

Delegated Report

Householder Planning Application

Planning Application No: 20240124

Location: 49 St James Avenue Gravesend Kent DA11 0EZ

Description: Erection of a single storey side extension, new porch and loft conversion with rear dormer.

Applicant: Mr Bhadare

Site Visit Date: Desktop Assessment

Submitted Documents/Plans

Application Form
Location Plan
Existing Block Plan
Proposed Block Plan
1623/1 – Existing Ground Floor
1623/2 – Existing Roof Plan
1623/3 – Existing Section (Front to Rear)
1623/4 – Existing Section (Side)
1623/5 – Existing Elevations
1623/6 – Proposed Ground Floor
1623/7 – Proposed Loft Room
1623/8 – Proposed Roof Plan
1623/9 – Proposed Section (Front to Rear)
1623/11 – Proposed Loft Section (Side)
1623/12 – Proposed Elevations

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

Paragraph 33 of the NPPF (2023) 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 (2023), the Council will also seek to replace these.

National Planning Policy Framework (2023)

- Section 2 – Achieving Sustainable Development
- Section 12 – Achieving well-designed and beautiful 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

Ward Councillors

No comments received.

Neighbouring properties

9no. surrounding properties were consulted and 0 comments were received from members of the public. The final date to submit comments ended on 15.03.24.

Officer's Analysis

Principle of Development

This application is located inside the Urban Boundary, where alterations and extensions to residential buildings are generally acceptable in principle as per Policy CS02: Scale and Distribution of Development. However, all other relevant matters should be considered. In this instance, the main points to consider would be the potential impact on; Visual Amenity (Design, Character and Appearance), Amenity of Future Occupiers, Residential Amenity of neighbours, Parking and Highway Safety and Potential Contamination.

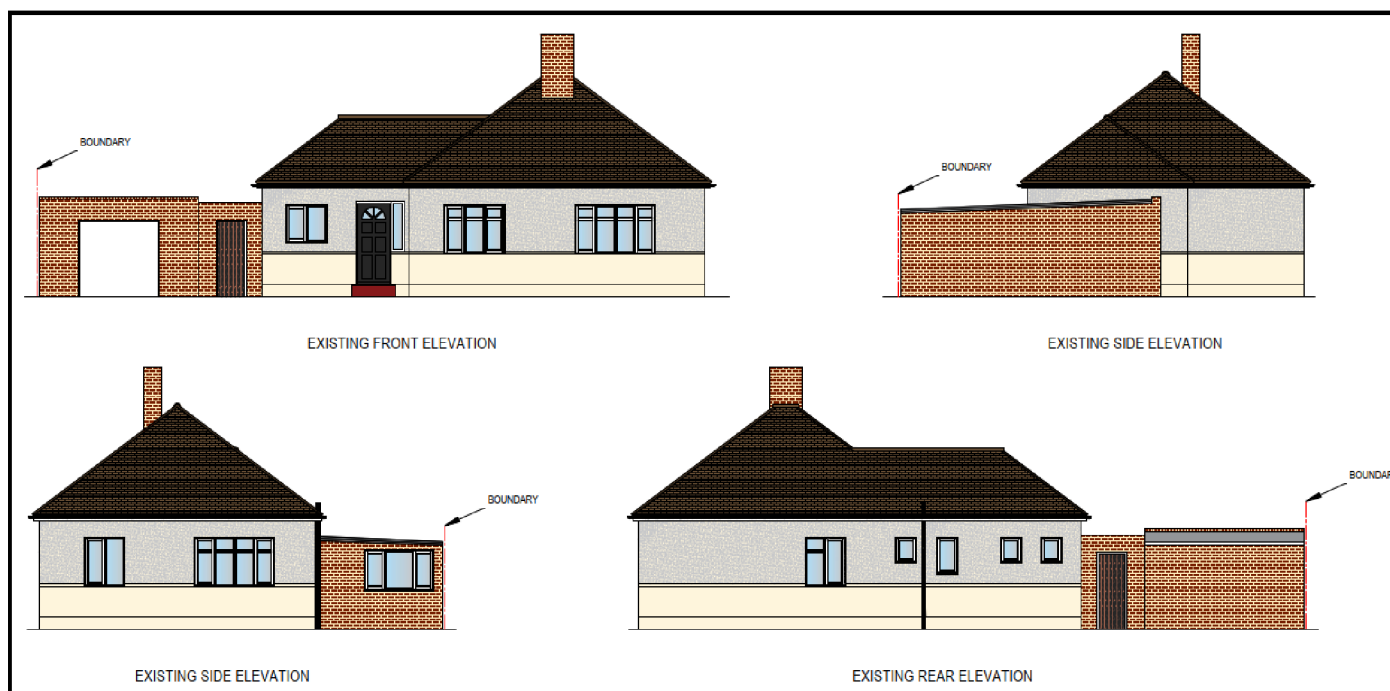
Design, Character and Appearance

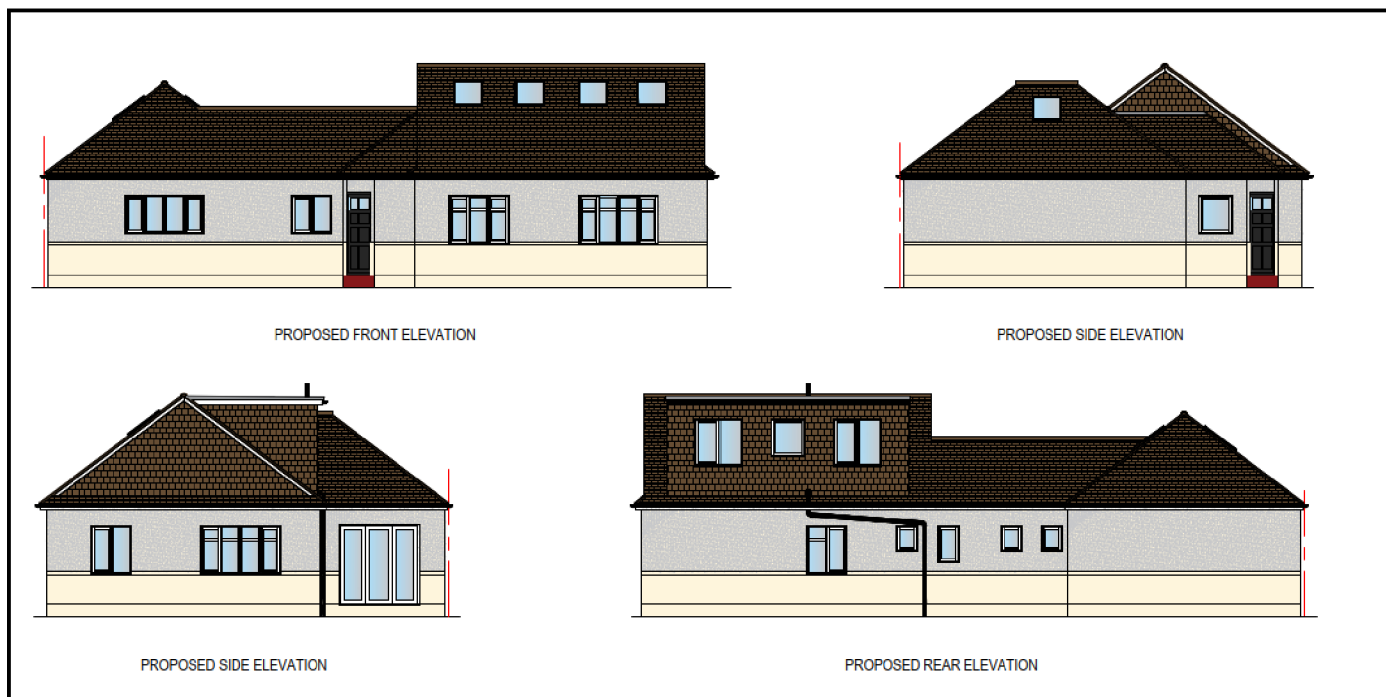
This application relates to a detached bungalow, in an urban area. It is located at a bend in the Road and is located alongside another bungalow. In the wider area there is two storey development. It is a relatively discreet low form building. The flat roof garage which is set back from the front elevation and which uses exposed brickwork, contrasts with the rendered dwellinghouse to create a visual separation, and subservience to the main dwellinghouse.



Google Earth Image taken in 2022

The proposed development would replace the existing garage to the side with a single storey extension to the side, which would be in line with the front elevation. It would also introduce a porch to the front/side elevation. In addition to these extensions a number of roof alterations would be made, including hip to gable extensions to the side roof slopes, additional rooflights and a dormer to the rear roof slope.





The Householder Extensions/Alterations Design Guide provides guidance on the design of single storey side extensions as follows. Relevant points have been highlighted.

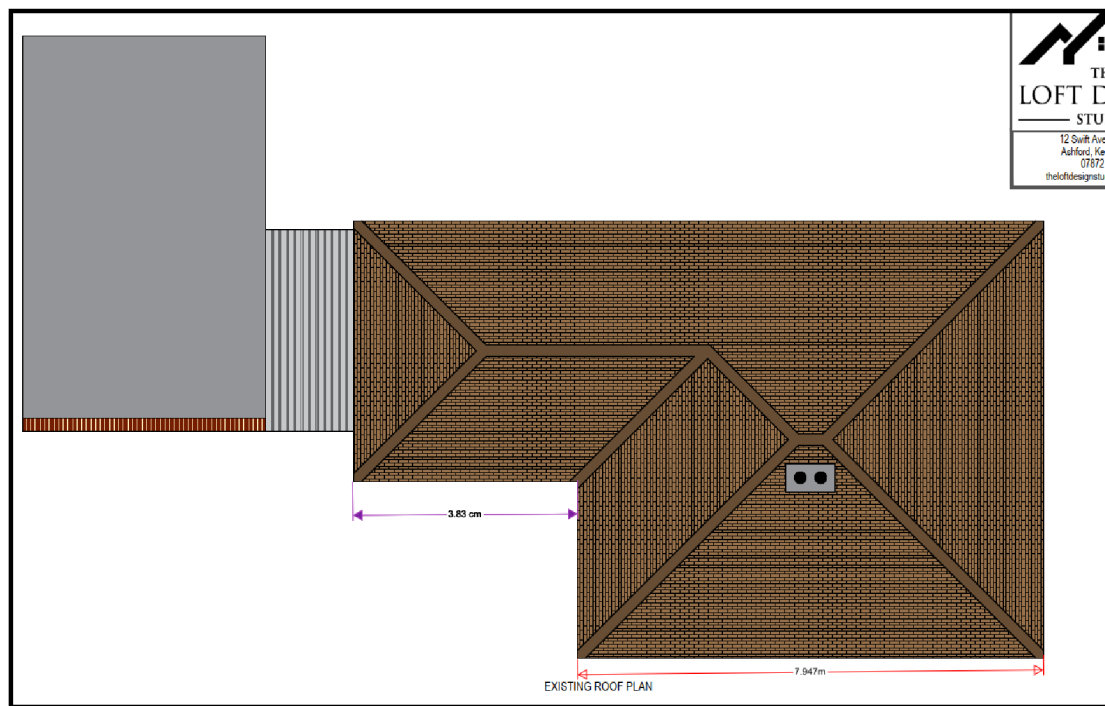
Side Extensions

Single Storey Side

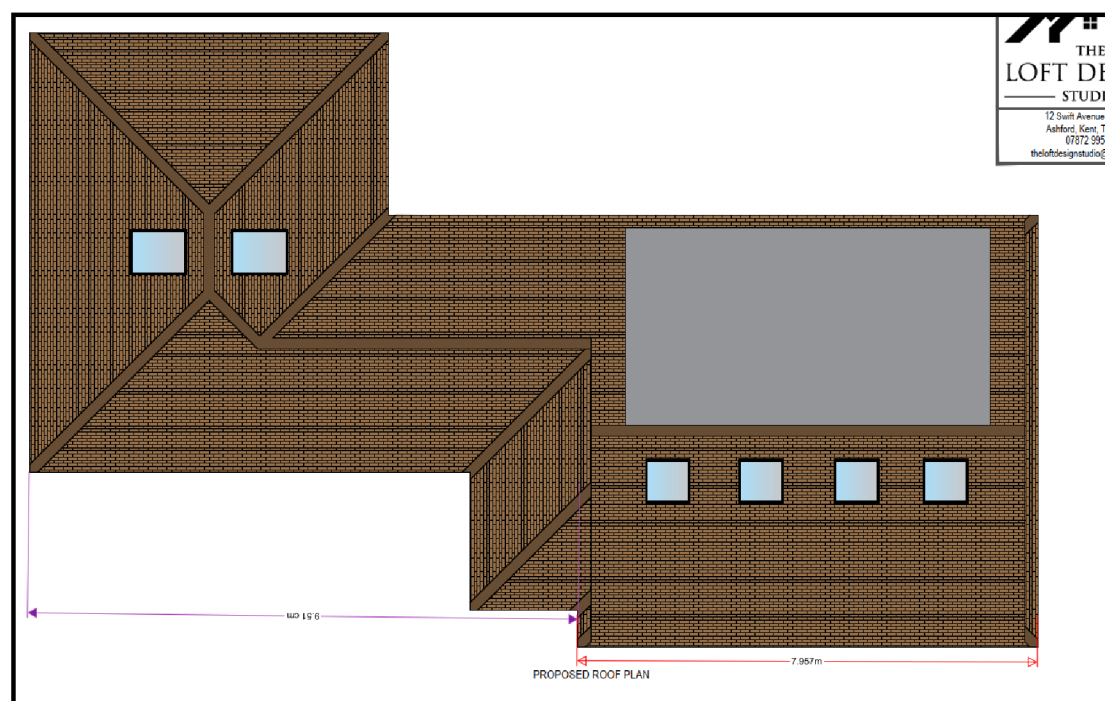
10.4 Side extensions should consider the impact on the character and appearance of both the host building and the street. Care is also needed when considering the relationship between any proposed extension and the boundary with neighbouring properties, as the separation between properties can provide access routes to the rear of the property and in some locations are part of the character of the area. Depending on the orientation of the neighbouring property, side extensions also have the potential to impact their amenity. To ensure these potential issues are resolved, single storey side extensions should be designed in accordance with the guidance below.

- **Footprint:** Extensions should generally aim to appear subservient to the original building by lying behind the main front building line, though where designed well or having regard to positive local character, other approaches can be supported.
- **Height:** Extensions that directly abut a neighbouring boundary should be designed to minimise impact on neighbouring amenity.
- **Width:** Extensions should generally be no greater than half the width of the original building.
- **Design:** Extensions are of greater visibility, and should incorporate roof designs to reflect the main property's roof. The use of flat or false pitched roofs visible from the street should be avoided. Patterns, design and proportions of windows should reflect the original building and local character. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.
- **Materials:** Matching external materials and window / door frames should be used.
- **Overlooking:** Extensions should avoid inserting any flank windows where they would allow new, or increased overlooking views into neighbouring gardens / properties.
- **Light / Outlook:** The 45 / 25 degree rule will be used to assess the impact of the extension on neighbouring light / outlook.
- **Garden Space:** Adequate garden area for the enlarged house should be retained following development.

The width of the existing dwellinghouse is 11.75m and the proposed dwellinghouse would be 17.5m based on the existing and proposed roof plans. Which would be just under half the width of the original dwellinghouse. The proposed extension would be in line with the existing front elevation, which would be forward of the existing garage. Whilst the existing front elevation is stepped, and the proposed extension would be stepped back from the main elevation it would disbalance the existing layout. This is demonstrated in the roof plan images below.



The existing roof plan appears to show the garage as attached. However, the floor plans demonstrate that it is not attached. Therefore, the existing arrangement has a step back which is proportionally smaller in width than the frontmost elevation. This creates a level of subservience to this part of the building.



The proposed roof plan would create a side extension to this main dwellinghouse which would result in an area of setback which would be proportionally larger in width than the frontmost elevation. It is noted that

the proposed porch would also be more prominent than the proposed side extension. The result would be an increased prominence of the additions over the main dwellinghouse. Overall this would result in an elongated and unusual layout, which does not reflect the existing dwellinghouse or any other dwellinghouse in the vicinity.

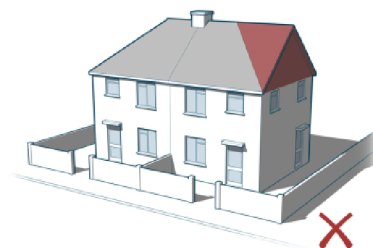
Another factor which can impact subservience is the roof form. In this case, a number of roof alterations are proposed. As such, it is also important to consider the Householder Extensions/Alterations Design Guidance on roof extensions.

Roof Extensions

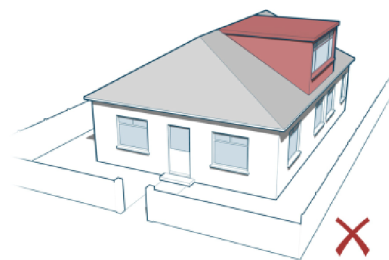
Side roof extensions

10.8 The use of loft space to provide additional accommodation can often provide more space for relatively little cost, using natural light through the use of skylights. Roof extensions, such as dormer windows or box extensions which project out from the roof slope, should be used where there is a need to enlarge the useable floor space within a loft or where they are more characteristic of the area. Extensions and alterations to roofs should be set away from the gables, hips, eaves and ridge of a property and follow the guidance below:

- **Height:** Should be lower than the existing ridge-line.
- **Massing:** Should not wrap around two-sides of a hipped roof unless in special circumstances where it can be justified; this will be judged on a case by case basis. Dormers should not overwhelm the roof slope within which they are to be placed, being sited well clear of the roof edges and eaves.
- **Alignment of Windows:** Should include window position and design which reflects the position, design and character of windows to the lower levels of the host building.
- **Detail:** Large blank facades on dormers can have an overbearing appearance and will not generally be acceptable.
- **Unbalancing:** If proposing a hip to gable roof extension, this should not interrupt or unbalance the pattern of roof form visible from the street.



Hip-to-gable extensions that impact the symmetry of houses and the character of the street will be refused.



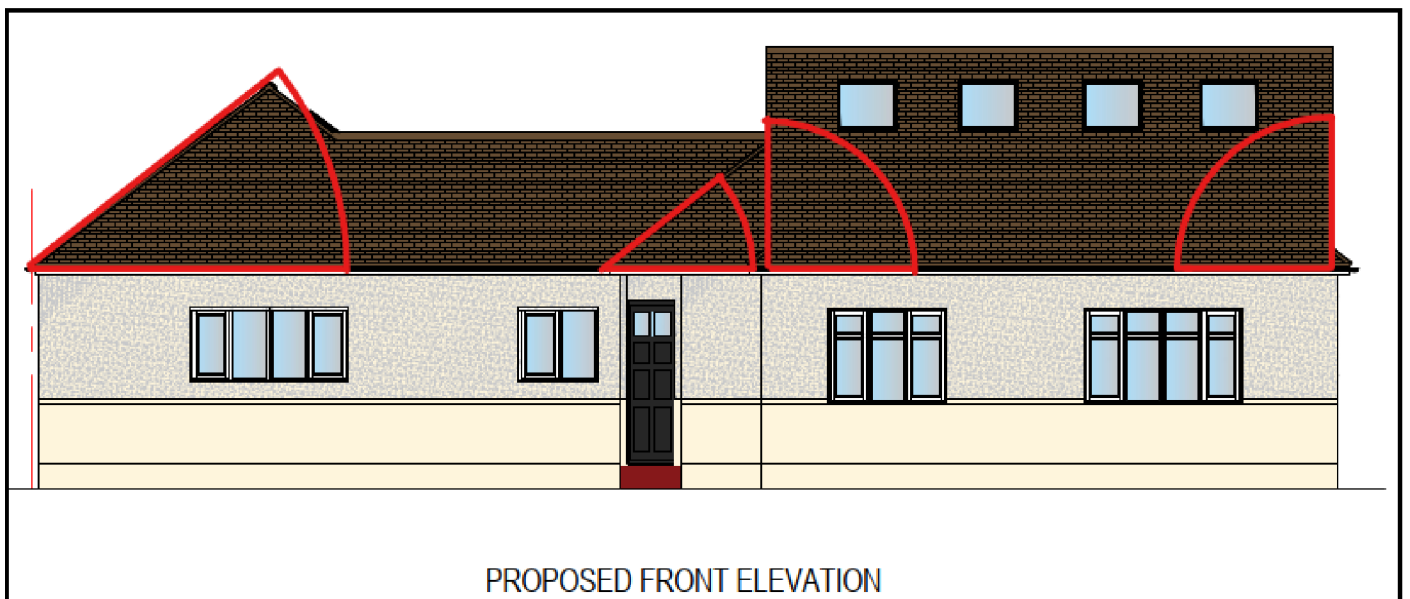
A dormer with a flat roof which extends from eaves to the ridge of the roof is not considered good design and is likely to be rejected.

Whilst it is noted that the hip to gable extensions would be placed to both ends of the existing roof, and so symmetry impact like the one in the image shown is not present. The proposed extensions would use a hipped roof to the side extension and porch which in design approach would be reflective of the existing roof. However,

The existing roof form uses a similar 38 degree pitch at each eave roof hip. The stepped back section of the dwellinghouse has a visibly lower ridge height and the garage is a flat roof, set lower than the eave line of the main dwellinghouse. The garage also uses a different material which breaks up the visual bulk of the built form.



As the below image of the proposed front elevation shows, there would be a mix of 38 degree hipped roofs to the side extensions with a 90degree angled gable ended roof to the side. The proposed extension would partially have a similar roof height to the lower portion of the existing roof, but to accommodate the depth of the proposed extension, it would raise the ridge height here. The combination of varied heights, roof pitches create a cluttered and incongruent roof form without any symmetry.



The proposed dormer extension to the rear would as a feature considered alone be acceptable, complying with the guidance. It would be set in from the sides, up from the eaves and down from the ridge. Although, it would be preferable to make the set down from the ridge more apparent.

On balance, the proposed development would **NOT** comply with the requirements of Policy CS19 of the Core Strategy 2014 and paragraph 135 of the NPPF (2023) in terms of design, character and appearance.

Amenity of Future Occupiers

The NPPF (2023) states that planning decisions should aim to secure a high standard of amenity for all existing and future users. The impact on amenity is also considered with regard to the criteria with Policy

CS19 of the Core Strategy, which states that new development should be located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight, of its occupants, and those of neighbouring properties and land. The impact on neighbours will be assessed in the next section of the report.

The proposed development would create a new family room/diner/kitchen on the ground floor with an area of 36.4m². The two bedrooms on the first floor would be 12.6m² and 16m². These additional rooms would meet the internal space standards required by the Residential Layout Guidance (SPG 2). The guidance also applies standards to external amenity space. The existing dwellinghouse has a rear garden depth of 2.7. The garden area is approximately 80m², including both the rear and side areas. This external spacing would be unchanged as a result of the development. However, as the bedrooms would increase from 2 to 5 the required external amenity space would change. The required spacing is detailed in the below table.

Table 2

Accommodation with :	Minimum garden area (sq. metres)	Minimum depth from rear wall of house (metres)
1-2 bedrooms	37.2	7.6
3 bedrooms	60.0	10.0
4 or more bedrooms	100.0	10.0

As this shows, the current site is meeting the minimum required garden area for a 2 bedroom property but not the minimum depth. However, the plots is unusual in layout and so this is the reason for this and the minimum depth would continue to not be met, for the same reasons. However, the required garden area for a 5 bedroom property would be 100m² and the proposed development would fail to meet this.

The proposal would **NOT** provide high quality amenity space and will result in poor living standards for future occupants and as such would be contrary to Policy CS19 (Development and Design Principles) of the Gravesham Local Plan Core Strategy 2014 which states that new development shall be designed and constructed to safeguard the amenity of its occupants and paragraph 130 of the National Planning Policy Framework (2023) and SPG2 Residential Layout Guidelines (2020).

Neighbouring Amenity

As outlined above, it is important that any development safeguards the amenity of neighbouring properties and land. Following a period of consultation with neighbouring properties, no objection to the proposal was received.

49 St James Avenue is located to the north and is 9.2m from the subject dwellinghouse. 47 St James Avenue is located to the south and is 8.4 from the subject property. 47 St James Avenue is also on the bend in the road and so it's built form does not directly adjoin this dwellinghouse. The proposed development would replace the existing garage which is currently adjoining the boundary with 49 St James Avenue. At single storey level it would not be likely to impact either neighbour. The proposed roof would be changed from hipped to gable but there would be no overall increase in height. The openings would be at single storey height only, with exception to rooflights which would be obliquely angled and so there is not concern raised regarding direct overlooking of neighbour's private amenity.

The proposal is therefore considered to safeguard the amenity of neighbouring properties in compliance with policy CS19 of the Core Strategy 2014.

Parking and Highway Safety

The existing number of bedrooms are 2 and this would increase to 5. The existing garage would also be removed. This would leave a front drive of 4.7m (Length) x 5.4m (Width), based on the submitted block plan. This incorporates the reduced depth from the positioning of the proposed side extension.

KCC Parking Standards, outlines the required car parking and cycle provision for C4 Dwellinghouses, dependant on the number of bedrooms. This is detailed in the tables below:

Maximum Vehicle Parking Standards

Car Parking	
1 bedroom	1 space per dwelling
2 and 3 bedrooms	2 spaces per dwelling
4 or more bedrooms	3 spaces per dwelling
Sheltered Accommodation	1 space per resident warden + 1 space per 2 units
Notes:	1. For 1-bedroom dwellings the parking will usually be provided as communal spaces. For other dwelling sizes part or all of the parking can be provided on a communal basis. 2. The level of car parking provision includes any garages, provided as an integral part of the dwelling or within its curtilage, and/or driveways provided within the curtilage, subject to the preferred sizes set out in Appendix B.

Within developments of varying dwelling size provision should be established initially on the basis of the size mix of the units proposed. Subject to discussion with the local planning authority there may be scope in mixed developments, particularly at higher densities, for sharing of car park spaces resulting in lower overall provision than implied by application of the standards for each dwelling size category. More stringent standards may be acceptable to developments in town centres.

Minimum Cycle Parking Standards

Individual residential dwellings ⁽¹⁾	1 space per bedroom
Flats & maisonettes ⁽²⁾	1 space per unit
Sheltered accommodation ⁽²⁾	1 space per 5 units
Notes:	1. Cycle parking provision should normally be provided within the curtilage of the residential dwelling. Where a garage is provided it should be of a suitable size to accommodate the required cycle parking provision. 2. Parking provision should be provided as a secure communal facility where a suitable alternative is not available.

As this shows, this property would require spacing for 3 vehicles given the increase to 5 bedrooms and spacing for storage of 3 cycles would also be required as there would be 3 additional bedrooms.

SPG 4 – KCC Parking Standards (2006), requires that single bay garages have internal dimensions of 5.5m (Length) x 3.6m (width). As the remaining drive dimensions would not provide appropriately drive length and width to serve 3 vehicles, it would not be considered adequate provision for parking of vehicles. There are large gates visible from the streetscene, which may be for purposes of vehicle parking in the garden. However, this does not appear to be served by a dropped kerb and would further reduce the external garden space, which has already been assessed to be inadequate.

Adequate vehicle and cycle parking provision would **NOT** available in accordance with paragraphs 110 to 113 of the National Planning Policy Framework (2023), Saved Policies T1 and P3 of the Local Plan First Review (1994) and Policies CS11 and CS19 of the Core Strategy 2014 subject to further details of cycle parking provision.

Contamination

The site is on a historic landfill site, which would raise contamination concerns. Due to the previous use of the land the following conditions are recommended where approved.

A gas impermeable membrane shall be incorporated within the structure along with a ventilated sub-floor area. Any services entering/leaving the structure should be located above the gas impermeable membrane or adequate seals will have to be provided if the membrane has to be breached.

- a) Prior to the works commencing, details of the foundation design, including the gas impermeable membrane should be submitted and approved by the LPA.
- b) Once installed, a report shall be provided from the installation company confirming all works were completed satisfactorily.

The applicant shall undertake a watching brief during construction in case any contamination issue is encountered. If during development any contamination is found, the local planning authority should be informed as soon as practical, and the work shall not continue until written agreement is provided by the LPA as to the appropriate measures to be taken to resolve the matter and they are satisfied that those measures have been carried out.

Conclusion & Recommendation

The proposed development by reason of its scale, poor design and layout would result in a dominant addition which would be incongruent in its appearance and disbalance the symmetry of the building as viewed within the streetscene, resulting in significant harm to the character of this area and would as a result fail to comply with the requirements of the Householder Alterations/Extensions Guide, Policy CS19 (Development and Design Principles) of the Core Strategy 2014 and paragraph 135 of the National Planning Policy Framework (2023) in terms of design, character and appearance.

The proposal fails to provide high quality amenity space and will result in poor living standards for future occupants and as such would be contrary to Policy CS19 (Development and Design Principles) of the Gravesham Local Plan Core Strategy 2014 which states that new development shall be designed and constructed to safeguard the amenity of its occupants and paragraph 130 of the National Planning Policy Framework (2023) and SPG2 Residential Layout Guidelines (2020).

The proposed development by reason of its inability to demonstrate adequate level of on site vehicle and cycle parking provision, would result in harmful impact to highway safety and would fail to take opportunity to improve active travel accessibility. As result the proposed development would be contrary to paragraphs 110 to 113 of the National Planning Policy Framework (2023), Saved Policies T1 and P3 of the Local Plan First Review (1994) and Policies CS11 and CS19 of the Core Strategy 2014.

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

Case Officer:	Mrs Lisa Fisher	Team Leader:	Richard Hart
Signed:		Signed:	
Dated:	5th April 2024	Dated:	11 th April 2025