



Delegated Report

Full Planning Application

Planning Application No: 20230084 – Planning Application
20230085 – Listed Building Consent

Location: 7 The Hill Northfleet Gravesend Kent

Description: 20230084 - Erection of a single storey extension to provide a ground floor studio flat and extension to the existing pharmacy.

20230085 - Application for Listed Building Consent for the erection of a single storey extension to provide a ground floor studio flat and extension to the existing pharmacy.

Applicant: Mr Randahwa

Site Visit Date: 7th March 2023

Submitted Documents/Plans

Planning Application Forms (Planning and Listed Building);
Design and Access Statement;
Heritage Statement;
Drawing No. 001 Rev A – Site Location Plan and Existing and Proposed Block Plans;
Drawing No. 002 Rev A – Existing Plans and Elevations; and
Drawing No. 003 Rev A – Proposed Plans and Elevations.

Relevant Planning History

Reference	Description	Decision	Decision Date
20150964	Retention of a one bedroom self-contained flat and one self-contained studio flat on the first floor and one self-contained studio flat on second floor.	Permission	15.02.2016
20150965	***REVISED DESCRIPTION*** Application for Listed Building Consent for internal alterations including the reinstatement of internal doors and architrave surrounds, new skirting and coving and new stair well balustrade associated with the retention of the first and second floors as three self-contained flats.	Permission	15.02.2016
20150004	Application for a Lawful Development Certificate in respect of the existing use as a one bedroom self-contained flat and one self-contained studio flat on the first floor and one self-contained studio flat on second floor.	Certificate Refused	30.04.2015
20150089	Application for Listed Building Consent for internal alterations including the reinstatement of traditional panel style doors with architrave surrounds and new	Refused	30.04.2015

	stair guarding.		
19960770	Retention of extension to existing building and alterations to the roof.	Withdrawn	11.04.1997
19980575	Use of building for storage purposes and retention of alterations to building.	Permission	16.03.1999
19870682	Change of use of part of ground floor from residential to shop and retention and continued use of former kitchen as a dispensary	Refused	28.01.1988
19870683	Application for Listed Building Consent for retention of internal works	Refused	28.01.1988
19860872	Application for listed building consent for demolition of internal wall internal alterations and formation of new entrance at first floor level and erection of external staircase	Refused Appeal Dismissed	24.02.1987 04.05.1988
19860871	Use of part of ground floor residential accommodation to form enlarged shop and erection of external staircase at the rear	Refused Appeal Dismissed	24.02.1987 04.05.1988
19860337	Application for listed building consent for demolition of existing extension internal alterations and erection of single storey side extension	Withdrawn	17.09.1986
19860336	Erection of single storey side extension to form additional shop and extension of canopy at the front	Withdrawn	21.07.1986
19840217	Retention of canopy and alterations to store and yard and its continued use as greengrocers shop	Permission	06.09.1984
19840218	Application for Listed Building Consent for retention of alterations to store and yard	Permission	07.09.1984
19790953	Retention of covered way for garage and enclosure for refrigeration units	Permission	15.11.1979

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS03 – Northfleet Embankment and Swanscombe Peninsula East Opportunity Area
- CS07 – Employment, Economy and Skills
- 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
- H5 – Increasing Housing Stock by Conversion of existing Buildings
- TC2 – Listed Buildings
- TC3 – Conservations area

Paragraph 33 of the NPPF (2021) 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 (2021), the Council will also seek to replace these.

National Planning Policy Framework (2021)

- 2 – Achieving Sustainable Development
- 12 – Achieving sustainable development and well-designed places
- 16 – Conserving and enhancing the historic environment

Supplementary Planning Guidance

- 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)
- The Hill, Northfleet Conservation Area Appraisal (2009)
- SPD – Conservation Areas Maintenance/Replacement Windows and Doors Guidance (2020)

Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended which states that, with respect to buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

The Council has a statutory requirement under Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in considering whether to grant listed building consent for any works to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 the Council has a statutory duty in considering whether to grant planning permission for development which affects a listed building or its setting to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Consultations, Publicity and Representations

Consultees

GBC – Environmental Protection

No objection to this application. The following conditions/informatives are recommended.

Code of Practice on Construction and Demolition: Please apply as appropriate to minimise any impact on nearby premises during the construction/alterations.

Smoke Control Informative: The proposed development is situated in a smoke control area. As such, only authorised smokeless fuels as listed in the Smoke Control Areas (Authorised Fuels) Regulations 1991 shall be burnt or fireplaces/appliances exempted by Smoke Control (Exempted Fireplaces) Orders shall be utilised. Exempt appliances are appliances (ovens including pizza and tandoori ovens, wood burners and stoves) which have been exempted by Statutory Instruments (Orders) under the Clean Air Act 1993. These have passed tests to confirm that they are capable of burning an unauthorised or inherently smoky solid fuel without emitting smoke. They must be fitted and used according to manufacturer's instructions and they can only be used for the fuel for which they are designed. When purchasing fuels and fireplaces the applicant should clarify with the vendor their suitability with respect to use in Smoke Control Areas. For further information, including confirmation that an appliance and/or fuel is suitable for use in a smoke

control area, the applicant should contact the Council's Regulatory Services air.quality@gravesham.gov.uk

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.

GBC – Highways Officer

This is not a town centre location so technically a new dwelling should be provided with a parking space. However, in this instance there is a public car park nearby and there are frequent local bus services on the B2175. I would also consider Northfleet Railway Station is within walkable distance with its frequent services to London and the Medway Towns. Therefore, the lack of any parking provision is unlikely to be sustainable at appeal.

However, provision should be made for the secure and covered parking of a cycle, indeed a motorcycle may be more appropriate in compensation for the lack of any car parking.

No objections.

GBC – Conservation Architect

No comments received.

Neighbouring properties

Consultation was by way of the displaying of a site notice and 8 letters sent to surrounding properties with an overall expiry date of 31st March 2023. No recommendations have been received.

Officer's Analysis

Proposal

The proposal is for the erection of a single storey extension to replace single storey rear extension which would extend the existing pharmacy areas and to provide a ground floor studio flat.

The extension would replace the existing single storey rear projection and would project 5.8m from the rear, be 10.45m wide and 2.8m in height with a flat roof. The extension would essentially have the same projection as the existing and would give the appearance of an infill at the rear. The extension would create a larger area to the rear that would create a new dispensary area with additional consultation room and w.c. together with a smaller waiting room area. In terms of the internal works within the main building, the existing pharmacy shop would be slightly reduced and the two pharmacy areas on the ground floor would be converted to provide a studio apartment containing a living/kitchen area, separate single bedroom, bathroom and store. Access to the new residential unit would be from the existing external door into a lobby area with separate access into the studio.

There are no on-site parking facilities.

Housing Need and Principle of Development

Policy CS02 of the Local Plan Core Strategy (LPCS) sets out the Borough's objectively assessed need for housing over the Plan period (up to the year 2028) and finds that there is a need for at least 6,170 new dwellings during the period. Evidence now available shows that the Council is not able to demonstrate a five-year housing supply. This engages the first part of footnote 8 of the National Planning Policy Framework (NPPF) 2021 and this means for decision-taking that planning permission for applications involving the provision of housing should be granted in line with the requirements of the NPPF Para 11(d) unless:

- i. the application of policies in this Framework (the NPPF) that protect areas or assets of particular importance provides a clear reason for refusing the development proposed.
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken.

The proposed development for a net increase of '1' residential unit would offer a minimal contribution towards meeting this local need and, accordingly, officers considers that this should be accorded minimal weight in support of the application. However, this has to be balanced against other requirements of the NPPF (2021) which requires development to add to the overall quality of the area, be visually attractive, sympathetic to local character and create acceptable amenity for future occupiers.

Policy CS02 (Scale and Distribution of Development) (LPCS) prioritises development in the urban area as a sustainable location for development by bringing forward a range of suitable sites on other parts of the urban area for residential. 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 development, other than general policies that seek to protect the character of the area and the amenity of existing and future residents.

It is considered that local adopted Policies CS14 (Housing Type and Design), CS15 (Housing Density) and CS19 (Development and Design Principles) (LPCS) together provide an assessment framework in line with the guidance provided by paragraph 72 of the NPPF (2021). The proposal shall be assessed against these policies in the following section reviewing the character and appearance of the scheme.

Site Description and Surroundings

The application site is an attached two storey building with accommodation in the roofspace, extended at single store to rear and is an existing pharmacy on the ground floor with residential units above and is located on the corner of The Hill. It is located within the urban area of Northfleet, within The Hill, Northfleet Conservation Area and the Northfleet Embankment and Swanscombe Peninsula East Opportunity Area.

The application property is a Grade II Listed Building which is currently used as a pharmacy on the ground floor with residential units above. The building has an existing single storey rear addition which provides a waiting room, consultation room and store.

The area is characterised by a mix use area, providing a varied supply of retail and commercial uses such as café, takeaways, funeral directors, chemist and to the west is Saint Botolph CoE Church and to the north west is the Northfleet Veterans Club. No. 8 The Hill which sits directly adjacent to the application site has recently been given permission for the conversion of the ground floor from a takeaway to a residential unit with alterations to the shop front (Ref. 20210013). The surrounding units near to the application property appear to be residential both on the ground floor and above.

The proposal is for a single storey rear extension which would replace the existing single storey rear extension and part conversion of ground floor into 1no. studio bedroom self-contained flat, with minor internal alterations. Access would be from the existing external access into the existing lobby area with stairs to the upper floors and the existing door to the pharmacy areas would be the door to the new studio.

Whilst there is an area to the rear used for storage and does have vehicular access, the proposal does not include any on-site parking.

Key issues:

- Principle of Development
- Layout/Design and Impact on Heritage
- Highway issues
- Living conditions for future occupiers

- Impact on amenity of surrounding properties
- Refuse Arrangements
- Developer Contributions

Principle of Redevelopment

The site is located within a mixed use area of retail and residential located close to the Town Centre. The property is in an existing pharmacy on the ground floor with residential units on the upper floors. The immediate surrounding units, being No. 7 has planning permission for a ground floor conversion (Ref. 20210113), with No. 9 already being converted at ground floor level following permission in 1989 (Ref. 19890127), and therefore the principle of converting part of the ground floor into residential is acceptable.

The proposal therefore accords with Policy H5 of the Gravesham Local Plan First Review 1994 (LPFR) and Policy CS14 of the Local Plan Core Strategy 2014 (LPCS).

Retail

No adverse impact/loss of the existing retail unit (Pharmacy) and no conflict with Policy CS07 (LPCS).

Character and Appearance

CS19 (Development and Design Principles) (LPCS) sets out the design principles which will be taken into account when considering proposed redevelopment proposals. The policy requires new development to be visually attractive, fit for purpose and locally distinctive. In particular, the design of new development should be derived from a robust analysis of local context and character, make a positive contribution to the street scene and the character of the area and integrate well into the surrounding area. At a national level the revised National Planning Policy Framework 2021 (NPPF) in section 12 provides guidance on achieving well designed places.

CS20 (Heritage and the Historic Environment) (LPCS) states that proposals and initiative will be supported which preserve and, where appropriate, enhance the significance of the Borough's heritage assets, their setting where it contributes to the significance of the asset.

Whilst the property is located within a conservation area the proposed extensions would be located to the rear and therefore would not pose a detrimental impact on the Conservation Area. In terms of the impact on the listed building, the proposed extension would be to the rear and would replace the existing single storey modern projection which would have the same projection but would be just over 2m wider and therefore would not pose any further significant on the fabric of the listed building. In terms of the internal works for the conversion of the existing ground floor area, as this building is already used as a pharmacy and taking into consideration the extent of the conversion, i.e. utilising the existing pharmacy area rooms, with only minor alterations to provide a bathroom and store area, it is considered that the proposal would have little heritage impact on the listed building and the main fabric of the building would not be detrimentally effected. No external alterations to the main building are proposed with the existing doors and windows being retained / utilised.

Saved Policy H5 (LPFR) with regard to proposals for conversion of existing properties to provide flats states that the Borough Council will have regard for the following criteria;

- (i) *The building shall be in an appropriate area for conversion to flats maisonettes, bedsitters and multiple occupancy. Unless there are special or overriding circumstances, conversions will not normally be permitted in an area comprised for the most part of single family dwellings. Conversely conversions will not normally be permitted in areas which are environmentally unsuitable for young families and which already demonstrate a predominance of multiple occupation.*
- (ii) *The building shall be of such a size and arrangement as to be generally unsuitable for single family occupation.*
- (iii) *The proposal shall have regard to the Borough Council's Residential Layout Guidelines, as set out in supplementary planning guidance.*

(iv) The adopted Vehicle Parking Standards must be achieved wherever feasible.

The property is currently mixed used with the pharmacy on the ground floor with residential above. Whilst the proposal is for an additional residential unit at ground floor, the pharmacy use would remain and therefore the overall use of the building would not alter.

It is considered that the proposal is in accordance with saved Policy H5 of (LPFR), but also Policy CS14 (LPCS) which states new housing development to provide a range of dwelling types and sizes taking into account the existing character of the area to create sustainable and balanced communities.

Having regard to the above, it is concluded that the principle of the development is acceptable.

Impact on the Listed Building

The application property is Grade II Listed. In terms of the impact on the heritage of the building, there are no proposed external works to the main building. The internal works are minimal with the proposal utilising existing rooms and minor alterations to provide a bathroom and storage. The rear extension replaces the existing modern addition. The property has already undergone extensive internal renovations over the years, providing the pharmacy at ground floor and residential above.

Policy CS20 (Heritage and the Historic Environment) (LPCS) states that the council will accord a high priority towards the preservation, protection and enhancement of its heritage and historic environment. Particular attention in this regard will be focused on those heritage assets most at risk through neglect, decay or other threats. Proposals and initiatives will be supported which preserve and, where appropriate, enhance the significance of the Borough's heritage assets.

The proposal would result in minimal alterations to the existing building and would result in the net increase of '1' residential unit.

Design and impact on the surrounding area

CS19 (Development and Design Principles) (LPCS) sets out the design principles which will be taken into account when considering proposed redevelopment proposals. The policy requires new development to be visually attractive, fit for purpose and locally distinctive. In particular, the design of new development should be derived from a robust analysis of local context and character, make a positive contribution to the street scene and the character of the area and integrate well into the surrounding area. At a national level the revised National Planning Policy Framework 2021 (NPPF) in section 12 provides guidance on achieving well designed places.

The only external alterations would be the rear with the replacement single storey rear extension which would not be visible from public vantage points due to the existing built form. As such there are no objections in terms of the impact of the proposal on the streetscene.

Existing Front Elevation Streetscene

Side Elevation Streetscene



Rear Access View



In terms of design, the proposed development accords with Policies CS19 and CS20 (LPCS) and paragraph 130 of the NPPF (2021).

Impact on Residential Amenity

Paragraph 130 of the revised NPPF (2021) seeks to ensure decisions “*create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future user*”.

Policy CS19 (Development and Design Principles) (LPCS) seeks to ensure new development is located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight of its occupants and those of neighbouring properties and land, new development should meet the requirements of the Nationally Prescribed Space Standards in terms of the size of the accommodation being provided based on the level of occupancy, bedroom size and building height and the adopted Residential Layout Guidelines in terms of the appropriate levels of private amenity space for future residents.

Future occupiers:

Internal living space

The current proposal seeks to provide 1 no. studio apartment. Taking account of the nationally prescribed space standards and the Gravesham Residential Guidelines, the gross internal floor area and internal space standards of the proposed unit would be 37.36m² which would exceed both the minimum for a bedsit (30m²) and a 1 bed 1 person unit with shower room (37m²). The bedroom would exceed the 7.5m² for a single bedroom (9.91m²) and the habitable rooms would have access to adequate natural light and outlook.

As such, the proposed studio apartment would provide a good standard of internal living space for future occupants.

Therefore the proposal complies with Policy CS19 (LPCS) and paragraph 130 of the NPPF (2021).

Neighbours amenities:

The existing property has residential in the first and second floors which have windows that afford views over the neighbouring properties. The character and layout of the surrounding area is such that there is a certain level of mutual overlooking already afforded. The proposal would only have windows at ground floor level and the proposed residential unit would not afford views over any habitable room windows. Overall, and taking into account the existing built form of both the application site and the surrounding buildings, it is considered that there will be no loss of outlook, daylight or sunlight to any neighbouring property and therefore complies with Policy CS19 (LPCS) and paragraph 130 of the NPPF (2021) in this regard.

Waste Collection

The proposed block plan shows sufficient bin stores within the rear communal area which is considered acceptable and in accordance with Policy CS19 (LPCS).

Parking and Highways

In terms of highways, the proposal does not include any parking facilities, however taking into consideration the existing residential units, public parking within the area, together with the location within close proximity to amenities and the town centre and public transport, no objections are raised.

Due to the lack of onsite parking, it will be necessary for secure and weatherproof cycle storage be provided for a minimum of one space in the interests of sustainable transport. It is considered a condition would be included relating to cycle storage.

Subject to conditions, in respect of parking and highways the proposal is considered compliant with Policy CS11 (LPCS) and saved Policy P3 (LPFR).

Ecology and Biodiversity

Thames Estuary and Marshes Ramsar Site and Special Protection Area

The application site falls within 6km of the Thames Estuary and Marshes Ramsar Site and Special Protection Area (SPA) which are internationally important for their bird populations. There have been declines in bird populations and studies show that new dwellings within this radius could lead to further declines without the provision of appropriate mitigation measures. Such measures are set out in the Thames, Medway and Swale Estuaries Strategic Access Management and Monitoring Strategy (SAMMS).

In order to deliver such measures, and in line with Core Strategy Policy CS12 (Green Infrastructure) which gives internationally important areas such as Ramsar and SPA's the highest protection, the Council has decided to impose a tariff of £275.88 per unit on all new developments within 6km of the Ramsar Site and SPA. As this site falls within the 6 km zone, a financial contribution would be required.

The applicant has completed the SAMMS Mitigation Contribution Agreement and made the required payment, addressing this issue.

Conclusion

It is considered that the proposal would accord to local and national planning policy and is therefore recommended for approval.

Recommendation:

Permission

See draft Decision

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

Case Officer:	Mrs Amanda Grout	Team Leader:	Richard Hart
Signed:		Signed:	
Dated:	5 th April 2023	Dated:	6 th April 2023