

**RESERVED MATTERS APPLICATION FOR PHASE  
5C OF PLANNING PERMISSION 10/01642/OUT  
COMPRISING ERECTION OF 17 DWELLINGS  
WITH ASSOCIATED WORKS**

**DORCHESTER PHASE 5C, HEYFORD PARK, CAMP  
ROAD, UPPER HEYFORD**

**PLANNING STATEMENT WITH  
AFFORDABLE HOUSING STATEMENT**

**ON BEHALF OF HEYFORD PARK SETTLEMENTS LP**

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

**Pegasus Group**

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT

**T** 01285 641717 | **F** 01285 642348 | **W** [www.pegasuspg.co.uk](http://www.pegasuspg.co.uk)

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | East Midlands | Leeds | London | Manchester

Planning | Environmental | Retail | Urban Design | Energy | Landscape Design | Graphic Design | Consultation | Sustainability

## CONTENTS:

Page No:

1.	INTRODUCTION	1
2.	SITE AND SURROUNDING AREA	2
3.	PLANNING HISTORY	3
4.	APPLICATION PROPOSALS	5
5.	PLANNING POLICY	8
	National Planning Policy	8
	National Planning Policy Framework	8
	Local Planning Policy	10
6.	AFFORDABLE HOUSING STATEMENT	15
	Affordable Housing Planning Policy Context	15
	National Planning Policy	15
	Proposals	17
	Summary	18
7.	PLANNING AND DESIGN ASSESSMENT	20
	Principle of the development	20
	Reserved Matters Considerations	21
	Design Code	21
	Layout	23
	Summary	27
8.	CONCLUSIONS	28

## 1. INTRODUCTION

- 1.1 This Planning Statement with Affordable Housing Statement has been prepared by Pegasus Group on behalf of Heyford Park Settlements LP (“the Applicant”).
- 1.2 The Statement is in support of a reserved matters application for the erection of 17 dwellings with associated landscaping, car parking, infrastructure and associated works forming Dorchester Phase 5C of the Heyford Park development (‘the application site’) submitted pursuant to outline planning permission ref: 10/01642/OUT on land at the Former RAF Upper Heyford airbase, Upper Heyford, Oxfordshire.
- 1.3 Detailed matters of access, appearance, landscaping, layout and scale for these phases are provided by this submission as required by the outline planning permission.
- 1.4 This Planning Statement considers the relevant National and Local Planning Policy against which the application should be determined with particular reference to: the adopted policies contained within the Cherwell Local Plan (2011-2031); and the National Planning Policy Framework (NPPF).
- 1.5 This Statement is not intended to duplicate matters referred to elsewhere, rather it provides a comprehensive overview of the land use and planning merits of the development, to be considered against the relevant planning policies and other material considerations pertinent to this reserved matters application.
- 1.6 This reserved matters application comprises the following documents:
  - 1APP Application Form;
  - Planning Statement with Affordable Housing Statement;
  - Design and Access Statement;
  - Flood Risk Assessment Compliance;
  - Dorchester Living Construction Specification (Revision 7\_2);
  - Parking Matrix (Issue 1); and
  - Application Plans (listed in sections below).

## 2. SITE AND SURROUNDING AREA

- 2.1 The application site forms of part of the Former RAF Upper Heyford, its military use having ceased in 1994. The Heyford base extends to approximately 520 hectares in total and the location of the application site is identified on the Location Plan that accompanies the application.
- 2.2 The former airbase base is located approximately 7km north-west of Bicester, 13km south-east of Banbury and 3km south-west of Junction 10 of the M4 Motorway, in Oxfordshire.
- 2.3 The airbase as a whole was designated as a Conservation Area in 2006, reflecting the key role that the airbase played in the Cold War years, and the distinctive architecture and layouts which arose from that use. The Trident layout at the centre of Heyford Park and the Parade Ground just south of Camp Road are just two of the significant elements of the original plans, and represent military and airfield layouts typical of their era.
- 2.4 The application site for this reserved matters application is shown on **Site Location Plan 0521-PH5C-101**. The site comprises 0.35 hectares of brownfield land which lies central to the former Airbase, immediately to the south of Camp Road. The site is currently occupied by the northernmost part of Building 492 (approval for the demolition of which has previously been granted) and associated hardstanding and a layby to the south of Camp Road with bus shelter. The site does not include any existing trees.
- 2.5 The site forms part of the 'Character Area 2 – Village Centre Residential' as defined in the Heyford Park Design Code. The site abuts the 'New Village Centre' character area to the north and east.
- 2.6 The site lies immediately to the north of an area previously identified as the location of a primary school associated with the Heyford Park development, but which has subsequently been granted planning permission for residential use, following the siting of the Heyford Park Free School on an alternative site within Heyford Park. Car parking spaces associated with the Village Centre development will be provided immediately to the south-west of the site.

### 3. PLANNING HISTORY

- 3.1 The former RAF Upper Heyford Air Base has an extensive planning history although little of this is of direct relevance to the current proposals which affect only a small part of the Base overall. The most significant applications affecting the site are two decisions involving the redevelopment of the whole of the Upper Heyford Air Base. The first of these decisions followed an appeal to the Secretary of State and was issued in January 2010 (application ref: 08/00716/OUT), known as the 'Lead Appeal'. This scheme involved a proposed new settlement of 1,075 dwellings, together with associated works and facilities, including employment uses, community uses, a primary school, playing fields and other physical and social infrastructure.
- 3.2 Following the purchase of the site by the Dorchester Group, a revised scheme for the redevelopment of the New Settlement Area, comprising 1,075 dwellings including the retention and change of use of 267 existing military dwellings to residential Class C3 and the change of use of other specified buildings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure, was approved by the District Council in December 2011 (application ref: 10/01642/OUT). The reserved matters submission to which this Statement refers is made pursuant to this outline planning permission.
- 3.3 The outline application contained a fundamentally different concept from that set out in the masterplan accompanying the 2010 approval, insofar as it retained virtually all of the existing residential properties within the base with an additional 764 new dwellings being introduced on various parts of the site. The New Settlement Area application was accompanied by Design and Access Statement and Environmental Statement. These show the current application site as forming part of the Local Centre to include land use Classes A1-A5 / D1 and C3 Use.
- 3.4 Several further related planning applications have been determined following the comprehensive planning permissions. A number of which are relevant to the application site for this reserved matters.
- 3.5 Outline planning permission was granted for the erection of 60 dwellings with associated works and open space on land immediately to the south of the application site (ref: 13/01811/OUT). This site was originally identified as the

---

location of a primary school, but a different location in Heyford Park was granted planning permission for the location of a free school. Reserved matters pursuant to this outline planning permission for residential use has subsequently been approved (ref: 16/00627/REM).

- 3.6 The application site for this reserved matters formed part of the application site for the Village Centre (South) planning application (ref: 16/01000/F). The Village Centre (South) proposals included the partial demolition and conversion of Buildings 455 and 457, to the west of the application site for use as a hotel and bar/brasserie, and erection of a canopy link between the buildings for use as a covered market. The application site for this reserved matters application was identified as car parking to serve the Village Centre. However, a comprehensive car parking strategy for the Village Centre is being developed which provides parking elsewhere meaning this area is no longer required for car parking to serve the Village Centre.
- 3.7 In terms of the wider site, the development of the New Settlement Area pursuant to outline planning permission ref: 10/01642/OUT is underway, with various phases of reserved matters applications being implemented by both the Dorchester Group and Bovis Homes.

#### 4. APPLICATION PROPOSALS

- 4.1 This application relates to a reserved matters submission made pursuant to outline planning permission ref. 10/01642/OUT. This is Phase 5C of the Heyford Park development.
- 4.2 Phase 5C comprises the erection of dwellings and a flat block totalling 17 residential units, with provision of associated landscaping. The proposed buildings are located along the southern side of Camp Road, with buildings fronting onto Camp Road or Dow Street to the west or Secondary Street (ST2) to the east.
- 4.3 The proposals include the provision of car parking for each of the units, including the erection of garages associated with two of the units and communal parking for the flat block. Access to the parking areas will be taken either directly from Camp Road or Dow Street. The proposals also include landscaping works to the section of the site adjacent to Camp Road including a footway and soft landscaping (to be adopted following completion of works), the provision of refuse and cycle storage facilities and the erection of a substation building.
- 4.4 The plans listed in the table below detail the layout and appearance of the proposals:

Drawing Title	Number
Planning Layout	0521-PH5C-102
Street Scene	0521-PH5C-103
External Works Layout	0521-PH5C-104
Vehicle Tracking	0521-PH5C-105
External Detailing	0521-PH5C-106
Adoption Plan	0521-PH5C-107
Materials Layout	0521-PH5C-108
Garages, Bin Store and Cycle Store	0521-PH5C-109
Refuse Plan	0521-PH5C-111
Close Coupled Substation	GTC-E-SS-0010_R1-7_1_of_1

4.5 The dwellings proposed by the application comprise:

<b>Market Housing</b>	
No. of Beds	No. of Units
4	2
Sub-Total	2
<b>Affordable Housing - Rented</b>	
No. of Beds	No. of Units
1	2
2	3
Sub-Total	5
<b>Affordable Housing - Intermediate</b>	
No. of Beds	No. of Units
2	2
3	4
4	4
Sub-Total	10
<b>Total Market Housing</b>	<b>2</b>
<b>Total Affordable Housing</b>	<b>15</b>
<b>GRAND TOTAL</b>	<b>17</b>

4.6 The proposals include two detached dwellings, eight semi-detached dwellings and seven flats/maisonettes contained within a three storey block. The development includes one, two, three and four bedroom units. The plans detailing the appearance and floor plans of the proposed dwellings are shown in the Housetype Booklet and listed in the table below:

<b>Drawing Title</b>	<b>Number</b>
Block A Elevations (Front and Rear)	0521-PH5C-200



Block A Elevation (Side)	0521-PH5C-201
Block A Elevation (Side)	0521-PH5C-202
Block A Plan (Ground Floor)	0521-PH5C-203
Block A Plan (First Floor)	0521-PH5C-204
Block A Plan (Second Floor)	0521-PH5C-205
House Type 3B Elevations	0521-PH5C-206
House Type 3B Plans	0521-PH5C-207
House Type 4B Elevations	0521-PH5C-208
House Type 4B Plans	0521-PH5C-209
House Type SP1-V2 Elevations	0521-PH5C-210
House Type SP1-V2 Plans	0521-PH5C-211

- 4.7 Phase 5C predominantly comprises affordable housing, with 15 of the 17 proposed units to be either rented or intermediate affordable housing (88%). This Planning Statement includes an Affordable Housing Statement, which sets out the approach in this regard in more detail.

## 5. PLANNING POLICY

### National Planning Policy

#### National Planning Policy Framework

5.1 The **National Planning Policy Framework (NPPF)** was published and came into effect on 27<sup>th</sup> March 2012 replacing existing planning policy statements and guidance.

5.2 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.”**

5.3 It is a Core Planning Principle set out in the NPPF that planning should:

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

5.4 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.”**

5.5 The NPPF gives a strong emphasis towards delivering good design, but also recognises that policies should avoid being unnecessarily prescriptive in respect of detail. Policies should not impose particular styles or tastes and the NPPF encourages authorities to promote or reinforce local distinctiveness.

5.6 LPAs should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing,

height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.

- 5.7 It goes on to say that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.
- 5.8 Applicants are encouraged to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.
- 5.9 With regard to the historic environment, as a general principle, the NPPF requires applicants to describe the significance of any heritage asset and the contribution made by their setting; however, the NPPF guides that this should be to the level of detail proportionate to the asset's importance and no more than is sufficient to inform the understanding of the potential effects of the Proposed Development upon their significance.

#### Planning Practice Guidance

- 5.10 On 6<sup>th</sup> March 2014 the Department for Communities and Local Government (DCLG) launched the **Planning Practice Guidance (PPG)** web-based resource.
- 5.11 In terms of design, the PPG largely reflects the policies set out in the NPPF. It again reiterates that pre-application discussions are an opportunity to discuss the design policies, requirements and parameters that will be applied to a site whereby the Local Authority can explain the design issues they feel are most important and the developer can explain their own objectives and aspirations.
- 5.12 With regard to Design Codes, it is recommended that LPAs should consider using one to help deliver high quality outcomes where for example they wish to ensure consistency across large sites which may be in multiple ownership and/or where development is to be phased and more than one developer and design team is likely to be involved. It goes on to say that design codes should wherever possible avoid overly prescriptive detail and encourage sense of place and variety (unless local circumstances can clearly justify a different approach).

- 5.13 Matters relating to the historic environment are addressed within the section entitled 'Conserving and Enhancing the Historic Environment'. The PPG confirms that the consideration of 'significance' in decision taking is important and states that heritage assets may be affected by direct physical change or by change in their setting. It goes on to say that being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.
- 5.14 The PPG also provides guidance in respect of non-designated heritage assets such as buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets.

#### **Local Planning Policy**

- 5.15 The determination of a planning application is to be made pursuant to Section 38(6) of the Planning and Compulsory Purchase Act 2004, which is to be read in conjunction with Section 70(2) of the Town and Country Planning Act 1990. Section 38(6) requires LPAs to determine planning applications in accordance with the Development Plan, unless there are material considerations which indicate otherwise. Section 70(2) provides that in determining planning applications the Local Planning Authority (LPA):-

**"shall have regard to the provisions of the Development Plan, so far as material to the application and to any other material considerations".**

#### **Cherwell Local Plan**

- 5.16 The Development Plan comprises the policies of the adopted **Cherwell Local Plan 2011-2031**, adopted 20<sup>th</sup> July 2015. The relevant policies from the adopted Local Plan are considered below.
- 5.17 The Executive Summary to the Local Plan confirms that an objective of the Plan is to boost significantly the supply of housing and meet the objectively assessed need for Cherwell identified in the Oxfordshire Strategic Housing Market Assessment (SHMA) 2014 – some 1,140 dwellings per annum or a total of 22,800 from 2011 to 2031.

5.18 **Paragraph B.96** sets out that the Local Plan seeks to deliver growth in accordance with the NPPF's Core Planning Policies including, inter alia, seeking to secure high quality design and a good standard of amenity by developing new neighbourhoods and achieving regeneration and redevelopment of key sites, and encouraging the effective re-use of existing land and buildings and bring forward sites that contain land of lesser environmental value such as at the Former RAF Upper Heyford.

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

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

**"Housing**

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

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

- **New development should reflect high quality design that responds to the established character of the distinct character areas where this would preserve or enhance the appearance of the Former RAF Upper Heyford Conservation Area; and**
- **The scale and massing of new buildings should respect their context. Building materials should reflect the locally distinctive colour palette and respond to the materials of the retained buildings within their character area, without this resulting in pastiche design solutions.**

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

- 5.23 **Policy ESD 13 (Local Landscape Protection and Enhancement)** advises that development proposals will be expected to respect and enhance the local landscape character, with appropriate mitigation where damage to local landscape character cannot be avoided. Proposals will not be permitted where they would, inter alia, be inconsistent with local character.
- 5.24 **Policy ESD 15 (The character of the built and historic environment)** advises that where development is in the vicinity of any of the District's natural or historical assets the delivery of a high quality design that complements the asset will be essential. The policy requirements set out in ESD 15 apply to all types of development, including housing. **Paragraph B.268** highlights the appearance of new development and its relationship with its surrounding built and natural environment as potential having a significant effect on the character and appearance of an area. The need to secure new development that can positively contribute to the character of its local environment is of key importance and reflects the approach and significant criteria listed under Policy ESD 15.
- 5.25 The approach to design is discussed in Section 8 of this Statement and in more detail in the Design and Access Statement, prepared by Focus On Design, which accompanies the application.
- Cherwell Local Plan 1996
- 5.26 The following saved policies of the **Cherwell Local Plan**, adopted November 1996, remain extant and relevant to the proposed development following the adoption of the Cherwell Local Plan 2011-2031:-
- 5.27 **Policy C23 (Retention of features contributing to character or appearance of a Conservation Area)** states that there will be a presumption in favour of retaining buildings, walls, trees or other features which make a positive contribution to the character or appearance of a Conservation Area.
- 5.28 Whilst **Policy C28 (Layout, design and external appearance of new development)** advises that control will be exercised over all new development, including conversions and extensions, to ensure that the standards of layout, design and external appearance, including the choice of external-finish materials, are sympathetic to the character of the urban or rural context of that development. In sensitive areas such as Conservation Areas, the Area of Outstanding Natural Beauty and areas of high landscape value, development will

be required to be of a high standard and the use of traditional local building materials will normally be required.

#### Statement of Common Ground

5.29 During the Examination Hearings for the now adopted Local Plan, a **Statement of Common Ground (SoCG)** was agreed between the Dorchester Group and Cherwell District Council. The signed SoCG represents the most up-to-date position of the District Council and was presented to the Examination to clarify the Council's position and interpretation of Policy Villages 5 and its implementation.

5.30 The SoCG confirms that:

**"Both the Dorchester Group and Cherwell District Council believe that the Proposed Modifications to allocate additional development through Policy Villages 5 represents an appropriate response to the uplift in housing requirements necessary to ensure that the Local Plan addresses the objectively assessed housing need."**  
(Paragraph 3.2)

**"That the provision of additional growth at Former RAF Upper Heyford can be accommodated so that it consolidates and complements the on-going creation of a distinctive new community. Growth at Upper Heyford is being supported by the delivery of new affordable housing and new services and facilities"** (Point 2 under the matters that the Parties agree)

**"The implementation of the approved scheme and the development of identified brownfield land in particular should not be delayed."** (Point 9 under the matters that the Parties agree)

5.31 In terms of the longer-term opportunities for development at the Upper Heyford site the SoCG states:

**"The parties agree that to secure a high quality development (for housing and employment) there will be a need for a comprehensive review of the proposed development at the site that considers the important heritage landscape setting of the site and how additional development can be successfully integrated within existing consented development. This will provide the means to secure development incorporating high quality design that relates closely to the history of the site".**  
(Paragraph 6)

5.32 There is therefore consensus with the District Council that the Upper Heyford site has an important role to play both in terms of meeting identified housing needs, and to accommodate significant additional employment.



## 6. AFFORDABLE HOUSING STATEMENT

### Affordable Housing Planning Policy Context

#### National Planning Policy

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

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

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

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

#### Local Planning Policy

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

#### **“Housing**

- **Number of homes – approximately 1,600 (in addition to the 761 (net) already permitted**

- **Affordable housing – at least 30%”**

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

**“Policy BSC 3: Affordable Housing**

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

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

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

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

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

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

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

**contribute towards meeting the need for affordable housing.**

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

- 6.6 Given the scale of the proposed development (17 no. dwellings) Policy BSC 3 would expect at least 30% affordable housing to be provided, which is consistent with the provision required by the Strategic Allocation Policy Villages 5 for Former RAF Upper Heyford of at least 30%.
- 6.7 **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.

**Proposals**

- 6.8 This application seeks approval of matters reserved in Outline Planning Permission ref: 10/01642/OUT for Phase 5C of this development. In summary, Phase 5C comprises the erection of 17 dwellings pursuant to the above Outline Planning Permission. The mix of dwellings is as follows:

<b>Market Housing</b>	
No. of Beds	No. of Units
4	2
Sub-Total	2
<b>Affordable Housing - Rented</b>	
No. of Beds	No. of Units
1	2
2	3
Sub-Total	5
<b>Affordable Housing - Intermediate</b>	
No. of Beds	No. of Units
2	2

3	4
4	4
Sub-Total	10
<b>Total Market Housing</b>	<b>2</b>
<b>Total Affordable Housing</b>	<b>15</b>
<b>GRAND TOTAL</b>	<b>17</b>

#### Development Plan compliance

- 6.9 It is proposed that 15 of the 17 proposed units will be affordable housing, some 88% of the total number of units in this Phase. This on-site provision meets the requirements of Policies BSC 3 and Villages 5, which both require at least 30% of affordable housing to be provided on schemes of 11 or more units and provides these units on-site. Further, the affordable units also comprise 1, 2, 3 and 4 bedroom units of dwelling houses and flats, providing a mix of affordable housing opportunities, supported by Policy BSC 4.
- 6.10 The proposed dwellings within Phase 5C, including those defined as affordable housing, will therefore meet policy requirements individually, but also contribute to the overall balance of dwellings across Heyford Park.
- 6.11 In terms of the type of proposed affordable housing, 66.6% (10 units) are proposed to be in the form of intermediate dwellings and 33.3% (5 units) affordable rent. Whilst this would not accord with Policy BSC 3 in so far that the policy requires 70% of affordable units to be affordable rent and 30% intermediate, it is important to note that these dwellings form part of the overall Heyford Park development and will contribute to, and not prejudice, the overall realisation of an appropriate mix of affordable housing type across the site as a whole.

#### Summary

- 6.12 The proposed development has been designed to complement the overall number, type and range of sizes of affordable units within the Heyford Park development, complying with Local Plan Policies BSC3 and Policy Villages 5 in this regard. The split of affordable housing types does not meet policy requirements

when considered in isolation for this phase, but will provide a good contribution to the provision of an acceptable level of affordable housing within Heyford Park overall and not prejudice the delivery on an appropriate mix of affordable dwellings across Heyford Park.

- 6.13 The proposed development will therefore assist in delivering an inclusive and mixed community in accordance with central Government and local objectives and, accordingly, is considered acceptable in this regard.

## 7. PLANNING AND DESIGN ASSESSMENT

- 7.1 Section 38(6) of the Planning and Compulsory Purchase Act requires proposals to be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 7.2 This section initially provides an analysis of the principle of the development and then a discussion on the pertinent consideration to the detailed matters provided with this application (access, layout, appearance, scale and landscaping), with particular reference to the approved Design Code for Heyford Park. Finally, consideration of compliance with the Flood Risk Assessment approved in the outline planning permission is outlined.

### **Principle of the development**

- 7.3 The principle of residential development on this parcel of land has already been established by the granting of outline planning permission ref 10/01642/OUT. This site was identified as land to include C3 (residential) land use as part of the local centre.
- 7.4 The Development Plan for the area consists of the recently adopted Cherwell Local Plan (2011-2031) and is the starting point for decision-making purposes for applications in the District. In terms of the principle of the development here, it is considered that the application proposals do not conflict with the adopted Local Plan, as the proposals are consistent with, and will reinforce, the strategic housing function of the former RAF Upper Heyford Site as defined by Policy Villages 5.
- 7.5 The Upper Heyford Site is a strategic allocation within the adopted Local Plan (Policy Villages 5) and the Plan confirms the importance of this brownfield site, as a location for a significant increase in housing provision over the plan period, i.e. an increase of 1,600 dwellings. This is in addition to the 761 (net) dwellings already permitted. Further, the principle of the development has already been established in the outline planning permission and, therefore, this reserved matters application is principally concerned with matters of design.
- 7.6 Furthermore, the signed SoCG also reiterates the on-going creation of a distinctive new community at Former RAF Upper Heyford and that the implementation of the approved scheme should not be delayed. There can

therefore be no objection in principle to bringing forward the residential development on land at Dorchester Phase 5C.

- 7.7 The remainder of this section will therefore consider the design approach of the development to determine whether it is acceptable in this regard.

### **Reserved Matters Considerations**

#### Design Code

- 7.8 Condition No.8 of the Outline Planning Permission states that no reserved matters applications are to be made for any phase until a Design Code for that phase of the New Settlement Area has been submitted to approved in writing by the Local Planning Authority. The condition also requires that the development shall subsequently be carried out in accordance with the Design Code.
- 7.9 The overarching Design Code for the New Settlement Area, is version 5.2, dated October 2013. This version was approved by the Cherwell District Council in November 2013 by discharge of Condition 8 (13/00153/DISC, 07/11/2013).
- 7.10 The Design Code outlines a number of fundamental principles to be followed in the designing of each phase of the Heyford Park development. Section 1 includes description of the vision for the Village Centre Residential area (CA2) as:

**“1.8 CA2- This area provides the transition between the east and west along Camp road and entry into the village centre:**

- **the objective of development in this area is to provide greater presence along Camp Road, providing a clear transition to the Village Centre area;**
- **Camp Road is currently defined by its strong linear character, wide verges and mature tree planting, which provide scale to this route. This character will be retained;**
- **the area provides an interface to a number of existing built areas, including the opportunity of providing a new more attractive entrance into Carswell Circle;**
- **to the north western part of the character area, new development will take full account of the scale of existing hangars.”**

- 7.11 Similarly, the Design Code (Section 4) sets out the overarching approach to new built development and with regards the Village Centre Residential area (CA2) and states: -

**“4.30 High/medium density housing generally facing Camp Road in short terraces and semi-detached houses, providing a transition between the greater massing of the Village Centre (CA1) and Village Green and the lower density Camp Road to the east and west (CA4). Design objectives include:**

- **greater presence along Camp Road, providing a clear transition to the Village Centre area;**
- **provide wide verges and mature tree planting, which provide scale to Camp Road and perpetuate the tree lined character;**
- **The area provides an interface to a number of existing built areas, including the opportunity of providing a new more attractive entrance not Carswell Circle;**
- **To the north west of the character area, new development will take full account of the scale of the existing hangars.”**

7.12 The detailed matters of Access, Scale, Layout, Appearance and Landscaping relevant to Phase 5C provided in this application are considered below in the context of the requirements of the Design Code to establish whether the proposed development is appropriate for this location.

#### Access

7.13 The Phase 5C application site does not include any areas of public highway, but includes four new access from the public highway. Rear parking is accessed from three points along Camp Road and an access from Dow Road is to serve the two dwellings fronting onto this highway via private drives.

7.14 Access for vehicles is based upon the principles of Manual for Streets and allows for sufficient visibility for drivers to enter and exit the private driveways within the application site. The Design and Access Statement considers these parking areas against the Design Code specification for private drives / parking courts and demonstrates that the development meets these requirements, including to provide 100% direct access to properties and that cars can manoeuvre safely. Tracking for cars into the rear parking accessed from Camp Road is shown on drawing no. **0521-PH5C-105** and demonstrates acceptability in this regard meaning that cars can enter and exit these areas in forward gear.

7.15 Access for pedestrians and cyclists can be safely taken directly into and from properties from adjacent roads and proposed footways on the southern side of



Camp Road and the highways to the east and west. The footways will be adopted following construction (extent of adoption shown on drawing no. **0521-PH5C-107**). Access to cycle storage for residents of the flat block to the east of the site can also be taken safely to and from the highway.

- 7.16 There would be no requirement for emergency or refuse vehicles to access the site. Instead, these would be capable of accessing properties and collecting refuse from the public highway around the site.

#### Layout

- 7.17 The layout of the development is demonstrated on drawing no. **0521-PH5C-102**, and is described at Section 3 of this Statement.
- 7.18 The Design Code notes that density will be higher in character area CA2 than in peripheral areas, at 36-40 dwellings per hectare (dph). The approved Building Density Plan confirms the site will be of medium density 30-38dph. The proposals comprise 17 dwellings within this 0.35ha site. While in isolation, this is above the density of dwellings, noting that Phase 5C does not include matters such as play areas, the density is acceptable when considered in relation to its context.
- 7.19 Requirements of the Design Code include the need for dwellings to front directly onto Camp Road, with a consistent building line. The proposed development realises this requirement. Eight dwellings arranged in semi-detached blocks front onto Camp Road and, together with the northern elevation of the flat block at the east of this phase, are set back from the highway by a consistent distance. The positioning of the flat block at the north-eastern corner of the plot, at the junction of Camp Road and the Secondary Street ST2 also creates a key corner building which overlooks, and is adjacent to, the Village Centre.
- 7.20 With regard to parking provision, the Design Code states that a variety of types should be provided, with some rear parking acceptable. The proposed parking would comply with his requirement in that parking will be provided in a mixture of garages and on-plot parking for two dwelling houses, rear parking court for the remaining dwelling houses and shared, courtyard / undercroft parking for the flat block. Further justification for including rear parking is that this arrangement allows the achievement of sufficient privacy distances from properties within Phase 5C and those to the south, with Phase 5. Garages will be of suitable

internal dimensions (3m x 6m). Further, parking bays will not be provided in rows of more than four spaces to comply with Design Code requirements.

- 7.21 Locations for refuse storage are shown at drawing no. **0521-PH5C-111**. Rear access is provided for pedestrians to all properties to allow for easy transportation of refuse for collection, with storages areas being no more than 25m from the adoptable streets. The location of refuse storage within the curtilage of the dwelling house at the rear avoids the need for storage to be placed at the frontage. The flat block will have communal refuse storage, which is located adjacent to the highway. The layout and positioning of refuse storage is therefore acceptable.

#### Scale

- 7.22 The development's scale is shown within the elevations contained within the Housetype Booklet **no. 0521-PH5C-HTB-ISSUE 1** and Street scenes **no. 0521-PH5C-103**.
- 7.23 The Design Code sets out the requirements for scale of development in this character area, CA2. The Code confirms that development will generally have a greater height and enclosure than adjacent CA4 Camp Road housing and that development will generally have greater presence than in other areas around Heyford Park, provided through steeper roof pitches and greater use of 2.5 storeys. Further, the approved Building Heights Plan shows that development in this area should be predominantly between 2-3 storeys.
- 7.24 The proposed development at Phase 5C is considered to meet these requirements. Buildings are 2.5 storeys at the eastern and western extents of the phase, and three storeys fronting Camp Road. This is generally greater than the predominantly two storey dwellings in the CA4 character area. This, together with the positioning of the flat block at the north-eastern corner of the site, adjacent to the Village Centre, demonstrates that the development provides a suitable transition from the residential areas along Camp Road to the west towards the Village Centre, where the scale of development will be greater still.
- 7.25 Ancillary structures included in the development, comprising garages, a substation and bin and cycle storage are of suitable modest scale, at single storey and not having an overbearing impact on the whole development.

### Appearance

- 7.26 The appearance of the proposed dwellings and flat block are shown in the Housetype Booklet no. **0521-PH5C-HTB-ISSUE 1**. The double garage to serve the dwellings to the west of the site and bin and cycle store for the flat block are shown in drawing no. **0521-PH5C-109** and substation is shown on drawing no. **GTC-E-SS-0010\_R1-7\_1\_of\_1**. The development is shown in context in street scene drawing no. **0521-PH5C-103** and the proposed external materials are shown on drawing no. **0521-PH5C-108**.
- 7.27 Regarding materials, the Design Code states that walls should be predominantly brick or render and roofs should be slate or slate effect. The dwellings, flat block and substation will have walls finished in red brick (Ibstock Audley Red or similar) and grey slate (Marley 'Rivendale' or similar). Elevations will also include blue/grey brick and ivory coloured render for key note detailing and secondary material. This limited palette of materials reflect the 20<sup>th</sup> Century Art and Crafts Architecture and meet the requirements of the Design Code in this respect.
- 7.28 The Design Code for the CA2 character area states that buildings will have traditional details to provide a transition between other character areas CA1 and CA4. The code also requires dwellings to be designed to ensure no blank walls onto the public realm and for window arrangements to be predominantly symmetrical. The Housetype Booklet demonstrates the detailing of each of the residential buildings. These demonstrate compliance with the Design Code requirements including the use of simple projections, including window bays, and use of deeper door and window reveals to give a sense of depth to openings..
- 7.29 The Design Code also requires a consistent built frontage to be incorporated. As can be seen in the street scene drawing, the proposals do include a consistent frontage fronting Camp Road in terms of detailing and materials, comprising pitched roofs and gable ends to the flat block, both of which are supported in this location by the Design Code.
- 7.30 With regard to boundary treatments, these have been selected to be consistent at the front of properties, being enclosed by hedgerows. The rear boundary enclosure types are shown on drawing no. **0521-PH5C-106** which include 1800mm screen wall, close board fence and panel fence. All rear boundaries which form key parts of the public realm will be walling, with fencing used in

those areas not visible from public vantage points. This will serve to enhance the overall appearance of this phase of the development.

#### Landscaping

- 7.31 The Detailed Planting Proposals drawing no. **1619 5C 01 A** show the soft landscaping works associated with this phase. Further, the External Works are shown on drawing no. **0521-PH5C-104**.
- 7.32 The Design Code requires development in this character area to include wide verges and mature tree planting, to provide scale to Camp Road and perpetuate the tree lined character. In this regard, the Code requires formal street planting, typically with grassed verges. Proposals along Camp Road for this phase meet these requirements. Proposals include the planting of five trees along its southern side, including three Field Maple and two Silver Birch trees, together with provision of grassed verges and planting of hedging and shrubs. A Whitebeam tree is proposed at the eastern edge of the Phase 5C site, at the northern section of the Secondary Street adjacent to the junction with Camp Road. This proposed planting and verge width will serve to reinforce the main street scene and provide continuity by using species which are already found along the street.
- 7.33 Note that the Design Code requires strong existing planting along Camp Road, which defines its character, to be retained. However, there are no existing trees within this parcel of the development and therefore no trees are proposed to be felled associated with these works.
- 7.34 External areas within the site comprising the footway along the southern side of Camp Road and around to the streets to the west and east and the private drives and parking areas will be laid with tarmac, which is considered appropriate here.

#### Flood Risk and Surface Water Drainage

- 7.35 The application is supported by a **Flood Risk Assessment Compliance** report (dated March 2017) 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. The Proposed Development is therefore in compliance with the approved Flood Risk Assessment.

## Summary

- 7.36 The above considerations demonstrate that the Phase 5C proposals submitted pursuant to outline planning permission ref: 10/01642/OUT are acceptable in principle, are of high quality design that is in compliance with the approved Design Code for Heyford park and provide suitable access arrangements.
- 7.37 The proposals would represent in an attractive development, which use appropriate material for the location and be of an appropriate scale and density for this location between the residential areas to the west and Village Centre immediately to the east. The form and layout of the development would also respect the character of the area, and particularly the strong linear character along Camp Road, by including a consistent building line of semi-detached properties fronting this highway, provision of wide grassed verges and planting of trees and hedging using species currently found along the road.
- 7.38 Access and parking arrangements would also be suitable for this location, with rear parking serving to reinforce the character of Camp Road and to ensure sufficient separation of properties in Phases 5C and 5 to the south. Access to and from the public highway can be safely taken by cars, pedestrians and cyclists.
- 7.39 The development would therefore meet the requirements of the Local Plan Policy Villages 5, relating directly to the Heyford Park strategic allocation, and policies ESD 13 and ESD 15, plus retained Local Plan 1996 Policies C23 and C28 and NPPF requirements.
- 7.40 Further, the suitability of the proposals with respect to flood risk means this reserved matters application complies with the relevant criteria of the NPPF (Section 10) and Local Plan Policies Villages 5, ESD6, ESD7 and ESD8.

## 8. CONCLUSIONS

- 8.1 The principle of residential at Dorchester Phase 5C has already been established through outline planning permission ref: 10/01642/OUT and the 17 dwellings proposed will remain consistent with Local Plan Policy Villages 5, which confirms Heyford Park as a Strategic Allocation.
- 8.2 Consideration of matters detailed matters provided in this application, which were reserved in the outline planning permission (access, layout, appearance, scale and landscaping) has shown that the Phase 5C development is acceptable in these individual terms and, accordingly, is compliant with relevant planning policy requirements. The proposals are also appropriate in terms of flood risk, complying with the approved Flood Risk Assessment for the wider development.
- 8.3 The proposed development itself will make a positive contribution to Heyford Park, conserving and enhancing the character of the area creating an attractive and legible residential development. The design has been carefully considered in its context and responds well to its surrounding context.
- 8.4 Special consideration has been given to how the proposed designs accord with the approved Design Code for Heyford Park and consideration demonstrates compliance with the requirements of this document.
- 8.5 The development provides a suitable level of affordable housing and will not prejudice the delivery of the agreed level of affordable housing across Heyford Park as a whole.
- 8.6 It has therefore been demonstrated within the reserved matters application that the development proposals are suitable and appropriate within this land parcel, and they are in accordance with the terms of outline planning permission ref: 10/01642/OUT. Accordingly, this reserved matters application should be approved.