

**RESERVED MATTERS APPLICATION FOR PHASE 7A
PURSUANT TO OUTLINE PLANNING PERMISSION
10/01642/OUT COMPRISING THE ERECTION OF
11 DWELLINGS AND ASSOCIATED WORKS**

**PLANNING STATEMENT WITH
AFFORDABLE HOUSING STATEMENT**

**DORCHESTER PHASE 7A, 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**

CONTENTS:

Page No:

1.	INTRODUCTION	1
2.	SITE AND SURROUNDING AREA	3
3.	PLANNING HISTORY	5
4.	APPLICATION PROPOSALS	7
5.	PLANNING POLICY	9
6.	AFFORDABLE HOUSING STATEMENT	18
7.	PLANNING AND DESIGN ASSESSMENT	23
8.	CONCLUSIONS	31

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 11 dwellings with associated landscaping, car parking, infrastructure and associated works forming Dorchester Phase 7A 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 (this document);
 - Heritage Assessment and Impact Study
 - Design and Access Statement (Issue 2);
 - Flood Risk Assessment Compliance for Phase 7a
 - SuDS Maintenance Regime for Phase 7a;
 - 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-PH7A-101**. The site comprises approximately 0.25 hectares of brownfield land which lies central to the former Airbase, immediately to the north of the 'Trident' section of the former technical area of the base and north of Camp Road.
- 2.5 To the north of the site lies the existing commercial areas, with the eastern boundary formed by the internal highway network of the Trident area and existing green infrastructure to the west. To the immediate south, beyond the internal road, lies the Trident area, proposed for residential development in connection with approval 16/00864/REM granted in respect of Phase 8 of the Heyford Park redevelopment for 91 residential units.
- 2.6 In a similar manner, the recent residential development of Soden Road (Dorchester Phase 2) provides the context to the north east of the application site.
- 2.7 Although lying outside of a defined Character Area as specified in the Heyford Park Design Code, approved as part of Outline Permission 10/01642/OUT, the site is located immediately adjacent to the 'Character Area 3 – Trident Housing'. As such this Character Area Code (CA3) is considered the most appropriate and relevant code for the proposal and its requirements have been incorporated accordingly.

- 2.8 Within the Development Uses Parameters Plan, approved as part of the original outline permission, the application site is identified for infrastructure use, with the approved Green Infrastructure Parameter Plan proposing its use for green infrastructure and sports pitch provision. However, following further discussions with the Council post the outline decision, a more appropriate area of green infrastructure / sport provision was identified to the rear of Heyford Park House on land identified on the same Parameter Plans for residential development.
- 2.9 This alternative location for green infrastructure / sport pitches was ultimately secured by way of permission 16/01904/F, granted by the Council in June 2017, for the provision of tennis courts adjacent to Heyford Park House. With this permission in place, the current application site can be released for residential development without comprising the quantum of green infrastructure or residential development envisaged by the original outline permission.

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.
- 3.4 Several further related planning applications have been determined following the comprehensive planning permissions with other advanced proposals pending final determination by the Council. A number of which are relevant to the application site for this reserved matters proposal.
- 3.5 Reserved Matters approval was granted for the erection of 91 dwellings and associated works on land known as Dorchester Phase 8 'Trident', immediately opposite the application site, under reference 16/00864/REM in December 2016. This land was identified for residential development on the Upper Heyford

Development Uses Parameter Plan, with areas of the scheme also falling within the CA3 'Trident Housing' Character Area. At the time of writing construction is ongoing with regard to delivery of this phase.

- 3.6 To facilitate the delivery of the Dorchester Phase 8 'Trident' housing, full planning permission was also granted in June 2017, for amendment and alteration to the existing road infrastructure in the Trident area, under reference 17/00663/F. As a direct result of this permission, the internal estate road to the immediate south of the application site was reclassified from its original classification as a Tertiary Street ST.3 within the approved design code to a Secondary Street ST.2.
- 3.7 In the wider vicinity of the application site, full planning permission has been granted for the Village Centre (South), under reference 16/01000/F which is to include a hotel, brasserie and covered market via the retention, refurbishment and extension of buildings 455 and 457.
- 3.8 This provision is to be supplemented by the proposals for the Village Centre (North) to the east of the site, via approval 18/00513/REM, which will provide a mixed-use scheme of retail, office and residential units.
- 3.9 Further permissions within this area of Heyford Park site include the re-use of building 103 as a heritage centre and the change of use of Hangar 315 B8 Storage and Distribution (reference 16/01545/F)
- 3.10 In terms of the wider overall 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 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.
- 3.12 In addition, at the 20th 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.

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 7A of the Heyford Park development.
- 4.2 Phase 7A comprises the erection of 11 residential dwellings with provision of associated landscaping and infrastructure. The proposed buildings are orientated to front onto the existing internal highway providing street frontage along the curvature of the road.
- 4.3 The proposals include the provision of open car parking spaces for each of the units at the ratio of two spaces per unit with a further two spaces provided for visitor use, set within two parking courts located to the rear of the residential units.
- 4.4 Two principals point of vehicular access for the majority of the units will be taken from the adjacent highway, with pedestrian access to all properties available directly from the street with soft landscaping providing defendable curtilage along the pavement edge.
- 4.5 The plans listed in the table below detail the layout and appearance of the proposals:

Drawing Title	Number
Planning Layout	0521-PH7A-102
Street Scene	0521-PH7A-103
External Works Layout	0521-PH7A-104
Vehicle Tracking Layout	0521-PH7A-105
External Detailing	0521-PH7A-106
Adoption Plan	0521-PH7A-107
Material Layout	0521-PH7A-108 Rev.A

Refuse Plan	0521-PH7A-109
Planting Proposals	1619 A11 01

4.6 The dwellings proposed by the application comprise:

Affordable Housing - Rented	
No. of Beds	No. of Units
2	11
Total Affordable Housing	11
GRAND TOTAL	11

4.7 The proposals include four pairs of semi-detached dwellings and a terrace of three, with all units providing two bed accommodation across two storeys. The plans detailing the appearance and floor plans of the proposed dwellings are shown in the Housetype Booklet and listed in the table below:

Drawing Title	Number	Plot(s)
House Type AF2 Plans & Elevations	0521-PH7A-200	797-805
House Type AF2-SA Plans & Elevations	0521-PH7A-201	796 & 806

4.8 Phase 7A comprises wholly affordable housing, with all 11 of the proposed units to be for affordable rented tenure (100%). This Planning Statement includes an Affordable Housing Statement, which sets out the approach in this regard in more detail.

5. PLANNING POLICY

5.1 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

- 5.2 The Development Plan comprises the policies of the adopted **Cherwell Local Plan 2011-2031**, adopted 20th July 2015. The relevant policies from the adopted Local Plan are considered below.
- 5.3 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.
- 5.4 **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.
- 5.5 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.

5.6 **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%”**

5.7 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.**

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

5.9 **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.

5.10 **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**.

5.11 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

5.12 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:

5.13 **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.

5.14 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

5.15 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.

5.16 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)

- 5.17 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)

- 5.18 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

- 5.19 **The National Planning Policy Framework (NPPF)** in its revised form, was published on 19th February 2019. **The NPPF** sets out the Government’s overarching planning policies for England.
- 5.20 **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."**

5.21 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**.

5.22 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. "

5.23 **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.

5.24 **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.”

- 5.25 **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.
- 5.26 **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.
- 5.27 **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.
- 5.28 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.”

- 5.29 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.”

- 5.30 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. ”

- 5.31 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.
- 5.32 **Paragraph 61-64** concerns the provision of affordable housing and requires major schemes to provide 10% of units for affordable home ownership.
- 5.33 **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.
- 5.34 **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**).
- 5.35 **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.”

- 5.36 **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.
- 5.37 **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.
- 5.38 **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**).
- 5.39 **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.
- 5.40 **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. ”**
- 5.41 **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.”**
- 5.42 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**).

Planning Practice Guidance

- 5.43 On 6th 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.
- 5.44 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.
- 5.45 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).
- 5.46 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.
- 5.47 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.

6. AFFORDABLE HOUSING STATEMENT

Affordable Housing Planning Policy Context

National Planning Policy

- 6.1 The **National Planning Policy Framework (NPPF)** was published in February 2019 with a central aim being to significantly boost the supply of housing.
- 6.2 **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

- 6.3 The Development Plan for the area consists of the Cherwell Local Plan 2011-2031 (adopted July 2015) and includes Former RAF Upper Heyford, of which the application site forms part, as a Strategic Allocation.

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

"Housing

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

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

"Policy BSC 3: Affordable Housing

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

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

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

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

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

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

housing grant/funding and the percentage of affordable housing to be provided.

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

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

6.6 Whilst given the scale of the proposed development (11 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%.

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

Proposals

6.8 This application seeks approval of matters reserved in Outline Planning Permission ref: 10/01642/OUT for Phase 7A of this development. In summary, Phase 7A comprises the erection of 11 dwellings pursuant to the above Outline Planning Permission. The mix of dwellings is as follows:

Affordable Housing – Rented	
No. of Beds	No. of Units
2	11
Total Affordable Housing	11

Development Plan compliance

6.9 It is proposed that all of the 11 proposed units will be affordable housing. 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.

- 6.10 Although the proposal relates solely to the provision of 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.
- 6.11 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.
- 6.12 In terms of the type of proposed affordable housing, 100% (11 units) are proposed to be in the form 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.
- 6.13 The provision of affordable housing across the wider Heyford Park development is primarily controlled by the Deed of Variation (the DoV) dated 12th October 2017 between the owners of Heyford Park and the Council.
- 6.14 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.
- 6.15 The DoV goes onto confirm that across these tenures 2 bed affordable rent dwellings are required, as per those contained in the current application proposals.
- 6.16 Indeed the scheme will ensure that the appropriate ratio of tenures are provided when the overall delivery of affordable housing is considered across Heyford Park .

Summary

- 6.17 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.

- 6.18 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.

7. PLANNING AND DESIGN ASSESSMENT

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

Principle of the development

- 7.3 The principle of residential development on this parcel of land has already been established by the granting of outline planning permission ref 10/01642/OUT. Although the site was identified as land for green infrastructure purposes on the Development Uses Parameter Plan approved as part of the outline permission, subsequent approvals granted by the Council have secured the provision of such infrastructure on more appropriate locations, originally proposed for residential use, within Heyford Park, thereby enabling the release of the application site for residential development without detriment to the requirements and objectives of outline permission 10/01642/OUT.
- 7.4 The Development Plan for the area consists of the adopted Cherwell Local Plan (2011-2031) and is the starting point for decision-making purposes for applications in the District. In terms of the principle of the development here, it is considered that the application proposals do not conflict with the adopted Local Plan, as the proposals are consistent with, and will reinforce, the strategic housing function of the former RAF Upper Heyford Site as defined by **Policy Villages 5**.
- 7.5 The Upper Heyford Site is a strategic allocation within the adopted Local Plan (**Policy Villages 5**) and the Plan confirms the importance of this brownfield site, as a location for a significant increase in housing provision over the plan period, i.e. an increase of 1,600 dwellings. This is in addition to the 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, appearance, layout,

scale and access together with overall compliance with the parent outline planning permission.

- 7.6 Furthermore, the signed SoCG also reiterates the on-going creation of a distinctive new community at Former RAF Upper Heyford and that the implementation of the approved scheme should not be delayed.
- 7.7 There can therefore be no objection in principle to bringing forward the residential development on land at Dorchester Phase 7A.
- 7.8 The remainder of this section will therefore consider the design approach of the development and the associated reserved matters to determine whether it is acceptable in this regard.

Reserved Matters Considerations

Design Code

- 7.9 Condition No.8 of the Outline Planning Permission states that no reserved matters applications are to be made for any phase until a Design Code for that phase of the New Settlement Area has been submitted to approved in writing by the Local Planning Authority. The condition also requires that the development shall subsequently be carried out in accordance with the Design Code.
- 7.10 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 (reference 13/00153/DISC dated 07/11/2013).
- 7.11 The Design Code outlines a number of fundamental principles to be followed in the designing of each phase of the Heyford Park development.
- 7.12 In recognition that the application site fell outside of a defined character area due to its original infrastructure use, it is contended that given the site's clear holistic, physical and locational relationship with the Trident residential area, the most appropriate character area against which the proposal should be considered is that of Character Area 3 'Trident Housing' (CA3).
- 7.13 Section 1 of the Design Code, includes a description of the vision for the Trident Housing (CA3) as:

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

- **much of the character of the Trident area originates from its existing road alignment, which is defined by the formal axial routes which radiate from the apex, adjacent to the Village Centre.**
- **There is 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 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.”**

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

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

- **Buildings that sit within an existing and new landscape structure.**
- **Retain the character of the Trident area in particular the existing road alignment, which is defined by the formal axial routes which radiate from the apex, adjacent to the Village Centre.**
- **New built form to align with historic 45/90 degree building alignment.**
- **Streets are to be defined by existing tree planting which will provide a mature setting for development.**
- **The northern boundary of the Trident area interfaces with some of the large scale airfield buildings and development in this area should take account of the scale of these buildings and reinforce and enhance the character of this area.”**

7.15 The detailed matters of Access, Scale, Layout, Appearance and Landscaping relevant to Phase 7A provided in this application are considered below in the

context of the requirements of the Design Code to establish whether the proposed development is appropriate for this location.

Access

- 7.16 The Phase 7A application site does not include any areas of public highway but includes two access points from the future public highway provided in connection with the residential development of the north perimeter road to the Trident parcel. The two access points from this internal street will provide access to the parking provision for 10 of the units. The remaining unit will take access direct.
- 7.17 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 parking areas within the application site. The Design and Access Statement considers these parking areas against the Design Code specification for private drives / parking courts and demonstrates that the development meets these requirements, including provision of 100% direct access to properties and that cars can manoeuvre safely. Tracking for estates vehicles into the internal parking area accessed from Camp Road is shown on drawing no. **0521-PH7A-105** and demonstrates acceptability in this regard meaning that vehicles can enter and exit these areas in forward gear.
- 7.18 Access for pedestrians and cyclists can be safely taken directly into and from properties from the existing and upgraded road network with the proposed footway on the northern side of the Trident perimeter road, providing safe and convenient access to public transport services and facilities in the Village Centre. The footways will be adopted following construction (extent of adoption shown on drawing no. **0521-PH7A-107**).
- 7.19 There would be no requirement for refuse or emergency vehicles to access the site. Instead, these would be capable of accessing properties and collecting refuse from the public highway around the site. Provision for designated refuse storage points for each dwelling to facilitate this approach, are indicated on drawing **0521-PH7A-109**.

Layout

- 7.20 The layout of the development is demonstrated on drawing no. **0521-PH7A-102** and is described at Section 4 of this Statement.

- 7.21 The Design Code notes that density will be higher in character area CA3 than in peripheral areas, at 41+ dwellings per hectare (dph) which accords with the 38-50 dph range set out on the approved Indicative Building Density Plan within the Design Code.
- 7.22 The proposals comprise 11 dwellings within this 0.25ha site, which gives rise to a gross density of 44 dph, therefore directly according with the requirements of the design code for CA3.
- 7.23 Requirements of the Design Code include the need for layouts to respect and retain the existing radial structure of the Trident area. The proposed development realises this requirement via its direct frontage onto the upgraded northern Trident perimeter roads, which remains unchanged on their original alignment as part of the proposals, with a strong roadside building line emphasising its character and relationship with the wider Trident CA3. This emphasis is enhanced by the use of a dual frontage unit on the western edge of the application site.
- 7.24 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 by way of open bays located within two shared parking court for 10 of the units, with the remaining unit served by dedicated bays to the side. The parking bays will accord with the dimensions specified in the Design Code, with the Design Code acknowledging that CA3 is the one area of Heyford Park where parking courts are to be encouraged.
- 7.25 Dedicated visitor car parking in accordance with Design Code ratios is also proposed.
- 7.26 As highlighted above locations for refuse storage are shown on drawing no. **0521-PH7A-109**. 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.

Scale

- 7.27 The development's scale is shown within the elevations contained within the Housetype Booklet **no. 0521-PH7A-HTB-ISSUE 1** and Street scenes **no. 0521-PH7A-103**.
- 7.28 The Design Code sets out the requirements for scale of development in this character area, CA3. The Code confirms that development will generally have a greater height and enclosure than adjacent parts of Heyford Park with both the Design Code and the approved Building Heights Plan indicating that development in this area should be predominantly between 2 ½ -3 storeys.
- 7.29 The proposed development at Phase 7A is of 2 storey design only and hence falls beneath the parameters set out in the Design Code for CA3. This reduced storey height has arisen from a direct demand for two bed units in respect of ensuring compliance with the affordable housing requirements of the Outline Permission for the wider Heyford Park development. Typically, 2.5 or 3 storey units are not used for the provision of 2 bed affordable accommodation.
- 7.30 In addition, the application site is located at a transitional position between CA3 'Trident Housing' as approved on the Phase 8 proposals and CA8 'Core Housing East' as approved on the Phase 2 proposals. In this context, whilst a number of units approved on Phase 8 Trident are of three storey height, the approved Phase 8 units, immediately opposite the application site are of two storey heights, with the approved units for Phase 2 also being two storey.
- 7.31 Given this approved built form context and the over-arching need to ensure the provision of a mix of affordable units across the wider Heyford Park development, the building heights are considered acceptable.

Appearance

- 7.32 The appearance of the proposed dwellings is shown in the Housetype Booklet no. **0521-PH7A-HTB-ISSUE 1**. The development is shown in context in street scene drawing no. **0521-PH7A-103** and the proposed external materials are shown on drawing no. **0521-PH7A-108 Rev.A**.
- 7.33 Regarding materials, the Design Code states that walls should be predominantly brick or render and roofs should be slate or slate effect. The dwellings will have walls finished in red brick (Ibstock Audley Red or similar) and grey slate (Marley 'Rivendale' or similar). Elevations will also include silver metallic cladding as a

secondary material. This limited palette of materials reflects the contemporary style and meets the requirements of the Design Code in this respect.

- 7.34 The Design Code for the CA3 character area states that buildings will have contemporary details with clean lines and simple detailing with no chimneys. 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, absence of chimneys and vertical cladding to enhance openings and give a greater sense of verticality.
- 7.35 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 drawings no. **0521-PH7A-104 and 0521-PH7A-106** which include 1800mm screen wall, close board fence and panel fence. All boundaries which form key parts of the public realm will be walling, with fencing used in those areas not visible from public vantage points. This will serve to enhance the overall appearance of this phase of the development.

Landscaping

- 7.36 The Detailed Planting Proposals drawing no. **1619 A11 01** show the soft landscaping works associated with this phase. Further, the External Works are shown on drawing no. **0521-PH7A-104**.
- 7.37 The Design Code requires development in this character area to include open frontage boundaries with a lack of formal enclosure. In this regard, the Design Code requires formal street planting, typically with grassed verges and the retention of existing strong planting.
- 7.38 In this regard the proposals indicate open frontage areas with low level hedgerow planting interspersed with tree planting between pairs of properties. Additional ground cover and tree planting is proposed in the rear parking courts to provide visual relief, again in line with the Design Code.
- 7.39 External areas within the site comprising the new access and the parking courtyard will be laid with tarmac and block paving respectively, which is considered appropriate here.

Flood Risk and Surface Water Drainage

7.40 The application is supported by a **Flood Risk Assessment Compliance** report (dated March 2018) that demonstrates that the Proposed Development is in compliance with the overarching approved Flood Risk Assessment and provides details of the proposed foul and surface water drainage treatment, including Sustainable Urban Drainage (SUDs) and environmental protection measures. The Proposed Development is therefore in compliance with the approved Flood Risk Assessment.

Summary

7.41 The above considerations demonstrate that the Phase 7A proposals submitted pursuant to outline planning permission ref: 10/01642/OUT are acceptable in principle, are of high-quality design that is in compliance with the approved Design Code for Heyford park and provide suitable access arrangements.

7.42 The proposals would represent in an attractive development, which use sympathetic materials for the location and be of an appropriate scale and density for this location to the immediate north of the residential redevelopment of the Trident area. The form and layout of the development would also respect the character of the area, and particularly the strong axial routes with the Trident area, by including a consistent building line of semi-detached properties fronting this highway and the planting of trees and hedging using species currently found along the road.

7.43 Access and parking arrangements would also be suitable for this location, with rear parking serving to reinforce and safeguard the radial character of the Trident Road network and the ability to ensure access to and from the public highway can be safely taken by cars, pedestrians and cyclists.

7.44 The development would therefore meet the requirements of the Local Plan **Policy Villages 5**, relating directly to the Heyford Park strategic allocation, and policies **ESD 13 and ESD 15**, plus retained Local Plan 1996 Policies **C23 and C28** and **NPPF** requirements.

7.45 Further, the suitability of the proposals with respect to flood risk means this reserved matters application complies with the relevant criteria of the **NPPF (Section 14)** and Local Plan **Policies Villages 5, ESD6, ESD7 and ESD8**.

8. CONCLUSIONS

- 8.1 The principle of residential at Dorchester Phase 7A has already been established through outline planning permission ref: 10/01642/OUT and the 11 dwellings proposed will remain consistent with Local Plan **Policy Villages 5**, which confirms Heyford Park as a Strategic Allocation.
- 8.2 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 7A development is acceptable in these individual terms and, accordingly, is compliant with relevant planning policy requirements. The proposals are also appropriate in terms of flood risk, complying with the approved Flood Risk Assessment for the wider development.
- 8.3 The proposed development itself will make a positive contribution to Heyford Park, conserving and enhancing the character of the area creating an attractive and legible residential development. The design has been carefully considered in its context and responds well to its surrounding context.
- 8.4 Special consideration has been given to how the proposed designs accord with the approved Design Code for Heyford Park and consideration demonstrates compliance with the requirements of this document.
- 8.5 The development provides a significant level of affordable housing and will not prejudice the delivery of the agreed level of affordable housing across Heyford Park as a whole.
- 8.6 It has therefore been demonstrated within the reserved matters application that the development proposals are suitable and appropriate within this land parcel, and they are in accordance with the terms of outline planning permission ref: 10/01642/OUT. Accordingly, it is respectfully requested this reserved matters application should be approved by the Council.