



Wheatley Neighbourhood Plan 2019 - 2034

Basic Conditions Statement

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1 INTRODUCTION

1.1 This Basic Conditions Statement has been prepared on behalf of Wheatley Parish Council to accompany the submission of the Wheatley Neighbourhood Plan (WNP) to South Oxfordshire District Council and demonstrates how the Plan meets the statutory requirements set out within the Town and Country Planning Act 1990 (as amended by the Localism Act 2011) and the Neighbourhood Planning Regulations 2012.

1.2 Only a draft Neighbourhood Plan that meets each of a set of basic conditions can be put to a referendum and be made. The basic conditions are set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004. The basic conditions that apply to Neighbourhood Plans are:

- a. having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood plan.
- d. the making of the order (or neighbourhood plan) contributes to the achievement of sustainable development.
- e. the making of the neighbourhood 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).
- f. the making of the neighbourhood plan) does not breach, and is otherwise compatible with, EU obligations.

- g. prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood plan.¹

1.3 The Planning Practice Guidance sets out further guidance on how these basic conditions are to be applied in the development of Neighbourhood Plans and this is set out in the table below (Basic Conditions b. and c. are omitted from this table as they relate to Neighbourhood Development Orders only and are not therefore relevant to the Wheatley Neighbourhood Plan):

Table 1: Planning Practice Guidance on how the Basic Conditions are to be applied	
Basic Condition	Planning Practice Guidance
a. Having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the order (or neighbourhood plan).	The National Planning Policy Framework is the main document setting out the Government's planning policies for England and how these are expected to be applied. Paragraph: 069 Reference ID: 41-069-20140306
d. The making of the order (or neighbourhood plan) contributes to the achievement of sustainable development.	A qualifying body must demonstrate how its plan will contribute to improvements in environmental, economic and social conditions or that consideration has been given to how any potential adverse effects arising from the proposals may be prevented, reduced or offset (referred to as mitigation measures). Paragraph: 072 Reference ID: 41-072-20140306
e. The making of the order (or neighbourhood 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).	When considering whether a policy is in general conformity, a qualifying body, independent examiner, or local planning authority should consider the following: <ul style="list-style-type: none"> • whether the neighbourhood plan policy or development proposal supports and upholds the general principle that the strategic policy is concerned with

¹ Clauses b & c only relate to Neighbourhood Development Orders



	<ul style="list-style-type: none"> • the degree, if any, of conflict between the draft neighbourhood plan policy or development proposal and the strategic policy • whether the draft neighbourhood plan policy or development proposal provides an additional level of detail and/or a distinct local approach to that set out in the strategic policy without undermining that policy • the rationale for the approach taken in the draft neighbourhood plan or Order and the evidence to justify that approach <p>(Paragraph: 074 Reference ID: 41-074-20140306)</p>
<p>f. The making of the order (or neighbourhood plan) does not breach, and is otherwise compatible with, EU obligations</p>	<p>A neighbourhood plan or Order must be compatible with European Union obligations, as incorporated into UK law, in order to be legally compliant. There are 3 directives that may be of particular relevance to neighbourhood planning:</p> <p>Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (often referred to as the Strategic Environmental Assessment (SEA) Directive).</p> <p>This seeks to provide a high level of protection of the environment by integrating environmental considerations into the process of preparing plans and programmes. It may be of relevance to neighbourhood plans.</p> <p>Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora and Directive 2009/147/EC on the conservation of wild birds (often referred to as the Habitats and Wild Birds Directives, respectively). These aim to protect and improve Europe's most important habitats and species. They may be of relevance to both neighbourhood plans or Orders.</p> <p>Other European directives, such as the Waste Framework Directive</p>

	<p>(2008/98/EC), Air Quality Directive (2008/50/EC) or the Water Framework Directive (2000/60/EC) may apply to the particular circumstances of a draft neighbourhood plan or Order.</p> <p>Paragraph: 078 Reference ID: 41-078-20140306</p>
<p>g. Prescribed conditions are met in relation to the Order (or plan) and prescribed matters have been complied with in connection with the proposal for the order (or neighbourhood plan).</p>	<p>Regulations 32 and 33 of the Neighbourhood Planning (General) Regulations 2012 (as amended) set out a basic condition in addition to those set out in the primary legislation, which is that the making of the neighbourhood plan is not likely to have a significant effect on a European site (as defined in the Conservation of Habitats and Species Regulations 2012) or a European offshore marine site (as defined in the Offshore Marine Conservation (Natural Habitats, &c.) Regulations 2007) (either alone or in combination with other plans or projects). (See Schedule 2 to the Neighbourhood Planning (General) Regulations 2012 (as amended) in relation to the examination of neighbourhood development plans.)</p> <p>(Paragraph: 079 Reference ID: 41-079-20140306)</p>

2 LEGAL REQUIREMENTS

2.1 The Regulations also specify that a Neighbourhood Plan deals with planning matters (i.e. the use and development of land), is submitted by a qualifying body, covers a stated plan period and identifies a designated Neighbourhood Area. The Wheatley Neighbourhood Plan has been prepared by Wheatley Parish Council who have been designated a qualifying body and the area covered by the plan designated as the 'Wheatley Neighbourhood Area,' in the decision issued by South Oxfordshire District Council dated 31st March 2016. Paragraph 1.1 also states that the plan covers the period 2019 – 2034, so these requirements have been met. Further details are provided in Table 2 below.

Table 2: How the Wheatley Neighbourhood Plan conforms with legal requirements			
Requirement	Basis in law/regulations	How the requirements are met in the WNP	Reference
The policies relate to the development and use of land for a designated neighbourhood area	Section 38A of the 2004 PCPA, Para 8(1) of Schedule 4B TCPA 1990	The WNP policies relate to the development and use of land within the designated Neighbourhood Plan area.	WNP policies H1; H2; H3; H4; P1; T1; SCI1; SCI2; B1; VCE1; E1; EN1; HE1; DQS1; SPOBU; GBBA1; SPES1; SPES2; SPES3; SPES4; & SPGR
The Plan specifies the period to which it has effect	Section 38B of the 2004 PCPA, Para 8(1) of Schedule 4B TCPA 1990	The Plan specifies the period 2019 to 2034.	Paragraph 1.1 of the WNP
The Plan does not include excluded development	Section 38B of the 2004 PCPA, Para 8(1) of Schedule 4B TCPA 1990	The Plan does not relate to minerals and waste related development, or to any nationally significant infrastructure project.	WNP policies H1; H2; H3; H4; P1; T1; SCI1; SCI2; B1; VCE1; E1; EN1; HE1; DQS1; SPOBU; GBBA1; SPES1;

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			SPES2; SPES3; SPES4; & SPGR
The Plan does not relate to more than one neighbourhood area	Section 38B of the 2004 PCPA, Para 8(1) of Schedule 4B TCPA 1990	The Plan relates to only one neighbourhood area.	
The Plan has been prepared for an area that has been designated	Section 61G of the Localism Act, Para 8(1) of Schedule 4B TCPA 1990	The area designation was approved by South Oxfordshire District Council on 31 March 2016	
The Plan has been developed and submitted for examination by a qualifying body	Para 8(1) of Schedule 4B TCPA 1990	The Plan has been developed and submitted by the communities of Wheatley and Holton	Paragraph 1.1 of the WNP

2.2 The remaining sections of this statement set out how the Wheatley Neighbourhood Plan complies with the basic conditions.

3 NATIONAL POLICIES & GUIDANCE

3.1 The Wheatley Neighbourhood Plan has been prepared having regard to national policies set out in the National Planning Policy Framework (Feb 2019) (NPPF) and Planning Practice Guidance. The following paragraphs explain how each policy in the Wheatley Neighbourhood Plan (WNP) has regard to national policy.

3.2 **Policy H1 relates to Design & Character Principles** and seeks to ensure that development proposals complement, enhance and reinforce the local distinctiveness of the village and that they appropriately address issues such as scale, height, density and massing; the materials palette; how the development responds to local character; and connecting walking and cycling routes. This is consistent with the advice in the NPPF on 'Achieving well-designed places,' (Section 12) which emphasises that: *'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve.'*



3.3 **Policy H2 relate to Landscape Character.** This includes a requirement that *‘all new development should be sensitive and make a positive contribution to the local character of the area.’* This accords with Section 12 of the NPPF on ‘Achieving well-designed places.’ The final section of the policy relates to mitigation of any impact on local heritage assets. This accords with the advice in Section 16 of the NPPF on Conserving and Enhancing the Historic Environment, and in particular the recognition that heritage assets *‘are an irreplaceable resource’* and therefore *‘plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats,’* and this includes taking into account *‘the desirability of new development making a positive contribution to local character and distinctiveness,’* (para 184 & 185 c). However, as AECOM state in paragraph 10.5.5 of the SEA: *‘while Policy H2 does require that new development mitigate any adverse effects on heritage assets, it does not drive improvement or enhancement. It is therefore recommended that either Policy H2 be updated, or a heritage policy in itself be included within the WNP.’* Accordingly, the requirement for enhancement has been incorporated by the addition of policy HE1 on the Historic Environment.



- 3.4 **Policy H3 relates to the Mix and Size of New Housing.** This policy requires new development to meet the needs of different groups in the community as reflected in the Community Survey, such as but not limited to, young people, local workers, small families, older residents (55 +), and people with disabilities. This accords with the NPPF's requirement that *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes);'* (para 61).
- 3.5 **Policy H4 on Infill and Self-Build Dwellings** supports infill and self-build development that reflects the scale and character of the village. Reference to self-build accords with the NPPF advice that local planning authorities should plan for *'people wishing to commission or build their own homes,'* (para 61).
- 3.6 **Policy P1 on Parking Provision** seeks to reduce the environmental impact of parking provision by seeking innovative solutions to its provision. This accords with the NPPF's requirement for good design with developments creating a strong sense of place; creating safe, inclusive and accessible places and developments which are visually attractive as a result of appropriate landscaping, (para 127) and that parking design is *'integral to the design of schemes,'* and *'to making high quality places,'* (para 102 e). It therefore accords with the NPPF.



- 3.7 **Policy T1 on the Impact of Development on the Road Network** seeks to minimise the environmental effects of traffic generation from new residential and other developments and to encourage sustainable modes of transport, particularly through the provision of a Travel Plan. This accords with the advice in section 9 of the NPPF on *'promoting sustainable transport'*.
- 3.8 **Policies SCI1 and SCI2 relate to Community Assets.** These policies seek to prevent the loss of Community Assets and to support their enhancement by way of an extension or partial redevelopment of buildings and land. This fully accords with the NPPF's statements that planning policies should plan positively for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments and to guard against the unnecessary loss of valued facilities and services, (para 92 c). Similarly, **policy B1 on burial provision** expresses support for natural burial ground proposals, provided they are located and designed to suit the character of the local landscape. This also accords with the principles in Section 8 of the NPPF on Promoting Healthy and Safe Communities.
- 3.9 The aspiration of **Policy VCE1** is to maintain the vitality of **Wheatley Village Centre.** However, rather than relating to the uses which take place in the village centre, the policy seeks to ensure that new housing, retail, leisure and office development is in locations that are accessible or can be made accessible to the village centre by walking, cycling and public transport and thereby maintains the vitality and viability of the independent traders in the village centre. This accords with the NPPF's advice that planning policies should enable *'the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship,'* (para 83 d.).

- 3.10 **Policy E1 on Supporting Wheatley’s Economy** seeks to support the local economy and particularly the relocation of existing businesses within the village to permit expansion or operational efficiency. This accords with the NPPF’s advice that *‘significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development,’* and that planning policies should enable *‘the sustainable growth and expansion of all types of business in rural areas,’* (paras 80 & 83 a.).
- 3.11 **Policy EN1 on Biodiversity** seeks to achieve a net gain in biodiversity through the creation of new habitats, and the enhancement of existing sites, both in the urban and rural parts of the Neighbourhood Plan area. The policy accords with the advice in Section 15 on Conserving and Enhancing the Natural Environment, particularly that plans should *‘promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity’* (para 174 b.).
- 3.12 **Policy HE1 relates to the Historic Environment** and seeks to ensure that designated heritage assets are conserved and enhanced and that appropriate consideration is given to the effect of development on non-designated heritage assets in accordance with the guidance in chapter 16 of the NPPF on conserving and enhancing the historic environment.



- 3.13 **Policy DQS1 relates to Individual and Community Energy Projects** and states that *‘Any individual and community renewable energy projects will be supported, provided they conform to good-quality existing design guidance provided by the New South Oxfordshire Design Guide and the Chilterns Building Design Guide.’* This accords with the advice in paragraph 152 of the NPPF supporting *‘community-led initiatives for renewable and low carbon energy, including developments outside areas identified in local plans or other strategic policies that are being taken forward through neighbourhood planning,’*
- 3.14 **Policy SPOBU relates to the Oxford Brookes University, Wheatley Campus.** This campus is due to be vacated by the University by 2021/22, so its future use is a key issue for the Neighbourhood Plan. The site is currently located in the Green Belt, but a large part consists of previously developed land. The publication version of the SODC Local Plan 2034 that was issued for consultation in January 2019, contains a proposed policy STRAT 14 which allocates the site for at least 300 dwellings and proposes its removal from the Green Belt. Policy SPOBU supports proposals for the redevelopment of the brownfield part of the site, subject to adequate protection of the environment of the Campus and access improvements. This accords with the advice on previously developed land in paragraph 117 & 118 c) of the NPPF, which, includes making *‘as much use as possible of previously-developed or “brownfield” land,’* (para 117) and *‘using suitable brownfield land within settlements for homes and other identified needs,’* (para 118 c).



3.15 **Policy GBBA1 relates to Green Belt Boundary Amendments, at the eastern end of Wheatley.** Paragraph 136 of the NPPF states that *‘once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans,’* (para 136) and that *‘where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies, including neighbourhood plans.’*, (para 136). In this case the publication version of the South Oxfordshire Local Plan policy STRAT 6 does make provision for a Green Belt review at Wheatley which *‘must be in compliance with the requirements of the NPPF and the need identified within the Local Plan.’* In this case policy GBBA1 makes clear that the policy will only come into effect once the South Oxfordshire Local Plan 2034 or any subsequent update is adopted and paragraph 10.12 of the WNP makes clear the exceptional circumstances justifying the release of Green Belt land at Wheatley, which relates to an area of land of which a substantial part is already developed and which the SODC Green Belt study has identified as having few essential characteristics of the Green Belt. The Green Belt adjustment would also enable the relocation of existing employment uses to a more suitable location and enable the provision of housing to meet the bespoke needs of Wheatley. As the Wheatley Green Belt boundary is drawn very tightly there are no alternative locations where this development could be accommodated. It is therefore considered that the proposed adjustment to the Green Belt accords with the guidance on exceptional circumstances in paragraph 137 of the NPPF.

3.16 **Policies SPES1; SPES2; SPES3 and SPES4 relate to Village Enhancement Sites.**

Three of these are located in the area at the eastern end of Wheatley which it is proposed to remove from the Green Belt and the fourth to the existing Littleworth Industrial Area. These policies all seek to make effective use of land in meeting the need for homes and commercial development, while safeguarding and improving the environment and ensuring safe and healthy living conditions, and therefore accord with the advice on 'Making effective use of land,' in Section 11 of the NPPF.

3.17 Plans have been included identifying the sites referred to in policy SPES1; SPES2; SPES3; & SPES4 in Figures 11.1; 11.2; 11.3; 11.4; and 11.5.

3.18 **Policy SPGR relates to the creation of a Green Route** for pedestrians and cyclists through Wheatley, which strongly accords with the NPPF's advice that plan making should include identifying opportunities to promote walking and cycling, (para 102 c) and to add links to existing rights of way networks (para 98). While it has not been possible to identify the entire route, which is currently an aspiration rather than a detailed proposal, there are specific proposals for establishing the Green Route at the eastern and western ends of the village and this is identified on Figures 11.1; 11.2; and 11.5.

4 SUSTAINABLE DEVELOPMENT

4.1 Paragraphs 11- 14 of the NPPF set out the presumption in favour of sustainable development which is at the heart of national policy. For Neighbourhood Planning this means that they should ‘*support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies,*’ (para 13). Sustainable development has been integral to the Wheatley Neighbourhood Plan process. The elements of sustainable development specified in the NPPF are listed in Table 3.1 below with an explanation of how Wheatley’s Neighbourhood Plan contributes to each element.

Table 3: How the WNP Contributes to Sustainable Development	
Sustainable development (NPPF definition)	How the Plan contributes to this element of sustainable development
<p>Economic: to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth innovation & improved productivity; and by identifying and coordinating the provision of infrastructure.</p>	<p>The WNP supports the provision of new housing, including self build housing, which meets the needs of different groups in the community, where there is good design (policies H1; H3; & H4); maintaining the village’s vitality (policy VCE1); supporting Wheatley’s Economy (policy E1); & the allocation of new sites for development including ‘OBU Site (policy SPOBU); & the Village Enhancement Sites (policies SPES1; SPES2; SPES3; & SPES4)</p>
<p>Social: to support strong, vibrant and healthy communities, by ensuring that a sufficient number & range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed & safe built environment, with accessible local services & open spaces that reflect current & future needs and support communities’ health, social and cultural well-being.</p>	<p>The WNP makes provision for new housing including meeting the needs of different groups in the community including young people, local workers, small families, the elderly and older residents & people with disabilities & by creating a high quality built environment (policy H1; H3; H4; SPOBU; SPES1; SPES2; SPES3; & SPES4). It also supports the retention and improvement of accessible local services & the provision of a safe green pedestrian & cycle route through the village (policies SCI1; SCI2; B1; VCE1 & SPGR)</p>



<p>Environmental: to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, , helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.</p>	<p>The WNP seeks to protect and enhance the natural, built and historic environment through protecting and enhancing biodiversity (policy EN1); protecting local character, including key visual landscapes; local heritage assets & the Conservation Area (policy H2 & HE1); supporting community energy projects (policy DQS1); minimizing the environmental impact of parking provision (policy P1); promoting sustainable transport modes, so as to minimize congestion & minimize impacts on air quality (policy T1) & the provision of a safe green pedestrian & cycle route through the village (policy SPGR).</p>
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- 4.2 The WNP therefore has a broad range of policies that address the economic, social and environmental components of sustainable development. It therefore complies with the requirements of paragraph 13 of the NPPF in applying the presumption in favour of sustainable development.
- 4.3 Another component of promoting sustainable development is to demonstrate how any potential adverse effects arising from the proposals may be prevented, reduced or offset. In the case of the WNP, the requirements for development to be designed to a high standard and have regard to the local character and avoid significant transport impacts complies with this requirement. The one policy where there could be significant impacts is Policy SPOBU, which relates to the Oxford Brookes University Wheatley Campus. However, the allocation of the site for at least 300 dwellings is proposed in policy STRAT 14 in the publication version of the South Oxfordshire Local Plan 2011 – 2034. Policy SPOBU in the WNP only proposes various mitigation measures and access improvements, which are unlikely to have significant adverse effects that need to be prevented, reduced or offset. The compatibility of policy SPOBU with the SODC adopted Development Plan policies is considered further in Section 5.

5 CONFORMITY WITH STRATEGIC POLICIES OF THE DEVELOPMENT PLAN

5.1 Paragraph 20 of the NPPF states that: *'strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:*

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;*
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- c) community facilities (such as health, education and cultural infrastructure);*
and
- d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.'*

5.2 The Planning Practice Guidance sets out some further useful guidelines as to how a strategic policy is determined. These include:

- whether the policy sets out an overarching direction or objective
- whether the policy seeks to shape the broad characteristics of development
- the scale at which the policy is intended to operate
- whether the policy sets a framework for decisions on how competing priorities should be balanced
- whether the policy sets a standard or other requirement that is essential to achieving the wider vision and aspirations in the Local Plan

- in the case of site allocations, whether bringing the site forward is central to achieving the vision and aspirations of the Local Plan
- whether the Local Plan identifies the policy as being strategic (paragraph 076 Ref ID 41-076-20140306)

5.3 These have been used in determining which are the strategic policies in the Development Plan that the WNP needs to be consistent with. The South Oxfordshire Development Plan currently consists of:

- the Core Strategy adopted in December 2012;
- saved policies from the Local Plan 2011;

5.4 In the case of the Core Strategy those policies which are considered to be strategic policies that are relevant to the WNP are:

- CS1 Presumption in favour of Sustainable Development;
- CSS1 The Overall Strategy;
- CSM1 Transport;
- CSEM1 Supporting a Successful Economy;
- CSEM2 The amount & distribution of employment;
- CSEM4 Supporting Economic Development;
- CSEM5 Oxford Brookes University;
- CSH1 Amount & distribution of housing;
- CSH2 Density;
- CSH3 Affordable Housing;
- CSH4 Meeting Housing Need;
- CHS5 Gypsies, Travellers & Travelling Show People;
- CST1 Town Centres & Shopping;
- CSR1 Housing in Villages;

- CSR2 Employment in Rural Areas;
- CSR3 Community Facilities & Rural Transport;
- CSEN1 Landscape;
- CSEN2 Green Belt;
- CSEN3 Historic Environment;
- CSQ1 Renewable Energy;
- CSQ2 Sustainable Design & Construction;
- CSQ3 Design;
- CSQ4 Design Briefs for Greenfield Neighbourhoods & Major Development Sites;
- CSG1 Green Infrastructure;
- CSB1 Conservation & improvement of Biodiversity;
- CSI1 Infrastructure Provision;
- CSC1 Delivery & Contingency

5.5 The 'saved' Local Plan 2011 policies are more concerned with development management. However, there are a number which are considered to be strategic policies. These include:

- G4 Development in the Countryside;
- G5 Making the best Use of Land;
- C4 The Landscape Setting of Settlements;
- C6 Biodiversity Conservation;
- C7 Protection of Designated Sites;
- C9 Landscape Features;
- D1 Good Design & Local Distinctiveness;
- H4 Towns & Larger Villages outside the Green Belt;
- CF1 Safeguarding Community Facilities & Services;

- CF3 Safeguarding the Vitality and Viability of Neighbourhood & Local Centres;
- E5 Proposals for Business, Industry, Warehousing & Storage Development;
- E6 Retention of Employment Sites;
- T1 & T2 Transport requirements for New Developments

5.6 Table 3 below assesses the compliance of each of the proposed policies in the WNP with those in the SODC Core Strategy and Local Plan 2011.

Table 4: General Conformity with Core Strategy & Local Plan 2011 Policies		
WNP Policy	Core Strategy (adopted 2012)	Local Plan 2011 (adopted 2006)
H1: Design & Character Principles	The policy is in general conformity with policy CSQ3 on Design, in that both specify the key topics that must be addressed when designing new development. The topics outlined in policy H1 are consistent with those specified in policy CSQ3.	Policy H1 is consistent with Local Plan 2011 policy D1 which states that <i>'the principles of good design & the protection & reinforcement of local distinctiveness should be taken into account in all new development.'</i>
H2: Landscape Character	The requirement of policy H2 for all new development to be <i>'sensitive and make a positive contribution to the local character of the area'</i> fully accords with the requirement of Core Strategy policy CSQ3 for new development to be <i>'of a high quality and inclusive design.'</i> The second provision of policy H2 that <i>'The key visual</i>	The requirement in policy H2 that <i>'all new development should be sensitive and make a positive contribution to the character of the area,'</i> is in general conformity with Local Plan policy D1 on <i>'Good Design & Local Distinctiveness,'</i> and C4 on the landscape setting of settlements, which seek to protect &



	<p><i>landscapes (e.g. Castle Hill, the Howe, Westfield, the prospects from OBU) will be preserved,</i> is broadly consistent with Core Strategy policy CSEN1's policy's statement that <i>'The district's distinct landscape character and key features will be protected against inappropriate development and where possible enhanced.'</i> The final section of the policy requiring new development to respond to local character and to provide mitigation for <i>'any impact on local heritage assets or the conservation area'</i> is consistent with Core Strategy policy CSEN3 on the Historic Environment.</p>	<p>reinforce local distinctiveness and avoid development that would damage the attractive landscape setting of the villages of the district.</p>
H3: Mix & Size of New Housing	<p>The requirement for new housing to meet the needs of different groups in the community is consistent with policy CSH4 on Meeting Housing Needs.</p>	<p>Local Plan 2011 policy H7 on the Range of Dwelling Types & Sizes' is no longer 'saved' and so does not need to be taken into account.</p>
H4: Infill & Self-build Dwellings	<p>Policy H4, which supports the provision of infill and self-build dwellings, is consistent with policy CSH4, which requires a mix of dwelling types & sizes to meet the needs of current and future households and with CSR1 on Housing in Villages which supports infill development in the larger villages, which include Wheatley.</p>	<p>Local Plan 2011 policy H5 on Larger Villages within the Green Belt is no longer 'saved' and so does not need to be taken into account.</p>
P1: Parking Provision	<p>Policy P1 seeks to promote innovative approaches to parking</p>	<p>Policy P1's approach of seeking innovative solutions to parking</p>



	<p>provision that reduces the environmental impact of parking and seeks to minimise the use of tandem parking in recognition that both spaces are rarely used. This is consistent with Core Strategy policy CSM1 which states that SODC will work with Oxfordshire County Council and others to <i>'adopt a comprehensive approach to car parking aimed at improving the attraction of our town and village centres.'</i></p>	<p>provision that seeks to reduce its environmental impact is consistent with policy T2's requirement for proposals for development to make provision for <i>'measures to reduce the need for parking where appropriate.'</i></p>
T1: Impact of Development on the Road Network	<p>Policy T1 seeks to maximise the use of sustainable modes of transport & minimise congestion & impacts on air quality. This is fully consistent with the approach in Core Strategy policy CSM1 on Transport.</p>	<p>WNP policy T1's support for the provision of new or improved walking or cycling routes & improvements to public transport is in conformity with Local Plan Policy T1 on Transport requirements for new development.</p>
SCI1: Community Assets & SCI2: Improvement to Community Assets	<p>These policies seek to prevent the loss of community facilities and support their improvement. This is consistent with Core Strategy policy CSR3 on Community Facilities & Rural Transport.</p>	<p>Policies SCI1 and SCI2 are likewise in conformity with Local Plan 2011 policy CF1, which seeks to safeguard community facilities, including recreational facilities.</p>
B1: Burial Provision	<p>There is no policy in the Core Strategy which directly relates to burial provision, but equally the WNP policy supporting the provision of a natural burial ground does not conflict with any policies in the Core Strategy.</p>	<p>There is no policy in the Local Plan 2011 which directly relates to burial provision, but equally the WNP policy supporting the provision of a natural burial ground does not conflict with any policies in the Local Plan.</p>



VCE1: Wheatley Village Centre	Policy VCE1 stipulates that any new housing, retail, leisure & office development should be in locations which are accessible or can be made accessible to the village centre by sustainable modes of transport. This is consistent with Core Strategy policy CSR3 which states that <i>'transport initiatives that improve movement particularly to access services and employment will be encouraged.'</i>	Policy VCE1 stipulates that any new housing, retail, leisure & office development should be in locations which are accessible or can be made accessible to the village centre by sustainable modes of transport, so as to maintain the vitality of the village centre. This is in conformity with Local Plan 2011 policy CF3, which seeks to safeguard the vitality and viability of neighbourhood and local centres, including those in the large villages, including Wheatley.
E1: Supporting Wheatley's Economy	Policy E1's positive approach is consistent with Core Strategy policy CSEM1 which states that <i>'we will work with our business and education partners to provide an environment that positively and proactively encourages sustainable economic growth.'</i> It is also consistent with policy CSR2 on Employment in Rural Areas.	Policy E1 is in general conformity with Local Plan 2011 policy E5, which sets out the design & environmental requirements for new employment development.
EN1: Biodiversity	Policy EN1 is consistent with policy CSB1 on Conservation & improvement of biodiversity, which seeks a net gain in biodiversity, especially in Conservation Target Areas. In accordance with this, policy EN1 states that <i>'the protection and enhancement of urban & rural biodiversity will be supported'</i> & that net gains in biodiversity <i>'will be supported,'</i> together with	Policy EN1 is in conformity with Local Plan 2011 policy C6 on Biodiversity Conservation, which states that in considering proposals for development <i>'the maintenance and enhancement of the biodiversity resource of the district will be sought.'</i>

	the aims of Shotover Conservation Target Area, as part of this Area lies within the WNP Designated Area.	
HE1: Historic Environment	Policy HE1 seeks to ensure appropriate protection for the designated and non-designated heritage assets in Wheatley in line with Government and local policy. It is consistent with policy CSEN3 on the Historic Environment.	There are a range of 'saved' Local Plan 2011 policies that relate to the historic environment, including CON1 on Listed Buildings; CON2 & CON3 on alterations and extensions to listed buildings; CON4 on changes of use of Listed Buildings; CON5 on the setting of Listed Buildings; CON6 and CON7 on proposals affecting a Conservation Area; CON8 on advertisements in Conservation Areas & on Listed Buildings; CON10 on blinds & canopies in Conservation Areas; CON10 on Burgage Plots; CON11 – CON14 on archaeology & historic building analysis; & CON15 on historic battlefields, parks, gardens & landscapes. Policy HE1 is consistent with all of these policies.
DQS1: Individual & Community Energy Projects	Policy DQS1 states that <i>'Any individual and community renewable energy projects will be supported, provided they conform to good-quality existing design guidance provided by the New South Oxfordshire Design Guide & the Chilterns Building Design Guide,'</i> which is in general	Local Plan 2011 policy D9 on Renewable Energy is no longer 'saved' and so does not need to be taken into account.

	conformity with the positive wording of the Core Strategy policy on renewable energy (CSQ1).	
SPOBU : The OBU Site	<p>The current Core Strategy policy for the Oxford Brookes University Wheatley Campus is CSEM5 which states that <i>'proposals for the redevelopment of Oxford Brookes University Campus at Holton will be supported.'</i> The supporting text in paragraph 6.28 states that <i>'The University has plans to redevelop this campus to improve and expand facilities.'</i> The situation has changed since the Core Strategy was adopted in 2012 as now the University intends to vacate the Campus by 2021/22.</p> <p>The supporting text to WNP policy SPOBU states that: <i>'the emerging SODC Local Plan 2011-2034 Final Publication 2nd has designated the OBU site as a strategic site (STRAT14) & accordingly has allocated the site for residential development, (para 9.3).'</i> The Local Plan 2011 – 2034 has not, however, been subject to Examination. However, WNP policy SPOBU as worded is not inconsistent with the adopted policy CSEM5 as it merely supports proposals for redevelopment of the brownfield site provided it accords with development plan policies & primarily relates to the measures that would be required to</p>	Local Plan 2011 policy RUR2 on Redevelopment at Oxford Brookes University site at Holton is no longer 'saved' and so does not need to be taken into account.

	<p>ensure that development at the Wheatley Campus would integrate with the existing village of Wheatley and not have an unacceptable impact on the environment. In this respect, it accords with Core Strategy policy CSQ4 on Design Briefs for Greenfield Neighbourhoods & Major Development Sites. This policy states that <i>'proposals for housing allocations and major development sites must be accompanied by a design brief' that must demonstrate 'integration with the surrounding area'; 'quality of development and positive sense of place and identity'; 'high level of accessibility'; 'community facilities, suitable infrastructure and other amenities'; 'a clear structure of open spaces & landscape network'; 'how sustainability & environmental matters will be addressed'; and 'delivery, phasing & implementation strategies.'</i> It is in these areas that policy SPOBU seeks to give additional guidance.</p> <p>In this case part of that evidence base for the Neighbourhood Plan is the recognition that Oxford Brookes University will be vacating its Wheatley Campus during the period covered by the WNP. As it is the key development site it would be illogical for the WNP not to have any policies relating to the Wheatley Campus. If</p>	
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	<p>policy SPOBU in the WNP allocated the OBU Wheatley Campus for 300 dwellings, in the same way that the publication version of the South Oxfordshire Local Plan 2011 – 2034 does in policy STRAT14 it would be a strategic allocation that would be contrary to the adopted Local Plan, but it does not do this. Instead, in compliance with Core Strategy policies CSEM5 and CSQ4, it sets out the parameters that new development of whatever type it is will need to incorporate, in order to enable it to integrate with the existing village of Wheatley and not have detrimental environmental impacts.</p> <p>The Wheatley Campus is also in the Green Belt. Core Strategy policy CSEN2 refers to the Oxford Brookes University campus at Holton as being one of the <i>'key previously developed sites in the Green Belt.'</i> The supporting text states in paragraph 14.7 that <i>'we will follow the advice in the NPPF in relation to these sites.'</i> The NPPF states in paragraph 145 g) that <i>'the partial or complete redevelopment of previously developed land in the Green Belt is not inappropriate provided that it 'would not have a greater impact on the openness of the Green Belt than the existing development.'</i> While the publication version of the South Oxfordshire Local</p>	
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	<p>Plan 2011 – 2034 proposes to remove the Wheatley Campus from the Green Belt, in the event that this was rejected at the Local Plan Examination there is nothing in policy SPOBU that would require development that would have a <i>‘greater impact on the openness of the Green Belt, ‘</i> and it is therefore not inconsistent with Core Strategy policy CSEN2.</p> <p>Policy SPOBU also makes reference to infrastructure which it is considered is necessary to ensure that there is no adverse impact on the local road network and ensure that the development is properly integrated with Wheatley village centre. This accords with Core Strategy policy CS1 which states that <i>‘Planning permission will only be granted when infrastructure and services to meet the needs of the new development...and/or mitigate the impact of the new development is already in place or will be provided to an agreed timescale.’</i></p>	
<p>GBBA1: Green Belt Boundary Amendments</p>	<p>This policy is entitled Green Belt Boundary Amendments. It relates to an area of land at the eastern end of the village which it is proposed to take out of the Green Belt once the need for changes to Green Belt boundaries in Wheatley has been established through strategic planning policies.</p>	<p>Local Plan 2011 policies GB1 on the Extent of the Green Belt; GB2 on new buildings in the Green Belt and GB3 on the use of land in the Green Belt are no longer ‘saved’ and so do not need to be taken into account.</p>

	<p>Core Strategy policy CSEN2 on the Green Belt states that <i>'The special character and landscape setting of Oxford will be protected by the Oxford Green Belt, the boundary is shown on the Adopted Proposals Map.'</i> Any proposal for development in the Green Belt would therefore conflict with this policy. However, policy GBAA1 does not actually propose development in the Green Belt as it is dependent on the land being taken out of the Green Belt through the adoption of the South Oxfordshire Local Plan 2034 and therefore the areas of land at the eastern end of Wheatley will continue to receive protection under the adopted Core Strategy policy CSEN2 until such time as this takes place. Policy GBBA1 is therefore in general conformity with Core Strategy policy CSEN2.</p> <p>However, the text in policy GBBA1 only refers to sites at the eastern end of Wheatley being potentially taken out of the Green Belt. Under policy SPES2 Littleworth Industrial Area is allocated for change of use from industrial to housing. Figure 11.4 identifies this land & indicates that the eastern part of the site is in the Green Belt. However, clause b. stipulates that the development should <i>'have no greater impact on the surrounding environment than the existing built form,'</i> while</p>	
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	<p>clause I states that <i>'Any development in the eastern part of the site within the Green Belt must comply with national and local Green Belt policy,'</i> which ensures conformity with Core Strategy Green Belt policy.</p>	
<p>SPES1; SPES2; SPES3; & SPES4</p>	<p>Three of these sites are currently located in the Green Belt and the fourth partially so, and so as they are now proposed for residential and commercial development there is a conflict with current Core Strategy Green Belt policy until such time as they are removed from the Green Belt. However, reference is made in policies SPES1; SPES3 & SPES4 that they will only become operational in the event of the land being removed from the Green Belt in accordance with the provisions of policy GBBA1. There is therefore no conflict with their current location in the Green Belt.</p> <p>In relation to site SPES2 part of it immediately adjoins the Littleworth Brick Pit SSSI (a geological SSSI which affords an unrivalled section for the study of Kimmeridgian strata and their faunas in the south Midlands). Core Strategy policy CSB1 on Conservation & Improvement of Biodiversity, states that <i>'Damage to nationally important sites of special</i></p>	<p>Policy E6 on Retention of Employment sites seeks to protect existing employment sites unless the existing use is no longer economically viable & the site has been marketed at a reasonable price for at least a year. Policy SPES2 proposes the redevelopment of the Littleworth Industrial Area for housing, which is therefore in potential conflict with this policy. However, the policy makes clear that the requirements of policy E6 will need to be satisfied, with the policy only coming into effect once suitable provision for the relocation of the existing businesses is made available in Wheatley or it is agreed by the Council that the existing businesses on site are no longer viable, it is evidenced that there is no market interest in the site following one year of active and efficient marketing, and the change of use will not lower the employment capacity of the District..</p>



	<p><i>scientific interest,...priority habitats... will be avoided unless the importance of the development outweighs the harm and the loss can be mitigated to achieve a net gain in biodiversity.</i> In this respect a specific requirement of policy SPES2 is that: <i>'There will be no adverse effects on the neighbouring SSSI.'</i> Prior to any development proposals being brought forward it will therefore be important that consultation takes place with Natural England to ascertain what the potential impact on the geological features of the SSSI or any associated habitats might be, so that account can be taken of this in developing development proposals for the site and ensuring that any adverse effects are either avoided or adequately mitigated so that there are no adverse effects on the SSSI.</p>	<p>in the section on biodiversity, policy C7 on the Protection of Designated Sites is still 'saved.' This policy states that <i>'Development that is likely to adversely affect aSite of Special Scientific Interest will not be permitted.'</i> As site SPES2 adjoins the Littleworth Brick Pit Site of Special Scientific Interest (SSSI), there is the potential for non compliance with this policy. For further comments on this matter see the column relating to compliance with Core Strategy policy.</p>
<p>SPGR: Green Route</p>	<p>This policy which seeks to secure the provision of a Green Route through Wheatley, fully complies with policy CSG1, which seeks a net gain in green infrastructure through new development & policy CSI1 which stipulates that new development must be supported by appropriate on and off-site infrastructure. It also accords with policy CSM1 on transport, which encourages the use of sustainable modes of transport.</p>	<p>Policy SPGR accords with policy T7, which seeks to improve and extend the footpath and cycle network</p>



5.7 Although not required, an assessment has been made of key policies that specifically relate to Wheatley in the South Oxfordshire Local Plan 2011 – 2034 Final Publication Version (January 2019). This includes the following policies that are particularly relevant to the WNP:

‘Policy Strat14: Land at Wheatley campus, Oxford Brookes University

1. Land within the strategic allocation at Wheatley Campus will be developed to deliver at least 300 new homes within the plan period. Development should be focused on the previously developed and eastern part of the site. In general, development on the undeveloped, western part of the site will not be considered appropriate with the exception of an access route and functional green space (including playing pitches) where their layout and design is sensitive to heritage assets, landscape and protected trees.

2. Proposals to develop land at Wheatley Campus will be expected to deliver:

i) affordable housing provision and mix in accordance with Policy H9;

ii) development densities in accordance with Policy STRAT5;

iii) any necessary contributions to enhance local school capacity arising from the proposal;

iv) all necessary transport infrastructure as set out in the Infrastructure Delivery Plan, which is likely to include:

a. cycling and walking links to the centres of Holton and Wheatley and to the primary school;

b. cycle link improvements to Oxford City, to ensure the route is a safe and attractive travel option;

c. pedestrian and vehicular access to the east, with at least emergency, pedestrian, cycle and bus access to the west;



d. Support for accessible and well connected bus services through the site; accessible green infrastructure and open space provision as set out in the IDP;

v) a programme of archaeological evaluation and mitigation to be undertaken ahead of any development; and

vi) appropriate landscaping, including buffers along the A40 and an appropriate countryside edge.

3. The proposed development at Wheatley Campus will deliver a scheme in accordance with an agreed comprehensive masterplan taking into consideration the concept plan. The masterplan must be prepared in collaboration and agreed with the Local Planning Authority. Proposals will be expected to deliver a masterplan that demonstrates:

i) visual impacts on surrounding countryside has been minimised;

ii) valuable individual specimen trees, avenue and groups of trees and native vegetation are retained and respected;

iii) surrounding listed buildings and structures (in particular Holton Park) and their setting are conserved and enhanced; and

iv) an appropriate buffer and setting to Scheduled Monuments within the site (the moated site 580m south west of Church Farm) and adjacent to the site (the moated site of Holton House and its associated ice house).

4. Existing sports facilities should be retained or replaced within the development or, where this is not achievable because of site constraints, replacement facilities should be provided close to Wheatley or Holton to ensure that there is no local deficit of quantity or quality created by the redevelopment of the site.



5. The Wheatley Campus site is to be removed from the Green Belt and inset as shown in the Green Belt Inset Plan (Appendix 4)

5.8 If this policy is adopted, the WNP policy SPOBU would be in general conformity with it. as it contains nothing which conflicts with any of the requirements of proposed policy Strat 14.

5.9 Policy STRAT11 relates to the Green Belt and states in clause 3 that *'the Green Belt boundary has been altered to accommodate strategic allocations at STRAT8, STRAT9, STRAT10, STRAT11, STRAT12, STRAT13 and STRAT14.'* The Proposed Changes to the Green Belt Plan in appendix 4 indicate that the proposed area for removal includes the whole of the Oxford Brookes Wheatley Campus. In addition, clause 4 of the policy states that: *'Detailed amendments to the Green Belt made by the Wheatley Neighbourhood Development Plan must be in compliance with the requirements of the NPPF and the need identified within the Local Plan.'* The supporting text provides additional guidance, stating in paragraph 4.121 that 'the exceptional circumstances for the Neighbourhood Development Plan to release the land at Wheatley are:

- to support the neighbourhood Development Plan and to ensure that future allocations can be made through the nDP;
- Wheatley is a Larger Village and benefits from a number of services and facilities and represents an appropriate location for accommodating additional development; and
- the location of this land is recognised to be positioned between existing residential development to the west and industrial buildings to the east and has limited essential characteristics of the Green Belt.

5.10 This indicates that the proposed Green Belt boundary Amendments proposed under WNP policy GBAA1 fully accord with the publication version of the South Oxfordshire Local Plan 2011 – 2034, provided it is found sound at Examination.



5.11 Policy H4 indicates the housing requirement in the larger villages and the accompanying Table 5f indicates that the housing target for the Wheatley Neighbourhood Plan is 0 dwellings, as all of the dwellings are to be on the strategic site at the Oxford Brookes University Wheatley Campus and existing completions and commitments. There is, therefore, no need for the WNP to allocate any further sites for housing, but the WNP is doing so through policies SPES1; SPES2 and SPE3. However, paragraph 29 of the NPPF states that '*neighbourhood plans should not promote less development than set out in the strategic policies for the area or undermine those strategic policies.*' There is therefore the scope to allocate more land for housing than is required provided this does not conflict with the strategic Local Plan policies. The WNP notes that Oxford Brookes University will not be vacating the Wheatley Campus until 2021/22, so that it is likely to be several years before any housing is provided on the Wheatley Campus and that many people, specifically the younger residents in Wheatley, would like affordable housing on a much shorter timescale, (paras 10.2 & 10.3). The allocations at the eastern end of Wheatley would not add a significant number of dwellings to Wheatley and would meet a number of the South Oxfordshire Local Plan 2011 – 2034 publication version objectives, including:

- Objective 1.3: Meet identified housing needs by delivering high-quality, sustainable, attractive places for people to live and work; and*
- Objective 6.1: Champion neighbourhood planning, empowering local communities to direct development within their area and provide support to ensure Neighbourhood Development Plans are deliverable, achievable and sustainable.'*

5.12 WNP is therefore in conformity to this component of the forthcoming Local Plan as currently worded.

5.13 The three proposed allocations at the eastern end of Wheatley, under policies SPES1; SPES3 and SPES4 are also currently located in the Green Belt. However, if the

provision for detailed amendments to the Green Belt by the WNP made by Local Plan policy STRAT4 are found sound by the Inspector at the Examination into the South Oxfordshire Local Plan 2011 – 2034, then this will ensure that the proposed allocations are in general conformity with the strategic policies in the Development Plan.

6 CONCLUSION

- 6.1** All of the policies in the WNP are therefore in general conformity with the strategic policies of the Development Plan, which currently (August 2019) consists of the South Oxfordshire Core Strategy (adopted 2012) and 'saved' policies from the South Oxfordshire Local Plan 2011. The WNP also accords also accords with national policies and guidance and promotes sustainable development.

7 COMPLIANCE WITH EU OBLIGATIONS

- 7.1 A Strategic Environmental Assessment (SEA) has been undertaken which complies with the requirements of the Strategic Environmental Assessment Directive (EU Directive 2001/42/EC). Appendix 1 of the SEA sets out the Regulatory Requirements and Table C of this appendix sets out how and where each requirement is met in the SEA.
- 7.2 The WNP is fully compatible with the European Convention on Human Rights and complies with the Human Rights Act 1988. There has been full and adequate opportunity for all interested parties to take part in the preparation of the Plan and to make their comments known, as set out in the Consultation Statement, which forms Appendix 7 of the WNP
- 7.3 With regard to the possible impact on sites designated for their biodiversity interest under the European Habitats Directive (92/43/EEC), South Oxfordshire District Council has confirmed that Wheatley and Holton Parish Council has provided it with all the necessary information they reasonably require for the purpose of determining whether an Appropriate Assessment is needed or to carry out the Appropriate Assessment should this be necessary.
- 7.4 South Oxfordshire District Council will produce an updated Habitat Regulation Assessment Screening Statement that will accompany the submission of the Wheatley Neighbourhood Plan.