

Delegated Report

Householder Planning Application

Planning Application No: 20260675

Location: 10 Sandown Road Gravesend Kent DA12 5EN

Description: Demolition of existing single storey rear garden room. Erection of two storey front/side/rear extension, erection of a 1.8m boundary fence and gate with associated works including hard and soft landscaping, car parking and extension to existing dropped kerb.

Applicant: Mr T. Brennan

Site Visit Date: 13/07/2026

Submitted Documents/Plans

- Application Form
- Drawing No:1000 (Site Location Map)
- Drawing No:1103 (Proposed Block Plans and Visibility Splays)
- Drawing No:1001 REV A (Existing Block Plan)
- Drawing No:1101 (Proposed Site Block Plan)
- Drawing No:1133 (Proposed West Elevation)
- Drawing No:1132 (Proposed East Elevation)
- Drawing No:1131 (Proposed South Elevation)
- Drawing No:1130 (Proposed North Elevation)
- Drawing No:1120 (Proposed Section AA)
- Drawing No:1112 (Proposed Second Floor Plan)
- Drawing No:1113 (Proposed Roof Plan)
- Drawing No:1111 (Proposed First Floor Plan)
- Drawing No:1110 (Proposed Ground Floor Plan)
- Drawing No:1133 (Existing West Elevation)
- Drawing No:1032 (Existing East Elevation)
- Drawing No:1031 (Existing South Elevation)
- Drawing No:1030 (Existing North Elevation)
- Drawing No:1020 (Existing Section AA)
- Drawing No:1013 (Existing Roof Plan)
- Drawing No:1012 (Existing Second Floor Plan)
- Drawing No:1011 (Existing First Floor Plan)
- Drawing No:1010 (Existing Ground Floor Plan)

Relevant Planning History

No relevant planning history.

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

Saved Policies in the Gravesham Local Plan First Review (November 1994):

- P3 – Vehicle Parking Standards

As set out in Regulation 10A of the Town and Country Planning (Local Planning) England Regulations 2012 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

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 (2026), the Council will also seek to replace these.

National Planning Policy Framework (2026)

- Section 4 -Achieving Sustainable Development
- Section 5 – Meeting the challenge of climate change
- Section 12 – Making Effective use of land
- Section 14 – Achieving well-designed places

Supplementary Planning Guidance

- SPG2 - Residential Layout Guidelines (2020)
- SPG 4 - KCC Parking Standards (2006)
- SPD4 - Householder Extensions/Alterations Design Guide (2021)
- Design for Gravesham – Design Code (2024)
- Technical Housing Standards – Nationally Described Space Standard (2015)

Other Relevant Guidance

- Kent County Council Dropped Kerb Guidance and Self-Assessment (2023)
- Gravesham Driveway Dropped Kerb Guidance (Informal Guidance) (2023)
- Gravesham Front Driveway Design Guidance (Informal Guidance) (2023)

Emerging Local Plan as a Material Consideration

Section 38(6) of the Planning and Compulsory Purchase Act 2004 (Planning and Compulsory Purchase Act 2004) and section 70(2) of the Town and Country Planning Act 1990 (Town and Country Planning Act 1990) make it clear that planning applications can only be determined in accordance with the development plan, unless material considerations indicate otherwise.

Decision Making Policy DM4 of the Framework sets out that when considering development proposals, relevant policies may be given weight, however, this is subject 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 compliance of the relevant policies in the emerging plan with the policies for plan-making in this Framework (the closer the policies in the emerging plan to the policies in this Framework, the greater the weight that may be given to them).

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 of the Framework, which from 17 August 2026 Decision Making Policy DM4 of the Framework.

The Council's emerging Local Plan has reached the Regulation 19 Consultation stage, with the consultation having ended on 18 August 2026. The emerging Local Plan does not form part of the Development Plan.

The Council is aware that third parties have raised objections to the wider emerging Local Plan and specific policies within it. Therefore, at present the Council cannot categorically state that the emerging Local Plan can be considered sound and consistent with the National Planning Policy Framework (2024) [as an emerging Local Plan being brought forward under the legacy system, it would be examined under the 2024 Framework]. 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.

Local Ward Councillors

No comments received.

Kent Public Rights of Way

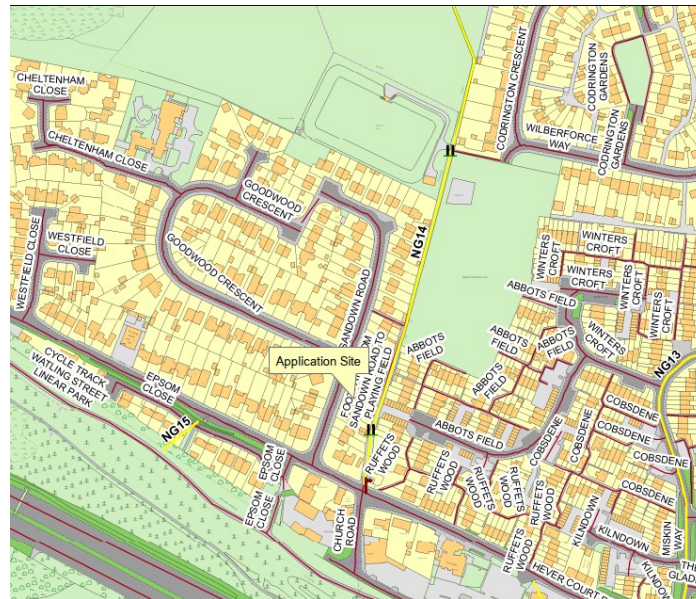
Thank you for your letter dated 8th July regarding the above planning application.

Public Right of Way NG14 lies to the east of the application site, outside the site boundary, and will not be affected by the proposed development. I enclose a copy of the Public Rights of Way network maps showing the line of the path for your information.

The granting of planning permission confers no other permission or consent on the applicant. It is therefore important to advise the applicant that no works can be undertaken on a Public Right of Way without the express consent of the Highways Authority. In cases of doubt the applicant should be advised to contact this office before commencing any works that may affect the Public Right of Way. Should any temporary closures be required to ensure public safety then this office will deal on the basis that:

- The applicant pays for the administration costs.
- The duration of the closure is kept to a minimum.
- Alternative routes will be provided for the duration of the closure.
- A minimum of six weeks' notice is required to process any applications for temporary closures.

This means that the Public Right of Way must not be stopped up, diverted, obstructed (this includes any building materials or waste generated during any of the construction phases) or the surface disturbed. There must be no encroachment on the current width, at any time now or in future and no furniture or fixtures may be erected on or across Public Rights of Way without consent.



Neighbouring properties

The application was advertised by way of site notice and letters to 5 surrounding properties. The consultation period expired on 07.08.2026 and two comments were received. The comments were received from the same individual and the points raised were:

- Objects unless confirmed as a family dwelling.
- Concern proposal may be an HMO.
- Existing nearby HMO causes recurring issues and emergency service callouts.
- HMO would be out of character with the family cul-de-sac.
- Would reconsider objection if confirmed as a family home.

The proposal has been submitted as a householder application there is no information within the submission to indicate the proposed use of the property. It should be noted that small HMOs fall under permitted development and a forthcoming permission could not prevent a change of use of the property if the applicant wished to do so.

Analysis

Proposal

The proposal seeks to demolish an existing single storey rear garden room. Erection of two storey front/side/rear extension, erection of a 1.8m boundary fence and gate with associated works including hard and soft landscaping, car parking and an extension to the existing dropped kerb.

Character and Appearance

The application site is a two storey semi detached house situated within Sandown Road which is a quiet cul de sac within an urban area.

The streetscene comprises semi detached dwellings of varying types ranging from houses to chalet style bungalows. There are examples of extensions within the road of which many have been permitted prior to the adoption of policies such as CS19 Local Plan Core Strategy 2014, SPD4 Householder Alterations and Extensions Guidance 2021 and Design for Gravesham (2024).

It is also noted that a similar extension under reference 20260312 at 4 Sandown Road was refused permission on design grounds.

Whilst the principle of a two storey extension is acceptable it is crucial to ascertain whether the submitted plans are compliant with current adopted policy.

The current adopted policy states:

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.

Materials

9.9 Extensions should normally be constructed using matching materials to the main dwelling. Matching bricks or render should be used along with similar coursing and pointing detailing and colours. Roof tiles or materials should match the existing in terms of materials, texture, colour and size. Where appropriate, extensions may be constructed of an alternative material if this is consistent with other development in the area and where the extension would still be clearly subordinate to the main dwelling.

Two Storey and First Floor Rear Extensions

10.3 Two-storey rear extensions are often desirable as they create more space within a home, however they are not appropriate in all circumstances e.g. mid-terraced properties, and need to be carefully designed to avoid negatively impacting neighbouring properties. Proposals for two-storey rear extensions should consider the surrounding context, and ensure that:

- Depth: The extension does not dominate the original property. This can cause the site to appear overdeveloped, and cause long dark internal spaces to be formed. Extensions to extensions will generally not be supported.
- Height: two storey extensions can have very significant impact on neighbouring amenity, so should generally not be built up to site boundaries with neighbouring gardens / properties.
- Width: Extensions should not be of greater width than the original building.
- Design: Taller extensions are of greater visibility, and should incorporate roof designs to reflect, tie in with and not overwhelm the main property's roof. Patterns and proportions of windows should reflect the host building and local character.
- Materials: Using matching external materials and window / door frames is especially relevant for two storey extensions.
- Overlooking: Extensions should avoid inserting any flank windows, or involve raised platforms where they would allow new, or 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.

Front Extensions & Porches

10.7 Front extensions can change the character of the original building and where poorly designed have a negative impact on the appearance of the street; due to their visibility these kind of extensions are most likely to have an impact on the wider street scene and are generally discouraged. It is therefore important to invest a high level of design quality in such proposals following the guidance below:

- **Design:** Front extensions must be designed to respond to and enhance the character of the existing dwelling and street.
- **Scale:** The scale and design of new porches should respond to the existing dwelling.
- **Existing Features:** Care should be taken to preserve the appearance of existing features, such as bay windows, and avoid porches that would impact these by subsuming their form or erasing their prominence. Existing porches that are open to the street, and are an original feature that form part of a local pattern of development, should generally not be enclosed.
- **Car Parking:** Extensions or porches should not result in the retention of front parking spaces of inadequate depth.
- **Garden Space:** Adequate garden area for the enlarged house should be retained following development

The proposed development is considered to represent poor design, resulting in a dominant and incongruous addition that would harm the character and appearance of both the host dwelling and the wider street scene. This is expanded on in more detail throughout the report.

The scale, massing and footprint of the extensions are excessive, giving rise to an awkward and visually disjointed arrangement of roof forms. In particular, the roofs of the proposed two-storey extensions would project prominently from the flank elevation, appearing unrelated to the established roofscape, eaves heights and architectural form of the existing dwelling.

Significant weight is given to the findings of the Planning Inspector in the dismissed appeal at 22 Mulberry Road (ref. 20250813 – See Appendix 1), where similar incongruous roof forms were found to be harmful to the character and appearance of the dwelling and surrounding area. While the proposal differs in detail, the Inspector's conclusions remain relevant, as the development would similarly result in a visually disjointed addition that fails to relate comfortably to the existing roofscape and would appear out of keeping with its surroundings.

The increased prominence of the extended first-floor footprint and roof spaces, would result in a dominant and visually intrusive form of development that would fail to integrate with the established character and appearance of the area. Whilst the applicant has sought mirror a near-identical extension on the adjoining semi-detached property, it is acknowledged that the neighbouring extension was approved under a previous policy framework. A rear extension in isolation without the side projections from the flank wall could be acceptable in principle as they would not be visible from the public realm, but as explained further the cumulative development and impact is significant here.

The proposal also incorporates a two-storey front extension which is considered to be out of character with the prevailing pattern of development and unacceptable in this location. The Planning Inspector's findings in the dismissed appeal at 22 Mulberry Road are considered directly relevant in this regard. The Inspector concluded that, when viewed from the road and neighbouring properties, the development would appear as 'an incongruous addition.'

Furthermore, the Inspector confirms at paragraph 8 that examples of extensions elsewhere carry limited weight in support of similar proposals:

'The appellant refers to the existing first-floor rear extension at No 20 and to other examples in the wider area. However, the extension at No 20 differs materially in its positioning, scale and form, and pre-dates the adoption of Gravesham's Design Guidance SPD (2024). As such, it carries limited weight in support of the proposal. Other cited examples are dispersed within a wider geographical context, do not replicate the

same boundary relationship, and do not demonstrate a consistent pattern that would alter the prevailing character of Mulberry Road. I have assessed the proposal on its own merits and find that the developments referred to are not entirely comparable or relevant. Consequently, they attract only very limited weight.'

The proposal also includes a two storey side extension. Whilst it is modest in width, this gives the illusion of an incongruous and disproportionate addition, being too small rather than large. It also adds a blank façade to the property and street scene which is not acceptable.

When the large rear extension and poorly designed nature of the side extension and front extension are considered together, the proposal is considered to represent an incongruous, dominant and unsympathetic form of development, causing harm to the appearance of the host dwelling and the character of the surrounding area.

The proposal also includes the formation of a front hardstanding to provide three off-street parking spaces, together with the erection of a boundary treatment along the southern boundary. The boundary treatment would comprise a 450mm high brick wall extending from the back of the pavement, to approximately the midpoint of the original dwelling. Beyond this point, a 1.8m high close-boarded fence would continue along the southern side boundary to the existing shed/garage.

The proposed hardstanding would result in the loss of a predominantly soft-landscaped front garden. Whilst this is regrettable, it is acknowledged that a portion of soft landscaping would be retained. Furthermore, the surrounding street scene contains examples of properties with fully hard-surfaced frontages. In this context, the retention of some soft landscaping is considered a positive aspect of the proposal.

The proposed boundary fence is considered acceptable in terms of its height, design and materials. It would provide a practical means of screening, thereby enabling both the occupiers and neighbouring residents to enjoy an appropriate degree of privacy within their respective amenity spaces. Similarly, the proposed brick wall is acceptable in terms of its scale and appearance and would be in keeping with the prevailing character and appearance of the street scene. It would not require planning permission in its own right.

Whilst the principle of the proposed rear extension, front hardstanding and boundary treatments are considered acceptable and would not, in isolation, result in unacceptable harm to the character or appearance of the host dwelling or surrounding area, the proposed front and side extensions, would result in an excessive, visually dominant and incongruous form of development.

The cumulative scale, massing, design and appearance of the proposed development would fail to remain subordinate to the host dwelling. Furthermore, the combined effect of the extensions would appear unsympathetic to the established character and appearance of the surrounding area. The existence of a neighbouring extension carries limited weight given its age and the materially different policy context under which it was approved, and the current proposal must therefore be assessed on its own merits against the prevailing adopted policy.

Accordingly, the proposed development, would constitute poor design and the cumulative scale, massing, design and appearance of the proposed development would fail to remain subordinate to the host dwelling, resulting in harm to the character and appearance of the host dwelling and the surrounding area, contrary to Policy CS19 of the Gravesham Local Plan Core Strategy (2014) and Chapter 14 of the National Planning Policy Framework (2026).

Amenity of Future Occupiers

At present the property comprises two bedrooms. Post development this will increase to four and the loft area will also contain a space, although this has been described as a storage area.

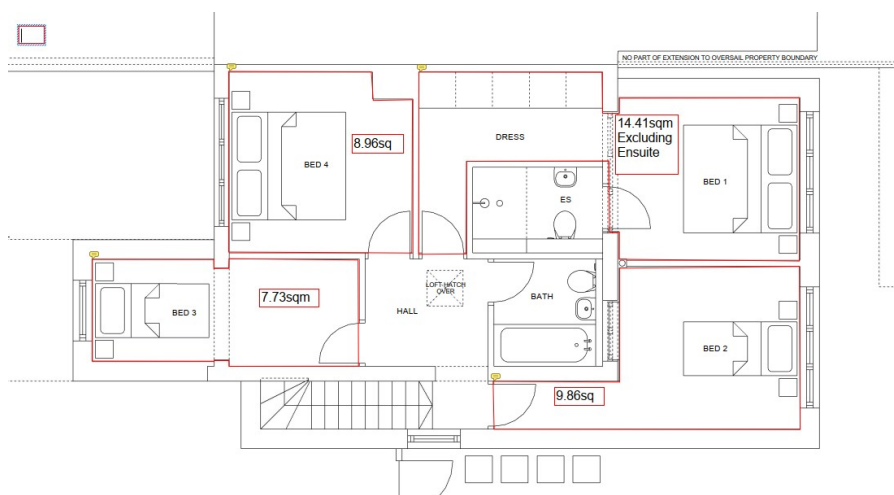


The resultant bedrooms are compliant with SOG2 Residential Layout Guidelines 2020 which is the Council's adopted technical standards, although some slightly convoluted in design. The guidance states:

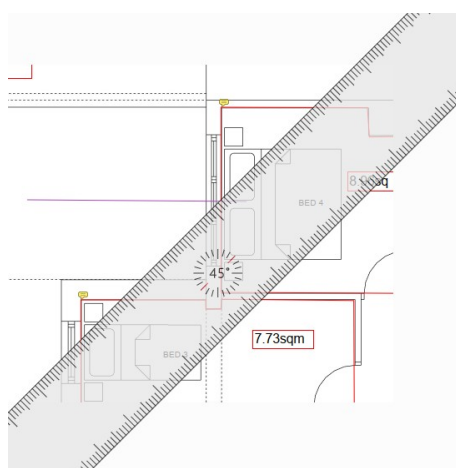
Table 1

Function of room	Floorspace sq.m
Double bedroom	11.2
Single bedroom	6.5
Living room	13.2
Dining room	9.5
Kitchen	7.2
Kitchen/diner	12.0
Lounge/diner	18.0
Bathroom and WC	3.6
Bathroom only	2.8
WC only	1.3

The floor areas have been measured and annotated on the floor plans below:



Each bedroom as shown above is served by adequate light and outlook except for bedroom four which would have obstructed outlook to the left as shown below. However it is the host dwelling causing the impact and the impact is not significantly detrimental, but does provide another reason for the two storey front extension being inappropriate;



Post development the proposed block plan indicates sufficient garden depth for a 4 bedroom property. However the resultant area would be approx. 83sqm which is below the standards set out in the adopted technical guidance as shown below:



Impact on No.12

This property already has a large two storey rear extension in situ, the proposed extension will be built inline with this extension, therefore there will not be any material loss of light or outlook. In terms of privacy, there are no fenestrations which would cause any material loss of privacy.

The proposal shows the erection of a 1.8m timber boundary fence, a fence of up to 2m is permissible and therefore there are no concerns that this would cause any material harm to neighbour occupiers as it would offer screening and safeguard privacy.

The proposal is considered to safeguard the amenity of neighbouring occupiers in line with the requirements of SPG2 Residential Layout Guidance 2020.

Parking and Highways

The proposal would result in the loss of the existing garage, as the extension would project into the access path leading to it. The existing garage measures approximately 3.09m in width by 5.15m in depth and is substandard when assessed against the dimensions set out in the Kent County Council Parking Standards (2006). As such, it is unlikely to function effectively as a usable parking space and is not considered to make a meaningful contribution to the parking provision of the site.

The proposed development provides three off-street parking spaces within the front curtilage. The frontage would comprise predominantly paved surfacing, together with a small area of soft landscaping.

Whilst the proposed parking spaces fall below the preferred width standard in places, particularly where constrained by boundary treatments, they are nevertheless considered capable of accommodating vehicles and providing a reasonable level of parking provision for the dwelling. It should also be highlighted that Sandown Road is not a classified highway and permission to install a hardstanding and subsequent cross over is not generally required.

Had the frontage been laid out solely to accommodate two vehicles, the available hardstanding would comfortably meet the parking needs of the property. However, there is no practical mechanism to control the number of vehicles that may be parked within the frontage at any given time. Taking this into account, and having regard to the overall extent of hardstanding available, the proposed parking arrangements are, on balance, considered acceptable and sufficient to meet the likely parking demand associated with the dwelling.

Accordingly, the proposal is considered to provide adequate off-street parking and would accord with Policy CS19 of the Gravesham Local Plan Core Strategy (2014).

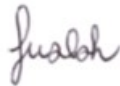
Conclusion & Recommendation

The proposal is recommended for refusal owing to the below two grounds:

The proposal is considered to represent poor design. The cumulative scale, massing design and appearance would be an incongruous, dominant and unsympathetic form of development, causing harm to the appearance of the host dwelling and the character of the surrounding area, failing to remain subordinate. As such, the proposal would be contrary to Policy CS19 of Gravesham's Local Plan Core Strategy (2014) and Chapter 14 of the National Planning Policy Framework (2026).

The proposed development will result in unacceptable and cramped amenity space for future occupiers as a four bed dwelling. The proposal would therefore fail to provide a high standard of amenity for future users, which would conflict with the requirements of the SPG2 Residential Layout Guidelines (2020), Policy CS19 of the Gravesham Local Plan Core Strategy 2014 and Chapter 14 of the National Planning Policy Framework 2026.

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

Case Officer:	Mrs Sharon Sahota	Team Leader:	Mrs Faye Walsh
Signed:		Signed:	
Dated:	28/09/2026	Dated:	29 September 2026