof;
- The new storey would create a dwelling that would appear as a chalet bungalow at both front and rear, would no longer have a flat roof with faux pitched roof apron, it would not appear overly dominant or incongruous and would a sympathetic form of development that would be in keeping

- with the scale and character of the host dwelling and the streetscene;
- The dormer extensions (two in front slope and two in rear roof slope) would be modestly sized and set up from the eaves, in from the sides and down from the ridge and the roof light in the rear would be small and centrally placed.

The proposed new storey and roof is therefore considered to have addressed all of the issues with the new storey and roof in the previous application ref. 20251103.

As per application ref. 20251103, the single storey rear extension proposed is of very basic design being a box like design on the back with a flat roof. However, given that it is single storey only and situated at the rear it would not be visible from the streetscene and there are other numerous examples of such single storey flat roof rear extensions across the Borough.

All materials for the development would match the existing – white render and grey roof tiles.

In summary, the proposed extension has resolved all of the design issues in respect of the new storey and roof including dormers, and the single storey rear extension as before is acceptable as before. The proposal would be a subservient addition which would not cause harm to the character and appearance of the host dwelling and would be in keeping with the streetscene. In respect of design, character and appearance the proposal would therefore be in keeping with Policy CS19 (LPCS) and has resolved ground of refusal no. 1 of planning application ref. 20251103.

Landscape Character

The site is located in the Higham Arable Farmlands Landscape Character Area.

This matter related to ground of refusal no. 2 of application ref. 20251103 in terms of the new storey and roof. In application ref. 20251103:

- Proposal would have increased the size and dominance of the property changing it from a single storey pitched roof dwelling into a two storey dwelling with a large expanse of flat roof; and
- Due to its bulk, massing and large expanse of flat roof, it was considered that the proposal would result in a more dominant and incongruous dwelling which would have had a harmful impact on the Higham Arable Farmlands Landscape Character Area.

In response to this with this new proposal:

- The proposal would be of less size and dominance and would change it from a bungalow to a chalet bungalow rather than a full two storey dwelling behind the front elevation;
- It would be acceptable in respect of bulk and massing and the large expanse of flat roof with faux pitch apron is no longer proposed. The proposal would now not be overly dominant or incongruous.

In summary, as the proposal would be of much less dominance and bulk and that the flat roof with pitched roof apron has been removed, the proposal would now not have a harmful impact on the Higham Arable Farmlands Landscape Character Area. In respect of landscape character, the proposal would therefore be compliant with Policy CS12 (LPCS) and has resolved ground of refusal no. 2 of planning application ref. 20251103.

Occupier Amenity

This matter related to ground of refusal no. 3 of application ref. 20251103 in terms of bedroom 5 in the roof having only one rooflight which would have provided unacceptable outlook.

Garden size

The proposal would result in the dwelling increasing from three to four bedrooms. SPG2 (2020) sets out that for a dwelling with four or more bedrooms, the minimum garden area is 100 sq. m and the minimum

depth from the rear wall of the house is 10m. The existing and proposed resultant garden area and depth would exceed these minimum standards as can be seen below:

Existing

Garden Area - 317 sq. m

Rear Garden Depth – 26m

Proposed

Garden Area – 288.53 sq. m

Rear Garden Depth – 23m

Bedrooms

As a result of the proposal all of the existing bedrooms would be altered so there would be 4 new bedrooms at first floor level. As such an assessment of all of the four bedrooms in terms of floor area is as follows:

Bedroom 1 (double) – 12.1 sq. m

Bedroom 2 (single) – 8.67 sq. m

Bedroom 3 (double) – 11.93 sq. m

Bedroom 4 (double) – 14.3 sq. m

The Technical Housing Standards (2015) state that the minimum size for a double bedroom is 11.5m sq. m and for a single it is 7.5m. As can be seen bedrooms 1, 3 & 4 would exceed the size for a double and bedroom 2 would exceed the size for a single.

Lighting & outlook

Each habitable room would be served by a window with all of the four bedrooms at first floor having their own window. The bedroom 5 is no longer proposed so the issue of poor outlook from that room is no longer an issue.

In summary, now that bedroom 5 is no longer proposed and that all of the bedrooms at first floor level would be served by a window and therefore receive sufficient light, the proposal would protect occupier amenity. As such in respect of occupier amenity, the proposal would be compliant with Policy CS19 (LPCS) and has resolved ground of refusal no. 3 of planning application ref. 20251103.

Neighbouring Amenity

This matter related to ground of refusal no. 4 of application ref. 20251103 in terms of the height, bulk and massing would have had an overbearing impact on both neighbouring properties.

Due to the varying land levels surrounding the site the overall heights of the proposed development varied. The heights would have ranged as follows:

Front – Existing is 5.53m & proposed would be 6.1m (0.57m increase)

Side East – Existing is 5.13m & proposed would be 5.64m (0.51m increase)

Side West – Existing is 5.12m & proposed would be 5.48m (0.36m)

Rear – Existing is 5.05m & the proposed height from the raised ground level in front of the bi-folding doors would be 5.52m and 5.65m from the natural ground level next to it (0.47m & 0.6m increase respectively).

As can be seen the increase in the height of the dwelling overall due to the varying land levels at the different elevations, ranged from 0.36m to 0.6m.

In this new application the overall heights of the proposed development would be (It should be noted that the measurements of the existing heights differ from the existing plans in the previous application):

Front – Existing is 5.68m & proposed would be 7.1m (1.42m increase)
Side East – Existing is 5.31m & proposed would be 6.8m (1.49m increase)
Side West – Existing is 5.25m & proposed would be 6.8m (1.55m increase)
Rear – Existing is 5.27 m & the proposed height would be 6.8m (1.53m increase)

It is clear that the overall height increase of the dwelling would be greater in this new proposal than the previous proposal.

As can be seen the increase in the height of the dwelling overall due to the varying land levels at the different elevations, would range from 1.42m to 1.55m.

However, it is not just the increase in height; in the previous application the overall depth of the dwelling with the additional storey at the two storey flat roof height was of much greater depth than would be the case here. In this proposal, although there would be a new first floor storey the increase in height would not be for such significant depth as was previously the case. With its pitched roof and inset dormers the bulk would be much less; whereas before the height was for such a long depth, the overall heights given are just at the ridgeline with the front and rear roof slopes sloping down from there on in and not for one long continuous flat roofed length.

Both neighbouring dwellings to the east and west are single storey. No. 8 to the east has dormer extensions for rooms in the room space including one dormer in the side roof slope facing the application property which is an obscure glazed bathroom window. No. 4 to the west is a bungalow property with no dormers for rooms in the roofspace, it has two windows in its flank elevation facing the application site, one is centrally placed in the flank wall and the other is positioned to the left of this towards the back.

As the additional storey would now have a pitched roof rather than one long continuous flat roof, it is considered that the overshadowing would not occur to the neighbouring dwellings nos. 4 & 8 as it would have in the previous application as light will still be received from the front and rear of the dwellings. Due to the additional new storey on this property being of much less bulk and massing as it would be a chalet bungalow with a pitched roof and dormers and not a full two storeys behind the front elevation, it is considered that it would not impact on the neighbouring properties in respect of overshadowing and overbearing as before.

The single storey rear at 3m in depth, full width and 2.7m in height should not have an overbearing impact on the windows in the rear of those dwellings.

There are no windows proposed in either flank elevation and therefore no overlooking to nos. 4 & 8.

In summary, now that the proposed new storey would not be a full two storey flat roof design and would be a pitched roof chalet bungalow design with dormers, it is considered that the proposal would not impact on the amenity of the neighbouring properties. As such in respect of neighbouring amenity, the proposal would be compliant with Policy CS19 (LPCS) and has resolved ground of refusal no. 4 of planning application ref. 20251103.

Parking and Highways

The proposal would result in the dwelling increasing from three to four bedrooms. The front garden is hard paved with space for at least three vehicles which would meet the parking requirements as set out in SPG:4 (2006) for a dwelling with four or more bedrooms which is three spaces. As such in respect of parking and highways the proposal is considered compliant with saved Policy P3 (LPFR).

Any Other Material Planning Considerations

None.

Conclusion

The proposal as before would be acceptable in respect of principle and parking and highways. It would now also be acceptable in respect of design, character and appearance, landscape character, occupier amenity and neighbouring amenity. As such the proposal is compliant with local and national planning policy and has resolved grounds of refusal nos. 1, 2, 3 & 4 of planning application ref. 20251103.

Recommendation

Permission

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

Case Officer:	Ms Rebecca Harrison	Team Leader:	Richard Hart
Signed:	<i>Rebecca Harrison</i>	Signed:	<i>R Hart</i>
Dated:	12th June 2026	Dated:	12th June 2026