



Neighbourhood Planning

What can Neighbourhood Plans do: topics analysis



This guide note is intended to help groups to understand what is covered in National Planning Policy and in the Cornwall Local Plan. It is not necessary to duplicate this and Neighbourhood Development Plans (NDPs) may not contradict the National Planning Policy Framework (NPPF) or Local Plan policies. The purpose of a NDP is to add detail and a local steer on future development in the parish.

The table below explores some of the topics that NDPs can cover. This is not to suggest that NDPs should cover all of these topics, nor is the list exhaustive, but it includes the most common topics that crop up.

Firstly, the table directs you to the relevant section in the NPPF and Local Plan so groups can understand what existing planning policy says. It then goes on to suggest ways in which a NDP might add to the NPPF and Local Plan and the evidence that would be needed to support that.

The last column directs you to other NDPs that may have a relevant policy and also deals with issues that might arise, but that do not relate to planning policy. We would encourage communities to address non-planning issues like this through an action plan, which could be included an appendix to the NDP, or through 'Community Actions' noted in the appropriate sections throughout the NDP.



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Climate Change	<p>The challenge of minimising our contribution to climate change and how we can best adapt to the effects of climate change is woven throughout the NPPF and the Local Plan.</p> <p>In declaring a climate emergency in January 2019, Cornwall Council has formally recognised the need to increase its contribution to national and international efforts to combat the causes of climate change and reduce its impacts globally.</p>	<p>There are numerous ways in which NDPs can reduce a parish's contribution to climate change and increase resilience to the effects of climate change. These include:</p> <ul style="list-style-type: none"> • location of development, maximising accessibility by sustainable transport • protect local services and facilities, resisting change of use, so that access to local services is maintained, reducing the need to travel so communities remain sustainable • protect green 	<p>Refer to relevant sections for details on:</p> <ul style="list-style-type: none"> • Biodiversity/wildlife • Open spaces, footpaths, green infrastructure and hedgerows Design • Flooding and drainage • Traffic, transport and parking • Housing • Renewable energy <p>There is a Climate Change guide note available on the Cornwall Council Neighbourhood Planning toolkit.</p>	<p>NDPs do undoubtedly have an important role to play in reducing our contribution to climate change and in increasing the resilience of our communities. However, many of the actions we can take to reduce our contribution to climate change are not based in planning policy, but in individual and community actions. The neighbourhood planning process can help to identify community actions and initiatives that can be taken forward independently of the NDP.</p>



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		<p>infrastructure, which can provide safe routes for walking and cycling, places for recreation and play, link wildlife corridors, enhance biodiversity and make space for flood water</p> <ul style="list-style-type: none"> • safeguard areas for flood storage and increase resilience to flooding including coastal change management policies • allocate sites for renewable energy • encourage better design standards 		
Landscape	<p><u>NPPF</u></p> <p>Section 15 Conserving and enhancing the natural</p>	Further detail about local character and particular landscapes and settings that are of value to the	<p>Carry out a Local Landscape Character Assessment</p> <p>If the parish is within the AONB, use the</p>	<p><u>Other NDPs</u></p> <p>It might be useful to refer to other NDPs that cover</p>



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	<p>environment</p> <p><u>Local Plan</u></p> <p>Policy 23 Natural Environment – landscape and designated sites are protected through this policy. Natural England’s advice is not to repeat this.</p> <p>It is hard to add extra protection to designations such as AONB, because there is a hierarchy and these are the strongest protections. However, you need to consider their impact on other policies in your NDP.</p>	<p>parish.</p> <p>Guide development to areas to avoid impacting on valued landscapes, for example using development boundaries / green gap policies.</p>	<p>AONB management plan to inform policies</p> <p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council’s free mapping tool • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Local Landscape Character Assessment guide note ○ Environment guide note • Cornwall Landscape Character Assessment – there is a Cornwall Wide Landscape Character Assessment which you can refer to as a starting point • AONB Management Plan • Landscape Architects from Cornwall Council can provide advice services (costs apply) 	<p>similar landscape issues to ones that affect your parish.</p> <p>NDPs with a Local Landscape Character Assessment: Lanner, Roseland</p> <p>NDPs with Development Boundaries: St Eval, St Erth, Newquay, Liskeard</p> <p>NDP with green gap policy: St Mewan</p> <p>NDP with policies on local landscape and views: Liskeard</p>
Biodiversity/ wildlife	<p><u>NPPF</u></p> <p>Section 15 Conserving and</p>	<p>If evidence shows particular wildlife populations, then you</p>	<p>Use Cornwall Council’s free mapping tool to check which designated sites fall within your parish</p>	<p><u>Other NDPs</u></p> <p>It might be useful to refer</p>



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	<p>enhancing the natural environment</p> <p><u>Local Plan</u></p> <p>Policy 23 Natural Environment – designated sites are protected through this policy. Natural England’s advice is not to repeat this.</p> <p>It is hard to add extra protection to designations such as Sites of Special Scientific Interest (SSSI), Special Areas of Conservation (SAC) and Special Protection Areas (SPA) because there is a hierarchy and these are the strongest protections. However, you need to consider their impact on other policies in your NDP.</p>	<p>might require the protection or provision of certain habitats. You can also identify and protect wildlife corridors through your NDP.</p> <p>‘Net gain’ is a concept that is gaining in recognition nationally. A NDP may choose to stipulate that any development has to achieve a net gain in biodiversity across the plan area, regardless of whether any damage or losses are caused by the development.</p>	<p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council’s free mapping tool • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Environment guide note ○ Wildlife, Trees and Woodland guide note • Cornwall Biodiversity Action Plan • Planning for the Environment at the Neighbourhood Level Guidance (this is not a Cornwall Council guide note but can also be found on our toolkit) 	<p>to other NDPs with a strong biodiversity theme e.g. St Agnes.</p> <p><u>Example Community Actions</u></p> <p>There are funding opportunities for tree planting through the Woodland Trust</p>



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Open spaces, footpaths, green infrastructure and hedgerows	<p><u>NPPF</u></p> <p>Section 15 Conserving and enhancing the natural environment</p> <p><u>Local Plan</u></p> <p>Policy 25 Green Infrastructure retains open spaces, links and access to open space</p> <p>Hedgerows are protected under separate policy, but Cornish Hedges do not always qualify CC Hedgerow Regulations</p>	<p>Map your Green Infrastructure network (e.g. open spaces, footpaths, bridleways, cycle routes) and look for opportunities to strengthen your GI, e.g. improving connectivity, creating semi-natural spaces, requiring better GI as part of a development.</p> <p>You can designate Local Green Space through your NDP. This mean it will be very unlikely that development would be allowed on that site.</p> <p>Identify areas with ancient field boundaries/ hedgerows and direct development elsewhere.</p>	<p>Map your Green Infrastructure network and carry out a Green Spaces Audit</p> <p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council’s free mapping tool • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Local Green Spaces and Green Infrastructure guide note 	<p><u>Other NDPs</u></p> <p>It might be useful to refer to other NDP that cover green infrastructure issues.</p> <p>NDP with a Local Green Space designation: St Mewan, Liskeard, Polperro</p> <p>NDP with footpaths policy: St Erth, Liskeard</p> <p>NDP with GI policy: Feock</p> <p>NDP with hedgerows policy: Feock</p> <p><u>Example Community Actions</u></p> <p>Consider creating some permissive paths</p>



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		Identify footpath maintenance and /or linking footpaths and/or open spaces as priority projects for CIL funding or other capital funding bids. Priority projects can be included as an appendix to the NDP but could also be included in policy.		<p>Promoting sustainable transport solutions and a more active lifestyle</p> <p>Maintenance of open spaces, e.g. community volunteering days</p>
Heritage, conservation and the built environment	<p><u>NPPF</u></p> <p>Section 16 Conserving and enhancing the historic environment</p> <p><u>Local Plan</u></p> <p>Policy 24 Historic Environment requires the historic environment to be conserved and enhanced and proposals to be informed by proportionate</p>	<p>Map your heritage features (e.g. world heritage site, conservation areas, scheduled monuments).</p> <p>Identify non designated historic assets of importance to the Parish. You can have polices that can protect and enhance local assets, e.g. reuse of historic buildings</p>	<p>Map your heritage features and locally important historic assets.</p> <p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council’s free mapping tool • Historic Environment Record • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ World Heritage Site Guide Note ○ Historic Environment Research Tools guide note 	<p><u>Other NDPs</u></p> <p>It might be useful to refer to other NDPs that cover historic environment and heritage issues.</p> <p>NDPs with policies on the historic environment and heritage include: Hayle, Newquay, Feock, Mevagissy, Bude, Polperro</p>



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	<p>Historic Environment assessment of assets, their setting and significance.</p> <p>Cornwall and West Devon Mining Landscape World Heritage Site SPD explains the importance and outstanding universal value of the World Heritage Site.</p> <p>Generally the strategic policy framework for the protection of historic assets is quite strong and there is no need to repeat this. However, it is important to be aware of the historic assets in your parish.</p>	<p>Guide development to areas that avoid harm to historic assets and landscapes.</p> <p>Include design policies to protect and enhance the historic character.</p> <p>Develop a village character statement</p>	<ul style="list-style-type: none"> Environment guide note 	
Community facilities	<p><u>NPPF</u></p> <p>Section 8 Promoting healthy and safe communities</p>	<p>An NDP can identify and protect valued community facilities/assets</p> <p>Use an audit of</p>	<p>An audit of community facilities will be required if the plan identifies specific properties.</p> <p>Use population data and consultation feedback to justify need.</p>	<p><u>Other NDPs</u></p> <p>Look at other NDPs with community facilities policies, e.g. Polperro,</p>



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	<p><u>Local Plan</u></p> <p>Policy 4 Shopping, Services and Community Facilities requires the retention of rural community facilities and village shops. Loss of these facilities will only be acceptable if the applicant can evidence the facility not being required, not viable or is being replaced.</p>	<p>community facilities to guide the location of new development.</p> <p>If there are too many of one type of community asset (e.g. village halls), consider alternative uses and promoting a change of use, e.g. to workshop units</p> <p>If premises require renovation, the NDP can identify priority projects for CIL funding or other capital funding bids. Priority projects can be included as an appendix to the NDP but could also be included in policy.</p>	<p><u>Resources</u></p> <ul style="list-style-type: none"> • Census data • Cornwall Council’s free online mapping tool 	<p><u>Example Community Actions</u></p> <p>Increasing the activities available in the parish - if there are sufficient facilities and the issue is the range of activities (e.g. in the village hall)</p>
Design Quality	<p><u>NPPF</u></p> <p>Section 12 Achieving well</p>	<p>NDPs offer communities a fantastic opportunity to define what new</p>	<p>Produce a Village/Settlement Design Statement.</p>	<p><u>Other NDPs</u></p> <p>Examples of other NDPs</p>



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	<p>designed places; however, good quality design is a theme running throughout.</p> <p><u>Local Plan</u></p> <p>Policy 12 Design and Policy 13 Development Standards set strategic requirements for all development</p>	<p>development in their area should look like. The inclusion of a design policy to build on Cornwall Council’s design guidance is a great way of doing this and ensuring local distinctiveness and priorities are reflected in new development.</p> <p>Be specific about what the fundamental design principles are in your parish.</p> <p>Describe local character and include a design policy that requires development proposals to respond to this.</p>	<p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Design Guide • The heritage, environment and landscape evidence will inform your design guidance. 	<p>that include design policies are: St Agnes and Mevagissey</p>



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Flooding and Drainage	<p><u>NPPF</u></p> <p>Section 14 Meeting the challenge of climate change, flooding and coastal change</p> <p><u>Local Plan</u></p> <p>Policy 26 Flood Risk Management and Coastal Change</p>	<p>Designate blue green corridors to provide multi-functional space and natural flood management.</p> <p>Use flood zone maps to direct development to particular areas</p> <p>Require stricter standards of flood alleviation measures on new development. New development may be a good thing for flooding, for example on brownfield, flood blighted sites if the proposal incorporates flood management elements to the design.</p> <p>As well as a specific flooding policy, flood</p>	<p>Map the flood zones for the parish and use local knowledge to further define the issue.</p> <p><u>Resources:</u></p> <ul style="list-style-type: none"> • EA flooding maps • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Flooding and Drainage guide note 	<p><u>Other NDPs</u></p> <p>Other NDPs with a flooding policy includes: St Erth, St Blaise (emerging plan - May 2019)</p> <p>NDP outside of Cornwall with a blue green corridors policy: Stonehouse</p> <p><u>Example Community Actions</u></p> <p>Develop a community resilience/flood plan</p> <p>Join Cornwall Community Resilience Network</p>



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		amelioration techniques can also be added to a design policy		
Housing – type and location	<p><u>NPPF</u></p> <p>Section 5 Delivering a sufficient supply of homes</p> <p><u>Local Plan</u></p> <p>Policy 3 Role and Function of Place, Policy 6 Housing Mix, Policy 7 Housing in the Countryside, Policy 8 Affordable Housing, Policy 9 Rural Exception Sites, Policy 12 Design and Policy 13 Development Standards</p> <p>The Cornwall Local Plan has assessed housing need. Policy 3 says where this need should be met; for rural areas such as your parish through infill,</p>	<p>Allocate sites or draw development boundaries to show where development is acceptable and making the distinction between rounding off/infill and exception sites (affordable housing led). More information on drawing a development boundary is included in the section below.</p> <p>Include a housing statement to set out your strategy for meeting Local Plan target – can have different strategies for different settlements</p>	<p>Establish the housing growth figure for your parish. Find out if there is an affordable housing need in the parish. You may wish to carry out a housing need survey.</p> <p>Make a clear decision over whether the NDP allocates sites, has development boundaries or neither (leave it to strategic policy).</p> <p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council Housing figures guidance • Cornwall Council Housing Need Figures • Population statistics and data • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Housing Statement Guidance 	<p><u>Other NDPs</u></p> <p>Most NDPs include housing policies of some description</p> <p><u>Example Community Actions</u></p> <p>Consider a Community Land Trust to have more influence over the delivery, location , type and tenure of housing development</p>



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	<p>rounding off and exception sites.</p> <p>Policy 6 relates to housing mix on larger sites.</p> <p>Policy 8 sets out affordable housing provision requirements on allocated sites and sites within a development boundary.</p> <p>Policy 9 sets out affordable housing provision requirements on exception sites – sites outside a development boundary.</p> <p>Policies 12 and 13 set design and development standards requirements</p>	<p>Identify areas of search/direction of growth for exception sites.</p>	<ul style="list-style-type: none"> ○ Affordable housing briefing note ○ Allocating sites in your NDP 	
Development boundary	<p>The Cornwall Local Plan sets out distribution of development for Cornwall.</p>	<p>As discussed under the landscape and housing headings, it is possible to draw a development</p>	<p>It is important that the rationale and criteria for the boundary and robust and clear.</p>	<p><u>Other NDPs</u></p> <p>It might be useful to refer to other NDPs that have</p>



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	<p>Historically, some of the settlements in Cornwall had Development Boundaries in their respective District or Borough Local Plans (also referred to as Settlement Boundaries), none are retained for planning purposes by the Local Plan; so there are no development boundaries in place in Cornwall, unless included in a Neighbourhood Plan.</p>	<p>boundary in your NDP</p> <p>Development boundaries indicate areas for infill and rounding off, any development beyond this has to be affordable housing led and is only permissible if there is a local need.</p> <p>Make sure the land included in your development boundary is that which the community would accept development on. Unless otherwise designated (e.g. as Local Green Space), land within the development boundary will be considered appropriate for infill and rounding off development proposals</p>	<p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council Housing figures guidance • Cornwall Council Housing need register • Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> ○ Development boundary guidance 	<p>drawn a development boundary, e.g.: St Agnes, St Eval</p>



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		<p>(subject to the usual planning considerations).</p> <p>It is important to note that exception sites will still be allowed outside the development boundary if there is an affordable housing need.</p>		
Principal Residence	<p>This issue is not covered in the NPPF or Local Plan, however, there is a focus on sustainable communities which is what NDPs can refer to when demonstrating general compliance with strategic policy.</p>	<p>In some areas where there is a high number of second homes, neighbourhood plans have sought to address this issue through the inclusion of a principal residence policy. This is something that can be achieved through a NDP assuming there is the evidence to support the policy.</p>	<p>To demonstrate that second home ownership is causing an issue in the plan area, you will need to firstly gather evidence on the number of second homes in the parish. The best data we have on this at present is the number of empty homes, which is available to view of Cornwall Council's free mapping tool. This information can be viewed at a parish level and lower super output area (LSOA) level (more detailed and can show 'hotspots' where empty homes may be more of an issue).</p>	<p><u>Other NDPs</u></p> <p>Look at other NDPs with a principal residence policy, e.g: St Ives, St Agnes, Mevagissey, Polperro</p>



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		Consider whether it is new builds that are being bought for second homes, or older properties. If it is the latter, a principal residence policy will not achieve its objective	Secondly, in addition to there being a significant number of empty homes in the plan area, you will also need to demonstrate that it causes a problem, e.g. making the community / services unsustainable.	
Agriculture	<p><u>NPPF</u></p> <p>Section 6 Building a strong and competitive economy and Section 15 Conserving and enhancing the natural environment</p> <p><u>Local Plan</u></p> <p>Policy 2 Spatial Strategy includes a statement supporting indigenous businesses including agriculture</p>	<p>Several NDPs have included policies to support agricultural diversification and development relating to the reuse of agricultural buildings.</p> <p>NDPs can also resist the loss of high quality agricultural land.</p>	<p>Evidence for a policy on farm diversification might include the number and area of farms in the parish and farming business income forecasts.</p> <p>If you wish to include a policy to resist the loss of agricultural land, it will be necessary to map the agricultural land classification. Policies like this are likely to only be successful on the higher quality agricultural land. This information is available via Cornwall Council's online mapping tool.</p> <p><u>Resources</u></p> <ul style="list-style-type: none"> • Cornwall Council's free mapping 	<p><u>Other NDPs</u></p> <p>Look at other NDPs with agricultural policies, e.g: St Ives, St Erth and Mevagissey</p>



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			tool <ul style="list-style-type: none"> Defra 	
Tourism	<p><u>NPPF</u></p> <p>Section 6 Building a strong and competitive economy</p> <p><u>Local Plan</u></p> <p>Policy 5: Business and Tourism supports the development and upgrading of tourism facilities subject to scale, location, accessibility etc</p>	<p>NDPs can resist change of use or loss of tourist accommodation and facilities</p>	<p>Evidence on the importance of tourism to the local economy and community, e.g. via residents and business questionnaires</p>	<p><u>Other NDPS</u></p> <p>Look at other NDPs with policies on tourism, e.g. St Erth, Mevagissey, Newquay</p>
Business and employment	<p><u>NPPF</u></p> <p>Section 6 Building a strong and competitive economy</p> <p><u>Local Plan</u></p> <p>Policy 4: Shopping, Services</p>	<p>There are several things a NDP can do to promote economic growth in the plan area. For example:</p> <p>You may wish to encourage change of use to employment use in</p>	<p>What is the current business profile in your parish? Questions you may wish to ask (for example through a survey) include:</p> <ul style="list-style-type: none"> Do current businesses want to expand/ develop – what do they need to facilitate this? 	<p><u>Other NDPS</u></p> <p>Look at other NDPs with policies on business and employment: St Ives, Roseland, Mevagissey, St Mewan</p>



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	<p>and Community Facilities. Section 4 requires retention of rural community facilities and village shops. Loss of these facilities will only be acceptable if the applicant can provide that the facility is not required, not viable or is being replaced.</p> <p>Policy 5: Business and Tourism safeguards existing business use and encourages sustainably located new business.</p> <p><u>Other strategies:</u></p> <p>Local Enterprise Partnership https://www.cioslep.com/</p>	<p>certain areas or for certain types of building</p> <p>Another possibility is to protect existing employment uses, e.g. resisting change of use to another type of business or to residential.</p> <p>NDPs can also allocate sites for employment development (if demand for premises is revealed by your consultation work)</p>	<ul style="list-style-type: none"> Where do people work and what demand is there for additional employment spaces within the plan area? <p><u>Resources</u></p> <ul style="list-style-type: none"> Cornwall Council Retail Study Cornwall Council Neighbourhood Planning Toolkit <ul style="list-style-type: none"> Business Growth, Skills and Training guide note 	



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Infrastructure	<p><u>NPPF</u></p> <p>Paragraph 20 clarifies that infrastructure is an issue that should be dealt with in strategic policies, but NDPS can influence local provision (para 28)</p> <p><u>Local Plan</u></p> <p>Policy 28 Infrastructure</p>	<p>Infrastructure is generally dealt with at strategic level and has already fed into the housing distribution in the Cornwall Local plan.</p> <p>NDPs may identify priority projects for the Community Infrastructure Levy, this could be expressed as a policy or as a list included as an appendix.</p>	<p>Use Population data (e.g. from Census Report) and consultation feedback to identify priority projects.</p>	<p><u>Other NDPs</u></p> <p>Gwinear-Gwithian NDP produced an Infrastructure Needs Assessment</p>
Traffic, transport and parking	<p><u>NPPF</u></p> <p>Section 9 Promoting Sustainable Transport</p> <p><u>Local Plan</u></p> <p>Policy 27 Transport and Accessibility and Policy 13</p>	<p>There are several things a NDP can do to address traffic, transport and parking issues and promote active travel in the plan area. For example:</p>	<p>If considering local parking standards, evidence of the accessibility of the development; on road capacity; development type, mix and use , the availability of public transport; local car ownership levels.</p> <p>Bear in mind the overarching aim of</p>	<p><u>Other NDPS</u></p> <p>Look at other NDPs with policies on traffic and transport issues e.g.: St Ives, Crantock, Lanreath Landrake, Polperro</p>



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	Development Standards	<p>Consider the impact of development on local road networks when allocating development sites (if any)</p> <p>Promote housing development near to local facilities and services</p> <p>If allocating sites for housing, specify requirement for footpath to connect the development</p> <p>Require local parking standards, e.g. two off road parking spaces (but consider design and land-take implications)</p> <p>Allocate or protect a site</p>	<p>strategic policy is reducing car use – so you have to balance this with local situation and show why people may need cars.</p> <p>Resources:</p> <ul style="list-style-type: none"> • Cornwall Council Neighbourhood Planning Toolkit: <ul style="list-style-type: none"> ○ Transport and Connecting the Parish guide note 	<p><u>Example community actions</u></p> <p>Look at promoting sustainable travel locally, e.g. set up a walking bus for the school run, set up a car share forum</p> <p>For traffic management or traffic calming measures the first point of contact would be the Highways Network Manager</p>



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		for a car park		
Renewable Energy	<p><u>NPPF</u></p> <p>Section 14 Meeting the challenge of climate change, flooding and coastal change</p> <p><u>Local Plan</u></p> <p>Policy 14 Renewable and Low Carbon Energy and Policy 15 Safeguarding Renewable Energy</p>	<p>Identify sites for renewable energy development</p> <p>Encourage the inclusion of low carbon technology and renewables in development within the plan area.</p>	<p>Establish if there is community support for a site allocation through consultation events and your questionnaire.</p> <p>If allocating a site there will need to be environmental studies undertaken.</p>	<p><u>Other NDPs</u></p> <p>Look at other NDPs with policies on renewable energy and low carbon technology, e.g.: Polperro, Gwinear-Gwithian</p> <p><u>Example Community Actions</u></p> <p>Form a community energy group to look at different initiatives to raise awareness, reduce energy use and increase sustainable energy technologies, look at community owned renewable energy etc</p>