

Site Address

**Heyford Park
Camp Road
Upper Heyford
Bicester
OX25 5HD**

**Appendix C - Decision Notice
(LPA Ref. No 14/01740/REM)**

14/01740/REM

Case Officer: Andrew Lewis **Recommendation:** Approve

Applicant: Bovis Homes Limited

Application Description: Reserved Matters to Outline application (10/01642/OUT) -
Erection of 90 dwellings with associated car parking, infrastructure, landscaping and other works

Report Type: Delegated

1. Site Description and Proposed Development

Background

- 1 1 The application site for this proposal is part of the former RAF/USAF Upper Heyford base. Located to the south side of Camp Road, the site consists of an area formerly occupied by service and commercial buildings (retail, hospital, and parking) now demolished. There is a relatively narrow frontage to Camp Road, but the parcel of land subject of the application then stretches southwards with the rural edge forming its southern boundary. In total, the site measures 2.92 hectares in size, the Heyford base being approximately 505 hectares in total.
- 1 2 The base was designated a conservation area in 2006, its primary architectural and social historic interest being its role during the Cold War. The nature of the site is defined by the historic landscape character of the distinct zones within the base. The designation also acknowledges the special architectural interest, and as a conservation area, the character of which it is desirable to preserve or enhance and provides the context and framework to ensure the setting and appearance of sections of the Cold War landscape are preserved. This application is largely within the Service & Recreational Area-Zone 10D- as defined within the Conservation appraisal.
- 1 3 In the appraisal, the character of the Area is described as
- This area, located south of Camp Road west of the housing area, is very open in contrast to the areas either side. There is a limited number of service buildings spread across this area. The buildings are modern prefabricated structures in the rather dull utilitarian municipal style of the 1970s, now much reviled. Whilst the buildings may be considered functional, they lack architectural merit. These buildings are interspersed with recreational sporting facilities and areas of parking. The layout of this area has no coherence.
- 1 4 In terms of the uses on site, the military use ceased in 1994. Since 1998, the site has accommodated a number of uses in existing buildings, first under temporary planning permissions, latterly under a permanent permission granted on appeal and subsequent applications.

- 1 5 Over the last 10 years numerous applications have been made seeking permission to either develop the whole site or large parts of it and numerous of them have gone to appeal. The most significant was application ref 08/00716/OUT. Following a major public inquiry that commenced in September 2008 the Council received the appeal decision in January 2010 that allowed "A new settlement of 1075 dwellings, together with associated works and facilities including employment uses, community uses, school, playing fields and other physical and social infrastructure (as amended by plans and information received 26 06 08)." This permission included the flying field and the uses and development permitted upon it at the appeal have been implemented under the appeal permission.
- 1 6 The development of the settlement and technical areas has been delayed as the masterplan was refined. As a result, a new masterplan was drawn up which, whilst similar to the one considered at appeal, has been modified. The main reason for a fresh application arose from the desire of the applicant to retain more buildings on site. Apart from that, the most significant changes are a new area of open space centred on the parade ground, the retention of a large number of dwellings including 253 bungalows, and more of the heritage buildings, the demolition of which was previously consented. The retention of these buildings at their existing low density has meant the masterplan has expanded the development area west on to the sports field and to the current application site and land to the west for which reserved matters approval has been granted and the permission implemented.
- 1 7 The revised masterplan was submitted as part of the outline application for "Proposed new settlement for 1075 dwellings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure" and was granted permission on 22nd December 2011 (ref 10/01642/OUT).
- 1 8 Although the application site has been cleared of buildings, there are several important trees dotted through it and more on the eastern boundary.

The Proposed Development

- 1 9 The site is relatively flat and was dominated by two large modular structures in the hospital and its service buildings, and the retail store, both now demolished. The scheme that has been produced not only has to reflect that aspect of the masterplan but also create a natural progression from that part of the scheme already undertaken to the west by the applicant.
- 1 10 This proposal is for the Bovis second phase of development on the southern side of Upper Heyford. The proposal is for 90 dwellings, in a mix of 2, 3, 4 or 5 bedrooms in size and 2-storeys in height. The design of the houses closely follows the pared down arts and craft style sought in the Design Code whilst those houses to the western boundary fronting the proposed SUDs corridor have a more informal layout. The houses are constructed of red brick under plain tiles or slate. All have decent sized gardens and at least 2 parking spaces, the majority with garages and driveways.
- 1 11 Since submission the details have been revised as part of a positive engagement between applicant and Local Planning Authority. Layouts have been modified to reflect character, comply with the design code and to create space for more trees and a new bus stop. The layout and design closely follows the Design Codes and advice has been given on the plans and house types following formal written pre application advice. On the back of these comments the design has evolved and a number of changes have been made. One area has been excluded from this submission as more fundamental changes were requested and will be part of a revised application.

2. Application Publicity

- 2 1 The application has been advertised by way of site and press notice. The final date for comment was the 16th December 2014. No public comment was received.

3. Consultations

- 3 1 Upper Heyford Parish Council. No objection.

Cherwell District Council Consultees

3 2 Planning Policy

There is no planning policy objection to this reserved matters application. The principle of development is established in the context of the outline consent and the allocation of the site for development in the Submission Local Plan (October 2014), which allocates the site and its immediate surroundings and propose an increased level of growth, given the refocus of the Local Plan on making sufficient provision for an increased level of growth (meeting the objectively assessed need for the district resulting from the 2014 SHMA), subject to consideration of detailed impacts including on the historic environment, ecology and transport.

3 3 Regeneration and Housing

The mix and overall numbers of affordable housing provision is acceptable (subject to one additional unit) and the deletion of the FOG (N B the FOG has been deleted with 9 other units that need a redesigned layout. As a result the balance of affordable housing falls below 30% (21 out of 90) but this will be maintained by provision on the adjacent sites.)

3 4 Arboricultural Officer

I would recommend that, instead of retaining those trees in the gardens of 151 – 158, all of G397 is removed and replaced with a species of tree capable, in time, of providing an equivalent aesthetic feature without any significant detrimental impact upon residents. As a suitable replacement for each of the 21 No sycamores in G397 removed, I would recommend *Tilia mongolica* (20 – 25cm) with one tree for each plot except Plots 141 & 142 where the garden areas are too small and restrictive. The girth size of 20 – 25cm for the new lime trees has been chosen because, when planted, the trees would have a stem diameter greater than 75mm at 1.5m from ground level. This would place a legal obligation on the homeowner to provide a section 211 'Notice of Intent' prior to undertaking any tree work.

Tilia mongolica is a variety of lime which does not achieve the similar heights and spread of other lime varieties (10 m approx) and is also resistant to aphids so it will avoid any issues of 'honeydew', one of the more common nuisances likely to be experienced by residents if any of the sycamores are retained in their rear gardens.

Removing all the sycamores in one go and replacing them all in one operation allows the linear 'green-feature' to develop in a uniform manner unachievable if a percentage of the sycamores are retained and removed individually over a period of time.

The 'Soft Landscape Proposal' drawings should be amended removing all sycamores from G397 and replacing them, where appropriate with *Tilia mongolica*.

3 5 Conservation and Urban Design Officer-(this is a summary of a more comprehensive assessment)

Having assessed the proposal against the Deign Code, I consider it to have a strong degree of overall compliance with the provisions of the Code in respect of access and movement, layout, street design, property types and parking I have however identified a small number of issues and make the following recommendations

- Show the location of the proposed bus stop/shelter on layout plan,
- Consider parking for 110 to 113 in parallel bays closer in front of the properties they serve,
- Consider flipping 167-172 and realigning the link road to provide proper frontage to the east link,
- Remove the proposed FOG unit 177 and replace with a small terrace unit fronting onto the street,
- Consider reduction in number of render properties to SuDS corridor for better compliance with the Code,
- Ensure natural slate to Camp Road properties

As a result of the CUDOs comments the plans have been significantly modified

Oxfordshire County Council Consultees

3 6 Transport Development Control

- Carriageway widths, visibility splays and swept paths are all acceptable
- Garage dimensions fall short of OCC standards (since amended)
- Need to link to site wide travel plan actions (subject of review under condition on outline planning permission)

Other Comments Received:

3 7 English Heritage No comment

3 8 Environment Agency In the absence of an acceptable Flood Risk Assessment (FRA) the EA object to the grant of planning permission and recommend refusal (In fact a FRA was submitted on the outline application and details have to be submitted before operational development commences This is of course a reserved matters submission)

4. Relevant National and Local Policy and Guidance

Development Plan Policy

4 1 Adopted Cherwell Local Plan 1996

The Cherwell Local Plan was adopted in November 1996 Although the plan was intended to cover the period to 2011 it remains part of the Statutory Development Plan The Cherwell Local Plan was adopted shortly after the former airbase was declared surplus and therefore does not have any policies specifically in relation to the site The following saved policies are however considered relevant

- C18 Historic Buildings
- C10 Historic Landscape
- C23 Conservation Areas
- C28 Design Considerations
- TR7 Traffic on Minor Roads

4 2 Submission Local Plan (October 2014) (SLP)

The SLP has been through public consultation and was submitted to the Secretary in January 2014, with the examination beginning in June 2014. The Examination was suspended by the Inspector to allow further work to be undertaken by the Council to propose modifications to the plan in light of the higher level of housing need identified through the Oxfordshire Strategic Housing Market Assessment (SHMA). Proposed modifications (August and October 2014) to meet the Objectively Assessed Need were subject to public consultation and the examination reconvened in December 2014. Although this plan does not have Development Plan status, it can be considered as a material planning consideration. The plan sets out the Council's strategy for the District to 2031.

The policies listed below are considered to be material to this case and are not replicated by a saved Development Plan policy.

- Policy Villages 5-Former RAF Upper Heyford
- ESD16 The Character of the Built and Historic Environment

4.4 Oxfordshire Structure Plan (OSP)

The Regional Strategy for the South East (Partial Revocation) Order 2013 revoked the South East Plan with effect from 25th March 2013. "The effect of Article 3 of this Order is to revoke all structure plan policies in the region with the significant exception of policy H2 of the Oxfordshire Structure Plan 2016, which relates to the former air base at Upper Heyford in Oxfordshire."

The Structure Plan (OSP) which had effectively been replaced by the SEP included, unusually for such a strategic document, a site specific policy for Upper Heyford. This policy, H2, was saved by the SEP. Although the thrust of the OSP was to direct development towards urban centres, paragraph 7.7 of the Structure Plan advises that, "Land declared surplus by the Ministry of Defence at the former airbase at Upper Heyford represents an opportunity to achieve an appropriate balance between environmental improvements to a rural part of Oxfordshire, conservation of the heritage interest from the Cold War, and reuse of some existing buildings and previously developed land located in the former technical and residential areas of the base."

4.5 Other Material Policy and Guidance

National Planning Policy Framework-March 2012 Planning Policy Guidance

RAF Upper Heyford Conservation Appraisal 2006 (UHCA)

In addition a design code was approved in October 2013 in order to comply with Condition 8 of planning permission 10/010642/F. This was required to "ensure that the subsequent reserved matters applications are considered and determined by the Local Planning Authority in the context of an overall approach for the site consistent with the requirement to achieve a high quality design as set out in the Environmental Statement, the Revised Comprehensive Planning Brief for the site, and Policies UH4 of the Non Statutory Cherwell Local Plan, H2 of the Oxfordshire Structure Plan 2016 and comply with Policies CC6, CC7 and H5 of the South East Plan 2009."

5. Appraisal

- 5 1 An outline application that proposed: "A new settlement of 1075 dwellings, together with associated works and facilities including employment uses, community uses, school, playing fields and other physical and social infrastructure (as amended by plans and information received 26 06 08) " was granted in 2010 following a major public inquiry (ref 08/00716/OUT)
- 5 2 The permission with regard to the flying field was implemented but a subsequent second application was submitted for the settlement area That permission for a new settlement was granted in December 2011 (ref 10/01642/OUT) The permission was in outline so details of layout, scale, appearance, landscaping and access (the reserved matters) have to be submitted within a period of six years
- 5 3 The appeal and subsequent planning decisions have already been taken into account by the Council as part of its draft Local Plan and the development of former RAF Upper Heyford is seen as the major single location for growth in the District away from Banbury and Bicester This seems a feasible proposition as the outline permission is now in place Furthermore, in the modifications to the SLP, additional sites have been allocated for development in and around Heyford including south and west of the application site
- 5 4 Extensive discussions have been had during the development of the design codes and the pre app advice on this site about the architectural form and detail of this area As the site is located within the RAF Upper Heyford Conservation Area it is critical that the development reinforces and enhances the character of this area Many of the residential buildings across the site were built in the early 20th century and have a character that can be best described as a simple / pared back Arts and Crafts character Greater detail on this can be found in the Design Code
- 5 5 The key issues for consideration in this application are
- Visual Impact, Heritage and the Conservation Area
 - Landscape Impact
 - Traffic, Access and Parking

Visual Impact, Heritage and the Conservation Area

- 5 6 This application seeks reserved matters approval for phase two of development for Bovis Homes The development will extend the building envelope south of Camp Road and east of phase 1 towards the settlement centre The proposal is for 90 dwellings, 13 x 2, 23 x 3, 19 x 4 and 35 x 5 bedroomed, of which 21 will be affordable The density is 30.8 units per hectare, so in line with the guidance in the Design Code The site area has been reduced because of disagreement over the layout in the north east corner of the site and its connection to Gordon Road As a result the number of units has been reduced from 103 to 90 This issue will need to be resolved by a separate application
- 5 7 Extensive work and discussions have been had with the developer using the approved Design Code to establish a layout approach and architectural vocabulary for the site which will reinforce and enhance its heritage value In terms of house design, the style reflects much of the already approved housing on phase 1 where the Council's Design Officer secured substantial revision in the architectural styles which reflects the style already approved on phase 1 Detailed negotiations also took place to the detail of barge boarding, eaves details and canopy design

5 8 The forms part of the Core Housing (West) character area (CA7) in the Heyford Park Design Code and there are a number of requirements in the code which development in this area needs to adhere to. The main attributes are a design inspired by the arts and crafts style found at Carswell and elsewhere at Heyford. Streets will be a mix of formal and informal with housing providing a strong presence on to the street and public realm. Special attention needs to be paid to the suds corridor and to the main street which forms the bus route through the new settlement. This is particularly evident in the tree lined landscaped avenue to the latter. And the informal layout using the larger villa style house type to the suds corridor.

5 9 The housing to the west of this parcel of development forms part of the special Suds character condition in the Design Codes. One of the important characteristics of this area is the informality of its layout. The houses to the edge are substantial in appearance and size, all 5 bed roomed and 2 storied, mainly gable ended, some with projecting gables to create a landmark feature. In line with the code materials will be good quality bricks with some render. Roofs are slate or plain tiled. Doorways have a simple canopy, flat or gabled. They are styled in the form of pared down military architecture required by the Design Code. Each property will get at least 4 off street parking spaces including double garages and a reasonably large garden. As a result we now have a scheme whereby the housing both reinforces and enhances the character of this part of the RAF Upper Heyford Conservation area. Many of the residential buildings across the wider site were built in the early 20th century and have a character that can be best described as a simple / pared back Arts and Crafts character and this scheme suitably reflects that character as well as establishing an identity as found in the Design Code. There is limited detailing in terms of balanced fenestration, gables and canopies. The result is informal but taken together it forms a harmonious blend.

5 10 The housing fronting the new landscaped avenue is more modest in size and mixed in size and house type. Their scale and appearance will befit the set piece needed for what will be a main arterial route around the settlement and better equate to the former military scale of building. There are a number of mature trees along the eastern boundaries. It has been agreed these will be problematic in domestic gardens and therefore they will be removed and replaced by a different type of lime. New trees will be planted on verges through the development zone. Gardens have been extended where they fell below 10m in depth. Nearly all houses have dedicated parking with garages on plot. Visitor parking is provided on street.

5 11 The majority of the frontages are open. Details of boundary treatment are generally satisfactory.

Landscape Impact

5 12 This part of the settlement is relatively barren save for the line of lilia on the eastern boundary. It has been agreed with the Tree Officer that it would be better to remove them now and replace them with a species more appropriate to domestic gardens but which will eventually form a strong replacement visual backcloth. Camp Road will continue the theme of tree lined verges backed by a hedge. The main road through this parcel will be a landscaped avenue (E3 in the design code) with verges and trees. The Suds corridor was dealt with as part of the phase 1 application. Further landscaping is provided through the layout. The applicant has set up a management company responsible for maintenance of the landscaping at Heyford Park. This keeps control of some of the hedging and trees.

out of the domain of the individual householder and an adoption plan illustrates this

Traffic, Access and Parking

5 13 The development now follows the masterplan and the Design Code in terms of the access arrangements from Camp Road. The main road is a right angled junction into the site. The main north-south street is now clearly tertiary with verges, tree lined and some ability to park on street. Secondary routes through to the suds corridor are created and these east-west routes are shared surface "home zone" streets. The tracking has been submitted and checked and found to be satisfactory by the County Council. There is strong pedestrian linkage west across the Suds corridor to Bovis phase 1 and east to the existing bungalows.

5 14 The layout and level of parking provision now reflects the standard set out in the Design Code. Parking and drives are used to create a separation between the semi-detached houses and create a rhythm to the main streets. All houses have at least 2 parking spaces, the larger ones and double garages. The one area of courtyard parking has been deleted. A bus stop has been introduced along the main avenue.

Engagement

5 15 With regard to the duty set out in paragraphs 186 and 187 of the Framework, no problems or issues have arisen during the application save for the connectivity to Gordon Road and achieving a scheme to comply in this part of the site with "secured by design". The site area was amended and this part of the scheme will be resolved by further discussions and negotiations. It is considered that the duty to be positive and proactive has been discharged through the efficient and timely determination of the application and by the in depth discussions that have taken place resulting in the final scheme.

Conclusion

5 16 It is considered this scheme will now form an area of a distinct character(s) reflecting the design coding for the site. The houses have a variety of designs reflecting the arts and crafts style and military style seen elsewhere and reflecting the character of Heyford. Taken together they form an appropriate form of development. They provide a decent standard of amenity inside and outside the property. It is recommended these reserved matters are approved.

6 Recommendation

Approval, subject to the following conditions

- 1 Except where otherwise stipulated by condition, the application shall be carried out strictly in accordance with the following documents: Application forms, Statement of Flood Risk assessment Compliance, Arboricultural Information and Method Statement, Tree Survey and Constraints Plans, the drawings specified in the schedule of plans received on 19th January 2015 but excluding House type AE05 (FOG) and the tree pit details (drawings BIR 4372_17, 18 and 19).

Reason - For the avoidance of doubt, to ensure that the development is carried out only as approved by the Local Planning Authority and to comply with Government guidance contained within the National Planning Policy Framework

- 2 The materials to be used in the new development shall be as shown on plan No 0285 87A There shall be no variation of these materials without the prior written consent of the Local Planning Authority

Reason - To ensure that the development is constructed and finished in materials which are in harmony with the building materials used in the locality and to comply with Policy C28 of the adopted Cherwell Local Plan and Government guidance contained within the National Planning Policy Framework

- 3 That all planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building(s) or on the completion of the development, whichever is the sooner, and that any trees and shrubs which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent for any variation

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy C28 of the adopted Cherwell Local Plan

- 4 This permissions shall specifically exclude the tree pit details shown on drawings BIR 4372_17, 18 and 19 and prior to the commencement of the development hereby approved, and notwithstanding the submitted details, full details, locations, specifications and construction methods for all purpose built tree pits and associated above ground features, to include specifications for the installation of below ground, load-bearing 'cell structured' root trenches, root barriers, irrigation systems and a stated volume of a suitable growing medium to facilitate and promote the healthy development of the proposed trees, shall be submitted to and approved in writing by the Local Planning Authority Thereafter, the development shall be carried out in accordance with the approved details and specifications

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy C28 of the adopted Cherwell Local Plan and Government guidance contained within the National Planning Policy Framework

- 5 Prior to the first occupation of any of the dwellings hereby approved, all of the estate roads and footpaths (except for the final surfacing thereof) shall be laid out, constructed, lit and drained in accordance with Oxfordshire County Council's 'Conditions and Specifications for the Construction of Roads' and its subsequent amendments

Reason In the interests of highway safety, to ensure a satisfactory standard of construction and layout for the development and to comply with Government guidance contained within the National Planning Policy Framework

- 6 That before the development is first occupied, the parking, garaging and manoeuvring areas shall be provided in accordance with the plans hereby approved and shall be constructed, laid out, surfaced, drained and completed in accordance with specification details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development, and shall be retained unobstructed except for the parking and manoeuvring of vehicles at all times thereafter

Reason - In the interests of highway safety and to comply with Government advice contained in the National Planning Policy Framework

- 7 That all enclosures along all boundaries of the site shall be as shown on the approved plans and such means of enclosure shall be erected prior to the occupation of any dwelling

Reason - To ensure the satisfactory appearance of the completed development, to safeguard the privacy of the occupants of the existing and proposed dwellings and to comply with Policies C28 and C30 of the adopted Cherwell Local Plan

PLANNING NOTES

Attention is drawn to a Legal Agreement related to this development or land which has been made pursuant to Section 106 of the Town and Country Planning Act 1990, Sections 111 and 139 of the Local Government Act 1972 and/or other enabling powers and in particular for the requirement of affordable accommodation

This permission shall be read in conjunction with the Outline Permission reference 10/01642/OUT and if implemented the development shall be undertaken in conjunction with the terms and conditions of these permissions. In particular it is still required that before operational development commences a surface water drainage scheme be approved (condition 23)

STATEMENT OF ENGAGEMENT

In accordance with the Town and Country Planning (Development Management Procedure) (England) (Amendment No 2) Order 2012 and paragraphs 186 and 187 of the National Planning Policy Framework (March 2012), this decision has been taken by the Council having worked with the applicant/agent in a positive and proactive way as set out in the application report. Since submission the details have been revised as part of a positive engagement between applicant and Local Planning Authority. Layouts have been modified to reflect character, comply with the design code and to create space for more trees and to create an opportunity for more street planting on the main tertiary road. The layout and design closely follows the Design Codes and advice has been given on the plans and house types following formal written pre application advice. On the back of these comments the design has evolved and a number of changes have been made.

SIGNED



Andrew Lewis

DATED 19 01 2015

AGREED

DATED

Delegated Authority Y x / N