

**RESERVED MATTERS APPLICATION WITH
REGARDS DORCHESTER PHASE 8 OF PLANNING
PERMISSION 10/01642/OUT**

**PHASE 8, TRIDENT AREA, HEYFORD PARK,
UPPER HEYFORD, OXFORDSHIRE**

**PLANNING STATEMENT WITH
AFFORDABLE HOUSING STATEMENT**

ON BEHALF OF THE DORCHESTER GROUP

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)
PLANNING AND COMPULSORY PURCHASE ACT 2004
PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990 (AS
AMENDED)**

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1. INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of the Dorchester Group (the Applicant) to accompany an application for Reserved Matters Approval with regards the development of Dorchester Phase 8, comprising 91 residential units of mixed type (dwellings and apartments) and tenure (open market and affordable) with associated gardens, access roads, car parking, landscaping, a local area of play (LAP), utilities and infrastructure (the Proposed Development) on land referred to as Phase 8, Trident Area, Heyford Park, Upper Heyford, Oxfordshire (the Reserved Matters Site).
- 1.2 This Reserved Matters submission is pursuant to outline planning permission reference 10/01642/OUT (dated 22 December 2011) with regards matters of access, appearance, landscaping, layout and scale.
- 1.3 The submission of this Reserved Matters application follows a series of pre-application discussions held with officers of Cherwell District Council, including Andrew Lewis (Principal Planning Officer).
- 1.4 The Reserved Matters submission comprises:
- 1APP Application Form;
 - Planning Statement with Affordable Housing Statement (this document);
 - Statement of Compliance (Design) (Issue 2);
 - Flood Risk Assessment Compliance (Rev 1, April 2016);
 - Dorchester Living Construction Specification (Revision 7_2);
 - Arboricultural Impact Assessment (03/05/2016); and
 - Plans:

Drawing Number / Revision	Title
BIR.4322_31B	Landscape Strategy
0521-PH8-HTB-Issue 2	Housetype Booklet
0521-PH8-102-Issue 2	Parking Matrix
0521-PH8-100	Topographic Survey
0521-PH8-101	Location Plan
0521-PH8-102-B	Planning Layout
0521-PH8-103-A	Street Scenes
0521-PH8-104-1-B	External Works Layout – Sheet 1 of 2
0521-PH8-104-2-B	External Works Layout – Sheet 2 of 2
0521-PH8-105-B	Vehicle Tracking Layout
0521-PH8-106	External Details

Drawing Number / Revision	Title
0521-PH8-107-B	Adoption Plan
0521-PH8-108-B	Materials Layout
0521-PH8-109-B	Garage, Bin and Cycle Store
0521-PH8-110	Timber Cycle Shed
0521-PH8-111-B	Refuse Plan
0521-PH8-220-A	SPF1 - Elevations
0521-PH8-221-A	SPF1 - Plans
0521-PH8-222-A	SPF2 – Plans and Elevations
0521-PH8-223-B	SPF3 – Plans and Elevations
0521-PH8-224-A	SPF4 – Plans and Elevations
0521-PH8-225-A	SPF5 – Elevations
0521-PH8-226-B	SPF5 - Plans
1619 A5 01-G	Detailed Planting Proposals 1 of 4
1619 A5 02-H	Detailed Planting Proposals 2 of 4
1619 A5 03-E	Detailed Planting Proposals 3 of 4
1619 A5 04-F	Detailed Planting Proposals 4 of 4

1.5 This Planning Statement is not intended to duplicate matters referred to elsewhere, rather it provides an overview of the Reserved Matters Site and its relevant planning history, the Proposed Development, and the identification and appraisal of the Proposed Development in the context of the identified planning policies and other material considerations pertinent to this Reserved Matters application.

1.6 This Planning Statement is structured as follows:

- **Chapter 1: Introduction** (this Chapter) – Introduces the Reserved Matters application, Applicant, Reserved Matters Site and Proposed Development;
- **Chapter 2: Reserved Matters Site and Context** – Provides a description of the Reserved Matters Site and its immediate surrounding context, and an overview of the relevant planning history;
- **Chapter 3: Proposed Development** – Provides a summary of the Proposed Development and describes the proposed access, layout, scale, appearance and landscaping strategy etc.;
- **Chapter 4: Affordable Housing Statement** – Provides a summary of the affordable housing provision within the Proposed Development and an assessment against the relevant planning policy criteria;
- **Chapter 5: Planning Framework** – Provides a summary of the key relevant planning and heritage legislation, policy and guidance at a national and local level that together comprise the Development Plan and material planning considerations;

- **Chapter 6: Planning Assessment** - Assesses the Proposed Development in the context of the extant planning policy of the Development Plan and other material considerations; and
- **Chapter 7: Summary and Conclusions** – Provides a summary of the key findings from this Planning Statement with Affordable Housing Statement.

2. RESERVED MATTERS SITE AND CONTEXT

The Reserved Matters Site

- 2.1 The Reserved Matters Site is situated within the 'Trident Area' of Heyford Park, Oxfordshire, approximately 7km north-west of Bicester, 13km south-east of Banbury and 3km south-west of Junction 10 of the M4 Motorway. The Reserved Matters Site comprises two parcels of land (East and West) located approximately midway along and to the north of Camp Road which passes through the centre (east-west) of Heyford Park (see **Drawing 0521-PH8-101**).
- 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 (see **Planning History** below).
- 2.3 Accordingly, the Reserved Matters Site comprises an area of 2.683 hectares of brownfield land within the former military base, and comprises two parcels of land (east and west). Whilst the Reserved Matters Site includes the road frontages and private access road at each of the boundaries, Building 133 and its immediate curtilage is excluded. The Reserved Matters Site is presently occupied by a combination of former military buildings and structures and the associated amenity green space and paths, and barren land following the earlier demolition of buildings and structures as part of the ground preparation works; works are on-going and therefore demolition may have been completed. The Reserved Matters Site is bounded by existing service roads within Heyford Park.
- 2.4 The adjacent land is also at varying stages of redevelopment and thereby comprises a combination of former military buildings, barren land and/or on-going redevelopment. To the west and north are the Bovis Phases B4a and B4b respectively, both of which are subject to demolition and on-going residential

development; to the north are buildings proposed for providing commercial development (Use Classes B1, B2 and B8) including the retained large-scale Shed Type A Frame Hangar buildings that are industrial in appearance/materials; and to the south is land currently occupied by former military buildings, some of which are proposed for demolition and subsequent redevelopment as a local centre (Use Classes A1-A5, D1 and C3). Passing through the proposed local centre is Camp Road which provides the primary access (east-west) through Heyford Park and forms part of the adopted public highway.

- 2.5 Camp Road provides access east towards Arley Road (B430) which in turn provides access north to the M40 (Junction 10) and towards Brackley and Northampton (via the A43), and south towards Oxford (via the A34) and Bicester (via the B4030); to the west Camp Road provides access to the villages of Upper and Lower Heyford, beyond which are alternative routes north to Banbury and south to Oxford (both via the A4260). Local public transport services include bus services with bus stops along Camp Road and rail services stopping at nearby Lower Heyford Station.
- 2.6 The former RAF Upper Heyford military base as a whole was designated as a Conservation Area in 2006 reflecting the role the military base played in the Cold War years and its military architecture and layout.
- 2.7 The Former RAF Upper Heyford Conservation Area Appraisal (CDC, April 2006) indicates that the Reserved Matters Site (both phases) is located within character Area 9 'Technical Site'. The Technical Area is described as:

"This area is characterised by the 'campus' layout of deliberately sited, mix function buildings, in an open setting with organised tree planting. The variation in building type is both a function of their differing use and the fact that there has been continual construction within the site as part of the different phases of development within the airbase. The setting of the 1930s aircraft hangers in an arc on the northern edge of the site provides a visual and physical edge to the site. The access to the Technical Site is dominated by Guardroom (100) and Station Office (52). To the east of these is the impressive 1920s Officers' Mess (74) set within its own lawns. The style of these 1920s, red brick, RAF buildings is British Military."

- 2.8 The Landscape Character Assessment of the Airbase South of the Cold War Zone (ACTA, March 2006) subdivides the Technical Area and determines that Phase 8 is located within character area 6B 'Service Area', described as:

Character Area 6B 'Service Area'

"This is the most complex part of area 6. In contrast to the adjacent areas there are no major buildings or uniformity of style and materials. The main visual structure is given by the avenues. Leading off the avenues, many of the buildings are arranged as clusters around yards or parking areas. The characteristics are therefore:

- **very wide mixture of building materials and types;**
- **in contrast to adjacent area no major buildings to dominate the area;**
- **building layout apparently haphazard, but largely a collection of yards/parking areas surrounded by single-storey buildings;**
- **clusters of minor 1920s buildings in red brick;**
- **water towers are not dominant features within the character area, but are prominent in some views from adjacent areas."**

- 2.9 The significance of this areas was considered within the Archaeology and Cultural Heritage Chapter of the Environmental Statement produced in support of the new settlement area, 'The Lead Appeal' (see **Planning History** below).

- 2.10 The overall significance of 6B 'Service Area' was identified as being 'Low' and described as:

"16.5.146 OA14B Area 14B Service Area

Significance: Low

This is a complex area with a wide range of building materials and types, but does not contain any major dominating structures. It consists largely of yards/parking areas and single storey buildings and clusters of minor 1920s red brick structures, with Post-War (mainly office) structures to the east. A prominent characteristic is the plan form and radiating avenues which is considered to be of medium significance. This Character Area includes the Scheduled Monument of the Telephone Exchange, which is a Hardened Cold War structure. ..."

- 2.11 This assessment of significance for the Service Area was reiterated in the subsequent Archaeology and Cultural Heritage Chapter of the Environmental

Statement produced in support of the new settlement area, 'The Outline Consent' to which this Reserved Matters application relates.

2.12 In proximity to the Reserved Matters Site are the following heritage assets with accompanying description taken from the Conservation Area Appraisal (CDC, April 2006):

- Buildings 151 and 350 (Shed Type 'A') to the north – Non-Listed Buildings of Local Significance **"... date stones '1926' on annexes facing the technical site. These were the first permanent end-opening aeroplane sheds for RAF stations in the interwar period. A total of 34 were built at 17 sites between 1925 and 1940. Upper Heyford is unique in having six, the largest collection of Type 'A' hangers in the country."**
- Building 125 (Station Armoury) diagonally to the north-west – Non-Listed Building of Local Significance **"...originally constructed as a three squadron Station Armoury in 1925. Extended in 1937/38 to provide a lecture room and photographic section. Forms part of setting of Hardened Telephone Exchange (Building 129)."**
- Building 129 (Hardened Telephone Exchange) diagonally to the north-west - Scheduled Monument **"Hardened Telephone Exchange (Building 129) (scheduled). Identified as of national significance with the Conservation Plan (ACTA, 2005)."**
- Building 52 (Heyford House) to the south – Non-Listed Building of Local Significance **"... formerly the Station Offices and Operations Block constructed in the 1920s. The Station Offices were designed to impress and dominate the entrance to the station. This is a fine example of the first design for a permanent Station Office (the design was changed after 1927). The Station Offices, the Operations Block and the Guardhouse make an interesting building group and although altered, are good examples of RAF station architecture of the mid 1920s."**
- Building 100 (Gatehouse) to the south – Non-Listed Building of Local Significance **"... date stone 1925 and extended. The presence of the Guardhouse at the main gate reinforces the 'military' character of the site. Together with Heyford House and the Officers' Mess it forms an important group of buildings at the front of the site on the main entrance."**
- Building 74 (Officers Mess) to the south-east – Non-Listed Building of Local Significance **"Officers' Mess and single officers' quarters (Building 74) possibly one of the most prestigious Officers' Mess built on an operational RAF station during the 1920s."**

2.13 All these buildings are physically separated from Phase 8 by the existing service roads and a combination of roadside verges, planting, hardstanding and car parking.

2.14 The Reserved Matters Site and its immediate surroundings are not subject to any other statutory or non-statutory environmental designation.

Planning Context

- 2.15 The former RAF Upper Heyford military base has an extensive planning history. The most notable planning applications with regards the Reserved Matters Site are two recent decisions involving the comprehensive redevelopment of the former RAF Upper Heyford military base as a whole or part thereof.
- 2.16 The first of these decisions, referred to as the 'Lead Appeal', relates to an outline planning application (08/00716/OUT) for the formation of a new settlement of 1,075 dwellings, together with associated works and facilities, including employment uses, community uses, a school, playing fields and other physical and social infrastructure, across the entire former military base. The scheme was allowed at appeal (APP/C3105/A/08/2080594) dated 11 January 2010. The accompanying illustrative masterplan and development uses parameters plan for the Lead Appeal identified the Reserved Matters Site as forming part of a new residential area comprising dwellings and apartments, with employment to the north.
- 2.17 The second of these decisions, referred to as the 'Outline Consent', relates to a subsequent outline planning application (10/01642/OUT) concerned with only that part of the military base referred to as the 'New Settlement Area', including the Reserved Matters Site. This application sought consent for a proposed new settlement of 1,075 dwellings including the retention and change of use of 267 existing military dwellings to residential use 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. The scheme was approved by Cherwell District Council on 22 December 2011. The accompanying illustrative masterplan for the Outline Consent identified the Reserved Matters Site for residential use (Use Class C3) with the accompanying 'Building and Roads to be Retained Parameter Plan' indicating that all buildings/structures within the Reserved Matters Site to be demolished.
- 2.18 Condition 1 of the Outline Consent requires that "No operational development shall be commenced until full details of the layout, scale, appearance, access and landscaping (hereafter referred to as reserved matters) have been submitted to and approved in writing by the Local Planning Authority. Plans and particulars of the reserved matters referred to above shall be carried out as approved."

- 2.19 Condition 5 of the Outline Consent requires that “The development referred to, if undertaken at all, shall be constructed in accordance with the schedule of proposed uses specified in para 2.7 of the supporting planning statement to the application, and the schedule attached to these conditions, unless otherwise agreed in writing with the Local Planning Authority.” The hitherto schedule attached to the decision notice provided for “1) Class C3 (residential dwelling house): up to 1,075 dwellings (including the retention and change of use of the majority of existing military housing and the change of use of various buildings) comprising: ... e) erection of new building dwellings and ... to provide 764 dwellings ...”
- 2.20 Condition 6 of the Outline Consent requires that “The details required in accordance with Condition 1 shall be in general accordance [emphasis added] with the provisions of Parameter Plans:
- i) Illustrative Masterplan (Amended) 031 Rev M**
 - ii) Development Uses 023 D**
 - iii) Buildings and Roads Retained 011 D**
 - iv) Access 028 D**
 - v) Buildings Heights**
 - vi) Green Infrastructure”**
- 2.21 Condition 8 of the Outline Consent required the no reserved matters applications could be submitted for any phase until a Design Code for that phase of the New Settlement Area had been submitted and approved by the Local Planning Authority. An overarching Design Code for Heyford Park was prepared. The latest version of the Design Code is version 5.2, dated October 2013, which has been approved by Cherwell District Council (13/0013/DISC, 07/11/2013).
- 2.22 In addition, Conservation Area Consent (10/01619/CAC) was granted by Cherwell District Council on 14 February 2011 for the demolition of all buildings and structures.
- 2.23 Both the Lead Appeal and Outline Consent applications were accompanied by Design and Access Statements and Environmental Statements.
- 2.24 Development of the New Settlement Area is now underway, with the first phases of Reserved Matters applications being implemented by both the Dorchester Group and Bovis Homes as set out below:

Phase	LPA Reference	Date RMA Approved
Dorchester Phase 1	13/01394/REM	19 February 2014
Dorchester Phase 2 (was Phase 5)	14/01500/REM	9 December 2014
Dorchester Phase 3 (was Phase 2)	14/01366/REM	26 November 2014
Dorchester Phase 4 & 5b	15/01612/REM	11 January 2016
Bovis Phase B1	13/00711/REM	19 February 2014
Bovis Phase B2a	13/01584/REM	19 February 2014
Bovis Phase B2b/B5	14/01740/REM	20 January 2015
Village Green	15/00153/REM	6 April 2016

2.25 A further outline planning permission was approved for 60 dwellings (13/01811/OUT, approved 31 March 2016) on the previously allocated primary school site, following the incorporation of the primary school needs into the Heyford Park Free School site.

3. PROPOSED DEVELOPMENT

- 3.1 The Proposed Development comprises 91 residential units of mixed type (dwellings and apartments) and tenure (open market and affordable) with associated gardens, access roads, car parking, landscaping, a local area of play (LAP), and utilities and infrastructure.
- 3.2 This Reserved Matters submission is pursuant to outline planning permission reference 10/01642/OUT (dated 22 December 2011) with regards matters of access, appearance, landscaping, layout and scale.
- 3.3 A summary of the key elements is provided below, under the headings:
- Residential Accommodation;
 - Ancillary Structures;
 - Access and Parking; and
 - Landscaping.
- 3.4 Full details are provided on the accompanying drawings (as listed below) with the design philosophy, details and compliance with the Design Code set out within the accompanying **Statement of Compliance**.
- 3.5 Details of tenure are provided in **Chapter 4: Affordable Housing**.

Residential Accommodation

- 3.6 *Layout* – The residential accommodation will provide 91 residential units in a combination of detached, semi-detached and terraced dwellings, and apartments. The layout of the proposed residential accommodation is shown on drawing **0521-PH8-102-B**. In principle, all dwellings are located on the eastern parcel of Phase 8 and all but a single apartment block is located within the western parcel.
- 3.7 Each residential dwelling plot would comprise the residential dwelling with its associated front and rear private gardens, and private allocated parking bays, as applicable. Each apartment block would comprise the apartment building and parking.
- 3.8 *Scale* - The floorspace and number of bedrooms per residential unit, number of units, total residential floorspace, and the type of residential unit (flat/house) and height in storeys per residential unit, as well as tenure, is set out below:

Residential Unit Type	House or Flat	Storey	Tenure	No of Units	No of Beds / Unit	Floorspace	
						/ unit ft ²	Total ft ²
SPF1-2BF(a)	Flat	4	Market	4	2	736	2,944
SPF1-2BF(b)	Flat	4	Market	4	2	742	2,968
SPF1-2BF(c)	Flat	4	Market	4	2	753	3,012
SPF5-1BF(b)	Flat	3	Market	1	1	512	512
SPF5-1BF(c)	Flat	3	Market	2	1	524	1,048
SPF5-2BF(c)	Flat	3	Market	1	2	753	753
SPF5-2BF(d)	Flat	3	Market	2	2	764	1,528
TYPE 1A	House	2	Market	1	3	1,023	1,023
SP8	House	3	Market	6	3	1,270	7,620
SP9	House	3	Market	7	4	1,671	11,697
SPF2-1BF(c)	Flat	3	Affordable	10	1	524	5,240
SPF2-1BF(d)	Flat	3	Affordable	6	1	542	3,252
SPF2-1BF(c)-DS	Flat	3	Affordable	2	1	524	1,048
SPF3-1BF(c)	Flat	3	Affordable	6	1	524	3,144
SPF3-2BF(a)	Flat	3	Affordable	6	2	736	4,416
SPF4-1BF(a)	Flat	3	Affordable	1	1	419	419
SPF4-2BF(a)	Flat	3	Affordable	4	2	736	2,944
SPF4-2BF(a)-DS	Flat	3	Affordable	1	2	736	736
AF2	House	2	Affordable	7	2	782	5,474
AF3-SA-V1	House	2	Affordable	4	3	953	3,812
AF4B	House	3	Affordable	8	4	1,132	9,056
AF3	House	2	Intermediate	3	3	910	2,730
AF3-SA-V1	House	2	Intermediate	1	3	953	953
TOTAL				91			76,329

3.9 The residential dwellings would be 2 or 3 storeys in height with a maximum height to ridge of circa 12.0m above adjacent ground level; the 2 storey dwellings are focused to the east of the eastern parcel of land.

3.10 The apartments would generally comprise 3 storeys in height with a maximum height to ridge of circa 12.75m above adjacent ground level. However, a single 4 storey 'landmark' apartment block will be located at the southern extent of the eastern parcel of land; this will have a maximum ridge height of circa 17.2m above adjacent ground level. The location for the landmark building is revised from that indicated in the previously approved Design Code, which is attributable to the retention of Building 148 which is the existing BT telephone exchange.

3.11 *Layout and Appearance* - The individual layout and elevations of house types are shown on the drawings contained in the **Housetype Booklet (drawing 0521-PH8-HTB-Issue 2)**; the individual layout and elevations of apartments are shown on the accompanying individual drawings. The relevant drawing numbers giving the layout and elevations for each plot (dwellings and apartments) are set out in the table below.

3.12 The proposed materials comprise a combination of: Ibstock Audley Red Mixture, Ibstock Leicester Weathered Red or grey brick; render in Weber 'chalk white', 'Cornish' or 'ochre rose'; steel cladding in 'silver metallic' (RAL9006), 'ephyra' (RAL 9006) or 'alaska grey' (RAL 7000); or secondary facing materials for the walls; with Marley Eternit 'Rivendale Slate' for roofs; or similar approved. Fascias and rainwater goods to be black. Doors to be black IG composite; windows to be grey UPVC. Garage doors to be Hormaan Steel in black. All materials to be as detailed above as shown on drawing **0521-PH8-108-A**, (or similar approved).

Plot	Type	House / Flat	Layout	Elevations
361	AF3-SA-V1	House	0521-PH8-203-A	0521-PH8-203-A
362	AF2	House	0521-PH8-201	0521-PH8-201
363	AF2	House	0521-PH8-201	0521-PH8-201
364	AF3	House	0521-PH8-202	0521-PH8-202
365	SP8	House	0521-PH8-207-A	0521-PH8-206-A
366	SP9	House	0521-PH8-216-A	0521-PH8-212-A & 213-A
367	SP9	House	0521-PH8-216-A	0521-PH8-212-A & 213-A
368	SP9	House	0521-PH8-216-A	0521-PH8-212-A & 213-A
369	SP8	House	0521-PH8-207-A	0521-PH8-206-A
370	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
371	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
372	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
373	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
374	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
375	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
376	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
377	AF4B	House	0521-PH8-205-A	0521-PH8-204-A
378	SP8	House	0521-PH8-211-A	0521-PH8-210-A
379	SP9	House	0521-PH8-216-A	0521-PH8-214-A & 215-A
380	SP9	House	0521-PH8-216-A	0521-PH8-214-A & 215-A
381	SP8	House	0521-PH8-211-A	0521-PH8-210-A
382	AF3	House	0521-PH8-202	0521-PH8-202

Plot	Type	House /Flat	Layout	Elevations
383	AF3	House	0521-PH8-202	0521-PH8-202
384	AF2	House	0521-PH8-200	0521-PH8-200
385	AF2	House	0521-PH8-200	0521-PH8-200
386	AF3-SA-V1	House	0521-PH8-203-A	0521-PH8-203-A
387	AF3-SA-V1	House	0521-PH8-203-A	0521-PH8-203-A
388	AF3-SA-V1	House	0521-PH8-203-A	0521-PH8-203-A
389	AF3-SA-V1	House	0521-PH8-203-A	0521-PH8-203-A
390	AF2	House	0521-PH8-200	0521-PH8-200
391	AF2	House	0521-PH8-200	0521-PH8-200
392	AF2	House	0521-PH8-200	0521-PH8-200
393	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
394	SPF1-2BF(b)	Flat	0521-PH8-221-A	0521-PH8-220-A
395	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
396	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
397	SPF1-2BF(b)	Flat	0521-PH8-221-A	0521-PH8-220-A
398	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
399	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
400	SPF1-2BF(b)	Flat	0521-PH8-221-A	0521-PH8-220-A
401	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
402	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
403	SPF1-2BF(b)	Flat	0521-PH8-221-A	0521-PH8-220-A
404	SPF1-2BF(a)	Flat	0521-PH8-221-A	0521-PH8-220-A
405	SP8	House	0521-PH8-209-A	0521-PH8-208-A
406	SP9	House	0521-PH8-216-A	0521-PH8-212-A & 213-A
407	SP9	House	0521-PH8-216-A	0521-PH8-212-A & 213-A
408	SP8	House	0521-PH8-209-A	0521-PH8-208-A
409	TYPE 1A	House	0521-PH8-217-A	0521-PH8-217-A
410	SPF2-1BF(c) DIS	Flat	0521-PH8-222-A	0521-PH8-222-A
411	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
412	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
413	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
414	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
415	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
416	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
417	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
418	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
419	SPF2-1BF(c) DIS	Flat	0521-PH8-222-A	0521-PH8-222-A
420	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A

Plot	Type	House /Flat	Layout	Elevations
421	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
422	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
423	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
424	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
425	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
426	SPF2-1BF (c)	Flat	0521-PH8-222-A	0521-PH8-222-A
427	SPF2-1BF (d)	Flat	0521-PH8-222-A	0521-PH8-222-A
428	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
429	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
430	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
431	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
432	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
433	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
434	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
435	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
436	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
437	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
438	SPF3-1BF(c)	Flat	0521-PH8-223-B	0521-PH8-223-B
439	SPF3-2BF(a)	Flat	0521-PH8-223-B	0521-PH8-223-B
440	SPF4-2BF(a)-DIS	Flat	0521-PH8-226-B	0521-PH8-225-A
441	SPF4-1BF(a)	Flat	0521-PH8-224-A	0521-PH8-224-A
442	SPF4-2BF(a)	Flat	0521-PH8-224-A	0521-PH8-224-A
443	SPF4-2BF(a)	Flat	0521-PH8-224-A	0521-PH8-224-A
444	SPF4-2BF(a)	Flat	0521-PH8-224-A	0521-PH8-224-A
445	SPF4-2BF(a)	Flat	0521-PH8-224-A	0521-PH8-224-A
446	SPF5-1BF(c)	Flat	0521-PH8-226-B	0521-PH8-225-A
447	SPF5-2BF(d)	Flat	0521-PH8-226-B	0521-PH8-225-A
448	SPF5-1BF(c)	Flat	0521-PH8-226-B	0521-PH8-225-A
449	SPF5-2BF(d)	Flat	0521-PH8-226-B	0521-PH8-225-A
450	SPF5-1BF(b)	Flat	0521-PH8-226-B	0521-PH8-225-A
451	SPF5-2BF(c)	Flat	0521-PH8-226-B	0521-PH8-225-A
Street Scene			0521-PH8-103-A	

Ancillary Structures

3.13 Ancillary structures comprise a single garage (Plot 409), a bin and cycle store (serving Plots 393-404, i.e. apartment type SPF1), timber cycle sheds (for dwellings) and external wall and fencing details. The location of ancillary structures are shown on drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-**

B; and the scale and appearance of ancillary structures are shown on the following drawings:

Drawing Number / Revision	Title
0521-PH8-109-B	Garage, Bin and Cycle Store
0521-PH8-110	Timber Cycle Shed
0521-PH8-106	External Detailing

Access and Parking

- 3.14 *Vehicle Access* – The Proposed Development would be accessed via the existing network of service roads within the Trident area that surround both land parcels and provide access to the adopted public highway (Camp Road).
- 3.15 Access details are shown on drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B**; details of those roads proposed to be adopted and materials are shown on drawing **0521-PH8-107-B**. Surfacing would comprise a combination of tarmac, Marshalls Keyblok Block Paving (colours: brindle or buff) and Marshalls Piora Concrete Bloc Permeable Paving (colour: brindle) with rumble strips as appropriate.
- 3.16 Vehicle tracking has been carried out, as shown on drawing **0521-PH8-105-B**; vehicle tracking for refuse vehicles is shown on **0521-PH8-111-B**.
- 3.17 *Vehicle Parking* – Resident and visitor parking would be provided in a combination of allocated spaces and visitor spaces, provided as dwelling frontage bays, courtyard parking and parallel street parking. The location of parking bays and materials are shown on drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B**, and detailed on the **Parking Matrix (drawing 0521-PH8-102-Issue 2)**. The **Statement of Compliance (Section 2.3)** notes the car parking provision as being consistent with the Design Code.
- 3.18 *Bicycle Parking* – Bicycle parking for apartments is provided within Bin and Cycle Stores. For apartment type SPF1, the Bin and Cycle Store is stand alone with details shown on drawing **0521-PH8-109-B**; for apartment types SPF2 and SPF3 details are shown on drawing **0521-PH8-223-B**; for apartment types SPF4 and SPF5 details are shown on drawings **0521-PH8-224-A, 0521-PH8-225-A and 0521-PH8-226-B**.

- 3.19 Bicycle parking for residential dwelling properties would be within timber cycle stores located in private gardens, as shown on drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B**, with details shown on drawing **0521-PH8-110**.
- 3.20 *Pedestrian Access* – Pedestrian access would be provided through a combination of existing footways associated with the existing access roads that surround each the two parcels forming Phase 8 and new footpaths within the Reserved Matters Site. Details of the pedestrian access are shown on drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B**. Surfacing would comprise a combination of tarmac and paving slabs.

Landscaping

- 3.21 Details of the overarching landscaping strategy are shown on drawing **BIR.4322_31** which shows the proposed Reserved Matters Site in the context of neighbouring residential development, specifically the Bovis Phases 4a and 4b. The soft landscaping would comprise a combination of existing and proposed new tree planting, hedgerows, specimen shrubs, herbaceous/shrub borders, amenity and wildflower grass some of which would be planted up with bulbs, as shown on drawings **1619-A5-01-G**, **1619-A5-02-H**, **1619-A5-03-E** and **1619-A5-04-F**; hard landscaping would comprise a combination of tarmac, block or permeable paving with Marshalls Saxon buff patio slabs in dwelling rear gardens, as shown on drawings **0521-PH8-102-B** (Planning Layout) and drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B** (External Works).
- 3.22 A Local Area of Play (LAP) would be provided. This would comprise 115m² of formal play space which would comprise an open grassed area of play with a minimum of two pieces of formal play equipment and benches. 1m high fencing will be installed around the LAP which will have a minimum buffer zone of 5m from nearby dwellings. A detailed scheme for the LAP is proposed to be controlled through a suitably worded planning condition.

Flood Risk and Surface Water Drainage

- 3.23 Details of the overarching drainage strategy were set out within the Flood Risk Assessment as submitted and approved as part of the Outline Consent. Details of the proposed foul and surface water engineering layout are provided within the accompanying **Flood Risk Assessment Compliance** report (Revision 1, April 2016). It is proposed that the surface water drainage would be separate from

the foul drainage network. The proposed system has been designed to accommodate a 1 in 100 year return period plus 30% allowance for climate change. The proposed attenuation strategy comprises a combination of below ground cellular storage tanks with flows limited by the use of small diameter pipes and adoptable hydrobrakes. Finished floor levels and external levels have been designed to accommodate extreme flows, which would be directed away from the building entrances along designated flow routes towards roads and soft landscaping areas. Surface water would discharge into the existing surface water network at five locations. Surface water drainage would pass through a petrol interceptor before being discharged into an existing watercourse, and trapped gully pots would be utilised to provide additional protection against contamination from hydrocarbons. A 10% betterment is to be provided on existing flows discharging to the eastern tributary of Gallos Brook. In summary, the drainage calculations demonstrate a betterment in parcel discharge rates and removal of all on-parcel flood volumes for designed storms.

4. AFFORDABLE HOUSING STATEMENT

Affordable Housing Planning Policy Context

National Planning Policy

- 4.2 The National Planning Policy Framework (NPPF) was published in March 2012 with a central aim being to significantly boost the supply of housing.
- 4.3 The NPPF (**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

- 4.4 Extant local planning policy with regards affordable housing is contained within the Cherwell Local Plan 2011-2031 (adopted 20 July 2015) and includes site specific policy with regards the Former RAF Upper Heyford, of which the Reserved Matters Site forms part as a Strategic Allocation.
- 4.5 **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%”**

4.6 The adopted Local Plan also contains a specific policy on affordable housing -

Policy BSC 3: Affordable Housing, which reads:-

“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. ...

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.”

4.7 Given the scale of the proposed development (91 dwellings) **Policy BSC 3** would expect 30% affordable housing provision of which 70% should be affordable and

30% intermediate housing to be consistent with the provision required by the Strategic Allocation **Policy Villages 5** for Former RAF Upper Heyford of at least 30%.

4.8 **Policy BSC4: Housing Mix** states that the Council will not only aim to increase the supply of housing but to encourage a mix that can help improve the functioning of the housing market system, make it more fluid, and enable households to more easily find and move to housing which they can afford and which better suits their circumstances.

4.9 The text for **Policy BSC 4** reads:-

“New residential development will be expected to provide a mix of homes to meet current and expected future requirements in the interests of meeting housing need and creating socially mixed and inclusive communities.

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.

Housing sites of at least 400 dwellings will be expected to provide a minimum of 45 self-contained extra care dwellings as part of the overall mix. Should it be agreed with the Council that extra care housing would not be desirable in a particular location, an equivalent amount of alternative specialist housing (use class C3) for older people will be required.

Elsewhere, opportunities for the provision of extra care, specialist housing for older and/or disabled people and those with mental health needs and other supported housing for those with specific living needs will be encouraged in suitable locations close to services and facilities. All proposals will be expected to provide affordable housing in accordance with Policy BSC 3: Affordable Housing.”

4.10 The supporting table to **Policy BSC4** seeks the following housing mix:

	1 bed	2 bed	3 bed	4-bed
Market	5%	25%	45%	25%
Affordable	25-30%	30-35%	30-35%	5-10%
All Dwellings	15%	30%	40%	15%

4.11 The supporting text to **Policy BSC 3** (paragraph B.114) indicates that the policy requirement is only the starting point for assessing the mix of affordable housing

and that the mix will be further informed by the Council’s Housing Register and local housing need surveys.

- 4.12 There has been considerable survey work at Heyford Park over recent years which has informed the derivation of a local lettings policy and assessment of needs in this particular instance.

Affordable Housing Planning Policy Compliance

- 4.13 The Proposed Development provide the following mix of open market / affordable housing tenure:

Phase 8	1 bed	2 bed	3 bed	4-bed	Total
Open Market	3 (3%)	15 (16%)	7 (8%)	7 (8%)	32 (35%)
Affordable	25 (27%)	18 (20%)	8 (9%)	8 (9%)	59 (65%)
All Dwellings	28	33	15	15	91 (100%)

- 4.14 Accordingly, the total open market housing provision will be 32 dwellings (representing 35%) and the affordable housing provision is 59 dwellings (representing 65%). Such provision exceeds the 30% affordable housing provision required under both extant Local Plan **Policy Villages 5: Former RAF Upper Heyford** and **Policy BSC3: Affordable Housing**.

- 4.15 The proposed affordable housing provision would provide a mix of housing type (apartments and dwellings) and housing size (1, 2, 3 and 4 bed properties). The affordable housing mix has been developed with regard to **Policy BSC4 Housing Mix** as a starting point and subsequently influenced by up-to-date evidence on housing need, i.e. the Affordable Housing Scheme statement prepared by the Dorchester Group, approved in February 2013, and is considered appropriate in the context of the overall affordable housing provision across the Former RAF Upper Heyford site.

- 4.16 Affordable housing would be provide integration and social cohesion. Furthermore, the proposed arrangement enables the efficient and effective use of land as well as the resources of the Registered Social Landlord, both in terms of maintenance of the properties (financial) and providing an effective level of service to future residents (management).

- 4.17 The approach taken on affordable housing in this application closely reflects the principles established in the Affordable Housing Scheme (AHS) approved in

February 2014 under Clause 1.1.3 of Schedule 3 of the S106 Agreement for the Outline Consent. Specifically, the proposals will provide:

- A provision of affordable/social rented and intermediate properties;
- Affordable units will be constructed to Lifetime Homes Standards;
- Wheelchair accessible units will be provided; and
- Affordable units broadly in the agreed general locations identified for affordable housing across the Heyford Park development within this parcel.

5. PLANNING FRAMEWORK

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications be determined in accordance with the Development Plan unless material 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. The Act sets out the general duty of local planning authorities as respects Conservation Areas in the exercise of their planning functions, stating that:

“In the exercise, with respect to any buildings or other land in a conservation area, of any [functions under or by virtue of] any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.

5.3 Accordingly, the statutory requirements of Section 38(6) of the Planning and Compulsory Purchase Act 2004 should be considered in conjunction with the requirements of Section 70(2) of the Town and Country Planning Act 1990 in the determination of a planning application.

5.4 The extant Development Plan comprises the:

- Cherwell Local Plan 2011-2031 Part 1, adopted 20 July 2015; and
- Cherwell Local Plan, adopted November 1996 (only those policies saved by the saving direction issued by the Secretary of State and which have not been subsequently superseded by the adoption of the Cherwell Local Plan 2011-2031 Part 1).

5.5 Other material planning considerations include national legislation, policy and guidance, comprising the:

- National Planning Policy Framework (March 2012);
- National Planning Practice Guidance (various dates); and
- Historic England Guidance. Building in Context – New Development in Historic Areas (Historic England/CABE, 2001).

5.6 Cherwell District Council are in the early stages of preparing their Local Plan Part 2: Development Management Policies and Sites. The Local Plan Part 2 is to conform to the strategic policies and overall development strategy set out in the Local Plan Part 1 and cover the same time period, 2011 to 2031. The purpose of

the Local Plan Part 2 is to provide detailed planning policies to assist with the implementation of strategic policies and the development management process, to identify smaller, non-strategic development sites for housing, employment, open space and recreation, travelling communities and other land uses. Consultation on the Proposed Submission Plan is programmed for October 2016 to February 2017, and therefore falls outside this policy appraisal. Similarly, a Partial Review of the Local Plan Part 1 is proposed specifically to consider Oxford's Unmet Housing Needs; consultation on the District Wide Issues and Options is programmed to occur August to September 2016 and therefore also falls outside this policy appraisal.

- 5.7 Notwithstanding the above, the application to which this Planning Statement relates is a Reserved Matters submission. Therefore, the principle of redeveloping the Reserved Matters Site for residential development has already been the subject of a planning application for which Outline Consent has been granted (see **Chapter 2, Planning History**). Accordingly, the planning assessment (see **Chapter 5**) focuses on the compliance of the Proposed Development in accordance with the consented scheme and those matters relating to the Reserved Matters submission, i.e. access, appearance, landscaping, layout and scale. This chapter therefore only identifies the relevant planning matters contained within the Development Plan and other material planning considerations pertinent to the Reserved Matters submission.

National Planning Policy Framework

- 5.8 The National Planning Policy Framework (NPPF) was published on 27 March 2012. The NPPF 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."**

5.9 The NPPF translates these sustainable development dimensions into a series of 12 core planning principles. For the purposes of this Reserved Matters Application, particular regard should be had to the following principles:

“Proactively drive and support sustainable economic development to deliver the homes, business and industrial, infrastructure and thriving local place that the county needs ...

...always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings ...

encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value ...

conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations

actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and

take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.” (paragraph 17)

5.10 To this end, for decision-taking the NPPF states that:

“Local authorities should approach decision making in a positive way to foster the delivery of sustainable development. LPAs should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible.” (paragraph 187)

5.11 **Section 4 ‘Promoting Sustainable Transport’** seeks to facilitate sustainable development whilst contributing to the wider sustainability and health objectives, reducing the need to travel and balancing favour towards sustainable modes of transport. Decisions should consider: the opportunities for sustainable transport modes; safe and suitable access for all people; and whether improvements can be undertaken that cost effectively limit the significant impacts of a development where they exist. Local authorities are guided to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.

5.12 **Section 6 'Delivering a Wide Choice of High Quality Homes'** requires that applications for housing should be considered in the context of the presumption in favour of sustainable development (**paragraph 49**). To support the delivery of a wide choice of high quality homes, widening opportunities for home ownership and creating sustainable, inclusive and mixed communities, local authorities are required to:

"... • 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" (paragraph 50).

5.13 **Section 7 'Requiring Good Design'** attaches great importance to the design of the built environment, seeking to achieve high quality and inclusive design for all development including individual buildings, public and private spaces and wider area development schemes.

5.14 Planning decisions should aim to ensure that developments: function well and add to the overall quality of an area for their lifetime; establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit; optimise the potential of a site to accommodate development and create and sustain an appropriate mix of uses, support local facilities and transport networks; respond to local character and history, reflecting the identity of local surroundings and materials; create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion; and are visually attractive as a result of good architecture and appropriate landscaping (**paragraph 58**).

- 5.15 The NPPF encourages the use of 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 buildings and the local area more generally. Furthermore, the NPPF directs that decisions should not 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.
- 5.16 Furthermore, it is noted that whilst visual appearance and architecture are very important factors, the securing of high quality and inclusive design extends beyond aesthetic considerations, such that planning decisions should consider the connections between people and places and the integration of new development into the natural, built and historic environment (**paragraph 61**).
- 5.17 Local planning authorities should not refuse planning permission for buildings that promote high levels of sustainability because of concerns about incompatibility with an existing townscape, where adequate mitigation, unless the concerns relate to designated heritage assets and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits.
- 5.18 **Section 8 'Promoting Healthy Communities'** sets a number of objectives, not least that developments should promote opportunities for meetings between members of the community who might not otherwise come into contact with each other, and ensure that these spaces are safe and accessible, not only with regards to deterring crime and the fear of crime but also containing clear and legible pedestrian routes, high quality public space and which encourage active and continual use of public areas (**paragraph 69**).
- 5.19 **Section 10 'Meeting the Challenge of Climate Change, Flooding and Coastal Change'** seeks to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. Local authorities should require new development to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

- 5.20 With regards flood risk the NPPF (**paragraph 100**) requires that inappropriate development in areas of flood risk should be avoided. In the determination of planning applications local planning authorities should ensure that flood risk is not increased elsewhere and should only be considered appropriate in areas at risk of flooding where informed by a site-specific flood risk assessment, following a sequential test and, if required, an exception test (**paragraph 103**). However, the requirements of the sequential test need not apply for individual developments on sites allocated in development plans following a sequential test (**paragraph 104**).
- 5.21 **Section 11 'Conserving and enhancing the natural environment'** provides the policy framework with regards conserving and enhancing the natural environment, covering a range of aspects including: protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystems; minimising impacts on biodiversity and providing net gains in biodiversity; preventing both new and existing development from contributing to or being put at an unacceptable risk from or being adversely affected by levels of soil, air, water or noise pollution or land instability; and remediating and mitigating despoiled, derelict, contaminated and unstable land, as appropriate (**paragraph 109**).
- 5.22 **Section 12 'Conserving and Enhancing the Historic Environment'** directs local planning authorities to take a positive strategy to the conservation and enjoyment of the historic environment and specifically that they should **"... recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance"** and that in doing so they should take into account **"... the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation ..."** (**paragraph 126**)
- 5.23 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 (**paragraph 128**).
- 5.24 Accordingly, the NPPF requires that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”
(paragraph 129)

5.25 In the determination of planning applications, local planning authorities are directed to take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;**
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and**
- The desirability of new development making a positive contribution to local character and distinctiveness.”**
(paragraph 131)

5.26 Furthermore, with regard to the impact of development proposals on the significance (sensitivity) of the heritage asset, the NPPF states 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. The more important the asset, the greater the weight should be. ... As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional” (paragraph 132)

5.27 The NPPF clearly guides the degree to which harm should be considered with respect to the sensitivity and importance of the heritage asset, such that:-

“Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use” (paragraph 133)

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use” (paragraph 134)

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset” (paragraph 135)

“Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred” (paragraph 136)

5.28 The NPPF asserts that not all elements (buildings, structures etc.) will necessarily contribute to the significance of a Conservation Area and that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably, whilst proposals that would result in the loss of a building or element that does make a positive contribution should be treated as either substantial harm (**under paragraph 133**) or less than substantial harm (**under paragraph 134**) taking into account the relevant significance of the element affected and its contribution to the Conservation Area as a whole.

National Planning Practice Guidance

5.29 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 most relevance to the Reserved Matters application are NPPG sections on 'Design' and 'Conserving and Enhancing the Historic Environment', which are summarised below.

Design

- 5.30 The NPPG largely reflects the policies set out in the NPPF. It 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.
- 5.31 In terms of achieving the planning objectives of good design, the NPPG describes these under the headings, as summarised below:-
- *Local Character* - to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation;
 - *Safe Connected and Efficient Streets* - to create streets that support the character and use of the area, promote accessibility and safe local routes, are attractive and well-connected to encourage more walking and cycling, and reflect urban design qualities as well as traffic management;
 - *Network of Greenspaces and Public Spaces* - to promote public spaces and routes that are attractive, accessible, safe, uncluttered and work effectively for all users - including families, disabled people and elderly people;
 - *Address Crime Prevention and Security* - to design out crime (and the fear of crime) and design in community safety, and (as appropriate) terrorism;
 - *Promote Access and Inclusion* - to promote an environment that can be accessed and used by everyone by recognising and accommodating differences in the way people use the built environment, considering proximity and links to public transport, parking spaces and setting down areas in proximity to entrances, positioning and visual contrast of street furniture and spaces around them, and identification of buildings and level approach;
 - *Promote Efficient Use of Natural Resources* - to deliver a structure, layout and design that reduces the resource requirements in terms of energy demands, water and land take, and helps to sustain natural ecosystems, as well as providing a mix of uses and facilities within a neighbourhood to reduce travel and energy demands; and
 - *Promote Cohesive and Vibrant Neighbourhoods* - to promote health, wellbeing and quality of life of those and the cohesion and vitality of a neighbourhood.
- 5.32 The NPPG defines what is well designed in terms of the criteria set out within the NPPF, i.e. functional, mixed uses and tenures, successful public spaces, adaptable

and resilient, have a distinctive character, be attractive and encourages ease of movement.

- 5.33 With regard to Design Codes, the NPPG recommends that local authorities consider their use to help deliver high quality outcomes, for example where 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. Furthermore, design codes should wherever possible avoid being overly prescriptive in detail and encourage a sense of place and variety (unless local circumstances can clearly justify a different approach).

Conserving and Enhancing the Historic Environment

- 5.34 The NPPG confirms that the consideration of 'significance' in decision taking is important and states:

“Heritage assets may be affected by direct physical change or by change in their setting. 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” (paragraph 009, revised 06/03/2014)

- 5.35 The NPPG provides detailed information on the approach to decision-taking.
- 5.36 In terms of guidance on how the setting of a heritage asset should be taken into account the NPPG states:-

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close

proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation (paragraph 013, revised 06/03/2014),

- 5.37 In terms of guidance on how to assess if there is there is substantial harm, the NPPG states:-

“What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting. While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.

Policy on substantial harm to designated heritage assets is set out in paragraphs 132 and 133 to the National Planning Policy Framework” (paragraph 017 revised 06/03/2014, emphasis added)

5.38 With regards unlisted buildings in a Conservation Area, the NPPG states:

“An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building (paragraph 132 of the National Planning Policy Framework). If the building is important or integral to the character or appearance of the conservation area then its demolition is more likely to amount to substantial harm to the conservation area, engaging the tests in paragraph 133 of the National Planning Policy Framework. However, the justification for its demolition will still be proportionate to the relative significance of the building and its contribution to the significance of the conservation area as a whole” (paragraph 018, revised 06/03/2014, emphasis added)

5.39 The NPPG states that non-designated heritage assets may comprise “... 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. In some areas, local authorities identify some non-designated heritage assets as ‘locally listed’” (paragraph 039, revised 06/03/2014)

The Cherwell Local Plan 2011-2031 Part 1

5.40 The Cherwell Local Plan 2011-2031 Part 1 was adopted by Cherwell District Council on 20 July 2015. The key relevant policies to the Proposed Development comprise are summarised below.

5.41 **Policy PSD1: Presumption in Favour of Sustainable Development** echoes the NPPF in that the Council will take a proactive approach to reflect the presumption in favour of sustainable development as contained in the NPPF, work proactively with applicants to jointly find a solution and to secure development that improves the economic, social and environmental conditions of the area. Furthermore, that the Council will approve applications that accord with the policies of the statutory Development Plan without delay unless material considerations indicate otherwise.

5.42 **Policy Villages 5: Former RAF Upper Heyford** relates specifically to development at Heyford Park, identifying the military site as comprising 520 hectares of land for which **“This site will provide for a settlement of approximately 1,600 dwellings (in addition to the 761 dwellings (net) already permitted) and necessary supporting infrastructure, including primary and secondary education provision and appropriate community,**

recreational and employment opportunities, enabling environmental improvements and the heritage interest of the site as a military base with Cold War associations to be conserved, compatible with achieving a satisfactory living environment. A comprehensive integrated approach will be expected.” However, it should be noted that this policy primarily relates to the further development of land within Heyford Park, with principle matters relating to the Reserved Matters Site having been addressed within the Outline Consent, the conditions therein and the associated S106 Agreement.

5.43 Notwithstanding the above, **Policy Villages 5** also sets a range of ‘key site specific design and place shaping principles’; of those most relevant to the Reserved Matters submission are:

“...• 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 identified as Policy Villages 5 ...

- **The settlement should be designed to encourage walking, cycling and use of public transport rather than travel by private car, with the provision 258 Cherwell Local Plan 2011-2031 Part 1 Section C - Policies for Cherwell's Places of footpaths and cycleways that link to existing networks. Improved access to public transport will be required ...**
- **Development should accord with Policy ESD 15 and include layouts that maximise the potential for walkable neighbourhoods with a legible hierarchy of routes ...**
- **Layouts should enable a high degree of integration with development areas within the 'Policy Villages 5' allocation, with connectivity between new and existing communities ...**
- **Design and layout should reflect the management and mitigation of noise impacts associated with the development ...**
- **The construction of the settlement on the former technical core and residential areas should retain buildings, structures, spaces and trees that contribute to the character and appearance of the site and integrate them into a high quality place that creates a satisfactory living environment ...**
- **The achievement of environmental improvements within the site and of views to it including the removal of buildings and structures that do not make a positive contribution to the special character or which are justified on the grounds of adverse visual impact, including in proximity to the proposed settlement,**

together with limited appropriate landscape mitigation, and reopening of historic routes ...

- **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 ...**

- **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**

- **Public art should be provided ...**

- **Public open space should be provided to form a well connected network of green areas, suitable for formal and informal recreation ...**

- **Provision of Green Infrastructure links to the wider development area and open countryside ...**

Demonstration of climate change mitigation and adaptation measures including exemplary demonstration of compliance with the requirements of policies ESD1 – 5 ...”

5.44 Policies ESD1 to ESD5 seeks to address matters relating to mitigating and adapting to climate change, the energy hierarchy, sustainable construction, decentralised energy and renewable energy.

5.45 **Policy BSC 1: District Wide Housing Distribution** sets out the housing requirements across the district and in respect of this Reserved Matters Application is surpassed by the site specific allocation **Policy Villages 5: Former RAF Upper Heyford** above.

5.46 **Policy BSC 2: The Effective and Efficient Use of Land – Brownfield Land and Housing Density** states an expectation to make effective and efficient use of land through encouraging re-use of previously developed land, requiring at least 30 dwellings per hectare density unless justified otherwise. In this respect the principle of developing this brownfield site has been accepted and the requirements on housing density surpassed by the approved Design Code.

5.47 **Policy BSC 3: Affordable Housing** – Matters relating to affordable housing provision are addressed in **Chapter 4** as well as the requirements under the site-specific **Policy Villages 5: Former RAF Upper Heyford** above.

- 5.48 **Policy BSC 4: Housing Mix** – Matters relating to the housing mix are addressed in **Chapter 4**.
- 5.49 **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. Site specific Flood Risk Assessments are required on developments in Flood Zones 2 or 3 and on sites of 1 hectare or more in Flood Zone 1, as well as areas of known flooding or within 9m of a watercourse. Flood Risk Assessments should demonstrate that there will be no increase in surface water drainage rates or volumes during storm events up to and including a 1 in 100 year event with an allowance for climate change, and that the development will not flood from surface water flooding up to and including a design event beyond the 1 in 30 year storm. Development should remain safe and operational (as relevant) and proposals demonstrate that surface water flooding will be managed on site and will not increase risk elsewhere, including sewer flooding.
- 5.50 **Policy ESD 7: Sustainable Urban Drainage** requires the implementation of surface water drainage system (SUDS) to manage surface water run-off. Such systems should also protect ground water quality. SUDS solutions will require the approval of the Oxfordshire County Council as the Local Lead Flood Authority (LLFA) and SUDS Approval Body.
- 5.51 **Policy ESD 8: Water Resources** seeks to protect water quality, ensure adequate water resources and promote sustainability in water usage.
- 5.52 **Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment** seeks to protect and enhance biodiversity through a range of measures including: seeking a net gain in biodiversity; encouraging the protection of trees; encouraging the reuse of soils; protecting against significant harm; protecting against damage or loss of international sites subject to the Habitats Regulations Assessment; protecting against damage or loss to national, regional or local sites of biodiversity or geological value; encouraging the incorporation of features to support biodiversity and retain and enhance features of nature conservation value avoiding fragmentation; undertaking of relevant habitat and species surveys; requiring air quality assessments to be carried out where development may affect sites of biodiversity value; provides for the use of planning obligations/conditions to secure net gains; and provide for monitoring and management plans.

5.53 **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 cause undue visual intrusion into the countryside; cause undue harm to important natural landscape features and topography; be inconsistent with the local character; impact on areas judged to have a high level of tranquillity; harm the setting of settlements, buildings, structures or other landmark features; or harm historic value of the landscape.

5.54 **ESD15: The Character of the Built and Historic Environment**, which reads requires that "New development will be expected to complement and enhance the character of its context through sensitive siting, layout and high quality design. All new development will be required to meet high design standards. Where development is in the vicinity of any of the District's distinctive natural or historic assets, delivering high quality design that complements the asset will be essential." Furthermore, Policy ESD15 sets criteria for the consideration of new development, which should:-

"• Be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development of all scales should be designed to improve the quality and appearance of an area and the way it functions

• Deliver buildings, places and spaces that can adapt to changing social, technological, economic and environmental conditions

• Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity

• Contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, in particular within designated landscapes, within the Cherwell Valley and within conservation areas and their setting

• Conserve, sustain and enhance designated and non-designated 'heritage assets' (as defined in the NPPF) including buildings, features, archaeology, conservation areas and their settings, and ensure new development is sensitively sited and integrated in accordance with advice in the NPPF and NPPG. 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. Regeneration proposals that make sensitive use of heritage assets, particularly where these bring redundant or under used buildings or areas, especially any on English Heritage's At Risk Register, into appropriate use will be encouraged

- Include information on heritage assets sufficient to assess the potential impact of the proposal on their significance. Where archaeological potential is identified this should include an appropriate desk based assessment and, where necessary, a field evaluation.
- Respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Development should be designed to integrate with existing streets and public spaces, and buildings configured to create clearly defined active public frontages
- Reflect or, in a contemporary design response, re-interpret local distinctiveness, including elements of construction, elevational detailing, windows and doors, building and surfacing materials, mass, scale and colour palette
- Promote permeable, accessible and easily understandable places by creating spaces that connect with each other, are easy to move through and have recognisable landmark features
- Demonstrate a holistic approach to the design of the public realm to create high quality and multi-functional streets and places that promotes pedestrian movement and integrates different modes of transport, parking and servicing. The principles set out in The Manual for Streets should be followed
- Consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space
- Limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation
- Be compatible with up to date urban design principles, including Building for Life, and achieve Secured by Design accreditation
- Consider sustainable design and layout at the masterplanning stage of design, where building orientation and the impact of microclimate can be considered within the layout
- Incorporate energy efficient design and sustainable construction techniques, whilst ensuring that the aesthetic implications of green technology are

appropriate to the context (also see Policies ESD 1 - 5 on climate change and renewable energy)

- Integrate and enhance green infrastructure and incorporate biodiversity enhancement features where possible (see Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment and Policy ESD 17 Green Infrastructure). Well designed landscape schemes should be an integral part of development proposals to support improvements to biodiversity, the micro climate, and air pollution and provide attractive places that improve people's health and sense of vitality
- Use locally sourced sustainable materials where possible.

The design of all new development will need to be informed by an analysis of the context, together with an explanation and justification of the principles that have informed the design rationale. This should be demonstrated in the Design and Access Statement that accompanies the planning application. The Council expects all the issues within this policy to be positively addressed through the explanation and justification in the Design & Access Statement. ..."

Cherwell Local Plan 1996

5.55 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:-

5.56 Policy C23: Retention of features contributing to character or appearance of a conservation area, which states:

"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."

5.57 Policy C28: Layout, design and external appearance of new development, which states:

"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.”

Building in Context – New Development in Historic Areas

5.58 With regard to development within historically sensitive areas, Historic England and CABI set out in their guidance document ‘Building in Context – New Development in Historic Areas’ (2001), a number of key considerations which they feel will add to the success of a project. Proposals should:

- “• **relate well to the geography and history of the place and the lie of the land**
- **sit happily in the pattern of existing development and routes through and around it**
- **respect important views**
- **respect the scale of the neighbouring buildings**
- **use materials and building methods which are as high in quality as those used in existing buildings**
- **create new views and juxtapositions which add to the variety and texture of the setting”**

5.59 Historic England has also published guidance and methodology for assessing heritage significance within views, ‘Seeing The History in the View” (May 2011), which provides a consistent base-line for assessing the impact of development on heritage significance within views. Historic England has also published further guidance on assessing the importance of setting of assets, Good Practice Advice Note: The Setting of Heritage Assets (March 2015). Both sets of guidance have also been taken into account in preparing this report.

6. PLANNING ASSESSMENT

6.1 This Chapter provides an analysis of the principle of the development in the context of the Outline Consent (reference **Chapter 2, Planning History**), and then provides a discussion on the design approach and evaluation of the Proposed Development in the context of the Reserved Matters submission with regards access, appearance, landscaping, layout and scale, and other considerations such as Heritage.

Principle of the Development

6.2 The principle of development on the Reserved Matters Site has already been established by the granting of the Outline Consent (10/01642/OUT, 22 December 2011) with the accompanying Conservation Area Consent (10/01619/CAC, 14 February 2011) providing for the demolition of all existing buildings and structures.

6.3 The Outline Consent (Condition 5) made provision for the development of up to 1,075 residential dwellings (Use Class C3) within the 'New Settlement Area', which encompasses the Reserved Matters Site, comprising a combination of new build and the change of use of the former military buildings.

6.4 The Outline Consent (Condition 6) requires that the detailed schemes shall be 'in general accordance' with the provision of the parameters plans. With this regard:

- Illustrative Masterplan (Drawing 14272-01-TP-411-031 Rev M) identifies the Reserved Matters Site as forming part of the wider Trident residential area comprising residential units with parking courts and amenity landscaping – the Proposed Development is in general accord with the principles set out in the Illustrative Masterplan;
- Development Uses plan (Drawing 14272-01-DW-411-023 Rev D) identifies the Reserved Matters Site for residential use (Use Class C3) – the Proposed Development is for residential use;
- Buildings and Roads Retained Parameters Plan (Drawing 14272-01-DW-411-011 Rev D) shows all buildings and structures to be demolished with the surrounding service roads of the western parcel as being retained, and the southern boundary of the eastern parcel as being retained - all these roads are will be retained, including the road to the north;

- Access Plan Parameters Plan (Drawing 14272-01-DW-411-028 Rev D) shows the main circulatory routes and HGV routes within the vicinity of the Reserved Matters Site, as well as the primary route (Camp Road) and shows the road to the north of both east and western parcels as forming an HGV route and main circulatory route, with the additional dividing road between these parcels also forming a main circulatory route - all these are proposed to be retained;
- Building Heights Parameter Plan (Drawing 14272-01-DW-411-029 Rev D) indicates a maximum height of up to 3 storeys with eaves height not exceeding 13m above the local ground level – the Proposed Development is in general accord with the principles set out within the parameter plan with the exception of the 4-storey 'landmark' apartment block to be located to the south of the eastern parcel. Provision for the landmark building was introduced within the subsequently approved Design Code (pursuant to Condition 8 of the Outline Consent). Whilst the Design Code indicated that the landmark building was to the north-east of the western parcel, it was subsequently agreed in discussions with the local authority that due to the retention of Building 148 (BT Telephone Exchange) in this location, the landmark building could be relocated as proposed;
- Green Infrastructure Parameter Plan (Drawing 014272-01-DW-411-029 Rev C) shows 'green routes' shown along the adjacent service roads and land to the north of the eastern parcel and predominantly on land outside the Reserved Matters Site, as open space.

6.5 Accordingly, the principle of the development has already been established and the Proposed Development has been designed to be in general accord to the parameters of the Outline Consent. Accordingly, the appraisal of the Proposed Development is principally concerned with matters of detailed design.

Design Considerations

The Design Code

6.6 The Outline Consent (Condition 8) required that no reserved matters applications be made for any phase until a Design Code for that phase of the New Settlement Area has been submitted to and approved in writing by the Local Planning Authority, and thereafter development shall be carried out in accordance with that Design Code.

6.7 The overarching Design Code for the New Settlement Area, is version 5.2, dated October 2013. This version has been submitted to and approved by the Cherwell District Council in discharge of Condition 8 (13/00153/DISC, 07/11/2013).

6.8 The Design Code (Section 1) describes the vision for the Trident Housing character area (CA3) as:

“1.9 CA3 – Trident Housing - This area is located immediately to the north of the New Village Centre. The vision for this area is based around a campus style of development, with clearly defined buildings that sit within an open space structure:

- Much of the character of the Trident area originates from its existing road alignment, which is defined by the formal axial routes which radiate from the apex, adjacent to the Village Centre.
- There is the opportunity for apartments or terraces of houses that read as single buildings.
- The streets are defined by existing tree planting which will provide a mature setting for development.
- The northern boundary of the Trident area interfaces with some of the large scale airfield buildings and development in this area should take account of the scale of these buildings and reinforce and enhance the character of this area.
- The area provides an opportunity for a more contemporary approach to design.” (emphasis added)

6.9 Similarly, the Design Code (Section 4) sets out the overarching approach to new built development and with regards the Trident Housing character area (CA3) and states:-

“4.32 Contemporary style houses and apartments set with a campus style environment to the north of the new Village Centre. Campus style development delivered by design objectives including;

- Buildings that sit within an existing and new landscape structure.
- Retain the character of the Trident area in particular the existing road alignment, which is defined by the formal axial routes which radiate from the apex, adjacent to the Village Centre.
- New built form to align with historic 45/90 degree building alignment.
- Streets are to be defined by existing tree planting which will provide a mature setting for development.

- **The northern boundary of the Trident area interfaces with some of the large scale airfield buildings and development in this area should take account of the scale of these buildings and reinforce and enhance the character of this area” (emphasis added)**

6.10 The Proposed Development (see **Drawing 0521-PH8-102-B**) would retain the existing axial service roads that bound the two parcels (east and west). The Proposed Development would comprise a combination of residential dwellings, predominantly as terraces with some semi-detached buildings and a single detached property, as well as several apartment blocks; in this respect maximise the opportunities to reinforce the axial routes and to appear as single buildings emphasising a campus style of development is demonstrated as consisted with the character area. The proposed landmark building, shown in the Design Code as to the north of the Reserved Matters Site, has been relocated following the retention of Building 148 (BT Telephone Exchange) as agreed in discussions with the local authority. The Applicant, in conjunction with the Applicant for neighbouring Bovis Homes Phases 4a and 4b, has jointly prepared an overarching landscaping strategy (see **Drawing BIR.4322_31**) that seeks to retain the existing trees as far as feasible and which also serves to strengthen the axial routes and provide for a mature setting to the development, with the built development set within an open landscape area. The scale and massing of buildings within the Proposed Development, specifically within the western parcel, would appear as larger buildings and thereby provide a subtle transition to the commercial area to the north which would be predominantly housed in the large scale Shed Type A Frame Hangars that are to be retained; the built form is also orientated at 45/90 degrees. In terms of the overall design philosophy, the Proposed Development has sought to introduce a more contemporary housing design and use of materials in compliance with the detail provided within the Design Code with regards Trident Housing character area.

6.11 The Proposed Development is consistent with the vision and overarching design philosophy for built development within the Trident Housing character area as set out within the approved Design Code.

Access

6.12 Details of the proposed vehicle and pedestrian access, parking and access to public transport are summarised in **Chapter 3**, shown on **Drawings 0521-PH8-**

104-1-B and 0521-PH8-104-2-B with further detail given in the **Statement of Compliance (Section 2)**.

- 6.13 The approved Design Code sets the framework for the hierarchy of streets and identifies the access routes around both parcels as being retained with an 'HGV route' passing to the north. The access roads around the development parcels comprise the existing 'Trident tertiary street' (typology ST3.1) which form axial streets radiating from the south. These Trident tertiary streets should retain the road kerb lines and footways, to be enhanced so that the scale and form of the campus style environment respects the Trenchard historic form. The lower order street typography comprises tertiary streets (ST3) and lanes and drives (ST5).
- 6.14 The Proposed Development would retain the Trident tertiary streets (ST3.1) and northern route which forms part of the HGV route, all of which form the bounding access roads into the development parcels. The Proposed Development also incorporates the tertiary street (ST3), extending north to south through the eastern parcel as shown on the Design Code indicative street hierarchy for the area. The access to individual dwellings and apartment blocks comprising a combination of Shared Surface/Community Streets (ST4) and private drives and courts, as these are considered more appropriate to the layout of the residential units, the short lengths of roads to be adopted and their culmination in parking courts. Compliance with the street typology standards are set out in the **Design Compliance Statement (Section 2.1)**. Accordingly, the layout, street hierarchy and typography are consistent with the relevant criteria of the Design Code.
- 6.15 The location of the Proposed Development is approximately central to the Heyford Park new settlement area and to the north of Camp Road. The Trident area benefits from existing public transport links along Camp Road to the south as well as nearby rail services from Upper Heyford. The layout of the Proposed Development provides a high degree of barrier free, pedestrian and cycle permeability with connections extending along adjacent service roads towards the proposed Village Centre to the south, the commercial areas to the north, the existing Free School to the south-east and proposed residential development to the east and south. Its location therefore encourages the use walking and cycling to local facilities and use of public transport providing access to nearby settlements and centres. Provision for cycle parking is made for apartment residents by cycle stores either attached to, or nearby, the apartment blocks and

- for individual dwelling residents through the provision of timber cycle shed located in rear gardens.
- 6.16 Vehicle parking comprises a combination of on-plot/adjacent allocated spaces, parking courts and road-side spaces (see **Parking Matrix – Issue 2**). Compliance with the parking standards are set out in the **Design Compliance Statement (Section 2.3)**.
- 6.17 Accordingly, the Proposed Development is consistent with the **NPPF (Section 4)** in promoting sustainable development and the **NPPF (Section 7)** by supporting the use of local transport networks, as well as thereby the relevant principles set out in the **NPPG (Design)**, including the promotion of accessible and safe local routes that encourages travel by means other than private car as well as safe connected and efficient streets with clear visual distinction in the hierarchy and function. At a local level, the location and permeability of the layout, alongside the provision of cycle parking is entirely consistent with the relevant criteria of extant **Local Plan (Policy Villages 5)** by encouraging alternative modes of transport than by private car, maximising the walkable neighbourhood and providing a high degree of integration both within the Reserved Matters Site but also in providing links to the emerging surrounding residential neighbourhood and Village Centre.
- 6.18 Similarly the proposals are consistent with extant **Local Plan (Policy ESD15)** in respecting the existing pattern of routes, spaces, blocks and enclosures and integrating these with the new built form and public spaces, and by providing permeability and safe and accessible access to the village centre, free school, commercial development/employment opportunities and surrounding residential development) and creating a permeable and accessible neighbourhood.

Appearance

- 6.19 Details of the proposed appearance are summarised in **Chapter 3**, shown on drawings as listed below, with further detail given in the **Statement of Compliance (Section 3)**. Relevant drawings comprise:

Drawing Number / Revision	Title
0521-PH8-108-B	Materials Layout
0521-PH8-109-B	Garage, Bin and Cycle Store
0521-PH8-110	Timber Cycle Shed
0521-PH8-HTB-Issue 2	Housetype Booklet

Drawing Number / Revision	Title
0521-PH8-220-A	SPF1 - Elevations
0521-PH8-221-A	SPF1 - Plans
0521-PH8-222-A	SPF2 – Plans and Elevations
0521-PH8-223-B	SPF3 – Plans and Elevations
0521-PH8-224-A	SPF4 – Plans and Elevations
0521-PH8-225-A	SPF5 – Elevations
0521-PH8-226-B	SPF5 - Plans

- 6.20 The approved Design Code set out definitions for the Urban Form, Building Typology, Height/Enclosure, Roofscape and Scale and Proportion which sets the overall framework of appearance of the individual buildings and how they respond to the wider setting.
- 6.21 The Proposed Development is consistent with this Design Code in that the built form is predominantly of terraces and apartments arranged in a layout and orientation that form ‘blocks’ detached from one another and set within landscaped grounds which are bounded by the existing access roads and existing and new tree planting. Thereby, the appearance serves to retain the important features of the Trident Housing character, notably the tree lined axial road layout of the Trenchard arrangement and campus appearance of the wider area.
- 6.22 In terms of the individual buildings these have also been designed to be consistent with the Design Code. The residential dwellings are predominately terraces of minimum 4 properties, with the single semi-detached and the single detached properties located towards the middle/eastern edge of the eastern parcel. The apartment blocks are predominantly 3 storeys in height located on the western parcel, to the south and east of the retained Building 133 (a single storey pitched roofed building), with the exception of the single landmark 4 storey apartment to the south of the eastern parcel. These 3 and 4 storey apartment blocks are of a scale and location that responds to the Shed Type A Hangars to the north of the site which are to be retained for commercial use.
- 6.23 The roofline has been designed to be regular in terms of eaves and ridgeline as shown on the accompanying street scene (see **Drawing 0521-PH8-103-A**), with some minor variations. It is considered that the scale and proportion of these buildings are both symmetrical and proportionate to the parcels both of this Reserved Matters application and that of the neighbouring Bovis Phases B4a and B4b.

- 6.24 The selection of materials is comparable with that set out in the Design Code comprising a combination of: Ibstock Audley Red Mixture, Ibstock Leicester Weathered Red or grey brick; render in Weber 'chalk white', 'Cornish' or 'ochre rose'; steel cladding in 'silver metallic' (RAL9006), 'ephyra' (RAL 9006) or 'alaska grey' (RAL 7000); or secondary facing materials for the walls; with Marley Eternit 'Rivendale Slate' for roofs; or similar approved. Fascias and rainwater goods to be black. Doors to be black IG composite; windows to be grey UPVC. Garage doors to be Hormaan Steel in black. All materials to be as detailed above as shown on drawing **0521-PH8-108-B**, (or similar approved).
- 6.25 In this respect the Proposed Development is consistent with the principles of the **NPPF (Section 7)** in developing a strong sense of place that responds to the local character and history, and reflecting the identity of the local surroundings and materials, and thereby the **NPPG (Design)** by promoting the 'townscape' character and responding to and reinforcing the local man-made heritage, such character and townscape having been defined within the approved Design Code.
- 6.26 At the local level the Proposed Development is also consistent with the principles set out in the extant **Local Plan (Policy Villages 5)** by delivering a high quality design that responds to the established character of the distinct character areas and whereby the scale and massing of new buildings respect their context and the materials reflect the locally distinctive colour palette and materials, as established by the approved Design Code. Similarly, the use of contemporary design and materials has been used to complement and enhance the character of the area, thereby positively contributing to the local distinctiveness of the Trident Housing character area as a whole, and is therefore consistent with the principles set out in **Local Plan (Policy ESD15)** and **Local Plan 1996 (Policy C28)**.

Landscaping

- 6.27 The details of the overarching landscaping strategy are summarised in **Chapter 3** and shown **Drawing BIR.4322_31**. The landscape strategy seeks to retain and reinforce the identified character of the Trident Housing character area as defined in the Design Code and has been developed as an overarching scheme that includes the neighbouring residential areas of Bovis Phases B4a and B4b.
- 6.28 The soft landscaping is shown on drawings **1619-A5-01-G**, **1619-A5-02-H**, **1619-A5-03-E** and **1619-A5-04-F**, and hard landscaping shown on drawings

0521-PH8-102-B (Planning Layout) and drawings **0521-PH8-104-1-B** and **0521-PH8-104-2-B** (External Works).

- 6.29 The Design Code seeks a semi-formal street tree planting bounded by soft landscaping in mature species. The retention of existing trees along the primary service roads, specifically along the northern, central and eastern access roads, as supplemented by new tree planting, would provide the desired mature tree lined avenue setting. Elsewhere across the site the existing vegetation would also be retained where feasible, specifically the group of mature trees to the south of both west and eastern parcels, and those to the north-west of the western parcel (see **Arboricultural Survey, Impact Assessment and Tree Protection Plan**). Building frontages are proposed to be open, with low level hedgerows used to screen cars. Parking would be provided as combination of dwelling frontage bays, courtyard parking and parallel street parking, thus breaking up the overall mass of hard landscaped surfaces.
- 6.30 The retention of existing trees and new tree planting would serve to further reinforce the axial service roads that divide the Trident Area and give rise to the campus character. The layout has been designed to generally focus the built form away from the parcel boundaries to accentuate and enhance the axial access and provide public open space and amenity planting, and reinforcing the landscape dominated setting, also as required in the Design Code. This would generally comprise a combination of the existing and proposed new tree planting, and new hedgerow, specimen shrubs, herbaceous/shrub borders, amenity grass some of which would be planted up with bulbs. In addition, a LAP has been proposed to the north-west of the eastern parcel, providing 115m² of play space, comprised of amenity grassland and play equipment.
- 6.31 The hard landscaping is generally limited the short lengths of estate roads proposed to be adopted, shared private drives, parking courts, parking bays (both those allocated to properties and visitors) and interconnecting footpaths. The selection of surfacing materials has been designed to distinguish between function and break up the overall mass and appearance of hard surfaces. The vehicle access/cross-over from the surrounding access roads would be surfaced in tarmac; however, the majority of vehicle access and parking courts and bays would be block paving in a style, colour (predominantly brindle with some buff).

- 6.32 In this respect the proposed landscaping is consistent with the objectives of the **NPPF (Section 7)** that seeks to establish a strong sense of place as well as to create safe and accessible environments, and visually attractive places to live and visit. Similarly, the use of a palette of hard surfaces provides clear and legible pedestrian routes within a high quality public realm and alongside the provision of a LAP would encourage use and provide opportunities for communities to meet in accordance with the objectives of the **NPPF (Section 8)**. Such principles of good design are echoed in the **NPPG (Design)** such that the Proposed Development is also consistent with the requirements to create streets that support the character and use of an area, promote public spaces and routes that are attractive, accessible, safe, uncluttered and work effectively as appropriate to their residential use, as well as providing a network of green and public spaces which serve to promote a cohesive and vibrant neighbourhood.
- 6.33 At the local level the proposed landscaping would support the overall environmental improvement of the area and provide a high quality public realm that serves to encourage its use as appropriate to its residential function and supports the provision a network of open green infrastructure. As such the proposed landscaping is in accordance with the relevant site-specific design principles set out in the **Local Plan (Policy Villages 5)**. The retention of existing tree planting and proposed provision of new planting (trees, hedgerow and grassland) would also make some, albeit limited, provision for biodiversity by providing feeding and nesting opportunities in accordance with both Local Plan **(Policy Villages 5)** and **Local Plan (Policy ESD10)**. The proposed landscaping strategy is appropriate to the proposed use and function as a residential area and is in accord with the approved Design Code for Heyford Park, such that it does not conflict with the objectives of **Local Plan (Policy ESD13)** in respecting and enhancing the local landscape character. Furthermore, the proposed landscaping supports the implementation of a high quality safe, attractive, durable and healthy public realm, and supports the identity and character of the Trident Area, in accordance with the principles set out in **Local Plan (Policy ESD15)**. The preparation of an overarching landscape strategy with neighbouring Dorchester Phase 8 is also in compliance with the requirement to take a holistic approach to the design of the public realm in accordance with **Local Plan (Policy ESD15)**.

Layout

- 6.34 Details of the proposed layout are summarised in **Chapter 3**, shown **Drawings 0521-PH8-102-B, 0521-PH8-104-1-B** and **0521-PH8-104-2-B**, with further detail given in the **Design Statement (see Section 3)**.
- 6.35 The proposed layout is designed to retain and reinforce the campus style character delineated by the existing service roads as defined in the approved Design Code vision and objectives for the Trident Housing character area. Accordingly, the urban form is set within the framework of existing and proposed tree planting and comprises predominantly terraced dwellings and apartments in regular blocks that are detached from each other with the gardens and landscaping forming dominant features between the built form. The built form is orientated to respect the historic street layout and generally at a 45/90° angle with the built form generally set back from the service roads particularly on the axial route, providing a strong landscape dominated frontage, also as set out within the Design Code.
- 6.36 Accordingly, the proposed layout establishes a strong sense of place and thereby consistent with the principals set out in the **NPPF (Section 7)** as well as Local Plan (**Policy Villages 5**). Furthermore, there is a high level of pedestrian permeability as appropriate to residential development with the areas of public open space and LAP providing opportunity for both activity and for members of the community to meet, and in this respect the layout is consistent with the principles of the **NPPF (Section 8)** in promoting healthy communities. The proposed layout is also consistent with **NPPG (Design)** promoting a distinctive character by responding to and reinforcing locally distinctive patterns of development that support the character and use of the area, promote accessibility and safe local routes, and also serve to promote a cohesive and vibrant neighbourhood.
- 6.37 In addition, at the local level the layout encourages walking and cycling through the high degree of permeability and provides a high degree of integration to the surrounding areas. Furthermore, the layout represents an efficient use of land and infrastructure, taking a holistic approach to the development of the overarching layout and landscaping in cooperation with neighbouring Bovis Phases B4a and B4b. In these respects, the Proposed Development is in

accordance with the **Local Plan (Policy Villages 5)** and **Local Plan (Policy ESD 15)** and **Local Plan 1996 (Policy C23)**.

Scale

6.38 Details of the scale of the Proposed Development is summarised in **Chapter 3**, shown on the relevant drawings showing the overall site layout, individual building footprint layouts and elevations, as well as street scenes showing the relative scale of development (as listed below), with further detail given in the **Design Statement (Section 3)**. Relevant drawings comprise:

Drawing Number / Revision	Title
0521-PH8-102-A	Planning Layout
0521-PH8-103-A	Street Scenes
0521-PH8-109-B	Garage, Bin and Cycle Store
0521-PH8-110	Timber Cycle Shed
0521-PH8-HTB-Issue 2	Housetype Booklet
0521-PH8-220-A	SPF1 - Elevations
0521-PH8-221-A	SPF1 - Plans
0521-PH8-222-A	SPF2 – Plans and Elevations
0521-PH8-223-B	SPF3 – Plans and Elevations
0521-PH8-224-A	SPF4 – Plans and Elevations
0521-PH8-225-A	SPF5 – Elevations
0521-PH8-226-B	SPF5 - Plans

6.39 The Proposed Development has responded to the Design Code and comprises predominantly terraced dwellings or apartments, with a single detached and a single semi-detached property. Terraced houses are generally in rows of 4 properties. The residential dwellings would be a mix of 2 and 3 storeys in height. The apartments would generally be 3 storeys in height with the exception of the 'landmark' apartment block (SPF1) which would be 4 storeys in height. The footprint of apartments and terraced dwellings would appear as 'blocks' as desired within the Design Code vision and objectives, and thereby reinforce the campus style character of the area.

6.40 The density of residential dwellings is circa 38 to 50 dwellings per hectare and is thereby broadly consistent with the Design Code which defines the density of development as being at a minimum of 41 dwellings per hectare.

6.41 The proposed scale and massing is therefore consistent with the principles of good design as set out with the **NPPF (Section 7)** by responding to the local

character and history of the building, providing a visually attractive architectural solution. Accordingly, the proposals are also consistent with the guidance set out in the **NPPG (Design)** with regards promoting the character of the townscape, responding to and reinforcing locally distinctive patterns of development. At the local level, it has been demonstrated above that the scale and massing of the Proposed Development, in compliance with the Design Code, respect their context in accordance with the principles set out in the **Local Plan (Policy Villages 5)** and that of **Local Plan (Policy ESD15)**.

Flood Risk and Surface Water Drainage

- 6.42 The application is supported by a **Flood Risk Assessment Compliance** report (Revision 1, April 2016) that demonstrates that the Proposed Development is in compliance with the overarching approved Flood Risk Assessment and provides details of the proposed foul and surface water drainage treatment, including Sustainable Urban Drainage (SUDs) and environmental protection measures. Accordingly, the Proposed Development is in compliance with the approved Flood Risk Assessment and also the relevant criteria of the NPPF (Section 10), Local Plan (Policies Villages 5, ESD6, ESD7 and ESD8) with regards demonstrating that the proposals address matters of climate change, sustainable flood management, SUDs and the protection of watercourses respectively.

Heritage

- 6.43 The **NPPF (Section 12)** and **Local Plan (Policy ESD15)** requires an applicant to describe the significance of any heritage asset and the contribution made to it by its setting to a level of detail proportionate to its importance. In this instance the Reserved Matters Site is located with the Former RAF Upper Heyford Conservation Area and in proximity to both statutory and non-statutory designated heritage assets. A description of the heritage context has been provided within **Chapter 2**.
- 6.44 Notwithstanding the above, the principle of residential development at the Reserved Matters Site has already been established through the granting of outline planning permission (10/01642/OUT) with consent for the demolition of all buildings and structures also having been granted as part of the overarching Conservation Area Consent (10/1619/CAC). Accordingly, the demolition of all buildings and structures and the redevelopment of the Reserved Matters Site for residential development has already been assessed in the context of its location

within the Conservation Area and proximity to adjacent heritage assets and determined to be acceptable in principle.

- 6.45 As previously stated, Condition 8 of the Outline Consent required that a Design Code be submitted to and approved in writing by the Local Planning Authority and thereafter that all development shall be carried out in accordance with that Design Code. The overarching extant Design Code for the New Settlement Area is version 5.2, dated October 2013. The Design Code was developed in the context of the Reserved Matters Site's location within the Conservation Area and its proximity to, and the relative importance of, the adjacent heritage assets.
- 6.46 The Design Code was approved by Cherwell District Council (reference 13/00153/DISC, dated 07 November 2013). Accordingly, compliance with the requirements of the approved Design Code should ensure that the details of the Reserved Matters application would also be acceptable in the heritage context.
- 6.47 As set out above, the approved Design Code identifies that the Reserved Matters Site falls within the 'Trident Housing' character area. The Design Code sets clear parameters for the development within this area. The key principles are summarised as:
- A built form set within the existing and proposed tree planting and the existing radiating service roads, which are to be retained, to clearly define the development parcels;
 - A built form that comprises predominantly terraced houses and apartments and that terraces should comprise a minimum of 4 dwellings in a row;
 - A built form that should be laid out in regular blocks, detached from one another with gardens and landscape features between, providing a campus style with clearly articulated buildings set in a landscape dominated space;
 - A built form that aligns to the historic 45/90° building alignment, is set back from the frontage with consistent building lines across a group of buildings and avoids perimeter blocks, responding to the existing buildings including the adjacent hangars;
 - Predominantly 2.5/3 storeys buildings high with greater height to the apex of the Trident Area, with a roofline that is regular in form with consistent eave and ridge height between groups of buildings;
 - Building details that are contemporary in design with clear lines and simple detailing, with windows and doors informally arranged so as to animate the façade with a clear rhythm and no chimneys;
 - Walls to be brick with render and occasional use of contemporary cladding in silver or grey and/or stack bond brick panels to highlight doors and windows, with roofs to be slate or slate effect;

- Landscaping to be semi-formal tree planting with frontages bounded by soft landscaping of mature species;
- Parking to be configured in a variety of means and integrated to the public realm; and
- The density of residential development should be a minimum of 41 dwellings per hectare.

6.48 It is clear from the above that whilst the design philosophy for the Trident Housing character area is to retain the overarching street pattern and campus style arrangement indicative of the Trenchard layout, within the individual development parcels it is proposed for large scale 'blocks' of residential development in a contemporary design to be set within a landscape dominated space. As set out above, the Proposed Development is broadly consistent with the Design Code for the Trident Housing character area and in this respect should also be considered as acceptable in the heritage context.

6.49 Notwithstanding the above, it is noted that there are heritage assets in proximity to Phase 8, comprising the single Scheduled Monument, the Hardened Telephone Exchange (Building 129), and several Non-Listed Buildings of Local Significance including: Shed Type A Hangers (the nearest being Building 151), the Station Armoury (Building 125), Heyford House (Building 52), the Gatehouse (Building 100) and the Officers' Mess (Building 74).

6.50 However, all these heritage assets are located outside of, and physically separated from, the Reserved Matters Site by the intervening access road. Accordingly, there would be no direct/physical effects on these heritage assets.

6.51 Furthermore, the majority of these heritage assets are set back from the intervening access road by a grass verge of between circa 4m and 10m, which generally comprises a combination of amenity grass, periodic mature trees, a footway and/or hardstanding areas and car parking, which serves to define their immediate setting and identity as individual buildings. There is added separation of circa 6m attributable to the existing intervening access road. Furthermore, the Proposed Development proposes the retention of the existing mature trees along the access road frontages, to be set in a wide landscaped corridor with all new building set back from the access road, forming a buffer to their inter-visibility such that the effect on their settings would be limited.

6.52 Further to the above, it is also relevant that Phase 8 comprises a different character area to the majority of the nearby heritage assets, as evidenced within

the Landscape Character Assessment of the Airbase South of the Cold War Zone (ACTA, March 2006): the Shed Type A Hangars (Buildings 151 and 350) both fall within the Character Area 6A 'Aircraft Sheds'; and Heyford House (Building 52), the Officers Mess (Building 75) and Gatehouse (Building 100) all fall within Character Area 6E '1920's Core'; with only the Hardened Telephone Exchange (Building 125) and Station Armory (Building 125) falling within the same character area (6B). Accordingly, there is not only physical separation but also a landscape character and functional separation between these heritage assets and the residential development as proposed within Phase 8.

- 6.53 In summary, it is therefore determined that whilst the Proposed Development would result in some changes to the setting of all the identified heritage assets, the effect would not degrade their individual or collective heritage value, function or historic interpretation.
- 6.54 The consideration of effects on the Conservation Area 'as a whole' should be viewed in the context of the extant Outline Consent for the residential development, the compliance of the Reserved Matters details with the approved Design Code as well as the 'low' heritage significance of the 'Service Area' character area, as identified within both the allowed Lead Appeal and Outline Consent Environmental Statements. The main features of the 'Service Area' were defined within the Landscape Character Assessment (ACTA, March 2006) as being the visual structure provided by the avenues and buildings arranged as clusters around yards or parking areas, elements which are echoed within the approved Design Guide and thereby the Proposed Development; however, in all other respects the characteristics of the Service Area comprised a mix of building materials and types, with no major buildings dominating the area and a haphazard layout, providing for the Design Code's contemporary design approach.
- 6.55 The Proposed Development would retain the access roads and mature tree planting, and thereby retain the 'visual structure' and 'avenues', but also introduce additional avenue planting and a built form that is consistent with the former character of clusters of buildings set around yards and parking areas. In this respect the Proposed Development is sensitive to the localised heritage character of the area.

- 6.56 It is therefore determined that whilst the details of the Reserved Matters submission would result in changes to the character of the Conservation Area at a local level, these changes are consistent with the parameters of the Outline Consent and in compliance with the Design Code, and are sensitive to the key features of the localised character. Furthermore, the Reserved Matters Site comprises only a very small proportion of the Conservation Area as a whole and is located within an area of low heritage significance. Conversely, the Proposed Development would secure the long-term retention of the retained and reinforced features by incorporating them into a sustainable development and, through the implementation of a high quality built form and public realm, deliver an overall enhancement to the Conservation Area when considered as a whole.
- 6.57 Accordingly, the details of the Reserved Matters application would serve to enhance the character and appearance of Conservation Area in accordance with the statutory duty under the Planning (Listed Buildings and Conservation Areas) Act 1990, and also be in compliance with the principles of the **NPPF (Section 12)** in conserving and enhancing the historic environment and the associated guidance contained in the **NPPG (Conserving and Enhancing the Historic Environment)**. At a local level, the proposals would also be consistent with the relevant criteria of **Local Plan (Policy ESD15)** and **Local Plan 1996 (Policy C23)**, in delivering a scheme that is sensitive to the heritage context.

Summary

- 6.58 The above appraisal has demonstrated that the principle of development is in accord with the approved parameters of the Outline Consent and that the design of the Proposed Development is consistent with the relevant sections of the approved Design Code. Furthermore, it has demonstrated that the relevant details of the Reserved Matters submission are in accord with, or do not conflict with, the policies of the Development Plan or other material considerations, including those relating to the historic environment.

7. SUMMARY AND CONCLUSIONS

- 7.1 This Planning Statement has been prepared on behalf of the Dorchester Group to accompany an application for Reserved Matters approval with regards the development of Dorchester Phase 8 comprising 91 residential units of mixed type (dwellings and apartments) and tenure (open market and affordable) with associated gardens, access roads, car parking, landscaping, a local area of play (LAP), utilities and infrastructure on land referred to Phase 8, Trident Area, Heyford Park, Upper Heyford, Oxfordshire.
- 7.2 This Reserved Matters submission is pursuant to outline planning permission reference 10/01642/OUT (dated 22 December 2011) with regards matters of access, appearance, landscaping, layout and scale.
- 7.3 The principle of residential development at the Reserved Matters Site has already been established through the granting of outline planning permission (10/01642/OUT) with consent for the demolition of all buildings and structures also having been granted as part of the overarching Conservation Area Consent (10/1619/CAC). Accordingly, the demolition of all buildings and structures and the redevelopment of the Reserved Matters Site for residential development has already been assessed and determined to be acceptable in principle.
- 7.4 The Proposed Development would deliver 32 (35%) open market housing and 59 (65%) affordable housing provision. Such provision exceeds the 30% affordable housing provision required under both extant Local Plan Policy Villages 5: Former RAF Upper Heyford and Local Plan Policy BSC3: Affordable Housing.
- 7.5 The proposed affordable housing provision would provide a mix of housing type (apartments and dwellings) and housing size (1 to 4 bed properties). The affordable housing mix has been developed with regard to Local Plan Policy BSC4: Housing Mix and subsequently influenced by up-to-date evidence on housing need, and is considered appropriate in the context of the overall affordable housing provision across the Former RAF Upper Heyford site.
- 7.6 The planning policy appraisal has demonstrated that the principle of development is broadly in accord with the approved parameters of the Outline Consent and that the design of the Proposed Development is also consistent with the relevant sections of the approved Design Code. Furthermore, it has demonstrated that the relevant details of the Reserved Matters submission are in accord with, or do

not conflict with, the policies of the Development Plan or other material considerations, including those relating to the historic environment.

- 7.7 Accordingly, in accordance with the NPPF and Local Plan Policy SD1, the Reserved Matters submission with regards the Dorchester Phase 8 (Trident) should be approved without delay.