



Delegated Report

Householder Planning Application

Planning Application No: 20220920

Location: 1 Sirdar Strand Gravesend Kent DA12 4LP

Description: Demolition of garage in the rear garden, erection of a two storey side extension and part two storey and part single storey rear extension. Erection of a porch, installation of solar panels in the roof slope fronting Vigilant Way and erection of an outbuilding in the rear garden with electric charging point.

Applicant: Mr Jasbir Dosanjh

Site Visit Date: 08.09.22

Preliminary Matters

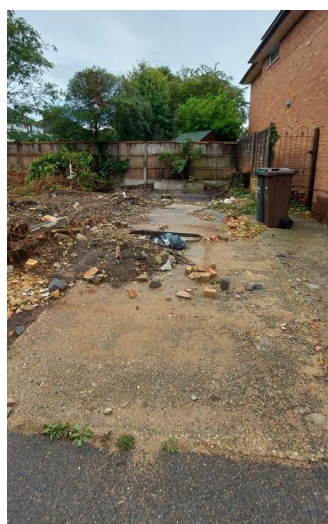
Description Note

It was noted when visiting the site that the garage had already been demolished. This does not affect the determination of this application.

Google Maps Image showing garage



Photo from site visit 08.09.22



Proposed Self-contained Unit/Dwelling (Described as Outbuilding)

Although the plans describe the proposed unit at the bottom of the rear garden as an outbuilding, the unit could function independently from the main house, comprising a bedroom, living/dining room, kitchen and bathroom. In addition, the plans show provision of an access, hardstanding and electric vehicle charging point in close proximity to the unit which indicates the occupants would not need to rely on a common shared access. Therefore, the unit is considered to be a self-contained dwelling and will be referred to as such in this report.

Procedural Matters

The erection of new dwellings is not dealt with via a householder application. As the Local Planning Authority are not minded to permit the development, clarification or amendment has not been sought on this occasion.

Submitted Documents/Plans

Application Form;

Drawing No. ISS/AS/01 - Block Plan – Existing and Proposed with OS Plan;

Drawing No. ISS/AS/02 - Floor Plans as Existing;

Drawing No. ISS/AS/03 - Ground Floor Plan as Proposed;

Drawing No. ISS/AS/04 - First Floor Plan as Proposed;

Drawing No. ISS/AS/05 - Side Elevations – Existing and Proposed;

Drawing No. ISS/AS/06 - Front and Rear Elevations – Existing and Proposed;

Drawing No. ISS/AS/07 - Side Sections – Existing and Proposed; and

Drawing No. ISS/AS/08 - Outbuilding Floor Plans and Elevations – Proposed.

Plan Note

When measuring the plans, it was noted that the Existing Floor Plans do not appear to have the correct scale annotated on the plans, when compared with the measurements provided on the other plans:



It would appear the Existing Plans Scale at 1:50. As the Local planning Authority are not minded to permit the development, clarification regarding this issue has not been sought.

Relevant Planning History

Reference	Description	Decision	Decision Date
TH/6/54/91A (19540471)	Composite development of land	Permitted	05.06.1957

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS11– Transport
- CS12 – Green Infrastructure
- CS18 – Climate Change
- CS19 – Development & Design Principles

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards

Paragraph 33 of the NPPF (2021) sets out that policies within adopted local plans should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary. Such reviews are also a legal requirement as set out in Regulation 10A of the Town and Country Planning (Local Planning) England Regulations 2012.

The Council undertook such a review in September 2019 and found that the adopted Local Plan Core Strategy is in need of a partial review in terms of Policy CS02, due to the increased need for housing since the Local Plan Core Strategy was adopted and the need to ensure that a sufficient land supply exists to meet this need. Whilst saved policies from the Local Plan 1st Review (1994) generally conform with the NPPF (2021), the Council will also seek to replace these.

National Planning Policy Framework (2021)

- 2 – Achieving Sustainable Development
- Section 9 – Promoting sustainable transport
- 12 – Achieving sustainable development and well-designed places
- 15 – Conserving and enhancing the natural environment

Supplementary Planning Guidance

- SPG2 - 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); and
- Householder Extensions/Alterations Design Guide (2021).

Consultations, Publicity and Representations

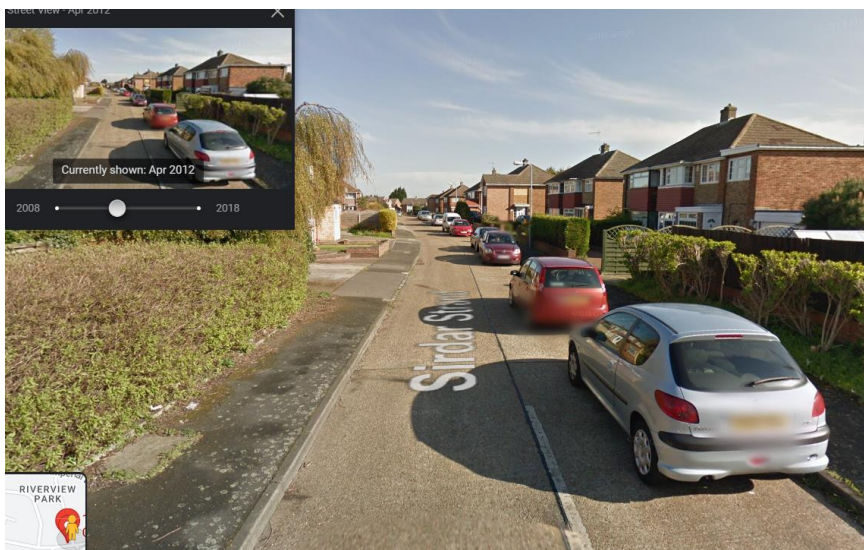
Consultees

GBC- Highways Officer

This annex can be considered to be an independent dwelling, as it can be served directly from Sirdar Strand and has all necessary facilities to accommodate independent living. I would therefore recommend that it should have its own car parking space and must have secure cycle parking for one cycle to conform to the requirements of SPG4 of one cycle parking space per bedroom. Car parking for the existing dwelling would also need to be shown so it can be protected, this consists of two spaces the drive and the garage even if the applicant has chosen not to use the garage

If you are satisfied that appropriate conditions can be imposed to prevent its separation from the main dwelling and can only be occupied as ancillary to the main dwelling, then additional car parking is not required but the need for cycle parking remains as does the existing parking provision for two vehicles to ensure nil detriment. I would however suggest that the annex cannot be used for commercial purposes such as B & B and holiday let, which would attract a car parking requirement.

Due to the reduction in on site car parking as a result of development I would recommend refusal as Google Street View for April 2012 does show at times there can be a high demand for on street car parking at times.



Ward Councillors

Objection - The planned extensions proposed are not in keeping with the surrounding properties.

Neighbouring properties

Five surrounding properties were consulted and no responses were received. The consultation period expired 27.09.22.

Officer's Analysis

1 Sidar Strand is a two storey semi-detached property located on a corner plot to the west of Sidar Strand and to the north of Vigilant Way. When the site visit was conducted, it was noted that the garden area to the front, side and rear of the property has been cleared and the existing garage had been demolished. The Google image below indicates how the property formerly appeared.

2018 Google Street View Image

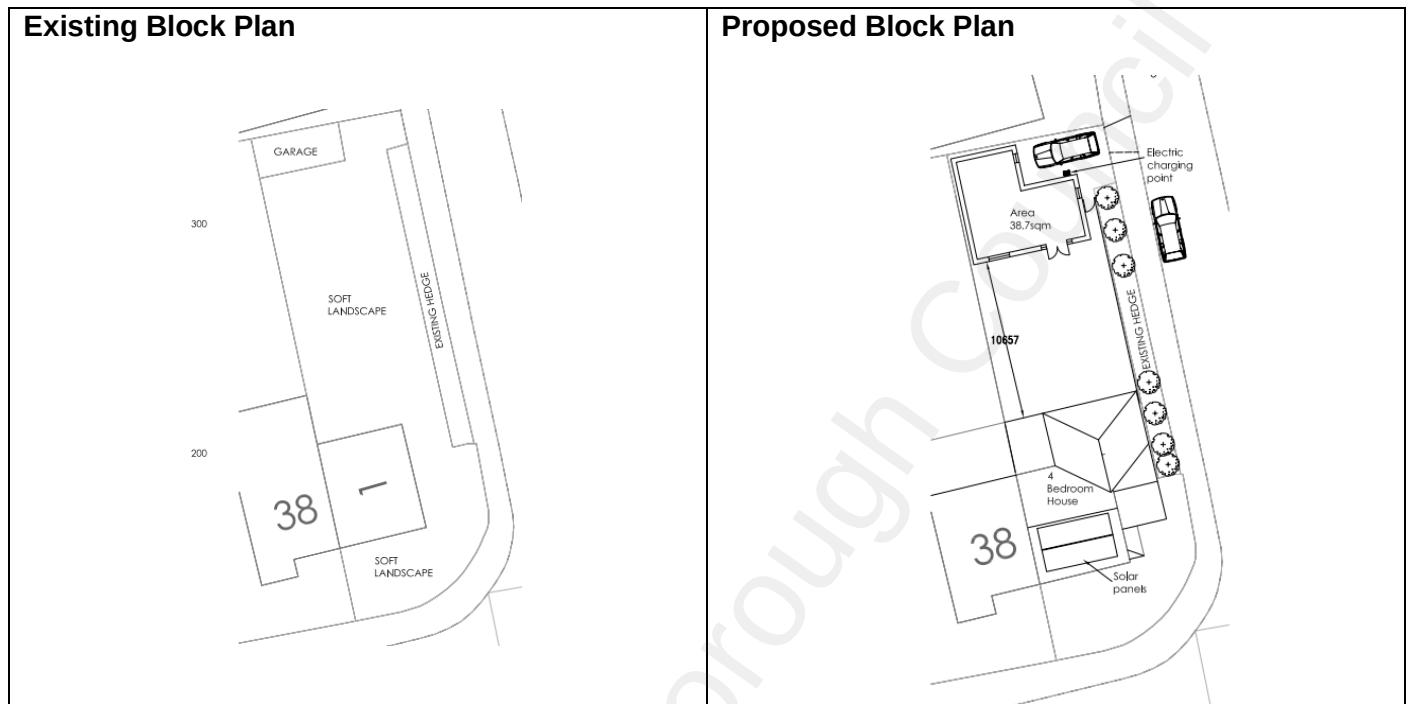


Photo taken on Site Visit 08.09.22



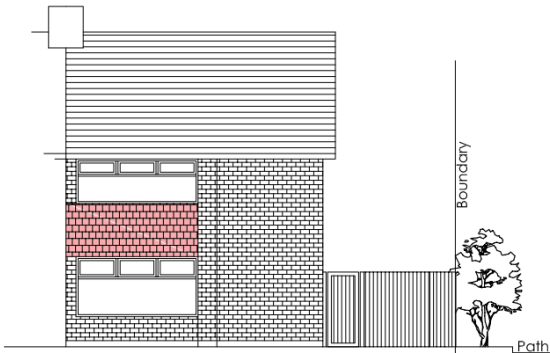
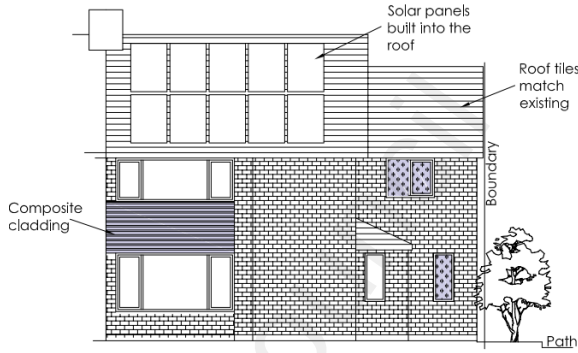
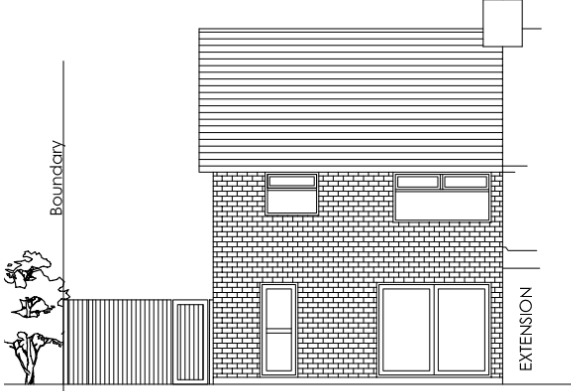
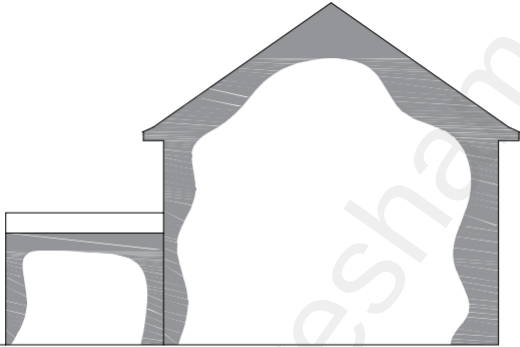
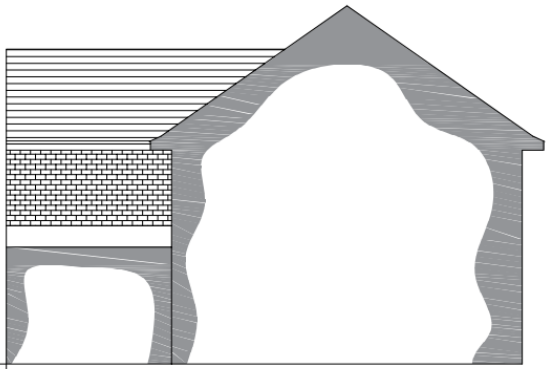
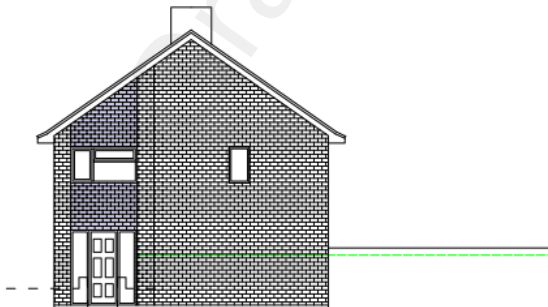
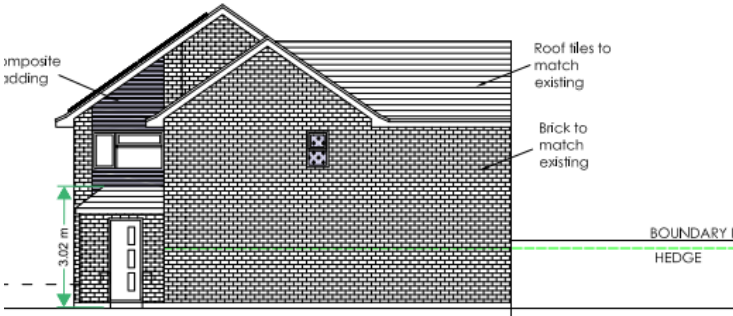
Proposed Development

This application proposes the erection of a two storey side extension, erection of a part two storey and part single storey rear extension, erection of a porch, installation of solar panels in the roof slope fronting Vigilant Way and erection of a building in the rear garden to be used as a self-contained dwelling; complete with parking space and electric charging point.

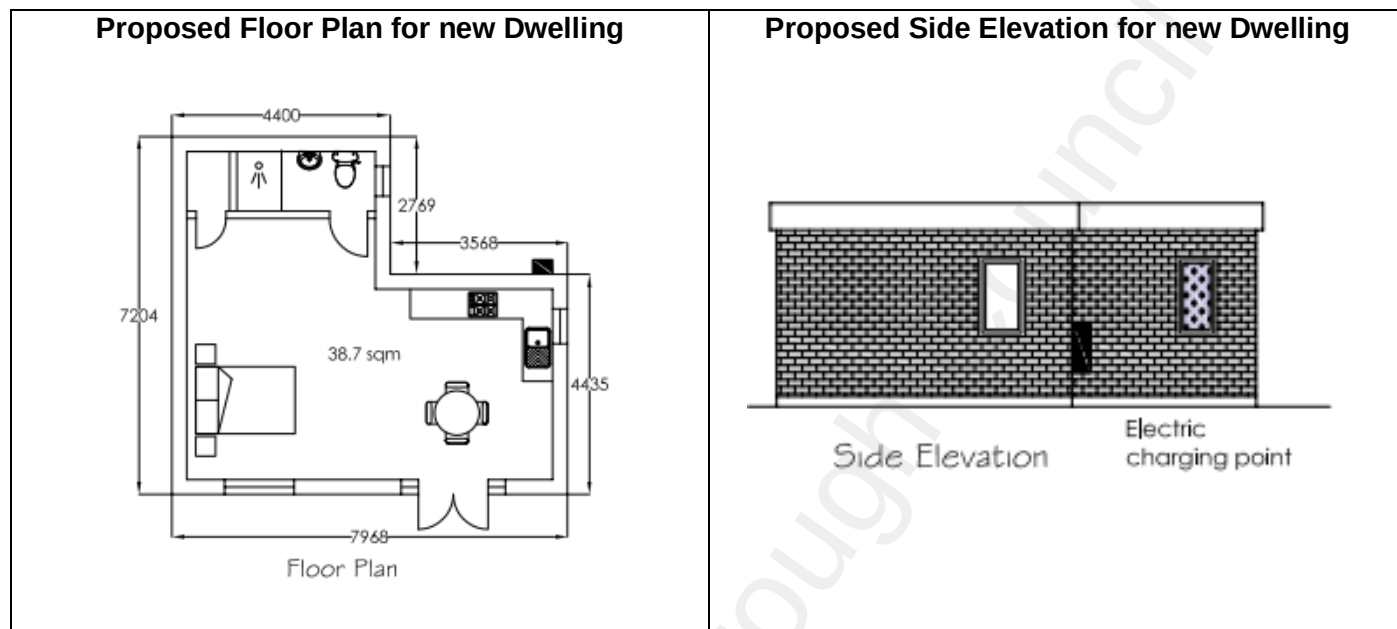


The (maximum) dimensions of the proposed development are as follows:

Self-Contained Dwelling • 3.05m Height • 8.15m Width (using 'Front Elevation') • 7.42m Depth (using 'Side Elevation') • 38.4sqm Overall Floor Area	Parking Space Associated with new dwelling • 3.00m Width • 6.00m Depth
Porch • 3.02m Height • 2.08m Width • 1.30m Depth	Two Storey Rear/Side Extension Element • 6.77m Height • 3.00m Width (using 'Front Elevation' perspective) • 6.75m Width (using 'Rear Elevation perspective') • 9.10m Depth (using 'Side Elevation')
Single Storey Rear Element • 2.90m Height • 2.65m Width • 3.60m Depth	

Existing Elevations	Proposed Elevations
 Existing Front Elevation	 Proposed Front Elevation
 Existing Rear Elevation	 Proposed Rear Elevation
 Existing Side Elevation	 Proposed Side Elevation
 Existing Side Elevation	 Proposed Side Elevation

The plans show the extensions to the house would include internal layout changes and would create space for an enlarged kitchen/dining area, a porch, a utility room and a bathroom at ground floor level. At first floor level, a new study, 2 ensuite bathrooms and an additional bedroom are proposed; resulting in the property going from a three bed dwelling to a four bed dwelling. In addition, the new dwelling at the bottom of the garden shows 1 bedroom, a bathroom, kitchen and living/dining area. One off-street parking space is shown for the entire site, located next to the new dwelling, complete with EV charging point.



Design, Character and Appearance

Development Plan policy places considerable emphasis on the importance of achieving high quality 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 of the Core Strategy 2014 reflects these aims and requires that new development is well designed and respects the character and appearance of the surrounding area.

Two Storey Element

Gravesham's Design Guide, Householder Extensions/Alterations Design Guide (Design SPG) (2021) sets out the expectations for proposed extensions. As per the guide, two storey rear/side extensions should ensure the following:

- Proposals consider the surrounding context
- The extension does not dominate the original property
- Extensions should generally not be built up to site boundaries
- Extensions should not be of a greater width than the original building
- Be considerate of overlooking
- Incorporate roof designs that tie in with and do not overwhelm the main property's roof

Additionally, the site is located on a corner plot and therefore the following should also be considered:

- Development should generally reflect the surrounding building lines where they are a key and clear part of the local character. Any projection forward of the building line on the return street must be very carefully considered as this will be highly visible
- Extensions that result in overbearing end walls, including blank, uncharacteristic gables, or flank walls, will generally not be acceptable. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.

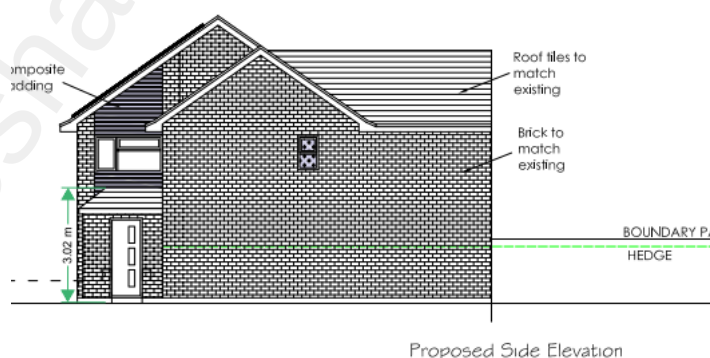
Although the plans indicate the proposed two storey rear/side extension is to be set in from the front elevation and set down from the roof, it remains excessive in bulk, massing and overall footprint. The extension would close an established gap and be built right up to the existing site boundary, adjacent to existing hedging (presumably highway land) and fronting the highway. Furthermore, from the rear elevation, the width of the two storey extension is greater than the width of the existing dwelling, and this without taking the proposed single storey rear element into consideration. In addition to this, the extension would have a greater depth than the existing house. As shown by the above plans, the extensions to the main house would result in an incongruous dominating addition to the dwelling, giving the appearance of an additional proposed dwelling, rather than extensions. This is especially apparent from the rear vantage point where the roof form contradicts that of the existing dwelling. Exacerbating the above, the site is located in a prominent corner position meaning it is highly visible from the public vantage point.

The 'side elevation' fronting Sirdar Strand itself, forms a pattern that is replicated within the local vicinity and is characteristic of the street scene.

Repeated pattern examples taken from Google Street view



Proposed Side Elevation indicating incongruous appearance and disruption to street scene



The plans show the proposal would result in a bulky, largely blank and uncharacteristic wall which would disrupt the street pattern and building lines. This along with the overall design and size of the development cannot be considered subservient and would cause irrecoverable harm to the appearance and character of the dwelling and of the local area.

Single Storey Element

In isolation, the single storey element of the extension could be considered to be subordinate to the main

dwelling, however the windows do not align well with the existing first floor windows of the dwelling. With consideration to the proposed development as a whole, the single storey extension appears disjointed and unsympathetic to the main dwelling resulting in an incongruous addition that contributes to the overdevelopment of the site.

Porch

Although the porch is considered to be subordinate to the main dwelling in terms of size, the porch is connected to the proposed two storey side extension and has not been designed to be sympathetic to the existing features of the flank elevation or roof form. This addition contributes to the incongruous appearance of the proposed development and overdevelopment of the site.

New Single Storey Dwelling

The self-sufficient 38.40sqm dwelling includes kitchen, bedroom, bathroom and dining/living area, along with a parking space and EV charging point; meaning it would be able to function independently from the main dwelling as aforementioned in this report.

In a pre-planned residential development consisting of two storey semi-detached dwellings, what is essentially a single storey flat roofed bungalow would not be considered in keeping with the surrounding area and would therefore be an incongruous addition to the street scene that does not respond to the context of the area.

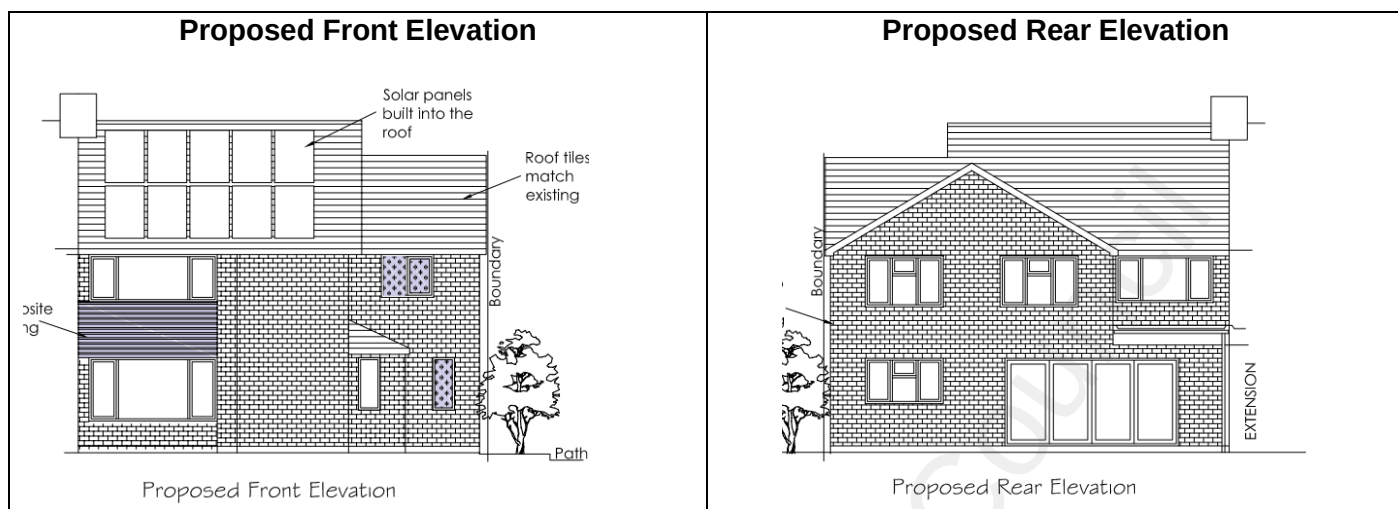
Solar Panels

Although the proposed solar panels are considered beneficial and a source of renewable energy, careful consideration has to be made to the siting of the equipment in order to minimise the impact on the appearance of the property and of the surrounding area. This application proposes the solar panels will be situated on a roof slope fronting a highway and therefore highly visible from the public vantage point. In addition, 10 panels are proposed, which would have a negative visual impact on the property and local vicinity. Looking on Google Earth aerial maps, it is apparent that solar panels installed in the local vicinity have been sited mainly to the rear of properties, to minimise visual impact. 1 Sirdar Strand is located in a prominent corner location, where both roof slopes will clearly be seen from the public vantage point. It is considered that the proposed solar panels in number and in situ, would have a detrimental appearance on the existing dwelling and local area.

The proposed external materials for the development include brick walls and roof tiles to match the existing dwelling, UPVC windows and doors, a composite front door and LED lighting. It is unclear from the plans where the LED lighting would be, but the other proposed materials are considered acceptable. However, the arrangement and alignment of windows and doors is not.

As per Gravesham's Design SPG (2021), windows should adhere to the following:

- The type, proportions, frame pattern and materials of the new windows and doors should match those of the original house.
- The proportion of windows is particularly important in successfully integrating an extension with an existing building, as this could affect the appearance of the property regardless of whether it needs planning permission. For example, an extension to a house with windows of vertical proportion should not have windows that are square or horizontal in proportion
- New windows should be arranged to line up vertically and horizontally with those of the original house, to give a sense of balance and proportion.



The proposed elevations above show the windows and doors would not be aligned, would have different frame patterns and would fail to give a sense of balance and proportion.

Overall, the block plans indicate the proposed development would increase the footprint of the main dwelling from 44.46sqm to 94.80sqm, which is over double the existing. In addition, a 38.40sqm new dwelling is proposed within the existing residential curtilage. The development is considered to be poor design with an excessive footprint and would result in a bulky, disproportionate, incongruous addition to the site that is not subordinate or sympathetic to the existing dwelling. Additionally, the proposed new dwelling in the rear garden is considered to be inappropriate development that is not in keeping with the local vicinity. Furthermore, the lack of soft landscaping on the plans is considered contrary to Section 15 of the National Planning Policy Framework (NPPF) (2021), which states that developments should result in a biodiversity net gain. As such, the proposal is contrary to Gravesham's Householder Extensions/Alterations Design Guide (Design SPG) (2021), Policy CS19 (Development and Design Principles) of Gravesham's Local Plan Core Strategy (LPCS) (2014), Section 15 of the National Planning Policy Framework (NPPF) (2021) and Section 12 of the National Planning Policy Framework (NPPF) (2021).

Amenity of Future Occupiers

The proposed extensions to the main dwelling result in internal layout changes and additional rooms. The proposed rooms on the ground floor meet Gravesham's SPG 2 - Residential layout guidelines (RLG) (2020) requirements. On the first floor, some of the bedrooms are under 11.5sqm and can therefore only be used as single bedrooms. In addition, the ensuites on the first floor are undersized. While the rooms are undersized in regard to the RLG (2020), the proposed ensuites only contain a shower basin that takes up significantly less space than a bath, and therefore the space required is reduced. Moreover, an undersized ensuite is not sufficient grounds to refuse the application. Any window serving a bathroom/ensuite could be conditioned to be obscure glazed to provide privacy.

The "Technical housing standards – nationally described space standard" was published by the Department for Communities and Local Government in March 2015. This document sets out requirements for the gross internal area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home. The proposed new dwelling is a one-storey, one-bedroom, two-person residential unit. The required minimum gross internal floor area for such a unit is 50.00 sqm. The plans indicate that the gross internal floor area of the annexe would measure approximately 38.40sqm. As such, it would not comply with the "Technical housing standards – nationally described space standard" and would fail to provide a suitable unit of accommodation.

In planning terms, a new dwellinghouse in the rear garden of this site is considered unacceptable. In addition to the inadequate floor space provided, the occupants of the new dwelling may be subject to a

sense of enclosure due to the size and proximity of surrounding buildings. The 10.50m distance between the existing dwelling and new dwelling is not sufficient and would result in a loss of privacy for the occupiers of both properties. Furthermore, neighbouring properties would overlook the new dwelling at first floor level. Moreover, (although inappropriate in design terms), the size of the site is insufficient to accommodate separate private garden areas for both properties. The resultant garden depth post development would be 10.50m and garden area would be 96.62sqm. This would be inadequate as shown by Gravesham's SPG 2 - Residential layout guidelines (RLG) (2020):

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 such the proposed development fails to safeguard the amenity of future occupiers contrary to Policy CS19 (LPCS) and Section 12 (NPPF) (2021).

Neighbouring Amenity

The proposal for the new dwelling includes a window and door to the front elevation facing the host dwelling and neighbouring property 38 Vigilant Way. The minimum required window to window distance for habitable rooms facing each other across a private garden area would be 21m. The proposal fails to meet this provision with only 10.50m to the host dwelling, and 11.30m to the neighbour (approximately).

The proposed two storey extensions to the main dwelling would be stepped 2.68m away from No.38 Vigilant Way and will project 3.60m from the existing rear wall. Due to the path of the sun, this would be unlikely to have a detrimental impact on No.38 in terms of light. However, as the plans and elevational drawings do not show the windows of neighbouring properties it is not possible to accurately assess this using the 45 degree rule. As the Local Planning Authority are not minded to permit the application, this has not been investigated further.

The proposed development for the main house is not considered to have a detrimental effect on neighbouring privacy. The window at first floor level in the flank elevation of no.3 Sidar Strand is obscure glazed, and the window in the porch of no.3 would be screened by the new dwelling. Furthermore, the new window in the proposed side elevation facing number 2 Sidar Strand serves an ensuite and would therefore be conditioned to be obscure glazed. In addition, there is sufficient distance between the site and 9 Vigilant Way to ensure privacy.

The size and bulk of the proposed development would have an oppressive effect and therefore cause a sense of enclosure and loss of outlook for some neighbouring properties.

Overall, the proposal represents an unneighbourly form of development and is considered to fail to safeguard the amenity of neighbouring properties contrary to Policy CS19 (LPCS) and Section 12 (NPPF).

Highways and Parking

The existing garage has been demolished, leaving one space. The plans indicate this space would be for the new proposed dwelling, taking away the existing 2 parking spaces for the main dwelling. As indicated by Gravesham's Highways Officer, two parking spaces should be shown for the existing dwelling in the interest of nil detriment. The proposal fails to provide adequate off-street parking provision for a 4 bedroomed dwelling plus a new one bedroom dwelling.

Any Other Material Planning Considerations

Archaeology

The site lies within an area of archaeological potential. However, the extensions are unlikely to have any archaeological impact. However, the new dwelling could have an archaeological impact. If the Local Planning Authority were minded to permit the application then clarification from KCC heritage would have been sought, and an archaeological watching brief condition added to the decision, if required.

Impact on Biodiversity

The site has been cleared of plants/trees/grass and the proposal would involve building over a large portion of the site, with no proposed soft landscaping indicated on the plans. This is contrary to Section 15 of the NPPF (2021), which states that developments should result in a biodiversity net gain. The proposal does not demonstrate how biodiversity net gain is to be achieved, therefore it is contrary to both local and national policy. However, if the Local Planning authority were minded to permit the application then this could be addressed by condition.

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 waterbirds 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 one 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).

The applicant has not completed the SAMMS Mitigation Contribution Agreement and therefore fails to comply with the requirements of the Habitat Regulations and Section 15 (specifically paragraphs 180 and 181) of the NPPF (2021) and Policy CS12 (LPCS).

Conclusion

The Local Planning Authority consider a new dwelling in the rear garden of 1 Sirdar Strand to be inappropriate in terms of scale, siting and appearance which is at odds with the prevailing two storey dwellings along the street scene. The dwelling would provide substandard privacy, inadequate floor space and insufficient private garden area. In addition, the proposed extensions and alterations to the main dwelling would create an incongruous, disproportionate dwelling that lacks off-street parking provision, and is considered poor design that fails to respond to the context of the local area. The proposal would have a domineering appearance and cause the site to appear overdeveloped. Furthermore, the extensions and alterations would; disrupt the existing street pattern, close an established gap by building right up to the boundary line and the development has not been designed to respond to the existing building line. Moreover, the proposal fails to safeguard the amenity of future occupiers and the amenity of neighbouring

properties. As such the development is contrary to Gravesham's Householder Extensions/Alterations Design Guide (Design SPG) (2021), Policy CS19 (Development and Design Principles) of Gravesham's Local Plan Core Strategy (LPCS) (2014), SPG 4 - KCC Parking Standards (2006), Section 12 of the National Planning Policy Framework (NPPF) (2021) and Section 15 of the National Planning Policy Framework (NPPF) (2021).

Recommendation

Refusal

The proposal 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, the development fails to comply with the requirements of the Habitat Regulations and Section 15 (specifically paragraphs 180 and 181) of the National Planning Policy Framework (NPPF) (2021) and Policy CS12 of the Gravesham Local Plan Core Strategy 2014.

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

Case Officer:	Mrs Lucy Hankin	Team Leader:	Richard Hart
Signed:	L Hankin	Signed:	<i>R Hart</i>
Dated:	14th October 2022	Dated:	19th October 2022