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<b>Application Number</b>	19/1048/FUL	<b>Agenda Item</b>	
<b>Date Received</b>	29th July 2019	<b>Officer</b>	Alice Young
<b>Target Date</b>	23rd September 2019		
<b>Ward</b>	Abbey		
<b>Site</b>	Land to the North of Christ The Redeemer Church Newmarket Road		
<b>Proposal</b>	Change of use of land for the siting of 5 temporary homes to provide accommodation for homeless people together with 1 temporary home for a warden/key worker.		
<b>Applicant</b>	c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"><li>- The proposal would not harm the character of the area</li><li>- The proposal is considered to provide a good quality living environment and would accommodate for the needs of the intended occupants</li></ul>
RECOMMENDATION	APPROVAL

## 1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Christ the Redeemer is located on the southern side of Newmarket Road, south of Cambridge Technopark. The application site is on land to the north of the Christ the Redeemer Church, adjacent to Newmarket Road. The site is part of an allocated site (R6) in the Cambridge Local Plan 2018 but this site has not formally come forward for housing yet.

## 2.0 THE PROPOSAL

2.1 The proposal seeks planning permission for six modular houses, occupied by five homeless people and one keyworker, for a temporary period of 3 years. The proposed modular homes would be sited diagonally adjacent to Newmarket Road, facing north-west, 5 metres from the eastern boundary. Directly west of the proposed homes would be a communal garden area where residents would have access to vegetable plots, flower beds and a tool shed. This would be adjacent to the existing access to the site. The proposed units would have a total internal space of 25 m<sup>2</sup> and on site there are provisions for bins (2 x 1,100l) and bikes (12 cycle spaces) for the associated homes.

2.2 The application is accompanied by the following supporting information:

1. Supporting statement and planning statement
2. Drawings

## 3.0 SITE HISTORY

Reference	Description	Outcome
C/89/1104	Erection of parsonage house (submission of reserved matters) (amended by letter dated 01/02/90 and accompanying drawings).	Approved with conditions
C/89/0268	Erection of parsonage house and appurtenant works (outline application).	Approved with conditions
C/86/0360	Erection of single storey extension to existing church.	Approved with conditions

## 4.0 PUBLICITY

4.1	Advertisement:	No
	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 28, 31, 32 47, 50, 51, 55, 56, 57, 59 71, 81, 82

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

Central Government Guidance	National Planning Policy Framework 2019 Planning Practice Guidance 2014 Circular 11/95 – The Use of Conditions in Planning Permissions (Annex A) Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridge City Council (May 2007) – Sustainable Design and Construction Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Cambridgeshire Design Guide For Streets

	and Public Realm (2007)  Cycle Parking Guide for New Residential Developments (2010)
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## 6.0 CONSULTATIONS

### **Cambridgeshire County Council (Highways Development Control)**

- 6.1 The Highway Authority has no objection to the proposal provided that the following conditions are attached to any permission:
- Traffic management plan condition
  - Materials removal hours
  - Servicing plan

### **Drainage**

- 6.2 The proposed is acceptable subject to the addition of the following conditions:
- Surface water drainage
  - Foul drainage

### **Disability Consultative Panel**

- 6.3 The Panel are supportive of this scheme although were disappointed that the units did not have level access. Also, it was felt the opening of the bathroom doors could be re-designed for the benefit of vulnerable residents who may potentially need assistance. It was not clear from the plans if some form of layby would be provided for emergency response vehicles.

### **Environmental Health**

- 6.4 It is not possible to comment on the proposed development and the additional information set out below will be required in order to provide comments.
- Further details on the materials in particular the fire rating class of the cladding in the context of allowable distance between units (Section 2)

- Discussion is needed with Environmental Health to consider whether the scheme is in accordance with standards for caravan sites.

### **Environmental Health – Residential Team**

- 6.5 The level of fire-resistant construction, means of escape provision and fire detection and alarm provision is superior to the standards prescribed in the model standards for caravan sites. The model standards would be the basis for any conditions that would be enforced through the licensing regime. These units are clearly meant to be permanent dwellings and are only classed as mobile through the method of their design. Using this logic, pre-fabricated houses would also be classed as mobile homes, when clearly that is not how they are used. Therefore, my view is that these dwellings would not require caravan site licensing as it would not be appropriate considering the high build quality and intended use of the dwellings.

### **Enabling Housing**

- 6.6 The development proposed is acceptable. There are no implications for traditional affordable housing.

### **Housing Advice Service**

- 6.7 The 'home first' project fits well with the council's Homelessness and Rough Sleeper Strategy and complements its own Housing First initiative whilst retaining its own distinct identity. The service recommends that the council hold an initial stake in the allocation of homes, working with Jimmy's and other key partners. The council would in turn ensure that residents were able to access support to move on into longer-term accommodation (in line with its lettings policy) thus improving the contribution of the scheme to council aims.
- 6.8 The service strongly welcomes the inclusion of a support worker to perform day-to-day oversight and caretaking duties for the scheme. The service would recommend that any further sites adopted a similar approach, which is in line with one of the council's current Housing First strands.
- 6.9 The service supports a scheme of this size. The service has no desire to see larger, disaggregated 'hostel-type' developments

approved in the city, but welcomes an approach based upon providing supported housing for small clusters of formally homeless people.

- 6.10 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

## **7.0 REPRESENTATIONS**

- 7.1 The owners/occupiers of the following addresses have made representations in support of the application:

- 115 Peverel Road

- 7.2 The representations can be summarised as follows:

- Supports the idea and good use of land for temporary housing to help homeless people.
- My only concern is of possible drug use and needles possibly being discarded so close to the day nursery.

- 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.

## **8.0 ASSESSMENT**

### **Background**

- 8.1 The Housing First Strategy adopted by the City Council prioritises providing stable accommodation to those in need and thereafter providing intensive support to break the cycle of homelessness. The approach is twofold providing a stable, secure and self-contained home to then provide intensive individual and personalised support to address the individual's key challenges. This approach has been proven to break the cycle of homelessness in turn decreasing long term homelessness. The council allocate tenants using a specific criterion which is set out below:

- Currently in vulnerable accommodation
- Eligible for single persons' rate of housing benefit
- Willingness to accept support to maintain the tenancy
- Locally connected

- Over 18
  - Struggling in the cycle of homelessness by being a 'repeat visitor' of homelessness services
  - Difficulties fitting into supported housing pathways
- 8.2 Under the existing Council system, once occupants are ready to move on from the 'Housing First' units, they will have to bid through Home Link for a more permanent home. Due to the personal circumstances of the individuals occupying the proposed units, they would be classed as a 'Band A: Urgent need', so would have priority in finding a more permanent home.

### **Principle of Development**

- 8.3 Policy 47 is applicable to the proposal as the proposed units would fall under specialist housing. Policy 47 states that planning permission will be granted for the development of specialist housing, subject to the development being:
- a) supported by evidence of the demonstrable need for this form of development within Cambridge;
  - b) suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;
  - c) accessible to local shops and services, public transport and other sustainable modes of transport, and community facilities appropriate to the needs of the intended occupiers; and
  - d) in a location that avoids excessive concentration of such housing within any one street or small area
- 8.4 The supporting statement and planning statement details the statistics regarding the prevalence of homelessness in Cambridge and demonstrates that there is an acute need for housing catered specifically for homeless people's needs, especially units such as the proposed which provide individual support and guidance whilst maintaining some privacy and independence. The statement also emphasises that the proposal would align with the priorities of the Housing First Strategy adopted by the City Council. Given the proposal clearly demonstrates the need for this particular form of housing, the proposal would adhere to criterion a. Criterion b will be discussed under the subheading 'Amenity for future occupiers' in the amenity section of this report and criterion c will be assessed under 'Context of site, design and external spaces'. In relation to criterion d, the proposal would be the first of this type

of housing within the bounds of the city and only proposes six units, one of which would be for a warden. Therefore, the proposal would not result in an excessive concentration of such housing within the area, adhering to criterion d.

### **Context of site, design and external spaces**

- 8.5 The application site is included within a larger site allocated for housing. As this is the case, the proposed units would be located on this site for a temporary period of 3 years and will be assessed on this proviso. The proposed modular homes have been designed to be relocated to a different site after the expiry of the temporary period.
- 8.6 Newmarket Road has a mixed frontage with industrial units to the north of the site, a block of flats to the west and several single storey detached buildings to the east. As a result, this section of Newmarket Road is considered to have a diverse character. It is my view that the proposed modern modular units would not sit uncomfortably within its context as it draws characteristics from the industrial units to the north (e.g. rectangular design with flat roofs) whilst incorporating a residential feel with individual entrances and carefully landscaped surroundings. As a result, it is officers' view that the proposal would not be out of character with the surrounding context. Similarly, officers' consider that the proposal would not appear visually intrusive within the street scene due to the set back from the Newmarket Road boundary, single storey nature and landscaped design.
- 8.7 Whilst the application site is located outside of the city centre, the site is within walking distance to multiple bus stops which provide easy access to the city centre as well as the wider area. Furthermore, the site is within a short 5-minute walk to a convenience store, barbers and other amenities located on Barnwell Road. The proposal also indicates provision of cycle storage facilities for the occupants of the units and it is my understanding cycles would be provided as part of the scheme. Altogether, it is considered that the proposal would be appropriately sited within the city to provide adequate access to services and transport links for the occupants of the proposed units.



- 8.8 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 47, 55, 56, 57, 59.

### **Residential Amenity**

#### Impact on amenity of neighbouring occupiers

- 8.9 By virtue of the surroundings, the application only has the potential of impacting the residential flats to the west of the site and the properties on Peverel Road to the south of the site. Given the over 30 metres separation distance between the proposed temporary units and the residential flats west of the site and the single storey nature of the proposal, it is considered that overbearing, overshadowing and overlooking impact to these flats would be minimal or none. Similarly, it is considered that Peverel Road properties would be unaffected by the proposed development in relation to overbearing, overshadowing and overlooking by virtue of the separation distance.
- 8.10 With regard to noise and disturbance resulting from the proposed temporary units, the proposed modular homes would be well insulated, and each unit would be occupied by a single person. By virtue of the separation distance, the number of units and occupiers proposed, alongside the high specification of the modular units, it is considered that the extent of the noise and disturbance to neighbouring residential dwellings would not be significant.
- 8.11 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant with Cambridge Local Plan (2018) policies 56 (58) and 35.

#### Amenity of future occupiers

- 8.12 The intention of the units is to assist in providing a 'Housing First' approach which would house homeless people prior to addressing their, often, complex needs. The temporary units would be occupied by single occupants and the length of time each resident would occupy the unit would depend on their own personal circumstance and whether they are ready to find more permanent accommodation.

8.13 It was requested by the council that the proposed plans be amended to provide larger windows to increase light to the units and improve the occupants' standard of living. The proposed units would have an internal footprint of 25m<sup>2</sup>. Whilst this would be below the internal space standards detailed in policy 50 which stipulates a minimum requirement of 37m<sup>2</sup>, it is officers' view that there is sound justification for the units being below the minimum standard and that the units would still provide a good quality living environment for those intended to occupy the units. Due to the internal arrangement alongside the internal ceiling height (2.44 metres) and larger windows on the front elevation, it is considered that the proposed unit would not create a cramped internal environment, rather a compact and pleasant environment. Given the intended occupants of the proposed units, single individuals as per the Housing First model with often complex circumstances, the internal footprint proposed would limit the amount of up-keep and limit the potential of overnight guests whilst still providing a sufficient amount of internal space, and to a good quality, for a single person. Furthermore, using the Housing First model, indicates that the occupants would move through these units to a more permanent home, with a duration of stay of 12-18 months. The occupants allocated for these units would be selected by Jimmy's in conjunction with the Council and would be individuals who would be better suited to an environment away from hostel accommodation. As outlined in the background section, once it is considered that occupants are ready to move on, they will have priority in bidding for Home Link council properties. Moreover, there is a critical and urgent need for this particular type of housing which provides supported yet independent accommodation away from the hostel environment or emergency housing such as hotel accommodation. Whilst the access to the units would not have level access, given policy 51 is intended to provide Lifetime Homes and these units would be used as move on housing and not permanent dwellings, it is considered that it would not be practical to apply 51 criteria to this application. Furthermore, the Housing Advice Team have outlined that there is accessible stock to cater for those individuals who need this type of accommodation.

8.14 As the proposed units do not comply with certain policies (such as accessibility/space standards) that would normally be applied to conventional housing, it is essential that any permission be subject to controls to ensure the units are used

for the specific specialist purpose proposed (namely occupied by homeless people in accordance with the Housing First Initiative Criteria, with associated warden-controlled accommodation). Officers are currently working on the detailed wording of conditions to secure this with Legal and Housing Officers, and will update Members on the amendment sheet.

### **Highway Safety**

- 8.15 The Highway Authority has no objections to the proposal and I am satisfied that the proposal would not amount to any harm to highway safety.
- 8.16 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 80 and 81.

### **Car and Cycle Parking**

- 8.17 The cycle store is proposed to be located adjacent to the first unit, 3 metres from Newmarket Road. It is the council's view that this should be relocated to the rear of the site to minimize the potential of theft. The cycle store proposed also would not provide adequate provision for the number of units on site, the proposal should include at least one cycle parking space for each unit. Despite this, I am satisfied that this can be addressed via a cycle parking condition. Up to four car parking spaces would be provided for the warden and support staff.
- 8.18 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 82.

### **Drainage**

- 8.19 The Drainage Officer has no objections to the application subject to the recommended conditions as such officers' are satisfied that the proposal would not amount to significant surface water drainage issues.

### **Third party representations**

- 8.20 A third party has raised a concern regarding the drug use on site and the implications of this as the site is adjacent to a nursery. The proposal includes a unit for the warden on site who will provide support and a caring eye over residents

## **Conclusion**

- 8.21 In conclusion, it is considered that the proposal would not harm the prevailing character of the area and would provide a good quality environment for the future occupiers of the proposed units. As such the recommendation is one of approval subject to conditions.

## **9.0 RECOMMENDATION**

**APPROVE**, subject to the following conditions, as well as conditions to control the occupancy of the units, the detailed wording of which will be provided on the amendment sheet.

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. Prior to first occupation of the first unit, hereby permitted, the Local Planning Authority shall be formally notified of the commencement date and three years from the date of notification the use of the proposed units shall cease, and the units together with associated car and cycle parking shall be removed from site within one month from the cessation of use and the land restored to its former state.

Reason: Due to their modular form, the structures would not be appropriate as permanent units of accommodation, and also to ensure the use does not prejudice the comprehensive redevelopment of the site for housing (policies 3, 35, 55, 57 of the 2018 Cambridge Local Plan).

4. Prior to first occupation of the development, hereby permitted, or commencement of the use, full details of facilities for the covered, secure parking of bicycles for use in connection with the development shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the development is occupied or the use commences and shall be retained in accordance with the approved details thereafter.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2018 policy 82)

5. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. The Highway Authority seeks that the requested TMP be a separate condition from any relating to the Construction Environment Management Plan, the two elements while linked deal with two very different environments and as such they should be addressed independently of each other. The principle areas of concern that should be addressed are:

- i. Movements and control of muck away lorries (all loading and unloading shall be undertaken off the adopted public highway)
- ii. Contractor parking; provide details and quantum of the proposed car parking and methods of preventing on street car parking.
- iii. Movements and control of all deliveries (all loading and unloading shall be undertaken off the adopted public highway)
- iv. Control of dust, mud and debris, in relationship to the operation of the adopted public highway. Development shall be carried out in accordance with the approved details.

Reason: In the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

6. There shall be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0930 hours and 1530 hours seven days a week.

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

7. Prior to the first occupation of any of the proposed units a Servicing Plan for the day to day needs of the residents shall be submitted to and agreed in writing by the Planning Authority. Servicing shall thereafter take place only in accordance with the agreed details.

Reason: For the safe and effective use of the highway (Cambridge Local Plan policy 81).

8. No development hereby permitted shall be commenced until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied.

The scheme shall include:

- a. Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;
- b. Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change), inclusion of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;
- c. Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers, details of all SuDS feature;
- d. A plan of the drained site area and which part of the proposed drainage system these will drain to;
- e. Full details of the proposed attenuation and flow control measures;
- f. Site investigation and test results to confirm infiltration rates;
- g. Full details of the maintenance/adoption of the surface water drainage system;
- h. Measures taken to prevent pollution of the receiving ground water and/or surface water.

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the National Planning Policy Framework and the Planning Practice Guidance.

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development (Cambridge Local Plan, policies 31 and 32).

9. No building hereby permitted shall be occupied until foul water drainage works have been implemented in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development (Cambridge Local Plan, policies 31 and 32).