



Delegated Report

Planning Application

Planning Application No: 20260425

Location: The Page, 1 Parrock Street, Gravesend DA12 1EW

Description: Installation of a smoking shelter to the front elevation, ancillary to the existing restaurant and bar.

Applicant: I & S HOLD LTD T/A The Page

Site Visit Date: 15 May 2026

Submitted Documents/Plans

Application form
Planning Statement
Heritage Statement
OS and block plan
Drawing no. LA/P26/003 (existing front elevation)
Drawing no. LA/P26/009 (proposed elevations)
Drawing no. LA/P26/004 (existing side elevations)
Drawing no. LA/P26/007A (proposed floor plan)
Drawing no. LA/P26/002 (existing floor plan)
Drawing no. LA/P26/008 (proposed front elevation)

Relevant Planning History

20240871	Removal of existing retracting roof and replace with a sound insulated roof. Removal of existing steel post supporting roof and replace with acoustic block wall	Permitted	15.01.2025
20210321	Application to erect a retractable roof over the existing beer garden and the erection of a side extension to provide a kitchen in order to allow food to be served ancillary to the main use.	Permitted	21.07.2021
20190082	Display of 1no. internally illuminated LED digital display billboard sign.	Refusal For Advert Consent	21.06.2019
20000290	Erection of single storey rear extension to form toilet accommodation, enlarged bar area and kitchen.	Permitted	30.05.2000

19970734	Display of externally illuminated individual lettering with a free-standing figure on the existing canopy above the front entrance door.	Consent for Advert	05.03.1998
19970733	Alterations to the ground floor front elevation and part of the side elevation involving demolition of the existing porch and installation of folding doors and two new entrance doors.	Permitted	05.03.1998
19891038	Certificate of Appropriate Alternative Development - if the land were not being acquired by a body possessing compulsory purchase powers, planning permission would have been given for the controlled tipping of inert material leading to the restoration of the site and its after-use for open space purposes.	Certificate Refused	01.04.1989
19880192	Erection of single storey rear extension to form enlarged seating area and toilet accommodation.	Permitted	24.05.1988
19860346	Erection of a porch on Parrock Street elevation and railings to Parrock Street Manor Road frontages	Permitted	21.07.1986
19860269	Display of illuminated pictorial sign on forecourt and illuminated lettering on Parrock Street elevation to building together with three lamp columns illuminating fascade of building	Consent for Advert	21.05.1986

Development Plan

Gravesham Local Plan Core Strategy (September 2014):

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS05 – Gravesend Town Centre
- CS08 – Primary Shopping Area
- CS18 – Climate Change
- CS19 - Development & Design Principles
- CS20 – Heritage and the Historic Environment

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards
- TC3 – Development Affecting Conservation Areas

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 4 – Decision-making
- Section 7 – Ensuring the vitality of town centres
- Section 12 – Achieving well-designed places
- Section 16 – Conserving and enhancing the historic environment

Supplementary Planning Guidance

- Design for Gravesham: Design Code (2024);
- SPG 4 - KCC Parking Standards (2006);
- King Street Conservation Area Appraisal (2009)

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

Neighbouring properties

The application has been advertised by site notice, press notice and individual letters to six neighbouring properties. No letters of representation have been received. The overall consultation period expired on 05 June 2026.

Officer's Analysis

Proposal

This application seeks planning permission for the installation of a smoking shelter to the front elevation, ancillary to the existing restaurant and bar. The structure has already been built and projects approx. 4.21m to the front, is approx. 6m wide and 3m high with a retractable roof. It is shown to have openings with no glazing and a sliding door. There is seating inside.

Whilst the planning application form states that the structure operates as a smoking shelter, the form and appearance of the development clearly indicate that it is a permanent enclosed extension rather than an ancillary smoking facility. The structure is substantially enclosed, comprising solid walls with large glazed panels and a fixed roof, and appears to be fully integrated with the host building, both functionally and visually. The presence of internal seating, lighting and a fitted-out interior further demonstrates that the space is used as additional customer accommodation, akin to internal floorspace, rather than a simple external shelter. In this regard, the structure would not meet the general characteristics of a smoking shelter, which are typically lightweight, open-sided, and ancillary in nature, and it instead materially increases the built form and operational footprint of the premises and therefore is technically an extension.

Design, Character and Appearance

The application site is a pub/nightclub located within the King Street Conservation Area where there is a statutory duty under Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing its character and appearance. It is located to the west of Parrock Street and to the south is the railway line. To the north of Manor Road are two and three storey buildings but to the south, adjacent to the site, are single storey commercial properties. The main building is identified as being built between 1874 and 1907. It is considered as 'neutral building' within the Conservation Area.

The submitted planning statement says that the 'smoking shelter' will be open-sided, is of light-weight timber construction and finished in black to match the existing building. It goes on to consider that the structure is subservient in scale and does not compete with or obscure the host building. It states that it will reduce the informal congregation of patrons along the public pavement. It is proposed that the 'shelter' will only be used until 10pm and will be supervised by staff.

As this is a retrospective application the proposal can be seen on site as shown below:



Contrary to the submitted planning statement, there is glazing within the 'voids'.

The submitted Heritage Statement says that the property is located within the King Street Conservation Area and is recognised in the Conservation area Character Appraisal as a focal building on the town's one-way system and was historically part of the original stagecoach route.

It goes on to say that it was originally constructed between 1800 and 1874 as a pair of semi-detached dwellings, that the site has a rich history as a "beer shop" (the Flower Pot PH), later becoming the Royal Victoria Shades (1911) and eventually "Shades" and "Whisper." This continuous use as a public house for over a century highlights its communal and social value as a heritage asset.

It concludes by saying that the proposal represents a sustainable and sympathetic addition to a non-designated heritage asset. It supports the continued economic viability of the business while providing a clearly defined area for patrons, ensuring they remain within the premises boundary rather than occupying the adjacent pedestrian pathway. It says the high-quality design contributes positively to the overall appearance and management of the site. A photo of the site without the shelter is included below for context;



The application site is a public house of traditional appearance, characteristic of the area. It has an area to the front which is bounded by railings. However the ground floor extension/smoking shelter represents a visually dominant and incongruous addition.

The extension/shelter is constructed in a dark, modern cladding with extensive areas of glazing, which contrasts sharply with the more traditional material palette of the host building and surrounding streetscape, where properties are typically defined by render, brickwork and more vertically proportioned openings. By virtue of its wrap-around corner siting, the extension/shelter occupies a highly prominent position within the public realm, making it particularly visually intrusive. The box-like form and horizontal emphasis erode the original proportions and legibility of the host building and fail to respect its architectural character. Furthermore, the extension/shelter creates a continuous, enclosed frontage that detracts from the established rhythm and openness of the street scene, resulting in a harmful erosion of the conservation area's spatial character.

The proposed extension/shelter, by reason of its incongruous materials, overly prominent siting, and discordant scale and design, fails to respond positively to the established character of the host building and wider conservation area. Its modern, visually intrusive form neither preserves nor enhances the character or appearance of the conservation area and therefore fails to preserve or enhance the character and appearance of the conservation area conflicting with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as policies CS19 and CS20 of the Gravesham Core Strategy 2014, policy TC3 of the Gravesham Local Plan 1994 and Section 16 of the National Planning Policy Framework 2024.

Amenity

The extension/shelter is a sufficient distance away from neighbouring buildings and residential properties to ensure there is no detrimental impact in terms of outlook, privacy, sunlight or daylight. The enclosure of the smoking area will not result in additional noise and therefore the proposal is considered to comply with policy CS19 of the Gravesham Core Strategy 2014 and paragraph 135f of the National Planning Policy Framework 2024 in terms of amenity.

Parking and Highways

The shelter/extension will not result in the loss of off-road parking and, due to the location within the town centre, no objection is raised on parking grounds. The proximity of the extension/shelter is close to a junction however, as both Manor Road and Parrock Street are one-way at this point no objections are raised on visibility grounds.

Conclusion

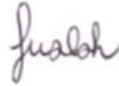
The proposed extension/shelter, by reason of its incongruous materials, overly prominent siting, and discordant scale and design, fails to respond positively to the established character of the host building and wider conservation area. Its modern, visually intrusive form neither preserves nor enhances the character or appearance of the conservation area and therefore fails to preserve or enhance the character and appearance of the conservation area conflicting with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as policies CS19 and CS20 of the Gravesham Core Strategy 2014, policy TC3 of the Gravesham Local Plan 1994 and Section 16 of the National Planning Policy Framework 2024.

Recommendation:

Refuse

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



Case Officer:	Mrs Alison Webster	Team Leader:	Mrs Faye Walsh
Signed:		Signed:	
Dated:	23 June 2026	Dated:	23 June 2026