



Delegated Report

Householder Planning Application

Planning Application No: 20220457

Location: 10 St Katherines Cottages Forge Lane Shorne Gravesend

Description: Erection of a single storey rear extension and a two storey side extension.

Applicant: Mr And Mrs Lawrence

Site Visit Date: Desktop Assessment

Submitted Documents/Plans

- Application Form;
- Heritage Statement, by Architectural Historian & Consultant Archaeologist (2022), dated 2022;
- Existing Block Plan, Drawing no. 3516-01A;
- Proposed Block Plan, Drawing no. 3516-02A;
- Existing Elevations, Drawing no. 3516-03A
- Existing Plans, Drawing no. 3516-04A;
- Proposed Elevations, Drawing no. 3516-05A
- Proposed Plans, Drawing no. 3516-06A.

Relevant Planning History

Reference	Description	Decision	Decision Date
20211162	Erection of a single story rear extension and a two storey side extension.	Refused	22.11.2021
20150148	Erection of a rear conservatory.	Approved	15.04.2015
20070822	Erection of two storey side extension to form lounge with bedroom over.	Refused	09.11.2007
20010074	Erection of single storey side extension to form living room and porch and erection of a detached double garage at the side with formation of new vehicular access.	Approved	28.03.2001
20000047	Erection of three storey side extension to form dining room and utility room at ground floor level, living room at first floor level and bedroom with en-suite shower room/wc and dressing room at second floor level and erection of a detached double garage at the side.	Refused	27.03.2000

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 - Sustainable Development
- CS02 - Scale & Distribution of Development
- CS12 - Green Infrastructure

- CS18 - Climate Change
- CS19 - Design & Development Principles
- CS20 - Heritage and the Historic Environment

Saved Policies in the Gravesham Local Plan First Review (November 1994):

- P3 - Vehicle Parking Standards
- C13 - Extensions to Dwellings in the Countryside
- TC3 - Development Affecting Conservation Areas

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.

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)

- Section 2 - Achieving sustainable development
- Section 12 - Achieving well-designed places
- Section 13 - Protecting Green Belt Land
- 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;
- SPG 4 - KCC Parking Standards (2006);
- Householder Extensions/Alterations Design Guide SPD (2021)
- Shorne Village Conservation Area Appraisal (2017)
- Rural Conservation Area Appraisals Management Plan (2016)
- Gravesham Landscape Character Assessment (2009)

Consultations, Publicity and Representations

Consultees

Internal consultees

GBC - Conservation Officer - No comment received.

External consultees

Shorne Parish Council - The Parish Council has NO OBJECTION IN PRINCIPLE to this proposal, subject to there not being significant valid objections from neighbours.

The proposed appearance is an improvement on the existing as it will better complement the original house and the Conservation Area. The windows of bathrooms/toilets should have obscured glazing and only be

openable above 2m, to ensure privacy.

Kent County Council Heritage Consultations – No comment, but the previous application, the following comment was made: *‘The site lies within an area of multi-period archaeological potential. I consider it unlikely, however, that these proposed works adjacent to the existing dwelling will have a significant archaeological impact and have no further comments to make in this case.’*

Ward Councillors

One comment received.

Neighbouring properties

An advert was published in the Gravesham Messenger and a notice was displayed on site 4th May 2022.

In addition, 8 surrounding properties were consulted and no representations were received. The consultation period expired 3rd June 2022.

Officer's Analysis

The application site consists of a three storey terraced property in Forge Lane, Shorne. The property forms one of a terrace of three former workers houses, with basement levels. It has been extended by single storey at the side and a conservatory at the rear.



The property is in the Green Belt, the Shorne Village Conservation Area and covered by an Article 4 Direction.

Preliminary Matters

The property has a mixed planning history with developments refused for side extensions in 2000 and 2007 (refs. 20020047 / 20070822). It is important to note that these application were determined under the previous Gravesham Local Plan First Review (LPFR) (1994), however some policies are retained within the current Local Plan Core Strategy (LPCS) (2014) and remain relevant considerations for this application.

A recent application (ref. 20211162), practically identical to the current submission was also refused at the site for the following reasons;

‘The proposed development significantly alters the character and appearance of the dwelling, creates an unbalanced appearance to the terrace, introduces disproportionate features and is poor design. These

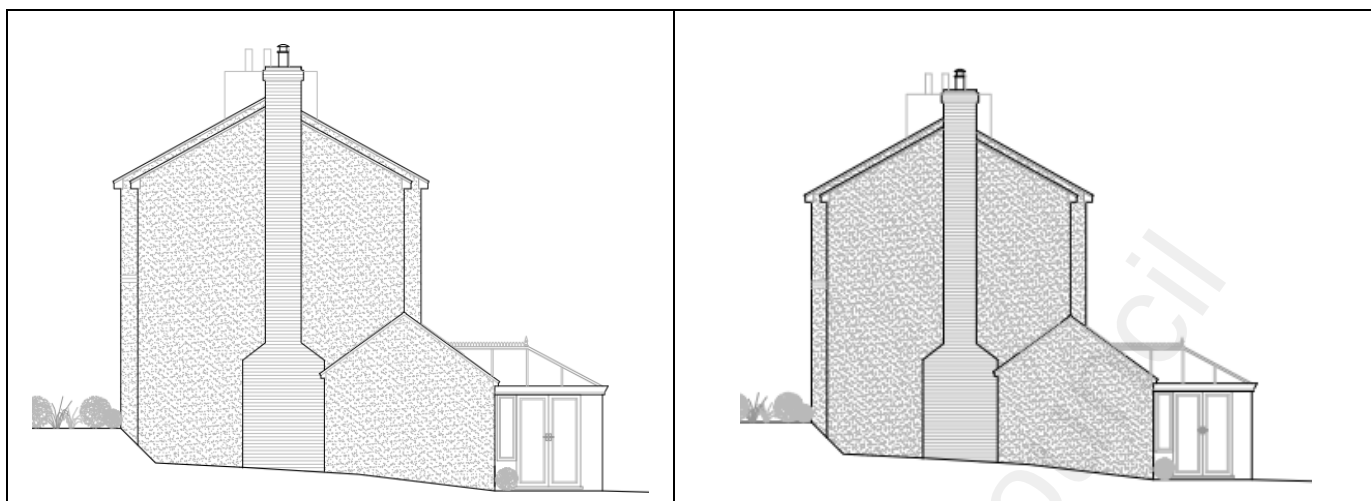
additions result in increased bulk and incongruous appearance which is both inappropriate development within and harmful to the openness of the Green Belt and Higham Arable Farmlands Landscape Character Area, and fails to preserve or enhance the character and appearance of the Shorne Conservation Area. Therefore, the development hereby proposed is contrary to Policies CS02 (Scale & Distribution of Development), CS12 (Green Infrastructure), CS19 (Development and Design Principles) and CS20 (Heritage and the Historic Environment) of Gravesham's Local Plan Core Strategy (2014), saved Policies C13 (Extensions to Dwellings in the Countryside) and TC3 (Development Affecting Conservation Areas) of Gravesham Local Plan First Review (1994) as well as Sections 12, 13, 15 and 16 of the National Planning Policy Framework (2021).'

Proposed Development

This application proposes the erection of a two storey side extension as well as the erection of a single storey rear extension.

The screenshots below demonstrate the changes proposed:

Previous Application (refusal ref. 20211162)	Proposed Elevations (Current)
	
	



Existing Elevations



The side extension will increase the height of the existing side addition by 2.45m, with a maximum height of 7.1m. The eaves height will match the main dwelling, and the extension will have with a width of 4.15m (which includes the extended chimney) and a depth of 5.82m. It will be set-down from the main ridge by 0.21m, and is set-back from both the front and rear elevations by approximately 0.38m each side. There will be one large window on the front elevation and two small windows at the rear. As part of the extension, the existing chimney breast will be extended above the height of both the original dwelling and the proposed side extension.

The single rear extension will have a depth of 3.7m but projects from the flank wall of the side extension and extends beyond the rear wall of the original building which would be flush with the existing single storey rear addition. The single storey side addition at lower ground level would have a width of 3.47m, projecting out beyond the proposed side extension by 3.4m. It is designed with a gable end, with a height of 3.9m (to the rear) and an eave height of 2.4m. There will a small window and rooflights on the front elevation, with two rear facing windows, double doors with supporting windows and two rooflights to the rear roofslope.

The extensions will create space for a lounge, utility room and wc on lower ground floor, more lounge space at ground floor, as well as a new study, master bedroom and bathroom on the second floor. The proposed first floor plans have not made it clear how the floor space might be used.

Extension to Dwelling

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

There are five principle issues in determining this application;

1. Is the proposed development appropriate in the Green Belt?
2. The effect of the proposal on the openness of the Green Belt;
3. The effect on the character and appearance of the area;
4. Impact on the Conservation Area;
5. Other matters;
6. Any very special circumstances;
7. Impact on the Landscape; and
8. Other Matters.

1. Is the proposed development appropriate in the Green Belt?

There are strict policy considerations within the Green Belt whereby paragraph 147 of the National Planning Policy Framework (NPPF) (2021) states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 goes on to say that very special circumstances will not exist unless the potential harm to the Green Belt, by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt unless it falls within the specified exceptions. The relevant exception to consider for this application is part (c) of paragraph 149 of the NPPF which states that it may be acceptable to extend or alter a building provided it does not result in disproportionate additions over and above the size of the original building.

In determining this proposal account will be taken of Saved Policy C13 (LPFR) which relates to extensions to dwellings in the countryside. It sets out a number of criteria that should be met when considering proposals for domestic extensions. As the policy pre-dates the NPPF, the weight attached to the policy must be considered carefully, with greater weight being given where the approach is consistent with paragraph 149 of the NPPF.

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

In this case, the dwelling has already exceeded its one third limit set out in saved policy C13, with the erection of the single storey side extension. The delegated officer's report for that application (ref. 20010074) stated that that extension slightly exceeded the one third limit but was deemed acceptable as it was the stairs in the rear part of the extension that took the extension over but the stairs would otherwise have been an external feature. Since the 2001 application, a conservatory has been erected at the rear of the property, which further exceeded the one third limit.

The table below shows a comparison of the footprint and floorspace calculations of the original dwelling and the proposed extended dwelling.

	Original Dwelling	Proposed Extended Dwelling	% increase above original
Footprint (m²)	25.8m ²	81.5m ²	215.8%
Internal Floorspace Area	60.5m ²	128.6m ²	112.5%

(m ²)			
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The calculations demonstrate that the proposed additions to the dwellinghouse exceed the one third limit set out in saved policy C13. Therefore purely in numerical terms, the extension is contrary to the local plan Green Belt policy, potentially representing a disproportionate increase over the original floor area of the building. The volume calculations of the extensions, over the original dwelling, have not been calculated in this application and will instead be visually assessed.

However the numerical calculation forms only a part of the overall assessment. Paragraph 149 of the NPPF states that it may be acceptable to extend or alter a building provided it does not result in disproportionate additions over and above the size of the original building. It does not provide a figure.

The proposed extensions are considered to be disproportionate additions to the host dwelling. Even though the side extension is subservient and set back from the principle elevations, it is inappropriate in terms of scale and represents an extension to the terrace. The width of the extension exceeds that of the original dwelling, as demonstrated in the annotated screenshots below.



Similarly, the rear extension projects beyond the flank wall of the existing side extension, which disproportionately elongates the original character of the slim terraced dwelling. As such, the bulk, massing and scale of the additions are disproportionate, over and above the original property. It is therefore considered that the proposed development would result in a disproportionate addition to the property and as such the proposal would be inappropriate development which is by definition, harmful to the Green Belt. It is therefore contrary to Policy CS02 (LPCS), saved Policy C13 (LPFR) and paragraph 149 of the NPPF.

2. *The effect of the proposal on the openness of the Green Belt*

Paragraph 137 states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. It also states that the essential characteristics of Green Belts are their openness and permanence.

Any new built form of development is likely to impact on the openness of the Green Belt, however it is important to establish the degree of harm caused. The two storey extension will effectively create a first floor extension above the existing single storey side extension and would increase the width of the terrace, essentially replicating a new dwelling on the side. The increased height will close an area of openness within the Green Belt, and although it is subservient to the main dwelling, it adds substantial bulk to the side of the dwelling which is considered harmful. Moreover, the single storey rear extension projects beyond the flank elevation of the existing side extension, further impacting on the openness of the Green Belt. The dwelling is also located in a prominent visual position, adjacent to open countryside;



Therefore, the proposed extension to the terraced dwelling increase its built form substantially, which is unsympathetic and harmful to the open, permanence of the Green Belt, contrary to Paragraph 137 of the NPPF as the extension fails to prevent urban sprawl by keeping land permanently open.

Reference back to paragraphs 147 and 148 of the NPPF informs us that inappropriate development in the Green Belt should not be approved except in very special circumstances and that very special circumstances will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Whether the development causes any other harm and whether there are any other relevant considerations to balance the overall planning argument, should now be considered.

3. The effect on the character and appearance of the area

Policy CS19 (Development and Design Principles) (LPCS) states that new development will be visually attractive and locally distinctive. It should also conserve and enhance the character of the local built and natural environment and integrate well with the surrounding area.

The proposed extensions are designed with similar features to the host dwelling, will be finished using matching materials and adopt good design practice of subservience and set-back. However, as aforementioned in this report, the scale of the extensions are inappropriate to the host dwelling and the wider terrace it forms part of. The two storey side extension creates the appearance of a new dwelling elongating the terrace, but also is disproportionate to the width of the host dwelling. The rear extension further elongates the property and terrace by projecting beyond the side elevation of the existing (and proposed) side extension. In addition, the proposed front first floor window is out of scale and at odds with other fenestration on the property, which has not been rectified since the refused application. This is further enhanced by the prominent location of the property when approaching from the south.

Overall, the extensions to the dwelling elongate a historic terrace and are subsequently out of scale and disproportionate to the terrace and host dwelling itself. As such, the extensions are considered contrary to Policy CS19 (LPCS) and Section 12 (NPPF) which seek to ensure developments are well-designed.

4. Impact on the Conservation Area

The property is located within the Shorne Conservation Area and is listed within the conservation area appraisal (2017). It forms one of three former workers terraced properties, which are two storey with basement levels. The extensions to the property will elongate the terrace disproportionately, are out of scale with the host dwelling and would therefore have a harmful impact to their historic character. It is noted that the materials will match the terrace, but does not outweigh the harm to the Conservation Area. As such, the development proposed fails to preserve or enhance the character and appearance of the Shorne Conservation Area, fails the statutory test of S72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and is contrary to Policy CS20 (LPCS) and Saved Policy TC3 (LPFR).

5. *Other matters*

Amenity of Future Occupiers

The proposal will safeguard the amenity of future occupiers. The garden is large and will not be significantly reduced as part of this development. The rooms proposed are in accordance with Gravesham's Residential Layout Guidelines (2020) and will receive sufficient natural light. Therefore, the development is considered to safeguard the amenity of future occupiers in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Neighbouring amenity

The development hereby proposed will not have any material impact on the amenity of neighbouring properties in terms of loss of light, loss of privacy, outlook or sense of enclosure. No representations have been received. As such, the proposal is considered to safeguard amenity of surrounding properties in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Parking and Highways

There are no parking or highway issues related to this proposal.

6. *Very special circumstances*

No specific arguments have been put forward by the applicant in relation to the assessment of 'very special circumstances'.

7. *Impact on the Landscape*

In addition to being within the Green Belt, the site is located within the Higham Arable Farmlands Landscape Character Area. This area is characterised by very gently undulating topography of open arable farmland with pockets of orchards and garden nurseries. The developments spread from the original Saxon settlement of Lower Higham in the North, with more contemporary developments in the South around main road networks.

Policy CS12 (LPCS) seeks to protect the Green infrastructure within the Borough and states at 5.7.26 the overall landscape character and valued landscapes will be conserved, restored and enhanced.

The proposed development is considered to harm the Higham Arable Farmlands landscape by erecting a two storey side extension/rear extension that projects beyond the flank wall.

As such, the development will disrupt the open character of the farmlands contrary to Policy CS12 (LPCS).

8. *Other Matters*

There have been comments from a Ward Councillor commenting on the relevance of the 'one third' rule, whether the property should even be within the Green Belt and also disagrees with the previous decision to refuse the previous similar application (ref 20211162). While the comments are noted, but the LPA are of the view the application has been considered in accordance with local and national policy.

Conclusion and Balancing Exercise

The application has been fully considered and it is contrary to local and national planning policy.

The extensions proposed will materially alter the character and appearance of the terrace and the host

dwelling within the Shorne Conservation Area. The inappropriate scale, bulk and massing of the extensions harm the openness of the Green Belt, are representative of disproportionate additions over and above the original dwelling and harmful to the open character of the Higham Arable Farmlands landscape character area. As such, the proposed development is contrary to Policies CS02, CS12, CS19 and CS20 (LPCS), saved policies C13 and TC3 (LPFR) as well as Sections 12, 13 and 16 (NPPF).

Therefore, it is recommended that planning permission is refused.

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

Case Officer:	Ms Genna Henry	Team Leader:	Richard Hart
Signed:	<i>G.Henry</i>	Signed:	<i>R Hart</i>
Dated:	22nd June 2022	Dated:	22nd June 2022