BERRICK SALOME PARISH NEIGHBOURHOOD PLAN

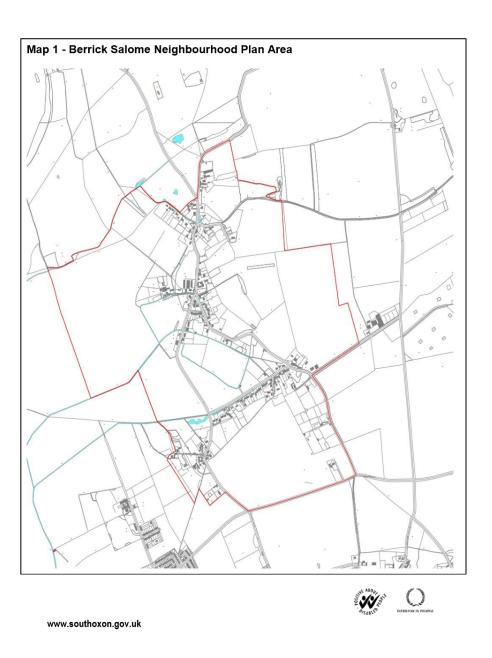
2013 - 2034

BASIC CONDITIONS STATEMENT

Published by Berrick Salome Parish Council under the Neighbourhood Planning (General) Regulations 2012 (as amended)

1.INTRODUCTION

- 1.1 This statement has been prepared by Berrick Salome Parish Council ("the Parish Council") to accompany its submission of the Berrick Salome Parish Neighbourhood Plan ("the Neighbourhood Plan") to the local planning authority, South Oxfordshire District Council ("the District Council"), under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 (as amended) ("the Regulations").
- 1.2 The Neighbourhood Plan has been prepared by the Parish Council, a qualifying body, for the Neighbourhood Area, which coincides with the boundary of the Parish of Berrick Salome and which was designated by the District Council on 1 June 2017 (see Map 1 overleaf). The Parish Council has consulted the local community, the statutory bodies and other stakeholders throughout the preparation of the Neighbourhood Plan, as required by the Regulations. This is detailed in the Consultation Statement, which is published separately as part of the submission documentation.
- 1.3 The policies described in the Neighbourhood Plan relate to the development and use of land in the designated Neighbourhood Area only. They do not relate to 'excluded development', as defined by the Regulations. The plan period of the Neighbourhood Plan is from 1 April 2013 to 31 March 2034, which corresponds with the plan period of the emerging South Oxfordshire Local Plan.
- 1.4 The statement addresses each of the four 'Basic Conditions' required of the Regulations and explains how the submitted Neighbourhood Plan meets the requirements of paragraph 8 of Schedule 4B to the 1990 Town & Country Planning Act.
- 1.5 The Regulations state that a Neighbourhood Plan will be considered to have met the conditions if:
 - Having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the Neighbourhood Development Plan,
 - The making of the Neighbourhood Development Plan contributes to the achievement of sustainable development,
 - The making of the Neighbourhood Development Plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).
 - The making of the Neighbourhood Development Plan does not breach, and is otherwise compatible with EU obligations



2.BACKGROUND

- 2.1 The decision to proceed with a Neighbourhood Plan was made by the Parish Council in 2017. The key driver of this decision was a sense of wanting to plan positively for the future of the Parish, with the encouragement of the District Council to local communities across the District to prepare Neighbourhood Plans. Although a Parish of four very small settlements with few services and relatively remote to the major centres of population in and around the District, the Parish Council considered having a Plan would improve the way in which future development proposals, however modest, are managed.
- 2.2 A steering group was formed comprising the residents and Parish Council representatives. The group has been delegated authority by the Parish Council to make day-to-day decisions on the preparation of the Neighbourhood Plan. However, as the qualifying body, the Parish Council approved the publication of the Pre-Submission Plan in November 2018 and the Submission Plan now.
- 2.3 The Parish Council has consulted local communities extensively over the duration of the project. It has also worked closely with officers of the District Council to collate and examine the evidence base; to design and iterate policy proposals; and to define the proper relationship between the Neighbourhood Plan and the existing South Oxfordshire Local Plan 2011 ("the adopted Local Plan") and Core Strategy, and with the emerging Local Plan 2011 2034 ("the new Local Plan"). The outcome of that work is the submission version of the Neighbourhood Plan.
- 2.4 The Neighbourhood Plan contains ten land use policies, some of which are defined on the Policies Map. The Plan has deliberately avoided containing policies that unnecessarily duplicate saved or forthcoming development plan policies or national policies that are used to determine planning applications. The policies are therefore a combination of development management matters that seek to refine and/or update existing and emerging policies to secure their specific application to this Parish.

3.CONFORMITY WITH NATIONAL PLANNING POLICY

- 3.1 The Neighbourhood Plan has been prepared with full regard to national policies as set out in the National Planning Policy Framework (NPPF) and is mindful of the Planning Practice Guidance (PPG) in respect of formulating Neighbourhood Plans. The NPPF was first published in 2012 and subsequently revised in July 2018 and in February 2019. In overall terms, there are three NPPF paragraphs (§28 §30) that provide general guidance on neighbourhood planning, to which the Neighbourhood Plan has directly responded.
- 3.2 The Neighbourhood Plan contains non-strategic policies to manage development in the Parish. The Parish Council believes the Neighbourhood Plan is planning positively to support the strategic development needs of the District, as framed by the adopted and emerging Local Plan, by supporting infill development within the settlements in the Parish. The Plan represents a vision, objectives and policies for the Parish that reflect the desires of the majority of the local community for the kind of place that the Parish should be in the coming years.
- 3.3 The Parish Council believes the policies of the Neighbourhood Plan are in general conformity with the policies of the development plan and effectively anticipate the policies of the emerging Local Plan. It acknowledges the physical and policy constraints of the Parish but plans to accommodate suitable infill development in the right locations and to be of an appropriate design.
- 3.4 None of the policies of the Neighbourhood Plan have required a balancing exercise to be undertaken in having regard to national policy as none are considered to be inconsistent with national policy.

	Table A: Neighbourhood Plan & NPPF Conformity Summary				
No.	Policy Title	Commentary			
BER1	Settlement Boundaries & Infill Development	The policy defines boundaries around each settlement to distinguish between the built up areas and the surrounding countryside to bring clarity and remove ambiguity, so it is evident how a decision maker should react to development proposals (§16d). Although the convention is not provided for in the strategic policies of the development plan (§21), the District Council has accepted that it is consistent with its approach to development management. The definition of the boundaries on the Policies Map follows the conventions of planning authorities that do use them for this purpose (as described in the Evidence Report). In doing so, the boundaries allow for a scale of infilling that is consistent with the status of the settlements in the hierarchy, as set out in the development plan. There are very few local services in any of the settlements and so there is no rationale for growing one or more of them to maintain the viability of local services (§77). For that same reason, the District Council has confirmed that the 'indicative housing figure' for the Parish is zero (§66). But defining the boundaries will assist in			
BER2	Design Details	directing the location of any future proposals for rural exception sites (§77) and for entry-level homes schemes (§71) (see also Policy BER3). 'Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development (§125). The policy seeks to bring 'clarity about design expectations' in the Parish, as articulated in the character appraisal in the Evidence Report (§126). The specific matters included in the policy 'provide a framework for creating distinctive places' to deliver a 'consistent and high quality standard of design'. When the Parish Council considers planning applications as a consultee, these matters are those that in its experience lead to successful or unsuccessful design outcomes, and so they are 'tailored to the circumstances' in the Parish but 'allow a suitable degree of variety', which reflects the existing variety between the old and new in its settlements. In the case of Berrick Salome and Berrick Prior, the majority of which lie within a designated Conservation Area, the policy responds to the need to 'set out a positive strategy for the conservation and enjoyment of the historic environment (and the) the desirability of new development making a positive contribution to local character and distinctiveness' (§185). The character appraisal provides an overview of Area and its essential characteristics (§187).			

BER3	Entry Level Homes	'Local planning authorities should support the development of entry-level exception sites' (§71). The policy responds to this new NPPF initiative by defining those parts of the settlement boundaries where such schemes would 'comply with any local design policies', as set out in Policy BER2 and as shown in the character appraisal.
BER4	Important Views	'Planning policies should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes recognising the intrinsic character and beauty of the countryside in a manner commensurate with their identified quality in the development plan' (§170). The Parish does lie within a designated landscape, but, as shown in the Evidence Report, there are some demonstrable physical attributes within the surrounding landscape that are special in framing views between, from and to each settlement that are above the norm in defining the rural character of those settlements. In respect of Berrick Salome and Berrick Prior, the proposed views are part of the setting to the designated Conservation Area and contribute to defining the character of the Area (§185).
		In recognising the local status of the policy, it does not seek to prevent any development as a matter of principle, but rather requires development proposals to avoid unnecessary harm by way of their height, massing or obstructive location. Further, the policy does not unduly constrain the delivery of new development, as the settlement boundaries of Policy BER1 have made provision for such development of a scale that is in line with strategic policy.
BER5	Local Green Spaces	'The designation of land as Local Green Space through neighbourhood plans allows communities to identify and protect green areas of particular importance to them' (§99). The policy seeks to designate five spaces and each space is considered to meet the tests of §100, as shown in the Evidence Report. Further, the policy does not unduly constrain the delivery of new development, as the settlement boundaries of Policy BER1 have made provision for such development of a scale that is in line with strategic policy.
BER6	Green Infrastructure	'Plans should take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure' (§171). In addition, plans should 'safeguard components of local wildlife-rich habitats and wider ecological networks' (§174). The policy identifies a series of green infrastructure attributes of the Parish that are especially important to its biodiversity value, as identified in the Evidence Report.
BER7	Community Facilities	'To provide the social, recreational and cultural facilities and services the community needs, planning policies should plan positively for the provision and use of community facilities

		(and) guard against the unnecessary loss of valued facilities and services' (§92). The policy identifies those facilities in the Parish to which these objectives apply. It seeks both to protect but also to enhance those facilities.
BER8	Managing Traffic	'Transport issues should be considered from the earliest stages of plan-making so that the potential impacts of development on transport networks can be addressed' (§102). Walking, cycling and riding are very popular in the Parish but its lanes are increasingly busy with through traffic, which also creates safety concerns. Although only small infill (or a rural exception site or entry-level home) schemes will be appropriate in the Parish, there may still be opportunities for those proposals to contribute to the goal of managing traffic speeds in the settlements, depending on their location.
BER9	Walking, Cycling and Riding	'Planning policies should provide for high quality walking and cycling networks' (§104). The Parish benefits from an extensive network of public rights of way and other informal walking, cycling and riding routes. The policy seeks to protect those routes from unnecessary loss or obstruction and to encourage suitably-located development schemes to respond positively to opportunities to improve route connectivity.
BER10	Supporting Water Infrastructure	'Non-strategic policies should be used by communities to set out more detailed policies for specific areas This can include the provision of infrastructure' (§28). 'Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk' (§149). The Parish has suffered from constrained water infrastructure for many years. Although the policy provisions repeat those of national and strategic policy, it is intended to draw attention to this specific matter and is not therefore an unnecessary duplication (§16).

4. CONTRIBUTING TO ACHIEVING SUSTAINABLE DEVELOPMENT

4.1 A draft version of the Pre-Submission Plan was submitted to the District Council to inform its 'screening opinion' on the need for a Strategic Environmental Assessment (SEA) under the European Directive 2001/42/EC and Environmental Assessment of Plans and Programmes Regulations 2004. The screening opinion was issued in December 2018 by the District Council, following a consultation period with the statutory bodies, as per those Regulations. The final screening ('Determination') statement issued by the District Council on 26 March 2019 concludes that the policies in the Plan are not likely to have any significant environmental effects and therefore an SEA is not required (see Section 6 below for further details).

4.2 To demonstrate that the Plan will contribute to the achievement of sustainable development in the absence of an SEA, this basic condition is addressed in Table B below. The potential of the Plan to have social, economic and environmental effects – positive (+), neutral (0) and negative (-) – is assessed for each of its policies, together with a summary commentary.

	Table B: Neighbourhood Plan & Sustainable Development				
	Policy	Social	Economic	Environ	Commentary
BER1	Settlement Boundaries & Infill Development	+	0	0	The policy will have positive social effect by containing and managing the sustainable infill growth of the Parish settlements. The containment of the villages will ensure that their historic rural character, and the surrounding landscape, will be protected to avoid causing a negative environmental effect.
BER2	Design Details	0	0	+	This policy will have a positive environmental effect in helping to ensure the future standards of design reflect the characteristics of the parish, or a particular local character area.
BER3	Entry Level Homes	0	0	0	The policy will avoid a negative environmental effect by directing future such schemes to those parts of the defined settlement boundaries where development may be appropriate.

BER4	Important Views	0	0	0	The policy will avoid a negative environmental effect by ensuring that the contribution that these important views plays in defining the character of the Parish is maintained.
BER5	Local Green Spaces	+	0	+	The policy will have a positive social effect by protecting the character of these spaces that are special to the local community. The spaces also play a role in defining the setting to the settlements and listed buildings in some cases, resulting in a positive environmental effect.
BER6	Green Infrastructure	0	0	+	The policy will therefore have a positive environmental effect by ensuring that development proposals have regard to ta series of important biodiversity and other principles.
BER7	Community Facilities	+	0	0	The policy will have a positive social effect in retaining and supporting the continued viability of facilities for the use and enjoyment of the local community.
BER8	Managing Traffic	0	0	+	The policy will result in positive environmental effects ensuring that new developments continue to promote sustainable methods of transport. It will also result in an improvement to the local character.
BER9	Walking, Cycling and Riding	0	0	+	By promoting sustainable methods of transport, the policy will result in positive environmental effects in reducing the need to travel by car.
BER10	Supporting Water Infrastructure	0	0	+	The policy has positive environmental benefits by ensuring that new development is matched with corresponding investments in local utilities infrastructure ensuring adequate infrastructure is provide and prepares for the effects of climate change in terms of surface water flooding.

5.GENERAL CONFORMITY WITH THE STRATEGIC POLICIES OF THE DEVELOPMENT PLAN

- 5.1 The Neighbourhood Plan has been prepared to ensure its general conformity with the development plan for the District, that is the saved policies of the adopted Local Plan and the Core Strategy 2012. The new Local Plan will replace the saved and adopted policies very early in the time span of the Neighbourhood Plan, but the Neighbourhood Plan will be examined before that plan is adopted. In which case, its reasoning, evidence base and policies have been taken into consideration during the preparation of the Neighbourhood Plan.
- 5.2 The District Council had intended that the Final Publication (2nd) version of the new Local Plan (of January 2019) would continue to define Berrick Salome (including Berrick Prior) as a 'Smaller Village' and to define Roke as an 'Other Village' (but not recognising Rokemarsh in its own right) in the settlement hierarchy of the District. However, the document contains an error in showing Berrick Salome as an 'Other Village', which the District Council will propose to correct in the Main Modifications in due course. In other respects, the new Local Plan contains no strategic proposals within the Parish. It encourages the preparation of Neighbourhood Plans at Small Villages, but does not require any further growth to be planned through site allocations.
- 5.3 None of the policies of the Neighbourhood Plan have required a balancing exercise to be undertaken in having regard to general conformity with strategic policy as none are considered to be inconsistent with strategic policy (either as expressed in the current development plan or in the new Local Plan).
- 5.4 An assessment of the general conformity of each policy with the current development plan ('LP/CS'), and its relationship with new Local Plan ('2019 LP') policy where relevant, is contained in Table C below.

	Table C: Neighbourhood Plan & Development Plan Conformity Summary				
No.	Policy Title & Refs	Commentary			
BER1	Settlement Boundaries & Infill Development	 'The district's countryside, settlements and environmental resources will be protected from adverse developments' (LP/CS G2). 'Development that would give rise to a significant increase in traffic generation in relatively inaccessible or isolated rural locations will not be permitted' (LP/GS G3). 'The need to protect the countryside for its own sake is an important consideration when assessing proposals for development (LP/CS G4). 'In considering development proposals within the built-up areas of settlements the best use of land and buildings will be sought, in terms of the type and density of development, in order to reduce the need for development of greenfield sites or of sites in non-sustainable locations' (LP/CS G5). 'Proposals for development in South Oxfordshire should be consistent with the overall strategy of supporting other villages by allowing for limited amounts of housing and by the provision and retention of services' (LP/CS CSS1). 'In order to contribute to the present and future economic, environmental and social sustainability of the villages, housing will be allowed where the scale and nature of the development is as follows - Smaller Villages - No allocations - Infill on sites of up to 0.1 Ha Local character and distinctiveness will be protected and the requirements of relevant development plan policies will be met' (LP/CS CSR1). 'Proposals for development in South Oxfordshire will be assessed using national policy and guidance and the whole of the development plan and should be consistent with the overall strategy of Supporting smaller and other villages by allowing for limited amounts of housing and employment to help secure the provision and retention of services' (2019 LP STRAT1) 'Housing development on sites not allocated in the development plan will only be permitted where it is appropriate infilling within the existing built up areas of smaller villages (and) other villages' (2019 LP H1			

		 to meet the overall housing requirement of South Oxfordshire' (2019 LP §5.39) 'Proposals for housing on sites within the built-up areas of the villages will be permitted Infill development is defined as the filling of a small gap in an otherwise continuous built-up frontage or on other sites within settlements where the site is closely surrounded by buildings. The scale of infill should be appropriate to its location and this will be directed Smaller Villages – infill on sites of up to 0.2 Ha (and) Other Villages – Infill on sites of up to 0.1 Ha' (2019 LP H16). 'It is not generally expected that those settlements classified as "other villages" will provide a significant source of housing supply, However, it is possible that some development proposals may come forward over the Plan period in these villages, such as single dwellings, infilling and conversions from other uses' (2019 LP §5.41) The policy is consistent with the current and emerging spatial policy for smaller and other villages. The District Council accepts the use of settlement boundaries on Policies Maps to articulate its definition of 'built up areas' in policies G5 and H16. The boundaries are drawn following the conventions for doing so and are considered to provide opportunities for infill development schemes of either 0.2 Ha or 0.1 Ha maximum site sizes.
		There is no obligation for the boundaries to accommodate new housing site allocations – indeed, such allocations may be deemed inconsistent with policies CSR1 and H16. Policy H8 does not oblige neighbourhood plans to allocate land for housing in smaller villages and the District Council has confirmed the 'indicative housing figure' (see NPPF above) for the Parish is zero. The policy does not attempt to revise the ways in which development plan policies apply to the built up or countryside areas, e.g. employment.
BER2	Design Details	 'The principles of good design and the protection and reinforcement of local distinctiveness should be taken into account in all new development' (LP/CS D1). 'Planning permission will be granted for new development that is of a high quality and inclusive Design' (LP/CS CSQ3). 'All new development must be of a high quality design that reflects the positive features that make up the character of the local area and both physically and visually enhances and compliments the surroundings' (2019 LP DES1). 'Where a character assessment has been prepared as part of a made Neighbourhood Development Plan, a proposal must demonstrate that the positive features identified in the assessment have been incorporated into the design of the development' (2019 LP DES2).

		The policy refines CSQ3 and DES1/DES2 by identifying specific design features of the Parish and by cross referring to the character appraisal to engage Policy DES2 in due course. Its provisions are also consistent with adopted and emerging strategic policy on heritage assets in relation to the Berrick Salome Conservation Area and the many listed buildings in the Parish.
BER3	Entry Level Homes	No current or new development plan provision.
BER4	Important Views	 'Development which would damage the attractive landscape setting of the settlements of the district will not be permitted. The effect of any proposal on important local landscape features which contribute to the visual and historic character and appearance of a settlement will be considered' (LP/CS C4). 'Any development that would cause the loss of landscape features will not be permitted where those features make an important contribution to the local scene' (LP/CS C9). 'Proposals for development outside a conservation area which would have a harmful effect on the conservation area will not be permitted' (LP/CS CON7). 'The district's distinct landscape character and key features will be protected against inappropriate development and where possible enhanced' (LP/CS CSEN1) 'Development will only be permitted where it protects and, where possible enhances, features that contribute to the nature and quality of South Oxfordshire's valued landscapes, in particular The landscape setting of settlements (and) important views and visually sensitive skylines' (2019 LP ENV1). 'Proposals that have an impact on heritage assets will be supported particularly where they conserve or enhance the significance of the heritage asset and settings' (2019 LP ENV6). The policy regards the defined important views as 'valued landscape' features in respect of the NPPF. It is therefore consistent with, and refines in specific detail, the adopted and emerging strategic policies on valued landscapes and on the landscape setting to settlements.
BER5	Local Green Spaces	No current or new development plan provision.
BER6	Green Infrastructure	 'In considering proposals for development, the maintenance and enhancement of the biodiversity resource of the district will be sought' (LP/CS C6). 'Proposals for new development must demonstrate that they have taken into account the relationship of the proposed development to existing green infrastructure' (LP/CS CSG1). 'Planning permission will only be granted if impacts on biodiversity can be avoided,

		mitigated or, as a last resort, compensated fully' (2019 LP ENV3). • 'Development will be expected to contribute towards the provision of additional Green Infrastructure and protect or enhance existing Green Infrastructure' (2019 LP ENV5). The policy requires a net gain in green infrastructure and sets out a number of biodiversity principles in order for this to be achieved, and so is consistent with these strategic policies.
BER7	Community Facilities	 'Proposals that result in the loss of a recreation facility or an essential community facility or service, through change of use or redevelopment, will not be permitted' (LP/CS CF1). 'Proposals that would result in the provision of additional community facilities or services within settlements will be permitted' (LP/CS CF2). 'Proposals which result in the provision of facilities and services in the rural areas will be encouraged, those which result in the loss of services and facilities will be resisted' (LP/CS CSR3). 'Proposals that result in the loss of an essential community facility or service, through change of use or redevelopment, will not be permitted' (2019 LP CF1). 'Development proposals for the provision of new or extended community facilities and services will be supported' (2019 LP CF2). The policy identifies those community facilities in the Parish and is consistent with the adopted and emerging strategic policies in its requirements of development proposals.
BER8	Managing Traffic	 'Proposals for all types of development will, where appropriate, provide for a safe and convenient access to the highway network (and) provide safe and convenient routes for cyclists and pedestrians' (LP/CS T1). 'Proposals for all types of development will, where appropriate, provide for a safe and convenient access for all users to the highway network (and) provide safe and convenient routes for cyclists and pedestrians' (2019 LP). The policy is consistent with, and refines, these strategic policies to address specific traffic concerns in the Parish.
BER9	Walking, Cycling and Riding	 'The retention and protection of the existing public rights-of-way network will be sought and where appropriate proposals to improve it will be supported' (LP/CS R8). 'Planning permission will be granted for proposals to improve and extend the footpath and cycleway network provided that there are no significant adverse effects on the

		environment or amenities of residents. Development that would prejudice pedestrian and cycle circulation or route provision will not be permitted' (LP/CS T7). The policy is consistent with, and refines, these strategic policies to acknowledge the extent of existing walking, cycling and riding routes in the Parish and their popularity with the local community.
BER10	Supporting Water Infrastructure	 'Developers will be required, wherever practicable, to demonstrate that the surface water management system on any development accords with sustainable drainage principles and has been designed as an integral part of the development layout' (LP/CS EP6). 'Proposals which do not make adequate provision for the management of waste in new developments will not be permitted' (LP/CS D10) 'New development must be served and supported by appropriate on- and off-site infrastructure and services' (LP/CS CSI1). 'New development must be served and supported by appropriate on-site and off-site infrastructure and services' (2019 LP INF1). 'All development proposals must demonstrate that there is or will be adequate water supply, surface water, foul drainage and sewerage treatment capacity to serve the whole development' (2019 LP INF4). The policy is consistent with the provisions of these adopted and emerging strategic policies in respect of its requirements of water infrastructure.

6.COMPATABILITY WITH EU LEGISLATION

- 6.1 As set out in Section 4 the Parish Council has met its obligations in relation to the EU Directive 2011/42/EC (and the associated Environmental Assessment of Plans and Programmes Regulations 2004) on the requirement of a Strategic Environmental Assessment (SEA). The District Council's SEA Screening Statement (published separately) concludes:
 - "24. Based on the assessment presented in Appendices 3, the Berrick Salome NDP is unlikely to have a significant effect on the environment.
 - 25. The Berrick Salome NDP does not require a Strategic Environment Assessment."
- 6.2 The Parish Council has also met its obligations in relation to the habitats provisions of EU Directive 92/43/EEC (and the associated Conservation of Natural Habitats and Wild Flora and Conservation of Habitats and Species Regulations 2017). In this regard, the Parish Council provided the District Council with all the necessary information it required for the purposes of determining whether an Appropriate Assessment was required or to carry out the Appropriate Assessment if one was required. The District Council's Habitats Regulations Screening Assessment (Appendix 2 of the SEA Screening Statement) concludes that the making of the Neighbourhood Plan is not likely to have a significant effect on a European site (as defined in the 2017 Regulations) either alone or in combination with other plans or projects.
- 6.3 The Parish Council has been mindful of the fundamental rights and freedoms guaranteed under the European Convention on Human Rights in process of preparing the Neighbourhood Plan and considers that it complies with the Human Rights Act.