



Carterton sub-area

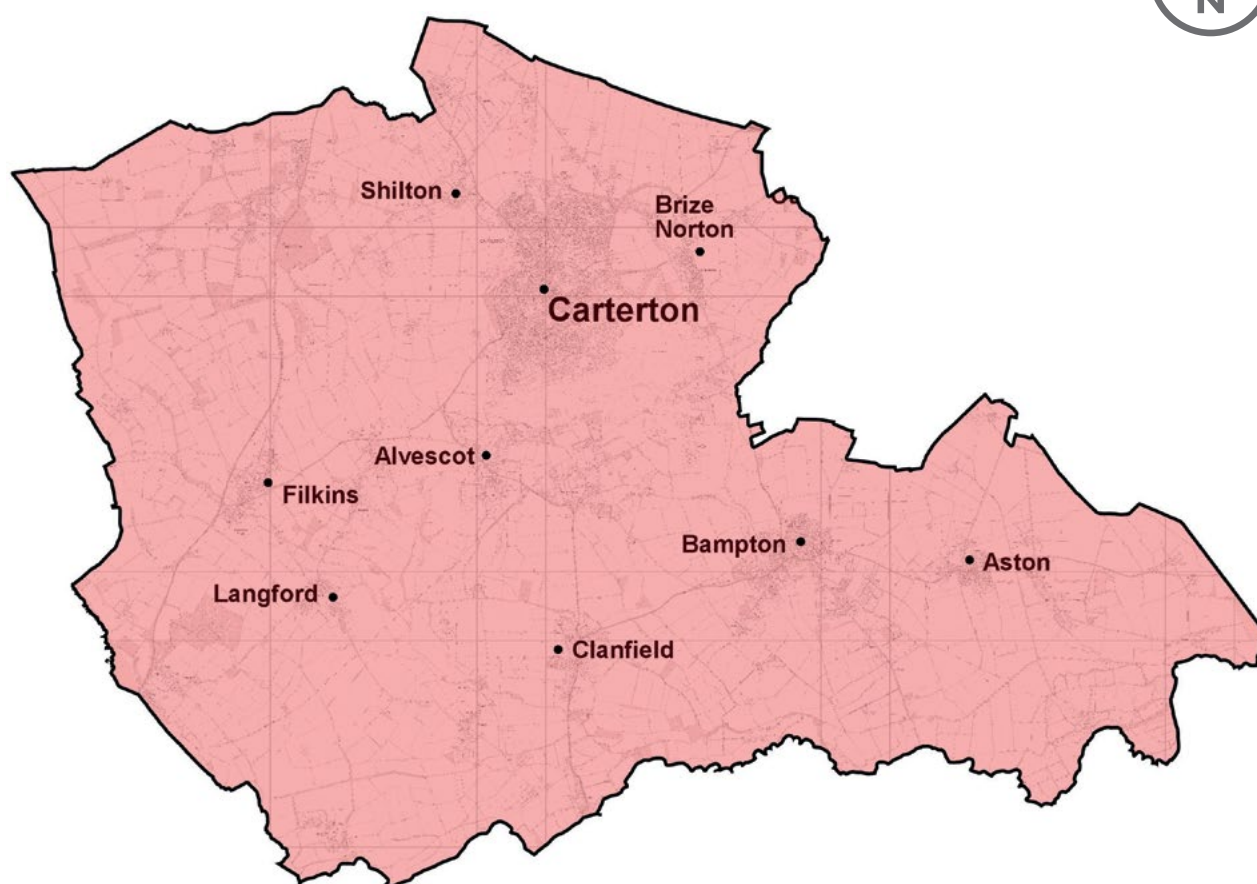
Carterton

9.3.1 This is the second smallest of the five sub-areas covering just over 13,000 hectares. It is however well-populated containing around 25,000 people, the majority of which (16,000) live in Carterton, a relatively modern town which during the last 100 years has grown from an area of small holdings to become the second largest town in West Oxfordshire.

9.3.2 Carterton offers a good range of services and facilities including a country park, leisure centre, employment, housing and retail. Part of the town's rapid growth has been associated with the nearby airfield, now the country's main RAF transport base (RAF Brize Norton) and an integral part of the local community employing around 7,300 workers, a substantial number of whom live on the base or in Carterton.

9.3.3 There are a scattering of villages outside of Carterton, the largest being Bampton which has a relatively small population of about 2,500 but enjoys a good range of community activities and available services and is a designated rural service centre. Other settlements include Brize Norton, Shilton, Alvescot, Filkins, Langford, Clanfield, Kelmscott and Aston.

Figure 9.3a: Carterton sub-area



Housing

- 9.3.4 Most of the existing housing within this sub-area is located in Carterton. Military housing was built in the town after the Second World War, followed by extensive areas of private housing from the 1980s to recent times. Housing was primarily built within the low density structure of the original settlement until this century when the North East Carterton Development Area (Shilton Park) extended the town onto adjoining agricultural land providing around 1,500 new homes. A further 950 new homes are currently proposed through two committed schemes on the edge of Carterton including 700 to the east and 250 to the north-west.
- 9.3.5 Although many RAF service personnel live on the base, there are several areas of MOD housing within Carterton including the areas around Stanmore Crescent (REEMA Central) and Northwood Crescent (REEMA North) as well as land around York Road, Carr Avenue, Lyneham Close, Northolt Road and Bovington Road. These areas are illustrated on Figure 9.3g. Some of this housing is built at low density and poorly designed. The redevelopment of MOD housing has been highlighted as a priority throughout the preparation of this Local Plan and it is important to the successful progress of Carterton as a thriving town.
- 9.3.6 If areas of older, low density poor quality MOD housing are able to be redeveloped, it would provide additional housing to meet identified needs and would also improve the appearance and perception of the town. New homes in central locations would also support the vitality and viability of the Town Centre and local services and facilities including Carterton Community College.
- 9.3.7 One of the MOD sites (REEMA North) has recently been cleared to provide 200 new homes for service personnel. The development had originally been expected to be complete in 2016 but has been delayed for funding reasons. In terms of dwelling numbers, it is reasonable to consider that through a more innovative design and improved housing mix, more than 200 homes could be provided on the site. Discussions with the MOD are ongoing about a potential way forward for this site.
- 9.3.8 Part of the adjoining site (REEMA Central) has been declared surplus to MOD requirements and made available to Annington Homes who are currently progressing a market housing scheme of 135 dwellings (net gain of 81 dwellings). The remainder of the site is likely to be made available to Annington Homes over the course of the plan period.
- 9.3.9 The Council will work pro-actively with the MOD, Defence Infrastructure Organisation (DIO) and Annington Homes in order to maximise the delivery of new housing on the two REEMA sites and to further investigate the possibility of other areas of old military housing stock being made available for redevelopment at higher densities and to improved design standards.
- 9.3.10 House prices in Carterton are relatively low compared with other parts of the District though there is still a significant need for affordable housing with 149 people on the Council's waiting list having identified the town as their preferred location.
- 9.3.11 The low density nature of the older housing in Carterton and the relatively large plot sizes has led to pressure for infill development in recent years.

Employment

- 9.3.12 The Carterton sub-area plays an important economic role within the District. The main sector of the local economy is Government services which accounts for 26% of total employment. This is largely a reflection of RAF Brize Norton which lies immediately to the south of the town and employs around 5,800 service personnel, 1,200 contractors and 300 civilian staff. The second largest sector is distribution (including retail) at 17%. Manufacturing is relatively poorly represented compared to West Oxfordshire as a whole comprising just 6.5% of employment in this area.
- 9.3.13 Economic activity rates are high at over 80%. As is the case with the other sub-areas, there is an imbalance of homes and jobs with the number of resident workers outweighing the number of jobs, however in the Carterton sub-area this imbalance is most pronounced with almost 3,000 more economically active workers than jobs. Carterton has 24% of the District's economically active population and around 21% of the District's employment. Witney by contrast accounts for over 30% of the District's jobs. Many Carterton residents currently look to Witney as a source of employment⁴⁷.
- 9.3.14 In terms of existing business land provision, Carterton accommodates several large employment sites including the Carterton South Industrial Estate built in the 1970s and the more recent Ventura Park and West Oxfordshire Business Park.
- 9.3.15 Although Carterton has witnessed some renewal of its industrial stock in recent times (e.g. Ventura Park) and has a range of buildings to suit varied needs, the availability of small, starter units is limited.

- 9.3.16 In terms of business land, there is a limited supply currently with around 4.5ha available across Ventura Park and West Oxfordshire Business Park. The Town Council has expressed a desire to increase the supply of available business land in Carterton in order to attract additional inward investment, capitalising on the aviation linkages with RAF Brize Norton and this is a key aim of the Carterton masterplan. The Council's economic evidence⁴⁸ suggests that Carterton should be identified as a priority location for economic regeneration with attractive employment sites assembled to encourage additional business activity to the town. It suggests that around 3 ha of new employment land should be provided over the plan period.

Transport

- 9.3.17 Transport is an important issue for the Carterton sub-area which includes a number of key routes including the A361 and A4095 with the A40 running along the northern edge of the area. Carterton is relatively remote from the primary road network and whilst the A40 is a short distance to the north, it can only be accessed via 'B' roads including the B4020 Shilton Road and B4477 Brize Norton Road. Access to Witney can be achieved via the A4095 Bampton Road but this necessitates vehicles having to travel through Brize Norton village.
- 9.3.18 The County Council's transport aspiration is to improve access to Carterton from the A40 to help unlock economic potential and better serve the needs of RAF Brize Norton. The B4477 Brize Norton Road has been identified in the County Council's Local Transport Plan (LTP4) as the preferred route for upgrading to 'A' road standard together with the promotion of west facing slip roads at the A40 junction.

⁴⁷ West Oxfordshire Economic Snapshot and Outlook Report CAG (2015)

⁴⁸ West Oxfordshire Economic Snapshot and Outlook Report CAG (2015)

9.3.19 In terms of public transport, Carterton is well served by bus services including the premium S1 and S2 services to Witney and Oxford. Of those commuting out of Carterton to work, around 17% travel by bus. Oxfordshire County Council have identified a number of potential improvements to bus services in the Carterton sub-area including improvements to the frequency of services to Witney and Oxford, improved frequency of buses to Swindon, new bus stops close to the RAF main gate and improving the environment and quality of bus stops along these routes, pedestrian and cycle paths to them and the facilities available such as cycle parking. The area has no rail services.

9.3.20 As a relatively small town, walking and cycling are realistic and attractive travel options in Carterton. Of those living and working in the town, 30% travel by foot and 20% by bicycle. Carterton already has a good pedestrian and cycle network which is well used, particularly by RAF personnel, but the links through older parts of the town and out to the countryside are incomplete. The County Council's Local Transport Plan (LTP4) seeks to improve and promote this network and identifies a number of potential new routes within the town as well as the provision of a high quality cycle route between Carterton and Witney.

Retail and leisure

9.3.21 Carterton has a relatively small town centre for its size, primarily serving a convenience and service role. The food retail offer is good with three supermarkets located close to the town centre. However, the town centre lacks a varied choice and range of non-food retailers and provides only a limited number of multiple retailers. As a result, a significant amount of shopping trade leaks to other centres such as Witney and the centre remains vulnerable to out of centre development.

9.3.22 Evidence⁴⁹ suggests that there is scope to provide an enhanced range and choice of non-food retailers in Carterton Town Centre and that this should be a priority for the Local Plan. It also highlights the potential to enhance the leisure offer through the provision of bars and restaurants to increase visitor numbers and dwell time.

9.3.23 Importantly, due to the nature of the town centre environment, Carterton is less constrained than the historic town centres of Witney and Chipping Norton and therefore has good physical capacity to accommodate future retail and leisure proposals.

9.3.24 Evidence⁵⁰ suggests there is also potential to improve the quality of the town centre environment, an objective that has also been identified in design work undertaken on behalf of the Town Council in 2013 and more recently in the emerging Carterton masterplan.

49 West Oxfordshire Retail Study (2012)

50 Economic Snapshot and Outlook (January 2015)

9.3.25 Leisure facilities in Carterton include the Carterton Leisure Centre and the Kilkenny Lane Country Park running along the northern edge of the town. The leisure centre was built in 2003 and has a considerable area of land to the rear of the site earmarked for an extension although funding is required. The Country Park was established in 2005 and there is scope to further extend it (as is proposed as part of the committed urban extensions to the east and north-west of the town).

9.3.26 The provision of additional sports pitches at Carterton for leisure use is a long-standing objective of the Town Council and the Council's evidence confirms that there is a shortage of playing pitches serving the town⁵¹.

Environment and heritage

9.3.27 There are relatively few environmental considerations within this sub-area compared to other parts of the District. Much of the area to the south of Carterton is however designated as a 'mineral consultation area' due to the presence of extensive sand and gravel resources.

9.3.28 The extraction of minerals in the Lower Windrush Valley in the east of the sub-area has significantly altered the landscape with large areas of riverside pasture now used for recreation, tourism and nature conservation through the Lower Windrush Valley Project. There are also mineral resources to the north of Carterton including Burford Quarry (limestone) and Whitehill Quarry (limestone).

9.3.29 The River Thames runs along the southern boundary of the sub-area and presents positive potential opportunities for tourism and leisure uses although must also be considered in terms of the flood risk it presents. Flood risk is also an issue for other locations within the sub-area including some of the villages which are particularly vulnerable.

9.3.30 Running along the western boundary of Carterton is the Shill Brook Valley which is a designated biodiversity conservation target area. Conservation Target Areas (CTAs) are the most important areas for wildlife conservation where targeted conservation action will have the greatest benefits. In planning terms they represent areas of ecological opportunity and potential improvements to the District's CTAs are highlighted in the draft Infrastructure Delivery Plan (IDP).

9.3.31 Noise from RAF Brize Norton is an important environmental consideration in this area. Carterton and the surrounding villages are adversely affected by aircraft movement. The airbase and level of activity will continue to reflect its major contribution to global activities although the replacement of some older aircraft has led to a reduction in the noise footprint for the base.

9.3.32 This sub-area includes a number of important heritage assets including ancient woodland, Conservation Areas, scheduled monuments and numerous listed buildings notably in Shilton which still shows the layout of a 13th century Cistercian farming grange with the Grade II* listed Church of the Holy Rood, dovecote, other features and buildings.

Infrastructure

9.3.33 As the District's second largest town, Carterton offers a good range of services and facilities including a Leisure Centre, library, several primary schools, a secondary school, open space, sports pitches and health care facilities.

9.3.34 Careful consideration must be given to the impact of future development on the capacity of existing infrastructure. Other than transport, the main infrastructure requirements for Carterton relate to education and leisure.

9.3.35 Whilst Carterton currently has some spare capacity, the primary schools have experienced rapid growth in pupil numbers in recent years which will feed into the secondary school. The most recently built primary school, St. John the Evangelist Primary School provided as part of the Shilton Park development is rapidly filling

51 2013 Open Space Study

up and does not have scope to accommodate any more children from new development. A new primary school will be provided as part of the committed housing scheme on land to the east of Carterton.

- 9.3.36 There is a very active secondary school in Carterton with expanding sixth form facilities although many older pupils travel to schools at Witney or Burford. The catchment of the secondary school will be extended to include the committed housing site to the east of Carterton which will help to support the provision of improved facilities at the school. Any further long-term significant development in Carterton may necessitate the expansion of the secondary school.
- 9.3.37 In the villages surrounding Carterton there is limited capacity within existing schools at present.
- 9.3.38 There is an identified need for a new fire station at Carterton (to be provided as part of the 700 unit urban extension east of Carterton) and the Town Council has identified a need for a new cemetery as well as additional open space.

Scope for further expansion

- 9.3.39 There are good opportunities for further development within the built up area of Carterton and this is a key priority for the Local Plan. It is anticipated that the redevelopment of the two MOD sites, REEMA North and REEMA Central will deliver a net total gain of around 500 new homes across the two sites (300 net on REEMA north and 200 net on REEMA central). Subject to the requirements of the MOD and viability considerations, there may also be some potential to redevelop other areas of MOD housing in Carterton over the period of the Local Plan. This would present the opportunity to increase densities and raise environmental and design standards. The Council will therefore work pro-actively with the MOD, Defence Infrastructure Organisation (DIO) and Annington Homes in order to further investigate the possibility of other areas of old military housing stock being made available for redevelopment.

- 9.3.40 There are also a number of areas of under-used land in and around the Town Centre which provide the opportunity to deliver modern, high quality and high density development in order to support the vitality and viability of the town centre. These sites provide the opportunity for residential or mixed-use development that would increase presence within the Town Centre supporting local services and facilities as well as the evening economy. The District Council will work proactively with the Town Council to deliver potential redevelopment schemes including the development of planning briefs for key sites.
- 9.3.41 Whilst there are opportunities within Carterton, in order to meet the identified housing requirement for this sub-area it will be necessary to expand the existing urban area through development on Greenfield land. It is anticipated that this will take place on two sites which are both already committed through the planning process including land to the east of Carterton (700 homes) and land to the north-west (250 homes).
- 9.3.42 Alternative options to the north, north-east and west of the town have been promoted through the Local Plan process and in the case of the latter through an outline planning application.

9.3.43 Drawing on the brief profile outlined above we can identify a number of key issues and challenges to be addressed in relation to the Carterton sub-area. These include:

- A relatively small but well-populated sub-area most of whom live in Carterton, the District's second largest town.
- Housing in Carterton is relatively inexpensive compared to other parts of the District but there is still a high level of affordable housing need.
- RAF Brize Norton is a major influence on the town and an integral part of the local economy – there are opportunities to exploit the links with the base (e.g. attraction of aviation related industries to Carterton).
- There has been pressure for infill development in recent years.
- There may be some long-term potential to redevelop areas of MOD housing subject to service accommodation requirements and viability considerations.
- There is currently an imbalance with the Carterton sub-area having the greatest excess of workers to jobs than any of the five sub-areas which leads to out-commuting.
- There is currently limited availability of business land opportunities within the town including a lack of small starter units.
- The town centre offer is relatively poor given the size of the town. Food retail is well provided for but there is a lack of quality non-food retailers.
- There is also a lack of other related leisure uses including bars, coffee shops and restaurants.
- The Town Centre has the physical capacity to accommodate a range of new uses.
- Carterton is relatively remote from the primary road network and can currently only be accessed via 'B' roads.
- There is reasonable bus provision but no rail services within the sub-area.

- As a relatively small town, the scope for walking and cycling in Carterton is good and there are some reasonable links already, however a number of improvements are needed.
- This is an environmentally sensitive area including the presence of sand and gravel and limestone resources and flood risk.
- There is potential to further enhance leisure and tourism opportunities along the River Thames which runs along the southern boundary of the sub-area.
- The Shill Brook Valley is designated as a Conservation Target Area and presents the opportunity for enhancement.
- The Country Park is a key local asset and has the potential to be expanded.
- Noise from RAF Brize Norton is an important environmental consideration in this area.
- There is increasing pressure on primary school capacity.
- Secondary school capacity exists at present but there could be a need to expand in the future depending on levels of growth in the town.
- There are a number of identified infrastructure needs for Carterton including additional playing fields, allotments, a cemetery and fire station.
- Conservation and enhancement of the heritage assets within the sub-area.

Strategy

9.3.44 Having regard to the profile and key issues outlined above, the proposed strategy for the Carterton sub-area is set out below. Regard will also be given to any adopted (made) Neighbourhood Plans in the sub-area.

- 9.3.45 In accordance with the overall strategy, future development within this sub-area will be focused predominantly at Carterton which as the district's second largest town, offers a good range of services facilities and represents a sustainable location for future development.
- 9.3.46 However, a distinctive characteristic of Carterton is the imbalance that exists between the number of economically active residents and job opportunities. In short, there are fewer jobs than resident workers which lead to a relatively high level of out-commuting (60%). This is in contrast to Witney where the number of jobs and economically active workers are much more closely aligned.
- 9.3.47 In light of this, the proposed quantum of housing in the Carterton sub-area is lower than the Witney sub-area and to help the current imbalance of homes and jobs, there will be a particular focus on additional business land provision (see below).
- 9.3.48 It is anticipated that the overall housing delivery for this area (2,680 homes) will be met through a combination of homes already completed, existing commitments, allocated sites and windfall development. This is summarised in the table right. Further sites will also be identified through any subsequent review of this Local Plan.

Table 9.3b: Anticipated housing delivery in the Carterton sub-area

Homes already completed (2011 – 2017)	362
Existing large planning commitments at 1 April 2017 (10 or more units):	1,506
<ul style="list-style-type: none"> • Saxel Close, Aston (38) • Land north of Cote Road, Aston (41) • New Road, Bampton (121)* • Land east of Mount Owen Road, Bampton (160) • Land east of Carterton, Brize Norton (700) • REEMA North, Carterton (200) • REEMA Central, Carterton (81) • North west Carterton (138)* • Linden House, Kilkenny Lane, Carterton (10) • Brooklands Nurseries, Carterton (15) • 63 Burford Road, Carterton (2)* 	
Existing small planning commitments at 1 April 2017 (less than 10 units)	85
Local plan allocations	
CA1 REEMA North and Central**	300 (net gain of 219 units as 81 units already listed in commitments above at REEMA Central)
CA2 Land at Milestone Road, Carterton	200
CA3 Land at Swinbrook Road, Carterton	70
Anticipated windfall (2017 – 2031)	238
Total anticipated housing delivery	2,680

* Remaining units forming part of a larger scheme
 ** Total site capacity is 500 units. Of this 200 units are already committed at REEMA North and 81 units are already committed at REEMA Central leaving a residual total of 219 units.

Past completions, existing commitments and windfall

- 9.3.49 In the first six years of the plan period (2011 – 2017) a total of 362 homes have already been completed in the Carterton sub-area. As of 1 April 2017, a further 1,591 homes already benefit from planning permission or resolution to grant permission subject to Section 106. This comprises 1,506 on larger sites of 10 or more dwellings and 85 on smaller sites of less than 10.
- 9.3.50 The largest of these sites is land to the east of Carterton which was the subject of a draft local plan allocation in 2012 and 2014 and now benefits from a resolution to grant outline planning permission for 700 homes. A further 250 homes are also committed on land to the north west of Carterton with 200 new homes also proposed for service families on the MOD REEMA North site in Carterton (although there is considered to be scope for an increased number of dwellings through appropriate mix, design and layout).
- 9.3.51 It is also considered appropriate to include a 'windfall' allowance to cater for unidentified sites that are likely to come forward for housing over the period of the Local Plan. Based on past evidence of historic rates of windfall delivery by sub-area, it is reasonable to expect delivery of at least 238 units from unidentified windfall sites in the period 2017 – 2031.

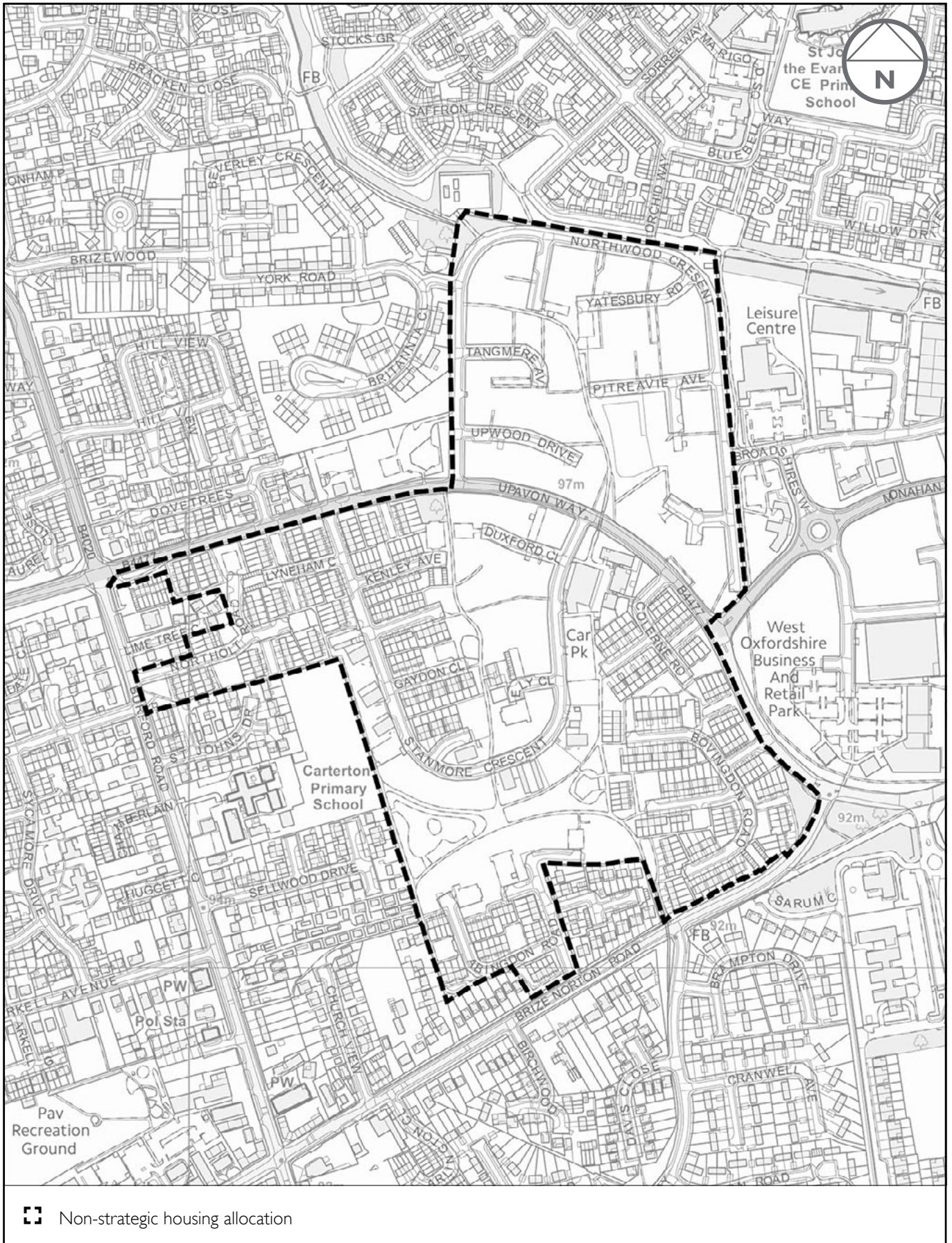
Non-strategic housing allocations

- 9.3.52 Three 'non-strategic' housing allocations are proposed within the Carterton sub-area including REEMA North and Central, Milestone Road, Carterton and Swinbrook Road, Carterton.

REEMA North and Central (300 homes)

- 9.3.53 The REEMA North and REEMA Central sites are located close to the centre of Carterton, either side of Upavon Way. The REEMA North site had a number of existing properties on it but has now been cleared with a view to providing 200 new homes for service personnel. That scheme had been intended to be completed in 2016 but has been delayed for funding reasons. The delay is considered to offer an opportunity to revisit the mix, design and layout of the permitted 200 home scheme with a view to potentially increasing the number of new homes to around 300.
- 9.3.54 Part of the REEMA Central site has already been made available to Annington Homes who are progressing a market housing scheme of 135 dwellings through a planning application (although 54 dwellings will be demolished meaning a net gain of 81 units). The remainder of the site is likely to be made available for redevelopment/infill within the period of the Local Plan.
- 9.3.55 Both sites are previously developed land and very close to the town centre. They represent a sustainable development opportunity and their potential redevelopment has been well-supported through previous consultation. Given the relatively high existing use value of the REEMA Central site, complete redevelopment, whilst desirable, may not be financially viable.
- 9.3.56 A more likely outcome is a potential for some redevelopment, combined with new build infill development on the parts of the site that are currently undeveloped. It is anticipated that the net increase in housing on the REEMA Central site is likely to be around 200 new homes. Coupled with a potential increase of around 100 dwellings on the permitted REEMA North site, the net gain over and above the existing commitment (200 dwellings) would be around 300 homes. The proposed allocation is shown in Figure 9.3c.

Figure 9.3c: REEMA North and Central



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9.3.57 In the longer term there is potential for further redevelopment of MOD housing in Carterton. There are several existing areas where the density of development is relatively low and the quality of the housing stock and surrounding environs relatively poor. These are illustrated on the plan at Figure 9.3g. We will work proactively with the MOD, DIO and Annington Homes to consider the potential for new housing on these sites to help support Carterton in particular the Town Centre and surrounding environs. At this stage however, none of those properties have been declared surplus to requirements so they cannot be relied upon to deliver additional housing for this area within the plan period.

POLICY CA1: REEMA North and Central

Land at REEMA North and Central to accommodate a sustainable, integrated community that forms a positive addition to Carterton. Proposals for development should be consistent with the following:

- a) a net increase of about 300 homes with a range of residential accommodation to meet identified needs including affordable housing.
- b) contribution towards education and indoor and outdoor leisure provision in the local area.
- c) appropriate provision for green infrastructure.
- d) the provision of supporting transport infrastructure, including mitigating the impact of traffic associated with the development; the provision of appropriate financial contributions towards LTP4 transport schemes; provision of appropriate public transport (services and infrastructure) serving the site; and provision of a comprehensive network for pedestrians and cyclists with good connectivity provided to adjoining areas including the town centre and other key destinations.
- e) connection to the mains sewerage network which includes infrastructure upgrades where required including any necessary phasing arrangements.
- f) demonstrate the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.
- g) the developer will be required to set aside 5% of the developable plots for those wishing to undertake custom/self-build.

Land at Milestone Road, Carterton (200 homes)

- 9.3.58 This is a relatively large site of around 6 hectares located in the south of Carterton just off Milestone Road. It is bordered by RAF Brize Norton to the south, an existing employment area to the east, a residential caravan park to the west and housing to the north. The site is Greenfield comprising generous plots to a number of existing properties fronting onto Milestone Road. Importantly the principle of residential development on the site has already been established through a number of previous permissions including a 65 bed nursing care home, 93 unit extra-care scheme and 105 open market dwellings (263 units in total). However, due to difficulties in relation to land assembly, those permissions have now been disposed of.
- 9.3.59 With the principle of residential development having been accepted, it is considered appropriate to allocate the site for housing development as part of this Local Plan. The land assembly issues previously affecting the site have now been resolved and the delivery of around 100 homes is anticipated by 2020, possibly more. The proposed site allocation is shown in Figure 9.3d overleaf.
- 9.3.60 Having regard to the size of the site it is reasonable to assume future delivery of around 200 residential units although the final number would of course be determined by the nature and mix of any application.

POLICY CA2:

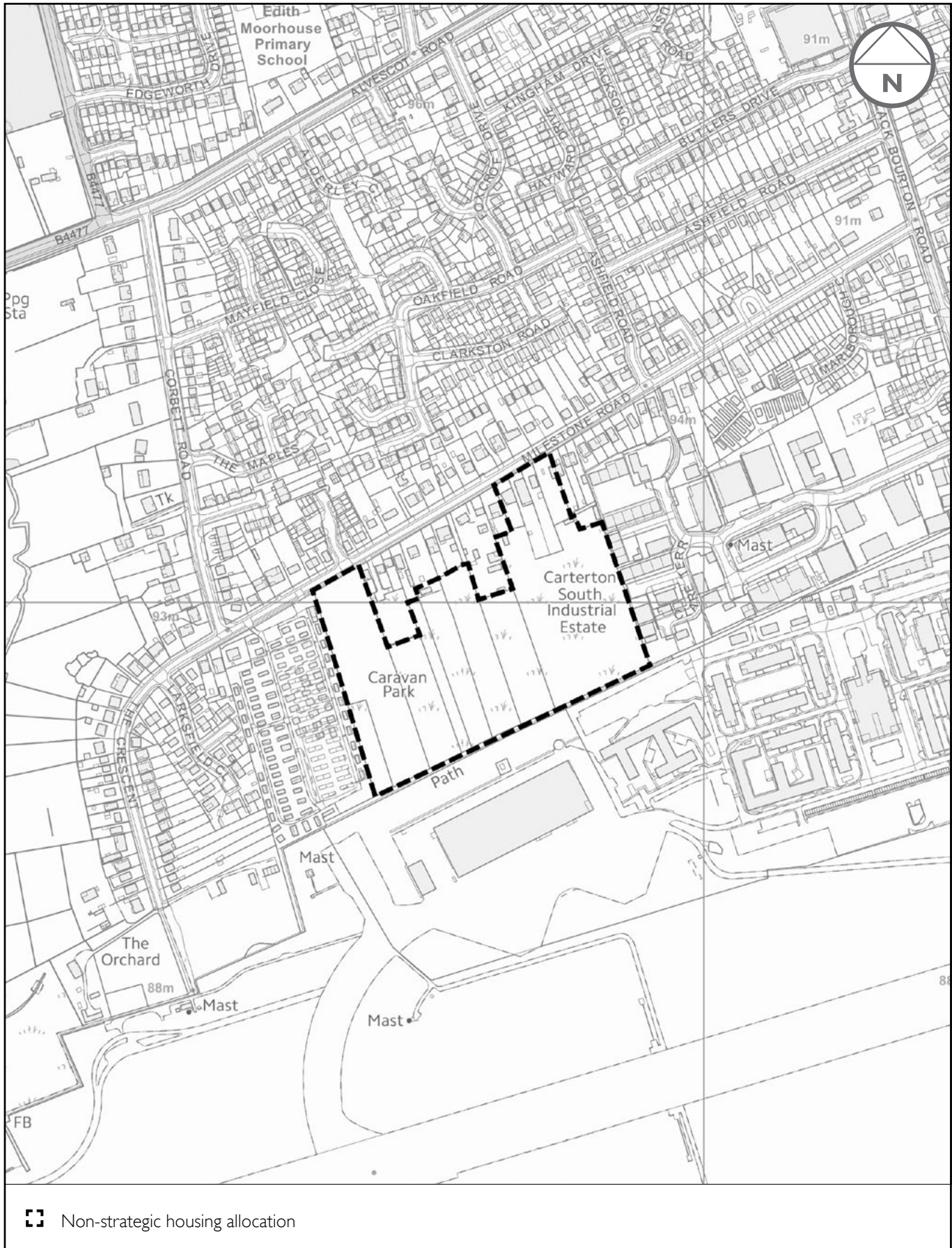
Land at Milestone Road, Carterton

Land to the south of Milestone Road, Carterton to accommodate around 200 dwellings as a well-integrated and logical extension of the existing built form of the town.

Proposals for development should be consistent with the following:

- a) provision of a mix of house types and tenures including affordable housing in accordance with Policy H3 – Affordable Housing;
- b) provision of satisfactory vehicular accesses from Milestone Road via a through road and appropriate pedestrian and cycle connections;
- c) appropriate provision of and contributions towards essential supporting infrastructure, including the provision of supporting transport infrastructure, including mitigating the impact of traffic associated with the development; the provision of appropriate financial contributions towards LTP4 transport schemes; provision of appropriate public transport (services and infrastructure) serving the site; and provision of a comprehensive network for pedestrians and cyclists with good connectivity provided to adjoining areas and other key destinations.
- d) development to take account of the height, scale and density of surrounding buildings;
- e) where necessary, provision of noise mitigation measures to take account of potential noise from RAF Brize Norton
- f) connection to the mains sewerage network which includes infrastructure upgrades where required including any necessary phasing arrangements.
- g) demonstrate the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.
- h) the developer will be required to set aside 5% of the developable plots for those wishing to undertake custom/self-build.

Figure 9.3d: Land south of Milestone Road, Carterton



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Land at Swinbrook Road, Carterton (70 homes)

9.3.61 This is a small Greenfield site of around 1.7 ha on the northern edge of Carterton. It adjoins a permitted residential scheme of 250 units which is currently being constructed by David Wilson Homes. The site was originally intended to come forward as a proposed extension of the David Wilson scheme to provide a further 66 dwellings. The site received a resolution to grant planning permission subject to a Section 106 legal agreement in July 2014 however it has not come forward due to land assembly problems and the application has been disposed of.

9.3.62 With the principle of residential development having been previously accepted, it is considered appropriate to allocate the site for housing development as part of this Local Plan. Because of the current problems of land assembly limited reliance is placed on the site in terms of the short-term 5-year housing land supply but it is quite reasonable to expect the remainder of the site to come forward within the period of the Local Plan. The proposed site allocation is shown in Figure 9.3e.

9.3.63 The site is allocated for around 70 homes, similar to the previous resolution to grant outline consent but the final number will depend on the nature of any scheme that comes forward through the planning application process. Furthermore, there may be potential to incorporate further land to the north which is currently in use as allotments (subject to their relocation) and to the north east (Linden House) which already has planning permission for 10 units. If these sites were to be included capacity could be increased to around 120 units but for the purposes of the Local Plan housing requirement, delivery of 70 units has been assumed. Access to the site is achievable from the permitted (under construction) scheme to the south.

POLICY CA3:

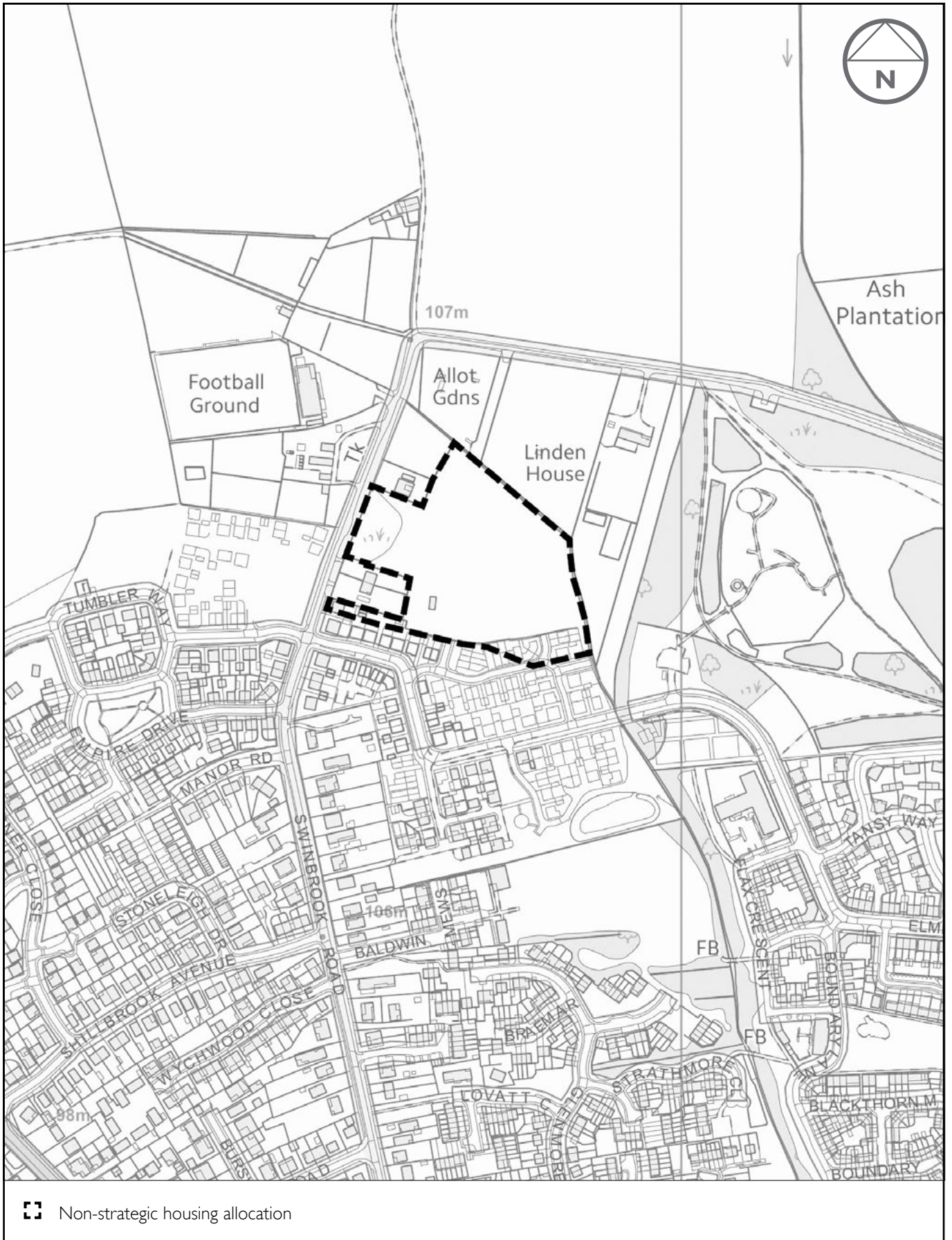
Land at Swinbrook Road, Carterton

Land to the east of Swinbrook Road, Carterton to accommodate around 70 dwellings as a well-integrated and logical extension of the existing built form of the town.

Proposals for development should be consistent with the following:

- a) provision of a mix of house types and tenures including affordable housing in accordance with Policy H3 – Affordable Housing
- b) the provision of supporting transport infrastructure, including mitigating the impact of traffic associated with the development; the provision of appropriate financial contributions towards LTP4 transport schemes; provision of appropriate public transport (services and infrastructure) serving the site; and provision of a comprehensive network for pedestrians and cyclists with good connectivity provided to adjoining areas and other key destinations.
- c) density, layout and form of development that integrates effectively with the adjoining residential scheme to the south of the site;
- d) appropriate provision of and contributions towards essential supporting infrastructure including extension/enhancement of Kilkenny Country Park and/or provision or improvement of other sports/recreation facilities;
- e) connection to the mains sewerage network which includes infrastructure upgrades where required including any necessary phasing arrangements.
- f) the use of sustainable drainage methods to ensure that post-development surface water run-off rates are attenuated to achieve a reduction in greenfield run-off rates. The sustainable drainage systems should be designed to provide a biodiversity enhancement.
- g) demonstrate the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.

Figure 9.3e: Land at Swinbrook Road, Carterton



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- 9.3.64 In terms of the future potential strategic expansion of Carterton, three main options have been considered including land to the north, north-east and west of the town. Whilst these areas of land have been identified as having some future development potential in the Carterton Masterplan, having regard to the overall housing requirement and evidence prepared in support of the Local Plan⁵² these sites have not been allocated at this point but will be re-considered as part of any subsequent review of this Local Plan alongside any other reasonable alternatives.
- 9.3.65 Land to the north of Carterton which falls within Brize Norton Parish is considered to be poorly related to the town, relatively remote from the town centre and segregated by the Kilkenny Lane Country Park. It is poorly served by public transport and development in this location would require significant improvements to the Burford Road.
- 9.3.66 Land to the north east of Carterton which also falls within Brize Norton Parish is similarly poorly related to the town and more remote from the town centre. Parts of the site are also very open and elevated and development in this location would represent a significant incursion into open countryside.
- 9.3.67 Land to the west of Carterton which straddles the boundaries of Carterton and Alvescot Parishes is segregated from the town by virtue of the Shill Brook Valley and major development in this location would be poorly related to the town and have a harmful landscape impact.

- 9.3.68 At present there is an imbalance of homes and jobs in the Carterton sub-area with fewer job opportunities than economically active residents. This leads to relatively high levels of out-commuting to other locations including Witney.
- 9.3.69 There is a clear need to increase the supply of business land in Carterton. At present there is a limited supply with around 4.5 ha available in total at Ventura Park and West Oxfordshire Business Park. This could be quickly filled if one or two large employers were to move to the area.
- 9.3.70 Carterton Town Council has expressed a clear desire to increase the supply of business land in Carterton in order to attract inward investment, increase job opportunities and reduce levels of out-commuting. This aim is a key theme of the Carterton Masterplan. The Council's own economic evidence confirms that Carterton is in need of additional business land provision to help address the current imbalance of homes and jobs and as such the Local Plan seeks to address this situation.
- 9.3.71 In accordance with the overall strategy and supporting evidence, Carterton will be a focus for additional business and employment opportunities within the sub-area. The Council will work with landowners, developers and the Town Council to secure the provision of at least 3 hectares of additional business land over the period of the Local Plan, in line with the Council's most recent economic evidence. This will be met through the remainder of the land available at Ventura Park and West Oxfordshire Business Park as well as provision to be made within the committed urban extension to the east of Monahan Way. Together these sites will provide around 6ha of additional business land.

⁵² Sustainability Appraisal (SA) and Site Assessment Matrix

- 9.3.72 The Council will work with relevant partners including Carterton Town Council to investigate the possibility of other sites that could be brought forward for business use.
- 9.3.73 It is anticipated that the provision of new employment land could also facilitate the upgrading of some of the town's existing employment land stock through the provision of modern business premises enabling businesses to move and expand. There may be potential for example for the redevelopment of the older Carterton South Industrial Estate in the medium to longer term.
- 9.3.74 We will therefore seek the retention of existing employment sites and support in principle, the modernisation of premises to ensure they remain fit for purpose.
- 9.3.75 Employment provision in the rest of the sub-area will generally be limited to meeting local community and business needs. Rural diversification projects will be supported in principle subject to Policy E2.

Transport

- 9.3.76 Transport is a key issue for the Carterton sub-area which includes a number of key routes. Whilst not as congested as Witney, the central areas of Carterton are prone to some congestion and importantly the town is poorly connected to the strategic road network including the A40. The Local Plan therefore seeks to improve access to and from the town, promote greater use of walking cycling and public transport and reduce congestion in the Town Centre.
- 9.3.77 In terms of improving access to the Town, the County Council has established that the B4477 Minster Lovell Road should be prioritised for upgrading from a B classification road to 'A' classification. This will have a number of benefits including a diversion of military freight vehicles from less suitable routes including the Town Centre. Complementary measures in the surrounding rural area may also be sought to support this scheme.
- 9.3.78 The proposed upgrade will be complemented by the promotion of west facing slip roads at the A40/B4477 Minster Lovell junction in order to serve operations at RAF Brize Norton and help support future employment growth at Carterton.
- 9.3.79 In terms of walking and cycling, the size of Carterton means that these represent realistic alternatives to the private car which is reflected in the relatively high proportion of residents who currently walk or cycle to work locally. There are however opportunities for further improvements which the Council will seek to introduce in partnership with the County Council, the Town Council, developers/landowners and other relevant parties.

9.3.80 Where appropriate, new development will be required to provide necessary improvements, either directly or via a financial contribution. The Council will continue to support the concept of a cycle route between Witney and Carterton and funding will be sought from new development and other potential sources.

9.3.81 In terms of public transport, Carterton is reasonably well-served by bus although there is scope to improve the frequency of services as well as providing new bus stops in appropriate locations, improved links to waiting facilities and improved quality of waiting facilities such as cycle parking. We will therefore work with the County Council as highway authority to secure such improvements including as part of new development where appropriate.

9.3.82 In terms of congestion in the Town Centre, no definitive measures are proposed at this time but the proposed improvements to the B4477 outlined above will help to reduce the numbers of military freight vehicles travelling through the Town Centre. We will continue to work in partnership with the County Council and Town Council to determine other appropriate measures to improve the environment of the town centre.

Retail and leisure

9.3.83 Despite recent improvements, for a town of its size, Carterton's town centre offer remains below par, particularly in terms of comparison (non-food) retail and supporting complimentary uses such as coffee shops, bars and restaurants.

9.3.84 The Town Council is keen to turn Carterton Town Centre into a more vibrant and attractive retail and leisure destination. This was a key theme of some design work undertaken on behalf of the Town Council in 2012⁵³. One of the recommendations was to provide a new public space and site for the weekly market adjacent to the Town Hall and this has now been implemented.

9.3.85 Other recommendations relating to the Town Centre included:

- Improving linkages to the town centre from the rest of the town;
- Improving the quality of the public realm;
- Creating attractive, safe and uncluttered streets and spaces for all users of the town centre, particularly for pedestrians and cyclists;
- Improving the cross roads at the heart of the town;
- Maintaining and mending the continuity of building frontages to enclose streets and other public spaces to ensure lively and safe places;
- Improving legibility (way finding and distinctiveness);
- A complementary and wider range of uses that add to the life and vitality of the town centre, both in the day and at night; and
- Adding cycle parking and maintaining levels of car parking to serve the town centre

53 Design Strategy: Carterton Town Centre and Market Square (Transform Places May 2013)

9.3.86 Five distinct areas were identified as priorities for action including; the main streets, the cross roads, the market square and adjoining links, the north parade along the Burford Road and the south parade along the Black Bourton Road. A number of recommendations were made for each of these areas including new and improved frontages, better connectivity and an overarching desire to bind the centre together better as a 'single place'.

9.3.87 The Town Council commissioned a masterplan for Carterton which was completed in 2015. It highlights an aspiration to improve the range and quality of shops in Carterton and provide quality restaurants, pubs and night time activities. One of the key principles of the masterplan is to deliver a vibrant and attractive town centre.

9.3.88 The masterplan includes a Town Centre strategy which seeks to secure the future role of the town centre, ensure its vitality and viability, widen and secure the retail offer, reduce the number of vacancies and prevent against unsuitable out of town development that would undermine the role of the town centre as well as marketing Carterton as a destination and clear brand.

9.3.89 Specific recommendations include:

- New development opportunities to attract new shops and improve the town centre offer with potential redevelopment sites on Burford Road and Alvescot Road;
- New development opportunities to encourage quality restaurants, cafes and pubs to located in the town centre;
- Community hub to encourage social networking and address shortfall in youth and community facilities;
- Highway improvements including increased junction capacity and new crossing arrangements at the cross roads;
- New seating and cycle parking;
- Property and public realm enhancement along the main streets to improve the character and resident and visitor experience and bind the centre together as a single place;
- Rationalise existing car parking to the rear of North Parade to ensure efficient use and potential for flexible space for festivals and events;
- Inter-lined features of public art and lighting;
- Interpretation boards or plaques highlighting the history of the town or promoting a town attraction;
- Way finding strategy to include finger post sign or homing beacon to provide orientation; and
- Animation point or passive area with seating along main streets.

9.3.90 The District Council is entirely supportive of improvements being sought to Carterton Town Centre and will work in partnership with the Town Council and other relevant parties to achieve this. Some of these measures are outside the scope of the planning system although many can be directly influenced through new development and the Local Plan therefore has a key role to play.

- 9.3.91 In order to retain and promote the vitality and viability of the Town Centre, the Local Plan identifies a Primary Shopping Frontage along the southern side of Alvescot Road, part of Black Bourton Road and including the Co-op (see Figure 9.3f). This primary area is intended to provide the principal focus for retail uses within the town and development which results in the loss of shops to other uses will be refused unless the criteria listed in Policy E6 (Town Centres) can be met in full.
- 9.3.92 Secondary Shopping Frontages are identified along the Burford Road, the northern edge of Alvescot Road and part of Black Bourton Road. These areas are intended to include a wider range of shops, leisure uses and services which complement the primary shopping offer of the centre (see Figure 9.3f). The concentration of single uses in these frontages will be resisted to avoid undue impacts on amenity or on the vitality of the area.
- 9.3.93 The extent of the primary and secondary frontages will be kept under review and redefined if necessary (for example where the redevelopment of an area for retail development would warrant it being included within the primary shopping frontage area).
- 9.3.94 The Local Plan also supports in principle the redevelopment of a number of opportunity sites within the Town Centre of Carterton. These sites are identified on Figure 9.3f and include the existing shopping parade along Burford Road which represents an underutilised space with the potential for a much improved frontage to Burford Road and more efficient use of the space potentially in the form of a mixed-use development.
- 9.3.95 Further opportunities exist along the western edge of Black Bourton Road and the southern edge of Alvescot Road. These present similar opportunities for improved, active frontages with a mix of different uses, together with a much more efficient use of space.
- 9.3.96 Other town centre improvement measures to be sought by the District Council in partnership with Carterton Town Council include:
- Provision of improved access, particularly for pedestrians, cyclists and public transport users, whilst not precluding the potential for pedestrianisation;
 - Improved linkages from the Town Centre to other parts of the town;
 - Improvements to the main crossroads area including vehicular, cycle and pedestrian movements and improvements to the adjoining public realm and building frontages;
 - The promotion of a distinct and continuous tree-lined 'green avenue' along the main streets;
 - The provision of 'gateway' features to properly demarcate arrival into the Town Centre;
 - Retention and provision of convenient and sufficient car parking to cater for current and future requirements (to be kept under review);
 - Support in principle for the provision of new mixed-use developments of suitable and complementary uses;
 - Improved legibility and orientation for residents and visitors; and
 - Improvements to the quality of the public realm including the provision of public art and improved street furniture.
- 9.3.97 The proposed Town Centre strategy is summarised in Policy CA4.

POLICY CA4:

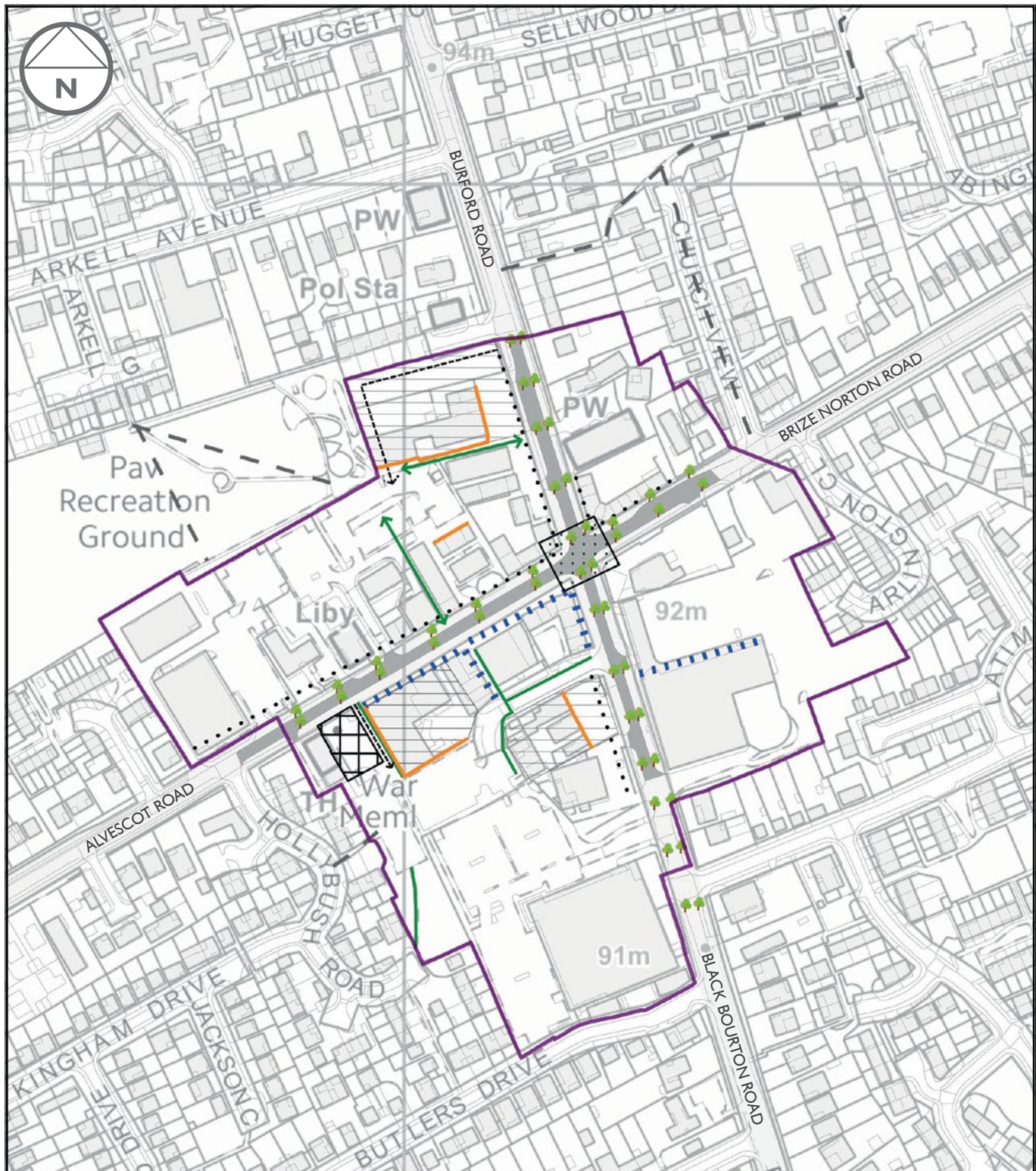
Carterton Town Centre Strategy

Carterton Town Centre will become the local retail centre of choice for those living and working in the town and surrounding villages:

- Provide a wider range of well integrated shops, eating and drinking establishments, leisure opportunities, public spaces and ancillary town centre facilities including ancillary residential development.
 - Create distinctive and attractive shopping frontages through high quality traditional and contemporary design and landscaping, utilising high quality materials with some local references, and retaining and enhancing existing trees and planted areas where appropriate.
 - Retain and provide adequate car parking and provide for improved access, particularly for pedestrians, cyclists and public transport users, whilst not precluding the potential for pedestrianisation.
 - A primary shopping frontage is defined to the south side of Alvescot Road and Brize Norton Road to provide a focal point for shopping within the town centre. Development proposals resulting in the loss of shops within this defined frontage will be refused unless the criteria listed in Policy E6 (Town Centres) can be met in full.
 - Secondary shopping frontages are defined along the northern side of Alvescot Road, Burford Road and the western side of Black Bourton Road. Development resulting in the loss of town centre uses from these shopping frontages will be refused unless the criteria listed in Policy E6 (Town Centres) can be met in full. The concentrations of single uses will not be allowed where this would be likely to cause issues of amenity or affect the vitality of the area.
- Potential redevelopment of a number of opportunity sites including land on the western side of Burford Road, the southern side of Alvescot Road and the western side of Black Bourton Road. To provide more active and vibrant frontages and efficient use of available space potentially through mixed-use development of complementary uses.
 - The main streets will be promoted as a distinctive tree-lined 'green avenue' with gateway features used to demarcate arrival into the Town Centre.
 - Improvements to the main crossroads to facilitate vehicular, pedestrian and cycle movement and improve the quality of the surrounding environs.
 - Improvements to the quality of the public realm including the provision of public art and street furniture.

Developer contributions and funding from other potential sources will be sought towards these and other Town Centre improvements as appropriate.

Figure 9.3f: Carterton Town Centre Strategy



- Town centre boundary
- Primary shopping frontage
- Secondary shopping frontage
- New Market Square
- Main streets
- Frontages to improve
- Potential development area
- Key connections to improve
- Potential vehicular access points
- Wider connections to improve or enhance
- Crossroads improvement
- Green avenue

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- 9.3.98 Whilst perhaps not as environmentally sensitive as some parts of the District, there are some important environmental considerations in the Carterton sub-area including the extensive mineral consultation area in the south, limestone resources to the north, the Shill Brook Valley Conservation Target Area (CTA) flood risk and noise from RAF Brize Norton.
- 9.3.99 In relation to mineral extraction the Council will continue to liaise with the County Council as mineral planning authority and the Lower Windrush Valley Project in relation to the future extraction of sand and gravel within the Lower Windrush Valley and related after-use for alternative purposes. We will seek to ensure that new development does not unreasonably sterilise mineral resources or be detrimentally affected by the winning of minerals within this area.
- 9.3.100 In terms of the Shill Brook CTA, in accordance with the overarching aims of the designation we will seek to restore biodiversity and landscape through the restoration and management of habitat. New development will not be permitted where it would have a negative impact on the Shill Brook Valley and where appropriate, we will seek to secure improvements to it through new development.
- 9.3.101 With regard to the River Thames we will seek to support tourism and leisure proposals which are sensitive to and where appropriate enhance the ecological, landscape and heritage value of the River Thames.
- 9.3.102 The issue of flood risk will be carefully considered throughout the Carterton sub-area in accordance with national policy and Policy EH7 of this Local Plan.
- 9.3.103 Noise related to RAF Brize Norton is to some extent an inevitable fact of life for settlements close to the airbase. However, we will seek to ensure that new developments are not adversely affected by noise from the base in accordance with national policy and Policy EH8 of this Local Plan.

- 9.3.104 In terms of the historic environment, this sub-area includes a number of heritage assets including ancient woodland, several Conservation Areas, Scheduled Monuments and numerous listed buildings. In accordance with national policy and Policy EH9 all new development will be expected to conserve or enhance the special character and distinctiveness of West Oxfordshire's historic environment and conserve or enhance the District's heritage assets and their significance and settings.

Infrastructure

- 9.3.105 There are a number of identified infrastructure needs for Carterton including additional open space, the second phase of the leisure centre, a new fire station, cemetery, enhancement of the Shill Brook Conservation Target Area, allotments, education, pedestrian and cycle links, public transport, highway improvements, public art etc.
- 9.3.106 Some of these will be provided directly as part of new developments (e.g. a new primary school and fire station as part of the committed urban extension to the east of Carterton) whilst others will be provided indirectly through developer contributions and other potential sources of funding.
- 9.3.107 The Council has prepared an Infrastructure Delivery Plan (IDP) which seeks to quantify the infrastructure improvements that will be needed to support the planned level and distribution of growth set out in the Local Plan. This will form the basis upon which future decisions regarding the provision of new or improved infrastructure will be made along with the Council's CIL regulation 123 list once introduced.
- 9.3.108 In accordance with Policy OS5, we will seek to ensure that all new development within the Carterton sub-area is supported by appropriate and timely provision of essential supporting infrastructure.

POLICY CA5:

Carterton sub-area strategy

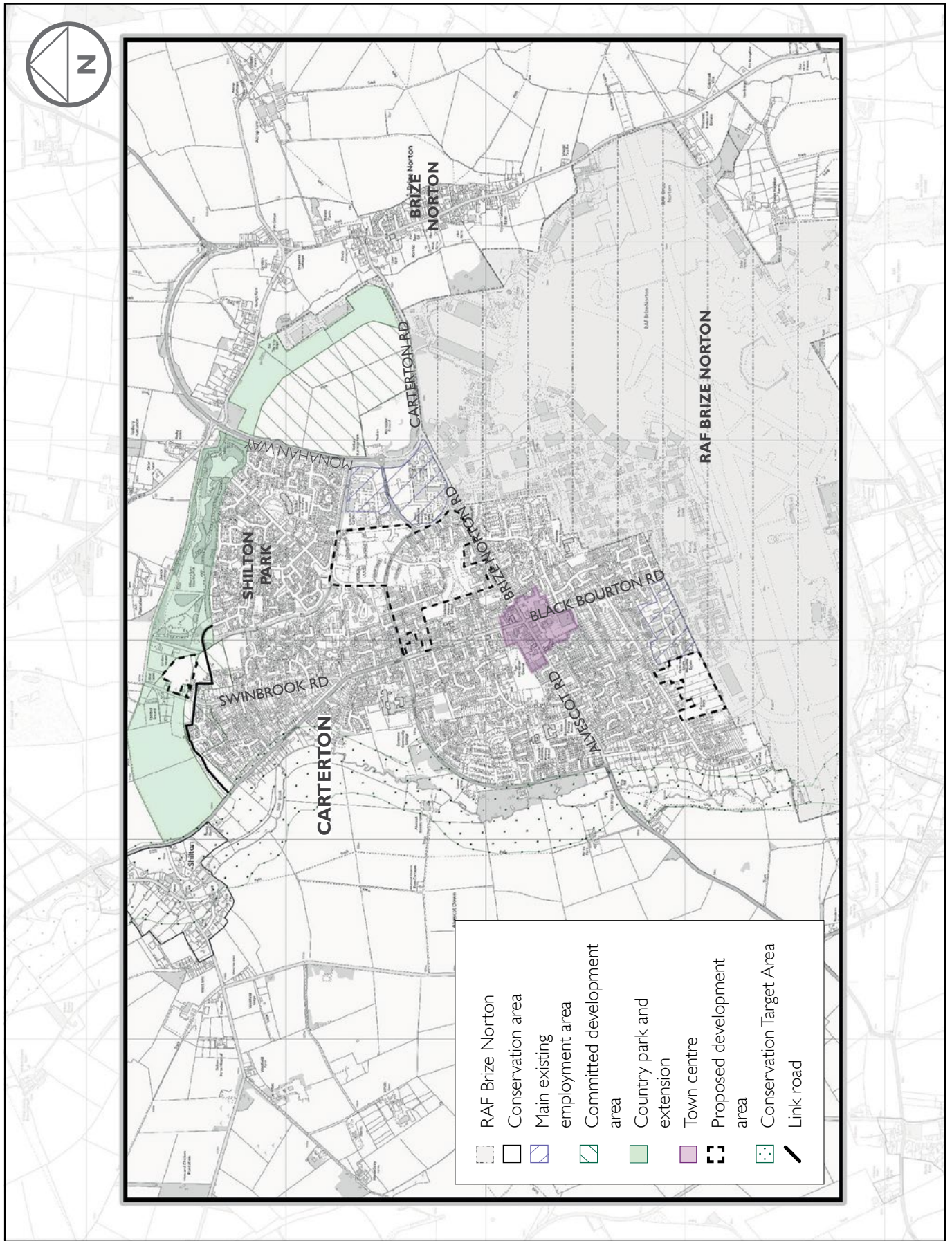
The focus of new housing, supporting facilities and additional employment opportunities will be Carterton. New development in the rest of the sub-area will be limited to meeting local community and business needs and will be steered towards the rural service centre and larger villages.

Proposals for development in the sub-area should be consistent with the strategy which includes:

- delivery of around 2,680 new homes* to be focused on Carterton and to include affordable housing and homes designed to meet a range of different needs including older people.
- redevelopment of existing sub-standard MOD housing including a non-strategic housing allocation of around 300 dwellings (net) at REEMA North and Central (see Policy CA1)
- a non-strategic housing allocation of around 200 dwellings at Milestone Road, Carterton (see Policy CA2)
- a non-strategic housing allocation of around 70 dwellings at Swinbrook Road, Carterton (see Policy CA3)
- satisfactorily accommodating the needs of RAF Brize Norton and of local communities and visitors and working with RAF Brize Norton to meet their needs and ensure their impacts are mitigated wherever possible
- provision of around 6 ha of business land including retention of remaining land for businesses (4.5ha) at West Oxfordshire Business Park and Ventura Park in addition to the provision of an additional 1.5ha of employment land as part of the committed mixed-use urban extension east of Monahan Way. Working in partnership with the Town Council and landowners to identify further opportunities for business land provision within and adjoining Carterton.
- a stronger and more attractive and well-connected town centre in accordance with the Carterton Town Centre development strategy (Policy CA4)
- Enhancing the frequency and coverage of bus services to key destinations as well as the quality of waiting facilities and improving conditions throughout the town for pedestrians and cyclists.
- working with the highway authority, the Town Council and other partners to improve connections between Carterton and the primary road network and deliver essential strategic transport improvements including the upgrading of the B4477 Minster Lovell Road to A-road standard and supporting complementary measures plus the promotion of west facing slip roads at the junction of the B4477 and A40. Developer contributions and other potential sources of funding will be sought as appropriate.
- maintaining, enhancing and extending the green buffer on the northern edge of Carterton including between Carterton and Brize Norton village
- protection and enhancement of the biodiversity and leisure value of the Shill Brook Valley
- maximising opportunities for enhancements within the Conservation Target Areas (CTAs)
- protection and enhancement of the character and setting of Carterton and the identity of neighbouring villages
- Conservation and enhancement of the historic environment and heritage assets
- avoiding development which will be at risk of or increase the risk of flooding and working with landowners/developers and partners such as the Environment Agency to deliver flood mitigation measures
- ensuring that new development makes appropriate and timely provision for essential supporting infrastructure, including new transport, education, health, green infrastructure, and other community facilities such as new cemetery space in accordance with the Council's Infrastructure Delivery Plan.
- working with the River Thames Alliance, support tourism and leisure proposals which are sensitive to and where appropriate enhance the ecological, landscape and heritage value of the River Thames.

* Note: In accordance with Policy HI1, the figure of 2,680 homes is not an absolute target or a maximum ceiling to development.

Figure 9.3g Carterton Sub-Area Strategy (inset map)



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