

Case Officer: Andrew Lewis

Recommendation: Approve

Applicant: Heyford Park Settlements LP

Proposal: Reserved matters to 10/01642/OUT - Dorchester Phase 7A, comprising the provision of eleven, two bed affordable dwellings with associated landscaping, car parking, infrastructure and external works.

Expiry Date: 19 July 2019

Extension of Time: 07 October 2019

1. APPLICATION SITE AND LOCALITY

- 1.1. This application site is a 0.25 hectare parcel of land fronting an existing internal road on the north side of Camp Road on the former RAF/USAF Upper Heyford base. Until recently it was occupied by a tyre depot and storage unit. To the rear of the site, the land is used as part of the car operations undertaken by BCA. Land south of the access road is currently the subject of a residential development approved as part of an earlier phase of the same outline planning permission in the Trident Area.
- 1.2. In terms of the uses on Upper Heyford, the military use ceased in 1994 and since 1998 the site as a whole has accommodated a number of uses in existing buildings, first under temporary planning permissions and latterly under a permanent permission granted on appeal and subsequent applications. Please refer to the planning history section of this report for further detail.
- 1.3. The base was designated a conservation area in 2006, its primary architectural and social historic interest being its role during the Cold War. The nature of the site is defined by the historic landscape character of the distinct zones within the base. The designation also acknowledges the special architectural interest, and as a conservation area, the character of which it is desirable to preserve or enhance and provides the context and framework to ensure the setting and appearance of sections of the Cold War landscape are preserved. The base was divided into three main functional character areas: Flying Field, Technical and Settlement.
- 1.4. This application site falls within the "Technical Site" character zone of the Settlement Area as classified in the Conservation Appraisal which can be summarised below:

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

Conservation Area Appraisal' produced by the council (CDC) in 2006. None of these designated structures are located within the boundary of the application site or in proximity to it. The buildings on this part of the site have all been demolished and consisted of a mix of non-residential uses. The land has been levelled and is ready for development.

- 1.6. This application has been submitted as part of a series of amended schemes that seek to provide additional housing as part of the Growth Deal for Oxfordshire. As a result the Council has received 4 amended reserved matters applications that provide the requisite number of units to comply with the original outline planning permission and s106 agreement for social housing, together with a detailed application (ref 19/00446/F) for 57 units that amends the number of units around Trenchard Circle and provides a net uplift of 41 additional units above what was approved in 2010 under the outline planning permission (ref-10/01642/OUT.) This is explained in this report's appraisal of this application but in far more detail in Section 5 of the Planning Statement submitted as part of the documentation to accompany this application.

2. DESCRIPTION OF PROPOSED DEVELOPMENT

- 2.1. The land was originally identified as green infrastructure, however, through discussions with CDC, more appropriate areas of green infrastructure and sports pitch provision were secured at alternative locations within the New Settlement Area. This includes sports provision created to the rear of Heyford Park House, on an area originally identified for residential use (ref: 16/01904/F). The site is now coming forwards to provide residential development, without compromising the quantum of green infrastructure or residential development envisaged by the outline permission (10/01642/OUT).
- 2.2. As such, the application proposes residential development on the site pursuant to the outline planning permission. The proposal provides the detailed matters of access, appearance, landscaping, layout and scale in relation to parcel Phase 7A. The scheme proposes the details for 11no. affordable rent homes. This scheme therefore provides 100% affordable housing and contributes to the requirement for 30% affordable housing across the wider development.
- 2.3. The proposed dwellings comprise of 11no. 2 bedroom homes arranged so as to front the Secondary Street, ST2.
- 2.4. Parking is provided at the rear of the dwellings, with a mixture of tandem bays and single parking bays. The exception to this is plot 796, with parking provided to the side of the dwelling in a tandem driveway arrangement.
- 2.5. The dwellings have a simple, modern design using a limited palette of materials to reflect the architecture seen within the CA3 – Trident Character Area, as identified in the Conservation Area Character Appraisal.

3. RELEVANT PLANNING HISTORY

- 3.1. The following planning history is considered relevant to the current proposal:
- 3.2. In terms of the uses on Upper Heyford, the military use ceased in 1994. Since 1998 the site has accommodated a number of uses in existing buildings, first under temporary planning permissions and latterly under a permanent permission granted on appeal and subsequent applications.

- 3.3. Numerous applications have been made seeking permission over the last 20 years or so to either develop the base or large parts of it and numerous of them have gone to appeal. The most significant was application ref 08/00716/OUT. This was subject to a major public inquiry that commenced in September 2008. The Council received the appeal decision in January 2010 that allowed *“A new settlement of 1075 dwellings, together with associated works and facilities including employment uses, community uses, school, playing fields and other physical and social infrastructure (as amended by plans and information received 26.06.08).”*
- 3.4. In terms of the policy considerations, the Secretary of State (SoS) thought the development was in general conformity with the Oxfordshire Structure Plan policy H2 (the relevant development plan policy at the time) which sought to provide a community of about 1000 dwellings with schools and employment opportunities, and that it would enable environmental improvements, conserve heritage interests and provide appropriate level of employment.
- 3.5. The SoS concluded the proposal would substantially accord with the development plan, meaning Structure Plan policy H2. A sustainable and reasonable balance was secured between retaining the built and natural heritage, and providing an appropriate and proportionate level of employment in the context of the site's location and access to services. The grant of planning permission authorised many of the uses being undertaken at the site and sets out the template for future development.
- 3.6. The development of the settlement and technical areas was delayed as the site was acquired by new owners and current applicants who decided to refine the approved scheme. As a result, a new masterplan was drawn up and submitted as part of an outline application for:
- “Proposed new settlement for 1075 dwellings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure”* and was granted permission on 22nd December 2011 (ref 10/01642/OUT).
- 3.7. The planning permission included a number of plans with which compliance was required including a masterplan, a retained buildings plan and other plans showing layouts all of which included the demolition of all buildings on this site. A number of reserved matters have been submitted, approved and implemented for permission 10/01642/OUT. This includes permissions for the current parcels subject of the current applications. As a result of this the new settlement is starting to take shape.
- 3.8. Furthermore, the whole base is currently subject of a further masterplan application (reference 18/00825/HYBRID) seeking to implement the Cherwell Local Plan policy Villages 5. Below is a list of the most relevant applications referred to above and relevant to the current proposal:

<u>Application Ref.</u>	<u>Proposal</u>	<u>Decision</u>
08/00716/OUT	OUTLINE application for new settlement of 1075 dwellings, together with associated works and facilities including employment uses, community uses, school, playing fields and other physical and social infrastructure (as amended by plans and information received 26.06.08).	REF but permitted at appeal

10/01642/OUT	Outline - Proposed new settlement of 1075 dwellings including the retention and change of use of 267 existing military dwellings to residential use Class C3 and the change of use of other specified buildings, together with associated works and facilities, including employment uses, a school, playing fields and other physical and social infrastructure	PER
10/01619/CAC	Demolition of existing structures (as per Conservation Area Consent Schedule and Drawing No. D.0291 38-1)	PER
13/00153/DISC	Discharge of Condition 8 of 10/01642/OUT (Design Codes)	PER
16/00864/REM	Reserved Matters Application for 10/01642/OUT - Dorchester Phase 8 (Trident) only. The application represents the provision of 91 residential units of mixed type (dwellings and apartments) and tenure (open market and affordable) with associated gardens, access roads, car parking, landscaping, a local area of play (LAP), utilities and infrastructure.	Application Permitted
16/01904/F	Formation of car park and tennis courts with associated landscaping and infrastructure and pedestrian access to Camp Road	Application Permitted
17/00663/F	Construction of roads with associated infrastructure within the Heyford Park development	Application Permitted
17/00983/REM	Reserved matters application to 10/01642/OUT - In respect of Bovis Parcel B4A and B4B to provide 29 open market and 71 affordable dwellings	Application Permitted
18/00825/HYBRID	Demolition of buildings and structures as listed in Schedule 1; Outline planning permission for up to 1,175 new dwellings (Class C3); 60 close care dwellings (Class C2/C3); 929 m2 of retail (Class A1); 670 m2 comprising a new medical centre (Class D1); 35,175 m2 of new employment buildings, (comprising up to 6,330 m2 Class B1a, 13,635 m2 B1b/c, 9,250 m2 Class B2, and 5,960 m2 B8); 2.4 ha site for a new school (Class D1); 925 m2 of community use buildings (Class D2); and 515 m2 of indoor sports, if provided on-site (Class D2); 30m in height observation tower with zip-wire with ancillary visitor facilities of up of 100 m2 (Class D1/A1/A3); 1,000 m2 energy facility/infrastructure with a stack height of	Pending Consideration

up to 24m (sui generis); 2,520 m2 additional education facilities (buildings and associated external infrastructure) at Buildings 73, 74 and 583 for education use (Class D1); creation of areas of Open Space, Sports Facilities, Public Park and other green infrastructure; Change of Use of the following buildings and areas: Buildings 357 and 370 for office use (Class B1a); Buildings 3036, 3037, 3038, 3039, 3040, 3041, and 3042 for employment use (Class B1b/c, B2, B8); Buildings 217, 3102, 3136, 3052, 3053, 3054, and 3055 for employment use (Class B8); Buildings 2010, 3008, and 3009 for filming and heritage activities (Sui Generis/Class D1); Buildings 2004, 2005 and 2006 for education use (Class D1); Buildings 366, 391, 1368, 1443, 2007, 2008 and 2009 (Class D1/D2 with ancillary A1-A5 use); Building 340 (Class D1, D2, A3); 20.3ha of hardstanding for car processing (Sui Generis); and 76.6ha for filming activities (Sui Generis); the continuation of use of areas, buildings and structures already benefiting from previous planning permissions, as specified in Schedule 2; associated infrastructure works including surface water attenuation provision and upgrading Chilgrove Drive and the junction with Camp Road

19/00438/REM	Proposal: Reserved matters to 10/01642/OUT - Dorchester Phase 5C, comprising the provision of 13 residential units (5 open market and 8 affordable) with associated landscaping, car parking, infrastructure and external works. Location: Phase 5C Camp Road Upper Heyford	Application Permitted
19/00440/REM	Reserved Matters to 10/01642/OUT - Dorchester Phase 8A, comprising the provision of twenty four affordable residential units with associated landscaping, car parking, infrastructure and external works	Pending Consideration
19/00441/REM	Reserved Matters to 13/01811/OUT - Dorchester Phase 5, comprising the provision of seven open market dwellings with associated landscaping, car parking, infrastructure and external works.	Application Permitted

4. PRE-APPLICATION DISCUSSIONS

4.1. The following pre-application discussions have taken place with regard to this proposal:

- The principle of increasing the density and changing the mix on this part of the site was acceptable
- There is a need to look closely at some of the details to make sure they enhance/preserve the character/appearance of the conservation area, there is adequate parking, design/landscaping is acceptable, etc.
- The Landscape Officer asked if there is a service/foul and surface water drainage layout available, to ensure that there is no conflict with the proposed trees/tree pit. It was advised that tree pit details should be submitted.
- In conclusion the principle of the scheme is one that can be supported.

5. RESPONSE TO PUBLICITY

5.1. This application has been publicised by way of a site notice displayed near the site, by advertisement in the local newspaper, and by letters sent to all properties immediately adjoining the application site that the Council has been able to identify from its records. The final date for comments was **25 April 2019**, although comments received after this date and before finalising this report have also been taken into account.

5.2. No comments have been raised by third parties.

6. RESPONSE TO CONSULTATION

6.1. Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website, via the online Planning Register.

Heyford Park Shadow Council

6.2. Response received, no comments made.

STATUTORY CONSULTEES

6.3. Oxfordshire County Council Highways

Response received, objection. Clarification is sought regards to whether the proposal would represent an overall increase in the housing numbers above those approved by application 10/10642/OUT. Concern is raised regarding the parking spaces adjacent to plots 796, 801 and 802. There is concern that there are insufficient details regarding the refuse collection for plots 796-800, 803 and 806. It is advised that it may be possible to secure these clarifications, by condition.

6.4. Historic England

Response received, no comments made.

6.5. CDC Arboricultural Officer

Response received, no objections.

6.6. CDC Strategic Housing

Response received, comments made. Concern is raised regarding the provision of 11 affordable homes as affordable rent. It is preferable if 2 of the properties were shared ownership.

NON-STATUTORY CONSULTEES

6.7. Thames Water

Response received, no objections raised.

7. RELEVANT PLANNING POLICY AND GUIDANCE

7.1. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

7.2. The Cherwell Local Plan 2011-2031 - Part 1 was formally adopted by Cherwell District Council on 20th July 2015 and provides the strategic planning policy framework for the District to 2031. The Local Plan 2011-2031 – Part 1 replaced a number of the 'saved' policies of the adopted Cherwell Local Plan 1996 though many of its policies are retained and remain part of the development plan. The relevant planning policies of Cherwell District's statutory Development Plan are set out below:

CHERWELL LOCAL PLAN 2011 - 2031 PART 1 (CLP 2031 Part 1)

- ESD15 - The Character of the Built and Historic Environment
- VIL5 - Former RAF Upper Heyford
- PSD1 - Presumption in Favour of Sustainable Development
- BSC1 - District Wide Housing distribution
- BSC2 - The Effective and Efficient Use of Land
- BSC3 - Affordable Housing
- BSC4 - Housing Mix
- ESD1 - Mitigating and Adapting to Climate Change
- ESD2 - Energy Hierarchy
- ESD3 - Sustainable Construction
- ESD5-Renewable Energy
- ESD6 - Sustainable Flood Risk Management
- ESD7 - Sustainable Drainage Systems (SuDS)
- ESD10 - Protection and Enhancement of Biodiversity and the Natural Environment
- ESD13 - Local Landscape Protection and Enhancement
- ESD15 - The Character of the Built Environment
- ESD17 - Green Infrastructure
- INF1 - Infrastructure
- SLE4 - Improved Transport and Connections

CHERWELL LOCAL PLAN 1996 SAVED POLICIES (CLP 1996)

- C28 - Layout, design and external appearance of new development
- C23-Retention of features contributing to character or appearance of a conservation area
- C30 - Design of new residential development
- TR1-Transportation Funding
- ENV1: Pollution
- ENV12: Contaminated Land

Under Section 38 of the Planning and Compulsory Purchase Act 2004, a Neighbourhood Plan that has been approved at referendum also forms part of the statutory development plan for the area. In this case, the application site falls within the Mid-Cherwell Neighbourhood Plan area, and the following Policies of the Neighbourhood Plan are considered relevant:

- PD4: Protection of important views and vistas

7.3. Other Material Planning Considerations

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- Cherwell Residential Design Guide (2018)
- RAF Upper Heyford Conservation Appraisal 2006 (UHCA)

In addition, a design code was approved in October 2013 in order to comply with Condition 8 of planning permission 10/010642/F. This was required “to ensure that the subsequent reserved matters applications are considered and determined by the Local Planning Authority in the context of an overall approach for the site consistent with the requirement to achieve a high quality design as set out in the Environmental Statement, the Revised Comprehensive Planning Brief for the site, and Policies UH4 of the Non Statutory Cherwell Local Plan, H2 of the Oxfordshire Structure Plan 2016 and to comply with Policies CC6, CC7 and H5 of the South East Plan 2009.”

7.4. Council Corporate Priorities:

Cherwell District Council’s Business Plan for 2019-20 sets out the Council’s three strategic priorities which form our overarching business strategy. Below these are the key actions for the year 2019–20. This is a strategy which looks to the future taking into account the priorities and aspirations of the communities who live and work in the district.

The three corporate priorities are to ensure the District is “Clean, Green and Safe”, that it supports “Thriving Communities & Wellbeing”, and is a District of “Opportunity & Growth”. All three priorities are of significance to the determination of planning applications and appeals. Below these priorities, the key actions which are of most relevance to planning applications and appeals are: (1) deliver the Local Plan; (2) increase tourism and increase employment at strategic sites; (3) develop our town centres; (4) protect our built heritage; (5) protect our natural environment; (6) promote environmental sustainability; (7) promote healthy place shaping; (8) deliver the Growth Deal; (9) delivery innovative and effective housing schemes; and (10) deliver affordable housing.

The remaining key actions may also be of significance to the determination of planning applications and appeals depending on the issues raised.

The above corporate priorities are considered to be fully compliant with the policy and guidance contained within the National Planning Policy Framework and National Planning Practice Guidance.

8. APPRAISAL

- 8.1. An outline application that proposed: “A new settlement of 1075 dwellings, together with associated works and facilities including employment uses, community uses, school, playing fields and other physical and social infrastructure (as amended by

plans and information received 26.06.08).” was granted planning permission in 2010 following a major public inquiry (ref 08/00716/OUT).

- 8.2. The permission with regard to the flying field was implemented but a subsequent second application was submitted for the settlement area. That permission for a new settlement was granted in December 2011 (ref 10/01642/OUT). The permission was in outline so details of layout, scale, appearance, landscaping and access (the reserved matters) had to be submitted within a period of ten years.
- 8.3. The appeal and subsequent planning decisions have already been taken into account by the Council as part of its Local Plan and the development of former RAF Upper Heyford is seen as the major single location for growth in the District away from Banbury and Bicester. Furthermore, in the CLP 2031 Part 1, additional sites were allocated for development in and around Heyford. Since then much work has been undertaken by the applicants to create a masterplan for Heyford Park in line with Policy Villages 5 of the CLP 2031 and an application (ref 18/00825/HYBRID) has now been submitted to achieve that.
- 8.4. Extensive discussions have been had earlier in the process for the design codes and pre app advice has been given about the architectural form and detail of the parcels subject of this application. As the site is located within the RAF Upper Heyford Conservation Area it is critical that the development reinforces and enhances the character of this area. Many of the residential buildings across the wider Heyford site were built in the early 20th century and have a character that can be best described as a simple / pared back Arts and Crafts character and that has been the main theme for the housing on phase 5.
- 8.5. Application 16/00864/REM is relevant to the consideration of this application, which granted reserved matters approval for a wider development on Phase 8 for 91 homes and associated works. This application site formed part of the earlier application site approved under 16/00864/REM and varies the housing numbers. Part of the earlier reserved matters approval has been implemented.
- 8.6. It is repeated that this application site, together with the other three being dealt with concurrently at Heyford Park, already benefits from a current permission but as the applicant states in their Planning Statement: “The key difference is not therefore the use to which the land is put, but rather the manner and form in which the use is brought forward. The application proposals enable the ability to procure a more efficient use of these identified brownfield sites and to provide additional growth and housing delivery therein. Through the use of more efficient layouts and higher densities, the principle of additional development at this location fully accords with the identification of Heyford Park as a sustainable settlement within Policy Villages 5 and the desire to achieve the most efficient use of land as set out in Policy BSC 2 and NPPF paragraph 117. Alongside this development plan compliance, the taking of opportunities to provide additional growth and advanced housing delivery across a range of tenures within sustainable settlements and locations, fully embraces the objectives of the Oxfordshire Housing and Growth Deal (OHGD).”
- 8.7. The OHGD is the allocation by the Government in 2017 of £215 million of funding in order to support the planned delivery of 100,000 more houses in Oxfordshire, the funding contributing to affordable housing, accelerated housing delivery and infrastructure provision. In this case the application is one of four submitted as reserved matters to comply with the outline planning permission and provides in conjunction with other modifications to schemes at Heyford, including one full application ref 19/00446/F, a net additional 41 units as part of the growth deal.

8.8. Turning to the detail of this application, Officers' consider the following matters to be relevant to the determination of this application:

- Planning Policy and Principle of Development;
- Design, Layout, Density and Appearance;
- Impact on Heritage Assets;
- Affordable Housing;
- Landscape Impact;
- Accessibility, Highway Safety and Parking

Planning Policy and Principle of Development

8.9. This application seeks approval of reserved matters for a permission that predates the current NPPF and the adopted Cherwell Local Plan 2011-2031. Nevertheless, current policy considerations should be applied and these are set out below.

8.10. Paragraph 11 of the NPPF makes it clear that there is a presumption in favour of sustainable development and that permission should be granted unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits when assessed against policies in the Framework taken as a whole. There remains a need to undertake a balancing exercise to examine if any adverse impacts of a development would significantly and demonstrably outweigh the benefits of it and also the harm that would be caused by a particular scheme in order to see whether it can be justified. In carrying out the balancing exercise it is, therefore, necessary to take into account policies in the development plan as well as those in the Framework. It is also necessary to recognise that Section 38 of the Act continues to require decisions to be made in accordance with the development plan and the Framework highlights the importance of the plan led system as a whole.

8.11. The Development Plan for Cherwell District comprises of the saved policies in the adopted Cherwell Local Plan 1996 and the adopted Cherwell Local Plan 2011-2031. The Mid- Cherwell Neighbourhood Plan also forms part of the Development Plan for the area. Section 70(2) of the Town and Country Planning Act 1990 provides that in dealing with applications for planning permission, the local planning authority shall have regards to the provisions of the development plan in so far as is material to the application and to any material considerations. Section 38 of the Planning and Compulsory Purchase Act 2004 requires that if regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination shall be made in accordance with the development plan unless material considerations indicate otherwise. This is also reflected in the National Planning Policy Framework (NPPF) at paragraph 12 which makes it clear that the starting point for decision making is the development plan.

8.12. Policy Villages 5 of the CLP identifies the former military base as a strategic site in the rural area for a new settlement. The land subject of this application is identified within that policy as part of a potential development area. The policy seeks to achieve a settlement of approximately 1600 dwellings in addition to those already approved. The policy also goes on to lay down specific design and place making principles including avoiding development on more sensitive and historically significant sites, retain features that are important for the character and appearance of the site, encourage biodiversity enhancement, environmentally improve areas, integrate the new and existing communities and remove structures that do not make a positive contribution to the site's special character.

8.13. The plans and supporting documentation demonstrate its conformity with the development plan. The significant elements are:

- Provision of further housing in order to meet the housing target and trajectory
- Provision of over 30% affordable housing on the additional housing
- A satisfactory mix of dwellings including smaller units
- The environmental improvement of the locality
- A commitment to quality design and finishes reflective of the style seen at RAF Heyford
- Scale and massing of new buildings to reflect their context
- Integration and connectivity to the surrounding development
- Retention and reinforcement of the main hedging and trees

8.14. The main issues will be discussed in more detail below but in principle the application is seen to conform to Policy Villages 5.

Design, Layout, Density and Appearance

8.15. In the supporting documentation submitted accompanying the application, the scheme is assessed against the Design Code in order to ensure the design is consistent, compliant and sympathetic to the Design Code's objectives. Within the Design Code, Phase 7A falls outside of a defined Character Area however, due to its close proximity to the Trident, it is considered the specification of Character Area 3 'Trident Housing' (CA3) is most relevant. It requires:

“the vision for this area is based around a campus style of development, with clearly defined buildings that sit within an open structure:

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

8.16. The layout of the proposed development complies within the Indicative Density Plan for CA3 within the Design Code, as well as the Indicative Building Heights Plan with 2 storey development. A density of 44dph is provided, which falls within the indicative range of 31-50dph as shown on the Indicative Building Density Plan.

8.17. The buildings materials are drawn from a simple palette of red brick (Ibstock Audley Red or similar) and grey slate (Marley 'Rivendale' or similar). This limited palette of materials reflects the Architecture of the surrounding approved development with a maximum of 3-4 finishes on a single elevational composition.

8.18. Having carefully considered the proposals Officers are content that the above assessment is correct and that the design approach proposed, including density, is compliant with the Design Code for Heyford. The proposals will safeguard the character and appearance of the Conservation Area and they comply with the

principles set down in Policy Villages 5 and ESD 15, and CLP96 policies C28 and C30 for design and place shaping.

Impact on Heritage Assets

- 8.19. The site falls within the boundary of the RAF Upper Heyford Conservation Area, within which a number of Listed Buildings and Scheduled Monuments are situated. However, there are no Listed Buildings or Scheduled Monuments that are located in the direct vicinity of the application site.
- 8.20. Legislation relating to the historic environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides statutory protection for Listed Buildings and Conservation Areas. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in carrying out its functions as the Local Planning Authority in respect of development in a conservation area: special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 8.21. The proposed works would form part of the overall redevelopment of the former RAF Upper Heyford New Settlement area and within that context, it is important to recognise the application site is only a small part of the Conservation Area and is within an area that benefits from an extant permission for a similar scale of residential development. It is therefore relevant to consider the implications of the proposed development on the Conservation Area in this context.
- 8.22. The former RAF Upper Heyford Military Base was designated as a Conservation Area, reflecting the key role the military base play in the Cold War years and its distinctive military architecture and layout. As outlined in the RAF Upper Heyford Conservation Area Appraisal, the site falls within the Technical Area, one of the number of character areas the wider site is divided into.
- 8.23. The Technical Area is described as having a 'campus' layout, with a mix of building function in an open setting with organised tree planting.
- 8.24. Whilst the works would result in a change to the character of this part through the construction of new building on the site, the site is a vacant development parcel which has been designed to be in keeping with surrounding approved development. The proposed layout integrates well with the previously approved layout for Phase 8 opposite. The properties will have an active frontage onto existing roads which extend from the trident layout of the Technical Area, which reinforces the character of this part of the Conservation Area.
- 8.25. Overall, it is considered the proposed development would not cause harm to the character and appearance of the Conservation and therefore, would accord with National and Local Planning policy.

Affordable Housing

- 8.26. The proposed development is a 100% affordable housing scheme. The development would contribute to the 30% affordable housing requirement across the wider site as outlined in the S106 agreement attached to outline consent 10/01642/OUT.
- 8.27. Whilst it is noted that the Strategic Housing Officer has raised concerns with the full affordable rent provision of this scheme, given the site's location and the evidence submitted as part of the Affordable Housing Statement which demonstrates a need

for this type of tenure, it is considered reasonable for the units to be fully affordable rent.

Landscape Impact

- 8.28. The landscape setting is an important part of the proposed character of the area. There are no important trees within site but the principle has been established which this scheme follows to continue the verge and significant trees along the road frontages with further planting within the site. These should form an attractive feature framing of the site. Further landscaping is provided through the layout. The applicant has set up a management company responsible for maintenance of the landscaping at Heyford Park. This keeps control of some of the hedging and trees out of the domain of the individual householder and an adoption plan illustrates this.

Traffic, Access and Parking

- 8.29. Whilst it is noted that Oxfordshire County have objected on the grounds that clarification should be sought with regards to the total housing numbers, vision splays from parking spaces and refuse collections, it is considered that these matters can be resolved through the imposition of conditions as recommended by the Highways Officer.
- 8.30. The development follows the masterplan and the Design Code in terms of the access arrangements. The aim of the design code is to promote a greater continuity of frontage and considers rear parking acceptable here. Each house has two parking spaces. Visitor parking is provided to the rear within the courtyard. Plans of the tracking have been submitted and although objected to by the County Council they are similar to before. The County recommend the use of conditions if the scheme is approved.
- 8.31. The site will benefit from being adjacent to the primary route for the bus service. It is also close or adjacent to the proposed village centre, school and other services are reasonably close and therefore this part of the development site is an accessible and sustainable one as required by Policy Villages 5. The layout and level of parking reflects the standard set out in the Design Code. Cycle parking is to be provided in sheds serving the houses and would be required to be implemented by way of condition.

9. PLANNING BALANCE AND CONCLUSION

- 9.1. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 requires that the three dimensions to sustainable development (economic, social and environmental) are not undertaken in isolation, but are sought jointly and simultaneously.
- 9.2. It is considered this scheme will now form an area of a distinct character broadly reflecting the design coding for the site. The houses have a variety of designs reflecting the contemporary style and military style seen elsewhere and reflecting the character of Heyford. Taken together they form an appropriate form of development. They provide a decent standard of amenity inside and outside the dwellings. The scheme will provide a significant number of affordable units as well as more housing in total. It is therefore recommended these reserved matters are approved.

10. RECOMMENDATION

That reserved matters consent is granted, subject to conditions

Case Officer: Samantha Taylor

DATE: 20/09/19

Checked By: Alex Keen

DATE: 04/10/19
