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# Planning Statement

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Land north of Camp Road, Heyford Park, Upper Heyford

By David Wilson Homes Southern



# Planning Statement

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## 1. Introduction

- 1.1. This Planning Statement has been prepared by Savills on behalf of David Wilson Homes (Southern) Ltd, hereafter referred to as the Applicant. The application seeks full planning permission for the erection of 126 homes, with associated open space and other infrastructure.
- 1.2. The Planning Statement provides an assessment of the proposed development against the Development Plan for Cherwell, the National Planning Policy Framework (2021) and other relevant material considerations. The Planning Statement also incorporates an assessment of the impact of the development on the site and surrounding local area, including highways, drainage and ecology matters.
- 1.3. Under planning application 15/01357/F, Pye Homes have applied for, *“Erection of 89 dwellings, creation of new access arrangement from Camp Road, creation of open space, hard and soft landscaping and associated ancillary works and infrastructure.”* This application would involve the development of the southern two-thirds of the land subject to this application.
- 1.4. The application was amended in late 2021 and at the time of writing a decision remains pending but Pye Homes has achieved a resolution to grant subject to completion of a Section 106 agreement.
- 1.5. Concurrently, under planning application 21/03523/OUT, Pye Homes have also applied for outline planning permission for *“Outline planning application for the erection of up to 31 dwellings, public open space, landscaping, associated parking, vehicular access and ancillary works (all matters reserved except means of access).”* This application relates to the remaining northern third of the site and takes the total number of dwellings proposed 120. Again, a decision on the application remains pending with a resolution to grant subject to the completion of a Section 106 agreement.
- 1.6. The Applicant is in the process of acquiring the entire site and is seeking to develop the land with a single comprehensively planned residential development.
- 1.7. This application is supported by a suite of plans and technical documents as set out in the covering letter. The following statement will set out the site, its context and planning history before setting out the proposed development and development plan context. The later sections of the report will review pre-application advice received and then provide an assessment of the planning merits of the scheme.

## 2. The site and surroundings with relevant planning history

### The Site

- 2.1. The land subject of this application is approximately 4.1 hectares in size and an open green field site located to the east of the former RAF/USAF Upper Heyford base on the north side of Camp Road. The Western boundary is a track that leads to a group of residential buildings to the north of the site that are collectively known as Letchmere Farm. On the other side of the track is a strong green boundary of trees and hedging. This forms the eastern edge of the former Heyford base. The land slopes down to its eastern boundary to Sor Brook and hedgerow. Beyond that are a small group of ponds and beyond that another open field. The southern boundary is a hedgerow
- 2.2. To the east of the site Camp Road leads to Ardley Road which runs south to the village of Middleton Stoney, which connects to the M40. This provides access to the town of Banbury to the north as well as Warwick, and London further afield. Further east of the M40 is the market town of Bicester. This is Upper Heyford's largest local town.
- 2.3. There is a soon to be a speed limit of 20mph on Camp Road. The nearest bus stop is approximately a 2 minutes' walk from the site entrance between where Larsden Road and Soden Road cross Camp Road. There are no bridleways or public rights of way on the site. The 250 Bus that runs between Bicester Town Centre and Oxford City Centre stops at Camp Road West End,
- 2.4. There a number of local facilities within a reasonable walking distance, including a Sainsbury's local, Heyford Park School, a community garden and a nursery. As the Heyford strategic site continues to come forwards, more local facilities will open to the benefit of local residents. This site is a strategic allocation in the Cherwell Local Plan (Policy Villages 5) which will be discussed in detail in this Statement.

### The Air base

- 2.5. In terms of the uses on the adjacent former RAF/USAF site, military use ceased in 1994. Since 1998 the site has accommodated a number of employment uses in existing buildings on the flying field and in the technical area, first under temporary planning permissions and latterly under a permanent permission granted on appeal and by subsequent applications.
- 2.6. Over the last 20 years numerous applications have been made seeking permission to either develop the whole base or large parts of it .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."* This permission included the flying field and the uses and development permitted upon it at the appeal have been implemented under the appeal permission.

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- 2.7. In November 2020, the Planning Committee considered application 18/00825/HYBRID which in summary sought approval for 1,175 dwellings, an area of potential high-tech employment based on film industry production, a commercial area, a park and visitor destination centre, an education site, the formation of a new access at the eastern end of the site (Chilgrove Drive) to the flying field for commercial traffic together with a new circulatory route through the extended settlement a new sports park, a new medical centre an energy facility, extension of the Village Centre including community buildings. The Committee resolved that authority be delegated to the Assistant Director Planning and Development, to grant permission for application 18/00825/HYBRID subject to conditions and the completion of a section 106 planning obligation. These delegated matters are still being progressed by officers but are understood to be reaching a conclusion.
- 2.8. In terms of constraints, The majority of the former airbase, that includes the adjacent land to the west of the application site and to the north of Letchmere Farm, was designated as a Conservation Area in 2006 because of its architectural and social historic interest due to its role during the Cold War, In addition, the wider RAF Upper Heyford site also contains a number of Scheduled Monuments identified as 'Cold War Structures' and five listed buildings.
- 2.9. The site lies just outside the recently designated Ardley and Upper Heyford Conservation Target Area and the County designated wildlife site on the flying field which is important for its calcareous grassland, ground nesting birds and great crested newts. The latter have also been recorded at Letchmere Farm.

## 3. The Proposed Development

3.1. The proposal comprises the following elements

- Erection of 126 dwellings
- 30% affordable housing, including 25% First Homes
- A mix of 1, 2, 3 and 4 bed dwellings;
- A new primary vehicular access from Camp Road;
- Secondary vehicular accesses for Plots 1-5 and Plots 122-126
- A central area of public open space;
- Provision of a LEAP and LAP within the open space;
- Additional landscaping; and
- Sustainable urban drainage system

3.2. The housing mix is summarised in the below table:

Size	Market	Affordable Rent	Shared Ownership	First Homes
1 bed maisonette	0	10	0	0
2 bed houses	7	4	3	9
2 bed bungalow	0	2	0	0
3 bed houses	45	3	6	0
4 bed houses	36	1	0	0
<b>TOTAL</b>	<b>88</b>	<b>20</b>	<b>9</b>	<b>9</b>

## 4. Planning Policy Context

4.1. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that development proposals be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this context this section reviews the following documents:

4.2. The Development Plan:

- Cherwell Local Plan 2011-2031 (Part 1) (Re-adopted on 19 December 2016);
- Partial Review of the Cherwell Local Plan 2011-2031 (Oxford's Unmet Housing Need); and
- Saved Policies from the Cherwell Local Plan 1996 (Saved on 27 September 2007).

4.3. Material Considerations:

- National Planning Policy and Guidance;
- Non-statutory Cherwell Local Plan
- Various other Supplementary Planning Documents and Guidance documents including the Banbury Vision and Masterplan SPD (December 2016) and Cherwell Design Guide SPD.

### Development Plan

#### **Cherwell Local Plan 2011-2031 Part 1**

4.4. The Local Plan Part 1 was formally adopted on 20 July 2015. The addition of Policy Bicester 13 meant that the Plan was re-adopted on 19 December 2016.

#### Principle

4.5. The Cherwell Local Plan 2011-2031 seeks to allocate sufficient land to meet District Wide Housing needs. The overall housing strategy is to focus housing growth at the towns of Banbury and Bicester as well as the Heyford strategic site outside of these towns. 1,600 homes are allocated by Policy Villages 5 at Former RAF Upper Heyford.

4.6. Policy Villages 5 of the CLP 2031 Part 1 identifies the former military base as a strategic site in the rural area for a new settlement. The land subject of this application is identified within that allocation as part of a potential development area.



- 4.7. The policy includes specific design and place making principles including avoiding development on more sensitive and historically significant sites, retain features that are important for the character and appearance of the site, encourage biodiversity enhancement, environmentally improve areas and integrate the new and existing communities' character.
- 4.8. This application is identified within that allocation as part of a potential development area
- 4.9. The following policies are considered relevant to this application and are discussed in more detail in Section 5.
- Policy PSD1: Presumption in Favour of Sustainable Development
  - Policy SLE 4: Improved Transport and Connections
  - Policy BSC1: District Wide Housing Distribution
  - Policy BSC2: The Effective Use of Land – Brownfield Land and Housing Density
  - Policy BSC3: Affordable Housing
  - Policy BSC4: Housing Mix
  - Policy BSC 9: Public Services and Utilities
  - Policy BSC 10: Open Space, Outdoor Sport and Recreation Provision
  - Policy BSC11: Local Standards of Provision – Outdoor Recreation
  - Policy ESD 1: Mitigating and Adapting to Climate Change
  - Policy ESD 2: Energy Hierarchy and Allowable Solutions
  - Policy ESD 3: Sustainable Construction
  - Policy ESD 5: Renewable Energy
  - Policy ESD 6: Sustainable Flood Risk Management
  - Policy ESD 7: Sustainable Drainage Systems (SuDS)
  - Policy ESD 8: Water Resources
  - Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment
  - Policy ESD 13: Local Landscape Protection and Enhancement
  - Policy ESD 15: The Character of the Built and Historic Environment
  - Policy ESD 17: Green Infrastructure
  - Policy Banbury 10: Bretch Hill Regeneration Area
  - Policy INF1: Infrastructure
- 4.10. Layout and Design
- 4.11. Policy ESD15 of the CLP 2015 seeks to secure development that would complement and enhance the character of its context through sensitive siting, layout and high-quality design meeting high design standards and complementing any nearby heritage assets.
- 4.12. Policy Villages 5 sets out a number of Key site-specific design and place shaping principles including:
- 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;
  - Development on greenfield land within 'the allocation should provide for a well-designed, 'soft' approach to the urban edge, with appropriate boundary treatments;

- 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

4.13. Policy BSC2 states that residential schemes should be provided at least 30dph unless there are justifiable planning reasons for a lower density

### Landscape and Character

4.14. Policy ESD15 requires new developments to contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography, including skylines, significant trees, historic boundaries, landmarks, features or views.

4.15. Policy ESD17 seeks to maintain and enhance the District's green infrastructure network. New landscaping areas will be required to assimilate development into the landscape and assist in the transition between the urban edge and rural areas.

### **Saved Policies from the Cherwell Local Plan 1996**

4.16. The saved policies are those that were originally saved on 27 September 2007 and which have not been replaced by policies within the Adopted Cherwell Local Plan 2011-2031 (Part 1). Appendix 7 of that Plan lists those policies that have been replaced.

4.17. The relevant policies of the Cherwell Local Plan 1996 are as set out below.

- Policy C28: Layout, design and external appearance of new development;
- Policy C30: Design control

4.18. The compliance of the proposed development in terms of these policies is discussed within the Planning Appraisal section of this Planning and Consultation Statement at section 6.

### Other Material Considerations

#### **National Planning Policy Framework**

4.19. The National Planning Policy Framework (NPPF) was updated in July 2021.

4.20. The NPPF at paragraph 8 states that there are three overarching objectives to achieving sustainable development: economic, social and environmental. Paragraph 11 states that a presumption in favour of sustainable development should apply to plan making and decision taking.

- 4.21. Section 8 of the NPPF relates to promoting healthy and safe communities. Paragraph 92 states planning policies and decisions should aim to achieve healthy, inclusive and safe places, including by promoting social interaction and designing safe and accessible places.
- 4.22. Section 9 of the NPPF relates to sustainable transport. Paragraph 110 requires appropriate opportunities to promote sustainable travel to be taken up in respect of the type of development proposed and its location
- 4.23. Section 12 of the NPPF relates to the importance of good design, and requires that developments contribute positively to making places better for people. The NPPF states that development should function well and add to the overall quality of the area, for the lifetime of the development, it should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping and should create places that are safe, inclusive and accessible.
- 4.24. Section 14 of the NPPF relates to the challenge of climate change and flooding. It encourages development to reduce greenhouse gas emissions, encourage the reuse of existing resources and supply renewable and low carbon energy.
- 4.25. Section 15 of the NPPF relates to conserving and enhancing the natural environment. Paragraph 174 seeks to ensure impacts on biodiversity are minimised and net gains for biodiversity are provided. It also seeks to ensure development does not give rise to unacceptable levels of soil, air, water or noise pollution.
- 4.26. In March 2014, the then Department for Communities and Local Government launched its Planning Practice Guidance (PPG) web-based resource. This guidance provides a variety of practice guidance in respect of planning considerations. A number of elements of the PPG are relevant to the determination of this application.
- 4.27. In particular, the PPG provides advice on the key points to take into account in relation to design matters. It reconfirms the advice given by the NPPF, that good design is an integral part of sustainable development.
- 4.28. Development is expected to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development so that new development integrates with its surroundings. Form, scale and use of materials are all highlighted as important in considering good design.
- 4.29. The PPG reconfirms the advice given by the NPPF that protecting and enhancing the historic environment is an important component of sustainable development. Guidance is provided on the legislation relating to the historic environment, assessing the significance of a heritage asset and assessing if a proposal may cause harm to the significance of a heritage asset.

## **Non-Statutory Cherwell Local Plan 2011**

- 4.30. The Non-Statutory Cherwell Local Plan 2011 was intended to review and update the Local Plan adopted in 1996. Due to changes to the planning system introduced by the Government, work on this plan was discontinued prior to adoption. The Non-Statutory Cherwell Local Plan 2011 is not part of the statutory development plan but was approved as interim planning policy for development control purposes in December 2004. It is understood that the Non-Statutory Local Plan remains a material consideration.
- 4.31. The site is identified as an allocation under Policy H1b of this plan to come forward between 2008 and 2011. The approximate capacity given to the site was 70 dwellings.

## **Mid Cherwell Neighbourhood Plan 2018 - 2031**

- 4.32. This Mid Cherwell Neighbourhood Plan (MCNP) was initiated by the Dorchester Group, the owners of the former RAF base in 2014, and ultimately made in 2019. The Heyford strategic site lies at the heart of what has become the Mid-Cherwell neighbourhood, straddling several parishes.
- 4.33. The following policies are relevant to this development:
- Policy PD4 – Protection of important views and vistas
  - Policy PD5 – Building and Site Design;
  - Policy PD6 – Control of Light Pollution;
  - Policy PH1 – Open market housing scheme
  - Policy PH3 – Adaptable Housing;
  - Policy PH5 – Parking, garaging and waste storage provision;

## **Cherwell Housing Strategy 2019-2024**

- 4.34. The Housing Strategy 2019-2024 outlines the Council's aspirations in terms of the delivery of housing, particularly affordable housing, in this period. Key relevant priorities in terms of the application are as follows.
- Increase the supply and diversity of affordable housing to ensure the right types of housing are available in the right places; and
  - Enhance opportunities for residents to access suitable homes and have housing choices

## **Cherwell Residential Guide SPD**

- 4.35. The Cherwell Residential Design Guide SPD was adopted by the Council in July 2018 and seeks to inform the design of residential development proposals to ensure high quality design that protect the amenity of existing and new residents. While the Design Guide does not form part of the development plan, it is a significant material consideration in terms of the determination of planning applications for residential sites.

## 5. Planning Appraisal

- 5.1. Section 38 (6) of the Planning and Compulsory Purchase Act (2004) states that if regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 5.2. This section of the Planning Statement provides an assessment of the proposed development against the development plan, National Planning Policy Framework (NPPF), and any relevant material considerations including planning history for the application site.
- 5.3. Significant detail is provided by the plans and reports that accompany this submission which should be read alongside the below commentary in order to gain a full understanding of proposals.

### Principle

- 5.4. As summarised in Section 4, this site forms a small part of the former military base identified as strategic rural allocation in Policy Villages 5 of the CLP. Thus the principle of this proposal is established.
- 5.5. In the committee report for application 21/03523/OUT the case officer confirms , *“The land subject of this application is identified within that allocation as part of a potential development area. The policy seeks to achieve a settlement of approximately 1600 dwellings in addition to those already approved. The policy also goes on to lay down specific design and place making principles including avoiding development on more sensitive and historically significant sites, retain features that are important for the character and appearance of the site, encourage biodiversity enhancement, environmentally improve areas, integrate the new and existing communities and remove structures that do not make a positive contribution to the site’s special character.”*
- 5.6. Those principles of particular relevance to this proposal are:
- Proposals must demonstrate the conservation of heritage resources, landscape and enhancement of biodiversity;
  - Walking, cycling and public transport use should be encouraged, with links to existing networks;
  - Layouts should maximise the potential for walkable neighbourhoods;
  - Measures to minimise the traffic impact are required through Section 106 funding or physical works;
  - Layouts need to minimise noise impacts;
  - Development should protect and enhance the Local Wildlife Site;
  - High quality design that reflects established character;
  - New development need to preserve the character and appearance of nearby Conservation Areas;
  - A well-designed “soft approach” to the built up area with appropriate boundary treatments;
  - The removal and remediation of contamination;
  - The new scale and massing of new buildings should respect their context. Building materials should reflect the locally distinctive colour palette;
  - Green infrastructure links to the open countryside are required;
  - Sustainable drainage systems are required;
  - Climate change mitigation measures are necessary

- 5.7. The documentation accompanying this application demonstrates how this proposal will conform to these principles to ensure a high quality development that will help to realise this strategic allocation as the Development Plan intends. The steps taken are summarised below.

### Site Layout and Design Principles

- 5.8. Policy ESD15 seeks to secure development that would complement and enhance the character of its context through sensitive siting, layout and high-quality design meeting high design standards and complementing any nearby heritage assets.
- 5.9. The Design and Access Statement (DAS) by Focus Design accompanying the application outlines the additional assessment of the character of Heyford Park that has been carried out assessing the contrasting urban forms, building materials and details to have been used in the design of this proposal so it can appear as a natural extension of the Heyford Park development. The Focus assessment focuses on four main areas that have all informed the design principles which underline this scheme.
- 5.10. Settlement patterns and block structure - The proposal follows a linear design form influenced by the alignment of Camp Road and the base layout and barracks. The density of the development varies throughout the scheme, giving differing character areas. On the edges lower densities give the requisite softer approach to the development whilst higher densities in key areas such as the central open space use built form to create a strong sense of place. Clear legibility is provided for the user to provide suitable access for pedestrian and vehicles, clearly delineated through the use of surface materials.
- 5.11. Built Form – Heyford Park is predominantly characterised by 2 & 3 storey buildings. Variation in height will help form the different character areas within the development. On the outer edges, height is limited to 2 & 2.5 storeys whilst 3 storey buildings in the higher density centres reinforce the sense of place.
- 5.12. Public Open Spaces – This application presents an opportunity to consolidate the open space provision offered across the two Pye schemes and provide the same quantum as part of a comprehensive masterplan. Accordingly, The largest central open space proposed is designed to function as village green, in response to this area being formally used as a parade ground. This area provides for a variety of uses including children’s play. Smaller incidental opens spaces are pepper-potted throughout the development but are visually linked. All open spaces are overlooked to ensure natural surveillance .
- 5.13. Building materials and details - A common theme of materials and detailing has been taken inspiration from the existing Officers’ Housing; Camp Road, the rural edges and so on. This proposal takes a contemporary approach the central area to transition from the more traditional housing already seen on Camp Road. A Georgian inspired style is proposed around the village green.
- 5.14. As summarised in the DAS, this proposal is primarily influenced by the Camp Road rural edge and the core housing areas of Heyford Park. The aim is to allow for a singular development expansion. Some of the key design features proposed to achieve this are:
- Use of 2.5 storey dwellings at key focal points to aid legibility and way finding;
  - Facing materials to include brick and render with render sparingly used at gateways and fronting open space;

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- Plain profiled tiles slate grey and brown in colour;
  - Casement windows, with cills and lintels to be cast stone and brick;
  - 6 pane doors with use of lean-to and gabled front porches;
  - Front boundaries to include hedging, amenity shrubs and black railings;
  - Rear boundaries facing the street will be 1.8 metre red brick walls. Internal boundaries will be close-boarded fencing
- 5.15. The layout of the scheme has strong build lines to create the regimented build forms whilst the eastern boundary has a looser feel to address what is currently open countryside but in future is likely to be the landscaped areas of the proposed Richborough Estates development. Around the central green open space, dwellings will be outward facing to provide a sense of enclosure.
- 5.16. The entrance to the site will be a green entrance with grass verges and an avenue of street trees that will create seasonal interest. In terms of access to, and movement through, the site, there will be pavement on both sides of the main access road, connections through to existing and proposed public open space. The layout preserves the existing right of access for the landowners of the adjoining land to the east along the Camp Road frontage. The children's play area is located away from the main road. The LEAP and LAP are enclosed by railings and sensory planting to increase safety. Parkland trees planted at various scales will give the space permanence and structure.
- 5.17. Visual connections to the existing surrounding landscaping are proposed. Existing trees and hedging will be retained and protected during construction with new landscape features included as part of the soft landscaping proposals.
- 5.18. Given the size of the site, cycle routes will be provided within the public realm, shared within the pedestrian and vehicle routes. Parking will be provided in accordance with the Cherwell Residential Design Guide Supplementary Design Guide (SPD)". To that end, 291 on plot allocated parking spaces are proposed alongside 25 on-street visitor spaces. Any garages provided will be the requisite 6x3 metres dimensions. The eastern boundary will be enhanced to provide a new soft edge to the settlement. This will be achieved through the provision of native tree species and shrubs, informally arranged along the boundary, along with meadow planting and native hedgerow reinforcement. Drainage swales will be planted with native wetland species to maximize their potential for biodiversity.
- 5.19. The DAS explains the three-pronged approach to sustainability proposed – masterplan, plot and dwelling.
- 5.20. The site has been designed to encourage walking and cycling to the wider neighbourhood, connecting into the existing and proposed network. Trees have been incorporated into the streets to provide shade, encourage wildlife and enhance the street scene. The site is at low risk of flooding and makes use of sustainable drainage methods that improve water quality and limit runoff from the site to greenfield rates

- 5.21. The Applicant has partnered with the Supply Chain Sustainability School to support and educate its supply chain on sustainability goals. The tender process includes local contractors and a broad training programme for apprentices and trainees. More practically, 95% of construction waste is diverted from landfill through smart material selection and sizing, reuse and recycling, working closely with suppliers and waste contractors. 72% of the Applicant's electricity is from renewable tariffs and this will improve to 100% by 2025.
- 5.22. Electric vehicle charging sockets will be provided on the external walls or garages of suitable houses, to serve private parking spaces in accordance with Part S of Building Regulations. Secure cycle parking will be provided to each dwelling. This will either be in garages or for dwellings without garages, a secure cycle parking shed will be provided for each dwelling.
- 5.23. Each dwelling is built using a fabric first approach to ensure air tightness, high levels of insulation and high performance windows and doors. The Applicant's homes achieve 2021 Part L Building regulations which is due to be updated again in 2025 to the Future Homes standard which will see a 75-80% reduction in carbon emissions and the removal of gas boilers from new dwellings.
- 5.24. The DAS concludes, "*The proposals have been driven by a thorough appreciation of the constraints and opportunities of the site. They emphasise the applicant's commitment to an environmentally driven solution. The masterplanning process has been led by Focus on Design, with substantial inputs from others.*" The Applicant is satisfied that the design proposal satisfies all of the relevant design principles required by Policy Villages 5.

## Housing Mix and Affordable Housing

- 5.25. New residential development is expected to provide a mix of homes under Policy BSC 4: Housing Mix to meet housing need and creating socially mixed and inclusive communities. Policy BSC 3: Affordable Housing sets out the requirement for social housing in the district with an expected split between rented and intermediate ownership of 70/30%.
- 5.26. The actual quantum of affordable units is set out in Policy Villages 5 of CLP 2031 Part 1 which requires approximately 1,600 homes (in addition to the 761 (net) already permitted) of which at least 30% are to be Affordable housing.
- 5.27. As summarised in Chapter 4, this proposal includes the requisite 30% of the 126 units as affordable homes in a variety of tenures and house types. The tenure split is 52% affordable rented, 24% shared ownership and 24% first homes. There are a mix of 1,2,3 and 4 bed affordable properties. Noting the Housing Officer's comments on the Pye application 2 x affordable rented, 2 bedroom bungalows have been included. The Applicant is confident that this is fair offer but is prepared to enter into further discussions with the Council's housing team to ensure the affordable homes provided on this site best meet current local need. The agreed provision will be secured via Section 106 agreement.



- 5.28. As shown on the Affordable tenure plan (Drawing No: 0778-113) the affordable homes are spread throughout the site. These units are built in the same materials and to the same design as the private units, so they are visually indistinguishable.
- 5.29. All of the affordable housing meets the current national space standards, all the bungalows are Part M(3) compliant and 50% of the affordable houses meet Part 4(2).
- 5.30. The private housing mix is 8% 2-bed, 51% 3-bed and 41% 4-bed. This mix ensures a majority of smaller two and three bed units and ensures a development density that ensures the efficient use of land as required by policy. Due to the ongoing trend of home-working the layout of several of the three and four bedroom houses includes a study. For other housetypes there is the flexibility for one of the bedrooms to be used as study as required by the occupier.

### Landscape

- 5.31. Policy ESD13 of the Cherwell Local Plan Part 1 states that: *“Development will be expected to respect and enhance local landscape character, securing appropriate mitigation where damage to local landscape character cannot be avoided. Proposals will not be permitted if they would:*
- *Cause undue visual intrusion into the open countryside;*
  - *Cause undue harm to important natural landscape features and topography;*
  - *Be inconsistent with local character;*
  - *Harm the setting of settlements, buildings, structures or other landmark features;*
  - *Harm the historic value of the landscape.”*
- 5.32. MCNP Policy PD4 seeks to protect views and vistas including several around RAF Upper Heyford and Rousham although none are believed to be affected by this proposal.
- 5.33. This application is supported by a LVA Addendum by Hankinson Duckett Associates (HDA) which builds on the comprehensive assessment submitted in support of the Pye Homes schemes and considers whether this new proposal results in any material change to the previously identified and accepted landscape impacts.
- 5.34. The LVA for 15/01357/F concluded that the proposals for 89 houses could be integrated into the surroundings without significant residual landscape or visual effects. The LVA for 21/03523/OUT considered that the 31 dwellings could integrate into the location without adverse effects upon character and visual amenity and that the proposal reflected an opportunity to introduce a high-quality development into the wider Heyford Park Masterplan. The Council agreed. The committee report for the outline application concludes, *“the impact of the development on the landscape character area is considered moderate. There would be visual impacts associated with the development and with the more significant visual impacts of the development particularly from the north and east however these can be mitigated to some extent through additional planting and screening to the boundaries. The site is at one of the less sensitive entrances to the village to change and is relatively well contained by existing features.”*

- 5.35. HDA carried out a new field assessment in preparation for this new application and it is considered that the baseline situation within the 2021 reporting and the up-to-date site visit are generally consistent in their findings. Incremental changes include the growth of hedges associated with Camp Road and Trenchard Circle. They have increased in height and depth since the 2021 photographic record, which has increased the screening of the site slightly in views from the west.
- 5.36. The previous LVAs considered the landscape sensitivity of the site is “medium -low” with some capacity to accommodate change. HDA consider the rural landscape to the east has a medium sensitivity to the proposal.
- 5.37. HDA’s conclusion is, *“that the site has a Medium – Low sensitivity to change, with landscape value judged to be medium and the susceptibility to change considered to be Low.”*
- 5.38. This new proposal includes six further units spread across the site. The redesign of the landscape scheme offers a more efficient approach with a consolidated play provision and multifunctional central green space, which is intended to offset the reduction in incidental open space. The proposed landscape scheme (2022) also retains the screening elements for the development including native tree, shrub and hedgerow planting to the east and a mixed native boundary hedge to the west
- 5.39. The previous LVAs concluded that each application represented a “medium-low” magnitude of change to the character of the site with a less than Minor adverse effect on character after ten years of the mitigation planting. HDA have re-assessed the impacts on visual amenity from this development from the same 14 viewpoints used for these previous LVAs
- 5.40. HDA conclude that, *“In terms of effects upon the wider landscape character and local visual amenity it is considered that the revised scheme would not give rise to any greater effects than those presented by either [previous LVAs] with respect to the different sites. Therefore, their findings and conclusions remain valid. It is considered that the proposed development could be successfully integrated into the site without any notable long-term adverse effects upon the receiving landscape character or visual amenity.”*

### Trees

- 5.41. Policy ESD10 of the Cherwell Local Plan 2011-2031 lists measures to ensure the protection and enhancement of biodiversity and the natural environment, including a requirement for relevant habitat and species surveys and associated reports to accompany planning applications which may affect a site, habitat or species of known ecological value.
- 5.42. This application is supported by an Arboricultural Impact Assessment to support the overall landscaping proposals. The incorporated tree survey confirms that there are 17 trees on the site, 4 hedges and 7 groups of trees. The majority of these are of moderate Category C or U in quality but there are 4 individual and 2 groups that are classified in the higher Category B.
- 5.43. The proposed development will require the partial removal of one Category C hedge, along the southern site boundary, to facilitate creation of new access points off Camp Road.

- 5.44. The development proposal submitted as part of this application has been directly and indirectly influenced by the existing tree cover on site. The default position has been that no buildings will be sited within the tree canopy or root protection area of any retained tree. As shown on the landscaping plans accompanying this application, a wide variety of new street trees and hedging is proposed, including a tree-lined avenue leading from the access to the central open space and a replacement hedgerow along the southern boundary of the site onto Camp Road.

### Ecology

- 5.45. This application is supported by an Addendum to Ecological Appraisals Reports by Aspect Ecology who originally provided ecological inputs for the two previous applications on this site (15/01357/F and 21/03523/OUT). These inputs were found acceptable by the Council Ecologist. As such, this application only needs to provide an update to the previous work.
- 5.46. In summary, previous work found the development parcels to be largely unconstrained in terms of ecology. The sites were dominated by short sward, species-poor semi-improved and improved grassland of no more than low ecological value, bound by hedgerows, with occasional scattered trees and scrub. A drainage ditch runs just beyond the eastern boundary of the sites, with a number of off-site ponds present to the north-east.
- 5.47. This scheme proposes development within the grass fields whilst retaining the boundary planting and hedging. Thus, the scheme is predominantly in areas of low ecological value. All habitats with a higher ecological value are retained at the same time an ecological enhancement area is provided along the eastern boundary to provide a newt and bat foraging corridor.
- 5.48. In terms of fauna, the site was considered to provide some opportunities for Great Crested Newts (with a medium population of newts identified within off-site ponds to the north of the sites low numbers of common reptiles and nesting birds. In addition, potential for roosting bats (in trees) was also identified.
- 5.49. Potential opportunities for such fauna are largely limited to field boundaries and as such it is possible to retain and enhance all existing ecological interests under the proposals, with any minor losses fully compensated.
- 5.50. In order to provide an up to date understanding of the site, an update Phase 1 survey has been completed of both development parcels in August 2022. This showed the southern grassland is now unmanaged, so an additional range of flora species are now present on the site. This does not change Aspect's assessment that the southern field is still of low ecological value. The northern field continues to be managed and used for horse grazing. As such, the dominant habitat within the site, the improved grassland, remains closely grazed and of low ecological value.
- 5.51. The 2022 August survey found evidence of badger activity which tallied with previous survey work so the previously proposed mitigation measures are carried over to this scheme.

- 5.52. It is considered that the new application site remains broadly similar to that recorded in 2021, such that the original conclusions to the 2021 Ecological Appraisal reports are unchanged. As such, in line with the findings of the original Ecological Appraisal reports, there is no reason to suggest that any habitats of nature conservation interest or any protected species will be adversely affected by the proposals, whilst measures are proposed to adequately mitigate for any minor losses and provide ecological enhancements within the site.

## Heritage

- 5.53. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in carrying out its functions as the Local Planning Authority in respect of development in a conservation area: special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 5.54. Paragraph 199 advises 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”*
- 5.55. Policy ESD15 of the CLP 2031 Part 1 is consistent with this guidance. The NPPF also states that, where a development proposal leads to harm to the significance of a designated heritage asset, the harm should be weighed against the public benefits of the proposal.
- 5.56. This application is supported by an Archaeology & Heritage Summary Note by Orion. This considers the previous assessment work for the previous two applications in respect of archaeology and built heritage and assess whether this new proposal would lead to any differing conclusions about heritage impact.
- 5.57. In terms of archaeology, that previous work showed to the Council’s satisfaction that no archaeological deposits remained on site.
- 5.58. In terms of built heritage, a 2015 Built Heritage Assessment by West Waddy ADP concluded that development of the site would not result in harm to the conservation area or heritage assets within it.
- 5.59. Orion are satisfied that no further archaeological and built heritage assessment is necessary.

## Flood Risk and Drainage

- 5.60. 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; policy and Policy ESD 8: Water Resources seeks to protect water quality, ensure adequate water resources and promote sustainability in water usage.
- 5.61. This application is supported by a Flood Risk Assessment (FRA) and Drainage Strategy by Odyssey. This confirms the site is located wholly in Flood Zone 1 so is at least risk of fluvial flooding. The risk of surface water groundwater and sewer flooding is also low.

- 5.62. Policy Villages 5 requires provision of sustainable drainage including SuDS in accordance with Policy ESD 7: Sustainable Drainage Systems (SuDS), taking account of the Council's Strategic Flood Risk Assessment and development should be set back from watercourses.
- 5.63. The FRA proposes to use infiltration where viable through the use of shallow SuDS features. Where infiltration is not possible it is proposed to attenuate surface water on site using lined permeable paving, cellular storage and dry swales, and discharge flows to the watercourse located to the southeast of the site. Surface water flows would be restricted using a flow control device and discharged from the site at a controlled industry standard rate.
- 5.64. For foul drainage, it's proposed that foul flows would be conveyed by gravity to a foul treatment plant located within the south-east part of the site, owing to the lower topography. Treated flows would then be conveyed to the proposed surface water drainage system before being discharged to the watercourse.

### Transport

- 5.65. Policy Villages 5 of the CLP 2031 Part 1 requires measures to minimise the impact of traffic generated by the development on the surrounding road network 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.
- 5.66. This application is supported by a Transport Assessment (TA) by Odyssey. The TA has taken account of in the highway capacity assessments undertaken in relation to the 2018 hybrid application (Reference 18/00825/HYBRID) which is a hybrid application for up to 1,175 dwellings.
- 5.67. Through this application, Dorchester Living and Oxfordshire County Council (OCC) have agreed a package of mitigation that includes bus services, junction and road improvements, Travel Plan measures and traffic calming. This is all relevant to the assessment of the traffic impacts of this scheme.
- 5.68. Camp Road is a single carriageway road, with an approximate width of 6m with a speed limit of 20mph soon to be introduced. It is rural in nature. There are traffic calming measures to the west of the proposed access. There are currently no pedestrian or cycle facilities along Camp Road in the vicinity of the site; however, as part of the Heyford Park proposals, a mitigation scheme has been developed which would include a footway along the northern side of Camp Road along the site frontage.
- 5.69. To the east of the site, the footway would change from the northern to the southern side of Camp Road, with a zebra crossing proposed to provide a pedestrian connection. At the western end of the site frontage, a footway would be provided on the southern side of Camp Road to connect to the existing footway west of the access to Duval Park. To the west of the site, beyond its junction with Larsen Road, Camp Road benefits from a footway on both sides of the road, providing access to the local area and facilities.

- 5.70. The vehicular access to the site will be a simple priority junction with an existing traffic island along Camp Road removed to enable all movements in and out of the site. This arrangement is as proposed under application 15/01357/F which has established the acceptability of this arrangement. The site access and layout have been informed by a Stage 1 Road Safety Audit.
- 5.71. Nonetheless, the TA outlines the additional work that has been done to finalise the junction design and how the OCC Street Design Guide (2022) has informed the internal road layouts. The site access and layout have been informed by a Stage 1 Road Safety Audit.
- 5.72. The site layout has been designed to allow refuse collection by a 11.64m refuse vehicle used in Oxfordshire. Bin stores and bin collection points have been provided throughout the development to ensure compliance with Building Regulation Part H (Waste) in terms of operator drag distance of 25m and residents' drag distance of 30m. Drawing 22-192-002 shows the refuse vehicle swept path analysis as well as the location of bin collection points and relevant drag distances. The site layout has been designed to ensure compliance with Building Regulations Part B (Fire) with respect to accessibility. Drawing 22-192-004 shows the fire tender SPA and hose distances.
- 5.73. The TA outlines the calculations that have made to conclude that proposed development is likely to generate between 60 and 76 vehicle trips in the morning peak hour and circa 60 vehicle trips in the evening peak hour.
- 5.74. The TA in support of the Dorchester Living Heyford Park hybrid application included extensive capacity analysis of junctions in the wider area, including the site access to the proposed development. A number of junctions in the wider area were shown to require improvements for which a mitigation package was developed as part of the Heyford Park hybrid application. With those mitigation works complete, the traffic generated by this development will easily be accommodated by the highway network.
- 5.75. The wider Heyford Park development benefits from a Framework Travel Plan (FTP), produced by My Mode Choice in April 2021 and covering all land uses, including the residential elements. The Applicant is willing to produce a residential travel plan for this scheme that follows the agreed FTP.
- 5.76. The design of the site access and on-site layout are considered suitable and the traffic impact of the proposed development on the local highway network is not considered to be severe. On this basis it is considered that there is no reason to refuse the planning application for the proposed development on highway grounds

## Contaminated Land

- 5.77. This application is supported by a Phase I – II Geo-Environmental Site Assessment by Omnia. This confirms that there are elevated concentrations of hydrocarbons within the site which could have a significant risk to future occupiers of the site if not remediated. The remedial work would involve the removal and off-site disposal of topsoil. No special gas protection measures are required in the construction of the proposed new dwellings.
- 5.78. The applicant is preparing a Remediation Method Statement for the Council's approval. This is consistent with the requested condition for the previous Pye Homes application.

## 6. Conclusions and Planning Balance

- 6.1. The Design and Access Statement, detailed plans and landscape strategy and accompanying technical reports demonstrate the nature of residential development that can be successfully delivered, in line with the aims of the strategic allocation in the CLP, in particular Policy Villages 5. The scheme has been designed to meet all of the relevant design criteria of this detailed policy as shown in the DAS.
- 6.2. Paragraph 8 of the NPPF sets out the definition of sustainable development. It notes that there are three dimensions to sustainable development, which are:
- Economic – contributing to building a strong, responsive and competitive economy;
  - Social – supporting strong, vibrant and healthy communities; and
  - Environmental – contributing to protecting and enhancing the natural, built and historic environment.

### Economic

- 6.3. The proposed development will create jobs, training and skills development opportunities both directly and indirectly. The development will assist in ensuring there is an adequate local labour supply, as the new homes will allow people to find somewhere to live close to where job opportunities exist. The development will also result in an uplift in public sector revenues, such as through Council Tax and Section 106 contributions.

### Social

- 6.4. A significant social benefit of the development is that the additional residential accommodation will help meet both affordable and market housing requirements in the District. Policy compliant provision of affordable housing, at a level of 30%, will deliver 38 affordable dwellings for people in real need of housing, providing a mix in tenure and unit sizes and creating an inclusive and mixed community.
- 6.5. The proposed development will also provide publicly accessible open space, in an accessible location, in relation to existing pedestrian routes will enable enhancement to leisure routes and thereby promote healthy lifestyles.
- 6.6. The site is accessible by a range of transport measures and development will provide high quality homes within good access to shops, services and facilities

### Environmental

- 6.7. It is inevitable that developing this greenfield site, some environmental harm will occur. However, appropriate mitigation can protect existing habitats and the vast majority of existing vegetation will be retained, thereby enabling existing natural features to be maintained and where possible enhanced to achieve a biodiversity net gain. The Landscape Strategy demonstrates the ability to deliver a pleasant environment with significant new planting proposed, including new trees and hedging to replace the single southern hedgerow lost.



# Planning Statement

Land north of Camp Road, Heyford Park, Upper Heyford

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- 6.8. The proposed development seeks to address climate change through mitigation measures and adaption for buildings and future residents to cope with the changing climate. To reduce greenhouse gas emissions a number of sustainable measures and high-quality design principles will be incorporated
  
- 6.9. A suite of technical information accompanies the application which confirms the deliverability of the scheme. Appropriate mitigation can be provided in respect of matters such as landscaping, ecology, drainage and highways matters. There are no physical, environmental or technical constraints to the delivery of the proposed scheme, and it is respectfully requested that planning permission is granted.

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