

Application Number	20/02998/FUL	Agenda Item	
Date Received	8th July 2020	Officer	Emma Ousbey
Target Date	2nd September 2020		
Ward	East Chesterton		
Site	Land at Dundee Close		
Proposal	Demolition of existing garages and hardstanding to provide 4 modular homes		
Applicant	Cambridge City Council Mandela House 4 Regent Street		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal would not harm the character of the area - The proposal is considered to provide a good quality living environment and would accommodate for the needs of the intended occupants - The proposal shall not give rise to a significant negative impact upon residential amenity - The proposal shall not cause any issues in respect of highway safety
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The site is located at the end of Dundee Close, a two-way, no-through road accessed from Eastfield to the north. A pedestrian/cycle way provides a continuous link through from Dundee Close to Scotland Road to the south. The application area currently accommodates a single storey flat roof block of 7no. garages and an area of hardstanding opposite that provides off-road communal surface parking for 7no. cars. Each individual garage measures 2.2m wide and 2m in height. The site is enclosed by a brick wall and immediately adjacent to the

garage block is a substation, which is outside of the application boundary.

- 1.2 To the north of the site is a terrace of two-storey houses located on Dundee Close nos. 1-5; the blank end gable of which faces towards the site. Two-storey maisonettes are located to the south, with windows facing towards the application site, separated from the rear wall of the existing garage block by a private footpath, parking for 1no. vehicle and a strip of landscaping. The west of the site borders onto residential gardens of properties along Elmfield Road, some of which have single storey garden structures on the boundary. A pedestrian accessway leads from the site to the rear of no. 1-5 Dundee Close.
- 1.3 Dundee Close benefits from several large, mature trees to the east of the application site. These trees are not protected. Dundee Close also accommodates two further areas of surfaced, off-street resident's car parking, which accommodate a total of c.12 cars that are outside of the application boundary. This is in addition to single garages and driveway parking that serve nos.1-5 Dundee Close.
- 1.4 The site falls outside of the Controlled Parking Zone. The site is within Flood Zone 1 (low risk).

2.0 THE PROPOSAL

- 2.1 The proposed development seeks demolition of the existing garage block and hardstanding, to be replaced by 4no. flat roofed modular homes to provide specialist single accommodation for local homeless persons. Permission is also sought for associated works, including landscaping and the erection of bike, refuse and plant storage. 6no. cycle spaces are proposed for use by residents and visitors.
- 2.2 The modular homes are proposed to be sited facing northwards. Each modular home is proposed to be provided with a front private terrace area with dividing privacy screens. Directly opposite the proposed homes would be a communal garden, as well as bike and plant stores in the north western corner of the site. The refuse store is located on the eastern boundary of the site, adjacent to the retained substation. A pedestrian access is to be retained on the northern boundary of the site to the rear of

the existing residential gardens. The existing boundary wall on the north, west and southern boundaries is to be retained. A section of the eastern boundary wall is proposed to be removed.

2.3 The proposed units would have an individual overall internal floor area of 24ml. Each unit provides a living area, kitchen, utility space, bathroom and a bedroom. An entrance door and window are proposed on the front elevation and a half-glazed door to the rear. Dimensions of each of the modular units are 3.8m wide x 7.9m deep and 3.1m high.

2.4 The modular units are proposed to be finished in non-combustible cladding panels, predominantly dark grey in colour, with orange accent cladding to the front elevation and front door.

3.0 SITE HISTORY

None

4.0 PUBLICITY

4.1 Advertisement:	No
Adjoining Owners:	Yes
Site Notice Displayed:	No

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 Plan 2018	Local	1, 3 28, 31, 32, 35, 36 47, 50, 51, 55, 56, 57, 59, 71

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

Central Government Guidance	<p>National Planning Policy Framework July 2018</p> <p>National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards</p> <p>Circular 11/95 (Annex A)</p> <p>Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration)</p>
Supplementary Planning Documents	<p>Sustainable Design and Construction (January 2020)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Cambridgeshire Design Guide for Streets and Public Realm (2007)</p> <p>Cycle Parking Guide for New Residential Developments (2010)</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 No objection to the proposal provided that the following recommended conditions are attached to any permission:

- Traffic Management Plan;

- Existing vehicular access to be modified to accommodate pedestrians and cyclists only and remaining areas to be returned to grass verge or footway with full face kerb;

Environmental Health

6.2 No objections, subject to recommended conditions. Following an initial request for additional information further details were provided in respect of manufactures details of modular homes including fire safety and part L requirements; fire safety procedures; distance between units; and foundation details.

6.3 Demolition / Construction Noise and Vibration

This proposed development is considered to be low risk in terms of potential for significant noise and vibration to occur during demolition / construction. However, given the residential nature of the locality, we recommend the following standard conditions:

- Allowable hours for demolition and construction activities,
- Allowable hours for demolition and construction related collections and deliveries from / to the site

6.4 Although some information has been provided in relation to base / foundation construction, the actual construction method has to be finalised. Therefore, it is unclear what type of foundation or anchoring system will be required for the modular homes and how any such system will be driven into the ground. As above, whilst low risk, given the residential nature of the surroundings, I consider that it is appropriate to use the standard piled foundation condition, as above.

6.5 Air Quality

The proposed development is not in a location within which we have concerns over existing local air quality conditions and in addition, it is a car free development.

6.6 Contaminated Land

We have reviewed the submitted '*Hill Foundation 200 - Dundee Close, Cambridge, CB4 1SH: Phase 1 Contamination Assessment (Document Reference: 778907-MLM-ZZ-XX-RP-J-0003 - prepared by MLM and dated 5th June 2020)*'. The assessment and scope contain all the detail we would expect to

see in the preliminary risk assessment and conceptual site model. A review of the site history and environmental settings does not identify anything of concern and the findings of the assessment accord with our own records of the site.

It is acknowledged that some made ground may be identified during demolition and ground works. We agree with the recommendations in Section 7.2 of the assessment which states:

“Further investigation in relation to contamination is not considered to be required.

However, should any significant depth of made ground or any unforeseen contamination, such as staining or odours, be identified during the construction phase, further investigation and assessment should be undertaken.

An asbestos survey will be required for any structures that are to be demolished.”

6.7 Given the above, I recommend a bespoke condition prepared specifically for any unexpected / unforeseen contamination of the ground that may be encountered.

6.8 Plant noise

A cycle store & plant room area is proposed and it appears that this structure will be comprised of a timber fence with canopy. It is understood that plant / equipment will include an air source heat pump and ancillary plant / equipment. Having regard to this plant room, which will also be surrounded by an existing 2m high wall to nearest existing residential premises / gardens and distance to existing / proposed noise sensitive receptors / amenity areas we do not envisage any unacceptable noise impacts. No additional controls are therefore required.

Existing Electricity Substation Impacts

Health

6.9 One of the modular units will be close to an existing electricity substation. Electricity substations are sources of extremely low frequency (ELF) electromagnetic fields (EMFs) which can give rise to health concerns. Any health implementations/concerns

regarding ELFs/EMFs are outside the expertise of Environmental Health and we cannot authoritatively comment on such concerns. However, the publication '*electric and magnetic fields - PRODUCED BY ENERGY NETWORKS ASSOCIATION - JANUARY 2012*' states the following:

Substations: *Small electricity distribution substations, typically one for every few hundred homes, generally produce up to 2 microteslas close to their perimeter fence or wall, and often no electric field at all. The fields fall rapidly with distance, and within 1 to 2 metres from a typical substation, the fields associated with it are usually indistinguishable from other fields present in homes. Larger electricity transmission substations do not produce very large fields themselves (generally less than a microtesla); the fields close by are mainly produced by power lines and cables entering them. There is no restriction on EMF grounds on how close houses can be to substations.'*

- 6.10 In this case, there is a brick wall around the enclosure and some separation distance. In the circumstances we recommended an '*Electricity Substation - extremely low frequency (ELF) electromagnetic fields (EMFs) informative*'.

Noise

- 6.11 Substations can generate noise. However, this is an established substation with a 3-sided brick enclosure. There is no direct line of sight from the transformer noise source and the nearest modular unit has no openable windows directly overlooking. Substation noise impact is not a concern.

6.12 Housing Standards

From the attached plans and fire safety provisions and protection standards information provided, it is our view that the level of fire resistant construction, means of escape provision and fire detection / alarm provision are obviously superior to the standards prescribed in the model standards for caravan sites licensing. The model standards would be the basis for any conditions that would be enforced through the caravan site licensing regime.

- 6.13 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.

- 6.14 Therefore, it is our 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.

Sustainability Officer (Design and Construction)

- 6.15 Support, in terms of both environmental and social sustainability. Welcomes the consideration of overheating in these units. The pods face north west and will receive afternoon sunlight. A number of measures will reduce this risk; shading provided by privacy screens; low g value glazing and openable windows. The units pass criterion 3 of Part L of Building Regulations. Mechanical ventilation with heat recovery and summer bypass is proposed, which is welcomed from an indoor air quality perspective.
- 6.16 A communal air source heat pump is proposed in regards to energy use. Applicant has confirmed units designed to deliver a 31% COI reduction over current Part L, which exceeds requirements of Policy 28 of the Local Plan.
- 6.17 Conditions recommended in respect of carbon reduction and water efficiency.

Access Officer

- 6.18 No comments received

Head of Streets and Open Spaces (Landscape Team)

- 6.19 Some species selections are much too large for the small spaces being provided. Also, the short lengths of mix deciduous hedging are too short to achieve a good mix. Overall lengths of c. 3m will allow for 12-15 plants. An upright shrub would be more suitable or an ornamental evergreen plant which is more upright and not as dependent on pruning or shaping. Overall hedging needs maintenance which is critical in small spaces such as these, and this should be reduced as much as possible. Alternative species also recommended in the terrace beds i.e. lavender, herbs for residents, or a climber like clematis or trachelospermum for the partition screens.

- 6.20 Site-won topsoil can be used on this site. It has been hardstanding and built upon for decades, so high-quality soils will be required once hardcore and sub-bases are removed from site. This should be included on the soft landscape drawing. Hard landscape is acceptable.
- 6.21 Conditions recommended for pre-occupations soft landscaping condition to finalise details of planting and tree pit design and a pre-occupations landscape maintenance and management plan condition.

Head of Streets and Open Spaces (Sustainable Drainage Officer)

- 6.22 Development proposed is acceptable subject to the recommended conditions. Anglian Water Sewer Map indicates that there is only a surface water public sewer. The Environment Agency's risk of flooding from surface water map indicates up to a medium risk depth of flooding from surface water. The roof and drainage plans indicate that rainwater from the blue roofs will be disposed of to the surface water public sewer via a single rainwater outlet per roof. The proposals are not in accordance with Policies 31 and 32 of the adopted Local Plan as sufficient details demonstrating the principle of draining the site have not been submitted, therefore conditions are recommended to secure submission of a foul and surface water drainage scheme for the site, as well as a scheme for flood resilient / resistant construction.

Cambridgeshire Constabulary (Architectural Liaison Officer)

- 6.23 Support, no further comments. Happy to be consulted once planning approval is completed to ensure community safety and vulnerability to crime is addressed. Discussions are ongoing between crime reduction officer, anti-social behaviour team and the City Council to improve parking and open space for residents.
- 6.24 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:

26 Elmfield Road
5 Dundee Close
7 Dundee Close
18 Dundee Close
34 Dundee Close
100 Eastfield
77 Beaumont Road

7.2 The representations can be summarised as follows:

- Access to rear of Elmfield Road gardens from Dundee Close will be impossible, including construction of a cycle store / garage to rear of 26 Elmfield Road or any future vehicular access.
- Access to rear of nos. 1-5 Dundee Close needs to be safer with better lighting.
- Homes do not meet internal space standards under Local Plan policy.
- Sufficient space is an important element of good design and new dwelling should provide for basic daily activities and needs. Proposal has inadequate amount of internal and external amenity space.
- Lacks in design and will increase pressure on local residents and doesn't consider implication on local community, despite the proposals good intentions.
- Loss of existing car parking from garages and/or parking spaces.
- Increased pressure for parking reduces safety for pedestrians and cyclists
- Architectural style doesn't match any of the neighbouring buildings. Fails to maintain or improve the existing character of the area.
- Proposed development could last c.50-60 years, houses should not have an expiry date. Buildings of limited durability.
- How will the buildings be maintained and what happens when they are obsolete or damaged.
- It's not clear if the buildings are eco-friendly

- Overdevelopment – plot is too small for 4 dwellings, area already densely populated.
- Increased noise and general effect on the peacefulness of the neighbourhood and quality of life for local residents.
- Single occupancy cannot be enforced.
- Will result in loss of privacy for existing private gardens.
- Loss of privacy and overlooking into first floor windows of 5 Dundee Close
- Small gardens between Dundee Close and backs of the garages will not allow for enough light or distance between the properties.
- Development works will cause increased noise, dust, fumes and traffic.
- Noise from dogs in area already an issue, may be exacerbated by additional residents who may have dogs.
- Proposal is unequal and discriminatory towards a specific category of occupiers.
- Dundee Close already has a high proportion of social housing. Private owners likely to move away from area. Missed opportunity to create long-term community in this location.
- Area already suffers from anti-social behaviour, fly-tipping, parking on green areas and drug use, rarely policed and further behaviour likely to go unchecked.
- Improvements should be made to Dundee Close to compensate for negative impact of this development.
- Parking is at capacity in Dundee Close.
- Many car parking spaces in Dundee Close aren't used and choose to park on the proposed development site due to: safety concerns, overgrown trees and bird droppings falling onto parked cars. Additional lighting and management of trees required.
- Former playground equipment in Dundee Close should be reinstated.
- Lack of public consultation.
- Only given 11 days notice to empty rented garage that has been used for over 20 years. Replacement

garage is over a mile away with asbestos roof and inferior door that could be easily broken into. Being evicted before any conclusion of the consultation process is clearly fiction and the conclusion forgone.

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

8.1 From the consultation responses and representations received the main issues are as follows:

1. Principle of development
2. Context of site, design and external spaces
3. Carbon reduction and sustainable design
4. Water management and flood risk
5. Noise, vibration, air quality and dust
6. Inclusive access
7. Residential amenity
8. Refuse arrangements
9. Highway safety
10. Car and cycle parking
11. Third party representations

Background

8.2 The proposed development forms part of the Foundation 200 project; a private development company are gifting and installing modular homes for the City Council to provide homeless accommodation. The proposed modular homes would be installed by the private developer and gifted to a charitable organisation that has experience in managing this type of specialist housing, which will lease the site from the City Council. All management and maintenance responsibilities will fall to the appointed charity.

8.3 The purpose of the proposed development is to provide transitional accommodation for people who find it difficult to qualify for a home via traditional housing waiting lists. In particular, those who have spent a prolonged period of time in hostel accommodation. It has been advised by the applicant that feedback from previously homeless clients indicates that

individuals feel better able to manage a small home, rather than a conventional property. Larger properties also bring the risk of 'cuckooing' which is why the proposed units are 1 person 1-bedroom homes.

8.4 The modular housing scheme is for single people who are able to maintain a tenancy but who require a 'stepping stone' between homelessness or hostel accommodation and a more established long-term tenancy in a general use residence. The aim is to provide secure accommodation for a period of time, estimated at 12-18 months, to allow the tenants time to re-establish stability in their lives and to have their own recognised address, prior to moving on to more permanent general use housing. Each tenant will be supported until they can find a regular source of income and more permanent accommodation. The modular homes have been designed with the end user in mind.

8.5 The proposed management strategy sets out the details of the tenant selection and allocation criteria. Eligibility will be on the basis of single individuals with a history of homelessness, moderate to significant support needs. and who would benefit from some private space where they can establish a measure of independence. It is proposed that the City Council and selected charity would jointly agree who would be offered a tenancy, from a list drawn up by the Council. The council would allocate tenants using Housing First 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

8.6 A tailored support programme is proposed to be established for each individual tenant. In addition to the regular support provided by the selected charity, the Council is employing a dedicated modular homes support worker, who will oversee the modular housing support programme and ensure that the

required support is available at all times. Neighbours and interested parties will be provided with contact details for the support worker to provide a single point of contact should any issues arise.

- 8.7 The modular homes will be donated by a Deed of Gift from the private developer to a suitable receiving charity. The Deed of Gift specifies that the homes are to be used by single people only who are legally homeless. This restriction shall be placed in perpetuity upon the homes to ensure they do not revert to general use accommodation.

Principle of Development

- 8.8 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.
- 8.9 The application submission details 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 for the occupants. The submission 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'.

- 8.10 In relation to criterion d, the proposal forms part of 3no. sites proposed for this form of modular housing in the City; this current application in the East Chesterton Ward; another planning application at Crowland Way in Kings Hedges Ward and a third forthcoming application at Barnes Close in Abbey. A previous application for this type of accommodation (on a 3 year temporary basis) was approved on Newmarket Road, also within Abbey Ward. None of these sites are within close proximity to the application site. Therefore, the proposal would not result in an excessive concentration of such housing within the area, adhering to criterion d.
- 8.11 The principle of the development is acceptable and in accordance with policy 47 of the Cambridge Local Plan 2018.

Context of site, design and external spaces

- 8.12 Dundee Close is a residential area with a mix of terrace linked houses and 2-storey residential blocks. The east side of Dundee Close consists of off-road parking areas and landscaped areas. The wider area is also residential in character. The area subject to the application site is ancillary to the surrounding residential uses, accommodating a flat roof single storey garage block and further off-street surface parking on existing hard standing.
- 8.13 It is my view that the proposed modular units would not sit uncomfortably within their context, as their form, massing and scale draw characteristics from the garage block it is proposed that they will replace. It is considered that the level of development proposed is suitable for the application site area and it would not give rise to overdevelopment.
- 8.14 The proposed modular units incorporate residential characteristics, with individual entrances and fenestration to the front elevations, as well as landscaped private frontages and a communal garden opposite. The predominant grey coloured external cladding would sit comfortably within the setting, whilst the use of orange acts as an accent colour to provide interest and a modern feel to the units. As a result, it is considered that the proposal would not be out of character with the surrounding context and would not appear visually intrusive within the street scene due to their set back from the road and the retained

boundary wall which retains a sense of enclosure, whilst ensuring that the scheme still addresses the street.

- 8.15 The urban design officer was involved at pre-application stage discussions and they have provided their informal views on the current proposal (as the application is below the threshold that they would normally comment on), advising that they support the proposals. They consider that the elevation design shows definition of threshold to the amenity space and that the design approach to the units and the wider site is acceptable.

Movement and Access

- 8.16 The application site is located outside of the city centre, but within a short walk of Arbury Road/Milton Road Local Centre, Chesterton High Street Neighbourhood Centre and Green End Road Neighbourhood Centre. Multiple bus stops are also within easy walking distance, providing routes into the city centre. The proposal also accommodates cycle parking facilities for the occupants of the units. As a result, it is considered that the proposal would be appropriately sited within the city to provide adequate access to services, facilities and transport links for the occupants of the proposed modular units. Given the nature of the specialist housing proposed, it is considered appropriate that car parking is not required to be provided as part of the proposed development scheme.

Layout

- 8.17 The layout of the proposed development is considered to respond positively to the application site and the public highway, as well as being orientated to reduce overheating of the units. The scheme promotes active frontages facing onto the proposed landscaped areas, with natural surveillance. Planting and privacy screens are positively used to help to define public and private spaces that are useable and can be enjoyed by the residents of the modular units. A pedestrian access is maintained, as existing, to the rear of nos. 1-5 Dundee Close.
- 8.18 Third party representations have raised comments regarding rear access to Elmfield Road gardens. The applicant has advised that nos. 26 and 28 Elmfield Road, whose rear garden boundaries border the application site, do not have a right of

way over the Council's property so there is no legal right for an access to be constructed in this location.

Landscaping

- 8.19 The landscape officer has confirmed support for the proposed soft landscaping scheme subject to some recommended amendments to the detailed planting scheme, specifically the use of some of the proposed plant species and their appropriateness and suitability for the location. Hard landscaping details are confirmed as acceptable. I am satisfied that these details can be secured by condition in respect of soft landscaping to finalise planting and tree pit design, as well as a landscape maintenance and management condition to ensure the long-term success of the agreed landscaping scheme.
- 8.20 The proposal is compliant with Cambridge Local Plan (2018) policies 55, 56 and 57.

Carbon reduction and sustainable design

- 8.21 The proposed scheme has been designed to include a communal air source heat pump to provide energy for the modular units. This delivers a 31% COI reduction over current Part L requirements, in accordance with Local Plan policy. Conditions are recommended to secure this, along with water efficiency measures. Mechanical ventilation with heat recovery is also proposed for use within the units, which is supported by the sustainability officer, alongside measures to reduce overheating.
- 8.22 The applicants have suitably addressed the issue of sustainability and renewable energy and the proposal is in accordance with Cambridge Local Plan (2018) policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020.

Integrated water management and flood risk

- 8.23 The proposed development site is within an area identified by the Environment Agency as having a medium risk of flooding from surface water. Drainage officers have reviewed the proposed scheme and advised that it is acceptable subject to securing recommended conditions in respect of foul and surface

water drainage schemes, as well as a scheme for flood resilient and resistant construction. The existing site is currently fully laid to impermeable hardstanding, whereas the proposed scheme shall include landscaping and greater opportunities for sustainable urban drainage, which are encouraged. The proposed flat roof units are designed with 'blue roofs' for water management, which are designed to attenuate rainwater temporarily, with gradual release of that stored water to mitigate any surface water runoff impacts of the development.

- 8.24 The applicants have suitably addressed the issues of water management and flood risk, and the proposal is therefore considered to be in accordance with Cambridge Local Plan (2018) policies 31 and 32.

Noise, vibration, air quality, dust and contaminated land

- 8.25 Environmental health officers have reviewed the proposed development scheme and raise no overriding issues in respect of noise, vibration, air quality or dust, subject to recommended conditions to manage and mitigate construction works, including hours of working and deliveries to and from the site.
- 8.26 The proposed development is not in a location within which there are existing concerns regarding air quality, and it is not expected that the proposed development would change this, particularly as it would be a car free development.
- 8.27 Noise impact of the proposed air source heat pump has been assessed. The plant shall be contained within a timber structure with canopy over. Having regard to this, and that it shall also be bounded by the existing brick wall, it is not considered that there would be any unacceptable noise impact on the surrounding existing or proposed residential properties or amenity areas. Noise from the existing substation is not considered to be an issue.
- 8.28 The application is accompanied by details regarding the potential to encounter contaminated land. A review of the site history and environmental settings does not identify anything of concern to environmental health officers and the findings of the submitted assessment accord with their own records of the site. A condition is recommended should unexpected contamination be encountered.

8.29 Subject to the recommended conditions, the applicants have suitably addressed the issues of noise, vibration, air quality and dust, and the proposal is in accordance with Cambridge Local Plan (2018) policies 33, 35 and 36.

Inclusive access

8.30 Level access is to be provided into each of the modular homes. Given the size constraints of the proposed modular units, they have not been able to be designed to M4(2) standards. The applicant has advised that those residents requiring fully accessible accommodation will have priority for other forms of accommodation.

8.31 Given the specialist nature of the accommodation proposed to be provided by the modular home scheme, it is the view of officers that in this instance the proposal does not need to comply with the requirements of policy 51 but is compliant with Cambridge Local Plan (2018) policies 56 and 57.

Residential Amenity

Impact on amenity of neighbouring occupiers

8.32 By virtue of the surroundings, the application has the potential to impact residential properties within Dundee Close and those backing onto the site from Elmfield Road. Given the single storey, flat roof design of the proposal, and the retention of the existing boundary wall to the north, west and southern boundaries, it is considered that overbearing and overshadowing of any nearby properties would be minimal to none. Similarly, given the orientation and separation distance of the residential units from existing dwellings, overlooking or interlooking into existing properties or gardens in Dundee Close is not expected to be an issue. Similarly, it is considered that Elmfield Road properties would be unaffected by the proposed development in relation to overbearing, overshadowing and overlooking by virtue of the site layout and unit orientation.

8.33 With regard to noise and disturbance resulting from the proposed units, the modular homes are proposed to be well insulated and each unit would be occupied by a single person

only. By virtue of separation distance, the number of units and occupiers proposed, alongside the high specification of the units themselves, it is considered that the extent of noise and disturbance to neighbouring residential dwellings would not be significant or out of character for an existing residential area. In addition, a third-party has commented on existing noise complaints due to dog ownership in the vicinity of the site, this is not considered to be a material consideration in the assessment of this application.

8.34 Third party comments have been received regarding existing concerns and the potential for an increase of anti-social behaviour in the local vicinity as a result of the proposed scheme. There is no evidence to suggest any increase of such activity will arise by virtue of the proposed modular units. The applicant has advised that tenancies will not be offered to those with complex needs and that any tenant who has had non-housing-related difficulties, such as mental health or substance abuse problems, will be well on their way to addressing these and have been stable for a considerable period. Additional support will be offered via the charitable organisation responsible for the modular unit scheme and tenancy conditions will be placed on all occupiers. The management and tenant allocation strategy submitted in support of the proposed scheme confirms that the Council will not oppose a decision by the appointed charity to end any tenancy in the case of a breach of tenancy conditions. The police architectural liaison officer supports the proposed development.

8.35 Concerns are additionally raised by neighbours in respect of the loss and displacement of car parking onto Dundee Close, by virtue of the demolition of the existing garage block and removal of an area of hard-surfaced car parking. This accounts to a total of 7no. garage spaces and 7no. surface car parking spaces. It is noted that the existing garage dimensions (2.2m wide) fall well below the single garage dimensions for new proposed garages contained within the adopted Local Plan (3.5m wide). It is understood by the applicant that the garages have been previously used for a mixture of parking and storage. Of the 7no. garages, 3no. were being used by residents not local to the Dundee Close area. The hard surface parking area provides car parking for local Dundee Close residents. Officers note that no.s 1-5 Dundee Close benefit from private garages and single

driveways in association with their property. Dundee Close is outside of the controlled parking zone.

- 8.36 From a site visit during the recent covid-19 lockdown period, when residential parking is anticipated to be at its highest, the further existing off-street parking areas along Dundee Close were under-utilised and capable of accommodating the parking to be lost as a result of the proposed development. Third party comments suggest that these parking areas are not first preference for use by residents due to overgrown trees and the potential for bird excrement on cars.
- 8.37 The City Council has advised that plans for reconfiguration and improvement of the off-street parking areas in Dundee Close, not subject to the proposed application, have been submitted to the Council's Estate Improvement Scheme. Funding has been approved for this in principle, subject to public consultation which is yet to take place. Initial plans suggest that an increase of 8no. parking spaces could be achieved in Dundee Close. However, as these improvement works have not yet been carried out, they cannot be used in any material assessment of the proposed application.
- 8.38 Given the specialist nature of the modular unit housing proposed, it is not expected that the occupation of these units will give rise to additional car parking in the vicinity of the site. Requirements for parking controls to manage this are not considered necessary given the circumstances.
- 8.39 The displacement of car parking as a result of the proposed development is not considered likely to result in significant increases in off-street parking nor give rise to a significant negative impact on residential amenity, considering the existing under-utilised off-street parking options within Dundee Close and small-scale potential for parking displacement.
- 8.40 In the opinion of officers, the proposal adequately respects the residential amenity of its neighbours and the constraints of the site, and it is considered that it is compliant with Cambridge Local Plan (2018) policies 55 and 56.

Amenity for future occupiers of the site

8.41 The gross internal floor space measurements for the proposed modular units in this application are shown in the table below:

Unit	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (ml)	Proposed size of unit	Difference in size
1	1	1	1	37	24	-13
2	1	1	1	37	24	-13
3	1	1	1	37	24	-13
4	1	1	1	37	24	-13

8.42 Whilst the proposed units are below the internal space standards detailed in policy 50, which stipulates a minimum requirement of 37ml, it is officers' view that there is a sound justification for these specialist modular units being below the minimum standards and that the units are well-designed and still provide a good quality living environment for those intended to occupy the units. Due to the sensitively designed internal layout and the provision of natural light through fenestration to the front and rear elevations of each unit, it is considered that the proposed unit would not create a cramped internal environment for future occupants

8.43 Given the intended occupants of the proposed units shall be single individuals who have been identified as having moderate to significant support needs, who would benefit from some private space where they can establish a measure of independence, the internal footprint proposed would limit the amount of upkeep and potential for overnight guests or 'cuckooing', whilst still providing a sufficient amount of internal space of a good quality for a single person.

8.44 In addition, the submitted management and tenant allocation strategy sets out that it is intended that occupants shall move through these units onto a more permanent home, with a duration stay of c.12-18 months. Occupants will be allocated jointly by the City Council and appointed charity and would be individuals who would be better suited out of hostel accommodation. Once they are ready to move on, residents will be supported to find more permanent accommodation.

- 8.45 It is recognised that there is a critical and urgent need for this particular type of specialist housing which provides supported yet independent accommodation away from the hostel environment or emergency housing such as hotel accommodation. This is even more critical due to the recent coronavirus outbreak and the significant increase in demand for homeless accommodation.
- 8.46 As the proposed units do not comply with internal space standards, that would normally be expected for standard residential dwellings, it is critical that any permission be subject to controls to ensure that the proposed occupation of these modular units are restricted and only used for the specific specialist purpose proposed. A condition is recommended to ensure that the proposed units are only occupied by those with qualifying homeless resident status in accordance with the City Council's Housing First criteria and that they have been selected and approved for allocation in accordance with the submitted management strategy. A further condition is recommended that should the modular units no longer be required for occupation by homeless persons and their specialist use is ceased, then the modular units must be removed from site within 3 months in accordance with a land restoration scheme to be agreed via submission of details to the local planning authority.

Size of external amenity space

- 8.47 Each of the proposed modular units are provided with a private external amenity area, as well as good sized communal amenity space. Combined, the private and communal spaces are considered to be of a shape, size and location to allow effective and practical use by future residents, with defensible space for the private space from the shared amenity areas. This is in accordance with the external amenity space requirements set out within policy 50 of the Cambridge Local Plan (2018).

Refuse Arrangements

- 8.48 A condition is recommended requiring bins for refuse and recycling to be provided in accordance with submitted details. The indicative location of the bin store within the site is considered appropriate.

8.49 The proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

8.50 The Highway Authority has no objections to the proposal, subject to conditions to secure a traffic management plan during demolition and construction works and the blocking up of the existing vehicular access serving the garage site. I am satisfied that the proposal would not amount to any harm to highway safety.

8.51 The proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

8.52 Cycle parking for 6no. spaces are allowed for within the site, including 2no. visitor spaces. This is in accordance with the Council's cycle parking standards, which requires a minimum of 1 space per bedroom. The cycle store is proposed in an easily accessible and convenient location. A condition is recommended to secure details of the cycle parking and the appearance of the proposed secure and covered cycle store.

8.53 The scheme is car-free and this is considered appropriate given the specialist nature of the modular units proposed. It is officer's opinion that the proposed development will not give rise to additional parking demands and additional on-street car parking management is not required.

8.54 The proposal is compliant with Cambridge Local Plan (2018) policy 82.

Third Party Representations

8.55 Comments received from third-parties have been addressed throughout the officer report. Outstanding comments that have not been addressed are dealt with below.

8.56 There is a suggestion that the proposed development is discriminatory, as it is intended for a specific category of

occupiers. Officers recognise that there is an acute need for this type of specialist accommodation within the city and the application site is considered to be a suitable location to accommodate the modular units to meet the demand for this specialist housing. The proposed development would not give rise to an over-concentration of this type of specialist housing within the locality.

8.57 Given the small scale extent of development and the intended single occupancy of the modular units, it is not appropriate or necessary to require reinstatement or provision of playground equipment either within the site or a financial contribution towards a local equipped area of play within the Dundee Close area.

8.58 Concerns have been raised regarding a lack of public consultation. Officers are satisfied that the planning application has been advertised in accordance with the Council's adopted Statement of Community Involvement and that adjacent residents will have received a letter informing them of the proposals and inviting them to comment on this application. Where comments have been received they have been reported and addressed within this report.

8.59 Matters in respect of the tenancy agreement and arrangements for existing garage tenants are not considered a material planning consideration. Issues regarding the displacement of car parking as a result of the proposed garage demolition and re-development scheme are dealt within in previous sections of this report.

9.0 CONCLUSION

9.1 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 and would not give rise to any significant impact of residential amenity for existing occupiers in the vicinity. As such the recommendation is one of approval subject to conditions.

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. Development, including any demolition or construction works, shall be carried out in accordance with the approved traffic management plan 'Dundee Close Traffic Management Plan rev B dated 31/07/2020'.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 policy 81).

4. Prior to first occupation of the development, hereby permitted, the existing vehicular access to the adopted public highway shall be permanently closed off and modified to accommodate pedestrian and cycle traffic only and the remaining areas of the adopted public highway be returned to grass verge or a full face kerbed footway.

Reason: For the safe and effective operation of the highway (Cambridge Local Plan 2018 policy 81)

5. 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 cycle parking. (Cambridge Local Plan 2018 policy 82)

6. Prior to the occupation of the development, hereby permitted, or the commencement of the use, full details of the on-site storage facilities for waste, including waste for recycling, shall be submitted to and approved in writing by the Local Planning Authority. Such details shall identify the specific positions of where wheeled bins will be stationed, details of covered and secure storage and the specific arrangements to enable collection from within 10m of the kerbside of the adopted highway/refuse collection vehicle access point. The approved facilities shall be provided prior to the occupation of the development or the commencement of the use hereby permitted and shall be retained thereafter for their intended use.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridge Local Plan 2018 policies 35, 36 and 57)

7. Prior to first occupation of any unit or the bringing into use of the development, full details of soft landscape works must be submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include planting plans and details (including tree pits); written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.

Reason: In the interests of visual amenity and to ensure that suitable soft landscape is provided as part of the development. (Cambridge Local Plan 2018; Policies 55, 57 and 59)

8. Prior to first occupation or the bringing into use of the development, hereby permitted, a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas shall be submitted to and approved by the local planning authority in writing. The landscape plan shall be carried out as approved. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the local planning authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2018; Policies 55, 57 and 59)

9. No construction work or demolition work shall be carried out or plant 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.

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

10. There shall be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

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

11. In the event of the foundations for the proposed development requiring piling, prior to the development taking place, other than demolition, the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details. Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

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

12. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2018 policy 36.

13. If unexpected land contamination is encountered during the development works, all works shall cease immediately until the Local Planning Authority has been notified in writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination. The Phase 3 Remediation Strategy shall be implemented in full.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

14. 14. The development, hereby permitted, shall not be used or occupied until, carbon reduction measures have been implemented in accordance with a Carbon Reduction Statement which shall be submitted to and approved in writing by the local planning authority prior to implementation. This shall demonstrate that all new residential units shall achieve reductions in CO2 emissions of 19% below the Target Emission Rate of the 2013 edition of Part L of the Building Regulations, and shall include the following details:
- a) Levels of carbon reduction achieved at each stage of the energy hierarchy;
 - b) A summary table showing the percentage improvement in Dwelling Emission Rate over the Target Emission Rate for each proposed unit

Where grid capacity issues subsequently arise, written evidence from the District Network Operator confirming the detail of grid capacity and a revised Carbon Reduction Statement shall be submitted to and approved in writing by the local planning authority. The revised Carbon Reduction Statement shall be implemented and thereafter maintained in accordance with the approved details.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that development does not give rise to unacceptable pollution (Cambridge Local Plan 2018, Policies 28 and the Greater Cambridge Sustainable Design and Construction SPD)

15. No dwelling(s) shall be occupied until a water efficiency specification for each dwelling type, based on the Water Efficiency Calculator Methodology or the Fitting Approach set out in Part G of the Building Regulations 2010 (2015 edition) has been submitted to and approved in writing by the local planning authority. This shall demonstrate that all dwellings are able to achieve a design standard of water use of no more than 110 litres/person/day and the development shall be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

16. No development hereby permitted, other than demolition, shall be commenced until a foul and 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) , inclusive 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 foul and surface water drainage system, including levels, gradients, dimensions and pipe reference numbers, details of all SuDS features;
 - 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 groundwater and/or surface water
 - i) Formal agreement from a third party if discharging into their system is proposed, including confirmation (and evidence where appropriate) that sufficient capacity is available.

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

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.

17. No development, other than demolition, shall commence until a scheme for flood resilient /resistant construction has been submitted to and approved in writing with the Local Planning Authority. Development shall take place in accordance with the approved details.

Reason: To reduce the risk of flooding to the proposed development and future occupants.

18. No person shall occupy any of the 4no. homeless accommodation units hereby permitted unless such person meets the qualifying homeless resident status in accordance with the Cambridge City Council's First Tenant Selection Criteria as defined within the Housing First for Cambridge Proposals for Expansion and Development dated January 2019 (as amended) and shall have been approved in accordance with the details provided within the approved 'Foundation 200 Modular Homes - Dundee Close: Management Strategy - Allocation and Support'.

Reason: To meet the need for accommodation for homeless people within Cambridge and to secure and restrict this use in perpetuity in accordance with Policy 47 of the Cambridge Local Plan.

19. Should the use of the modular homes for specialist housing for homeless persons and associated cycle parking and stores hereby permitted cease to be occupied in accordance with the agreed management strategy under condition 18, the approved development shall be removed from the site within 3 months of the cessation of use and the land restored in accordance with a detailed scheme to be submitted and approved in writing by the Local Planning Authority.

Reason: to ensure that the units are only occupied as specialist housing for homeless people within Cambridge in accordance with Policy 47 of the Local Plan due to the units not meeting internal space standards set out within policy 50 of the Local Plan and to protect the visual amenity of the local area in accordance with Policy 55 of the Local Planning Authority.

20. For the avoidance of any doubt, the modular homes hereby permitted, notwithstanding the provisions of Schedule 2, Part 1, Classes A, B and E of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that order with or without modification): the enlargement, improvement or other alteration, the insertion of new windows and the provision within the curtilage of any building or enclosure, shall not be allowed without the granting of specific planning permission.

Reason: To ensure sufficient amenity space is retained for future occupiers of the dwelling, to protect the character of the area and to protect the amenity of neighbouring occupiers (Cambridge Local Plan 2018 policies 50, 55, 61 and 71)

The applicant is advised that any granting of a planning permission does not constitute a permission or licence to a developer to carry out any works within, or disturbance of, or interference with, the Public Highway, and that a separate permission must be sought from the Highway Authority for such works.

It is required that any dust management plan should reference and have regard to various national and industry best practical technical guidance such as:

- o Guidance on the assessment of dust from demolition and construction, version 1.1 (IAQM, 2016)
- o Guidance on Monitoring in the Vicinity of Demolition and Construction Sites, version 1.1 (IAQM, 2018)

Electricity substations are known to emit extremely low frequency (ELF) electromagnetic fields (EMFs). The Public Health England (PHE) Radiation Protection Service has set standards for the release of such fields in relation to the nearest premises. Further information and advice regarding the electric/magnetic fields that are associated with electric substations is available to view at the following link: <https://www.nationalgrid.com/sites/default/files/documents/13791-Electric%20and%20Magnetic%20Fields%20-%20The%20facts.pdf>

National Grid UK also deal with enquiries from members of the public, including prospective homebuyers, sellers, and their professional advisers who may be concerned about nearby electrical equipment. The applicant may wish to contact National Grid EMFs unit directly, on 0845 702 3270 or email: EMFHelpLine@nationalgrid.com