



SHILTON NEIGHBOURHOOD PLAN

2018 – 2031

Published by Shilton Parish Council for Examination
under the Neighbourhood Planning (General)
Regulations 2012

SUBMISSION PLAN

APRIL 2018

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Foreword

Dear Resident, Thank you for taking the time to read and consider this important document that contains the policies which, with your help, will soon be included in a new Neighbourhood Plan. The area covered by the Neighbourhood Plan is the whole parish of Shilton and incorporates the communities of Shilton, Bradwell Village, Stonelands and Sturt.

Composing a Neighbourhood Plan is a new and exciting way for communities such as ours to shape the future of the area we live in. The process of creating your Neighbourhood Plan has been led by members of your community and is part of the Government's recently revised approach to planning, which aims to give local people more say about what happens in the area in which they live.

The plan has been put together over the last two years by members of our Steering Group, including your Parish Councillors, and with the support of our consultant Neil Homer of Oneil Homer. We have consulted with a large number of residents and stakeholders and hopefully have identified the key areas of planning that will affect our community over the next 13 years. Shilton is a great place to live and we hope that these policies, when implemented, will help preserve its unique character and strengthen the community.

I would like to thank all those who have given up their valuable time to help create this document, I hope you think it has been worthwhile.

David Cuthbertson
Chairman, Shilton Parish Council



GUIDE TO READING THIS PLAN

Of necessity, this Neighbourhood Plan is a detailed document. The purpose of this page is to explain the structure and help you find your way around it.

1. Introduction & Background

This section explains the background to the Shilton Neighbourhood Plan.

2. The Neighbourhood Area

This section details many of the features of the Parish and its facilities together with many of the issues which have been raised during the various Surveys and Consultations.

3. Planning Policy Context

This rather technical section relates this Plan to the National Planning Policy Framework and the planning policies of West Oxfordshire District Council.

4. Community Views on Planning Issues

This section explains the extensive Community involvement there has been over the last few years.

5. Vision & Objectives

This section provides a statement on the Neighbourhood Plan Vision and Objectives.

6. Land Use Policies

This is the key section. It details Policies covering site allocations to the protection of green spaces which are proposed to address the issues in Section 4. These Policies are listed on the next page. There are policy maps at the back of the plan and additional information in the Appendix to which the policies cross reference.

7. Implementation

This section explains how the Plan will be implemented and future development guided and managed.

List of Policies

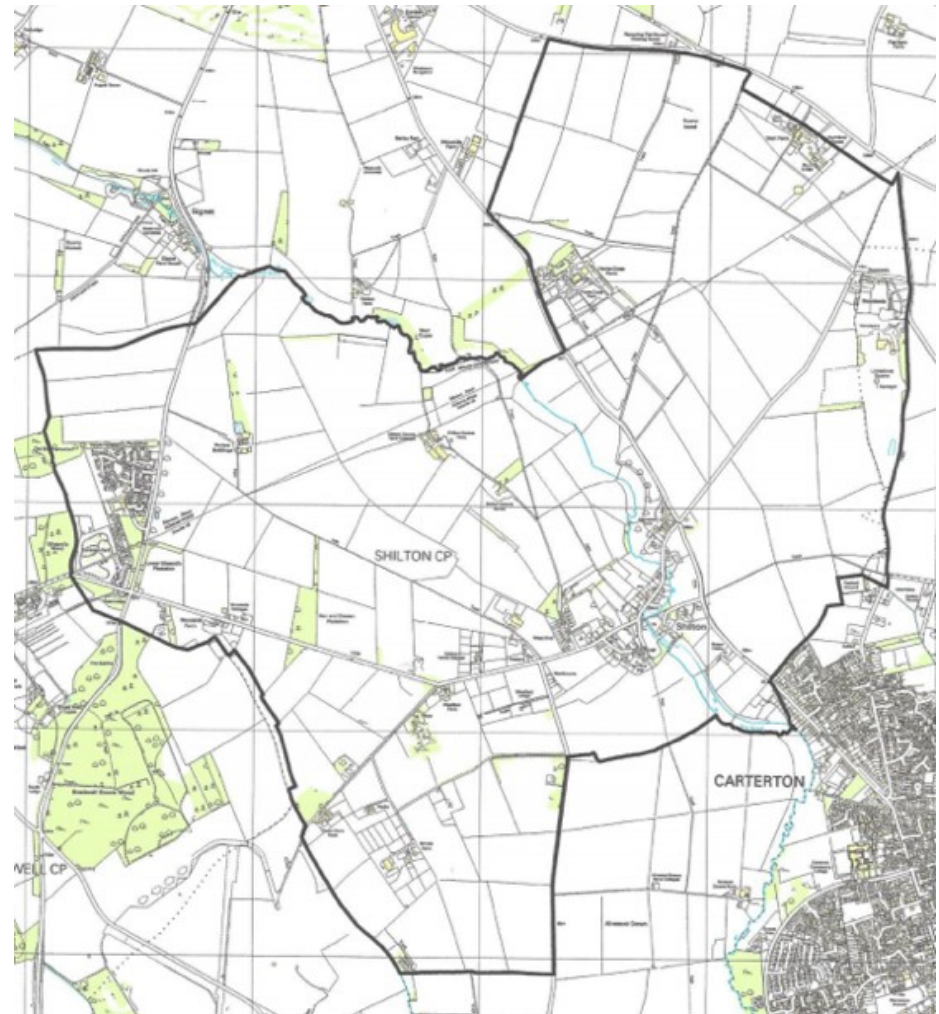
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1. Introduction and Background

1.1 Shilton Parish Council has prepared a Neighbourhood Plan for the area designated by the local planning authority, West Oxfordshire District Council on 5 October 2016, under the provisions of the Localism Act 2011 and of the Neighbourhood Planning (General) Regulations 2012. The designated area is shown in Plan A to the right.

1.2 The purpose of the Neighbourhood Plan is to set out a series of planning policies that will be used to determine planning applications in the area alongside policies of the West Oxfordshire Local Plan. Neighbourhood plans provide local communities, like Shilton, with the chance to shape the future development of their areas. Once approved at referendum, the Neighbourhood Plan becomes a statutory part of the development plan for the parish and its policies will carry significant weight in how planning applications are decided, alongside other policies that apply across the District.

1.3 Neighbourhood plans can therefore only contain land use planning policies that can be used for this purpose. This often means that there are more important issues of interest to the local community that cannot be



Plan A: Designated Shilton Neighbourhood Area

1. Introduction and Background

addressed in a Neighbourhood Plan if they are not directly related to planning.

1.4 Although there is considerable scope for the local community to decide on its planning policies, Neighbourhood Plan must meet some 'Basic Conditions'. These are:

- Is the Plan consistent with the National Planning Policy?
- Is the Plan consistent with local planning policy?
- Does the Plan promote the principles of sustainable development?
- Has the process of making the plan met the requirements of European Directives?

1.5 In addition, the Parish Council must be able to show that it has properly consulted local people and other relevant organisations during the process of making the Plan and it has followed the 2012 Neighbourhood Planning Regulations.

1.6 These requirements will be tested by an independent examiner once the Neighbourhood Plan is finalised. If

satisfied, the examiner will recommend that the plan goes to referendum of the local electorate. If a simple majority of the turnout votes in favour of the plan, then it becomes adopted as formal planning policy for the area.

The Pre-Submission Plan

1.7 The Parish Council consulted on a draft ('Pre-Submission') version of the Plan in January – March 2018. Comments were received from many local people and from some statutory bodies and landowners. It is clear there is overwhelming support from the local community for the Plan, but a few, relatively minor, technical changes that have been necessary to ensure the Plan meets the Basic Conditions. A full account of this and the other community engagement activities undertaken during the process of making the Plan is provided in the separate Consultation Statement document.

Strategic Environmental Assessment

1.8 The Parish Council decided to undertake a Strategic Environmental Assessment (SEA) of the Pre-Submission Plan in accordance with EU Directive 2001/42 and with the Environmental Assessment of Plans & Programmes Regulations 2004. A draft SEA report was published for consultation

1. Introduction and Background

alongside the Pre-Submission Plan and showed how the policies would avoid having any significant environmental effects.

1.9 At that time, the District Council had not completed its screening opinion on this requirement. Although it has since determined that an SEA is not required, the Parish Council has decided to complete the work and a final version of the SEA report is submitted alongside the Plan. This will help show that the Plan meets the basic condition of contributing to the achievement of sustainable development.

Community Right to Build Order

1.10 The Parish Council has also prepared a draft Community Right to Build Order that is proposed to implement Policy SH2 'Allotment Field' of the Plan. Essentially, an Order grants planning permission for the scheme described, subject to any conditions that are attached to it and to a successful referendum. The draft Order was consulted on at the same time as the Plan. A final version of the Order is submitted alongside the Plan to enable them to be examined together and to be part of the same referendum in due course.



2. The Neighbourhood Area

2.1 Shilton is located within West Oxfordshire District. Shilton is a Cotswold Parish of four communities: Shilton, Stonelands, Sturt and Bradwell Village. Shilton is situated on the banks of the Shill Brook, which feeds into the River Thames six miles to the south. The ancient village remains relatively unspoiled as a farming village and most of the settlement has been designated as a Conservation Area. The 2011 census recorded a Parish population of 626.

2.2 Shilton retains the buildings, topography and rural placement of a Cistercian Farming Grange. To our knowledge there is only one other grange in the UK at Fountains Abbey in Yorkshire and three in Austria that remain from the hundreds existing at the time of the Cistercian monasteries from 1098 to 1538.

2.3 The church of the Holy Rood (listed Grade II*) contains the "Mensa", Grisaille glass and an enlarged rectangular chancel, wider than the Norman nave, which remain from Cistercian days. The "Mensa", with its five consecration crosses, would have been a central table in the chancel and was found intact by Victorian restorers. It forms the altar table today.

2.4 The monks also lived in the Old Manor (listed Grade II), which contains evidence of a chapel, and had a carp pond, which is still in existence, a dovecot (listed Grade II*) and tithe barn close to hand. The tithe barn burnt down sometime in the 1960s or 1970s and has been redeveloped as a private house on the footprint. Only two large corbels are evidence of the former barn. There is a possibility that the "conversi" or lay brothers may have lived in Barn Cottage (listed Grade II), which has a section from the same era as the Old Manor. The Conyger also exists and all of this landscape lies within the designated Conservation Area of Shilton village.

2.5 Shilton has retained its meadows that sweep down to the heart of the village in a way that binds the settlement with its surrounding country. The village itself has a conservation area and has a history going back to the foundation of a Cistercian Monastery.

2.6 Shilton was historically part of the manor of Great Faringdon, and most of Shilton Parish was an enclave of Berkshire until the Counties Act 1844 detached parts and transferred Shilton to Oxfordshire. Shilton has a church, a chapel and a pub.

2. The Neighbourhood Area

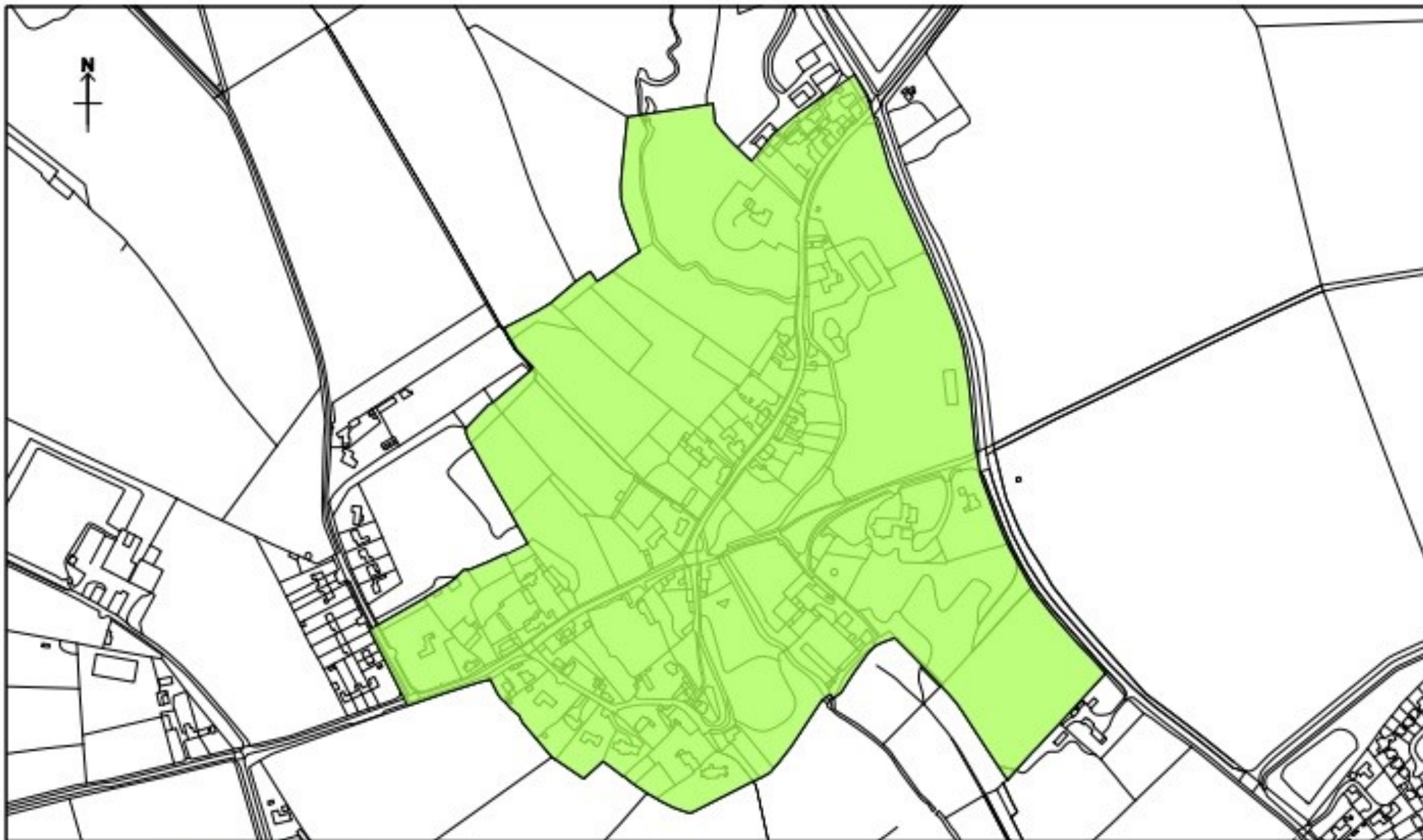
2.7 The village is within two miles of Carterton, the second largest town in West Oxfordshire, which is also home to RAF Brize Norton. Carterton is expanding rapidly, with two major areas of new housing under development and further areas currently under review.

2.8 Bradwell Village is located three quarters of a mile to the west of Shilton, and is a recently development built on the site of an old military hospital. It is also the location for the Elizabeth Finn Care Home and nearby is the famous Cotswold Wildlife Park.

2.9 Sturt is a small development on the north end of the Parish centred around a farmhouse. It has a small number of barns converted into housing. Stonelands is at the opposite end of the Parish and is thought that its name derived from 'Sworn Lains', a reference to its use as a retreat for unmarried women to give birth to their children outside any church parish boundary.

2.10 The Shilton Conservation Area is shown on Plan B overleaf. It covers the main settlement area of Shilton. The Parish also lies within the 'Shilton Downs' Landscape

Character Area defined in the 1998 West Oxfordshire Landscape Character Assessment Report – which highlighted an area of limestone landscape which forms the divide between the low-lying clay vale to the south and Windrush Valley and limestone uplands to the north. The report identifies that the upper, more open valley-siders are particularly visually sensitive and since Shilton is 'tight valley site', these higher areas of land surrounding the village are of critical importance.



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Map Title:	SHILTON CONSERVATION AREA
Department:	CONSERVATION
Map No:	69
Date: 18.07.17	Scale: 1:3500

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Plan B: Designated Shilton Conservation Area



3. Planning Policy Context

3.1 The Neighbourhood Area lies within West Oxfordshire District Council in the county of Oxfordshire.

National Policy

3.2 The National Planning Policy Framework (NPPF) published by the Government in 2012 is an important guide in the preparation of local plans and Neighbourhood Plans. The Neighbourhood Plan must demonstrate that it is consistent with the provisions of the NPPF. The following paragraphs of the NPPF are considered especially relevant:

- Supporting a prosperous rural community (§28)
- Promoting sustainable transport (§29/§35)
- Meeting local housing needs (§50)
- Delivering a wide choice of high quality homes (§54/§55)
- Requiring good design (§58)
- Local green spaces (§76-77)
- Heritage assets (§126-135)

3.3 In March 2018, the Government consulted on proposed changes to the NPPF, to be finalised by the end of the year. There are a number of changes that raise the profile and importance of neighbourhood planning but none that significantly change the national policy context for this Plan.

In any event, the Plan will have been examined prior to the publication of the new NPPF.

Local Policy

3.4 The Neighbourhood Plan must also be able to show that its policies are in general conformity with the strategic policies of the development plan. At the time of submission, this comprises policies from the West Oxfordshire District Local Plan 2011 (adopted in 2006) and the Oxfordshire Minerals & Waste Local Plan Part 1 (adopted in 2017). However, the District Council expects to adopt the new District Local Plan covering the period to 2031 before the examination of the Neighbourhood Plan. In which case, it is the new plan against which the Neighbourhood Plan will be examined for its general conformity.

3.5 The new Local Plan replaces all the saved policies with new policies, the most relevant of which are considered to be:

- OS2 Locating Development in the Right Places – which includes a settlement hierarchy that excludes Shilton and Bradwell Village from the list of ‘villages’, in which case they are defined as ‘smaller villages’ or ‘hamlets’ and sets out a series of key design principles to shape sustainable development

3. Planning Policy Context

- OS4 High Quality Design – requiring new development to respect the historic, architectural and landscape character of the locality
- H1 Amount and Distribution of Housing – requiring 2,600 homes in the Carterton Sub Area (of which the Parish is a part) and allowing for additional sites to come forward through Neighbourhood Plans.
- H2 Delivery of New Homes (see below)
- H3 Affordable Housing – defining the Parish as lying within a High Value Zone where 50% affordable housing provision is required on schemes of > 10 homes
- H4 Type & Mix of Homes – requiring housing schemes to provide or contribute towards the provision of good, balanced mix of property types and sizes
- E5 Local Services and Community Facilities - supporting the development and retention of local services and community facilities to meet local needs and to promote social wellbeing, interests, interaction and healthy inclusive communities.
- T1 Sustainable Transport – giving priority to locating new development in areas with convenient access to a good range of services and facilities and where the need to travel by private car can be minimised, due to opportunities for walking, cycling and the use of public transport
- T3 Public Transport, Walking and Cycling – requiring all new development to be located and designed to maximise opportunities for walking, cycling and the use of public transport
- EH1 Landscape Character – requiring new development to respect and enhance the intrinsic character, quality and distinctive natural and man-made features of the local landscape
- EH2 Biodiversity - ensuring development does not prevent the achievement of the aims of the Conservation Target Areas like the Shill Valley that runs through the Parish
- EH3 Public Realm and Green Infrastructure – protecting and enhancing existing areas of public space and green infrastructure assets and creating new multi-functional areas of space to achieve improvements to the network
- EH7 Historic Environment – requiring all development proposals to conserve or enhance the special character, appearance and distinctiveness of the historic environment, and to conserve or enhance heritage assets, and their significance and settings (in relation to the Shilton Conservation Area and to its wealth of listed buildings)
- EH8 Conservation Areas – permitting proposals for development in a Conservation Area or affecting the setting of a Conservation Area where it can be shown to

3. Planning Policy Context

conserve or enhance the special interest, character, appearance and setting

- EH9 Listed Buildings – permitting proposals for additions or alterations to, or change of use of, a Listed Building (including partial demolition) or for development within the curtilage of, or affecting the setting of, a Listed Building
- EH10 Traditional Buildings – setting requirements for determining applications that involve the conversion, extension or alteration of traditional buildings
- EH11 Historic Landscape Character – setting requirements for determining applications that affect the historic character of the landscape or townscape
- CA3 Carterton Sub-Area Strategy – proposing that new development outside of the town will be limited to meeting local community and business needs and will be steered towards the rural service centre and larger villages.

3.6 Of these, policy H2 is the most important in terms of enabling the Neighbourhood Plan to consider the potential for allocating land for housing in Shilton village. The most relevant part of the policy is set out below.

Small Villages, Hamlets and Open Countryside

2. New dwellings will only be permitted in the small villages, hamlets and open countryside where they comply with the general principles set out in Policy OS2 and in the following circumstances:

- ***where there is an essential operational or other specific local need that cannot be met in any other way, including the use of existing buildings. Where appropriate, new homes provided (other than replacement dwellings) will be controlled by an occupancy condition linked to the operational need and/or to the 'rural exception site' approach for permanent affordable dwellings;***
- ***where residential development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of a heritage asset;***
- ***residential development of exceptional quality or innovative design;***
- ***new accommodation proposed in accordance with policies specifically for travelling communities;***
- ***accommodation which will remain ancillary to existing dwellings*;***

3. Planning Policy Context

- *replacement dwellings on a one for one basis;*
 - *re-use of appropriate existing buildings which would lead to an enhancement of their immediate setting and where it has been demonstrated that the building is not capable of re-use for business, recreational or community uses, tourist accommodation or visitor facilities or where the proposal will address a specific local housing need which would otherwise not be met; and*
 - *on sites that have been allocated for housing development within an adopted (made) neighbourhood plan.*
- * Proposals for extensions or alterations to an existing dwelling to create a self-contained unit of accommodation may be subject to a condition ensuring the accommodation remains ancillary to the main dwelling.*

3.7 In general, the new Local Plan maintains the spatial strategy of the current and past plans for this area. There is no obligation on the Neighbourhood Plan to find land for development in either of the small villages and the open countryside will remain an inappropriate location for most types of development. However, as noted above, it does enable the Plan to make housing site allocations.





THE SHILTON
ROSE &
CROWN

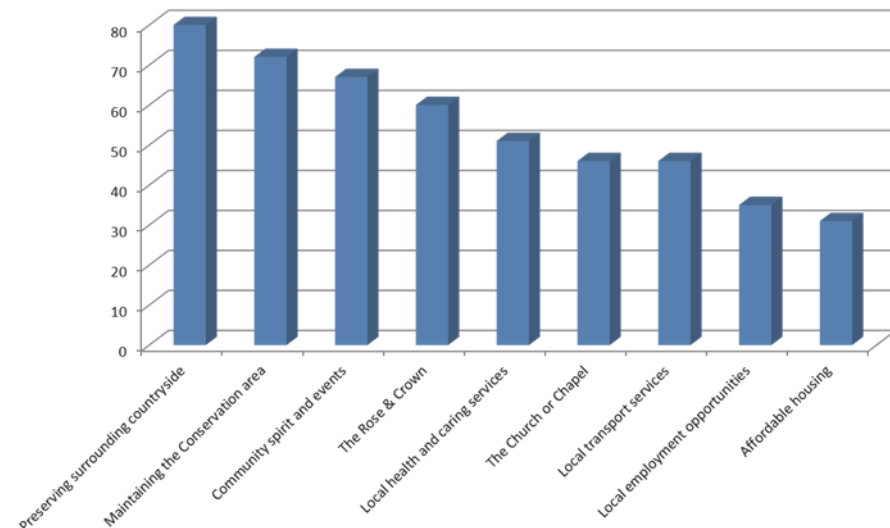
4. Community Views on Planning Issues

4.1 Throughout the period taken to compile this Neighbourhood Plan the Parish Council have tried to involve as many of the residents and stakeholders as possible in the process.

4.2 At the annual village meeting in May 2016 the Parish Council and Welfare Trust jointly made a presentation to residents outlining their proposal to create a Neighbourhood Plan and to include in it provision for some affordable housing on the allotment site. Residents were generally supportive and in October 2016 a group of volunteers was formed into a Steering Group.

4.3 In February 2017 the Steering Group sent out a questionnaire to all residents seeking their views on a wide range of planning issues. Some of the more significant findings are shown below.

Important Topics



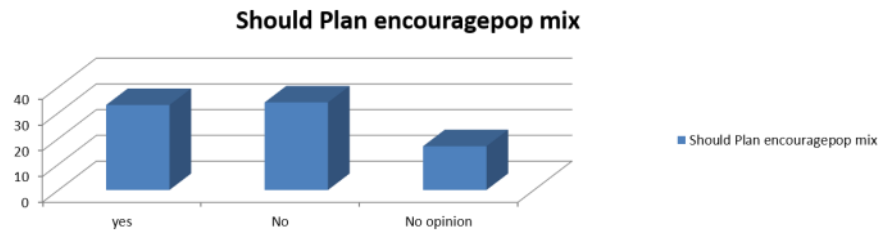
Do you have a friend/family member/relative who wants/will need affordable housing in the Parish?

Yes – 20

No – 62

4. Community Views on Planning Issues

Use of Plan to effect change of Pop Mix



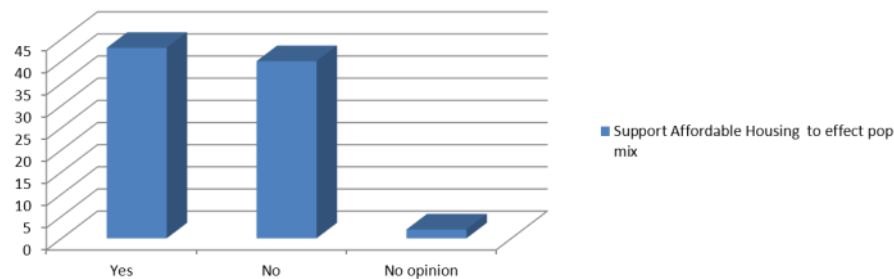
• Are the current roads through the Parish adequate for the current levels of traffic?

–Yes - 31

–No - 53

–No opinion - 1

Support Affordable Housing to effect pop mix



Protection and Traffic

• Should the Plan designate specific significant open greenspaces for protection against development?

–Yes - 80

–No - 2

–No opinion - 1

4.4 The Parish Council continued to provide updates on the progress of the plan at every Parish Council meeting and residents were encouraged to express their views on the proposals as they were formulated. On 14th October the Parish Council held an open consultation day in The Old School Village Hall. A total of 61 people attended.

4.5 At the end of the consultation everyone who attended was requested to complete a simple questionnaire. The results as follows:

Support for:

1. Environment proposals – 98.3%
2. Design proposals – 98.3%
3. Affordable Housing proposal – 76.5%
4. Rose & Crown proposal – 98.3%

4. Community Views on Planning Issues

4.6 The Parish Council circulated copies of a summary of the Pre Submission Plan (and Community Right to Build Order – see overleaf) to all residents and interested parties for comment and held a further open consultation day in February 2018. The details of this exercise are contained in the separate Consultation Statement.



4. Community Views on Planning Issues

Shilton Parish Council **Draft Community Right to Build Order** **Hen N Chick Lane**

Shilton Parish Council has prepared a Draft Community Right to Build Order to implement a policy in its Draft Neighbourhood Plan which proposes to allocate land at Hen N Chick Lane on the edge of Shilton for a small affordable housing scheme and a new village green.

Orders are like planning applications, in that they grant permission for development, but with two key differences. They can only be prepared by a Parish Council on behalf of the local community and they can only be approved if the local community votes in favour at a referendum.

The Draft Order proposes that planning permission is granted for the following scheme:

The provision of:

- o A mix of 2, 3 and 4 bedroom affordable and open market houses, of up to 12 no. in total, with a total gross internal floor area of up to 1,200 m2
- o two new road accesses off Hen N Chick Lane to serve the housing and up to 20 car parking spaces within a walled courtyard to serve the affordable housing
- o a village green of approximately 1.0 hectare (2.4 acres) with an associated parking area for 15 vehicles served by a new vehicle access off Alvescot Road
- o a pedestrian entrance/gateway to the green on the junction incorporating the existing bus stop
- o a surface water attenuation pond
- o new hard and soft landscape works within the site including a perimeter planting to the village green, a high quality hard landscaped frontage and planting to the development boundary with the village green, to provide a setting and residential amenity, some feature planting to the village green and landscaping of incidental spaces to provide amenity and a setting for the village green.

shiltonparishoxon.co.uk

The Consultation

If you have any comments to make on the Draft Order (and the Draft Neighbourhood Plan as well) then please email the Parish Clerk (shiltonclerk@gmail.com) or write to The Parish Clerk, c/o The Old Chapel, Langford, Lechlade, Gloucs GL7 3LF. Please note that the deadline for sending comments is **5pm on Monday, 19 March 2018.**

What Next?

The Parish Council will review the comments received and will make any necessary changes so that the final Order can be submitted to the District Council, which will arrange an independent examination and then the referendum of both the Order and the final Neighbourhood Plan later this year.

Shilton Community Land Trust

In the meantime, the Parish Council is in the process of setting up a new Community Land Trust to fund, build and manage the project. The Trust will be independent of the Council but will be community controlled. There are a number of successful Trusts in the UK that have been set up to deliver and manage these kinds of projects. Trusts provide guarantees that the land will be used for the benefit of the community in perpetuity whilst giving everyone in the community the opportunity to become a member of and help manage the Trust. If you are interested in hearing more about the Trust, please contact the Parish Council.

**To see the full document
go to the website
shiltonparishoxon.co.uk**

February 2018

4. Community Views on Planning Issues

Dwellings

- Up to 10 affordable dwellings
- Up to 2 open market dwellings to help fund the scheme
- Designed to be in keeping with the character of the village

Landscape

- Meadow setting to the development and village green
- Village pond as a feature and for rainwater storage
- Designed for ecological benefits



Village Green

- A new village green approximately 100m x 100m
- Landscape edges retaining existing trees and hedges
- Pedestrian entrance incorporating the bus stop

Parking

- Parking area to serve the village green
- Access off Alvescot Road
- Capacity for around 15 cars



5. Vision & Objectives

Vision

5.1 The vision of Shilton in 2031 is:

"The villages of Shilton and Bradwell Village have kept their special character and remain cherished places to live. Design standards have remained high where proposals for new or replacement buildings have been approved. And the growth of Carterton has not encroached any further into the Parish.

In Shilton, the new affordable housing scheme has helped attract younger people and families to the village and has provided a new public open space for all residents to enjoy. The Rose & Crown pub is a successful business and continues to be a hub for the community. Measures to discourage through traffic have contributed to improving the quality of life in the village. In Bradwell Village, the Management Company has continued to ensure that its residents enjoy a high standard of living and amenities.

The community has worked successfully with local farmers and other landowners to improve the network of footpaths and bridleways that surround the villages and connect them with the wider countryside. The biodiversity value of the Shill and surrounding woodlands has been maintained and improved."

Objectives

5.2 To achieve this vision, the key objectives of the Shilton Neighbourhood Plan have been identified as follows:

- Identify and preserve assets of community value
- Maintain, preserve and improve the local built and natural environment
- Maintain Shilton Conservation Area in its historic setting and the special character of Bradwell Village
- Help preserve surrounding countryside from unsustainable development
- Identify and implement solutions to the shortage of affordable housing



6. Land Use Policies

6.1 Land use planning policies are used to determine planning applications made for development proposals. They can establish the principles for retaining or changing use of land in settlements and in the countryside. They can also set out the conditions against which development proposals will be judged in terms of their design, access etc.

6.2 The purpose of these policies is either to encourage planning applications for proposals that the local community would like to support, or to discourage applications for developments that are not appropriate in planning terms. Policies must be clearly written so they can be easily applied when considering planning applications.

6.3 The Neighbourhood Plan deliberately avoids repeating existing national or local planning policies. The policies proposed in the Plan therefore focus on a relatively small number of key development issues in the Parish. For all other planning matters, the national and local policies will continue to be used.

6.4 Set out below are the proposed policies of the Neighbourhood Plan. Each policy has a number and title,

and the policy itself is written in bold italics for ease of reference. There is also a short statement explaining the intention of the policy and any other relevant background information. Where a policy refers to a specific site or area, this is illustrated on the Policy Map and Insets, which are published as separate documents alongside the Neighbourhood Plan.

6. Land Use Policies

Policy SH1 Village Boundaries

The Neighbourhood Plan defines village boundaries at Shilton and Bradwell Village, as shown on the Policies Map. Proposals for small scale infill development within the village boundaries will be supported, provided they accord with the design and development management policies of the development plan and other policies of the Neighbourhood Plan. Proposals for the sub-division of existing residential plots will not be supported.

Proposals for development outside the boundary will only be supported if they are appropriate to a countryside location and they are consistent with local development plan policies applying to the countryside.

6.5 The policy defines boundaries around the two settlements in the Parish to separate the built-up areas (within which development is, in principle, acceptable), from the countryside (within which, with limited exceptions, it is not). For the purpose of this policy, 'small scale infill development' is defined as a scheme of no more than two buildings of a form,

height, scale and materials that are appropriate to the immediate area and that are located within an existing built frontage or other gaps between existing buildings (and are consistent with policies SH4 and SH5). The sub-division of residential plots is not a characteristic of either village and such proposals will not benefit from this policy.

6.6 Settlement boundaries are a conventional tool for the management of development, principally to prevent the encroachment of development into the countryside. Although the tool is not used by the District Council, the Local Plan does make a clear distinction – in Policy OS2 for example – between small villages and the open countryside. And the policy helps apply Local Plan policies H2 Delivery of New Homes and EH1 Landscape Character to this specific Parish.

6.7 The methodology for drawing the boundaries is clear, it has been consistently applied, and it is considered it can be easily understood by planning officers, applicants and local communities. A desktop study has been undertaken to review current land and built form, land-use, landscape character, woodland cover, field pattern and settlement pattern using GIS and aerial photographs. This allowed the village edges

6. Land Use Policies

and surrounding landscape to be easily surveyed in the field and gain a clearer understanding of the potential village boundary. The fieldwork then validated or corrected that work. The boundary definition is purely for use as a planning tool within the remit of planning legislation and does not in any way seek to define the boundaries of the communities concerned.

6.8 Using the same conventions used by those planning authorities that do use settlement boundaries, the boundaries here have been drawn to include the whole curtilage of homes and other buildings where they relate well to the existing built-up area. Given the presumption in favour of development if land is within the village boundary, land has only been included within a boundary if development is considered acceptable in principle, subject to compliance with other policies.

6.9 And a judgement has been made as to whether other development or areas adjacent to but outside the villages relates more to the built environment than to the surrounding countryside. This has resulted in the New Manor and other land and buildings in that vicinity, and the cluster of

buildings along Hen N Chick Lane (including the land allocated by Policy SH2), being excluded from the Shilton village boundary.

6.10 The policy has also taken into account the relevant Local Plan policy provisions in that the two villages are defined as 'small villages' in the settlement hierarchy. The boundary has therefore not had to accommodate the allocation by the Neighbourhood Plan of development sites. In doing so, it seeks to refine Policy H2 in confining new housing development schemes that meet the conditions of that policy to no more than two homes. This is considered necessary to ensure that such schemes do not introduce a scale of change in any one location in the villages that is inconsistent with their essential character.

6. Land Use Policies

Policy SH2 Allotment Field

The Neighbourhood Plan allocates land at the Allotment Field on Hen N Chick Lane, as shown on the Policies Map, for a housing scheme and a village green scheme.

Development proposals will be supported, provided:

- i. The housing scheme is of up to 12 dwellings, comprising affordable dwellings and the minimum number of open market dwellings to secure a viable scheme, as demonstrated in a viability assessment to the satisfaction of the planning authority;*
- ii. The affordable dwellings are a mix of 2 and 3 bedroom types;*
- iii. Vehicular access for the housing scheme is from Hen 'n' Chick Lane and for the village green scheme is from Alvescot Road;*
- iv. The potential of constructing a new public footpath on highways land between the site and The Hill is investigated and delivered as part of the scheme if viable;*

- v. The village green scheme is delivered as part of the housing scheme and provides a public open space fronting Alvescot Road and Hen N Chick Lane to be accessible to the new homes on the site and to the village community;*
- vi. The layout and landscape schemes create an effective green infrastructure asset and a defensible boundary around the edge of the site to prevent any further extension of the housing scheme onto the adjoining land;*
- vii. The landscape scheme incorporates measures to deliver a biodiversity gain on the site; and*
- viii. The foul water drainage scheme is managed on-site.*

6.11 This policy allocates land in the ownership of the Shilton Welfare Trust on the western edge of Shilton village for an affordable housing scheme. It is proposed that planning permission is granted by a Community Right to Build Order alongside this Neighbourhood Plan. An initial view of the scheme viability indicates that one or two open market dwellings will be necessary to cross-subsidise the affordable housing element and this assumption has been used to show the scheme design principles in the Order. However, the Trust

6. Land Use Policies

will not be able to determine the precise tenure mix and business model until it is constituted after the making of the Plan and Order. In which case, the policy requires that a viability assessment is provided as a condition of the Order to demonstrate that the scheme comprises only the minimum number and type of open market dwellings to enable the Trust to deliver a viable scheme.

6.12 The policy sets out a number of key development principles to ensure a successful scheme is delivered. The local community has been increasingly concerned at the changing demographic of the Parish and the very high house prices that make it difficult for all but the most affluent households to be able to live here. It also acknowledges that there is a wider housing affordability problem across the District, making it difficult for public sector and other key workers to live close to their jobs. To ensure the local community has control of the scheme in perpetuity, the Parish Council proposes to deliver the scheme through a new Community Land Trust (CLT) and will lease the land from the Shilton Welfare Trust for that purpose.

6.13 Having established the need for this proposal, the Parish

Council invited landowners with suitable sites of more than 1.5 acres on the western edge of Shilton to express an interest in providing land at no cost or minimal rental to a new CLT to enable the delivery of the scheme. Only the Welfare Trust, which owns the former allotment land off Hen N Chick Lane, confirmed that it wished the land to be made available on those terms. Although outside the Shilton village boundary defined by Policy SH1, the land lies only a short walking distance from the village and is bordered on two sides by houses.

6.14 The policy is generally consistent with Policy H2 of the Local Plan which makes specific provision for housing land in small villages to be allocated in Neighbourhood Plans. The location had to be outside the village and an exception to policy to enable the land to be acquired for this specific purpose on acceptable terms. Its development principles ensure that the scheme will meet the design standards of Policy OS4 and will avoid harm to local landscape character as required by Policy EH1.

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Policy SH3 The Rose & Crown P.H.

Proposals for the improvement and extension of the Rose & Crown P.H. on Bridge Street, Shilton, as shown on the Policies Map, and for the creation of up to eight units of accommodation for let that is ancillary to the principal public house use, will be supported, provided:

- i. The proposals are made as part of one application for planning consent and Listed Building Consent for the whole planning unit defined as the curtilage of the Listed Building;*
- ii. The proposals do not provide for the subdivision of the public house from the remainder of the planning unit;*
- iii. In respect of the existing barn and the adjoining ancillary structure on the site:*
 - a. Any demolition proposal can be shown to be necessary to deliver a viable scheme, where this is demonstrated by a survey report of a suitably qualified structural engineer;*
 - b. The replacement barn building is used solely for accommodation to let as ancillary to the principal public house use and the built form*

occupies a similar footprint and is of a similar roof height to the existing barn;

- c. The replacement of the adjoining ancillary structure is subordinate to the built forms of both the public house and replacement barn building and enables a physical link to the public house to be created and a means by which the existing public house toilet facilities can be relocated; and*
- d. Any materials from the demolished buildings are reused in the new buildings, where practical;*
- iv. In respect of land to the northern and eastern elevations of the existing barn building:*
 - a. The land is used to provide new units of accommodation to let as ancillary to the principal public house use;*
 - b. The developable area extends no further than the site boundary to the north and no further than the southern extent of the existing adjoining ancillary structure;*
 - c. The built form of the new units will be single storey with pitched roofs facing towards the replacement barn building; and*

6. Land Use Policies

- d. The existing planting that defines the southern extent of the area and that will define the northern edge of the beer garden is bolstered with new planting;*
- v. In respect of the public house, the existing kitchen facilities may be extended as part of the scheme to link the principal building to the replacement ancillary structure building; and/or as part of the scheme to reuse the existing toilet facility structures;*
- vi. The planning unit is used for A4 Drinking Establishment and ancillary accommodation to let and for no other purpose, including any purpose that may otherwise be allowed by the Town & Country Planning (Use Classes) Order 1987*
- vii. The proposals meet the adopted car parking site either within the site boundary or by an extension of the site boundary into the adjoining field, but only provided:*
 - a. The additional car parking land is used solely for that purpose and comprises no permanent structures;*
 - b. A landscape scheme is implemented to*

screen the car park from the remainder of the field; and

c. The car park surface is permeable;

viii. The scheme retains the existing beer garden area.

6.15 This policy seeks to encourage and enable comprehensive proposals to retain the Rose & Crown pub in a single, viable commercial and social use. To serve that purpose effectively, it is necessary to be more prescriptive to enable the proper management of future proposals by the District Council.

6.16 The main pub is a Grade II listed building and, given its functional relationship with the pub, the barn to its rear is considered to be curtilage listed. The whole site lies in the Conservation Area and within the setting of another listed building.

6.17 The policy is therefore intended to strike an appropriate balance between the requirement (of national policy and of Local Plan Policy OS4) for proposals to cause no substantial harm to the heritage assets and the community's desire to

6. Land Use Policies

see the pub have a viable future. Aside from the village hall, it is only social asset in the village and serves as a valuable facility (and to this end, the Parish Council has also applied for the building and its curtilage to be designated an Asset of Community Value by the District Council).

6.18 However, the village is too small to sustain a conventional pub and its longer-term viability rests with it having wider income streams, including providing accommodation to let and widening its food offer. The owner has expressed an interest in pursuing such proposals but requires the Neighbourhood Plan to lower the planning risk of achieving a successful scheme.

6.19 The owner has indicated that the dilapidated barn and its adjoining ancillary structure and not capable of economic repair and reuse as they have been unused for at least 25 years. Although the policy requires that proper evidence will need to be submitted with a planning application, it assumes that a viable scheme will be based on replacing the barn and ancillary structure.

6.20 The owner considers that a scheme of eight units of accommodation to let is the minimum to be a viable economic proposition in this location and market. The

replacement building/structure may provide four units; hence the policy allows for another four units on the land to the rear and side of those buildings. The land is unused and the beer garden to the pub is poorly defined on its northern edge. The southern elevation of the new scheme, together with new planting, will enable that edge to be better defined.

6.21 The policy also provides for improvements to the main pub building to relocate its toilet facilities and to extend its kitchen facilities. Both may be achieved by creating a new physical link between the pub and the replacement adjoining ancillary structure containing some of the new accommodation units. The existing kitchen facilities are located in a more recent addition to the original building and although that addition is very well integrated into the main building form, it is possible to extend the facilities and to create a link without causing harm to the essential historic character of the building.

6.22 The policy requires that the scheme meets car parking standards for the new units of accommodation. The rearrangement of existing spaces within the site may achieve this, but if not, then the owner controls the field at the rear of the site. The boundary of this policy therefore includes the field that lies outside the Village Boundary defined in Policy SH1 and so cannot be used for another purpose than for additional car parking, if required.

6. Land Use Policies

6.23 Finally, the policy relates to the whole planning unit of the pub and will only benefit comprehensive proposals to deliver a viable commercial and community asset for the foreseeable future. It does not allow for the subdivision of the pub and the remainder of the site and prevents the change of use of the site for other purposes.



6. Land Use Policies

Policy SH4 Design in Shilton Village

Development proposals in Shilton village must have regard to the West Oxfordshire Design Guidance and to the following specific, common design features that contribute significantly to defining the special character and appearance of the Shilton Conservation Area:

- i. The preponderance of large detached buildings set within larger plots with ancillary and subordinate buildings and structures with no tradition of subdividing plots*
- ii. The use of stone in building and roofing materials for buildings, structures, additions and extensions within the defined village boundary*
- iii. The use of stone and/or timber in building materials for buildings and structures in the agricultural idiom outside the defined village boundary*
- iv. The use of Burford Green, Oxford Blue and neutral white colours for external wood and iron work*
- v. The value of glimpse views from inside the village through developed land to the*

surrounding countryside

- vi. The strong building lines and common building heights along Bridge Street that define distinct character areas along its length through the village*
- vii. The individual and group value of local heritage assets that are significant in defining the character of the setting to the listed buildings and to the Conservation Area, notably:*
 - a. No.s 9-12 West End*
 - b. Folly Field*
 - c. The Coppice*
 - d. West End House, including the stone wall and hedging on its boundary*
 - e. Vine Cottage*
 - f. The Granary*
- viii. The appreciation of listed buildings and other heritage assets by open or glimpse views from the highway through and/or over boundary walls, hedges and access gates*
- ix. The absence of conventional street lighting*
- x. The presence of key views within and out of the village, notably:*

6. Land Use Policies

- a. The view up Church Lane to Hollow Way and the gradual reveal of Ivy Bank that closes the view*
- b. The view from Church Lane across the ford and pond to Delia's Field*
- c. The view up The Hill from Church Lane/Bridge Street framed by buildings on its south side and two mature trees on its north side*
- xi. The presence of key vista views from the village edges to the surrounding countryside, notably:*
 - a. the vista to Alvescot and The Ridgeway from the church yard*
 - b. the vista to The Ridgeway from opposite No.s 9-12 West End*
 - c. the vista over open farmland towards Burford from Ladburn Lane*
 - d. Glimpse views through the mature trees along the A4020 Shilton Road to the village and church across the manor fields*
 - e. Glimpse views across the meadow from Packhorse Bridge*
 - f. Glimpse view through the gate of Fairfield Cottage to the valley*

6.24 This policy complements the West Oxfordshire Design Guide (see www.westoxon.gov.uk/residents/planning-building/historic-buildings-conservation-areas/design-advice/) in setting the overall design objectives and principles that all development schemes in Shilton village should have full regard to. It also refines that guidance by identifying a series of specific design attributes that help define the special character of the village, almost all of which lies within a Conservation Area.

6.25 There are also many listed buildings in the village and other individual or groups of buildings that have local heritage value and/or play an important 'townscape' role. These attributes are derived from evidence gathered by the Neighbourhood Plan team in its own appraisal of the Area and analysis of the Historic Environment Record.

6. Land Use Policies

Policy SH5 The Shilton—Carterton Local Gap

The Neighbourhood Plan defines the Shilton - Carterton Local Gap, as shown on the Policies Map, in order to prevent the coalescence of the two settlements and to protect the character and rural setting of the village.

Development proposals should ensure the retention of the open character of the Local Gap. Proposals for the re-use of rural buildings, agricultural and forestry-related development, playing fields, other open land uses and minor extensions to existing dwellings will only be supported where they would preserve the separation between the settlements concerned and retain their individual identities.

6.26 The policy seeks to protect the essential countryside character of the visual gap that separates Shilton village on its south and eastern edge from the north-western edge of the town of Carterton and its potential expansion to the west, to prevent their visual coalescence. It will work alongside other landscape protection policies of the Local Plan that will discourage the further expansion of Carterton in this direction for the remainder of the plan period.

6.27 The purpose of maintaining the integrity of the gap, which serves as a visual break between the two settlements and protects the character and rural setting of Shilton in the Shill Valley, is to provide additional protection to open land that may be subject to development pressures. The town has grown considerably over the last decade or more, including along the A4020 Shilton Road, and the local community is concerned that any tall structures or urban features in the gap will join the village to the town.

6.28 The policy sets out a range of uses that may be appropriate within a Local Gap. Each case will be considered on its merit, based on its scale, design and impact on the separation of the two settlements and their distinct identities. However, it makes clear that such proposals must not individually or cumulatively undermine the purpose or open nature of the Local Gap.



6. Land Use Policies

Policy SH6 Local Green Spaces

The Neighbourhood Plan designates the following locations as Local Green Spaces, as shown on the Policies Map:

- i. The Conyger, Shilton***
- ii. Delia's Field, Bridge Street, Shilton***
- iii. The Gallops, off Birch Drive, Bradwell Village***

New development will not be permitted on land designated as Local Green Space except in very special circumstances.

6.29 This policy designates three green areas or open space within and adjoining the two villages as Local Green Spaces. The designation gives the spaces the equivalent protection of the Green Belt, with development only permissible in very special circumstances.

6.30 These are areas which are demonstrably special to the local community and hold a particular local significance, for

example because of their beauty, historic significance, recreational value, tranquillity or the richness of their wildlife. In Shilton, both spaces are, or have been, used by the local community for events (village fayres or bonfires) although both are in private ownership.

6.31 Both play important roles as open spaces that define the character of the Conservation Area. Delia's Field on Bridge Street combines with the adjoining pond and ford to create a very distinctive and picturesque space at the heart of the village. The Conyger has important historic interest as part of the former Cistercian monastery and farming grange at Shilton and also contributes to the rural character of Church Lane. Development on either space – even of the most modest scale – will harm the historical associations they have with the village.

6.32 At Bradwell Village, the Gallops was left undeveloped in the redevelopment of the former hospital site and is important in providing a rural setting to the modern village. It is also a well-used recreation area.



The Conyger, Shilton



The Gallops, Bradwell Village



Delia's Field, Shilton

6. Land Use Policies

Policy SH7 Green Infrastructure

The Neighbourhood Plan identifies a network of existing green infrastructure assets in the Parish comprising natural, amenity and public open spaces and footpaths and bridleways, as shown on the Policies Map. It also identifies opportunities to enhance the network to improve habitat and/or human connectivity.

Development proposals on land that lies within or adjoining the defined network should:

- i. demonstrate how they sustain and enhance the visual characteristics, the connectivity function and/or biodiversity of the land, as appropriate;*
- ii. have regard to how their landscape schemes, layouts, access and public open space provision and other amenity requirements may contribute to the maintenance and improvement of the network;*
- iii. not undermine the existing or potential function of the network in that location;*
- iv. Encourage the planting of native trees and*

hedges and should replace mature trees that need to be felled with semi-mature trees of native species that fit the surrounding landscape character and contribute to a biodiversity net gain; and

- v. For either new development or the refurbishment of existing structures, they should wherever possible encourage biodiversity and protected species such as swifts, house martins, sparrows and owls.*

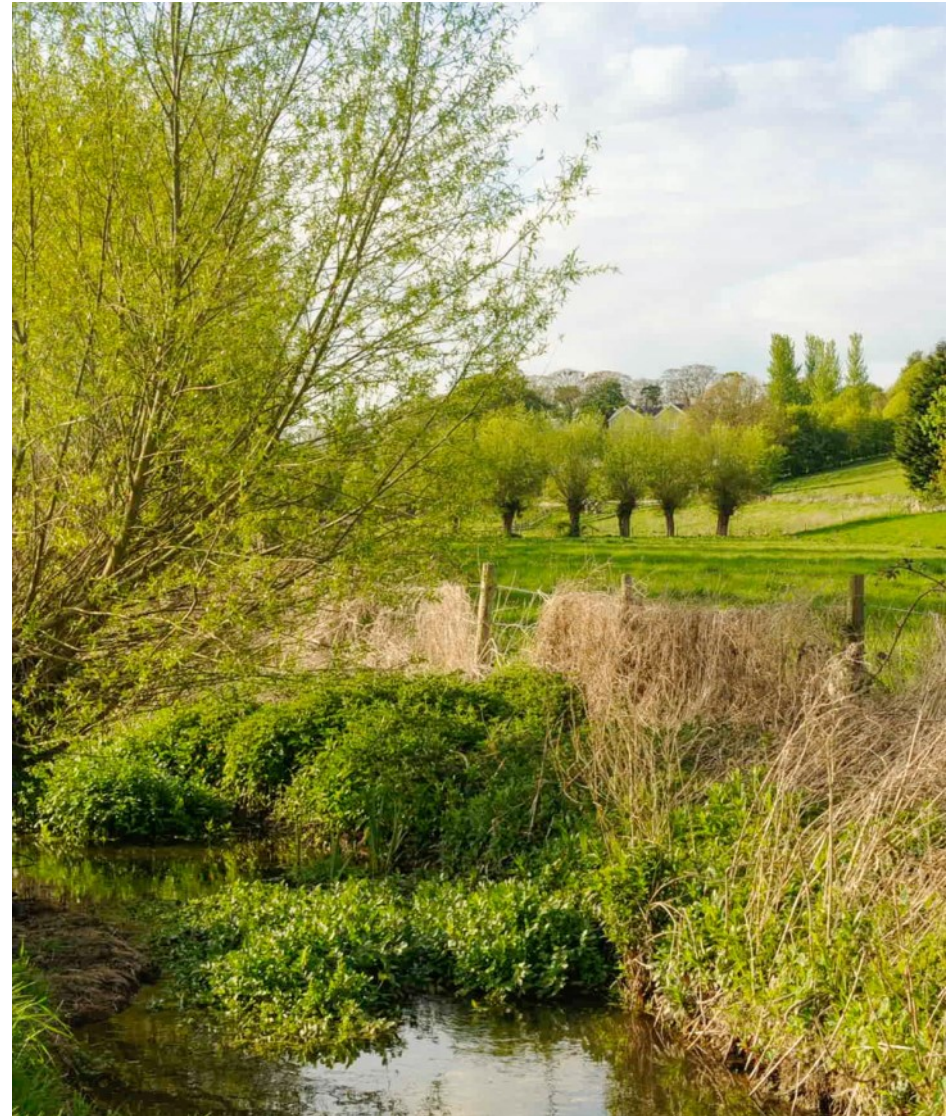
6.33 This policy identifies a network of different types of green infrastructure assets across the Parish with a view to protect them from harmful development and to encourage better habitat and walking/bridlepath connectivity in the future. Although it is not expected either village will see any significant development in the plan period, there may be the occasional opportunity from even modest schemes that lie within or adjoin an asset, that are acceptable in other planning terms, to enhance or to connect these assets.

6.34 The evidence gathered in the Environment Report (including the Historic Environment Record, the Definitive Map of Public Rights of Way, the Local Plan evidence reports) identified informal open spaces, woodland, streams

6. Land Use Policies

(most notable the Shill Brook Valley, a biodiversity conservation target area), road verges/street trees, hedgerows, footpaths and bridleways. Many are already physically connected but there may be potential opportunities in the future to negotiate new connections where this fits with their land management plans.

6.35 The policy requires the retention of mature trees in development schemes. Where this is not possible replacement trees of a similar form should form part of the approved landscape scheme. It also seeks to encourage the retention of local bird habitats by requiring new build and refurbishment schemes to make provision for nesting sites.



7. Implementation

7.1 The Neighbourhood Plan will be implemented through the local planning authority's consideration and determination of planning applications for development in the parish.

7.2 Whilst the local planning authority will be responsible for the development management, the Parish Council will use the Neighbourhood Plan to frame its representations on submitted planning applications. It will also work with West Oxfordshire District Council to monitor the progress of any sites coming forward for development.

7.3 The Parish Council is in the process of forming a Community Land Trust to deliver the housing scheme of Policy SH2. Once that scheme has been delivered, the Trust may seek to widen its scope to help implement other policies and aspirations of the Plan.

7.4 The Parish Council has submitted an application to the District Council for the Rose & Crown pub (of Policy SH3) to be designated an Asset of Community Value. Together with the policy, this designation, if successful, will ensure that its

social value has the best chance of being sustained through the plan period.

7.5 The Parish Council is very mindful of the importance that local people place on the volume and speed of traffic through Shilton village. This matter has been raised throughout the engagement exercises of the Plan but is not an issue that the Plan can directly address through land use policy. In which case, the Council will continue to encourage the local highways authority to undertake traffic management schemes through the village.

7.6 The network of public and other footpaths, tracks and bridleways through the Parish are valued by local people. To help implement Policy SH7, the Parish Council will aim to engage with local landowners to identify ways in which the network can be improved without harming their land management and access plans.



Appendix A

Additional Information on the Shilton – Carterton Local Gap

Purpose

This note is intended to provide evidence to justify the designation and extent of the Local Gap in Policy SH5 of the Neighbourhood Plan.

The Character of the Gap

The Gap comprises open fields between the southern edge of Shilton, formed by buildings, mature trees and the Churchyard extending from the Manor House to the end terrace on Hen N Chick Lane, and the northern edge of Carterton, formed by new buildings on the Swinbrook Park housing scheme, buildings on Shilton Road and (by way of its bulk and height) the Leisure Centre building at the Community College on Upavon Way (see Figs 1 – 5 overleaf).

The fields form a gentle valley within which sites the Shill Brook and most are farmed for arable purposes. Aside from some trees alongside the Brook, the tops of which are visible, and a line of small timber telegraph poles and wires, there are no buildings and structures in the Gap other than Manor Fields on Shilton Road. This enables long, uninterrupted views from the Churchyard towards Carterton, which define the visual separation of the two settlements in this location.

Although the distance between the two has been made much shorter with the new Swinbrook Park development, the presence of a very mature tree and hedgerow line along the length of Shilton Road and the location of much of the village on the lower slopes of the valley, means that there is no visual relationship between the two at this point.

The gradual expansion of Carterton towards Shilton over the last few years has made its northern edge significantly more visible from the southern edge of the

Appendix A

village. The presence of Manor Fields on Shilton Road at the midpoint between the two settlements (see Figs 3 and 5) has already served to coalesce the two in part, and any intensification of development at that prominent location will complete that coalescence.

extend beyond the line of mature trees and hedgerow that runs perpendicular to Shilton Road.

The Definition of the Gap

In accordance with the conventions for defining gaps that are intended to prevent the visual coalescence of settlements, it is important that only the minimum land area is included in the policy to serve that specific purpose. Any other green infrastructure or landscape character attribute of the land is not relevant.

In which case, the two established edges of the area are the B4020 Shilton Road and the southern edge of Shilton. The area then extends to the visible line from the end terrace of West End on Hen N Chick Lane to the Leisure Centre in Carterton. It ends at the Parish (and Neighbourhood Area) boundary and does not

Appendix A



Fig 1 View from Shilton Churchyard SE to Leisure Centre

Appendix A



Fig 2 View from Shilton Churchyard to Swinbrook Park and Shilton Road

Appendix A



Fig 3 View from Shilton Churchyard to Manor Fields and Swinbrook Park

Appendix A



Fig 4 View from Layby on Hen N Chick Lane to Leisure Centre and Shilton Road

Appendix A



Fig 5 View from Layby on Hen N Chick Lane to Swinbrook Park

Policies Maps

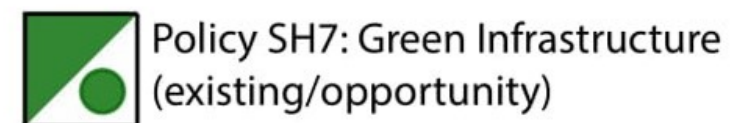
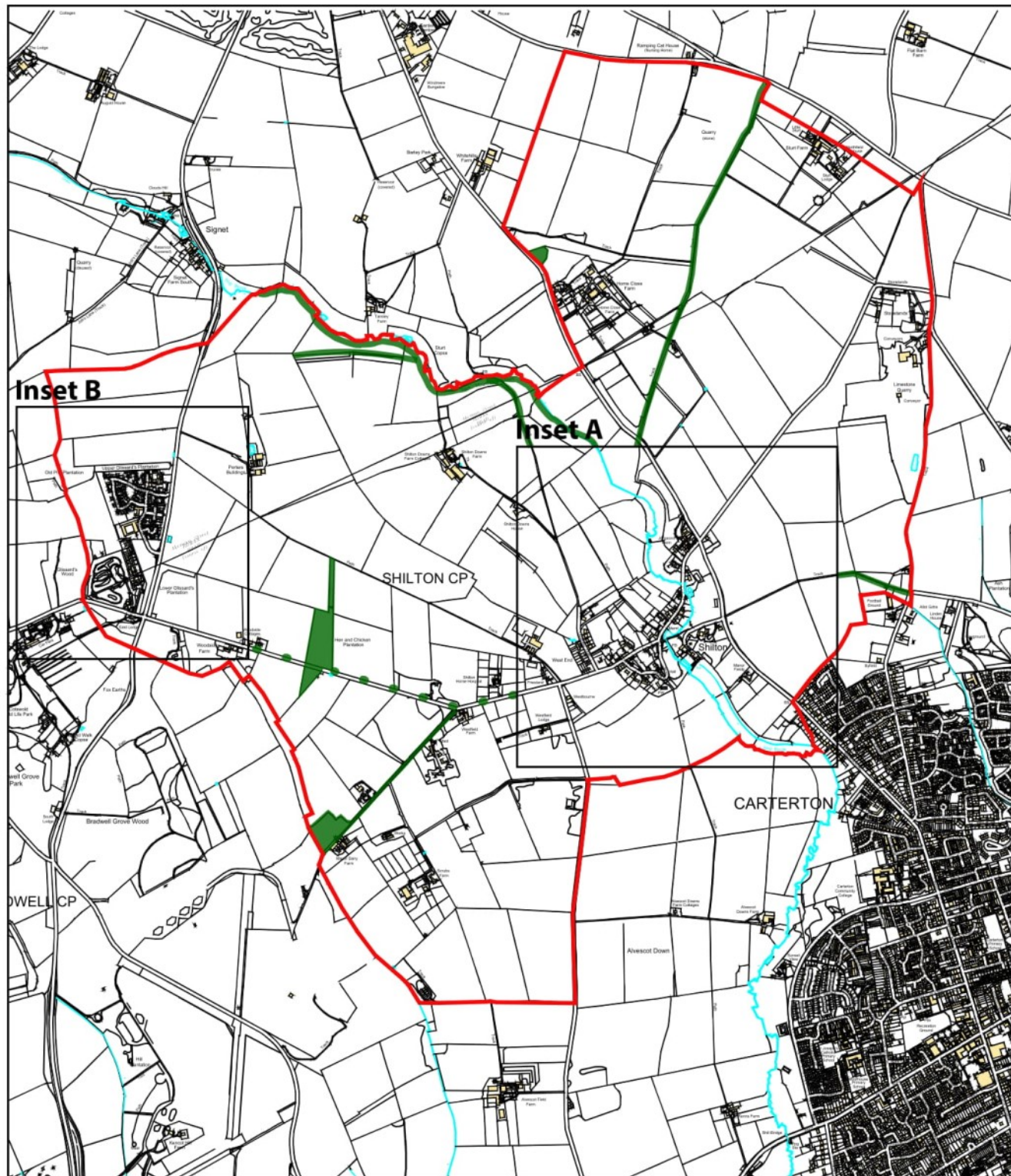
Shilton Neighbourhood Plan Submission Policy Map

Shilton Neighbourhood Plan Submission Inset A

Shilton Neighbourhood Plan Submission Inset B

Shilton Neighbourhood Plan








Submission Policy Map - April 2018



Shilton Neighbourhood Plan

Submission Inset A - April 2018







-  Parish Boundary
-  Policy SH1: Village Boundaries
-  Policy SH2: Allotment Field
-  Policy SH3: Rose & Crown P.H.
-  Policy SH5: Shilton-Carterton Local Gap
-  Policy SH6: Local Green Spaces
-  Policy SH7: Green Infrastructure (existing/opportunity)

Shilton Neighbourhood Plan

Submission Inset B - April 2018



-  Parish Boundary
-  Policy SH1: Village Boundaries
-  Policy SH6: Local Green Space
-  Policy SH7: Green Infrastructure (existing/opportunity)

