# RD/Strat/500



# Examination into the Soundness of the South Cambridgeshire Local Plan

# Neighbourhood Planning - Strategic Policies in the Local Plan

South Cambridgeshire District Council

November 2016

# Contents

Neighbourhood planning – Strategic Policies in the Local Plan	1
Appendix 1: List of Reference Documents	4
Appendix 2: List of Proposed Modifications to South Cambridgeshire Local Plan	5

### Introduction

- 1. This document sets out how the Council has identified the policies in the submitted Local Plan to be regarded as strategic and that a neighbourhood plan would have to comply with.
- 2. All the documents referred to in this document are listed in Appendix 1, and examination library document reference numbers are used throughout the statement for convenience.
- 3. The Council is suggesting a small number of modifications to the submission the South Cambridgeshire Local Plan<sup>1</sup>in association with this process. These modifications are listed in Appendix 2 for convenience.

#### Background

4. Since the Local Plan was submitted for examination in March 2014 there have been a number of parish councils within the district interested in preparing a neighbourhood plan for their area. There is a list of basic conditions in the Town and Country Planning Act 1990<sup>2</sup> that must be met by a neighbourhood plan before it can be successful at independent examination and ultimately adopted by a Local Planning Authority. One of these is that any draft neighbourhood plan must be in "general conformity" with the strategic policies contained in the development plan for the district<sup>3</sup>. According to the National Planning Policy Framework (NPPF)<sup>4</sup> a local planning authority should set out clearly the strategic policies for their area. Such policies are not set out currently in the submitted South Cambridgeshire Local Plan and the Council is proposing modifications to remedy this by including an appendix to the plan which would identify them.

#### Strategic Policies in the Local Plan

- 5. The Council has used the guidance provided within the National Planning Policy Framework<sup>5</sup> and in the National Planning Practice Guidance<sup>6</sup> to define the strategic policies in the South Cambridgeshire Local Plan. A report was taken to the Planning Portfolio Holder meeting on 18 November 2014<sup>7</sup> which agreed those policies that the Council consider to be strategic.
- To provide clarity about the strategic policies for NP purposes it is proposed that a list of strategic policies be included as an appendix to the Local Plan (see Appendix 3 for this list). It is also proposed that a modification be made to the Local Plan, to

<sup>&</sup>lt;sup>1</sup> RD/Sub/SC/010 - Proposed Submission South Cambridgeshire Local Plan

<sup>&</sup>lt;sup>2</sup> RD/Gov/030 - The Town and Country Planning Act 1990 (As Amended)

<sup>&</sup>lt;sup>3</sup> RD/NP/020 – NPPG - Paragraph: 074 Reference ID: 41-074-20140306

<sup>&</sup>lt;sup>4</sup> RD/NP/010 – National Planning Policy Framework - paragraph 184

<sup>&</sup>lt;sup>5</sup> RD/NP/010 – National Planning Policy Framework - paragraph 156

<sup>&</sup>lt;sup>6</sup> RD/NP/020 – NPPG - paragraph 074 -077 Ref ID: 41-074-20140306

<sup>&</sup>lt;sup>7</sup> RD/CR/700 - Planning Portfolio Holder Report - 18 November 2014 - Strategic Policies - Agenda item 5 - http://scambs.moderngov.co.uk/ieListDocuments.aspx?Cld=1059&Mld=6423&Ver=4

reference the requirements on Neighbourhood Plans to be in general conformity with strategic policies in the Local Plan.

Amendment proposed to Chapter 1: Introduction

To add a new section after paragraph 1.20 to explain about strategic policies and neighbourhood planning.

#### Strategic policies and neighbourhood planning

- 1.21 There is a list of basic conditions in the Town and Country Planning Act 1990 that must be met by a Neighbourhood Plan before it can be successful at independent examination and ultimately adopted by a Local Planning Authority. One of these is that any draft Neighbourhood Plan must be in "general conformity" with the strategic policies contained in the development plan for the district. According to the National Planning Policy Framework (NPPF) a local planning authority should set out clearly the strategic policies for their area (paragraph 184).
- 1.22 <u>The Council has therefore used the guidance provided within the</u> <u>NPPF and in the National Planning Practice Guidance to define the</u> <u>strategic policies in the South Cambridgeshire Local Plan. Appendix D</u> <u>includes a list of the identified strategic policies to provide clarity for</u> <u>neighbourhood plan purposes.</u>

Amendment to the appendices to the submitted Local Plan:

Add new Appendix D – Strategic Policies in the Local Plan – as set out in the Modifications in Appendix 2 of this document.

#### Neighbourhood planning and Development Frameworks

- 7. In considering the policies within the Submission Local Plan<sup>8</sup> and how these relate to neighbourhood planning it became apparent that a community may wish to make allocations for community led proposals in a neighbourhood plan that lies outside of the development framework of a village. The current wording of Policy S/7 Development Frameworks would not allow for this and therefore consideration has been given as to whether changes should be made to the wording of this policy. Through the Local Plan process the Council has taken the approach of supporting proposals for residential developments outside of village frameworks put forward by Parish Councils, where they have received community support. These proposals, with community support, would enable them to be included in a neighbourhood plan.
- 8. It was therefore considered to be consistent to make a change to the Local Plan to enable other local communities to do likewise through their neighbourhood plans.

<sup>&</sup>lt;sup>8</sup> RD/Sub/SC/010 - Proposed Submission South Cambridgeshire Local Plan – page 31

9. A Proposed Modification to the plan is therefore proposed to amend the wording of Policy S/7: Development Frameworks and its supporting text as follows:

#### Policy S/7: Development Frameworks

Development and redevelopment of unallocated land and buildings within development frameworks (as shown on the Policies Map) will be permitted provided that...

2. Outside development frameworks, only <u>allocations within</u> <u>Neighbourhood Plans that have come into force and</u> development for agriculture, horticulture, forestry...will <u>be</u> permitted.

Amendment to the supporting text to follow paragraph 2.50

2.50a A local community preparing a neighbourhood plan may wish to make allocations for community led proposals in a neighbourhood plan that lie outside of the development framework of a village. As such are parish-led proposals the Council is supportive of such developments where they have received community support which means that the proposals is capable of being included in a neighbourhood plan.

#### **Appendix 1: List of Reference Documents**

The Council's evidence in relation to Strategic Policies in the Local Plan is set out in the following documents:

#### **National Policy:**

- National Planning Policy Framework (NPPF) (RD/NP/010)
- National Planning Practice Guidance (NPPG) (RD/NP/020)
- The Town and Country Planning Act 1990 (As Amended) (RD/Gov/03)

#### South Cambridgeshire District Council submission documents

• Proposed Submission South Cambridgeshire Local Plan (RD/Sub/SC/010)

#### **Committee reports and minutes**

 Planning Portfolio Holder Report - 18 November 2014 - Strategic Policies - Agenda item 5 - (RD/CR/700)

#### Appendix 2: List of Proposed Modifications to South Cambridgeshire Local Plan

The proposed modifications set out below relate to a number of policies and their supporting text in the South Cambridgeshire Local Plan<sup>9</sup>. Text to be deleted is shown as a strikethrough and text to be added is shown in **bold and underlined**.

The references to page and paragraph numbers in the table below do not take account of the deletion or addition of text proposed through modifications submitted previously.

Page	Policy/Paragraph	Modification		Justification
7	After paragraph	Add new paragraph	after paragraph 1.20 to read:	There is a list of
	1.20			basic
			Strategic policies and neighbourhood planning	conditions in
				the Town and
		1.21	There is a list of basic conditions in the Town and Country Planning Act 1990 that	Country
			must be met by a Neighbourhood Plan before it can be successful at independent	Planning Act
			examination and ultimately adopted by a Local Planning Authority. One of these is	1990 that must
			that any draft Neighbourhood Plan must be in "general conformity" with the	be met by a
			strategic policies contained in the development plan for the district. According to	Neighbourhood
			the National Planning Policy Framework (NPPF) a local planning authority should	Plan before it
			set out clearly the strategic policies for their area (paragraph 184).	can be
				successful at
		1.22	The Council has therefore used the guidance provided within the NPPF and in the	independent
			National Planning Practice Guidance to define the strategic policies in the South	examination
			Cambridgeshire Local Plan. Appendix D includes a list of the identified strategic	and ultimately
			policies to provide clarity for neighbourhood plan purposes.	adopted by a
				Local Planning
277	After Appendix	Amendment to add n	new appendix to the submitted Local Plan as follows:	Authority. One
	C: Glossary			of these is that
	-	Add new Appendix [	D – Strategic Policies in the Local Plan – to read:	any draft NP

<sup>9</sup> RD/Sub/SC/010

	must be in
Appendix D	"general
	conformity" with
Strategic policies in South Cambridgeshire	the strategic
	policies
According to the National Planning Policy Framework (NPPF) a local planning authority should set out	contained in
clearly the strategic policies for their area (para 184). There is guidance provided at national level for	the
identifying strategic polices both within the National Planning Policy Framework (NPPF) – paragraph 156	development
and the National Planning Practice Guidance (NPPG) (paragraph 074 -077 Ref ID: 41-074-20140306).	plan for the
The Council has used this to identify the strategic policies in the Submission Local Plan.	district.
	According to
The Criteria used for identifying Strategic Policies	the National
	Planning Policy
Extract from NPPF	Framework a
Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should	local planning
include strategic policies to deliver:	authority
	should set out
1. the homes and jobs needed in the area;	clearly the
2. the provision of retail, leisure and other commercial development;	strategic
3. the provision of infrastructure for transport, telecommunications, waste management, water	policies for their
supply, wastewater, flood risk and coastal change management, and the provision of	area.
minerals and energy (including heat);	
4. the provision of health, security, community and cultural infrastructure and other local	South
facilities; and	Cambridgeshire
5. <u>climate change mitigation and adaptation, conservation and enhancement of the natural</u>	District Council
and historic environment, including landscape.	agreed which
	policies the
Extract from NPPG	Council
When reaching a view on whether a policy is a strategic policy the following are useful considerations:	consider are
	strategic in a
A. whether the policy sets out an overarching direction or objective	report to the
	Planning

B. whether the policy seeks to s	hape the broa	ad characterist	ics of development	Portfolio Holder,				
C. the scale at which the policy is intended to operate								
D. whether the policy sets a fram	whether the policy sets a framework for decisions on how competing priorities should be balanced							
	E. whether the policy sets a standard or other requirement that is essential to achieving the wider vision and aspirations in the Local Plan							
	F. in the case of site allocations, whether bringing the site forward is central to achieving the vision and aspirations of the Local Plan							
G. whether the Local Plan identi	fies the policy	as being strat	tegic					
These criteria have been used to identify why a policy is considered to be strategic – for NPPF criteria         from 1- 5 and for NPPG from A-G. The following table identifies the strategic policies in the Submission         Local Plan.         Table identifying Strategic Policies in the Submission Local Plan         All policies in the Submission Local Plan are listed with Strategic Policies highlighted in grey.								
Policy in Proposed Submission NPPF NPPG Comments								
Local Plan	<u>Guidance</u> (Para 156)	Defining strategic policies						
S/1 Vision		A	Overarching vision of plan					
S/2 Objectives of the Local Plan	<u>1,2,3,4,5</u>	<u>A</u>	Overarching objectives of plan					
<b>S/3</b> Presumption in Favour of Sustainable Development		<u>ABC</u>	Policy setting out an overarching objective					

11076					
	S/4: Cambridge Green Belt		<u>AC</u>	Policy setting out an overarching objective. Essential to delivery of development strategy of plan	
	S/5 Provision of New Jobs and Homes	<u>1</u>	<u>AC</u>	Strategic to delivery of homes and jobs	
	S/6 The Development Strategy to 2031	<u>1</u>	<u>ABCEF</u>	Policy setting out an overarching objective	
	S/7 Development Frameworks	<u>1</u>	BCE	Policy setting out an overarching objective	
	S/8 Rural Centres		BCE	Strategic to deliver development strategy of Local Plan	
	S/9 Minor Rural Centres		BCE	Strategic to deliver development strategy of Local Plan	
	S/10 Group Villages		<u>BCE</u>	Strategic to deliver development strategy of Local Plan	
	S/11 Infill Villages		<u>BCE</u>	Strategic to deliver development strategy of Local Plan	
	S/12 Phasing, Delivery and Monitoring	<u>1</u>	A	Policy setting out an overarching objective of plan	
	SS/1 Orchard Park	<u>1,2,3,4,5</u>	DFG	Strategic to delivery of homes and jobs. Site allocation	
	SS/2 North West Cambridge - Land between Huntingdon Road and Histon Road	<u>1,2,3,4,5</u>	DFG	Strategic to delivery of homes and jobs. Site allocation	
	SS/3 Cambridge East	1	<u>DFG</u>	Strategic to delivery of homes and jobs. Site allocation. Needs to be read with Cambridge East Area Action Plan.	
	SS/4 Cambridge Northern Fringe East and land surrounding the proposed Cambridge Science	<u>1,2,3,4,5</u>	<u>DFG</u>	Strategic to delivery of homes and jobs. Site allocation	

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objective		CC/9 Managing Flood Risk	<u>3,5</u>	ABCDE	Policy setting out an overarching	
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HQ/1 Design Principles ABCE Policy seeking to shape broad		HQ/1 Design Principles		ABCE	Policy seeking to shape broad	

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specific policy for protecting green						
		NH/12 Local Green Space				
spaces within their area.						
					spaces within their area.	

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	NH/13 Important Countryside			Local communities may have parish	
	<u>Frontage</u>			specific policy to protect views for their	
				area.	
	NH/14 Heritage Assets	<u>5</u>	<u>AB</u>	Policy setting out an overarching	
				objective	
	NH/15 Heritage Assets and	<u>5</u>	<u>AB</u>	Policy setting out an overarching	
	Adapting to Climate Change			objective	
	H/1 Allocations for Residential	<u>1</u>	<u>CF</u>	Strategic to delivery of homes and	
	Development at Villages			jobs. Site allocation	
	H/2 Bayer CropScience Site.	<u>1</u>	<u>F</u>	Strategic to delivery of homes and	
	Hauxton			jobs. Site allocation	
	H/3 Papworth Everard West			Local community may have parish	
	Central			specific aspirations for this area	
	H/4 Fen Drayton Former Land			Local community may have parish	
	Settlement Association Estate			specific aspirations for this area.	
	H/5 South of A1307, Linton			Local community may have parish	
				specific aspirations for this area.	
	H/6 Residential Moorings	<u>1</u>		Site allocation	
	H/7 Housing Density	<u>1</u>	ABC	Policy seeking to shape broad	
				characteristics of development	
	H/8 Housing Mix	<u>1</u>	ABC	Policy setting out an overarching	
				objective	
	H/9 Affordable Housing	<u>1</u>	<u>ACDE</u>	Policy setting out an overarching	
				objective	
	H/10 Rural Exception Site	<u>1</u>	<u>ACDE</u>	Policy setting out an overarching	
	Affordable Housing			objective	
	H/11 Residential Space	<u>1</u>	ABC	Policy setting out an overarching	
	Standards for Market Housing			objective	
	H/12 Extensions to Dwellings in	<u>1</u>	ABC	Policy setting out an overarching	
	the Countryside			objective	

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	H/13 Replacement Dwellings in	<u>1</u>	<u>ABC</u>	Policy setting out an overarching	
	the Countryside			<u>objective</u>	
	H/14 Countryside Dwellings of	<u>1</u>	<u>ABC</u>	Policy setting out an overarching	
	Exceptional Quality			<u>objective</u>	
	H/15 Development of Residential	<u>1</u>	<u>ABC</u>	Policy setting out an overarching	
	<u>Gardens</u>			objective	
	H/16 Re-use of Buildings in the	<u>1</u>	ABC	Policy setting out an overarching	
	Countryside for Residential Use			<u>objective</u>	
	H/17: Working at Home	<u>1</u>	ABC	Policy setting out an overarching	
				objective	
	H/18 Dwellings to Support a	<u>1</u>	ABC	Policy setting out an overarching	
	Rural-based Enterprise			objective	
	H/19 Provision for Gypsies and	<u>1</u>	<u>ACE</u>	Policy setting out an overarching	
	Travellers and Travelling			objective	
	Showpeople				
	H/20 Gypsy and Traveller	<u>1</u>	<u>ABE</u>	Policy setting out an overarching	
	Provision at New Communities			objective	
	H/21 Proposals for Gypsies.	<u>1</u>	<u>AE</u>	Policy setting out an overarching	
	Travellers and Travelling			objective	
	Showpeople Sites on Unallocated				
	Land Outside Development				
	<u>Frameworks</u>				
	H/22 Design of Gypsy and	<u>1</u>	<u>ABC</u>	Policy setting out an overarching	
	Traveller Sites, and Travelling			objective	
	Showpeople Sites				
	E/1 New Employment Provision	<u>1</u>	<u>F</u>	Strategic to delivery of homes and	
	near Cambridge – Cambridge			jobs. Site allocation	
	Science Park				
	E/2 Fulbourn Road East	<u>1</u>	<u>E</u>	Strategic to delivery of homes and	
	(Fulbourn)			jobs. Site allocation	
	E/3 Allocations for Class B1	1	<u>F</u>	Strategic to delivery of homes and	

Employment Usesjobs. Site allocationE4 Allocations for Class B1.B21EStrategic to delivery of homes and iobs. Site allocationE45 Papworth Hospital1FStrategic to delivery of homes and iobs. Site allocationE46 Imperial War Museum at Duxford2.4.5BMuseum as special case as nationally important.E47 Fulbourn and Ida Darwin Hospitals1.5ABEStrategic to delivery of homes and iobs. Site allocationE48 Mixed-use development in Histon & Impington Station area1.5ABEStrategic to delivery of homes and iobs. Site allocationE49 Promotion of Clusters1ABDPolicy setting out an overarching objectiveE410 Shared Social Spaces in E411 Large Scale Warehousing and Distribution Centres1ABPolicy setting out an overarching objectiveE411 Large Scale Warehousing and Distribution Centres1ABPolicy setting out an overarching objectiveE413 New Employment Velopment in Villages1ABPolicy setting out an overarching objectiveE413 New Employment Velopment in Villages1ABPolicy setting out an overarching objectiveE414 Loss of Employment Land to Villages1ADPolicy setting out an overarching objectiveE414 Loss of Employment Land to Non Employment Uses1ABPolicy setting out an overarching objectiveE415 Established Employment Non Employment Land to Non Employment Land to1ABPolicy setting out an overarching objectiveE414 Loss of Employment Non						
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Non Employment Uses     objective       E/15 Established Employment     1     AB     Policy setting out an overarching						
E/15 Established Employment         1         AB         Policy setting out an overarching			<u>1</u>	<u>AD</u>		
Areas objective		E/15 Established Employment	<u>1</u>	<u>AB</u>		
E/16 Expansion of Existing1ABPolicy setting out an overarching			<u>1</u>	<u>AB</u>		
Businesses in the Countryside objective						
E/17 Conversion or Replacement1ABPolicy setting out an overarching			<u>1</u>	<u>AB</u>		
of Rural Buildings for Employment objective		of Rural Buildings for Employment			<u>objective</u>	

E/18 Farm Diversification	<u>1</u>	<u>AB</u>	Policy setting out an overarching objective	
E/19: Tourist Facilities and Visitor	<u>1,2</u>	AD	Policy setting out an overarching	
Attractions			<u>objective</u>	
E/20 Tourist Accommodation	<u>1,2</u>	AD	Policy setting out an overarching	
			objective	
E/21 Retail Hierarchy	<u>1,2</u>	<u>A</u>	Policy setting out an overarching	
			<u>objective</u>	
E/22 Applications for New Retail	<u>1</u>	AB	Policy setting out an overarching	
<u>Development</u>			<u>objective</u>	
E/23 Retailing in the Countryside	<u>2</u>	ACE	Policy setting out an overarching	
			objective	
SC/1 Allocation for Open Space			Only proposed sites put forward by	
			parish councils allocated in local plan.	
			Did not use results of Recreation Study	
			to allocate sites in villages where under	
			provision of open space. Local	
			community may have parish specific	
			aspirations.	
SC/2 Health Impact Assessment	<u>4</u>	ABC	Policy setting out an overarching	
			objective	
SC/3 Protection of Village	<u>2,4</u>	ABD	Policy setting out an overarching	
Services and Facilities			<u>objective</u>	
SC/4 Meeting Community Needs	<u>2,4</u>	ABD	Policy seeking to shape broad	
			characteristics of development	
SC/5 Hospice Provision	<u>2,4</u>	ABD	Policy setting out an overarching	
			<u>objective</u>	
SC/6 Indoor Community Facilities	<u>2,4</u>	ABE	Strategic as minimum standard to	
			ensure provision in new developments	
SC/7 Outdoor Play Space,	<u>2,4</u>	BCE	Strategic as minimum standard to	
Informal Open Space and New			ensure provision of open space in new	

Developments			developments
SC/8 Open Space Standards	<u>2,4</u>	<u>BCE</u>	Strategic as minimum standard to
			ensure provision of open space in new
			<u>developments</u>
SC/9 Protection of Existing	<u>2,4</u>	<u>AB</u>	Policy setting out an overarching
Recreation Areas, Allotments and			objective
Community Orchards			
SC/10 Lighting Proposals	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
			characteristics of development
SC/11 Noise Pollution	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
			characteristics of development
SC/12 Contaminated Land	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
			characteristics of development
SC/13 Air Quality	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
			characteristics of development
SC/14 Hazardous Installations	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
			characteristics of development
SC/15 Odour and other fugitive	<u>5</u>	<u>BD</u>	Policy seeking to shape broad
emissions to air			characteristics of development
TI/1 Chesterton Rail Station and	<u>3</u>	<u>E</u>	Strategic to delivery of homes and
Interchange			jobs. Site allocation
TI/2 Planning for Sustainable	<u>3</u>	<u>ABC</u>	Policy setting out an overarching
Travel			objective
TI/3 Parking Provision	<u>3</u>	<u>ABE</u>	Policy setting out an overarching
			objective
TI/4 Rail Freight and Interchanges	<u>3</u>	<u>AC</u>	Policy setting out an overarching
			objective
TI/5 Aviation-Related	<u>3</u>	<u>AC</u>	Policy setting out an overarching
Development Proposals			objective. Policy seeking to shape
			broad characteristics of development

1101						,
		<u><b>TI/6</b> Cambridge Airport Public</u> <u>Safety Zone</u>	<u>3</u>	<u>AC</u>	Policy setting out an overarching objective. Essential to have public safety zone around airport	
		TI/7 Lord's Bridge Radio Telescope	<u>3</u>	<u>AC</u>	Policy setting out an overarching objective. Essential to protect operation of internationally important telescope.	
		TI/8 Infrastructure and New Developments	<u>2,3,4</u>	<u>ABCE</u>	Policy setting out an overarching objective. Vital for delivery of development strategy of plan.	
		TI/9 Education facilities	<u>4</u>	<u>ACE</u>	Policy setting out an overarching objective	
		TI/10 Broadband	<u>3</u>	<u>ACE</u>	Policy setting out an overarching objective	
	Area Action Plans:         The adopted Area Action Plans (AAP) that are part of the Local Development Framework for the district are considered to be strategic to the delivery of homes and jobs within the district and therefore all policies within them are considered strategic. The adopted AAPs are Northstowe AAP; Cambridge East AAP; Cambridge Southern Fringe AAP; and NW Cambridge AAP. Policies in any new Area Action Plans prepared and adopted will also be considered strategic.					
31	Policy S/7: Development Frameworks	Revise Policy S/7 as follows: Development and redevelopment of unallocated land and buildings within development frameworks <u>(as</u> <u>shown on the Policies Map)</u> will be permitted provided that				
		2. Outside development frameworks, only <u>allocations within Neighbourhood Plans that have come</u> <u>into force and development for agriculture, horticulture, forestrywill be</u> permitted				allocations on the edge of development

32	Supporting text to Policy S/7 – after paragraph 2.51	Add new paragraph after paragraph 2.51 to read: 2.51A A local community preparing a neighbourhood plan may wish to make allocations for community led proposals in a neighbourhood plan that lie outside of the development framework of a village. As such are parish-led proposals the Council is supportive of such developments where they have received community support which means that the proposals is capable of being included in a neighbourhood plan.	framework as agreed by the Planning Portfolio Holder, 18 November 2014.