

Delegated Report

Householder Planning Application

Planning Application No: 20260750

Location: 1 St Francis Road Harvel Gravesend Kent

Description: Demolition of existing garage and construction of single storey side extension and new roof terrace

Applicant: Mr & Mrs Bussey

Site Visit Date: 11.08.2026

Submitted Documents/Plans

Site Location Plan;
Existing Location & Block Plan – 001;
Existing Floor Plans – 002;
Existing Elevations & Section – 003;
Proposed Floor Plans – 004.A;
Proposed Elevations & Section – 005.A; and
Proposed Location & Block Plan – 006.

Relevant Planning History

Reference	Description	Decision	Decision Date
20190770	Application for a Lawful Development Certificate in respect of the proposed construction of a dormer extension in the rear roof slope and conversion of the roof space into habitable rooms.	Certificate Granted	24.09.2019
20190511	Construction of a dormer extension in the rear roof slope and conversion of the roof space into habitable rooms.	Application Refused	15.07.2019
20020117	Demolition of existing garage and rear sun lounge and erection of single storey side and rear extensions to form bathroom, kitchen/diner and enlarged bedroom and erection of a detached garage at the side.	Permitted	10.04.2002
20010931	Demolition of existing sun lounge and garages; erection of single storey side and rear extensions to form a bathroom/wc, kitchen/diner, enlarged lounge and enlarged bedroom and erection of a detached garage at the side.	Application Refused	18.01.2002
19820426	Erection of single storey dwelling with integral garage	Permitted	07.01.1985

Development Plan

Gravesham Local Plan Core Strategy (2014)

- CS01 – Sustainable Development
- CS02 – Scale & Distribution of Development
- CS11 – Transport

- CS12 – Green Infrastructure
- CS18 – Climate Change
- CS19 – Development & Design Principles

Gravesham Local Plan: First Review (1994)

- P3 – Vehicle Parking Standards
- T1 – Impact of Development on the Highway Network
- C13 – Extensions to Dwellings in the Countryside

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 13 – Protecting Green Belt land
- Section 14 – Achieving well-designed places
- Section 19 – 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 Guide (2021)
- Design for Gravesham – Design Code (2024)
- Gravesham Landscape Character Assessment (2009)

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).

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 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.

Consultations, Publicity and Representations

Consultees

Meopham Parish Council

We raise no objection to the application.

Neighbouring properties

Five surrounding properties were consulted with a response date of 02.09.2026. No representations have been received in response.

Officer's Analysis

Impact on the Green Belt

The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

Policy GB2 states that the Green Belt serves five purposes:

- a) Check the unrestricted sprawl of large built-up areas;
- b) Prevent neighbouring towns merging into one another;
- c) Assist in safeguarding the countryside from encroachment;
- d) Preserve the setting and special character of historic towns; and
- e) Assist urban regeneration by encouraging the recycling of derelict and other urban land.

Policy GB1 states that the general extent of Green Belts across the country is already established. New Green Belts should only be established in exceptional circumstances, for example when planning for larger scale development such as new settlements or major urban extensions.

Policy GB6 states that when considering any planning application, local planning authorities should ensure

that substantial weight is given to any harm to the Green Belt, including harm to its openness. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

Policy GB7 states that development in the Green Belt is inappropriate unless one of the following exceptions applies:

- a. Development which is for agriculture, horticulture and forestry, or which is solely for nature conservation, restoration and/or enhancement;
- b. The reuse, extension, alteration or replacement of an existing building, provided that the existing building is of permanent and substantial construction, is lawful in planning terms, and any extension or alteration will not result in a disproportionate increase in size compared to the original building⁴⁰. In the case of proposals for a replacement building, it should be for the same use and not materially larger than the one it replaces;
- c. Limited infilling in villages lying within the Green Belt;
- d. Limited affordable housing for local community needs under policies set out in this Framework or the development plan (for instance, on a rural exception site);
- e. The redevelopment of previously developed land (including a material change of use to residential or mixed-use including residential), which would not cause substantial harm to the openness of the Green Belt;
- f. Certain other forms of development, provided the impact on the openness of the Green Belt is minimised, and there would not be a significant conflict with the Green Belt purposes. These are:
 - i. Mineral extraction and processing, engineering operations, and transport, electricity network, water and telecommunications infrastructure required in a Green Belt location);
 - ii. Development brought forward under a Community Right to Build Order or Neighbourhood Development Order;
 - iii. Material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and
 - iv. The provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments.
- g. Development where all of the following apply:
 - i. The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
 - ii. There is an evidenced unmet need for the type of development proposed⁴¹;
 - iii. The development would be in a sustainable location, with particular reference to policy TR3 of this Framework⁴²; and
 - iv. In the case of major development involving the provision of housing, the development proposed complies with policy GB8.
- h. Residential or mixed-use development which would:
 - i. Be within reasonable walking distance of a well-connected station (applying the definitions in the glossary at Annex B);
 - ii. Be physically well-related to the station or the settlement within which the station is located;
 - iii. Be of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure;
 - iv. Not prejudice any proposals for long-term comprehensive development in the same location; and

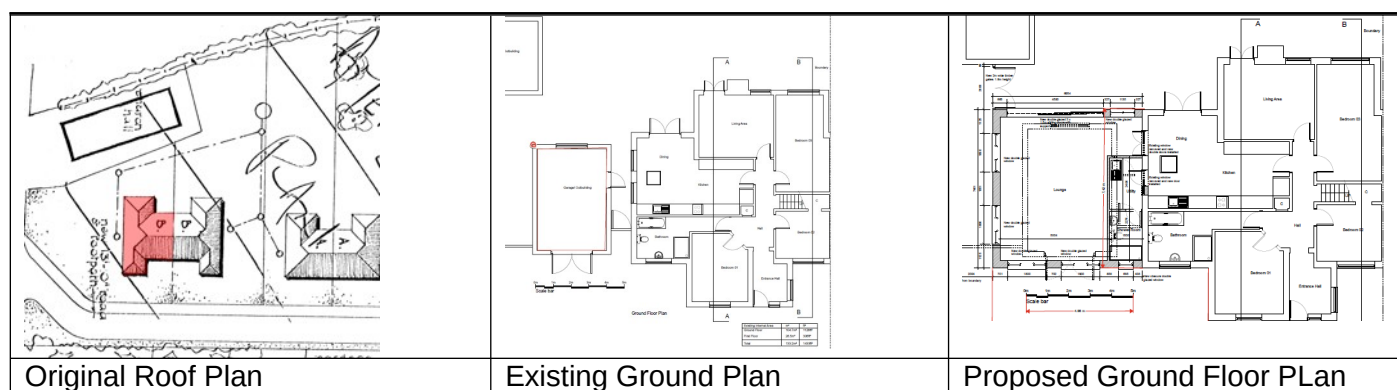
- v. In the case of proposals for major development, comply with policy GB8.

The proposal seeks permission for the demolition of the existing detached garage and the erection of a single storey side extension and a roof terrace over the existing single storey rear extension. As the proposed development comprises an extension to an existing building, it may therefore be considered an exception under Policy GB7(b) of the NPPF (2026) which allows for;

The reuse, extension, alteration or replacement of an existing building, provided that the existing building is of permanent and substantial construction, is lawful in planning terms, and any extension or alteration will not result in a disproportionate increase in size compared to the original building.

Saved Policy C13 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 Policy GB7 of the NPPF.

The property is a semi-detached bungalow which was originally built in the mid 1950's. The property has been extended to the side and rear, along with a new detached garage to the south of the property granted under application reference no. 20010117. As the property was constructed post 1948, the 'original dwelling' is the property as constructed in 1956 highlighted in red below.



The original external footprint of the property is approximately 80.86m², which has increased to approximately 113.61m² through the side and rear extensions carried out in 2001. The dormer extension which was constructed under permitted development is contained within the original footprint of the property. The total external footprint of the existing property and the garage which is to be demolished is approximately 144.7m². The proposed side extension would be sited in a similar position to the existing garage, and would result in a total external footprint of 168.7m². The extension would adjoin an existing extension and would result in a building with a footprint significantly greater than the original building, the cumulative extensions would represent a 108.63% increase in the footprint of the building. As such, it is considered that the development represents a disproportionate increase in size compared to the original building, and as no other exemptions set out in GB7 apply, the development would be an inappropriate form of development within the green belt.

Design, Character and Appearance

Policy DP3 of the NPPF states that Development proposals should respond to their context (the history, character and features of their site and its setting), so that they integrate with and enhance their surroundings; such as through the arrangement of development plots and buildings, the use of materials and architectural features, and the restoration, reuse and integration of heritage assets.

The proposed side extension would adjoin the existing side extension, it would result in a 10m projection to the southern side of the host property. The extension would have a depth of 7.43m, and would be built flush with the rear elevation of the existing side extension. It would be built up to the eaves of the host property,

and would have a mock pitch around the perimeter.

Gravesham's Householder Extensions/Alterations Design Guide SPD states the following in regard to single storey side extensions;

- **Footprint:** Extensions should generally aim to appear subservient to the original building by lying behind the main front building line, though where designed well or having regard to positive local character, other approaches can be supported.
- **Height:** Extensions that directly abut a neighbouring boundary should be designed to minimise impact on neighbouring amenity.
- **Width:** Extensions should generally be no greater than half the width of the original building.
- **Design:** Extensions are of greater visibility, and should incorporate roof designs to reflect the main property's roof. The use of flat or false pitched roofs visible from the street should be avoided. Patterns, design and proportions of windows should reflect the original building and local character. Walls to extensions should not form the site boundary with the public highway, as these can be oppressive and encourage antisocial activities.
- **Materials:** Matching external materials and window / door frames should be used.
- **Overlooking:** Extensions should avoid inserting any flank windows where they would allow new, or 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.

The proposed side extension would appear dominant when viewed from the front elevation of the property. It would adjoin an existing side extension resulting in a 10m enlargement, as the width of the original property is 8.10m the width of the extension would be greater than that of the original dwelling. Furthermore, the extension would have a false pitched roof around the perimeter which will be visible from the street, the proposed roof would be at odds with the traditional pitched roof of the main dwelling. The proposed side extension would be contrary to the guidance set out in Gravesham's Householder Extensions/Alterations Design Guide SPD, and would fail to respond positively to the context of the site and its surroundings, resulting in harm to the character and appearance. As such the side extension would be contrary to Policy DP3 of the NPPF 2026.

It is noted that the application site is located within the Harvel Wooded Downs Landscape Character Area. As the site is located within an existing residential enclave, and the proposal is for residential extensions, it is considered that there would be no harmful impact on the Landscape Character Area.

Neighbouring Amenity

The properties most likely to be impacted by the proposed development are 1A St Francis Road and 3 St Francis Road. No.1A is a detached single storey dwelling located to the south of the application property. The proposed extension would be set in approximately 1.75m from the boundary shared with this property. The extension would have an eaves height of 2.9m. It is considered that the modest height of the extension coupled with the separation from the boundary would ensure that there is no significant overshadowing or overbearing impact on this neighbouring property. It is noted that there are two windows proposed to the side elevation of the extension, as the windows would be at ground floor level, it is considered that the existing fencing along the shared boundary would sufficiently screen views from these windows.

It is noted that the proposal includes a first-floor balcony to the rear of the property, the site shares its rear boundary with an agricultural field, and there are no residential properties in view to the west. The plans show a glass screen is proposed to the northern side of the balcony to mitigate potential overlooking to the properties to the north. In the event of an approval of the application a condition can be placed on the decision which would require the submission and approval of details of obscure screening to both sides of the terrace. It is considered that subject to such condition the proposal would be acceptable in regard to its impact on neighbouring amenity.

Parking and Highways

The application would result in the demolition of the property's existing garage which provides one car parking space. Part of the property's front garden area has been hard paved to provide vehicle parking, there would be sufficient space for parking up to three vehicles. It is considered that three off street car parking spaces would be acceptable for a four bedroom property in this location. As such the proposed development is considered acceptable in regard to its impact on parking and highway safety.

Conclusion

It is considered that the development would represent a disproportionate enlargement of the building, and would therefore be contrary to Policy GB7(b) of the NPPF, as no other exemptions would apply the development would be inappropriate within the Green Belt. As such the proposal is in conflict with the Green Belt purposes identified in Policy GB2 of the Framework and the development would fail to comply with Policies GB2 and GB7 of the NPPF (2026).

The proposal, namely the single storey side extension is not considered to be subservient or sympathetic to the character and appearance of the host dwelling or wider street scene, and would result in the dwelling having an elongated and overdeveloped appearance. As such the proposal is considered to be harmful to the visual amenity of the area and is contrary to Policy CS19 (Development and Design Principles) of Gravesham's Local Plan Core Strategy (LPCS) (2014) and Section 14 (Achieving well-designed places) of the National Planning Policy Framework (NPPF) (2026).

Recommendation

For detailed reasons for refusal and informatives, see draft Decision.

Case Officer:	Adeoye Lawal	Team Leader:	Mrs Faye Walsh
Signed:	<i>Ade Lawal</i>	Signed:	<i>F Walsh</i>
Dated:	21st September 2026	Dated:	23 September 2026