

**FULL PLANNING APPLICATION FOR RESIDENTIAL DEVELOPMENT COMPRISING OF UPTO 57 RESIDENTIAL UNITS WITH ASSOCIATED PARKING, INFRASTRUCTURE AND LANDSCAPING.**

**CHERWELL DISTRICT COUNCIL REF: 19/00446/F**

**PLANNING STATEMENT ADDENDUM  
(INCLUDING AMENDED AFFORDABLE HOUSING STATEMENT)**

**DORCHESTER PHASE 5D, PHASE 8C AND  
TRENCHARD CIRCLE, 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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## 1. INTRODUCTION

1.1 This Planning Statement Addendum has been prepared by Pegasus Group on behalf of Heyford Park Settlements LP ("the Applicant").

1.2 The Addendum is in support of full planning application, reference 19/00446/F, for the development of three areas of land located within the confines of Heyford Park, Camp Road, Upper Heyford, Oxfordshire for residential development. The description of development is as follows:

**"Erection of up to 57 residential dwellings (Use Class C3) comprising a mix of open market and affordable housing, together with associated works including provision of vehicular and pedestrian accesses, public open space, landscaping, infrastructure, and site clearance."**

1.3 Application 19/00446/F was originally submitted to the Local Planning Authority in March 2019 and was accompanied by a Planning, Heritage and Affordable Housing Statement produced by Pegasus Group in February 2019 ('the composite statement').

1.4 The composite statement set out the nature of the application and its compliance with prevailing development plan policy and Government initiatives to secure additional growth in Oxfordshire.

1.5 In providing this commentary, the composite statement considered the relationship of the proposals to the Oxfordshire Housing Growth Deal (Section 6 of the statement) and the nature of affordable housing provision proposals across the application (Section 8 of the statement).

1.6 Following the original submission of the application, amended information has provided reflecting discussions with Officers over affordable housing provision and its relationship to Oxfordshire Housing Growth Deal provision.

1.7 Therefore, in seeking to provide clarity to the nature of the affordable housing provision in development plan policy terms and the provision of additional affordable units in line with the operation of the Oxfordshire Housing Growth Deal, this Addendum Statement provides amended versions of Sections 6 and 8 of the original composite statement.

## 2. THE PROPOSALS

2.1 Although the details of the proposals are set out in the original composite statement and have not changed since the time of submission, it is beneficial for the purpose of this Addendum to confirm that the cumulative proposals relate to the provision of the following form of accommodation:

<b>Market Housing</b>	
No. of Beds	No. of Units
3	33
4	7
Sub-Total	40
<b>Affordable Housing – Rented</b>	
No. of Beds	No. of Units
1 bed flat	7
1 bed maisonette	2
Sub-Total	9
<b>Affordable Housing – Intermediate</b>	
No. of Beds	No. of Units
1 bed flat	3
2 bed flats	2
Sub Total	5
<b>Growth Bid Housing</b>	
2 bed flat	1
3 bed dwelling	2
Sub-Total	3
<b>Total Market Housing</b>	<b>40</b>
<b>Total Affordable Housing</b>	<b>14</b>
<b>Total Growth Bid Housing</b>	<b>3</b>
<b>GRAND TOTAL</b>	<b>57</b>

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

3.1 On the 22<sup>nd</sup> November 2017, the Government announced that the County of Oxfordshire would receive up to £215 million of new funding in order to support Oxfordshire's ambition to plan for and support the delivery of 100,000 new homes by 2031.

3.2 This funding is to be secured by way of the Oxfordshire Housing and Growth Deal (OHGD) with the key focus of the deal to be:

- Infrastructure Delivery;
- Affordable Housing Programme and accelerated housing delivery linked to infrastructure investment;
- Joint Statutory Spatial Plan / Bespoke Planning Freedoms and Flexibilities; and
- Productivity;

3.3 As part of the OHGD, an Outline Agreement has been made between the Government and the following parties:

- Cherwell District Council;
- Oxford City Council;
- Oxfordshire County Council;
- South Oxfordshire District Council;
- Vale of White Horse District Council;
- West Oxfordshire District Council; and
- Oxfordshire Local Enterprise Partnership (OxLEP)

3.4 The Outline Agreement commits the £215m funding as follows:

- Upto £60m for affordable housing;
- Upto £150m funding for infrastructure to unlock key housing sites (to be administered on the basis of £30m per annum for five years); and
- £5m resource funding to boost capacity to secure a joint plan to support housing delivery;

3.5 Alongside the Government's commitment to provide funding, the local partners (the Councils and the OxLEP) are required to produce an OHGD Delivery Plan, as well as an Oxfordshire Joint Statutory Spatial Plan, with the adoption of the latter by 2021/22.

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- 3.6 This Joint Statutory Spatial Plan will build on the existing Local Plans and will be a fundamental tool in the delivery of 100,000 new homes and associated infrastructure across Oxfordshire.
- 3.7 In bringing forward the OHGD, the Government recognises that Oxfordshire has a strong and growing knowledge intensive economy making contributions of £21 billion to the UK economy and is a world leader in terms of science and innovation.
- 3.8 As a result, the area has a high housing demand, with house price to earnings ratios of 10.23, far exceeding the national average of 7.72.
- 3.9 In seeking to promote growth, the Oxfordshire approach is focused on removing barriers such as a lack of infrastructure to enable housing and economic growth to be delivered in high quality sustainable developments, which offer good quality of life for new and existing residents.
- 3.10 The deal highlights the importance of ensuring support for meeting the needs of people who cannot afford to buy on the open market with increased emphasis on the delivery and funding of affordable housing in conjunction with the Homes and Communities Agency.
- 3.11 As part of the increased emphasis on growth, the OHGD looks to remove the barriers that prevent new homes being built, with a strategic objective to deliver additional homes faster and increase supply in the local housing market areas.
- 3.12 In connection with the production of the OHGD Delivery Plan, the Government directs that collaboration between the Government and Oxfordshire should focus on such matters as:
- The delivery of planning consents and timely build-outs;
  - Social and community infrastructure, which can support housing and growth.
- 3.13 In delivery of the Deal, the Outline Agreement notes that there will be a requirement to plan for the bringing forward of large-scale development schemes at Garden Town and village scale as well on ex-Military of Defence sites.
- 3.14 Overall the OHGD fundamentally seeks to promote growth, requiring innovative thinking and approaches from the local authorities, which includes Cherwell District Council, to remove any barriers preventing its realisation.

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The Application Proposals and the OHGD

- 3.15 In recognition of the desire to secure growth by the way of 'additionality', the proposal include the provision of three Growth Bid Affordable Units.
- 3.16 One Growth Bid Affordable Unit is to be provided within Phase 8C, with its location identified on amended drawing **0521-PH8C-102 Rev.A**. This unit comprises a 2-bed apartment within plots 434 to 439.
- 3.17 Two Growth Bid Affordable Units are to be provided within Trenchard Circle, at plots 20 and 21 as identified on drawing **0521-TR-1002 Rev.B**. These units are to be 3 bed houses.
- 3.18 All three units are to be of Shared Ownership Tenure.
- 3.19 In line with the operation of the OHGB, these three units are to be considered as 'additionality' and fall outside of the policy requirements of **Policy BSC3** as discussed in the following Section.

#### 4. AFFORDABLE HOUSING STATEMENT

##### Affordable Housing Planning Policy Context

##### National Planning Policy

- 4.1 The **National Planning Policy Framework (NPPF)** was published in February 2019 with a central aim being to significantly boost the supply of housing.
- 4.2 **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

- 4.3 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.



4.4 **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%"**

4.5 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.”**

- 4.6 Whilst given the scale of the proposed development (57 no. dwellings) **Policy BSC 3** would normally be applicable as a standalone policy requirement, the provision of affordable housing for Heyford Park is specifically 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%.
- 4.7 **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**

- 4.8 This application seeks full permission for Phases 5D, 8C and Trenchard Circle comprising the erection of 57 residential units of which 14 would be affordable provided by way of the following mix:

<b>Affordable Housing – Rented</b>	
No. of Beds	No. of Units
1 bed flat	7
1 bed maisonette	2
<b>Sub Total Rented</b>	<b>9</b>

<b>Affordable Housing – Intermediate</b>	
No. of Beds	No. of Units
1 bed flat	3
2 bed flat	2
Sub Total Intermediate	5
<b>Total Affordable Housing</b>	<b>14</b>

Original Residential Units on Trenchard Circle.

- 4.9 As previously highlighted in Section 3 of the Composite Planning Statement, the Trenchard Circle application site, together with the adjacent bungalows formed part of the original housing accommodation for military personnel stationed on the base in connection with its operation.
- 4.10 Following the cessation of the military occupation, outline planning permission 10/01642/OUT granted permission for the bungalows to be used for independent residential occupation as part of authorised C3 uses for a number of similar properties across the base.
- 4.11 In this regard the Schedule of Development permitted by Outline Planning Permission 10/01642/OUT specifically refers to:
- 1) Class C3 (residential dwelling houses: up to 1,075 dwellings (including the retention and change of use of the majority of military housing and the change of use of various buildings comprising:**
    - a) 46 existing dwellings already benefiting from planning permission or a Certificate of Lawful Use or Development for Class C3;**
    - b) Change of use of 253 dwellings to Class C3.**

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- 4.12 At the time outline permission 10/01642/OUT was granted, the area of Trenchard Circle to which the current application proposals relate, contained 14 bungalows.
- 4.13 Whilst these bungalows were demolished in preparation for the implementation of permission 16/00196/F, the quantum of retained housing of open market tenure for the Trenchard Circle application site remains 14 units.
- 4.14 It is therefore apparent that the Trenchard Circle application site has an established residential use (14 units) which should be taken into account when assessing the nature and form of any planning obligations that arise.
- 4.15 This approach has been formally accepted by the Council in the consideration and determination of application 16/00196/F in August 2016, when a permission which related to the construction of 13 dwellings did not attract any affordable housing despite exceeding the 10 unit threshold specified in **Policy BSC 3**.
- 4.16 In line with this agreed approval, it is apparent that **Policy BSC 3** should only be applied to the uplift in the new residential units above this established 14 unit baseline. In respect of the current Trenchard Circle proposal the policy should only be applied to the additional 17 units out of the proposed 31<sup>1</sup>.
- 4.17 In cumulative terms this would reduce the overall amount of housing to be considered in light of **Policy BSC 3**, to 43 units. However this need to be considered further with regard to the requirements of Outline Permission 10/01642/OUT.

Affordable Housing Provision arising from Outline Permission 10/01642/OUT

- 4.18 As has been explained in Section 5 of the Composite Statement, the application sites have an holistic relationship with the remaining development phases of Dorchester Phase 5 and 8 being delivered by way of reserved matters applications made pursuant to outliner planning permissions 10/01642/OUT and 13/01811/OUT respectively.
- 4.19 The provision of affordable housing across the wider Heyford Park development is primarily controlled by the Deed of Variation (the DoV) dated 12<sup>th</sup> October 2017 between the owners of Heyford Park and the Council.

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<sup>1</sup> 17 units arises from the subtraction of the original 14 unit baseline from the proposed 31 unit scheme.

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- 4.20 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.
- 4.21 The DoV goes on to confirm that across these tenures a range of 1 and 2 bed flats and maisonettes as well as 3 and 4 bed dwellings are required, as per those contained in the current application proposals.
- 4.22 Although the majority of the provision required by the DoV, has been and can be secured through both the approvals granted in respect of permission 10/01642/OUT and the amendments currently proposed Phases 5C, Phase 5 and 8A, there is an outstanding requirement for 2 units affordable units to be constructed if the overall quantum of 309 units is to be achieved.
- 4.23 This remaining affordable provision relates to a need for two 1 bed maisonettes, which due to the overarching design and physical constraints, have not been to date in earlier phases.
- 4.24 In seeking to ensure that the requirements of the DoV are met these two 1 bed maisonettes units are proposed within the Phase 8C scheme, where they can be readily and more appropriately delivered as part of the wider apartments based scheme proposed in that phase.
- 4.25 When viewed alongside the retained housing baseline arising in respect of Trenchard Circle, this factor further reduces the overall cumulative housing provision to 41 units.
- 4.26 Therefore it is to this figure of **41 units** that **Policy BSC 3** should be applied.

Development Plan Compliance.

- 4.27 In line with the operation of Policy BSC 3, and a 30% threshold of provision, a cumulative scheme for 41 units, is required to provide 12<sup>2</sup> units of affordable accommodation.
- 4.28 As can be seen from the table above, the cumulative application proposals deliver 14 affordable units, however this includes the two units transposed from outline permission 10/01642/OUT.

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<sup>2</sup> 30% of 41 units is 12.3 units which is rounded down to 12 units.

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- 4.29 The true level of provision is therefore 12 units, which complies with **Policy BSC 3**.
- 4.30 In straightforward policy terms, **Policy BSC** requires 12 units of affordable housing to be provided, which is clearly achieved by the application proposals.
- 4.31 In terms of the tenure of these 12 affordable housing units, 7 units (58%) are proposed to be in the form of affordable rent, with 5 (42%) as intermediate housing. Whilst this would not directly 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 the underlying objective of the proposals is to secure a more efficient form of development across the three application parcels, thereby enabling additional growth and housing growth to be achieved.
- 4.32 Alongside the 12 affordable units directly arising from the quantum of development proposed, it is highlighted that the proposals also include 2 extra affordable units transposed from outline permission 10/01642/OUT. These units would be of affordable rent tenure.
- 4.33 When these 2 units are considered alongside the proposed 12 units, the overall quantum of affordable housing is 14 units with a tenure split of 9 (64%) affordable rent and 5 (36%) intermediate ownership, thereby ensuring greater compliance with **Policy BSC3** and the ratios therein.

Oxfordshire Housing and Growth Deal - Additionality

- 4.34 As set out in Section 3 of this Statement, the County of Oxfordshire, of which Cherwell District forms part, has been identified as an area where additional housing growth of circa 100,000 new homes is to be delivered by 2031.
- 4.35 In seeking to secure this growth, the Government and the six Oxfordshire Councils as well as OxLEP, have signed up to the Oxfordshire Housing and Growth Deal, with the key tenet being enhanced delivery of housing across the county and the creation of additional opportunities for home ownership.
- 4.36 As part of the Growth Deal, express support is given for levels of affordable housing provision which **exceed** normal planning requirements, such as those set out in **Policy BSC 3**, with such extra provision being considered under the term 'additionality'.

- 4.37 In direct response to this Government led objective, the application proposals include enhanced levels of affordable housing provision by way of three additional units of shared ownership tenure as highlighted in Section 3.
- 4.38 These units are provided as 'additionality', representing additional benefits which fall outside of normal requirements and associated planning obligations.
- 4.39 Compliance with **Policy BSC 3** has already been demonstrated by way of the provision of 12 affordable units and it is to these 12 units that both **Policy BSC3** and the associated S106 requirement arising from affordable housing provision, are to be directed.
- 4.40 The provision of the 3 Growth Bids Units falls outside of such arrangements and are secured by way of alternative Government funding arising from the operation of the OHGB, which is entirely separate to the planning system.
- 4.41 This approach in seeking to ensure additional delivery of affordable housing stock, fully accords with the fundamental objective of the Oxfordshire Housing and Growth Deal and represents a tangible and realistic opportunity to secure enhanced levels of home ownership and growth within the identified and allocated sustainable settlement of Heyford Park.

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## 5. SUMMARY AND CONCLUSIONS

- 5.1 The proposed development has been designed to not only be policy compliant in its own right but also to complement the overall number, type and range of sizes of affordable units within the Heyford Park development in line with Local Plan Policies **BSC3, BSC4 and Policy Villages 5** in this regard.
- 5.2 This Addendum has demonstrated that the proposals comply with the requirements of **Policies BSC3 and BSC4** by way of the provision of 12 units of affordable housing tenure which can be secured by way of an appropriate legal agreement as outlined in Section 9 of the composite statement.
- 5.3 In securing additional growth above and beyond development plan policies requirements, it has also been shown that the proposals will incorporate the ability to deliver 'additionality' by way of three additional Growth Bid Affordable Units.
- 5.4 This provision of such additional units fully accords with the key objectives of the Oxfordshire Housing Growth Deal and will be secured by and in line the operation of this wider Government initiative.