



Delegated Report

Full Planning Application and Listed Building Consent

Planning Application No:	20230241 (Planning Application) and 2023423 (Listed Building Consent)
Location:	Barn Adjacent to Bailiffs House, Camer Park, Camer Road, Meopham, Gravesend, Kent, DA13 0XT
Description:	Conversion of agricultural barn into a 2 bedroom dwelling with new driveway.
Applicant:	Robert & Jennifer French & Lewis
Site Visit Date:	29.03.2023

Submitted Documents/Plans

Application form

Drawing no. D-01 (Site Location Plan)

Drawing no. D-02 (Block Plan as Existing)

Drawing no. D-03 (Block Plan as Proposed)

Drawing no. 021 Rev. P01 (Proposed West Elevation)

Drawing no. 022 Rev. P01 (Proposed South and North Elevation)

Drawing no. 030 Rev. P01 (Existing Section – East)

Drawing no. 031 Rev. P01 (Existing Sections – South)

Drawing no. 032 Rev. P01 (Existing Sections – North)

Drawing no. 033 Rev. P01 (Existing Section - West)

Drawing no. 110 Rev. P01 (Proposed Ground Floor Plan)

Drawing no. 111 Rev. P01 (Proposed Mezzanine Floor Plan)

Drawing no. 112 Rev. P01 (Proposed Roof Plan)

Drawing no. 120 Rev. P01 (Proposed East Elevation)

Drawing no. 130 Rev. P01 (Proposed Section – East)

Drawing no. 131 Rev. P01 (Proposed Sections – South)

Drawing no. 132 Rev. P01 (Proposed Sections – North)

Drawing no. 133 Rev. P01 (Proposed Section – West)

Drawing no. 600 Rev. P03 (Typical Wall and Eaves Detail)

Drawing no. 601 Rev. P01 (Ridge Detail)

Drawing no. 700 Rev. P01 (Cart Door – GF.D.02)

Drawing no. 701 Rev. P01 (Window Details – GF.W.01 & GF.W.04)

Drawing no. 702 Rev. P01 (Fixed Picture Window – GF.W.02)

Drawing no. 703 Rev. P01 (Ensuite Bath Window – GF.W.03)

Drawing no. 704 Rev. P01 (Window Details – GF.W.05 & 01.W.01)

Drawing no. 705 Rev. P01 (Bedroom Door/Window – GF.D.03)

Drawing no. 706 Rev. P01 (Boot Room Entrance Door – GF.D.01)

Drawing no. 707 Rev. P01 (Conservation Rooflight)

Drawing no. 900 Rev. P01 (Shed)

Drawing no. 905 Rev. P01 (Shed)

Drawing no. 906 Rev. P01 (Shed)

Structural Heritage Assessment Report (ref. A8542/1/IR/NG, dated April 2022)

Design, Access and Heritage Statement, Planning Statement (dated 7th March 2023)

Relevant Planning History

Reference	Description	Decision	Decision Date
20220782	Application for Listed Building Consent for the conversion of the existing barn into an annexe ancillary to the main dwelling at Bailiffs House together with various works including additional openings, an air source heat pump unit and car port	Permitted	19.10.2022
20220781	Conversion of the existing barn into an annexe ancillary to the main dwelling at Bailiffs House together with various works including additional openings, an air source heat pump unit and car port	Permitted	13.09.2022
20191188	Application for Listed Building Consent for the sub-division of the rear garden and conversion of agricultural barn into 2 bedroom dwelling with new driveway and carport.	Permitted	21.01.2020
20190263	Conversion of agricultural barn into 2 bedroom dwelling with new driveway and car port.	Permitted	21.01.2020

Development Plan

Gravesham Local Plan Core Strategy (2014)

- CS01 – Sustainable Development
- CS02 – Scale and Distribution of Development
- CS11 – Transport
- CS12 – Green Infrastructure
- CS18 – Climate Change
- CS19 – Design and Development Principles
- CS20 – Heritage and the Historic Environment

Gravesham Local Plan: First Review (1994)

- T1 – Impact of Development on the Highway Network
- T5 – Access to the identified Highway Network
- P3 – Vehicle Parking Standards
- TC2 – Policy for Listed Buildings
- C11 – Change of Use of Redundant Buildings in the Countryside

Section 16(2) and Section 66(2) (respectively) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) requires special regard to be paid to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

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.

Policy CS02 of the Core Strategy sets out the Borough's objectively assessed need for housing over the Plan period (up to the year 2028) and finds that there is a need for at least 6,170 new dwellings during the period. Evidence now available shows that the Council is not able to demonstrate a five-year housing supply (a 3.27 year supply has most recently been calculated within the statement published [here](#)), and as the delivery of housing was substantially below (less than 75%) that required by the Housing Delivery Test, the housing delivery element of Core Strategy Policy CS02 must be regarded to be out of date, as required by the Paragraph 11(d) of the NPPF (2021).

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 context, the policies referred to in paragraph 11(d)(i) above are those set out in the NPPF (2021) at footnote 6 (rather than those in development plans) relating to any of the following:

- Habitats sites (and those sites listed in NPPF (2021) paragraph 181)
- Sites of Special Scientific Interest;
- Green Belt,
- Local Green Space,
- Areas of Outstanding Natural Beauty
- Irreplaceable habitats;
- Designated heritage assets (& other heritage assets of archaeological interest, see NPPF footnote 63); and
- Areas at risk of flooding or coastal change.

In determining applications for planning permission involving housing, the Council will therefore apply a weighted balance in favour of granting planning permission in accordance with relevant case law and guidance, having regard to the acceptability or otherwise of the proposals when evaluated against development plan policy, the need to make efficient use of land (paragraph 125(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.

As part of this balancing exercise, it should be noted that paragraphs 130 and 134 of the NPPF (2021) requires development to add to the overall quality of the area, be visually attractive, sympathetic to local character and create acceptable amenity for future occupiers.

Notwithstanding the Council's shortages in housing delivery and the consequent weight to be given in favour of the proposed development it is necessary to assess the proposals against the policies in the National Planning Policy Framework and established local planning policy taken as a whole.

National Planning Policy Framework (2021)

- 2 – Achieving sustainable development
- 5 – Delivering a sufficient supply of homes
- 9 – Promoting sustainable transport
- 11 – Making effective use of land
- 12 – Achieving well-designed places
- 13 – Protecting Green Belt land
- 15 – Conserving and enhancing the natural environment
- 16 – Conserving and enhancing the historic environment

Supplementary Planning Guidance

- SPG2 – Residential Layout Guidelines (2020)

- SPG4 – KCC Parking Standards (2006)
- Technical Housing Standards – Nationally Described Space Standards (March 2015)
- Gravesham Landscape Character Assessment (2009)
- Kent Downs AONB Management Plan 2021-2026
- Landscape Character Assessment Update 2020

Consultations, Publicity and Representations

External Consultees

Dickens' Country Protection Society

The Society notes the subject of the application is a Grade II Listed building. The documents on deposit do not appear to include drawings or other details of the existing structure, which makes it difficult to assess the impact of the proposed conversion on the existing building. The Society would ask that as far as possible the original structure should be retained and restored.

Kent Fire and Rescue Service

I can confirm that on this occasion it is my opinion that the emergency access requirements for the Fire and Rescue Service under the above Act appear to have not been met. From the available drawings it shows the access road to the proposed site does not meet the requirements.

Fire Service access and facility provisions are also a requirement under B5 of the Building Regulations 2010 and must be complied with to the satisfaction of the Building Control Authority. A full plans submission should be made to the relevant building control body who have a statutory obligation to consult with the Fire and Rescue Service.

Meopham Parish Council

Meopham Parish Council raises no objection to this planning application but are very anxious about future development of the site and has great concerns about the position regarding the hedgerow that has been removed, whether that removal was a breach of a condition attached to a previous permission and whether the replanting meets the planning authority's requirements.

Internal Consultees

GBC Highways

Whilst I have concerns about the access and its junction with the highway, the traffic generation from a single dwelling will be minimal, and there would be some vehicle movements associated with the use of the barn. I therefore have no objections, although to comply with the requirements of SPG4, two secure cycle parking spaces should be provided. Crashmap data does not show any accidents at the junction for the latest 5 year period 2017 to 2021 inclusive.

I have no objections.

GBC Waste and Recycling

I am happy with the information regarding the refuse and recycling collections.

GBC Environmental Protection (Regulatory Services)

No objection to this application, but I would make the following comments:

As with any site that has been in agricultural use, there is the potential for contamination to be present due

to the use of pesticides and fertilisers etc and also fuel/oil storage or in association with machinery repair. It is noted in the D&A of an earlier application that this building was previously used as a workshop. In view of this, a risk based contamination assessment will be required.

In order to address this and other matters, a land contamination is recommended, together with informatives on the code of practice on construction and demolition drainage/sewerage and lighting.

Neighbouring properties

The application has been advertised by individual neighbour letters to 3 properties, on site and in the press. The consultation periods expired on 12 and 21 April 2023 respectively.

No letters of objection have been received from neighbouring properties.

Local Ward Councillors were also consulted and no responses were received.

Officer's Analysis

Background

The application site is located within the rural area, Green Belt, AONB and the curtilage of a Listed Building.

The site has had previous planning permissions to convert the barn, both into a dwelling and an ancillary annexe in 2020 and 2022 respectively (see above planning history).

This application essentially seeks to renew the original permissions for conversion to a dwelling, as approved under the 2020 permissions, rather than the permissions for an ancillary annexe under the 2022 permissions. The drawings from the previous permissions 20220423 and 20220782 have been used, with the addition of a new block plan with an amended access similar to the plan approved under applications 20191188 and 20190263.

The submitted Design and Access Statement states that the 2022 applications were submitted to extend the time in which the project might be started, and included more detailed drawings to reduce the number of conditions required, but that in the process the description of the application was changed to an ancillary annexe, and the current applications seek to rectify this.

Work has been started on site, including the erection of scaffolding, removal of corrugated sheets and timber boarding to enable the assessment of the condition of the timber frame, with temporary propping and bracing, and some underpinning.

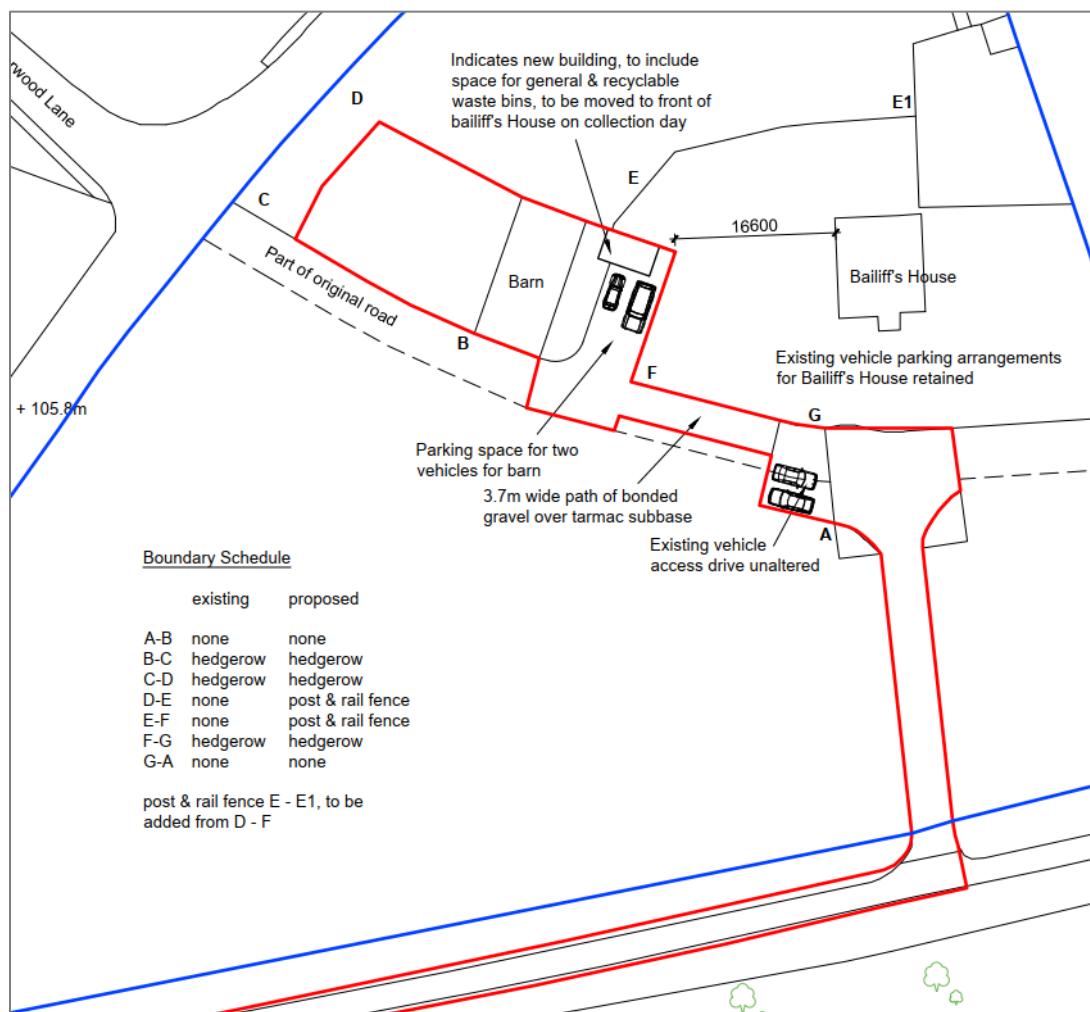
Proposal

These applications seek planning permission and listed building consent for the conversion of an agricultural barn into a 2 bedroom dwelling with a new driveway.

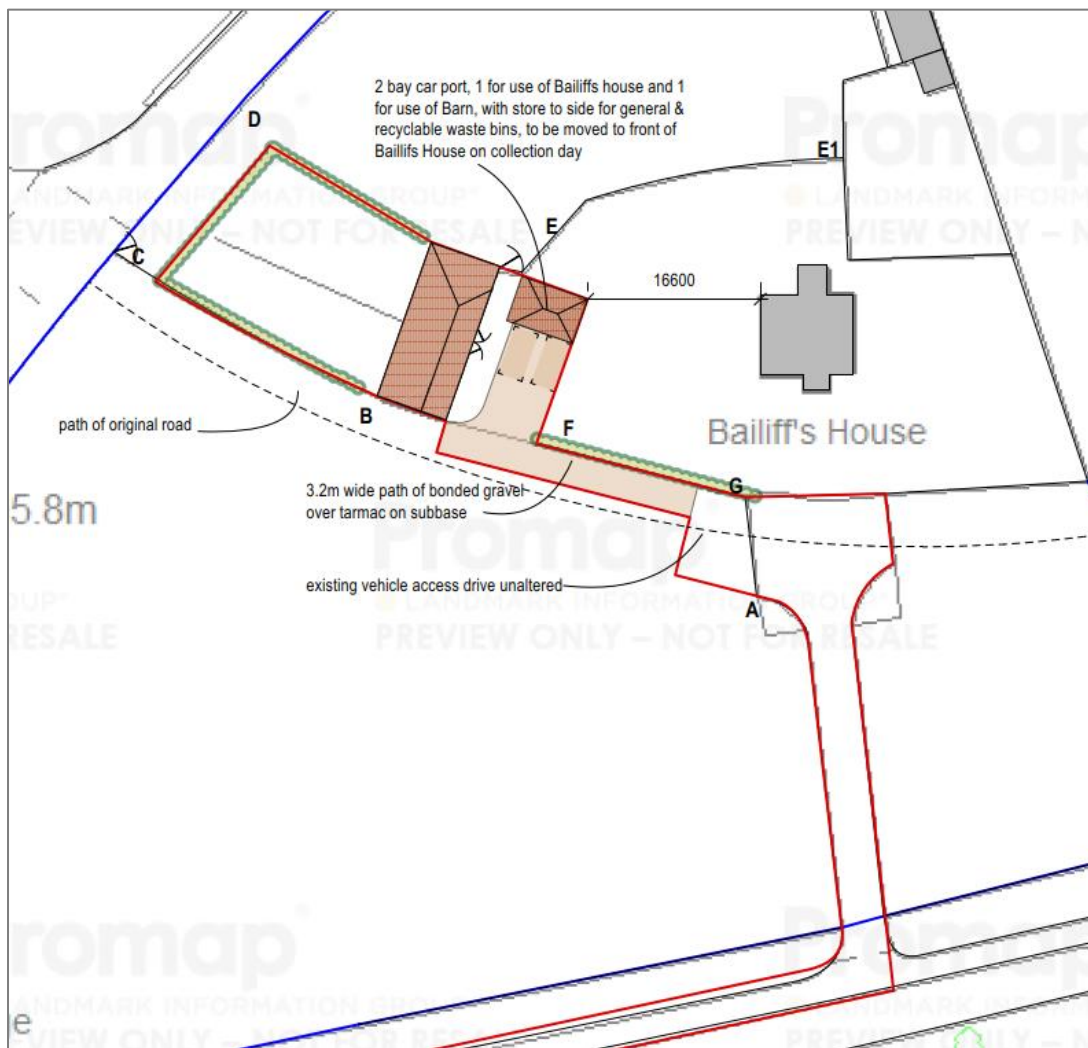
The converted barn will have a master bedroom with ensuite, a living/dining/kitchen space, a utility room and shower room at ground floor and second bedroom at first floor. The plans also include a small building for storage and a plant room for an air source heat pump. This building will measure approx. 3m x 5.6m. It will be approx. 3.8m high with a pitched roof.

It is proposed to retain, repair and where necessary strengthen the existing frame, to replace the roof with a natural slate covering, to reinstate the original gable end and to re-clad the barn with black timber weatherboarding.

Proposed Block Plan



Previously Approved Proposed Site Plan



Principle of Development

The application site is located in the countryside in the Kent Downs Area of Outstanding Natural Beauty (AONB) and in the Green Belt. It is also located on the boundary of the Meopham Downs Landscape Character Area.

As the previous applications have all been approved, the principle of the development has already been accepted and does not need to be re-assessed. Essentially, the barn is of substantial construction (as confirmed by the submitted structural report) and is therefore appropriate for conversion to residential. This complies with the requirements of paragraph 150 of the NPPF 2021, which sets out that “the re-use of buildings provided that the buildings are of permanent and substantial construction” is an appropriate form of development in the Green Belt.

The proposed outbuilding is also acceptable given that historic plans showed there was a building adjacent to the barn, and the proposed building has been designed to be lower than the existing barn. This would comply with the requirements of paragraph 149 of the NPPF 2021, where provided a new building is not materially larger than the one it replaces, it is considered to be appropriate development in the Green Belt.

A separate dwelling on the site could have the potential to impact additionally on the site with the introduction of further permanent extensions, curtilage buildings and fencing resulting from permitted development rights; however, the Town and Country Planning (General Permitted Development Order) (England) Order 2015 (GDPO) limits the size and type of permitted development within Areas of Outstanding Natural Beauty for such converted buildings, and any further permitted development would therefore only be modest and would appear as part of the existing cluster of development. A restriction on

these rights is therefore not considered necessary in this instance.

Design and Impact on Listed Building

The NPPF 2021 also places great significance on the desirability of sustaining and enhancing heritage assets, and on new development making a positive contribution to local character and distinctiveness (paragraph 197). This is echoed in Policy CS20 of the Core Strategy 2014, which states that the significance of the Borough's heritage assets and their setting should always be preserved or enhanced. Saved Policy TC2 of the Local Plan 1994 sets out that for development involving alterations to listed buildings, the primary consideration is the maintenance of the integrity of the original listed building. Proposals must be sympathetic in terms of their appearance and materials.

The barn is of historic interest and is considered a curtilage listed building requiring listed building consent for any alterations (the building pre-dates the first planning act and was/is in the same curtilage on the date of listing in 1983).

No further comments have been made by the Conservation Officer; however, the plans for the current proposal are the same as what was approved under applications 20220423 and 20220782. The comments from the Conservation Officer under the previous applications have been summarised below.

The 1864-67 OS Map shows a building associated with the barn that is an appropriate location for a garage. It also indicates a boundary for a tighter curtilage to the west side, which could be replicated by planting with native hedgerow and can be subject to a planning condition. The eastern boundary could then be kept tight to the east end of the building next to the barn in the historic OS map which would form the location of a car port.

Regarding the design of the barn, the conventional approach of allowing the cart entrance to be fully glazed with the minimum number of windows elsewhere in the body of the barn has been adopted. The external joinery should all be black to reduce its domestic appearance. The submitted details for joinery, insulation, rainwater goods, bricks and roof tiles are acceptable. The metal windows and doors need to be fitted into black stained timber window frames with timber cills (which can be hardwood and stained black). There is currently an extended lead time for Welsh slate, and this should be taken into account. These elements of the proposal can be dealt with by conditions attached to the Listed Building Consent application.

The proposal therefore complies with Policy CS20 of the Core Strategy 2014, Saved Policy TC2 of the Local Plan 1994 and section 16 of the National Planning Policy Framework 2021.

Impact on Landscape

Area of Outstanding Natural Beauty (AONB) and Meopham Downs Landscape Character Area

The site is located within the Kent Downs AONB and Meopham Downs Landscape Character Area.

The Kent Downs AONB Management Unit was consulted on the applications but has not responded. On the most recent 2022 applications, however, their consultation response stated they had no comments to make.

Reflective of paragraph 176 of the NPPF 2021, Policy CS12 of the Core Strategy 2014 states that the overall landscape character and valued landscapes will be conserved, restored and enhanced. The greatest weight will be given to the conservation and enhancement of the landscape and natural beauty of the Kent Downs Area of Outstanding Natural Beauty and its setting. Proposals will take account of the Kent Downs Area of Outstanding Natural Beauty Management Plan, the Gravesham Landscape Character Assessment, and the Cluster Studies where relevant.

As considered previously, the proposal will have a limited impact on the AONB, and the re-use of the barn

together with appropriate landscaping will conserve the landscape in this location. The submitted block plan shows boundary treatment will include hedgerow and post and rail fencing. The retention and reinstatement of existing hedgerows, together with additional hedgerow planting, would be important, and the post and rail fencing would be appropriate in this location, complementing existing such boundary treatment. Full details of the soft landscaping, including species and density, will need to be conditioned, as well as any hard landscaping and external lighting proposed.

Residential Amenity

The NPPF 2021 states that planning decisions should aim to secure a high standard of amenity for all existing and future users (paragraph 130f). The impact on amenity is also considered with regard to the criteria within Policy CS19 of the Core Strategy 2014, which states that new development should be located, designed and constructed to safeguard the amenity, including privacy, daylight and sunlight, of its occupants, and those of neighbouring properties and land.

Future Occupiers

The floor space required by the National Housing Standards is 79sqm for a 2 bed, 4 person dwelling. The proposals include a small increase in the size of the existing internal mezzanine to give a proposed gross internal floor area of 130sqm. The internal layout offers reasonable levels of amenity in terms of outlook and privacy and there is enough land around the site to provide for adequate garden space.

Neighbouring Amenity

The nearest property to the barn is Bailiffs House. There is sufficient distance between these properties that there will be no detrimental impact from the barn conversion in terms of loss of outlook, privacy, sunlight or daylight.

The proposal is therefore acceptable in terms of future occupier and neighbour amenity issues and would comply with the requirements of SPG2 Residential Layout Guidelines (2020), Policy CS19 of the Core Strategy 2014 and paragraph 130 of the NPPF 2021 in respect of providing a high standard of amenity and living conditions.

Parking and Highways

A 2 bedroom dwelling would require a maximum of 2 car parking spaces, which can easily be accommodated on the site. The proposal is therefore considered to comply with parking standards. Cycle spaces would also be able to be adequately accommodated.

The Kent Fire and Rescue Service have commented that the access would not meet emergency access requirements; however, this is a matter that would be considered under non-planning legislation and together with the previous approvals for the site, is not a significant planning concern.

Due to the proposed use as a single dwelling and the associated low traffic levels, there would not be a significant impact on highway safety from the proposal. The proposal would therefore comply with Saved Policies T1, T5 and P3 of the Local Plan 1994 and Policies CS11 and CS19 of the Core Strategy 2014.

Any Other Material Planning Considerations

Environmental Protection

As with any site that has been in agricultural use, there is the potential for contamination to be present due to the use of pesticides and fertilisers etc and also fuel/oil storage or in association with machinery repair. It is noted that this building was previously used as a workshop. In view of this, the Environmental Protection Officer has commented that a risk-based contamination assessment should be required. However, this was not requested as part of environmental protection comments on the 2020 planning

application. Given the proposal is for conversion, and both previous permissions could have been implemented without this condition, it is not considered reasonable to impose it at this stage.

Informatives on the code of practice on construction, drainage/sewerage and lighting are recommended.

On this basis, the proposal would therefore comply with Policy CS19 of the Core Strategy 2014 and paragraph 185 of the NPPF 2021.

Conclusion and Recommendation

Overall, the proposed barn conversion would be an appropriate development that would not harm the openness of the Green Belt and would conserve the rural landscape context and character of this site within the Kent Downs AONB and Meopham Downs Landscape Character Areas. In addition, the proposal would have no adverse impact on the architectural integrity or the setting of the listed building.

Subject to conditions, the proposal would also be acceptable in terms of amenity and parking and highways impacts. As such, the proposal would comply with the requirements of Policies CS02, CS11, CS12, CS19 and CS20 of the Gravesham Local Plan Core Strategy 2014, saved Policies C11, T1, T5 and P3 of the Gravesham Local Plan 1994 and paragraphs 111, 126, 130, 137, 138, 147, 148, 149, 150, 174, 176, 180, 185 and 197 of the National Planning Policy Framework 2021.

The listed building consent and planning applications are therefore recommended for permission.

(For detailed conditions and informatives, see draft Decision)

Case Officer:	Mrs Katherine Parkin	Team Leader:	Richard Hart
Signed:	<i>K. Parkin</i>	Signed:	<i>R Hart</i>
Dated:	7 June 2023	Dated:	7th June 2023