



Delegated Report

Full Planning Application / Listed Building Consent

Application No:	20220269 - Planning Application 20220439 - Listed Building Consent
Location:	196 And 197 Parrock Street, Gravesend, Kent, DA12 1EW
Description:	20220269 - Conversion of five storey office building into 4no. 1 bedroom and 1no. 2 bedroom apartments. 20220439 - Application for Listed Building Consent for the conversion of five storey office into five apartments
Applicant:	Mr Donald Holden, Xenia Developments Ltd
Site Visit:	N/A Desktop Assessment

Procedural Issues

The Local Planning Authority has approached the determination of this application in a positive and proactive manner, in accordance with Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), and paragraph 38 of the National Planning Policy Framework (NPPF) 2021.

The application site is a Grade II Listed Building and the original application was submitted without a Listed Building Consent or a Heritage Statement. The original submissions proposed multiple options for the development and so the applications were made invalid until a scheme was decided specified by the Agent. Following the submission of a single proposal the Conservation Officer reviewed the scheme and provided comment. The agent provided a further iteration of the drawings following the Conservation Officers comments and was informed that the Local Planning Authority would revalidate and determine the application on the third document submission, due to the extent of the changes.

Submitted Documents/Plans

- Application Form (20220269) - dated 15/03/2022;
- Application Form (20220439) - dated 21/04/2022;
- Covering Letter - dated 18/08/2022;
- Supplementary Information - Response to Conservation Officer (dated 18/08/2022);
- Supplementary Information - Planning, Design and Access Statement (received 22/08/2022);
- Supplementary Information - Heritage Statement (received 22/08/2022);
- Supplementary Information - Environmental Impact Assessment (received 14/03/2022);
- Supplementary Information - Drainage and Water Plan (received 14/03/2022);
- Ordnance Survey Site Location Plan (scale 1:1250);
- Drawing no. PS 001 - Site Plan Existing and Proposed (scale 1:100) (dated 18/08/2022);
- Drawing no. PS 002 - Front Elevation as Existing (dated 18/08/2022);
- Drawing no. PS 003 - Front Elevation as Proposed (dated 18/08/2022);
- Drawing no. PS 004 - Rear Elevation as Existing and Proposed (dated 18/08/2022);
- Drawing no. PS 005 - South Elevation as Existing & Proposed (dated 18/08/2022);

- Drawing no. PS 006 - Section A-A as Existing (dated 18/08/2022);
- Drawing no. PS 007 - Section A-A as Proposed (dated 18/08/2022);
- Drawing no. PS 008 - Section B-B as Existing (dated 18/08/2022);
- Drawing no. PS 009 - Section B-B Proposed (dated 18/08/2022);
- Drawing no. PS 010 - Basement Plan Proposed (dated 18/08/2022);
- Drawing no. PS 011 - Basement Plan Existing and Proposed (dated 18/08/2022);
- Drawing no. PS 012 - Ground Floor Plan Existing and Proposed (dated 18/08/2022);
- Drawing no. PS 013 - First Floor Plan Existing (dated 18/08/2022);
- Drawing no. PS 014 - First Floor Plan Proposed (dated 18/08/2022);
- Drawing no. PS 016 - Second Floor Plan Existing and Proposed (dated 18/08/2022);
- Drawing no. PS 019 - Third Floor Plan Existing and Proposed (dated 18/08/2022);
- Drawing no. PS 029 - Roof Plan (dated 18/08/2022);
- Drawing no. PS 030 - Front Wall and Railings (dated 18/08/2022);
- Drawing no. PS 032 - Coping Stone Detail (dated 18/08/2022).

The superseded documents and drawings have been attached as Appendix 1.

Relevant Planning History

Reference	Description	Decision	Decision Date
20070043	Application for Lawful Development Certificate for change of use of the ground floor and basement for computer sales, computer repairs and photographic imaging.	CERTIFICATE GRANTED	23.01.2007
19970397	Change of use of ground floor and basement from retail to an estate agents.	PERMITTED	10.09.1997
19820174	Renewal of planning permission GR 77 393 for use of 1st 2nd and 3rd floors of 196 Parrock Street and 1st floor of 197 Parrock Street as offices	PERMITTED	17.05.1982
19800876	Change of use of ground floor from licensed betting office to retail shop	PERMITTED	24.11.1980
19770393	Change of use of first second and third floors of 196 Parrock Street Gravesend from residential to office use and of first floor of 197 Parrock Street from residential to office use	PERMITTED	28.07.1977
19760277	Change of use of ground floor from office to snack bar	REFUSED	08.09.1976

Pre-Application Advice

These current submissions follow pre-application advice for an identical development submitted in 2020. The advice stated that the principle of the development was broadly acceptable, including comments from the Conservation Officer and provided information regarding the local and national planning policy context.

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 - Sustainable Development

- CS02 - Scale & Distribution of Development
- CS05 - Gravesend Town Centre Opportunity Area
- CS07 - Economy, Employment and Skills
- CS08 – Retail, Leisure and the Hierarchy of Centres
- CS10 - Physical and Social Infrastructure
- CS11 - Transport
- CS12 - Green Infrastructure
- CS14 - Housing Type and Size
- CS15 - Housing Density
- CS16 - Affordable Housing
- CS18 - Climate Change
- CS19 - Development & Design Principles
- CS20 - Heritage and the Historic Environment

Gravesham Local Plan: First Review (1994)

- H5 - Increasing the Housing Stock by the Conversion of Existing Buildings
- P3 - Vehicle Parking Standards
- P5 - Change of Use of Building and Vehicle Parking Standards
- TC2 - Listed Buildings
- TC3 - Development Affecting Conservation Areas

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 6 - Building a strong, competitive economy
- 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 15 - Conserving & enhancing the natural environment
- Section 16 - Conserving & enhancing the historic 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)
- Gravesend Town Centre Conservation Areas Management Plan (2009)
- King Street Conservation Area Appraisal (2009)

The Council has a statutory duty under 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in considering whether to grant planning permission for development which affects the settling of

listed buildings, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72(1) of the Planning Listed Building and Conservation Areas Act 1990 (as amended) requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

Consultations, Publicity and Representations

External Consultees

Natural England - This advice should be taken as Natural England's formal representation on appropriate assessment given under regulation 63(3) of the Conservation of Habitats and Species Regulations 2017 (as amended). You are entitled to have regard to this representation.

With regard to European Sites, Natural England does not object to the granting of this permission subject to the advice given below.

Natural England advises that the specific measures previously identified and analysed by your Authority to prevent harmful effects on coastal European Sites from increased recreational pressure should be applied to this proposed development at appropriate assessment.

Your authority has measures in place to manage these potential impacts through the agreed strategic solution which we consider to be ecologically sound. Natural England is of the view that if these measures, including contributions to them, are implemented, they will be effective and reliable in preventing harmful effects on the European Site(s) for the duration of the proposed development.

Providing that the appropriate assessment concludes that these measures must be secured as planning conditions or obligations by your authority to ensure their strict implementation for the full duration of the development, and providing that there are no other adverse impacts identified by your authority's appropriate assessment, Natural England is satisfied that this appropriate assessment can ascertain that there will be no adverse effect on the integrity of the European Site in view of its conservation objectives.

If your authority's appropriate assessment has identified any other adverse impacts from the proposed development in addition to those that may be caused by increased recreational pressure and which have not been addressed by your Authority, you must consult Natural England for further advice on this appropriate assessment. Permission should not be granted until such time as Natural England has been able to consider these additional impacts and respond.

For any queries regarding this letter, for new consultations, or to provide further information on this consultation please send your correspondences to consultations@naturalengland.org.uk

KCC - Heritage - I have no comments to make on archaeological matters and note that your Conservation Officer has been consulted with regards the historic building.

Internal Consultees

GBC - Conservation Officer - I've looked through the latest submissions and whilst the drawings are still basic the main issues set out in my pre application advice appear to have been addressed only in part, namely the removal of the mezzanine floor in the loft conversion previously proposed. This leaves the matter of detail design, which I am not convinced will be addressed. Having given ample opportunity to address the issues raised it is not possible to support the proposals for the following reasons:

1. The front yard area. The information currently offered is lacking detail and accuracy. Furthermore it is now clear from the excavation at 195 Parrock Street that the basement yard area was larger, possible extending to the front boundary railings, which incorporated brick piers at the gate entrance. None of

this detail is reflected in the current proposals.

2. Accurate railing details have not been provided. The drawings submitted are still basic and inaccurately drawn, with insufficient information. I do not think the manufactures of the railings at Caxtons are in business anymore so a fabricator will have to inspect them and propose railing samples to be submitted for approval. The stone and brick plinth also need replicating and details submitted, the current drawings do not illustrate an acceptable level of detail.
3. The drawing for the basement bay window entrance door/windows is unacceptable and does not replicate the adjacent window at 195, which is the original design. The existing arched window head has been altered on the proposed drawings. Insufficient detail drawings have been submitted and should include drawing information at a scale of 1/20, 1/10 and half or full size showing the wall and joinery details.
4. The basement staircase is in its original position and has been removed.
5. There are still no drawings or information proposing the fire and sound insulation requirement and these should be produced in 1/5 sections of floor, wall and ceiling.
6. Large scale joinery details for doors, skirting boards, architraves are also required at a scale of 1/10, 1/2 or full size.

The information submitted is inaccurate or insufficient. The proposals therefore result in harm to the listed building cannot be supported.

GBC - Regulatory Services (Environmental Protection) - After reviewing this application with have the following comments:

Noise Control - In order to protect future residents of the development from noise nuisance caused by traffic from the adjacent busy one-way road, and potential noise from nearby commercial properties, which includes a licensed premises, it is appropriate that prior to determination by the local planning authority that a noise impact assessment is carried out as follows;

- The internal ambient noise levels in all habitable rooms of the proposed residential dwellings shall not exceed the guideline LAeq values found in Table 4 of BS8233:2014.
- The maximum internal noise levels in all habitable rooms should not exceed 45dB L_{Amax} more than 10 times per night in accordance with the Professional Practice Guidance on Planning & Noise and the WHO Guidelines for Community Noise.
- If relevant, the rating noise from fixed building services/mechanical plant/equipment associated with the development shall be at least 10dB below the existing LA90 background level at the nearest noise sensitive receptors (i.e. dwellings) when measured and assessed in accordance with BS4142:2014.

Air Quality - Whilst the development does not fall within an Air Quality Management Area (AQMA) it does fall within a few meters of the AQMA for the A226 One-way system in Gravesend for Nitrogen dioxide NO₂, as such we recommend that the developer considers installation of a suitable mechanical ventilation system by a competent ventilation contractor.

Code of Practice on Construction and Demolition - Please apply.

Drainage/sewerage - The foul sewage shall be removed by means of the mains drainage system and not by the use of non-mains sewerage systems.

Smoke Control Informative - The proposed development is situated in a smoke control area. As such, only authorised smokeless fuels as listed in the Smoke Control Areas (Authorised Fuels) Regulations 1991 shall be burnt or fireplaces/appliances exempted by Smoke Control (Exempted Fireplaces) Orders shall be utilised. Exempt appliances are appliances (ovens including pizza and tandoori ovens, wood burners and stoves) which have been exempted by Statutory Instruments (Orders) under the Clean Air Act 1993. These have passed tests to confirm that they are capable of burning an unauthorised or inherently smoky solid

fuel without emitting smoke. They must be fitted and used according to manufacturer's instructions and they can only be used for the fuel for which they are designed. When purchasing fuels and fireplaces the applicant should clarify with the vendor their suitability with respect to use in Smoke Control Areas. For further information, including confirmation that an appliance and/or fuel is suitable for use in a smoke control area, the applicant should contact the Council's Regulatory Services air.quality@gravesham.gov.uk

Lighting - Artificial lighting can cause a statutory nuisance under the Environmental Protection Act 1990. It is important that the applicants are not permitted to install external lighting that illuminate anything other than the ground within the curtilage of the new properties in order to assist in preventing a nuisance from occurring.

Electric Vehicle Charging Points - This Service would wish to see the inclusion of a suitable electric vehicle charging facility at the proposed dwellings, if practical, in support of the Council's commitment to become carbon neutral by 2030.

GBC - Waste & Recycling Manager - I have reviewed the above planning application and I have concerns about wheelie bin location / provision for this property.

The plans do not provide detail of the make-up of the provision of bins for this development. The Council's recommended provision is:

- Refuse - 1 x 1,100ltr bin per 6 flats
- Recycling - 1 x 1,100ltr bin per 6 flats with special recycling lid
- Food Waste - 1 x 140ltr bin per 10 flats with an individual 5ltr caddy per flat

I am concerned that about how the bins will be moved from the rear of the property to the front for collection. It is not the responsibility of the refuse collection service to move the bins from the rear of the property to the front and back again for emptying on collection day.

The maximum distance bins will be moved by collection crews should be no more than 15 metres

For information there will be a fortnightly collection of refuse and recycling and a weekly collection of food waste.

Developers are required to pay for the provision of all bins required for a development and these can be purchased through the Council. Developers are welcome to purchase their own 1,100 litre bins however the bins must be metal and comply with European Standard EN840.

GBC - Highways Officer - This is a town centre location and so active travel is more important than the provision of car parking, when public car parks are nearby.

To comply with the requirements of SPG4, there should be a minimum of one secure cycle parking space per flat. To be attractive to residents it is probably best that each dwelling should have its own independent store with an electricity supply to allow for the charging of electric cycles/motorcycles where the battery cannot be removed from the frame.

STG - Building Control Group - No comment received.

Local Ward Councillors - No comment received.

Neighbouring properties

20220269 (Planning Application) - An advert was displayed in the local paper and a notice was displayed on site 8th September 2022. In addition, 21 surrounding properties were consulted and no representations were received. The consultation period expired 30th September 2022.

20220439 (Listed Building Consent) - An advert was displayed in the local paper and a notice was displayed on site 8th September 2022. The consultation period expired 30th September 2022.

Officer's Analysis

Site Description

The site is Grade II Listed, in the King Street Conservation Area, in an Area of Archaeological Potential, in the Gravesend Town Centre Opportunity Area and in the Thames Estuary And Marshes Ramsar Buffer Zone.

The listing description for the property is as follows: -

An early C19 pair. 3 to 4 storeys and basement stock brick. The centre portion with 2 windows is flanked by 3 storey wings set back. Slate roof. Cornice and parapet. The centre portion has 3-light curved bays through the lower floors with decorated cambered head linings. No 195 has 2 sashes in its wing with some glazing bars intact and a Tuscan portico. No 196 has 1 sash and a round-headed doorcase with no portico.



Description of the Proposal

This application proposes the conversion of a 'Grade II Listed Building' into flats. The proposal includes restoring the original basement light-well and separating the property into five self-contained flats (4x1 bedroom / 1x2 bedroom units).

Principle of Development

The site is located within the Town Centre Opportunity Area (Policy CS05), Gravesend's Primary Shopping Area (Policy CS08) and the King Street Conservation Area. Moreover, the application properties no. 196 & 197 Parrock St is a Grade II Listed Building. As such, a key consideration in this application will be if the development preserves the Grade II Listed Building or any of the features of special architectural or historic interest that it possesses, and whether the proposal would preserve or enhance the character and appearance of the King Street Conservation Area.

It is also considered that local adopted policies CS07 (Economy, Employment and Skills); CS15 (Housing

Density); and CS19 (Development and Design Principles) provide together an assessment framework in line with the guidance provided by paragraph 53 of the NPPF. Therefore these policies are key to the whether the scheme is appropriate.

The principle considerations in the assessment of this application are:

- Housing Need
- Suitability for Conversion
- Density of Development
- Design and Impact on Listed Buildings and Conservation Area
- Amenity of Future Occupiers
- Neighbouring Amenity
- Parking and Highways
- Any Other Material Planning Considerations

Housing Need

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 '5' residential units would offer an 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.

Suitability for Conversion

The application site is a vacant Class E employment floorspace [formally Class B], and as such Policy CS07 (Economy, Employment and Skills) (LPCS) is relevant. The site is within the Town Centre Opportunity Area (Policy CS05), where the Council will:

- *Support the provision of new residential development where a satisfactory living environment can be achieved;*
- *Support the redevelopment of under-used sites where this makes more efficient use of the sites and improves townscape character; and*
- *Support existing retail, commercial and service functions on the ground floors and the provision of offices and residential uses on upper floors subject to achieving a satisfactory living environment.*

Subject to the assessment of living conditions, a proposed residential development would comply with this policy. However, Policy CS07 states that:

Development resulting in the loss of B class [now E class] employment floorspace will not be supported unless otherwise allowed for by policies set out in the Core Strategy or where:

- *the proposal will deliver at least an equivalent number of new jobs on-site or elsewhere within the Borough and the proposed use is consistent with other policies set out in this plan; or*
- *the existing premises are no longer suited for employment purposes or are incapable of being made suitable at reasonable cost and it has been shown that there is no demand for them through an appropriate marketing exercise carried out in accordance with Council guidance (Appendix 5); or*
- *the existing premises have an unacceptable environmental impact on the area within which they are situated, and this is incapable of reasonable mitigation or the environmental benefit that would arise from the existing use stopping would outweigh the potential loss in employment.*

The scheme proposes the loss of all office use into residential development at this site.

The site lies within a defined area where changes to office use will be supported (as set out within Policy E5 of the Local Plan 1994). This does not necessarily prevent proposals where a loss of office accommodation is proposed but does highlight a need to justify any loss of office accommodation and prove that the benefits of the development would outweigh any harm in this regard.

Indeed, the application of Policies CS05 and CS07 require specific matters to be demonstrated in order to justify the loss of employment floorspace proposed. This justification has not been set out within this submitted planning application. The only reference to the loss of office accommodation within the Design and Access Statement states as follows:

“The building designation is Class B1. It has not been occupied for more than five (years).”

“The property has failed to sell as office accommodation, both through an estate agent and by auction. This is consistent with low demand for offices in most small towns.”

Appendix 5 (LPCS) clearly sets out the guidance for marketing requirements in relation to the loss of existing employment premises, which includes a minimum of 6 months marketing.

No evidence of marketing has been provided to prove that the existing office accommodation has been marketed. Therefore, in terms of the acceptability of the principle of the proposed development, insufficient evidence has been provided around the viability of the existing office space, as required by planning policy, and the principle of the development is therefore not considered to be acceptable in this regard without such evidence.

Density of Development

Development on this site should meet the requirements of Policy CS14 (LPCS), where the Council expects new housing development to provide a range of dwelling types and sizes, taking into account the existing character of the area.

Policy CS15 (LPCS) requires that all new housing will be developed at a density, which is consistent with achieving good design and does not compromise the distinctive character of the area in which it is situated. Subject to this overriding consideration, new residential development within the urban area will be expected to achieve a minimum density of 40 dwellings per hectare. It is clear that whilst Policy CS15 (LPCS) seeks to achieve this minimum density, this should not be at the expense of compromising the character of the surrounding area.

Based on the site area of the site the density of the development would be circa 167 dwelling units per hectare thus substantially over the target minimum density. Although the density calculation might suggest overdevelopment of the site, which might not be in character with the surrounding area, there are other issues that also need to be considered. The site is also within a town centre location and therefore density calculations would be expected to show higher density.

Design and Impact on Listed Buildings and Conservation Area

Development Plan policy places considerable emphasis on the importance of achieving high quality, beautiful and sustainable buildings and places. Paragraph 130 of the NPPF (2021) seeks to ensure that development will add to the quality of an area, be visually attractive, and sympathetic to local character and history. Policy CS19 (LPCS) reflects these aims and requires that new development is well designed and respects the character and appearance of the surrounding area.

The NPPF (2021) also places great significance on the desirability of sustaining and enhancing heritage assets, and on new development making a positive contribution to local character and distinctiveness (paragraph 197). This is echoed in Policy CS20 (LPCS), which states that the significance of the Borough's heritage assets and their setting should always be preserved or enhanced. Saved Policy TC2 of the Local Plan 1994 sets out that for development involving alterations to listed buildings, the primary consideration is the maintenance of the integrity of the original listed building, and whether the character or appearance of the listed building will suffer as a result. Proposals must be sympathetic in terms of their appearance and materials.

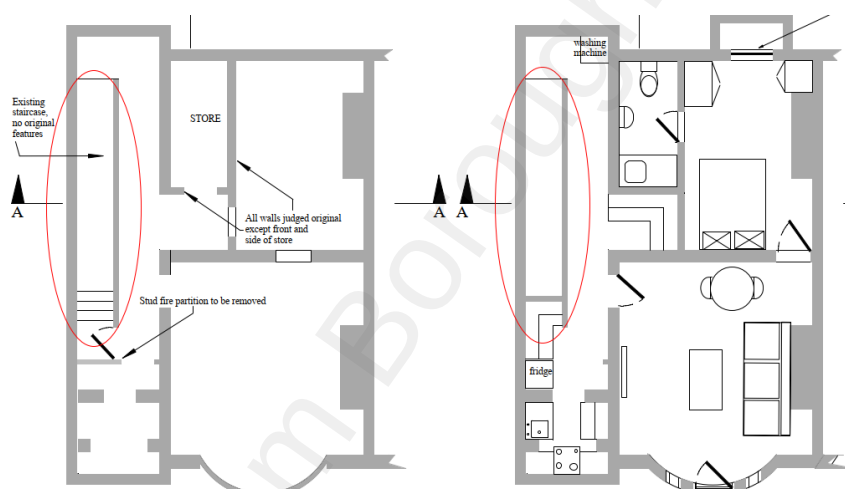
Policy TC3 of the Local Plan 1994 also states that development is expected to make a positive contribution to the conservation area. As the application site comprises Grade II Listed Buildings that lies within the Upper Windmill Street Conservation Area, these policies are all relevant to the consideration of this application.

Whilst it is recognised that development which makes effective use of land should be supported (paragraph 119 of the NPPF), this comes with the proviso that it should safeguard and improve the environment and not conflict with other policies in the NPPF. Relevant to this proposal, paragraph 124 of the NPPF states that developments that makes efficient use of land should be supported, taking into account the identified need for different types of housing, the desirability of maintaining an area's prevailing character and setting, and the importance of securing well-designed places.

From a historic building/conservation point of view, the application site forms one of a pair of early C19 pair of 3-4 storeys and basement, characterised by 3-light curved bays. The development proposed minimal

work to the external elevations of the property, except for the works to restoration of the basement lightwell to the front and introduction of a lightwell at the rear. However, the Council's Conservation Architect objects to the proposal stating that the lack of detail submitted is inaccurate and insufficient, and would therefore result in harm to the listed building. The objection from the Conservation Officer included the following reasons:

1. *Front Yard Area* - information lacks detail and accuracy, failing to reflect the proposal at the excavation and details for no. 195 Parrock St.
2. *Railing, Stone and Brick Plinths* - drawings lack detail and accuracy, with insufficient information.
3. *Basement Bay Window* - the door proposed within the basement is unacceptable, failing to replicate the design at no. 195 Parrock St which is the original design. Moreover, the arched window head is shown to be altered on the proposed drawings.
4. *Removal of Basement Staircase* - the plans submitted show the removal of the internal staircase to the basement, which is in its original positioned. Although the Heritage Statement states that the stair will be retained this is contrary to the plans and would be harmful to the historic fabric of the building.



5. *Fire and Sound Insulation* - No drawings or information propose the fire and sound insulation requirement.
6. *Joinery Details* - No details have been provided relating to wall and joinery details, for doors, skirting boards, architraves, etc.

While it is noted that some of the areas of concern could be addressed by way of planning conditions, the failure to replicate the original design of no. 195 Parrock St, the introduction of an entrance through the basement bay and the removal of the basement staircase will cause harm to the original and historic character of the listed building.

In weighing the impact of harm, the NPPF requires great weight to be given to the conservation of designated heritage assets, which include Listed Buildings and Conservation Areas. It states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. It draws distinction between substantial harm and less than substantial harm to such an asset. In this case it is considered that substantial harm would be caused. The NPPF states that in such a case, the harm should be weighed against the public benefits of the proposal, including where appropriate, securing its optimum viable use. The property is not currently in use. The creation of 5 residential unit could be said to be a public benefit, but the addition of 5 unit is a modest increase to the housing land supply. Great weight is to be given to the conservation of this designated heritage asset and it is considered there would be insufficient public benefit arising from the proposal to offset the identified harm or outweigh the

special regard to be had to its preservation under the statute.

Overall, therefore, taking into account all the issues it is considered that the works would fail to preserve the special architectural and historic interest of this Grade II Listed Building and would fail to preserve the character and appearance of the Conservation Area. The proposal does not therefore meet the statutory tests of Section 66(1) and Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and would be contrary to Policies CS19 (Development and Design Principles) and CS20 (Heritage and the Historic Environment) (LPCS), saved Policies TC2 (Listed Buildings) and TC3 (Development Affecting Conservation Areas) of the Gravesham Local Plan First Review (1994) and Section 16 (Conserving and enhancing the historic environment) (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 flats within the proposal are a mixed in terms of size and, according to the submitted documents, will be inhabited by different number of persons (refer to Table 1 - above). The national housing standard guidance provides minimum gross floor areas for single storey dwellings, breaking down the number of bedrooms and bed spaces (persons). However, the guidance does not provide a figure for a two bedroom, two person dwelling. The figure for two bed, three person dwelling will be used to compare to the proposed floor area, this is due to the bedrooms having double beds depicted on the floor plans. Similarly, the one-bedroom (double bed) units will be assessed as units for two persons as a maximum.

Flat no.	Bedroom(s) /Person(s)	National Housing Standard Guidance	Unit Floor space
1 (basement)	1 (2 person)	50m ²	52m ²
2 (ground floor)	2 (2 person)	50m ²	39.6m ²
3 (first floor)	2 (4 person)	61m ²	75.8m ²
4 (second floor)	1 (1 person)	37m ²	28.8m ²
5 (third floor)	1 (2 person)	50m ²	40.5m ²

Table 1 - Unit Floor Area Breakdown (GIA)

As shown in Table 1, if the flats are assessed at maximum capacity and all units, except for units 1 and 3, fail to comply with the recommendations within the National Space Standards. Therefore, it is suggested that the units would not provide acceptable accommodation and fail to safeguard the amenity of future occupiers.

The covering letter has acknowledged that the second floor flat is undersized, stating that the floor area is 35m², but has argued that this is an acceptable compromise given the natural light and flow of the space. When measured electronically the floor area for the second floor flat is 28.8m², including the storage cupboard and utility room, which is significantly below the 37m² minimum floor area set out in the National Space Standards.

Notwithstanding the National Space Standards, Gravesham's RLG breaks down the Council's individual requirements for certain rooms, these have been formulated into a table to compare with the floor area of rooms within the three proposed flats.

	Gravesham RLG (2020)	Flat 1 (basement)	Flat 2 (ground floor)	Flat 3 (first floor)	Flat 4 (second floor)	Flat 5 (third floor)
Kitchen/Living/Diner	25.2m ²					18.7m ²
Kitchen	7.2m ²	6.75m ²	8.6m ²	7.8m ²	2.7m ²	
Living/Diner	18m ²	19.2m ²	18.8m ²	21.1m ²	13.6m ²	
Bedroom (double)	11.2m ²	11.6m ²	9.4m ²	17m ² 17.5m ²		12m ²
Bedroom (single)	6.5m ²				5.5m ²	
Bathroom & w.c.	3.5m ²	3.55m ²	1.8m ²	5.1m ²	1.1m ²	1.8m ²

Table 2 - Flat Floor Area Breakdown

Table 2 has been colour coded (green complies, red fails) to show which rooms within each flat meet the guidance within the RLG. The table demonstrates, that a number of rooms fail to meet the minimum floor area recommendations and therefore do not provide acceptable living conditions for future occupiers, with the exception of the living area for Flat 3.

In addition, the corridors within the development fall below the minimum 0.9m set out in the RLG, however it is acknowledged that the property is a Listed Building and that the corridor widths are restricted by the historic character of the building.

There is no amenity space provided for future occupiers. Nevertheless, the block is within close proximity to the Riverside leisure area and Gravesend promenade, which is considered to overcome any concerns with the amenity space provided in this development.

The new flats will not be overlooked or overshadowed and the habitable rooms will receive adequate levels of natural light.

Overall, the dwellings proposed represent a cramped form of development and fail to provide acceptable living conditions for future occupiers to the detriment of their amenity. As such, the development is contrary to Policy CS19 (LPCS) and Section 12 (NPPF).

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 does not involve any extension to the property and therefore there is not considered to be any detrimental impact on the amenity of neighbouring properties in terms of overshadowing, overlooking, loss of outlook or sense of enclosure. However, the conversion of the property is likely to increase the noise as a result of the change in use. The neighbouring property to the north is being converted into residential flats and the properties to the south are also residential with a retail use at ground floor. As such, the proposed residential use of the property is not considered to detrimentally impact the amenity of surrounding occupants in terms of noise through use.

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

Parking and Highways

The site is in a central location in the town where public transport links are good and there are sufficient parking restrictions in the locality and public car parks available nearby. There are three parking spaces available on site, which is considered acceptable given the central location of the property.

No secure cycle storage is shown on any of the plans, however secure storage could be secured by condition, at the expense of the vehicular parking, to accord with Gravesham's adopted parking standards SPG4 (2006).

Any Other Material Planning Considerations

Affordable Housing - There will not be a requirement for affordable housing on site in accordance with Policy CS16 (LPCS) as the redevelopment falls below the 15 unit threshold.

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

The plans submitted show an allocated refuse area at the rear of the property. There is adequate space at the rear to accommodate wheelie bins provision, however the plans do not detail the make-up of the bins. For this development the bin provision should include:

- Refuse 1 x 1,100 litre bin
- Recycling 1 x 1000 litre bin
- Food Waste 1 x 140 litre bin

The Council's Waste and Recycling Manager has expressed concern with location of the bins and how these would be moved to the front of the property on collection day, with the dragging distance exceeding 15m that bins would be moved by collection crews on collection days. However, the proposed block plan shows that the bins will be located on the back edge of no. 197 Parrock Street and would be within the 15m dragging distance. As such, any matters regarding the bin provision and location of the bin store could be addressed by way of planning condition if the application were to be supported.

Moreover, developers are required to pay for the provision of all bins required for a development and these can be purchased through the Council. Developers are welcome to purchase their own 1,100 litre bins however the bins must be metal and comply with European Standard EN840.

Noise - The application site is located on Parrock St which is a busy one way road and is located close to commercial and licenced premises. Therefore, the potential for noise disturbance for future occupiers is a material consideration. Gravesham's Environmental Protection Team have stated that noise impact assessments should be carried out to ensure that acceptable noise levels are secured. These matters could be secured by condition if permission were forthcoming.

Air Quality - The application site does not fall within the Air Quality Management Area (AQMA), however is within a few meters of the A226 one-way systems that is part of the AQMA for nitrogen dioxide (NO₂). Gravesham's Environmental Protection Team have recommended that ventilation systems are installed to mitigate NO₂ levels from the AQMA. These matters could be secured by condition if permission were forthcoming.

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 not paid the SAMMS Mitigation Contribution Agreement tariff and therefore fails to comply with the requirements of the Habitat Regulations, as well as Section 15 (specifically paragraphs 180 and 181) of the NPPF and Policy CS12 (LPCS).

Conclusion

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

The proposed development would fail to preserve the special architectural and historic interest of the Grade II Listed Building and would fail to preserve the character and appearance of the Conservation Area. There is no evidence provided in relation to the viability of the employment space as required in the Local Plan. The flats provided within the development are undersized and fail to safeguard the amenity of future occupiers. In addition, the development has failed to safeguard biodiversity or mitigate harm caused to the Special Protection Areas.

As such, it is recommended that planning permission is refused.

Recommendation

Refusal - on the following grounds:

20220269 - Full Planning Application

1. The proposal by virtue of the loss of original fabric and features and the design and detailing of the proposed alterations would not preserve the architectural and historic interest of this Grade II Listed Building and would not preserve the character and appearance of the King Street Conservation Area. As such, the proposal is contrary to Policies CS19 (Development and Design Principles) and CS20 (Heritage and the Historic Environment) of the Gravesham Local Plan Core Strategy 2014, saved Policies TC2 (Listed Buildings) and TC3 (Development Affecting Conservation Areas) of the Gravesham Local Plan First Review (1994) and section 16 (Conserving and enhancing the historic environment) of the National Planning Policy Framework (2021).
2. As the proposed development involves a loss of employment floorspace to residential use, insufficient evidence has been provided in relation to the viability of the existing office space, as required by planning policy, and the principle of the development is not considered to be acceptable without such evidence. The proposal is therefore contrary to the requirements of Policy CS07 (Economy, Employment and Skills) of the Gravesham Local Plan Core Strategy (2014).
3. The proposed development provides cramped and undersized flats, and would create a poor quality living environment harmful to the amenity of future occupiers. As such, the proposal is contrary to Policies CS19 (Development and Design Principles) of the Gravesham Local Plan Core Strategy (2014) and Section 12 (Achieving well-designed places) of the National Planning Policy Framework (2021).
4. The proposal fails to safeguard biodiversity and fails to secure a contribution towards strategic mitigation measures within Special Protection Areas, and in the absence of this contribution or adequate information to inform an Appropriate Assessment. Therefore, the development fails to comply

with the requirements of the Habitat Regulations, but fails to offset biodiversity loss contrary to Section 15 (specifically paragraphs 180 and 181) of the National Planning Policy Framework (2021) and Policy CS12 of Gravesham's Local Plan Core Strategy (2014).

20220439 - Listed Building Consent

1. The proposal by virtue of the loss of original fabric and features and the design and detailing of the proposed alterations would not preserve the architectural and historic interest of this Grade II Listed Building and would not preserve the character and appearance of the King Street Conservation Area. As such, the proposal is contrary to Policies CS19 (Development and Design Principles) and CS20 (Heritage and the Historic Environment) of the Gravesham Local Plan Core Strategy 2014, saved Policies TC2 (Listed Buildings) and TC3 (Development Affecting Conservation Areas) of the Gravesham Local Plan First Review (1994) and section 16 (Conserving and enhancing the historic environment) of the National Planning Policy Framework (2021).

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

Case Officer:	Mr Ethan Bonthron	Team Leader:	Miss Faye Hobbs
Signed:		Signed:	
Dated:	4 th October 2022	Dated:	04 October 2022