



Delegated Report

Householder Planning Application

Planning Application No: 20221216

Location: 12 Pepper Hill Northfleet Gravesend Kent

Description: Demolition of existing garage and construction of double storey side and rear extension

Applicant: Mr Jack Clarke

Site Visit Date: 24 May 2022 for previous application ref. 20220254

Submitted Documents/Plans

- Application form;
- Drawing no. 001 – Site Location Plan;
- Drawing no. 002 – Existing Floor Plans & Section;
- Drawing no. 003 – Existing Elevations;
- Drawing no. 004 Rev. A – Proposed Floor Plans & Section;
- Drawing no. 005 Rev. A – Proposed Elevations
- Drawing no. 006 – Existing Block Plan; and
- Drawing no. 007 – Proposed Block Plan.

Relevant Planning History

Reference	Description	Decision	Decision Date
20220254	Demolition of existing garage and construction of two storey side and rear extension	Withdrawn	10.10.2022
20130696	Erection of single storey front extension to form a shower room/wc.	Permitted	23.09.2013
19740411	Erection of two storey extension at rear for lounge and bedroom.	Permitted	07.10.1974

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS12 – Green Infrastructure
- 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
- 12 – Achieving sustainable development and well-designed places

Supplementary Planning Guidance

- 2 - Residential layout guidelines including Housing Standards Policy Statement October 2015 Adopted 1996 – amended June 2020;
- Technical Housing Standards – nationally described space standard (2015);
- SPG 4 - KCC Parking Standards (2006);
- Householder Extensions/Alterations Design Guide (2021).

Consultations, Publicity and Representations

Consultees

This proposal removes a garage and the car parking to the side of the house whilst adding a bedroom. It is noted that currently the whole of the front garden is paved, but only benefits from a single width carriage crossover. Other than a statement that parking will be to the front of the house, no other information is given regarding the car parking provision.

Given current guidance issued by Kent County Council, it is accepted that there should be adequate space to the front of the property to meet vehicle parking standards. However, I consider it appropriate that the applicant should submit a parking plan for two cars, each in a space measuring 2.5 metres (2.7m adjacent to an enclosed boundary) wide x 5 metres long, with a 1.2 metres footway to the front door also shown. This can be a condition and will demonstrate that a pedestrian access to the property can be maintained whilst cars are parked. It will also give scope for the paved environment to be altered possibly at some point in the future to soften the hard landscaping.

There should be no hard or soft landscaping nor any boundary treatment exceeding 850mm above footway level to protect visibility splays within 2 metres of the back edge of foot way.

Neighbouring properties

5 surrounding properties were consulted - overall consultation expiry date was 25 January 2023 – one response received the comments of which can be summarised as follows:

- No objection to a single storey extension but concerned about a double storey;
- Invasion of their privacy from people working on the upper levels and also the dwelling windows overlooking into their dwelling.
- Will impact on sunlight to their sunken garden and they already get little sunlight;
- Noise of construction and heavy machinery may be very disturbing.
Construction dust could pollute their fishpond and will also create a lot of other issues such as more cleaning of their garden equipment.

Officer's Analysis

Planning application ref. 20220254 was for the erection of the demolition of the existing garage and construction of two storey side and rear extension in October 2022. This application was withdrawn by the agent following officers advising the agent of concerns with the proposal and that therefore planning

permission would not be forthcoming. These concerns were:

Design, Character and Appearance - The proposed two storey side extension by virtue of its size, bulk, massing and design would be an overly dominant addition which would not be in keeping with the scale and character of the host dwelling and would also be harmful to the streetscene. This was due to the length of the extension which was to be too deep being almost 11m in length and extending the entire length of the dwelling from front to back including the proposed two storey rear section also, leading to a large expanse of fairly blank wall. The flat roof element of the extension was not acceptable as it would not be in keeping with the character of the host dwelling which has a pitched roof. The front wall of the extension was not set back from the main front elevation and there was therefore no sense of subserviency. The rear wall of the two storey side and rear extension was to be built in line and there would therefore be no delineation between the two therefore appearing as one large mass at the rear.

Amenity of Occupiers. As no existing and proposed block plan drawings had been submitted it was not possible to measure the existing and proposed garden area and depth. The proposal would have resulted in the dwelling increasing from a three to a four bedroom dwelling and there would therefore have needed to be a minimum 100 sq. m garden area and 10m rear garden depth achieved. The Technical Housing Standards – nationally described space standard (2015) sets out the minimum sizes for bedrooms which are 7.5 sq. m for single bedrooms and 11.5 sq. m for doubles. It was noted that proposed master bedroom and enlarged bedroom no. 3 would exceed this.

Amenity of Neighbouring Properties - Due to the positioning of no. 12 Pepper Hill so far forward of the neighbouring dwelling to the east no. 1 St Botolph Road and the size and siting of the proposed two storey side extension all the length of the property and being much closer to the boundary line, it would have caused overshadowing and have an overbearing effect on the windows in the front elevation of no. 1 Botolph Road – the nearest windows of which appear to be a lounge at ground floor and a bedroom at first floor level. The windows in the flank elevation would also be a lot closer to the neighbouring boundary than the existing windows in the flank elevation of the dwellinghouse. It was considered that the amenity and privacy of no. 1 St Botolph Road would not be protected.

Parking and Highway Safety - As a result of the proposal the existing garage would be demolished and the majority of the side drive would be built over. It needed to be shown therefore that a minimum of two parking spaces would be provided. Parking spaces should be a minimum of 5m x 2.5m. The existing front garden is all hard paved but a vehicular crossover would be needed to serve this as there currently is not one. Parking spaces should be perpendicular to the highway. It appeared that two parking spaces may be able to be provided although as this could not be confirmed due to the lack of existing and proposed block plans.

The agent was advised to withdraw the application and was strongly advised to submit a pre-application enquiry. During the application, before it was withdrawn, the agent was given general advice as to how to resolve the issues as follows:

- Whilst a two storey side extension may be possible it would need to be drastically reduced in size from what is currently proposed. It would need to be positioned much further back in the flank elevation in order to ensure not only the extension is subservient but also to ensure there would be no impact on no. 1 St Botolph Road as detailed above; By reducing the length of the extension and setting it back so it is not forward of the front wall of no. 1 St Botolph Road this would mean the extension would be a subservient addition, would remove the flat roof element (which is only caused by the extreme length of the proposed extension currently) and a pitched roof could therefore be proposed, and would remove the impact on no. 1 St Botolph Road;
- There may be scope to have a longer length at ground floor level but at first floor level the extension would certainly need to be set well back;
- The rear wall of the two storey side extension should also be set in slightly from the rear wall of the proposed two storey rear extension in order to delineate the two and break up the massing; and
- The minimum garden area and depth would need to be achieved in order to ensure the amenity of occupiers is protected and sufficient off-street parking spaces provided as detailed above.

No pre-application enquiry has been submitted.

With this application it therefore needs to be seen whether the proposal addresses the concerns with the previous application ref. 20220254. The principle issues in the assessment of the application are:

- Design, Character and Appearance
- Amenity of Occupiers
- Neighbouring Amenity
- Parking and Highways

Design, Character and Appearance

No. 12 Pepper Hill is a two storey detached dwelling situated on the northern side of the road. It has been extended to the rear with a two storey rear extension (ref. 19740411) and to the front with a single storey extension (ref. 20130696).

The proposal is to construct a combined two storey rear and side extension.

The two storey rear extension element would infill the area next to the existing two storey rear extension; it would be built in line with the rear wall of the extension and the roof would follow in line with the pitched roof of the host dwelling. This two storey rear extension element of the proposal alone would be well designed, by infilling the existing 'L-shaped' gap at the rear next to the existing two storey rear extension it alone would not increase the overall width or depth of the host dwelling anymore than the existing situation. The pitched roof following the existing pitched roof of the host dwelling would be very sympathetic.

Turning to the two storey side extension element, this would extend alongside the proposed two storey rear extension element and then along the rest of the flank elevation of the dwelling. It would have an overall length of 10.2m and would be set in from the main front wall of the dwelling by 750mm. It would have a part hipped roof design but which would be a flat roof essentially due to the large expanse of flat roof.

The Householder Extensions/Alterations Design Guide (2021) states the following in respect of two storey side extensions:

Two Storey Side

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

- **Footprint:** Extensions should generally aim to appear subservient to the host building by lying behind the main front building line, though where designed well or having regard to positive local character, other approaches can be supported. See advice of extensions to corner properties in the following section.
- **Height:** Extensions should not exceed the eaves height of the host building.
- **Width:** Extensions should generally be no greater than half the width of the host building. The existing rhythm of the street, including for example characteristic gaps between properties, the symmetry of pairs of semi-detached homes or groups of terraced houses, should not be unreasonably interrupted. A minimum gap of 1 metre should be retained between the extension and the flank boundary.
- **Design:** Extensions are of greater visibility, and should incorporate roof designs to reflect and generally be subservient to the main property's roof. The use of flat or false pitched roofs visible from the street should be avoided. Patterns of windows should reflect the host building and local character. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.
- **Materials:** Matching external materials and window / door frames should be used.
- **Overlooking:** Extensions should avoid inserting any flank windows where they would allow new, or significantly increased overlooking views into neighbouring gardens / properties.
- **Light / Outlook:** The 45 / 25 degree rule will be used to assess the impact of the extension on neighbouring light / outlook.
- **Garden Space:** Adequate garden area for the enlarged house should be retained following development
- **Bin Storage:** Adequate provision for discreet storage of waste bins in the front garden



Ground floor set back 0.5m



Unacceptable flat roof

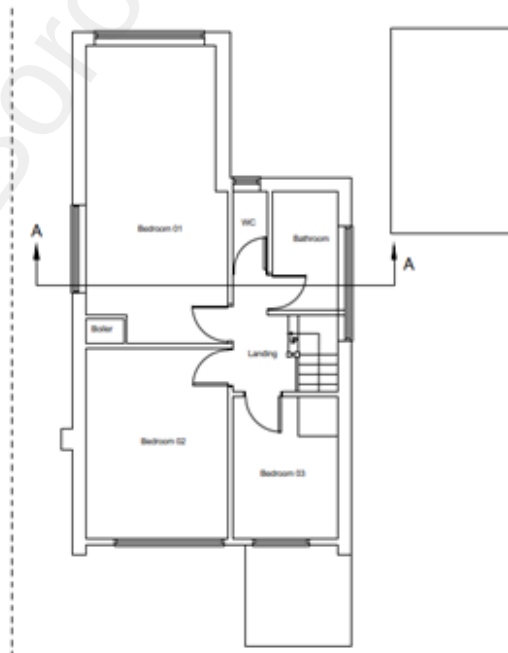
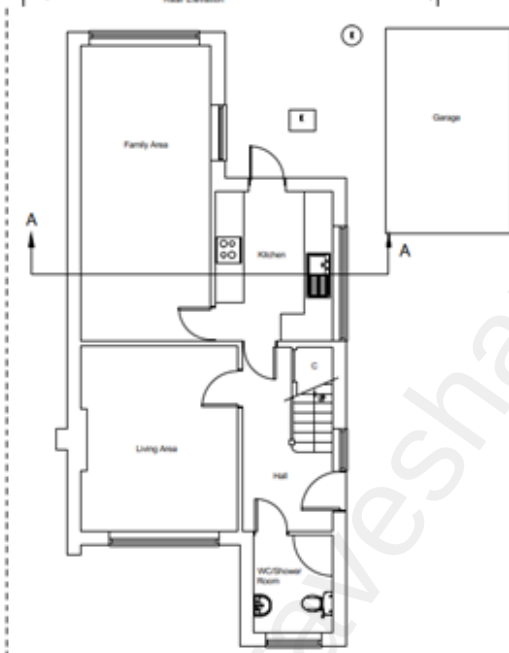
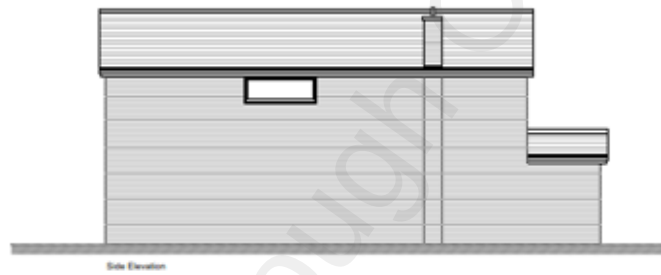
Two storey side extensions should be subordinate in scale to the original house.



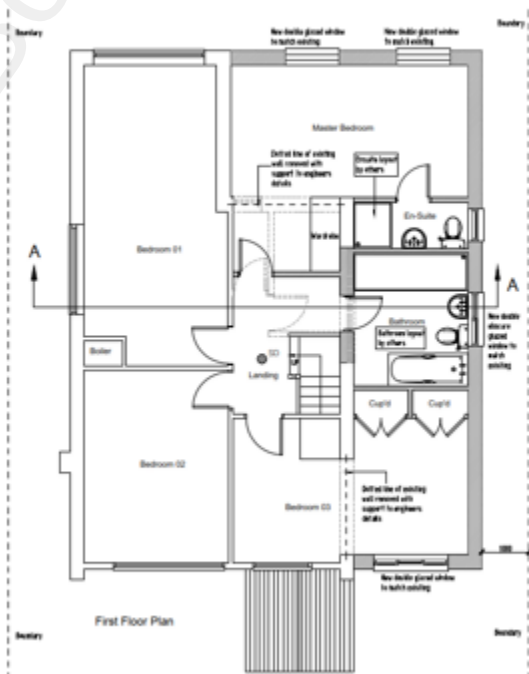
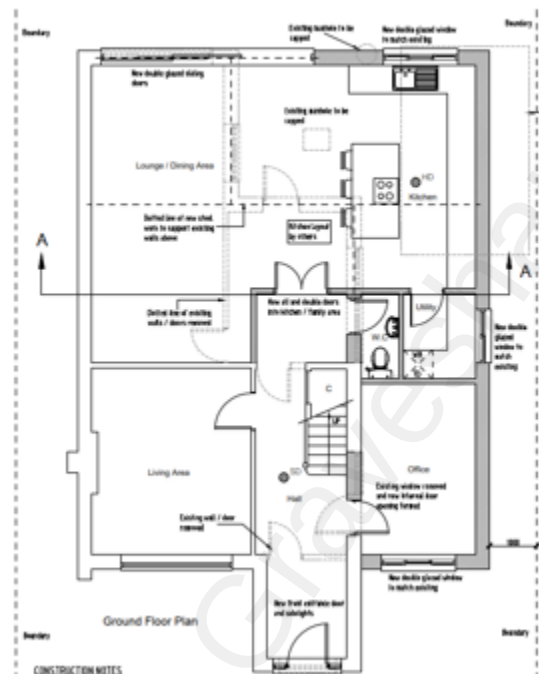
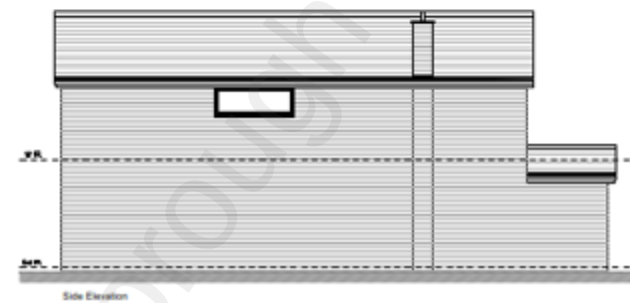
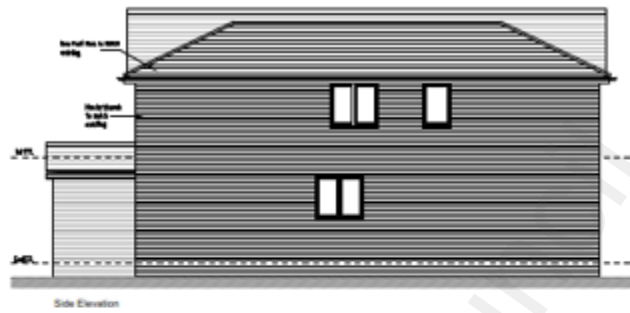
Side extensions should be set back and set in to avoid the 'terrace effect'.

In the previous application, the proposed two storey side extension element by virtue of its size, bulk, massing and design was an overly dominant addition which was not in keeping with the scale and character of the host dwelling and was harmful to the streetscene. The below shows a comparison of the existing dwelling, the previous scheme and the proposed scheme:

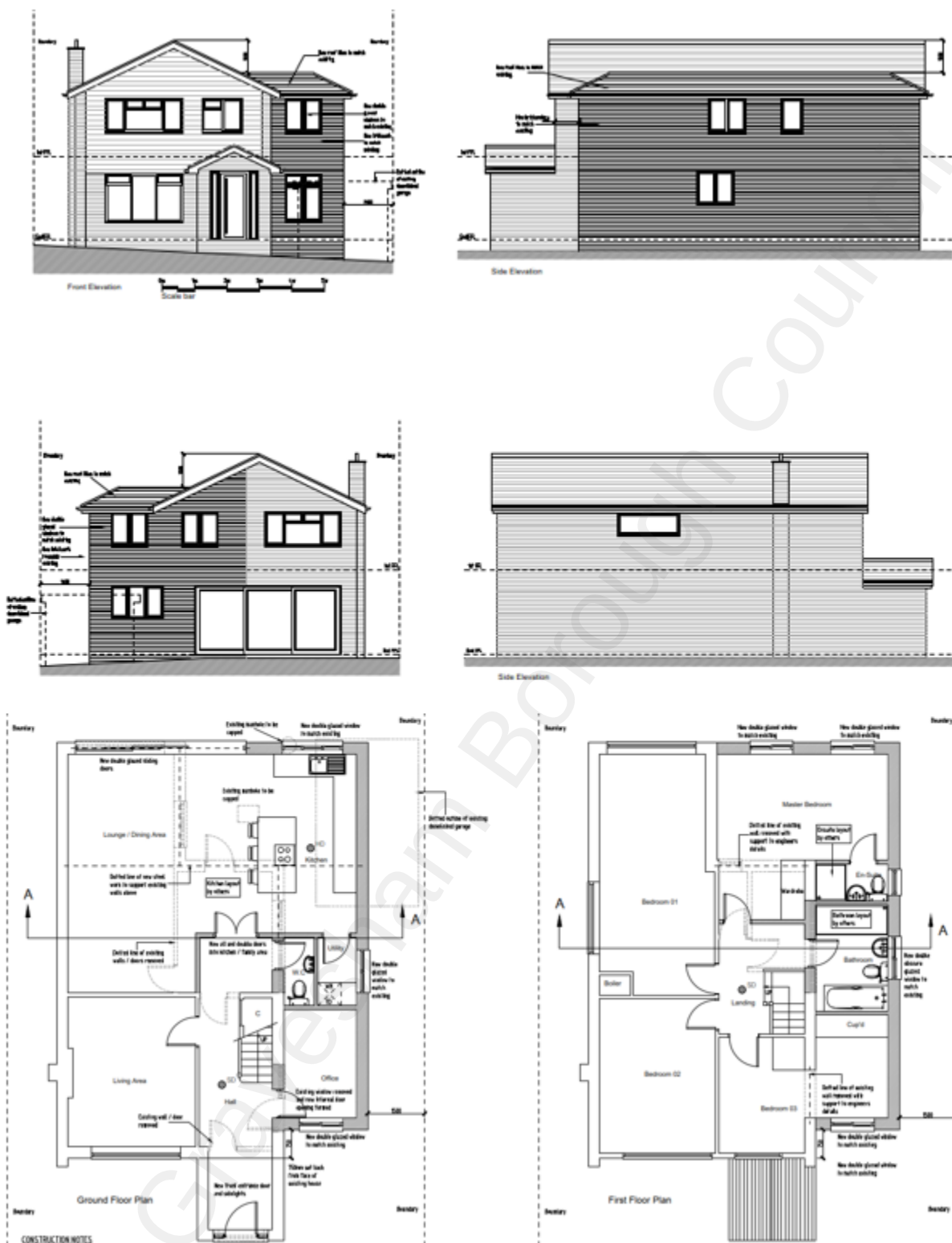
Existing



Previous proposal (ref. 20220254)



Current proposal (ref. 20221216)



As can be seen from a comparison of the existing, previous and currently proposed schemes the proposed extension would still be an overly dominant addition which would not in keeping with the scale and character of the host dwelling and would be harmful to the streetscene. It can be seen that it has reduced in scale to a degree as there would now be a set back from the main front wall of the dwelling of 750mm whereas previously it was not set back at all. The extension has also been reduced in height as it would now be 5.4m in height instead of the 6.1m previously proposed; this is due to the roof of the extension

having been reduced in size.

However, apart from the set back from the front wall the extension would still be of significant length at 10.2m and would still extend along nearly all of the flank elevation of the dwelling therefore, appearing as a very dominant extension. Although the height of the extension has been reduced by reducing the size of the roof, this does not negate the impact from the length of the extension and furthermore the design of the extension roof is of an incongruous appearance and not in keeping with the host dwelling. It aims to be a pitched roof but due to the significant length of the extension it essentially ends up having a large flat roof section. This roof form consisting of a very shallow pitch with a large expanse of flat roof is completely at odds with the main roof of the dwelling which is a pitched roof with a much steeper pitch.

It is therefore the case that the proposed extension by virtue of its size, bulk, massing and design would be an overly dominant addition which would not be in keeping with the scale and character of the host dwelling and would also be harmful to the streetscene. This is for several reasons as outlined above. It is still due to the length of the extension - this is a very long dwelling and the eastern flank would be made longer still with the proposed two storey rear extension element. To extend along this and then the rest of the flank of the host dwelling clearly results in an extremely deep extension which is completely out of scale with the host dwelling and is not subservient to it at all. The height of the extension has been reduced but this has then resulted in a very shallow roof which is essentially a flat roof in the main which pays no respect to the roof form of the host dwelling. The extension has not been reduced in length and not positioned much further back in the flank elevation in order to make it subservient. With such a deep extension this creates the flat roof design proposed due to the large expanse that the roof has to cover.

The proposed extension by virtue of its size, bulk, massing and design would be an overly dominant addition which would not be in keeping with the scale and character of the host dwelling and would also be harmful to the streetscene. With regards design, character and appearance the proposal is contrary to Policy CS19 (LPCS). Therefore, the design concerns raised in previous application ref. 20220254 have not been addressed; the guidance given to the agent in communication during the previous application has not been taken on board and no pre-application advice was sought.

Amenity of Occupiers

SPG2 (2020) sets out the minimum garden area and rear garden depth depending on the number of bedrooms a property has.

Existing

Area – 125 sq. m

Rear garden depth – 10m

Proposed

Area – 108.9 sq. m

Rear garden depth – 10m

As can be seen, the property would retain a garden area and rear garden depth which exceeds the minimum standards.

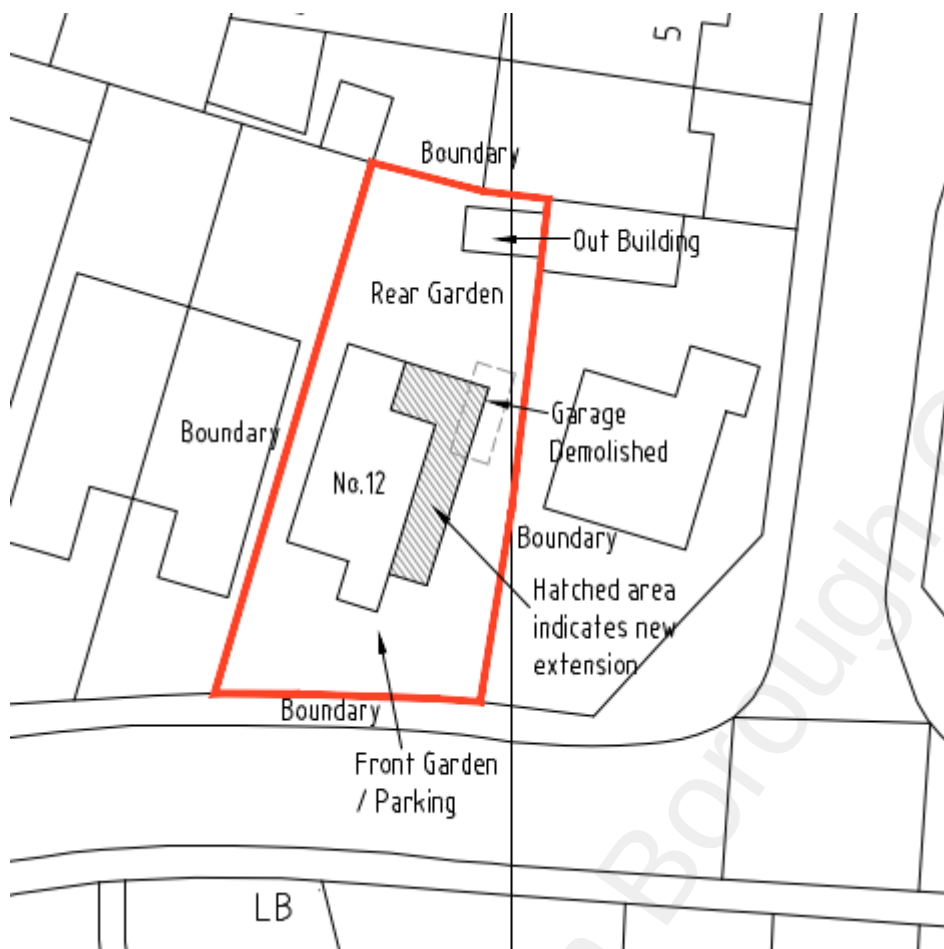
The Technical Housing Standards – nationally described space standard (2015) sets out the minimum sizes for bedrooms which are 7.5 sq. m for single bedrooms and 11.5 sq. m for doubles. The proposed master bedroom and enlarged bedroom no. 3 would exceed the minimum size for a double bedroom.

In respect of the amenity of occupiers the proposal is considered compliant with Policy CS19 (LPCS).

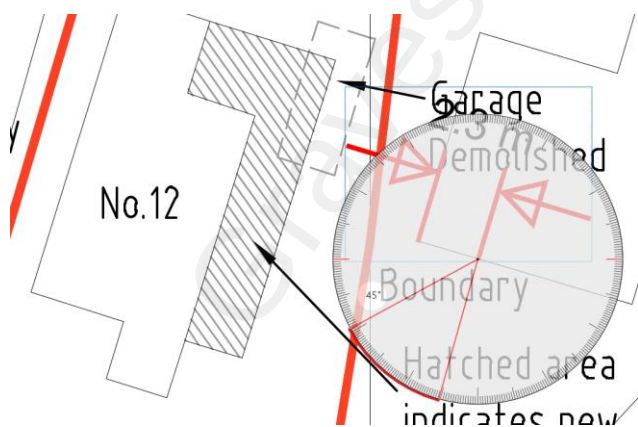
Neighbouring Amenity

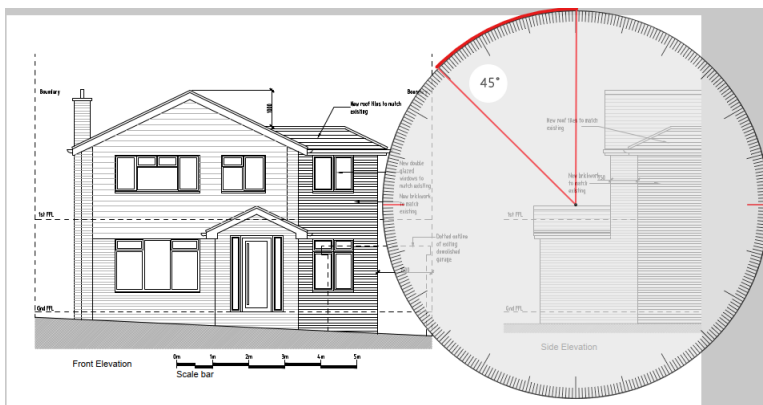
There are several properties adjacent to the application site as follows:

1 St Botolph Road - This property is to the east of the application dwelling no. 12 Pepper Hill and is set well back from it (by some 5.8m from the main front wall of no. 12). This therefore means that a large amount of the proposed extension would be forward of the front elevation of no. 1. This is shown below:



With the front elevation there are several windows, the nearest of which at ground floor appears to serve a living room and the nearest at first floor level appears to serve a bedroom. The proposed extension would not fail the 45 degree test on either plan or elevation, therefore denoting there would be no actual overshadowing or loss of light to the nearest ground and first floor windows in the front of no. 1:





However, it is considered that due to the two storey height of the extension, the proximity to no.1 and the amount that the extension would extend beyond the front of no. 1 that it would still have an overbearing impact on no. 1 and would be an unneighbourly extension.

In respect of overlooking, there are three windows proposed in the flank wall of the extension – the one at ground floor would serve a utility room and the two at first floor would serve a bathroom and an en-suite. Within the existing flank elevation there are two windows at ground floor serving a stairwell and a kitchen and a window at first floor serving a bedroom. As the proposed windows would serve non-habitable rooms it is considered that should permission be forthcoming a condition could be attached to state they are should be obscure glazed and non-opening apart from any top hung opening above 1.7m from the floor level of the room. In this case therefore it is considered subject to a planning condition there would be no material impact from overlooking to no. 1 from the proposal.

3 St Botolph Road – This property is to the north of the application site with its rear elevation facing west. The proposal to infill the existing L shape at the rear with a rear extension and then extend down the side of the dwelling would be built in line with the existing rear most wall of the dwelling and extend out to the side as shown in the proposed block plan above. Given that the proposed extension would not extend any deeper than the existing rear most rear wall of the dwelling, that there would be a distance of 10m from the rear wall of the extension to the boundary with no. 3 and also given the orientation of the rear elevation to the application site, it is considered that the proposed extension would cause no additional impact on no. 3 than the existing situation. There would be two new bedrooms windows at first floor level but as there is an existing bedroom window at first floor level in the rear most wall of the dwelling and the proposed extension would be built in line with this, there would be no additional impact with regards overlooking than the existing situation. The rear elevation of no. 3 faces west and not southwards and so there would be no direct facing windows between the rear elevations of the two properties.

14 Pepper Hill – This property is to the west of the application site. Due to the proposed extension infilling the area to the east of the existing two storey rear extension and then down the east elevation of the application dwelling, it would cause no impact with regards overshadowing, loss of outlook or overlooking on the occupiers of no. 14.

However, due to the overbearing and unneighbourly impact on no. 1 Botolph Road it is considered that the proposal in respect of the amenity of neighbouring properties would be contrary to Policy CS19 (LPCS). In this regard the neighbouring amenity concerns raised in previous application ref. 20220254 have not been addressed; the guidance given to the agent in communication during the previous application has not been taken on board and no pre-application advice was sought.

Parking and Highways

SPG 4 - KCC Parking Standards (2006) state that for a property with four or more bedrooms there shall be a maximum of 3 spaces per dwelling. As a result of the proposal the existing garage would be demolished, the majority of the side drive would be built over and the property would increase from three to four bedrooms. The Highways Officer advises that a parking plan would need to be submitted to show there is

space for two off-street parking spaces. It is considered that should permission be forthcoming, a condition could be attached to address this. Therefore, subject to a planning condition it is considered the proposal would be compliant with saved Policy P3 (LPFR).

Any Other Material Planning Considerations

None.

Conclusion & Recommendation

The proposal would be acceptable in respect of occupier amenity and parking and highway safety subject to conditions however, it would be unacceptable in respect of design character and appearance and neighbouring amenity. It would therefore be contrary to local and national planning policy. The concerns raised in previous application ref. 20220254 have not been addressed; the guidance given to the agent in communication during the previous application has not been taken on board and no pre-application advice was sought.

Recommendation: Refusal

(For detailed reasons for 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:	15th February 2023	Dated:	16th February 2023