

**RESERVED MATTERS APPLICATION PURSUANT TO
PLANNING PERMISSION 10/01642/OUT FOR
DEVELOPMENT OF THE VILLAGE CENTRE (NORTH)
COMPRISING; RETAIL UNITS, B1 USE, 30
RESIDENTIAL UNITS, FORMATION OF AREAS FOR
VEHICLE PARKING AND ASSOCIATED
LANDSCAPING WORKS**

**PLANNING STATEMENT WITH
AFFORDABLE HOUSING STATEMENT**

HEYFORD PARK, UPPER HEYFORD

ON BEHALF OF HEYFORD COMMERCIAL DEVELOPMENTS LIMITED

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

PLANNING | DESIGN | ENVIRONMENT | ECONOMICS

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1. INTRODUCTION

- 1.1 This Planning with Affordable Housing Statement has been prepared by Pegasus Group on behalf of Heyford Commercial Developments Limited (the Applicant).
- 1.2 The Statement is in support of a reserved matters application pursuant to Outline Permission 10/01642/OUT for development of the Village Centre (North), on land at the Former RAF Upper Heyford Airbase, Upper Heyford, Oxfordshire.
- 1.3 The Proposed Development comprises; retail units, B1 Use, 30 residential units, involving the erection of two, three storey buildings, partial demolition and change of use of Building 100 to provide B1 Use and demolition of Buildings 101 and 102. The application also includes the formation of vehicle parking and associated landscaping works.
- 1.4 Detailed matters of access, appearance, landscaping, layout and scale for this phase are provided by this submission as required by the Outline Permission.
- 1.5 This Statement considers the relevant National and Local Planning Policy against which the application should be determined with particular reference to the adopted policies contained within the Cherwell Local Plan (2011-2031) and the National Planning Policy Framework (NPPF).
- 1.6 This Statement is not intended to duplicate matters referred to elsewhere, rather it provides a comprehensive overview of the land use and planning merits of the development, to be considered against the relevant planning policies and other material considerations pertinent to this reserved matters application.
- 1.7 This reserved matters application comprises the following documents:
 - Application form, notices and certificates;
 - Planning Statement with Affordable Housing Statement;
 - Design & Access Statement;
 - Flood Risk Assessment (including appendices A-E);
 - Arboricultural Impact Assessment & Tree Condition Survey; and
 - Planning Application Drawings:

Title	Number
Site Location Plan	EDC05-GA-100-J
Proposed Site Layout	CD2316_CRD-01-00-DR-A-00901_S2-P2
Proposed Western Car Park Layout	CD2316_CRD-00-ZZ-DR-A-00910_S2-P3
Demolitions Plan – Application Site	CD2316_CRD-00-ZZ-DR-A-01000_S2-P4
Building 101 + 102 – Existing Ground Floor Plan	CD2316_CRD-01-ZZ-DR-A-00930_S2-P4
Building 101 + 102 – Existing Roof Plan	CD2316_CRD-01-R1-DR-A-00931_S2-P4
Building 101 + 102 - Existing Elevations	CD2316_CRD-01-ZZ-DR-A-01210_S2-P5
Building 101 + 102 – Demolitions Plan – Ground Floor	CD2316_CRD-01-00-DR-A-00950_S2-P4
Building 101 + 102 – Demolition Plan – Roof	CD2316_CRD-01-R1-DR-A-00951_S2-P4
Building 100 – Existing Ground Floor Plan	CD2316_CRD-01-00-DR-A-00920_S2-P4
Building 100 – Existing Roof Plan	CD2316_CRD-01-R1-DR-A-00921_S2-P4
Building 100 – Existing Elevations	CD2316_CRD-01-ZZ-DR-A-01200_S2-P5
Building 100 – Demolitions Plan – Ground Floor	CD2316_CRD-01-00-DR-A-00940_S2-P4
Building 100 – Demolition Plans - Roof	CD2316_CRD-01-R1-DR-A-00941_S2-P4
Building 100 – Proposed Ground Floor Plan	CD2316_CRD-01-00-DR-A-01025_S2-P4
Building 100 – Proposed Roof Plan	CD2316_CRD-01-R1-DR-A-01026_S2-P4
Building 100 – Proposed Elevations	CD2316_CRD-01-ZZ-DR-A-01220_S2-P5
Block A + B (North) – Proposed Floor Plan	CD2316_CRD-00-ZZ-DR-A-01030_S2-P6
Block A + B (North) – Proposed Roof Plan	CD2316_CRD-00-R1-DR-A-01031_S2-P7
Block A + B (North) – Proposed Elevations	CD2316_CRD-00-ZZ-DR-A-01230_S2-P3
Proposed Tracking Layout	HEYF-5-225 B
Proposed Engineering Layout	HEYF-5-225 C
Trident Road S38 Layout	HEYF-5-1007 F

2. SITE AND SURROUNDING AREA

- 2.1 The Application Site is situated within Heyford Park, Oxfordshire, approximately 7km north-west of Bicester, 13km south-east of Banbury and 3km south-west of Junction 10 of the M40 Motorway. The Application Site comprises two parcels of land located approximately midway along and to the south of Camp Road which passes through the centre (east-west) of Heyford Park (see SLP EDC05-GA-100-J).
- 2.2 Heyford Park comprises circa 520 hectares of land that was previously developed as the RAF Upper Heyford military base. The military base was initially constructed in 1916 for use as an airfield during the First World War and remained operational for military use (with some minor periods of cessation) by the Royal Air Force (RAF) until circa 1950. At this time, whilst remaining a Ministry of Defence (MoD) site, its occupation was transferred to the United States Air Force (USAF) as part of the Cold War strategic defence. The USAF remained in occupation until 1994 when the site was handed back to the MoD and its military use ended. The military base was subsequently sold to private investors following which it has been the subject of two notable planning permissions for its redevelopment to form a new mixed use settlement.
- 2.3 The Application Site is occupied by former military Buildings 100, 101, 102 and 103. Works to Building 103 (Heritage Centre) are not included in this application, and accordingly, details of the building are not provided here.
- 2.4 The former RAF Upper Heyford military base as a whole was designated as a Conservation Area in 2006 reflecting the key role the military base played in the Cold War years and its distinctive military architecture and layout.
- 2.5 The Application Site and immediate surrounding are not subject to any other statutory or non-statutory environmental or historic designations.

3. PLANNING HISTORY

- 3.1 The former RAF Upper Heyford Air Base has an extensive planning history although little of this is of direct relevance to the current proposals which affect only a small part of the Base overall. The most significant applications affecting the site are two decisions involving the redevelopment of the whole of the Upper Heyford Air Base. The first of these decisions followed an appeal to the Secretary of State and was issued in January 2010 (ref: 08/00716/OUT), known as the 'Lead Appeal'. This scheme involved a proposed new settlement of 1,075 dwellings, together with associated works and facilities, including employment uses, community uses, a primary school, playing fields and other physical and social infrastructure.
- 3.2 Following the purchase of the site by the Dorchester Group, a revised scheme for the redevelopment of the New Settlement Area, comprising 1,075 dwellings including the retention and change of use of 267 existing military dwellings to residential Class C3 and the change of use of other specified buildings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure, was approved by the District Council in December 2011 (ref: 10/01642/OUT), known as the 'Outline Permission'. The accompanying illustrative masterplan for the Outline Permission identified the Application Site as forming part of the Local Centre, delivering uses including shops (A1 Class) and dwelling houses (C3 Class). The reserved matters submission to which this Statement refers to is made pursuant to the Outline Permission
- 3.3 Condition No.8 of the Outline Permission states that no reserved matters applications are to be made for any phase until a Design Code for that phase of the New Settlement Area has been submitted to approved in writing by the Local Planning Authority. The Design Code approved by the Cherwell District Council in November 2013 (ref: 13/00153/DISC, 07/11/2013).
- 3.4 In addition, Conservation Area Consent (ref: 10/01619/CAC) was granted by Cherwell District Council on 14th February 2011 and included the demolition of Buildings 101 and 102 and provision for the partial demolition of Building 100.
- 3.5 Subsequent to the above, various reserved matters application pursuant to the Outline Permission have been made for phases within Heyford Park. Construction has commenced and/or been completed on a number of phases.
- 3.6 Planning permission was granted for the Village Centre (South) scheme (ref:16/01000/F) on 3rd November 2016. This planning permission includes a hotel

and associated facilities, a bar/brasserie and covered market within Buildings 455 and 457 with associated landscaping and car parking located immediately to the south of the Application Site. This development included the partial demolition and refurbishment of these buildings (including the erection of a canopy link between the two). Permission ref: 16/01000/F forms the initial phase of the Village Centre within Heyford Park.

3.7 Planning permission was also granted on 14th October 2016 (ref: 16/01545/F) for the change of use of Building 103, within the Village Centre (North) Application Site, to a Heritage Centre. This permission also included the change of use of Building 315, immediately to the north west of the Application Site, to a storage and distribution centre.

3.8 Most recently, a planning application was submitted on 24th April 2017 (ref: 17/00895/F) for development of the Village Centre (North) which included retail and B1 Use, 66 residential units, formation of areas for vehicle parking and associated landscaping. This application replaces that application and the extent of development has been amended to ensure compliance with the scope of development approved in the Outline Permission (ref: 10/01642/OUT).

4. THE PROPOSED DEVELOPMENT

- 4.1 The Proposed Development would form part of the Village Centre proposed at the centre of Heyford Park settlement, together with the Village Centre (South) scheme granted planning permission in 2016 (ref: 16/01000/F).
- 4.2 This planning application for the Village Centre (North) comprises the following parts:
- Demolition of Buildings 101 and 102;
 - Partial demolition of Building 100, and change of use of remaining building to B1 Use with a Gross Internal Area (GIA) of 85.6m²
 - Erection of two, three storey buildings north of Camp Road ('Block A North and Block B North'), to provide:
 - Block A North, a convenience store (A1 Use Class) with a GIA of 278.7m² and 12 x residential units.
 - Block B North, 5 x retail units (A1 Use Class) of a combined GIA of 596.4m² and 18 x residential units.
 - Formation of car parking to serve the Village Centre, including 49 spaces to the west of the site to form the 'Western Car Park' and 76 spaces to the north of the site adjacent to Block A North, Block B North, and Buildings 100 and 103; and
 - Associated landscaping works.
- 4.3 The layout of the above proposals is shown on the Proposed Site Layout Plan (ref: CD2316_CRD-01-00-DR-A-00901_S2-P2).
- 4.4 Note that the works to and change of use of Building 103 to a Heritage centre are being undertaken pursuant to Planning Permission ref: 16/01545/F. This Village Centre (North) RM application does not therefore include works to Building 103, but does include details of external works on land surrounding this building.
- 4.5 Proposed Car parking included in the proposals meets the requirement of the Proposed Development together with the requirements from the permitted Heritage Design Centre (Building 103).

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

Buildings 101 & 102

4.7 It is proposed for Buildings 101 and 102 to be entirely demolished to make way for the Village Centre proposals to the north of Camp Road. Demolition of the building has previously been granted Conservation Area Consent (ref: 10/01619/CAC) and this application seeks approval for the same works. The extent of the demolition is confirmed in the plans listed in the Table below.

Title	Number
Building 101 + 102 – Existing Ground Floor Plan	CD2316_CRD-01-ZZ-DR-A-00930_S2-P4
Building 101 + 102 – Existing Roof Plan	CD2316_CRD-01-R1-DR-A-00931_S2-P4
Building 101 + 102 - Existing Elevations	CD2316_CRD-01-ZZ-DR-A-01210_S2-P5
Building 101 + 102 – Demolitions Plan – Ground Floor	CD2316_CRD-01-00-DR-A-00950_S2-P4
Building 101 + 102 – Demolition Plan – Roof	CD2316_CRD-01-R1-DR-A-00951_S2-P4

Building 100

4.8 It is proposed that much of Building 100 will be demolished. The portion of the building proposed for retention is its eastern extent, to the north of the proposed village square. Demolition will include a flat roofed section of the building and two sections with pitched roofs. These works were identified in Conservation Area Consent ref: 10/01619/CAC which confirms the building will be partially demolished and subject to a separate application in the future.

4.9 The remaining building following demolition works will be single storey with a pitched roof and canopy to the eastern elevation. The works will include the erection of walls to enclose openings formed following the demolition works and the installation of a new glazed door to the north elevation. 85.6m² of floorspace in B1 Use would be provided within the building.

4.10 The extent of demolition and proposed works are shown on plans and drawings submitted with the application and listed in the table below.

Title	Number
Building 100 – Existing Ground Floor Plan	CD2316_CRD-01-00-DR-A-00920_S2-P4
Building 100 – Existing Roof Plan	CD2316_CRD-01-R1-DR-A-00921_S2-P4
Building 100 – Existing Elevations	CD2316_CRD-01-ZZ-DR-A-01200_S2-P5
Building 100 – Demolitions Plan – Ground Floor	CD2316_CRD-01-00-DR-A-00940_S2-P4
Building 100 – Demolition Plans - Roof	CD2316_CRD-01-R1-DR-A-00941_S2-P4
Building 100 – Proposed Ground Floor Plan	CD2316_CRD-01-00-DR-A-01025_S2-P4
Building 100 – Proposed Roof Plan	CD2316_CRD-01-R1-DR-A-01026_S2-P4
Building 100 – Proposed Elevations	CD2316_CRD-01-ZZ-DR-A-01220_S2-P5

Block A North & Block B North

- 4.11 It is proposed to erect two, three storey buildings, to the north of Camp Road, located to the east of Building 103 and west of Building 100 following the works to partially demolish this building. The buildings will be located immediately to the south of the present location of Buildings 101 and 102 which will be demolished to make way for the new structures. A number of existing trees would also be felled to facilitate their construction.
- 4.12 At ground floor level, Block A North will provide a single convenience food store (A1 Use Class) of GIA 278.7m with entrance doors located on the south elevation. The ground floor will also provide a refuse area for the residential units above together with entrance and circulation for residents. Block B North will provide five retail units (A1 Use Class) with total GIA of 596.4m² and the same ancillary residential facilities as provided in Block A North.
- 4.13 The two upper floors of both buildings would contain a total of 30 residential units in the form of two and three bedroom flats (Block A North: 12 x two-bedroom flats; Block B North: 16 x two-bedroom flats and 2 x three-bedroom flats).
- 4.14 The proposed plans and elevations demonstrating these buildings are detailed in the Table below.

Title	Number
Block A + B (North) – Proposed Floor Plan	CD2316_CRD-00-ZZ-DR-A-01030_S2-P6
Block A + B (North) – Proposed Roof Plan	CD2316_CRD-00-R1-DR-A-01031_S2-P7

Block A + B (North) – Proposed Elevations	CD2316_CRD-00-ZZ-DR-A-01230_S2-P3
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Vehicle Parking

- 4.15 The proposals include the provision of two car parking areas. The Western Car Park, located north of Camp Road and immediately to the south of Building 315, would provide a total of 49 parking spaces. This includes 12 x spaces suitable for use by persons with disabilities. Access to this parking area would be taken from an existing road to the north and west of the proposed Village Centre (North) area. The formation of this parking area will require the felling of a number of existing trees and retention of others, the suitability removal of those to be felled is considered in the accompanying Arboricultural Impact Assessment.
- 4.16 A total of 76 spaces will be provided on land to the north of Building 100, Blocks A and B North and Building 103. This parking area will be accessed from two points on the highway immediately to the north, which links to Camp Road to both the east and west. This parking area will be subject to landscaping works detailed in the accompanying Design and Access Statement.
- 4.17 Details of the function of these parking areas is provided in the tracking plans listed below:

Title	Number
Proposed Tracking Layout	HEYF-5-225 B
Proposed Engineering Layout	HEYF-5-225 C
Trident Road S38 Layout	HEYF-5-1007 F

5. PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning application be determined in accordance with the Development Plan unless materials considerations indicate otherwise.
- 5.2 In addition to the above, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended, places a statutory duty on Local Planning Authorities to ensure that any proposals preserve or enhance the character and appearance of Conservation Areas.
- 5.3 The extant Development Plan comprises the:
- Cherwell Local Plan 2011-2031 Part 1, adopted July 2015; and
 - Saved Policies of the Cherwell Local Plan, adopted November 1996.
- 5.4 Other material planning considerations include national legislation, policy and guidance, comprising the:
- National Planning Policy Framework, adopted March 2012; and
 - National Planning Practice guidance.
- 5.5 This chapter identifies the key relevant planning matters contained within the Development Plan and other material planning considerations pertinent to the determination of the planning application.

National Planning Policy Framework

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

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

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

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- 5.7 The NPPF gives a strong emphasis towards delivering good design, but also recognises that policies should avoid being unnecessarily prescriptive in respect of detail. Policies should not impose particular styles or tastes and the NPPF encourages authorities to promote or reinforce local distinctiveness.
- 5.8 LPAs should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring building and the local area more generally.
- 5.9 It goes on to say that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.
- 5.10 Applicants are encouraged to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.
- 5.11 With regard to the historic environment, as a general principle, the NPPF requires applicants to describe the significance of any heritage asset and the contribution made by their setting; however, the NPPF guides that this should be to the level of detail proportionate to the asset's importance and no more than is sufficient to inform the understanding of the potential effects of the Proposed Development upon their significance.

National Planning Practice Guidance

- 5.12 The National Planning Practice Guidance (NPPG) was launched on-line in March 2014 and is dynamically updated on a paragraph-by-paragraph basis. The NPPG provides further information and guidance on the implementation of the NPPF policy as set out above. Of relevance to the planning application are the NPPG sections on 'Design' and 'Conserving and Enhancing the Historic Environment', which are summarised below.
- 5.13 In terms of design, the NPPG largely reflects the policies set out in the NPPF. It again reiterates that pre-application discussions are an opportunity to discuss the

design policies, requirements and parameters that will be applied to a site whereby the Local Authority can explain the design issues they feel are most important and the developer can explain their own objectives and aspirations.

- 5.14 With regard to Design Codes, it is recommended that LPAs should consider using one to help deliver high quality outcomes where for example they wish to ensure consistency across large sites which may be in multiple ownership and/or where development is to be phased and more than one developer and design team is likely to be involved. It goes on to say that design codes should wherever possible avoid overly prescriptive detail and encourage sense of place and variety (unless local circumstances can clearly justify a difference approach).
- 5.15 In relation to the historic environment, the NPPG confirms that the consideration of 'significance' in decision taking is important and states that heritage assets may be affected by direct physical change or by change in their setting. It goes on to say that being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.
- 5.16 The NPPG also provides guidance in respect of non-designated heritage assets such as buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets.

Cherwell Local Plan

- 5.17 The Executive Summary to the Local Plan confirms that an objective of the Plan is to boost significantly the supply of housing and meet the objectively assessed need for Cherwell identified in the Oxfordshire Strategic Housing Market Assessment (SHMA) 2014 – some 1,140 dwellings per annum or a total of 22,800 from 2011 to 2031.
- 5.18 **Paragraph B.96** sets out that the Local Plan seeks to deliver growth in accordance with the NPPF's Core Planning Policies including, inter alia, seeking to secure high quality design and a good standard of amenity by developing new neighbourhoods and achieving regeneration and redevelopment of key sites, and encouraging the effective re-use of existing land and buildings and bring forward sites that contain land of lesser environmental value such as at the Former RAF Upper Heyford.

5.19 With regard to the former airbase, **paragraph C.288** indicates that the site was previously subject to a policy from the Oxfordshire Structure Plan 2016 (Policy H2) which was saved by the South East Plan and retained upon the South East Plan's revocation. However, Policy Villages 5, discussed below, replaces Policy H2 in guiding future redevelopment of the site, as Policy H2 has now been superseded by the adoption of the Local Plan and therefore carries no weight.

5.20 **Policy Villages 5 (Former RAF Upper Heyford)** allocates this 520 hectare site for, inter alia, a settlement of approximately 1,600 dwellings (in addition to the 761 dwellings (net) already permitted). Policy Villages 5 sets out the position in respect of housing as follows:

"Housing

- **Number of homes – approximately 1,600 (in addition to the 761 (net) already permitted**
- **Affordable housing – at least 30%"**

5.21 The policy also sets out 'Key site specific design and place shaping principles', and in respect of housing these are:

- **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; and**
- **The scale and massing of new buildings should respect their context. Building materials should reflect the locally distinctive colour palette and respond to the materials of the retained buildings within their character area, without this resulting in pastiche design solutions.**

5.22 Other policies contained within the adopted Local Plan of relevance to this application are summarised below.

5.23 **Policy ESD 13 (Local Landscape Protection and Enhancement)** advises that development proposals will be expected to respect and enhance the local landscape character, with appropriate mitigation where damage to local landscape character cannot be avoided. Proposals will not be permitted where they would, inter alia, be inconsistent with local character.

5.24 **Policy ESD 15 (The character of the built and historic environment)** advises that where development is in the vicinity of any of the District's natural or historical assets the delivery of a high quality design that complements the asset will be

essential. The policy requirements set out in ESD 15 apply to all types of development, including housing. **Paragraph B.268** highlights the appearance of new development and its relationship with its surrounding built and natural environment as potential having a significant effect on the character and appearance of an area. The need to secure new development that can positively contribute to the character of its local environment is of key importance and reflects the approach and significant criteria listed under Policy ESD 15.

- 5.25 The approach to design is discussed in Section 8 of this Statement and in more detail in the Design and Access Statement, prepared by Focus On Design, which accompanies the application.

Cherwell Local Plan 1996

- 5.26 The following saved policies of the **Cherwell Local Plan**, adopted November 1996, remain extant and relevant to the Proposed Development following the adoption of the Cherwell Local Plan 2011-2031:-
- 5.27 **Policy C23 (Retention of features contributing to character or appearance of a Conservation Area)** states that there will be a presumption in favour of retaining buildings, walls, trees or other features which make a positive contribution to the character or appearance of a Conservation Area.
- 5.28 Whilst **Policy C28 (Layout, design and external appearance of new development)** advises that control will be exercised over all new development, including conversions and extensions, to ensure that the standards of layout, design and external appearance, including the choice of external-finish materials, are sympathetic to the character of the urban or rural context of that development. In sensitive areas such as Conservation Areas, the Area of Outstanding Natural Beauty and areas of high landscape value, development will be required to be of a high standard and the use of traditional local building materials will normally be required.

6. AFFORDABLE HOUSING STATEMENT

Affordable Housing Planning Policy Context

National Planning Policy

- 6.1 The **National Planning Policy Framework (NPPF)** was published in March 2012 with a central aim being to significantly boost the supply of housing.
- 6.2 **Paragraph 50** states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

“ - **Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);**

- **Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and**

- **Where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.”**

Local Planning Policy

- 6.3 The Development Plan for the area consists of the Cherwell Local Plan 2011-2031 (adopted July 2015) and includes Former RAF Upper Heyford, of which the Application Site forms part, as a Strategic Allocation.
- 6.4 **Policy Villages 5 (Former RAF Upper Heyford)** allocates this 520 hectare site for, inter alia, a settlement of approximately 1,600 dwellings (in addition to the 761 dwellings (net) already permitted). Policy Villages 5 sets out the position in respect of housing, including the requirement for affordable housing, as follows:

“Housing

- **Number of homes – approximately 1,600 (in addition to the 761 (net) already permitted**
- **Affordable housing – at least 30%”**

- 6.5 The adopted Local Plan also contains a specific policy on affordable housing - **Policy BSC 3 (Affordable Housing)**. This policy reads as follows: -

“Policy BSC 3: Affordable Housing

At Banbury and Bicester, all proposed developments that include 11 or more dwellings (gross), or which would be provided on sites suitable for 11 or more dwellings (gross), will be expected to provide at least 30% of new housing as affordable homes on site.

At Kidlington and elsewhere, all proposed developments that include 11 or more dwellings (gross), or which would be provided on sites suitable for 11 or more dwellings (gross), will be expected to provide at least 35% of new housing as affordable homes on site.

Where this policy would result in a requirement that part of an affordable home should be provided, a financial contribution of equivalent value will be required for that part only. Otherwise, financial contributions in lieu of on-site provision will only be acceptable in exceptional circumstances.

All qualifying developments will be expected to provide 70% of the affordable housing as affordable/social rented dwellings and 30% as other forms of intermediate affordable homes. Social rented housing will be particularly supported in the form of extra care or other supported housing. It is expected that these requirements will be met without the use of social housing grant or other grant.

Should the promoters of development consider that individual proposals would be unviable with the above requirements, ‘open-book’ financial analysis of proposed developments will be expected so that an in house economic viability assessment can be undertaken. Where it is agreed that an external economic viability assessment is required, the cost shall be met by the promoter.

Where development is demonstrated to be unviable with the above requirements, further negotiations will take place. These negotiations will include consideration of: the mix and type of housing, the split between social rented and intermediate housing, the availability of social housing grant/funding and the percentage of affordable housing to be provided.

The Council will require active consideration of proposals for community self-build or self-finish housing in particular where it is to a high design standard and will result in suitable empty properties being brought into residential use. Self-build and Self-finish should contribute towards meeting the need for affordable housing.

Affordable Housing will also be delivered through Policy Villages 3: Rural Exception Sites.”

- 6.6 Given the scale of the Proposed Development (30 dwellings) Policy BSC3 would expect at least 30% affordable housing provision to be provided, which is consistent with the provision required by the Strategic Allocation Policy Villages 5 for Former RAF Upper Heyford of at least 30%.

Proposed Affordable Housing

- 6.7 The mix of dwellings proposed is as follows:

Market Housing	
No. of Beds	No. of Units
2	16
3	2
Affordable Housing – Shared Ownership	
No. of Beds	No. of Units
2	12
Total Market Housing	18
Total Affordable Housing	12
GRAND TOTAL	30

Development Plan Compliance

- 6.8 It is proposed that 12 of the 30 residential units will be affordable housing. This on-site provision meets the requirements of Policies BSC3 and Villages 5, which both require at least 30% of affordable housing to be provided on schemes of 11 or more units.
- 6.9 The proposed residential units, including those defined as affordable housing, will therefore meet policy requirements individually, but also contribute to the overall balance of dwellings across Heyford Park, in accordance with the Outline Permission.
- 6.10 The proposed development will therefore assist in delivering an inclusive and mixed community in accordance with central Government and local objectives and, accordingly, is considered acceptable in this regard.

7. PLANNING ASSESSMENT

- 7.1 Section 38(6) of the Planning and Compulsory Purchase Act requires proposals to be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 7.2 This section initially provides an analysis of the principle of the development and then a discussion on applications compliance with the approved Design Code for Heyford Park. Finally, consideration of compliance with the Flood Risk Assessment and Transport Assessment approved in the Outline Permission is outlined.

The Principle of Development

- 7.3 The principle of residential and retail development on this parcel of land has already been established by the approved Parameter Plan of the Outline Permission (ref:10/01642/OUT) and the accompanying Conservation Area Consent (ref:10/01619/CAC), providing for the demolition of Buildings 101 and 102 and partial demolition of Building 100.
- 7.4 The Development Plan for the area consists of the adopted Cherwell Local Plan (2011-2031) and is the starting point for decision-making purposes for applications in the District. In terms of the principle of the development here, the development is in accordance with the Outline Permission and would not conflict with the adopted Local Plan, as the proposals are consistent with, and will reinforce, the strategic housing function of the former RAF Upper Heyford Site as defined by Policy Villages 5.
- 7.5 The Upper Heyford Site is a strategic allocation within the adopted Local Plan (Policy Villages 5) and the Plan confirms the importance of this brownfield site, as a location for a significant increase in housing and employment provision over the plan period. Furthermore, the signed SoCG also reiterates the on-going creation of a distinctive new community at Former RAF Upper Heyford and that the implementation of the approved scheme should not be delayed.
- 7.6 Accordingly, the principle of the development has already been established and there can be no objection in principle in bringing forward the Village Centre (North) proposals.

Design Code

- 7.7 Condition No.8 of the Outline Permission states that no reserved matters applications are to be made for any phase until a Design Code for that phase of the New Settlement Area has been submitted to approved in writing by the Local Planning Authority. The condition also requires that the development shall subsequently be carried out in accordance with the Design Code.
- 7.8 The overarching Design Code for the New Settlement Area, is version 5.2, dated October 2013. This version was approved by the Cherwell District Council in November 2013 by discharge of Condition 8 (13/00153/DISC, 07/11/2013).
- 7.9 The Design Code outlines a number of fundamental principles to be followed in the designing of each phase of the Heyford Park development. The Design Code classes the Village Centre as CAI and states the following:
- **“This part of the development will provide a new high quality space in the Village Centre comprising of a shared surface and hardstanding with multi-uses flowing into a new village green allowing retail and leisure in the heart of the development.**
 - **The character of this area is determined in part by a number of existing buildings (such as Heyford House and the gate house) which will continue to have a strong role in the centre when the development is completed.**
 - **The Village Centre’s character will also be influenced by the continuing linear form of Camp Road, which as it leads up to the centre, the traffic will be calmed by the use of shared surfaces. Camp Road will continue to provide a strong east-west axis through the development, with its wide verges and tree lined character retained as far as possible.**
 - **A range of facilities and community uses will be situated across the Village Centre to act as a new community hub for the people who live and work at Heyford Park, these may include new retail, restaurant/pub, the new heritage centre, play areas, and areas of informal and formal hardstanding and green spaces for the community to use.**
 - **As the Village Centre will lie at the heart of the settlement, it will have important vehicular, pedestrian and cycle connections to the other character areas at Heyford Park, most particularly the Village Green Area to the south and the Trident area to the north.”**

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- 7.10 In the context of the requirements of the Design Code, the detailed matters of Access, Scale, Layout, Appearance and Landscaping are considered within the submitted Design and Access Statement.
- 7.11 Overall it is considered that the Proposed Development is consistent with the vision and overarching design philosophy for built development within the Village Centre character area as set out within the approved Design Code.
- 7.12 The Proposed Development is therefore considered to be of appropriate design.

Flood Risk & Drainage

- 7.13 The application is supported by a Flood Risk Assessment (dated March 2018) that demonstrates that the Proposed Development is in compliance with the overarching approved outline Flood Risk Assessment and provides details of the proposed foul and surface water drainage treatment, including Sustainable Urban Drainage (SUDs) and a maintenance regime.
- 7.14 The Proposed Development is therefore acceptable with regard to drainage and impact on flood risk.

Transport

- 7.15 The quantum of development is in accordance with the Outline Permission. The number of vehicle movements generated were found acceptable in relation to highway capacity in determining the Outline Permission and therefore this development is acceptable in this regard.
- 7.16 Details of the proposed vehicle and pedestrian access, car and bicycle parking and access to the public transport are summarised in Section 5.0 of the Design and Access Statement. This demonstrates the proposal would provide a suitable provision for vehicles, cyclists and pedestrians, and would not adversely affect highway safety.

8. CONCLUSION

- 8.1 This Planning and Affordable Housing Statement has been prepared by Pegasus Group on behalf of Heyford Commercial Developments Limited (the Applicant) to accompany reserved matters application for development of the Village Centre (North), comprising retail units, B1 Use, 30 residential units, involving the erection of two, three storey buildings, partial demolition and change of use of Building 100 to provide B1 Use and demolition of buildings 101 and 102, plus the formation of vehicle parking and associated landscaping works.
- 8.2 The Application Site forms part of the former RAF Upper Heyford military base for which subsequent planning permission has been approved for its redevelopment to the Heyford Park settlement, incorporating a local centre. The adopted Local Plan also identifies the need for dwellings, employment uses and shopping facilities and a neighbourhood hub.
- 8.3 The planning appraisal demonstrates that the Proposed Development is in accordance with the extent of development approved in the Outline Permission and is in general accordance with the relevant policies of the Development Plan, and other material considerations. The Proposed Development complies with the approved Design Code for Heyford Park.
- 8.4 The development provides a level of affordable housing that is in accordance with the Outline Permission and will assist in providing a mixed community at Heyford Park as required by the permission.
- 8.5 It has therefore been demonstrated within the reserved matters application that the development proposals are suitable and appropriate within this land parcel, and they are in accordance with the terms of Outline Permission ref: 10/01642/OUT. Accordingly, this reserved matters application should be approved.