

Application Number	20/05298/HFUL	Agenda Item	
Date Received	22nd December 2020	Officer	Aaron Coe
Target Date	16th February 2021		
Ward	Trumpington		
Site	2 Barrow Road		
Proposal	Extension, remodelling and refurbishment of the existing dwelling including two-storey rear and side extension with associated landscaping works.		
Applicant	Xue C/O PIP Architecture 4 Belmont Place		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The impact of the extensions and remodelling proposed would be less than that of the previously approved application for the demolition of the existing dwelling and replacement (extant permission). -The proposed development respects the residential amenity of the neighbouring properties.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a detached residential property situated on the southern side of Barrow Road. The site is located close to the corner of Barrow Road and Trumpington Road.
- 1.2 The existing building on the site has elements of the ‘Arts and Crafts’ style, which is characteristic of the area. It has a rectangular footprint and projecting front gable. The eaves, dormers and part external chimney breasts, are design features associated with the Arts and Crafts style.

1.3 The building is not Listed or a Building of Local Interest. The site is within the Barrow Road Conservation Area which was adopted in June 2016.

2.0 THE PROPOSAL

2.1 The application seeks permission to remodel and extend the existing property at No.2 Barrow Road rather than proceeding with an extant permission to demolish and replace the existing building (granted permission under application reference 17/0826/FUL).

2.2 The proposal intends to retain the original building and introduce a second gable on the western side of the property which, following pre application advice, has been designed to sit lower than the existing gable on the eastern side of the property. The proposal involves side and rear extensions with the introduction of a flat roofed section in the centre of the roof to accommodate the proposed second floor accommodation.

2.3 An additional single storey element is proposed to run along the eastern boundary of the site, this element is proposed to extend an additional 5.35 metres to the rear than the existing single storey element. At first floor the proposal introduces a further 6.47metres in depth on the eastern side with the addition of balconies to serve the first floor bedrooms on both gables at the rear. On the western side of the property a side extension which measures approximately 5 metres in width and 16 metres in depth is proposed.

3.0 SITE HISTORY

Reference	Description	Outcome
17/0826/FUL	Demolition of the existing dwelling and construction of a replacement dwelling.	Permitted
15/0225/FUL	Erection of new dwelling following demolition of existing dwelling on the site.	Permitted

14/1615/FUL Replacement dwelling.

Refused

4.0 PUBLICITY

4.1 Advertisement: Yes
Adjoining Owners: Yes
Site Notice Displayed: Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1, 3 31, 34, 35, 36 55, 56, 58, 59 61 71 82

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework July 2021 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Greater Cambridge Sustainable Design and Construction (Jan 2020)

Area Guidelines	Barrow Road Conservation Area (2016)
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6.0 CONSULTATIONS

Cambridge City Council Conservation team

- 6.1 The existing house is representative of the Arts and Crafts influenced designs used on Barrow Road generally. It has external features such as small multi-paned fenestration, tall chimney stack, painted render and plain tiled pitched roofs over a single projecting left hand gable and a main wing at right angles with the entrance in the angle. Generally, Barrow Road houses have a shallow forward projection of a front wing/bay or a pair of hipped roof elements.

No 2 has been the subject of a number of planning applications for its demolition and replacement. In 2015 planning permission was given for the demolition and rebuilding of No 2 in a broadly Arts and Crafts style. This permission was given before the road was designated a conservation area. In 2017 permission was granted again for the demolition and replacement of No 2. The conservation team objected to both applications on the grounds that the replacement dwelling did not faithfully reflect its context or provide a successful contrast as it fails to acknowledge its relationship with No 1.

This application has been revised following on from a pre-application advice regarding the scale and articulation of the new proposals. A positive change from the 2017 approved scheme is that this proposal seeks to retain the front section of the house with its angled entrance door and small multi paned windows and front dormers. However, it still adds substantial extensions to the side and rear. From the plans the existing ridge height to the front is also retained.

New extensions

A new gable is added to the side creating a double gabled front which is consistent with the approved new house although this iteration has a much smaller front gable with a tile hung elevation. The front elevation by retaining much of the original façade and adding a set - back, subservient gable gives a more

appropriately asymmetrical frontage than that of the previously approved design. However, this addition creates a much wider street frontage which removes the sense of No2 being a handed version of No 1 at the entrance to the conservation area.

Another change is the addition of a garage on the ground floor of the new gable. Historically one of the first changes to the houses in Barrow Road was the addition of garages. These usually take the form of side extensions sometimes with catslide roofs or with first floors. Overall they are subservient additions. Introducing a garage to what looks like a principle gable looks incongruous.

This proposal has large side and rear extensions although these are lower than the existing approval, they have enlarged the house where it now requires a flat roofed section in the centre. Whilst this flat roofed section will not be visible from the street it comes as a result of squaring off the house, losing the articulation in the roof forms and increasing the depth of the house.

The rear elevation has been altered from the pre-app where it had copied the window proportions and style of the original house. This has been replaced by a symmetrical design with two large hipped gables and large contemporary glazing. Two large balconies have been added further emphasising how the rear elevation does not respond well to the character of the existing house, producing front and rear elevations which are not a coherent whole.

The demolition and replacement of No 2 was approved in 2017, and this scheme could be built. However, this proposal should be looked at independently of that approval in relation to any impact on the conservation area. It is a positive step that the proposal retains much of the front elevation and to keep the ridge height of the building lower than that of the approved scheme. However, the proposed extensions and remodelling of the house has removed the variation and articulation of the existing house and has not fully answered the conservation concerns made in response to the previous applications for this site.

Cambridgeshire County Highways

6.2 No comment on behalf of the highway authority.

Cambridge City Council Tree Officer

6.3 No objection subject to conditions: Tree protection plans and Arboricultural method statement, site meeting, tree protection methodology and a five year replacement planting condition.

7.0 REPRESENTATIONS

7.1 The owners/occupiers of the following addresses have made representations:

- 29 Trumpington Road
- 70 Cowcross Street London (The Twentieth Century Society)
- Wandlebury Country Park (Cambridge Past, Present and Future)
- 5 Melbourne Place
- 15E Grange Road
- 16 Porson Road
- 29 Porson Road
- 35 Porson Road
- 23 Bishops Road
- 3 Barrow Road
- 4 Barrow Road
- 6 Barrow Road
- 8 Barrow Road
- 9 Barrow Road
- 10 Barrow Road
- 12 Barrow Road
- 15 Barrow Road
- 18 Barrow Road
- 19 Barrow Road
- 21 Barrow Road
- 22 Barrow Road
- 23 Barrow Road
- 24 Barrow Road
- 25 Barrow Road
- 27 Barrow Road
- 29 Barrow Road
- 31 Barrow Road
- 33 Barrow Road

- 35 Barrow Road
- 36 Barrow Road
- 37 Barrow Road
- 39 Barrow Road
- 41 Barrow Road
- 43 Barrow Road
- 45 Barrow Road

The representations can be summarised as follows:

- Concerned by the potential impact of the extension on the mature trees.
- Floor area proposed is disproportionate to the Barrow Road conservation area context.
- Addition of 2nd floor accommodation is not in keeping with the two storey houses in the Barrow Road Conservation Area.
- Moves away from the existing relationship and symmetry between No's 1 and 2 Barrow Road which frames the entrance to Barrow Road.
- Concerned the proposals do not preserve the historical, architectural or environmental value of the area.
- The raising of the roof would set an unnecessary precedent
- The extensions and additional bulk proposed are contrary to the Barrow Road Conservation Area Appraisal.
- Concerned by the impact of the depth of the extension on sunlight and views from 4 Barrow Road.
- Planning permission should not be granted for the current proposal on the basis that it is less bad than the 2017 consent.
- Pleased that the proposal no longer involves the demolition of 2 Barrow Road but still concerned by the substantial extension.
- The development will not preserve or enhance the conservation area
- The proposal should be looked at independently of the approved scheme.

7.3 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

7.4 The application has been called into committee by Councillor Thornburrow due to concerns that the proposal does not comply with policies 55, 56, 58 and 61.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from the inspection of the site and the surroundings, the main issues are:

1. Principle of development
2. Context of site, design and external spaces and impact on the Conservation Area.
3. Residential amenity
4. Third party representations

Principle of Development

8.2 The proposed development involves the remodelling and extension of the existing property at No.2 Barrow Road. The principle of altering and extending residential properties is supported by Policy 58 of the Cambridge Local Plan (2018). Policy 58 of the 2018 Local Plan recognises that over time residential developments may require alterations to meet the needs of the occupiers. It advises that subject to their careful design, and not having an adverse impact on the surrounding character or neighbouring amenity, extensions to dwellings should be supported.

8.3 In this instance a key material consideration is the planning permission application reference 17/0826/FUL, which granted consent for the demolition and replacement of the existing dwelling. The existing consent on the site, which has commenced, represents the 'fallback position' and establishes the principle of the complete loss of the existing dwelling and its replacement. This report will assess whether the current proposals are materially more harmful than the previously approved scheme.

Context of site, design, external spaces and impact on the Conservation Area

Impact on the Conservation Area

8.4 In terms of impact on the Conservation Area, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local authorities to pay special attention to the

desirability of preserving or enhancing the character and appearance of Conservation Area. Paragraph 194 of the NPPF 2021 states: 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. [...] As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.' The statutory objective of preserving the character or appearance of an area is achieved either by a positive contribution to preservation or through development which leaves character or appearance unharmed sufficiently for it to be considered that the character is preserved.

- 8.5 In 2015 planning permission was granted for the demolition and rebuilding of No 2 in a broadly Arts and Crafts style (15/0225FUL). This permission was granted before the road was designated a conservation area in 2016. Despite being designated as a conservation area, in 2017 permission was granted again for the demolition and replacement of No 2 on the basis that the 2015 permission could have been implemented and the proposed replacement dwelling mirrored the scale, massing and design of what was previously approved. The Barrow Road Conservation Area was formally adopted in June 2016 and due to the conservation area status, planning applications within the designated area must be assessed against the relevant conservation/ heritage policies both locally and nationally. The Conservation Team has provided a detailed assessment of the application from a heritage perspective. In objecting to the scheme, they state that the proposed creation of a double gabled front creates a much wider street frontage which removes the sense of the property being a handed version of No.1 at the entrance to the conservation area. Likewise, the addition of a garage within the proposed principal gable is considered to appear incongruous. Overall, the Conservation Team consider the proposed extensions and remodelling of the house has removed the variation and articulation of the existing house and has not overcome the conservation concerns raised in response to the previously approved applications for the site. As such they have concluded the proposed development would amount to moderate less than substantial harm and paragraph 202 of the NPPF 2021 would

apply. Officers support the view and conclusions of the conservation team's assessment.

- 8.6 The National Planning Policy Framework (NPPF) (2021) paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. In terms of public benefits of the proposal the design and access statement states the scheme would be of a high quality design through the use of high quality materials and exemplary detailing which will enhance the conservation setting. These potential benefits would not be significant enough to outweigh the less than substantial harm identified. The overall design of extensions and alterations proposed as a whole could not be regarded as either preserving or enhancing the character or appearance of the conservation area. The proposed deeper footprint of the new house with a double gabled frontage that is no longer handed to the adjacent dwelling at No.1 Barrow Road would result in a dwelling that would be of a different character and appearance to that existing and to other examples of Arts and Crafts houses within the street.
- 8.7 It is considered that following a detailed assessment of the application, consultee comments, third party representation and the Barrow Road Conservation Area Appraisal (2016) the dwelling as existing makes a positive contribution to the character and appearance of the Conservation Area and the proposed alterations will be contrary to the requirements of the relevant local and national policies.

Extant Permission (17/0826/FUL)

- 8.8 As previously mentioned Barrow Road conservation area was formally adopted in 2016 which was post the original consent for demolition and replacement (15/0225/FUL) but prior to the 2017 approval (17/0826/FUL). Therefore, similar to the assessment set out in the officers committee report for application reference 17/0826/FUL, whilst the dwelling now falls within the Barrow Road Conservation Area which remains a material consideration, it must be acknowledged that there is an extant permission which could be implemented as all pre commencement conditions have been discharged and 3C

Building Control have provided details which confirm that commencement on site has taken place. It is therefore necessary to assess and compare the proposed remodelling and extensions of the existing property with the extant permission which involves the entire demolition and replacement of the property.

- 8.9 The overall appearance of the front elevation proposed in this application is similar to the approved replacement dwelling with a second gable being introduced, as stated in the Conservation officer's comments the second gable in this application is smaller and more subservient compared to the previously approved new dwelling. This is considered to be an improvement as the dwelling will retain a more asymmetric frontage. The proposed extensions slightly increase the width of the frontage compared to the approved replacement dwelling with a garage being introduced in the proposed new gable. Whilst it is acknowledged this will impact further in terms of the property no longer appearing to be handed with No.1 Barrow Road, when compared to the approved scheme, this additional width is not considered to result in demonstrable harm. In terms of the height of the proposals compared to the approved replacement dwelling. This scheme involves a ridge height which is 0.5m lower. However, the scheme does introduce a flat roofed section in the centre which was not included in the approved scheme. However, this flat roofed section will not be visible from the street and again is not considered to result in further harm to the character of the conservation area when compared to the extant permission.
- 8.10 A number of third party representations have commented and raised concerns regarding the overall footprint of the dwelling proposed. The internal floorspace of the previously approved scheme was 701 sqm compared to 658sqm proposed within this application. Therefore, the proposal involves a smaller footprint than the approved scheme which is supported by officers.
- 8.11 Whilst it is acknowledged the proposed development will have an adverse impact on the character and appearance of the Barrow Road conservation area, the details of the extant permission which could be implemented cannot be ignored. Therefore, as set out above the extensions and remodelling proposed are not considered to be harmful when assessed

against the development approved for the complete demolition and replacement of the existing building.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.12 No.4 Barrow Road is situated to the east of the application site. The impacts of the proposed extensions on this neighbour are considered to be less harmful than the approved scheme. The approved scheme along the eastern boundary of the site included a swimming pool which would have resulted in the replacement dwelling having a total depth of 28.5 metres. Whereas this proposal has removed the swimming pool element and involves a total depth of approximately 17 metres with a single storey element proposed along the eastern boundary which minimises the impact on No.4. The first floor element which is set 5 metres off the eastern boundary will project 0.5m further to the rear than the extant permission. This minimal additional depth compared to the extant permission is not considered to result in a significant adverse impact on the amount of daylight and sunlight received by No.4 Barrow Road.
- 8.13 In terms of loss of privacy and overlooking impact on No.4 the proposal involves four first floor windows on the east elevation. A condition is recommended to ensure the windows serving the dressing room, ensuite and bathroom are obscure glazed. Given that the first floor bedroom window already exists on this elevation it would not be reasonable to request this window be obscure glazed.
- 8.14 Glass features are proposed on the rear gables and one is on the eastern side of the property adjacent to No.4. Whilst the submitted plans and elevations do not specifically refer to these as balconies, from assessing the plans it is evident there would be access to use these via the bedrooms and the opportunity to use these spaces for this purpose. Therefore, whilst there would not be any direct views towards any habitable living spaces at No.4, there would however be views into the rear garden space from this balcony and it is considered reasonable and necessary to impose a condition which requires a privacy screen to be installed on the eastern elevation of the balcony to protect the amenity of the occupants at No.4.

8.15 In terms of the impact on the new dwelling to the rear of No.2 Barrow Road, due to the significant separation distance of 26 metres between the proposed rear extension and the southern boundary of the site it is not considered that the proposals will impact the future occupants of this dwelling.

Third party representations

8.16 A number of the third party representations have been addressed in the above section of the report. However, other comments are addressed below:

Representation	Response
Impact on mature trees	As set out in the consultee comments the application has been assessed by the Council's Tree officer and considered acceptable subject to conditions.
Disproportionate floor area	Assessed at paragraph 8.9
Addition of second floor not in keeping with Barrow Road Conservation Area.	There was a second floor included in the extant permission which could be implemented. Therefore, this is considered acceptable.
Loss of symmetry with 1 Barrow Road	Addressed at paragraph 8.8
Concerned the proposals do not preserve the historical or architectural value of the area.	Addressed at paragraphs 8.3-8.10
The raising of the roof would set an unnecessary precedent	The proposed roof height is lower than the extant permission.
The extensions and additional bulk will have a harmful impact on the Barrow Road conservation area.	Addressed at paragraphs 8.3-8.10
Concerned by the impact of the depth of the extension on sunlight and views from their property	Addressed at paragraph 8.11
Planning permission should not be granted for the current proposal on the basis that it is less bad than the 2017 consent.	An extant permission is a material planning consideration and must be given significant weight in the assessment of this application.

The proposal should be looked at independently of the approved scheme.	
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9.0 CONCLUSION

9.1 The proposed remodelling and extension of the existing property is considered to be a more appropriate form of development than the previously approved demolition and entire replacement given that it retains the existing dwelling. It is acknowledged by officers that the proposal will result in adverse impact on the Barrow Road conservation area and no longer appear as being handed to No.1 Barrow Road. However, a careful balancing exercise and assessment of both the approved scheme and the proposed scheme has taken place and it has been concluded that the proposals within this application are less harmful than the approved consent for demolition and replacement.

10.0 RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. The materials to be used in the external construction of the development, hereby permitted, shall match the existing building in type, colour and texture.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area and Barrow Road Conservation Area (Cambridge Local Plan 2018 policies 55, 58 and 61.)

4. Prior to commencement and in accordance with BS5837 2012, a phased tree protection methodology in the form of an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to the local planning authority for its written approval, before any tree works are carried and before equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail tree works, the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design, storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

Reason: To satisfy the Local Planning Authority that trees to be retained will be protected from damage during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

5. Prior to the commencement of site clearance a pre-commencement site meeting shall be held and attended by the site manager and the arboricultural consultant to discuss details of the approved AMS. A record of this meeting shall be provided to the Council for approval.

Reason: To satisfy the Local Planning Authority that trees to be retained will not be damaged during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

6. The approved tree protection methodology will be implemented throughout the development and the agreed means of protection shall be retained on site until all equipment, and surplus materials have been removed from the site. Nothing

shall be stored or placed in any area protected in accordance with approved tree protection plans, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority. If any tree shown to be retained is damaged, remedial works as may be specified in writing by the local planning authority will be carried out.

Reason: To satisfy the Local Planning Authority that trees to be retained will not be damaged during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

7. If any tree shown to be retained on the approved tree protection methodology is removed, uprooted, destroyed or dies within five years of project completion, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

Reason: To satisfy the Local Planning Authority that arboricultural amenity will be preserved in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

8. Prior to the occupation of the development, hereby permitted, the windows on the east elevation serving the ensuite, the dressing room and the bathroom shall be obscure glazed to a minimum level of obscurity to conform to Pilkington Glass level 3 or equivalent and shall have restrictors to ensure that the windows cannot be opened more than 45 degrees beyond the plane of the adjacent wall. The glazing shall thereafter be retained in accordance with the approved details.

Reason: In the interests of residential amenity (Cambridge Local Plan 2018 policies 55 and 58).

9. Prior to the use of the balcony on the eastern side of the property the details of a 1.8 metre high privacy screen to be installed on the east elevation adjacent to No. 4 Barrow Road shall be submitted and approved in writing by Local Planning Authority.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018, policy 57)

10. No construction or demolition work shall be carried out and no plant or power operated machinery operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, , unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35).