

DEVELOPMENT INTERNAL MEMORANDUM

From: Head of Strategic Planning and the Economy

To: Head of Development Management (FAO Andrew Lewis)

Our Ref: 3.2

Your Ref: 16/00263/F

Ask for: Amy Brent

Ext: 1840

Date: 13 July 2016

APPLICATION FOR PLANNING PERMISSION PLANNING POLICY CONSULTATION RESPONSE

Planning Application No.	16/00263/F
Address / Location	Buildings 485, 488 And Land Surrounding Those Buildings (Dorchester Phase 6) Heyford Park Camp Road
Proposal	Demolition of Buildings 485 and 488 and the erection of 43 dwellings with associated parking, infrastructure, landscaping and public open space
General Comments	This application proposes the demolition of two buildings, 485 and 488, and the construction of 43 dwellings of 2-3 storeys at the Former RAF Upper Heyford site, south of Camp Road, and part of the strategic site identified under Policy Villages 5 of the Adopted Cherwell Local Plan.
Main Local Plan Policies	<p>Adopted Cherwell Local Plan 2011-2031</p> <ul style="list-style-type: none"> • Policy PSD 1: Presumption in Favour of Sustainable Development • Policy BSC1: District Wide Housing Distribution • Policy BSC2: The Effective and Efficient Use of Land – Brownfield Land and Housing Density • Policy BSC3: Affordable Housing • Policy BSC4: Housing Mix • Policy BSC 7: Meeting Education Needs • Policy BSC 8: Securing Health and Well-being • Policy BSC 9: Public Services and Utilities • Policy BSC 10: Open space, Outdoor Sport & Recreation Provision • Policy BSC 11: Local Standards of Provision – Outdoor Recreation • Policy BSC 12: Indoor Sport, Recreation and Community Facilities • Policy ESD 1: Mitigating and Adapting to Climate Change • Policy ESD 2: Energy Hierarchy and Allowable Solutions • Policy ESD 3: Sustainable Construction • Policy ESD 6: Sustainable Flood Risk Management • Policy ESD 7: Sustainable Drainage Systems (SuDS) • 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 Villages 5: Former RAF Upper Heyford • Policy INF 1: Infrastructure <p>Saved Policies of the Adopted Cherwell Local Plan 1996</p>

	<ul style="list-style-type: none"> • Policy C23: Presumption in favour of retaining features making a positive contribution to the character or appearance of a conservation area • Policy C28: Layout, design and external appearance of new development • Policy C30: Design Control <p>Relevant Policies of the Non-Statutory Cherwell Local Plan 2011</p> <ul style="list-style-type: none"> • Policy EN15: Surface Water Run-off and Source Control • Policy EN39: Preservation of listed buildings and the character of conservation areas • Policy EN40: Preservation of the character and appearance of conservation areas • Policy D3: Local distinctiveness • Policy D4: Design quality
<p>Main Policy Observations</p>	<p>The Planning Policy Team's main observations are:</p> <ul style="list-style-type: none"> • The former RAF Upper Heyford site is identified as a strategic site in the Adopted Cherwell Local Plan under Policy Villages 5. • Policy Villages 5 provides that the site will provide for approximately 1,600 dwellings (in addition to the 761 (net) already permitted). • Delivery of the dwellings allocated in the Local Plan Part 1 and detailed in the Local Plan housing trajectory at the former RAF Upper Heyford site is integral to the delivery of the strategy of the plan as a whole and meeting identified housing needs. • The Council has jointly commissioned, with site owners the Dorchester Group, a Development Framework Plan prepared by LDA Consultants to demonstrate how the level of growth identified within Policy Villages 5 could be delivered. This has not yet been published. • The application proposes the demolition of two building and the construction of 43 dwellings, market and affordable. • The application site lies within the 'settlement area' encompassed by the site boundary of approved planning application 10/01642/OUT. Application 10/01642/OUT proposed the retention of building 485 and partial retention of building 488. Both buildings were proposed for demolition under earlier application 08/00716/OUT, allowed following an Inquiry. The principle of residential use at the application site has been established in these previous permissions. • The application site forms part of the Former RAF Upper Heyford Conservation Area, specifically Character Area 10B, within the RAF domestic and residential section. Buildings 485 and 488 are not statutorily listed but are defined in the Conservation Area Appraisal as structures making a positive contribution to the special character of the Conservation Area, both are 'Non Listed Buildings of Local Significance'. In the Conservation Area Appraisal, the importance of Building 485 was attributed to its 'group value of 1920s domestic buildings surrounding the parade ground' whilst Building 488 had individual features of merit in terms of internal and external design. Specialist advice should be sought on the continued significance of these individual buildings. It is important to ensure that the overall character and appearance of the Conservation Area can be preserved or enhanced. Policy ESD 15 states that "New development proposals should conserve, sustain and enhance designated and non-designated heritage assets...proposals for development that affect non-designated heritage assets will be considered taking account of the scale of any harm or loss and the significance of the heritage asset as set out in the NPPF and NPPG".

Policy C23 of the Adopted Local Plan 1996 sets out a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a Conservation Area.

- Policy Villages 5 sets out that proposals must demonstrate that the conservation of heritage resources, landscape, restoration, enhancement of biodiversity and other environmental improvements will be achieved across the whole of the site. New development should reflect high quality design that responds to the established character of the distinct character areas. Retained features should be integrated into a high quality place that creates a satisfactory living environment. The scale and massing of new buildings should respect their context. Building materials should reflect the locally distinctive colour palette.
- Policy Villages 5 sets out that development 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. Improved access to public transport will be required. Layouts should enable a high degree of integration with development areas within the overall Local Plan allocation, with connectivity between new and existing communities.
- Policy Villages 5 and Policy ESD 10 require a net gain in biodiversity.
- Policy Villages 5 and Policy ESD 7 require the provision of sustainable drainage including SuDS.
- The proposal is for 43 dwellings on a site of 1.7ha, a proposed (gross) density of 25 dwellings per hectare. Policy BSC 2 of the Adopted Cherwell Local Plan states that new housing should be provided on net developable areas at a density of at least 30 dwellings per hectare unless there are justifiable planning reasons for lower density development. It should therefore be considered whether the character and appearance of this part of the site provides sufficient justification for a lower density having regard to overall housing requirements.
- In terms of housing mix, for market housing the application proposes 1No. 3 bed house, 15No. 4 bed houses and 14No. 5 bed houses. Policy BSC 4 of the Adopted Cherwell Local Plan seeks to secure a mix of housing that reflects the needs of an ageing population, a growth in smaller households and which meets the requirements for family housing. Paragraph B.123 states that the Strategic Housing Market Assessment for Oxfordshire advises that there is a greater need for 3 bed properties in Cherwell and that the overall mix identified is focused more towards smaller properties. Policy BSC 4 states that the mix of housing will be negotiated having regard to the Council's most up to date evidence on housing need and available evidence from developers on local market conditions. The mix of housing as proposed does not meet the objectives of policy BSC4.
- The proposal comprises 30 market houses and 13 affordable houses, which accords with Policy Villages 5 which requires at least 30% affordable housing at the Former RAF Upper Heyford site. The tenure split of the affordable dwellings accords with the requirements of Policy BSC 3 (70% affordable rented, 30% intermediate affordable homes) although, as with the market dwellings, the housing mix in terms of size does not meet the objectives of policy BSC 4.
- Policy Villages 5 requires that all development proposals will be expected to contribute as necessary towards the delivery of infrastructure provision through onsite provision or an appropriate off-site financial contribution to education, health, open space, community, transport and utilities infrastructure.
- The proposal includes the provision of a Local Area of Play of approximately 1000sqm. The quantitative level of provision accords with

	<p>Policy BSC 11 but BSC 11 also contains accessibility and qualitative standards, for example that a LAP should be within 5 minutes' walk, and that the LAP should be in a safe and secure location with good access to the site. It should be ensured that the qualitative and accessibility standards are met.</p> <ul style="list-style-type: none"> • The submitted Construction Specification document states that the dwellings will achieve a water usage limit of 125 litres per person per day. Policy ESD 3 of the Adopted Cherwell Local Plan requires all new dwellings to achieve a limit of 110 litres per person per day (a higher standard of water efficiency, given that Cherwell District is in an area of water stress). • According to the Design and Access Statement, the proposed dwellings will be constructed to energy efficiency standards required by the Building Regulations. Policy ESD 3 of the Adopted Cherwell Local Plan states that the strategic sites are expected to provide contributions to carbon emissions reductions and to wider sustainability and the applicants are encouraged to consider energy efficiency performance above the Building Regulations. Policy Villages 5 requires that development at the Former RAF Upper Heyford site provides an exemplary demonstration of compliance with the requirements of Policies ESD1 – 5.
<p>Policy Recommendation</p>	<p>No planning objection in principle to residential use subject to a satisfactory resolution of the detailed matters raised in this response.</p>