



Delegated Report

Full Planning Application

Application No:	20220255
Location:	27 Old Perry Street, Northfleet, Gravesend, Kent, DA11 8BT
Description:	Erection of 2no semi-detached dwellings comprising of 1no three bed and 1no four bed with associated parking as a replacement of the existing house.
Applicant:	Mr Pardip Saron
Site Visit:	03/05/2022

Submitted Documents/Plans

- Application Form - dated 08/03/2022;
- Covering Letter - dated 08/03/2022;
- Design and Access Statement - dated 03/2022;
- Supplementary Information - Highway Technical Note (Pulsar Transport Planning) - dated 08/07/2022;
- Supplementary Information - Topographical Survey (scale - 1:200);
- Drawing no. 3405-003 - Rev. F - Proposed Plans and Elevations;
- Drawing no. 3405-004 - Rev. A - Existing Site Plan and Elevations;
- Drawing no. 3405-005 - Rev. B - Proposed Site Plan (scale - 1:200).
- ~~• Drawing no. 3405-002 - Rev. C - Proposed Site Plan with visibility splay (scale - 1:100) - SUPERSEDED;~~
- ~~• Drawing no. 3405-002 - Rev. D - Proposed Site Plan with visibility splay (scale - 1:100) - SUPERSEDED;~~
- ~~• Drawing no. 3405-003 - Rev. D - Proposed Plans and Elevations - SUPERSEDED;~~
- ~~• Drawing no. 3405-004 - Existing Site Plan and Elevations - SUPERSEDED;~~
- ~~• Drawing no. 3405-005 - Proposed Site Plan with visibility splays (scale - 1:200) - SUPERSEDED;~~
- ~~• Drawing no. 3405-005 - Rev. A - Proposed Site Plan with visibility splays (scale - 1:200) - SUPERSEDED.~~

Preliminary Matters

The proposal has been altered following discussions and concerns with highway issues relating to the accesses for the new dwellings. The proposed new access failed to achieve vehicular visibility splays, and even with a transport technical note the proposal was not considered acceptable. The agent was notified of the recommendation of refusal from KCC Highways and GBC Highways Officer, and the proposal was altered to utilise the existing access, which will be shared by both new properties. This was considered to be a workable compromise and acceptable in terms of highways.

Plan Note

Due to the changes to the layout of the proposed dwellings, and the removal of the additional access, 'drawing no. 3405-002' has been superseded from the plans for this application. The revised layout is

shown in 'drawing no. 3405-005 - Rev. B' and therefore the agent was not contacted to provide a revised drawing and the incorrect plan was superseded by the Local Planning Authority.

Relevant Planning History

No relevant planning history.

Pre-application Enquiry - Even though there is no relevant planning history for this property, the applicant applied for pre-application advice for a similar development in 2022. The conclusions from the pre-application report were:

"For the reasons set out above this proposal may be considered favourably if submitted for planning permission subject to the issues relating to loss of outlook and highway safety being satisfactorily addressed."

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 - Sustainable Development
- CS02 - Scale and Distribution of Development
- CS11 - Transport
- CS12 - Green Infrastructure
- CS14 - Housing Type and Size
- CS15 - Housing Density
- CS18 - Climate Change
- CS19 - Development and Design Principles

Gravesham Local Plan: First Review (1994)

- T1 - Impact of Development on the Highway Network
- T5 - Access to the Identified Highway Network
- P3 - Vehicle Parking Standards

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 4 - Decision making
- Section 5 - Delivering a sufficient supply of homes
- Section 8 - Promoting healthy and safe communities
- Section 9 - Promoting sustainable transport
- Section 11 - Making effective use of land
- Section 12 - Achieving well-designed places
- Section 14 - Meeting the challenge of climate change, flooding and coastal change
- Section 15 - Conserving and enhancing the natural 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 Guidance SPD (2021)

Other Supplementary Planning Guidance

- Department for Transport - Manual for Streets (2007)
- Kent County Council - Vehicle Crossing Guidance: Self-Assessment (2018)

Consultations, Publicity and Representations

External Consultees

KCC - Heritage - The site lies within an area of multi-period archaeological potential. However it is considered unlikely that these proposals would have a significant below-ground archaeological impact and have no further comments to make in this case.

Local Ward Councillors - No comment received.

Internal Consultees

GBC - Highways Officer - *Comment on Revised Layout (14/07/2022)* - The revised layout looks much better. It would be ideal to have a swept path drawing to demonstrate on site turning, however this is not required by Gravesham's policy.

It would be nice to widen the access, but as it is existing and an extra dwelling would not add that much traffic, it is something we should be able to live with. Also, the road length is short and as demonstrated by their speed survey, speeds are not excessive.

We finally have a workable compromise and I have no objections.

NOTE - the above comment from the Highways Officer is based on the revised layout. All previous comments on the originally submitted parking arrangement have not been included as they are no longer relevant.

Neighbouring properties

A notice was displayed on site 24th March 2022.

In addition, eleven surrounding properties were consulted and four representations were received, all objecting to the proposed development. The representations raised both material and non-material planning considerations, listed below:

Please note: only the material planning considerations are relevant within the decision making process.

Material Planning Considerations:

- Out of Character with surrounding area
- Out of Scale
- Loss of Light
- Loss of Privacy
- Increased Noise from use
- Poor visibility splays from driveways

- Increase in traffic
- Loss of Biodiversity - removal of trees and shrubs on site

Non-Material Planning Considerations:

- Request to safeguard existing trees through Tree Preservation Orders (TPOs)

The overall consultation period expired on 22nd April 2022.

Officer's Analysis

Given Gravesham's current inability to demonstrate a 5 year housing land supply (a 3.27 year supply has most recently been calculated within the statement published here), and as the delivery of housing was substantially below (less than 75%) that required by the Housing Delivery Test, the housing delivery element of Gravesham's Local Plan Core Strategy (LPCS) (2014) Policy CS02 must be regarded to be out of date, as required by the Paragraph 11(d) of the National Planning Policy Framework (NPPF) (2021). This requires that in 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.

In the Gravesham context, the policies referred to in paragraph 11(d)(i) above are those set out in the NPPF at footnote 7 (rather than those in development plans) relating to any of the following:

- Habitats sites (and those sites listed in NPPF paragraph 182)
- Sites of Special Scientific Interest;
- Green Belt,
- Local Green Space,
- Areas of Outstanding Natural Beauty
- Irreplaceable habitats;
- Designated heritage assets (& other heritage assets of archaeological interest, see NPPF footnote 68); and
- Areas at risk of flooding or coastal change.

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 development plan policy, the need to make efficient use of land (paragraph 125(c)) in context, 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 '1' residential units would offer a minimal but important contribution towards meeting this local need and, accordingly, officers considers that this should be accorded appropriate weight in support of the application. However, this has to be balanced against other requirements of the NPPF (2021) which requires new development to contribute positively 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 71 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

27 Old Perry Street is a detached bungalow located on the eastern side of the highway. The property is on a generous plot elevated above the highway, with a decorative retaining wall. It benefits from a detached garage to the north and a single width driveway.

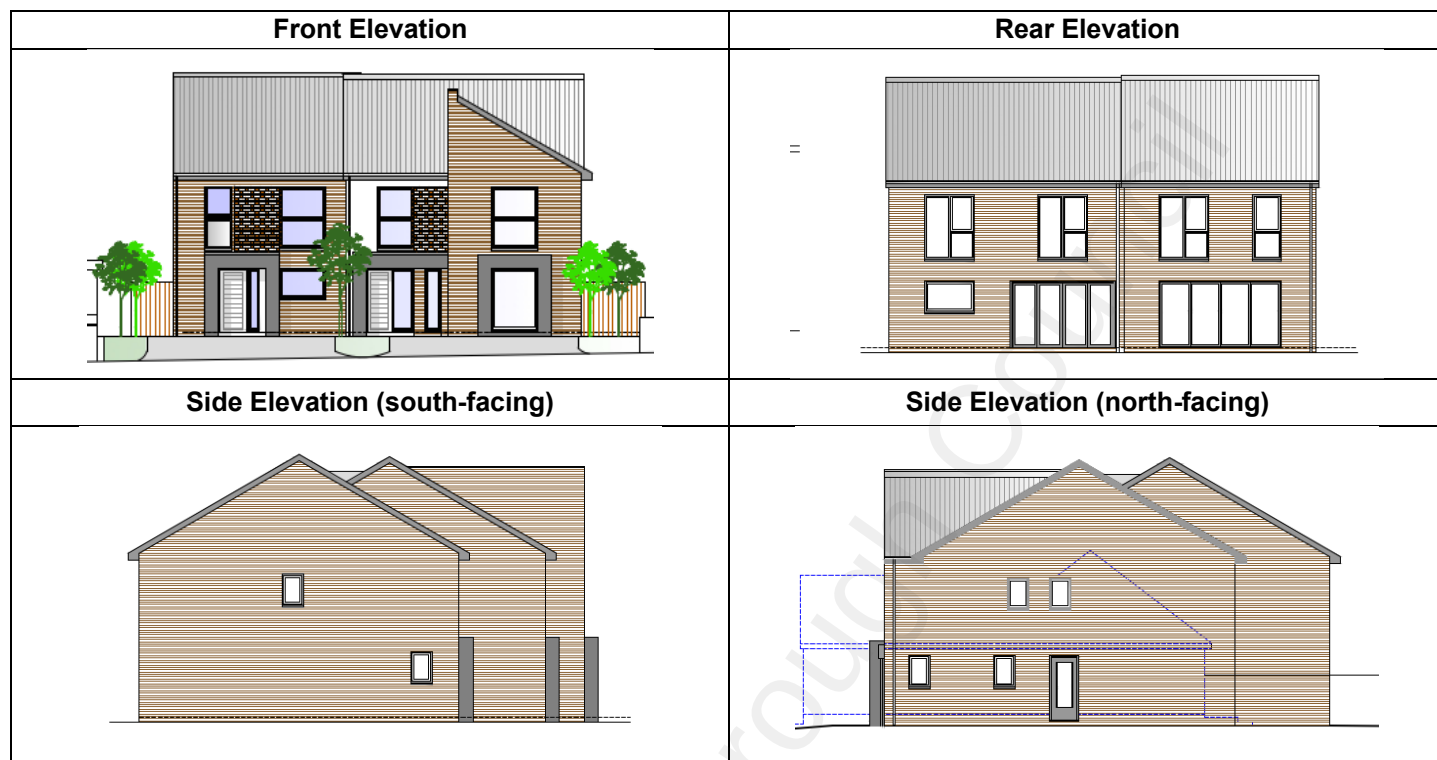


The surrounding area contains a mix of residential, commercial and community uses. The architectural style of buildings is extremely varied, with a mixture of single and two-storey detached and terraced dwellings that are finished in varied materials, which adds to the mixed character of the locality. There is also a detached two-storey public house (the Six Bells Public House and Restaurant), a single storey building in commercial use as an employment agency, a single storey building in community use and a range of substantially sized buildings which are part of a local leisure centre.

Description of the Proposal

This application proposes the demolition of the existing bungalow and the erection of no.2 semi-detached properties. The properties will have a mix of 3 and 4 bedrooms, each will have associated parking and private garden areas. The frontages will be a mixture of soft landscaping and hard paving, with the existing crossover being shared by both new properties.

The new properties will have a modern, contemporary design. The building lines will stepped down and stepped back from each other, and are relatively uniform with the exception of a forward projecting monopitched roof form. The properties will be finished in a mixed brick/render finish and grey roof tiles.



The properties will have a gross internal floor area of 100m² (north) and 126m² (south) and will have the following dimensions:

Dwelling 1 (north)

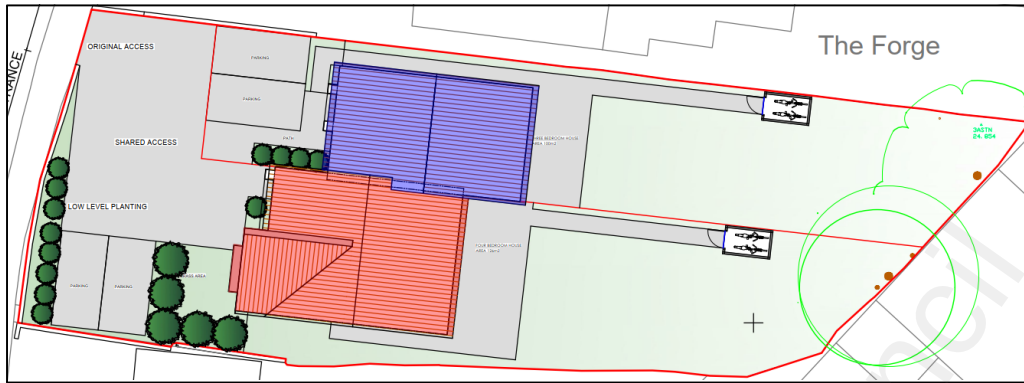
- Depth - 10.2m
- Width - 6m
- Height (max) - 8.45m
- Height (eave) - 5.6m

Dwelling 2 (south)

- Depth - 11.2m
- Width - 7.7m
- Height (max) - 8.5m
- Height (eave) - 5.6m

The southern (4 bedroom dwelling) will have an open plan kitchen/diner at the rear, a living room to the front, as well as a utility room at w.c on the ground floor. There will be three double bedrooms and a single bedroom at first floor, with an ensuite serving the master bedroom and a family bathroom. The northern (3 bedroom dwelling) will have an open plan living/diner at the rear, a kitchen to the front and a w.c on ground floor. There will be two double bedrooms and a single bedroom at first floor, with an ensuite serving the master bedroom and a family bathroom.

The sizes of each room and the proposed garden area for each dwelling are as follows:



Room	Floor Area	
	Dwelling 1 (north)	Dwelling 2 (south)
Kitchen/Diner		31.5m ²
Living/Diner	28m ²	
Living Room		19.7m ²
Kitchen	8.8m ²	
Utility		4.6m ²
W.C. (ground)	1.8m ²	1.8m ²
Bedroom 1 (Master)	13m ²	14m ²
Bedroom 2	12.5m ²	15m ²
Bedroom 3	8.5m ²	13m ²
Bedroom 4		8m ²
Bathroom	5.25m ²	5.25m ²
Ensuite	3.3m ²	3.3m ²
Garden	169m ²	169m ²

Principle of Development

The site is defined on the Policies Map of the Gravesham Local Plan Core Strategy (the Core Strategy) as lying within the urban area. Policy CS02 of the Core Strategy prioritises development in the urban area as a sustainable location for development. As such, there is no objection to the broad principle of residential development within this location subject to it meeting the detailed requirements of government and development plan policy.

The principle considerations in the assessment of this application are:

- Design, Character and Appearance
- Amenity of Future Occupiers
- Neighbouring Amenity
- Parking and Highways
- Any Other Material Planning Considerations

Design, Character and Appearance

In light of the mixed character of development within this area, there is no objection to the design and appearance of the proposed dwellings. The properties are considered to broadly complement the scale and siting of the terraced properties immediately to the south of the site. In addition, the two dwellings would sit comfortably on this plot and would not result in a cramped appearance or an overdevelopment of the site. The proposed materials are consistent with the modern design of the properties, but are not notably different from the facing brickwork and rendered appearances of other dwellings within the locality. Nevertheless, should permission be granted conditions would be attached to the decision notice to ensure

that details of materials are submitted and approved, in writing, by the Local Planning Authority.

Some neighbour representations commented on the proposed dwellings being out of character and out of scale with the surrounding area. Although the two storey dwellings will be at a larger scale than the existing bungalow, as aforementioned in this section they are of a similar scale to the surrounding two storey terraced dwellings within the street scene. The two new dwellings will be set-down below the height of the neighbour to the south, following the declining topography of Old Perry Street. Moreover, the properties are set-back from the building line of the neighbour following the established character of the street scene. Overall, these strategies ensure that the properties integrate well into the wider context and are not considered to cause any harm to the character of the area.

Therefore, subject to the use of appropriate materials, it is considered that the proposal is a good quality design in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Amenity of Future Occupiers

Policy CS19 (LPCS) requires that all development should be 'fit for purpose' and be 'adaptable to allow changes to meet the need of users' and that 'the design and layout of new residential development, including conversion, will accord with the adopted Residential Layout Guidelines' (RLG) (2020). Moreover, on 25 March 2015 the Government issued a written ministerial statement, which introduced new technical housing standards in England and set out how these would be applied through planning policy. These standards came into effect on 1 October 2015.

The Nationally Described Space Standards (2015) require a two storey dwelling, with different floor areas depending on the number of occupants. For a five person dwelling, such as dwelling 1, the floor area should have a minimum 93m², with built in storage space of 2.5m². For a seven person dwelling, such as dwelling 2, the floor area should have a minimum of 115m², with built in storage of 3m². Given that the gross internal floor area of 100m² and 126m² respectively, both of the proposed dwellings accord with the recommendations within the Nationally Described Space Standards (2015).

Notwithstanding this, Gravesham's RLG breaks down the measurements further, recommending minimum floor areas for specific rooms as shown in the table below. These recommended minimum floor areas have been compared to the proposed room sizes within the property for comparison.

	RLG (minimum floor area)	Proposed Room Size	
		Dwelling 1 (north)	Dwelling 2 (south)
Kitchen/Diner	12m ²		31.5m ²
Living/Diner	18m ²	28m ²	
Living Room	13.2m ²		19.7m ²
Kitchen	7.2m ²	8.8m ²	
WC	1.3m ²	1.8m ²	1.8m ²
Double Bedroom	11.2m ²	13m ²	14m ²
		12.5m ²	15m ²
			13m ²
Single Bedroom	6.5m ²	8.5m ²	8m ²
Bathroom	3.6m ²	5.25m ²	5.25m ²
Ensuite	3.6m ²	3.3m ²	3.3m ²

The table demonstrates that the majority of rooms provided within the dwellings are in accordance with the RLG, with the exception of the ensuite bathrooms. Although these rooms are contrary to minimum guidance, these are not considered to be detrimental to the amenity of future occupiers. The ensuite bathrooms only include shower basins and therefore can be smaller than the expected bathroom & WC requirements of the RLG.

Further to the room sizes, the RLG states that new developments should provide acceptable private amenity space. The garden area for the proposed dwellings include cycle store/shed, which reduce the size

of the private amenity space. The RLG states that a garden area for a three bedroom property should have a minimum depth of 10m and a minimum area of 60m², which increased to 10m and 100m² respectively for a four bedroom property. The gardens within the proposed development exceed the guidance, with the area of both gardens being 169m² and the shallowest with a depth of 24.2m. Therefore, the amenity space provided is in accordance with the RLG.

In addition, the new properties will not be overlooked or overshadowed.

The dwellings proposed will provide acceptable living conditions for future occupiers, sufficient private amenity space as well as good levels of natural lighting and ventilation. As such, the development is considered to safeguard the amenity of future occupiers and is in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Neighbouring Amenity

The erection of the two semi-detached dwellings in this location is not considered to cause material harm to the amenity of any adjoining property in terms of loss of light, loss of privacy, outlook or sense of enclosure.

Due to the design, scale and siting of the proposed dwellings, the development is not considered to have any significant impact on neighbouring occupiers in terms of loss of sunlight/daylight. The proposed properties are located to the north of the immediate neighbour and with the path of the sun will not impact on their amenity through loss of light.

There are two flank windows at first floor, with two further windows and a door at ground floor facing the neighbouring property (Belmont). The first floor windows serve bathrooms, which would be obscure glazed to protect privacy of future occupiers of the dwelling and the neighbouring residents. In terms of the ground floor windows and door, due to the neighbours being elevated above the site will not impact on the amenity of the neighbour. Moreover, the flank windows on the neighbouring property (Belmont) are obscure glazed and therefore will not impact on the privacy of future occupiers.

Moreover, the rear windows of the proposed dwellings would be approx. 43m from the windows of the adjoining properties at the rear. The RLG states that the minimum window-to-window distance over private garden areas should be a minimum of 26m, and therefore the proposed development will safeguard the privacy of those properties adjoining at the rear.

In the pre-application, there were concerns that the development would be unneighbourly by virtue of a loss of outlook. However, the proposed dwellings are set in from the shared boundary with the neighbouring properties, and although they will extend significantly beyond the rear elevation of the neighbours will not result in a harmful loss of outlook or sense of enclosure.

The representations received from neighbouring properties raised a number of material planning considerations:

- Out of Character with surrounding area
- Out of Scale
- Loss of Light
- Loss of Privacy
- Increased Noise from use
- Poor visibility splays from driveways
- Increase in traffic
- Loss of Biodiversity - removal of trees and shrubs on site

Many of these concerns have been addressed in the design considerations and earlier in this section of the report. The highway and traffic issues, as well as the biodiversity impacts will be discussed in later sections of the report.

In terms of noise generating from use, the proposed dwellings are replacing a bungalow, which is a residential property. Therefore, the use will not change and the noise created post-development will not adversely impact the amenity of surrounding properties.

Overall, the proposed development will safeguard the amenity of adjoining properties in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Parking and Highways

The proposed properties will each have associated parking on hard-paved driveways at the front. The properties will share the existing access and crossover. There are two parking spaces for each property with dimensions of 2.5m (width) and 5m (depth) per space. These dimensions accord with the Gravesham's adopted parking standards (SPG4) (2006) and will accommodate two vehicles per dwelling, which corresponds with the requirements set out in SPG4.



Some of the neighbour representations expressed concern with traffic and additional driveways on the road. One neighbour stated that there have been applications made for new driveways and vehicular crossovers refused by the Local Planning Authority on Old Perry Street, however when reviewing the planning history on the street there was no evidence of recent refusals for solely driveways, but for larger developments that would impact the setting of a Listed Building. The neighbouring properties were not re-consulted on the revised layout, as the revised layout would not alter the existing access and there would be no material change to the existing arrangement that would impact amenity.

There are no concerns with pedestrian visibility splays and the existing access has acceptable vehicular visibility splays. The Highways Officer has raised no objection to the revised layout and sharing of the access. Although the additional dwelling sharing the access would proliferate its use and create more traffic, this was not a concern for the Highways Officer.

The Local Planning Authority will attach conditions to the decision notice to ensure that both pedestrian and vehicular visibility splays are maintained.

Overall, the proposed development is acceptable and the sharing of the existing access complies with visibility requirements of highway policy. The proposal has overcome concerns from the pre-application discussion and delivers appropriate visibility splays. Therefore, the proposed development is in accordance with Policy CS11 (Transport), saved Policies P3 and T5 of Gravesham's Local Plan First Review (LPFR) (1994), SPG 6: Planning Policy for Vehicular Accesses to Classified Highways (2009), Department for Transport's Manual for Streets (2007) and Kent County Council vehicle crossing guidance (2018).

Any Other Material Planning Considerations

Refuse - Policy CS19 (LPCS) requires new development to incorporate appropriate facilities for the storage and recycling of waste.

The plans submitted do not show any allocated refuse area. However, there is adequate space at the side

of each property that could accommodate wheelie bins. The future occupiers would be required to place their refuse containers out towards the highways on collection day, and return them to the property following collection. This is the same strategy for other properties within the surrounding area.

Ecology and Biodiversity (Bird Mitigation) - The Thames Estuary and Marshes Ramsar site and Special Protection Area (SPA) are internationally important for nature conservation as the area is a wetland and supports important numbers of wintering water birds and migrating birds. There has been a decline in the number of birds using these sites in recent years. Studies show that this could be due to people using the estuary and marshes for recreation purposes. The North Kent Bird Disturbance Report concludes that all new housing development within 6km of the North Kent Ramsar Sites or Special Protection Areas (including the Thames Estuary and Marshes) and larger housing development beyond 6km from the sites could have an adverse impact on them. This is because new housing development is likely to lead to further increases in recreational use of the sites, which means that further declines in the bird population cannot be ruled out. Possible mitigation measures are set out in the Thames, Medway and Swale Estuaries Strategic Access Management and Monitoring Strategy. Having considered a number of options, the Council have decided to impose a tariff on new housing development. Developers will need to pay £275.88 for every new dwelling provided within 6km of the Ramsar site and SPA and for larger housing developments beyond 6km from them. The money raised will be used to pay for schemes to avoid the adverse impacts of new housing development on the birds.

In this instance, the proposed development would result in the creation of an additional residential property and as such, additional recreational activity would result. Therefore, it is considered that there would be an adverse impact to the Thames Estuary and Marshes Ramsar Buffer Zone, which should be mitigated in line with Policy CS12 (LPCS). In such cases the Borough Council has adopted a tariff that is payable for each new dwelling unit within 6km of the SPA/Ramsar site of £ 275.88 per new dwelling unit.

The applicant has completed the SAMMS Mitigation Contribution Agreement and therefore complies with the requirements of the Habitat Regulations, as well as Section 15 (specifically paragraphs 180 and 181) of the NPPF and Policy CS12 (LPCS).

Impact on Biodiversity - the development will not significantly reduce the biodiversity on site, through increased footprint, which would be offset by some soft landscaping. However, it was evident on site that a number of trees and shrubs that were shown on the original plans have been removed. Although these trees and shrubs were not protected, their removal has resulted in a loss of biodiversity. Section 15 of the NPPF states that development should result in a biodiversity net gain. Therefore, the development has resulted in a loss of biodiversity and whilst some attempt has been made to offset the loss through landscaping at the front, this would not comply with the requirements of net gain within the NPPF. As such, the Local Planning Authority will attach conditions to the decision notice to ensure that full details of hard and soft landscaping are submitted to, and approved in writing.

Conclusion

The application has been fully considered and is in accordance with local and national planning policy.

The development will result in a net increase of one dwelling within the Borough and is located within the urban area, where the principle of new development is considered appropriate. The new dwellings are of good design and although modern will not have any detrimental impact on the street scene, which has properties of varied designs but are predominantly two storey. The amenity of future occupiers and neighbouring residents will be safeguarded, and there are no concerns with highways or refuse. The SAMMS mitigation payment has been made and there will be conditions attached to ensure soft and hard landscaping details are approved by the Local Planning Authority.

Overall, it is recommended that permission is granted subject to conditions.

Recommendation

Permission

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

Case Officer:	Mr Ethan Bonthron	Team Leader:	Miss Faye Hobbs
Signed:		Signed:	
Dated:	2 nd August 2022	Dated:	02 August 2022