



26/00672/FUL – 23 - 27 Kings Hedges Road, Cambridge

Application details

Report to: Planning Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Kings Hedges

Proposal: Change of use of land to allow siting of five modular homes to provide accommodation for homeless people and an office for support staff, along with access and services.

Applicant: Cambridge Cyrenians Ltd

Presenting officer: Tom Chenery

Reason presented to committee: Third party representations

Member site visit date: N/A

Key issues: 1. Principle of Development

2. Impact on the Character and Appearance of the Area

3. Impact on the amenity and living conditions of neighbouring and future occupiers

Recommendation: Approve subject to conditions

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1. Executive summary

- 1.1 The application seeks for temporary planning permission for the erection of 5 modular homes in the rear garden space of No's 23-27 Kings Hedges Road, Cambridge.
- 1.2 The existing built form comprises three semi detached dwellings and their associated garden space.
- 1.3 In principle, the erection of the 5 modular homes is considered acceptable and would provide accommodation for specialist housing of which there is an identified need. The proposal is considered to comply with the criteria set out in Policy 47.
- 1.4 The proposal would provide built form which would not result in any undue loss of light, outlook or appear overbearing to any adjacent neighbouring property or those within the site.

- 1.5 Moreover, details have been provided through a management plan which evidences that the site would be managed so that there is no excessive noise and disturbance from the occupiers of the site to the adjacent residential properties, those within the site or to the wider area.
- 1.6 The proposal would provide acceptable living accommodation to future occupiers and would provide appropriate levels of cycle and car parking within the site.
- 1.7 Officers recommend that the Planning Committee approve the application subject to conditions.

Table 2 Consultee summary

Consultee	Object / No objection / No comment	Paragraph Reference
County Highways Development Management	No Objection subject to recommended conditions	6.1 - 6.2
Drainage Officer	No Objection subject to recommended conditions	6.8
Ecology Officer	No Objection subject to recommended conditions	6.3 - 6.4
Environmental Health	No Objection	6.5 – 6.7
Third Party Representations (15)		7
Member Representations (2)		8

2. Site description and context

- 2.1 The application site comprises 3 two storey properties known as No's. 23-27 Kings Hedges Road, Cambridge and their associated garden space. No's 23 and 25 form a semi detached pair with No.27 being part of a pair with No.29 Kings Hedges Road, which is not part of the application site.
- 2.2 The three properties do not benefit from any separation between them with no boundaries, although there are three outbuildings which currently are used as cycle storage.
- 2.3 The established character consist of rows of semi detached former council properties on a definitive linear form fronting the adopted public highway. The properties within the immediate setting are set back from the public highway some with front gardens and some with hardstanding for parking spaces. The site is in a predominantly residential area with No's 21 Kings Hedges Road immediately to the south east and No.29 Kings Hedges Road to the north west. To the rear of the site are the residential gardens associated with No's 26, 28 and 32a Ramsden Square. To the north east of the site are No's. 22-28 Kings Hedges Road.
- 2.4 The site is located within the urban area of Cambridge but is not located within any designated Conservation Area or the Green Belt. The site is at low risk of fluvial flooding (flood zone 1) and a majority of the site is a low risk of surface water flooding.
- 2.5 The Kings Hedges Road Neighbourhood Centre is located approx. 38m to the east of the site.

3. The proposal

- 3.1 Change of use of land to allow siting of five modular homes to provide accommodation for homeless people and an office for support staff, along with access and services
- 3.2 The application has been amended to include all the addresses on the site. The application as originally validated did not include all of the addresses.

4. Relevant site history

- 4.1 There is no relevant site history

5. Policy

5.1 National policy

National Planning Policy Framework 2026

National Planning Practice Guidance

National Design Guide 2021

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

5.2 **Draft Greater Cambridge Local Plan 2024-2045 (Regulation 19 Proposed Submission)**

- 5.2.1 The Proposed Submission Greater Cambridge Local Plan represents the latest stage of preparing a new joint Local Plan for Greater Cambridge. Once it is adopted, it will become the statutory development plan for the Greater Cambridge area, replacing the current (adopted) Local Plans for Cambridge City and South Cambridgeshire District.
- 5.2.2 The Proposed Submission Local Plan was published for public consultation (under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012) between 3 August and 25 September 2026.
- 5.2.3 In line with Policy DM4 of the National Planning Policy Framework (NPPF), local planning authorities may give weight to relevant policies in emerging plans according to several factors. The Proposed Submission Local Plan is consistent with policies in the National Planning Policy Framework 2026. Whilst the joint Local Plan is at an advanced stage in the plan making process, the Regulation 19 consultation is yet to be completed.
- 5.2.4 Therefore, at this stage, the Proposed Submission Local Plan and its policies can only be afforded limited weight as a material consideration in decision making.
- 5.2.5 Submission of the Local Plan to the Secretary of State is anticipated by the end of December 2026.

5.3 **Cambridge Local Plan (2018)**

Policy 3: Spatial strategy for the location of residential development
Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
Policy 29: Renewable and low carbon energy generation
Policy 32: Flood risk
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 45: Affordable housing and dwelling mix
Policy 47: Specialist housing
Policy 48: Housing in multiple occupation
Policy 50: Residential space standards
Policy 51: Accessible Homes
Policy 52: Protecting garden land and the subdivision of existing dwelling plots

Policy 55: Responding to context
Policy 56: Creating successful places
Policy 57: Designing new buildings
Policy 64: Shopfronts, signage and shop security measures
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.4 Supplementary Planning Documents (SPD)

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

The Greater Cambridge Planning Obligations SPD – Adopted April 2026

5.5 Supplementary Planning Documents (prepared in parallel with the Local Plan preparation and shortly to be adopted by the Executive Councillor by an out of cycle decision)

Cambridge Neighbourhoods Design Code for Arbury, King's Hedges and parts of West Chesterton

5.6 Other guidance

Greater Cambridge Housing Strategy 2024 to 2029

6. Consultations

Publicity

Neighbour letters – Y

Site Notice – N

Press Notice – N

County Highways Development Management - No Objection

- 6.1 The effect of the proposed development upon the Public Highway should be mitigated if the following conditions
- 6.2 Delivery vehicles with a gross weight of 3.5 tonnes shall only service the site on certain days and hours and details of a parking plan are required.

Ecology Officer- No Objection

- 6.3 There are no non statutory protected sites within the vicinity that are likely to be impacted by the application. The Preliminary Ecological Appraisal has found no evidence to suggest that a protected species licence will be required prior to works commencing on site. The report has; however, recommended non-licensable reasonable avoidance measures to remove any residual risk of harm or disturbance to protected or priority species. BNG can be provided off site.
- 6.4 Conditions regarding compliance with the submitted Preliminary Ecological Assessment, details of ecological enhancement and a lighting strategy are recommended.

Environmental Health - No Objection

- 6.5 Following the details contained in the site management plan, the Management Plan is adequate and contains a series of both proactive and reactive management proposals to try to minimise impacts.
- 6.6 The primary concerns were / are the potential for an-social behaviour and nuisance, but this will depend on how the future residents behave and how effectively the Management Plan is implemented and enforced. I have been through the complaint history for the address with Officers from our Residential Team (who deal with nuisance / HMOs) and we note that the only complaint made in the last 5 years to them regarding the existing HMO was about an accumulation of rubbish back in January 2024 which was dealt with at that me.
- 6.7 Condition regarding compliance with management plan is required.

Sustainable Drainage Officer- Object / No Objection

- 6.8 Recommended conditions regarding foul water drainage, surface water drainage and compliance with details within the Flood Risk Assessment.

7. Third party representations

7.1 15 representations have been received in objection. These representations are summarised as follows

- Security Concerns
- Poor state of properties at present
- Antisocial Behaviour
- Properties are poorly managed
- Overdevelopment
- Impact on the character of the area.
- Privacy and Overshadowing concerns
- Traffic concerns
- Parking Pressures
- Increase Crime Rate
- Lack of Consultation

7.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Member Representations

8.1 Cllr Hollow and Cllr Wade has made a representation supporting the application on the following grounds:

- Provides required housing
- Good standard of living
- Updated security measures are a benefit.

9. Assessment

10. Principle of Development

10.1 The proposal seeks to erect 5No. modular homes within the rear garden space of No's. 23-27 Kings Hedges Road, Cambridge. The proposal also involves the erection of a modular office building within the same site.

10.2 The supporting planning statement indicates that occupiers of the modular homes would be those experiencing 'core homelessness' which it describes as "those who are sleeping rough, but also those staying in places not intended as residential accommodation, living in homeless hostels, refuges and shelters, placed in unsuitable temporary accommodation, and sofa surfing. (generally single people)."

10.3 Policy 3 of the Local Plan supports the development of residential uses within the urban areas of Cambridge.

10.4 Policy 47 of the Cambridge Local Plan 2018 states that planning permission will be granted for specialist housing subject to the development complying with a number of criteria. These are assessed in turn below.

a. supported by evidence of the demonstrable need for this form of development within Cambridge;

10.5 The application is supported by a planning statement which provides a number of documents which provide detail on the wider national homelessness situation (The 2025 Homeless Monitor by Crisis), as well as evidence from the City Council (Cambridge City Homelessness and Rough Sleeping Strategy (2021-2028)). As part of the Greater Cambridge emerging Local Plan a Housing Needs assessment report was undertaken in August 2025.

10.6 The national homelessness monitor identifies that core homeless is expected to rise by 21% by 2041 and it has risen 37% since 2020.

10.7 The Greater Cambridge Housing Needs Assessment (HNA) identifies that an estimated 4,600 households are living in unsuitable housing and around 443 of these currently have no housing. The report also assumes that homeless and concealed households will not be able to afford to buy or rent in the market. The report also highlights that homelessness and housing demand continue to rise and that the national trends in the Private Rental Sector (PRS) indicate that landlords are exiting the PRS including Houses in Multiple Occupation (HMOs) further exacerbating homelessness pressures.

10.8 More specifically, the report identifies that there is a need for 1 bedroom rented affording housing and that typically homeless householders are more likely to be younger single people.

10.9 Whilst not an evidence based document, The Council's Housing Strategy aims to prioritise the need to prevent and tackle homelessness and rough sleeping within Cambridge by providing secure homes with personalised support for individual challenges. The priorities are based on meeting objectives which are:

- Support those at risk of homelessness to remain in their homes where possible or to find a new home without an intervening period of homelessness.
- Improve access to a range of permanent accommodation.
- Minimise the use of temporary and emergency accommodation.
- Improve access to, and effectiveness of, support services.
- Prevent rough sleeping.
- Break the cycle of chronic and repeat street homelessness and rough sleeping.

10.10 It is acknowledged from the evidence highlighted above, that there is a lack of suitable housing available for homeless people within Cambridge. The modular homes such as the proposed development will be designed so that they are suitable for the intended occupiers by providing supported and independent living that can be easily managed by the occupant. Therefore the proposal is considered to comply with criterion a.

b. suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care;

10.11 The HNA report identifies that there is a need for 1 bedroom rented affording housing and that typically homeless householders are more likely to be younger single people. The site is leased by Cambridge Cyrenians, an established charity that specialises in working to prevent and relieve homelessness in Cambridge. The planning statement indicates that the proposal also seeks to erect a modular building to be used as an office by the charity to support those on the site. It also indicates that the three properties (No's 23-27 Kings Hedges Road) have been used as HMOs by the charity for 12 people since 2011.

10.12 In light of this, it is considered that the proposal is suitable for the intended occupiers and would have the required quality and type of facilities, and the provision of support and/or care. The proposal is considered to comply with criterion b.

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

10.13 The application site is located within the urban area of Cambridge and is in walking distance to a number of local shops and services. There are also bus stops approx. 180m from the site which provide regular bus

services to Cambridge city centre as well as locations outside of the city which also provide day to day services and community facilities.

10.14 In light of the above, the proposal is considered to comply with criterion c.

d. in a location that avoids excessive concentration of such housing within any one street or small area.

10.15 Whilst the immediate site benefits from the 3 properties being used as a HMO to provide housing for homeless people, there are no other single modular homes in the local area. The proposal is considered to comply with this criterion.

10.16 Overall, the proposal is considered to comply with the criteria set out in policy 47 and is also considered to be in accordance with this policy as a whole.

10.17 As the proposal is seeking to develop on a site which is part of a garden or group of gardens, Policy 52 of the Local Plan is relevant. This permits this type of development provided it complies with a number of criteria. This is assessed in turn below.

a. the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area;

10.18 The proposed modular homes are located in the rear garden space set well back from the rear building line of the existing dwellings on site. There is an established pattern of development within the locale and a number of adjacent properties benefit from outbuildings and built form within their rear gardens. The development would also be temporary and as such any proposal would therefore relate acceptably to the immediate setting of the site and wider character and pattern of the area. The temporary nature of the development can be secured by an appropriately worded condition. This is assessed in more detail within the 'Impact on the character and appearance' section of this report. The proposal is considered to comply with this criterion.

b. sufficient garden space and space around existing dwellings is retained, especially where these spaces and any trees are worthy of retention due to their contribution to the character of the area and their importance for biodiversity;

10.19 The proposed development benefits from large rear gardens with no boundary treatment between the existing properties. The submitted proposed site layout indicates that there would be a more formalised

garden area which would be accessible and large enough for existing occupiers. There is also rear garden space available for the occupiers of the modular homes which is considered to be acceptable. An assessment of trees and biodiversity are assessed within the relevant sections of this report. The proposal is considered to comply with this criterion.

c. the amenity and privacy of neighbouring, existing and new properties is protected;

- 10.20 The concerns raised by third parties regarding noise and disturbance, loss of privacy and overshadowing are noted. The existing properties on site provide HMO accommodation for 12 occupiers. The proposal would allow for an increase of 5 additional occupiers on the site.
- 10.21 Due to the siting, scale and design of the proposed modular homes and the distance from neighbouring occupiers, the proposal is not considered to result in any undue loss of light, outlook or appear overbearing or result in overshadowing to any adjacent neighbouring occupier.
- 10.22 In terms of noise and disturbance the proposal would result in an intensification of the use of the site through the increase of 5 additional occupiers on the site. Whilst this is an intensification, this is considered to be modest.
- 10.23 The submitted site management plan indicates that occupiers will need to sign up to the Cambridge Cyrenians License agreement, and they must abide by 'House Rule' which are set out in the management plan. These seek to reduce noise and disturbance on the site and to existing occupiers. The management plan also indicates that there will be staff on site during the day and will benefit from CCTV in order to ensure the site does not result in any excessive noise and disturbance to adjacent properties. Furthermore, the design of the units is such that there is adequate space, including a private amenity space which would allow occupiers of the modular homes to not be wholly reliant on the external garden space for amenity.
- 10.24 The Environmental Health Officer has raised no objection to the proposal subject to compliance with the management plan. This matter is assessed in more detail within the 'Residential Amenity' section of this report.

10.25 For the reasons outlined above, the proposal is considered to comply with this criterion.

d. provision is made for adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties; and

10.26 The proposal is considered to provide adequate amenity space, vehicular access and parking for the existing properties. These are assessed in more detail within the residential amenity section of the report and Highways Safety/Car and Cycle Parking.

10.27 The proposal is considered to comply with this criterion.

e. there is no detrimental effect on the potential comprehensive development of the wider area.

10.28 The proposal is not considered to have a detrimental effect on the potential comprehensive development of the wider area. The proposal is considered comply with this criterion.

10.29 Overall, the proposal is considered to comply with the criteria set out in policy 52 and is also considered to be in accordance with this policy as a whole.

Conclusion

10.30 For the reasons outlined above, the proposal is considered to comply with policies 47 and 52 of the Local Plan and is acceptable in principle. It is therefore necessary to assess the proposals impact on the character and appearance of the area, residential amenity, ecology/biodiversity, highways, drainage and any other relevant material consideration.

11. Design, layout, scale and landscaping

11.1 Policies 52, 55, 57 and 59 seek to ensure that development responds appropriately to its context, is of a high quality, reflects or successfully contrasts with existing building forms and materials and includes appropriate landscaping and boundary treatment.

11.2 The site is located within the Cambridge Neighbourhoods Design Code for Arbury, King's Hedges and parts of West Chesterton SPD. The design

code sets out a number of important design principles for the area including: Thriving Public Spaces, Prioritising Walking and Cycling, Increasing Sustainability, Making Space for Nature and Enhancing character.

- 11.3 The immediate setting of the site comprises the rear garden space of No's 23-27 Kings Hedges Road. The garden space is abundant and does not benefit from any boundary treatment between the properties at present. The boundary treatment on the south eastern and north western edges which are shared with No's 21 and 29 Kings Hedges Road respectively are 6ft high close boarded fences. The boundary treatment to the rear of the site consists of mature vegetation.
- 11.4 The wider established character of the area consists of rows of semi detached former council properties on a definitive linear form fronting the adopted public highway. This is evident on both the northern and southern side of Kings Hedges Road. The properties within the immediate setting are set back from the public highway some with front gardens and some with hardstanding for parking spaces. The site benefits from some outbuildings in the rear garden space.
- 11.5 Objections have been raised indicating that the proposal is an overdevelopment of the site and that the application site was previously dilapidated and the proposal would cause harm to the character of the area.
- 11.6 As indicative above, properties on Kings Hedges Road and this site in particular benefit from substantial rear gardens. It is common place within the rear gardens of properties within the immediate locale to have 1 or 2 single storey outbuildings on their plot and some with generous extensions to the host dwelling. The site itself currently benefits from two pre fabricated garages on the site and a small storage shed within the rear garden.
- 11.7 At present, there are glimpsed views into the rear of the site between gaps in buildings such as No's 21 to 23 and 25 to 27. The site at present does not benefit from any formal landscaping or any formal arrangement for bin and bike stores.
- 11.8 The proposed modular homes would be set back from the rear building line of the existing properties by approximately 16m. The modular homes would be single storey in height (3.2m in total) and would have the appearance of an outbuilding typical of a rear garden setting. The

applicant has confirmed that the outbuildings would be for a temporary period of up to 5 years. This would also reduce the proposals impact on the area. Other similar development within the district have also been restricted to temporary periods of up to 5 years and therefore this length of permission is considered to be acceptable.

- 11.9 The proposal would also result in substantial landscaping enhancements to the front garden space as well as the rear garden space and would provide better facilities for the future occupants and existing occupants. This landscaping can be secured through an appropriately worded planning condition.
- 11.10 When viewed as separate properties, the erection of modular homes in the rear garden would equate to 2 outbuildings per property which as indicated is not dissimilar to the existing level of built form in the rear gardens of properties. Furthermore, due to the enhanced landscaping plans including more formalised boundary treatments, the modular homes would be partially visible through glimpsed views at the front of the site.
- 11.11 Whilst not detailed on the plan, a landscaping condition can secure additional boundary treatment at the front of the site between No's 25 and 27 to further restrict views and give a greater appearance of individual properties from public viewpoints.
- 11.12 Therefore, for the reasons outlined above, the proposal would relate acceptably to the immediate setting of the site as well as the wider character and appearance of the area.
- 11.13 Overall, the proposed development is a high-quality design that would contribute positively to its surroundings and be appropriately landscaped. The proposal is compliant policies 55, 56, 57 and 59 of the Local Plan and the NPPF.

12. Trees

- 12.1 The site does not benefit from any trees on the site whilst there is some mature hedgerow and vegetation which do not benefit from any protection.
- 12.2 As part of the proposed landscaping enhancements, there would be a number of trees planted on the site and these are considered to be a benefit.

- 12.3 Subject to a landscape condition to secure this planting, the proposal would accord with Local Plan policies 59 and 71 of the Local Plan and the NPPF.

13. Carbon reduction and sustainable design

- 13.1 Policy 28 encourages principles of sustainable construction and seeks that carbon reduction is achieved for new development. Due to the nature of the development, renewable technologies have not been incorporated in the development. The issues of budgetary constraints and the temporary nature of the proposed development are considered reasonable exception as to not request renewable technologies to be provided.

14. Biodiversity

- 14.1 The Environment Act 2021 and the Councils' Biodiversity SPD (2022) requires development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach is embedded within the strategic objectives of the Local Plan and policy 70.
- 14.2 Policy 70 states that proposals that harm or disturb populations and habitats should secure achievable mitigation and / or compensatory measures resulting in either no net loss or a net gain of priority habitat and local populations of priority species.
- 14.3 The application is supported by a Preliminary Ecological Appraisal, A Biodiversity Net Gain (BNG) Metric and BNG assessment.
- 14.4 The application has been subject to formal consultation with the Council's Ecology Officer, who raises no objection to the proposal and recommends several conditions to ensure the protection of species and the estimated biodiversity net gain is delivered.
- 14.5 In consultation with the Council's Ecology Officer, subject to an appropriate condition, officers are satisfied that the proposed development complies with policy 70 of the Local Plan, the Biodiversity SPD 2022, the requirements of the Environment Act 2021 and 06/2005 Circular advice.

15. Water management and flood risk

- 15.1 The site is in Flood Zone 1 and is therefore considered at low risk of fluvial flooding but is at low risk of surface water flooding.
- 15.2 The applicants have submitted a Flood Risk Assessment (FRA) and the Council's Sustainable Drainage Engineer has advised that there are no objection to the proposed development subject to conditions relating to surface and foul water drainage details as well as a condition requiring compliance with the submitted FRA.
- 15.3 Subject to these conditions, the applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with policies 31 and 32 of the Local Plan and NPPF advice.

16. Highway safety and transport impacts

- 16.1 The application site benefits from three individual vehicular accesses which are demarcated by hedgerows at No's 23 and 25, whilst No.27 does not benefit from any formal demarcation.
- 16.2 The proposal does not seek to amend the existing accesses but would create a more formal arrangement of the existing parking arrangements.
- 16.3 Objections have been raised that the proposal would result in parking pressures and highways safety implications. The application site is located in a highly sustainable location and is in walking distance to a number of shops and services as well as being in cycling distance to the city centre of Cambridge. There are also regular bus services which are in walking distance from the site and provide access to the City centre. Due to the nature of the occupancy, it is unlikely that occupiers would have access to a car/vehicle and any parking would likely be occupied by staff and visitors on the site.
- 16.4 The Local Highways Authority have been consulted on the scheme and have not raised any objection subject to conditions relating to times and dates of construction/delivery vehicles over 3.5 tonnes and the submission of a contractors parking plan.

- 16.5 As the proposal would not represent an intensification of the use of the accesses, and subject to the recommended conditions, the proposal would not result in any highways safety concerns or increased parking pressures and the proposal accords with the objectives of Policies 80 and 81 of the Local Plan and is compliant with NPPF advice.

17. Car and cycle provision

Cycle parking

- 17.1 The site at present utilises existing outbuildings for informal cycle storage and has enough space for approx. seven bikes which are not secure.
- 17.2 The proposal seeks to erect more formalised and cycle parking on the site which would provide 18 cycle spaces. The submitted plans indicate that these would be covered and secure.
- 17.3 The Cambridge Local Plan (2018) supports development which encourages and prioritises sustainable transport, such as walking, cycling and public transport. Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L which for residential development states that one cycle space should be provided per bedroom for dwellings of up to three bedrooms. These spaces should be located in a purpose-built area at the front of each dwelling and be at least as convenient as car parking provision. To support the encourage sustainable transport, the provision for cargo and electric bikes should be provided on a proportionate basis.
- 17.4 Whilst not at the front, the proposal would provide enough cycle parking for all occupiers on the site and as such is a betterment than the existing cycle parking. The proposed cycle parking can be secured through an appropriately worded compliance condition.
- 17.5 The proposed cycle parking is complaint with policy 81 of the Local Plan.

Car parking

- 17.6 The site currently is laid out to provide three off street parking spaces. Kings Hedges Road does not have any parking restrictions.
- 17.7 The proposed amendments to the front landscaping and driveway areas would ensure the retention of these three parking spaces and fire tender access.

- 17.8 As referenced above, due to the nature of the use of the site, it is unlikely that any future occupiers would benefit from the use of a car and therefore increasing car ownership on the site.
- 17.9 Whilst the number of occupiers on the site is increasing, the proposed parking layout and amount is considered to be appropriate to the use and therefore the proposal is compliant with policy 81 of the Local Plan.

18. Residential Amenity

- 18.1 The NPPF and policies 35 and 52 of the Local Plan seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking, or overbearing and through providing high quality internal and external spaces.
- 18.2 A number of objections have been made regarding excessive noise and disturbance from antisocial behaviour and the intensification of the use of the site as well as safety concerns from antisocial behaviour.
- 18.3 Antisocial behaviour in itself is not a material planning consideration however, excessive noise and disturbance from the use of the site as well as fear of crime are material considerations.

Excessive Noise and Disturbance.

- 18.4 Third party representations have raised concerns that the proposal would result in excessive noise and disturbance from the intensification of the use of the site.
- 18.5 The supporting planning statement indicates that there are 12 residents within the existing three HMO properties at present and they have full access to the rear garden as existing. The proposal would result in an additional five units on the site for a maximum of five persons. There would also be a modular office on the site for staff, although this is not manned 24/7.
- 18.6 The application is supported by a management plan, which requires all occupiers on site to sign up to a license agreement with a number of rules to curb any noise and disturbance. This limits behaviours and visitors on the site to a maximum of two at any one time and no overnight stays. A new CCTV system will also be installed.

- 18.7 In addition to this, due to the layout of the site and properties, which includes shared internal and external amenity space for the existing HMO properties as well as shared and private amenity space for each of the modular homes, this would reduce the reliance on the rear garden area to be used by all occupiers at the same time and therefore would limit any potential excessive noise and disturbance.
- 18.8 The Council's Environmental Health Officer has been consulted on the scheme and have raised no objections to the proposal subject to a condition which required compliance with the submitted management plan.
- 18.9 It is therefore considered that whilst the proposal would result in a modest intensification of the use, due to the proposed layout of the properties and the facilities available as well as the restrictions and details contained within the management plan, the proposal is not considered to result in any excessive noise and disturbance and would comply with policy 35 and 52 of the local plan in this regard.

Crime/safety

- 18.10 Objections have been raised regarding safety concerns and the prospect of crime as a result of the proposal. The judgment in *Smith v SoS 2005* indicates that for fear of crime to be a material planning consideration, there has to be some reasonable evidential basis for that fear.
- 18.11 No evidential detail has been provided through third party representations which provide sufficient basis that crime and safety concerns on the site are current and significant.
- 18.12 The Council's Environmental Health Officer has been consulted on the proposal which particularly has also gained the advice of city councils antisocial behaviour and nuisance team and there are no recorded complaints to any Environmental Health team apart from the accumulation of rubbish in January 2024.
- 18.13 Therefore as there have been no evidenced events of crime happening as a result of the current use of the site, the proposed development is not considered to meet the necessary tests for a fear of crime to be a relevant material consideration for this application.
- 18.14 Objections have been received regarding a loss of privacy from the proposal to adjacent neighbouring occupiers and overshadowing impacts.

Due to the separation distance between the proposal as well its scale and design, the proposal is not considered to result in any loss of light, privacy, outlook or appear overbearing or overshadowing to any neighbouring occupier.

Future occupants

- 18.15 Policy 50 of the Cambridge Local Plan (2018) requires all new residential units to meet or exceed the Government's Technical Housing Standards – Nationally Described Space Standards (2015).
- 18.16 The gross internal floor space measurements for units in this application will be approx. 32.sqm. Officers acknowledge that the modular homes would be slightly below the internal space standard set out in policy 50. However, the proposed units fall within specialist housing for homeless people under the Housing First model. The intension of the proposed modular units is to provide suitable and independent housing for a single occupant. The standard of accommodation is therefore, considered appropriate for the intended users.

Garden Size(s)

- 18.17 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space which should be of a shape, size and location to allow effective and practical use of the intended occupiers. Each unit will have a small patio/balcony area providing outdoor private area for each occupier. Again this is considered appropriate to allow the occupants access to an area of outdoor space.

Accessible design

- 18.18 Policy 51 requires all new residential units to be of a size, configuration and internal layout to enable Building Regulations requirement part M4(2) - accessible and adaptable dwellings to be met. As these are a temporary form of accommodation, it is not considered the pods should be required to meet M4(2) standards.

Summary

- 18.19 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with

policies 55, 56, 57 and 59 of the Local plan. The associated construction and environmental impacts would be acceptable in accordance with policies 33, 34, 35 and 36 of the Local Plan.

19. Third party representations

- 19.1 The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third party comment	Officer response
Lack of consultation	Concerns have been raised regarding a lack of consultation of the proposal. It is not evident from the submission as to whether this relates to the formal application consultation process or a public consultation from the applicant on the proposal. The application has been consulted in accordance with the requirements set out in the Development Management Procedure Order (DMPO).

Table 2 Officer response to third party representations

20. Planning balance

- 20.1 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 20.2 Summary of harm
- 20.3 The proposal would result in an intensification of the use of the site and there is the potential for an impact on the amenity and living conditions of neighbouring occupiers through excessive noise and disturbance. However, the proposal is laid out and designed to ensure there is not a reliance on the external amenity space and that the site is adequately managed in order to ensure any noise and disturbance is kept to a minimum.
- 20.4 Summary of benefits
- 20.5 The proposal will provide five modular pods for homeless people in Cambridge for which there is an acute need. Such facilities are critical for housing homeless people by providing safe and secure accommodation.

The provision of such housing, albeit for a temporary period of 5 years, is afforded significant weight in the overall planning balance.

- 20.6 The proposal would result in a betterment of the existing management of the site including a management plan and additional CCTV which would limit any excessive noise and disturbance from the site. In addition to this, the proposal would ensure more robust boundary treatment and enhancement landscaping which would be a benefit to the character of the site.
- 20.7 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

21. Recommendation

- 21.1 **Approve** subject to:
-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

22. Planning 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. Prior to first occupation of the first unit, hereby permitted, the Local Planning Authority shall be formally notified in writing of the commencement date and five 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 and 57 of the 2018 Cambridge Local Plan).

4. The proposal, as approved, shall be carried out in accordance with the document titled 'Management Plan for 23-27 Kings Hedges Road, Cambridge, CB24 2QF June 2026' for the lifetime of the development.

Reason: To ensure that the proposal does not result in any excessive noise and disturbance and to protect the amenity and living conditions of any residential neighbouring occupier in accordance with Policies 35, 47, 52, 55 and 56 of the Cambridge Local Plan.

5. No development above ground level shall take place until a scheme of ecological enhancement has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the features to be enhanced, recreated and managed for species of local importance both in the course of development and in the future. The details should include bee lawn, bird and bat boxes and hedgehog gaps. The scheme shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018 policy 57).

6. No demolition or construction works shall commence on site until a contractors parking plan has been agreed in writing with the Planning Authority. The aim of the plan should be to demonstrate how the developer will control and regulate on street motor vehicle parking for the contractors and sub-contractors undertaking the works.

Reason: in the interests of highway safety (Policies 80 and 81 of the Cambridge Local Plan).

7. No development above ground level, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed means of enclosure; bin and cycle storage layout, and pedestrian access and

circulation areas; hard surfacing materials. Soft Landscape works shall include native hedge boundary and planting plans; 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. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the Local Planning Authority. The maintenance shall be carried out in accordance with the approved schedule. 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, unless the Local Planning Authority gives its written consent to any variation.

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).

8. The bin and bike stores associated with the proposed development, including any planting associated with a green roof, shall be provided prior to first occupation in accordance with the approved plans and shall be retained thereafter. Any store with a flat or mono-pitch roof shall incorporate, unless otherwise agreed in writing by the local planning authority, a green roof planted / seeded with a predominant mix of wildflowers which shall contain no more than a maximum of 25% sedum planted on a sub-base being no less than 80 millimetres thick.

Reason: To ensure appropriate provision for the secure storage of bicycles and refuse, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 82)

9. No development, other than demolition, shall commence until a scheme for the provision and implementation of surface water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be fully implemented in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To ensure appropriate surface water drainage and prevent the increased risk of flooding (Cambridge Local Plan 2018 policies 31 and 32).

10. Prior to the occupation of the development, the ecological mitigation shall be carried out in full in accordance with the details contained in Preliminary Ecological Appraisal by Arbtech dated 12th August 2025. The ecological measures shall thereafter be retained for the lifetime of the development.

Reason: To conserve and enhance ecological interests. (Cambridge Local Plan 2018, policy 57, 59 and 70)

11. No development, other than demolition, shall commence until a scheme for the provision and implementation of foul water drainage has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full in accordance with the approved details prior to the occupation of any part of the development or in accordance with an implementation program agreed in writing with the Local Planning Authority.

Reason: To reduce the risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage (Cambridge Local Plan 2018, policies 32 and 33).

12. Prior to the installation of any artificial lighting in any phase, an ecologically sensitive artificial lighting scheme for that phase shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the baseline condition of lighting, any existing and proposed internal and external artificial lighting of the site in that phase and an artificial lighting impact assessment with predicted lighting levels. The scheme shall:

- a) include details (including luminaires, fittings and any shrouds) of any artificial lighting on the site and an artificial lighting impact assessment with predicted lighting levels at the site boundaries;

- b) unless otherwise agreed, not exceed 0.4 lux level (against an agreed baseline) on the vertical plane at agreed locations;

- c) detail all building design measures to minimise light spillage;

- d) set out a monitoring and reporting regime for the lighting scheme.

The approved lighting scheme shall be fully installed, maintained and operated in accordance with the approved details. The scheme shall be retained as such thereafter.

Reason: To fully conserve and enhance ecological interests (Cambridge Local Plan 2018 policies 57, 59 and 70).

13. Demolition, construction or delivery vehicles with a gross weight in excess of 3.5 tonnes shall only service the site between the hours of 09.15hrs -16.00hrs, Monday to Friday.

Reason: in the interests of highway safety (Policy 80 and 81 of the Cambridge Local Plan).

14. Prior to the occupation of any part of the development, the mitigation and protection measures, as set out in the Drainage Statement, Land to the rear of 23-27 Kings Hedges Road, Cambridge, CB24 2QF shall be fully carried out and shall be retained as such thereafter.

Reason: To prevent the increased risk of flooding (Cambridge Local Plan 2018, policy 32).

Biodiversity Net Gain Condition

Development may not be begun unless:

- (a) a biodiversity gain plan has been submitted to the planning authority, and
- (b) the planning authority has approved the plan.

Reason: To ensure compliance with Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021).

Biodiversity Net Gain Informative

Biodiversity net gain is a way of creating and improving biodiversity by requiring development to have a positive impact ('net gain') on biodiversity.

In England, biodiversity net gain is required under a statutory framework introduced by [Schedule 7A of the Town and Country Planning Act 1990 \(inserted by the Environment Act 2021\)](#). This statutory framework is referred to as 'biodiversity net gain' in Planning Practice Guidance to distinguish it from other or more general biodiversity gains.

Under the statutory framework for biodiversity net gain, subject to some exceptions, every grant of planning permission is deemed to have been granted subject to the condition that the biodiversity gain objective is met (“the Biodiversity Gain Condition”). This objective is for development to deliver at least a 10% increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat. This increase can be achieved through onsite biodiversity gains, registered offsite biodiversity gains or statutory biodiversity credits.

The biodiversity gain condition (as set out above at the end of this decision notice) is a pre-commencement condition: once planning permission has been granted, a Biodiversity Gain Plan must be submitted to and approved by Cambridge City Council (the local planning authority) before commencement of the development. There are exemptions, transitional arrangements and requirements relating to irreplaceable habitat which disapply the condition from certain planning permissions, as well as special modifications for planning permissions for phased development and the treatment of irreplaceable habitats.

In the opinion of the Local Planning Authority, the approved development is engaged by paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990, is subject to the statutory Biodiversity Gain Condition and none of the statutory exemptions or transitional arrangements are considered to apply.

The effect of section 73D of the Town and Country Planning Act 1990

If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission (“the earlier Biodiversity Gain Plan”) there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.

Those circumstances are that the conditions subject to which the section 73 permission is granted:

- i. do not affect the post-development value of the onsite habitat as specified in the earlier Biodiversity Gain Plan, and
- ii. in the case of planning permission for a development where all or any part of the onsite habitat is irreplaceable habitat the conditions do not change the effect of the development on the biodiversity of that onsite habitat (including any arrangements made to compensate for any such effect) as specified in the earlier Biodiversity Gain Plan.

Advice on information required to discharge Biodiversity Gain Condition

A Biodiversity Gain Plan to secure at least 10% increase in biodiversity value relative to the predevelopment biodiversity value of the onsite habitat as per the statutory condition as set out on this Decision Notice must be submitted to the Local Planning Authority and approved before the development can commence. In order to discharge the condition, the following information will be required:

-details of purchase and monitoring of the offsite biodiversity units, a biodiversity metric for the site, costings and evidence of appropriate legal agreements to guarantee delivery of ongoing habitat management requirements specifically:

- i. Identification of receptor site or sites with associated plans;
- ii. Details of the offsetting requirements of the development in accordance with current DEFRA biodiversity metric;
- iii. The provision of evidence of arrangements to secure the delivery of offsetting measures, including a timetable of delivery; and
- iv. A Management and Monitoring Plan, to include for the provision and maintenance of the offsetting measures for a period of not less than 30 years from the commencement of the scheme and itself to include:
 - a) Description of all habitat(s) to be created / restored / enhanced within the scheme including expected management condition and total area;
 - b) Review of Ecological constraints;
 - c) Current soil conditions of any areas designated for habitat creation and detailing of what conditioning must occur to the soil prior to the commencement of habitat creation works;
 - d) Detailed design and working methods (management prescriptions) to achieve proposed habitats and management conditions, including extent and location of proposed works;
 - e) Type and source of materials to be used, including species list for all proposed planting and abundance of species within any proposed seed mix;
 - f) Identification of persons responsible for implementing the works;
 - g) A timetable of ecological monitoring to assess the success of all habitats creation / enhancement.
 - h) The inclusion of a feedback mechanism to the Local Planning Authority, allowing for the alteration of working methods / management prescriptions, should the monitoring deem it necessary.
 - i) Evidence that appropriate arrangements are in place to ensure the Council is funded to monitor the proposed biodiversity gain from the site(s) proposed over a period of 30 years. This would normally be in the form of a freestanding S106 agreement with a biodiversity provider which has already secured on-going monitoring contributions for the Council.

Commencing development which is subject to the biodiversity gain condition without an approved Biodiversity Gain Plan could result in your development becoming subject to enforcement action.

Greater Cambridge Shared Planning offer pre-application guidance regarding Biodiversity Net Gain here: [Biodiversity Net Gain Advice \(greatercambridgeplanning.org\)](https://greatercambridgeplanning.org/biodiversity-net-gain-advice)

Background papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Plan 2018
- South Cambridgeshire Local Development Framework SPDs