

Delegated Report

Householder Planning Application

Application No:	20221244
Location:	49 Hillside Avenue, Gravesend, Kent, DA12 5QN
Description:	Erection of a part one storey/two storey side and rear extension incorporating alterations to the roofline and creation of a vehicle crossover
Applicant:	Mr Ademola Atobaru
Site Visit:	N/A Desktop Assessment

Submitted Documents/Plans

- Application Form - dated 18/01/2023;
- Drawing No. 49HILLS/PD/A/100 - Elevations Floor plans/Roof Plans OS Plan - Existing with Proposed Roof Plan;
- Drawing No. 49HILLS/PD/A/101 - Floor Plans and Elevations - Proposed; and
- Drawing No. 49HILLS/PD/A/102 - Block Plans - Existing and Proposed with Front Layout Plan - Proposed.

Relevant Planning History

No relevant planning history.

Development Plan

Gravesham Local Plan Core Strategy (September 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
- T1 - Impact of Development on the Highway Network
- T5 - Access to the Identified Highway Network

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

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)
- Householder Extensions/Alterations Design Guide (2021)

Consultations, Publicity and Representations

Consultees

Local Ward Councillors - No comment received.

GBC Highways Officer - I have no objections to this proposal, but the driveway would have to be constructed from a bound permeable material installed in accordance with the manufacturers specification.

Given the number of bedrooms will increase by two, two secure and covered cycle spaces should be provided to comply with the requirements of SPG4.

Neighbouring properties

Five surrounding properties were consulted and one response was received. The representation objected to the development, raising the following concerns:

Material Planning Considerations

- Loss of Privacy

Non-Material Planning Considerations

- Private Legal Matters (Boundary Dispute)
 - Boundary wall should be retained
 - Boundary wall must be rebuilt in the same position

Please note that only material planning considerations are relevant to this decision

The consultation period expired on 15.02.2023.

Officer's Analysis

49 Hillside Avenue is a two storey semi-detached property located on the northern side of the highway. The property forms part of a pair of dwellings characterized by sloping catslide roofs and front bay windows.



The street scene is varied in terms of character, with a mixture of two storey dwellings and bungalows, as well as detached, semi-detached and terraced properties. However, the application property and the adjoining neighbour are unique within the street scene. The neighbouring property has installed a driveway and extended to the side in the form of a flat roof dormer window.

Proposed Development

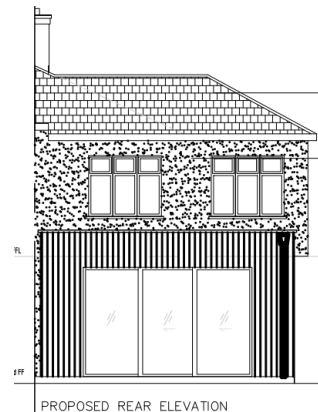
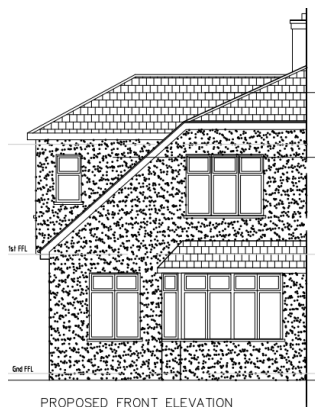
This application seeks planning permission for the erection of a two storey side extension and single storey rear extension, along with the creation of a vehicular crossover and driveway. The side extension would have a flat roof, with a hipped edge and project out beyond the flank wall of the property, overhanging the eaves. The rear extensions would have a flat roof, with a parapet wall and be set-in from the shared boundary. The dimensions of each extension are listed below:

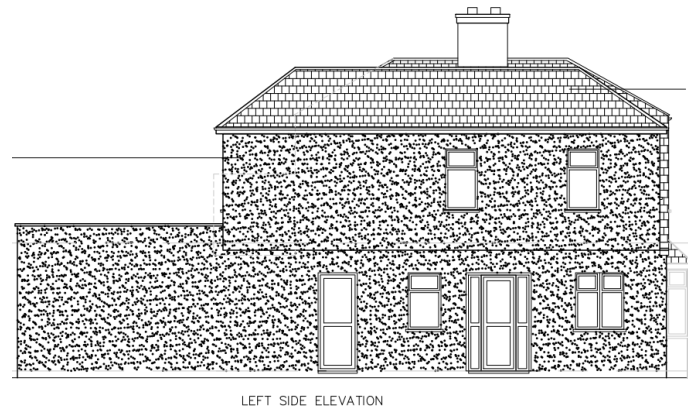
Two Storey Side:

- Depth - 9.55m
- Width - 5.55m
- Height (max) - 6.75m
- Height (eave) - 5.6m

Single Storey Rear:

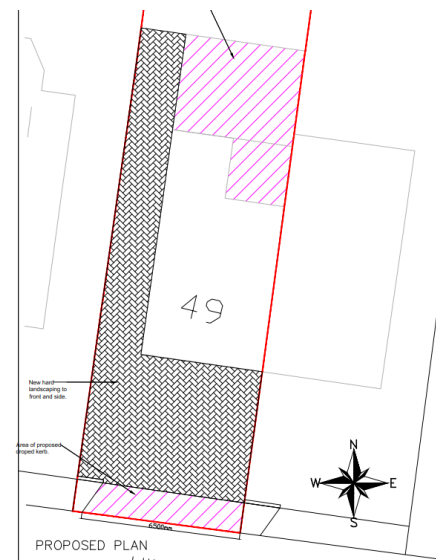
- Depth - 6.1m
- Width - 5.58m
- Height (max) - 3.35m
- Height (eave) - 2.95m





The extensions would create space for an open plan kitchen/living/dining space and a new utility room at ground floor, with two additional bedrooms, a family bathroom and ensuite at first floor. The side extension would be finished in render and tiles to match the existing dwelling. The rear extension would be rendered to match on the flank walls, with a clad rear elevation. There would be two new flank windows with a new window on both the front and rear elevation at first floor level, with bifold doors at the rear providing access to the garden.

The driveway would occupy the entire frontage of the property, with the hardstanding extending up the side of the property. There are no elevation drawings or sections provided, however due to the topography of the land it is assumed that the driveway would be sloping down to the highway. This would involve the removal of all soft landscaping on the frontage.



Design, Character and Appearance

Policy CS19 (Development and Design Principles) (LPCS) states that new development will be visually attractive, fit for purpose and locally distinctive. It also seeks to conserve and enhance the character of the local built, historic and natural environment and integrate well with the surrounding local area, whilst ensuring that the design, layout and form of new development will be derived from a robust analysis of local context and character and make a positive contribution to the street scene, the quality of the public realm and the character of the area.

Gravesham's Householder Extensions/Alterations Design Guidance SPD (2021) set out key principles for developments. Generally, the SPD highlights the importance of new development complimenting and corresponding to existing character and the wider context. In this case, as aforementioned in this report, the immediate context is varied with the exception of the application dwelling and the adjoining neighbour, therefore the extensions to the neighbouring property are material considerations. Furthermore, the SPD

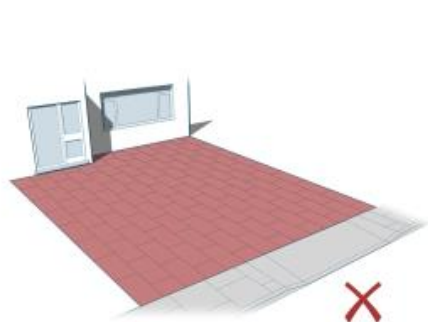
states that extensions should match roof styles and pitches, and that *“in most cases a flat-roofed extension to the front or side, or where clearly visible from the street, will not be supported (unless the original house main roof is flat)”*.

Although set-down from the ridge, this is only marginal and the side extension projects beyond and overhangs the flank wall of the property. It also extends beyond the rear elevation of the property creating a two storey rear extension. It is an incongruous and disproportionate addition that introduces a large flat roof section on the extension which is out of character with the roof design of the existing dwelling. The Local Planning Authority do not support applications proposing flat roofs above single storey level by virtue of their bulky and incongruous appearance, and the SPD clearly states that they will not be supported on the side where clearly visible from the street. Therefore, the side extension fails to respect or respond to the original characteristics of the property due to its size and design, as well as introducing a bulky flat roof.

Whilst it is noted that the adjoining dwelling has a flat roof dormer extension, this dormer is significantly smaller and is proportionate to the host dwelling in terms of scale and is set within the roof slope. Therefore, although the neighbour has extended the roof space, the dormer is not a justification for the excessively bulky addition hereby proposed.

The rear extension is not visible from any public vantage point and will have no impact on the street scene. However, the height of the extension by virtue of the parapet wall is considered to be excessive and the design of the extension could be improved by reducing the height and removing the parapet wall. The extension would also benefit from a reduction in depth to keep the extensions more proportionate to the existing dwelling.

In terms of the driveway, the plans indicate that the frontage of the property would be hard-paved, even though no details have been provided regarding the materials used in the formation of the driveway. No details have been provided in terms of whether the driveway will be sloping or excavated out to be level. The existing front garden is soft landscaped with mature trees and shrubs occupying the frontage, which would be removed to facilitate the driveway. The lack of soft landscaping is considered to be poor design and harmful to the character of the street scene, contrary to guidance given in Gravesham’s newly published Householder Extension/Alteration Design SPD (2021). The SPD clearly states that hardstanding should be proportionate and soft landscaped planting should be provided:



Hardstanding should be proportionate to the size of the dwelling and the relevant car parking standards and avoid paving over a significant amount of the forecourt.



Soft landscaped planted border along all boundaries should be provided in all spaces not specifically defined as parking or turning spaces. Introduce permeable paving to new areas of hardstanding to minimise rainwater run-off issues, as per the requirements of Permitted Development.

This is not the case with this application and the proposed development would result in a harsh, overdeveloped appearance which is harmful to the character and appearance of the street scene. Furthermore, any development should result in a net gain of biodiversity to accord with Section 15 of the NPPF (2021). The proposed driveway would remove all landscaping and replace it with hardstanding, which represents a significant loss of biodiversity contrary to Section 15 of the NPPF (2021).

Therefore, the proposed extensions are bulky and incongruous additions to the property, introducing an inappropriate and large flat roof element. They are also poorly designed which harm the character of the host dwelling and the appearance of the wider street scene. Moreover, the proposed driveway would result in a harsh, overdeveloped appearance which is harmful to the character of the street scene. As such, the proposal is contrary to Gravesham's Design Guidance SPD (2021), Policy CS19 (LPCS) and Section 12 of the NPPF (2021).

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).

The new rooms created in the development are compared in the table below with the minimum requirements from the RLG:

	RLG (minimum floor area)	Proposed Room Size
Kitchen/Living/Diner	25.2m ²	40.3m ²
Utility Room	N/A	
Double Bedroom	11.5m ²	12.6m ²
		9.1m ²
Single Bedroom	6.5m ²	8m ²
		5.5m ²
Bathroom	3.6m ²	3.1m ²
Ensuite Bathroom	3.6m ²	2.4m ²

The table has been colour coded (green complies and red fails) to show which new rooms within the development meet the guidance within the RLG, and clearly demonstrates that a number of rooms are substandard. The two bedrooms are undersized and would provide a cramped living environment for future occupiers. The family bathroom is also undersized, but given that there is a shower room at ground floor level, this is not considered to be harmful to amenity. Similarly, the ensuite is a shower room which requires less space by virtue of a shower basin occupying less floor area than a bath. Nevertheless, the cramped bedrooms are a concern and would fail to provide a good quality living environment for future occupiers.

The garden, post-development, would have an area of approx. 226m² and a depth of 28.5m. Gravesham's RLG states that a four bedroom dwelling should have a minimum garden area of 100m² and a depth of 10m. Therefore, the proposed development would provide an acceptable garden area in accordance with the RLG.

There is a clear conflict with the requirements of the current SPG2 Residential Layout Guidelines (2020), Policy CS19 (LPCS) and paragraph 130f of the NPPF (2021) in respect of the failure to provide a high standard of amenity and living conditions for future occupants of the dwelling.

Neighbouring Amenity

Policy CS19 (LPCS) seeks to protect amenity and ensure acceptable future living conditions. Section 16 of the NPPF (2021) also assists and seeks to ensure developments will function well, do not undermine quality of life and create attractive and comfortable places to live, work and visit and seeks to "secure high-quality design and a good standard of amenity for all existing and future occupants of land and buildings".

The proposed development is not considered to cause any harm to the amenity of adjoining properties in terms of loss of light, loss of outlook or sense of enclosure. The orientation of the properties with north facing gardens means that the single storey rear extension, although excessive in height, will not result in

any overshadowing for the adjoined neighbour. Moreover, the side extension will not impact on the amenity of the neighbour in terms of overshadowing and by virtue of the 4.65m (approx.) separation distance to the neighbours flank elevation will not impact on outlook or create a sense of enclosure to their flank window, which serves the staircase.

A neighbour representation expressed concern with the new flank windows impacting on privacy. The new flank windows in the extension would serve a bedroom and bathroom. The bathroom window would be obscure glazed and the bedroom window is secondary, which if permission were forthcoming could be conditioned to be obscure glazed. However, the new window would face the flank wall of the neighbour and the flank windows on the neighbour do not serve habitable rooms (staircase and dining room) and therefore, even if unobscured is unlikely to impact on privacy.

Overall, the proposed development is not considered to impact on the amenity of any adjoining occupier. Therefore, it is in accordance with Policy CS19 (LPCS) and Section 12 of the NPPF (2021).

The neighbour representation also raised concerns with the removal of the shared boundary wall. The plans do not show the boundary wall and fail to provide much detail. If permission were forthcoming additional details would have been requested, however the boundary wall is a civil matter between neighbours and not a material planning consideration.

Parking and Highways

The proposed development will create a new driveway and vehicular access. The plans are very limited and do not show an elevations or sections of the proposed driveway, nor indicate how many parking spaces would be provided.

Gravesham's adopted parking standards (SPG4) (2006) states that parking spaces should have a width of 2.5m, which increases to 2.7m when adjacent to a boundary, and a minimum depth of 5m. However, the national standard for depth is lower than that given in Gravesham's SPG4, at 4.8m. Therefore, the proposed parking area would have a depth of 6.3m and width of 8m, which would be sufficient space for at least no.2 vehicles. This would be in accordance with the off-street parking requirement for a four bedroom property.

However, the lack of information provided means that the safety of the driveway/access cannot be accurately assessed. Kent County Council's guidance (Vehicle Crossing Guidance Self-Assessment 2022) states that an access should provide 2m x 2m pedestrian visibility splays with no obstruction over a height of 600mm. If permission were forthcoming, further information would have been requested from the agent regarding these matters.

The proposed driveway could provide acceptable off-street parking provision for a four bedroom dwelling in accordance with Gravesham's adopted parking standards (SPG4) (2006). However, the lack of information provided means the safety of the access cannot be assessed.

Conclusion

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

The proposed development is poorly designed, introducing bulky, disproportionate and incongruous additions to the property with a large two storey flat roof section, which harms the character of the host dwelling, its adjoining neighbour and the appearance of the street scene. Moreover, the proposed driveway would result in a harsh, overdeveloped appearance which is harmful to the character of the street scene. As such, the proposal is contrary to Gravesham's Design Guidance SPD (2021), Policy CS19 of Gravesham's Local Plan Core Strategy (2014) and Section 12 of the National Planning Policy Framework (2021).

The extended dwelling would fail to provide a high standard of amenity or acceptable living conditions for future occupants, by virtue of substandard rooms contrary to Gravesham's Residential Layout Guidelines

(2020). Therefore, the proposed development does not safeguard the amenity of future occupiers contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (2014) and Section 12 of the National Planning Policy Framework (2021).

Therefore, it is recommended that planning permission is refused.

Recommendation

Refused

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

Case Officer:	Mr Ethan Bonthron	Team Leader:	Miss Faye Hobbs
Signed:		Signed:	
Dated:	16 th March 2023	Dated:	16 March 2023