



# **CHARLTON NEIGHBOURHOOD PLAN**

## **2019 to 2029**

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### **REFERENDUM VERSION**

Dated March 2021

Undertaken by the Charlton Neighbourhood Plan Steering Group in conjunction with  
Bluestone Planning LLP

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## **List of Neighbourhood Plan Policies**

- CNP1 Settlement Boundary/ Built up Area**
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## Acknowledgements

The Charlton Neighbourhood Plan Steering Group (NPSG) would like to thank the residents of the Plan Area of Charlton for their support in the neighbourhood plan process, local businesses who have provided invaluable feedback at key stages and Test Valley Borough Council and Hampshire County Council for their support and guidance in developing the Charlton Neighbourhood Plan (CNP).

Having been in preparation for more than 6 years now, with the area designation application having been submitted in March 2014, a great many Parish residents, businesses and organisations have contributed to the Plan process directly or indirectly. As a consequence, we consider it appropriate to highlight some of those that have contributed for particular thanks. The NPSG would like to thank:

- Test Valley Borough Council for its invaluable support and guidance in developing the CNP since the Plan's inception.
- The Parish's community groups and businesses who have provided invaluable feedback on the Parish's community assets and how to support them. This will be used to frame future policies designed to support & sustain these assets in the years to come.
- All the residents that have diligently participated in the surveys and consultation events we have conducted during the Plan process. I am sure that there were numerous occasions where residents thought 'do I really need to get involved' but we are grateful that you did, as these events were necessary to ensure that we had a Plan that represented our community views and not just the work of the Steering Group.
- Bluestone Planning as they have ensured that the Plan is compliant and the policies robust.

To all that have been involved in the process, thank you for your efforts, they have been much appreciated.

**Clive Ward**

Chair, CNP Steering Group Steering Group

Members: Jacqueline Smith, Barry Hodgson, Daniel Rawlingson, Mike Lower, Terry Milne

## 1. FOREWORD

On behalf of Charlton Parish Council, I am delighted to present the Charlton Parish Neighbourhood Plan (NP).

It has been produced by a Neighbourhood Plan Steering Group made up of local residents and Parish councillors with widespread consultation leading to the delivery of this NP.

Since 2015, public meetings and surveys have taken place to seek the views of local residents, businesses and other stakeholders who share an interest in our neighbourhood area. Everyone involved in developing the NP has listened carefully to all the feedback received through these consultations and has worked hard to ensure that the NP incorporates and reflects the views of the community.

The aim of preparing this NP is to preserve this area's rural feel for generations to come. We are proud of our village and our community spirit and wish to protect this for current and future parishioners.

The NP sets out a vision for the Parish up to 2029 and beyond that reflects the thoughts and feelings of local people with a real interest in the community. It sets objectives on key identified themes such as protecting the built and natural environment, housing and design, infrastructure, getting around the parish and community and wellbeing.

The Charlton Neighbourhood Plan is a great achievement and I would like to thank all those from the Steering Group in getting it to this stage. I would also like to thank all those who live and work in the Parish who have played their part in shaping and supporting our NP, which will shape and manage change in the Parish for many years to come.

*Jacqueline Smith*

Chair of Charlton Parish Council

## 2. INTRODUCTION & BACKGROUND

- 2.1 The Localism Act 2011, supplemented by the Neighbourhood Planning (General) Regulations 2012, introduced Neighbourhood Planning into the spatial planning hierarchy of England, giving communities the right to influence future development at local level. Once approved at a referendum, a neighbourhood plan becomes a statutory part of the development plan for the area and will carry significant weight when determining how planning applications are decided.

### Designation

- 2.2 On 8th August 2014 Charlton Parish Council made formal application to the local authority, Test Valley Borough Council (TVBC), to designate an area corresponding to the Parish boundary as a Neighbourhood Area. Approval for such a designation was granted on 16th September 2016, at which point the area within the Parish boundary formally became The Parish of Charlton Neighbourhood Plan (CNP) Area - see Neighbourhood Plan Designation Area below. The parish boundary changed in May 2019 as part of a boundary review and the designated area was formally amended in January 2020.



FIG 1 - Neighbourhood Plan Designated Area - Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

- 2.3 The Parish Council then set up the Charlton Parish Neighbourhood Plan Steering Group (hereafter referred to as the Steering Group) and this group was charged with preparing the Neighbourhood Plan that would lead development in the Plan Area through to 2029. The Steering Group was fully constituted, given clear terms of reference and comprised a balance of parish councillors and residents who volunteered for this important task. The Steering Group, working with outside advisers, held regular and frequent meetings and consulted with residents, with the initial objective of confirming a Vision Statement for the Plan Area for the period of the Neighbourhood Plan.
- 2.4 The Vision Statement is set out in Section 7 of this plan. There were many considerations for the Steering Group in drawing the plan together, arguably the most important being housing. The Test Valley Adopted Local Plan 2011-2029 (TVBRLP) identifies some sites within Charlton that may be suitable for housing development. The Strategic Housing and Economic Land Availability Assessment (SHELAA) acknowledges these sites but records them as ‘requiring a change in planning policy before development’. The policies in this plan (CNP):
- a. support a modest increase in low density housing with an emphasis on young families and older persons to reflect housing requirements
  - b. retain the rural character of the village and protect existing landscape and natural features
  - c. allow easy access to village amenities
  - d. maintain the existing ‘green gap’ to the west that is so important to many residents both in Charlton and the neighbouring parish of the Pentons
  - e. offer local businesses the support they need to thrive
  - f. designate Local Green Spaces that have been identified as particularly special and significant to the parish’s population, in order to preserve them for future generations
  - g. seek to protect and enhance important community assets so that they remain available to the community.
- 2.5 The CNP will form a significant part of the planning process for the parish over the next 10 years. When considering planning applications, all relevant planning authorities, but especially Test Valley Borough Council and Hampshire County Council, will take full account of these policies.

## **Methodology**

- 2.6 The methodology used to develop the CNP, and supported throughout by stakeholder engagements and consultations, was as follows:
- a. Identify land use planning issues.
  - b. Determine Vision and supporting Objectives.
  - c. Group the Objectives into topic areas and allocate to Focus Groups (FG).
  - d. FG gather evidence and draft policies to meet Objectives, and consider options for addressing each issue.
  - e. Draft Neighbourhood Plan to include all topic areas and draft policies.
  - f. SG review and rationalise policies to identify overlaps and gaps.



## Overview of Land Use Issues

- 2.7 Through early community surveys the broad issues that were identified by residents of the Plan Area included: the design of any new development and compatibility with local character; the importance of protecting the heritage assets and green spaces in the Plan Area; the role that the setting of the settlement plays in defining the character and the gaps between the settlements; the scale of future development; accessibility within the Plan Area; the importance of public transport connectivity; availability of off-road parking and finally the maintenance and enhancement of the social and economic vitality of the Plan Area.
- 2.8 The results of this activity enabled the Steering Group to draw up a Vision and Objectives document that sought to represent the views being expressed. The veracity of the Vision and Objectives was tested and demonstrated by a survey that was the culmination of the preceding consultations - see the separate Consultation Document that accompanies this Neighbourhood Plan. The completion of the Vision and Objectives survey paved the way for the plan-writing process to begin, the results of which are set out in the remainder of this Neighbourhood Plan.

## Non-Land Use Issues

- 2.9 Neighbourhood Plans must only contain land use planning policies to be used in determining the outcome of applications for development. This often means that important issues of particular interest to the local community that do not relate directly to planning, cannot be addressed by Neighbourhood Plans. Nevertheless, the Steering Group is aware of the importance local residents attach to certain issues that fall outside of the scope of the CNP, and has sought to address these in this Neighbourhood Plan by including relevant 'Community Aspirations' with the aim of pursuing these by other means (see Appendix 2 to this Neighbourhood Plan).

## Basic Conditions

- 2.10 In writing the CNP the Steering Group was aware that it needed to meet a number of Basic Conditions. These are defined in the Town and Country Planning Act 1990 (as amended), namely:
- a. Is it appropriate to make the CNP having regard to national policy and advice?
  - b. Is the CNP in general conformity with the strategic policies contained in the development plan for the area?
  - c. Does the CNP contribute to the achievement of sustainable development?
  - d. Is the making of the CNP likely to have a significant effect on a European site or a European offshore marine site, either alone or in combination with other plans or projects?
  - e. Is the making of the CNP compatible with EU obligations?
- 2.11 In relation to this latter Basic Condition, several European directives are relevant including those that deal with the Strategic Environmental Assessment of plans, the conservation of natural habitats and the conservation of wild birds. Additional directives can also be relevant depending upon the issues that may arise as a result of the process. These might include the waste, air quality and water framework directives. Equality is a further facet of this which the CNP seeks to deal with in the

Equality Statement that supports this Plan. Further details are also contained in the Basic Conditions Statement that accompanies this CNP.

## Consultation and Referendum

2.12 The CNP must demonstrate that residents were properly consulted and given every opportunity to comment at each of the stages that the draft CNP has been through. To this end the Steering Group has produced a Consultation Statement that describes each of the consultation events and exercises that has been undertaken, both formally and informally, throughout the process, in order to engage people in the making of the CNP.

2.13 There have been a number of steps in the process of consultation with the community and key stakeholders and these are shown below.

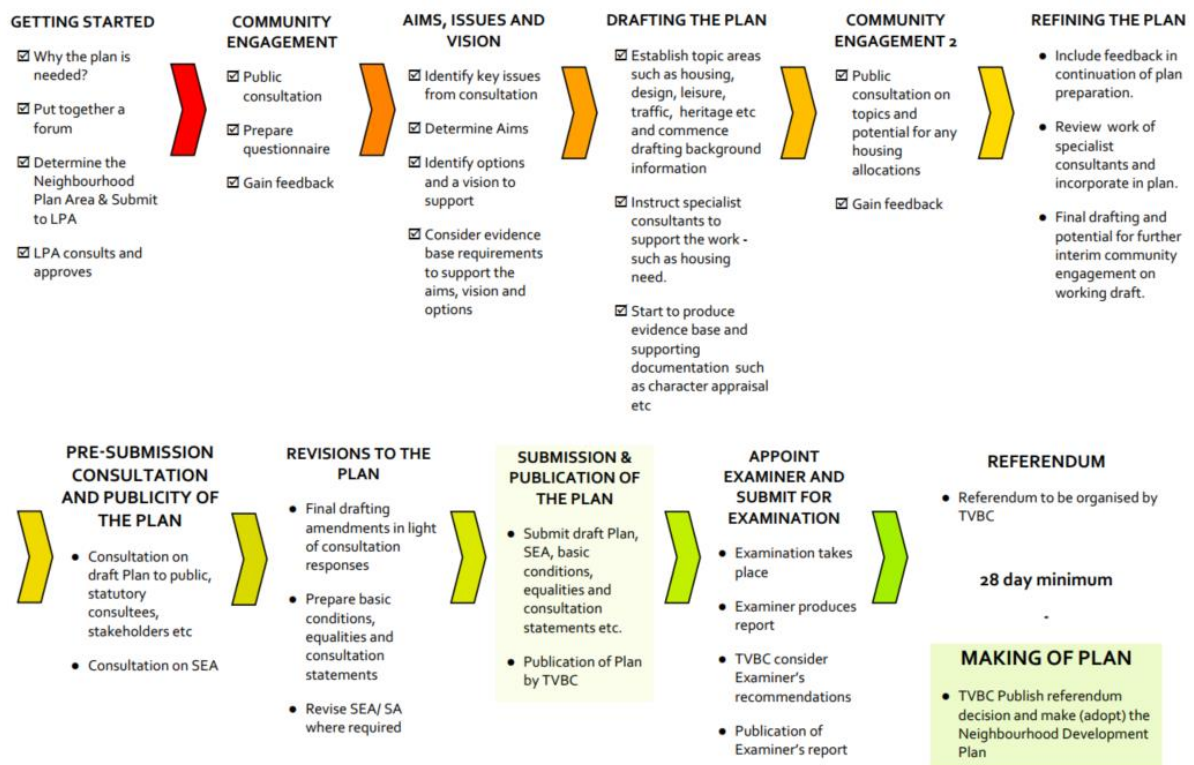


FIG 2 - Neighbourhood Plan Process Diagram

2.14 Following Examination, further modifications were made in line with the Examiner's Report prior to proceeding to a local referendum, conducted by the Borough Council. We are now satisfied that the Plan conforms with the Basic Conditions.

### **3. Strategic Environmental Assessment and Habitat Regulations Assessment**

- 3.1 On 29 April 19 TVBC undertook consultation on Screening Opinion for SA/SEA for the Charlton Neighbourhood Plan to clarify whether, under EU Directive 42/2001 and the 2004 Environmental Assessment of Plans and Programmes Regulations, a Strategic Environmental Assessment (SEA) of the draft Neighbourhood Plan was required. TVBC considered that, given the nature of the plan and the fact that there were no European sites either within the plan area or within 10 kilometres of it the plan would be unlikely to have any significant effects on European sites either alone or in combination with other plans and programmes.
- 3.2 During consultation on the screening opinion and determination statements relating to SEA and HRA, Natural England made representations that raised concerns over the potential impact of raised nitrate levels in treated foul water from the allocated housing site on water quality in the River Solent Catchment which could impact on European sites in the Solent.
- 3.3 As a result of this, TVBC requested detail from CPC as to where foul drainage from the housing allocation would be treated. As the drainage would be treated at Fullerton Waste Water Treatment Works which discharges into the River Test and ultimately the Solent, and this could lead to increased nitrate levels in the Solent, it was decided during the CNP examination stage that the plan should be subject to HRA (Appropriate Assessment) and SEA before being completed.
- 3.4 The result of the AA and SEA of the plan was that, provided the policy relating to the allocation of land north of Goch/Peake Way for housing was modified to require the development to be nutrient or nitrogen neutral, there would be no significant adverse effect on the European sites in the Solent Catchment. This would be the case both in respect of the CNP alone and in combination with other plans and programmes.

## 4. About the Plan Area

### Historic Development

4.1.1 Charlton is a small village situated to the northwest of Andover. Whilst the built form of Charlton remained static as a linear form until the 1950s, Andover grew considerably. In particular the Portway Industrial Estate contributed to a creeping coalescence between the two settlements. During the 1960s, Charlton saw extensive residential development radiating out from its original north/south linear form. Development to the west, resulted in coalescence with the hamlet of Foxcotte. Foxcotte was a separate settlement to the northwest of Charlton, largely consisting of a chapel and farm buildings. The original chapel dating back to at least Norman times was replaced by a substantial Victorian chapel in the mid-19th century. This chapel was demolished in 1908 with the stonework being transported by traction engine to be used in the building of St Thomas’ Church in the centre of Charlton village. The tower of the Victorian chapel was retained as a mortuary chapel and subsequently converted into a dwelling in the 1970s.



FIG 3 - 1896

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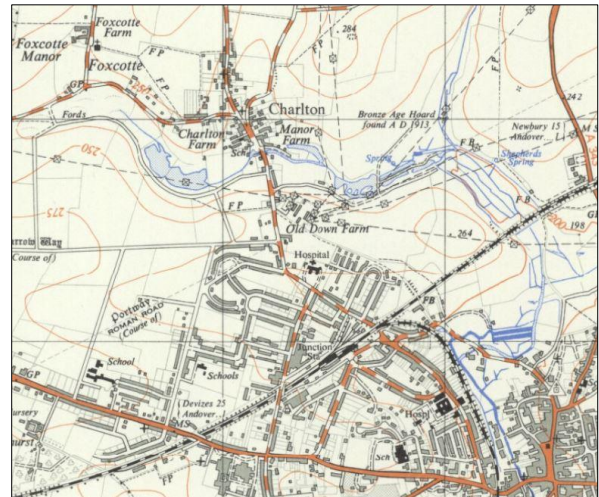


FIG 4 – 1960

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### Current Situation

4.1.2 The Plan Area today is a semi-rural area, with most of the population concentrated in the village itself which is situated to the south-east of the Plan Area. The remaining area is largely dominated by farmland with some sporadic housing in this location.

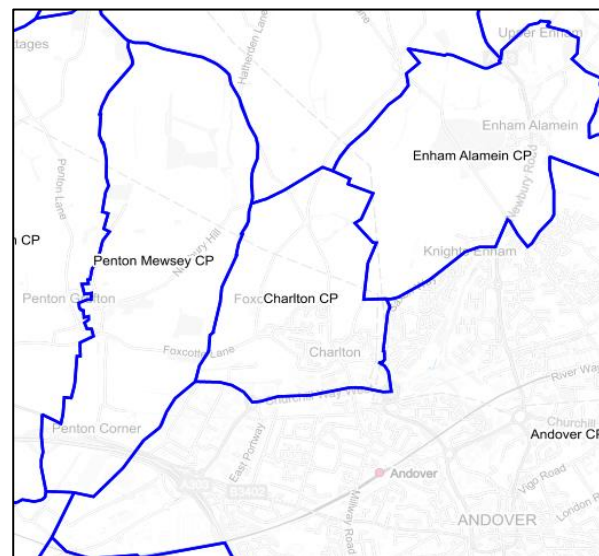


FIG 5 - The Plan Area of Charlton in wider context

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FIG 6 - Current aerial view of the Plan Area (outlined). Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

4.1.3 The profile for Charlton, produced by TVBC, sets out the following factors which are essential for understanding the current context and informing the future development of Charlton.

4.1.4 Demographic details

- a. As of 2015 the estimated population was 1,901. This is estimated to reduce to 1,849 by 2020.
- b. The population is ageing which has implications for healthcare and other facilities/services
- c. 17.6% of the population is 0-19, lower than borough average (22.8%).
- d. 19.6% of the population is 20-39, lower than borough average (21.6%).
- e. 37.3% of the population is 40-64, higher than borough average (34.4%).
- f. 25.6% of the population is 65 and over, higher than borough average (21.2%). By 2020 this percentage is forecast to increase to 28.7%.
- g. In terms of deprivation<sup>1</sup> (as measured by the English Index of Multiple Deprivation 2015), Charlton is ranked 31,526 of the 32,844 ranked areas in the country (1 being most deprived). It falls into the top 10% of least deprived areas in the country and is one of the least deprived areas in Test Valley.

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<sup>1</sup> Deprivation covers: Income, employment, health, education, barriers to housing & services, crime and living environment.

#### 4.1.5 Education

- a. The population is generally well educated but residents tend to be educated to a lower level than the average for the Test Valley.
- b. 81.3% of the population has at least one qualification (equivalent of 1 or more GCSEs) just below borough average of 81.6%.
- c. 26.1% of residents have a level 4/5 qualification (degree, higher degree, etc), this is lower than borough average of 30.5% - indicating residents of Charlton are often educated to a lower level than other parts of the borough.
- d. 18.7% of the population has no qualification, which is higher than the average for the borough of 18.4%.

#### 4.1.6 Employment

- a. 72.7% of Charlton residents are economically active (people who are both employed and actively seeking employment).
- b. 1.8% of economically active are unemployed, lower than Test Valley average (2.5%) and average for England and Wales (4.4%).
- c. 27.3% of population are economically inactive (retirees, students, long term sick etc.), higher than Test Valley average (26.6%), but lower than national average (30.3%).
- d. Most are employed in administrative and secretarial jobs (16.5%), higher than the Borough average and for England and Wales. Professional occupations are 15.6% of the population, which is lower than the 18.2% of the population within these roles.

#### 4.1.7 Health

- a. 46.4% of residents in Charlton said they felt that they were in very good health. This is lower than the average for both the Borough and the average for England. However, only 4.3% of the population rated their health as bad or very bad, which is lower than the Borough and England and Wales average.

#### 4.1.8 Environment

- a. Charlton has slightly below the required amount of public open space. However, Charlton has a good quality environment and is ranked near the top of areas in the Borough in terms of quality of living environment.
- b. There is one small Site of Importance for Nature Conservation, Charlton Lakeside.
- c. Charlton has more than the required amount of parkland, but is under the requirement for other types of open space (i.e. children's play space, parkland, informal open space etc – this does not include the leisure centre as the provision is for the entire Andover area).

## **5. The Context of this Plan's Policies**

- 5.1 The Borough Council (TVBC) adopted its Local Plan - Test Valley Borough Revised Local Plan - 2011 – 2029 (TVBRLP) on 27<sup>th</sup> January 2016, and this contains planning policies and proposals that are helping to shape the strategy and policies of the CNP - the paragraphs below refer.
- 5.2 The National Planning Policy Framework (NPPF) published by the Government in 2018 is also an important guide in the preparation of local plans and neighbourhood plans, and the CNP must demonstrate that it has regard to the provisions of the NPPF.
- 5.3 The CNP must be in general conformity with the strategic policies of the development plan as required by the 2012 Neighbourhood Plan Regulations. Putting this in a local context, TVBRLP contains the strategic policies with which the CNP should conform.

### **Test Valley Borough Revised Local Plan - 2011 – 2029**

- 5.4 Due regard has been given to all TVBRLP policies. Those strategic policies considered most relevant to the CNP include the following:
  - a. Policy SD1: Presumption in Favour of Sustainable Development
  - b. Policy COM1: Housing Provision 2011 - 2029
  - c. Policy COM2: Settlement Hierarchy
  - d. Policy COM7: Affordable Housing
  - e. Policy COM8: Rural Exception Affordable Housing
  - f. Policy COM14: Community Services & Facilities
  - g. Policy COM15: Infrastructure
  - h. Policy LE10: Retention of employment land and strategic employment sites
  - i. Policy E1: High Quality Development in the Borough
  - j. Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
  - k. Policy E3: Local Gap
  - l. Policy E5: Biodiversity
  - m. Policy E6: Green Infrastructure
  - n. Policy E7: Water Management
  - o. Policy E9: Heritage
  - p. Policy LHW1: Public Open Space
  - q. Policy T1: Managing Movement
  - r. Policy T2: Parking Standard

## 6. Key Findings

6.1 The key points from a parish survey carried out in 2015 and from further engagements as part of the NP work are:

- a. 91% of respondents consider Charlton to be a village.
- b. 94% of respondents to the 2015 survey considered 100 to 250 new homes to be the maximum Charlton can absorb. Taking into account the subsequent Goch Way development in 2017, this figure has been revised down during more recent consultations to around 50 homes.
- c. 84% of respondents would like the Green Gap around Charlton preserved.
- d. 90% of respondents are concerned about excessive traffic speed with 87% concerned about heavy vehicles driving through the village and 80% worried about peak time congestion.
- e. 42% say crossing roads in Charlton is safe and easy with 44% say crossing roads in Charlton is dangerous.
- f. 85% of respondents have 1 or 2 motorised vehicles. Interest in Car Sharing is 4%.
- g. 65% of respondents use the footpaths around and through Charlton frequently. More cycle paths are not considered necessary with current paths used weekly/ occasionally.
- h. 54%<sup>2</sup> of respondents would like a Village/ Community Hall.
- i. The majority of responses consider the local shops, facilities and recycling centre to be sufficient for local needs.

6.2 This has led to a number of key themes for the NP:

- a. Maintaining Charlton as a 'village'; not allowing it to become a 'suburb of Andover'.
- b. Providing sufficient and affordable housing to meet local Charlton needs. To secure an appropriate range and mix of homes for specific groups in the community including older people, those with special needs, younger or first-time buyers.
- c. Traffic management to improve safety and noise/pollution.
- d. Influencing the maintenance and ongoing development of Charlton Leisure Park in conjunction with TVBC.
- e. Retaining green spaces within the village, to provide for local recreation and promote biodiversity in wildlife habitats and not to develop all spaces – preserve the fields and the views in north of the village.
- f. Protecting and enhancing the trees and landscape; enhancing the bankside and accessibility of the tributaries of the River Anton at all points within the village.
- g. Heritage – acknowledge and preserve listed buildings and historic features such as the Ancient Burial Ground and Footpath 743 (aka the Coffin Route).
- h. Scope and implement a Village/Community Hall.

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<sup>2</sup> Support for a Community/Village Hall has strengthened in recent consultations and ~80% of respondents are in favour of Charlton having a hall to complement the Church facility.



## 7. Vision and Objectives

### Vision

**Charlton Village has a distinct sense of identity as a village community. It wants to preserve this while evolving in such a way that it meets the developing needs of its residents – young, old and families.**

*Vision and Objectives Adopted by Charlton Parish Council May 2018*

### Objectives

- 7.1 The Parish Council and this Neighbourhood Plan aim to achieve this vision by:
1. A continuing programme of community consultation and engagement to enable residents' views to influence the evolution of the village.
  2. Developing and promoting policies that enhance the village environment – its housing and commercial properties, its green spaces, and its network of footpaths and cycle paths and maintaining them in a well-kept and safe state.
  3. Encouraging the development and redevelopment of properties within the settlement/parish boundary which is sympathetic to the evolving character of the village.
  4. Ensuring that development and redevelopment is sustainable, respects the needs of residents and includes the appropriate infrastructure improvements to support any proposed changes (e.g. medical, roads, transport).
  5. Preserving the heritage assets of the Plan Area.
  6. Resisting the urbanisation of the village environment
  7. Enhancement of the rural landscape.
  8. Promoting biodiversity in its wildlife habitats.
  9. Ensuring that Test Valley Borough Council and Hampshire County Council is apprised of the views of residents on matters not within the ambit of the Neighbourhood Plan itself, such as traffic, education and social policies.

### Implementing the objectives to improve sustainable living

- 7.2. The Neighbourhood Plan has a limited plan period (although it is hoped that policies will roll forward with future revisions), however within that timeframe, many changes are expected to impact our lives. A number of emerging technologies look set to make considerable changes which would impact on air quality, levels of pollution, and create more opportunities for sustainable living.
- 7.3. Charlton residents, as evidenced by the survey, appreciate the rural nature of the Plan Area, the lakes, and our natural resources. It is considered from survey and consultation feedback that most support measures for a cleaner environment, and improved natural habitats.

- 7.4. Such aspirations can only be achieved if people are prepared to alter current unsustainable travel behaviours. Whilst many of these principles cannot be built into land use planning policies, it is intended that the objectives will be carried through where possible and remaining issues dealt with by community aspirations.
- 7.5. **Energy** - Many public organisations and institutions across the country have invested in some form of district energy production. Such schemes can provide electricity and heating across a local geographic area, produce energy that is more sustainable and ecologically sound than that provided by the National Grid, and at a considerable cost saving. The Borough as a whole has significant amount of solar farm development for example and other renewable energy proposals are likely to come forward. It will be important to monitor developments in district energy provision and in a future iteration of the Neighbourhood Plan this might figure as a more immediate project.
- 7.6. **Sustainability** – This is a cornerstone of both national and local planning policy and in a rural setting also provides one of the key yardsticks to measuring where development should and should not occur.
- 7.7. This Plan has considered this issue very carefully and the policies within it are designed to respond to the drive for more sustainable and also accessible housing development.
- 7.8. **Air Quality** – Small changes can make significant gains in the improvement of air quality. Such measures can include gateways to the entrance to the village, as these are a cheap, easy, and effective way of improving safety by promoting the reduction of vehicle speeds in and around the Plan Area and potentially improving air quality.
- 7.9. Electric vehicles will become commonplace over the next 15 years. Some studies predict fossil-fuelled vehicles will become a small minority in this timescale.
- 7.10. Self-driving electric cars will offer life-changing options, especially for people with limited mobility.
- 7.11. The Parish Council will, as part of the community aspirations in Appendix 2, review the need for and provision of public charging points for electric vehicles.
- 7.12. In consideration of the above, the policies have been developed to incorporate and address the key areas of concern.

## 8. Land Use Policies

### 8.1. Spatial Strategy

- 8.1.1. The Plan Area is adjacent to Andover. The residents feel strongly that the identity of Charlton as a village has been eroded over the years due to its proximity to Andover. There is concern that Charlton will be subsumed in the future and the village character will be lost. The neighbourhood plan, therefore requires that the approach to development within Charlton respects the rural village character.
- 8.1.2. Notwithstanding this, the plan recognises that at present Charlton sits within the settlement boundary of Andover and as a strategic policy of the TVBRLP this will continue to apply for the time being. There is however a need to propose a change to the settlement boundary to reflect recent development granted on appeal at Peake Way (off Goch Way) and to incorporate the CNP housing allocation north of Peake Way (CHA1). Such significant development should logically be included within the settlement boundary.
- 8.1.3. A revised settlement boundary has therefore been shown overlaid on the proposal map below (Fig 7) with the Peake Way development and housing allocation washed over in yellow to indicate the new settlement area.

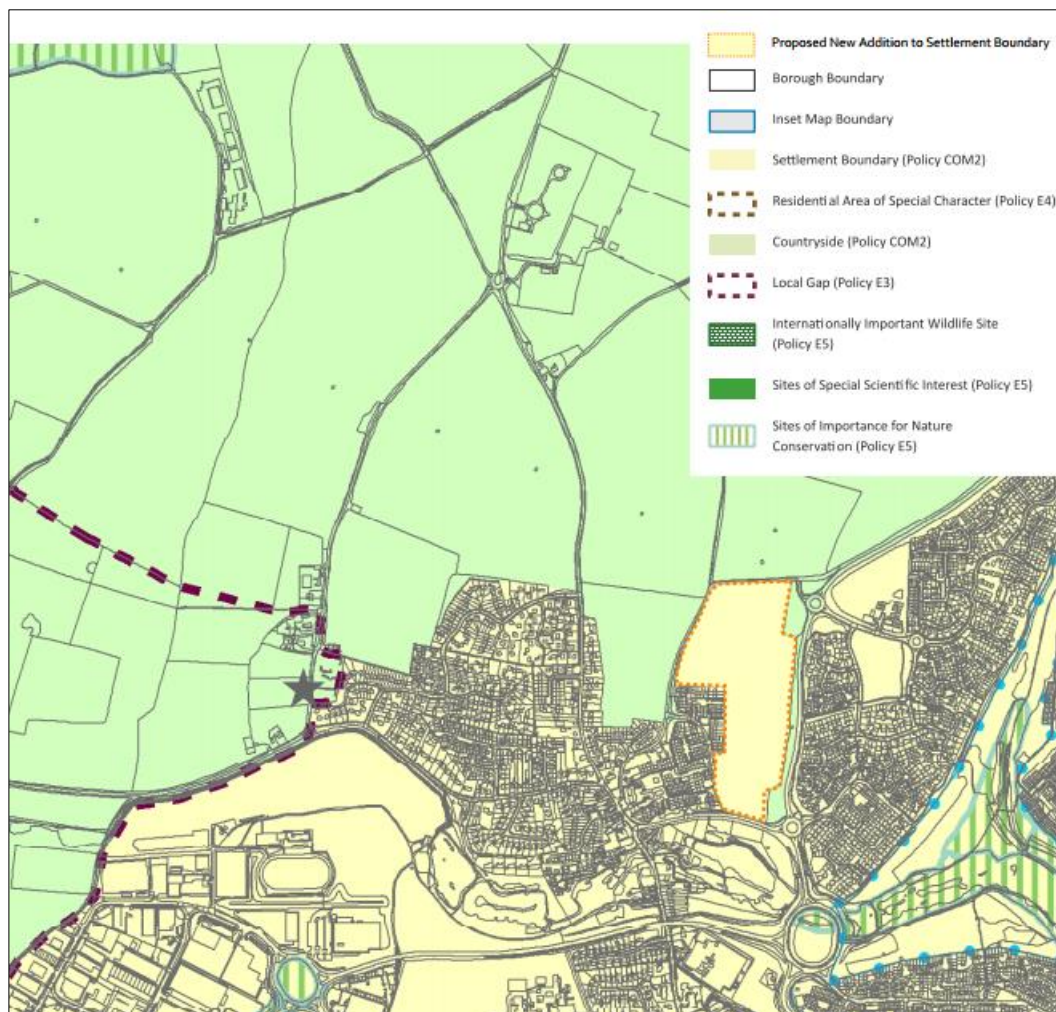


FIG 7 - Map of revised settlement boundary overlaid onto Adopted Local Plan map.  
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8.1.4. The settlement boundary as revised, and related policies, provide the basis for development management decisions to:

- a. define those areas within which planning permission will normally be granted for new development, subject to other planning policies. This does not preclude all types of development and allows development requiring a countryside location.
- b. ensure new development is sustainable
- c. enable the best use to be made of existing and future services
- d. provide a useful tool to protect and preserve Charlton’s important and sensitive setting by protecting the surrounding countryside from inappropriate development

8.1.5. Development which consolidates the built form of the village within the settlement boundary and is in accordance with all the relevant policies will be supported and encouraged. Whereas proposals for inappropriate development distributed in the countryside surrounding the village, and not in line with relevant policies will not be supported.

Policy title:	<b>CNP1 Settlement Boundary/ Built up Area</b>
Policy text:	<p><b>1. Within the settlement boundary as identified in Figure 7, development will be permitted subject to the other policies of the development plan.</b></p> <p><b>2. Development in the plan area outside the settlement policy boundary will be permitted only if:</b></p> <ul style="list-style-type: none"> <li><b>a. it is allocated within the Adopted Local Plan or its replacement</b></li> <li><b>b. there is a genuine and proven need for a countryside location in accordance with countryside policies of the NPPF and the Development Plan.</b></li> </ul>
Justification from Evidence Base	<p>The Settlement Boundary has been revised to take into account of the new Goch Way development. Whilst this could be considered to be a minor conflict with the adopted Local Plan the emerging Local Plan 2036 will have the settlement boundary redrawn to include the new built up area.</p> <p>See Housing Needs Assessment  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 77, 78, 79, 84, 118,</p> <p>Local Plan Policy References COM2</p>
Policy Intention (link to objectives)	Objectives 3 & 6

## HOUSING

### 8.2 Housing Requirements

- 8.2.1. The housing requirement for the Borough contained in the TVBRLP (2011-2029) is a minimum of 10,584 homes. The Local Plan does not provide a specific housing needs figure for Charlton. However, the Settlement Hierarchy set out in Policy COM2 classifies Charlton as a key service centre and given this categorisation Charlton might be expected to support strategic development allocations. The policy allows for strategic allocations, windfalls, replacement dwellings and community-led developments. The Local Plan does not set out any strategic allocations for Charlton.
- 8.2.2. A Housing Needs Assessment (HNA) was commissioned and produced by AECOM. The report uses a four-step approach in accordance with the latest National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). This sets out that the indicative figure for a neighbourhood area *“should take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the planning authority.”* This results in a housing needs figure of 16 dwellings per annum or 292 dwellings over the Local Plan period.
- 8.2.3. From this, the past completions between 2011 and 2017 need to be deducted, which with the Goch Way site and other developments would be reduced to 200 dwellings in the Parish over the remaining Local Plan period. However, as a settlement with only 853 dwellings, a 34% increase in housing would be a significant change over a relatively short Local Plan period. This is in stark contrast to the majority of villages of this size, where a 5-10% increase is more normal.
- 8.2.4. AECOM also recommended that the parish discuss the contents and conclusions of their report with TVBC with a view to agreeing and formulating draft housing policies. It acknowledges that a final figure should include the views of TVBC, local residents, relevant stakeholders, site constraints and capacity (as identified in the SHLAA/SHELAA – see below for more details). Further consideration has been given to the figure in view of this recommendation.
- 8.2.5. The community wishes to remain a village and be distinct from Andover. Charlton’s proximity to Andover drives its classification as a Key Service Centre in the Local Plan. However, the settlement itself is very much characterised as a rural village with only limited facilities in the village centre to support the large growth in population.
- 8.2.6. In community consultation events and the Parish Survey, residents generally support positive development at a level that is sustainable within the Plan Area. The original survey concluded that 100 to 250 new homes should be the maximum over the CNP period. Taking the Goch Way development and completions to date into account, in excess of 90 homes have been completed already. The plan proposes that an allocation of a further 50 homes plus ongoing windfall development would take the total provision in the plan period to around 150 dwellings or approximately a 17% growth rate over the existing housing stock in the Plan Area. TVBC has confirmed that this housing provision rate is acceptable and in general conformity with the strategic housing provision set out in the TVBRLP.
- 8.2.7. In addition to allocating land for approximately 50 dwellings, further appropriate windfall sites within the built-up area are likely to come forward during the Plan period.

### **8.3. Site Assessment**

- 8.3.1. In order to identify a site for the housing allocation, an assessment has been undertaken of each of the potential development sites across the Plan Area and is included within the evidence base documents. The Strategic Housing Land Availability Assessment (SHLAA) was originally published in July 2014 to provide information on potential housing sites submitted by landowners and their agents in relation to their availability, suitability, and achievability. This has now been superseded by Strategic Housing and Economic Land Availability Assessment (SHELAA), with the latest data as of February 2018.
- 8.3.2. The sites as shown in the SHLAA and subsequent SHELAA are not housing allocations, merely an assessment of sites as submitted by landowners and developers. The documents provide an assessment of constraints, mitigation measures, capacity/density, availability and timescale, should development be a future option.
- 8.3.3. Figure 8 highlights that all undeveloped parcels of land (with one partial exception) within the Plan Area have been put forward for consideration either in the SHLAA or SHELAA. On a purely unconstrained basis, this would amount to a total capacity of 409 dwellings. The revised SHELAA reduces this capacity to 322. The one exception relates to the land on, and to the west of, the Scheduled Ancient Monument site and was discounted on that basis. SHLAA sites shown in grey have now been developed for housing or other uses.
- 8.3.4. A site assessment was therefore undertaken to provide more details to make an appropriate judgement. The view taken by residents was that all sites as originally shown in the SHELAA should be reconsidered as this represents the majority of land within the Plan Area. The larger SHLAA sites 6 and 7 have also been subdivided as they spanned different parcels of land separated by roads.
- 8.3.5. It should also be noted that whereas the original SHLAA looked at the Goch Way site (SHLAA 19), it did not take into account that the entirety of the site has not been 'built out' and that an area of land to the north remains undeveloped. In this regard, this site was added separately to the assessment for review.
- 8.3.6. Each of the sites were assessed in turn using detailed criteria which can be found in the site assessment document. The sites were numbered CHA1 to 7 (see map above). Evaluation criteria are set out in the assessment document. From the assessment it was clear that a number of sites could be discounted immediately on the grounds of sustainability and landscape impact. This left three remaining sites for further detailed analysis. Of these, it was apparent that site CHA1 was the most appropriate for development, particularly given the previous Inspector's comments. It is considered that opportunity exists for approximately 50 dwellings to be built.

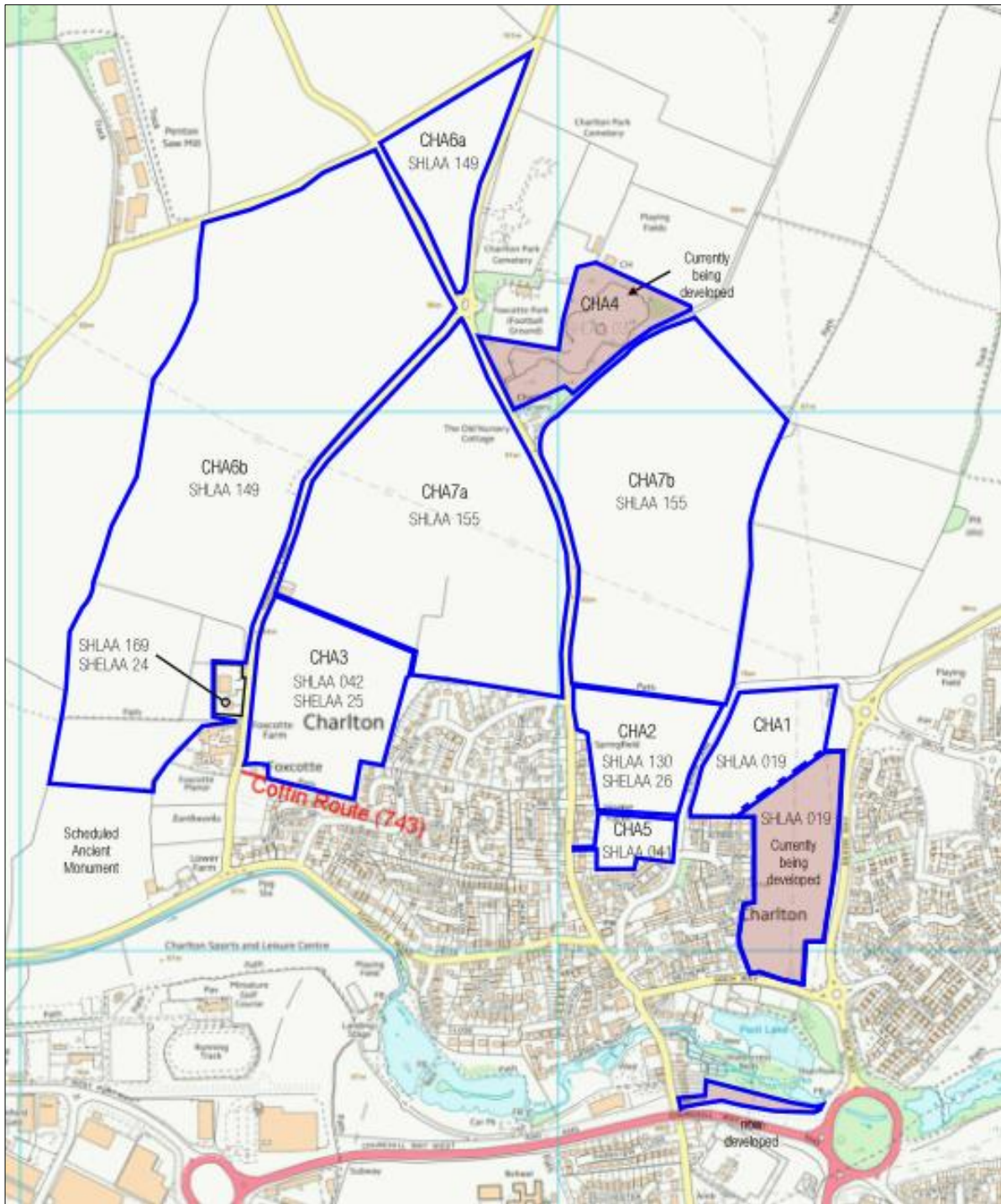


FIG 8 - Map of all sites considered in the site assessment –  
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## Recommendation

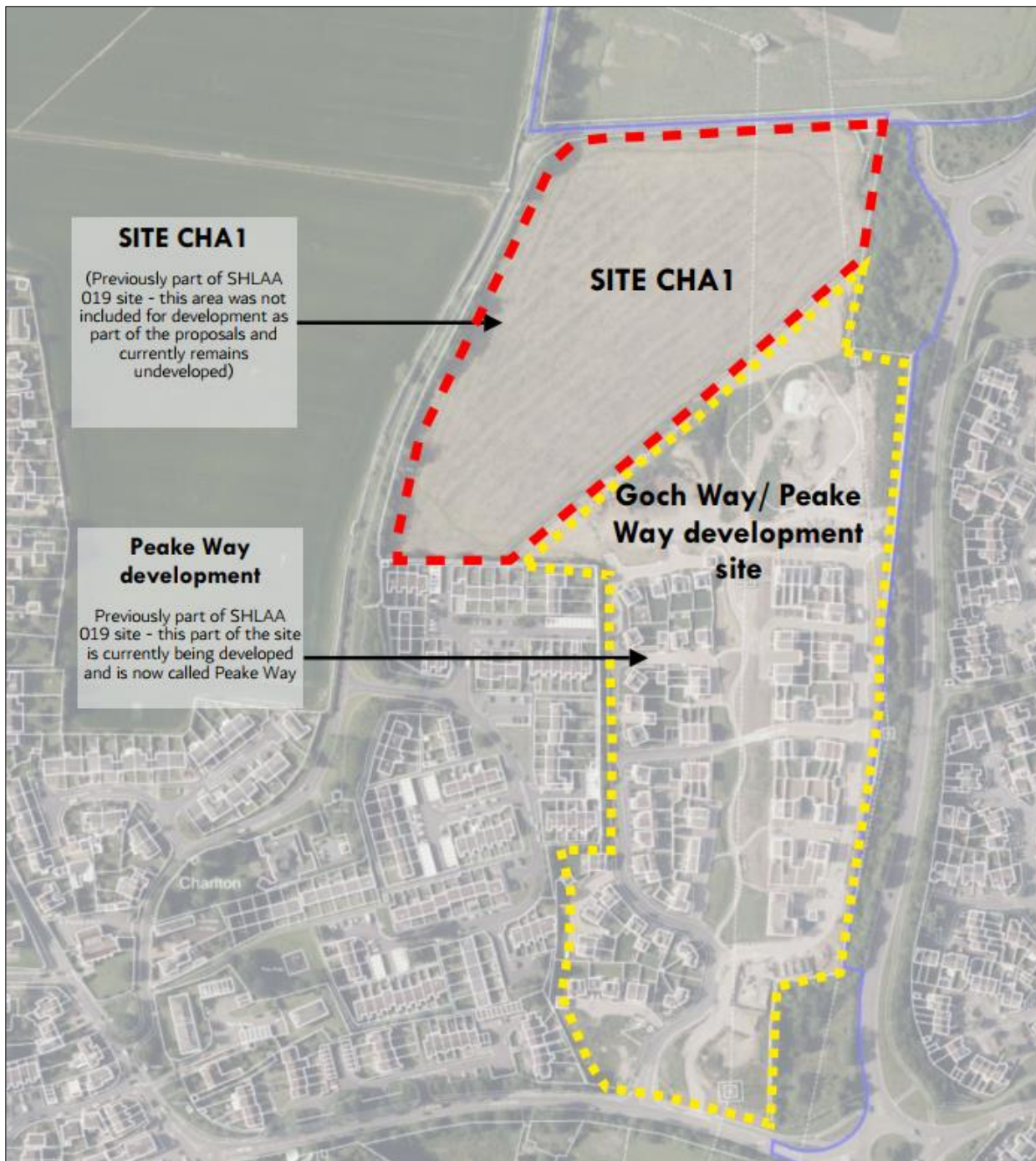


FIG 9 - Detailed view of site CHA1 to the north of the current Peake Way (Goch Way) development  
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8.3.7. Site CHA1, along with all the identified sites, has a potential for treated wastewater from the new residential development to adversely affect the Solent and Southampton Water SPA and Ramsar and the Solent Maritime SAC as a result of nitrates discharged into the River Test, and any development therefore needs to demonstrate nitrate neutrality. Mitigation to achieve nutrient neutrality include direct measures, through upgrading sewage treatment works or alternatives such as interceptor wetlands, which can remove some nitrogen through sedimentation and denitrification. Alternatively, indirect mitigation could be put in place by taking land out of high-



nitrogen uses. This could include taking land out of agricultural use, either on-site or off-site and using it instead as open space, a wildlife site or woodland, providing these have low nitrogen inputs. The developer could carry out such measures on land they already own, purchase land for this purpose, or work with other landowners in the River Test catchment and/or TVBC to take land they own out of nitrogen-intensive uses. The Natural England Guidance\* also states that strategic solutions are being investigated, which could provide an opportunity, particularly for smaller developments, such as Land North of Goch Way, to provide financial contributions to strategic mitigation, as an alternative to direct mitigation. Irrespective of which mitigation method is proposed, the developer of the Land North of Goch Way site will need to demonstrate that the type, extent and location of the mitigation measures are sufficient to offset the additional nitrogen load from the development (calculated using the Nutrient Budget Calculations in the Natural England Guidance), and therefore avoid adverse effects on integrity of the Solent and Southampton Water SPA and Ramsar and the Solent Maritime SAC. The mitigation measures need to be appropriately located, i.e. if direct mitigation is implemented, this should be at Fullerton Wastewater Treatment Works (WwTW) or along the River Test between Fullerton WwTW and the Solent. Indirect mitigation, i.e., taking land out of high-nitrogen uses, will only be acceptable where this is undertaken on land within the River Test or River Itchen catchment areas and on land with appropriate geology to ensure mitigation is effective and timely. The mitigation measures need to be secured for the lifetime of the development's effects, generally 80-125 years.

- 8.3.8. The plan allocates Site CHA1, to provide approximately 50 dwellings. It is expected that any future developer will respond to the criteria as identified in policy CNP2. In particular, the site layout should be optimised to minimise the visual impact of the development from the open countryside to the north. It is envisaged that the emphasis will be on homes to meet the local needs; to allow people wishing to downsize, provide adaptable dwellings with private, manageable outdoor amenity space. To encourage smaller home development, which has a local identity, a high-quality design and appearance is essential. It is expected that the findings of the Character Appraisal as set out in policy CNP14 below will be respected in any proposed housing scheme.
- 8.3.9. The site is to be developed as low density with houses that are very high quality, pitched mostly at 1/2/3 bedrooms (see more details on housing mix) with greater attention paid to 'green' aspects such as renewable energy and better than industry standard insulation. The latter are important aspects as more support will be given to proposals which have a greater emphasis on sustainable construction and energy efficiency.

\* Natural England Guidance on Achieving Nutrient Neutrality in the Solent Region (June 2020)

Policy title:	<b>CNP2 Land to the North of Goch Way</b>
Policy text:	<p>The land shown on Figure 9 outlined in red and annotated as CHA1, is allocated for the residential development for approximately 50 new dwellings.</p> <p>Development in this location should unless otherwise justified, respect the following principles:</p> <ol style="list-style-type: none"> <li>a. The housing layout should seek to minimise the visual impact for the residents of existing adjoining dwellings and to protect privacy;</li> <li>b. Building and landscape design to draw on references from the natural and historic local environment as set out in section 8.0 below and the Character Appraisal Zones 1 and 2 and Landscape Character Area 9A;</li> <li>c. Provide sufficient on-plot parking with electric charging points for residents of the new development to minimise on-street parking;</li> <li>d. Provide safe pedestrian/cycle access to the site with particular attention to integrating the site into the wider Public Right of Way network.</li> <li>e. Provide an appropriate access which minimises traffic through the village as demonstrated through a transport statement and travel plan;</li> <li>f. Provide the required facilities and infrastructure;</li> <li>g. Ensure the density of development is appropriate to this edge of countryside location;</li> <li>h. Allow for a sufficient landscape buffer to minimise impact on the wider landscape;</li> <li>i. Siting and orientation to optimise passive solar gain</li> <li>j. Development proposals will be required to confirm the nitrogen budget and set out specific and appropriately located mitigation measures that will be implemented in order to ensure development is nutrient neutral from the start of its operational phase. Such mitigation measures must be secured for the duration of the development's effects. A financial contribution to strategic mitigation measures may be an appropriate alternative to direct provision of mitigation. In this case it will be necessary to liaise with Test Valley Borough Council and Natural England to confirm an appropriate mitigation scheme to which the contributions will be directed and to ensure any contributions are sufficient to fully mitigate the impacts of the development on the Solent internationally designated sites.</li> </ol>
Justification from Evidence Base	See Site Assessment Document <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	NPPF paragraphs 77, 78, 79, 84, 118, Local Plan Policy References COM2
Policy Intention (link to objectives)	Objectives 3 & 6

8.3.10. Policy CNP2 sets out the principles for the development of the site and it is important that these are applied in conjunction with policies CNP3, CNP7, CNP10, CNP14 and CNP15.

## 8.4 Local Housing Needs

- 8.4.1. The CNP seeks to protect and enhance the character of Charlton village and avoid pressure on local infrastructure. Where housing proposals come forward it is essential that additional housing meets local needs with a locally appropriate mix of housing types.
- 8.4.2. AECOM were instructed to undertake a Housing Needs Assessment, which was carried out to inform the Plan. The recommendations were to: *“discuss the contents and conclusions with TVBC with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area.”*
- 8.4.3. The output from the AECOM Assessment provided a high-level overview, but there were additional aspects which required further assessment. Firstly, it was considered that the data considered by AECOM did not accord with the newly reflected ward boundary changes and secondly, that due to the Parish being associated with Andover, independent data for the Plan Area was not readily available. Further discussions were held with Officers at TVBC and it was recommended that an additional, more detailed survey of the Plan Area should be conducted to provide a more specific basis by which the nature and type of future development within the Plan Area (rather than the entire Andover area) could be assessed. The result of this survey, the views gathered in the original Parish Survey, the Evidence Base Review, in addition to the AECOM report have been gathered together with the following conclusions as set out below.
- 8.4.4. The results showed that the majority of the stock in the village is three bedrooms or more with the strongest need identified to provide smaller homes to help first time buyers and affordable housing and to provide properties that would allow downsizing. This would allow young people and families the opportunity to live in the village where they grew up. It would also allow villagers to downsize and yet remain in Charlton. There is also a continued need for 3 bed dwellings both currently and into the future. It was also envisaged that there would be a need for homes to suit the needs of older generations. There was no identified requirement for 1 bed homes from current residents surveyed.
- 8.4.5. Residents anticipated remaining within Charlton in the future and although a significant number were unsure of future needs, this depended upon how the village developed (or not).
- 8.4.6. The majority of residents supported housing on brownfield sites or further infill development, but did not wish to see sites which extended the current extent of the village. Where any new development is to take place, the highest priority was stated to be for homes for single persons, couples and small families (up to 3 bed). There was demand for all types of houses: terraced through to detached as well as bungalows. There was no strong desire for 3 storey dwellings nor for flats or apartments.
- 8.4.7. The policies and evidence behind the chosen housing mix is discussed in more detail in both the AECOM Housing Needs Assessment in addition to the Charlton Supplementary Housing Survey which are included in the evidence base.
- 8.4.8. The strategic mix of housing put forward by Test Valley Strategic Housing Market Assessment 2014 (SHMA14) is that 55% of housing across Test Valley should be two or fewer bedrooms. The AECOM report considered both this and the demographic profile of Charlton and recommended it

appropriate that 40% of homes should be two or fewer bedrooms in the Plan Area. The supplementary Plan Area survey concluded that there is a greater need for 2 and 3 bed properties including housing for older people. Providing this mix of housing could also help to reverse the trend of younger adults, couples and young families leaving the area, or being unable to move into it due to affordability pressures. Providing homes for people to downsize or retire into will also free up housing elsewhere in the chain. It is therefore considered that given the evidence, that 2 and 3 bed dwellings, which focus on the needs of those looking to enter the housing market, young families and those looking to downsize/ require retirement accommodation should be given the greatest priority in any mix. It is considered appropriate that given the evidence as stated, at least 80% of any major housing development should cater for such housing or adequately demonstrate why this is not appropriate.

- 8.4.9. From the affordability analysis undertaken, it is apparent that only a quarter of residents are able to access sale dwellings without subsidy. This means the majority of households must choose from alternative tenures, either Private Rent, or an Affordable Housing (AH) tenure. Given the majority of dwellings in the Neighbourhood Area (NA) are privately owned, this suggests a significant misalignment with community need. Notwithstanding the AECOM findings, the supplementary Plan Area survey did not highlight any need for private rental properties.
- 8.4.10. It is notable however, that rents for entry-level Private Rented Sector (PRS) dwellings remain higher than median household incomes, indicating the majority of households are likely to require some form of subsidised housing. It is therefore appropriate that the accent is placed on the provision of AH. As shown in the Affordable Housing Model, a target of 40% would make substantial in-roads into the overall need for AH over the Plan period.

Policy title:	<b>CNP3 Housing Mix</b>
Policy text:	<p><b>1. To respond to the local need for smaller dwellings and to achieve a balanced community, new housing development should provide a mix of dwellings predominantly of 2 and 3 bedrooms to help address the current imbalance of stock. Exceptionally, development of larger homes will be supported where there is up-to-date evidence of a need for such homes.</b></p> <p><b>2. The housing mix proposed should also be of a type that reflects the requirements set out in the Charlton Parish Housing Needs Assessment (2019) or other up-to-date evidence of local need.</b></p>
Justification from Evidence Base	<p>See AECOM Housing Needs Assessment and the supplementary parish survey <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Evidence base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 77, 78, 79, 84, 118,</p> <p>Local Plan Policy References COM2</p>
Policy Intention (link to objectives)	Objectives 3 & 6

8.4.11. As stated above, Charlton’s population is ageing with the proportion of adults over 65 expected to rise over the plan period from 25.6% of the population in 2015 to 28.7% of the population by 2020 and to over one third by the end of the plan period. The Housing Needs Assessment in addition to the supplementary parish survey, highlights that the issue is particularly significant for the Plan Area. This threatens the vitality of the community and places extra, and different, demands on local health, transport and housing. Housing for an ageing population needs to be carefully considered.

Policy title:	<b>CNP4 Retirement Living, Residential Care and Extra Care Homes</b>
Policy text:	<p><b>Development for new build, redevelopment or change of use providing retirement living, residential care or extra care homes will be permitted within the settlement boundary if it is compliant with other development plan policies and provided:</b></p> <ul style="list-style-type: none"> <li><b>a. it is accessible to facilities such as shops, medical services, places of worship, public open space and other community facilities</b></li> <li><b>b. it is accessible to staff and visitors by public transport, walking or cycling</b></li> <li><b>c. it is located where residents can enjoy a visually interesting outlook and the site has level access to a garden or sitting out area</b></li> <li><b>d. the design and construction of the development provides for wheelchair access</b></li> </ul>
Justification from Evidence Base	<p>The housing needs survey highlights there are a significant proportion of residents in Charlton who are in the upper age categories. In this regard, it would be prudent to consider the future potential need for increased nursing and retirement home provision.</p> <p><a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Evidence base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 77, 78, 79, 84, 118,</p> <p>Local Plan Policy References COM2</p>
Policy Intention (link to objectives)	Objectives 3 & 6

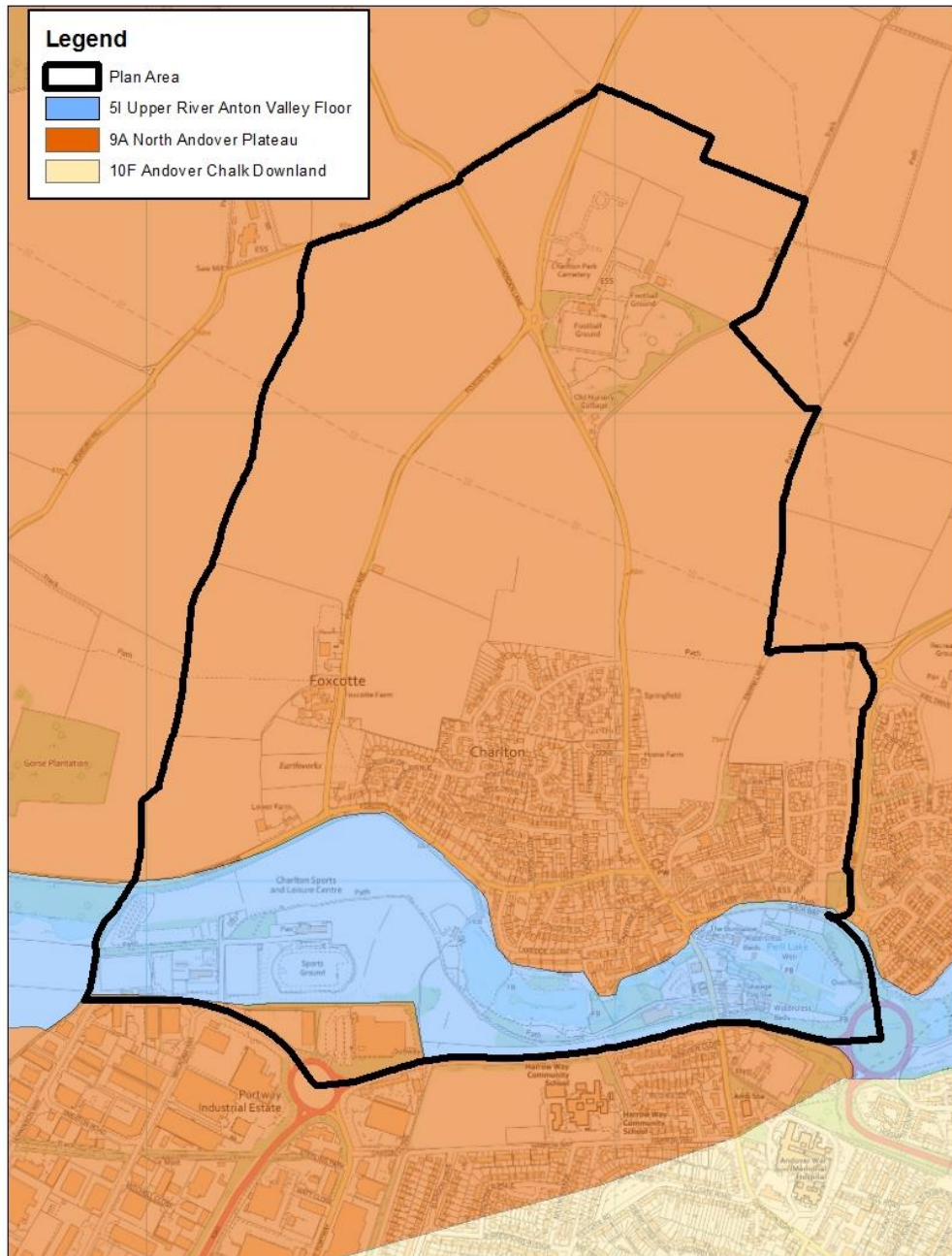
## **NATURAL ENVIRONMENT**

### **8.5 Environmental Policy**

- 8.5.1 The NPPF states that planning policies should contribute to and enhance the natural and local environment. This is carried through into the Local Plan and set out in the following policies
- Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
  - Policy E5: Biodiversity
  - Policy E6: Green Infrastructure
  - Policy E7: Water Management

### **8.6 Landscape Character**

- 8.6.1 The Test Valley Landscape Character Assessment sets out full details of the landscape character in and around the Plan Area, with the key valued characteristics, detractors and issues to inform the Neighbourhood Plan. In summary, Charlton covers 236 hectares (583 acres) in north Test Valley, in close proximity to Andover Town Centre. The majority of the area is located within the landscape character area LCT9A - North Andover Plateau. A gentle sloping plateau falling from around 125m above sea level in the north to around 80m in the south on the edge of Andover. Across the plateau a series of dry gravel river valleys run in a predominantly southerly direction linking to the River Anton, which eventually flows into the River Test south of Andover.
- 8.6.2 Specifically, to Charlton, it sets out that the edge of Andover has begun to occupy the southern side of the Anton Valley. The character of this area is of an urban edge contained by a belt of mature vegetation. However, the edge of Andover is on a higher part of the valley than the Pentons, which are much closer to the bottom of the valley floor. The effect of the higher elevation means that although quite well screened, the tops of the industrial buildings at the edge of Andover are clearly visible above the vegetation from Foxcotte Lane, as you exit Penton Mewsey. Any further encroachment along the valley sides will only exacerbate this relationship. The straightness of the Anton Valley provides long views along it. There are some hedgerows, but little in the way of extensive blocks of vegetation to break up those views. Neither variation in local topography or large areas of vegetation is present to provide natural screening.
- 8.6.3 In view of the elongated and simple linear form of the landscape features within this part of the character area, combined with its overall openness, visual separation is dependent on maintaining the undeveloped character of the farmland between Andover and these villages. There is very little in the way of significant belts of vegetation or variation in topography to provide enclosure or natural screening.
- 8.6.4 It is clear from the above that character of the area is such that with long distance views across large open fields with little vegetation to screen, any development could have significant landscape impact.
- 8.6.5 The dry valleys and gentle ridges have created a complex land use and farming pattern, with predominantly larger arable fields found on the higher ground and a mosaic of small and medium field sites located within the valleys. The larger arable fields lack hedgerows, but groupings of these fields are often enclosed by shelter belts, creating large uncomplicated open areas. Fields associated with the settlements are well hedged and irregular in size with a mix of arable and pasture. The edge of Charlton is strongly defined by fields meeting areas of built development, many of which have footpaths or rights of way across them. These are well used by residents either for rambling or dog walking. The development to the countryside could have a visual impact and urbanise the immediate landscape quality to the detriment of views, which are considered important to the residents.



## Landscape Character Areas

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Not to Scale

FIG 10 - Landscape character of the Plan Area

- 8.6.6 There are important patches of ancient semi-natural woodland and the hedgerow structure provides some linkages between areas of woodland. The woodlands are mostly small copses, game spinneys and shelter belts.
- 8.6.7 The area to the south of the Plan Area contains a number of open spaces centred around the tributaries of the River Anton and the lakes leading off it and is situated in Landscape Character Area 5I. The wetland area by Carter's Meadow is formed by the run-off from Charlton Lakes and consists of an area of marshland interspersed with small streams. Charlie's Lake is a 3-acre privately-owned fishing lake run as a commercial business for the coarse fishing community (see Figure 17).



Policy title:	<b>CNP5 Landscape Character and setting</b>
Policy text:	<p><b>Charlton’s landscape, countryside and rural areas will be protected against development with an adverse impact on landscape character.</b></p> <p><b>Development will only be permitted where it protects, conserves or enhances:</b></p> <ul style="list-style-type: none"> <li><b>a. the landscape setting of Charlton taking account of other policies and findings within the Neighbourhood Plan, the Charlton Character Appraisal and the TVBC Landscape Character Assessment</b></li> <li><b>b. local landscape features such as trees (including individual trees, groups of trees and woodlands), hedgerows, watercourses and water bodies that contribute to locally distinctive landscapes, amenity and biodiversity or have important historical value</b></li> </ul>
Justification from Evidence Base	<p>Further evidence is found within the Character Appraisal pages 8-16  <a href="https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>The Test Valley Landscape Character Assessment  <a href="https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-environment">https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-environment</a></p>
Policy Supported	<p>NPPF paragraphs 118, 127, 170</p> <p>Local Plan Policy References  E2</p>
Policy Intention (link to objectives)	Objectives 2 & 6

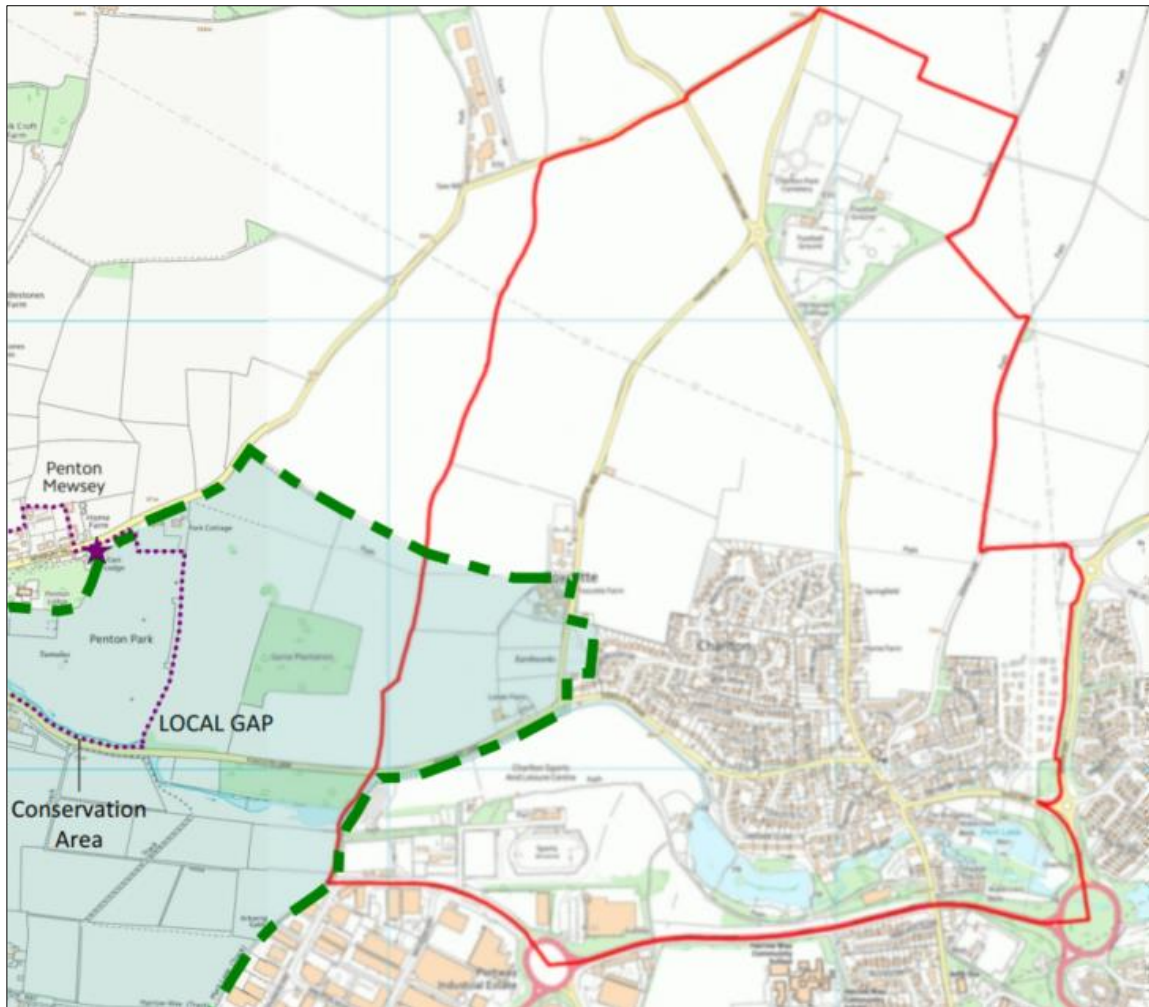


FIG 11- The Local Gap Between Penton Mewsey and Charlton –  
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### 8.6.8 Supporting the Local Gap

8.6.9 The land within the TVBRLP Local Gap designation (as shown on the map above), performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence. The importance is on maintaining their physical and visual separation. The policy follows the evidence set out in the Policy E3 Topic paper which sets out that the “capacity of gaps should be strengthened wherever possible”.

8.6.10 The CNP evidence base containing the character appraisal and the viewpoint assessment both highlight the quality of the landscape and views around the Local Gap on the west side of Charlton and it is important that development on the western edges of the village supports the purposes of the Local Gap and strengthens its role in preserving the separation of Charlton from Penton Mewsey and retaining individual identities.

8.6.11 The Local Gap does not include the high ground up to running track, sports pitches and playing fields around Charlton Sports and Leisure Centre on the edge of Andover as this area is Public Open Space and has been included within the settlement boundary.

	<b>CNP6 Supporting the Local Gap</b>
Policy text:	<p><b>1. The village lies adjacent to the ‘Local Gap’ between Andover and the Pentons which is subject to adopted Local Plan Policy E3. Development on the western and south western edges of Charlton village, particularly major housing development and taller or larger buildings and structures will only be permitted where:</b></p> <p><b>a. A landscape and visual impact appraisal demonstrate that the development would not be detrimental to the openness of or views to and from the Local Gap between Charlton and Penton Mewsey.</b></p> <p><b>b. The edge of the built-up area is reinforced through good design and appropriate landscape planting is provided and intrusive development is avoided.</b></p> <p><b>2. Proposals in and adjoining the Local Gap for agriculture and forestry-related development, playing fields, allotments and other open land uses that might benefit local communities and help preserve the separation between settlements and the retention of their individual identities will be supported.</b></p>
Justification from Evidence Base	<p>See landscape character evidence <a href="https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-environment">https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-environment</a>, justification to Policy CNP5 and Topic Paper E3 Local Gaps 2014 <a href="http://testvalley.gov.uk/assets/attach/2625/EB-ENV-15-Topic-Paper-E3-Local-Gaps-RLP.pdf">http://testvalley.gov.uk/assets/attach/2625/EB-ENV-15-Topic-Paper-E3-Local-Gaps-RLP.pdf</a></p> <p>Including text set out in Policy CNP5 above</p> <p>The Character Appraisal pages 8-16 <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 118, 127, 170</p> <p>Local Plan Policy References E3</p>
Policy Intention (link to objectives)	Objectives 6

## **8.7 Important Views**

- 8.7.1 The policy seeks to protect, and where possible enhance, those views and vistas that are important to the community and which help to define the character and setting of Charlton within the Plan Area and the rural areas to the north.
- 8.7.2 Despite earlier development, Charlton retains a rural feel and the countryside is visible and accessible via numerous footpaths. Open spaces and long views are important features, particularly from the edge of the built-up area and the northern part of the Plan Area. These views are wide ranging and significant. They are highly valued for their visual impact in providing a setting for the village, as well as the setting of designated heritage assets in Penton Mewsey. To the south they are key in separating it from Andover beyond, while green areas around the village provide a soft transition from the built environment to the agricultural fields. The rural and agricultural environment surrounding the village is an important feature of the character of the area and highly valued by local residents.
- 8.7.3 The policy seeks to protect the high-quality landscape setting and sense of place of the village. Planning applications will be expected to address the interaction between the built-up area within the settlement boundary, the surrounding countryside and the key views and vistas (including those which may impact on designated heritage assets).
- 8.7.4 Specific views have been identified as part of a community assessment (see evidence base) and are highlighted on the plan below.



Policy title:	<b>CNP7 Important Views</b>
Policy text:	<p>Special attention should be made to preserving the views of moderate and significant value as defined on the Viewpoint Assessment and listed below.</p> <p>Development proposals will be expected to demonstrate that they will not have an adverse impact on the views set out below.</p> <ol style="list-style-type: none"> <li>1. Along Foxcotte Lane looking west into CHA6b</li> <li>2. Along Foxcotte Lane looking east into CHA3</li> <li>3. Along Foxcotte Lane looking east into CHA7a</li> <li>4. Along Foxcotte Lane looking west into CHA6b</li> <li>5. Along Footpath 742 looking north into CHA6b</li> <li>6. Along Footpath 742 looking south into CHA6b</li> <li>8. From roundabout south into CHA6b</li> <li>9. From roundabout south into CHA7a</li> <li>10. Along Hatherden Road looking east into CHA7b</li> <li>11. Along Hatherden Road looking east into CHA2</li> <li>12. Along Hatherden Road looking east into CHA7a</li> <li>13. Along Footpath 726 looking north into CHA7b</li> <li>14. Along Footpath 727 looking north into CHA7b</li> <li>15. Along Footpath 759 looking west into CHA2</li> <li>16. Along Footpath 758 looking south/east into CHA7b</li> <li>22. Along Foxcotte Road looking south into Charlton Leisure Centre</li> <li>23. Looking north from the informal path between Foxcotte Lane and Richborough Drive</li> <li>24. Looking north from footpath 726</li> <li>25. Looking north along informal lakeside path</li> <li>26. Looking north from the lakeside footbridge across Charlton Lakes</li> <li>27. Looking east from the lakeside path across Charlton Lakes (fishing)</li> <li>29. Looking northwest from the lakeside path across Charlton Lakes (fishing)</li> <li>28. Looking southwest from the lakeside path across Charlton Lakes (recreation)</li> <li>30. Looking east across the Green</li> </ol>
Justification from Evidence Base	<p>See Important Viewpoints Analysis in evidence base  <a href="https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>  Further evidence is found within the Character Appraisal pages 8-16  <a href="https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 127, 151, 170  Local Plan Policy References E2, E3</p>
Policy Intention (link to objectives)	Objective 6

## **8.8 Biodiversity and Green Infrastructure**

- 8.8.1 All proposals for development should demonstrate how they will ensure a net gain in biodiversity. Important areas of green infrastructure should be protected and enhanced and where possible linked to other green infrastructure areas. New cycle and footpath routes should incorporate high quality green infrastructure.
- 8.8.2 The Plan area supports a range of priority habitats, so defined because they are regarded as the most threatened and thereby require conservation action. These include Floodplain Grazing Marsh and Deciduous/Broadleaf Woodland. The Charlton Lakes area has also been identified as having priority habitat status. Most of the ancient semi-natural woodland is dominated by ash with some oak (the presence of oak indicates more acidic pockets of soil). Ash is the most common tree species with field maple and yew. Other trees found in low frequencies include lime, hornbeam and elm. The shrub layers are generally composed of hazel, elder, blackthorn, dogwood, spindle and privet.
- 8.8.3 It is important that the existing network of green spaces and corridors stemming from the winterbourne feeders that flow through Charlton are maintained and strengthened where possible.
- 8.8.4 In relation to hedgerows, woodland and trees, the community have expressed the following objectives:
- a. To restore lost and fragmented hedgerows on former hedgerow lines.
  - b. To maintain existing intricate pattern of hedgerows.
  - c. To seek opportunities to mitigate impact from existing and future development through new hedgerow planting.
  - d. To prevent damage to or loss of woodland habitats including the loss of ancient trees, woodlands, amenity trees or hedgerows through inappropriate development unless the benefit of the development at that location clearly outweighs the loss.

Policy title:	<b>CNP8 Maintaining and Enhancing Green Spaces and Green Corridors</b>
Policy text:	<p><b>New development is encouraged to take opportunities to:</b></p> <ul style="list-style-type: none"> <li><b>a. incorporate public and private green amenity spaces using high quality landscaping to balance gardens and community spaces;</b></li> <li><b>b. Create new natural green corridors using landscape features, using landscape features and habitats, such that the development has a net positive impact on the environment;</b></li> <li><b>c. Improve the green environment by adding trees, wetlands, grassland, parks, woods, orchards and allotments;</b></li> <li><b>d. link the new development to the natural areas of Charlton, the Lakes and the surrounding countryside, providing access for people and wildlife and improving access to nature for both existing and new residents;</b></li> </ul>
Justification from Evidence Base	See Local Green Space Assessment, Character Appraisal, Evidence Base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a> and Landscape Character plan on page 23.
Policy Supported	NPPF paragraphs 170, 174, 176, 177  Local Plan Policy References E6
Policy Intention (link to objectives)	Objectives 2 & 7

## 8.9 Public Rights of Way

- 8.9.1 Charlton has a good selection of footpaths criss-crossing the village and into the wider Plan Area beyond. Charlton Lakes and the bridleway past the Salto centre are featured in the lakes cycle route for TVBC. The footpath 743, designated the ‘Coffin Route’ passes across the ancient burial ground at Foxcotte and into Charlton village. It is a key heritage feature and must be maintained.
- 8.9.2 The objective is to work with Hampshire County Council, Test Valley Borough Council and land owners in the upkeep of all footpaths within the village boundaries.
- 8.9.3 The proposal for a new footpath from the church to the cemetery and the new crematorium on the Hatherden Road was considered, but it was considered that this would not be achievable without creating a new urban feature alongside the rural road.



- 8.9.4 The bridleway from the Salto Centre towards Charlton Park should also be enhanced to improve safety for pedestrians. At present the mix of pedestrians, cycles and vehicles creates problems and a better solution would be welcomed.
- 8.9.5 Permissive or public rights of way will be affected by development where the right of way:
  - a. crosses or is adjacent to an application site is to be used for site access (whether temporary or permanent).
  - b. will be crossed by an access road (whether temporary or permanent).
  - c. is in close proximity to the development and the development will impact the amenity of users of it.

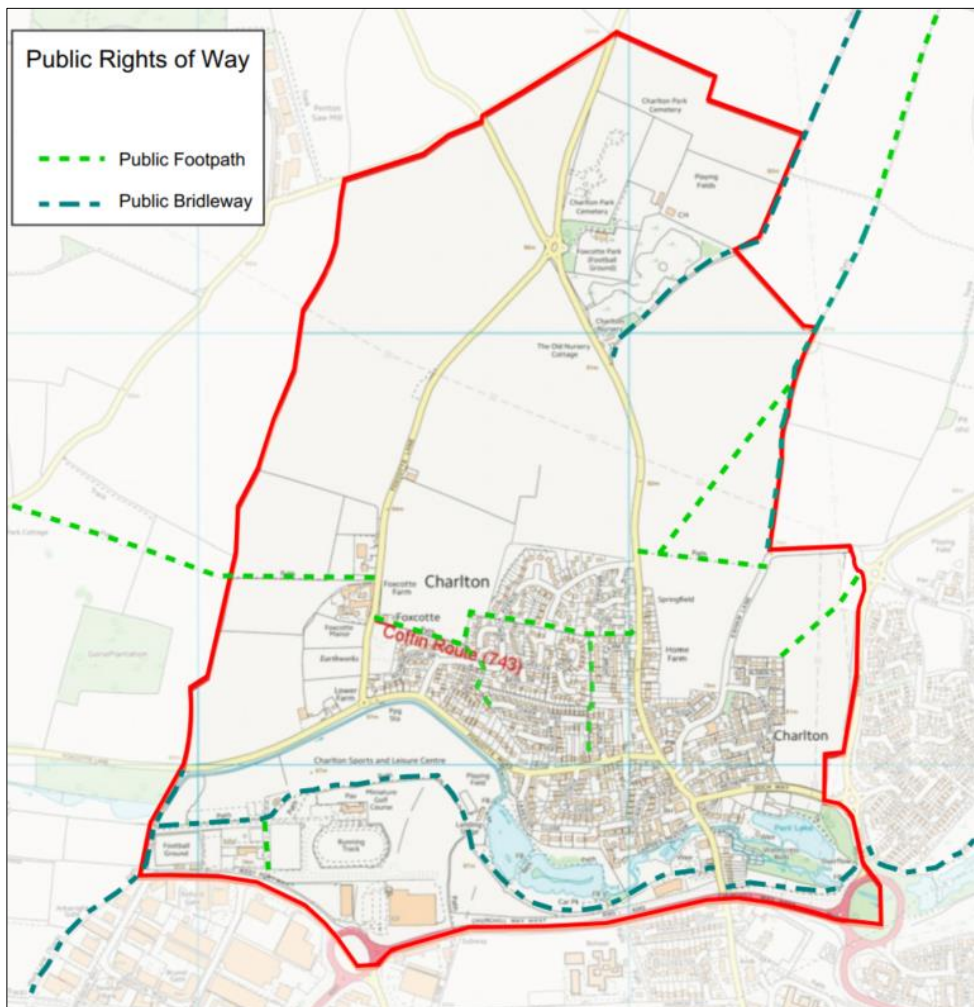


FIG 13 - Public Rights of Way within the Plan Area

Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806 (Please note that this does not include informal routes)

Policy title:	<b>CNP9 Public Rights of Way</b>
Policy text:	<p><b>1. The creation of new and enhancement of existing permissive paths and Public Rights of Way will be supported. Development proposals will be supported where they do not result in unacceptable harm to a public right of way.</b></p> <p><b>2. Where development affects a public right of way, the application will be expected to show how the development will impact the right of way and describe any mitigation measures needed to address any adverse impacts on users of that right of way.</b></p>
Justification from Evidence Base	See public rights of way assessment in the Evidence Base Review p57 <a href="https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	NPPF paragraphs 98 Local Plan Policy References E6 and T1
Policy Intention (link to objectives)	Objectives 2 & 4

## 8.10 Nature Conservation

8.10.1 There is one SINC in the Plan Area, Charlton Lakeside, which is located in the south-eastern corner of the ward. There are other nearby SINCS which are also located adjacent to the parish boundary around the lakes. The River Anton is one of Andover's important natural features. It is a chalk stream fed by water of exceptionally high quality and supports a rich and diverse array of wildlife. There are a number of issues however affecting the river, which through management and historic use, have had a serious effect on its wildlife and amenity value.

8.10.2 Test Valley Borough Council, Environment Agency, Hampshire County Council and Hampshire and IOW Wildlife Trust have formed a partnership to improve the river corridor for wildlife and people.

8.10.3 A strategy has been produced which identifies the key issues and puts forward some actions which are aimed at improving the river and its environment.

8.10.4 The River Anton Strategy has 4 broad objectives:

- To improve the river and its value for its wildlife
- To improve public access along the river
- To involve the community in projects to improve the river
- To ensure the full potential of the River Anton as a chalk river habitat is realised and secured for the future

8.10.5 The area around Charlton Lakes as shown on the Strategy Map is identified as Zone 1.

8.10.6 Further ecological surveys of the lakes have also been undertaken on behalf of TVBC and found a number of enhancement opportunities for protected and non-protected species including grass snakes, common birds, kingfishers, dunnock, song thrush, hobby, red kite, bats, hedgehogs and otters (in the long term).

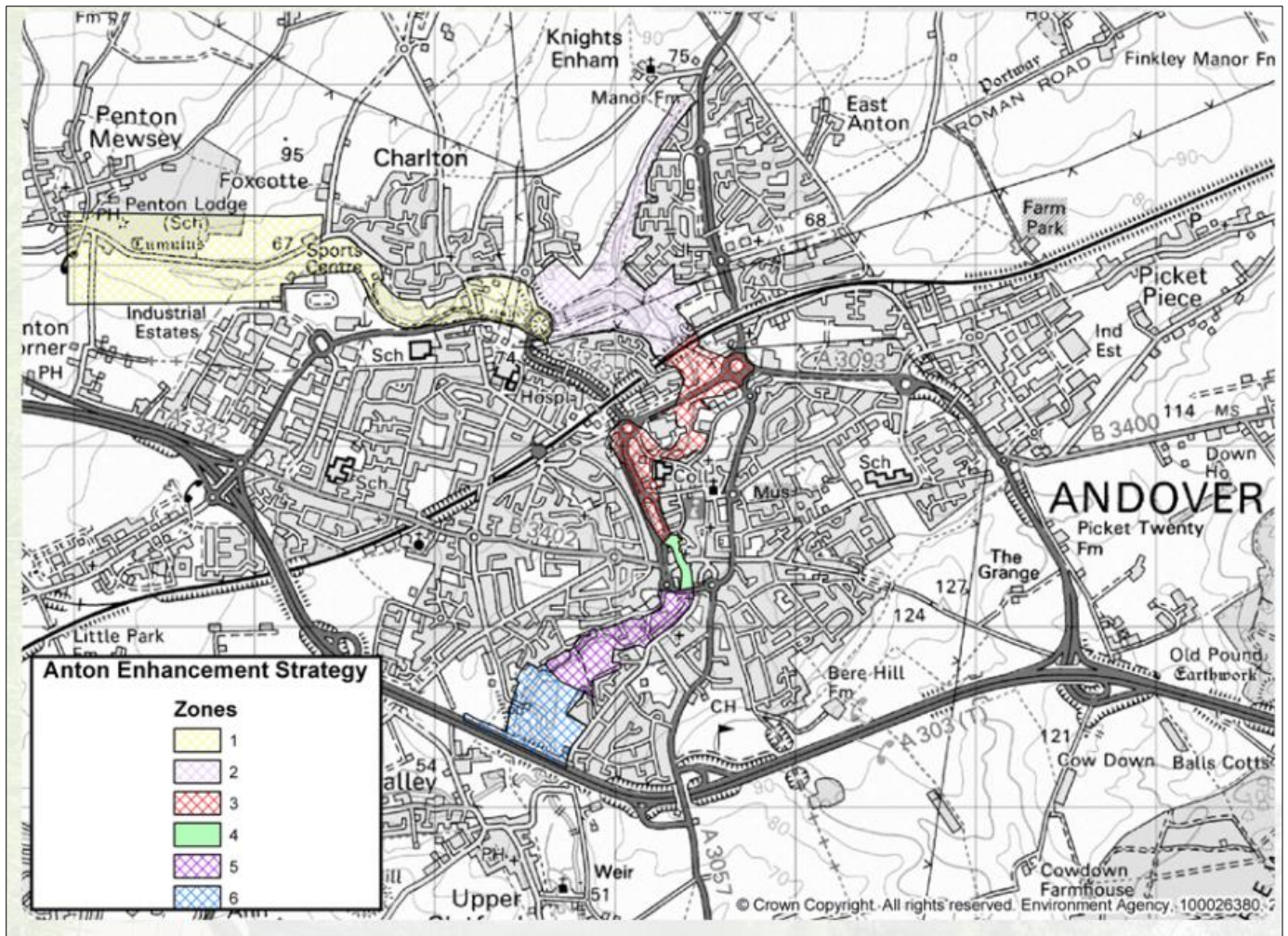


FIG 14 - Map of Strategy Area Reproduced from River Anton Enhancement Strategy 2008-2013  
Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

Policy title:	<b>CNP10 Biodiversity and Enhancement of The Natural Environment</b>
Policy text:	<p><b>All development shall deliver a biodiversity net gain for the Plan Area. In pursuit of this requirement, development proposals which comply with the following principles will be supported:</b></p> <ul style="list-style-type: none"> <li><b>i. Where loss of biodiversity is unavoidable any loss shall be mitigated on site or in accordance with a scheme which shall accompany the application for planning permission;</b></li> <li><b>ii. Include measures to provide wildlife corridors in order to maintain, retain and secure connectivity of the wider network;</b></li> <li><b>iii. Where the loss of habitat is unavoidable, the proposals shall retain sufficient areas of vegetation on the site linked to adjacent habitats, wildlife corridors or hotspots to allow wildlife to pass around or through the site;</b></li> <li><b>iv. Habitat provision such as hedgehog corridors, bat boxes and bird boxes (particularly those suited to use by owls, swifts, swallows and house martins) should be installed</b></li> <li><b>v. Culverted watercourses shall be re-opened where feasible and linked to wetland creation;</b></li> </ul> <p><b>2. New trees and hedgerows planted as part of new development in the Plan Area must reinforce and reflect local biodiversity. Trees not to be retained as a result of the development are to be replaced, generally at a ratio of 2:1</b></p> <p><b>3. Development proposals in the area covered by the River Anton Strategy will be supported where they demonstrate how they have taken account of the issues raised in the strategy and where they comply with other policies in the Neighbourhood Plan.</b></p>
Justification from Evidence Base	See Biodiversity Evidence/ River Anton Enhancement Strategy 2008-2013 <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a> Evidence base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	NPPF paragraphs 149, 170, 174, 175  Local Plan Policy References E5
Policy Intention (link to objectives)	Objectives 2 & 7

## 8.11 CHARLTON LAKES



FIG 15 & 16 - View of Charlton Lakes

- 8.11.1 Charlton Lakes is a public open space located in the centre of the Plan Area. It is owned by TVBC and managed by Places Leisure. The site is dominated by two large lakes fed by a tributary of the River Anton. The lower (south eastern) lake is used for angling, with the upper (north western) lake located adjacent to a café, boat house and playground.
- 8.11.2 At Charlton Lakes itself the natural chalk has largely disappeared as a result of historical landfill operations and gravel extraction which created the two small lakes. The lakes are highly valued for fishing and recreation as well as for their wildlife.
- 8.11.3 Water fowl can be seen feeding on the lake all year round, with many species of mammal using the site including pipistrelle bats, water vole and otters.
- 8.11.4 The lakes contain small tree-covered islands dominated by willow trees, particularly crack willow, with hawthorn, blackthorn and dogwood. The banks around the lake are dominated by a mosaic of scrub and ruderal vegetation interspersed with broadleaved trees.
- 8.11.5 Charlton Lakes form the start of the River Anton Way – a scenic 3.8 mile walk along the tributaries of the River Anton from Charlton Lakes in the North, via the town centre to Rooksbury Mill Local Nature Reserve in the South. The route runs alongside Charlie’s or Peril Lake to the east, before heading on to Anton Lakes, which is outside of the Plan area.
- 8.11.6 Charlie’s or Peril Lake is a private fishing lake with no direct public access, although there is a public right of way to the south as mentioned above. Although a private lake, it offers wetland habitats as well as a significant level of planting, which are considered beneficial in biodiversity terms.
- 8.11.7 The Lakes are highly valued by residents and attract numerous visitors from outside of the Plan Area for their recreational value. It is important that a balance is struck between appropriate recreational provision and development which would adversely impact on biodiversity or the quiet recreational enjoyment that is currently experienced by users.

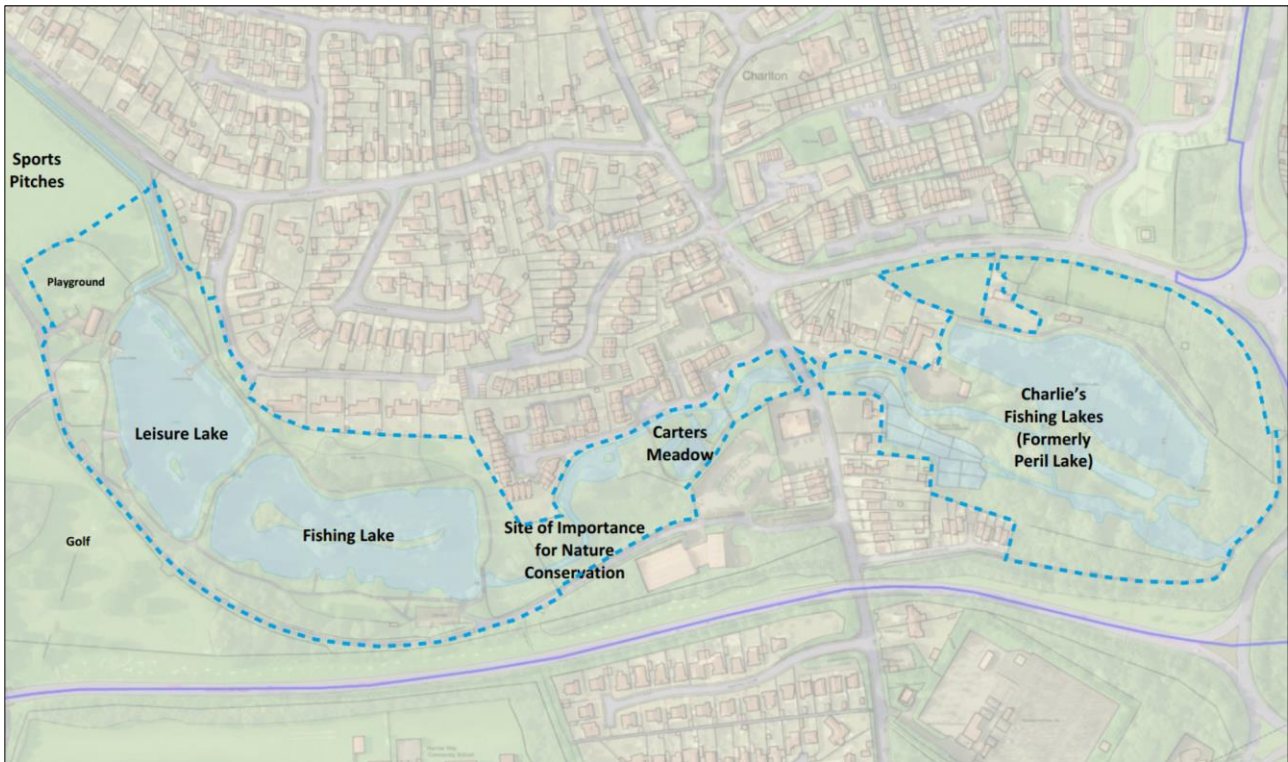


FIG 17 - Aerial Overlay Plan of Charlton Lakes with CNP11 Boundary area marked in blue  
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Policy title:	<b>CNP11 Charlton Lakes</b>
Policy text:	<p><b>Development in the Charlton Lakes area (including the former Peril Lake), as shown in figure 17 above will be supported (subject to complying with other relevant Neighbourhood Plan Policies) which:</b></p> <ol style="list-style-type: none"> <li><b>1. directly promotes nature conservation and/or quiet recreation;</b></li> <li><b>2. does not lead to an intensification of their use, which would be detrimental to biodiversity or quiet recreational enjoyment;</b></li> <li><b>3. Minimise the impact of highway infrastructure.</b></li> <li><b>4. maintains and further enhances the network of open spaces and public rights of way;</b></li> <li><b>5. encourages native waterside planting appropriate to the area;</b></li> <li><b>6. Contributes to the aims and objectives of the River Anton Enhancement Strategy 2008-2013 (as amended).</b></li> </ol>
Justification from Evidence Base	<p>See River Anton Enhancement Strategy 2008-2013  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Evidence base Review and Character Appraisal  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 149, 155, 157- 162, 170, 174, 175          Local Plan Policy References          E5, E6, LHW1</p>
Policy Intention (link to objectives)	<p>Objectives 2, 6 &amp; 7</p>

## 8.12 LOCAL GREEN SPACES<sup>3</sup>

- 8.12.1. The Plan area contains a variety of areas that are either publicly accessible, managed for a degree of public access or in private ownership but accessible to the public. Whilst the Plan Area has a variety of different types of green space, the amount within the built-up area is low and therefore of great importance.
- 8.12.2. A Local Green Spaces (LGS) Report was published by the Parish in 2015. This work has formed the basis for the future assessment. In addition to the sites previously considered, during public consultation in July 18, residents were asked to put forward sites for consideration as Local Green Spaces (LGS). Further sites from the original report were identified which also included those owned by the Parish Council, TVBC and HCC.
- 8.12.3. Following identification of sites which were deemed as acceptable during assessment, letters were sent out to the landowners involved. Although not mandatory to gain landowner agreement to LGS designation, the SG decided only to include sites which had landowner agreement. For each landowner-agreed LGS, a more detailed assessment was carried out (see Local Green Space Assessment details). Only those sites which met the assessment criteria are included in the list below.
- 8.12.4. Once designated, the LGS is subject to the similar development restrictions as a Green Belt designation, in that new development is ruled out other than in very special circumstances.

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<sup>3</sup> *'Green spaces' are described as being 'important to the health and happiness of local communities' in NPPF (paragraphs 99, 100 and 101). The objectives require the Plan to identify local green spaces (LGS) and in accordance with the NPPF, these have been assessed for special protection based on where the green area is demonstrably special to the community and holds a particular local significance. For example, because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and where the green area concerned is local in character and is not an extensive tract of land.*

Policy title:	<b>CNP12 Local Green Space</b>
Policy text:	<p><b>Local Green Spaces listed here and shown on the Map below and in the LGS Assessment at Appendix 1B.</b></p> <ul style="list-style-type: none"> <li><b>a. Armstrong Rise Play Area</b></li> <li><b>b. Woodland alongside Enham Lane</b></li> <li><b>c. Land in front of the Church and extending southwards (across from Enham Lane junction)</b></li> <li><b>d. Land to the front of Carter’s Meadow – both sides of the road*</b></li> <li><b>e. Land in front of 111 &amp; 112, Charlton Village/ Brook Cottage etc *</b></li> <li><b>f. Land to the south of Foxcotte Tower</b></li> <li><b>g. Land off Hengest Close</b></li> <li><b>h. Land at end of Richborough Drive</b></li> <li><b>i. Play area at Charlton Lakes</b></li> <li><b>j. Land surrounding Charlton Lakes</b></li> <li><b>k. Play area at Peake Way (Goch Way)</b></li> <li><b>l. Land to the south of Carter’s Meadow</b></li> <li><b>m. Open space at Peake Way</b></li> </ul> <p><b>* Areas ‘c’, ‘d’, and ‘e’ although not formally designated as village green are what remain of Charlton’s village green and are therefore historically significant LGS.</b></p> <p><b>There will be a presumption against all development on Local Green Space except in very special circumstances</b></p>
Justification from Evidence Base	<p>Further detailed plans and assessment is set out in Appendix 1b - the Local Green Space Assessment document</p> <p><a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs</p> <p>Local Plan Policy References: E6, LHW1</p>
Policy Intention (link to objectives)	<p>Objectives 2 &amp; 6</p>



FIG 18 & 19 - View of play area and paths at Charlton Lakes



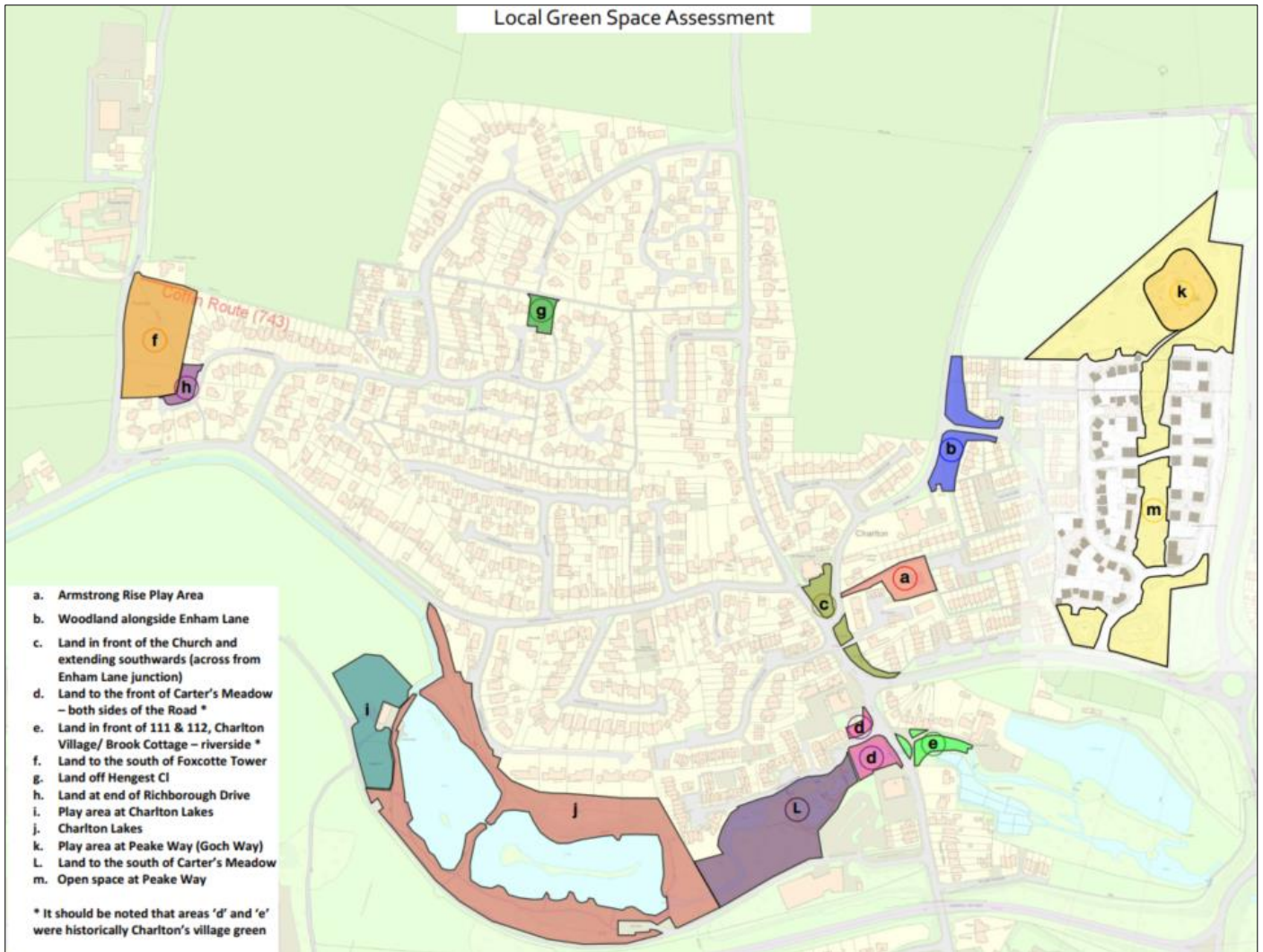


FIG 20 - Designated Local Green Spaces (see LGS Assessment in Appendix 1b for detailed mapping of each site)  
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### 8.13 Charlton Leisure Centre and Sports Ground

8.13.1 The sports ground/playing fields, although meeting many of the criteria for an LGS, has not been designated as such due to the existing protection provided by planning policy and agreements governing its use. This protection reinforces the Sport England playing fields policy.

<http://www.sportengland.org/playingfieldspolicy/>

## FLOODING AND DRAINAGE

### 8.14 Flooding and Drainage Issues

8.14.1. Flooding in the Plan area has had a significant impact in the past and it is the aim, in future, to minimise the likelihood of flooding and drainage overflow problems by all practical means; particularly to prevent new developments from exacerbating the situation. To ensure that where local areas are known to flood (through residents' observations / evidence), but are not recorded on the Environment Agency flood maps, this evidence will be gathered by the Parish Council and passed to the County Council as the Lead Flood Authority. The maps below show the currently documented flood zones and areas prone to surface water flooding. As can be seen, whilst the majority of areas at risk of fluvial flooding are in close proximity to the river; surface water flooding can occur along Hatherden Lane, Enham Lane, St Thomas' Close and the land to the north.

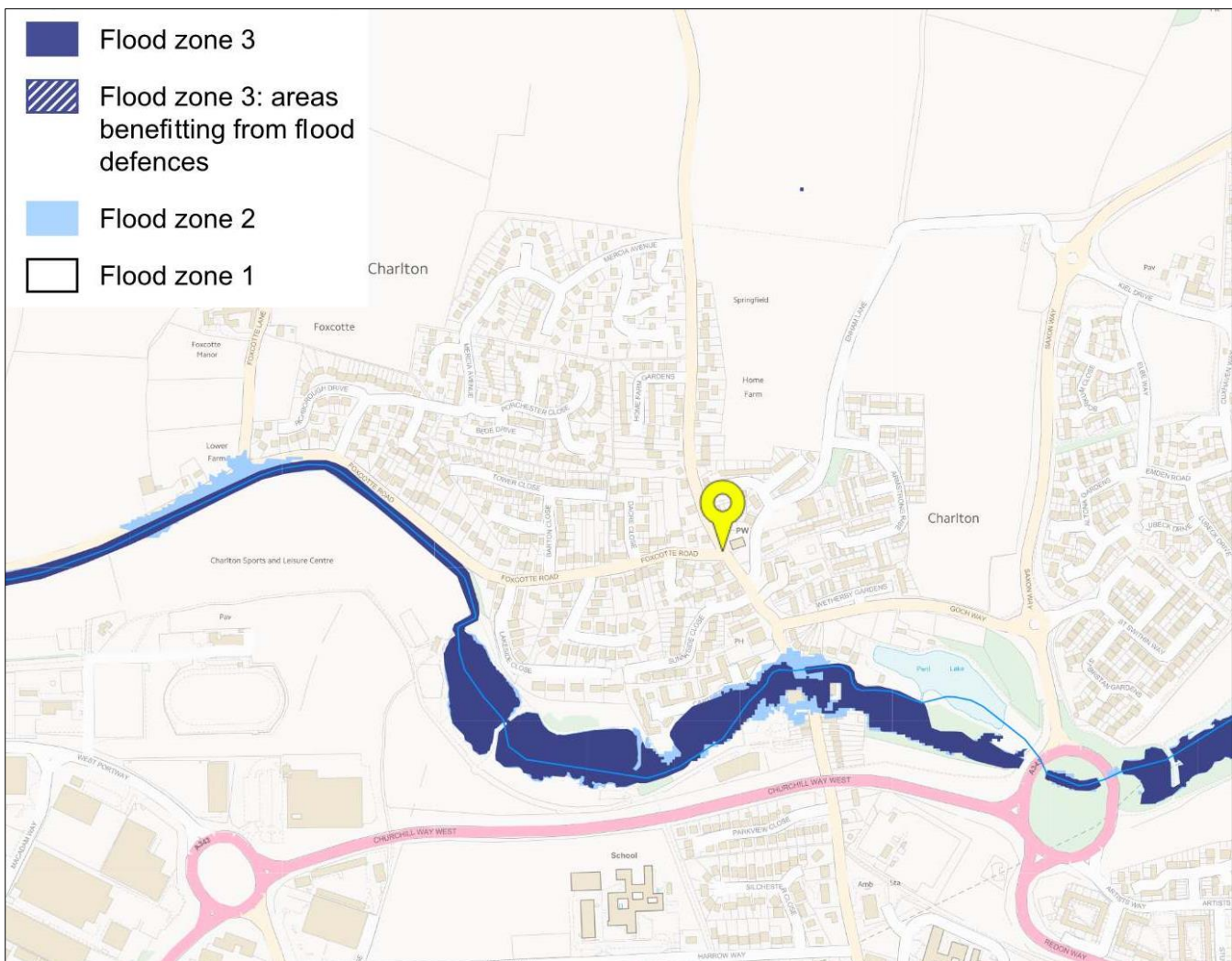


FIG 21 - Map of flood Zones

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FIG 22 - Risk of Surface Water Flooding

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8.14.2. The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

8.14.3. Plans should apply a sequential, risk-based approach to the location of development to avoid flood risk to people and property and manage any residual risk, taking account of the impacts of climate change.

Policy title:	<b>CNP13 Flooding and Drainage</b>
Policy text:	<p><b>Development will be supported where it is demonstrated that surface water drainage will not add to the existing site runoff or cause any adverse impact to neighbouring properties and the surrounding environment.</b></p> <p><b>Unless demonstrated to be inappropriate, sites should incorporate Sustainable Drainage Systems (SuDS), with run-off rates no greater than greenfield sites.</b></p> <p><b>SuDS where possible should be designed so as to contribute towards the landscaping and biodiversity of the sites and provision should be made for their future maintenance.</b></p>
Justification from Evidence Base	<p>Development should incorporate sustainable drainage principles where possible and adequate flood protection and mitigation measures. This is particularly important within and adjacent to the centre of the village where it is located in Flood Zones 2 and 3 and other areas identified as having problems with surface water drainage issues.</p> <p><a href="https://flood-warning-information.service.gov.uk/long-term-flood-risk/map?easting=435025&amp;northing=147124">https://flood-warning-information.service.gov.uk/long-term-flood-risk/map?easting=435025&amp;northing=147124</a></p> <p>Evidence base Review  <a href="https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.huqofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 157- 165  Local Plan Policy References: E7</p>
Policy Intention (link to objectives)	Objectives 2 & 4

## BUILT ENVIRONMENT

### 8.15 Design

- 8.15.1. The National Planning Policy Framework (NPPF) places good design, the enhancement of local distinctiveness, landscape character and conservation of the historic environment at the heart of sustainable development and good planning in rural areas. This policy adds the locally distinctive detail to national and regional guidance.
- 8.15.2. It is important that all new development contributes to ‘sense of place’ and for residents to relate to the area in which they live. It has been identified by residents that it is key that the village retains its rural identity by promoting high quality and appropriate design.
- 8.15.3. The Character Assessment covers the entire Plan Area and is subdivided into different character types (see Appendix 1b for summary). Descriptions of each character area are shown below and are set out in full within the Character Assessment.
1. Original Historic Core of the village – medium to higher density
  2. Mixed historic area and modern infill – low density
  3. Modern low density – predominantly single storey
  4. Carters Meadow – purpose-built retirement dwellings – high density
  5. Late 20<sup>th</sup> Century family homes – 2 storey – medium - lower density
  6. 1960s/70s medium density family housing - 2 storey
  7. 1960s low density family housing – predominantly open plan frontages - 2 storey
  8. 1960s/70s high density family/ affordable housing - 2 storey
  9. Goch Way/ Peake Way development – currently under construction
  10. Foxcotte historic rural hamlet
- 8.15.4. Building quality and materials should be consistent with the context of the Plan Area and should be appropriate to and sympathetic with the different Character Areas detailed in the Character Assessment<sup>4</sup>. This does not preclude high quality modern designs, but such design should be sympathetic to its surroundings and will require written justification to accompany any application, to demonstrate how it complements and enhances the character and context of adjoining development and surrounding areas.

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<sup>4</sup> Paragraph 122 to 123 of the NPPF states that local planning authorities should support development that makes efficient use of land. In particular, the criterion states the importance of ‘maintaining an area’s prevailing character and setting’.

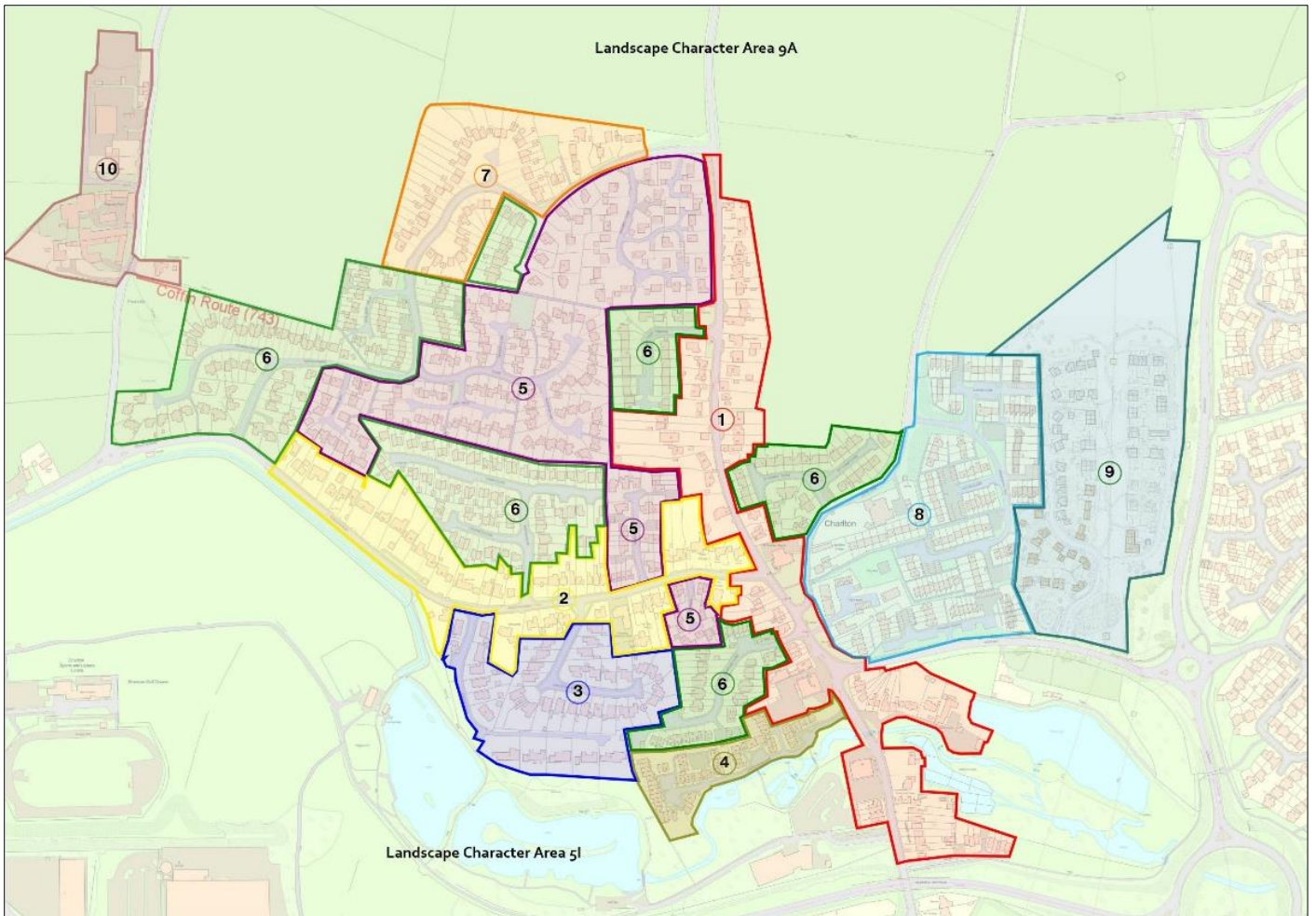


FIG 23 - Charlton Character Areas - Full detail in Character Assessment Appendix 1c  
 Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

8.15.5. Any major housing sites should not be generic in their appearance and should draw their influences from the historic development within the Plan Area. High quality design with attention to detail will be encouraged and supported. Such details that are in evidence in the village include:

- Flint walls with red brick bands
- Brick quoins
- High brick plinths
- First floor brick bands
- Brickwork in English and Flemish bonds
- Hipped, tiled and slate roofs

8.15.6. These are highlighted from the properties and views below:



- Red brick quoins and banding are highlighted along with hipped slate and thatched roofs
- Painted timber windows are prominent, although there are a number of low profile frame modern alternatives, which are often considered as being of high quality. Such features should be appropriate to the age and style of the dwelling.



FIGS 24, 25, 26 & 27 - examples of decorative flint and brickwork, fenestration, roofing materials and boundary treatment



FIGS 28 & 29 - examples of fenestration, detailing, walls and roof styles and materials

- There are some examples of 2.5 storey dwellings, but these are prominent feature buildings and not representative of the majority.
- Even on later buildings, the use of quoins and banding is still undertaken and provides visual interest
- Boundary walls are also a prominent feature in the village and should be retained and proposed in new development where appropriate.





FIGS 30, 31 & 32 - examples of fenestration, detailing, walls and roof styles and materials

8.15.7. The TVBRLP sets out in paragraph 5.30 that:

*'The Council has not specified individual densities for particular sites or areas. The density of individual proposals should be informed by the character of the site and its surroundings and be sympathetic to it.'*

- 8.15.8. The plan sets out its own approach to housing density to reflect local circumstances. Density of development in Charlton should be appropriate to a village environment and reflective of that in each Character Area.
- 8.15.9. Charlton’s historic past is evidenced in the designs, features and materials of its built environment which establishes its village character. The built environment policies are intended to ensure development respects this character developed over time.

Policy title:	<b>CNP14 Design</b>
Policy text:	<p><b>1. Where permission is required, all development should be to a high standard of design to respect the character of the area as identified within the Charlton Character Appraisal (appendix 1c). Where the proposed development is significantly different from the surrounding identified character, adequate justification should be provided to support the proposal.</b></p> <p><b>2. In accordance with the identified character areas, new development must demonstrate that careful consideration has been given to:</b></p> <ul style="list-style-type: none"> <li><b>a. the height of proposed buildings, which should not normally exceed two storeys (as set out within the Character Appraisal).</b></li> <li><b>b. appropriate massing, scale, layout, appearance and landscaping of proposals;</b></li> <li><b>c. how the proposal integrates with its surroundings in terms of plot size and density;</b></li> <li><b>d. the amenity of neighbouring properties in terms of levels of light, noise, air or water pollution</b></li> </ul> <p><b>3. Support will be given to development which reflects local building styles and detailing, and which uses traditional materials such as brick, tile and flint, especially within the setting of heritage assets and in Character Zones 1, 2 and 10.</b></p> <p><b>4. Proposals involving the removal, replacement or unsympathetic alteration of old flint or brick and flint walls, and clay tiles will not be supported unless adequately justified.</b></p>
Justification from Evidence Base	See Character Appraisal <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	NPPF paragraphs 8, 28, 83, 95, 124 - 132  Local Plan Policy References E1, LHW1
Policy Intention (link to objectives)	Objectives 2, 3, 5 & 6

## **8.16 Sustainable Construction and Infrastructure**

- 8.16.1 Latest technologies in design, construction and sustainability are at the centre of Charlton's future construction requirements within the Neighbourhood Plan period.
- 8.16.2 Reducing Energy consumption is planned to be a front-facing expectation in respect of all future developments in the village. All future builds of 5 or more homes will be expected to be built to a high standard and promote sustainability.
- 8.16.3 Developers are encouraged to demonstrate how they have addressed the principles of minimising energy use and overall carbon impact during construction and in occupation/use and are encouraged to take opportunities to exceed Building Regulation Standards where possible.
- 8.16.4 According to the Environment Agency's Final Classification (2013), the Plan Area falls within an area of 'serious water stress'. Parish Councils are encouraged through policy provision in Neighbourhood Plans, to consider opting for higher water efficiency standards in new development. This would contribute to the mitigation of climate change through sustainable design as envisaged by the National Planning Policy Framework (NPPF) Paragraph 146 which states that '*plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for [...], water supply...*'
- 8.16.5 This approach aligns with the Southern Water 'Target 100' programme to reduce average per capita water consumption to 100 litres per person per day by 2040<sup>x</sup>.
- 8.16.6 Building Regulations Approved Document G, requirement G2 Water Efficiency part (2)(a) has an optional requirement in part (2)(b) for 110 l/p/d if required by the local authority and is required in the Local Plan.
- 8.16.7 Although there are no current plans, over the life of the Neighbourhood Plan, it may be that new or improved infrastructure is required either to serve new development and/or to meet stricter environmental standards. It is important to have policy provision in the Neighbourhood Plan which seeks to ensure that the necessary infrastructure is in place to meet these requirements. The National Planning Practice Guidance states that 'Adequate water and wastewater infrastructure is needed to support sustainable development'.
- 8.16.8 Although the Parish Council is not the planning authority in relation to water or wastewater development proposals, to ensure consistency with the NPPF and to facilitate sustainable development support for essential current infrastructure within all levels of the planning system appropriate infrastructure provision must be considered.

Policy title:	<b>CNP15 Sustainable Construction and Future Infrastructure Provision</b>
Policy text:	<p><b>1. All new developments are encouraged to:</b></p> <ul style="list-style-type: none"> <li><b>a. Minimise overall carbon impact during construction</b></li> <li><b>b. Achieve water efficiency standards set out in the Local Plan</b></li> <li><b>c. Provide for sustainable transport (including electric car charging) and</b></li> <li><b>d. Use renewable energy technologies for energy supply with developments encouraged to secure at least 10% of their total regulated energy from renewable or low carbon sources.</b></li> </ul> <p><b>2. New and improved utility infrastructure including waste water facilities will be encouraged and supported in order to meet the identified needs of the community, subject to other policies in the plan.</b></p>
Justification from Evidence Base	See evidence on Low Carbon Planning Evidence base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	NPPF paragraphs 149, 150, 151 Local Plan Policy References E1, E7, COM 15
Policy Intention (link to objectives)	Objectives 2, 4 & 7

## 8.17 Heritage

8.17.1. National and local policies require that there are positive strategies in place, which seek to ensure the conservation and enjoyment of the historic environment. These should give consideration to enhancing the significance of heritage assets and ensuring they have viable uses, that account is taken of the wider benefits of these assets and the desirability of new development is also helping to contribute to local character and distinctiveness.

8.17.2. Charlton has nine listed buildings and a significant Scheduled Ancient Monument – Foxcotte Deserted Medieval Village. The full detailed list of buildings is set out in Character Assessment/ Evidence Base Review with a summary of the listed buildings. The designated heritage assets are shown in Fig 33. Whilst many buildings are well preserved and maintained, some have been subject to the introduction of unsympathetic extensions and use of inappropriate materials over time such as concrete tiles and UPVC windows. Where permission is required, the removal of such additions as well as those within their setting is to be supported.

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\*<https://www.southernwater.co.uk/the-news-room/the-media-centre/2019/february/target-100our-bold-new-initiative>

## Heritage Assets

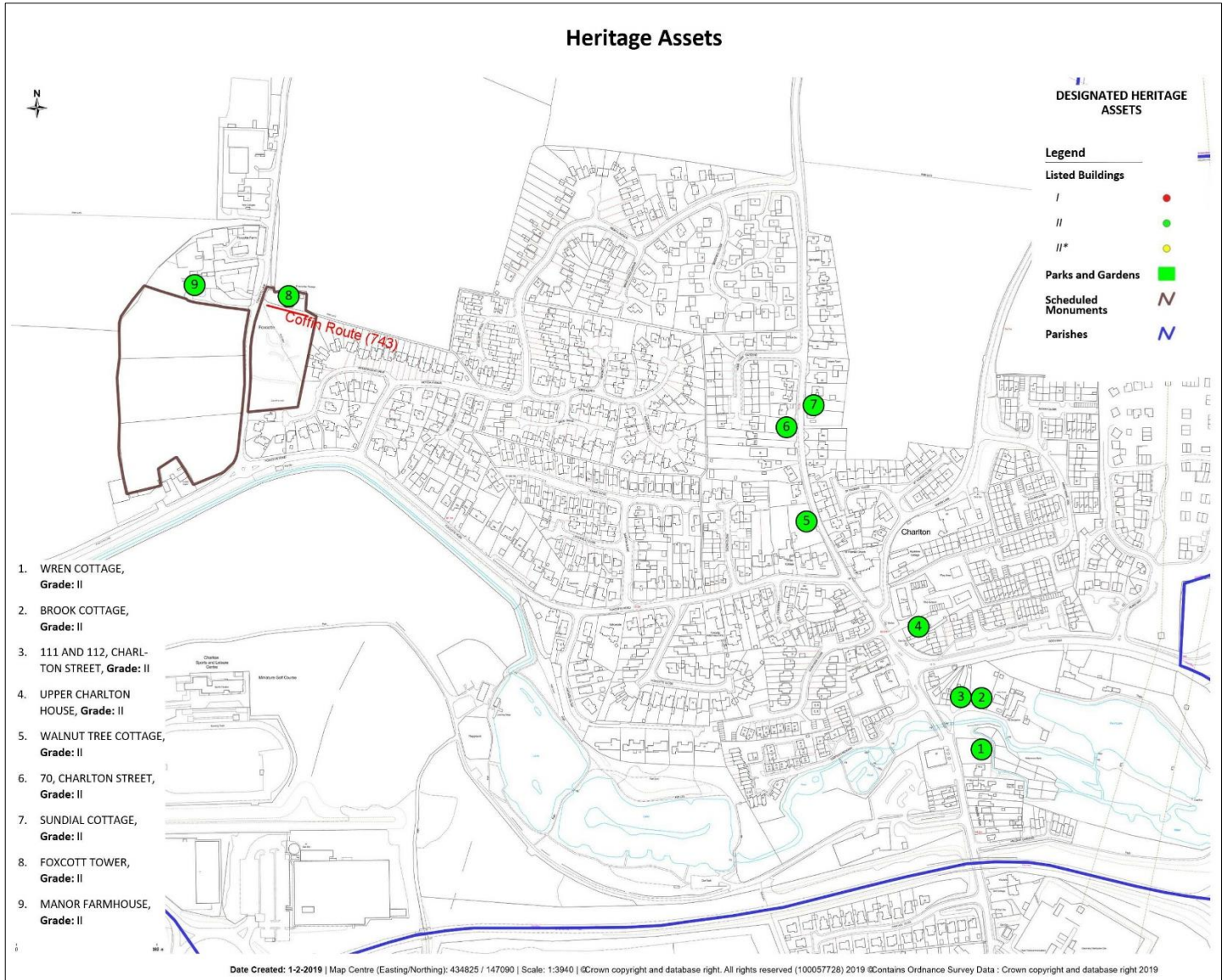


FIG 33 - Designated Heritage Assets  
Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

### 8.18 Site of Foxcote(e) Deserted Medieval Village

8.18.1 Regarding the deserted medieval village of Foxcote paragraph 189 of the NPPF is relevant where it states that: ‘Where a site on which development is proposed includes, or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and where necessary, a field evaluation’. Local Plan policy E9 provides detailed protection for Charlton’s heritage assets, and the policy below adds to those details.



FIG 34 - Extent of Foxcotte Medieval Village Scheduled Ancient Monument  
Ordnance Survey data © Crown copyright 2019 OS Licence No 100051806

Policy title:	<b>CNP16 The Historic Environment</b>
Policy text:	<ol style="list-style-type: none"> <li><b>1. Subject to other development plan policies, new development proposals will be supported where they include appropriate measures to safeguard the designated heritage assets of the Plan area. Furthermore, support will be given to development proposals which remove inappropriate and unsympathetic materials from such assets and their setting.</b></li> <li><b>2. Proposals should provide proportionate evidence to highlight that they have been well designed to ensure the continued enjoyment of Charlton’s historic context and character with reference to the Charlton Character Appraisal.</b></li> <li><b>3. Support will be given to development proposals which enhance or better reveal the former village green area/ river crossing as identified in the Character Appraisal and set out as designated Local green space areas ‘C’ ‘D’ and ‘E’.</b></li> <li><b>4. Proposals affecting a heritage asset should demonstrate that they: <ol style="list-style-type: none"> <li><b>a. avoided or minimised harm to the significance of an asset;</b></li> <li><b>b. conserved the setting of the asset or an aspect which is considered to contribute to the significance of the asset;</b></li> <li><b>c. provided an appropriate response in terms of repair and conservation; and</b></li> <li><b>d. provided appropriate means to understand and enhance the enjoyment of the asset.</b></li> </ol> </b></li> <li><b>5. Where the proposed site has potential to contain archaeological deposits, particularly the allocated site CHA1 and in close proximity to the site of Foxcotte Deserted Medieval Village the development proposals should be informed by a programme of archaeological investigation including a desk-based assessment and, where necessary, a field evaluation. The County Archaeological Service should be consulted on the method of assessment and on any mitigation required.</b></li> </ol>
Justification from Evidence Base	<p>See Designated Heritage Assets within the Evidence base Review <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Further evidence is found within the Character Appraisal <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 184- 202</p> <p>Local Plan Policy References E9</p>
Policy Intention (link to objectives)	Objectives 5

## COMMUNITY

### 8.19 Community Facilities

8.19.1. The Parish survey and public consultation events have resulted in a number of clear concerns and requirements for the future needs of Charlton. These include:

- Support and enhance local small and micro businesses; including the need for superfast broadband
- Commission a Community Hall
- Enhance accessibility to Charlton Lakes
- Maintain and enhance beauty and habitat of riverbank through Charlton
- Maintain and enhance heritage sites – burial ground, coffin route
- Sympathetically maintain and enhance Charlton Lakeside
- Improve Off Road parking
- Tackle speeding and inappropriate traffic through Charlton
- Maintain current bus routes
- Charlton Lakes is owned by TVBC. Charlton Parish Council should become a key stakeholder in the future management and development of the Lakes.

8.19.2. Whilst some of these issues are not land use planning related, they are community aspirations, where this is the case, such issues are highlighted separately in the community aspirations Appendix 2.

8.19.3. Charlton has slightly below the required amount of public open space however, the figure does not include the Charlton Sport and Leisure Centre formal recreation provision as it is an Andover-wide provision.

8.19.4. The public open space requirement based on a 2011 estimated population amounts to 5.45 hectares. Whilst Charlton has more than the required amount of parkland it is short of other types of open space including children's play space. Charlton Sport and Leisure Centre and Foxcotte and Charlton Lakeside are significant provisions within the ward that serve a larger area. As such, the formal recreation provisions are included within provision for Andover as a whole rather than the ward of Charlton.





FIG 35 - Leisure Facilities within the Plan Area (see list below) - © copyright Google Maps 2019



FIG 36 - Leisure Facilities within the Plan Area (see list below) - © copyright Google Maps 2019

- 8.19.5. Any new development will need to be assessed against its impact on current facilities or the ability to expand them in the future. The current list of services and facilities within the Plan Area include:
- a. Food Store(s); (1) Tesco and (2) Convenience Store
  - b. Leisure Facilities
    - (1) Charlton Sport and Leisure Centre including; sports pitches, BMX track and Pitch and Putt Golf.
    - (2) Sports Academy, tennis and netball courts
    - (3) Salto Health Club and Gymnastics Centre
    - (4) Recreation Ground with pavilion
    - (5) Astro turf
    - (6) Skate park
    - (7) Provision for Children & Teenagers
    - (8) Rugby club
    - (9) Football and social club
  - c. Public House – Royal Oak
  - d. Religious Buildings
  - e. Shared Community Facilities - Church Hall
- 8.19.6. Test Valley has implemented a Community Infrastructure Levy that applies to all residential development. However, the CIL expenditure excludes the provision of or contribution towards site-specific community facilities, including sport and recreation, necessary to meet the specific needs arising from individual sites. Policy CNP17 seeks to ensure this provision is made through planning obligations.
- 8.19.7. A clear need identified in the community surveys was for the provision of a new community hall to serve Charlton. In the 2018 survey 80% of residents supported the proposal. Policy CNP17 seeks to encourage its provision.



*Convenience Stores*



*Church and Church Hall*



*Sports and Leisure*



*Sports pitches*

Policy title:	<b>CNP17 Community and Sports facilities – retention and enhancement</b>
Policy text:	<p><b>Proposals for a new community hall in the village will be supported, provided the proposals can demonstrate the site is suited to this purpose in terms of access, car parking and design, and will not lead to a loss of amenity for local residents.</b></p> <p><b>Major residential developments must provide or contribute towards formal and informal sport and recreation facilities in relation to the individual site where this is necessary to meet adopted standards for the increased population generated by the development. Contributions must be directly, fairly and reasonably related to the development and will be secured through planning obligations.</b></p>
Justification from Evidence Base	<p>See Parish Survey Evidence  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Evidence base Review  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF paragraphs 28, 83, 92</p> <p>Local Plan Policy References  COM14, COM15</p>
Policy Intention (link to objectives)	Objectives 2 & 4

## LOCAL BUSINESS AND EMPLOYMENT

### 8.20 Local Shops and Businesses

8.20.1. Charlton is within reasonable (30 minutes walking) distance to Andover railway station with its easy commute to Salisbury or Basingstoke and only just over an hour to London. The village is in easy reach of the Portway and Walworth Industrial estates and only 5 minutes-drive from the largest employer in the Andover area (the Army Headquarters). Most villagers of employment age do not seek work in the village, although several people do work from their own home. In terms of more formal employment in the village there are several smaller businesses or franchises:

- a. A busy public house, the Royal Oak.
- b. Salto Gym.
- c. Two shops ((i)Tesco (with a Post Office embedded) and a (ii) convenience store).
- d. The Charlton Leisure facility principally sub-contracted by TVBC (including fishing and leisure lake, café, pitch and putt, crazy golf).
- e. Charlie's Lake and café (private fishing).
- f. Truly Scrumptious, a beauty treatments centre located in a converted barn on the Foxcotte Road.
- g. An outstanding playschool (using the Church building).
- h. Andover Sports Centre in the north of the plan area (including rugby, football, archery).
- i. A crematorium on the Hatherden Road.
- j. Pressure Care Management - medical equipment for the aged and less able.
- k. Britax - Child car seats & nursery products manufacturers. (Located on the edge of the Portway Industrial Estate and not seen by the villagers as part of the village).
- l. Body complex – Sports Therapy
- m. Foxcotte Veterinary Practice

8.20.2. With the proximity of the industrial estates and the easy access to commuting there is no need for greater employment opportunities to be based in the village.

8.20.3. Shops, public houses, cafes and restaurants and other retail businesses in the village provide services which are valued immensely by the community and help with the sustainability of the village. There is a strong feeling in the village that any reduction in these facilities would represent a significant loss to the community. Where the change of use of a public house is sought it is recommended that a public house use the CAMRA Public House Viability Test.



FIG 37 - Local Businesses within the Plan Area (see list in paragraph 8.59) - © copyright Google Maps 2019

Policy title:	<b>CNP18 Retention of local shops and businesses</b>
Policy text:	<p><b>Local shops and hospitality businesses particularly those registered as Assets of Community Value are vital to the economic and social life of the Plan Area. Proposals that would result in their loss will be resisted unless it can be demonstrated that the tests in Policy COM14 of the Local Plan are met or:</b></p> <ul style="list-style-type: none"> <li><b>a. satisfactory alternative facilities are provided or</b></li> <li><b>b. The proposed development would provide sufficient community benefit to outweigh the loss of the existing facility.</b></li> </ul>
Justification from Evidence Base	See Parish Survey <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a>
Policy Supported	<p>NPPF paragraphs 80, 81, 82, 83</p> <p>Local Plan Policy References COM14</p>
Policy Intention (link to objectives)	Objectives 2 & 4

## **TRANSPORT AND HIGHWAYS**

### **8.21 Access and Road Safety**

- 8.21.1. Any new developments will bring more people, more vehicles and additional vehicle movements (including deliveries and visitors) to the village and have the potential to exacerbate the existing road safety issues. Policies must ensure that any new development does not adversely affect the safety of walkers, cyclists and drivers while respecting and protecting the historic fabric of the village.
- 8.21.2. Development should minimise traffic through the village, particularly along Hatherden Road. It should be located such that it is conveniently and safely connected with the village and surrounding countryside for pedestrians and cyclists.
- 8.21.3. The aim is to reduce the volume and speed of traffic transiting the Village. This may include further traffic calming measures but this will need to be balanced against the potential increase in noise levels and the associated urban appearance.
- 8.21.4. There have also been long term discussions relating to a by-pass for the village. Any future proposals in this regard, would be judged individually on its own merits with Hampshire County Council.

Policy title:	<b>CNP19 Access and Road Safety</b>
Policy text:	<p><b>1. Development Proposals for new dwellings and new commercial buildings should provide evidence that there would be no adverse impact on:</b></p> <ul style="list-style-type: none"> <li><b>a. Traffic flow and Highway Safety in the village</b></li> <li><b>b. Locations where the existing road system is constrained including Hatherden Road, Foxcotte Road and Foxcotte Lane.</b></li> </ul> <p><b>2. Development proposals which include mitigation to improve road safety including traffic calming, new junction arrangements and dedicated pedestrian and cycle paths will be supported, but should minimise impacts such as undue noise or the introduction of urbanising features.</b></p> <p><b>3. Where appropriate, traffic calming, new junction arrangements and dedicated cycle and pedestrian paths should be provided.</b></p>
Justification from Evidence Base	<p>Most recently, the results of the Neighbourhood Plan survey completed in August 2015 showed that of 605 questionnaires returned 90% were concerned with traffic speed and 68% said traffic calming measures would assist.</p> <p>A speed watch report carried out on behalf of Charlton Parish Council for one week in June 2017 showed that there were 29000 vehicle movements per week along Hatherden Road in one direction.</p> <p>Hampshire County Council undertook a traffic feasibility study in July 2015 for calming measures in Charlton Village. This showed that various enhancements for both visual and physical narrowing could be made. The Parish Council has implemented a traffic calming scheme through the Community Funded Initiative. During a public meeting held for the Neighbourhood Plan, residents requested that more traffic calming measures are implemented.</p> <p><a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p> <p>Evidence base Review  <a href="https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/">https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/</a></p>
Policy Supported	<p>NPPF References 102 - 111</p> <p>Local Plan Policy References T1, T2</p>
Policy Intention (link to objectives)	Objectives 2, 3, 4, 5 & 6



## 9. Development Delivery

9.1.1. To encourage potential applicants for development to work with the residents of Charlton via the Parish Council, in preparing their proposals, Policy CNP20 sets out details via which developers will be expected to effectively engage with the local community in early development of planning proposals.

Policy title:	<b>CNP20 Delivery and local community engagement on major development proposals</b>
Policy text:	<p><b>1. In order to ensure a positive and structured engagement with the local community potential applicants bringing forward a significant development proposal are encouraged to follow the Local Community Consultation Protocol (See Appendix 5).</b></p> <p><b>Or any application for:</b></p> <ul style="list-style-type: none"> <li>• <b>10 or more new homes or</b></li> <li>• <b>A commercial development of more than 1000m<sup>2</sup> floorspace or a site likely to have five or more employees.</b></li> </ul>
Justification from Evidence Base	<p>NPPF/ NPPG guidance on process and expectations on pre-application discussions:</p> <p><b><i>“The value of pre-application engagement</i></b></p> <p><b><i>How can pre-application engagement improve the efficiency and effectiveness of the planning application system?</i></b></p> <p><i>Pre-application engagement by prospective applicants offers significant potential to improve both the efficiency and effectiveness of the planning application system and improve the quality of planning applications and their likelihood of success. This can be achieved by:</i></p> <ul style="list-style-type: none"> <li>• <i>providing an understanding of the relevant planning policies and other material considerations associated with a proposed development</i></li> <li>• <i>working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with a proposed development, including, where relevant, the need to deliver improvements in infrastructure and affordable housing</i></li> <li>• <i>discussing the possible mitigation of the impact of a proposed development, including any planning conditions</i></li> <li>• <i>identifying the information required to accompany a formal planning application, thus reducing the likelihood of delays at the validation stage. The information requested must be reasonable (more information can be found in <a href="#">Making an application</a>).</i></li> <li>• <i>putting in place a Planning Performance Agreement where this would help with managing the process and agreeing any dedicated resources for progressing the application</i></li> </ul> <p><i>The approach to pre-application engagement needs to be tailored to the nature of the proposed development and the issues to be addressed.</i></p>

	<p>Paragraph: 001 Reference ID: 20-001-20190315 Revision date: 15 03 2019</p> <p><b>What role do statutory consultees have at the pre-application stage?</b></p> <p>The <a href="#">National Planning Policy Framework</a> is clear that statutory consultees have an important role to play at the pre-application stage. In order for their role to be effective and positive, statutory consultees will need to take an early, pro-active approach and provide advice in a timely manner. Where different statutory consultees share an interest in a particular development, they are encouraged to engage with each other at an early stage and be pro-active in seeking to resolve any issues together. Local planning authorities also have a role to play in encouraging statutory consultees to be as co-ordinated as possible. Where they think it would be beneficial local planning authorities should encourage applicants to engage with statutory and non-statutory consultees before submitting their applications. Where charges are levied by statutory consultees for pre-application advice, they are encouraged to make information available online on the charges, the services to be delivered and the response times that apply. Further information about the <a href="#">role of statutory consultees</a>.</p> <p>Paragraph: 008 Reference ID: 20-008-20190315 Revision date: 15 03 2019</p> <p><b>Local people at the pre-application stage</b></p> <p><b>Is pre-application community consultation compulsory?</b> Pre-application engagement with the community is encouraged where it will add value to the process and the outcome.</p> <p><b>The prospective applicant at the pre-application stage</b></p> <p><b>What should a prospective applicant expect from the local planning authority at the pre-application stage?</b> A prospective applicant should expect a clear, timely, and authoritative, view on the merits of a proposed development – as well as clear advice on consultation requirements and the information to be submitted with a formal planning application.</p> <p>Paragraph: 010 Reference ID: 20-010-20150326 Revision date: 26 03 2015”</p>
Policy Supported	NPPF paragraphs 39 - 46
Policy Intention (link to objectives)	Objectives 2, 3, 4, 5 & 6

9.1.2 The previous policy, together with the protocol, facilitates a structured approach whereby Charlton Parish Council will provide a means to enable effective involvement of the local community in early development of planning proposals.

## 10. Appendices

**Appendix 1 Neighbourhood Plan Evidence Base**

**Appendix 1a Charlton Parish Viewpoint Assessment Note: Appendices 1a,1b and 1c are not included but are available on line <https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/>**

**Appendix 1b Local Green Space Assessment**

**Appendix 1c The Charlton Parish Character Appraisal.**

**Appendix 2 Non-Land Use Community Aspirations**

**Appendix 3 Key Infrastructure Requirements**

**Appendix 4 Monitoring and Review**

**Appendix 5 Charlton Local Community Consultation Protocol**

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## ***Appendix 1 Neighbourhood Plan Evidence Base***

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- Parish Survey Results (within consultation statement)
- Housing Needs Survey – AECOM and Parish
- Charlton Character Appraisal
- Heritage – See Evidence Base Review and Character Appraisal
- Landscape – see Charlton Character Appraisal and Test Valley Landscape Character Assessment
- Demographics – See Evidence Base Review
- Business and Economic Survey – See Evidence Base Review
- Public Rights of Way Survey - see Charlton Character Appraisal
- Community Facilities and Services– See Evidence Base Review
- Local Green Spaces Assessment
- Charlton Parish Viewpoint Assessment
- Site Assessment
- Biodiversity Evidence/ River Anton Enhancement Strategy 2008-2013
- TVBC Topic Paper E3 Local Gaps 2014
- Low Carbon Planning

All documentation is available on the website at <https://www.hugofox.com/community/charlton-parish-council-12680/neighbourhood-plan/>

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## ***Appendix 2 Community Aspirations***

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The list below contains non land use planning aspirations currently considered to be important to the parish. It is intended that these aspirations are brought to fruition where possible. Should applications come forward which are relevant to such aspirations, support will be given to those proposals which have taken these issues into consideration.

- Support and enhance local small and micro businesses; including the need for superfast broadband
- Commission a Community Hall
- Enhance accessibility to Charlton Lakes
- Maintain and enhance beauty and habitat of riverbank through Charlton
- Maintain and enhance heritage sites – burial ground, coffin route
- Sympathetically maintain and enhance Charlton Lakeside
- Improve Off Road parking
- Tackle speeding and inappropriate traffic through Charlton
- Maintain current bus routes
- Charlton Lakes is owned by TVBC. Charlton Parish Council should become a key stakeholder in the future management and development of the Lakes.

### **Economic and employment**

**Objective:** Support and enhance local small and micro businesses; including to support continuous improvements in the provision of high-speed broadband (or future equivalent) and communications infrastructure to support home working, providing that the siting and appearance of the proposed apparatus seek to minimise impact on the visual amenity, character or appearance of the surrounding area.

**Action:** Broadband infrastructure - The Parish Council will monitor to ensure the continuous improvement of the provision of high-speed broadband or future equivalent within the village

### **Community Services and Facilities**

**Objective:** Commission a Community Hall

**Action:** Consider options relating to funding for a new hall and how its provision can be achieved

**Objective:** Assess the plan area for potential Assets of Community Value

**Action:** consider nominating Assets of Community Value

### **Landscape/ Natural Environment/ Biodiversity**

**Objective:** Maintain and enhance beauty and habitat of riverbank through Charlton

**Objective:** Sympathetically maintain and enhance Charlton Lakeside

**Objective:** Enhance access to Charlton Lakes

**Objective:** Create wild flower borders, and develop ways to reduce carbon footprint and enhance biodiversity, particularly within designated Green Spaces.

## **Heritage**

**Objective:** Maintain and enhance heritage sites such as the deserted medieval village and the coffin route

## **Movement, road safety and parking**

**Objective:** Enhance accessibility to Charlton Lakes

**Objective:** To retain the bus service as exists.

Charlton Village is served by 2 bus routes; the No 3 bus route travels from the bus station to Charlton via Artists Way. The current service is every weekday and Saturday with approximately 16 services per day. The No 10 service runs from the Bus Station, via Weyhill Road (Beech Hurst), the Railway Station, the Hospital, and has a local stop outside the Tesco store in Charlton. It continues via Goch Way to service the Saxon Fields estate, before retracing its route via Charlton Village. Residents will work closely with Hampshire County Council to maintain the bus services currently available.

**Action:** Retention of the bus service

The Parish Council will work with the relevant transport company to retain the bus service in its current form, both its regularity and route.

## **Traffic Calming**

**Objective:** Improve Off Road parking

**Objective:** Tackle speeding and inappropriate traffic through Charlton. To undertake a programme of traffic calming and management both generally and specifically for the village centre and along Hatherden and Foxcotte roads.

**Action:** Traffic measures

The Parish Council, by working with Hampshire County Council and Test Valley Borough Council, would welcome the following measures which are considered necessary given developments in Charlton:

- List of potential traffic calming measures including visual narrowing measures, crossing points both formal and informal and build-outs where possible

Historic England's publication 'Streets for All' describes traffic management projects and this advice will be used in future plans for Charlton's traffic/parking issues.

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## **Appendix 3 Infrastructure Requirements**

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### **Section 106 Agreements**

Section 106 financial contributions are no longer the preferred method for site specific mitigation and have been largely superseded by the Community Infrastructure Levy (CIL).

They still remain a mechanism to make a development proposal acceptable in planning terms, that would not otherwise be acceptable. They are usually now focused on site specific mitigation of the impact of development. They are more commonly used to secure affordable housing and to restrict or secure the development or use of the land in any specified way.

A planning obligation can only be obtained where they meet three statutory tests. They must be:

- a. necessary to make the development acceptable in planning terms;
- b. directly related to the development; and
- c. fairly and reasonably related in scale and kind to the development

### **Infrastructure and developer contributions**

In order for the community of the Parish to continue and flourish in the future, it is necessary to ensure that an appropriate level of infrastructure is maintained commensurate with the needs of the community. This is achieved through the use of Community Infrastructure Levy (CIL) or legal obligations where appropriate.

### **Community Infrastructure Levy (CIL)**

The CIL Regulations 2010 (as amended) enable local authorities to raise funding for new infrastructure by levying a charge on new development within their area.

The Council adopted a revised Regulation 123 list on the 30th November 2016, which sets out what the Council will spend CIL monies on. This is separate to the proportion of CIL passed to the parish council, where it is for the Parish to utilise the available funding.

Parishes with an adopted or 'made' Neighbourhood Plan are entitled to 25% of CIL receipts from development within their parish.

Regulation 59C of the 2013 amendment to the CIL regulations outlines how the local council can spend the Neighbourhood Portion. It sets out that a local council must use CIL receipts passed to it to support the development of the local council's area, or any part of that area, by funding -

- (a) the provision, improvement, replacement, operation or maintenance of infrastructure; or
- (b) anything else that is concerned with addressing the demands that development places on an area.

Parish Councils are able to bid for Community Infrastructure Levy (CIL) funding each year. The bid must be for infrastructure items found on TVBC's Regulation 123 list such as highway infrastructure, public transport, education, sports and recreation, community facilities, etc. The infrastructure types or projects that TVBC may fund, in whole or in part through CIL are in excess of £10,000. Whereas bids for projects that are not included on the Regulation 123 list are dealt with separately.

Where development is consistent with the other policies in this Neighbourhood Plan, active support will be given where it secures the provision or funding of infrastructure that mitigates the effects of the development, with particular regard to provision of a community hall, school capacity, sustainable transport measures, healthcare provision, sewage treatment capacity, water supply, public open space and utility connections.



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## ***Appendix 4 Monitoring and Review***

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Implementation of the CNP will be ongoing. Responsibility for determining planning applications rests with Test Valley Borough Council.

The following monitoring plan will be adopted by Charlton Parish Council.

- a. Twelve-month review. The CNP will be reviewed by the Parish Council and the reconvened Neighbourhood Plan Steering Group or their representatives, one year after its adoption following the community referendum. The purpose of the review will be primarily to assess the extent to which the Neighbourhood Plan objectives have been implemented in practice and the contribution of the policies and projects contained within it towards meeting those objectives; and secondly to rectify any errors and omissions.
- b. Review following the adoption of the emerging Test Valley Local Plan 2036. The spatial distribution of growth in and around Andover will ultimately be determined through the emerging Local Plan. The key elements of the CNP will be assessed and where necessary amended once the emerging Local Plan has been adopted. Plainly the scale and nature of the review will be determined by the eventual outcome of the Local Plan. Key elements of any assessment are likely to include future housing provision in the Plan area and the extent and policy wording of the Local Gap policies.
- c. Five-year review. CNP will be reviewed every five years thereafter. Review of the policies will be led by Charlton Parish Council. The purpose of the review will be primarily to assess the extent to which the CNP objectives have been implemented in practice and the contribution of the policies and projects contained within it towards meeting those objectives; and secondly to rectify any errors and omissions.
- d. Any review will follow the neighbourhood planning legislation and regulations applying at that time.

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## ***Appendix 5 Charlton Local Community Consultation Protocol***

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### **Applying the Local Community Consultation Protocol for Charlton Parish:**

#### **Guidance Notes**

##### **1. Introduction**

- 1.1 The aim of the Protocol is to enable open, agreed and well-structured working between communities and applicants/developers, in advance of planning applications, thereby helping to deliver better quality development for all.
- 1.2 The Protocol has been kept deliberately short. The guidance notes – drafted to assist all parties - elaborate some of the key points about how Charlton will use and apply the Protocol.
- 1.3 The guidance notes apply as Charlton Parish Council has formally adopted the Protocol. If any applicant refuses to use the Protocol this could weigh against them at determination stage, i.e. to reverse the NPPF statement, their project could be ‘looked on less favourably’.
- 1.4 There may be occasions where full use of the Protocol is either not possible or inappropriate. Partial use can still be of value if this enables key points to be discussed and agreed.
- 1.5 The introduction of this Protocol is not intended to suggest completely new practice but to act as a guide of best practice for all.

##### **2. Elaboration of Principles**

- 2.1 Applicant Leadership but Shared Responsibility
  - 2.1.1 It is the applicant’s role to lead, drive, manage and mainly fund pre-application involvement to an agreed standard (see below).
  - 2.1.2 Ensuring a positive and professional relationship also depends on contributions from the other key parties, especially the Charlton community.
  - 2.1.3 For large projects a ‘Consultation Steering Group’ can be of value, with representation from the applicant, Charlton residents and, if relevant, Test Valley Borough Council.
  - 2.1.4 Charlton Parish Council will make available to each applicant, an Addendum of local information and contacts to supplement the Protocol. (See Section 3.1)
  - 2.1.5 Charlton Parish Council will also assist the applicant with finding venues for events and with their promotion. If appropriate, cost coverage for such tasks can be agreed with the applicant.
  - 2.1.6 Charlton Parish Council should make available any relevant information about their strategic plans (e.g. relevant policies), standards (e.g. for parking) and procedures (e.g. key Committee dates).

## 2.2 Openness and Transparency

2.2.1 This Protocol is designed to build trust between all parties to deliver an agreed outcome.

2.2.2 As far as possible, all aspects of the process should be open and transparent for all, so regular sharing and regular feedback, especially to the community, is crucial. Where appropriate, this will be done on behalf of all parties rather than one (e.g. a jointly produced leaflet or newsletter).

2.2.3 Closed session meetings, e.g., between applicant and Charlton Parish Council, may be needed on occasion, but should be carefully recorded and the minutes agreed between all parties before being openly available and included in the summary report (see below).

2.2.4 There can, however, be issues of genuine commercial confidentiality for an applicant, (e.g. on an option for a site or if bidding for one), or Charlton Parish or residents where they hold land or access to it. Though commercially confidential, key final outcomes should be shared openly.

## 2.3 Agreed Community

2.3.1 The 'community' is not just those living next door to a site or with direct views of it (or any future development). It includes all those whose lives, work or responsibilities could be noticeably affected by it. Because there is no precise definition for this, Charlton Parish Council will take the broadest view.

2.3.2 It can for example include:

- those potentially affected by traffic or noise or visual impact some way away from a site;
- some external event, e.g. Natural England if there is a wildlife impact, or the Environment Agency etc.

2.3.3 It is important to secure an informal written agreement to any definition, while recognising that some aspects of it can, and perhaps should, change as a project evolves.

## 2.4 Agreed Scope

2.4.1 It is noted that for some projects there can be many aspects up for discussion, for others the list can be very short.

2.4.2 Where appropriate, definitions of the scope for change will be agreed in writing at the outset between applicant and Charlton Parish Council. It is noted that aspects of the scope for community input can change as a project evolves.

## 2.5 Agreed and Delivered Process

2.5.1 It is noted that there needs to be mutual recognition that any agreed consultation process can change as work proceeds. See examples in Section 4.

2.5.2 Charlton Parish Council recognises that the key to success is to discuss, agree and record the process to be followed, be that long or short, small or complex according to the situation.

2.5.3 The process will include opportunities for discussion and dialogue between parties. Although some element of 'presentation' is necessary at some stage, the aim will be to

avoid the late introduction of essentially fixed and detailed proposals; as consulting early on principles and initial ideas is crucial.

- 2.5.4 A report, appropriate to the proposed development will be made of all consultation by the applicant and agreement recorded.
- 2.5.5 If Charlton Parish Council does not support the applicant's report, and cannot negotiate to secure agreement of it, it can submit its own report based on its own thorough records.
- 2.5.6 All of this is without prejudice to the eventual judgement of TVBC on the merits of any application.

### **3. Roles for Key Parties**

#### **3.1 Applicant**

- 3.1.1 Charlton Parish Council recognises that there are different types of applicants (large or national companies, a local landowner or a single home owner) and that the protocol applies equally to them all.
- 3.1.2 The key role and responsibilities of the applicant is to make contact with Charlton Parish Council and TVBC, the planning authority, as early as possible while respecting any commercial constraints. Charlton Parish Council particularly values meeting the applicant at the earliest opportunity.
- 3.1.3 If lobbying of elected members is done, it will be recorded by both parties with agreed notes.
- 3.1.4 The applicant should see and read material supplied by both TVBC and Charlton Parish Council.
- 3.1.5 Charlton requests that the applicant's Consultants/architects should not produce detailed drawings before open discussion of the design principles with Charlton Parish Council.

#### **3.2 Charlton Parish Council**

- 3.2.1 If approached by a potential applicant, the Council's first task is to check that they have or shortly will contact Test Valley Borough Council (TVBC).
- 3.2.2 The TVBC basic planning information contains specifically relevant policies and supplementary information plus links to others. This also includes information from others, notably the County Highways Department, together with links to them.
- 3.2.3 After an initial applicant contact, all Parish Councillors will be made aware, briefed on the proposed procedure and their roles clarified.
- 3.2.4 After an initial applicant contact, local people will be made aware of the proposal and the use of the Protocol.
- 3.2.5 Potential applicants will be made aware of the Protocol.
- 3.2.6 All in the agreed 'community' will be made aware about the potential proposals, the agreed process and the timescale for their opportunity to contribute.

3.2.7 Charlton Parish Council will avoid any active role in local campaigns for or against a particular development or aspects of it. Any Parish Councillors who consider that they must attach themselves to any campaign will make that clear and play no part in managing the Protocol processes.

### 3.3 The Media

3.3.1 It is noted that inappropriate media involvement can damage even a fully agreed involvement process. Therefore, the Council will seek that all communications with the press are prepared jointly between the Council and applicant.

## **4. What is Open to Change?**

4.1 There is not endless scope for a community to influence an application, even if involvement starts very early; this is all a matter for discussion and negotiation. However, here are some that Charlton Parish Council will bear in mind:

- If a site is allocated in the Local/Neighbourhood Plan, that plan may well dictate basic uses, numbers, sizes, even general locations and access points. These factors are not absolutely fixed but good evidence would be needed to change them (not least because a developer will have based any financial calculations on those factors).
- Charlton Parish Council also has other policies that need to be noted, although again there is scope to vary if good local information is produced. As above, these will be made available to the applicant if needed.
- If a site is unallocated, any list of uses, numbers etc. that a developer proposes is their idea only; it has no planning status other than where it potentially meets policy
- Once the CNP is made by TVBC, the Plan will have more influence as the Plan embodies a Character Appraisal and design guidance to lead an applicant's design.

4.2 Some of the aspects that are most likely to be open for discussion at pre-application stage are as follows, in no particular order and not applicable on every occasion:

- Landscaping
- Overall character
- Building design
- Design of aspects such as paths, landscape, signs, street lamps
- Choice of materials
- Housing densities
- Parking standards
- Vehicular traffic impacts off-site, including safety
- Vehicular traffic impacts on-site, including safety
- Public transport links
- Footpath and cycle routes around, on and across a site
- Provision of amenities such as open space, play areas, meeting rooms etc.
- Lighting
- Wildlife and ecological impacts
- Noise and nuisance

- Sensitivity to historic buildings and conservation
- Known archaeological features
- Signage
- Views in and out
- Overshadowing and loss of light
- Flooding/surface runoff

4.3 Construction period impacts (e.g., site traffic through the neighbourhood and site working times) are not a factor for pre-application agreement in themselves but can be raised during pre-application discussions. It is possible to begin to plan ahead and ensure best practice, for example by preparing for a local monitoring group or contact person if site management problems arise at construction stage.