

Delegated Report

Householder Planning Application

Planning Application No: 20250880

Location: 35A Watling Street Gravesend Kent DA11 7NU

Description: Erection of a first floor side extension to create a two storey one bedroom self contained side annex.

Applicant: Mr Peter Chopra

Site Visit Date: Desktop

Submitted Documents/Plans

- Application form; and
- Drawing no. WS/25/01 Rev. A – Proposed Annex Planning Drawing.

Relevant Planning History

Reference	Description	Decision	Decision Date
20250260	Erection of a first floor side extension, installation of rear dormer and insertion of roof light in the front elevation.	Permitted	13.05.2025
20210363	Erection of a first floor side extension, installation of rear dormer and insertion of roof light in the front elevation.	Permitted	24.05.2021
20141001	Erection of a pair of four bedroom semi-detached two storey dwellings each with dormer windows in rear roof slope and attached garage.	Permitted	06.02.2015
20121055	Application for renewal of planning permission reference number 20100191 for demolition of existing bungalow and erection of two, two storey four bedroom dwellings each with rear dormer windows and attached garage.	Permitted	07.02.2013
20100191	Demolition of exiting bungalow and erection of two, two storey four bedroom dwellings each with rear dormer windows and attached garage.	Permitted	03.06.2010

Development Plan

Gravesham Local Plan Core Strategy (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

Paragraph 34 of the NPPF (2024) 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 (2024), the Council will also seek to replace these.

National Planning Policy Framework (2024)

- 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)
- Gravesham Householder Extensions/Alterations Design Guide (2021)
- Design for Gravesham – Design Code (2024)

Consultations, Publicity and Representations

Consultees

Ward Councillors

- No response.

Neighbouring properties

7 surrounding properties were consulted plus site notice with the overall consultation expiry date being 14.10.2025 – four responses received, three of which were in support and one objection.

Of the three in support, one stated that they had no objection to the proposed development and that they support the application for approval. The other two in support did not make any comments.

The comments made in the one objection can be summarised as follows:

- Proposal will cause further intrusion into their home and garden, already extremely unhappy with the way that they are overlooked.

Officer's Analysis

No. 35A Watling Street is a two storey semi-detached dwelling situated on the northern side of Watling Street.



The property benefits from an attached garage and the front garden is hard paved for parking.

Planning permission was granted on 24 May 2021 for erection of a first floor side extension, installation of rear dormer and insertion of roof light in the front elevation (ref. 20210363).

That permission expired and the applicant re-submitted for the exact same proposal for erection of a first-floor side extension, installation of rear dormer and insertion of roof light in the front elevation under application ref. 20250260; this was permitted on 13 May 2025.

This current application is for erection of a first-floor side extension to create a two storey one bedroom self contained side annex.

The side extension would be as approved apart from now it is proposed to extend it back beyond the rear elevation. The ground floor of the proposed self-contained annex would consist of a toilet, kitchen and lounge, at first floor it would have a bathroom and bedroom and at second floor there would be a store area. There would be no openings between the annex and the host dwelling at ground, first or second floor.

In terms of windows and doors in the self-contained annex, at ground floor level there would be a door in the front elevation in place of the existing garage door, in the flank elevation there would be a door (serving the hallway) and a window (serving the lounge) and in the rear elevation there would be double doors in place of the existing window. At first floor level there would be a window in the front elevation serving the bathroom and two windows in the rear elevation serving the bedroom.

The principle issues in the consideration of the application are as follows:

- Whether the proposed self-contained annex would be ancillary to the host dwelling;
- Design, Character and Appearance
- Amenity of Future Occupiers
- Neighbouring Amenity
- Parking and Highways

Whether the proposed self-contained annex would be ancillary to the host dwelling

As stated, no. 35A Watling Street is a two storey semi-detached dwelling situated on the northern side of Watling Street. It has one vehicular access from Watling Street with a front boundary wall and railings

along the remainder of the street frontage.

The proposal on the application form is 'one bedroom self-contained side annex' however this is a contradiction in terms - annexes are not self-contained accommodation but are ancillary accommodation to a host dwelling. The proposal will therefore be discussed here to establish if this is a fully self-contained unit or an ancillary annex.

There is no specific local or national planning policy that directly relates to the provision of extensions or buildings as annexes. However, there are emerging policies in the Regulation 18 (Stage 2) Development Management Policies Document (2020), including RES 3: Residential Annexes, that show the direction of travel the Council is going and such emerging policies may be accorded some limited weight.

By way of general guidance, a proposed annex should (where possible):

- Be subordinate to, and used in connection with, the main dwelling and must not be able to function without the main dwelling (for example, not having separate kitchen facilities).
- Be interconnecting with the main dwelling as a whole (for instance via doorways); if accessed by a separate external entrance this should not separate from the main dwelling and therefore should rely on a common shared access with the main dwelling.
- Be within the curtilage of the main dwelling.
- Have a functional connection with the main dwelling (e.g. the occupant should be a dependant relative of the residents of the main dwelling or employed at the main dwelling).
- Be in the same ownership as the main dwelling.
- Be designed in such a way as to easily allow the annex to be used at a later date as an integral part of the main dwelling.
- Have no boundary demarcation or subdivision of the garden areas between the curtilage of the main dwelling and the annex.
- Have adequate parking and amenity facilities for the needs of the annex occupants and the residents of the main dwelling.
- Comply with the Council's normal standards for extensions to a dwelling including those relating to design and the amenities of neighbouring occupiers.

It is a matter of fact and degree as to whether or not the proposed self-contained annex would be an annex or an independent dwelling.

The self-contained annex would be within the same curtilage as the main dwelling and access to the self-contained annex would be from Watling Street through the vehicular accessway to the property. The proposed self-contained annex would be situated in part of the existing ground floor of the host dwelling and in the first floor side extension which is proposed. The annex would therefore be attached to the existing dwelling. There is no separate parking shown and no sub-division of the garden area or any physical boundaries such as boundary walls. However, the proposed 'one bedroom self-contained side annex' would as shown on the drawings, have its own front door so occupiers of the self-contained annex would not have to enter the host dwelling at all to be able to access it. It would also have a door in the side elevation in which the self-contained annex could be entered. Furthermore, there would be no openings between the proposed attached self-contained side annex and the host dwelling at either ground, first or second floor levels. The proposed plans show that the annex would provide a kitchen, lounge and toilet at ground floor level and a double bedroom and a bathroom at first floor level, providing everything needed for independent occupation.

In summary and in weighing up all the issues it is considered that the proposed 'self-contained annex' which is being applied for would not be ancillary to the host dwelling and would create a self-contained unit of accommodation which would not be functionally connected to the residential use of the main planning unit. This would be harmful to the character of the area and amenity contrary to Policy CS19 (LPCS).

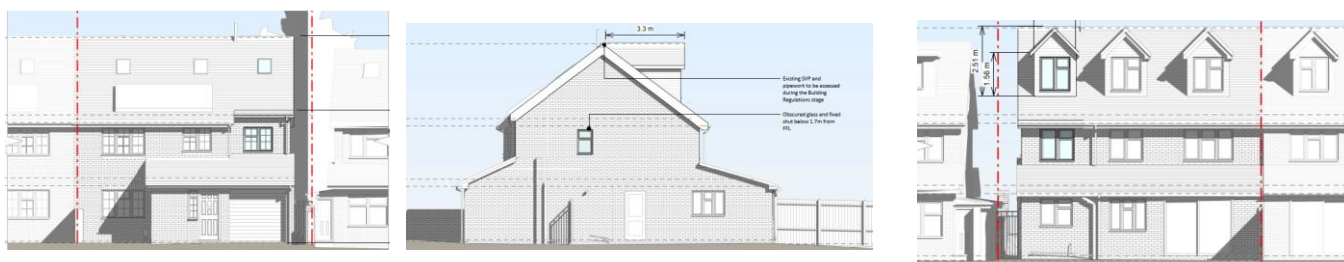
Design, Character and Appearance

For ease of reference the existing, approved and proposed elevations are as follows:

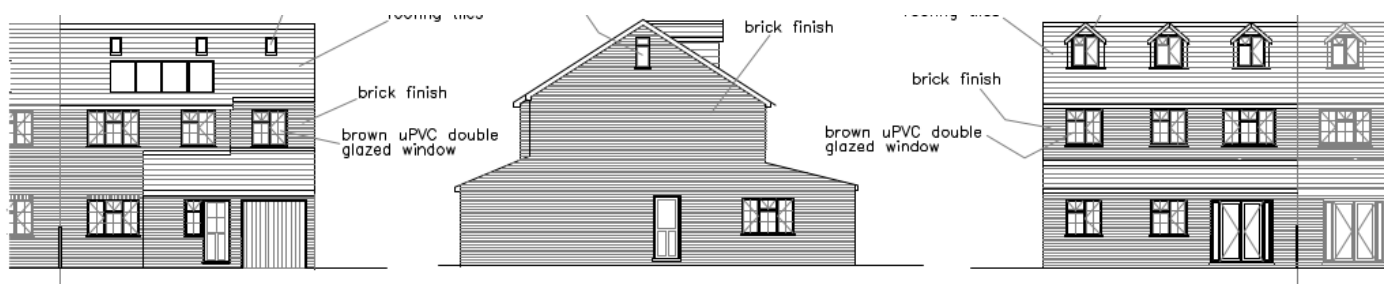
Existing



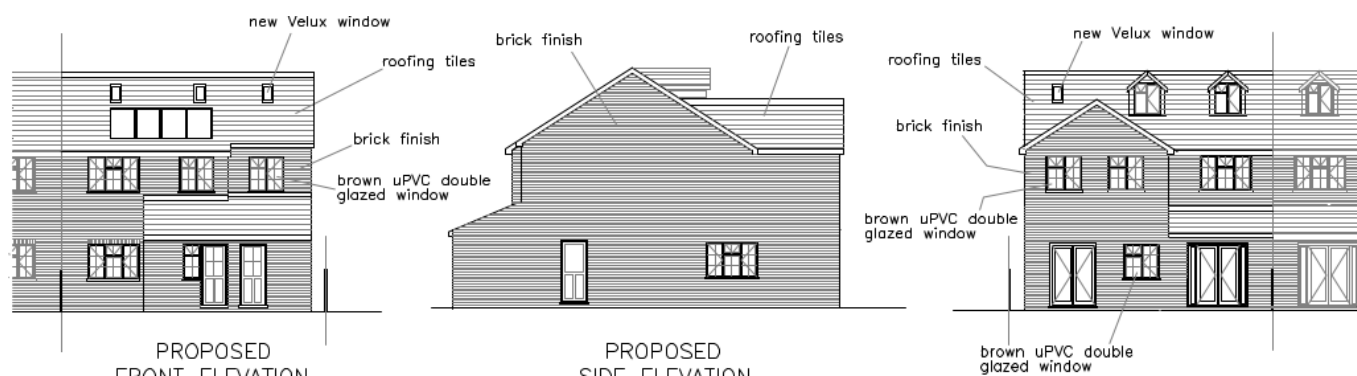
Approved



Proposed



Currently Proposed



In the delegated report for the first approval for the first floor side extension (20210363) it was noted how the proposed extension would mirror the design and detailing of the existing dwelling, would be set back from the front thus reducing its visual impact and retain balance to the frontage. It was noted how there is a similar first floor side extension at no. 31 Watling Street as can be seen in the 3D Google Earth image below:



When normally it would be considered that a first floor side extension should also be set down from the ridgeline of the host dwelling, this was not raised as an issue and the fact the first floor side extension was not set down from the ridgeline of the host dwelling was considered to be acceptable.

The proposal was the same in application ref. 20250260 and no policy changes had taken place to result in a different viewpoint, therefore the proposal for the first floor side extension which was not set down from the ridgeline was again considered acceptable in respect of design matters.

With this current application the part which is the same as approved is therefore again accepted i.e. the first floor side extension to the depth of the existing dwelling which is not set down from the ridgeline.

The part which is different to the approvals is that it is now proposed to extend the depth of the approved first floor extension so that it would extend beyond the rear elevation by 3m. It would be 4.95m in width and would have a pitched gable end roof which would be set down from the ridgeline by 1m. It would be faced with matching bricks and tiles. This additional depth proposed at the rear compared to the first floor extension already approved is considered modestly sized and well designed. This additional rear element would be set far down from the ridge, is of modest width and depth from the rear elevation of the dwelling and would still allow a large part of the existing first floor rear elevation and rear roof slope to be visible. Overall therefore the proposed first floor side extension is considered subservient to the scale and character of the host dwelling and would not impact on the streetscene. In respect of design, character and appearance the proposal is considered compliant with Policy CS19 (LPCS).

Amenity of Occupiers

As self-contained accommodation it would need to meet the minimum internal floor area as set out in the Technical Housing Standards (2015). As this would be a one bedroom, two person, two storey dwelling in terms of the accommodation provided across the ground and first floor levels the internal floor area would need to be a minimum of 58 sq. m.

Ground floor - 32.4 sq. m
First floor – 32.1 sq. m
Total ground & first floor – 64.5 sq. m

As such the accommodation would exceed the minimum internal floor area for a one bedroom, two person, two storey dwelling therefore providing satisfactory internal space for occupiers.

At second floor a store area is proposed which is not therefore habitable accommodation. The floor area measures 9.75 sq.m but it would be a lot less than this due to the front and rear roof slopes. It would appear it would however exceed the minimum standard of 1.5m sq. m storage space for this type of accommodation as set out in the Technical Housing Standards (2015).

As self-contained accommodation, it would need to achieve a minimum garden area and minimum rear garden depth. For a self-contained one bedroom dwelling, a minimum garden area of 37 sq. m and a minimum rear garden depth would be required as set out in SPG2 (2020). This would not be achieved as no private garden area is proposed at all. Future occupiers of the dwelling would therefore have no private amenity space which would be harmful to their amenity and living conditions.

The bedroom in the dwelling would be 20.5 sq. m which would exceed the minimum standard for a double bedroom of 11.5 sq. m as set out in the Technical Housing Standards (2015).

However, due to there being no private external amenity space for this one bedroom self-contained accommodation the proposal would not provide satisfactory living conditions for future occupiers which would be harmful to their amenity. In respect of occupier amenity the proposal is therefore considered contrary to Policy CS19 (LPCS).

Neighbouring Amenity

In the delegated report for application ref. 20210363 it was noted how the property that could be most affected by the development was to the east being no 33 Watling Street and to a much lesser extent those dwellings that adjoin at the rear in Orchard Avenue.

It was stated that no. 33 Watling Street is set back from the rear main wall of the applicant's dwelling by some 5m and 2m beyond the existing lean to single storey rear addition and although that dwelling is built up to the common side boundary, the application dwelling is set in by 0.5m to 1.0m from the boundary. It was noted that the extension would not come any nearer to the boundary and the only side window proposed at first floor level was an obscure glazed en-suite bathroom window. It was noted that there are no windows in the flank of no. 33 Watling Street.

With application ref. 20250363 that conclusion was again made as the extension was the same as that approved under application ref. 20210363, the neighbour situation is the same and there had been no changes in policy which would have resulted in any change to the previous assessment in terms of the amenity of future occupiers.

With this current application the additional element which was not previously proposed is the fact the first floor extension would be deeper and would extend out 3m beyond the rear elevation of the dwelling, which would have a width of 4.9m and would have a pitched, gable end roof.

In terms of no. 33 Watling Street to the east, the proposed first floor side extension would project beyond the rear of no. 33 Watling Street by 1.8m. With the first floor extension being set down by a large amount from the ridgeline of the host dwelling, the proposed extension would not fail the 45 degree test on either plan or elevation therefore denoting there would be no overshadowing to the windows in the rear of that property. There are as stated no windows in the flank elevation of no. 33 so no impact there. There are no windows proposed in the flank elevation of the proposed first floor side extension (in the approvals there was one in the gable end) therefore no issues regarding overlooking.

In terms of the neighbouring property to the west no. 35B due to the positioning of the proposed side extension on the eastern flank it would not cause any issues regarding overshadowing to no. 35B. There are no windows proposed in the west flank elevation of the rear element of the extension therefore no overlooking.

In terms of the properties to the rear in Orchard Avenue, it would be some 36m distance from the bedroom windows in the rear of the extension to the rear elevation of the nearest property in Orchard Avenue to the proposed extension, no. 33 Orchard Avenue. As such this would exceed the minimum 26m privacy distance set out in SPG2 (2020) thereby no overlooking.

Overall therefore in respect of neighbouring amenity the proposal is considered compliant with Policy CS19 (LPCS).

Parking and Highways

No. 35A Watling Street has a front drive with space for a number of vehicles but as per the matters of private garden area and depth above, for this one bedroom self-contained accommodation a minimum of one off-street parking space would be required to meet the requirements of SPG6 (2006) for a property in this location. No off-street parking is proposed, therefore the proposal would not provide adequate off-street parking provision for this one bedroom self-contained accommodation. The proposal in respect of parking and highways would therefore be contrary to Policy CS11 (LPCS) and saved Policy P3 (LPFR).

Archaeology

The site is in an Area of Archaeological Potential but the proposal would not constitute any groundworks therefore as before there would be no impact on archaeology and in this respect the proposal is compliant with saved Policy TC7 (LPFR).

Any Other Material Planning Considerations

None.

Conclusion

The proposal is considered acceptable in respect of design, character and appearance and neighbouring amenity. However, it is unacceptable as it would be a separate self-contained unit of accommodation not an annex ancillary to the host dwelling and this would be harmful to the character of the area and amenity. It would also not provide any private garden area thereby providing unsatisfactory living conditions for future occupiers harmful to their amenity. Lastly, it would not provide satisfactory off-street parking provision for future occupiers. As such the proposal is contrary to local and national planning policy.

Recommendation

Refusal

(For detailed grounds of refusal and informatives, see draft Decision)

Case Officer:	Ms Rebecca Harrison	Team Leader:	Richard Hart
Signed:	<i>Rebecca Harrison</i>	Signed:	<i>R Hart</i>
Dated:	11th November 2025	Dated:	12th November 2025