

# **WARBOROUGH & SHILLINGFORD**

## **NEIGHBOURHOOD DEVELOPMENT PLAN**

**2011 TO 2033**

**Made Version September 2019**



*Prepared by:*

***Warborough and Shillingford Neighbourhood Plan Steering Committee***

*On behalf of the Warborough Parish Council*

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## 1. Introduction

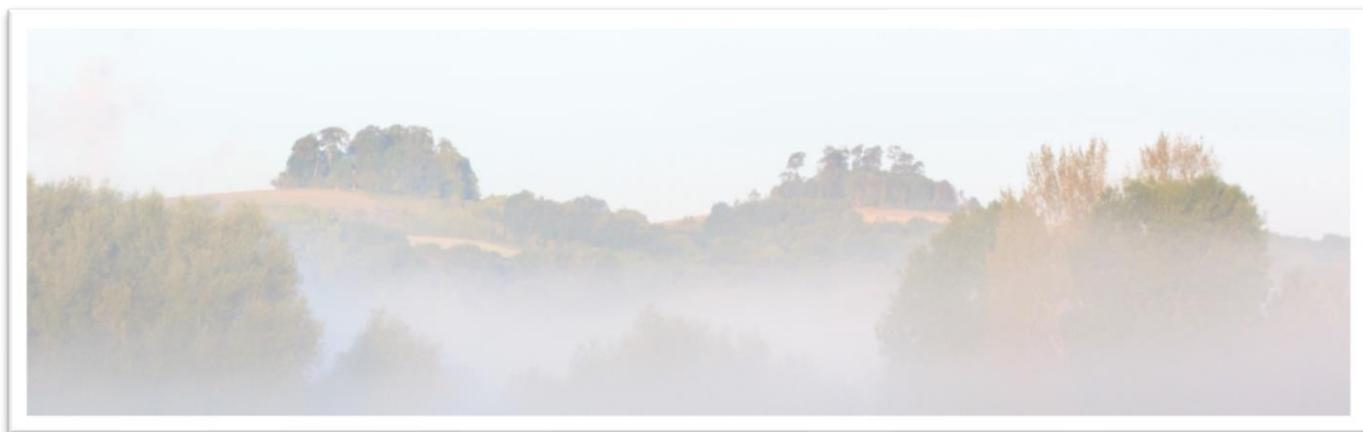
The Localism Act 2011 introduced Neighbourhood Planning into the hierarchy of spatial planning in England giving communities the right to shape their future development at a local level.

Warborough and Shillingford Parish Council is a “qualifying body” and authorised to lead in the preparation of the Warborough and Shillingford Neighbourhood Plan (WSNP). To produce the Plan, the Parish Council appointed the Warborough and Shillingford Neighbourhood Plan Steering Committee, which includes parish councillors and community volunteers, with support from Community First Oxfordshire (CFO), an independent planning consultant - Development Planning Advisory Services Ltd, and South Oxfordshire District Council (SODC).

The WSNP sets out a plan for a sustainable future for the village. It presents objectives and policies that will be used in shaping the future development of the parish. These have been established through extensive public consultation and are underpinned by both statistical information and local knowledge. The aims and objectives of the WSNP relate principally to planning matters but also have relevance to other issues important to the community. The Plan policies are compatible with the Development Plan for the District (the South Oxfordshire Core Strategy 2012, saved Policies from the adopted South Oxfordshire Local Plan 2011 (2006)) and have been drafted to run in parallel with the new Local Plan for South Oxfordshire, 2011-2033.

Now the Plan is made (following a successful referendum), the Warborough and Shillingford Neighbourhood Plan forms part of the South Oxfordshire District’s Development Plan. This means that the Neighbourhood Plan has weight in the decision where any development should take place and the type and character of the development.

The pre-submission version of the WSNP, containing the draft proposals, was consulted on during June to August 2017. Following consultation, modifications were made to this final version of the Plan to ensure its policies meet the basic conditions. A detailed record of consultation comments and the response of the WSNP can be found in the WSNP Consultation Statement. A health check was carried out by an Independent External Examiner in Q4 2017, which also informed this version



## 2. The Warborough and Shillingford Neighbourhood Plan

### 2.1. Structure of this report

The WSNP vision, objectives and summary policies are set out in chapter 4. Detailed policies, together with justification and evidence for these, are in chapter 5. Several appendices set out supporting evidence.

Supporting documents track the WSNP process and evidence in detail:

- The Sustainability Appraisal Report
- The Basic Conditions Statement
- The Consultation Statement.

### 2.2. How the WSNP fits into the Planning System

Although the Government's intention is for local people to decide what goes on in their towns, the Localism Act sets out some important laws. Neighbourhood Plans must have regard to the National Planning Policy Framework and other national planning advice.

The WSNP must also be in general conformity with the adopted strategic policies contained in the development plan for the area. SODC is preparing a new Local Plan, referred to as the Local Plan 2033, which is scheduled to be adopted in 2018. Currently the development plan in South Oxfordshire consists of:

- South Oxfordshire Core Strategy (2012)
- Saved policies of the Local Plan 2011 (2006).

Neighbourhood Plans must also be compatible with European regulations on strategic environmental assessment and habitat regulations.



*The Green South*

### 2.3. Designation

In accordance with regulations, SODC publicised the Neighbourhood Plan application from Warborough and Shillingford Parish Council and advertised a 6-week consultation period ending on 15 January 2016. South Oxfordshire District Council designated the Warborough and Shillingford Neighbourhood Area on 1 March 2016.

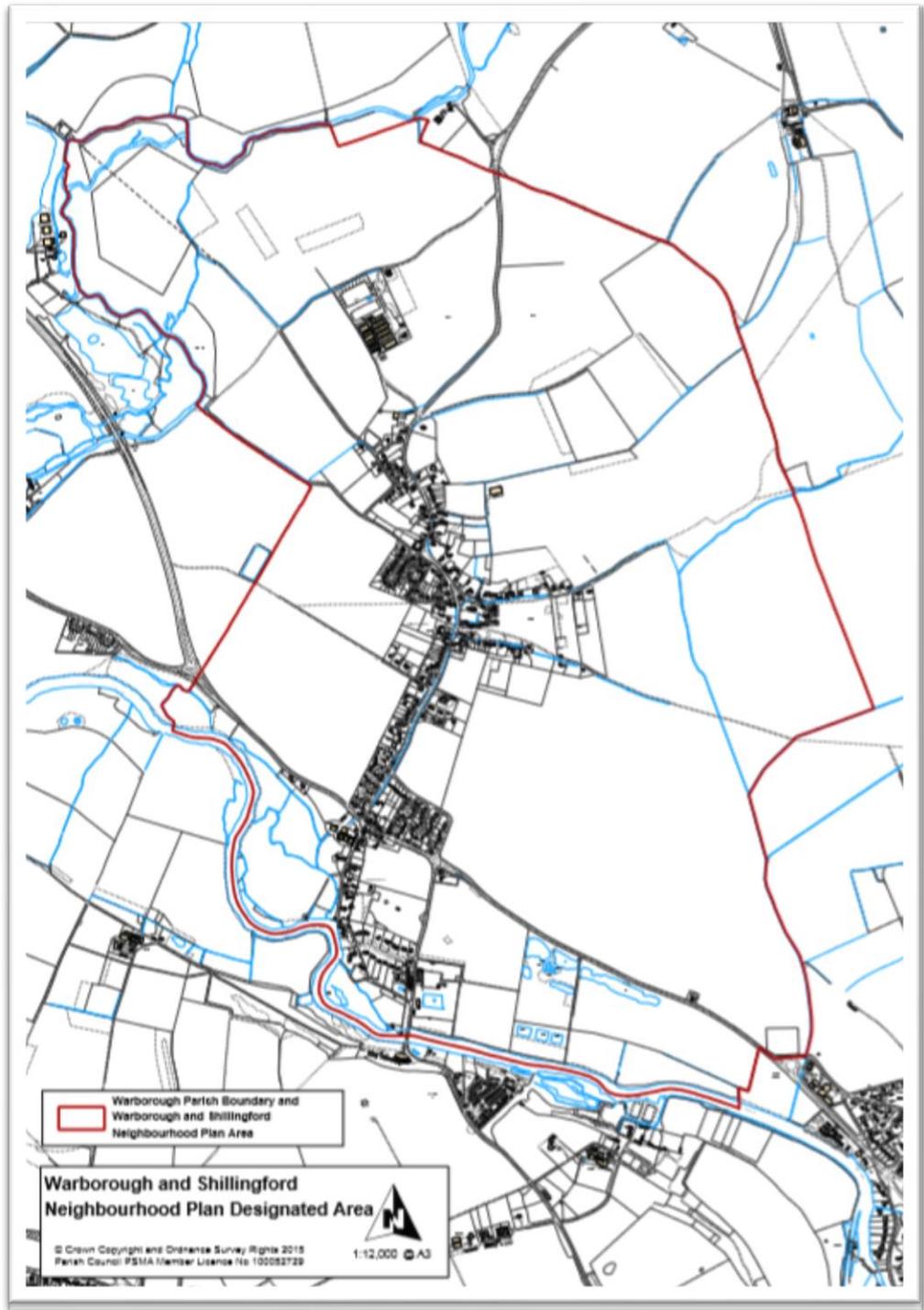
### 2.4. Community engagement

From the outset of the NP process in December 2015, when the community was first consulted about the WSNP, the Steering Committee followed a community consultation strategy and encouraged community involvement through open meetings, via newsletters, the web site, an initial scoping survey (Appendix B)

and more comprehensive community consultation survey (Appendix D), which assessed housing need and other key issues for the villages.

At each stage in the Plan process, elements such as the Plan objectives, site assessment, site allocations and draft policies have been refined in response to feedback from residents and landowners.

The extensive community consultation process is comprehensively documented in the Consultation Statement.



## 2.5. Draft Plan Creation

The Steering Committee (SC) drafted policies to meet the WSNP objectives. In this task, the SC had input from Community First Oxfordshire, the District Council and an independent planning advisor.

The draft policies were presented to the public at two sessions on 30 November 2016, published in advance on the Parish web site. Feedback was received and the policies subsequently refined. The planning justification and evidence and local support underpinning each of the WSNP policies is set out in this document. This was included in the WSNP Pre-Submission Consultation in the summer of 2017. A detailed record of these consultation comments and the response of the WSNP can be found in the WSNP Consultation Statement.

## 2.6. Relationship between Plan objectives and Strategic Environmental Assessment Objectives/ Sustainability Appraisal

An SEA Screening Opinion produced by the Planning Department at SODC on 20 March 2017 advised that an SEA would be required on the WSNP.

The Steering Committee has undertaken a Sustainability Appraisal, which incorporates the requirements for a Strategic Environmental Assessment. A Sustainability Appraisal is more comprehensive than a strategic environmental assessment since it covers the effects of plans on the economy and society, as well as the environment.

This Sustainability Appraisal was carried out in parallel with the WSNP. Sustainability objectives (social, economic and environmental) were compared with WSNP objectives and with development options. This helped to inform the decisions on the location of development proposals. The Sustainability Appraisal Report, setting out the outcomes of the sustainability appraisal process and including the underlying Technical Site Assessment, was subject to a health check carried out by an external consultant, AECOM, in April 2017. The statutory consultees (Environment Agency, Historic England and Natural England) were consulted as part of the SEA/SAR process. Their suggestions and comments have been incorporated into the NP and SEA/SAR, as detailed in the accompanying Consultation Statement.

## 2.7. Submission, Examination and Adoption

This document is the final version of the Warborough and Shillingford Parish Council Neighbourhood Plan.

The District Council checked that the WSNP was submitted with the right documentation and that it met the definition of a NDP. It was then submitted to an independent examiner together with other Plan documents (Basic Conditions Statement, Consultation Statement and Sustainability Appraisal Report). The examiner checked that it met the 'Basic Conditions' or requirements for a Neighbourhood Plan and decided that it should go forward to a community referendum.

Any recommendations made by the examiner were considered by the District Council.

The Plan was supported by a majority vote at the referendum, the Plan is now 'made' and adopted by the District Council. This means that the policies of the WSNP have full material weight – just as the policies of the District-wide Local Plan do - when South Oxfordshire District Council determines planning applications in the Neighbourhood Plan area.

### 3. The Parish of Warborough and Shillingford

#### 3.1. Location and a brief history

**Warborough** is an attractive village and civil parish in South Oxfordshire, about 2.5 miles (4km) north of Wallingford and about 9 miles (14 km) south of Oxford. The built-up areas follow the line of the busy Thame Road, the A329, on the southern tip of Oxford’s green belt. The parish also includes the hamlet of **Shillingford**, south of Warborough, and beside the River Thames. The 2 villages house a combined total of 433 households (ONS statistics, January 2013).

The place-name Warborough means ‘Watch/look-out hill’ and is a derivation from Old English weard meaning ‘watch, ward, protection’ and berg denoting ‘a hill, mound’ (Mills 2011, 483). It was first recorded as Wardeberg in 1200.

The core of the settlement is centred on the square of land formed by St Laurence’s Church, The Green North, The Green South and The Green itself. There are many historic buildings throughout the village and some particularly attractive groups around The Green North and South and along Wharf Road in the south. Warborough is well known for its spacious green, the character of which is formed by the ditches around the edge, its cricket pitch, the prominent mature trees and the many historic buildings that overlook it. Ditches are also a feature along either side of Thame Road. There is a wide variety of building types in the village ranging from small cottages to large Georgian houses and late medieval farmhouses, with associated weather-boarded barns.

The parish was chiefly agricultural throughout the 17th and 18th centuries with corn and beans being grown on the higher ground to the north of the village, and barley on the lower ground towards the river. Cattle were also reared in the area. Before the General Enclosure Act of 1845 there was very little enclosure. In order to cover costs of enclosure, 130 acres of common land were sold to St John’s College, together with sales to smaller tenants. The Green, a common pastureland before enclosure, was transferred to the parish officers as a place of exercise and recreation for the inhabitants in 1853 at the request of the Reverend White.

The centre of the Warborough around the church is made up of terraced and other small cottages, including two alms houses, while the larger farmhouses are found on the edge of the historic core.

Many older houses are detached and set in spacious curtilages. Several of the houses, now private

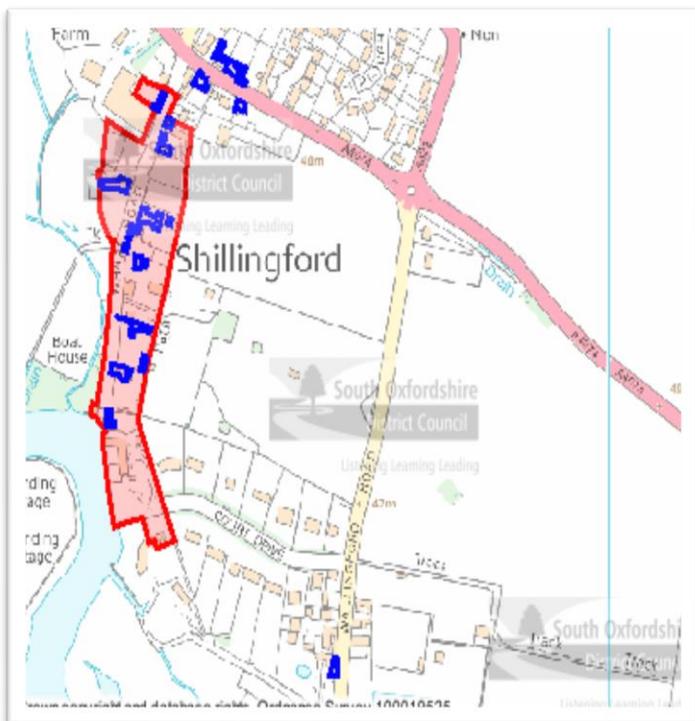


**Warborough Conservation Area (red)  
Listed Buildings (blue) SODC 2011**



*Warborough Alms Houses*

residences, are named after their former use, e.g. The Old Vicarage, The Old Forge, The Old Bakery. While there is no predominant vernacular building material in the village, there are many good examples of red brick with flared headers, which are likely to have been manufactured at the Nettlebed kilns, soft rubble clunch stone, some flint work, dressed stone, timber framing, (both exposed and rendered), thatch, clay tiles and slate. Thame Road had been previously made a Turnpike in 1770.



**Shillingford Conservation Area (red)  
Listed Buildings (blue) SODC 2011**

**Shillingford** is on the busy A4074 Reading to Oxford road at the junction with Thame Road. The A4074 separates the older part to the south from the mainly newer part, to the north (with the exception of listed buildings along Warborough Road). The bottom of Thame Road was diverted whilst still a turnpike, in the 1820s, to form a mini-by-pass so that it avoids the centre of Shillingford, leaving the original road as a quiet back-water. (Victorian History of Oxfordshire, 2016).

On the south side of the A4074, Wharf Road leads down to Shillingford Wharf, this is now a small Thames-side parish space which is the only public access to the river Thames. Prior to the river bank erosion in the early 19<sup>th</sup> century, Wharf Road continued to curve to the South-East towards the site of the ferry across the Thames to Wallingford. Shillingford ferry was replaced in 1764 by a timber bridge on stone pillars and a new straight stretch of road was constructed to link it to the Henley Road.

The Thames-side terrace gravels have been a favoured area for settlement from pre-historic times. Neolithic settlers at Dorchester and other downstream gravel sites along the Thames took advantage of the lighter, more workable soils, an accessible water supply and slight elevation above the most flood prone areas. This pattern of settlement persisted and was extended through the Roman and Saxon period. This continuity of settlement was also due to the strategic importance of the River Thames as a territorial boundary and for transport and trade.



### 3.2. Development context

The WSNP Neighbourhood Plan has been prepared in the context of the South Oxfordshire District Council planning strategy for the Parish of Warborough. The village is classified as a 'smaller village' where large scale development is not normally considered appropriate. This does not preclude limited growth being encouraged through positive policies for infill and small-scale development within the built-up area. Policies H1 and particularly H3 of the Neighbourhood Plan achieve this.

The emerging Local Plan identifies that smaller villages should be capable of 5-10% growth across the district depending on local circumstances to be determined within a Neighbourhood Plan. Despite Warborough and Shillingford not being identified as suitable for an allocation of development, the emerging Local Plan does allow the Neighbourhood Plan to explore the potential for further development including a site allocation.

39% of respondents in the April 2016 WSNP Survey chose 'infill only' in response to the question 'where would you like to see development?'. This level of agreement is entirely consistent with the Local Plan policy and strategy but the level of agreement also meant that it was not the majority view. It was determined that larger development sites should be considered to identify if development of these larger sites could be incorporated into the villages successfully. This therefore necessitated a site assessment process. This process was further encouraged by the review of responses to the WSNP's call for sites and the South Oxfordshire District Council Local Plan Preferred Options Document, published June 2016 and further updated in March 2017, which indicated increased pressures on small rural communities to deliver more housing.

The site assessment process is comprehensively documented in the Sustainability Appraisal Report. This document also explains the rationale behind the decision in the WSNP to allocate a single housing development site, as set out in policy H2. It is felt that by proactively planning for a site that delivers clear benefits now, together with a more organic infill approach which will grow more slowly, the community can meet the 5-10% growth 'challenge' set by SODC.

In addition, despite the fact that the parish is a thriving and active community, the viability of the Post Office and shop has been under scrutiny and only one public house remains (two have shut in recent times). It suffers from traffic congestion and road safety issues (with 20 traffic collisions reported on the main road in Warborough over the past 5 years, see Appendix I) due to high flow and little off-road parking, especially around the school. There has been no substantial development in the parish for 35+ years and there is a shortage of affordable, smaller houses and housing for the elderly. Therefore, it is felt that the policies set out in the WSNP can better support and improve local infrastructure whilst continuing to protect the essential character which villagers hold so dear.

Whilst there will always be some diversity in opinion when it comes to issues of development, the committee believes there is a strong overriding will amongst the majority of those who have participated in the consultation to limit any development within the Parish to a single site together with infill properties that are modest in size and in keeping in style to the older properties within the village. It fundamentally does not support more substantial development as this would put at risk the rural nature of the village that is seen as the key to its character and indeed the impact on this most important attribute needs to be considered before even allowing any infill development.

### 3.3. Our sustainability challenges

As noted above, a Strategic Environmental Assessment (SEA) Screening Opinion from SODC advised that SEA was required on the WSNP.

The SC undertook a Sustainability Appraisal, incorporating the requirements for a Strategic Environmental Assessment.

The resulting Sustainability Appraisal Report, (or SAR, available as a separate document), outlines the relevant planning policies that apply to the WSNP and presents baseline data relating to the criteria required by the EU SEA Directive, transposed into UK Regulations.<sup>1</sup> These criteria are: biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, landscape, cultural heritage including architectural and archaeological heritage, and the inter-relationship between the issues.

The SAR also encompasses the effect of the WSNP on key themes as related to the social and economic dimensions of sustainable development.

Where relevant, key findings from the Sustainability Appraisal are provided as additional justification for the Planning Policies and community projects set out below.

## 4. The Neighbourhood Plan – Vision, Objectives and Policies

The WSNP Vision, Objectives and Policies have evolved and been refined throughout the NP process in two main ways:

- 1- **Extensive community consultation.** This included an initial, broad scoping survey (December 2015); a detailed community survey (May 2016); and eight consultation events from December 2015 until December 2016. The totality of the consultation process is documented in detail in the separate Consultation Statement.
- 2- **The Sustainability Appraisal process.** This is detailed in the Sustainability Appraisal Report (available as a separate document), which establishes the local sustainability context regarding important social, economic and environmental themes.

### 4.1. Vision

The Vision for Warborough and Shillingford's Neighbourhood Plan is:

**To preserve and enhance the look and feel of our villages, our community spirit and our countryside whilst supporting our identified housing and community needs.**

<sup>1</sup>[http://www.legislation.gov.uk/uksi/2004/1633/pdfs/uksi\\_20041633\\_en.pdf](http://www.legislation.gov.uk/uksi/2004/1633/pdfs/uksi_20041633_en.pdf), p. 13

## 4.2. Objectives

<b>VILLAGE CHARACTER</b>
1. To enhance our strong sense of place, community and local identity.
2. To ensure that new housing development is in character with the villages, protects the greenbelt and offers a high quality of design within the villages whilst minimising impact on views.
3. To protect the aesthetic beauty of the villages and the income it generates.
<b>HOUSING</b>
4. To provide existing and future residents with the opportunity to live in a decent home and providing a mix of housing to better meet local needs especially smaller homes and homes for the elderly.
5. To identify development sites to meet the housing numbers indicated in the Local Plan.
6. To ensure that new development does not cause new, or exacerbate existing, traffic, parking and road safety issues around the village and seeks to improve it..
7. To maximise integration of the new development with the existing community.
8. To ensure new development does not cause new, or exacerbate existing, risk of flooding, and seeks to reduce the existing risk.
<b>COMMUNITY ASSETS, SERVICES AND FACILITIES</b>
9. To ensure that local services, recreational facilities and infrastructure are maintained and improved.
10. To ensure that heritage assets are protected.
11. To seek opportunities for landscape, recreational and ecological gain whilst minimising the environmental impact of new development.
<b>ECONOMY AND TOURISM</b>
12. To enhance the prospects for local businesses by supporting plans for village amenity premises.

## 5. POLICIES

Policies and objectives have been grouped under themes. In this section, each of these themes is given a general introduction. Evidence and justification is set out and then the policy is set out within that context.



*Shillingford Bridge*

**5.1. VILLAGE AND RURAL CHARACTER AND DESIGN**

OBJECTIVES	POLICY
<ol style="list-style-type: none"> <li>1. To enhance our strong sense of place, community and local identity.</li> <li>2. To ensure that new housing development is in character with the villages, protects the greenbelt and offers a high quality of design within the villages whilst minimising impact on views.</li> <li>3. To protect the aesthetic beauty of the villages and the income it generates.</li> </ol>	<p style="text-align: center;">VC1-</p> <p style="text-align: center;">Development principles and the character of the villages</p>

**Introduction**

Our community comprises the village of Warborough and the hamlet of Shillingford and is known as the Parish of Warborough. Both villages have extensive conservation areas and each fall partly in the Green Belt; both have many Grade 2 listed buildings (Figure 1 shows the extent of the conservation areas and Green Belt).

The villages are richly populated with trees and hedges that feature prominently throughout. They sit amidst farmland with open views out across the surrounding countryside, particularly to the Chilterns Area of Outstanding Natural Beauty (AONB) and also to Wittenham Clumps and Oxford City. Although the Green Belt covers roughly half of Warborough and most of Shillingford, and the Conservation areas focus on two areas, the character is defined by wider boundaries and this should be assessed as an entity. Our uniquely attractive villages are enjoyed by both residents and visitors alike and housing growth should not be allowed to impact negatively on this, as unsympathetic over-development did in the late 1960s and early 1970s.

The enclosures of the 19<sup>th</sup> century gave a framework around which subsequent growth took place in our villages.

**Warborough** - the built-up area of which follows the line of the busy Thame Road. The core of the settlement is centred on the square of land formed by the shop and Post Office, St. Laurence Church with its hall to the west, The Green North, The Green South and village pub, the Green itself with a cricket pavilion and the allotments and open fields to the east.

**Shillingford** - is to the south of Warborough stretching to the River Thames and is divided by the busy main road (A4074) that runs between Reading and Oxford; Wallingford Road runs over Shillingford Bridge to the Shillingford Bridge Hotel. The Wharf Road conservation area runs down to the River, and the Village owns the Wharf. The Thames Path runs along Wharf Road to the river, there are grass verges but no footways. The northern part of Shillingford contains most of the recent development in various closes, off the main roads.



Figure 1 Warborough & Shillingford Conservation areas (outlined in red), green belt (green hash) and listed buildings (highlighted yellow). Source: SODC GIS

## Character and Design

The one thing a visitor might take away, if they met the residents of Warborough and Shillingford is how much we all love our village. All of it. Ideally, as it is, without change. But change we must, and in doing so we wish to protect the rural ambiance, structure, and appearance as best we can. There are really very few negatives about the structure of the village, the main complaints are about traffic, parking and flooding. The most positive? We have a lot to choose from but the most obvious is the Village Green. In character, you can't imagine a more enthusiastic village. It values its integration, social life, clubs, events, sports on the Green, boating on the river. It's a great place to live and the villagers are determined to keep it so.

The Parish Council supports the Local Plan approach where it can be demonstrated that development proposals reflect the sense of place, community and local identity and be complimentary in style, size, siting and other impact. Policy VC1 recognises the value of the SODC Design Guide and supports its approach to quality at every scale, but it also takes account that this is more easily applied to larger sites and that development that impacts on the street scene is very important locally. The aim is not to constrain development or innovative design but to reflect the best in design not the lowest common denominator.

Policy VC1 is also supported by NPPF para 28, 'Sustaining a Prosperous Rural Economy', which supports sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside.

Warborough and Shillingford have proved popular for many years now as a film location. *Midsomer Murders*, a series set in present day, lists Warborough as a location for 12 of the 121 episodes filmed over the past 20 years. Sites from the village include the Green, various individual houses, the shop and the Pub. Other filming also occurs, primarily in The Green area and also in the 'new Shillingford'. A local cinematographer cites: "The advantages of Warborough and Shillingford are ease of access from London, adequate space and parking for filming to take place, and suitable, pretty locations." This in turn generates coach parties and walking parties who come to see the location and further increase custom for the pub and shop.

The use of The Green<sup>2</sup> and other village spaces brings in extremely useful extra funds to the Parish Council and provides local home owners, the local farm and the pub with a useful extra income.

New development should not discourage this activity and proposals must therefore take account of the distinct village and rural characteristics that make the Parish attractive to the media industry. This adds a unique burden on development proposals which will be expected to consider the impact of developments on rural or village character to take account of both the intrinsic value and qualities of Warborough and Shillingford, but also to consider the parish as a film location where matters of short and long-distance views take on a particular artistic and economic dimension.

The character of the village and its rural setting are very important to us. In order to understand and document what makes our villages special, we have undertaken a Character Assessment (Appendix A) which analyses the key urban and natural features that create our unique environment. The character assessment should be used as a design tool for prospective developers, whether for extensions to existing structures, small infill development or larger schemes. We expect new development to add to Warborough and Shillingford's continual improvement and never to lead to a deterioration in our environmental quality or our enjoyment of our surroundings.

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<sup>2</sup> After 'walks', this is the village asset most used daily by respondents of the WSNP 2016 Community Survey.

The Character Assessment identified 6 distinctive village areas:

- Thame Road
- Sinodun View
- The Green
- 'New' Shillingford
- 'Old' Shillingford and Shillingford Conservation Area
- Shillingford Bridge approach (including Shillingford Court and Court Drive).

Each area was assessed with regard to building type and scale, density, streetscape, distinctive features etc. The Character Assessment also considered open green spaces, spaces in between buildings, topography and landscape, gardens and planting, grass verges etc. SODC design policies and historic assessments were also considered. Current important community views were carefully considered to enable careful consideration of new proposals across the Parish.<sup>3</sup>

Following the review of each area, the NPSC attributed a rating to each aspect of the built environment to ascertain whether it contributed positively or detracted from the spirit of the place that makes Warborough and Shillingford. A rating from 1 - 5 was given, with 5 being seen as making a positive contribution, and 1 a negative contribution to the rural character of the village. Therefore, it should provide 'best practice' guidance for new development design.

The highest rating area was achieved by the area around The Green, with Thame Road and 'Old' Shillingford and Shillingford Conservation areas also identified as providing special positive character contributions.

Key views (*Figure 3*) are specified in the 'Important Community Views' in the Character Assessment and include, to the west, the Wittenham Clumps and, to the east, agricultural fields framed by uninterrupted horizons of the Chilterns. To the north lie mixed use farm lands melding into small villages, thus creating the rural atmosphere to the village which makes it so popular to residents and visitors alike. These reinforce the sense of Warborough and Shillingford as small villages in a countryside setting and will be updated as required to ensure it remains relevant and provide sufficient detail to assist development decisions. A key aim of the Character Assessment is to provide an informed basis for early discussion with landowners, residents and potential developers.

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<sup>3</sup> Warborough Conservation Area Appraisal 2011; Warborough Conservation Area Appraisal and Map 1998; Warborough Conservation Area Map; Warborough Archaeological Constraints Plan.

The community feels that design and character are two of the most important considerations when assessing new development, as per responses to the WSNP 2016 survey. The second largest number of comments made in that survey concerned the need to “Retain the rural character and spirit of the villages”. Question 31 of the survey asked respondents to choose and rank the top seven criteria for selecting a site for new housing on a 1-7 scale of importance (1 being most important). ‘Not in Green belt’ had an average ranking of 3.3. In question 32, top design and layout criteria, ‘Quality of design’ had an average ranking of 2.8 while ‘Minimise impact on open views’ had an average ranking of 2.7.

Further evidence is provided by consultation results and is included in the Character Assessment, showing a preference for traditional architecture.

The 2016 survey also evidenced the importance of views from the village. ‘Minimise impact on open views’ ranked second most important overall for design and layout criteria, after ‘quality of design’. ‘Low landscape impact’ ranked second overall in the site selection criteria.

The built area is defined by the boundaries of permanent, non-agricultural buildings located around the edge of Warborough or Shillingford where such properties are directly connected to the areas’ main, singular form. The built area therefore does not include: individual buildings or groups of dispersed buildings that are separated by farmland or paddock land from the continuous built-up area of the settlement; large gardens, paddocks and other undeveloped land in the curtilage of buildings on the edge of the settlement, where they provide a transition between the surrounding countryside and the built-up areas of the settlement; agricultural buildings and associated land on the edge of the settlement; or outdoor sports and recreation facilities and other formal open spaces on the edge of the settlement. Where development is permitted on the edge of the built-up area either through rural exception sites or land allocated in this Plan, these sites will form part of this definition.

The Parish Council supports the Local Plan approach where it can be demonstrated that the proposals will not cause physical or visual damage to a Heritage Asset or its setting. Throughout the Parish, we have a high number of listed buildings and Heritage Assets, and any development causing physical damage to these will not be supported. The impact on the setting of such historic assets should be mitigated against or as limited as possible otherwise they would also not be supported.

In the 2016 WSNP Community Survey, of the criteria considered most important in the siting of new housing ‘Inside village envelope’ ranked highest with an average ranking of 2.9, (where 1= most important)

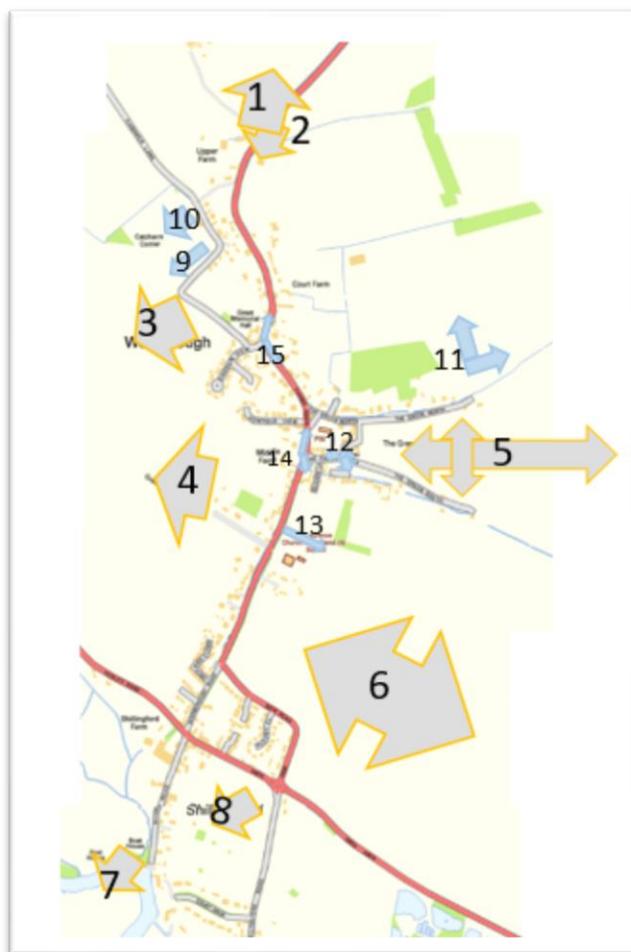


Figure 2: Important Community Views (from Appendix A: Character Assessment)

'Proximity to bus routes' had an average ranking of 3.6. 'Good pedestrian access' had an average ranking of 3.7.

In the 2016 WSNP Community Survey, 75% prioritised elderly housing. Given any new housing mix should respond to this, pedestrian routes and distances should support use by this demographic.

Street lighting should be avoided and lighting should be low level and conform to 'dark sky' guidelines (53% of villagers do not support street lighting; where support exists, there are specific comments regarding avoiding light pollution). Feedback on the Sustainability Assessment Scoping Report (2017) repeatedly mentioned lack of light pollution as a benefit of the village.

The December 2015 WSNP Scoping Survey showed 'protection of landscape and views' and 'development in keeping' as highest importance for 95% of respondents. In addition, the second largest number of comments made in the 2016 WSNP Community Survey concerned the need to "retain the rural character and spirit of the villages".

Table 1: Character Assessment's key conclusions

Village Area	Conclusion
<b>A: Thame Road</b>	Any proposal for planning permission should avoid obscuring views to countryside (see Section 3 Community Views No 1, 2, 3, 4, 6 & 13, including street scenes 14 & 15), use natural materials and a mix of dwelling types, and address all of the bullet points in the Area A summary in any planning statement.
<b>B: Sinodun View</b>	Any proposal for planning permission should ensure that development or redevelopment remains within the overall footprint of the existing development to ensure that further harm to the linear form of the village is avoided. Where possible the use of different materials and styles should be considered to help break up the visual impact of the area. Further detail is listed in the summary for Area B.
<b>C: Warborough Green</b>	Any proposal for planning permission should avoid damaging views (see Community views No. 5 & 11 including street scene 12), hedges and spaces, the characteristic alley ways between buildings, use natural materials and a mix of dwelling types, and address all of the bullet points as listed in the summary for Area C in any planning statement. Any infill development should be limited in number to avoid a significant change in the overall open character of the area. The allotments and tennis courts create an important openness that enhances both views into and out of the Green and should be protected from development, (see Key Community Views No. 5). Further detail is listed in the summary for Area C.
<b>D: 'New' Shillingford</b>	Any proposal for planning permission should ensure that development or redevelopment remains within the overall footprint of the existing development to ensure that further harm to the linear form of the village is avoided. Because of the low-profile design of the bungalows and houses, any conversion to a roof area would need to ensure that it is modest in scale and subservient to the overall design and respects the transition to the adjacent rural landscape. Proposals for major redevelopment of the roof area should be resisted. Further detail is listed in the summary to Area D.
<b>E: 'Old' Shillingford and Shillingford</b>	Any proposal for planning permission should avoid blocking open views to the river, fields and the Clumps (see Key Community Views no. 7, 8), use natural materials and a mix of dwelling types and address all of the bullet points in Summary Area E (particularly

<p><b>Conservation Area</b></p>	<p>the conservation area statement) in any planning statement. Any infill developments should be limited in number to avoid a significant change in the overall open character of the area.</p>
<p><b>F: Shillingford Bridge Approach (including Shillingford Court and Court Drive)</b></p>	<p>Any proposal for planning permission should avoid creating an impression of greater density of housing in the approach to the river unless small scale redevelopment modelled on the dairy conversion or set well back behind existing walls along the road, use traditional materials, maintain the open wooded flood plain along the river, avoid the open field spaces on either side of the Wallingford Road and address all of the bullet points above in any planning statement. The view from the Wallingford Road after it leaves the roundabout looking over Old Shillingford towards Wittenham Clumps should be protected (see Key Community Views number 8). Further detail is listed in the summary to Area F.</p>

Policy VC1 also sets out an overarching strategy for the neighbourhood area. It focuses new development within the built-up areas and within the housing allocation as set out in Policy H2 of this Plan. Development outside these areas will only be supported where it is consistent with a countryside location. These key development principles overlap with the key elements of village design.

<p><b>Policy VC1 – Development principles and the character of the villages</b></p>
<p>Proposals for new residential development within the built-up areas of the villages will be supported where they accord with the policies of this Plan and the development plan for the District and subject to the following criteria:</p> <ul style="list-style-type: none"> <li>A. They reflect the scale and character of the village concerned</li> <li>B. They preserve or enhance local character, taking full account of the character areas described in the Warborough and Shillingford Character Assessment;</li> <li>C. Their materials are appropriate to the surrounding environment, with reference paid to the Character Assessment and Warborough Conservation Area Appraisal 2011;</li> <li>D. The parish's designated historic heritage assets and their settings, both above and below ground, including listed buildings, scheduled monuments and their conservation areas will be conserved or enhanced for their historic significance and their important contribution to local distinctiveness, character and sense of place;</li> <li>E. Any impacts on non-designated historic assets take account of the scale of any harm or loss and the significance of the heritage asset;</li> <li>F. They should not result in harm to tourism, particularly in relation to the Neighbourhood Area's importance as a filming location;</li> <li>G. Proposals that requires the establishment of a new boundary should incorporate, where possible, boundary features consisting of native or biodiversity-enhancing hedgerow species and schemes. The use of fencing and walls, where required, should reflect the traditional, rural context of the village and be of a height that preserves open views within the village;</li> <li>H. Proposals should not result in unacceptable impacts on noise, odour, air pollution and light pollution in the immediate locality and should provide sufficient outdoor storage space for refuse, recycling and parking of cars and bicycles.</li> </ul> <p>New residential development in the neighbourhood area will be focused in the housing allocation at Six Acres and as set out in Policy H2 of this Plan.</p>

Proposals for new residential development outside the built-up areas of the villages or outside the allocated housing site (H2) in this Plan will only be supported if they are suitable for a countryside location and are consistent with the policies in this Plan and the Development Plan for the District.

Innovative design that enhances local character will be supported.

## 5.2. HOUSING

OBJECTIVE	POLICY
4. To provide existing and future residents with the opportunity to live in a decent home and providing a mix of housing to better meet local needs especially smaller homes and homes for the elderly.	Housing Policy H1 Housing Mix
5. To identify development sites to meet the housing numbers indicated in the Local Plan.	Housing Policy H2 Site Allocation
6. To ensure that new development does not cause new, or exacerbate existing, traffic, parking and road safety issues around the village and seeks to improve it.	Housing Policy H3 Infill Development
7. To maximise integration of the new development with the existing community.	Housing Policy H4 Pedestrian Links
	Housing Policy H5 Parking Provision
	Housing Policy H6 Safeguarding Affordable Housing

### Introduction

The purpose of the housing policies in the WSNP is to reinforce Warborough and Shillingford’s rural character, prevent urban sprawl, maintain the villages’ landscape setting, and improve and enhance the area.

The Core Strategy directs development to the main towns and larger villages. The emerging strategy for the Local Plan 2033 endorses this, while also seeking to direct some residual development to smaller villages through NPs. An indicative 5-10% has been put forward in the emerging policy, which is around 22-44 houses for the Parish of Warborough<sup>4</sup>. However, this is not a target and it will be difficult for the WSNP to ensure that this necessary housing is delivered.

However, a NP has the potential to identify sites and address local needs. As smaller settlements are not a significant part of the district wide strategy, they should not be expected to deliver large scale growth. Sites, if required, should be considered if development has the potential to improve local sustainability or infrastructure.

39% of respondents in the 2016 WSNP Community Survey chose ‘infill only’ in response to the question ‘where would you like to see development’. This meant that this was not the majority view and so larger development sites had to be considered, thereby necessitating a site assessment process (detailed in the separate Sustainability Appraisal Report).

The site assessment process is comprehensively documented in the pre-submission Sustainability Appraisal Report. This document also sets out the Growth Strategy for the WSNP, which will now be summarised:

<sup>4</sup> Local Policy H8: Housing in the Smaller Villages

- Policy H8 in the emerging Local Plan 2033 states: “A minimum of 500 new homes will be delivered in the ‘smaller villages’. This will be achieved through Neighbourhood Development Plans which allocate sites for at least a 5% increase in dwelling numbers above those recorded in the 2011 census. In ‘smaller villages’ where there is no Neighbourhood Development Plan a 5-10% increase in dwelling numbers, above those recorded in the 2011 census, will be achieved through the development of suitable sites and through infill development.”
- The Sustainability Appraisal Report (SAR) explores in detail the growth strategies that were considered by the WSNP. These were:
  - **Limited growth: do not allocate a site.** The limited growth option relies on positive policies (Policy H3, together with VC1) that enable some growth within the built-up area or on its edge through infill. This would achieve around 2% growth
  - **Infill development plus site allocation.** This option would deliver balanced growth of at least 5% over the plan period, together with local benefits.
- Whilst Option 1 goes some way to achieving SODC’s increase in dwelling numbers (delivering growth primarily through infilling and conversion), Option 2, on the other hand, delivers at least 5% growth.

The Sustainability Appraisal Report concluded that it was preferable to allocate a single housing development site, as set out in policy NP H3. By proactively planning for a site that delivers clear benefits now, together with a more organic infill approach which generates slower, sustainable future growth, the community can achieve at least a 5% increase in dwellings, and better support and improve local infrastructure whilst continuing to protect Warborough and Shillingford’s essential character.



*Historic View, Thame Road, Warborough*

**Housing mix (H1)**

The WSNP undertook considerable consultation with residents to understand how any new housing in the village could best serve our local needs. There is an identified need for smaller dwellings both ‘affordable’ and ‘market’ in both the District Council’s Strategic Housing Market Assessment and Warborough and Shillingford Housing Needs Survey (undertaken as part of WSNP Community Survey) in 2016.

To meet the needs of Warborough and Shillingford residents it is expected that proposals for new market housing will reflect a mix of dwelling types and sizes but, in particular, proposals will contribute towards locally identified need.

The WSNP 2016 Community Questionnaire revealed that existing housing is disproportionately weighted towards large, expensive detached houses. This is illustrated in Figure 3 which shows the proportion of dwelling stock by council tax band. This evidence demonstrates that the parish has an unusually high level of homes in council tax bands E-G compared with the district or nationally.<sup>5</sup>

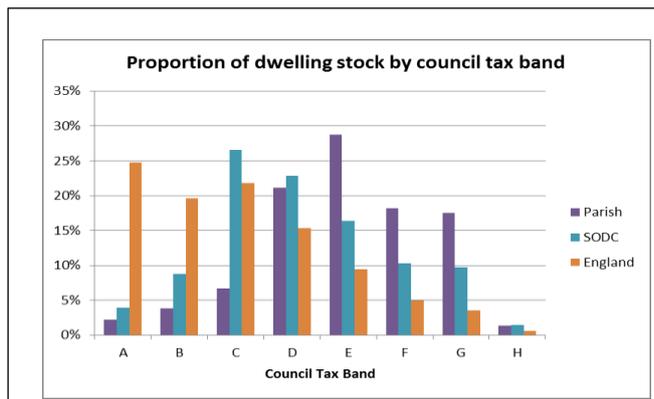


Figure 3 Dwelling Stock by Council Tax Band (census 2011)

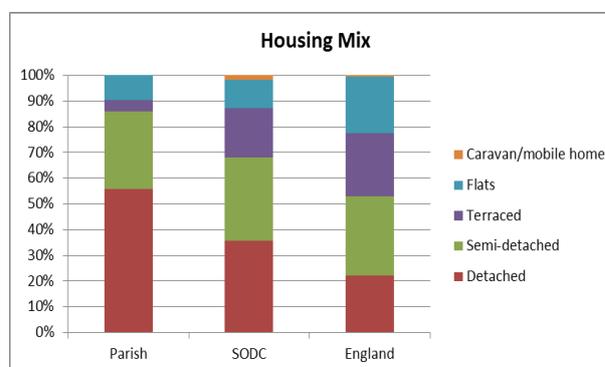


Figure 4 Housing Mix (census 2011)

Figure 4 shows that the parish has a much higher proportion of detached homes than the district and around double what would be found nationally. Conversely, it has very many fewer terraced dwellings and flats.

Feedback at the consultation meetings with the residents identified a need for downsizing, and smaller homes for young people to be able to live or stay in the village first homes. As well as families wanting to stay together in the village, and older residents wanting to remain in the community, there is a concern that we are losing young tradesmen and women from our community: they cannot afford to stay here and we risk not having the skills available to replace existing resources as they retire.

The demographic profile of Warborough and Shillingford is heavily weighted on the older age group with many retired households. The village is keen to rebalance this demographic.

In the 2016 WSNP Community Survey, when asked what type of housing was needed in Warborough and Shillingford, 93 out of 222 respondents said affordable housing was a high priority. 8 out of 42 respondents said household members who had left the village in the past 5 years did so because of lack of affordable housing. The Housing Needs Summary (in section 3 of the survey report) outlines the baseline data supporting this policy. The WSNP Community Survey stated 80% cite the need for starter homes and 75% cite elderly housing as highest priority, followed by affordable and small family housing. Least support was expressed for large family homes at only 14%.

<sup>5</sup> Data from 2011 Census.

The Community Questionnaire sought to identify the need for housing within the village. It is clear that there are a number of people that live here currently who want to move as well as people outside who would like to move here.

- 62 current households expressed a need for a new home in the Parish
- 54 respondents indicated 94 reasons why they needed a new home. The top three reasons were a wish to downsize (15), need for a starter home (14) and to be near family (13)
- 39 respondents gave 67 reasons that prevent them from moving. The main reasons were 'lack of suitable housing' (58 of respondents or 74% responses) and 'unable to afford to buy a new home' (38% of respondents or 22% of responses). Lack of affordable private rented housing was the third most common reason (15% of respondents or 9% of responses)
- In terms of size of homes needed, there were 46 responses, with the most popular being three bedrooms at 17, followed by two bedrooms at 15. 11 need a four bedroom and 3 would like 5+ bedrooms
- When residents were asked to categorize need for different types of accommodation as 'high, 'medium' or 'low' (259 respondents), 80% indicated a high priority for starter homes and 75% for elderly housing. Affordable housing was the third most highly prioritized need.

The community survey has therefore identified a need for:

- More small homes to accommodate new household formation and downsizing from larger homes
- Affordability for purchasers and renters, especially those with local connections<sup>6</sup>.

Policy H1 requires that new developments meet these identified local housing needs. In order to meet the aim of ensuring that the proposed housing mix meets identified local housing need, pre-application discussions with the Parish Council are strongly encouraged.

Policy H9 in the emerging Local Plan 2033 (Final Publication Version October 2017) on affordable housing applies only to developments of 11 homes or more, where 40% affordable housing will be required with a tenure mix of 75% social rented and 25% shared ownership. The affordable housing should meet required standards and should be of a size and type that meets the requirements of those in housing need.

It is likely that the provision for 40% affordable housing will be too low to meet the Parish's need to rebalance the housing mix from larger to smaller and more accessible housing. However, to increase the level of affordable and small housing over and above what the local plan requires may affect the viability of proposals. For this reason, it is highly desirable that proposers for new developments where Local Plan policy H9 applies should seek early advice from the Parish Council regarding how their development will meet the identified needs of the villages whilst enabling development to proceed.

On this basis the Plan will expect relevant new developments to secure the allocation of affordable dwellings to the District Council's allocation policy. 20% of all new affordable housing in Warborough and Shillingford will, on first letting only, be subject to a local connection – people with a strong local connection to the Parish as set out in SODC's Housing Allocations Policy and whose needs are not met by open market will be the first to be offered the tenancy or shared ownership of the home.

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<sup>6</sup> As defined by Shelter England: [england.shelter.org.uk/housing\\_advice/homelessness/rules/local\\_connection](http://england.shelter.org.uk/housing_advice/homelessness/rules/local_connection)

**Policy H1: Housing Mix**

Proposals for more than ten dwellings should deliver an appropriate mix of housing types and sizes, having regard to the local community needs, identified in the Housing Needs Survey.

A.

**Site allocation (H2)**

Given the planning policy status of Warborough as a ‘smaller village,’ there is no strategic requirement for the Neighbourhood Plan to allocate land other than to meet local requirements over the plan period (until 2033). The Core Strategy and the emerging Local Plan Strategy are consistent on this point. However, the emerging SODC Local Plan 2033 does give an indicative growth rate of between 5 and 10% across South Oxfordshire District for smaller villages. This would equate to around 22-44 new dwellings over the plan period. Further, the emerging SODC Local Plan encourages Neighbourhood Plans to achieve a minimum of a 5% increase through site allocation, if this would benefit villages.

During production of this Neighbourhood Plan, SODC had a land supply of less than 5 years. Under such circumstances, Neighbourhood Areas without land allocated for development in Neighbourhood Plans may be more vulnerable to speculative development. On 12 December 2016, the Minister of State for Housing, made a written ministerial statement that stated that relevant policies for the supply of housing in an adopted Neighbourhood Plan should not be deemed to be out of date under paragraph 49 of the National Planning Policy Framework if the district can prove a 3-year land supply.

Taking all of the above into account, the WSNP SC came to the conclusion that it would comprise positive sustainable planning and would, overall, be beneficial to seek to allocate a site to enable housing growth to be accommodated in a managed way. Such an approach is in general conformity with District-wide planning policy, has regard to the terms of the Ministerial Statement, and is in line with the emerging approach to development in smaller villages (emerging Local Policy H8).

The proposed allocation is the result of careful consideration. A significant and appropriate site assessment process was carried out and the process was scrutinised through public consultation.

The punctilious site assessment process undertaken is described and set out in full in the Technical Site Assessment (TSA, Appendix 2 of the Sustainability Appraisal Report (SAR)).

As is appropriate, the assessment considered sites that were identified by the Local Planning Authority in its SHLAA (Strategic Housing Land Availability Assessment) as well as other sites proposed by local landowners. It assessed sites that were available, achievable and deliverable, and was conducted on a comparative basis using criteria as agreed with the SODC. This collaborative approach was in full accordance with national planning advice, as set out in the government’s Planning Practice Guidance.

The process was open and transparent. It allowed for original assumptions to be tested and provided for additional cross-checking via multiple public consultation events. Only one site, “Six Acres”, outlined in red in Figure 5, emerged from the process as being potentially suitable to accommodate future growth in an appropriate manner.

As above, the TSA forms an Appendix to the Sustainability Appraisal Report (SAR). Taken as a whole, the Sustainability Appraisal Report carefully considered the sustainability of sites and sets out, in detail, the rationale underpinning the allocation of the Six Acres site.

Further to assessment, it was concluded that Six Acres: a) performed better than any other site in the TSA; b) has challenges which can be addressed through planning-led mitigation strategies as outlined in the SAR, and c) has the added advantage of providing significant community benefits. Overall, the Parish Council considers that the public benefits to be derived from the development of Six Acres significantly outweigh any potential for harm. Public consultation demonstrates that the majority of the community who have engaged with the plan-making process, support the allocation, as evidenced, for example, by feedback at the 30/11/16 consultation event and from responses to the Pre-submission Consultation.

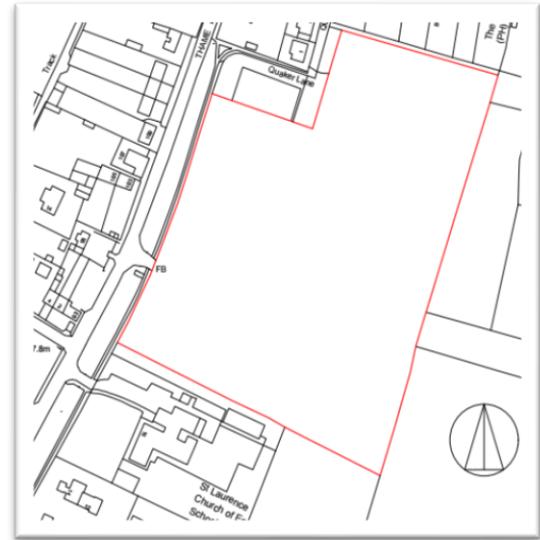


Figure 5 Six Acres Site

The Six Acres site can deliver more than 5% housing growth in Warborough and Shillingford over the plan period. Furthermore, its size is sufficient to accommodate at least 50% greenspace. This is in line with Natural England’s recommendation<sup>7</sup>. The site also provides for a density of development that would be in keeping with that of the surrounding area, in line with the Character Assessment.

The site is currently bounded by a hedge to the south and a hedge with mature trees to the west. Hedges and trees to the boundary make a positive contribution to local character. Policy H2 provides for the protection and improvement of these significant local landscape features.

The Warborough Conservation Area and a number of Listed Buildings are located to the north and west of the site. Consequently, the site is located within the setting of significant heritage assets. This is a key consideration.

The site assessment process, as evidenced in the TSA Appendix to the SAR, considered heritage matters in detail. Subject to appropriate controls, Six Acres can come forward for residential development whilst conserving heritage assets. In reaching this conclusion, plan-makers took into account Historic England’s response to a residential planning application on the site; professional heritage reports; visual impact wire diagrams; and a heritage asset impact assessment. This background information is appended to the SAR.

Policy H2 ensures that any development is required to demonstrate that heritage assets will be conserved in accordance with their significance.

The site, when developed will look out across, and be visible from, the rural hinterland. Its setting is therefore not only important in respect of heritage assets, but also in terms of its overall impacts on local character.

<sup>7</sup> <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=335bdb7f-e581-4d7c-9e5f-62605d62acdb>

Like heritage, this is a matter that was afforded much careful consideration through a Character Assessment which included Key Community Views and Warborough Views Historically. Again, this information forms part of the Neighbourhood Plan's evidence base.

Policy H2 requires the design of any development to safeguard local character. In this respect, the Parish Council will support an approach that seeks to avoid new street lighting and which is consistent with the traditional 'lane' character - with few pavement or raised kerbs - found elsewhere in the village.

Surveys in relation to ecology, arboriculture and archaeology indicate no significant issues in respect of the site, although up-to-date assessments will need to demonstrate, for a final scheme to be approved.

The site is not in the Green Belt or the flood plain and there is no substantive evidence to demonstrate that flanking buildings experience runoff or any other type of flooding. The village ditch that runs outside the western boundary is wide and deep with no known downstream bottleneck issues. The Parish Council will, where possible and appropriate, seek to work positively with the developer and Thames Water in respect of onsite surface water management and sewage removal strategies.

The Six Acres site is currently an unused field. It is bounded to the west by the A329 which is the main road linking the villages. Of all the sites assessed, it is most centrally located and will provide for new residents to walk and cycle to village amenities and the school. Policy H2 requires the provision of safe pedestrian access, linking the site with the school and village amenities.

The most important criterion to the residents regarding the selection of a housing development site, as shown by the WSNP Consultation survey [q10] and several subsequent feedback forms, is the consideration of local traffic and parking.

Existing traffic problems on Thame Road near the school are of particular concern. Three personal injury accidents have been reported in the past five years on this section of the Thame Road. The traffic concerns in this area are exacerbated by the school parking issue as illustrated by up to 42 vehicles parked along the road at one time in a recent survey.

Consequently, the Parish Council will support measures associated with the development of the site which alleviate parking problems and traffic hazards and development of the site should accommodate the transportation needs of new residents without harming existing village infrastructure.

Similarly, the Parish Council will support the provision of appropriate traffic calming measures alongside the development of the site. Thame Road is becoming increasingly more dangerous for pedestrians and cyclists because of the volume and speed of traffic. Although there are both weight restrictions and speeding restrictions on Thame Road throughout Warborough, both of these are frequently ignored (WSNP Community Survey q10). The development of the site provides an opportunity to address this matter.

Construction would have an impact on this part of the village. The Parish Council strongly recommends the provision of a construction method statement that seeks to ensure that construction traffic is scheduled not to coincide with school drop-off and collection, when street parking is at its maximum and there is greatest danger to children.

The Parish Council recognises that there would be additional public benefits from integrating the site with, for example, the public access to the north as highlighted in consultee responses from Natural England and local residents. The Parish Council will encourage this.

The evidence base demonstrates that, subject to detailed design, the site is capable of providing a balance of housing and infrastructure in a way that will enhance the parish.

Whilst evidence gathered initially during the NP process (when SODC's target was to develop 5-7 houses across the Parish) indicated a preference for less than 22 new homes (5% as set out in Policy H8), the site may be capable of delivering slightly more than 22 houses, subject to design constraints. However, the

suggestion of 52 dwellings (SODC's March 2017 HELAA) would result in too large a development, out of scale with the village and would fail to provide for sufficient greenspace.

It is possible that infill sites will also add to the Parish's housing land over the plan period, although infill development is not expected to be significant and the majority of the challenge to find new housing land will be met by Six Acres.

Given the location of the Six Acres site, its relationship to neighbours and the need to deliver high-quality greenspace, Policy H2 limits the amount of land to be built on to no more than 50% of the site (with at least 50% of the site to comprise buffer zones, communal green spaces, private gardens and green roofs).

The Parish Council will expect plans to demonstrate adequate provision for the ongoing management of common space and facilities, specifically to avoid long term maintenance burdens on the local community.

The capacity of the local school would not be an issue for a single site for around 22-44 new homes. This will avoid the need to expand the primary school – any increase would mean yearly admission numbers rising from 15 to 30, resulting in a doubling of capacity and the need to build three new class rooms and possibly additional communal space – which would then result in additional children being driven in from outside the Parish, and begin the cycle of traffic issues anew. Based on the proportion of children that attend the school from the Parish, the school has the capacity to cope (for the next seven years) with no more than an estimated 13.4% increase in housing. This is a factor reflected in Policy H2.

It is noted that the potential developer, Rectory Homes, submitted a planning application to SODC on 8 February 2017. This proposed 36 dwellings, then reduced to 29- and therefore presumed viable; both versions were supported by the majority of the village via SODC planning portal analysis and the NP pre-submission consultation. This consultation referred to 36 houses at a time when SODC's target had risen to 22-44%. The intention of the developer is to exercise their option over the site 'without delay' and thereafter to develop the site following the grant of an implementable planning permission. Based on information available it is anticipated that the site development should be completed within 2 years of planning permission being granted.

The development of the Six Acres site for at least 29 dwellings is considered to be proportional to the size of the village and the parish; and reflects emerging SODC policy in respect of providing for 'at least 5%' growth. Consequently, the allocation provides for a modicum of growth to support local services and facilities, whilst offering new opportunities to provide a wider choice and range of housing types. This includes provision of at least 40% affordable housing and the provision of private two and three bedroom homes.

Policy H2 does not specify the precise number of homes or plots to meet the specific needs of the village, but places the onus on a planning application to make a proposal that reflects local requirements in the light of an overall scheme. This approach strikes the right balance between the desire for a clear policy outcome to benefit the local community on the one hand, and allowing an applicant the flexibility to bring forward a viable and deliverable scheme on the other.

#### **Policy H2 – Allocation of Six Acres as a residential extension to Warborough Village**

The Neighbourhood Plan allocates the site known as the 'Six Acre Field,' outlined in red on the map (Figure 5), for the development of around 29 dwellings subject to the following criteria:

- A. the development of the site must respond to and be in keeping with local character by demonstrating reference to the Warborough and Shillingford Character Assessment;

- B. development proposals must be supported by a heritage appraisal and impact statement to describe the significance of any heritage assets affected including any contribution made by their setting. The statement should include an assessment of the impact of any proposed development on the character and appearance of the Warborough Conservation Area and the listed buildings to the north and west of the site;
- C. development proposals must protect and where possible enhance existing tree and hedgerow boundaries to the site;
- D. development proposals must protect and where possible enhance existing key community views identified in the Warborough and Shillingford Character Assessment;
- E. The creation and safeguarding of safe pedestrian routes, connecting with routes to the village school and other amenities;
- F. A net gain in biodiversity, including a minimum of 50% greenspace;
- G. A minimum of 40% affordable housing;
- H. A range of housing types, including two- and three- bedroom open market dwellings

Development proposals will be supported which, in addition to the criteria above, deliver the following measures::

- i. Associated on-site and off-site traffic calming measures
- ii. Accessible, managed community amenity space of at least 25%;
- iii. A development without street lights (to preserve local character and protect heritage assets);
- iv. Development of streets that follow the 'lane' character found elsewhere in the village, with few pavements or raised kerbs
- v. the creation of a management agreement that provides for the long-term maintenance of all public aspects of the proposal.

### Infill development (H3)

An infill site is defined as a small gap in an otherwise continuous built up frontage capable of accommodating one or two houses, the development of which will not involve the outward extension of the built-up areas of the villages, is not considered back land (building in the rear garden of properties, which can require unsuitable access and reduce the privacy of adjoining properties) and does not result in harm to the conservation areas' rural character or appearance through loss of glimpsed views to greenery beyond the building line.

In the case of Warborough and Shillingford infill development is identified as a site that is:

- between two buildings and capable of accommodating one or two houses
- not an important open feature that adds to the character of the area
- visually linked in the sense that the infill does not detract from the existing frontage
- not considered backland (building in the rear garden of properties, which can require unsuitable access and reduce the privacy of adjoining properties)

This plan assumes that a certain amount of infill development will occur in addition to the site allocation. In supporting infill, we also wish to support the second largest number of comments in the WSNP Community Survey 2016, which concerned the need to retain the rural character and spirit of the villages.

A site that is immediately adjacent to an existing property is required to be a site that adjoins the curtilage of that property and whose development makes the best use of the site.

In exceptions only, where retaining natural features is important to the character of a village, consideration will be given to locating a house where the new site does not immediately adjoin the curtilage of an existing building, so far as the site does not create an intrusive piecemeal development which is contrary to the general development pattern of the settlement and that there is a substantial gap between the highlighted property and the site in question. Locating a new house at a significant distance from an existing property will not be acceptable.

Infill development will be prioritised for the use of brownfield rather than greenfield sites, as per the National Planning Policy Framework (paragraph 111).

#### ***Policy H3 – Infill development***

- A. Infill development within the existing built up form of the villages will be supported where it will:
- i. not cause an unacceptable impact on the amenities of adjacent residential properties;
  - ii. provide safe and secure access, parking and turning arrangements;
  - iii. not severely impact on highway safety;
  - iv. where possible and appropriate, retain existing natural features.

## **Pedestrian links (H4)**

The life of the village as a whole is most active around the central hub wherein can be found The Green, shop, church, school, post office, the two village halls and the pub. Many local activities take place in this area and therefore to maximise integration of new residents it is important that there is easy access via foot where possible, thus avoiding the need for further vehicular traffic (see traffic collision data Appendix I) and amenity parking requirements.

There is sport taking place on The Green and tennis courts most weekends when there are not monthly car boot sales taking place in the summer months or one of the events such as the Warborough Festival, visiting funfairs and circuses or fund-raising events. There is no formal car parking in the vicinity of the Green and limited parking capacity at the village halls (with 700 scheduled bookings per year) so it is important to encourage attendance of these activities by foot rather than car.

Policy H4 sets out the Plan's approach to this important matter. Part A sets out an expectation that new developments should be well-connected to the existing network. Where it is practical to do so developments should be linked to the main community facilities including walks, the Green, shop, church, school, post office, pub and public transport, by pedestrian routes that allow sustainable, safe, easy and convenient access and which incorporate high quality green infrastructure. Part B provides a supportive context for such proposals. When preparing development proposals developers should make reference to the Community Issues Project 3 (Pedestrian Links/Footpaths) and Community Issues Project 5 (Traffic Calming) and design their proposals accordingly.

The pedestrian links are surveyed in Appendix E Pedestrian Links. The main footway route runs north/south adjacent to the A329, but is only really adequate from Wheeler's Corner (where Shillingford meets Warborough) to St Laurence Church. Elsewhere, where pathways exist, road crossings and difficult-to-navigate kerbs hinder use. The survey documents the condition of the footways throughout the parish in general. A project to address these issues is outlined within Community Issues Project 3 Pedestrian Links, Footways.

For rigour, the footpath reviews that took place as part of the Site Assessment, showing the links between sites and village amenities, are also included. This footway survey illustrates very clearly the distinct limitations of the footways throughout the parish. There are many areas where none exist and where there is no grass verge either. In other areas, the footways are very narrow or in a state of disrepair. This situation is particularly true at the periphery ends of the parish. In addition, in the north, the footway side of the road is not consistent, thereby requiring anyone using them to cross often-busy roads (five times to reach the Green or six times to reach the school) which in places has poor visibility and sight lines. This is exacerbated by speeding issues that pervade the A329 throughout the parish; the A4074 is worse. A project to address this is outlined within the WSNP Community Issues Project 5 Traffic Calming.

In the 2016 WSNP Community Survey, of the criteria considered most important in the siting of new housing 'Proximity to bus routes' had an average ranking of 3.6 (where 1 = most important). 'Good pedestrian access' had an average ranking of 3.7 considering it the most important criterion (out of 14 options). The same survey asked which community assets people used and how frequently. Natural England suggests that high quality green infrastructure along pedestrian routes integrates new development, makes them more attractive and improves habitat connectivity within the landscape.

The following community assets were identified by the majority of respondents as being used at least once per month: walks; The Green; bridleways; Post Office and the shop. Additionally, the majority of respondents used the Greet Hall, St Laurence Hall, Church, Pub and Wharf at least a few times per year.

### **Policy H4 Pedestrian Links**

- A. New development proposals should be well-connected with the existing network of pedestrian links in the neighbourhood area. Where appropriate developments should be arranged so that their designs take account of the existing local footpath network in their immediate locality
- B. Subject to other development plan policies proposals for new development will be supported where they protect or enhance existing public rights of ways and other forms of access. Proposals will also be supported which provide new public rights of ways and other forms of access which connect with existing routes.

**Parking provision (H5)**

This policy is included to support the Local Plan policies on residential parking but recognises that, because of the relative lack of public transport and facilities, Warborough and Shillingford residents are dependent on the private car; as a result, car ownership is higher than average (Figure 6). New development needs to address local concerns that new housing will not add to the identified congestion in the villages. Put simply, where residents have no choice but to own a car this situation needs to be recognised.

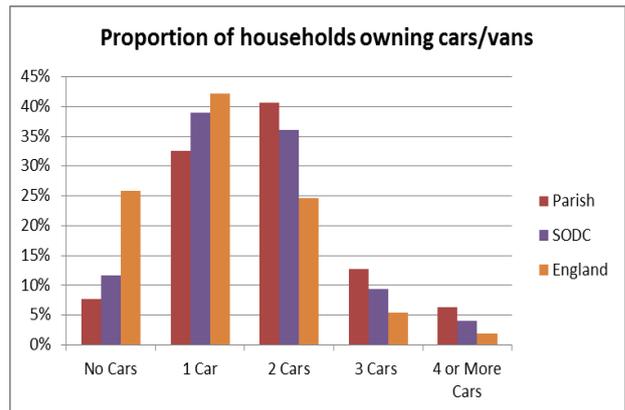


Figure 6 Car Ownership

The policy is also in accordance with para 39 of the National Planning Policy Framework which states that parking standards should take into account the accessibility of the development, the type, mix and use of development, the availability of and opportunities for public transport; local car ownership levels and an overall need to reduce the use of high-emission vehicles.

The most important factor to parishioners, as shown by the 2016 WSNP Community Survey and several subsequent feedback forms is the consideration of traffic and parking in the community.

**General parking** - results from the 2016 WSNP Community Survey showed that of the criterion considered most important for design and layout of new housing ‘Sufficient parking’ had an average ranking of 3.0 (where 1= most important). Also, ‘Concern about existing parking issues’ was one of the top three themes by number of references.

It would be deemed essential that any developer funds, provides and arranges parking at all stages of such development in such a way as to cause least possible impact on the villages and does not exacerbate existing parking and traffic flow.

**Policy H5 Parking Provision**

Proposals for new residential development will be supported where it can be demonstrated that off-street parking provision is adequate to meet the assessed future needs of the development..

**Safeguarding Affordable housing (H6)**

The WSNP undertook considerable consultation with residents to understand how any new housing in the village could best serve our local needs. There is an identified need for smaller dwellings both ‘affordable’ and ‘market’ in both the District Council’s Strategic Housing Market Assessment and Warborough and Shillingford Housing Needs Survey (undertaken as part of WSNP Community Survey) in 2016.

The parish has a small number of existing affordable housing units, supported by 2011 census data showing proportions of dwelling stock by council tax band, figure 5, and the number of occupied units has diminished recently. St Lawrence House, which has the capacity for 20 units (mostly 1-bed or studios) is now 75% unoccupied (with vacated premises being boarded up and not re-occupied) and its strategic future is being questioned. The near non-existence of affordable units in the Parish creates a self-fulfilling prophecy where eligible candidates do not ask to be placed in Warborough, because they know that the likelihood of success is low. This is then used as ‘evidence’ that there is no requirement. The community has reacted strongly in favour of retaining units to support this demographic of elderly single residents, especially those with long ties to the village, including strongly worded NP consultation feedback, and public support at SOHA meetings.

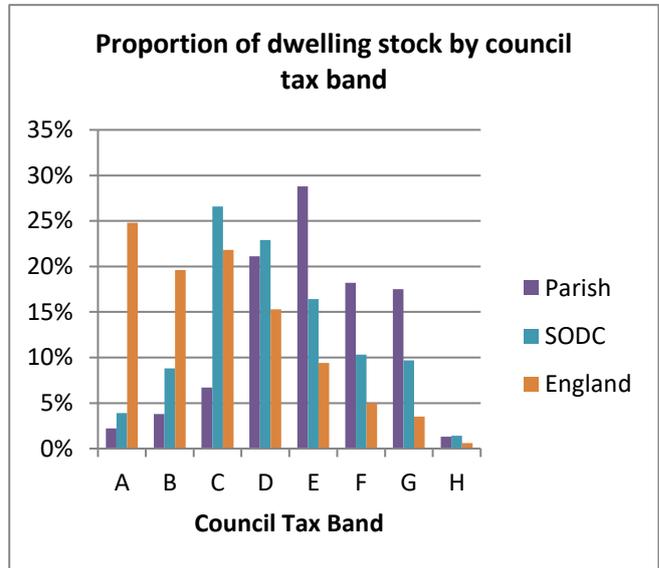


Figure 7 Dwelling Stock by Council Tax Band

In the 2016 WSNP Community Survey, when asked what type of housing was needed in Warborough and Shillingford, 93 out of 222 respondents said affordable housing was a high priority. Eight out of 42 respondents said household members who had left the village in the past five years did so because of lack of affordable housing. The Housing Needs Summary (in section 3 of the survey report) outlines the baseline data supporting this policy.

**Policy H6: Safeguarding Affordable Housing**

Proposals that would result in the loss of existing affordable housing through either redevelopment or change of use will not be supported unless:

- A. they would result in an increase in the number of affordable houses or a significant improvement in the quality of the existing stock of affordable housing on the site; or
- B. the affordable houses to be lost are replaced elsewhere in the neighbourhood area; or
- C. it can be demonstrated that the affordable houses concerned are no longer needed in the neighbourhood area

### 5.3. COMMUNITY ASSETS, SERVICES AND FACILITIES

OBJECTIVE	POLICY
9. To ensure that local services, recreational facilities and infrastructure are maintained and improved.	C1- Community Infrastructure
10. To ensure that heritage assets are protected.	C2-Improvements to community Assets
11. To seek opportunities for landscape, recreational and ecological gain whilst minimising the environmental impact of new development.	C3- Local Green Space

#### Introduction

##### Services and infrastructure

At present, retail facilities include a combined Post Office and shop. Other services are also provided within this facility, such as prescription collection and dry cleaning. This is complemented by one Public House and one Guest House.

It is essential that Warborough retains and provides local services that will sustain and develop the vitality of the community and encourage local spending.

Warborough and Shillingford have a very vibrant and active village life in which a large majority of the parish are engaged. The amenities of the villages are already fully utilised and any new development must take into account the current capacity of the key infrastructure. The school and the two village halls are presently operating at very near capacity. Parking and traffic flow are already at over capacity. The St. Laurence School states that the admission number for admitting children into the F1 class for St Laurence Primary each year is 15 and is generally fully subscribed, ref: SODC schools’ admission policies.

[https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/childreducationandfamilies/educationandlearning/schools/admissionpolicies/3760\\_1617.pdf](https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/childreducationandfamilies/educationandlearning/schools/admissionpolicies/3760_1617.pdf) This number would not appear to provide sufficient vacancies should any large-scale development take place.

##### Green Space

Warborough and Shillingford retain a number of green spaces that contribute to village character and provide opportunities for informal and formal recreation. In accordance with national planning guidance, the community wishes to see the most important of these spaces protected for future generations. Accordingly, these spaces will be afforded protection from new development unless exceptional circumstances demonstrate that proposals should go ahead.

#### Community Infrastructure (C1 & C2)

Great concern is shown by all that any new development should enhance the current structure - the physical, aesthetic and social. Like many villages, we have a high proportion of retired people, which perhaps partly explains why we have so many successful clubs, but are keen to introduce a greater proportion of the younger generation.

The village has shown its desire that any new development should be easily accessible to the village hub, the school and public transport by foot. It should support the shop and pub, alleviate the current problems with traffic and parking, and encourage community cohesion. There are a limited number of opportunities for businesses to grow within the village so we are particularly keen to preserve and enhance those businesses where possible.

Infrastructure includes a number of community spaces, some of which are privately owned, that help parishioners meet regularly and enable them to form the bonds that hold our community together. The most important community spaces are included in the table below. Other infrastructure is necessary for the villages to function in terms of movement, modern technology and management of waste. The infrastructure that weaves the community together is also important, as is the school and these are also included in Table 2.

<b>Table 2: Community Facilities</b>	
St Laurence Hall	<ul style="list-style-type: none"> <li>• located in the heart of Warborough</li> <li>• used by the majority of residents at least a few times per year; it also houses regular, key community programmes eg Lunch Club for the elderly, coffee mornings etc</li> <li>• averages over two bookings per day, and houses the Parish Church office</li> <li>• parking is severely restricted</li> <li>• improvements discussed further in Project 1 of Community Issues.</li> </ul>
Greet Hall	<ul style="list-style-type: none"> <li>• located at the corner of Sinodun View, just north of the St Laurence Hall</li> <li>• used by the majority of residents at least a few times per year</li> <li>• over one booking per day on average, this larger venue with a stage hosts larger classes and one-off events like the Village Show</li> <li>• houses the Parish Council Clerk's office and a rented business space</li> <li>• parking is severely restricted.</li> </ul>
The Green and Hammer Lane play areas	<p>There are two play areas in Warborough. The Green playground is seen by some residents as in need of renovation or enhancement and the Hammer Lane play area is also perceived as in need of improvement. In any event, play areas require constant maintenance and replacement of equipment and can be a drain on limited Parish Council finances.</p> <p>Given the high proportion of elderly residents, and the complete dearth of fitness equipment, there is an opportunity to provide outdoor exercise equipment for adults. This is further explored in Project 6 of Community Issues.</p>
St Laurence Church	<ul style="list-style-type: none"> <li>• According to the WSNP 2016 Community Questionnaire no 16, 40% of respondents' use St Laurence church facilities two to three times per year</li> <li>• WSNP 2016 Community Questionnaire p.23 no 21 cites 64% of respondents who would support discussion about enhancing facilities at St Laurence Church</li> <li>• Improvements discussed further in Project 1 of Community Issues.</li> </ul>
Shop and Post Office premises	<p>According to the WSNP 2016 Community Questionnaire no 16, the shop is the business asset most used daily by respondents. The long-term future of the shop is of some concern as it occupies part of a private residence and is under a short-term lease from the owners of that house. Should the current owners wish to sell to</p>

	<p>downsize or otherwise, there would be no guarantee the shop could continue in its existing situation. The Parish Council is actively looking at alternative possibilities with the aim to provide secure accommodation in the future for the shop for the benefit of the village.</p>
The Village Pub	<p>Owned by Brakspear’s, this is last pub remaining (two have closed in the last 20 years). There have been four tenant landlords in the past six years, and it was shut for a short period of time. It offers outside tables front and rear, as well as a bar with fireplace and a separate dining area hosting five or six tables; it hosts village events and regular quizzes.</p>
The Cricket Pavilion	<p>Owned and maintained by the Parish Council, this picturesque traditional wooden structure sits at the edge of the Green overlooking the pitch with far reaching views out across the Chilterns. Extensively used by the Cricket Club, it consists of one main room with kitchen facilities plus two changing rooms with shower and toilets. There is an additional external toilet used for village events on the green. It has suffered from vandalism in recent years resulting in numerous repairs to the frontage, roof, electrics and woodwork.</p>
Footways	<p>Footways are extensively discussed in Appendix 3. Ways of enhancing these facilities are explored further in Project 3 in Community Issues.</p>
Waste and water mechanisms	<p>The unseen infrastructure, because of the villages’ vulnerability to flooding issues, is of particular local concern. Highlighted by unconventional and arguably antiquated pumping mechanisms that have been approved in nearby villages.</p>
Digital infrastructure	<p>Warborough and Shillingford benefits from digital infrastructure improvements. All new housing will be encouraged to make provision for connection to high-speed broadband and/or other communication networks, with boxes for technology, services and utilities being carefully sited and masked wherever possible. New cables should be buried if at all possible.</p>
The School	<p>The school is a valuable community asset, however the traffic and parking generated by the 60% of children who commute in from outside the Parish causes considerable disruption and safety concerns. The Parish recognises a need for balanced growth which can re-dress the local balance of children whilst avoiding the need for expansion, which, because expansion plans require moving from a yearly intake of a ‘half-class’ of 15 to a ‘full-class’ of 30, would double the capacity of the school and would require substantial building work and either an unsustainable amount of additional village housing or an increased number of students commuting in from outside the Parish, which risks overwhelming the traffic and parking infrastructure.</p>

**Community Infrastructure Evidence:**

The 2016 WSNP community survey found that the top improvements that residents would like to see achieved are: traffic, viable premises for shop/Post Office and parking. The top three facilities requiring renovation are: The Green playground (64% of respondents), the Hammer Lane playground (74% of respondents), and The Green (67% of respondents).

The importance of walks is evidenced in the WSNP 2016 Community Questionnaire no 16 where over 60% of respondents used footways every day or one or two times per week. Some are narrow and difficult to use with prams, wheelchairs, etc and crossing of the increasingly busy roads is inhibitive and are detailed in the Appendix E Pedestrian Links. 86% support improvement to these facilities (WSNP 2016 Community Questionnaire no 23).

Concerns have been raised about potential issues around waste and water mechanisms by multiple local experts in this field.

Results from the 2016 survey also showed that the NP should discuss enhancing the following community facilities: St Laurence Hall (78%), St Laurence Church (64%) and investigations into alternative premises for shop and Post Office (85%).

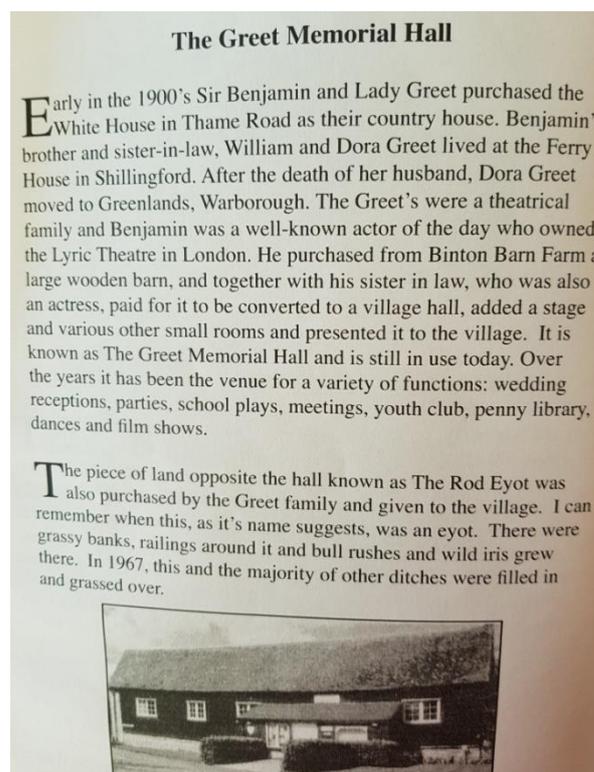
The December 2015 WSNP Scoping Survey showed that 98% of respondents recorded "Community businesses" as important. In addition, 89% of respondents recorded "Sustainable viability of infrastructure including aesthetics" as important.

Warborough and Shillingford used to have three pubs in addition to the members' hotel at the Kingfisher. Recently, two pubs have closed, leaving the Six Bells as the sole public house serving all residents. There have been four tenant landlords operating the pub over the past six years, and it was closed for a short time. It is very popular, provides food, and has frequently featured in *Midsomer Murders*. It is an archetypal old thatched pub, with a large garden at the back that overlooks the Six Acre Field and a gravelled seating area at the front which overlooks the Green and the Cricket Pavilion. Villagers are very keen to see this vital community asset retained, as evidenced by the 96% that voted to register it as an asset of community value. It is also well used as made clear in the 2016 WSNP Community Survey.

Robust evidence for considering change of use or redevelopment of the existing pub would be considered one-year's advertising at reasonable rates. For consideration of proposals involving a recognised community asset, proof that it is not economically viable and no longer required would include robust accountancy scrutiny.

Evidence in support of H5 should also be referenced.

When considering the impact of new development and the arising infrastructure requirements, the Parish Council will adopt the following infrastructure checklist. The development will be expected to:



- a) Demonstrate that community and other key infrastructure are sufficient or can be provided as part of the development.
- b) Make provision for connection to high-speed broadband and/or other communication networks, with boxes for technology, services and utilities being carefully sited and masked wherever possible. New cables should be buried if at all possible.
- c) Show in the Design and Access Statement how their design responds to the principles set out in the Building for Life 12 Guide for applications for developments of 10 or more dwellings given the high proportion of elderly residents and the Community survey 2016 in which 75% cite elderly housing as highest priority for housing type.
- d) Allow for the use of pushchairs, mobility scooters, etc.
- e) Allow social integration in the villages where developments are to be open to the public.
- f) Provide storage facilities for rubbish receptacles and cycles.

The relationship between new development and community infrastructure is an important consideration in the neighbourhood area. In this context developers are advised to consult early with the Parish Council, SODC, Oxfordshire County Council and the relevant utility providers. This process will help to understand and assess the additional load that the proposed development may have on the neighbourhood area. It will also help to clarify the scale and nature of any appropriate mitigation.

#### **Policy C1- Community Infrastructure**

- A. The provision of new community facilities will be supported.
- B. Development proposals that will result in either the loss of or significant harm to a Community Facility as defined in *Table 2: Community Facilities* will not be supported, unless it can clearly be demonstrated that the operation of the asset, or the ongoing delivery of the community value of the asset, is no longer financially viable.

#### **Policy C2- Improvements to Community Assets**

Proposals for the extension, adaptation or redevelopment of the community facilities identified in Table 2 (Community Facilities) will be supported, provided the resulting improved facilities are appropriate in design terms and will not unacceptably impact the amenities of adjoining residential properties.



*The Six Bells*

**Local Green Spaces (C3)**

Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.

In interpreting this policy, the very special circumstances of Local Green Spaces may include a proposal of a limited nature that can be clearly demonstrated to enhance the role and function of an identified Local Green Space, or a proposal that would result in the development of local community infrastructure. The Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used where the green area is:

- in reasonably close proximity to the community it serves
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- local in character and is not an extensive tract of land.

The WSNP designates 4 areas as Local Green Spaces:

- The Green, outlined red/green stripes in Figure 11
- The Allotments, outlined/striped orange in Figure 11
- Rod Eyot, outlined green /red stripes in Figure 11



Figure 8 Local Green Space - The Green

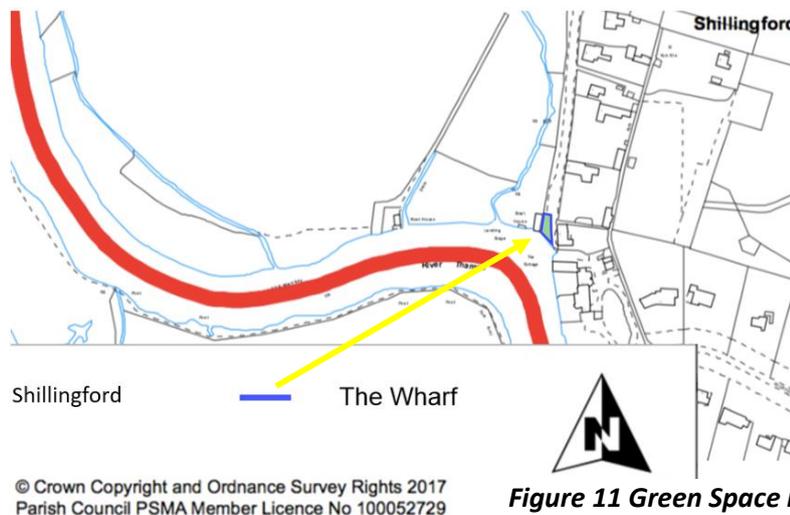


Figure 9 Local Green Space - The Wharf



Figure 10 Green Spaces in Warborough

- The Wharf (outlined and shaded in blue in Figure 12)



**Figure 11 Green Space in Shillingford**



*Figure 12 Local Green Space - Rod Eyot*

As demonstrated in Appendix H, these are well used green spaces within the villages, and are considered special to the local community due to their recreational value and historic significance. They are all used on a daily basis by many people and it is considered important to protect them to the highest level possible. Results from the December 2015 Scoping



*Figure 13 Local Green Space - The Allotments*

Survey showed that 95% of respondents were in favour of “Development ‘in keeping’, and the protection and preservation of the rural charm and surroundings”; 99% of respondents recorded “The Green as an open community space” as important; and 83% of respondents recorded “Strategic review of community assets including open spaces” as important.

**Policy C3- Local Green Space**

The following green spaces are designated as Local Green Spaces:

- i. The Green;
- ii. The Allotments;
- iii. Rod Eyot;
- iv. The Wharf.

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

**ECONOMY AND TOURISM**

OBJECTIVE	POLICY
12. To enhance the prospects for local businesses by supporting plans for village amenity premises.	E1 Enhancement of Employment facilities

**Introduction**

The Neighbourhood Plan sets out to maintain and encourage the Parish’s local economy to support the on-going sustainability of the community. There are a limited number of opportunities for businesses within the village so we are particularly keen to preserve and enhance those we can. The NP will support the sustainable growth of all types of businesses and enterprise in the Parish, rural tourism and leisure facilities that benefit local businesses, residents and visitors, and which respect the character of the countryside.

Results from the December 2016 WSNP Scoping Survey showed that 98% of respondents recorded “Community businesses” as important. In addition, 89% of respondents recorded “Sustainable viability of infrastructure, including aesthetics” as important.

**Economy & Tourism (E1)**

Employment opportunities in the villages are modest. The Upper Farm and Shillingford Farm support some agricultural workers; most live outside the Parish. Shillingford Farm houses some light industry in addition to agricultural barns. There is an upholsterer in Warborough, some B&Bs and a plethora of home working.

***Policy E1 – Enhancement of Employment facilities***

- A. The development of new employment facilities within the built-up area of the village will be supported subject to the following criteria:
  - i. the proposal respects the character and appearance of the immediate locality in terms of its height, scale, design and massing;
  - ii. the proposal does not cause an unacceptable impact on the amenities of nearby residential properties and
  - iii. the proposal provides adequate parking, servicing and access arrangements in accordance with the most recently published standards of Oxfordshire County Council.
- B. Proposals for new or extended business premises outside the built-up areas of the neighbourhood area will be supported where they are appropriate to a countryside location and they are otherwise consistent with other development plan policies.

## 6. Implementation and monitoring

### 6.1. Implementation

Implementation of the WSNP plan will be ongoing. Responsibility for determining planning applications rests with SODC.

### 6.2. Monitoring

The Parish Council will monitor the Neighbourhood Plan and the implementation and effectiveness of its Policies.

#### Twelve-month review

WSNP will be reviewed one year after its adoption at a community referendum by the parish council and the reconvened Neighbourhood Plan Steering Committee or their representatives.

The purpose of the review will be primarily to assess the extent to which the Neighbourhood plan objectives have been implemented in practice and the contribution of the policies and projects contained within it towards meeting those objectives; and secondly to rectify any errors and omissions.

#### Five-year review

WSNP will be reviewed every five years thereafter. Review of policies will be led by Warborough Parish Council. The purpose of the review will be primarily to assess the extent to which the Neighbourhood plan objectives have been implemented in practice and the contribution of the policies and projects contained within it towards meeting those objectives; and secondly to rectify any errors and omissions.

Where significant amendments or additions are needed that cause significant public concern, a public consultation will be undertaken to be sure that 50% or more of respondents to the consultations with residents accept the changes

#### End of plan review

At least two years prior to the expiry of the WSNP, a full review will be undertaken to gauge the success of the Plan in meeting its objectives and to put in place a succession plan.

## 7. Appendices

### 7.1. Appendix A Character Assessment-

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan - submission documentation website

### 7.2. Appendix B Neighbourhood Plan Community (scoping) Survey, December 2015

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan submission documentation website

### 7.3. Appendix C Neighbourhood Plan Community (scoping) Survey Results, December 2015

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan submission documentation website

### 7.4. Appendix D Neighbourhood Plan Community Survey Report- June 2016

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan submission documentation website

### 7.5. Appendix E Pedestrian Links

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan submission documentation website

### 7.6. Appendix F School Parking Survey

Click [here](#) to link to this document on the Warborough Parish Council Neighbourhood Plan submission documentation website

## 7.7. Appendix G Community Issues

Consultation with the community highlighted a number of issues of interest and concerns that cannot be the subject of formal policies in a Neighbourhood Plan because they do not directly relate to spatial planning.

These projects summarised below are intended to inform future project priorities to be managed by the Parish Council on behalf of the community and will be delivered as funding allows. Funding for these projects would be sought from planning conditions, Section 106 agreements or the Community Infrastructure Levy. They are not presented in priority sequence, but a possible way of prioritising is by looking at the percentage of support from the community survey, for example 96% of respondents supported registering the village pub (Six Bells) an asset of community value.

### Project 1. **St Laurence Hall and Church facilities**

Work with the Church of England authorities to help identify enhancements to St Laurence Church, Warborough to facilitate wider use of the church for religious services and non-religious gatherings such as concerts and talks and assist where possible.

#### **Evidence**

According to the WSNP 2016 Community Questionnaire p.23 no 21 64% of respondents support discussion about enhancing facilities at St Laurence Church.

### Project 2. **Shop Premises**

The long-term future of the shop is of some concern as it occupies part of a house and is under a short-term lease from the owners of that house. Should the current owners wish to sell to downsize or otherwise, there would be no guarantee the shop could continue in its existing situation and the Steering Committee is actively looking at alternative possibilities with the aim to provide secure accommodation in the future for the shop for the benefit of the villages. It is proposed to investigate enhancements to St Laurence Hall, Warborough to upgrade the hall facility and also create a larger separate space that could be in the longer term a location for shop and post office, making better use of the total triangular site bounded by the road. Traffic calming should be investigated.

#### **Evidence**

Results from the 2016 NPSC Community Survey showed that 85% of respondents support effort to secure viable long term premises for shop and post office. The most popular aspect thing that a new facility should seek to achieve is to maintain current services close to the current location.

According to the WSNP 2016 Community Questionnaire p.23 no 21 80% of respondents support discussion about enhancing facilities at St Laurence Hall. The hall facilities are used on about 700 occasions per year or nearly twice a day on average by around 14 different groups in the villages. The community is interested in maintaining, supporting and securing viable long term premises where applicable for local businesses, particularly the shop, the post office, the pub and the use of the village as a location for filming.

Results from December 2015 NP Scoping Survey showed that 98% of respondents recorded "Community businesses" as important. 89% of respondents recorded "Sustainable viability of infrastructure" as important.

**Project 3. Pedestrian Links, Footways**

To work with the local highways authority to achieve improvements to the footways throughout the villages where they are in a very unsatisfactory condition and which do not allow common ease of access for disabled vehicles or pushchairs to the village amenities and improve crossings. When funding is available it would be considered important to upgrade footways in order to improve this problem and add high quality green infrastructure. The Neighbourhood Plan Appendix E– Pedestrian Links has captured some of the areas that require attention. We will seek to prioritise those areas that require the most attention and the focus will be on any areas which are dangerous.

Some properties have vegetation that obstructs pavements making it particularly difficult for wheelchair and pushchair users to navigate pavements.

Conduct a parish campaign for neighbours to trim back hedges and trees so they are no longer on the public highway, initially this can be progressed as an information campaign with the Parish magazine.

**Evidence**

In the comments from the 2016 WSNP Community Survey and to NPSC members personally, several disabled residents cited the condition of footways as an issue for them. A local carer also sought out the NP to stress the issues that many of her charges experience, for example with wheelchair, walker and scooter access.

Many comments from the NP St Laurence School Parking Survey March 2016 highlight the issues relating to footways. Some said:

- *It doesn't feel safe enough to drop my child off and let him walk into school unsupervised; better paths on Shillingford side of the main road for those getting out of cars; sometimes I wait for the traffic to die down before attempting to head off myself*
- *The hedge should be cut back at the corner between Warborough and Shillingford as it is tricky to see when walking from Warborough to Shillingford - perhaps more year 6s could walk on their own if that crossing was easier*
- *We walk to and from school most days and live just opposite the Kingfisher Inn. Crossing the Thame Road at the corner where Warborough Road ends is quite difficult with several young children. It would be great if anything could be done to improve the safety of crossing here*
- *No suitable road crossings in village for pedestrians; no safety barriers to protect children from stepping onto road; pathways are of poor condition; speeding vehicles in village is common; reduce speed limit outside of school to 20mph or lower! Speed humps, traffic calming is required in village*
- *Very disappointed how Warborough has no pedestrian crossings or safety barriers to protect its young children going to School. It's 2016 and we are still having conversations about what to do!*

Removal of vegetation obstructing the pavement is a legal responsibility. The owner or occupier of a property has a legal responsibility (Highway Act 1980 s154) to ensure that the 'public highway' adjacent to a property is not obstructed by vegetation from their property. Local Authorities also have a legal duty to ensure that public highways are unobstructed. Vegetation should not obstruct pathways and go beyond the property boundary and a minimum headroom of 2.3m (7ft 6 inches), is required from the property boundary. If the Parish Council agrees, this information can be included free of charge within the Parish Council section of Parish magazine.

**Project 4. The Pub**

To register The Six Bells public house as an Asset of Community Value.

**Evidence**

In the 2016 WSNP Community Survey 96% of respondents supported registering the Six Bell as an Asset of Community Value.

**Project 5. Traffic calming**

The Parish Council and County Council Highways Department have already invested limited and hard pressed funds this year to manage the traffic across the villages. This has included 30mph signs painted on the road throughout Warborough, 'Keep Clear' signs have been painted on the Thame Road at obvious passing places along the Thame Road adjacent to the school.

Parking outside the school is a significant issue. An ideal solution would be for off road parking to be provided which is within easy walking distance to the school.

Further traffic calming should be investigated and progressed in conjunction with appropriate authorities.

- Provision for a 20 mph zone (set for school times) created adjacent to the school with digital signage.
- Improved signage highlighting the school and the proximity of children

Appendix E: Pedestrian Links explains (with pictures) dangerous pedestrian crossing points within the villages. Possible solutions to these are traffic calming measures should be introduced to slow traffic speed at strategic points entering and exiting the villages. The point at which New Road becomes Thame Road is a very sharp turn, we would like the 20 mph zone extended to before this turn.

To the North of Warborough it is necessary to cross the road at various points to walk to the village amenities and school. Ideally a pedestrian crossing is required in at least one of these points but as a minimum the 20-mph zone should be extended to before the most dangerous crossing point.

Note: Upright traffic calming (speed humps etc.) cannot be installed since street lights are not in place

**Evidence**

In the 2016 WSNP Community Survey, when asked 'What are your traffic concerns?' respondents recorded: 'extremely concerned' over speeding as the highest category in five out of six locations throughout the Parish. Also 'Concern about existing traffic and roads issues' was the top theme by number of references.

20 Traffic collisions have been reported on the main roads in Warborough in the last 5 years (Appendix I).

It would also be deemed essential that any developer provide additional traffic calming measures to assist in the reduction of traffic speed and ensure road safety. Some areas of the villages have inadequate footways and can be extremely dangerous, especially for children walking to school and for the elderly. In particular, routes from the north of Warborough to the school were highlighted. Many areas have no pavement or inadequate pavement. Pavements on parts of these routes are also very narrow and in poor condition. Proposals to improve the safe delivery of pupils to Warborough and Shillingford Primary School and the elderly to the shop, church, pub and The Green by bicycle, or on foot should be supported and promoted. Car travel only exacerbates an existing problem.

**Project 6. Outdoor Fitness Equipment / Children's Playground**

To improve the children's playground facilities (4 to 12-year age group) and provide adult fitness opportunities. Considering the deficit of playground space for local children, the Parish Council is keen to explore options for finding and developing a single or several new areas. One such location could be an area adjacent to the tennis courts in close proximity to the existing (and popular) green playground. Quotations have been obtained for a space measuring approximately 40m x 40m which vary between £40k and £80k. This would increase the playground space to over 0.2 hectares close to the recommended area detailed in the Fields in Trust guidelines. Furthermore, it would be advisable for improvements to the existing gravel area car park to ensure that no negative traffic or road safety effects are experienced as a result of the improvement to this area.

With regards to the Hammer Lane playground, there is an option to close the playground in the long term, especially if an alternative area has been created/improved. Alternatively, significant funding would be required to replace the majority of equipment in current use on this site.

Any project should investigate incorporation of high quality green infrastructure to enhance biodiversity.

**Evidence**

Out of 173 respondents to the Community Survey:

- 38 would like to see the Green playground enhanced
- 68 would like to see it renovated
- 19 would like to see Hammer Lane Playground enhanced
- 53 would like to see it renovated

Fields in Trust (FiT), formerly the National Playing Fields Association, recommend 0.25 hectares of playground equipment space per 1000 population. Warborough currently has a population of a little over 1000 people but only 0.06 hectares of playground space across two playgrounds located on the Green and Hammer Lane. The majority of the equipment is over 10 years old and significant efforts to refurbish were undertaken in 2015/2016 to prolong the use of the aged equipment as funds to replace this equipment were not available.

Given the high proportion of elderly residents in the Parish, there was discussion during community consultation events (February and June 2016) about the need to provide outdoor fitness equipment for adults, and this could be investigated in parallel to youth facilities.

Reference 1.

[www.fieldsintrust.org/Upload/file/PAD/FINAL%20ONLINE%20Planning%20Guidance%20for%20Outdoor%20Sport%20and%20Play%20Provision%20Oct%202015.pdf](http://www.fieldsintrust.org/Upload/file/PAD/FINAL%20ONLINE%20Planning%20Guidance%20for%20Outdoor%20Sport%20and%20Play%20Provision%20Oct%202015.pdf)

Reference 2. 'Design for Play: A Guide to creating successful play spaces', Play England (2008)

**Project 7. Parking on and around The Green**

To improve parking facilities around The Green to enhance the aesthetics of the area and prevent damage and erosion of the grassed areas caused by cars.

Any project should include incorporation of high quality green infrastructure to enhance biodiversity.

Warborough’s village Green, at the heart Warborough Conservation area, is a well-used, highly-valued area of open recreational space with distant views to the Chiltern Hills. Parking at the southern end is required for residents and the pub, as well as other Green-based activities such as cricket, the car boot sales and coach-related activities. Residents highlighted concerns regarding ‘car-scape’ around The Green that detracts from the aesthetic beauty and character of the area, as well as causing damage to the landscaping.

**Evidence**

Results from the 2016 NPSC Community Survey showed that 83% of respondents support improvements to parking around The Green. In addition, this general improvement to parking has been a longstanding ambition of the Parish Council. Parish Council minutes of June 2013 confirm a motion to improve parking around The Green South through the use of grass reinforcement system to improve the current arrangements but not to adversely affect the aesthetics of the area.

**Project 8. School Parking and Traffic**

To explore opportunities to provide additional short-term off-street car parking to cater for the parking demands for the school and morning and afternoon peak times.

**Evidence**

in the 2016 WSNP Community Survey, when asked ‘How often do you have concerns about parking?’ respondents (242) recorded: School - 44% every day; School - 21% 1-2 times a week. When asked to ‘Rate suggestions to address school parking’, 63% of respondents chose ‘off-street parking at school’ as their first-choice solution. A report submitted by HVJ Transport (link [here](#)) indicates there have been three personal injury accidents in the past five years on this section of the Thame Road.

The SC actioned a traffic survey outside the school over the course of a week beginning 19 September 2016 (in fine weather) to ascertain the number of cars parked on the road during school drop off and pick up hours. Busy periods outside school are around the Primary School registration period of 08:40 to 08:50 and at 15:00 at the end of the school day – results are shown in Figure 7.

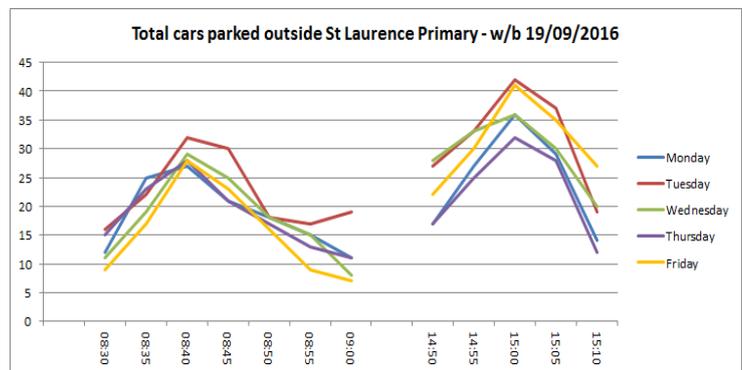


Figure 14 WI Survey - Cars parked outside the School

High car ownership and limited bus services mean that parents need a car to get to work and that they also usually need to adopt a ‘drop and go’ approach. New housing will only exacerbate this situation. Additionally, two school parking surveys have been undertaken.

The March 2016 Parent Survey was very rigorous (full results are available in Appendix F). It surveyed parents to understand whether there were opportunities to reduce car use and to understand the extent that alternative car parking provision would be used. The results from this indicated that the majority of people who were able to walk did so, and that the vast majority of parents would use off-street parking that was in close proximity to the school in preference to roadside parking due to safety concerns. This usage of off-street parking is presuming that sufficient care and consideration is given to the size and layout of any solution to ensure that parking spaces would be readily available and traffic flow had been properly considered.

The results from these surveys, supported independently by a letter from the school Governors, set the required minimum level of parking spaces at fifty if existing parking problems were to be addressed. In conjunction with this requirement, safe pedestrian routes into school from the Thame Road footpath must be maintained as well as consideration given to pedestrian access from any newly created car park.

#### **Project 9. Community Infrastructure Levy Contributions**

To ensure that the local element of CIL funding is focused in projects that have been identified by the community.

The Parish Council is keen to ensure that, where appropriate, development contributes to village infrastructure. All new development is potentially liable for a Community Infrastructure Levy (CIL). The infrastructure projects 1 to 8, above, have been identified during the production of the Plan. They will be prioritised as CIL funding becomes available. In working through the various projects and coming to decisions on their relative priority and delivery, the Parish Council will work with partner organisations to identify their various costs. It will also have regard to the SODC Infrastructure Delivery Plan. This Project refers specifically to the Parish Council's use of the local element of any CIL funding generated in the neighbourhood area.

A number of projects have been identified through the Neighbourhood Plan preparation process and which would significantly benefit the villages (Section 7.7, Projects 1-8). The projects relate to village facilities, highways, recreation and amenities and will contribute to meeting all of the Neighbourhood Plan objectives for community facilities, active community, traffic, and village character. Discussions with the County Council indicate that there will be no council funding for such improvements, but they could be financed locally or from Community Infrastructure Levy funding under this policy.

At WSNP SC meetings, we discussed the importance of supporting the Shop and Post Office, improving the safety and visual appearance of the key village areas marred by parked cars. Whilst the proposed Six Acres car park would meet these needs in the vicinity of the school (Policy H5), there is an additional desire to address parking issues at the Green and Shop.

The full project list is in section 7.7, Appendix G. These project proposals should be developed once funds are known, to provide indicative costings and allow further prioritisation. They can then be developed into specific projects that will be costed and phased and will be secured either through Community Infrastructure Levy (CIL) or S106 where this is directly related to a development proposal. Other sources of funding (grants and/or donations) will also be investigated.

The project proposals were identified through community engagements (2015/16) and the Neighbourhood Plan Community Survey (2016) as documented in the Consultation Statement.

The projects identified in Appendix G are based on current circumstances and priorities. These may change and the Appendix will be reviewed annually and updated as required.

### 7.8. Appendix H Local Green Spaces Evidence Base

The Neighbourhood Plan designates four Local Green Spaces, shown at a high level in Figure 15 (with detailed maps in Section 5.3, C3)

- 1) The Green (shown in Figure 15)
- 2) The Allotments (shown in Figure 15)
- 3) The Wharf (shown in Figure 14)
- 4) Rod Eyot

We set out below justification as to why we believe these important spaces meet the criteria established in the NPPF for Local Green Spaces.

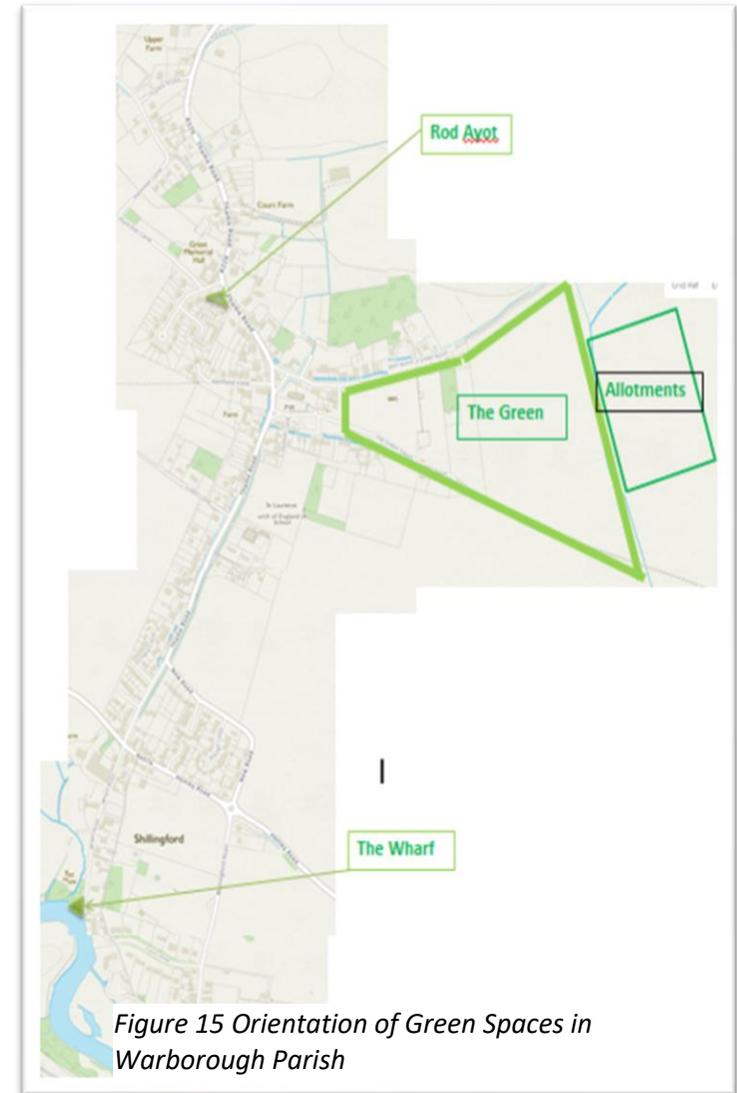


Figure 15 Orientation of Green Spaces in Warborough Parish

<b>NPPF Criteria</b>	<i>NPPF Criteria 1: The designation should only be used where the green space is in reasonably close proximity to the community it serves.</i>	<i>NPPF Criteria 2: The designation should only be used where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife.</i>	<i>NPPF Criteria 3: The designation should only be used where the green area concerned is local in character and is not an extensive tract of land.</i>
<b>The Green</b>	The Green is at the heart of the most densely populated part of Warborough, steps from the Church, shop, pub and school and surrounded on three sides by homes.	Saved for the village in the late 1840s by the vicar of the time, Rev H White the 11 Acre Green is used throughout the day by children on the playground area, by walkers both with and without dogs for access and at weekends and some evenings. It is used for cricket in the summer, rugby in the winter. It hosts a monthly car boot sale during the summer months. It also services many events including The Warborough Festival, various celebrations both local and Royal, visiting funfairs and circuses. It is mown regularly and kept tidy by villagers. It holds the cricket pavilion, various benches, a children’s playground, and several elegant mature trees, and is occasionally used for added parking space. Bordering the Green is an area that contains the tennis courts and cricket nets. Registered on the Parish Asset list as acquired c1895	This 11-acre site is encased by lanes and homes on three sides, with hedging on the fourth. This enclosed space is critical to the local character of the immediate area.
<b>The Allotments</b>	The allotments are adjacent to The Green in Warborough, minutes’ walk from the heart of the village.	These 50 plots are popular, heavily subscribed (with a modest waiting list) and used every day. They contain not only the expected vegetables and flowers but also some livestock is kept there. The allotment holders regularly meet, operate the site well and hold swop shops for the villagers to exchange surplus vegetables. Local archives record this nearly five acres as ‘coming to the parish with	Encased by hedging on all sides, this approx. five acre area, also flanked by the Green South and Green north lanes, with the tennis courts and cricket nets adjacent, is a distinct and enclosed space.

		the Enclosures Award of 1853' and are registered on the Parish Asset list as acquired c1895	
<b>The Wharf</b>	The Wharf is located at the closest accessible spot on the river for the majority of residents of both villages.	<p>On the river Thames in Shillingford, this is the only access for the community to the river and is well used, especially in the summer months by fishermen, people launching canoes and small boats, or simply enjoying the view or a good book. It also provides access for watching of local aquatic wildlife and kingfishers can frequently be seen there. It has been known for the occasional intrepid swimmer to access the water. It is also used to view various Thames spectacles like Swan Upping.</p> <p>Ownership of this land was registered formally by the Parish in 2008.</p>	At the end of the single-track Wharf Road, enclosed by a thatched boathouse and the private drive in front of a stone cottage (formerly a warehouse for ferried goods) this cosy space offers a focal point for the character of the immediate area. Approx 110sq m with a 17 m river frontage
<b>Rod Eyot</b>	The Rod Eyot is adjacent to the main Thame Road, and sits adjacent to one of the village halls, in the heart of Warborough.	Given to the village at the same time as the adjacent Greet Hall in the early 1900's. Eyot is 'from Old English iggath (or igeth), which is based on ieg, an island'. Local archives record 'grassy banks, railings round it and bull rushes and wild iris grew there' until it was filled and grassed over in 1967. As well as providing a characteristic green pause in the densely built-up central area of Warborough (for wildlife and humans), this small space, because of the layout and condition of footways in this part of the village, is used continually by walkers as an informal footpath to access the adjacent Greet Hall and north end of the village. It is important to the setting of the Greet Hall and the Conservation Area.	This small triangle of lane is flanked on two sides by public roads, and on the third by a footpath in front of residences.

### 7.9. Appendix I Local Traffic Collision Data<sup>8</sup>

Traffic collisions reported on [Thames Valley] incident recording system between 13 November 2012 and 12 November 2017 are as follows:

#### **Location 8/25/1 (New Road, Shillingford)**

- 4 collisions, reported on:
  - 28 February 2013 10 October 2013 18 October 2013 18 June 2014

#### **Location 8/24/1 (Thame Road Warborough)**

- 16 collisions, reported on:
  - 22 August 2013 31 August 2013 14 October 2013 22 October 2013 1 December 2013 2 May 2014 14 October 2014 12 December 2014 2 February 2015 22 February 2015 12 March 2015 10 May 2015 25 December 2015 28 September 2016 29 October 2016 25 November 2016

All incidents were brought back for the given locations on the Command & Control incident recording system for the given time period. These were then manually checked for an opening or closing classification indicating road traffic collision. Duplicated reports of the same collision were then removed.

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<sup>8</sup> Thames Valley Police Public Access Joint Information Management Unit November 2017