

**RESERVED MATTERS APPLICATION FOR PHASE 5C  
OF PLANNING PERMISSION 10/01642/OUT  
COMPRISING ERECTION OF 13 RESIDENTIAL  
UNITS WITH ASSOCIATED WORKS**

**PLANNING STATEMENT WITH  
AFFORDABLE HOUSING STATEMENT**

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

**ON BEHALF OF HEYFORD PARK SETTLEMENTS LP**

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

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**PLANNING** | **DESIGN** | **ENVIRONMENT** | **ECONOMICS**

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## **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 13 residential units 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;
  - Heritage Assessment and Impact Study
  - Statement of Compliance (Design);
  - Flood Risk Assessment Compliance for Phase5c (Version 2);
  - Dorchester Living Construction Specification (Revision 17);
  - 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 0.27 hectares of brownfield land which lies central to the former Airbase, immediately to the south of Camp Road, opposite the Heyford Park Heritage Centre in Building 103.
- 2.5 The site was formerly occupied by Buildings 492 and 493, which as part of the previous military occupation provided petrol and retail facilities. These buildings, together with Building 459, have been demolished in line with previous approvals as part of on-going residential development in the area.
- 2.6 The northern boundary of the site is formed by Camp Road and bus shelter, Building 460 (approved for future demolition), with the eastern boundary formed by the Village centre South (VCS) facility along the line of the proposed Secondary Street (ST2) lining Camp Road to the adjacent residential parcel.
- 2.7 To the immediate south of the application site, is Dorchester Phase 5, which is subject to on-going development as part of the implementation of permission 13/01811/OUT for 60 dwellings, with which the site has a holistic and integral relationship.
- 2.8 In a similar manner the western boundary is formed by other development land with Dow Street beyond.

- 2.9 The site does not include any existing trees, having prepared for development in connection with previous reserved matters approval 17/00973/REM granted in March 2018.
- 2.10 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 1 to the north and east.

### **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 762 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 application.
- 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 was relocated to a different location in Heyford

Park following a subsequent grant of planning permission for a free school. Reserved matters pursuant to this outline planning permission for residential use has subsequently been approved (ref: 16/00627/REM), with the scheme known as Dorchester Phase 5.

- 3.6 The application site for the current reserved matter formed part of the application site for the Village Centre (South) planning application (ref: 16/01000/F). The Village Centre (South) proposals include 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.
- 3.7 In connection with the VCS proposals, an area of the current application site was identified as car parking to serve the Village Centre. However following consideration of a comprehensive car parking strategy and revised proposals for the related Village Centre North and its associated western car park, alternative provision has been secured via approval 18/00513/REM. These approved proposals, together with associated amendments to Village Centre South, negate the need for parking to be provided within the current application site.
- 3.8 Alongside the implementation of existing outline permission 10/01642/OUT, application 18/00825/HYBRID is currently before the Council for the mixed-use redevelopment of future areas of Heyford Park for residential, commercial, education and leisure activities in line with the allocation of Heyford Park under Policy Villages 5 of the Cherwell Local Plan.
- 3.9 In addition, at the 20<sup>th</sup> September 2018 meeting of the Planning Committee, the Council 'Resolved to Grant' application 16/02446/F for the erection of 296 dwellings on land to the South West of Camp Road, Heyford Park. This proposal is known as Dorchester Phase 9.
- 3.10 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.
- 3.11 In connection with this, a significant portion of the application site formed part of an earlier reserved matters approval 17/00973/REM granted in March 2018 for 17 residential units.



Approval 17/00973/REM:

- 3.12 Approval 17/00973/REM related to the provision of 17 residential units across a slightly larger area of land, extending from the Dow Street boundary to the west across to the Village Centre South boundary on the eastern side.
- 3.13 When compared to the reduced area of the current application site, approval 17/00973/REM indicated 13 units, consisting of 6 semi-detached dwellings and 7 apartments within the corresponding part of the site.
- 3.14 All of the housing proposed in this section was to be a mix of affordable rent and intermediate housing.
- 3.15 The remaining 4 approved units located on land to the west of the site, which no longer forms part of the current reduced application site, were to be 2 four bed open market housings facing onto Dow Street, with a further pair of 3 bed intermediate housing facing Camp Road.
- 3.16 This area is now identified as Dorchester Phase 5D and will brought for residential development by way of a separate application as explained in Section 5 of this Statement.
- 3.17 In terms of the approved scheme accommodation within the area common to the current application this comprised:

<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	2
4	4
Sub-Total	8

<b>Total Affordable Housing</b>	<b>13</b>
<b>GRAND TOTAL</b>	<b>13</b>

- 3.18 The approved plans indicated that the accommodation would be provided by way of three pairs of 3 storey, semi-detached units along Camp Road and a 3-storey apartment block of 7 units at the eastern end adjacent the Village Centre South.

#### 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 apartments totalling 13 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 the Secondary Street (Howard Road) 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 with separate cycle parking and bin storage.
- 4.4 Access to the parking areas will be taken directly from Camp Road by way of three new access points serving the parking areas.
- 4.5 In addition, the proposals also include landscaping works to along the Camp Road frontage including a footway and soft landscaping (to be adopted following completion of works), together with similar works to the street ST2 at the eastern, along with the erection of a substation building.
- 4.6 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-5D-5(R)-103
External Works Layout	0521-PH5C-5D-5(R)-104
Vehicle Tracking	0521-PH5C-5D-5(R)-105
External Detailing	0521-PH5C-5D-5(R)-106
Adoption Plan	0521-PH5C-5D-5(R)-107
Materials Layout	0521-PH5C-5D-5(R)-108
Garages, Bin Store and Cycle Store	0521-PH5C-5D-5(R)-109
Refuse Plan	0521-PH5C-5D-5(R)-111

Close Coupled Substation	GTC-E-SS-0010_R1-7_1_of_1
Planting Proposals	1619 A8 5C 01 REV.H

4.7 The dwellings proposed by the application comprise:

<b>Market Housing</b>	
No. of Beds	No. of Units
4	5
Sub-Total	5
<b>Affordable Housing - Rented</b>	
No. of Beds	No. of Units
1	4
2	4
Sub-Total	8
<b>Total Market Housing</b>	<b>5</b>
<b>Total Affordable Housing</b>	<b>8</b>
<b>GRAND TOTAL</b>	<b>13</b>

4.8 The proposals include one pair of 3 storey, semi-detached dwellings, one terrace of three, 3 storey dwellings and eight flats/maisonettes contained within a three storey block.

4.9 The proposed accommodation includes one, two and four bedroomed units, with a dedicated wheelchair friendly, 2 bed four-person ground floor maisonette.

4.10 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>	<b>Plot</b>
SP2-V3 - Elevations	0521-PH5C-5D-5(R)-209	19-23
SP2-V3 - Elevations	0521-PH5C-5D-5(R)-210	19-23
SP2-V3 - Plans	0521-PH5C-5D-5(R)-211	19-23
SPF9 - Elevations	0521-PH5C-5D-5(R)-212	24-31

SPF9 - Elevations	0521-PH5C-5D-5(R)-213	24-31
SPF9 - Elevations	0521-PH5C-5D-5(R)-214	24-31
SPF9 - Elevations	0521-PH5C-5D-5(R)-215	24-31
SPF9 - Plan	0521-PH5C-5D-5(R)-216	24-31
SPF9 - Plan	0521-PH5C-5D-5(R)-217	24-31
SPF9 - Plan	0521-PH5C-5D-5(R)-218	24-31

- 4.11 As can be seen Phase 5C includes affordable housing, with 8 of the 13 proposed units to be rented affordable housing (62%). This Planning Statement includes an Affordable Housing Statement, which sets out the approach in this regard in more detail.

## **5. BACKGROUND TO THE PROPOSALS AND WIDER REPLAN OF PHASE 5 AREA.**

- 5.1 As is evident from the submitted plans, the application forms part of a series of amendments sought for the wider Dorchester Phase 5 area, with the submitted Planning Layout drawing indicating not only Plots 19-31 to which this application relates, but also Plots 1-18 located on adjoining development plots.
- 5.2 In seeking to achieve additional housing growth and accelerated delivery in line with market requirements, the Applicant has undertaken a review of the remaining development parcels available within Phase 5.
- 5.3 This review has identified that additional growth can be achieved via the use of higher densities within the previously approved Phase 5 and Phase 5C parcels, arising from revised layouts and accommodation mixes, which make more efficient use of the available land.
- 5.4 In this regard, the submitted Planning Layout demonstrates that the combined effect of this re-plan of the remaining Phase 5 area enables better coverage to be achieved, securing 31 residential units in lieu of the previously approved cumulative 24 across the same area.
- 5.5 This uplift is achieved primarily by the use of smaller and different house types on the north eastern most section of Phase 5, which enables the 7 residential units originally approved across the whole of the northern section of Phase 5 to be achieved on land originally approved for only 4.
- 5.6 This in turn releases this previously approved Phase 5 developable land, located immediately adjacent to Dow Street, for additional residential development and growth. This land is identified as Dorchester Phase 5D
- 5.7 In accommodating this growth, the Planning Layout indicates residential units on plots 8-18.
- 5.8 When combined with the current Phase 5C proposals, the wider proposed 31 units can be summarised as follows when viewed in the context of the Planning Layout:
- Phase 5C Replan – 13 residential units (Plots 19-31)
  - Phase 5 Replan - 7 residential units (Plots 1-7)
  - Phase 5D - 11 residential units (Plots 8-18)

- TOTAL – 31 Units

Planning Submissions to achieve Additional Phase 5 and wider Heyford Park Growth

- 5.9 In respect of the existing planning permissions in place for Heyford Park and in particular Phase 5, it is acknowledged that reserved matters application submitted pursuant to Outline Permission 10/01642/OUT (NSA outline) cannot exceed the creation / retention of 1,075 residential units,
- 5.10 Similarly, additional controls restrict reserved matters made against outline permission 13/01811/OUT (Phase 5 outline) to no more than 60 residential units.
- 5.11 In terms of associated current reserved matters submissions made in connection with outline permission, 10/01642/OUT, it is highlighted that a number of reserved matters proposals for Heyford Park have previously approved by the Council and are in the process of being constructed at the time of writing
- 5.12 Indeed, proposals for Dorchester Phase 7A and Dorchester Phase 8A have been submitted simultaneously to this application by way of Planning Portal references PP-07600777 and PP-07600786.
- 5.13 Having considered the number of residential units approved under such approvals against the 1,075 restriction of outline permission 10/01642/OUT, it is proposed that the current application for 13 units on Phase 5C (plots 19-31) can be determined by way of a reserved matters application pursuant to Outline Permission 10/01642/OUT.
- 5.14 In respect of the related Phase 5 proposals (plots 1-7), whilst the area of development has been reduced, it remains within the overall Phase 5 area approved by outline permission 13/01811/OUT.
- 5.15 In addition, the quantum of development proposed remains consistent at 7 units and hence will not exceed the limit of 60 units imposed with outline permission 13/01811/OUT.
- 5.16 Given this situation Plots 1-7, can be delivered by way of a reserved matters application made pursuant to outline permission 13/01811/OUT.
- 5.17 With regard to the remaining plots 8-18 on Phase 5D, it is acknowledged that these will exceed the restrictions in place for outline permissions 10/01642/OUT and

13/01811/OUT and the overall quantum of 1,178 units permitted across Heyford Park.

5.18 As such permission for these units will be sought via a standalone full application, which will include not only the additional units proposed on Phase 5D but also further additional units created by similar accommodation and efficiency amendments to Trenchard Circle and Dorchester Phase 8.

5.19 In summary the submission strategy for the proposed amendments in respect of Phase 5 can be summarised as follows:

APPLICATION AREA	UNITS PROPOSED	SUBMISSION TYPE
Phase 5C	13	Reserved Matters pursuant to outline 10/01642/OUT
Phase 5 Replan	7	Reserved Matters pursuant to outline 13/01811/OUT
Phase 5D Additional Units	11*	New Full Planning Permission

5.20 In respect of New Full Planning Application\* this application will ultimately relate to an overall quantum of 57 residential units, comprising amendments to not only the Phase 5D (11 Units) area but also to similar amendments to Trenchard Circle (31 Units) and Phase 8 (15 Units).

5.21 The form and content of this full application will be set out in the relevant Planning Statement which accompanies that application.

5.22 It is however clearly evident that the key purposes of the overall amendments will promote additional growth in line with the overarching objective of the Oxfordshire Housing and Growth Deal, to which Cherwell District Council is a key party.



## **6. OXFORDSHIRE HOUSING AND GROWTH DEAL**

- 6.1 On the 22<sup>nd</sup> November 2017, the Government announced that the County of Oxfordshire would receive upto £215 million of new funding in order to support Oxfordshire's ambition to plan for and support the delivery of 100,000 new homes by 2031.
- 6.2 This funding is to be secured by way of the Oxfordshire Housing and Growth Deal (OHGD) with the key focus of the deal to be:
- Infrastructure Delivery;
  - Affordable Housing Programme and accelerated housing delivery linked to infrastructure investment;
  - Joint Statutory Spatial Plan / Bespoke Planning Freedoms and Flexibilities; and
  - Productivity;
- 6.3 As part of the OHGD, an Outline Agreement has been made between the Government and the following parties:
- Cherwell District Council;
  - Oxford City Council;
  - Oxfordshire County Council;
  - South Oxfordshire District Council;
  - Vale of White Horse District Council;
  - West Oxfordshire District Council; and
  - Oxfordshire Local Enterprise Partnership (OxLEP)
- 6.4 The Outline Agreement commits the £215m funding as follows:
- Upto £60m for affordable housing;
  - Upto £150m funding for infrastructure to unlock key housing sites (to be administered on the basis of £30m per annum for five years); and
  - £5m resource funding to boost capacity to secure a joint plan to support housing delivery;
- 6.5 Alongside the Government's commitment to provide funding, the local partners (the Councils and the OxLEP) are required to produce an OHGD Delivery Plan, as well as an Oxfordshire Joint Statutory Spatial Plan, with the adoption of the latter by 2021/22.
- 6.6 This Joint Statutory Spatial Plan will build on the existing Local Plans and will be a fundamental tool in the delivery of 100,000 new homes and associated infrastructure across Oxfordshire.

- 6.7 In bringing forward the OHGD, the Government recognises that Oxfordshire has a strong and growing knowledge intensive economy making contributions of £21 billion to the UK economy and is a world leader in terms of science and innovation.
- 6.8 As a result, the area has a high housing demand, with house price to earnings ratios of 10.23, far exceeding the national average of 7.72.
- 6.9 In seeking to promote growth, the Oxfordshire approach is focused on removing barriers such as a lack of infrastructure to enable housing and economic growth to be delivered in high quality sustainable developments, which offer good quality of life for new and existing residents.
- 6.10 The deal highlights the importance of ensuring support for meeting the needs of people who cannot afford to buy on the open market with increased emphasis on the delivery and funding of affordable housing in conjunction with the Homes and Communities Agency.
- 6.11 As part of the increased emphasis on growth, the OHGD looks to remove the barriers that prevent new homes being built, with a strategic objective to deliver additional homes faster and increase supply in the local housing market areas.
- 6.12 In connection with the production of the OHGD Delivery Plan, the Government directs that collaboration between the Government and Oxfordshire should focus on such matters as:
- The delivery of planning consents and timely build-outs;
  - Social and community infrastructure, which can support housing and growth.
- 6.13 In delivery of the Deal, the Outline Agreement notes that there will be a requirement to plan for the bringing forward of large-scale development schemes at Garden Town and village scale as well on ex-Military of Defence sites.
- 6.14 Overall the OHGD fundamentally seeks to promote growth, requiring innovative thinking and approaches from the local authorities, which includes Cherwell District Council, to remove any barriers preventing its realisation.

## 7. PLANNING POLICY

- 7.1 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”.**

### **Development Plan Policy**

#### Cherwell Local Plan

- 7.2 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.
- 7.3 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.
- 7.4 **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.
- 7.5 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.

7.6 **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%"**

7.7 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.**

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

7.9 **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.

7.10 **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**.

- 7.11 The approach to design is discussed in Section 7 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

- 7.12 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:

- 7.13 **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.

- 7.14 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

- 7.15 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.

- 7.16 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)

- 7.17 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)

- 7.18 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.

### **National Planning Policy**

#### **National Planning Policy Framework**

- 7.19 **The National Planning Policy Framework (NPPF)** in its revised form, was published on 19<sup>th</sup> February 2019. **The NPPF** sets out the Government's overarching planning policies for England.
- 7.20 **Paragraph 11** of the **NPPF** sets out a presumption in favour of sustainable development, which for decision taking means:

**"c) approving development proposals that accord with an upto-date development plan without delay**

**d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:**

- i) the application of policies in this Framework that protect areas or assets of particular importance provide a clear reason for refusing the development proposed; or**

- ii) **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."**

7.21 In achieving sustainable development, the **NPPF** sets out three overarching objectives which are interdependent and underpin the achievement of further topic based objectives and principles running throughout the **NPPF**.

7.22 The three overarching objectives set out in **Section 2: Achieving Sustainable Development** are:

**"a) an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

**b) a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

**c) an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy. "

7.23 **Section 2** continues to outline the approach to sustainable development through both plan making and decision taking and reaffirms the planning balance. It confirms that the **NPPF** does not change the statutory status of the Development Plan as the starting point for decision making. It confirms that proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise in line with **Paragraph 11** stated above.

7.24 **Section 4: Decision Making** provides guidance on how LPAs should approach decision making, identifying at **Paragraph 38** that decision makers are to be proactive:

**"Local planning authorities should approach decision on proposed development in a positive and creative**

**way...Decision-makers at every level should seek to approve applications for sustainable development where possible."**

- 7.25 **Paragraph 48** sets out the weight that can be afforded to emerging plans dependant on the stage of preparation, the extent of unresolved objections and the degree of consistency with the **NPPF**. **Paragraphs 49 and 50** then state that grounds of prematurity are unlikely to be justified unless there are exceptional circumstances.
- 7.26 **Paragraphs 54 to 57** provide guidance on the use of planning conditions and obligations and sets out that conditions should only be imposed where they are necessary to make a development acceptable, are directly related to the development and reasonably related to the scale of the development. This chapter also includes the need to agree pre-commencement conditions as set out in latest amendments to Section 100ZA of the Town and Country Planning Act 1990, now in force.
- 7.27 **Section 5: Delivering a Sufficient Supply of Homes** continues to confirm the Government objective of significantly boosting the supply of houses (**Paragraph 59**) but now introduces a standardised methodology and the Housing Delivery Test.
- 7.28 The **NPPF** requires local planning authorities to be able to demonstrate a five year supply of deliverable housing sites in line with the methodology and Housing Delivery Test with **Paragraph 73** stating that:

**"Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old."**

- 7.29 In respect of how housing sites are to be considered 'deliverable', **Annex 2** of the **NPPF**, defines this as:

**"Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:**

**a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that**



homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years."

- 7.30 To maintain a 5-year supply of deliverable housing sites, **Footnote 7 to Paragraph 11** confirms that for the purposes of **Paragraph 11** policies which relate to the control of housing will be considered out of date, stating that:

"This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. Transitional arrangements for the Housing Delivery Test are set out in Annex 1. "

- 7.31 In such circumstances **Paragraph 11d** would direct the decision maker to carry out the tilted balance, with the presumption in favour of granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits.
- 7.32 **Paragraph 61-64** concerns the provision of affordable housing and requires major schemes to provide 10% of units for affordable home ownership.
- 7.33 **Paragraph 77** relates to the supply of rural housing, requiring planning policies and decisions to be responsive to local circumstances and to reflect local needs.
- 7.34 **Section 9: Promoting Sustainable transport** provides the approach to directing development to the most sustainable locations (**Paragraphs 102 to 104**). The **NPPF** sets out that in making decisions, regard should be had to the opportunities to promote sustainable development (**Paragraph 108**).
- 7.35 **Paragraph 109** states that:

"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."

- 7.36 **Section 11: Making Effective Use of Land** seeks to promote the effective use of land in meeting the need for homes and other uses, whilst safeguarding and improving the environment. **Paragraph 122** sets out further guidance on the achievement of appropriate densities in development proposals.
- 7.37 **Section 12: Achieving Well-designed Places** sets out the approach to securing good design through **Paragraphs 124-132**. **Paragraph 127 a)-f)** clarify how planning policies and decisions should ensure that developments are well designed and respond to the local character.
- 7.38 **Section 15: Conserving and Enhancing the Natural Environment** highlights that the planning system should contribute to and enhance the natural and local environment. This will include minimising the impacts on biodiversity and providing net gains where possible (**Paragraphs 174- 177**).
- 7.39 **Paragraph 172** highlights that great weight should be given to the protection of National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of landscape protection.
- 7.40 **Section 16: Conserving and Enhancing the Historic Environment** directs local planning authorities to take a positive strategy to the conservation and enjoyment of the historic environment stating at **Paragraph 184** that:
- “These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations. ”**
- 7.41 **Paragraph 185** goes on to confirm that plans should set out a positive strategy for the conservation and enjoyment of the historic environment, which should include:
- “the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation.”**
- 7.42 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 189**).

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Planning Practice Guidance

- 7.43 On 6<sup>th</sup> March 2014 the Department for Communities and Local Government (DCLG) launched the **Planning Practice Guidance (PPG)** web-based resource, which is updated on a periodic basis.
- 7.44 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.
- 7.45 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).
- 7.46 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.
- 7.47 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.

## 8. AFFORDABLE HOUSING STATEMENT

### Affordable Housing Planning Policy Context

#### National Planning Policy

- 8.1 The **National Planning Policy Framework (NPPF)** was published in February 2019 with a central aim being to significantly boost the supply of housing.
- 8.2 **Paragraph 60 and 61** state 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 look:

**“60. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.**

**61. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).**

**62. Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required and expect it to be met on-site unless:**

- a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and**
- b) the agreed approach contributes to the objective of creating mixed and balanced communities”**

#### Local Planning Policy

- 8.3 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.

- 8.4 **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%"**

- 8.5 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."**

- 8.6 Whilst given the scale of the proposed development (13 no. dwellings) **Policy BSC 3** would normally be applicable as a standalone policy requirement, the provision of affordable housing for Heyford Park is controlled by the requirements of Strategic Allocation **Policy Villages 5** for the wider Former RAF Upper Heyford which sets a threshold of at least 30%.
- 8.7 **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**

- 8.8 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 13 dwellings pursuant to the above Outline Planning Permission. The mix of dwellings is as follows:

<b>Affordable Housing – Rented</b>	
No. of Beds	No. of Units
1	4
2	4
<b>Total Affordable Housing</b>	<b>8</b>

Development Plan compliance

- 8.9 It is proposed that 8 of the 13 proposed units will be affordable housing, equating to 62%. This on-site provision meets the requirements of **Policy Villages 5**, which requires housing provision on the Former RAF Upper Heyford to include at least 30% of affordable housing.
- 8.10 Although the proposal relates solely to the provision of one and two bed units and does not in isolation provided a mix of housing as required by **Policy BSC 4**, the proposal must be seen in the context of the wider Former RAF Upper Heyford strategic allocation.
- 8.11 When considered as a key part of the wider and on-going comprehensive redevelopment for Heyford Park, the proposals will contribute to the overall range and mix of affordable housing provided across the wider site and when seen as a holistic part of the strategic allocation, will enable the requirements of both **Policies BSC 4** and **Villages 5** to be achieved.
- 8.12 In terms of the type of affordable housing proposed, 100% (8 units) are proposed to be in the form of affordable rent. Whilst this would not accord with **Policy BSC3** 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.
- 8.13 The provision of affordable housing across the wider Heyford Park development is primarily controlled by the Deed of Variation (the DoV) dated 12<sup>th</sup> October 2017 between the owners of Heyford Park and the Council.
- 8.14 The DoV specifies both the tenure and mix of affordable units to be provided, stating that a total of 309 affordable units are to be provided with a tenure split of 52% affordable rent and 48% Intermediate / Shared Ownership.
- 8.15 The DoV goes onto confirm that across these tenures a range of 1 and 2 bed flats and maisonettes are required, as per those contained in the current application proposals.
- 8.16 Given this agreed level and form of provision, the current scheme will ensure that the appropriate ratio of tenures is provided when the overall delivery of affordable housing is considered across Heyford Park.

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### **Summary**

- 8.17 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, BSC4 and Policy Villages 5** in this regard. The use of a single affordable housing type 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.
- 8.18 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.



## **9. PLANNING AND DESIGN ASSESSMENT**

- 9.1 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.
- 9.2 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**

- 9.3 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.
- 9.4 The acceptability of residential units on the application in connection with outline permission 10/01642/OUT has been firmly accepted by the previous granting of reserved matters approval 17/00973/REM for the construction of 17 residential units across this application site and the adjacent land to the west.
- 9.5 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.
- 9.6 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 762 (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.

- 9.7 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.
- 9.8 The remainder of this section will therefore consider the design approach of the development to determine whether it is acceptable in this regard.
- 9.9 This consideration will also have regard to any differences between the current reserved matters proposals and those approved for Phase 5C under reference 17/00973/REM in March 2018.

### **Reserved Matters Considerations**

#### **Design Code**

- 9.10 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.
- 9.11 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).
- 9.12 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.”

9.13 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 to Carswell Circle;
- To the north west of the character area, new development will take full account of the scale of the existing hangars.”

9.14 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

9.15 The Phase 5C application site does not include any areas of public highway but includes three new access from the public highway. Rear parking is accessed from these three points along Camp Road.

9.16 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 Statement of Compliance 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-5D-5(R)-105** and demonstrates acceptability in this regard meaning that cars can enter and exit these areas in forward gear.

- 9.17 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 highway (ST2) to the east.
- 9.18 The footways will be adopted following construction (extent of adoption shown on drawing no. **0521-PH5C-5D-5(R)-107**). Similarly, access can be readily achieved by residents of the apartment block to the dedicated cycle storage facility located in the communal parking area.
- 9.19 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.
- 9.20 In access terms the arrangements with regard to the number and location of the Camp Road access points remain as previously approved by the Council under reserved matters decision 17/00973/REM. The sole change is the deletion of the need to secure access to the under-croft garage access from ST2 to the east of the site, which has been negated given the enhanced parking court provided to the rear of the apartments.

#### Layout

- 9.21 The layout of the development is demonstrated on drawing no. **0521-PH5C-102** and is described at Section 3 of this Statement.
- 9.22 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 13 dwellings within this 0.27ha site and will comprise 48dph. While in isolation, this is above the density of within the Design Code, it is noted that the proposals include a significant of apartments which when considered alongside the fact that Phase 5C does not include any matters such as play areas, represents an acceptable density which maximises the efficient use of land.
- 9.23 As noted above this level of development direct accords with that of the previously reserved matters approval 17/00973/REM granted by the Council.

- 9.24 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 with five dwellings immediately fronting onto Camp Road, with the primary elevation of the apartments also directly addressing this aspect and providing a prominent building line in accordance with the Design Code.
- 9.25 This prominent building line is reinforced via the use of short terraced and semi-detached units which again directly reflect topology set out in the Design Code.
- 9.26 Furthermore, the location of the apartment block 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 providing a transitional visual link between the two character areas.
- 9.27 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 this requirement in that parking will be provided in a mixture of garages for two dwellings and a rear parking court for the remaining dwelling houses and shared, courtyard parking for the apartments.
- 9.28 The provision of rear parking courts also assists with the achievement of sufficient privacy distances from properties proposed within Phase 5C and those to the south within Dorchester Phase 5.
- 9.29 Garages will be of suitable internal dimensions (3m x 6m) with the rear parking courts not serving more than eight units, again in compliance with Design Code requirements.
- 9.30 Locations for refuse storage are shown at drawing no. **0521-PH5C-5D-5(R)-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.
- 9.31 The apartments will have communal refuse storage located to the rear of the proposed substation, convenient to the highway for ease of collection. The layout and positioning of refuse storage are therefore acceptable.

- 9.32 These overall characteristics are replicated on the new full application proposals to the immediate west of the application site on Phase 5D, enabling a consistent layout to be provided.
- 9.33 In summary the layout closely reflects that previously approved as part of reserved matters 17/00973/REM with the sole change being the substitution of the originally proposed two pairs of semi-detached units with a terrace of three units.

#### Scale

- 9.34 The development's scale is shown within the elevations contained within the Housetype Booklet **no. 0521-PH5C-5D-5(R)-HTB-ISSUE 2** and Street scenes **no. 0521-PH5C-5D-5(R)-103**.
- 9.35 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.
- 9.36 The proposed development at Phase 5C is considered to meet these requirements. Buildings are 3 storey throughout the phase, being generally greater than the predominantly two storey dwellings in the CA4 character area further along Camp Road.
- 9.37 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.
- 9.38 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

- 9.39 The appearance of the proposed dwellings and flat block are shown in the Housetype Booklet no. **0521-PH5C-5D-5(R)-HTB-ISSUE 2**. The garages to serve

the dwellings on Plots 22 and 23 and bin and cycle store for the flat block are shown in drawing no. **0521-PH5C-5D-5(R)-109** and substation is shown on drawing no. **GTC-E-SS-0010\_R1-7\_1\_of\_1**.

- 9.40 The development is shown in context in street scene drawing no. **0521-PH5C-5D-5(R)-103** and the proposed external materials are shown on drawing no. **0521-PH5C-5D-5(R)-108**.
- 9.41 Regarding materials, the Design Code states that walls should be predominantly brick or render and roofs should be slate or slate effect. In this regard the dwellings, apartment block and substation will have walls finished in red brick (Ibstock Audley Red or similar) and grey slate (Marley 'Rivendale' or similar). 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.
- 9.42 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.
- 9.43 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.
- 9.44 This compliance is further enhanced by steep roof pitches, ridged onto Camp Road.
- 9.45 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-5D-5(R)-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.

- 9.46 As before, the overall design approach and materials for this phase reflects that previously approved under reserved matters 17/00973/REM, with the coverage, scale and materials consistent across the two proposal.
- 9.47 In addition, the street scene indicate on drawing no: **0521-PH5C-5D-5(R)-103** demonstrate identical materials and design approach for the adjacent units on Phase 5D, ensuring that visual continuity is created and maintained along Camp Road.

#### Landscaping

- 9.48 The Detailed Planting Proposals drawing no. **1619 5C 01 Rev.H** show the soft landscaping works associated with this phase. Further, the External Works are shown on drawing no. **0521-PH5C-5D-5(R)-104**.
- 9.49 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.
- 9.50 The landscape proposals along Camp Road for this phase meet these requirements. Proposals include the provision of grassed verges and planting of hedging and shrubs. The planting of four Whitebeam trees are 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.
- 9.51 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.
- 9.52 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**

- 9.53 The application is supported by a **Flood Risk Assessment Compliance** (Version 2 dated January 2019) report 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**

- 9.54 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.
- 9.55 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 north and 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 hedging using species currently found in the vicinity.
- 9.56 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.
- 9.57 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.
- 9.58 Further, the suitability of the proposals with respect to flood risk means the application complies with the relevant criteria of the **NPPF (Section 10) and Local Plan Policies Villages 5, ESD6, ESD7 and ESD8**.
- 9.59 This accordance with Development Plan Policy and the requirements of Outline Planning Permission 10/01642/OUT is underpinned by the consistency of the current proposals with a similar reserved matters approval for residential

development granted by the Council under reference 17/00973/REM in March 2018.

## 10. CONCLUSIONS

- 10.1 The principle of residential at Dorchester Phase 5C has already been established through outline planning permission ref: 10/01642/OUT and the 13 dwellings proposed will remain consistent with **Local Plan Policy Villages 5**, which confirms Heyford Park as a Strategic Allocation.
- 10.2 Consideration of 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. It has been demonstrated that the proposals closely mirror a previous residential scheme for Phase 5C, formally accepted and approved by the Council under reference 17/00973/REM in March 2018.
- 10.3 The proposals are also appropriate in terms of flood risk, complying with the approved Flood Risk Assessment for the wider development.
- 10.4 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.
- 10.5 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.
- 10.6 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.
- 10.7 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.
- 10.8 Alongside this Development Plan compliance, it has also been shown that the proposals will have a positive impact on the ability to secure additional residential development and growth on Heyford Park. Through the more efficient use of brownfield land, the proposals will bring forward the ability to deliver additional

housing of both open market and affordable tenures on the sustainable settlement of Heyford Park, thereby enhancing housing stock and accelerating housing delivery rates in line with the core objectives of the Oxfordshire Housing and Growth Deal.

- 10.9 Given the overall positive nature of the proposals, it is respectfully considered that this reserved matters application should be approved.

