

Neighbourhood Plan for the former Land Settlement Association's Estate at Great Abington 2018 to 2031

Made (adopted) 21 February 2019



Contents:

1. Why a Neighbourhood Plan for the former Land Settlement Associations' Estate at Great Abington?
2. Background
3. Requirements of a Neighbourhood Plan
4. The Neighbourhood Plan area
5. Aims and Objectives
6. Planning policies
 - Policy GAL/1: Extensions to and Rebuilding of Original Dwellings (including those that have been rebuilt)
 - Policy GAL/2: Additional dwellings
 - Policy GAL/3: Road usage limitation in the Neighbourhood Plan area
7. Brent Ditch

1. Why a Neighbourhood Plan for the former Land Settlement Association's Estate at Great Abington?

- 1.1 The Neighbourhood Plan (NP) for the former Land Settlement Association's Estate at Great Abington (the Land Settlement) was made (adopted) by South Cambridgeshire District Council (SCDC) on 21 February 2019. The purpose of the NP is to set a framework for future development of the Land Settlement. The NP carries the same legal weight as plans drawn up by your local planning authority, SCDC. The planners must follow what is in the NP when making decisions about planning applications in the area subject to other material considerations.
- 1.2 The intention of the NP is to remove the uncertainty that had arisen in relation to development proposals on the Land Settlement, and to provide clear, consistent and transparent policies to control development.
- 1.3 The NP aims to provide policies for housing whilst preserving the special nature of the estate. This will help applicants to understand the limitations and predict the outcome of an application. It will also give clear guidance to both the Parish Council and the District Council when considering planning applications.
- 1.4 The NP includes:
 - a) a policy which deals with extensions or rebuilding of the original house on each holding;
 - b) a policy which deals with the creation of an additional dwelling; and
 - c) a policy which resists any development proposal which will result in an inappropriate and unacceptable increase in traffic on the Land Settlement.

2. Background

- 2.1 Discussions around planning issues for the Land Settlement had been ongoing for some time. Great Abington Parish Council carried out some initial work during 2013/14 and received broad support for this from residents. A Neighbourhood Plan area for the Land Settlement was designated on 5 September 2016 and the working group began work whilst engaging the community and important statutory stakeholders such as SCDC and Historic England. During the period 31 March to 14 April 2017, the NP working group consulted the community and stakeholders on an informal version of the plan, alongside a draft Character Assessment. Consultation on the formal pre-submission version of the plan took place from 24 July to 18 September 2017 in line with NP regulations¹.
- 2.2 The NP was further refined in light of comments received at pre-submission stage and also in light of the findings of a health check of the plan by an independent neighbourhood plan examiner.
- 2.3 The NP was submitted to SCDC on 22 February 2018 (alongside other supporting documents as required by the NP regulations²). A further period of formal consultation on the submission

¹ Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

² Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

version of the plan took place from 5 March to 16 April 2018 in line with NP regulations³. Comments made on the plan as part of this publication period were passed directly to the examiner.

- 2.4 An independent examiner was appointed to examine the plan, and the examination took place between May and October 2018. The Examiner's Report was received on 15 October 2018. The examiner concluded that subject to a series of recommended modifications that the submitted Plan met all the necessary legal requirements and should proceed to referendum. The recommended modifications were made to the NP and a referendum on the NP was held on 13 December 2018.
- 2.5 The Neighbourhood Plan was successful at its referendum as more than half (79.05%) of those that voted were in favour of SCDC using the NP to help it decide planning applications in the neighbourhood area. The NP was made (adopted) by SCDC at a meeting of its full Council on 21 February 2019.

3. Requirements of a Neighbourhood Plan

- 3.1 The preparation of a Neighbourhood Plan must follow the requirements of the legislation, in particular Schedule 4B to the Town and Country Planning Act 1990. The Examiner has checked that the statutory requirements have been followed accordingly.
- 3.2 The examiner has concluded that the NP meets a set of basic conditions which are that the NP:
- i) is appropriate having regard to national policies⁴ and advice contained in guidance issued by the Secretary of State;
 - ii) contributes to the achievement of sustainable development;
 - iii) is in general conformity with the strategic policies contained in the Development Plan for the area; and
 - iv) does not breach, and otherwise is compatible with EU obligations and Human Rights requirements.
- 3.3 With regard to iii) above, the NP area lies within the local authority area of SCDC. The NP must be in general conformity with the strategic policies of the development plan which is the South Cambridgeshire Local Plan 2011-2031, that was adopted on 27 September 2018.

4. The Neighbourhood Plan area

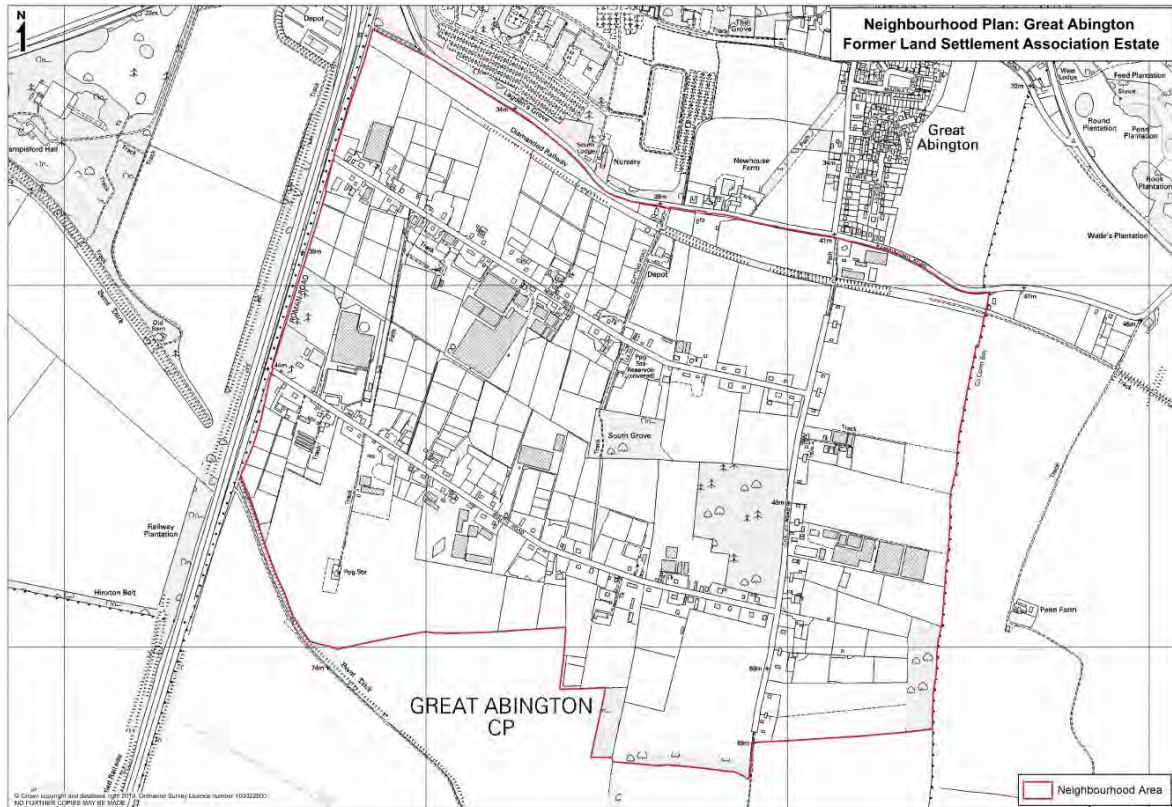
- 4.1 The area covered by this NP is the former Land Settlement Association's Estate at Great Abington, comprising holdings on North Road, South Road and Chalky Road and three on the

³ Regulation 16 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

⁴ A new National Planning Policy Framework (NPPF) was published in July 2018. The updated NPPF (2018) states that for the purposes of examining a Neighbourhood Plan, the policies in the previous NPPF (2012) apply where the Neighbourhood Plan was submitted to the local planning authority before 24 January 2019 (NPPF 2018, paragraph 214). This NP was submitted to SCDC in February 2018, and therefore references to the NPPF in this NP refer to the NPPF 2012 and not the NPPF 2018.

southern side of Pampisford Road. The NP area, as shown on the map below, was designated by SCDC on 5 September 2016.

Figure 1: The Neighbourhood Plan area



Historic Context of Great Abington

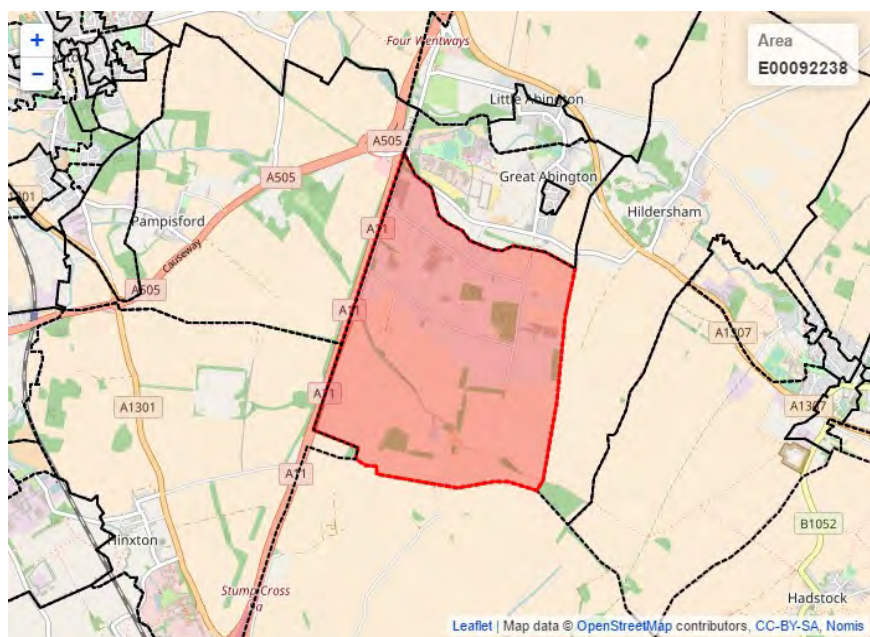
- 4.2 The village of Great Abington is situated with its partner village, Little Abington, within the SCDC area. It is seven miles south of Cambridge on the A11 London to Newmarket Road and the A1307 Cambridge to Haverhill Road. Originally a very small farming community, its population was increased significantly in the late 1930s by the establishment of the Land Settlement Association's Estate at Abington.

The Land Settlement

- 4.3 The Land Settlement was originally part of Abington Hall Estate and known as New House Farm. It was purchased by the Land Settlement Association (LSA) in 1936 to establish the Abington Land Settlement Association's Estate. The land amounted to 688 acres and it was divided into 62 holdings. Most of the holdings were situated on North Road, South Road and Chalky Road with three along Pampisford Road.
- 4.4 Like many other former LSA estates, the policy area is characterised by a relatively uniform collection of smallholdings of 1 – 11 acres depending on the location within the Land Settlement area. The long straight roads (all of which are unadopted, owned and maintained by Abington Estate Management Limited (AEML) which is a limited company set up to manage the roads) and uniform plots are the result of the farming techniques used.

- 4.5 Smallholdings had outbuildings located to the side of the dwellings. Originally each had a piggery and a small green house; other outbuildings were often added. Many had several large glasshouses.
- 4.6 The LSA operated in Abington until 1983 when the holdings were sold off by the Ministry of Agriculture, Fisheries and Food.
- 4.7 In terms of demographics within the NP area, estimates taken from the Census 2011 data is available at output area level. The output area is the lowest geographical level at which census estimates are provided. There is a near match between the NP area (see Figure 1) and the output area as shown in Figure 2 below.

Figure 2: outline of the output area



- 4.8 Table 1 below provides some key statistics taken from the Census 2011 on dwelling stock, households and population. There is currently no affordable housing in the NP area.

	NP area/output area	Great Abington Parish	South Cambridgeshire District
Number of Dwellings	74	343	61,724
Households	71	325	59,960
Population	199	816	148,755

Table 1: Population and Dwelling Stock in the output area, parish and district

Source: www.nomisweb.co.uk (Census 2011)

- 4.9 Table 2 below provides a breakdown of occupied dwellings by number of bedrooms. Again the information is taken from the Census 2011. It shows that the NP area has a noticeably higher proportion of 4 and 5 bedroom (and over) properties compared with the district and a noticeably lower proportion of 1, 2 and 3 bedroom properties.

	NP area/output area	Great Abington Parish	South Cambridgeshire District
0 Bedrooms	1% (1)	0 (1)	0 (88)
1 Bedroom	4% (3)	2 % (7)	7% (3,937)
2 Bedroom	17% (12)	18% (57)	23 % (13,617)
3 Bedroom	31% (22)	44% (142)	37% (22,290)
4 Bedroom	28% (20)	25% (81)	25% (14,815)
5 Bedrooms or more	18% (13)	11% (37)	9% (5,213)

Table 2: Number of bedrooms in the output area, parish and district
Source: www.nomisweb.co.uk (Census 2011)

4.10 Tables 3 and 4 below provide some useful information (as at the 2011 Census) on the population make up in the NP area compared with the parish and district level. It shows that the NP area has a higher number of residents aged over 65 than the district level. Table 4 shows that the NP area has a particularly high number of residents aged over 75 compared to the district average.

Residents	NP area/output Area	Great Abington Parish	South Cambridgeshire District
Aged 65 and over	44 (22%)	168 (21%)	24,702 (17%)
Number of households with person long-term health problems or disability	17 (24%)	79 (24%)	13,149 (22%)

Table 3: People aged over 65 and number of households with person with long-term health problems or disability
Source: www.nomisweb.co.uk (Census 2011)

Age	NP area/output Area (%)	Great Abington Parish (%)	South Cambridgeshire
All usual residents	199	816	148,755
Age 0 to 4	8 (4.02)	40 (4.90)	9,300 (6.25)
Age 5 to 7	8 (4.02)	24 (2.94)	5,483 (3.69)
Age 8 to 9	4 (2.01)	19 (2.33)	3,578 (2.41)
Age 10 to 14	11 (5.53)	54 (6.62)	9,106 (6.12)
Age 15	1 (0.5)	15 (1.84)	1,946 (1.31)
Age 16 to 17	3 (1.51)	28 (3.43)	3,789 (2.55)
Age 18 to 19	6 (3.02)	16 (1.96)	2,999 (2.02)
Age 20 to 24	12 (6.03)	29 (3.55)	7,148 (4.81)
Age 25 to 29	7 (3.52)	18 (2.21)	8,083 (5.43)
Age 30 to 44	36 (18.09)	139 (17.03)	31,957 (21.48)
Age 45 to 59	44 (22.11)	216 (26.47)	30,908 (20.78)
Age 60 to 64	15 (7.54)	50 (6.13)	9,756 (6.56)
Age 65 to 74	25 (12.56)	89 (10.91)	13,139 (8.83)
Age 75 to 84	19 (9.55)	62 (7.60)	8,166 (5.49)
Age 85 to 89	0	13 (1.59)	2,244 (1.51)
Age 90 and over	0	4 (0.49)	1,153 (0.78)

Table 4: Population by age breakdown
Source: www.nomisweb.co.uk (Census 2011)

4.11 Table 5 below provides information on household composition. Of note is the low number of households with dependent children compared to the parish and district average.

Household Composition	NP area/output area	Great Abington Parish	South Cambridgeshire
One person household	12 (17%)	74 (23%)	14,772 (25%)
One family household	51 (72%)	230 (71%)	41,866 (70%)
Other household	8 (11%)	21 (6%)	3322 (5%)
Total	71	325	59960
Households with dependent children (number)	15	95	18,685
Households with dependent children (% of total)	21%	29%	31%

Table 5: Household composition
Source: www.nomisweb.co.uk (Census 2011)

Baseline for Policies

4.12 The situation on the Land Settlement in 1983 immediately prior to the decision to sell the estate was therefore as follows: each holding had a house and a piggery with some land; most of the houses had been extended to add a bathroom and extra living space; many had outbuildings and glasshouses.

4.13 This situation as at 1983 immediately prior to the decision to sell the estate will be used as the baseline for defining the 62 original holdings and therefore what building will be permitted by the policies in section 6. This will avoid any confusion that might be caused by changes in ownership of land and dwellings during the intervening years.

Current Situation

4.14 Properties in the Land Settlement range from some in their original state being small two up and two down cottages to, at the other extreme, what are now very large houses with many bedrooms and additional facilities. A significant number of businesses of various kinds are operated from the Land Settlement. There are also a considerable number of other buildings including glasshouses, barns, stables and sheds.

4.15 In earlier SCDC local plans there was a specific policy relating to the Land Settlement. This was removed from later plans so that planning applications are considered in the context of the area being 'countryside'. However, the area has a number of features which make it quite different from open countryside as illustrated by the following extract taken directly from an appeal Inspector's report:

".. the Estate overall appears clearly distinguished from the surrounding countryside. This is due, in part, to the linear form of the two parallel private roads that serve the Estate and the regular pattern and layout of the various buildings along them, as well as the noticeable degree to which a significant number of the original dwellings have been extended and altered."

APP/WO530/D/10/2137437

This has meant that planning decisions have been varied and planning officers have found it difficult to find a standard approach.

4.16 This NP provides a framework against which all applications in this area can be assessed and planning decisions made.

5. Aims and Objectives

5.1 The essential aim of the NP is to retain the special character of the Land Settlement while allowing limited development. The plan aims:

- to keep the historic pattern of building on the land settlement, comprising a house with outbuildings (which may include a new dwelling as defined below) surrounded by open land separating each holding;
- to retain the existing single track roads with passing places, currently paid for and maintained through Abington Estate Management Limited (set up specifically to manage the roads);
- to meet the needs of a wide demographic mix on the Land Settlement by allowing for the building of smaller dwellings suitable to both young and elderly;
- to support the construction of smaller high quality dwellings as many original smaller houses have been extended;
- to ensure that new development responds positively to local character and history; and
- to retain the agricultural and paddock land outside the areas defined by the original houses and their outbuildings.

6. The Policies

6.1 To achieve the aims, the NP includes three planning policies which are underpinned by the following general principles:

- i) The NP area remains outside the Great Abington village framework.
- ii) The broadly rural nature of the designated area should be preserved with all public footpaths retained.
- iii) The roads will remain unadopted by the Cambridgeshire County Council.
- iv) Developments will not be allowed which will have an adverse impact on the unique character or appearance of the Land Settlement and /or which have an adverse impact on residential amenity or create unacceptable disturbance.
- v) All new building designs should be in keeping with the agricultural character of the area.
- vi) No development should be allowed that would result in a substantial increase in traffic on the Land Settlement or the need for significant related road development, such as businesses that by their nature require large numbers of vehicle movements.

Policy GAL/1: Extensions to and Rebuilding of Original Dwellings (including those that have been rebuilt)

Extensions to and rebuilding of original dwellings as at the 1983 baseline and/or the replacement of original dwellings as at the 1983 baseline (as shown on Maps 1 and 2) will be supported subject to the following criteria:

1. the design of the dwelling, its landscaping and size are sensitive to the open and rural character of the Land Settlement, recognising and reinforcing the defining characteristics of the area (see Character Assessment);
2. the resulting dwellings complement dwellings nearby in particular the external appearance of all four walls should be brick, washed concrete or timber; windows and doors should be of a traditional simple design; roofs will be in keeping with the existing styles (gabled, half hipped, gambrel) with traditional tiles;
3. the existing uniformity in the layout of the buildings along the road, a key characteristic being the regular separations of open land between holdings, is retained;
4. all extended or replacement dwellings are set back from the roads at least as far as the original dwelling but not significantly further back and within the build line identified on Maps 1 and 2;
5. residential amenity of neighbouring properties and future occupiers of proposed development will not be adversely affected; and
6. the height of the original dwelling is not exceeded.

No completed dwelling will have a gross internal floor area exceeding 300 square metres. Exceptions to this apply in the case of a replacement dwelling where the dwelling being replaced already exceeds 300 square metres; in such cases the replacement dwelling should not exceed the size of this existing dwelling.

New ancillary buildings (e.g. garages) must be subservient to the dwelling it serves and not impact adversely on the open and rural character of the Land Settlement.

Rationale and intent for Policy GAL/1

Retaining character

- 6.2 Policy GAL/1 applies to all development proposals affecting the original dwellings on the Land Settlement or, where these have been rebuilt, the newer properties on the site of the original dwelling. The locations of the original dwellings are shown on Maps 1 and 2. The intention of Policy GAL/1 is to allow extensions and rebuilds in a way which will maintain the historic pattern of building on the Land Settlement, comprising a house (with outbuildings in many cases) surrounded by open land separating each holding. From the roads, the Land Settlement is characterised by the residential properties being well spaced out and a strong uniformity in the layout of the buildings (described in more detail in the Character Assessment). Dwellings are located along the road frontages (an approximate distance of 15

metres from the front of the original house to the near edge of the road) although many of these are hidden from the road behind tree and hedge belts. The piggery is located, in the vast majority of cases, to the side of the main dwelling at varying distances away but at least (in the vast majority of cases) 30 metres from the original dwelling (at the time of the LSA estate, it was stipulated by the Ministry of Agriculture that all livestock had to be a minimum distance from a dwelling). In many instances, there are other outbuildings located to the side of the main dwelling. Between the piggery and the neighbouring residential property there is, in the majority of cases, a gap of about 30 to 40 metres. In places, this gap affords long views from the roadside into the open agricultural land behind the residential curtilages but in other places, this gap is itself hidden behind tree and hedge belts. Originally, all residential dwellings were, together with their piggeries and small greenhouses, set within long rectangular plots with the growing land behind. Plots were separated from the next by the headland of the field and it is this that has left a legacy of a gap.

Maintaining openness

- 6.3 Existing buildings on the Land Settlement are not generally prominent in the landscape. This is due to the buildings being set back from the road at a uniform distance, the extent of mature vegetation along the roadside having the effect of nestling buildings within a rural setting, and the design and layout of the dwelling (including, in the vast majority of cases, rebuilds) being subtle and sensitive to their setting. It is important this key characteristic is retained and that no extensions or rebuilds are allowed that overwhelm or dominate their setting. It is also important that the cumulative effect of rebuilds and extensions is not one which damages rural character or the openness of the landscape.
- 6.4 Policy GAL/1 clarifies that new or replacement dwellings must not be placed significantly further back from the existing building line. The dotted line shown on Maps 1 and 2 indicates the line beyond which development under Policy GAL/1 would not be acceptable.

Dwelling sizes

- 6.5 A number of the original houses on the Land Settlement have been extended or, in some cases, completely rebuilt. The gross internal floor area of these varies from 230 square metres up to over 400 square metres in one or two cases. Increasing the number of dwellings at the higher end of this scale would undermine the aims and principles underpinning the plan. They would, by virtue of their bulk and size, harm the character and openness of the Land Settlement and cumulatively have a detrimental effect on the wider landscape.
- 6.6 Furthermore, housing needs in the NP area, the Parish and the wider District make it important to impose limitation on the increase in dwelling sizes with the aim of preventing a gradual reduction of medium sized dwellings in the countryside. Consideration must also be given to the considerably lower minimum residential floorspace figures in the adopted South Cambridgeshire Local Plan 2011-2031 where the largest of these is 138 square metres for a 6-bedroom property providing 8 bedspaces.
- 6.7 The maximum gross internal floorspace of 300 square metres has been reached having regard to the sizes of those dwellings that have already been built. An evidence base document supporting this plan provides details of estimated gross internal floor areas of properties

within the NP area. This demonstrates that whilst the original dwellings on the Land Settlement are estimated to have had a floor space of approximately 100 square metres, 52 of the dwellings have a floor space larger than this and many have a floorspace considerably larger than this; seven of the properties are estimated to exceed 300 square meters and 24 dwellings are estimated to fall within the 200 to 300 square metre range.

- 6.8 In the district's evidence collected for the purpose of informing their Policy H/12: Residential Space Standards, information has been collected on small sites (9 dwellings or less). This evidence shows that smaller sites are much more likely to be built at lower densities producing figures in line with the 300-square metre floor space maximum threshold set out in this policy. This information is also included in the evidence base document supporting this plan.
- 6.9 The figure excludes basements, buildings such as garages or any other buildings ancillary to the dwelling but separate to the dwelling.

Original and Existing Dwellings

- 6.10 Policy GAL/1 only applies to the Land Settlement original dwellings and any dwellings that have replaced these. The policy does not apply in relation to piggeries converted to residential use since 1983, or to additional dwellings created separately from the original dwelling and separately from the piggery. In many cases the original dwellings have already been extended or replaced. The penultimate paragraph in policy GAL/1 therefore uses the term "existing dwellings" when setting a maximum cap on building size.

National and Local Plan Context to Policy GAL/1

National

- 6.11 Policy GAL/1 is consistent with:
- the fifth core planning principle in paragraph 17 of the National Planning Policy Framework (NPPF, 2012) in that it recognises the intrinsic character and beauty of the countryside in the NP area whilst supporting the community within it;
 - paragraph 58 of the NPPF (2012) because the Policy GAL/1 sets out the quality of development that will be expected for the area and that this is based on an understanding and evaluation of the defining characteristics within the NP area; and
 - paragraph 64 in the NPPF (2012) which states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

South Cambridgeshire Local Plan 2011-2031

- 6.12 Key Local Plan policies relevant to Policy GAL/1 are:

- H/13 Extensions to Dwellings in the Countryside
- H/14 Replacement Dwellings in the Countryside

- 6.13 Policy GAL/1 is broadly consistent with the requirements set out in the above two policies.

Policy GAL/2: Additional dwellings

The development of one additional dwelling on, or adjacent to, the site of each original piggery will be supported provided that:

- 1. the development will not result in more than one additional dwelling for each original house on the Land Settlement estate as at the 1983 baseline;**
- 2. the additional dwelling has a gross internal floor area of no more than 175 square metres;**
- 3. the additional dwelling is suitable for independent living and built to the accessible and adaptable dwellings (M4(2) standard);**
- 4. the design of the dwelling, its landscaping and location on site is sensitive to the open and rural character of the Land Settlement; recognising and reinforcing the defining characteristics of the area (as set out in the Character Assessment);**
- 5. the additional building does not exceed the height of the principal dwelling it is associated with;**
- 6. the existing uniformity in the layout of buildings along the road, a key characteristic being the regular separations of open land between holdings, is retained;**
- 7. the additional dwelling is set back from the roads at least as far as the original piggery but will not be placed significantly further back and within the build line identified on Maps 1 and 2;**
- 8. residential amenity of neighbouring properties and future occupiers of the proposed development will not be adversely affected; and**
- 9. there is safe vehicular site access.**

Proposals to replace an existing annex or an existing dwelling that is the additional dwelling associated with an original dwelling as at the 1983 baseline, or that seek to remove any occupancy restrictions on these same existing dwellings or annexes will be considered against the requirements of this policy.

Other residential development proposals requiring planning permission that result in additional dwellings in the NP area (including residential conversions and new rural dwellings) shall be resisted.

Rationale and intent for Policy GAL/2

Retaining Character

- 6.14 Policy GAL/2 applies to development proposals affecting the piggery building or the site of the piggery building within each plot of land as at 1983. Maps 1 and 2 show the sites of the original piggeries and dwelling houses as at 1983. The intention of the policy is to allow one additional dwelling for each of the original houses as at the 1983 baseline. Restricting the

development to the site of the piggery will help to maintain the pattern of building on the Land Settlement, comprising a house (with outbuildings (which may include a new dwelling) surrounded by open land separating each holding. Prior to commencement, applicants will be required, by condition, to demolish any existing piggery building or associated hard standing surface which is not incorporated into the development proposal.

- 6.15 Due to the limited capacity of the single tracked unadopted roads in the Land Settlement, limited provision of community infrastructure within the NP area and the importance of retaining the special character of the Land Settlement, it is necessary to manage the level of growth that can come forward within the NP area during the plan period. Policy GAL/2 therefore specifically stipulates that there can be no more than one additional dwelling (including any annexes that have been built) per each original house as at the 1983 baselines.

Dwelling sizes

- 6.16 The footprint of a piggery building is approximately 83 square metres once account has been taken of the thickness of external walls etc. The figure of 175 square metres allows for a dwelling to be built on the footprint with a second floor and a little bit of leverage. It is not considered appropriate to allow large extensive dwellings on the site of the piggery as to do so would distort too far the existing pattern of building on the Land Settlement. Many of the principal dwellings have already been extended or rebuilt to create large extensive dwellings. It is necessary that the piggery sites are not built to similar sizes to the principal dwellings in order to avoid the cumulative impact of development becoming detrimental to the wider landscape and unacceptably harmful to rural and open character. It is also important that the piggery site remains visually subservient to the principal dwelling with which it is associated (although it is recognised that there are a few examples of principal dwellings where there has been little or no development and in such cases this may not be possible). Allowing larger homes on the original dwelling site and a smaller home on the piggery site also helps to maintain a balanced housing mix appropriate to meeting local needs. The types of buildings considered suitable for the piggery site would be ideal for meeting needs of older members of the community and young people wishing to stay in the area.
- 6.17 A principal aim of the plan is to meet the needs of a wide demographic mix on the Land Settlement by facilitating the provision of smaller dwellings suitable to both young and old. The annexes that have been built in the NP area to date to suit the needs of an elderly couple have comprised a one and a half-storey (two-bedroom) dwelling using the footprint of the existing piggery and been in line with this floorspace threshold. It is a generous floorspace allowance for the provision of 2 or 3-bedroom properties. However, it would be erroneous to compare this figure to average floor space figures across the district. It is common for housing in rural area to have larger floorspace areas than in urban area and it is also common for small sites to deliver larger floorspace figures than larger sites (see evidence base document supporting this plan for more information).
- 6.18 The figure excludes basements, buildings such as garages or any other buildings ancillary to the dwelling but separate to the dwelling.

Adaptable and accessible homes

- 6.19 Building to the M4(2) standard (accessible and adaptable dwelling standard) will help to ensure that the housing stock enabled through this policy will meet the needs of the residents in the NP area. South Cambridgeshire Local Plan 2011-2031 Policy H/9: Housing Mix includes a requirement for 5% of all new homes on developments of more than 20 or more dwellings to be built to accessible and adaptable M4(2) standard but this would not be realised in the NP area where development is expected to come forward as individual dwellings. The Local Plan policy is underpinned by district wide evidence from the South Cambridgeshire Housing Strategy 2012 – 2016 (showing that in Council housing up to 41% of households includes someone with a disability and 14.3% of private sector households of which just less than half have mobility problems). The age profile of the NP area is however noticeably higher than district wide. At the 2011 Census, 22% of population within the output area⁵ E00092238 (the closest match to the NP area) was aged over 65 compared to 21% at parish level and 17% at district level (see Tables 3 and 4 above).

Annexes and Dwellings already built on the site of the piggery

- 6.20 Where a piggery (or a site associated with the original property) has already been converted or replaced by an annex or dwelling, the opportunity to develop an additional dwelling under this policy has already been taken. Maps 1 and 2 show where, at the time of writing, such dwelling or annexes exist.
- 6.21 However, proposals to extend or replace the annex or dwelling, or that seek to remove any occupancy restrictions on the existing dwellings or annexes will be considered against the requirements of Policy GAL/2.
- 6.22 Where piggery buildings no longer exist and there have been no additional residential dwellings associated with the site of the piggery since 1983, then there is an opportunity for development under this policy. Maps 1 and 2 show where, at the time of writing, such scenarios exist.

Other additional dwellings requiring planning permission

- 6.23 Policy GAL/2 resists development proposals that would lead to residential units in addition to those that are allowed, in principle, on the piggery sites. This would apply to proposals that involve conversions from agricultural use to residential as well as proposals to provide dwellings to support a rural-based enterprise. As stated above in paragraph 6.15 it is necessary to manage the level of growth that can come forward within the plan period due on the one hand to the limited capacity of the single tracked unadopted roads and limited provision of community infrastructure and on the other hand due to the importance of retaining the special character of the Land Settlement.
- 6.24 At the base date of 1983 (when the Estate was sold), the character of the buildings and spaces between them was largely homogenous. Much has changed since then and much development has been authorized for non-residential use (principally agricultural or live work, or uses originally defined as ancillary use). As at January 2016, six small holdings remain in

⁵ Output Areas are the smallest geographical unit for which **Census** data is released.

commercial horticultural use in the NP area. Other properties along North Road have become nurseries or landscaping suppliers. Many other properties are used for the keeping of horses and other animals. To avoid unacceptable cumulative impacts and in order to ensure a consistent approach with regards to new residential development proposals, it is necessary to adopt an extremely cautious approach to other potential sources of additional residential dwellings in the NP area. In September 2017 outline planning permission was granted for eight dwellings on land adjacent to Strawberry Farm in the north-eastern part of the neighbourhood area.

National and Local Plan Context to Policy GAL/2

National

6.25 Policy GAL/2 is consistent with:

- the fifth core planning principle in paragraph 17 of the NPPF (2012) in that it recognises the intrinsic character and beauty of the countryside in the NP area whilst supporting the community within it;
- the eighth core planning principle set out in paragraph 17 of the NPPF (2012) in that it encourages *“the effective use of land by reusing land that has been previously developed, provided that it is not of high environmental value”*;
- paragraph 58 of the NPPF (2012) because the Policy GAL/2 sets out the quality of development that will be expected for the area and that this is based on an understanding and evaluation of the defining characteristics within the NP area;
- paragraph 64 in the NPPF (2012) which states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions; and
- paragraph 50 of the NPPF (2012) as it helps plan for a mix of housing based on demographic trends, market trends and the needs of different groups within the NP community.

6.26 Regard must be had to paragraph 55 of the NPPF (2012) which states that new isolated homes in the countryside should be avoided. In considering this, regard is also had to the fact that the Land Settlement estate is not typical of surrounding countryside in that there are 62 dwellings and associated outbuildings. Furthermore, close by within walking distance in Great Abington village there are shops and services and employment very close by at Granta Park. Policy GAL/2 is primarily focused on providing a planned approach to the reuse of the redundant or disused piggery buildings/sites, whilst also maintaining the open and rural character of the Land Settlement.

South Cambridgeshire Local Plan 2011-2031

6.27 The key Local Plan policies which are applicable to Policy GAL/2 are:

- H/15 Countryside Dwellings of Exceptional Quality
- H/17 Reuse of Buildings in the Countryside for Residential Use

- H/19 Dwellings to Support a Rural-based Enterprise
- S/7 Development Frameworks

- 6.28 Policy GAL/2 departs from the approach set out in H/17 and H/19 because it takes a more flexible approach towards creation of new dwellings in the countryside. It does so by applying a blanket approach across all piggery sites. Policy GAL/2 also departs from the approach set out in H/17 by resisting other residential conversions in the NP area.
- 6.29 Policy GAL/2 is broadly consistent with Policy S/7 which allows development to be permitted outside of development frameworks if it is part of an allocation within a Neighbourhood Plan.
- 6.30 Policy GAL/2 is a response to a specific set of local circumstances in the NP area. It is a planned approach which has resulted from a creative exercise by the community to bring forward potential sites in a balanced way where economic, social and environmental goals are jointly and simultaneously sought through the planning system. Policy GAL/2 is also informed by the Character Assessment supporting the plan and seeks to positively manage the impact of new residential development on the openness of the Land Settlement by restricting it to the existing settlement pattern. In order for the NP not to have unacceptable cumulative impacts and bring about an unintended quantity of development, Policy GAL/2, is justified in taking a cautious approach to development proposals which could allow for other residential development in the NP area. Policy GAL/2 is a locally-specific interpretation of the more strategic South Cambridgeshire Local Plan 2011-2031 policies but overall, it is in broad conformity with the intentions and principles underpinning the adopted Local Plan policies.

Policy GAL/3: Road usage limitation in the Neighbourhood Plan area

Proposals for new development will be supported where they can be satisfactorily incorporated within the neighbourhood area both in terms of the capacity of its highway network and the impact of additional traffic on the amenities of its existing residential properties.

Development that results in significant additional traffic on the Land Settlement estate or damages residential amenity through traffic generation will not be supported.

Rational and intent for Policy GAL/3

- 6.31 The roads on the Land Settlement are South Road, North Road, Chalky Road and Cutting Road; all are unadopted roads. North Road and South Road have junctions onto Newmarket Road, and Cutting Road has a junction on to Pampisford Road. The unadopted roads are single tracked roads with 26 formal and 7 informal passing places. Whilst it may be possible to increase the number of passing places it will not be possible and is not considered appropriate to increase road capacity through road widening.
- 6.32 The roads are owned by the Abington Estate Management Limited (AEML) which is a limited company set up to manage and maintain the estate's roads, including the formal passing places. The members of the AEML are all the freehold owners of property (houses and/or

land) on the Land Settlement estate. The company is managed by a board of directors, with the directors being elected by the membership. Owners of property on the estate are legally responsible for the payment of the AEML annual membership fee. They are required to ensure that this obligation is transferred to any new owner as part of the conveyance process when disposing of part or all of their property. Failure to transfer the obligation leaves the original property owner with the legal responsibility to pay.

6.33 A Transport Statement has been prepared by Phil Jones Associates to support the plan and specifically to assess the impact of the development allowed as part of this plan i.e. additional dwellings on the piggery sites. This Statement concludes that the likely transport impact associated with the development envisaged by the Neighbourhood Plan is acceptable. The following conclusions are also made:

With regards the Internal LSE Network

- Given the numerous opportunities along all estate roads for vehicles to safely pass each other, the potential for conflicting vehicle movements to occur is limited.
- AEML have no control over the informal passing places and in the case that one of these is lost as a result of alterations carried out by a property owner, it could trigger the need for AEML to invest in additional formal passing places.
- The analysis did not itself identify such a need and shows that there remain sufficient formal opportunities for vehicles to safely pass each other.
- The report notes that changes of circumstances, property use, level of vehicle use, or development not envisaged as part of the Neighbourhood Plan could result in a need for investment in minor road improvements on the LSE roads (such as formal passing bays). As the 2018 Transport Statement does not identify this, such a need would have to be demonstrated in a separate assessment based on circumstances at the time.

With regards construction traffic impact

- On the basis that there are a number of HGV movements routing to and from the estate as a result of existing commercial units operating with the Land Settlement, the report assumes that the existing roads are capable of accommodating HGV movements of 3-axle trucks as well as 4-axle rigid trucks that are up to 14.5 m long and can weigh up to 30 tonnes.
- The assumption was made in the absence of detailed information about the substructure of existing estate roads.
- As the number and location of dwellings to be constructed at any given time are not known at the stage of preparing the Transport Statement, the total number of daily construction vehicle trips impacting on the estate roads will need to be assessed separately.
- In the absence of detailed information about the substructure of the existing estate roads, it is recommended that a pavement core test shall be undertaken prior to

construction works undertaken within the plan area and results to be assessed in relation to predicted volume and size of construction vehicles.

With regards the wider road network

- The forecast trip generation associated with the delivery of up to 62 additional dwellings will result in 33 additional two-way trips during the AM peak hour and 33 additional two-way trips during the PM peak hour. Taking into consideration the three separate access points to the Land Settlement and the strategic location of it, it is expected that vehicle trips will dissipate quickly across the surrounding road network.

Granta Park Roundabout

- It is expected that a proportion of the 33 vehicle trips generated during the peak hours will route across the Granta Park Roundabout which already experiences congestion during the network peak hours. The Transport Statement concludes however that the impact of additional traffic associated with developed envisaged as part of the Neighbourhood Plan will not result in a significant increase in traffic and the performance of the surrounding junctions will not change to an extent that it does not match the expectation of the users of the road network.

6.34 Whilst the Transport Statement indicates that additional road related development is unlikely to be needed as a result of the development envisaged as part of Policy GAL/2 of the Neighbourhood Plan, it is important that the Neighbourhood Plan can respond, should this, during the plan period, not be the case. It is also important to take into account all development proposals (including non-residential) that could come forward during the period 2018 to 2031. In the case of any individual development proposal triggering the need for minor improvements to the road infrastructure (e.g. additional formal passing places), it would be inappropriate for planning permission to be granted until plans are in place for securing such improvements. Such improvements would need to be considered and approved by the District Council and AEML. On a case-by-case basis this could be achieved through the imposition of a planning condition or through a planning obligation.

6.35 Any development proposals that would individually or cumulatively lead to substantial increases in traffic would not be appropriate in the NP area due to the limited capacity of the road network. It could be that some traffic impacts could be mitigated through more significant changes to the road infrastructure which would alter the existing layout of single track roads with passing places. But such mitigation measures will themselves detract from the rural character of the plan area and conflict with the aims and principles of this plan.

6.36 Policy GAL/3 will apply to all proposals requiring planning permission in the NP area not just the residential proposals. Any transport implications associated with development not envisaged by the Neighbourhood Plan would need to be subject to its own transport assessment.

Development Frameworks

6.37 The NP remains outside the development framework. The South Cambridgeshire Local Plan defines the boundary of development frameworks. With the exception of development

allowed under Policies GAL/1 and GAL/2, the countryside designation applies across the NP area.

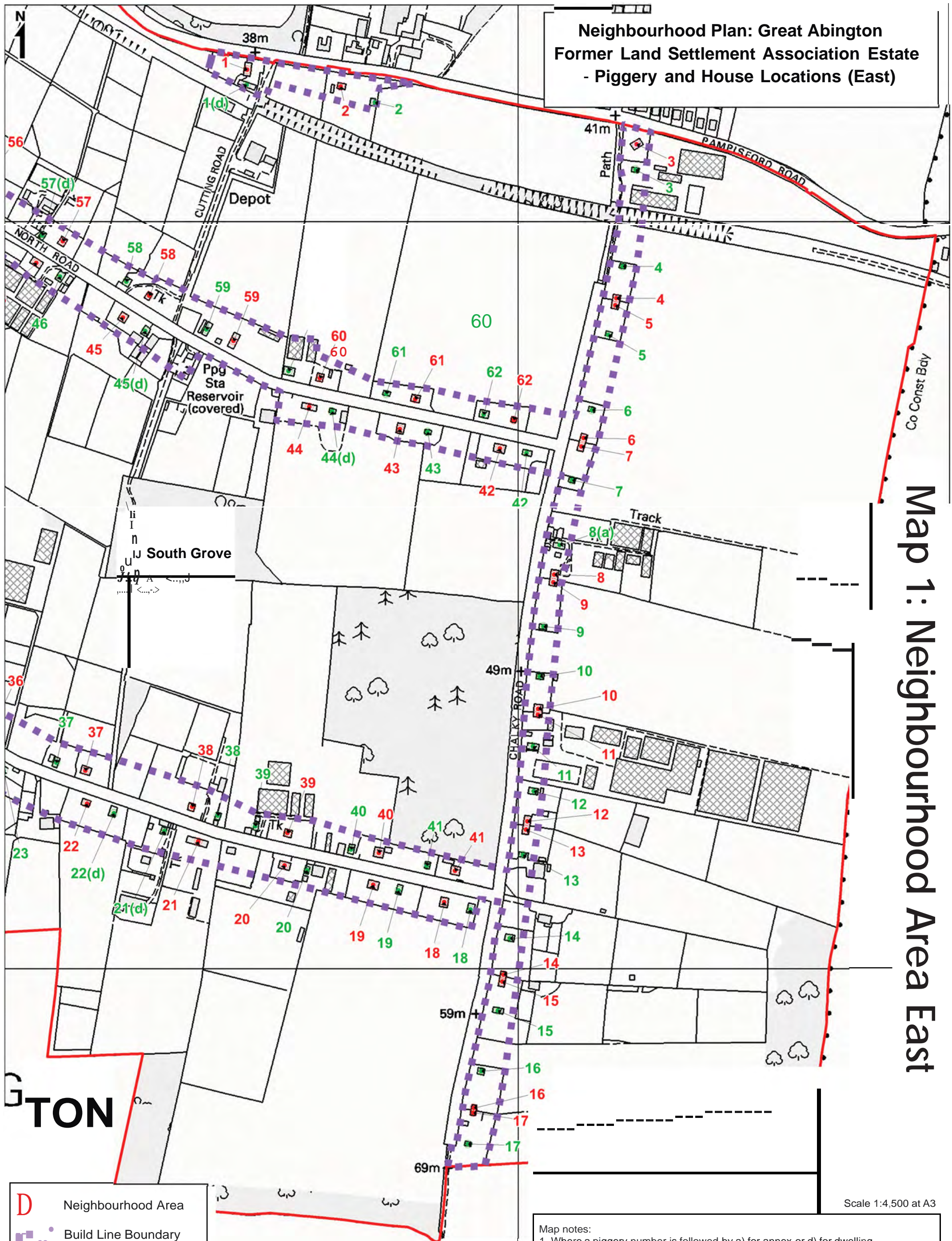
Permitted Development Rights

- 6.38 Permitted development rights, as set out in the Town and Country Planning (General Permitted Development) (England) Order 2015 and any revisions to this will apply in the NP area.

7. Brent Ditch

- 7.1 The Neighbourhood Plan designated area incorporates Brent Ditch which is a Scheduled Monument. The proposals in this plan do not affect Brent Ditch which is a recognised important historic asset.

**Neighbourhood Plan: Great Abington
Former Land Settlement Association Estate
- Piggery and House Locations (East)**



Map 1: Neighbourhood Area East

D Neighbourhood Area

Build Line Boundary

House

Site of Piggery

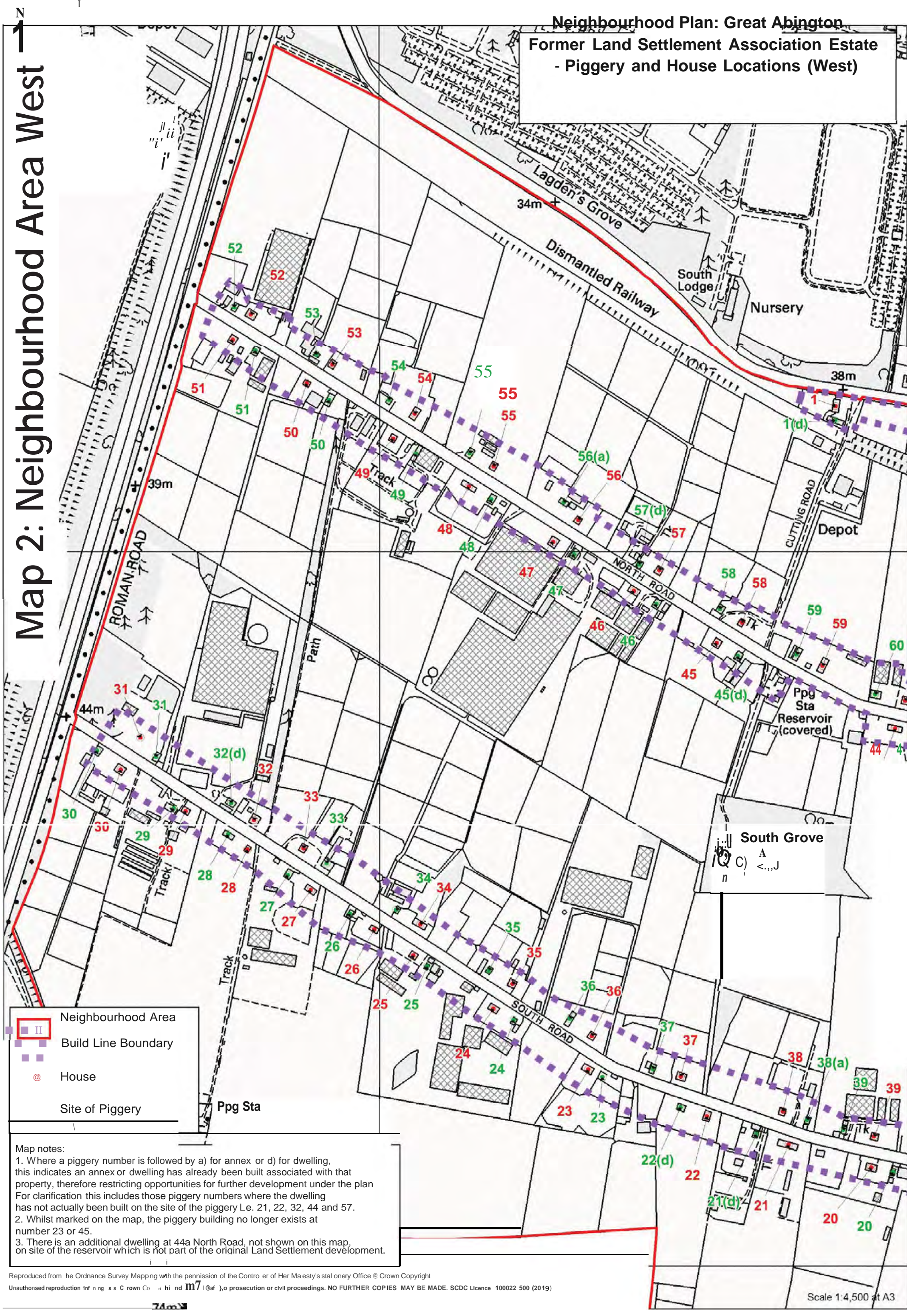
Scale 1:4,500 at A3

Map notes:
 1. Where a piggery number is followed by a) for annex or d) for dwelling, this indicates an annex or dwelling has already been built associated with that property, therefore restricting opportunities for further development under the plan. For clarification this includes those piggery numbers where the dwelling has not actually been built on the site of the piggery i.e. 21, 22, 32, 44 and 57.
 2. Whilst marked on the map, the piggery building no longer exists at number 23 or 45.
 3. There is an additional dwelling at 44a North Road, not shown on this map, on site of the reservoir which is not part of the original Land Settlement development

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Map 2: Neighbourhood Area West

Neighbourhood Plan: Great Abington Former Land Settlement Association Estate - Piggery and House Locations (West)



Neighbourhood Area
 Build Line Boundary
@ House
@ Site of Piggery

Map notes:

1. Where a piggery number is followed by a) for annex or d) for dwelling, this indicates an annex or dwelling has already been built associated with that property, therefore restricting opportunities for further development under the plan. For clarification this includes those piggery numbers where the dwelling has not actually been built on the site of the piggery. I.e. 21, 22, 32, 44 and 57.
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