



**LOCAL PLAN EXAMINATIONS - CAMBRIDGE
CITY AND SOUTH CAMBRIDGESHIRE
MATTER SC1 [REVISED] DEVELOPMENT FRAMEWORKS,
STRATEGY FOR THE RURAL AREA, OMISSION SITES IN
VILLAGES RURAL CENTRES
1.2C GREAT SHELFORD AND STAPLEFORD**

Matter SC1 development Frameworks, Strategy for the rural area and the omission sites (as Revised 24.04.2017)

1.2C Great Shelford and Stapleford

i. Development framework boundary and omission sites.

Is the plan unsound without the amendment of the development framework boundary to include the following sites, and/or the allocation of the sites for housing or other development (where specified), and if so, why?

Appendix A – Walking isochrome 2017

Appendix B – Land off Cambridge Road, Great Shelford

i) Land off Cambridge Road

- 1.1 Whilst recognising the importance of strategic sites as part of the growth strategy, development at the edge of the Rural Centres is more deliverable, requires less infrastructure and has shorter lead-in times and thus will help deliver homes sooner in an area of extreme housing stress. This level of site allocations has an important role to play in meeting short and medium term housing needs within the plan period. The soundness of the plan and effectiveness of its housing trajectory must recognise the long lead in periods of the new settlements and include sufficient deliverable sites to maintain housing supply.
- 1.2 Having regard to paras 177-181 of the NPPF (RD/NP/010) we maintain that the plan will not meet objectively assessed need without additional allocations in the rural area. There is insufficient land identified for development to meet the actual need for the district during the plan period. The modifications proposed in November 2016 will not address the soundness concerns which arise from the matter of principle related to the growth strategy and Green Belt review. We refer to our representation to Proposed Modification: PM/SC/2/A, PM/SC/2/B and PM/SC/2/C.
- 1.3 Our representations to Matter 2 (sequential approach to locating new development); Matter 3 (that insufficient land has been identified to meet the objectively assessed need); Matter 6A (that to ensure that the level of need for new jobs and homes can be accommodated in a sustainable manner, as set out within the preferred spatial hierarchy, Green Belt release will be necessary); Matter 8C (Housing supply) set out in detail the justification for additional sites to be allocated.
- 1.4 Within the Rural Centres, the development frameworks should be set in accordance with existing built form and function whilst also considering sites to be allocated for development. We consider the plan is unsound without the inclusion of Land off Cambridge Road, Great Shelford for the following reasons:
- 1.5 Great Shelford and Stapleford is correctly recognised as one of the five most sustainable villages in the district. The policy places no strategic constraint on the amount of housing development or redevelopment that may come forward, other than by the tightly drawn development framework.
- 1.6 The development framework for Great Shelford and Stapleford essentially differentiates between land that is designated Green Belt and land that is not. Our complementary representations on Matter 6A highlight the lack of a full and comprehensive Green Belt review to underpin the spatial strategy in general to provide a robust justification for the proposed boundary changes beyond the immediate edge of Cambridge – i.e. those sites being released within the rural area of South Cambridgeshire through changes to development frameworks. These shortcomings affect the current matters of defining appropriate development framework boundaries around the more sustainable Rural Centres where they are contained by Green Belt.

- 1.7 Some sites no longer contribute to the purposes of the Cambridge Green Belt nor the five national purposes, including Land off Cambridge Road, Great Shelford. The site has the characteristics of an infill site because it is surrounded by development and whilst the Cambridge Green Belt has been very successful in checking the growth of Cambridge, it is not particularly relevant to the more local considerations of whether the development of the site would affect the sprawl of Cambridge or the village, which it would not. The site is contained by development on all sides and hence development would not result in unrestricted sprawl. No harm would arise to this purpose.
- 1.8 The second purpose of including land in the Green Belt is to prevent neighbouring towns from merging into one another. Again, this has been successful at the strategic level however at the local level the Green Belt is used as a policy tool to maintain the separation between the villages and Cambridge. However, the perception of separation between Gt Shelford and Cambridge has, along the A1301, been lost. Ribbon development has resulted in an almost uninterrupted urbanised and built form when viewed from the A1301. The site lies on the west side of Great Shelford. Immediately to the north is built development which screens views of the site from Cambridge. Development of the site would not result in built form being any closer to Cambridge or any other settlement. Development of the site will therefore not harm the purpose of including land within the Green Belt to prevent neighbouring towns from merging into one another.
- 1.9 The third reason for including land, to safeguard the countryside from encroachment is demonstrated clearly in the Council's 2012 Inner Green Belt Study and its 2015 update. Both conclude that the site would not result in encroachment into the countryside, reflecting the fact that the Site is no longer "open" in a visual sense as it is bounded on all sides by development. The presence of the buildings and hardstandings that operationally serve the rugby club, whilst technically part of the sporting facilities (together with the lighting columns, rugby posts and other paraphernalia of a modern rugby club) now mark the identifiable urban edge. Therefore, the effective boundary for Green Belt definition purposes is the club itself. Accordingly, both in terms of perception and impact, the site now falls within the identifiable urban area and reads as such. The site has the characteristics of infill development. No new 'development edge' will be created in open countryside (unlike the proposed allocations at Sawston and Comberton).
- 1.10 The 2013 South Cambridgeshire SHLAA (RD/Strat/120] suggests development would affect the setting, scale and character of Green Belt villages and impact on the "transitional area of enclosed fields that provide a softer edge to the village." Given the intervening built form between the site and Cambridge, development would not affect the physical separation between settlements. The scale of development would not affect the overall character of Great Shelford as a Rural Centre. The development would be seen in context with the existing pattern of development. The site does not provide a soft edge to the village as it is surrounded on all sides by development.

- 1.11 The SHLAA also states that development of the site may harm the objective of a landscape which retains strong rural character. The site does not have a strong rural character. It is surrounded by development. It is more closely associated with the urban form than the countryside, which lies to the west of the rugby club and north and south of existing residential development.
- 1.12 The site is not required to preserve the setting and special character of Cambridge, which tests have been undertaken through the focused joint Cambridge Inner Green Belt review, 2012 and its 2015 update.
- 1.13 The final reason relating to urban regeneration is not relevant. The Council fully accepts the fifth purpose (to assist in urban regeneration by encouraging the recycling of derelict and other urban land) is not relevant as it has undertaken a capacity assessment and has concluded that Green Belt release is inevitable. There is a limited supply of previously developed land in and around Cambridge and therefore development on greenfield land is inevitable. As can be clearly seen from developments that are ongoing in the area, there have been significant releases of greenfield land, but at the time significant development of PDL continues to take place.
- 1.14 As stated in our representations in respect of the Sustainability Appraisal, we highlighted that the reasoning given for not allocating the Land off Cambridge Road is that 'development would have some adverse impact on Green Belt purposes and functions'. However, no such conclusion was reached in earlier Green Belt studies which form part of the current evidence base, such as the 1998 Green Belt Landscape Setting Study or the later 2002 review [RD/Strat/170]. In the case of the former, the study concluded that the site was in an area where development would have a low impact on the setting of Cambridge City, and the 2002 study considered a '*negligible*' impact concluding that the site should be considered for removal from the Green Belt – priority 'short term'. The 2012 Inner Green Belt Study [RD/Strat/210] updates this earlier work where it assesses land around Great Shelford and Stapleford, repeating the same conclusions.
- 1.15 This is recently reinforced by the 2015 Inner Green Belt Review [RD/MC/030] which clearly assessed the site as a distinct entity as sub-area 8.2 (see Fig 1-2 below), concluding that development at this specific location could be "*undertaken without any harm to Green Belt Purposes*", subject to set criteria. There is a consistent evidence base that underpins our case that the Land off Cambridge Road, Great Shelford should be removed from the Green Belt in this Plan. This is not the case for the other omission sites, most of which have not been subject to the same detailed analysis within the evidence base. This sets the site apart from the other edge sites within sub area 8.1 and 9.1 of the 2015 study.

Fig 1 – Extract from 2015 Inner Green Belt Study LDA DWG 4732-002A

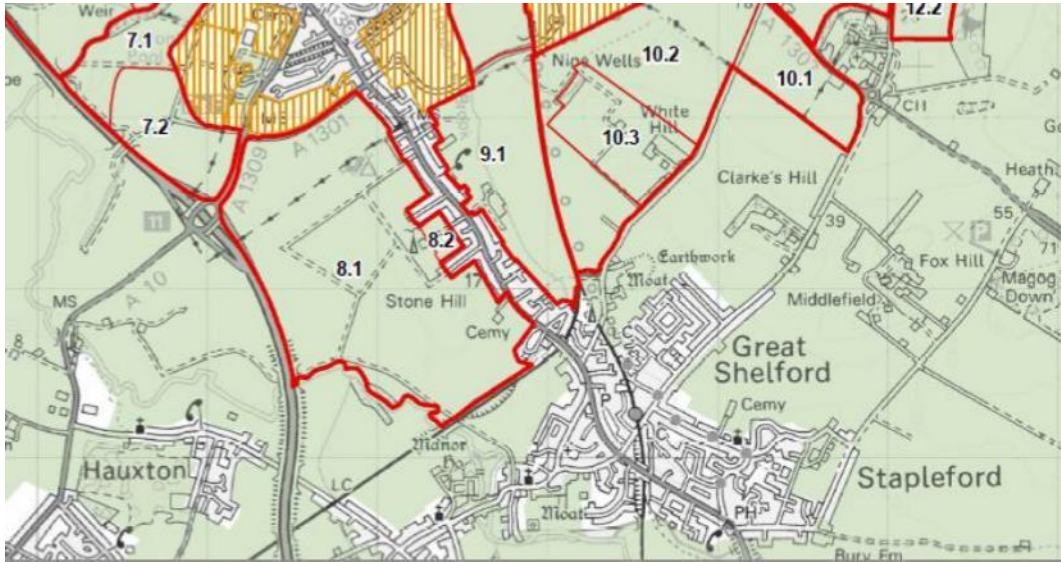


Figure 2 Extracts from 2015 Inner Green Belt Study for Land off Cambridge Road, Great Shelford

0.6. Main Conclusions

0.6.1. 19 sectors of the Inner Green Belt are identified and assessed to understand their importance to the performance of Green Belt purposes. The 16 qualities identified above are used as the criteria for the assessment. Most sectors are divided into sub areas, where the assessment of one or more criteria differs between one part of the sector and another. The assessment shows that all areas of land within the study area (with the exception of one small area, sub area 8.2) are important to Green Belt purposes but the reasons differ from one area to another. For example:

6.2. Green Belt Sector Assessments

6.2.1. The assessment of the sectors and sub areas is set out on the following pages. The assessment shows that all areas of land within the study area (with the exception of one small area, sub area 8.2) are important to Green Belt purposes but the reasons differ from one area to another. For example:

6.3.3. Only one small parcel of land is identified by the present study as being of limited importance to Green Belt Purposes (sub area 8.2 in this study). This parcel (identified as 8.3 in the Councils' study) is assessed as being of negligible significance by the Councils.

- 1.16 The retention of the Land Off Cambridge Road within the Green Belt and not within the development framework fails to accurately and concisely reflect the conclusions of the Council's updated evidence base and is therefore not justified and is unsound.
- 1.17 Our representations to Policy S/5 (Matter 3) have previously set out how the plan is inconsistent with national policy as it fails to identify additional land to be safeguarded for release from the Green Belt to provide additional housing to meet the needs of the district. In the event, that there is under delivery, or the housing target is increased, there is a need to release land in the most sustainable rural settlements, such as Rural Centres. Those surrounded by Green Belt must have a suitable mechanism for release within Policy S/4 to ensure that land can be brought forward which accords with the Development Strategy. Alternatively, this is better achieved through upfront changes to development frameworks where land does not meet the five purposes and is closely associated with the built form, rather than the countryside.
- 1.18 The development framework should be fixed within the Plan to provide certainty for development management purposes. It should be derived from a full and proper assessment of the level of growth required to meet the needs of the area for the plan period which includes associated key community infrastructure. It should also consider the evidence base which identifies land parcels that do not need the protection afforded by Green Belt or countryside designations and include those areas within the development frameworks, either for a specified key community facility or as safeguarded land to facilitate additional facilities.
- 1.19 The plan must also identify additional land for release under policy H/1, with further land safeguarded as Reserve Sites in and around more sustainable settlements such as the Rural Centres in the event of a housing shortfall to ensure that growth accords with the over-arching strategy of the plan. This would seek to support the general development strategy and ensure that the plan is 'sound'. The Land off Cambridge Road, Great Shelford could be identified as a reserve site under Policy H/1. Alternatively, as the Council's own evidence confirms that it no longer performs a Green Belt function, it should be released now and included within the development framework for Great Shelford and Stapleford to enable housing development to come forward on a windfall basis if housing delivery becomes delayed during the plan period. However, should our evidence on objectively assessed need be preferred, the Land off Cambridge Road could be allocated for housing for circa 120 new homes.
- 1.20 The site is deliverable. There are no technical constraints to development as evidenced by the previous appeal¹ on part of the site. The site access remains appropriate to serve housing

¹ Appeal APP/W0530/A/07/2050690 – Land off Cambridge Road, Great Shelford

development at the site for circa 120 dwellings. The Council has acknowledged the sustainability of the site from its original appraisal undertaken for SHLAA Site 005/Site Option 18 which was based on historic out of date information and did not reflect the various planning permissions granted within the Cambridge Southern Fringe. In June 2013 the Council's response to the original representations removed proximity to services and facilities as a reason for not including the site for allocation. This reflects the significant change that has occurred in the locality through the new facilities at Clay Farm to the west which deliver new schools together with a local centre and guided bus stop. The new cycle route to Addenbrookes provides a dedicated safe route to the hospital for both staff and visitors. The facilities at Trumpington Meadows are more accessible since the opening of the Addenbrookes link road. The level of services and community facilities within the 2km walking isochrome of the Site demonstrate that the site is locationally sustainable. An updated walking isochrome on a 2017 OS Base Map is appended to this statement at Appendix A to show the accessibility of the site.

- 1.21 Development in the appropriate places will not place unnecessary burdens placed upon existing school infrastructure, for example in the case of Land off Cambridge Road, Great Shelford. There is no planned growth at the current time and limited opportunity for windfall development within the existing village development framework. The County Council, as the Local Children's Services Authority is responsible for planning and commissioning services for education, and has developed an evidence base using information on child yield from all types of development that have occurred across Cambridgeshire. It has derived the following general multipliers that can be applied to development proposals to forecast the expected child yield. Applying those to the addition of up to 120 houses in the village may generate a requirement for the following:
- Primary education – 25-35 per 100 dwellings = 30-42 places
 - Secondary education – 15-25 children per 100 dwellings = 14-30 places
- 1.22 Averaged across the local 7 cohort schools, this could be an additional 4-6 pupils per year group. There is some limited capacity at the catchment school in the village plus additional capacity within the new primary schools in Trumpington which are within walking/cycling distance of the site. At secondary level, recent appeal decisions confirm that no s106 obligations have been sought for Sawston Village College as capacity exists. Relevant to Land off Cambridge Road, Great Shelford, if the land were included within the development framework and allocated for housing, we consider Policy S/7 as written, with no upper ceiling on the scale of development, would be sound.
- 1.23 We consider that the Plan should meet housing needs in sustainable locations. The education authority should respond to that by delivering school places needed, funded if necessary by funding from developments.

- 1.24 As set out in our representations to Policy H/1, the site at Great Shelford is surrounded by development and is no longer 'open' in a visual sense. Great Shelford (Ten Acres) consider that the 2012 Inner Green Belt Study and its 2015 update clearly sets out that the Land off Cambridge Road does not perform any Green Belt role and it is not required to be maintained as such. Whilst it remains protected in this way, it cannot fulfil neither their current or projected housing shortfall that we predict will continue.
- 1.25 As such, in setting development framework boundaries, the plan fails to properly consider sites in Rural Centres that it is no longer necessary to keep open and no longer serve a Green Belt purpose and could form sustainable development opportunities. The site is suitable for development and sequentially preferable in delivering the spatial strategy under Policy S/1.
- 1.26 The SHLAA identifies that the site has “limited development potential” – it is the only such site identified at Great Shelford. Given the urgent need to deliver more homes in and close to Cambridge and the absence of harm to Green Belt purposes the site should be released from the Green Belt and the development framework should be redrawn to include the site. This would meet the NPPF paragraph 85 to ensure that the Green Belt boundary does not include land which it is not necessary to keep permanently open.
- 1.27 The plan is therefore not justified having regard to the entirety of the evidence base. It is not consistent with national policy within the NPPF.
- 1.28 To make the Plan sound the following changes are required:
- 1) Remove the Land off Cambridge Road from the Green Belt by re-drawing the Green Belt and development framework boundary on the Proposed Submission Policies Map Inset 45 – to include the land shown on plan A24,760 (see Appendix B); and
 - 2) Allocate the Land off Cambridge Road for residential development under Policy H/1, or
 - 3) if the Inspectors consider there is not a need for the site to meet development needs in this Plan period, reserve the Land off Cambridge Road for future development on the proposed Submission Policies Map Inset 45.

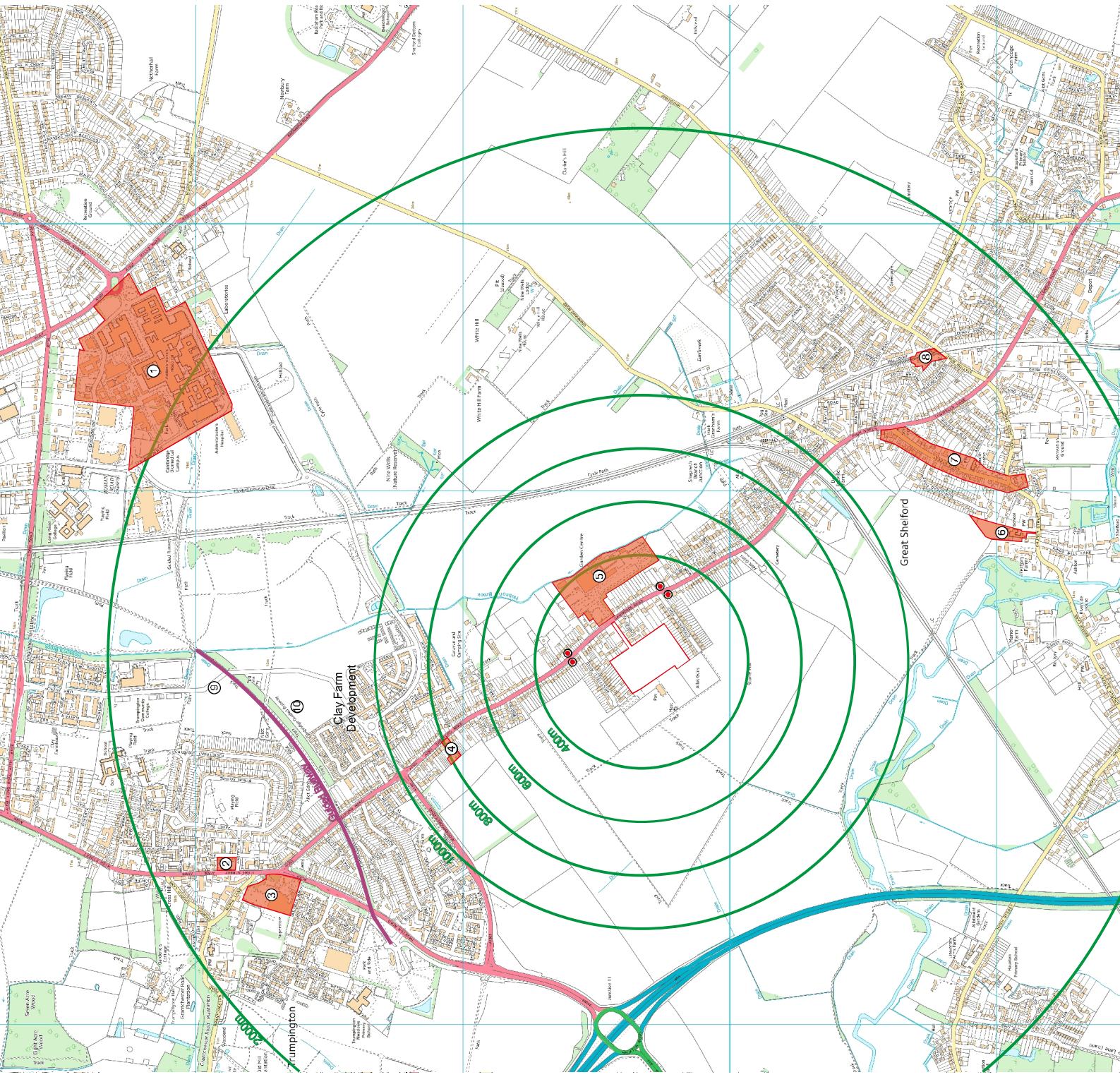
Stacey Rawlings

Bidwells

(word count 2,963)

APPENDIX A

WALKING ISOCHROME 2017



LEGEND

- ① ADDENBROOKES HOSPITAL
- ② LOCAL SHOPS (TRUMPINGTON)
- ③ WAITROSE
- ④ PETROL STATION AND SHOP
- ⑤ GARDEN CENTRE
- ⑥ PRIMARY SCHOOL
- ⑦ VILLAGE CENTRE AND SHOPS
- ⑧ RAILWAY STATION
- ⑨ PROPOSED LOCAL CENTRE
- ⑩ PROPOSED PRIMARY SCHOOL
- BUS STOPS

REV	DATE	REVISION NOTES
A	24/04/17	BASE MAP UPDATE

10 Manor Mews
 Bridge Street
 St Ives
 Huntingdon
 Cambs PE27 5UW
 Tel: 01480 494969
 Fax: 01480 493939
 Email: enquiries@manormewsplanning.co.uk
 Purchase Planning

PROJECT
**LAND AT CAMBRIDGE ROAD,
 GREAT SHELFORD, CAMBRIDGESHIRE.
 ON BEHALF OF
 GREAT SHELFORD TEN ACRES LTD**

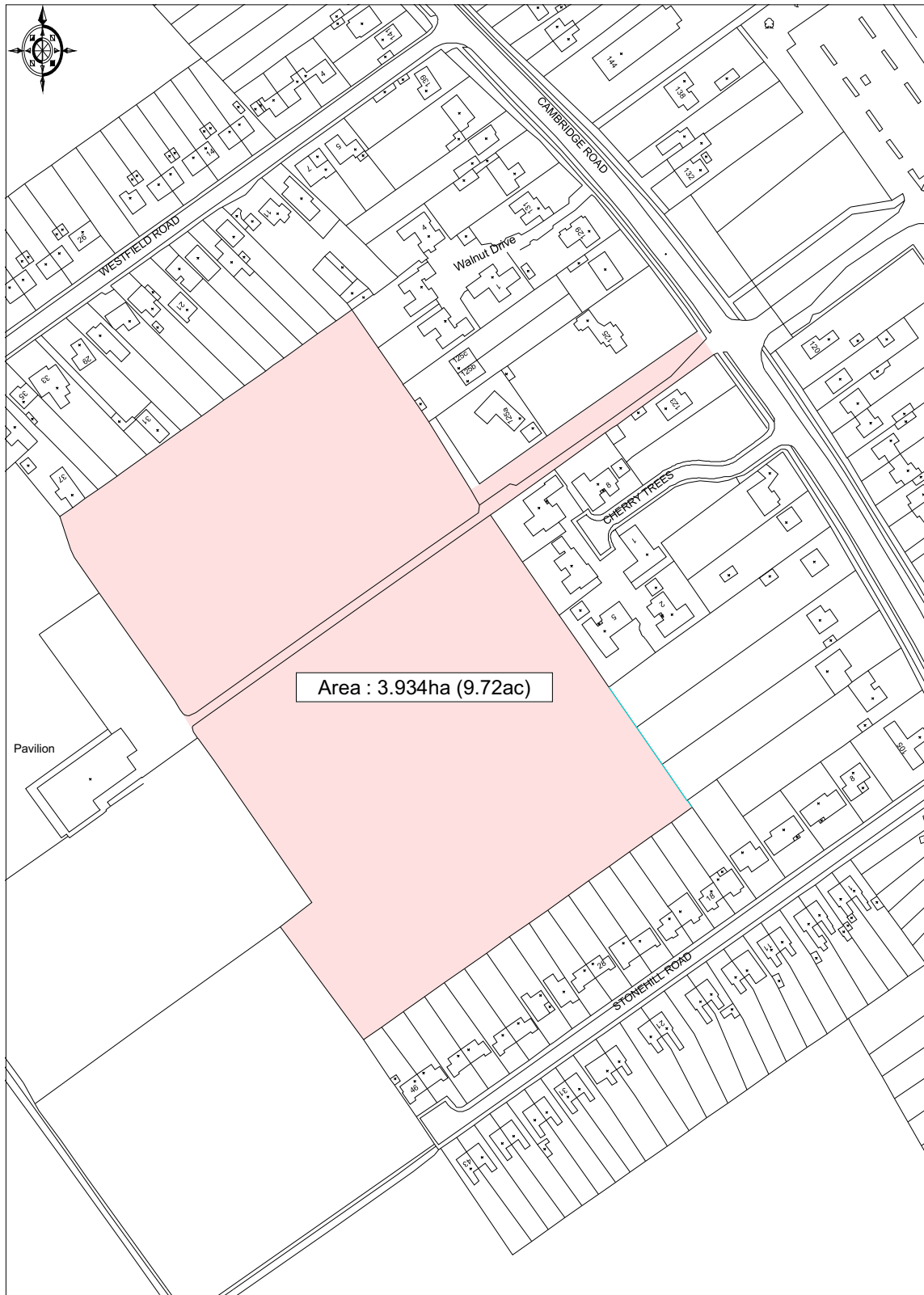
DRAWING TITLE
WALKING ISOCHROME

DRAWN	DJM	SCALE	1:10000
DATE	SEP 12	DWG NO	09.67.LP1
REV	A		

APPENDIX B

LAND OFF CAMBRIDGE ROAD, GREAT SHELFORD

Land adjoining Shelford Rugby Cambridge Road, Great Shelford



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Drawing Number: A.24,760
O.S. No. : TL 4553 SW
Date: 10/8/2004

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PROPERTY CONSULTANTS

Telephone: 01223 841841



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