

Planning Statement

Change of use from a dwellinghouse (C3) to a flexible dual use comprising a dwellinghouse (C3) and temporary contractor/employee accommodation for up to 10 people (sui-generis) in accordance with Class V of the Town and Country Planning (General Permitted Development) Order 2015

17 Wrotham Road, Gravesend DA11 0PA

Executive Summary

The proposal is for the change of use of the existing dwelling house (C3) to a dual use permission under Class V for a C3 (dwellinghouse) and medium/long term temporary accommodation for contractors/employees, up to 10 people(sui-generis).

There are no external changes proposed other than a cycle store to the rear. The internal layout remains very similar with 6 bedrooms in total.

The proposal is located within an existing residential area and maintains the property in residential use.

There are minimal external changes proposed and therefore no impact on the appearance or character of the area or on the Conservation Area. The level of occupation and use of the property will be the same as the existing C3 use or for up to 10 contractors/employees. However given the size of the property and type of use proposed this would not have any additional impact on neighbouring properties.

The property is large enough for the proposed use and would comply with relevant room sizes within the National Space Standards.

The site is in a very sustainable location with good public transport and access to shops and services. It is not considered it will have any adverse impact on highways or parking.

It is therefore compliant with relevant Development Plan policies and permission should be granted for the development.

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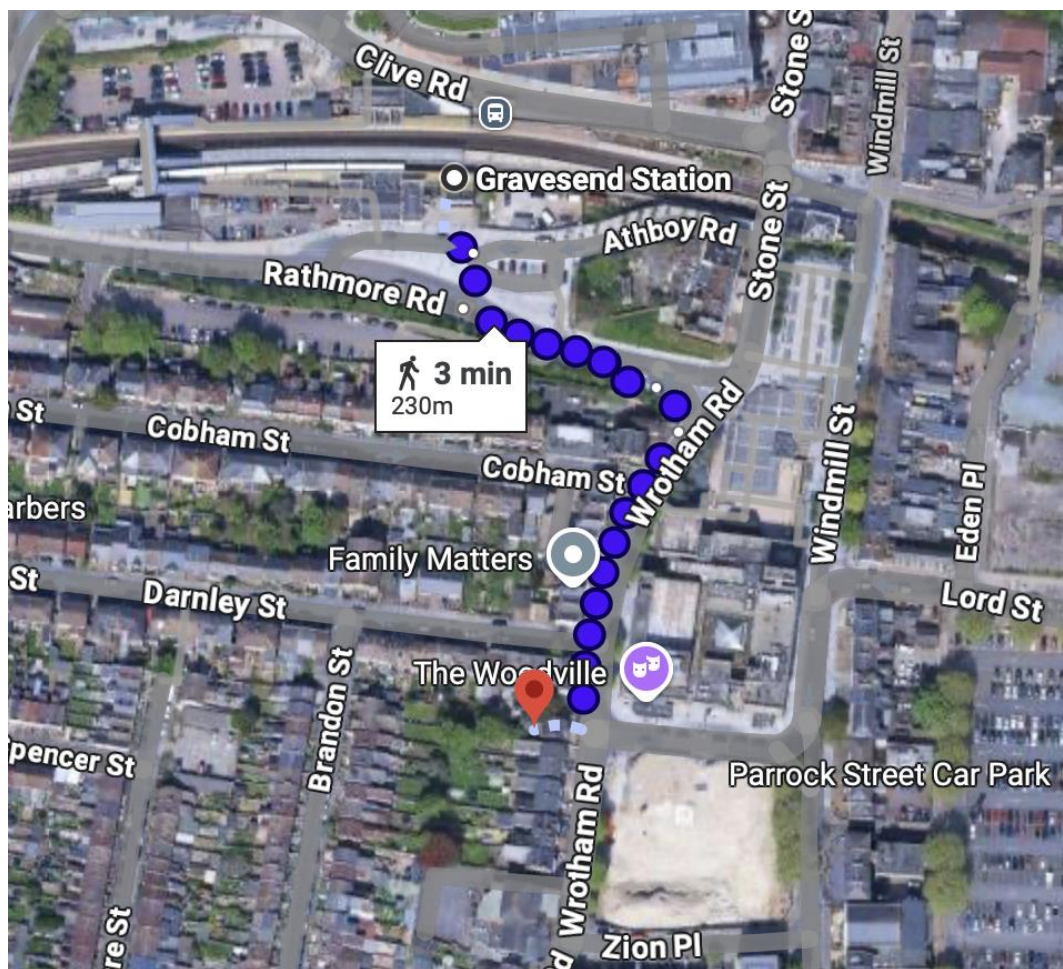
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1. Introduction

- 1.1.1 This Planning Statement has been prepared to support the following proposal:
- Change of use from a dwellinghouse (C3) to a flexible dual use comprising a dwellinghouse (C3) and temporary contractor/employee accommodation for up to 10 people (sui-generis) in accordance with Class V of the Town and Country Planning (General Permitted Development) Order 2015
- 1.1.2 TMP Planning Ltd act as planning consultants for the applicant.
- 1.1.3 This document should be read in conjunction with the submitted drawings.

2. Site Context

- 2.1.1 The application site is a two storey house with loft room on the western side of Wrotham Road which is just outside Gravesend Town Centre and 230m from Gravesend train station and bus stops.



Google Maps Extract showing site location Imagery-© 2025 Airbus, Maxar Technologies, Map data -© 2025

- 2.1.2 Surrounding uses to the west of Wrotham Road are mainly residential. Immediately opposite to the east is the Civic Centre.
- 2.1.3 The site is in the Upper Windmill Street Conservation Area and adjacent to the Darnley Road conservation Area. There are no Listed Buildings in close proximity. It is within Flood Zone 1 (low risk).

2.2. Site History

- 2.2.1 The Council's online planning records show the following relevant planning history relating to the property:

20151232 Application for approval of conditions 5 and 7 attached to planning permission reference no. 20141041 relating to the reinstatement of the front boundary treatment and noise report. 17 Wrotham Road Gravesend Kent DA11 OPA Validated 2nd Feb 2016. Application Permitted

Change of use from offices (A2 Estate Agents) to a single family dwelling. 17 Wrotham Road Gravesend Kent DA11 OPA Ref. No: 20141041 | Received: Fri 31 Oct 2014 | Validated: Thu 20 Nov 2014 | Status: Application Permitted

Conversion of premises from offices to a residential dwelling. 17 Wrotham Road Gravesend Kent DA11 OPA Ref. No: 20110115 | Received: Mon 14 Feb 2011 | Validated: Mon 21 Feb 2011 | Status: Application Refused

Erection of single storey extension at the side to form enlarged offices 17 Wrotham Road Gravesend Kent DA11 OPA Ref. No: 19850373 | Status: Application Permitted

2.2.2 Existing Use

- 2.2.3 The property is a 6 bedroom property currently in use as a dwellinghouse (C3).
- 2.2.4 The property has previously been used a small House in Multiple Occupation (HMO) and has an HMO licence for up to 6 people.

3. Proposal

Class V – Flexible Permission

- 3.1.1 The proposal is for a dual use permission in accordance with Class V of the Town and Country Planning (General Permitted Development) Order 2015.
- 3.1.2 Class V allows for the grant of flexible planning permissions, allowing planning permission to be implemented for alternative uses of a planning unit.

Class V – changes of use permitted under a permission granted on an application

Permitted development

V. Development consisting of a change of use of a building or other land from a use permitted by planning permission granted on an application, to another use which that permission would have specifically authorised when it was granted.

Development not permitted

V.1 Development is not permitted by Class V if—

(a) the application for planning permission referred to was made before 5th December 1988;

(b) it would be carried out more than 10 years after the grant of planning permission;

(c) the development would consist of a change of use of a building to use as betting office or pay day loan shop; or

(d) it would result in the breach of any condition, limitation or specification contained in that planning permission in relation to the use in question.

- 3.1.3 This flexibility applies for up to 10 years after planning permission is granted to switch between the uses specified in the permission and there is no limit to the number of times the change of use may be made.
- 3.1.4 There is no restriction on the type of use specified by Class V as long as that use is specified in the planning permission, so it could be used both for Use Classes but also for a sui-generis use as well.
- 3.1.5 It allows for flexibility in marketing and use of a property to reflect changing economic circumstances.
- 3.1.6 Class V is often used to allow a dual uses of both Class C3 and C4, where an Article 4 is in place to remove Permitted Development rights, but can be used for other uses as well.
- 3.1.7 In this case the proposal is to allow for flexible use as either a dwellinghouse (C3) or temporary contractor/employee accommodation for up to 10 people (sui-generis) as explained further below.

Proposed Use and Nature of Occupation

- 3.1.8 The proposal is for dual flexible use under Class V.
- 3.1.9 The first use would be continued residential use of the property as a C3 dwellinghouse, occupied by a single household, with exclusive occupation of the entire property for the duration of each stay.
- 3.1.10 The second use would be to operate as a form of serviced accommodation for employees/contractors for temporary medium/long term stays as opposed to short stay accommodation.
- 3.1.11 The property would not be operated as a House in Multiple Occupation (HMO) with individual room-by-room lettings, nor would it be subdivided for independent occupation. There would be no separate tenancies, no individual contracts, and no concurrent unrelated households occupying different parts of the dwelling. Instead, the property would function as a single home in use, albeit under professional management.

3.1.12 Intended Occupiers

3.1.13 The accommodation is intended to meet demand for medium- to longer-term residential accommodation for the following occupier groups:

- 1) contractor teams engaged on fixed-term or project-based work where temporary accommodation away from home is required.;
- 2) corporate organisations accommodating professionals on temporary relocation; and;
- 3) families requiring medium to long term accommodation associated with insurance-related displacement (for example following fire, flood or major repairs).

3.1.14 This type of occupation could either fall under Use Class C3 (dwellinghouse) or it could be for occupation by up to 10 contractors/employees as temporary accommodation (sui-generis).

3.1.15 In practice the C3 use is likely to be families requiring accommodation (C3(a) (no limit on numbers) although C3 includes other types of households under C3(b) or C3(c) of up to 6 people.

3.1.16 In terms of use, contractor/employee accommodation would be let to a single group (generally through a company or specialist agency) at any one time and rooms would not be let on an individual basis. The property would be managed as a single dwelling in use, with one booking per stay. As the occupants will be using the property on a temporary basis they are likely to have a main place of residence elsewhere.

3.1.17 All of these would involve a single household or group occupying the property as a whole. In these cases, the occupation would be temporary but residential in nature, with the occupiers using the property as their place of residence for the duration of their stay.

3.1.18 For larger groups greater than 6 occupation would be based on some of the bedrooms being occupied by 2 people at a time.

3.1.19 The property would also be available for standard use a C3 dwellinghouse for a family/single household on a long term/permanent basis.

Length of Stay and Turnover

3.1.20 Occupancies would generally be medium- to longer-term, with stays typically 30 days or more, which would be booked by companies for use by groups of contractors, cooperate companies for professionals and temporary accommodation for families which are linked to insurance companies.

3.1.21 This pattern of use would result in lower turnover and fewer comings and goings than short-stay or visitor accommodation, thereby limiting any potential impact on neighbouring residential amenity.

3.1.22 The property is not intended to operate as short-term visitor accommodation, and would not involve frequent changeovers, reception-style management, or services associated with hotel or visitor uses.

Servicing

The property would be serviced with maintenance, cleaning and bed linen laundry services provided for the residents during their period of stay.

Occupancy Levels

- 3.1.23 A maximum occupancy of up to 10 occupants is proposed. This figure reflects the size of the dwelling, the number and dimensions of the bedrooms, and the existing level of amenity provision within the property.
- 3.1.24 The proposed occupancy represents a modest increase over the current lawful use and would not result in an over-intensive form of occupation, nor would it materially alter the residential character of the property or its surroundings.

4. Planning Policy Framework

4.1. National Planning Policy Framework

- 4.1.1 The National Planning Policy Framework (NPPF) is the main national planning policy guidance and was last updated in December 2024. A draft revision to the NPPF is out to consultation until 10 March 2026. The NPPF is supported by the Government's Planning Practice Guidance.

4.2. The Development Plan

- 4.2.1 Planning applications should be decided in accordance with the Development Plan unless material considerations indicate otherwise. The relevant Development Plan comprises:

Gravesham Local Plan Core Strategy (2014)

Gravesham Local Plan: First Review (1994) (Saved policies)

- 4.2.2 Relevant Policies include:

Gravesham Local Plan Core Strategy (2014)

CS01 – Sustainable Development

CS02 – Scale & Distribution of Development

CS05: Gravesend Town Centre Opportunity Area

CS11 – Transport

CS12 – Green Infrastructure

CS14 – Housing Type and Size

CS18 – Climate Change

CS19 – Development & Design Principles

Gravesham Local Plan: First Review (1994) (Saved policies)

P3 – Vehicle Parking Standards

H5 – Increasing the Housing Stock by the Conversion of Existing Buildings

T1 – Impact of Development on the Highway Network

4.3. Other Material Considerations

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)

Design for Gravesham – Design Code (2024)

Other Relevant Guidance

Gravesham Front Driveway Design Guidance (Informal Guidance) (2023)

Upper Windmill Street Conservation Area Appraisal

Gravesham Planning Guidance on Waste Collection Requirements (2024)

5. Planning Policy Assessment

- 5.1.1 The key issues relating to this proposal are discussed below.

5.2. Principle of Development

- 5.2.1 The site is within the urban boundary of Gravesend, Northfleet and Ebbsfleet defined within the Local Plan. Policy CS02 (LPCS) prioritises development in the urban area as a sustainable location for development. As such, there is no objection to the broad principle of residential development within this location subject to it meeting the detailed requirements of government and development plan policy, which will be assessed in later sections of this report.
- 5.2.2 In addition the site is directly adjacent to the Town Centre Boundary and falls within the Gravesend Town Centre Opportunity Area covered in Policy CS05. The policy indicates that this will be the main area of social and economic activity and that residential development will be encouraged.
- 5.2.3 This is a highly accessible location close to the town centre, rail station and bus routes. As such it is well suited to the proposal for either C3 or sui-generis temporary accommodation as there is good access to public transport and services.
- 5.2.4 The NPPF is an important material consideration in determining a planning application
- 5.2.5 The Council published a revised 5 year housing land supply statement in February 2025, it demonstrates that based on data up for the period 2024-2029, the Council can only demonstrate a land supply of 3 years.
- 5.2.6 As the Council is unable to demonstrate a 5-year housing land supply, and delivery of housing was substantially below (less than 75%) that required by the Housing Delivery Test, the housing delivery element of the Core Strategy Policy CS02 must be regarded

to be out of date, as required by the Paragraph 11(d) of the National Planning Policy Framework (NPPF)(2024)

5.2.7 This requires that in regard to housing development, planning permission should be granted unless:

- the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole. In the Gravesham, the policies referred to in paragraph 11(d)(i) above are those set out in the NPPF at footnote 7 (rather than those in development plans) relating to any of the following:
 - Habitats sites (and those sites listed in NPPF paragraph 194)
 - Sites of Special Scientific Interest
 - Green Belt
 - Local Green Space
 - (National Landscape) Areas of Outstanding Natural Beauty
 - Irreplaceable habitats
 - Designated heritage assets (& other heritage assets of archaeological interest, see NPPF footnote 75)
 - Areas at risk of flooding or coastal change

5.2.8 The site is within a designated heritage asset namely the Upper Windmill St Conservation Area however as discussed below the proposal is not considered to cause adverse impacts to the Conservation Area.

5.2.9 In light of the above, for housing the Council should apply a weighted balance in favour of granting planning permission in accordance with relevant case law and guidance,. Regard should be had to the acceptability or otherwise of the proposals when evaluated against development plan policy, the need to make efficient use of land (paragraph 129(c)) in context, the relative contribution the proposal makes towards the alleviation of any shortfall in housing delivery at that time and any other considerations material to the proposed development.

5.2.10 The proposal is for dual use. In terms of the C3 use element this is the same as the existing lawful use of the property so would have no impact on housing need. The second element is a temporary accommodation for up to 10 people. This is residential accommodation albeit not within the C3 Use Class. This is a large property capable of accommodating more people through more intensive use. It may assist in diverting pressure away from use of smaller family accommodation use for temporary accommodation.

5.2.11 Given the above it is not considered that the proposal affects the 5 year housing land supply.

5.2.12 The development is therefore acceptable in principle at this location.

5.3. Design, Character and Appearance

- 5.3.1 Core Strategy Policy CS19 (Development and Design Principles) 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.
- 5.3.2 Paragraph 135 of the NPPF 2024 requires that planning decisions (amongst other things) should ensure that developments function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, and, are sympathetic to local character and history, including the surrounding built environment and landscape setting.
- 5.3.3 The dwelling is a detached property. No external changes are proposed to the building other than bike storage.
- 5.3.4 As a result no design issues are raised and it would be in line with the relevant policies.

5.4. Heritage

- 5.4.1 The site lies within the Upper Windmill Street Conservation Area and adjacent to the Darnley Road conservation Area. The property lies within the Wrotham Road Character Area 4 . The area is characterised by residential properties built between 1874-1907 set back from the pavement often with dwarf walls and railings and brick finish.
- 5.4.2 In this case changes are proposed to the building itself and therefore there is no impact on the Conservation Area.

5.5. Neighbouring Residential Amenity

- 5.5.1 Gravesham Local Plan Core Strategy Policy CS19 (Development and Design Principles) indicates that new development will be located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight, of its occupants and those of neighbouring properties and land. There should be no adverse noise, air quality, odour or light pollution impacts.
- 5.5.2 The Supplementary Planning Guidance Note 2 Residential Layout Guidelines also sets out requirements not to just protect future residents/occupants of new development but also those existing residents that might be affected by the development.
- 5.5.3 There are no external alterations to the property other than a cycle store to the rear. The development would not impact on neighbouring residential properties in terms of daylight/sunlight, outlook or privacy.
- 5.5.4 With regard to any loss of privacy and overlooking, there are no internal layout changes that would lead to additional overlooking to neighbours.
- 5.5.5 In terms of noise and disturbance the additional use which would be introduced would be for up to 10 people residing there as temporary accommodation. However

this is a large 6 bedroom detached house. It would be used differently to an HMO in that it would be let to a single group of contractors or employees. They would be working for the same company and it was more likely to arrive/leave at the same time each day minimising the level of disturbance

- 5.5.6 The alternative use as a C3 dwellinghouse for families in need of accommodation would be no different to its existing use.
- 5.5.7 The length of stay in both cases would typically be over 30 days which reduces the level of turnover and therefore potential noise disturbance compared with short terms letting.
- 5.5.8 As such it is considered that the proposed change of use is unlikely to result in any significant disturbance to occupants of neighbouring properties than can be expected under its current C3 use.

5.6. Amenity of Occupiers

- 5.6.1 The application site currently has six bedrooms, kitchen, two bath/shower rooms and a dining room. The Technical Housing Standards: Nationally Described Space Standards (National Space Standards') provide a helpful guide to assess the suitability of the accommodation. The total floorspace is 179 sq.m which is in excess of the National Space Standards for a 6 bedroom 8 person dwelling over 3 storeys which is 138sq.m. There is no standard for 10 people however given the large size of the property it is consider large enough for this level of occupancy.
- 5.6.2 The National Space Standard for bedroom size is 7.5sqm and 2.15 wide for a single room and 11.5sqm and 2.75m wide for the first twin room and 2.55m wide for the other twin rooms.
- 5.6.3 The bedroom sizes are shown below:

	Dimensions (approx.)	Area	Notes
Room 1	5.75m x 3.7m	19.3sq.m	Meets twin room standard
Room 2	5.75m x 4.378m	21.05sq.m	Meets twin room standard
Room 3	3.77m x 4.04m	14.48 sq.m	Meets twin room standard
Room 4	3.29m x 3.17m	10.05sq.m	Meets single room standard
Room 5	7.3m x 2.2m	16.6sq.m	Meets single room standard
Room 6	7.72m x 4.42m	31.34sq.m	Meets twin room standard

- 5.6.4 Depending on the level of occupancy, nature of the group and length of occupancy the ground floor rooms could be used flexibly with either Room 6 or Room 5 being

available for use as bedrooms or as living rooms. Room 5 is suitable as a single bedroom or as a living room. Room 6 is a very large room suitable as a living room or as a bedroom.

- 5.6.5 In addition there are two bathrooms on the first floor and a kitchen and dining room on the ground floor.
- 5.6.6 There is a garden to the rear which provides sufficient amenity space.
- 5.6.7 The above shows there is a good level of accommodation for future occupiers, given that the centre is either for a family or for temporary accommodation for up to 10 people where it would not be their primary residence.

5.7. Highway and Servicing

- 5.7.1 Core Strategy Policy CS11 (Transport) states that new development should mitigate their impact on the public highway and that transport assessments should be provided and implemented to ensure delivery of travel choice and sustainable opportunities for travel.
- 5.7.2 It also states that sufficient car parking in new developments will be provided in accordance with adopted standards, which will reflect the availability of alternative means of transport accessibility to services and facilities. This approach to development is also supported by saved Local Plan Policy T1 (Impact of Development on the Highway Network), Policy P3 (Policy for Vehicle Parking Standards) and in supplementary guidance in the adopted KCC vehicle parking standards (SPG4).
- 5.7.3 Saved Policy T1 requires that all proposed developments are adequately served by the highway network identified on the Proposals Map.
- 5.7.4 Saved Policy P3 requires development to make provision for vehicle parking, in Gravesham Borough Council, in the KCC adopted vehicle standards (SPG4), unless justified as an exception.
- 5.7.5 Gravesend Rail Station and bus stops serving the town and wider area are approximately 300m away. The site has very good public transport access and sits on the edge of the town centre and is therefore also very close to shops and services. The property is an existing C3 dwellinghouse although there is no parking at the property and double yellow lines directly outside the property.
- 5.7.6 It is not therefore possible to provide parking at the property. However, permission was granted for change of use from an estate agents to a dwelling in 2015 this was accepted and there was no highways objection due to the sustainable location.
- 5.7.7 In terms of the use for up to 10 people as temporary accommodation, whilst this will add additional occupants and hence travel demand it is not considered that this will have an adverse impact on the highway or parking.
- 5.7.8 The property is large and would have capacity for a large family and has been used before as a 6 person HMO. The likely increase in occupancy is approximately 4. This is however a very sustainable location with good public transport and access to shops and services. The travel patterns associated with temporary accommodation for groups of contractors/employees means that it is much more likely that transport

could be arranged to the workplace, for example in mini-buses which would assist in reduce transport impacts. This differs from an HMO where residents are likely to working in different places and have independent travel requirements.

5.7.9 It is also worth noting that there is a large public car park nearby at Parrock St Car Park which would be suitable for visitors to the property where necessary.

5.7.10 A cycle store will also be provided.

5.7.11 Given the above it is considered the proposal complies with the relevant transport policies of the Loal Plan and NPPF.

5.8. Ecology and Biodiversity

Biodiversity Net Gain

5.8.1 Under the Environment Act 2021 and supporting Statutory Instruments Biodiversity Net Gain (BNG) is now mandatory for most development. The legislation requires a minimum 10% gain in biodiversity from applicable development either onsite, offsite or a combination of both.

5.8.2 However, certain applications are exempt from the BNG regulations (the Biodiversity Gain Requirements Exemptions) Regulations 2024) including householder applications and include:

- Development subject to the de minimis exemption - development that does not impact a priority habitat and impacts less than 25 square metres (e.g. 5m by 5m) of habitat, or 5 metres of linear habitats such as hedgerows.

5.8.3 In this case the proposal relates to change of use of the building only. A bike store will be added however this will affect less than 25sqm of habitat and therefore it would be exempt from the BNG requirements.

Recreational Pressures on the Thames Estuary and Marshes Special Protection Area (SPA) and SAMMS

5.8.4 Gravesham employs a strategic mitigation system to protect the Thames Estuary and Marshes Ramsar site and Special Protection Area (SPA). This system aims to prevent recreational activities arising from new housing development from disturbing wintering waterfowl within these protected areas.

5.8.5 We understand for the 2025–2026 financial year, Gravesham Borough Council applies the following standard rates:

Standard Dwellings (Class C3): £337.49 per net additional dwelling.

Holiday Accommodation/Hotels: £337.49 per holiday home or per 5 hotel bedrooms.

Student Accommodation: £337.49 per 5 student bedrooms (if Sui Generis).

HMOs: £337.49 per net increase in bedrooms.

5.8.6 The tariff applies based on the development's distance from the Thames Estuary and Marshes SPA or Ramsar site such that the tariff would apply to all developments within 6km of the SPA site.

- 5.8.7 In terms of this dual use proposal the property is already in C3 use and the alternative sui-generis use as temporary accommodation would not result in an increase in the number of dwellings or the number of bedrooms in the property.
- 5.8.8 As such we consider that the tariff does not apply in this case.

Waste

- 5.8.9 The Council's Planning Guidance on Waste Collection Requirements (2024) sets out the requirements for waste storage provision in new developments. It sets out that for a house space the following should be provided:

Refuse - 1 x 180ltr bin grey body and lid

Recycling - 1 x 240ltr bin grey body and green lid

Food Waste - 1 x 23ltr bin black body and orange lid with an individual 5ltr caddy per property

- 5.8.10 The property currently has 2 refuse and 2 recycling bins provided to the front of the property. This is considered adequate for the proposed use and the existing arrangements would be maintained.

6. Conclusion

- 6.1.1 The proposal is for the change of use of the existing dwelling house to a dual use permission under Class V for a C3 (dwellinghouse) and temporary accommodation for contractors/employees, up to 10 people. There are no external changes other than a cycle store to the rear. The internal layout remains very similar with 6 bedrooms in total.
- 6.1.2 The proposed use represents a flexible but well-managed form of residential occupation that responds to modern housing and workforce needs, while maintaining the established residential character of the area.
- 6.1.3 The defining characteristics of the proposal are:
- exclusive occupation by a single household or organised group;
 - no independent or concurrent room lettings;
 - no subdivision of occupation within the dwelling; and
 - an overall pattern of occupation that remains residential in character.
- 6.1.4 The proposal would not give rise to the impacts typically associated with HMOs, such as intensified comings and goings, fragmented occupation, or loss of residential character. Equally, it would not constitute visitor or hotel-style accommodation.
- 6.1.5 There are minimal external changes proposed and therefore no impact on the appearance or character of the area or impact on the Conservation Area. The level of occupation and use of the property will be the same as the existing C3 use or up to 10 people as temporary employee/contractor accommodation. However given the size of the property and type of use proposed would not have any additional impact on neighbouring properties.

- 6.1.6 The property is large enough for the proposed use and would comply with relevant room sizes within the National Space Standards.
- 6.1.7 The site is in a very sustainable location with good public transport and access to shops and services. It is not considered it will have any adverse impact on highways or parking.
- 6.1.8 It is therefore considered that the proposal remains consistent with residential use in planning terms and would not result in material harm to neighbouring amenity, highway safety, or the wider character of the locality.
- 6.1.9 It is therefore compliant with relevant Development Plan policies and permission should be granted for the development.