

STOKE POGES NEIGHBOURHOOD PLAN 2020 - 2042

BASIC CONDITIONS STATEMENT

MARCH 2024

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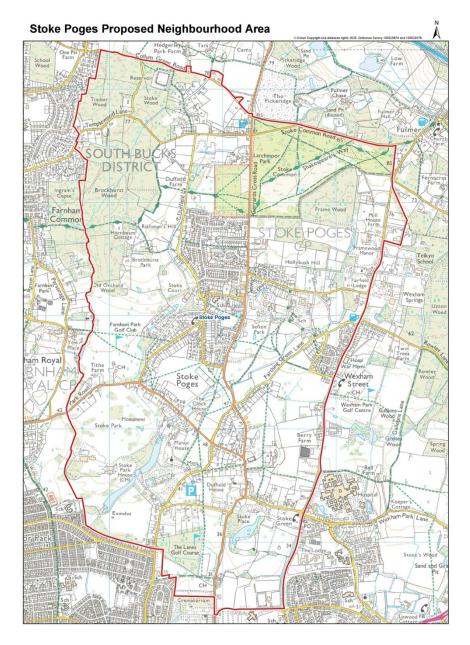
1.INTRODUCTION

The Neighbourhood Plan

1.1This Statement has been prepared by ONH on behalf of Stoke Poges Parish Council ("the Parish Council") to accompany its submission of the Stoke Poges Neighbourhood Plan ("the Neighbourhood Plan") to the local planning authority, Buckinghamshire Council ("Bucks"), under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 ("the Regulations").

1.2 The Neighbourhood Plan has been prepared by the Parish Council, the 'Qualifying Body', for the Neighbourhood Area ("the Area"), which coincides with the boundary of Stoke Poges Parish shown on Plan A below. Bucks Council designated the Area in December 2020.

1.3 ONH has provided the professional planning advice and support to the Parish Council throughout the project, alongside occasional help from officers of Bucks Council.



Plan A: Stoke Poges Designated Neighbourhood Area

1.4 The Neighbourhood Plan contains 12 land use policies, which are defined on the Policies Map where they apply to a specific part of the Area. The policies described in the Neighbourhood Plan relate to the development and use of land in the Area. They do not relate to 'excluded development', as defined by the Regulations. The plan period of the Neighbourhood Plan is to 2042, which corresponds with the plan period of the emerging Buckinghamshire Local Plan.

1.5 The Plan has deliberately avoided containing policies that duplicate saved or forthcoming development plan policies or national policies that are already or will be used to determine planning applications. The policies are therefore a combination of site-specific allocations or other proposals and of development management matters that seek to refine and/or update existing policies.

The Basic Conditions

1.6 The statement addresses each of the four 'Basic Conditions', which are relevant to this plan, 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.

1.7 The Regulations state that a Neighbourhood Plan will be considered to have met the Conditions if:

- A. 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;
- D. The making of the Neighbourhood Development Plan contributes to the achievement of sustainable development;
- E. 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); and
- F. The making of the Neighbourhood Development Plan does not breach, and is otherwise compatible with EU obligations.

1.8 It is noted that the Levelling Up & Regeneration Act 2023 has made provision for Condition E to be amended by replacing the current requirement with a narrower condition in respect of not undermining the housing site allocation provisions in an adopted Local Plan. However, at the time of the expected examination of the Neighbourhood Plan, the regulations enabling that part of the Act have not been made.

Meeting and Examining the Basic Conditions

1.9 The responsibility for determining if a Neighbourhood Plan has had regard to national policy and is in general conformity with strategic policy rests with a combination of the qualifying body, the local planning authority and the independent examiner (Planning Practice Guidance (PPG) §41-070 and §410-074). In this respect, the Parish Council has been mindful of the case law, established in the Tattenhall Neighbourhood Plan in 2014 (see §82 of EWHC 1470) but endorsed by the Courts on a number of occasions since, which makes clear that:

"... the only statutory requirement imposed by Condition (e) is that the Neighbourhood Plan as a whole should be in general conformity with the adopted Development Plan **as a whole** ... any tension between one policy in the Neighbourhood Plan and one element of the ... Local Plan (is) not a matter for the Examiner to determine." (our emphasis) 1.10 The Courts have acknowledged that there will often be tensions between different strategic policies when considered against the non-strategic policies of a specific local area covered by a Neighbourhood Plan. They have sensibly concluded that such tensions can only be resolved by the qualifying body using its planning judgement to strike an appropriate balance across the plan as a whole. The examination tests the extent to which the qualifying body has exercised its judgement in a reasonable and consistent way.

1.11 The Parish Council considers that although case law has not yet explicitly established the same principle for Condition A in respect of the regard to national policy, it is reasonable to expect the Courts would reach the same conclusion, given there will also often be a number of national policies that may be in tension. Qualifying bodies must therefore expect that the examination of this Condition will take the same approach as Condition E.

1.12 In this respect, the Parish Council acknowledges that the Planning Practice Guidance (§41-053) states that "it is only after the independent examination has taken place and after the examiner's report has been received that the local planning authority comes to its formal view on whether the draft neighbourhood plan meets the basic conditions." However, it is also mindful that, once submitted for examination, it has no further opportunity to modify the Neighbourhood Plan, other than through its withdrawal and resubmission.

1.13 Further, s13(5) of the Town & Country Planning Act 1990 defines the local planning authority as the decision maker in respect of determining if the basic conditions have been met in order to make a neighbourhood plan, with modifications to the submitted plan as necessary. But the Planning Practice Guidance regards the task of arriving at a planning judgement to be shared by the local planning authority, the qualifying body and examiner during the examination, in collectively considering if the basic conditions have been met (§41-070 and §41-074).

1.14 In which case, it is vital that both the qualifying body and the examiner are left in no doubt of the position of the local planning authority. But it is also important that the examiner's position is also properly understood, most especially if the examiner intends to come to a different planning judgement to that shared by the local planning authority and the qualifying body. In this regard, the Parish Council notes the advice to the examiner in §2.9.6 of the NPIERS 'Guidance to service users and examiners' (2018) in respect of the standard of proof that the examiner must apply in reaching a planning judgement and in its §2.14.1 in respect of the requirement for accuracy, clarity and simplicity.

1.15 For these reasons, sections 3 and 5 of this Basic Conditions Statement highlight which policies of the Neighbourhood Plan are considered to meet Conditions A and/or E and, if any, those that do not. Where they do not, the Statement explains how the Parish Council has reached its judgement in those cases "where different parts of national policy need to be balanced" (PPG §070) and how it has taken into account the criteria of PPG §074 on general conformity. Finally, it summarises in Section 7 how the Neighbourhood Plan as a whole meets Conditions A and E and the other conditions.

2.BACKGROUND

2.1 The decision to proceed with a Neighbourhood Plan was made by the Parish Council in November 2018. The key driver of this decision was a sense of wanting to plan positively for the future of the Parish, but within the context of a rural Parish with little services. The Parish Council considered having a Plan would improve the way in which future development proposals are managed through expressing the identity of the existing village community.

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 September 2023 and the Submission Plan now.

2.3 The Parish Council has consulted with the local community over the duration of the project. It has also sought to work closely with officers of Buckinghamshire 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 emerging Local Plan. The nature and outcome of these various publicity and consultation exercises are set out in the separate Consultation Statement.

3. CONDITION (A): REGARD TO 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. As demonstrated in Table A, this plan has taken to opportunity to revise development plan policies to reflect the amendments to the Use Classes Order introduced in September 2020 as they apply to this Area (PPG 13-009c). In overall terms, there are four NPPF paragraphs that provide general guidance on neighbourhood planning, to which the Neighbourhood Plan has directly responded:

General Paragraphs

3.2 The Parish Council believes the Neighbourhood Plan "support(s) the delivery of strategic policies contained in local plans ... and ... shape(s) and direct(s) development that is outside of these strategic policies" (§13). It considers the Neighbourhood Plan contains only non-strategic policy proposals or proposals that refine strategic policy to fit the circumstances of the Area without undermining the purpose and intent of those strategic policies (§18). It considers that the Neighbourhood Plan sets out more "detailed policies for specific areas" including "the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies" (§28).

3.3 The Parish Council considers that its Neighbourhood Plan has provided its communities the power to develop a shared vision for the Area that will shape, direct and help to deliver sustainable development, albeit in a modest way, by influencing local planning decisions as part of the statutory development plan. The Neighbourhood Plan contains no site allocation proposals nor any other policies that will result in less development than set out in the strategic policies for the area (as proposed in the Local Plan Review) (§29). In this regard, the NPPF provisions of meeting local housing needs (as per §67/§68) are therefore not relevant to this Neighbourhood Plan. The Plan is underpinned by relevant and up-to-date evidence. This is considered to be adequate and proportionate, focused tightly on supporting and justifying the policies concerned (§31).

Specific Paragraphs

3.4 Each policy engages one or more specific paragraphs of the NPPF. Those that are considered to be of the most relevance and substance are identified in Table A below.

Table A: Neighbourhood Plan & NPPF Conformity Summary			
Policy No.	Policy Title	Commentary	
SP1	Design Code – Stoke Poges Site	'Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development' (§132). The policy seeks to 'set out a clear design vision and expectations' (§132) and uses the model approach recommended by the National Model Design Code (§134) to encourage and guide the redevelopment of several specific sites within the built-up area of Stoke Poges and within the strategic policy GB3 'limited infill' boundary. The content of the Design Code has full regard to the provision of §96, 108, 114 - transport (vehicular and active), §158, 180 - natural environment (landscape and biodiversity), §128, 129 - efficient use of land, §63 - housing mix, §209 - historic environment of the NPPF.	
SP2	Design Code – Wexham Street Site		
SP3	Sefton Park	The policy is intended to operate alongside the provisions of strategic and national policies on the Green Belt. The neighbourhood plan period extends to 2042. It is therefore anticipated that it is likely that redevelopment proposals may come forward in some form or another at Sefton Park. If proposals come forward which meet national and strategic policy provisions on the Green Belt, then the policy sets out key objectives for any future scheme in this location. The key objectives has full regard to the provision of §88, 89 - rural and wider economy, §96, 108, 114 - transport (active), §96 - health and wellbeing of communities, §63 - housing mix of the NPPF.	
SP4	Housing Mix & Tenure	The policy provides for "the size, type and tenure of housing needed for different groups in the community" (§63). It also specifies a starting point for the affordable housing tenure split that will be expected of developments(§64).	
SP5	Addressing the Performance Gap	§131 of the NPPF recognises that clarity on design expectations, and how these will be tested, is essential. The policy, in its Clause A, provides a means by which design expectations can be tested. To support the transition to a low carbon future in a changing climate, as per §157, the policy, in its Clause B, also encourages the use of PassivHaus, or equivalent, standard which is the most simply and cost-effective approach. To do so it is recognised that this kind of standard sometimes requires a trade-off with local design policy,	

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		mainly in terms of prevalent building orientation and density. The policy, in its Clause B, therefore recognises this tension and provides a means by which this tension can be balanced "so that it is evident how a decision maker should react to development proposals" bringing forward Passivhaus schemes, as per §16d. The policy in its Clauses C and D, uses the encouragement of the National Model Design Code to consider Resources and the provisions of §158 to guide future applicants to an open source guide, and require major development, to ensure such opportunities are not lost and are considered at the very initial design stages of schemes. The policy provisions overall are inspired by innovative development plan making work in other parts of the country that has demonstrated this type of provisions are implemented. Other neighbourhood plans that have included this identical provision have been successfully examined and made elsewhere, including by this LPA.
SP6	Design Code – Parish Wide	'Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development' (§132). The policy seeks to 'set out a clear design vision and expectations' (§132) and uses the model approach recommended by the National Model Design Code (§134).
SP7	Local Heritage Assets	This policy identifies a number of local heritage assets to engage the provisions of §209. They have been derived from local history analysis and have been evaluated against the criteria advocated by Historic England.
SP8	Rural Resilience	These policies accord with §96 c) and §89 NPPF in providing a planning policy which aims to achieve healthy, include and safe places through the identification of and promotion of "safe and accessible green infrastructure" that enable both Stoke Poges and the Farnhams to meet local business and community needs. By identifying the 'shared woodland area' and the important public right of way link through it which connects the two parishes and amenity open space within the green infrastructure network, the policies seek to provide "access to a

SP9	Green Infrastructure	network of high quality open spaces" (§102) and identifies open space for the application of §103. Policy SP9 defines the green infrastructure network as one means of ensuring the future resilience to climate change impacts and to support nature recovery (§158 and §180). The policy contributes to and enhances the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures through identifying, mapping, and safeguarding these components. It is therefore consistent with the aims of §180 and §185 in these respects.
SP10	Local Green Spaces	The policy designates Local Green Spaces in accordance with §105-107, having demonstrated each space meets the criteria in §106. The policy resists all development proposals that will undermine the essential character of designated areas, unless there are very special circumstances as set out in §152, to justify why consent should be granted.
SP11	Local Access Network	The policy requires that transport issues are considered from the earliest stages of development proposals so that opportunities to promote walking, cycling and public transport use are identified and pursued (§108). It also seeks to improve the use of public rights of way to encourage walking in the Parish, as per §104 and §110.
SP12	Dark Skies	The policy seeks to "limit the impact of light pollution from artificial light on local amenityand nature conservation" (§191c).

4. CONDITION (D): CONTRIBUTING TO ACHIEVING SUSTAINABLE DEVELOPMENT

4.1 A screening request was submitted to Buckinghamshire 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 (as amended). A final screening opinion ('Determination') was issued in September 2022 by Bucks Council, following a consultation period with the statutory bodies, as per those Regulations. The determination statement concludes that an SEA is required (see Section 6 below for further details).

4.2 A separate SEA Report sets out the environmental effects of the policies of the Neighbourhood Plan. There is no legal requirement for Neighbourhood Plans to have a sustainability appraisal, however the 'basic conditions' require a qualifying body to demonstrate how its plan will contribute to the achievements of sustainable development in a systematic way. In terms of environmental effects, the SEA Report concluded:

"Overall, the SPNP is not considered likely to lead to any significant negative effects under any of the SEA topics that are a focus of this SEA.

Minor positive effects are anticipated under the community wellbeing SEA topic as the policy framework of the draft SPNP successfully addresses the range of issues that fall under this SEA topic, from housing needs to access to services and facilities and green space. The spatial strategy supports this by promoting small-scale (infill) development in the most accessible locations.

Broadly neutral to minor positive effects are predicted under the climate change and flood risk SEA topic. This is because the policy framework of the draft SPNP encourages energy efficient development and supports active travel, whilst the spatial strategy promotes development in the most accessible locations and avoids development in areas of high flood risk.

Residual neutral effects are considered likely under the landscape SEA topic due to the level consideration given to the local landscape, including the Green Belt, through both the policy framework and spatial strategy/ design code of the draft SPNP, and again because of the limited infill development expected over the plan period.

Uncertainty is noted under the historic environment SEA topic in the absence of detailed planning applications for the Rogers Close site, which lies adjacent to a conservation area and grade II listed building. Nevertheless, it is recognised that the draft SPNP's policy framework and design code do a good job in protecting both designated and non-designated heritage assets and no significant effects are deemed likely.

At this stage, no specific recommendations are made as the draft SPNP and accompanying design code sufficiently address the main constraints of the neighbourhood area."

5. CONDITION (E): 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 South Bucks former district area, that is the saved policies of the *South Bucks District Local Plan* adopted in March 1999 and the *South Bucks Core Strategy* adopted February 2011, which Bucks Council considers to be of a strategic nature (as per Planning Practice Guidance (§41-076). The adopted Buckinghamshire Minerals and Waste Plan 2016 – 2036 also forms part of the development plan. In this respect the majority of the parish lies within a Minerals Safeguarding Area for sand and gravel and its Policy 1 therefore applies. Bucks Council has confirmed that the proposals at Policies SP1 and SP2 are included in the list of exemptions for the application of Policy 1. Dependant on the type redevelopment scheme which may come forward at Sefton Park, it may also be exempt. The provision of Policy 1, or any subsequent replacement, will continue to apply.

5.2 In accordance with Planning Practice Guidance (§ 41-009), this Statement does not seek to demonstrate general conformity with the policies of any emerging Development Plan Documents, i.e. the emerging Buckinghamshire Local Plan. However, it is noted that the evidence base for emerging Development Plan Documents is important to informing the Neighbourhood Plan and conformity with emerging policies is crucial for the long-term success of the Neighbourhood Plan given that in the event of any future conflict the most recent policy will take precedent. At this stage, the emerging Buckinghamshire Local Plan is at the very early stages of preparation.

5.2 The South Bucks Core Strategy defines Stoke Poges as a 'secondary settlement' and Wexham Street is classed as a 'rural settlement'. The parish currently lies entirely within the Green Belt, but the settlement of Stoke Poges is 'inset' from the Green Belt. Wexham Street is 'washed over' by the Green Belt but is designated as a settlement for infill development (controlled by saved Local Plan Policy GB3). The other built-up areas of the lower part of West End Lane, Park Road (B416), Church Lane, Grays Park Road and Templewood Lane are also 'washed over' by the Green Belt but are not covered by that policy.

5.3 The Neighbourhood Plan has sought to fit its policies with the vision and grain of the strategic policies of the South Bucks District Local Plan and Core Strategy in a complementary way. An assessment of the general conformity of each policy is contained in Table B below.

Table B: Neighbourhood Plan & Development Plan Conformity Summary			
Policy No.	Policy Title	Commentary	
SP1 SP2	Design Code – Stoke Poges Site Design Code – Wexham Street Site	These policies are in general conformity with Core Strategy Policy 1 as all SP1 sites are within the developed area where new residential development is considered acceptable. The site identified in SP2 is within the 'limited infill boundary' of Wexham Street, as set out in South Bucks District Local Plan Policy GB3. The content of the Design Code is also considered in general conformity with Core Strategy Policy 7 - transport (vehicular and active), Core Strategy Policy 9 - natural environment (landscape and biodiversity), South Bucks District Local Plan Policy Ep3 - efficient use of land, Core Strategy Policy 2 - housing mix, Core Strategy Policy 8 - historic environment, Core Strategy Policy 12 - climate change.	
SP3	Sefton Park	Whilst there are South Bucks District Local Plan Policies, such as GB2 and GB4, seeking to avoid the loss of employment generating activities in buildings in the Green Belt, the introduction of new permitted development rights mean that the employment use on these sites could be lost without the need to apply for planning permission. The policy therefore supports the general principle of these policies whilst recognising that the market may change over the course of the plan period and control over retaining such uses on this site has lessened. The policy therefore sets out a set of key objectives in the event that the site is redeveloped. The key objectives is in general conformity with Core Strategy Policy 10 - rural and wider economy, Core Strategy Policy 11 - retaining vitality of services in the rural area, Core Strategy Policy 7 - transport (active), Core Strategy Policy 2 - housing mix.	
SP4	Housing Mix & Tenure	This policy is in general conformity with Core Strategy Policy 2 in drawing attention to the need for new homes to be of a type that reflects local needs. It also refines the tenure split recommended by the Affordable Housing SPD with a new split recommended by the	

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		Stoke Poges Housing Needs Assessment as updated and locally specific evidence.
SP5	Addressing the Performance Gap	This policy is in general conformity with Core Strategy Policy 12 and Policy 13 in promoting and encouraging energy efficiency and best practice in sustainable design and construction
SP6	Design Code – Parish Wide	This policy is in general conformity with Core Strategy Policy 8 and South Bucks District Local Plan Policy EP3 and Policy H9 in providing a framework of consistent, high quality design standards which will enable development to positively contribute to the unique character of Stoke Poges.
SP7	Local Heritage Assets	This policy is in general conformity with Core Strategy Policy 8 in seeking to protect, conserve and enhance local heritage assets.
SP8	Rural Resilience	These policies are in general conformity with Core Strategy Policy 6 and Policy 7 in protecting existing important physical, social and green infrastructure and improving
SP9	Green Infrastructure	accessibility to services.
SP10	Local Green Spaces	There are no strategic policy provision for Local Green Spaces. However, the policy is in general conformity with the aims of Core Strategy Policy 5 in seeking to protect the most important open spaces within the inset settlement from harmful development.
SP11	Local Access Network	This policy is in general conformity with Core Strategy Policy 7 by providing a local element to its provisions through the identification of this network within the parish.
SP12	Dark Skies	This policy is in general conformity with the purpose and objectives of Core Strategy Policy 9 by preventing or minimising the occurrence of light pollution from new developments to maintain the semi-rural character of the settlement of Stoke Poges and to protect and encourage nocturnal wildlife.

6. CONDITION (F): COMPATABILITY WITH EU-DERIVED OBLIGATIONS

6.1 Buckinghamshire Council provided a screening opinion in September 2022 that has determined that a Strategic Environmental Assessment, in accordance with Regulation 9 of the Environmental Assessments of Plans and Programmes Regulations 2004 (as amended), is required, following consultation with statutory bodies as per those Regulations.

6.2 As set out in Section 4 the Parish Council has met its obligations in relation to the EU Directive 2001/42 in respect of assessing the potential for significant environmental effects of the policies of the Neighbourhood Plan. The Final SEA Report is published as a separate document for submission and examination.

6.3 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 (as amended)). In this regard, the Parish Council provided Buckinghamshire 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. Buckinghamshire Council's Habitats Regulations Screening Assessment 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. A copy of this screening outcome will be published alongside the Neighbourhood Plan.

6.4 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. The Neighbourhood Plan has been subject to extensive engagement with those people local to the area who could be affected by its policies and their views have been taken into account in finalising the Plan.

6.5 In respect of Directive 2008/98/EC – the Waste Framework Directive – the Neighbourhood Plan does not include any policies in relation to the management of waste, nor does the area include a waste management site. On that basis, this Directive is not considered relevant to the Neighbourhood Plan and therefore could not be breached.

6.6 In respect of Directive 2008/50/EC – the Air Quality Directive – the Neighbourhood Plan includes some policies relevant to Air Quality. These policies are tested in accordance with national policy and guidance relevant to their content. The policies are not considered to breach the requirements of the Air Quality Directive as they comprise small-scale interventions and do not negate from the framework for measurement and improvement of air quality set in the Directive.

7. SUMMARY

7.1 In Section 3 it is considered that each of the policies have had full regard to national policy, with no incidence of two or more national policies being in tension, nor of the Parish Council having to strike a balance between them. As a result, the Neighbourhood Plan, as a whole, meets Condition A.

7.2 In Section 4 it is considered that each of the policies either contributes to the achievement of sustainable development or is neutral in its impact on one of more of the sustainability themes. As a result, the Neighbourhood Plan, as a whole, meets Condition D.

7.3 In Section 5 it is considered that all of the policies are in general conformity with the strategic policies of the adopted development plan, with no incidence of two or more strategic policies being in tension, nor of the Parish Council having to strike a balance between them. As a result, the Neighbourhood Plan, as a whole, meets Condition E.

7.4 In Section 6 it is considered the making of the Neighbourhood Plan accords with all EUderived environmental and other obligations. As a result, the Neighbourhood Plan, as a whole, meets Condition F.