

SHILTON NEIGHBOURHOOD PLAN 2018 – 2031



September 2019

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List of Land Use Policies

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1. Introduction & 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 below.



Plan A: Shilton Designated Neighbourhood Area

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 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:

- Does the Plan have regard to national policy and advice?
- Is the Plan in general conformity with the strategic policies of the Local Plan?
- Does the Plan contribute to the achievement of sustainable development?
- Does the Plan meet the legal requirements and is compatible with European obligations?

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 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 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 was submitted alongside the Plan. This will help show that the Plan meets the basic condition of contributing to the achievement of sustainable development.

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.

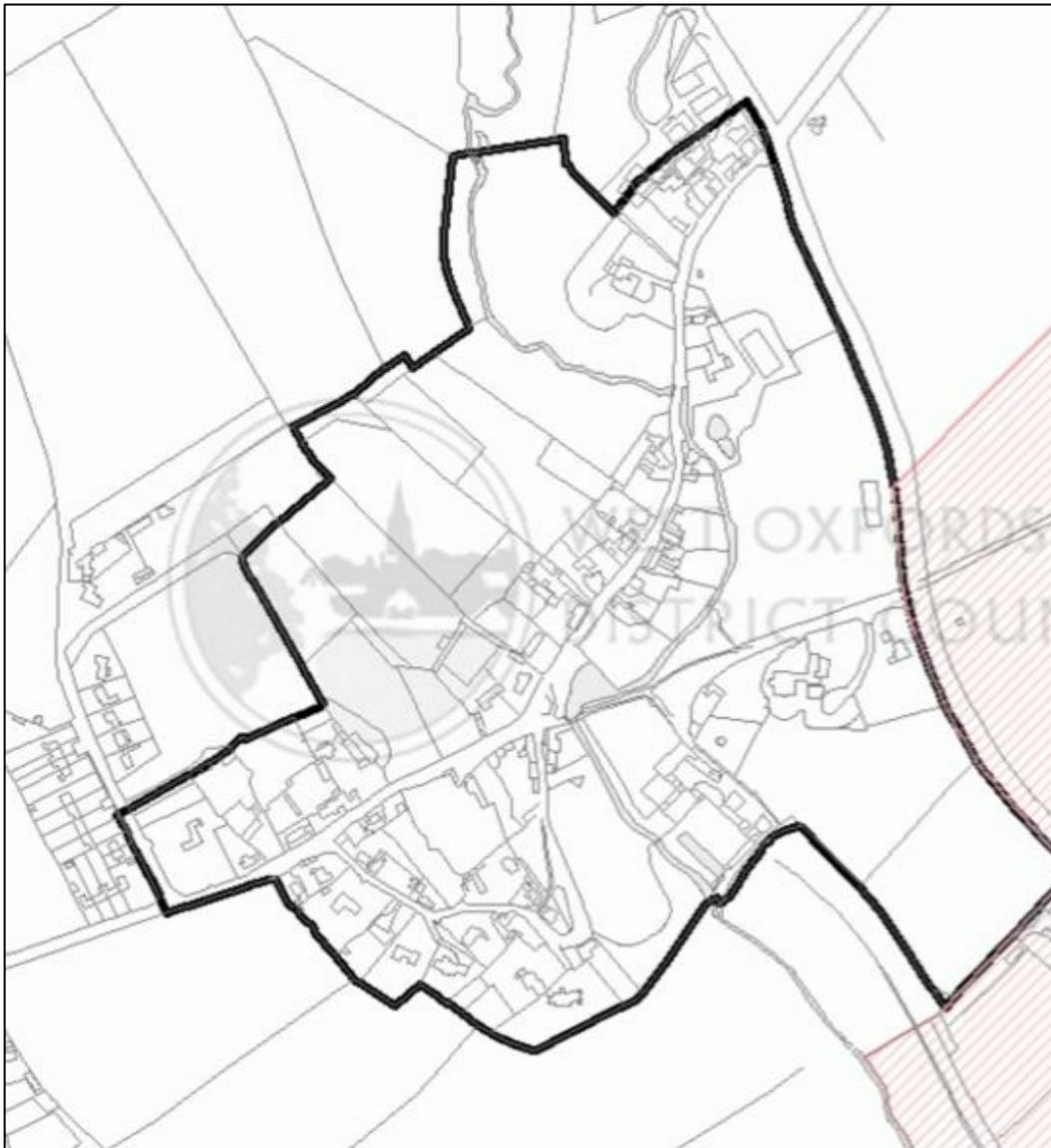
2.7 The village is within two miles of Carterton, the second largest town in West Oxfordshire, which is also home to RAF Brize Norton. Carterton is expanding rapidly, with two major areas of new housing under development and further areas currently under review.

2.8 Bradwell Village is located three quarters of a mile to the west of Shilton, and is a recent 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 it 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 below. 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.



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.

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
- 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 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*;
- 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.***

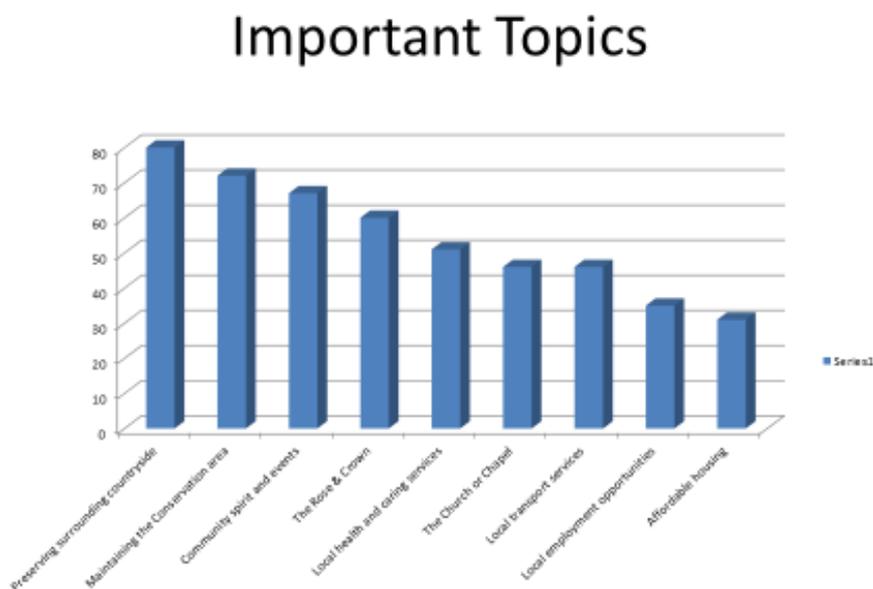
3.7 In general, the new Local Plan maintains the spatial strategy of the current and past plans for this area. There is no obligation on the Neighbourhood Plan to find land for development in either of the small villages and the open countryside will remain an inappropriate location for most types of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

4. Community Views on Planning

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.

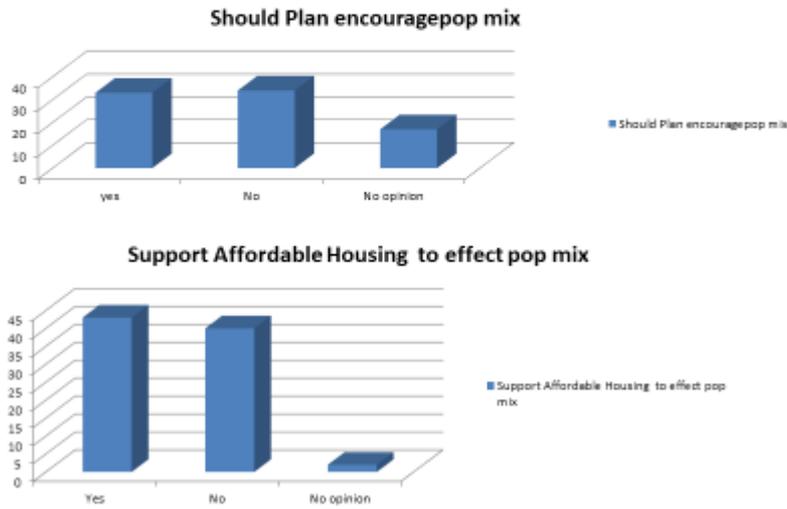
4.3 In February 2017 the Steering Group sent out a questionnaire to all residents seeking their views on a wide range of planning issues. Some of the more significant findings are shown below.



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

- Yes – 20
- No – 62

Use of Plan to effect change of Pop Mix



Protection and Traffic

- Should the Plan designate specific significant open greenspaces for protection against development?
 - Yes - 80
 - No - 2
 - No opinion - 1
- Are the current roads through the Parish adequate for the current levels of traffic?
 - Yes - 31
 - No - 53
 - 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 encourage 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%



5. Vision, Objectives and Land Use Policies

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

Land Use Policies

5.3 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.

5.4 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.

5.5 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.

5.6 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.

Policy SH1: The Rose & Crown P.H.

The Rose and Crown pub is an important community asset. Development that sustains the pub's community function and which conserves and enhances the significance of the Grade II Listed pub, its setting and the Shilton Conservation Area, will be supported.

5.17 *The Rose and Crown pub and the village hall are the only social assets in the village and as such, are valuable facilities*

5.18 *The Parish Council is supportive of development that supports the sustainable future of the pub. Consequently, this Policy is aimed at providing a positive planning policy context, such that appropriate development will be supported. The pub itself is a Grade II Listed building and it is located within the Shilton Conservation Area. These are designated heritage assets of national significance and it is important that any development is in line with the relevant heritage policies set out in the National Planning Policy Framework and the West Oxfordshire Local Plan.*





Policy SH2: 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:

- ***The preponderance of large detached buildings set within larger plots with ancillary and subordinate buildings and structures with no tradition of subdividing plots***
- ***The use of stone in building and roofing materials for buildings, structures, additions and extensions within the defined village boundary***
- ***The use of stone and/or timber in building materials for buildings and structures in the agricultural idiom outside the defined village boundary***
- ***The use of Burford Green, Oxford Blue and neutral white colours for external wood and iron work***
- ***The value of glimpse views from inside the village through developed land to the surrounding countryside***
- ***The strong building lines and common building heights along Bridge Street that define distinct character areas along its length through the village***
- ***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:***
 - ***No.s 9-12 West End***
 - ***Folly Field***
 - ***The Coppice***
 - ***West End House, including the stone wall and hedging on its boundary***
 - ***Vine Cottage***
 - ***The Granary***

- **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**
- **The absence of conventional street lighting**
- **The presence of key views within and out of the village, notably:**
 - **The view up Church Lane to Hollow Way and the gradual reveal of Ivy Bank that closes the view**
 - **The view from Church Lane across the ford and pond to Delia's Field**
 - **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**
- **The presence of key vista views from the village edges to the surrounding countryside, notably:**
 - **the vista to Alvescot and The Ridgeway from the church yard**
 - **the vista to The Ridgeway from opposite No.s 9-12 West End**
 - **the vista over open farmland towards Burford from Ladburn Lane**
 - **Glimpse views through the mature trees along the A4020 Shilton Road to the village and church across the manor fields**
 - **Glimpse views across the meadow from Packhorse Bridge**
 - **Glimpse view through the gate of Fairfield Cottage to the valley**

5.26 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.

5.27 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.

Policy SH3: Preventing the Coalescence of Shilton and Carterton

Development that would result in the coalescence of Shilton and Carterton, or which would result in Shilton losing its distinct separate identity, will not be supported.

5.28 The distinctive, separate identity of Shilton is an essential attribute. This policy seeks to prevent the coalescence of Shilton and Carterton by reinforcing the Policies of the Local Plan.

Policy SH4: 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.

5.32 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.

5.33 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.



Delia's Field, Shilton

5.34 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.



The Conyger, Shilton

5.35 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 Gallops, Bradwell Village

Local Green Space
The Conygar, Shilton



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Local Green Space
The Gallops, Bradwell Village



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Policy SH5: 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.

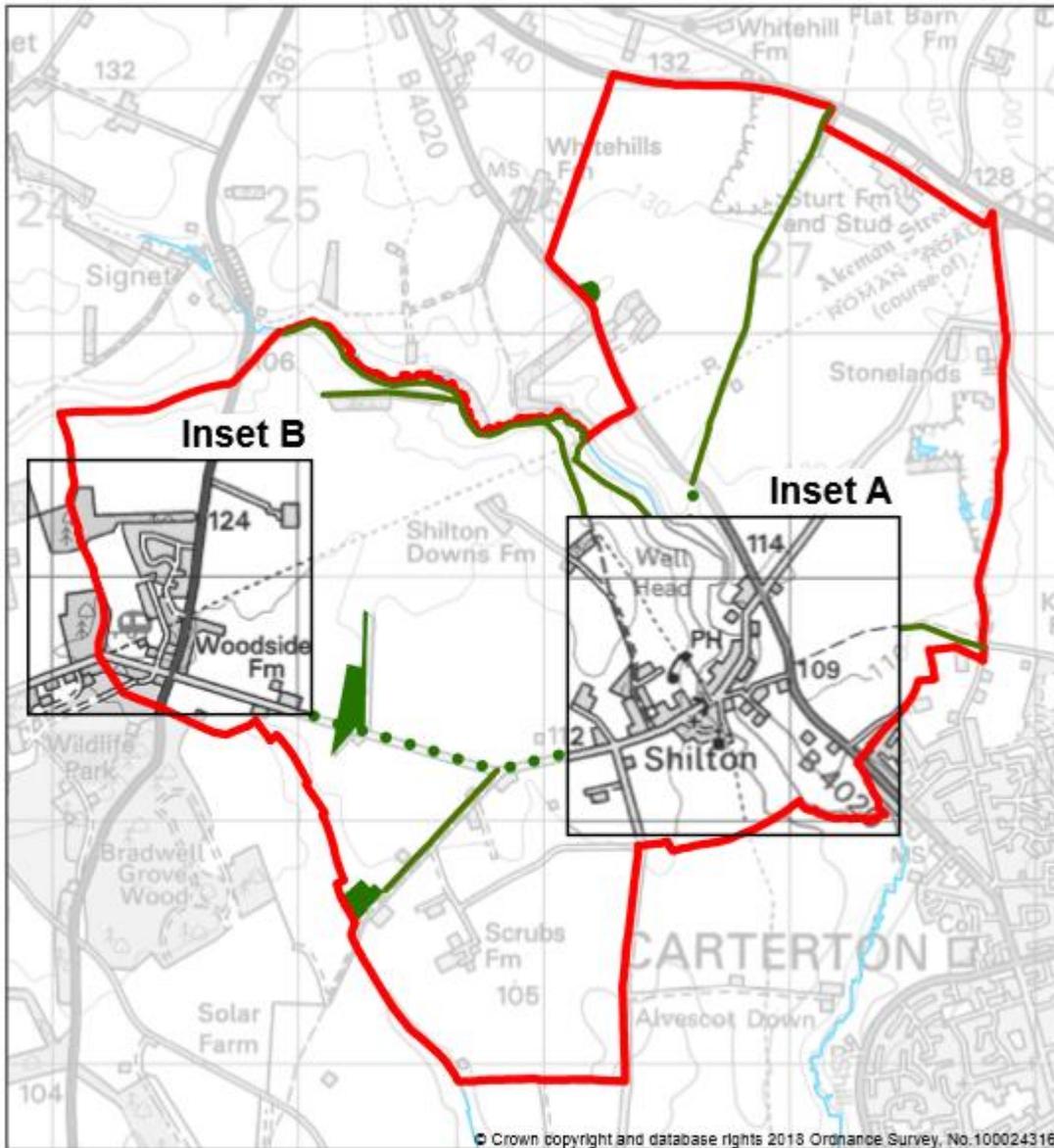
Development proposals on land that lies within or adjoining the defined network should:

- i. demonstrate how they sustain and enhance biodiversity;***
- ii. have regard to visual impact and the protection or enhancement of connectivity;***
- iii. 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.***

5.31 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/bridle-path 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.

5.32 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 (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.

5.33 The Policy seeks to encourage the retention of local bird habitats by requiring new build and refurbishment schemes to make provision for nesting sites.



Shilton Neighbourhood Plan Policy Map

-  Parish Boundary
-  Insets
-  Policy SH5: Green Infrastructure (existing/opportunity)



Shilton Neighbourhood Plan Map Inset A

- | | |
|---|---|
| <ul style="list-style-type: none">  Parish Boundary  Policy SH1: Rose & Crown P.H.  Policy SH3: Preventing the Coalescence of Shilton and Carterton | <ul style="list-style-type: none">  Policy SH4: Local Green Spaces  Policy SH5: Green Infrastructure (existing/opportunity) |
|---|---|



Shilton Neighbourhood Plan Map Inset B

-  Parish Boundary
-  Policy SH4: Local Green Spaces
-  Policy SH5: Green Infrastructure (existing/opportunity)

6. Implementation

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

6.2 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

6.4 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.

6.5 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.

6.6 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.