



Delegated Report

Householder Planning Application

Application No:	20221100
Location:	Glen Hurst, Pear Tree Lane, Shorne, Gravesend, Kent, DA12 3JT
Description:	Double storey side extension, loft conversion including two rear dormers and addition of a porch.
Applicant:	Mr & Mrs Rand
Site Visit:	N/A Desktop Assessment

Submitted Documents/Plans

Application Form - dated 12/10/2022;
Supplementary Information - Design and Access Statement;
Ordnance Survey Site Location Plan (scale - 1:1250);
Drawing no. 06002 - P.3 - Existing and Proposed Site Plan (scale - 1:500);
Drawing no. 07001 - P.2 - Existing Floor Plans;
Drawing no. 07002 - P.3 - Proposed Floor Plans;
Drawing no. 08001 - P.2 - Existing Elevations;
Drawing no. 08002 - P.3 - Proposed Elevations.

~~Drawing no. 06002 - P.2 - Existing and Proposed Site Plan (scale - 1:500) - SUPERSEDED;~~
~~Drawing no. 07002 - P.2 - Proposed Floor Plans - SUPERSEDED;~~
~~Drawing no. 08002 - P.2 - Proposed Elevations - SUPERSEDED.~~

Relevant Planning History

Reference	Description	Decision	Decision Date
20220746	Erection of a two storey side extension, loft conversion including two rear dormers and addition of porch.	REFUSED	31.08.2022

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

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

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

- P3 - Vehicle Parking Standards
- C13 - Extensions to Dwellings in the Countryside

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.

Other material considerations

National Planning Policy Framework (2021)

- Section 2 - Achieving Sustainable Development
- Section 12 - Achieving Well-Designed Places
- Section 13 - Protecting Green Belt Land
- Section 15 - Conserving and Enhancing the Natural Environment

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 Guidance (SPD) (2021)
- Gravesham Landscape Character Assessment (2009)

Consultations, Publicity and Representations

External Consultees

Shorne Parish Council - As expressed previously, the Parish Council has no objection in principle to the property being extended however has some concerns about this application, which is a resubmission with modifications of the previously refused application 20220746.

The modifications made since 20220746 have further increased the bulk of the property, as viewed from the roadway by changing the existing part mansard roof into a much higher, pitched roof on both the original house and the extension. In that circumstance it would seem likely that this application should also be refused.

The existing house is relatively small for the size of its plot and is located to one side. Part of the site is woodland.

There will be impact on openness in the Green Belt.

The plans do not include any hard or soft landscaping.

We note that a considerable area of land on the site appears to have previously been changed to hardstanding, the purpose and need for this is unclear.

In view of the size of the proposed extension (>50% increase in footprint) and the observed land clearance we request that permitted development rights for the site should be withdrawn.

Dickens Protection Society - The Society notes a similar application made under reference GR/2022/0746 was refused based on the sites location in the Green Belt and the one-third rule applying to extensions. It should be noted that the Society supports the one-third rule.

Internal Consultees

Local Ward Councillors - No comment received.

Neighbouring properties

A notice was displayed on site 24th October 2022.

In addition, three surrounding properties were consulted and no representations were received. The consultation period 18th November 2022.

Preliminary Matters

This application follows a similar application (ref. 20220746), which was refused by the Local Planning Authority. The application proposed the 'erection of a two storey side extension, loft conversion including two rear dormers and addition of porch', and was refused for the following reason:

- 1. The proposed extensions introduce new, and extend existing, flat roof sections that add significant and disproportionate bulk to the property, and are incongruous features which create harsh edges that are exacerbated by the flat roof box dormers. As such the proposal is considered poor design, which disproportionate additions to the property and is harmful to the open character of the Green Belt. As such, the proposed development is contrary Policies CS12 and CS19 of Gravesham's Local Plan Core Strategy (2014), saved Policy C13 of Gravesham's Local Plan First Review (1994) as well as Sections 12 and 13 of the National Planning Policy Framework (2021).*

In order to receive a favourable decision, this application must be considered to overcome the reason for refusal attached to the previous application.

Officer's Analysis

Glen Hurst is a two storey detached property located on the western side of Pear Tree Lane. The property is characterised by a two storey side projection, has a small flat roof section above the main body of the house and painted render.



The property benefits from a large driveway and a detached garage, which was constructed under

permitted development but does not benefit from a lawful development certificate.

Proposed Development

This application proposes the erection of a two storey infill extension, a two storey side extension, loft conversion, porch and an increase in ridge height. The two storey side extension will infill the existing gap at the front of the property and extend beyond the flank wall in a side extension. The ridge height will be increased and the pitch of the roof altered, to remove the flat roof section and create space within the loft for habitable rooms, with two rear dormers and a number of velux windows front and rear roof slopes. The porch will be located centrally on the front elevation and will be set-down below the existing ground level with steps down to access the property.

The dimensions of each extension are listed below:

Two Storey Side (Infill)

- Depth - 2.8m
- Width - 4m
- Height (max) - 8.14m
- Height (eave) - 4.65m

Two Storey Side

- Depth - 6.74m
- Width - 3.9m
- Height (max) - 7.52m
- Height (eave) - 4.65m

Porch

- Depth - 1.5m
- Width - 2.58m
- Height (max) - 3m
- Height (eave) - 1.88m

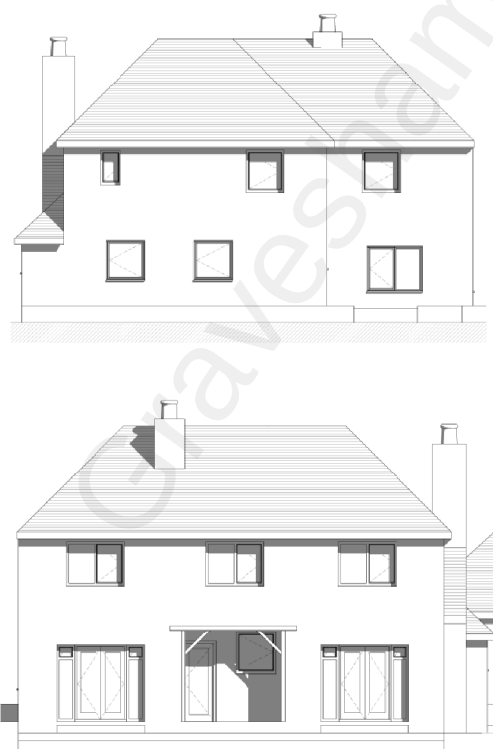
Dormers

- Depth - 2.85m
- Width - 1.6m
- Height - 2.5m

Ridge

- Height - 0.5m
(increase)

Existing Elevations



Proposed Elevations





The extensions will create space on ground floor for a new open plan kitchen/living/diner, a separate living room, new utility room, an additional wc and boot room/toilet. At first floor, space would be created for an additional ensuite bedroom and a home office. The new second floor will contain an ensuite bedroom with a dressing room.

Extension to Dwelling

The application site is located in the Green Belt and as such Policy CS02 of the Gravesham Local Plan Core Strategy (LPCS) (2014) is relevant. Development in the urban area is prioritised as the sustainable location for development. In the rural area, Policy CS02 states that development will be supported within rural settlements that are inset from the Green Belt and defined on the policies map. Development outside those settlements, i.e. in the Green Belt, will only be supported where it is compatible with national policies for protecting the Green Belt and policies in the LPCS.

There are five principle issues in determining this application;

1. Is the proposed development appropriate in the Green Belt?
2. The effect of the proposal on the openness of the Green Belt;
3. Any very special circumstances?
4. The effect on the character and appearance of the area;
5. Other matters; and
6. Impact on the landscape.

1. Is the proposed development appropriate in the Green Belt?

There are strict policy considerations within the Green Belt whereby paragraph 147 of the National Planning Policy Framework (NPPF) (2021) states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 goes on to say that very special circumstances will not exist unless the potential harm to the Green Belt, by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt unless it falls within the specified exceptions. The relevant exception to consider for this application is part c of paragraph 149 of the NPPF, which states that it may be acceptable to extend or alter a building provided it does not

result in disproportionate additions over and above the size of the original building.

In determining this proposal account will be taken of Saved Policy C13 of the Gravesham Local Plan First Review (LPFR) (1994) which relates to extensions to dwellings in the countryside. It sets out a number of criteria that should be met when considering proposals for domestic extensions. As the policy pre-dates the NPPF, the weight attached to the policy must be considered carefully, with greater weight being given where the approach is consistent with paragraph 149 of the NPPF.

In particular Policy C13 places an overall limit on extensions of one third of the gross floor area of the original dwelling unless the increased floor space has no overall effect on the existing bulk and appearance of the dwelling (criteria ii). It also requires the massing, scale and form of any extension to be appropriate to the existing dwelling and the Green Belt setting (criteria vi). It is considered that these factors are relevant in determining whether the size of an extension is proportionate and as such, these aspects of the policy are broadly in line with the NPPF and should be afforded due weight.

	Original Dwelling	Proposed Extended Dwelling	% increase above original
Footprint (m²)	84.9m ²	126.4m ²	48.9%
Internal Floorspace Area (m²)	137.35m ²	251.65m ²	83.2%
Volume	-	-	-

The calculations demonstrate that the proposed additions to the dwellinghouse exceed the one third limit set out in saved policy C13. Therefore in purely numerical terms, the extension is contrary to the local plan Green Belt policy, potentially representing a disproportionate increase over the original floor area of the building. The volume calculations of the extensions, over the original dwelling, have not been calculated in this application and will instead be visually assessed.

However, the numerical calculation forms only a part of the overall assessment. Paragraph 149 of the NPPF states that it may be acceptable to extend or alter a building provided it does not result in disproportionate additions over and above the size of the original building. It does not provide a figure.

The development increases the overall height and footprint of the property, most notably through the ridge extension and side extension. The increase to the ridge height creates a pitched roof, removing an existing bulky flat roof section with an upward extension of 0.5m. This increase is minimal, and the angle of the roof pitch will be reduced which serves to reduce bulk. Moreover, the proposed roof will not be a dominant feature and is proportionate to the height of the dwelling.

The infill extension does not project forward of the principle elevation of the property. The side extension is subordinate and subservient, is set-down from the new ridge height by 0.6m and has been reduced in size following the previous refusal and following negotiations during this application, which has resulted in a more proportionate and balanced appearance. In addition, the extension is set in from the front and rear elevations which reduces overall bulk and built form.

Shorne Parish Council expressed concern that the increase in height and bulk would be inappropriate development, that is harmful to the Green Belt. However, as set out above, the scale of the development has been reduced from the previous refusal and the increase in height is positive to remove a flat roof section, whilst remaining proportionate to the property.

It is therefore considered that the proposed development would result in an increase above the one third limit set out in saved policy C13, but does not represent a visually disproportionate addition to the property

by virtue of good design strategies which reduce perceived bulk. As such the proposal would not be inappropriate development which is by definition, harmful to the Green Belt. It is therefore in accordance with Policy CS02 (LPCS), Policy C13 (LPFR) and to paragraph 149 (NPPF).

Nevertheless, given the overall increase in built form exceeds the one third limit set out in saved policy C13 (LPFR) it is considered important, in order to safeguard against inappropriate development within the Green Belt, to remove some permitted development rights for the property should planning permission be granted. For instance Class A of Schedule 2, Part 1 of the Town and Country Planning (General Permitted Development) (England) Order 2015, as amended, should be removed to ensure that the Local Planning Authority would give written consent to any single storey extension to the property, that in this case could extend the property at single storey by up to 8m.

2. The effect of the proposal on the openness of the Green Belt

Paragraph 137 states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. It also states that the essential characteristics of Green Belts are their openness and permanence.

Any new built form of development is likely to impact on the openness of the Green Belt, however it is important to establish the degree of harm. Openness of the Green Belt has both a spatial and visual aspect. The development will enlarge the dwelling substantially, with a two storey side extension that will project beyond the flank wall of the property by 3.9m, which is approximately 31% increase in width. Nevertheless, as discussed in the earlier section of this report, the subservience of the side extension is a good design strategy which would reduce perceived bulk. The proposed extensions will remove an existing flat roof section and reduce the angle of the roof pitch, which is considered to counteract the increase in height. Moreover, the two pitched roof dormers have been redesigned from the previous refusal and reduce perceived bulk. This proposal is therefore not considered to significantly harm the openness of the Green Belt.

The Parish Council also expressed concern with the development impacting on the openness of the Green Belt. As set out above, the development hereby proposed is not considered to cause any significant harm to the openness, however the Parish Council did explain that site clearance has been undertaken and a considerable section of land has been changed to hardstanding. It is evident from an investigation on Google Earth that since approx. 2014 a large section of land adjacent to the house has been cleared of trees and a hardstanding has been formed:



07/2013



08/2022

Note:- The 2013 satellite image has been used above, due to the 2014 image being poor quality. However, the 2014 satellite image shows the land to the north of the property with substantial tree coverage in line with the 2013 image above.

This site clearance and formation of hardstanding is harmful to the open permanence of the Green Belt and

contrary to Section 16 of the NPPF, which seeks to ensure biodiversity net gain, however it does not form part of this application and therefore cannot be grounds for refusal.

Reference back to paragraphs 147 and 148 of the NPPF informs us that inappropriate development in the Green Belt should not be approved except in very special circumstances and that very special circumstances will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Whether the development causes any other harm and whether there are any other relevant considerations to balance the overall planning argument, should now be considered.

3. Very special circumstances

No specific arguments have been put forward by the applicant in relation to the assessment of 'very special circumstances'.

4. The effect on the character and appearance of the area

Policy CS19 (Development and Design Principles) (LPCS) 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. Section 12 (Achieving well-designed places) of the National Planning Policy Framework (NPPF) (2021) sets out that developments should function well and add to the overall quality of the area, be visually attractive and sympathetic to local character.

Gravesham's newly published Householder Extensions/Alterations Design Guidance SPD (2021) set out key principles for new developments. This SPD highlights the importance of extensions being subordinate to the host building, that compliment and correspond with the character of the dwelling and wider context.

As aforementioned earlier in this report, the proposed development has adopted good design strategies which have reduced bulk of built form and result in proportionate extensions. To summarise, the upward extension to the roof removes a flat roof section, the infill extension does not project beyond the principle elevation, and the side extension is set-in from the front/rear elevations and is subservient to the main dwelling.

The Local Planning Authority do not support applications proposing flat roofs above single storey level, by virtue of their bulky and incongruous appearance. Although the flat roof section on the existing property is original, its removal is considered a positive and the increase in the ridge height does not create an overly dominant feature but is proportionate to the host dwelling (as shown in the side-side screenshot below). Moreover, the rear dormers are inset on the roof slope, are not excessive in size or bulk and match the pitch of the roof, which is good design.



The side extension is subservient and subordinate to the main dwelling, it is set-down from the main ridge height and set-in from both the front and rear elevations, which is considered to be good design. The set back from the front elevation is 0.75m and this serves to respond and compliment the existing side projection and character of original property. Lastly, the proposed porch is set below the external ground

level to the front of the property, has a pitched roof and is considered to be an acceptable design.

The extensions will be constructed using matching materials, with white painted render walls, brown clay tiles and grey upvc windows/doors. This material palette will tie in with the original property and compliment its character.

Overall, the proposed extensions by virtue are well designed and respond to the original character of the property, meeting the requirements set out in Gravesham's Design Guidance SPD (2021). Therefore, the development is in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

5. Other matters

Amenity of Future Occupiers

The proposal will safeguard the amenity of future occupiers. The garden is large and will not be significantly reduced as part of this development. The rooms proposed are in accordance with Gravesham's Residential Layout Guidelines (2020) and will receive sufficient natural light. Therefore, the development is considered to safeguard the amenity of future occupiers in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Neighbouring

There will be no impact on the amenity of adjoining properties in terms of loss of light, overlooking, sense of enclosure or loss of outlook. As such the proposal is considered to safeguard the amenity of adjoining properties in accordance with Policy CS19 (LPCS) and Section 12 (NPPF).

Parking and Highways

There are no parking or highways issues relating to the proposed development.

6. Impact on the Landscape

In addition to being within the Green Belt, the site is located within Shorne Woodland Landscape Character Area. This area is characterised by an undulating topography, chestnut coppice woodland and a strong sense of enclosure. The developments are often located around traditional village greens, are buildings have varying styles and ages with chequered brickwork and ornamental brickwork.

Policy CS12 (LPCS) seeks to protect the Green infrastructure within the Borough and states at 5.7.26 the overall landscape character and valued landscapes will be conserved, restored and enhanced.

The proposed extensions are not considered to cause any detrimental harm to the character of the Shorne Woodlands landscape.

Conclusion

The application has been fully considered and is in accordance with local and national planning policy.

The proposed extensions enlarge the property above the one third limit set out in saved policy C13 (LPFR) but have been carefully designed to reduce perceived bulk and be proportionate. These strategies are considered to mitigate harm to the Green Belt and the extensions are not inappropriate development. The development is well designed in accordance with Gravesham's Design SPD (2021), will not impact the amenity of future occupiers or surrounding residents, is acceptable in parking and highway terms, and will preserve the Shorne Woodlands Landscape.

As such, it is recommended that planning permission is granted, subject to conditions.

Recommendation

Permission

(For detailed conditions and informatives, see draft Decision)

Case Officer:	Mr Ethan Bonthron	Team Leader:	Richard Hart
Signed:		Signed:	
Dated:	7 th December 2022	Dated:	7 th December 2022