

**PLANNING APPLICATION WITH REGARDS THE
VILLAGE CENTRE (SOUTH) COMPRISING A
HOTEL AND ASSOCIATED FACILITIES,
BAR/BRASSERIE AND A COVERED MARKET
(CANOPY LINK), WITH ASSOCIATED
LANDSCAPING AND CAR PARKING**

**HEYFORD PARK, CAMP ROAD, UPPER HEYFORD,
OXFORDSHIRE, OX25 5HD**

PLANNING STATEMENT

ON BEHALF OF DORCHESTER GROUP

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)
PLANNING AND COMPULSORY PURCHASE ACT 2004**

Pegasus Group

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1. INTRODUCTION

1.1 This Planning Statement has been prepared by Pegasus Group on behalf of the Dorchester Group (the Applicant) to accompany an application for Full Planning Permission with regards the development of the Village Centre (South) comprising a Hotel and associated facilities, Bar/Brasserie and a Covered Market (Canopy Link), with associated landscaping and car parking (the Proposed Development) on land south of Camp Road (including Buildings 455 and 457), Heyford Park, Oxfordshire OX25 5HD (the Application Site).

1.2 The Site Location Plan (see **Drawing 2738-JW-001**) identifies the Application Site which extends to an area of 0.72 hectares. The Application Site encompasses all land necessary for the construction and operation of the development and vehicular access to the public highway.

1.3 The Planning Application submission comprises:

- 1APP Application Form, notices and certificates;
- Planning Statement (this document);
- Design and Access Statement;
- Heritage Assessment and Impact Study;
- Statement of Community Involvement;
- Flood Risk Assessment;
- Transport Statement;
- Arboricultural Survey and Impact Statement; and
- Planning Application Drawings:

Drawing Title:	Drawing Number:
Location Plan	2738-JW-001 P03
Proposed Site Plan	2738-JW-002 P03
Building 455, Existing Plans, Ground Floor	2738-JW-100 P03
Building 455, Existing Plans, First Floor	2738-JW-101 P03
Building 455, Existing Plans, Roof Level	2738-JW-102 P03
Building 457, Existing Plans	2738-JW-105 P02
Building 457, Existing Roof Plan	2738-JW-106 P01
Building 455, Demolition Plans, Ground Floor	2738-JW-110 P03
Building 455, Demolition Plans, First Floor	2738-JW-111 P03
Building 455, Demolition Plans, Roof Level	2738-JW-112 P03
Building 457, Demolition Plans	2738-JW-115 P02
Building 457, Demolition Plans, Roof Level	2738-JW-116 P01

Drawing Title:	Drawing Number:
Building 455, Existing Elevations	2738-JW-120 P02
Building 457, Existing Elevations	2738-JW-121 P03
Buildings 455 and 457, Existing Sections	2738-JW-122 P02
Building 455, Proposed Plan, Ground Floor	2738-JW-210 P03
Building 455, Proposed Plan, First Floor	2738-JW-211 P03
Building 455, Proposed Plan, Roof Level	2738-JW-212 P02
Building 455, Proposed North and South Elevations	2738-JW-213 P04
Building 455, Proposed East and West Elevations	2738-JW-214 P04
Building 455, Proposed Sections AA and BB	2738-JW-215 P04
Building 457, Proposed Ground and First Floor Plans	2738-JW-220 P03
Building 457, Proposed Roof Plan	2738-JW-221 P01
Building 457, Proposed Sections	2738-JW-222 P04
Proposed Canopy Link, Ground Floor and Roof Plan	2738-JW-230 P02
Proposed Canopy Link, Sections and Elevations	2738-JW-231 P04
Village Centre, Condition 21 Traffic Calming Layout	HEYF-5-207 P
Village Centre, Condition 21 Traffic Calming Layout SH2	HEYF-5-212 D
Village Centre, Condition 21 Traffic Calming Layout SH3	HEYF-5-213 D
Village Centre, Condition 21 Tracking	HEYF-5-220 F
Village Centre, Bus Route Tracking	HEYF-5-221 D

- Illustrative Plans:

Drawing Title:	Drawing Number:
3D Visual, Camp Road North-East View	2738-JW-300 P02
3D Visual, Village Green Terrace, South-West View	2738-JW-301 P03
3D Visual, Village Square Entrance	2738-JW-302 P02
3D Visual, Canopy Link Interior	2738-JW-303 P02
3D Visual, Village Green, South View	2738-JW-304 P03
3D Visual, Village Green Terrace, South East View	2738-JW-305 P02
3D Visual, Village Square, North West View	2738-JW-306 P03

1.4 *Pre-application Discussions* – The Applicant has engaged with pre-application discussions with Cherwell District Council through a series of general Heyford Park settlement meetings and specific Village Centre meetings; these were, as relevant, attended by Cherwell District Council (Andrew Lewis and Paul Acton) and Oxfordshire County Council (Joy White, Paul Dear and Chris Nichols).

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- 1.5 *Community Consultation* - The Applicant has undertaken a series of community consultation events; these are detailed within the submitted **Statement of Community Involvement**.
- 1.6 *Structure* – This Planning Statement is not intended to duplicate matters referred to elsewhere, rather it provides a comprehensive overview of the Application Site and relevant planning history, the Proposed Development and the identification and appraisal of the Proposed Development in the context of the identified planning policies and other material considerations.
- 1.7 This Planning Statement is structured as follows:
- **Chapter 1: Introduction** (this Chapter) – Introduces the planning application, Applicant, Application Site and Proposed Development;
 - **Chapter 2: Application Site and Context** – Provides a description of the Application Site and its immediate surrounding context, and an overview of the relevant planning history;
 - **Chapter 3: Proposed Development** – Provides a summary of the reasons for the Proposed Development and describes the Proposed Development, scale and materials etc.;
 - **Chapter 4: Planning Framework** – Provides a summary of the key relevant planning and heritage legislation, policy and guidance at a national and local level that comprise the Development Plan and material planning considerations;
 - **Chapter 5: Planning Assessment** - Assesses the Proposed Development in the context of the extant planning policy of the Development Plan and other material considerations; and
 - **Chapter 6: Summary and Conclusions** – Provides a summary of the key findings from this Planning Statement.

2. APPLICATION SITE AND CONTEXT

Existing Application Site

- 2.1 The Application Site is situated within Heyford Park, Oxfordshire, approximately 7km north-west of Bicester, 13km south-east of Banbury and 3km south-west of Junction 10 of the M4 Motorway. The Application Site is located approximately midway along and to the south of Camp Road which passes through the centre (east-west) of Heyford Park (see **Drawing 2738-JW-001**).
- 2.2 Heyford Park comprises circa 520 hectares of land that was previously developed as the RAF Upper Heyford military base. The military base was initially constructed in 1916 for use as an airfield during the First World War and remained operational for military use (with some minor periods of cessation) by the Royal Air Force (RAF) until circa 1950. At this time, whilst remaining a Ministry of Defence (MoD) site, its occupation was transferred to the United States Air Force (USAF) as part of the Cold War strategic defence. The USAF remained in occupation until 1994 when the site was handed back to the MoD and its military use ended. The military base was subsequently sold to private investors following which it has been the subject of two notable planning permissions for its redevelopment to form a new mixed use settlement (see **Planning History** below).
- 2.3 Accordingly, the Application Site comprises circa 0.72 hectares of brownfield land within the former military base. The Application Site is presently occupied by the former military Buildings 455 (the former Institute) and 457 (the former Sergeant's Mess), the intervening land and surrounding areas of amenity grass, a row of mature trees to the north and south, footpaths and access roads/parking to the south, east, north and between the two buildings, as well as barren land following the earlier demolition of buildings. The Application Site has no physical/discernible boundaries on the ground.
- 2.4 Details of the existing floor plans, elevations and sections for Building 455 and 457 (including finishes) are given on the following drawings:

Drawing Title:	Drawing Number:
Building 455, Existing Plans, Ground Floor	2738-JW-100 P03
Building 455, Existing Plans, First Floor	2738-JW-101 P03
Building 455, Existing Plans, Roof Level	2738-JW-102 P03
Building 457, Existing Plans	2738-JW-105 P02

Drawing Title:	Drawing Number:
Building 457, Existing Roof Plan	2738-JW-106 P01
Building 455, Existing Elevations	2738-JW-120 P02
Building 457, Existing Elevations	2738-JW-121 P03
Buildings 455 and 457, Existing Sections	2738-JW-122 P02

- 2.5 The Application Site is located approximately central to Heyford Park and is presently bounded to the east, south and west by a combination of former military buildings, barren land following demolition works and on-going redevelopment for residential development. Immediately to the north is Camp Road which provides the primary access (east-west) through Heyford Park and forms part of the adopted public highway.
- 2.6 Camp Road provides access east towards Arley Road (B430) which in turn provides access north to the M40 (Junction 10) and towards Brackley and Northampton (via the A43), and south towards Oxford (via the A34) and Bicester (via the B4030); to the west Camp Road provides access to the villages of Upper and Lower Heyford, beyond which are alternative routes north to Banbury and south to Oxford (both via the A4260). Local public transport services include bus services with bus stops along Camp Road and rail services stopping at Lower Heyford Station.
- 2.7 The former RAF Upper Heyford military base as a whole was designated as a Conservation Area in 2006 reflecting the key role the military base played in the Cold War years and its distinctive military architecture and layout. The Former RAF Upper Heyford Conservation Area Appraisal (CDC, April 2006) describes the 'RAF domestic and residential area', within which the Application Site is located, as:

"The 1920s, red brick, RAF buildings to the south of Camp Road are laid out around and orientated towards the parade ground. The style of the buildings within the area is again British Military and because of their grid-like orientation the area has a strong 'campus' character distinct from the Technical Site to the north on the other side of the road. The area immediately south of the parade ground was developed during the period of RAF expansion in the 1930s. The area is dominated by the Institute (488) and H-blocks (489, 498 and 500) set around it. This area has a coherent character distinct from the 1920s buildings. The general 'military architect' character of the area has been diluted by post-war alterations."

2.8 Similarly, the Landscape Character Assessment of the Airbase South of the Cold War Zone (ACTA, March 2006) indicates that the Application Site is to the north of character area 4B 'Parade Ground Buildings' of the 'Barracks and Institutions' area, which is described as:

"This area is defined by Camp road to the north, the East Huts and a line of mature trees on the east edge, the change to the late 1930s layout to the south and Carswell circle to the west. Its framework is formed by the 1925-6 layout of the Sergeant's Mess (457), Institution (455), Cookhouse (474) and barrack blocks around the parade square. But all of the barrack blocks except 485 have been substantially altered or completely rebuilt and no longer have a 1920s character.

Within this framework there have been post-war changes, including the conversion of 440 into a large, rambling structure dominated by its balconies and the construction of the Open Mess and Recreation Centre (472) on the south part of the parade ground. There are also small prefabricated buildings which are generally white or cream with dark roofs such as 468, 449 and 484. The additions to the 1920s buildings such as the brick structures on the south, west and north elevations of the Institute (455) and the north and west of the Sergeants' Mess (457) add to the clutter. In the land between 471/466 and Carswell Circle there are prefabricated buildings in varied materials but also the 1930s Central Heating Plant (467) and the Decontamination Centre (465). There are many semi-mature trees particularly in the north where there is abundant Red Horse Chestnut (*Aesculus x carnea*) set out around the parade ground, but there are also random groups of conifers. The overall characteristics are thus:

- Confusing mixture of buildings in varying styles, materials and quality;**
- 1920s buildings usually in dark brick with pitched slate roofs surrounded by later structures;**
- Very varied tree cover;**
- Scattered prefabricated buildings in several different materials."**

2.9 The significance of the Parade Ground Buildings area is considered within the Archaeology and Cultural Heritage Chapter of the Environmental Statement produced in support of the new settlement area, 'The Lead Appeal' with the overall significance of the Parade Ground Buildings area identified as being 'Low' and described as:

"16.5.139 ... A confusing mixture of buildings in various periods, styles, material and quality with considerable

infill characterise this area. The primary 1920s layout is formed around the Parade Square with a Sergeants' Mess, Institution, Cookhouse and Barrack Blocks. Some of these structures have been subject to additions, and the barracks have been substantially altered/rebuilt except building no. 485. Those that have been rebuilt may be of negligible significance but have been valued at low because they have group value, and add to value of the Character Area. The western parameters of this area include Post-War structures such as a Thrift Shop and Store. These structures have been less well maintained than the 1920s buildings to the north of Camp Road, are presently empty, and some have considerable external vegetation, particularly the Sergeants' Mess (OA12B.2).

16.5.140 The 1920s structures facing Camp Road (OA12B.1-OA12B.3) are of particular interest and are architecturally impressive structures, which add value to the core 1920s landscape opposite (Area 14E) ..."

- 2.10 This assessment of significance for the Parade Ground Buildings area and the Institute (Building 455) was reiterated in the subsequent Archaeology and Cultural Heritage Chapter of the Environmental Statement produced in support of the new settlement area, 'The Outline Consent' (see Planning Context below).
- 2.11 Notwithstanding the location of Buildings 455 and 457 within the Conservation Area, the Conservation Area Appraisal identified both buildings as a 'Non-Listed Building of Local Significance'. A detailed description of the heritage context to the Application Site with specific regards to these buildings and the effects of the Proposed Development thereupon is provided in the separately submitted **Heritage Assessment and Impact Study**.
- 2.12 The Application Site and immediate surroundings are not subject to any other statutory or non-statutory environmental designation.

Planning Context

- 2.13 The former RAF Upper Heyford military base has an extensive planning history. The most notable planning applications with the regards the Application Site are two recent decisions involving the comprehensive redevelopment of the former RAF Upper Heyford military base as a whole or part thereof, and two further applications with regards Building 455 and Building 457.
- 2.14 The first of these decisions, referred to as the 'Lead Appeal', relates to an outline planning application (08/00716/OUT) for the formation of a new settlement of 1,075 dwellings, together with associated works and facilities, including

employment uses, community uses, a school, playing fields and other physical and social infrastructure, across the entire former military base. The scheme was allowed at appeal (APP/C3105/A/08/2080594) dated 11 January 2010. The accompanying illustrative masterplan for the Lead Appeal identified the Application Site and general surrounding area as forming part of the settlement's core, providing neighbourhood facilities such as a retail offer and a nursery.

- 2.15 The second of these decisions, referred to as the 'Outline Consent', relates to a subsequent outline planning application (10/01642/OUT) concerned with only that part of the military base referred to as the 'New Settlement Area'. This application sought consent for a proposed new settlement of 1,075 dwellings including the retention and change of use of 267 existing military dwellings to residential use Class C3 and the change of use of other specified buildings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure. The scheme was approved by Cherwell District Council on 22 December 2011.
- 2.16 The accompanying illustrative masterplan for the Outline Consent identified the Application Site as forming part of the Local Centre, delivering the following use classes:
- A1 Shops;
 - A2 Financial and Professional Services;
 - A3 Restaurant and Cafes;
 - A4 Drinking Establishments;
 - A5 Hot Food Takeaways;
 - D1 Non-Residential Institutions; and
 - C3 Dwelling Houses.
- 2.17 In addition, Conservation Area Consent (10/01619/CAC) was granted by Cherwell District Council on 14 February 2011 for the partial demolition of Building 455 and Building 457 and their change of use to provide use class A3-A5, to the same quantum as set out in the Outline Consent.
- 2.18 Both the Lead Appeal and Outline Consent applications were accompanied by Design and Access Statements and Environmental Statements.
- 2.19 Subsequent to the above, planning permission has been granted for the partial demolition and subsequent refurbishment and renovation of Building 455 (15/01849/F) and Building 457 (15/01944/F). These planning permissions have

been implemented and work is on-going with the partial demolition of these structures.

3. PROPOSED DEVELOPMENT

3.1 The Proposed Development would form part of the Village Centre proposed at the centre of Heyford Park settlement under the extant Outline Consent. Details of the design vision and approach to developing the Village Centre in its wider context are set out within the **Design and Access Statement (Section 3)**.

3.2 The Proposed Development comprises a Hotel and associated facilities, Bar/Brasserie and Covered Market (Canopy Link), with associated landscaping and car parking (see **Drawing 2738-JW-002**). The Proposed Development would involve the partial demolition and subsequent refurbishment and renovation of Buildings 455 and 457, and the construction of the intervening Covered Market (Canopy Link).

3.3 The Proposed Development seeks to provide a series of flexible multi-purpose spaces; the accommodation to be provided would comprise:

Building	Use Class	Floorspace (m ²)
Covered Market	A1-A3 & D1	403
Building 455	C1	1,642
Building 457	A3-A5	636

3.4 The mix of development proposed responds to the findings of research undertaken by the Dorchester Group with the aim of establishing the requirements of the Village Centre to meet the needs of existing and future residents. Similarly, a marketing exercise concluded that the above mix of uses were the most viable for Building 455 and 457 with the primary interest relating to a pub/restaurant/hotel, albeit requiring modification to the buildings to achieve a configuration suitable for commercial operations.

3.5 A summary of the key elements is provided below; full details of the design philosophy and proposals for the built development and landscaping are provided within the separately submitted **Design and Access Statement** and **planning drawings**.

Hotel and Associated Facilities (Building 455)

3.6 It is proposed that Building 455 be used for the purposes of a hotel with associated uses including lounge, function rooms, spa, screening room, games/music room and bowling alley, with associated facilities.

- 3.7 In summary, the works would involve the demolition of the eastern part of the building and lean-to structures to the south-east and west, reconfiguration of the main two storey element and include new extensions to the north and east. The two-storey structure to the front of the building (west) would be retained with the majority of windows and doors either retained or replaced, with some new windows and doors; all of these would be constructed in a style and materials to match the existing with the exception of the new doors into the Village Square Canopy Link. The remainder of external works to the western part of the building would generally comprise repairs (e.g. fixing/replacing gutters, doors, windows etc. as appropriate) and the refurbishment of the fabric of the building to ensure structurally sound, water-tight and aesthetically pleasing. New extensions are proposed to the north, east and south which would comprise two-storey pitched roofed buildings of a modern style and materials, clearly distinguishing between the new and old. Internally, modifications would involve the creation of new openings and the blocking up of existing openings to create functional space, as well as general refurbishment and decoration to bring the building to a functional, modern and aesthetically pleasing standard, and provide the transition to the newly constructed part of the building to the east.
- 3.8 Details of the proposed works and finishes to Building 455 are shown on the following drawings:

Drawing Title:	Drawing Number:
Building 455, Demolition Plans, Ground Floor	2738-JW-110 P03
Building 455, Demolition Plans, First Floor	2738-JW-111 P03
Building 455, Demolition Plans, Roof Level	2738-JW-112 P03
Building 455, Proposed Plan, Ground Floor	2738-JW-210 P03
Building 455, Proposed Plan, First Floor	2738-JW-211 P03
Building 455, Proposed Plan, Roof Level	2738-JW-212 P02
Building 455, Proposed North and South Elevations	2738-JW-213 P04
Building 455, Proposed East and West Elevations	2738-JW-214 P04
Building 455, Proposed Sections AA and BB	2738-JW-215 P04

Bar/Brasserie (Building 457)

- 3.9 It is proposed that Building 457 be used for the purposes of a bar/brasserie with associated facilities.
- 3.10 In summary, the works would involve the demolition of the rear of the building (north) primarily comprising the later additions to the building and the linked

structures to the side (west), all of which are of a mixed age and materials. The front of the building (south) would be retained with the majority of windows either retained or replaced, all of which would be constructed in a style and materials to match the existing, with the exception of the replacement modern doors. The remainder of external works to the southern part of the building would generally comprise repairs (e.g. fixing/replacing gutters, doors, windows etc. as appropriate) and the refurbishment of the fabric of the building to ensure structurally sound, water-tight and aesthetically pleasing. The rear of the building (north) would be replaced by a two-storey flat roofed structure including terrace in a modern style and materials, clearly distinguishing between the new and old. Internally, modifications would involve the creation of new openings and the blocking up of existing openings to create functional space, as well as general refurbishment and decoration to bring the building to a functional, modern and aesthetically pleasing standard, and provide the transition to the newly constructed part of the building to the north, and with new doors into the Village Square Canopy Link.

- 3.11 Details of the proposed works and finishes to Building 457 are shown on the following drawings:

Drawing Title:	Drawing Number:
Building 457, Demolition Plans	2738-JW-115 P02
Building 457, Demolition Plans, Roof Level	2738-JW-116 P01
Building 457, Proposed Ground and First Floor Plans	2738-JW-220 P03
Building 457, Proposed Roof Plan	2738-JW-221 P01
Building 457, Proposed Sections	2738-JW-222 P04

Covered Market (Canopy Link)

- 3.12 The Covered Market would span between Buildings 455 and 457. The Covered Market would provide a flexible internal multi-purpose space that would provide for a combination of uses, including market stalls, café/take-out and seating areas, street performance, events and displays etc., as well as forming a transitional space between the Hotel (Building 455) and Bar/Brasserie (Building 457) in an east-west orientation, and between the external part of the Village Square (north) and the Village Green and residential dwellings beyond in a north-south orientation.
- 3.13 In summary, the works would involve the construction of a light-weight structure and physical connections to both Buildings 455 and 457 to provide a water-tight

space. The design proposes a contemporary style with modern materials to clearly distinguish between the new and old, and to maintain the integrity and interpretation of Buildings 455 and 457. The Covered Market would be constructed using a combination of a long span trussed roof with contemporary timber and glulam beam detailing, and glazed walls to the north and south with glazed doors to provide transparency through the Covered Market between the external Village Square/Camp Road and the Village Green.

3.14 Details of the proposed works and finishes are shown on the following drawings:

Drawing Title:	Drawing Number:
Proposed Canopy Link, Ground Floor and Roof Plan	2738-JW-230 P02
Proposed Canopy Link, Sections and Elevations	2738-JW-231 P04

Landscaping Strategy

3.15 Details of the landscaping strategy is shown within the **Design and Access Statement (Section 4)**. The landscaping strategy has been developed to align with the Design Code (version 5.2, dated October 2013) that has been approved (13/00153/DISC, 07 November 2013) pursuant to Condition 8 of the Outline Consent (10/01642/OUT, 22 December 2011), and that sets out the overarching design approach to development within Heyford Park. A detailed scheme for the hard and soft landscaping is proposed to be controlled through a suitably worded planning condition.

3.16 The landscaping strategy comprises the following key elements:

- *Village Square* – The Village Square extends from Camp Road (north) through the Covered Market link the Hotel (Building 455) and Bar/Brasserie (Building 457), to front onto the Village Green. To the north, the Village Square provides a focal point along Camp Road, attracting visitors' attention and leading them into the Village Centre and its amenities. The proposals comprise a traditional central meeting point for trade, socialising and community events.
- *Bar/Brasserie Terrace and Gardens* – To the south of the Bar/Brasserie (Building 457) would be an outdoor dining terrace including kitchen garden.
- *Courtyard Parking* – Parking courtyards will be located adjacent to both the Hotel and Bar/Brasserie, whilst functional planting used to break up the large areas of hardstanding normally associated with car parking.

3.17 The landscaping strategy has been designed to provide key views into and through the Village Square and to provide pedestrian movement throughout, between buildings and through the Covered Market connecting the Village Centre

to the North of Camp Road with the Village Green to the south, and with the wider residential areas.

- 3.18 The hard surfacing will comprise a combination slim red brick paviours in a herringbone pattern, a blend of granite slabs in linear pattern of varying width and finish, permeable bound gravel/hoggin, as appropriate to the use and predicted footfall in the area.
- 3.19 The proposals will involve the removal of 18 trees within the Application Site, as identified in the **Arboricultural Survey and Impact Assessment**. Following a review of existing trees within Heyford Park with the Council's Tree Officer it was noted that proposals for tree loss should be made within the context of the wider replacement/planting strategy across the new settlement and in the longer term. Replacement tree planting is proposed (see **Design and Access Statement, Section 4**) with species selected to reflect the use and character of the specific area, i.e. Village Square, Courtyard Parking or Village Green.
- 3.20 The soft landscaping would comprise a selection of planting providing seasonal leaf colour and rich textures, and to provide seasonal flowering as well as all-year round interest. The gardens around the Bar/Brasserie (Building 457) would comprise a kitchen gardens that tie into the theme of accessible cooking and dining.
- 3.21 Public furniture is designed to integrate with the landscape proposals to maximise informal seating provision and free up public open space for flexible community use. A simple palette of bollards, refuse bins, seating, signage and lighting has been prepared that complies with British Standards, relevant Codes of Practice and Construction Design and Management Regulations.

Access and Parking

- 3.22 The proposed vehicle and pedestrian access is shown within the **Design and Access Statement (Sections 4.5 and 4.6)** with further detail, including works to Camp Road (outside the Application Site) and vehicle tracking, shown on the following drawings:

Drawing Title:	Drawing Number:
Village Centre, Condition 21 Traffic Calming Layout	HEYF-5-207 P
Village Centre, Condition 21 Traffic Calming Layout SH2	HEYF-5-212 D
Village Centre, Condition 21 Traffic Calming Layout SH3	HEYF-5-213 D

Drawing Title:	Drawing Number:
Village Centre, Condition 21 Tracking	HEYF-5-220 F
Village Centre, Bus Route Tracking	HEYF-5-221 D

3.23 *Vehicle Access* – A new access would be constructed from Camp Road into the parking courtyard to the east of the proposed Hotel (Building 455); this would be a no-through-road. Two further access into the parking courtyards to the west of the proposed Bar/Brasserie would be constructed from the Phase 5a road (east and west), which in turn provides access to Camp Road. A detailed scheme for the access, junctions and surfacing materials is proposed to be controlled through a suitably worded planning condition. Vehicle tracking has been carried out to the parking courtyard areas to confirm there is sufficient space for safe traffic movement (see **Drawing HEYF-5-220**).

3.24 Two parallel parking bays adjacent to Camp Road to the north of the Hotel (Building 455) and a further two parallel parking bays adjacent to the Phase 5a road to the west of the Bar/Brasserie (Building 457) provide for service deliveries. Deliveries will be managed to ensure adherence to specific times and when not in use these bays can be used for additional parking.

3.25 Kerbside refuse collection areas have been identified: to the south of the Hotel (Building 45e) and to the west of the Bar/Brasserie (Building 457).

3.26 *Vehicle Parking* – Vehicle parking would be provided in discretely located parking courtyards, providing:

Location	Regular Spaces	Accessible Spaces	Total
Courtyard east of the hotel (Building 455)	31	3	34
Camp Road – Parking layby / Service Bay (restricted hours)	2	0	2
Courtyard west of bar/brasserie (Building 457)	18	3	21
Phase 5a Road – Parking layby / Service Bay (restricted hours)	2	0	2
West of Road 5a	24	3	27
TOTAL	76	9	86

3.27 The design philosophy with regards access and parking is to encourage visitors to arrive on foot and by bicycle from within Heyford Park and the surrounding locality, supported public transport (bus) and private vehicle.

3.28 *Bicycle Parking* – Cycle stands are proposed across the Village Centre (south):

- North-east of the Hotel (Building 455) 3 stands
- South-east of the Hotel (Building 455) 4 stands
- West of the Bar/Brasserie (south) (Building 457) 20 stands
- West of the Bar/Brasserie (north) (Building 457) 10 stands

3.29 Cycle provision could be increased over time if demand increases.

3.30 *Pedestrian Access* – The Proposed Development incorporates a high degree of pedestrianisation and permeability with wide footpaths around the buildings and level access across the site. The Covered Market has been designed to provide a light and transparent structure, encouraging pedestrians to pass through in both north-south and east-west axis; it is proposed that the Covered Market would be accessible circa early morning to late evening.

3.31 *Public Transport* - Local public transport services exist, including bus services with bus stops along Camp Road and rail services stopping at Lower Heyford Station.

Surface Water Drainage

3.32 The Application Site falls within the scope of the overarching Flood Risk Assessment carried out by Waterman (October 2010) and submitted and approved in accordance with Outline Consent. The overarching Flood Risk Assessment divided the Heyford Park settlement into a number of catchment areas and set principles for subsequent development including that: surface water runoff should be attenuated to at least 1/100 year flows with 30% allowance for climate change; attenuation to be provided through a combination of balancing ponds, permeable paving, attenuation tanks and swales as appropriate; a 10% betterment should be provided to flows entering Gallos Brook. Furthermore, the Environment Agency confirmed that areas identified for retention and refurbishment do not require attenuation of existing surface water discharge.

3.33 It is proposed that surface waters from the Village Centre will be directed through subtle changes in finished surface levels towards the courtyard parking areas, within the Village Square and to the Bar/Brasserie kitchen garden; surface water would be collected in gully traps or slot drains as shown in the **Design and Access Statement (Section 4.4)**.

- 3.34 Surface water attenuation would be in the form of underground tanks and oversized pipes to be maintained either by the relevant water company or by a management company, as shown on **drawing HEYF-5-219-C (Flood Risk Assessment)**.
- 3.35 Flood risk modelling undertaken in support of the Proposed Development (**Flood Risk Assessment**) concluded that the 1/100 year event with climate change allowance would not increase the risk of flooding within the Application Site nor downstream, nor would it increase the discharge rate at the outfall. Were storm events to exceed the 1/100 year plus climate change design storm, there is potential for storage capacity to be exceeded; however, external levels have been designed so that floodwaters would be directed away from building entrances.

4. PLANNING FRAMEWORK

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.

4.2 In addition to the above, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended, places a statutory duty on Local Planning Authorities to ensure that any proposals preserve or enhance the character and appearance of Conservation Areas. The Act sets out the general duty of Local Planning Authorities as respects conservation areas in the exercise of their planning functions, stating that:

“In the exercise, with respect to any buildings or other land in a conservation area, of any [functions under or by virtue of] any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.

4.3 Accordingly, the statutory requirements of Section 38(6) of the Planning and Compulsory Purchase Act 2004 should be considered in conjunction with the requirements of Section 70(2) of the Town and Country Planning Act 1990 in the determination of a planning application.

4.4 The extant Development Plan comprises the:

- Cherwell Local Plan 2011-2031 Part 1, adopted 20 July 2015; and
- Cherwell Local Plan, adopted November 1996 (only those policies saved by the saving direction issued by the Secretary of State and which have not been subsequently superseded by the adoption of the Cherwell Local Plan 2011-2031 Part 1).

4.5 Other material planning considerations include national legislation, policy and guidance, comprising the:

- National Planning Policy Framework (March 2012);
- National Planning Practice Guidance (various); and
- Historic England Guidance. Building in Context – New Development in Historic Areas (Historic England/CABE, 2001).

4.6 This chapter identifies the key relevant planning matters contained within the Development Plan and other material planning considerations pertinent to the determination of the planning application.

National Planning Policy Framework

- 4.7 The National Planning Policy Framework (NPPF) was published on 27 March 2012. The NPPF sets out the Government's overarching planning policies for England. Paragraph 14 of the NPPF sets out a presumption in favour of sustainable development, which for decision taking means:

"approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:

- **Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or**
- **Specific policies in this Framework indicate development should be restricted."**

- 4.8 The NPPF translates these sustainable development dimensions into a series of 12 core planning principles. For the purposes of this application, regard should be had to the following principles:

"Proactively drive and support sustainable economic development to deliver the homes, business and industrial, infrastructure and thriving local place that the county needs ...

...always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings ...

conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations

actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and

take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs." (paragraph 17)

- 4.9 To this end, for decision-taking the NPPF states that:

"Local authorities should approach decision making in a positive way to foster the delivery of sustainable development. LPAs should look for solutions rather than problems, and decision-takers at every level should seek

to approve applications for sustainable development where possible.” (paragraph 187)

- 4.10 **Section 1 ‘Building a Strong, Competitive Economy’** seeks to secure economic growth to create jobs and prosperity, such that the planning system should do everything it can to support sustainable economic growth.
- 4.11 **Section 4 ‘Promoting Sustainable Transport’** seeks to facilitate sustainable development whilst contributing to the wider sustainability and health objectives, reducing the need to travel and balancing favour towards sustainable modes of transport. Decisions should consider: the opportunities for sustainable transport modes; safe and suitable access for all people; and whether improvements can be undertaken that cost effectively limit the significant impacts of a development where they exist. Local authorities are guided to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.
- 4.12 **Section 7 ‘Requiring Good Design’** attaches great importance to the design of the built environment, seeking to achieve high quality and inclusive design for all development including individual buildings, public and private spaces and wider area development schemes.
- 4.13 Planning decisions should aim to ensure that developments: function well and add to the overall quality of an area for their lifetime; establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit; optimise the potential of a site to accommodate development and create and sustain an appropriate mix of uses, support local facilities and transport networks; respond to local character and history, reflecting the identity of local surroundings and materials; create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion; and are visually attractive as a result of good architecture and appropriate landscaping (Paragraph 58).
- 4.14 The NPPF encourages the use of design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally. Furthermore, the NPPF directs that decisions should not impose architectural styles or particular tastes

and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

- 4.15 **Section 8 'Promoting Healthy Communities'** sets a number of objectives, not least that developments should promote **"... opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity"** (paragraph 69). In addition, the NPPF seeks to ensure that these spaces are safe and accessible, not only with regards to deterring crime and the fear of crime but also containing clear and legible pedestrian routes, high quality public space and which encourage active and continual use of public areas.
- 4.16 **Section 10 'Meeting the Challenge of Climate Change, Flooding and Coastal Change'** seeks for Local Authorities to adopt proactive strategies to mitigate and adapt to climate change, with new development planned to avoid increased vulnerability to the risks associated with climate change. With regards flood risk development should be directed away from the highest risk, making it safe without increasing flood risk elsewhere.
- 4.17 **Section 12 'Conserving and Enhancing the Historic Environment'** directs local planning authorities to take a positive strategy to the conservation and enjoyment of the historic environment and specifically that they should **"... recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance"** and that in doing so they should take into account **"... the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation ..."** (paragraph 126)
- 4.18 As a general principle, the NPPF requires applicants to describe the significance of any heritage asset and the contribution made by their setting; however, the NPPF guides that this should be to the level of detail proportionate to the asset's importance and no more than is sufficient to inform the understanding of the potential effects of the Proposed Development upon their significance (paragraph 128).

4.19 Accordingly, the NPPF requires that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”
(paragraph 129)

4.20 In the determination of planning applications, local planning authorities are directed to take account of:

“• The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

• The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

• The desirability of new development making a positive contribution to local character and distinctiveness.”
(paragraph 131)

4.21 Furthermore, with regard to the impact of development proposals on the significance (sensitivity) of the heritage asset, the NPPF states that:-

“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. ... As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.” (paragraph 132)

4.22 The NPPF clearly guides the degree to which harm should be considered with respect to the sensitivity and importance of the heritage asset, such that:-

“Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve

substantial public benefits that outweigh that harm or loss, or all of the following apply:

- **the nature of the heritage asset prevents all reasonable uses of the site; and**
- **no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and**
- **conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and**
- **the harm or loss is outweighed by the benefit of bringing the site back into use” (paragraph 133)**

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use” (paragraph 134)

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset” (paragraph 135)

“Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred” (paragraph 136)

- 4.23 The NPPF asserts that not all elements (buildings, structures etc.) will necessarily contribute to the significance of a Conservation Area and that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably, whilst proposals that would result in the loss of a building or element that does make a positive contribution should be treated as either substantial harm (under paragraph 133) or less than substantial harm (under paragraph 134) taking into account the relevant significance of the element affected and its contribution to the Conservation Area as a whole.

National Planning Practice Guidance

4.24 The National Planning Practice Guidance (NPPG) was launched on-line in March 2014 and is dynamically updated on a paragraph-by-paragraph basis. The NPPG provides further information and guidance on the implementation of the NPPF policy as set out above. Of relevance to the planning application are the NPPG sections on 'Design' and 'Conserving and Enhancing the Historic Environment', which are summarised below.

Design

4.25 The NPPG largely reflects the policies set out in the NPPF. It reiterates that pre-application discussions are an opportunity to discuss the design policies, requirements and parameters that will be applied to a site whereby the local authority can explain the design issues they feel are most important and the developer can explain their own objectives and aspirations.

4.26 In terms of achieving the planning objectives of good design, the NPPG describes these under the headings, as summarised below:-

- *Local Character* - to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation;
- *Safe Connected and Efficient Streets* - to create streets that support the character and use of the area, promote accessibility and safe local routes, are attractive and well-connected to encourage more walking and cycling;
- *Network of Greenspaces and Public Spaces* - to promote public spaces and routes that are attractive, accessible, safe, uncluttered and work effectively for all users - including families, disabled people and elderly people;
- *Address Crime Prevention and Security* - to design out crime (and the fear of crime) and design in community safety, and (as appropriate) terrorism;
- *Promote Access and Inclusion* - to promote an environment that can be accessed and used by everyone by recognising and accommodating differences in the way people use the built environment, considering proximity and links to public transport, parking spaces and setting down areas in proximity to entrances, positioning and visual contrast of street furniture and spaces around them, and identification of buildings and level approach;
- *Promote Efficient Use of Natural Resources* - to deliver a structure, layout and design that reduces the resource requirements in terms of energy demands, water and land take, and helps to sustain natural ecosystems, as well as providing a mix of uses and facilities within a neighbourhood to reduce travel and energy demands; and
- *Promote Cohesive and Vibrant Neighbourhoods* - to promote health, wellbeing and quality of life of those and the cohesion and vitality of a neighbourhood.

- 4.27 The NPPG defines what is well designed in terms of the criteria set out within the NPPF, i.e. functional, mixed uses and tenures, successful public spaces, adaptable and resilient, attractive and encourages ease of movement.
- 4.28 With regard to Design Codes, the NPPG recommends that local authorities consider their use to help deliver high quality outcomes, for example where they wish to ensure consistency across large sites which may be in multiple ownership and/or where development is to be phased and more than one developer and design team is likely to be involved. Furthermore, design codes should wherever possible avoid being overly prescriptive in detail and encourage a sense of place and variety (unless local circumstances can clearly justify a different approach).

Conserving and Enhancing the Historic Environment

- 4.29 The NPPG confirms that the consideration of 'significance' in decision taking is important and states:

“Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals” (paragraph 009¹)

- 4.30 The NPPG provides detailed information on the approach to decision-taking.
- 4.31 In terms of guidance on how the setting of a heritage asset should be taken into account the NPPG states:-

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also

¹ NPPG Conserving and Enhancing the Historic Environment, Paragraph: 009 Reference ID: 18a-009-20140306, last revised 06/03/2014 (searched August 2015)

influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation (paragraph 013²),

- 4.32 In terms of guidance on how to assess if there is there is substantial harm, the NPPG states:-

“What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting.

Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting. While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or

² NPPG Conserving and Enhancing the Historic Environment, Paragraph: 013 Reference ID: 18a-013-20140306, last revised 06/03/2014 (searched August 2015)

no harm at all. However, even minor works have the potential to cause substantial harm.

Policy on substantial harm to designated heritage assets is set out in paragraphs 132 and 133 to the National Planning Policy Framework.” (paragraph 017³, emphasis added)

4.33 With regards unlisted buildings in a Conservation Area, the NPPG states:

“An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building (paragraph 132 of the National Planning Policy Framework). If the building is important or integral to the character or appearance of the conservation area then its demolition is more likely to amount to substantial harm to the conservation area, engaging the tests in paragraph 133 of the National Planning Policy Framework. However, the justification for its demolition will still be proportionate to the relative significance of the building and its contribution to the significance of the conservation area as a whole” (paragraph 018⁴, emphasis added)

4.34 The NPPG states that non-designated heritage assets may comprise **“... buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as ‘locally listed’”** (paragraph 039⁵)

The Cherwell Local Plan 2011-2031 Part 1

4.35 The Cherwell Local Plan 2011-2031 Part 1 was adopted by Cherwell District Council on 20 July 2015. The key relevant policies to the Proposed Development comprise are summarised below.

4.36 **Policy PSD1: Presumption in Favour of Sustainable Development** echoes the NPPF in that the Council will take a proactive approach to reflect the presumption in favour of sustainable development as contained in the NPPF, work proactively with applicants to jointly find a solution and to secure development that improves the economic, social and environmental conditions of the area.

³ NPPG Conserving and Enhancing the Historic Environment, Paragraph: 017 Reference ID: 18a-017-20140306, last revised 06/03/2014 (searched August 2015)

⁴ NPPG Conserving and Enhancing the Historic Environment, Paragraph: 018 Reference ID: 18a-018-20140306, last revised 06/03/2014 (searched August 2015)

⁵ NPPG Conserving and Enhancing the Historic Environment, Paragraph: 039 Reference ID: 18a-039-20140306, last revised 06/03/2014 (searched August 2015)

Furthermore, that the Council will approve applications that accord with the policies of the statutory Development Plan without delay unless material considerations indicate otherwise.

4.37 **Policy Villages 5: Former RAF Upper Heyford** relates specifically to development at Heyford Park, identifying the military site as comprising 520 hectares of land for which **“This site will provide for a settlement of approximately 1,600 dwellings (in addition to the 761 dwellings (net) already permitted) and necessary supporting infrastructure, including primary and secondary education provision and appropriate community, recreational and employment opportunities, enabling environmental improvements and the heritage interest of the site as a military base with Cold War associations to be conserved, compatible with achieving a satisfactory living environment. A comprehensive integrated approach will be expected.”** The housing, employment and infrastructure needs are identified, including the provision of Community Facilities such as a **“... local centre/hotel ...”**.

4.38 Policy Villages 5 also sets a range of ‘key site specific design and place shaping principles’; of those most relevant to the design of the Proposed Development are:

“...• Proposals must demonstrate that the conservation of heritage resources, landscape, restoration, enhancement of biodiversity and other environmental improvements will be achieved across the whole of the site identified as Policy Villages 5

• In order to avoid development on the most historically significant and sensitive parts of the site, new development is to be focused to the south of the flying field ...

• The settlement should be designed to encourage walking, cycling and use of public transport rather than travel by private car, with the provision 258 Cherwell Local Plan 2011-2031 Part 1 Section C - Policies for Cherwell's Places of footpaths and cycleways that link to existing networks. Improved access to public transport will be required ...

• Development should accord with Policy ESD 15 and include layouts that maximise the potential for walkable neighbourhoods with a legible hierarchy of routes ...

• Layouts should enable a high degree of integration with development areas within the 'Policy Villages 5'

allocation, with connectivity between new and existing communities ...

- Design and layout should reflect the management and mitigation of noise impacts associated with the development ...
- Measures to minimise the impact of traffic generated by the development on the surrounding road network will be required through funding and/or physical works, including to any necessary capacity improvements around Junction 10 of the M40, and to the rural road network to the west of the site and around Middleton Stoney including traffic calming and management measures
- Development will provide for good accessibility to public transport services and a plan for public transport provision will accompany any planning application
- The construction of the settlement on the former technical core and residential areas should retain buildings, structures, spaces and trees that contribute to the character and appearance of the site and integrate them into a high quality place that creates a satisfactory living environment ...
- Design and layout should reflect the management and mitigation of noise impacts associated with the development ...
- The achievement of environmental improvements within the site and of views to it including the removal of buildings and structures that do not make a positive contribution to the special character or which are justified on the grounds of adverse visual impact, including in proximity to the proposed settlement, together with limited appropriate landscape mitigation, and reopening of historic routes ...
- Provision of a range of high quality employment opportunities, capable of being integrated into the fabric of the settlement, and providing that the use would not adversely affect residents or other businesses and would not have an unacceptable impact on the surrounding landscape, historic interest of the site, or on nearby villages ...
- New and retained employment buildings should make a positive contribution to the character and appearance of the area and should be located and laid out to integrate into the structure of the settlement ...
- New development should reflect high quality design that responds to the established character of the distinct character areas where this would preserve or enhance the appearance of the Former RAF Upper Heyford Conservation Area ...

- **A neighbourhood centre or hub should be established at the heart of the settlement to comprise a community hall, place of worship, shops, public house, restaurant, and social and health care facilities. Proposals should also provide for a heritage centre given the historic interest and Cold War associations of the site ...**
- **New development should reflect high quality design that responds to the established character of the distinct character areas where this would preserve or enhance the appearance of the Former RAF Upper Heyford Conservation Area;**
- **The scale and massing of new buildings should respect their context. Building materials should reflect the locally distinctive colour palette and respond to the materials of the retained buildings within their character area, without this resulting in pastiche design solutions**
- **Public art should be provided ...**
- **Public open space should be provided to form a well connected network of green areas, suitable for formal and informal recreation**
- **Provision of Green Infrastructure links to the wider development area and open countryside**
- **Demonstration of climate change mitigation and adaptation measures including exemplary demonstration of compliance with the requirements of policies ESD1 – 5 ...”**

- 4.39 Policies ESD1 to ESD5 seeks to address matters relating to mitigating and adapting to climate change, the energy hierarchy, sustainable construction, decentralised energy and renewable energy.
- 4.40 **Policy ESD 6: Sustainable Flood Risk Management** requires the application of the sequential approach to managing flood risk in accordance with the NPPF and NPPG. Site specific Flood Risk Assessments are required on developments in Flood Zones 2 or 3 and on sites of 1 hectare or more in Flood Zone 1, as well as areas of known flooding or within 9m of a watercourse. Flood Risk Assessments should demonstrate that there will be no increase in surface water drainage rates or volumes during storm events up to and including a 1 in 100 year event with an allowance for climate change, and that the development will not flood from surface water flooding up to and including a design event beyond the 1 in 30 year storm. Development should remain safe and operational (as relevant) and proposals demonstrate that surface water flooding will be managed on site and will not increase risk elsewhere, including sewer flooding.

- 4.41 **Policy ESD 7: Sustainable Urban Drainage** requires the implementation of surface water drainage system (SUDS) to manage surface water run-off. Such systems should also protect ground water quality. SUDS solutions will require the approval of the Oxfordshire County Council as the Local Lead Flood Authority (LLFA) and SUDS Approval Body.
- 4.42 **Policy ESD 8: Water Resources** seeks to protect water quality, ensure adequate water resources and promote sustainability in water usage.
- 4.43 **Policy ESD 13: Local Landscape Protection and Enhancement** advises that development proposals will be expected to respect and enhance the local landscape character, with appropriate mitigation where damage to local landscape character cannot be avoided. Proposals will not be permitted where they would cause undue visual intrusion into the countryside; cause undue harm to important natural landscape features and topography; be inconsistent with the local character; impact on areas judged to have a high level of tranquillity; harm the setting of settlements, buildings, structures or other landmark features; or harm historic value of the landscape.
- 4.44 **ESD15: The Character of the Built and Historic Environment**, which reads requires that **“New development will be expected to complement and enhance the character of its context through sensitive siting, layout and high quality design. All new development will be required to meet high design standards. Where development is in the vicinity of any of the District’s distinctive natural or historic assets, delivering high quality design that complements the asset will be essential.”** Furthermore, Policy ESD15 sets criteria for the consideration of new development, which should:-
- **Be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development of all scales should be designed to improve the quality and appearance of an area and the way it functions**
 - **Deliver buildings, places and spaces that can adapt to changing social, technological, economic and environmental conditions**
 - **Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity**
 - **Contribute positively to an area’s character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features,**

including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, in particular within designated landscapes, within the Cherwell Valley and within conservation areas and their setting

- **Conserve, sustain and enhance designated and non designated 'heritage assets' (as defined in the NPPF) including buildings, features, archaeology, conservation areas and their settings, and ensure new development is sensitively sited and integrated in accordance with advice in the NPPF and NPPG. Proposals for development that affect non-designated heritage assets will be considered taking account of the scale of any harm or loss and the significance of the heritage asset as set out in the NPPF and NPPG. Regeneration proposals that make sensitive use of heritage assets, particularly where these bring redundant or under used buildings or areas, especially any on English Heritage's At Risk Register, into appropriate use will be encouraged**
- **Include information on heritage assets sufficient to assess the potential impact of the proposal on their significance. Where archaeological potential is identified this should include an appropriate desk based assessment and, where necessary, a field evaluation.**
- **Respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Development should be designed to integrate with existing streets and public spaces, and buildings configured to create clearly defined active public frontages**
- **Reflect or, in a contemporary design response, re-interpret local distinctiveness, including elements of construction, elevational detailing, windows and doors, building and surfacing materials, mass, scale and colour palette**
- **Promote permeable, accessible and easily understandable places by creating spaces that connect with each other, are easy to move through and have recognisable landmark features**
- **Demonstrate a holistic approach to the design of the public realm to create high quality and multi-functional streets and places that promotes pedestrian movement and integrates different modes of transport, parking and servicing. The principles set out in The Manual for Streets should be followed**
- **Consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space**
- **Limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation**

- **Be compatible with up to date urban design principles, including Building for Life, and achieve Secured by Design accreditation**
- **Consider sustainable design and layout at the masterplanning stage of design, where building orientation and the impact of microclimate can be considered within the layout**
- **Incorporate energy efficient design and sustainable construction techniques, whilst ensuring that the aesthetic implications of green technology are appropriate to the context (also see Policies ESD 1 - 5 on climate change and renewable energy)**
- **Integrate and enhance green infrastructure and incorporate biodiversity enhancement features where possible (see Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment and Policy ESD 17 Green Infrastructure). Well designed landscape schemes should be an integral part of development proposals to support improvements to biodiversity, the micro climate, and air pollution and provide attractive places that improve people's health and sense of vitality**
- **Use locally sourced sustainable materials where possible.**

The design of all new development will need to be informed by an analysis of the context, together with an explanation and justification of the principles that have informed the design rationale. This should be demonstrated in the Design and Access Statement that accompanies the planning application. The Council expects all the issues within this policy to be positively addressed through the explanation and justification in the Design & Access Statement. ..."

Cherwell Local Plan 1996

4.45 The following saved policies of the Cherwell Local Plan, adopted November 1996, remain extant and relevant to the proposed development following the adoption of the Cherwell Local Plan 2011-2031:-

4.46 **Policy C23: Retention of features contributing to character or appearance of a conservation area**, which states:

"There will be a presumption in favour of retaining buildings, walls, trees or other features which make a positive contribution to the character or appearance of a conservation area."

4.47 **Policy C28: Layout, design and external appearance of new development**, which states:

“Control will be exercised over all new development, including conversions and extensions, to ensure that the standards of layout, design and external appearance, including the choice of external-finish materials, are sympathetic to the character of the urban or rural context of that development. In sensitive areas such as conservation areas, the area of outstanding natural beauty and areas of high landscape value, development will be required to be of a high standard and the use of traditional local building materials will normally be required.”

Building in Context – New Development in Historic Areas

4.48 With regard to development within historically sensitive areas, Historic England and CABI set out in their guidance document ‘Building in Context – New Development in Historic Areas’ (2001), a number of key considerations which they feel will add to the success of a project. Proposals should:

- “● **relate well to the geography and history of the place and the lie of the land**
- **sit happily in the pattern of existing development and routes through and around it**
- **respect important views**
- **respect the scale of the neighbouring buildings**
- **use materials and building methods which are as high in quality as those used in existing buildings**
- **create new views and juxtapositions which add to the variety and texture of the setting”**

4.49 Historic England has also published guidance and methodology for assessing heritage significance within views, ‘Seeing the History in the View’ (May 2011), which provides a consistent base-line for assessing the impact of development on heritage significance within views. Historic England has also published further guidance on assessing the importance of setting of assets, Good Practice Advice Note: The Setting of Heritage Assets (March 2015). Both sets of guidance have also been taken into account in preparing this report.

5. PLANNING ASSESSMENT

- 5.1 This Chapter addresses the planning matters that may be considered material to the determination of the planning application, sent in the context of the statutory Development Plan and other material considerations (see Chapter 4).
- 5.2 The Applicant considers the relevant planning matters to be:
- The Principle of Development;
 - Transport and Access;
 - Landscaping;
 - Flood Risk and Drainage;
 - Cultural Heritage;
 - Design;
 - The Principle of Sustainable Development and Planning Balance.

Principle of the Development

- 5.3 The Local Plan (Policy Villages 5) allocates the former RAF Upper Heyford military site for the provision of a new settlement and identifies the needs for residential dwellings, employment and infrastructure, including the provision of Community Facilities comprising either on-site or off-site contribution to “... **nursery, community hall, local centre/hotel, a neighbour police facility**” (emphasis added). Site specific criteria identifies that the “**Neighbourhood centre or hub should be established at the heart of the settlement to comprise a community hall, place of worship, shops, public house, restaurant, and social and health care facilities. Proposals should also provide for a heritage centre given the historic interest and Cold War associations of the site” (emphasis added).**
- 5.4 In addition to the above, the principle of a Village Centre has also been established by the granting of the Outline Consent (10/01642/OUT, 22 December 2011) and Conservation Area Consent (10/01619/CAC, 14 February 2011). The Outline Consent illustrative masterplan identified the Application Site as forming part of the ‘Local Centre’ which was identified as providing Shops (A1), Financial and Professional Services (A2), Restaurant and Cafes (A3), Drinking Establishments (A4), Hot Food Takeaways (A5), as well as Non-Residential Institutions (D1) and Dwellings (C3). Both Outline and Conservation Area Consents provided for the partial demolition of Buildings 455 and 457 and their

change of use to use classes A3 (Restaurant and Cafés), A4 (Drinking Establishments) and A5 (Hot food takeaways).

- 5.5 The Proposed Development comprises a Hotel (Building 455) and Bar/Brasserie (Building 457) with Covered Market, landscaping and associated car parking, providing the following uses:

Building	Use Class	Floorspace (m ²)
Covered Market	A1-A3 & D1	403
Building 455	C1	1,642
Building 457	A3-A5	636

- 5.6 Accordingly, the principle of developing the Application Site to form part of a Village Centre (or local centre) at the centre of the Heyford Park settlement is established within both the **Local Plan (Policy Villages 5)** and through the approved Outline Consent. Furthermore, the proposed uses A1-A5, D1 and C1 are also consistent with the adopted **Local Plan (Policy Villages 5)** and the Outline Consent.

Transport and Access

- 5.7 Details of the proposed vehicle and pedestrian access, parking and access to public transport are summarised in **Chapter 3**, shown **Drawing 2738-JW-002** with further detail given in the **Design and Access Statement (Sections 4.5 and 4.6)** and the accompanying **Transport Statement**. A detailed scheme for the access road, junctions and surfacing materials is proposed to be controlled through a suitably worded planning condition.
- 5.8 The location of the Village Centre (South) is approximately central to the Heyford Park settlement and benefits from existing public transport links along Camp Road immediately to the north as well as nearby rail services from Upper Heyford. The proposals involve a high degree of pedestrian and cycle permeability with connections extending beyond the immediate environs towards the remainder of the village centre and residential area (Trident) to the north, the Village Green to the south and existing/on-going residential development to the east and west. Its location therefore encourages the use walking, cycling and use of public transport.
- 5.9 Consideration has been given to the vehicle generation associated with the proposed uses in the context of the permitted scheme (Outline Consent) for the

local centre and specifically the consented uses of Buildings 455 and 457. It was concluded that there would be an overall reduction in trips throughout the day, except for a few hours in the morning where there is a slight increase; the greatest increase occurs outside of the network peaks. There is a slight increase of 10 two-way trips in the AM peak, equivalent to an additional vehicle 2-way every 6 minutes. In the PM peak there is a decrease of 50 trips over that consented. As such, it is considered that the trip generation associated with the proposed Village Centre (south) development falls within the overall traffic thresholds permitted as part of the consented (Outline Consent) development.

- 5.10 A first principles parking assessment has been undertaken and compared with the parking provision required in accordance with OCC parking standards. The first principles approach identified that 86 spaces are required. In order to avoid expanses of empty car parking space, detracting from the village centre environment, it is considered that the first-principles approach would be more appropriate in this area. The Proposed Development provides for 86 spaces of which 9 are accessibility compliant.
- 5.11 Accordingly, the Proposed Development is consistent with the **NPPF (Section 4)** in promoting sustainable development and the **NPPF (Section 7)** by supporting the use of local transport networks, as well as thereby the relevant principles set out in the **NPPG (Design)**, including the promotion of accessible and safe local routes, and with level access and accessibility compliant car parking located in close proximity to the facilities being provided. At a local level, the location and permeability of the layout, alongside the provision of cycle parking is entirely consistent with the relevant criteria of extant **Local Plan (Policy Villages 5)** by encouraging alternative modes of transport than by private car, maximising the walkable neighbourhood and providing a high degree of integration.
- 5.12 Similarly the proposals are consistent with extant **Local Plan (Policy ESD15)** in integrating with the existing streets and public spaces (specifically the Village Green to the south, but also the surrounding residential development) and creating permeable, accessible and understandable places that connect and maximise opportunities from recognisable landmark features such as the retained Buildings 455 and 457, the Village Green and Village Square with its Covered Market.

Landscaping

- 5.13 Details of the proposed landscaping are summarised in **Chapter 3**, shown **Drawing 2738-JW-110**, with further detail given in the **Design and Access Statement (Sections 4, 5 and 9)**. A detailed scheme for the landscaping is proposed to be controlled through a suitably worded planning condition.
- 5.14 The landscape vision focuses on integration of the existing landscape character along Camp Road and the new identity proposed for the Village Centre architecture and its associated amenities. The landscaping proposals seek to encourage the active occupation and use of the Village Centre, providing a range of recreational uses and flexible spaces and prioritising pedestrian use, with a high degree of permeability both along the east-west and north-south axis. Vehicle access and parking is divided into discrete areas to reduce the overall mass of hard-surfacing. Planting has been carefully designed to provide year-round colour and interest, and respond to the specific location, i.e. low shrubs with clear understorey trees to enable visibility across the Village Centre, towards the Village Green and for child protection reasons, with a kitchen garden to the south of the Bar/Brasserie, and replacement tree planting forming an attractor to the Village Square. The mix of hard landscaping provides legibility of function and passage to the public spaces.
- 5.15 In this respect the proposed landscaping is consistent with the objectives of the **NPPF (Section 7)** that seeks to establish a strong sense of place as well as to create safe and accessible environments, and visually attractive places to live, work and visit. Similarly, the use of a palette of hard surfaces provides clear and legible pedestrian routes within a high quality public realm that would encourage active and continue use of the public areas in accordance with the objectives of the **NPPF (Section 8)**. Such principles of good design are echoed in the **NPPG (Design)** such that the Proposed Development is also consistent with the requirements to create streets that support the character and use of an area, promote public spaces and routes that are attractive, accessible, safe, uncluttered and work effectively. Measures to support accessibility by all are included through the use of level surfacing of pedestrian areas and buildings etc., providing an accessible space for range of users in accordance with the **NPPF (Section 7)** and **NPPG (Design)**.

5.16 At the local level the proposed landscaping would support the overall environmental improvement of the area and provide a high quality public realm and serves to further encourage the use and reinforce the function of the Village Centre as a neighbourhood hub. As such the proposed landscaping is in accordance with the relevant site-specific design principles set out in the **Local Plan (Policy Villages 5)**. The Proposed Development seeks to establish a new identity for the Village Centre which integrates the valued elements of the former military base with an active and high quality public space. In this regard the landscaping is appropriate to the proposed use and function of the Village Centre whilst respecting and enhancing the local landscape character, such that it supports the objectives of **Local Plan (Policy ESD13)**. Furthermore, the proposed landscaping supports the implementation of a high quality safe, attractive, durable and healthy public realm, and supports the creation of a new identity and local distinctiveness of the Village Centre, taking a holistic approach to the overall public realm of the Village Centre south of Camp Road with multi-functional streets and places, integrated pedestrian and vehicle access, in accordance with the principles set out in **Local Plan (Policy ESD15)**.

Flood Risk and Drainage

5.17 The Application Site is located within Flood Zone 1 (low risk of flooding). Details of the proposed drainage strategy are set out within the **Design and Access Statement (Section 4.4)** and **Flood Risk Assessment**. The Flood Risk Assessment concluded that the Proposed Development would not increase the flood risk within the Application Site nor downstream, nor would it increase the rate of discharge to the outfall.

5.18 Accordingly, the Proposed Development is consistent with the NPPF (Section 10) as well as the principles set out within the **Local Plan (Policies ESD6 and ESD7)**. Furthermore, the use of trapped gullies would be an appropriate measure to capture contaminants and prevent their entering the local ground and surface waters in accordance with the **Local Plan (Policy ESD8)**.

Cultural Heritage

5.19 A description of the existing buildings and their heritage context has been provided within **Chapter 2** and the accompanying **Heritage Assessment and Impact Study**. Accordingly, the requirement of the **NPPF (Section 12)** and **Local Plan (Policy ESD15)** for an applicant to describe the significance of any

heritage asset and the contribution made by its setting. This has been provided to a level of detail considered proportionate to its importance, in this instance its location with the Former RAF Upper Heyford Conservation Area and the two non-designated heritage assets.

Conservation Area

- 5.20 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, sets the statutory duty on Local Planning Authorities to ensure that any proposals preserve or enhance the character and appearance of Conservation Areas. The Village Centre is located within the Former RAF Upper Heyford Conservation Area and therefore regard is required to be paid to the details of the application and their effect (positive or negative) on the Conservation Area as a whole.
- 5.21 The Proposed Development will facilitate the consented use of the area as a 'neighbourhood hub' and would provide for the use of Buildings 455 and 457 as a Hotel and Bar/Brasserie respectively, with ancillary uses, and provide a comprehensively designed aesthetically pleasing and functional space. Whilst the application seeks a stand-alone planning permission, the detailed proposals are in general accord to the illustrative masterplan and parameters approved under the Outline Consent.
- 5.22 The importance of the Former RAF Upper Heyford Conservation Area lies predominantly with its use during the Cold War era, albeit the pre-war RAF history is of some interest. The Application Site falls within the former parade ground and associated buildings area; this area is considered to be of low heritage significance, primarily attributable to the mix of building periods, styles, materials and quality. Furthermore, the loss of early RAF buildings means that it is no longer possible to describe the area as being relatively intact (as identified within the **Heritage Assessment and Impact Study**).
- 5.23 Notwithstanding the above, the detailed scheme has been designed to be sympathetic to the 1920's military architecture, retaining and restoring many of the original features with the careful selection of high quality materials that also enable the clear distinction and interpretation of new and old. The layout has accommodated the retention of Buildings 455 and 457 and whilst the Covered Market is to deliver an all-weather flexible useable space, its transparent design enables the former wide-spaced thoroughfare layout to be experienced, albeit to a lesser degree.

- 5.24 The landscaping works would bring about an overall improvement in the appearance and function of the area and would not detract from but would enhance the historic interest features that are being retained as well as the wider area as a whole. The range of uses proposed and their location adjacent the Village Green would not only enable but encourage public access to the area and provides opportunities to experience the historic context, as well as education and interpretation. Furthermore, as a consequence of the high profile and importance of the Village Centre to the surrounding residential development, the proposals would support the on-going maintenance of the buildings and public amenity space.
- 5.25 It is determined that whilst the Proposed Development would result in changes to the overall character of the Application Site, they should be set in the context of the surrounding on-going residential development, the very small proportion of the Conservation Area affected, the proposal's consistency with the proposal for a neighbourhood hub/local centre as set out within the **Local Plan (Policy Villages 5)** and under the Outline Consent, and that the heritage value of the area is deemed not to be 'intact' and its overall heritage significance determined as low. Accordingly, these changes would have a 'less than substantial' effect on the Conservation Area as a whole.
- 5.26 Conversely, the retention and refurbishment of the valued features of historic interest, the careful design that distinguishes between old and new, the opportunities for experience, education, interpretation and public access, and the bringing back to a viable use and the long-term maintenance that this supports would be considered beneficial and would deliver an overall enhancement to the Conservation Area when considered as a whole. It is therefore determined that the proposals would result in a less than substantial harm that would be outweighed by the public benefits that would be derived.
- 5.27 Accordingly, the Proposed Development would enhance the character and appearance of Conservation Area in accordance with the statutory duty under the Planning (Listed Buildings and Conservation Areas) Act 1990, and also be in compliance with the principles of the **NPPF (Section 12)** in conserving and enhancing the historic environment and the associated guidance contained in the **NPPG (Conserving and Enhancing the Historic Environment)**. At a local level, the proposals would also be consistent with the relevant criteria of **Local Plan (Policy ESD15)** and **Local Plan 1996 (Policy C23)**, in delivering a

scheme that is sensitive to the heritage context and would bring a redundant non-designated heritage asset back into use.

Buildings 455 and 457

- 5.28 A separately prepared **Heritage Assessment and Impact Study** has been carried out to identify the historic significance of Buildings 455 and 457 and to assess the potential effects on that significance arising from the Proposed Development. In summary, the Assessment identified that neither Building 455 nor 457 were statutorily protected but were identified within the Former RAF Upper Heyford Conservation Area Appraisal report (2006) as being 'Locally Significant Buildings'. In terms of their historic significance, reference is made to the previously submitted Environmental Statement (2007) which accompanied the planning application for the Lead Appeal (reference Planning History, **Chapter 2**), which was reiterated within the Outline Consent. The Environmental Statement determined that both buildings were of 'medium significance' and that there were considered to be among the more significant buildings south of Camp Road (outside the Cold War Zone) but were not of a quality to justify their being Listed Buildings. With regards the character of the general area the Assessment states **"... it is no longer possible to describe the Parade Ground area on the south of Camp Road as being relatively intact with Buildings 455 and 457 comprising part of a group of 1920s buildings. The coherent character of the area that was intact when the Conservation Area was designated has already been lost."** Notwithstanding this, Buildings 455 and 457 are identified as having some value as surviving examples of the buildings from the 1920s airfield and do still form an important group with other 1920s buildings to the north of Camp Road at the airfield's entrance. Of the buildings, the south elevation of Building 457 is identified as the most prominent.
- 5.29 The Assessment determines that the re-purposing of both these currently unused buildings would be beneficial to secure their maintenance and long-term survival. Furthermore, that their use would be similar to that of their historic use and will ensure that they are accessible to the public would also be beneficial. With regards the proposed modifications, it is noted that some of these would also have a positive effect on the character of the building, removing the more modern and unsightly extensions, albeit other changes would have a detrimental effect on the heritage of the buildings. However, it is noted that the principal or most prominent elements of each Building would be retained and that whilst

there would be some loss of 1920s elements, many of the elements to be lost are secondary extensions and therefore possibly of less significance. With regards the Covered Market it was noted that the glazed link would enable the external walls of the two buildings to remain exposed, albeit there would be an overall change to the setting of these buildings. However, given that the overall former spacious character and layout of the area has already been compromised it was determined that the Proposed Development would have only a minor detrimental effect on the setting of the two buildings.

- 5.30 In this respect it is concluded that the details of the Proposed Development would be consistent with the provisions of the **NPPF (Section 12)** and those of **Local Plan (Policy Villages 5)** in retaining the historic buildings and providing them with viable uses and so makes a positive contribution to the conservation of historic assets on the site and the maintenance of historic character on the site. Furthermore, the details are consistent with regards to the **NPPF (Section 12)** and **Local Plan (Policy ESD15)** in that whilst they would have a varied impact on the historic fabric of the buildings, the harm is less than substantial and on balance the benefits of retention and adaptation to a viable use would outweigh any harm.

Design

- 5.31 Whilst this planning application is for a stand-alone planning permission, it is set within the context of the overarching outline planning permission for the Heyford Park New Settlement Area, as consented (10/01642/OUT, 22 December 2011) (see **Chapter 2**). The overarching planning permission (Condition 8) required a Design Code for each phase of development to be approved by the Local Planning Authority and thereafter development shall be carried out in accordance with that Design Code. An overarching Design Code for the New Settlement Area as a whole, including the Village Centre (version 5.2, dated October 2013) was approved by the Council (13/00153/DISC, 07/11/2013).
- 5.32 The Design Code identifies the vision for the Village Centre character area (CA1) as:

The new Village Centre is located at the heart of Heyford Park and the area provided a clear arrival point to the site historically, and will continue to do so in the future.

- **This part of the development will provide a new high quality space in the Village Centre comprising of a**

shared surface and hardstanding with multi-uses flowing into a new village green allowing retail and leisure in the heart of the development.

- The character of this area is determined in part by a number of existing buildings (such as Heyford House and the gate house) which will continue to have a strong role in the centre when the development is completed.

- The Village Centre's character will also be influenced by the continuing linear form of Camp Road, which as it leads up to the centre, the traffic will be calmed by the use of shared surfaces. Camp Road will continue to provide a strong east-west axis through the development, with its wide verges and tree lined character retained as far as possible.

- A range of facilities and community uses will be situated across the Village Centre to act as a new community hub for the people who live and work at Heyford Park, these may include new retail, restaurant/pub, the new heritage centre, play areas, and areas of informal and formal hardstanding and green spaces for the community to use.

- As the Village Centre will lie at the heart of the settlement, it will have important vehicular, pedestrian and cycle connections to the other character areas at Heyford Park, most particularly the Village Green Area to the south and the Trident area to the north.

5.33 The Applicant has prepared a **Design and Access Statement** (May 2016) that includes the overarching design approach to the Village Centre as a whole (Section 3), specific details relating to this planning application (Section 4), detailed proposals with regards the key components: Village Square (Section 5); Canopy Link (Section 6); Building 455 (Section 7); Building 457 (Section 8); and the Car Parking/Terraces (Section 9).

5.34 The overarching approach to the design of the Village Centre (South) has been to **"... combine dynamic pieces of new development with the sensitive refurbishment of the existing heritage buildings to create a unique and characterful local centre. The design of the village centre is intended to create a strong sense of place, the proposed uses will create a vibrant and inviting local hub as well as a destination for the local population"** (Design and Access Statement, Section 4.1).

5.35 The proposed layout reflects the desire to maintain and enhance the valued features of the existing buildings to be retained (Buildings 455 and 457) and to integrate these fixed structures into a wider scheme that encourages and attracts

visitors to the Village Centre and Village Green, and serves as an attraction from the surrounding residential areas, and the Village Centre (North) and travellers along Camp Road , whilst delivering a high degree of flexible useable space and pedestrian permeability. The layout is designed to be 'dual facing', such that whilst the public face is focused towards the activities and amenity of the Village Green (south) it also provides an attractive and active public face towards Camp Road (north), most notably at the Village Square which will extend across Camp Road to the Village Centre (north). The car parking has been provided in courtyards each with a separate access, thereby reducing vehicle dominance, supported by a landscaping scheme to break-up the mass of hard-standing that is normally associated with car parks. The location of the Village Square has been driven by the ability to provide through-passage from Camp Road to the Village Green, via the Village Square and its Covered Market between Buildings 455 and 457, and thereby maintain the historic access and separation of buildings whilst providing a useable all-weather space in the Covered Market. The servicing of Buildings 455, 457 and the Covered Market would be via laybys located to the north (on Camp Road) and to the west (on Phase 5a Road); deliveries could be time limited with the layby used for car parking outside delivery times.

- 5.36 The design rationale seeks to clearly distinguish between new and existing structures such that the 'lines of history' can be clearly interpreted. This distinction will not only result in the retention and refurbishment of the valued features of locally designated heritage assets (Buildings 455 and 457) but also see their integration and reinforce their presence in the overall streetscene. The later and unsightly extensions to these buildings would be demolished with some additional demolition works to the east of Building 455 where less public facing (as previously consented). The existing structures will be carefully refurbished and renovated using designs and materials sympathetic to their historic value, with the new structures in a contemporary modern design and the interface sensitively handled through careful detailing. The Covered Market would provide a new flexible internal space providing both a physical and visual stepped transition between the Hotel (Building 455) and Bar/Brasserie (Building 457). The selection of finishes is intended to reinforce this distinction whilst complementing the existing palette of materials. These measures not only respond to the existing and developing local character of the immediate environs, e.g. the former military history/heritage assets and new residential development, but also

seek to establish new identity and attractive sense of place through the creation of a clear 'neighbourhood hub' of activity.

- 5.37 The Proposed Development is therefore consistent with the overarching approach set out within the approved Outline Consent and the approved Design Code, and will establish a strong sense of place, integrating the existing buildings of historic value with new contemporary flexible structures providing an active pedestrian-prioritised streetscape, in a safe and accessible environment.
- 5.38 In this respect the Proposed Development is consistent with the principles of the **NPPF (Section 7)**, specifically in responding to the local character and history of the area, reflecting the identity of the local surroundings and materials, and by providing a visually attractive architectural solution and thereby the principles of good design.
- 5.39 Similarly, the Proposed Development is consistent with the **NPPG (Design)** by promoting the 'townscape' and landscape character and responding to and reinforcing the local man-made heritage, including by the retention, refurbishment and the integration of the relevant elements of the locally designated heritage assets and locally distinctive patterns of development and through promoting accessibility and safe local routes, and also serve to promote a cohesive and vibrant neighbourhood.
- 5.40 At the local level the Proposed Development is also consistent with the principles of the **Local Plan (Policy Villages 5)** by retaining and refurbishing the existing buildings that provide some contribution to the character and appearance of the site, and by integrating them into a new high quality village centre, delivering an overall general environmental improvement to the immediate environs and providing a focal point to form the neighbourhood hub serving the wider Heyford Park, as well as encouraging walking and cycling through the high degree of permeability on both east-west and north-south axis, respecting the historic patterns of development whilst also integrating to the surrounding areas.
- 5.41 Furthermore, the layout, use of contemporary design and materials will reinforce the interpretation of new and old patterns of development and buildings, and is therefore consistent with the principles set out in **Local Plan (Policy ESD15)** and **Local Plan 1996 (Policy C23)**.

5.42 Furthermore, the mix of uses (Village Square, Covered Market, Hotel, Bar/Brasserie), their juxtaposition to each other and the surrounding area (Village Centre North, residential areas and the Village Green) and the high level of pedestrian permeability provides opportunity for both activity and for diverse communities to meet who may not otherwise meet through work, live and recreation, and in this respect is consistent with the principles of the **NPPF (Section 8)** in promoting healthy communities.

The Principle of Sustainable Development and Planning Balance

5.43 The NPPF (paragraph 2) reiterates that planning law requires that applications for planning permission should be determined in accordance with the Development Plan unless material considerations indicate otherwise. Furthermore, the NPPF (paragraph 7) states that the purpose of the planning system is to contribute to the achievement of sustainable development which is set in the context of the economic, social and environmental roles.

5.44 In this respect, it has been demonstrated that the Proposed Development would:

- Economic:
 - Provide a neighbourhood hub/local centre as set out in the Local Plan (Policy Villages 5) and the overarching Outline Consent;
 - Provide for a diversity of economic uses: Hotel, Bar/Brasserie, Retail, Food/Drink, Services etc.;
 - Provide direct employment opportunities for a range of skilled/unskilled employees as well as indirect employment opportunities to service the development;
 - Provide the day-to-day needs for Heyford Park residents and workers, without need for travel to larger centres, whilst not detracting from opportunities offered by larger centres in the wider locality;
- Social:
 - Provide employment opportunities for a range of skilled/unskilled employees, some of which would likely be on flexible shift patterns, that may be filled by residents of Heyford Park;
 - Be accessible by and maximises opportunities for walking, cycling and public transport, encouraging alternatives modes of transport than private car;
 - Provides accessibility across the Village Centre, with accessibility compliant car parking spaces and level access to buildings;
 - Incorporate wide open spaces and paths that are clearly defined and legible as appropriate to their function, will be appropriately lit, with opportunities for passive surveillance, and carefully selected planting to provide a safe and accessible environment;

- Provide an active multi-purpose flexible space that encourages activity and use and provides opportunities for a range of uses and thereby opportunities for people to meet through work, live and recreation;
- Retain the locally values historic buildings and historic patterns of development and thereby enable their experience, and support interpretation and education;
- Environmental:
 - Redevelop brownfield land;
 - Not be at risk of flooding nor increase the risk of flooding elsewhere, including consideration of climate change;
 - Provide an overall improvement in the appearance and function of the area, with opportunities for experience, education, and interpretation of the wider historic context of the Conservation Area as a whole;
 - Safeguard the locally valued historic buildings by their refurbishment and bringing them back into use, and thereby secure their longer term management and maintenance;
 - Provide a high quality development and integrated landscaping scheme that is sympathetic to the historic character and patterns of the area whilst integrating new contemporary buildings and materials.

5.45 Accordingly, the Proposed Development is demonstrably in accord with the principles of sustainable development.

5.46 Furthermore, this planning appraisal has demonstrated that the Proposed Development is in accord with the relevant policies of the Development Plan, and other material considerations, including the overarching proposals for the Outline Consent and its associated Design Code, and principle of sustainable development.

5.47 With this regard, the **NPPF (paragraph 14)** and the **Local Plan (Policy PSD1)** places a 'presumption in favour of sustainable development' such that decision-takers are required to approve without delay development that is in accord with the development plan, unless material considerations indicate otherwise.

6. SUMMARY AND CONCLUSIONS

- 6.1 This Planning Statement has been prepared by Pegasus Group on behalf of the Dorchester Group (the Applicant) to accompany an application for Full Planning Permission with regards the development of the Village Centre (South) comprising a Hotel and associated facilities, Bar/Brasserie and a Covered Market (Canopy Link), with associated landscaping and car parking (the Proposed Development) on land south of Camp Road (including Buildings 455 and 457), Heyford Park, Oxfordshire OX25 5HD (the Application Site).
- 6.2 The Application Site forms part of the former RAF Upper Heyford military base for which subsequent planning permission has been approved for its redevelopment to the Heyford Park settlement, comprising incorporating a local centre. The adopted Local Plan also identifies the need for community facilities such as a local centre/hotel, and a neighbourhood hub including shops, public house, restaurant and social facilities.
- 6.3 The Proposed Development forms part of the wider delivery of a Village Centre at the centre of Heyford Park. The proposed Village Centre (South) would provide for the partial demolition and refurbishment of the locally valued historic buildings to provide a Hotel (Building 455) and Bar/Brasserie (Building 457), with a new contemporary Covered Market providing an internal flexible multi-purpose space linking these buildings, as well as a landscaped open flexible multi-purpose Village Square and car parking courtyards.
- 6.4 The planning appraisal demonstrated that the Proposed Development is in accord with the relevant policies of the Development Plan, and other material considerations, including the overarching proposals for the Outline Consent and its associated Design Code, and principle of sustainable development.
- 6.5 With this regard, the **NPPF (paragraph 14)** and the **Local Plan (Policy PSD1)** places a 'presumption in favour of sustainable development' such that decision-takers are required to approve without delay development that is in accord with the development plan, unless material considerations indicate otherwise.