



Delegated Report

Householder Planning Application

Planning Application No: 20260268

Location: 42 Dover Road East Gravesend Kent DA11 0RG

Description: Demolition of chimney. Conversion of loft space incorporating a hip to gable roof alteration and rear dormer extension to an existing mixed use building comprising of a ground floor shop and a self contained residential unit above. The proposal will provide two additional bedrooms and shower room at loft level forming a two storey self contained dwelling above the commercial premises.

Applicant: Mr Harvinder Singh

Site Visit Date: N/A

Submitted Documents/Plans

Application Form;
Supplementary Information – Planning Statement;
Supplementary Information – Fire Safety Statement;
Drawing No. L1-01 – Floor Plans – Existing;
Drawing No. L1-02 – Floor Plans – Proposed;
Drawing No. L1-03 – Roof Plan – Existing and Proposed;
Drawing No. L1-04 – Rear Elevations – Existing and Proposed;
Drawing No. L1-05 – Front Elevations – Existing and Proposed;
Drawing No. L1-06 – Side Elevations – Existing and Proposed;
Drawing No. L1-07 – Side Elevations – Existing and Proposed;
Drawing No. L1-08 – Block Plan; and
Drawing No. L1-09 – Site Location Plan.

Relevant Planning History

Reference	Description	Decision	Decision Date
19920014	Continued use of first floor as a self-contained flat incorporating single storey rear extension to form entrance lobby and continued use of part of ground floor as a shop.	Permitted	22.01.1992

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)

Emerging Local Plan as a Material Consideration

Paragraph 48 of the Framework makes it clear that planning applications can only be determined in accordance with the development plan, unless material considerations indicate otherwise. An emerging Local Plan, does not form part of the Development. The Framework, at Paragraph 49 allows local planning authorities to give weight to relevant policies in emerging Local Plans, according to:

- The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to the Framework, the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given to those policies.

West Oxfordshire District Council v Secretary of State for Housing, Communities and Local Government & Rosconn Strategic Land Ltd [2018] EWHC 3065 (Admin) is a High Court judgement that deals with the weight to be given to a Regulation 19 Local Plan. In this judgement the Court found that the weight to be given to an emerging Local Plan, was a matter of planning judgement, which had to be reached having fully considered the relevant part (Paragraph 49) of the Framework.

The Council's emerging Local Plan, is in the process of being consulted upon (it has reached Regulation 19 stage), the Council is not yet aware of whether third parties will support or object to specific policies within the Plan, or whether they will consider the policies with the emerging Local Plan to be broadly sound and consistent with the NPPF (2024). Taking this into consideration, one can only conclude that at this stage of the process, **limited (i.e. minimal) weight should be afforded to the emerging Regulation 19 Local Plan**. This position would only change once the emerging Local Plan has progressed towards submission and examination, with the Council being fully aware of policies that are subject to unresolved objections and with knowledge of policies that have had their soundness and conformity against the Framework challenged.

This approach accords with the approach taken in a separate High Court case, Gladman Developments Ltd v SSHCLG & Corby Borough Council; & Uttlesford DC [2020] EWHC 518 (Admin) and Court of Appeal [2021] EWCA Civ 104, which was also the subject of a Court of Appeal Ruling [2021] EWCA Civ 104.

Consultations, Publicity and Representations

Consultees

Local Ward Councillors

No comments received.

KCC Fire and Rescue

Thank you for your email dated 7 April 2026. Following my assessment of Fire and Rescue Service emergency access provisions for application number 20260268 I would like to make the following observations.

Upon review of the documents available on the planning portal, I note that the changes to the application do not impact the emergency access. Therefore we have no further observations.

Please be aware that should this proposal be successful it would then be subject to a Building Regulations consultation where the access arrangements would again be examined under section B5.

Fire Service access and facility provisions are a requirement under B5 of the Building Regulations 2010 and must be complied with to the satisfaction of the Building Control Authority. A full plans submission should be made to the relevant building control body who have a statutory obligation to consult with the Fire and Rescue Service.

Neighbouring properties

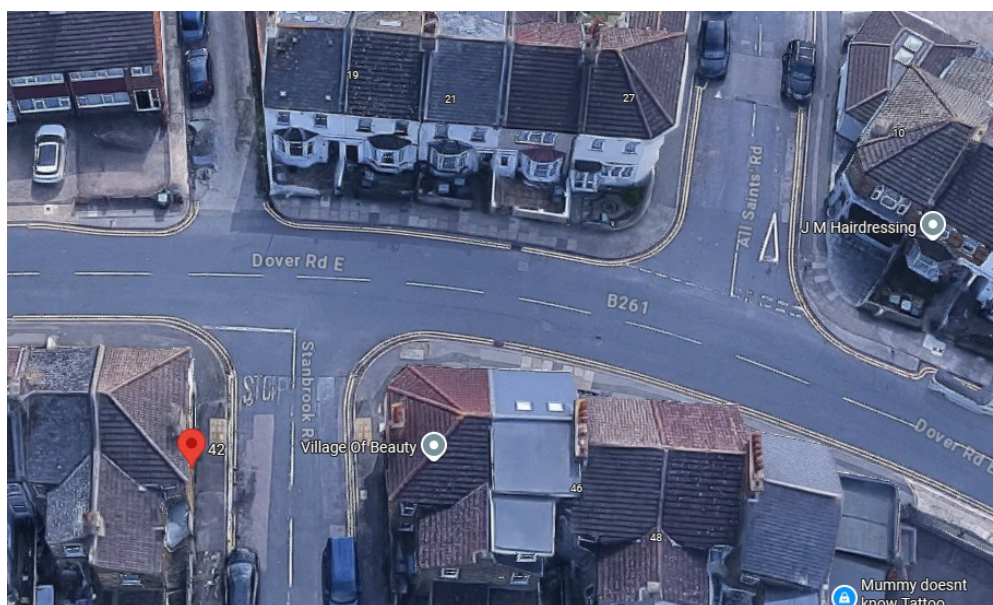
Six surrounding properties were consulted, a site notice was displayed on 16.04.26 and two responses were received objecting to the proposal. The objections were in relation to naming and numbering issues and concerns with whether there had been sufficient opportunity for people to object due to the applicants owning/renting several properties in the area. The concern raised with regards to street naming/numbering would not be relevant to the assessment of this application. In addition, it should be noted that the relevant neighbouring properties have been consulted on this application. In addition, a site notice was displayed giving the opportunity for representations to be made.

Site Description

The application property is a two storey end terraced building comprising of a ground floor commercial unit with self-contained residential unit above. The application site is situated on the corner of Dover Road East and Stanbrook Road. The existing building has been designed with a hipped roof and an outrigger extension, which is a character replicated by other properties in the local vicinity.



Google Images



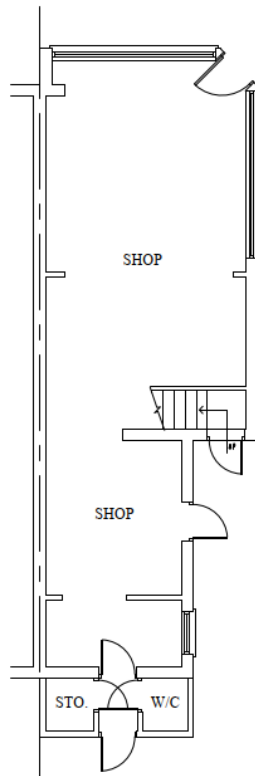
This application proposes the demolition of the chimney, a hip to gable roof alteration and rear dormer extension to the existing mixed-use building comprising of a ground floor (vacant) shop and a self-contained residential unit above. The proposal would result in the provision of two additional bedrooms and shower room at loft level; forming a two-storey self-contained dwelling above the commercial premises.

Proposed Development

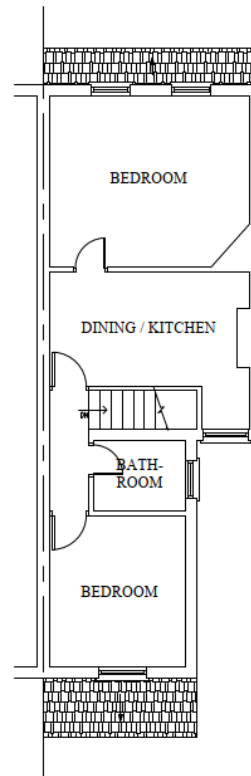
The development would create space for internal layout alterations including the creation of a new reception room at first floor level (in replacement of the existing bedroom), along with the provision of two bedrooms and a shower room at second floor level.

Dimensions are indicated by the case officer measurements in red and black below:

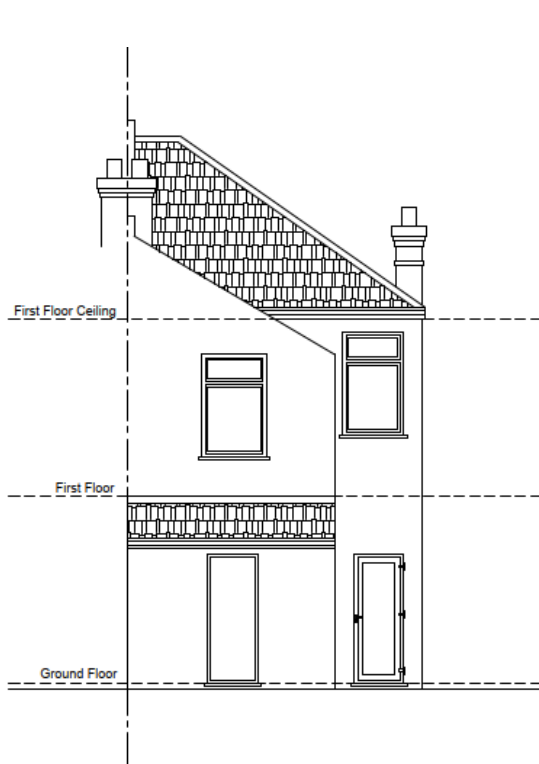
Existing Plans and Elevations:



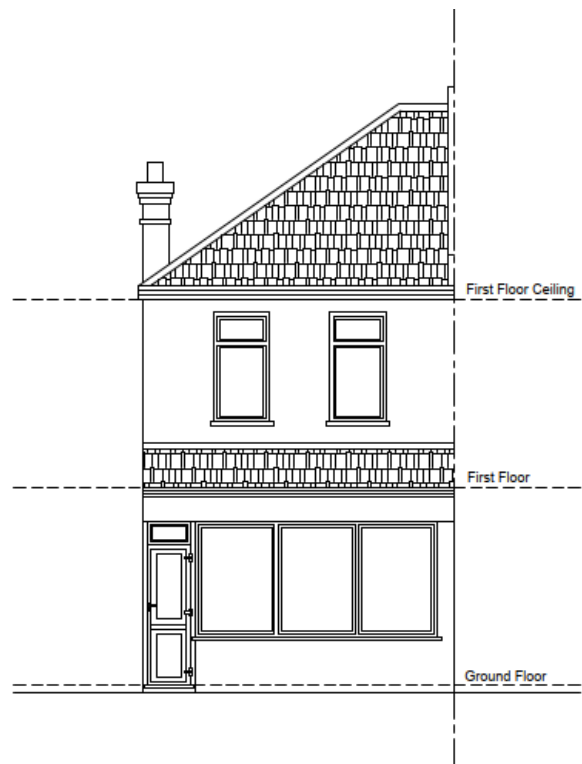
EXISTING



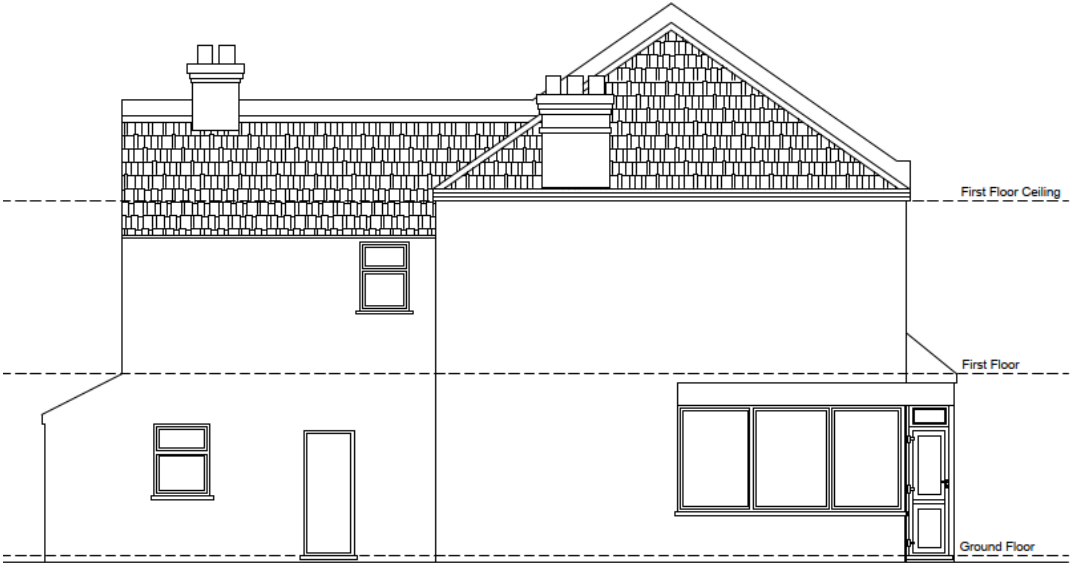
EXISTING



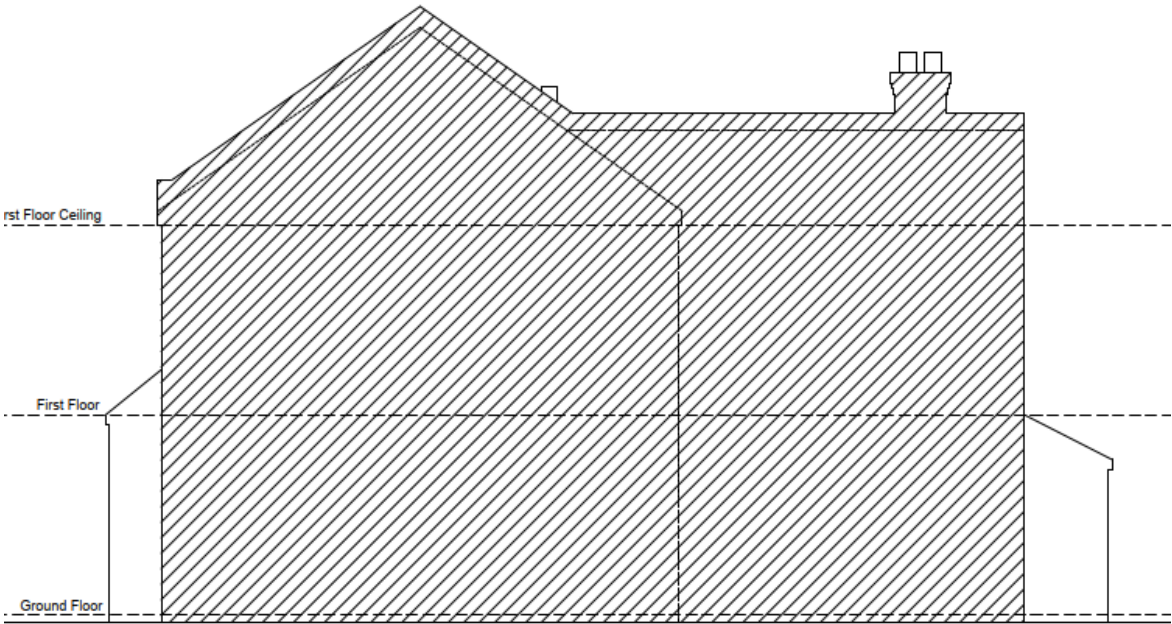
EXISTING REAR ELEVATION



EXISTING FRONT ELEVATION

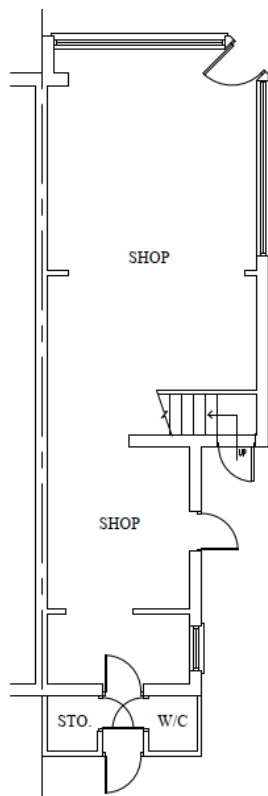


EXISTING SIDE ELEVATION (A)

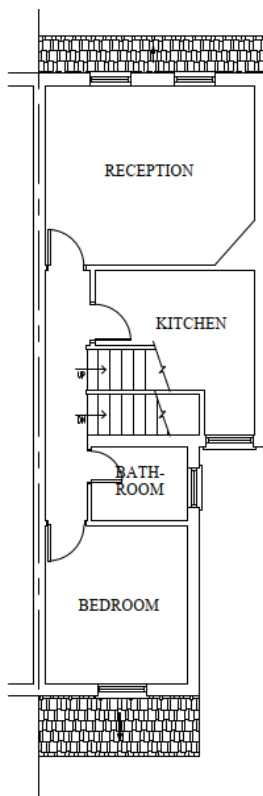


EXISTING SIDE ELEVATION (B)

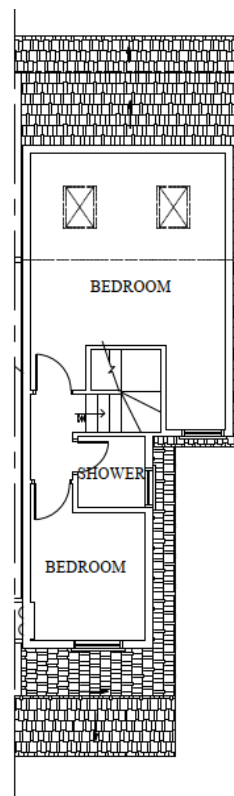
Proposed Plans and Elevations:



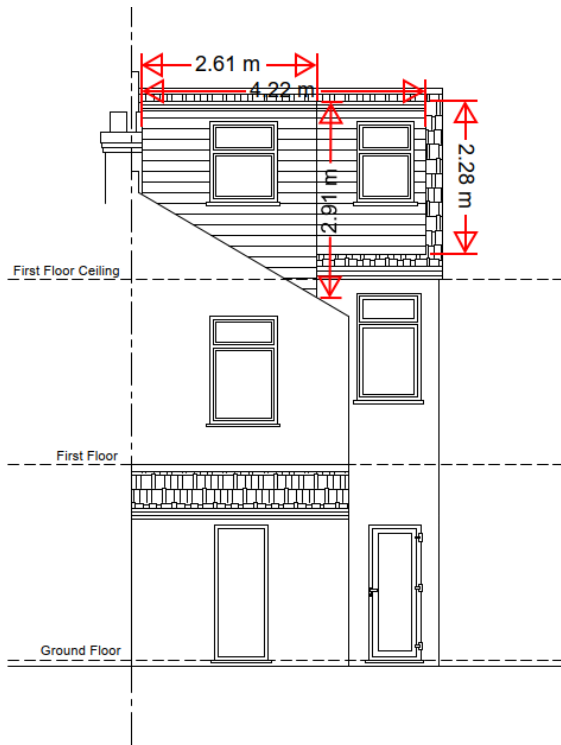
**PROPOSED
GROUND FLOOR
(No Change)**



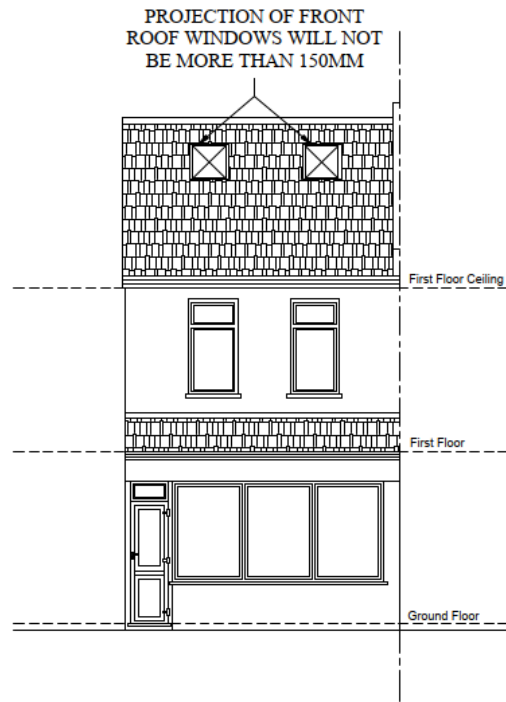
**PROPOSED
FIRST FLOOR**



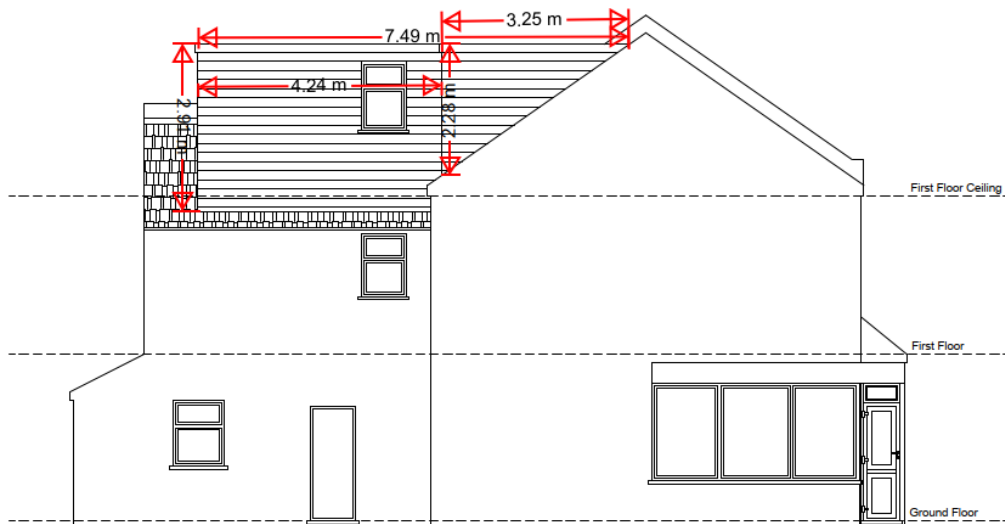
**PROPOSED
LOFT FLOOR**



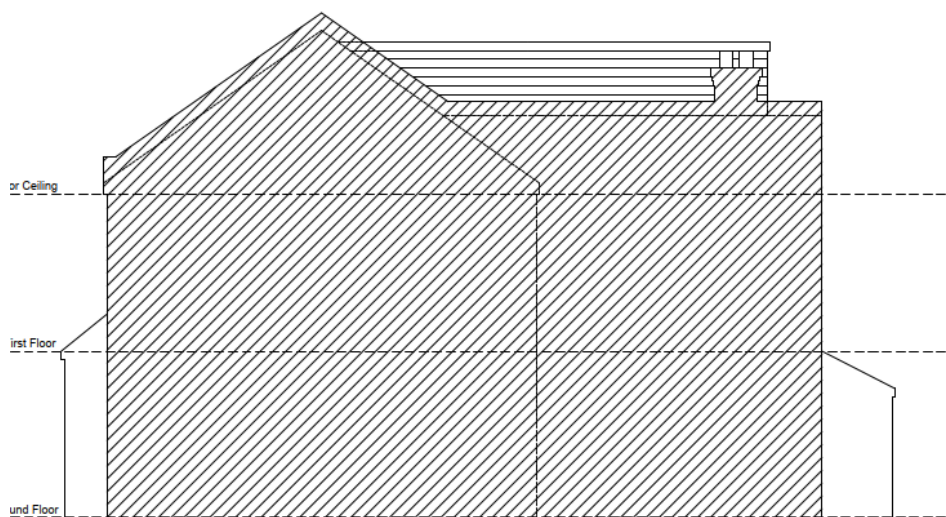
PROPOSED REAR ELEVATION



PROPOSED FRONT ELEVATION



PROPOSED SIDE ELEVATION (A)



PROPOSED SIDE ELEVATION (B)

Officer's Analysis

Design, Character and Appearance

Policy CS19 (Development and Design Principles) (LPCS) (2014) states that new development will be visually attractive and locally distinctive. It should also conserve and enhance the character of the local built and natural environment and integrate well with the surrounding area. Moreover, Section 12 (Achieving well- designed places) of the NPPF (2024) sets out that the creation of high quality beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. It states developments should function well and add to the overall quality of the area, be visually attractive and sympathetic to local character.

The Design For Gravesham Design Code (2024) is a strategic document that sets out Gravesham's vision and expectation for quality place-making. Gravesham's Householder Extensions/Alterations Design Guidance SPD (2021) set out key principles for new developments. Generally, the SPD (2021) highlights the importance of new development complimenting and corresponding to existing character and the wider context.

The Householder Design Guide (2021) sets out the design expectations for the Borough. Key elements that are relevant to this proposal have been included below:

Character and design quality

Any proposed extensions and alterations to a house should respect the original character of the existing dwelling, complement and correspond with the character of neighbouring properties and the local area. It should be noted that this does not always mean an exact replication of the existing character.

9.2 Your proposal should reflect and respect the original character and respond to its features. In order to achieve this as a starting point all residential extensions and alterations should be subordinate to the host property/building, allowing the original building to remain dominant.

9.3 Matching roof styles and pitches should be used in new extensions and new extensions should normally not be larger, higher or forward of the existing dwelling unless they echo an existing characteristic in the local area. It is usually preferable for an extension to have a lower roofline and be set back behind the front building line. In most cases a flat-roofed extension to the front or side, or where clearly visible from the street, will not be supported (unless the original house main roof is flat).

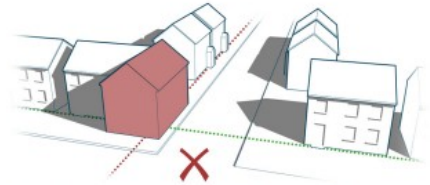
10 Extensions and Alterations

10.1 This section outlines the type of residential extensions and alterations that the Council may consider acceptable. Each planning application will be considered by the Council on its merits on the basis that each property is different.

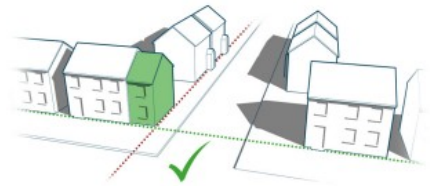
Extensions to houses on Corner Plots

10.6 Corner plots may provide opportunities to create large extensions that face onto the return road and in some cases can create a landmark building feature. Their location makes them highly visible from two streets and can provide an opportunity to improve the appearance of an area. Houses on corner plots may have capacity for two-storey extensions that extend to the side or rear. Extensions should follow the relevant advice given in preceding sections and ensure:

- **Building Line:** 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. This may be resolved through the massing (such as stepping), fenestration or material treatment of the proposal. Views along the return street to the proposed building should be understood and taken into account.
- **Roof Form:** The relationship between the roof of the existing property and an extension on a corner is carefully considered.
- **End Walls:** 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.



Development should not dominate the street corner.



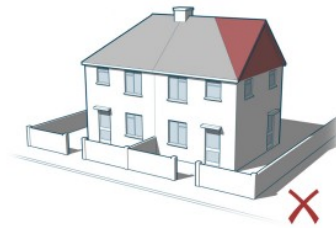
Development should generally reflect the surrounding building lines

Roof Extensions

Side roof extensions

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

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



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



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

Rear Roof Extensions

10.9 Whilst in many instances, rear roof extensions can be undertaken without permission under permitted development, these can and have had a harmful effect on roofscapes. When assessing planning applications, a high standard of design shall be required. Rear roof extensions and alterations should be set away from the gables, hips, eaves and ridge of a property and follow the guidance below:

- **Height:** Should be lower than the existing ridge-line, and original ridgeline treatment should be retained.
- **Massing:** Should not wrap around two-sides of a hipped roof unless in special circumstances where it can be justified; this will be judged on a case by case basis. Dormers should not overwhelm the roof slope within which they are to be placed.
- **Alignment of Windows:** Should include window position and design which reflects the position, design and character of windows to the lower levels of the host original building.
- **Detail:** Large blank facades on dormers can have an overbearing appearance and will not generally be acceptable.



Rear and side dormers that are in proportion and in keeping with the design of the house will be considered favourably.

The proposed external materials would match the existing, which is desirable to ensure a good visual relationship between the existing dwelling and proposed new development, however, the proposal also needs to meet other design principles in terms of scale, design and character.

As previously established, the property is situated on a corner location and is therefore prominently viewed from both Dover Road East and Stanbrook Road. The development would overwhelm the existing roofscape. In addition the outrigger dormer would be higher than the existing outrigger roof ridge. The proposed development as a whole is not considered to be sympathetic to the existing character of the dwelling or to be visually attractive. In addition, it would not enhance the character or the local built environment or integrate well with the surrounding area. As such it is considered to be visually harmful.

The proposal is considered to represent poor design, that would result in an incongruous, dominant and unsympathetic development, to the detriment of the appearance of the existing dwelling and surrounding area. As such, the proposal would be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

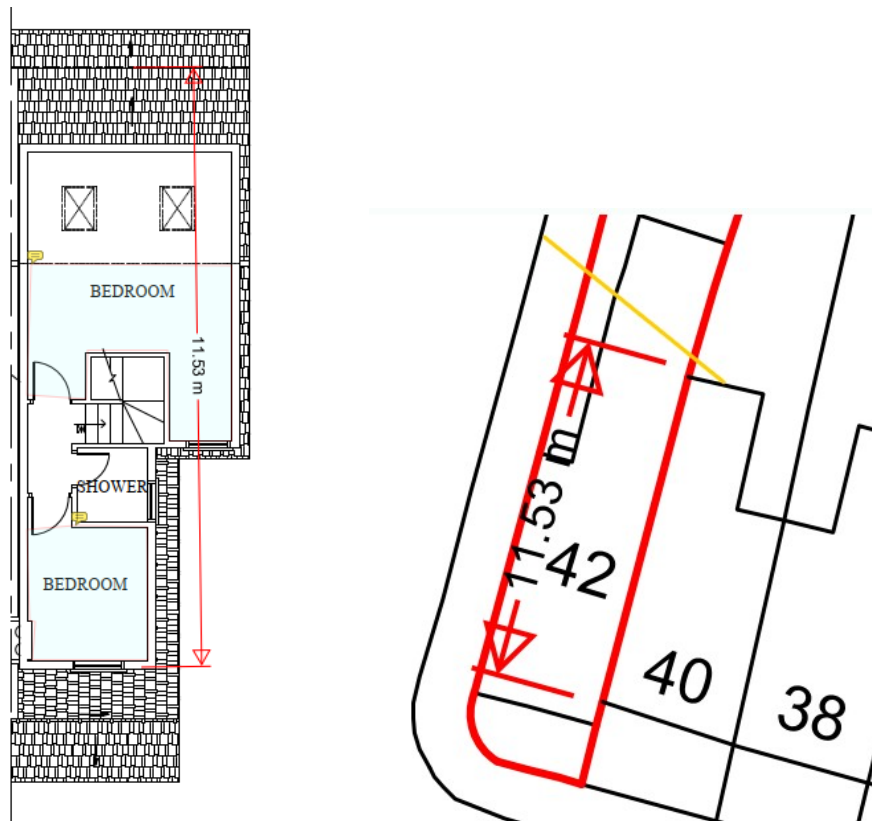
Amenity of Future Occupiers

Gravesham's SPG2 – Residential Layout Guidelines (RLG) (2020) sets out expected room sizes and garden space post development. No private garden area is identified on the block plan. Although this appears to be an existing situation, an additional bedroom is proposed and there is no private garden area provided for the enjoyment of future occupiers. In terms of rooms area, when a dwelling has three or more bedrooms, separate dining facilities are expected to be provided or provided within kitchen/diners or lounge/diners which are significantly larger than the minimum floorspace requirements. The reception room, which would also presumably function as a dining area is undersized according to the RLG requirements for a lounge/diner. Notwithstanding this, the additional room area is considered to be acceptable when taking into account the existing situation, and that this additional room area would be an improvement of the living conditions for future occupiers. In addition, sufficient natural light is provided to the two new bedrooms at second floor level. Notwithstanding this, the bedroom above the existing outrigger is undersized at 5.74sqm and the other bedroom is considered to be constrained by head height and awkward layout. With consideration to all of the above, it is considered that the development would result in poor amenity for future occupiers in terms of substandard rooms and lack of private garden area, and it would therefore be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

Neighbouring Amenity

Neighbouring amenity is considered in terms of whether development would cause a sense of enclosure, loss of light, loss of privacy or loss of outlook. No information has been provided on the plans with

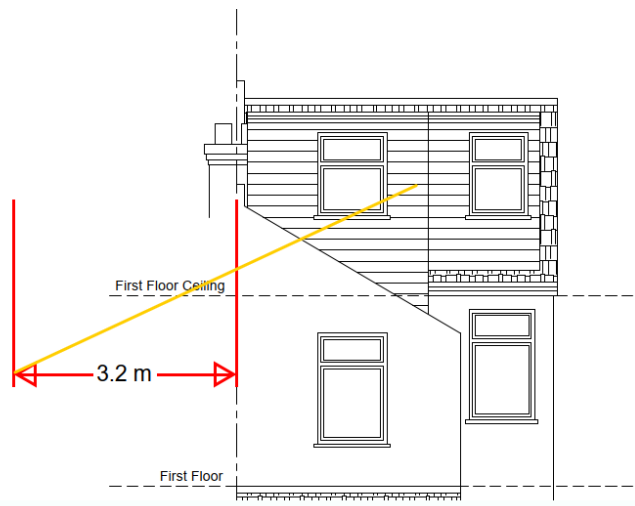
regards to any light impact the development may have on neighbouring properties. However, an approximation of the 25 degree rule has been made below to consider the impact on No.40, using the plans provided:



In situ the dormer in the outrigger would be constructed in line with the outrigger extension at No.40. As indicated above, this would not impact light to the first floor window within the outrigger at No. 40:



In addition, the remaining windows of No.40 are already impacted by its own outrigger:



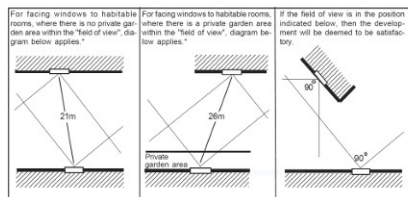
As such, the proposal is not considered to result in additional detrimental harm to light provision. Furthermore, in situ, the proposal is not considered to result in a detrimental impact to neighbouring amenity in terms of outlook or result in a sense of enclosure.

In terms of privacy, there is a new window proposed in the flank elevation of the dormer facing No.44 Dover Road East, however this would serve the shower room and can therefore be conditioned to be obscure glazed. Notwithstanding this, the introduction of new fenestration at height in the rear of the dormers (to serve bedrooms) raises privacy concerns of overlooking and perceived overlooking with regards to No.2 Stanbrook Road. In addition, the new bedroom windows in the face of the dormer would not meet the privacy requirements of the RLG (2020):

Privacy distances and overshadowing

- 16 All applications for new dwellings (including flats) will be expected to comply with the Borough Council's privacy distances and guidance on overshadowing. The standards specified protect the privacy and amenity of the occupiers of existing and proposed dwellings and protect against loss of light and overshadowing from obstructing buildings.
- 17 Where windows of habitable rooms face each other (whether across a road, pedestrian way or private garden) a window-to-window distance of at least 21 metres should be provided. Habitable rooms are defined as bedrooms and living areas, but specifically exclude kitchens and bathrooms.
- 18 In addition, a minimum distance of 21 metres shall be provided between the windows of habitable rooms and the private garden area of any dwelling. A private garden area is defined as the first five metres of garden adjacent to the rear of the dwelling.
- 19 For "single aspect" dwellings, the minimum distance from the window of a habitable room to any house wall of equivalent height containing no habitable room windows can be reduced to 11 metres.
- 20 In all cases, the privacy distances will be applied on the basis of the principles set out in figure 1 on "fields of view" which are illustrated below.

Figure 1



* A 90° field of view is measured from the central point of a window of a habitable room on any elevation, to where it overlaps a 90° field of view from the central point of a window to a habitable room on any elevation of another property.



As such, the proposal fails to safeguard the amenity of neighbouring properties, contrary to Policy CS19 (LPCS) (2014) and Section 12 (NPPF) (2024).

Parking and Highways

There are no concerns in terms of parking and highways that arise as a result of this proposal. The site is within close proximity to Perry Street and the Town Centre, with transport links nearby.

Conclusion

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

The proposal is considered to represent poor design, that would result in an incongruous, dominant and unsympathetic development, to the detriment of the appearance of the existing dwelling and surrounding area. As such, the proposal would be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

The development would result in poor amenity for future occupiers in terms of substandard rooms and lack of private garden area, and it would therefore be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 12 of the National Planning Policy Framework (2024).

The proposed dormer would result in a privacy distance below the requirements of the Residential Layout Guidelines (2020) which directly impacts 2 Stanbrook Road in terms of overlooking and perceived overlooking, which would also impact their private garden area. As such the proposed development is detrimental to neighbouring amenity and contrary to Policy CS19 (LPCS) (2014) and Section 12 (NPPF) (2024.)

Recommendation

Refusal

(For detailed 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:	19th May 2026	Dated:	27th May 2026