

# DEVELOPMENT INTERNAL MEMORANDUM

**From:** Head of Strategic Planning and the Economy

**To:** Head of Development Management (FAO Andrew Lewis)

**Our Ref:** 15/01357/F

**Your Ref:** 15/01357/F

**Ask for:** David Peckford

**Ext:** 1841

**Date:** 14 July 2017

## APPLICATION FOR PLANNING PERMISSION PLANNING POLICY CONSULTATION RESPONSE

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| <b>Planning Application No.</b> | 15/01357/F  |
| <b>Address / Location</b>       | Land East of Larsen Road, Upper Heyford   |
| <b>Proposal</b>                 | Erection of 77 dwellings, creation of new access from Camp Road, creation of new open space, hard and soft landscaping and ancillary works  |
| <b>General Comments</b>         | -   |
| <b>Main Local Plan Policies</b> | <p>Adopted Cherwell Local Plan 2011-2031</p> <ul style="list-style-type: none"> <li>• Policy PSD 1: Presumption in Favour of Sustainable Development</li> <li>• Policy SLE 4: Improved Transport and Connections</li> <li>• Policy BSC1: District Wide Housing Distribution</li> <li>• Policy BSC2: The Effective and Efficient Use of Land – Brownfield Land and Housing Density</li> <li>• Policy BSC3: Affordable Housing</li> <li>• Policy BSC 4: Housing Mix</li> <li>• Policy BSC 7: Meeting Education Needs</li> <li>• Policy BSC 8: Securing Health and Well-being</li> <li>• Policy BSC 9: Public Services and Utilities</li> <li>• Policy BSC 10: Open space, Outdoor Sport &amp; Recreation Provision</li> <li>• Policy BSC 11: Local Standards of Provision – Outdoor Recreation</li> <li>• Policy BSC 12: Indoor Sport, Recreation and Community Facilities</li> <li>• Policy ESD 1: Mitigating and Adapting to Climate Change</li> <li>• Policy ESD 2: Energy Hierarchy and Allowable Solutions</li> <li>• Policy ESD 3: Sustainable Construction</li> <li>• Policy ESD 6: Sustainable Flood Risk Management</li> <li>• Policy ESD 7: Sustainable Drainage Systems (SuDS)</li> <li>• Policy ESD 8: Water Resources</li> <li>• Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment</li> <li>• Policy ESD 13: Local Landscape Protection and Enhancement</li> <li>• Policy ESD 15: The Character of the Built and Historic Environment</li> <li>• Policy ESD 17: Green Infrastructure</li> <li>• Policy Villages 5: Former RAF Upper Heyford</li> <li>• Policy INF 1: Infrastructure</li> </ul> |

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|  | <p>Saved Policies of the Adopted Cherwell Local Plan 1996</p> <ul style="list-style-type: none"> <li>• Policy TR1 – Transportation Funding</li> <li>• Policy C23: Presumption in favour of retaining features making a positive contribution to the character or appearance of a conservation area</li> <li>• Policy C28: Layout, design and external appearance of new development</li> <li>• Policy C30: Design Control</li> <li>• Policy 31: Compatibility of proposals in residential areas</li> <li>• Policy 32: Provision of facilities for disabled people</li> <li>• Policy ENV1: Pollution</li> <li>• Policy ENV12: Contaminated Land</li> </ul> <p>Relevant Policies of the Non-Statutory Cherwell Local Plan 2011</p> <ul style="list-style-type: none"> <li>• Policy TR3: Transport assessment and travel plans for development</li> <li>• Policy TR4: Transport mitigation measures</li> <li>• Policy TR5: Road Safety</li> <li>• Policy TR6: Public Transport</li> <li>• Policy TR8: Pedestrian and Cycle Circulation</li> <li>• Policy TR9: Cycle Parking</li> <li>• Policy TR11: Parking</li> <li>• Policy TR19: Roads in Residential Areas</li> <li>• Policy EN3: Pollution Control</li> <li>• Policy EN5: Air Quality</li> <li>• Policy EN6: Light Pollution</li> <li>• Policy EN7: Noise</li> <li>• Policy EN13: Development adjacent to watercourses</li> <li>• Policy EN15: Surface Water Run-off and Source Control</li> <li>• Policy EN17: Contaminated Land</li> <li>• Policy EN28: Ecological Value of Calcareous Grassland at Former RAF Upper Heyford</li> <li>• Policy EN39: Preservation of listed buildings and the character of conservation areas</li> <li>• Policy EN40: Preservation of the character and appearance of conservation areas</li> <li>• Policy EN47: Archaeology and the Built Heritage - Applications</li> <li>• Policy D3: Local distinctiveness</li> <li>• Policy D4: Design quality</li> </ul> |
| <p><b>Main Policy Observations</b></p> | <p>The Planning Policy Team’s main observations are:</p> <ul style="list-style-type: none"> <li>• The proposed development falls within the land allocated for development under Policy Villages 5 of the adopted Cherwell Local Plan 2011-2031</li> <li>• From the policies map for Policy Villages 5 it can be seen that the application site falls within an area of land identified as having potential for additional development</li> <li>• The application site comprises greenfield land</li> <li>• Policy Villages 5 provides for the development of settlement of approximately 1,600 dwellings (in addition to 761 dwellings (net) already permitted and associated, specified development</li> <li>• The policy requires development to enable environmental improvements and the heritage interest of the site to be conserved, compatible with achieving a satisfactory living environment.</li> <li>• The policy states that a comprehensive, integrated approach will be expected. Paragraph C.292 of the Plan states, “...it will be necessary to</li> </ul>  |

*demonstrate how the additional land identified can be satisfactorily integrated with the approved development. The additional land will not be permitted to be developed independently of the main development and infrastructure contributions will be expected for the wider scheme”*

- The policy describes the infrastructure needs and the key site specific design and place shaping principles for the development of the new settlement. The latter include:
  - the release of greenfield land within the allocated site will not be allowed to compromise the necessary environmental improvements and conservation of heritage interest of the wider site
  - the settlement should be designed to encourage walking, cycling and use of public transport rather than travel by private car, with the provision of footpaths and cycleways that link to existing networks
  - layouts should enable a high degree of integration with development areas within the allocation and with connectivity between new and existing communities
  - development on greenfield land should provide for a well-designed, ‘soft’ approach to the urban edge with appropriate boundary treatments
- The policy requires at least 30% of the housing to be affordable housing
- The policy requires the provision of extra care housing and the opportunity for self-build affordable housing
- The delivery of the housing provided for by Policy Villages 5 presently contributes to meeting the district’s five year land supply requirements (presently 5.6 years)
- The application site adjoins the RAF Upper Heyford Conservation Area
- The principle of the construction of 77 homes on the application site is supported by Policy Villages 5
- It is understood that 35% of the housing would be affordable at a rented/intermediate ratio of 70/30. There is no conflict here with Policy Villages 5 if that housing is provided on site
- It is understood that no extra care housing is proposed. It is accepted that at 3.19 hectares the site has limited scope for accommodating an extra care development of at least 45 homes (ref. Policy BSC4) unless this was proposed as the main type of housing. If land is available elsewhere within the allocated site to provide the extra care housing, then there is no need for the application site to be developed for that particular purpose. The opportunity for self-build affordable housing should be raised with the applicant to determine whether or not this could reasonable be provided
- The main policy issues are therefore:
  - a) whether or not a comprehensive integrated approach can be achieved
  - b) whether the proposed development would contribute in enabling environmental improvements and the heritage interest of the site to be conserved, compatible with achieving a satisfactory living environment
  - c) whether the development would contribute in securing a settlement that encourages walking, cycling and use of public transport rather than travel by private car
  - d) whether there would be a high degree of integration with the rest of the allocated site
  - e) whether the proposed development would provide for a well-designed, ‘soft’ approach to the urban edge

a&d) Although a comprehensive approach is sought, Policy Villages 5 does not require a formal masterplan or development brief. The Plan requires integration with the wider development and avoidance of an 'independent' approach for the additional land for the Former RAF Upper Heyford development arising from the Plan.

The application is made in full which provides a clearer opportunity to assess this. The Design and Access Statement refers to:

- *The aspiration of this scheme in terms of connectivity is to connect through to Larsen Road with pedestrian links*
- *The new neighbourhood will be legible as an individual character area and integrate and link with the RAF base.*
- *A wider road and strong avenue of trees along the main spine road creates a visual feature and a characterful and identifiable main access route through the site. This provides a view into the development from Camp Road, strongly linking it to this main route through the airbase.*
- *The scheme has been designed to integrate with the neighbouring 'Officers Housing' and 'Airmens Bungalows' character areas.*
- *A 3-4 metre planted swale has been designed as part of the landscape strategy and spinal road layout. This integrates with the formal layout by following the main road and integrating with the trees on this route.*
- *A central organising spine road replicates the patterns of existing secondary roads in the settlement perpendicular to Camp Road. This connects the site to the RAF base through the existing pedestrian route from the airbase currently ending at Larsen Road, the access to the 'Officers Housing' character area. This will be extended as part of the scheme design and layout to connect the new development to the existing settlement.*
- *On Camp Road there is currently a traffic calming measure on entrance to the RAF base. As part of the development this will be moved to co-ordinate with the new access and integrate the development with the rest of the air base.*
- *The east west road alignment allows for the introduction of footpaths into the neighbouring officers housing area. This integrates the site with the overall settlement.*

These are matters of design which require detailed consideration. However, they suggest the potential for an integrated approach to be achieved. However, to avoid an independent approach, necessary infrastructure requirements would need to be proportionally secured have regard to the needs of the wider site.

b&e) A Heritage Statement has been submitted with the application. The design and access statement also assesses the historic influences affecting the approach to the proposed development. The views of the Design and Conservation Team should be considered in assessing the conservation benefits of the proposal. The Supporting Statement refers to a Phase 1 Habitat Survey having been undertaken which suggests that development would enhance the biodiversity of the site. The contribution of the development to the wider environmental improvement of the base should be considered. Detailed consideration of the proposed soft landscaping scheme should also include particular examination of the western boundary

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|                                     | <p>and public approaches into the settlement.</p> <p>c) The application is supported by a Transport Assessment which includes reference to:</p> <ul style="list-style-type: none"> <li>• foot/cycle access to the proposed development along the proposed vehicular access off Camp Road</li> <li>• a footway along both sides of the access road</li> <li>• the extension of the existing footway from the existing built-up area to the site access</li> <li>• a strategy to be implemented to promote and encourage occupants to walk and cycle to and from the site including: the facilitation of foot and cycle movements along desire lines through the development; a mix of cycle parking facilities to be provided; and a 2m wide footway will be provided onto Camp Road. The Design and Access Statement states, <i>“The aspiration of this scheme in terms of connectivity is to connect through to Larsen Road with pedestrian links, this is subject to further discussions regarding land ownership”</i>.</li> </ul> <p>The Supporting statement refers to the development making financial contributions towards an improved bus service and providing bus stops close to the entrance to the site. The Design and Access Statement refers to a new pair of bus stops at the site entrance to encourage people to use public transport, integrated with the pedestrian routes through the site and linking to Camp Road.</p> <p>The views of the County Council as Highway Authority should of course be considered. Subject to detailed consideration, the application does suggest that there is potential to meet the policy requirements. Provision should be included for wheelchair users and the connection through to Larsen Road with pedestrian links should be secured.</p> |
| <p><b>Policy Recommendation</b></p> | <p>No objection subject to the above detailed considerations being satisfactorily resolved.</p>   |