



Cabinet

Thursday, 23rd September, 2021 at 5.30 pm
Conference Room, Parkside, Chart Way, Horsham

Councillors:	Paul Clarke	Leader
	Tony Hogben	Deputy Leader and Horsham Town, Parking & Communications
	Chris Brown	Local Economy
	Philip Circus	Environment, Waste, Recycling & Cleansing
	Lynn Lambert	Planning & Development
	Richard Landeryou	Finance & Assets
	Roger Noel	Leisure & Culture
	Claire Vickers	Community & Wellbeing
	Tricia Youtan	Housing & Public Protection

You are summoned to the meeting to transact the following business

Glen Chipp
Chief Executive

Agenda

	Page No.
1. Apologies for absence	
2. Minutes	
To approve as correct the minutes of the meeting held on 15 July and 22 July 2021 (Note: If any Member wishes to propose an amendment to the minutes they should submit this in writing to committeeservices@horsham.gov.uk at least 24 hours before the meeting. Where applicable, the audio recording of the meeting will be checked to ensure the accuracy of the proposed amendment.)	
a) Minutes - 15 July	3 - 14
b) Minutes - 22 July	15 - 20
3. Declarations of Members' Interests	
To receive any declarations of interest from Members of the Cabinet	
4. Announcements	
To receive any announcements from the Leader, Cabinet Members or the Chief Executive	
5. Public Questions	
To receive questions from and provide answers to the public in relation to matters which in the opinion of the person presiding at the meeting are relevant to the business of the meeting	

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| 6. | Housing Strategy 2021 - 2026
To consider the report of the Cabinet Member for Housing & Public Protection | 21 - 104 |
| 7. | Budget and Medium Term Financial Strategy update
To consider the report of the Cabinet Member for Finance & Assets | 105 - 112 |
| 8. | Local Enforcement Plan and CIL Enforcement Policy
To consider the report of the Cabinet Member for Planning & Development | 113 - 154 |
| 9. | Consultation on draft Conservation Area Appraisals and Management Plans for London Road and Richmond Road, Horsham and Horsham Town Centre
To consider the report of the Cabinet Member for Planning & Development

<i>Conservation Area Appraisals & Management Plans are attached at the end of this agenda</i> | 155 - 172 |
| 10. | Grounds Maintenance Contract Award
To consider the report of the Cabinet Member for Leisure & Culture | 173 - 186 |
| 11. | Overview & Scrutiny Committee
To consider any matters referred to Cabinet by the Overview & Scrutiny Committee | |
| 12. | Forward Plan
To note the Forward Plan | 187 - 192 |
| 13. | To consider matters of special urgency | |

ITEM 9: London Road Conservation Area Appraisal and Management Plan

ITEM 9: Richmond Road Conservation Area Appraisal and Management Plan

ITEM 9: Horsham Town Centre Conservation Area Appraisal and Management Plan

Cabinet
15 JULY 2021

Present: Councillors: Paul Clarke (Leader), Chris Brown, Philip Circus, Lynn Lambert, Richard Landeryou, Roger Noel, Claire Vickers and Tricia Youtan

Apologies: Councillors: Tony Hogben

Also Present: Councillors: Tony Bevis, Martin Boffey, Toni Bradnum, Karen Burgess, Jonathan Chowen, Ruth Fletcher, Frances Haigh, Nigel Jupp, Gordon Lindsay, John Milne, Christian Mitchell, Mike Morgan, Jim Sanson and David Skipp

EX/10 **DECLARATIONS OF MEMBERS' INTERESTS**

Item 5: Councillor Claire Vickers declared a personal interest in this item because her home was close to the boundary of a proposed development site.

EX/11 **ANNOUNCEMENTS**

Councillor Philip Circus, Cabinet Member for Environment, Waste, Recycling & Cleansing, updated Members on the success of the recently introduced kerb-side collection services for textiles, small electrical items and batteries. He advised of the impressive tonnage of each item collected in the first four weeks and confirmed there had been no reports of contamination.

EX/12 **PUBLIC QUESTIONS**

Nine members of the public asked Councillor Lynn Lambert, Cabinet Member for Planning & Development, a question related to agenda item 5, Horsham District Local Plan regulation 19.

1. Sharon Davis asked the following question:

I hope you have had the opportunity to examine the document I submitted on Monday. Why is the Smock Alley site being considered again for development, given the history of the refusals, overwhelming material considerations, as outlined, and significant departure from Horsham's HDPF and emerging draft Local Plan?

Councillor Lambert replied:

I have noted the content of your circulated enclosure. The starting point for assessing sites is the current version of the National Planning Policy Framework (or NPPF) and officers have undertaken their site assessment work based on a strict set of criteria. They have had to consider a wide range of issues such as landscape, heritage, how the site relates to the existing

settlement and whether the site is viable and deliverable during the plan period. This work has been carried out by qualified planning professionals and other specialists.

More details about the site assessment process is set out in Appendix 6 of the Cabinet papers.

This Council is facing an unprecedented housing target and without a plan the consequence will be more and uncontrolled development across the district which does not provide the infrastructure which meets the community's needs. The Council is therefore faced with making difficult choices including the location for new homes.

In any Local Plan there are always those who do not agree with the sites selected by the Council. However, there will be an opportunity to raise these issues as part of the Regulation 19 period of representation where you can raise concerns and suggest amendments to the plan.

Sharon Davis, as a supplementary question, asked what was meant by no or low capacity in a landscape assessment.

Councillor Lambert replied that she would provide Sharon Davis with a written reply.

[Written reply provided: *The Horsham District Landscape Capacity Assessment is a study carried out by qualified Landscape Architects to inform the review and preparation of the new Local Plan and understand which landscapes have more or less potential to accommodate development in landscape terms. It is available to view on the Local Plan Evidence Base pages of the Council's website.*

The different definitions of landscape capacity are set out in Table 6 on page 19 of this document. No/Low capacity defined as:

'The area is unable or only has very limited potential to be able to accommodate the specified type and scale of development without unacceptable adverse landscape and visual effects or compromising the values attached to it, taking account of any appropriate mitigation.'

The landscape assessment looks at the overall ability of a number of separate study areas across the district. This means that there may be smaller parcels of land within a study area which are more or less able to accommodate development than the overall capacity conclusion for the whole study area.

In addition, the landscape capacity assessment is just one factor when deciding whether a site is suitable for development – it also depends on a range of other considerations including access and infrastructure constraints, to other environmental considerations including flood risk, ecology, heritage and archaeology and air quality.]

2. Richard Cordy asked the following question:

Why has the East of Billingshurst site been included when it doesn't have this local support (of the local tennis club), won't offer these (tennis) facilities nor would it meet Horsham District Council's own affordable housing requirements, or indeed meet Horsham District Council's requirements on carbon reduction, whereas Newbridge Park would on all those counts?

Councillor Lambert replied:

As I have outlined in my earlier response, officers have undertaken site assessment work based on a strict set of criteria which consider a range of planning matters to determine whether in their professional opinion a site is suitable, available and deliverable during the plan period.

The decision on whether or not to allocate a site is therefore not based on one single piece of evidence or benefit of a scheme, but on how all factors combine. Therefore whilst the Newbridge Park site may perform well in terms of carbon reduction I notice that the site is separated from the existing village of Billingshurst; is divided into two separate parcels and faces the challenge of linking any new community with the existing one across the A29. We must consider how this site will form a new cohesive community when compared with other development proposals, including land east of Billingshurst, where such a barrier does not exist.

Richard Cordy asked, as a supplementary question:

If Newbridge Park is not the preferred option and you stick with East Billingshurst can we have some commitment from the Council to release around the £4m that we were due to get on the existing Parish Council land at Jubilee Fields, to allow for some improvements and relocation of the tennis club from existing S106 money and new money that you may get from the East Billingshurst site?

Councillor Lynn Lambert replied:

By all means the Council will look at releasing this money for you.

3. Councillor Owen Hydes (Chairman, Nuthurst Parish Council) asked the following question:

At Parish level, we have not listened to any support at all for a new town at Buck Barn. A new town, quickly planned by a developer and destroying acre upon acre of the Low Weald is not what our communities want.

So, nearly 20,000 people have signed a petition against Buck Barn, over 8,000 have written to the government. And I believe each District Councillor has been sent around 2,000 emails or letters opposing Buck Barn. Local people have used their voice. Now they want to be listened to and to see local democracy

actually work. So, how are you going to persuade local people that you properly represent them?

Councillor Lynn Lambert replied:

We know from the Regulation 18 consultation held in 2020 that no site that we consulted on was welcomed by the local community but it is a legal requirement that local authorities prepare a local plan. The government sets housing targets for our district and also requires that the plan contributes to unmet needs from other areas as far as is possible. This has led to unprecedented housing targets placed on Horsham District.

We have repeatedly sought to represent the concerns of the Council and the community by writing to government about the issues we face. Unfortunately this has not led to a change in our housing numbers and targets.

The Council must therefore make some very difficult choices about where development goes. Legislation requires that the decision that we make must be based on planning matters and the available evidence.

Taking this responsible course of action is the best means of representing the interests of the district. Far worse would be the failure to make a plan at all as this would lead to more development in the wrong place and with fewer services and facilities than we need.

Cllr Hydes asked, as a supplementary question:

Why are you so insistent on saying that HDC must have a Local Plan because it seems to me that the awful consequences of a new town and Buck Barn covering acres and acres of low weald would be far worse than not having a Local Plan?

Councillor Lynn Lambert replied:

If we don't have a Local Plan we will not be able to prove a five-year land supply. Developers will crowd in at the door and we would end up with development across the district where we don't want it. We also will not get the benefits of having the infrastructure that we need and require from those developers.

The Leader stated that the following questions would be heard together as they were related to each other and the Cabinet Member would give one overarching reply.

4. Frances Martin asked the following question:

For the Regulation 18 consultation a RAG Rating was carried out on the sustainability of the sites presented to the Council through the SHELAA. SA587 Adversane identifies only one amber against Archaeology whereas SA716 Buck Barn identified five ambers, the most notable of which were against

Environmental Quality, Transport and Economic Impact. Furthermore the support for the inclusion of Adversane was an overwhelming 42 to 20. Given these assessments, why was Adversane discounted from inclusion in the Regulation 19 consultation?

5. Meryn Findlay asked the following question:

In allocating Buck Barn, what assessments have been made about the impact on traffic and air quality in nearby settlements such as Cowfold, where there is already an air quality concern, and what assurances have been made by the Council about the feasibility of the mitigation measures proposed on the highway network?

6. David Tidey asked the following question:

In the light of information from objectors presented to the Council and Councillors about distances from strategic sites to nearby transport hubs, does the inclusion of Buck Barn, to the exclusion of more sustainable locations for housing, risk the Local Plan being found unsound at the forthcoming examination?

7. Simon Meighan asked the following question:

In allocating Buck Barn, what weight has been given to the impact that this would have on the natural environment, as acknowledged and expressed by the Conservative Government's Environment Minister as well as 30 leading environmentalists?

8. Nicky Pepper asked the following question:

In his letter dated 6 July, which was sent to all Members of the Council, Lord Lytton concludes by saying that "on every objective measure, Buck Barn fares less well than the main alternatives." His letter also refers to a crucial District Nature Recovery Network study, which as yet is not in the public domain. Does the land that is proposed to be allocated at Buck Barn fall within an area of high or very high ecological value? How does this compare to other major strategic sites that have also been promoted as part of the Local Plan?

9. Charlie Burrell asked the following question:

Several policies rely upon or defer to a Green Infrastructure Strategy or Nature Recovery Network. We are aware of a draft Nature Recovery Network document produced and developed in partnership with the Sussex Wildlife Trust. We are also aware that this document is widely available in draft form and that several Councillors have seen it.

Given the significant emphasis being placed on this document in the Local Plan why has it not been included in the Council's evidence base? Please confirm whether such document, plan or assessment has been used to inform the Regulation 19 draft submission local plan?

Councillor Lynn Lambert gave the following reply in response to questions 4 – 9:

As these questions have raised a number of similar issues concerning the evidence base supporting the preparation of the Local Plan and how it has been into account I am going to answer these questions together.

As I mentioned in my response to earlier questions, the Local Plan must be based on planning matters including relevant and proportionate evidence. The Council consulted on the initial assessment of sites with potential for development in 2020, which is what was referred to by Ms Martin. These assessments have now been revised to take into account updated evidence and feedback from the consultation.

The Council will not be making decisions on the content of the previous consultation but on the revised, updated and expanded evidence base. This includes transport studies, flood risk, and biodiversity including the emerging Nature Recovery Network. The relevant evidence base is referenced in the Cabinet papers this evening and we will consider whether the plan is ‘an appropriate strategy’ as required by the National Planning Policy Framework.

The draft Nature Recovery Network documentation referred to by Ms Pepper and Sir Burrell is not yet in its final form but will be made available on the Council’s website once finalised and agreed. The emerging document has been considered during the development of the Local Plan.

It is important to note though, that the Environment Bill is not yet enacted and nor has any Nature Recovery Network officially been designated. There is as yet no government guidance on how such designations will work or who will be the body who defines any NRN and so there may be differences between any eventual Nature Recovery Network and the work being carried out by the Wilder Horsham District partnership.

The government is very clear about its intention to bring forward both new homes and biodiversity net gain. Defra has very recently published a biodiversity net gain matrix which provides local authorities with guidance on this process. However it is clear that development and the delivery of biodiversity net gain cannot be considered to be mutually exclusive.

There are no easy choices regarding the location for development, but the concerns raised in the questions you have asked have been considered by officers. The plan before us this evening is a proposal which sets out a way forward to deliver the unprecedented housing targets we face and crucially the necessary mitigation measures and environmental enhancements.

As I stated earlier, in any Local Plan there are always those who do not agree with the sites selected or evidence base or feel that other locations for development may be more suitable. However, the issues raised in the

questions tonight are examples of matters which can be submitted as part of the Regulation 19 period of representation.

The purpose of the Regulation 19 stage is to allow an opportunity for individuals and organisations to set out any concerns they may have and suggest how the plan can be changed to remove those concerns. These suggestions will be considered by an independent Planning Inspector who will hold an Examination into the Local Plan, which will include public hearings, in due course.

4. Frances Martin asked, as a supplementary question:

Do Horsham District Council recognise that the Buck Barn development will blight Cowfold with increased traffic volumes and push the pollution levels even further over the legal limit? If so, is the Council happy with the mitigation plans presented to you by the developer?

Councillor Lynn Lambert replied:

West Sussex County Council, who are the Highways Authority, have looked at the mitigation plans proposed and they are happy with them.

5. Meryl Findlay asked, as a supplementary question:

For the final vote on 28 July, can you assure me you will be in possession of all the results of all the relevant investigations that you have just said you are to undergo?

Councillor Lynn Lambert replied:

Yes we will.

6. David Tidey asked, as a supplementary question:

The red line boundary for the Buck Barn allocation in the Regulation 19 draft includes an area of additional land to the northwest of the site, which was not previously included in the Regulation 18 draft Local Plan. Why has the addition of this area of land not been referred to in the Cabinet report? Why is it necessary and has the sustainability appraisal, site assessment summary and officer recommendations considered and evaluated the impacts of this extra land in the allocation of Buck Barn as against other site possibilities?

The Leader advised that Councillor Lambert would provide Dave Tidey with a written reply.

[Written reply provided: *The Cabinet report papers comprise a number of documents and papers. These include the Cabinet report itself which sets out the recommendations, together with the Local Plan and a range of background evidence. Appendix 6 includes a summary of the site assessment work. This shows the full site area referred to in the supplementary question. The impacts of this additional area have been considered and evaluated.*]

7. Simon Meighan did not ask a supplementary question.

8. Nicky Pepper asked, as a supplementary question:

Is there going to be an enquiry into the assertions made by Lord Lytton in his letter to Councillors that there is a lack of objectivity and bias in Council decision-making before the vote on 28 July.

The Leader of the Council did not allow this question as it was on a different subject matter and not supplementary to the original question or the reply.

9. Charlie Burrell asked, as a supplementary question:

Thakeham Homes have submitted a Biodiversity Net Gain report in support of its Regulation 18 consultation response. It is noted that this was based on a smaller site than identified in the Regulation 19 draft. Further and critically it purports that despite attributing the highest possible target conditions, only a net gain of 2.7% is identified. Has the Council compared this against assessments carried out for other potential site allocations? How does the Council justify its acceptance of this when the Environment Bill and Regulation 19 Plan Policy 30 require a 10% BNG? With no ecological evidence to back up [Thakeham Homes' claims for 20% BNG] are you prepared to live with the consequences of this decision in favour of an unsustainable, unpopular, environmentally disastrous development and allow yourselves to be blemished by such greenwash?

Councillor Lynn Lambert replied:

The site has been inspected by an Independent Planning Inspector and he states that the biodiversity net gain is 10%. And through the examination process it will be inspected again to make sure this can be achieved.

EX/13 **HORSHAM DISTRICT COUNCIL LOCAL DEVELOPMENT SCHEME:
JANUARY 2021 - DECEMBER 2023**

The Cabinet Member for Planning & Development stated that it was a legal requirement for all local authorities to produce a Local Development Scheme, which sets out the timetable for the preparation of their Local Plan and other key planning documentation. The previous scheme had been updated in March 2021 to reflect the need for more time to conclude detailed discussions with statutory consultees.

The timetable set out in the Scheme had been reviewed and required further updating to ensure enough time for the emerging Local Plan evidence base to be given sufficient scrutiny.

It was noted that a typographical amendment was required to the Timetable on page 21 of the agenda to reflect that submission to the Secretary of State would be in January 2022.

In response to a number of comments related to the emerging Local Plan, the Cabinet Member emphasised that this was not a planning policy document, but the timetable for the Local Plan process, which was required to meet the Council's legal obligations.

RESOLVED

- i) That the publication of the Local Development Scheme January 2021 – December 2023, as attached to the report, be approved.

REASON

- i) To ensure that the Council acts in accordance with the requirements of the Planning & Compulsory Purchase Act 2004 (as amended by the Localism Act 2011).

EX/14 **HORSHAM DISTRICT LOCAL PLAN REGULATION 19**

The Cabinet Member for Planning & Development stated that it was a legal requirement that all local authorities prepare a Local Plan that sets out a strategy to deliver economic, housing, social and environmental needs. The Local Plan also had to identify enough land to deliver housing targets set by the government, and to adhere to requirements included in the National Planning Policy Framework (NPPF) published by the government.

Policies within the draft Plan were based on key evidence base as set out in the appendices to the report relating to: climate change; conserving the natural and built environment; duty to co-operate with neighbouring local authorities; economic development; housing and site assessments; infrastructure, transport and healthy communities; and flood risk and water cycle. The Cabinet Member outlined details of the proposal, including up to 45% affordable housing targets, protection for the environment, including 10% biodiversity net gain and net zero carbon targets.

The Cabinet Member acknowledged the unprecedented level of new housing required, with a target of 897 each year as well as additional housing to meet the unmet needs of other areas under the duty to co-operate requirements.

She emphasised the need to agree a Local Plan so that the Council could demonstrate a five-year housing land supply going forward, without which there would be a risk of speculative housing applications difficult to defend at appeal, resulting in sporadic development across the district without the level of infrastructure and facilities delivered with planned development.

The Cabinet Member for the Local Economy spoke of the economic benefits of the Local Plan, which would address the shortage of business and employment space in the district. The Cabinet Member for Leisure & Culture spoke of the importance of work being done on the Nature Recovery Network; this was currently an aspirational piece of work and could only be completed once the Local Plan was in place.

The Leader of the Council confirmed that informal discussions with the Liberal Democrats and Local Members could be arranged in response to a request for clarity regarding the Rookwood site.

A number of Councillors raised concerns and asked for clarification on the draft Local plan, in particular regarding the strategic site allocation at Buck Barn. It was noted that the evidence base for each strategic site had to be looked at as a whole and in relation to the whole district when determining the allocation of sites. Issues of air quality and water quality had been addressed within the evidence as set out in the report, and would be further scrutinised by the Planning Inspector and through independent examination during the Regulation 19 consultation phase of the process.

The Director of Place confirmed that the level of housing required to meet Crawley's unmet need under the duty to cooperate rules had been reached after careful calculation. She agreed that further information regarding the 10% buffer applied to the five-year supply would be made available to Members.

The Director of Place advised that once agreed by Council, the submitted Local Plan could not be amended without Cabinet and Council's approval. However, a schedule of proposed modifications could be agreed by Council and submitted to the Inspector.

The Cabinet agreed unanimously to the recommendation as set out in the report.

RECOMMENDED TO COUNCIL

- i) To approve the Horsham District Local Plan Regulation 19 document as the Council's policy for planning for the future of the district for the period 2021-2038.
- ii) To publish the Horsham District Local Plan Regulation 19 document together with the Sustainability Appraisal, Habitats Regulation Assessment and Policies Map and other supporting evidence base documents for a six-week period of representation from Friday 10 September 2021 to Friday 22 October 2021.
- iii) To submit the Horsham District Local Plan to the First Secretary of State for examination following the six-week representation period, together with Regulation 19 representations submitted to the Council.

REASON

- i) The recommendations are required to ensure that the Council meets the statutory requirement to carry out a Local Plan review, and to meet the requirements in the Town and County Planning (Local Planning) England Regulations 2012.
- ii) It is both legally necessary and appropriate to invite public and stakeholder participation in the preparation of a new Local Plan for Horsham District. Part of the statutory process is to allow representations to be made on the Local Plan before it is submitted to the Secretary of State.
- iii) To enable the Local Plan to progress to independent examination.

EX/15 **TO CONSIDER MATTERS OF SPECIAL URGENCY**

There were no matters of special urgency to be considered.

The meeting closed at 7.20 pm having commenced at 5.30 pm

CHAIRMAN

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Cabinet
22 JULY 2021

Present: Councillors: Paul Clarke (Leader), Tony Hogben (Deputy Leader), Chris Brown, Philip Circus, Lynn Lambert, Richard Landeryou, Roger Noel, Claire Vickers and Tricia Youtan

Also Present: Councillors: Peter Burgess, Frances Haigh and Liz Kitchen

EX/16 **MINUTES**

The minutes of the meeting of the Cabinet held on 10 June were approved as a correct record and signed by the Leader.

EX/17 **DECLARATIONS OF MEMBERS' INTERESTS**

Councillor Claire Vickers declared a personal interest in Agenda Item 6 (Gatwick Airport Development Consent Order) because she was a member of GatCom's Passenger Advisory Group Sub-Committee.

EX/18 **ANNOUNCEMENTS**

Councillor Chris Brown, Cabinet Member for the Local Economy, made the following announcements:

- The Horsham Y-Wish Employment Youth Hub was now fully open as a drop-in centre giving support to 18 to 24 year olds in their search for employment. He congratulated staff on their work in putting this resource together, and looked forward to its formal opening this Friday.
- An on-line resource of high quality pre-recorded training sessions had been developed with consultants Digital Islands to help small and medium sized enterprises. The Cabinet Member encouraged local businesses and entrepreneurs to visit this on-line training and support programme.
- A series of short films and podcasts celebrating different areas of the district to encourage tourism and support local businesses had been produced. The project was called 'Visit' and included films on Billingshurst, Henfield, Horsham, Pulborough, Steyning, Storrington and Sullington.

Councillor Claire Vickers, Cabinet Member for Community & Wellbeing, announced she had attended Collyer's School for the relaunch of the Mobile Community Hub (previously called the Snack Wagon). It will be seen in Horsham Park and across the district. She commended the student who had won the competition to create an imaginative design to decorate the vehicle.

EX/19 **PUBLIC QUESTIONS**

No questions had been received.

EX/20 **GATWICK AIRPORT DEVELOPMENT CONSENT ORDER**

Councillor Lynn Lambert, Cabinet Member for Planning & Development, summarised Gatwick Airport's proposal to expand by bringing their standby runway into routine use. Due to the scale of the proposal, it was classified as a 'Nationally Significant Infrastructure Project' and would be determined through a Development Consent Order with the final decision made by the Secretary of State.

The report set out the timescales for the determination of the Development Consent Order. The Cabinet Member advised that in order to allow the Council to respond to the consultation process in a timely manner it would be necessary to delegate the authority to respond to procedural consultations, rather than go through the cycle of Cabinet or Council meetings. The Cabinet Member emphasised that she would seek the views of Local Members during the process, and residents would also be able to put their views both through the Council or directly to the Planning Inspectorate.

The Leader agreed that they would be grateful for Councillor Liz Kitchen's input during this process, given her experience and engagement as the Council's representative on GatCom.

RESOLVED

To delegate authority to the Director of Place, in consultation with the Cabinet Member for Planning and Development and the Cabinet Member for the Local Economy, to respond to procedural consultations and engagement as part of the Development Consent Order application process.

REASON

Without delegated authority it is unlikely that the Council will be able to effectively engage with the DCO process. If responses are not submitted in accordance with the statutory timescales they cannot be taken into account. Without the requested delegation in place, this could result in a recommendation made to the Secretary of State regarding the future of Gatwick Airport which does not fully take account of impacts upon Horsham District.

EX/21 **SUSTAINABLE PROCUREMENT CHARTER**

Councillor Philip Circus, Cabinet Member for Environment, Waste, Recycling & Cleansing, introduced the Sustainable Procurement Charter, which would support the Council's journey towards becoming a carbon neutral organisation for its indirect emissions. The Charter would commit businesses, as part of the procurement process, to demonstrating practical action to reduce emissions.

He advised of the importance of achieving a balance so that the Charter would not be unduly onerous for businesses. There is therefore an exemption for contracts for goods up to £50k and for works up to £100k, where the Charter could be adhered to but not as a formal obligation.

The Charter would be reviewed in 12 months to ensure its effectiveness in supporting the Council's environmental objectives, and that the Charter is not causing any undue problems for businesses.

The original draft had a requirement for companies to use their 'best efforts'; this had been changed to 'reasonable efforts', as was common practice in commercial practice. It was noted that the reference to 'best efforts' in the executive summary of the report should have read 'reasonable efforts'.

RESOLVED

- i) To approve the Sustainable Procurement Charter for implementation (as set out in the appendix to the report), with a formal review after 12 months to take account of feedback from businesses.
- ii) To delegate authority to the Director of Corporate Resources to finalise the Charter and make arrangements for the future monitoring and reporting mechanisms and to make minor amendments to the Sustainable Procurement Charter when required due to changes in policy or legislation. The latter will be in consultation with the Cabinet Member for Finance and Assets.
- iii) To note the process for obtaining carbon data from suppliers delivering high value contracts flows from one of the commitments in the Charter.

REASON

A Sustainable Procurement Charter ensures all of the Council's priorities relating to its environmental and socio-economic ambitions, along with compliance with procurement best practice and legislation are stated in one document, with a proportionate and transparent approach to the commitments required of suppliers.

EX/22 **ELECTRIC VEHICLE CHARGE POINT CONTRACT**

Councillor Chris Brown, Cabinet Member for the Local Economy, reminded Members that Cabinet had approved an Electric Vehicle charge Point Strategy in March 2020. The strategy focussed on providing charge points for residents without access to off-street parking, and supported the installation of charge points on Council owned land. The Council had collaborated with the County Council and most of the councils within West Sussex to procure a supplier to purchase, install, maintain and operate the network at no net cost to the councils.

The previous procurement process had been abandoned for the reasons set out in the report. A second procurement process was now underway with the hope that a preferred supplier would be identified in September.

All the councils involved wished to avoid any further delay and the Cabinet Member sought delegated authority to award and enter into a contract to allow the project to start as soon as possible.

RESOLVED

- i) To delegate authority to the Cabinet Member for the Local Economy to award and enter into the contract to secure a supplier to purchase,

install, maintain, and operate a network of Electric Vehicle Charge Points to the preferred supplier.

- ii) To delegate authority to the Director of Place in consultation with the Cabinet Member for the Local Economy to grant any leases required under the contract terms (and serve any notices required to exclude the security of tenure provisions in respect of such leases).

REASON

A fully compliant above threshold tender process is underway, and a preferred supplier should be identified in August. However, the next Cabinet meeting is not scheduled until 23 September 2021. Therefore, delegated approval is sought to ensure there is no delay in starting the project.

EX/23 **MUSEUM OPENING HOURS**

Before presenting the report, Councillor Roger Noel, Cabinet Member for Leisure & Culture, announced that Jeremy Knight, Horsham Museum's curator for 32 years, would be retiring in September.

The museum had been closed during the pandemic and was currently undergoing a significant refurbishment of its displays, under the guidance of Jeremy and with the help of volunteers, and was due to re-open by the autumn of 2021.

For safety and operational reasons, initial opening would be 10am – 4.00pm Tuesday to Saturday, with the expectation of extending this in due course. The Cabinet Member outlined the reasons for the proposed flexible approach to opening hours, which would maximise the potential of the museum, having regard to visitor patterns and the needs and availability of the indispensable volunteers.

The Cabinet Member stated that delegating authority to make changes to opening times would ensure any alterations could be made when needed. He would keep the Leisure & Culture Policy Development Advisory Group informed and consult more widely on any major changes in opening times policy.

A number of Councillors expressed their admiration for Jeremy Knight's outstanding knowledge and his contribution over the years. The Leader wished him well for his retirement, and it was hoped that he might agree to remain involved with the museum to some degree.

RESOLVED

To delegate authority for the decision on altering opening hours at Horsham Museum to the Director of Community Services, in consultation with the Cabinet Member for Leisure and Culture.

REASON

The ability to have a flexible approach to opening hours will enable the service to focus its resources effectively to serve the needs of its customers, volunteers and other stakeholders.

EX/24 **OVERVIEW & SCRUTINY COMMITTEE**

There were no matters currently outstanding for consideration.

EX/25 **FORWARD PLAN**

The Forward Plan was noted.

EX/26 **TO CONSIDER MATTERS OF SPECIAL URGENCY**

- a Collection of Business Waste from West Sussex schools
Councillor Philip Circus, Cabinet Member for Environment, Waste, Recycling & Cleansing, explained that this had not been on the Forward Plan for 28 days because West Sussex County Council had only recently invited the Council to bid for this contract.

He stated that the Council already ran a successful trade waste collection service and, should the contract be awarded, it would allow the Council to grow this service and increase the authority's income. If successful in the bid, a capital budget would be required.

RESOLVED

- i) To approve the decision to bid for the collection of school's waste contract.

RECOMMEND TO COUNCIL

- ii) That, if successful in the bid, a capital budget of £110k be approved in 2021/22 for the purchase of the bins needed to service the contract.

REASON

- i) Winning the bid will help grow the business and fill in the gaps on existing rounds, helping to make the service more efficient.
- ii) A capital budget is required before the procurement and expenditure on bins can be made. This needs to be done as soon as possible following the award of the tender contract. Revenue budgets will be requested in due course once areas and numbers are defined from any successful award.

The meeting closed at 6.20 pm having commenced at 5.30 pm

CHAIRMAN

Report to Cabinet

23rd September 2021

By the Cabinet Member for Housing and Public Protection

INFORMATION REPORT



Not Exempt

Horsham District Council Housing and Homelessness Strategy 2021-2026

Executive Summary

The previous Housing and Homelessness Strategy 2013-15 was adopted in 2013 and reviewed in 2017, however there is no current Strategy in place.

The landscape of housing and homelessness has changed significantly since the previous Strategy was adopted, with the impact of the global COVID-19 pandemic not yet fully known.

A new Strategy is needed, but to ensure the success of the Service in addressing the critical housing and homelessness issues faced by our District's residents, a multi-stage approach is proposed.

The first stage will be an information gathering period, where key areas of the Service are reviewed as well as some initial actions being taken.

The second stage will report back on the findings of those reviews and set out defined next steps to address the overall objectives of the Service.

The final stage will be where the hard work is done in helping tackle the biggest housing crisis in a generation.

This report gives more context to why this multi-stage approach is recommended as the best course of action, detailing some of the events, shifts and legislative changes that mean we need to better understand where we are, what is working and what isn't. It also sets out in brief the actions and reviews we will undertake.

We are living in unprecedented times, but we are confident that taking this person-focused and data-led approach is the best way to strengthen the Housing and Homelessness Service, achieve our objectives and deliver the aspirations and solutions the residents of Horsham district deserve.

Recommendations

Cabinet is recommended to:

- i) Approve the Council's Housing and Homelessness Strategy 2021-2026 and recommend to full Council that the strategy is adopted.
- ii) Delegate authority to the Relevant Cabinet Member to monitor performance against the Delivery Plan with periodic updates being presented to Cabinet following the Strategy's adoption.
- iii) Note that this Strategy is the first step in a multi-stage approach, as set out in section 3 of this report.

Reasons for Recommendations

- i) To ensure the Council fulfils its statutory responsibility of having a current Housing and Homelessness Strategy.
- ii) To give the Housing and Homelessness Service clear direction and objectives that will guide decision making, projects and priorities over the next five years.

Background Papers

Horsham District Council Housing Strategy Position Statement Annual Review 2016/2017
Housing Strategy 2013-15

Wards affected: All wards affected.

Contact: Rob Jarvis, Head of Housing and Community Services 01403 215449.

Background Information

1 Introduction and Background

1.1 National Picture

Housing in the United Kingdom has become increasingly expensive and insecure over the last few decades, meaning that in general there are fewer options available to much of the population.

1.1.1 There is a problem with the availability and supply of housing, with a continuing shrinking of the proportion of housing rented through local authorities and housing associations. Housing is also becoming more and more expensive. The average house price across the UK is £294,299, with the average national monthly rent £984pcm, both options often out of reach for those in low-paid, insecure or no employment. There is a lack of stability and long-term options as well as options that keep pace with changing needs of residents.

1.1.2 Due to these affordability and supply issues with housing, homelessness continues to be a nation-wide problem. Rough sleeping is one visible form of homelessness, but many other forms of hidden homelessness such as sofa-surfing are also increasing.

1.1.3 There have been significant changes and events in national policy that have changed the delivery of housing and homelessness Services across the UK in recent years. There was a four-year-period of rent reduction for social housing rents, a continued decrease in Government grant funding to assist with new-build delivery and a freeze on local housing allowance rates.

1.1.4 Legislatively, the implementation of the Homeless Reduction Act in 2018, which significantly revised and extended the statutory duties of local authorities to assisting those with housing need, has changed the face of homeless Services across the country.

1.2 Local Picture

1.2.1 Horsham district is not exempt from these housing and societal pressures. The District is in a good standing in terms of deprivation, wealth, employment figures and numbers of benefit claimants. However, situated in close proximity to London in a desirable area has meant that average house prices reached £447,723 in 2021, well above the UK average.

1.2.2 The average monthly rent is £1,069, similarly above the national average, and there continues to be a shortfall between the maximum local housing allowance available and average private rents.

1.2.3 There has been a consistent delivery of new build affordable housing, averaging over 240 affordable rented and shared ownership homes every year. However, demand for affordable housing, measured by applicants on the Council's Housing Register is consistently greater (and growing) than the number of nominations to housing made.

- 1.2.4 The previous Housing and Homelessness Strategy was produced in 2013 and reviewed in 2016/17. Due to staffing changes, the implementation of the Homeless Reduction Act and various other pressures, there has not been an updated Strategy in the intervening years. However, the objectives set out in the 2013 Strategy such as increasing a supply of affordable homes, providing effective support for homeless households and helping vulnerable people access appropriate housing provision have all seen significant progress made.
- 1.2.5 The Council's Commuted Sums fund is healthy, and there is an appetite to utilise this money to deliver as many good quality affordable homes as possible. Horsham District Council is also in the process of updating our Local Plan, where new housing targets and quotas will be set.

1.3 **COVID-19 Pandemic**

The global COVID-19 pandemic has impacted on every area of life, not least housing, and we still do not know the true extent of that impact. In March 2020 local authorities were instructed by the Government to accommodate all rough sleepers in their areas under the "Everyone In" initiative, to ensure safe isolation and protection from the virus. For the majority of the pandemic a ban on residential evictions has been in place, however that came to an end at the end of May 2021, and most local authorities are expecting a rise in approaches to the homelessness Services and demand for housing support. Winter night shelters will not be able to run in the same way in the coming winter, and so the challenges from the pandemic do continue. However, there were also some key benefits of COVID-19, mainly the Service being able to understand the nature of homelessness in Horsham district better than ever before and where relationships have been built and strengthened.

2 **Relevant Council policy**

- 2.1 This report accords with the objectives of the Corporate Plan, as it will help:
- Support the delivery of housing to meet local need
 - Prevent homelessness throughout the Horsham district
 - Provide access to appropriate and affordable housing
 - Reduce the number of households placed in Bed and Breakfast accommodation

3 **Details**

- 3.1 While the background information set out above in Section 1 details some of the challenges we know we are facing; in recent years the landscape of housing and homelessness has changed significantly. However, the duty on local authorities to deliver safe, secure and affordable housing endures. Horsham District Council is proud of its strong history of innovation and partnership working to carry out its housing duties, yet in these times a forward-thinking approach is needed more than ever to address the biggest housing crisis in a generation.
- 3.2 The 2021-2026 Housing and Homelessness Strategy proposes five overall objectives that will guide the direction the Council will take in tackling this crisis:

- Ensure no-one needs to sleep rough
- Empower residents to live independently in their own homes
- Deliver the number and size of homes that our communities and residents need
- Provide and maintain an accessible and fair housing register
- Prevent all forms of homelessness for our District's residents

- 3.3 With these objectives, we are clear in knowing where we want to be by the end of the Strategy period in 2026. We also know that we want to take a person-centric approach to shaping our future, to put our residents' needs first and to be guided by the rich data our Service has access to.
- 3.4 As a result, we feel we need to take a bit of time to understand our Service as it currently stands before setting out a clear pathway of actions to achieving our objectives. We want to know what is working well, what needs to be improved, and what we think the areas ripe for innovation are.
- 3.5 We are therefore proposing that within the overall Strategy period of the next five years, there are three distinct stages. Stage One, in the first 18 months will be an information gathering stage, taking stock, reviewing Service areas and assessing what we need to improve.
- 3.6 Stage Two will involve producing an Interim Review in 2022, where we present the results of the Stage One research and set out a detailed action plan of how we are going to address our five objectives.
- 3.7 Stage Three, the final stage, will see our Service carrying out the hard work to deliver on these goals in the remaining three years.
- 3.8 The Strategy document attached to this report therefore forms part of the first stage. It sets out in more detail the national and local housing context as well as defining a limited number of clear defined actions we already know we need to take at this stage. It also contains the Service review areas we will be undertaking in the next 18 months and reporting back on in the Interim Report in Stage Two.
- 3.9 The clear actions we will begin working on immediately are:
- Working with property Services to undertake a stock condition survey and site appraisals of our temporary accommodation stock and implement findings if possible. This will support our agenda as a council to reduce our carbon footprint.
 - Roll out the Customer Portal on Housing Jigsaw to all applicants on the Housing Register
 - Produce guidelines for the spending of our commuted sums budget
 - Upscale our Housing First model
 - Maintain the homeless outreach Services developed through the COVID_19 pandemic
 - Review the allocations policy annually
 - Develop stronger relationships between Registered Providers and the allocations team

- Establish better partnership working with different departments within the Council and with other key external agencies
- Continue working closely with Turning Tides on local housing matters
- Maintain close partnership working with other District, Borough and County Council colleagues

3.10 The Service area reviews we will also undertake during Stage One are:

- Explore the viability of a Housing Pathways post/role that would provide alternative housing options and support
- Explore the idea of establishing a Registered Provider Charter
- Review and enhance our current private rented sector offer
- Review the need for a specialist rough sleeper's accommodation project in the District
- Review young people's accommodation in the District
- Review the housing register
- Review the housing application process

3.11 This approach not only enables us to really understand the Service before addressing the challenges we face, but it also provides flexibility to deal with the ongoing impacts of the pandemic which can be addressed during the next 18 months if necessary.

4 Next Steps

4.1 Having a current Housing and Homelessness Strategy is a statutory duty as set out in the Local Government Act 2003, and therefore it is necessary to adopt this Strategy as a priority.

4.2 Adopting the Strategy will also give the Housing Service a framework within which to operate and a clear direction in working to prevent and relieve homelessness and improving the housing options of those living in Horsham district.

4.3 Cabinet is recommended to approve the Strategy, which will then be presented to Council for their approval. All comments and amendments will be considered as appropriate.

5 Views of the Policy Development Advisory Group and Outcome of Consultations

5.1 The draft Housing Strategy has been presented to the Housing and Public Protection Policy Development Advisory Group on two occasions.

5.2 The first session helped shape the objectives of the strategy with the second discussion supporting the draft strategy and reinforcing the staged approach to delivery.

5.3 Comments from the Monitoring Officer and S151 officer are incorporated in the report.

6 Other Courses of Action Considered but Rejected

- 6.1 As adopting this Strategy is a statutory requirement, there are no other courses of action to be considered.
- 6.2 Do nothing and not adopting a new strategy. This is rejected given the requirement for a strategy incorporating our Housing Strategy, Homelessness Strategy and Rough Sleeping Strategy.

7 Resource Consequences

- 7.1 There are no financial or staffing consequences at this stage as the review of objectives of the strategy in the first 18 months will be met within the current staffing structure.
- 7.2 The financial or staffing consequences of any actions that may be progressed at later stages of the Strategy will be reported to Cabinet and any future budget requests will be made through full Council.

8 Legal Considerations and Implications

- 8.1 There is a statutory requirement to have a Housing and Homelessness Strategy. This strategy also incorporates our Rough Sleeper Strategy.
- 8.2 Once adopted, this Housing and Homelessness strategy will satisfy the requirements of Section 1(4) of the Homelessness Act 2002 for local housing authorities to review homelessness and publish updated homelessness strategies every five years. The final strategy will also be a material consideration in the consideration of future planning applications, alongside the requirements of the Council's Local Plan.

9 Risk Assessment

- 9.1 There are no direct risks associated with this report.

10 Procurement implications

- 10.1 There are no procurement implications.

11. Equalities and Human Rights implications / Public Sector Equality Duty

- 11.1 There are no consequences relating to Equalities and Human Rights.

12 Environmental Implications

12.1 There are no environmental implications.

13 Other Considerations

13.1 There are no GDPR/ Data Protection and Crime & Disorder consequences.



Housing and Homelessness Strategy 2021-2026

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1. Executive Summary

This Housing and Homelessness Strategy comes as we are beginning the long road to recovery from the COVID-19 pandemic. The true impact of the global virus is not yet known, and in the housing sector the effects of the pandemic are expected to last for a long time yet. We are therefore living in new times, uncertain of the future, but with clear aspirations and commitment to improving the housing options of those living in Horsham district.

We have set ourselves clear objectives. We want to ensure that no-one needs to sleep rough in our District. We also want to make sure that residents can live independently in their homes for as long as it is safe and appropriate to do so. We need to keep delivering affordable housing ensuring it is the right size and in the right locations. Our housing register needs to be transparent, fair and accessible to all. And we want to prevent all forms of homelessness, not just rough sleeping, for our District's residents.

We know the objectives we want to achieve by the end of this Strategy period in 2026, and we are aware of some of the challenges that will stand in our way. But we also know we need to gather a bit more information before we can lay out our clear pathway to reaching our goals.

This Strategy is therefore taking a multi-stage approach. The first stage, for the first 18 months, will be an information gathering stage, taking stock, reviewing data and assessing what's working well in our Service and what we need to improve. The second stage will be producing an Interim Review of this Strategy, setting out the clear actions we will take to achieving our objectives. The third stage will be carrying out the hard work to deliver on these goals.

We are living in unprecedented times, but we are confident taking a person-centric and data-led approach is the best way to strengthen the Housing and Homelessness Service, achieve our objectives and deliver the aspirations and solutions the residents of Horsham District deserve.

2. Introduction

We are operating in an ever-changing environment where housing pressures and challenges are the result of both long-term issues and acute crises. Whilst there are enduring trends in society that continue to add pressure to the housing sector, in recent years the landscape of housing and homelessness has changed significantly. Radical overhauls of homelessness law and policy, wholesale reforms of the welfare system, increasing house prices, wage freezes, funding changes, Brexit and the COVID-19 pandemic have all changed the ways in which local authorities provide their services and the types and amount of pressures faced by those in need of housing support.

Despite these changes, there is one element that remains constant – the duty on local authorities to deliver safe, secure and affordable housing. The Council is proud of its strong history of innovation and partnership working to carry out its housing duties, yet in these times a forward-thinking approach is needed more than ever to address the biggest housing crisis in a generation. This Housing and Homelessness Strategy sets out how the Council intends to use its staff, partnerships, knowledge, ideas and passion to help as many residents into stable and secure accommodation as possible over the next five-year period between 2021 and 2026.

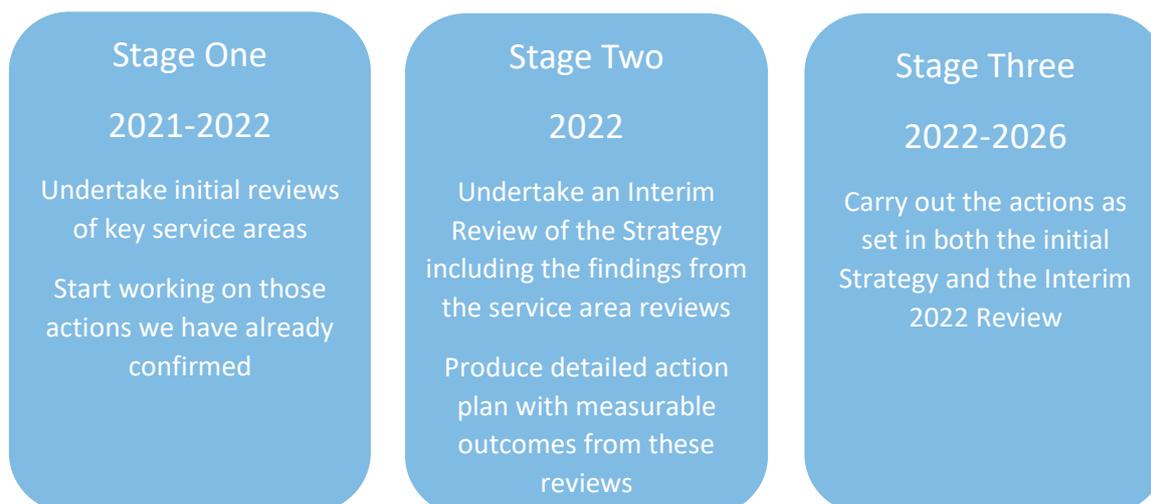
There are five overall objectives that guide the direction the Council will take in tackling the housing and homelessness crisis. By 2026 we aim to:

- 1. Ensure no-one needs to sleep rough through having no other choice**
- 2. Empower residents to live independently in their homes**
- 3. Deliver the number and size of affordable homes that our communities and residents need in line with planning policies**
- 4. Provide and maintain an accessible and fair housing register**
- 5. Prevent all forms of homelessness for our District's residents**

We know the areas we want to make progress within this Strategy period in 2026, and we know some of the challenges we are likely to face. We also know that we want to take a person-centric approach to shaping our future, to put our residents' needs first and to be guided by the rich data our service has access to. So, we feel we need to take a bit of time to understand our Service as it currently stands before setting out a clear pathway to achieving our objectives. We want to know what's working well, what needs to be improved, and what we think the areas ripe for innovation are.

We are proposing a three stage Strategy:

APPENDIX A – Housing and Homeless Strategy 2021 - 2026



The first stage, in the first eighteen months, will be an information gathering stage, taking stock, reviewing data and assessing what's working well in our Service and what we need to improve. The second stage will be producing a review of this Strategy over a four month period, setting out the clear actions we will take to achieving our objectives, taking a person-centric and data-led approach. The third stage will be carrying out the hard work to deliver on these goals over a three year period.

This current Strategy document forms part of Stage One, presenting an overview of the national and local housing policy context as well as painting a picture of the current housing situation in the District. It also sets out in more detail the overarching objectives that guide the whole strategy period, looking at the challenges associated with each one and what steps we have already taken to address the issues.

This document also contains an action plan for our next steps, split into two parts: firstly, those clear defined actions we already know we need to take, with measurable outcomes and deliverable goals. Secondly, the areas of service we know we need to review that will ultimately produce another set of actions for Stages Two and Three.

Based upon the rationale above we believe taking a person-centric and data-led approach is the best way to achieve our objectives and deliver the aspirations and solutions the residents of Horsham District deserve.

3. COVID-19 Pandemic

In Spring 2020, the global COVID-19 pandemic rapidly took hold across the world. In the UK, since the beginning of the pandemic, there have been a series of nationwide lockdowns and less strict restrictions, still presently ongoing. The pandemic has impacted on every area of life, not least housing.

In March 2020 local authorities were instructed by the current Government to accommodate all rough sleepers in their areas under the “Everyone In” initiative, to ensure safe isolation and protection from the virus. This led to more rough sleepers being assisted, and by working closely with Turning Tides, a local homelessness charity, a dedicated county-wide COVID-19 response group and the Ministry for Housing, Communities and Local Government (MHCLG). The Council has assisted a total of 41 rough sleepers since the beginning of the pandemic. This number is much higher than our usual rough sleeper count, due in part to the fact the pandemic made other hidden homelessness such as “sofa surfing” unsafe, and so more people turned to the Council for support.

This presented local authorities with a unique set of challenges. There was an initial task of engaging the local rough sleeping population, followed by having to source suitable accommodation at short notice and provide floating support such as food parcels to sustain the accommodation. There was substantial funding made available to local authorities for both temporary accommodation as well as longer term strategic plans.

There will be further challenges in the aftermath of the pandemic such as returning the accommodation used for the rough sleepers to its previous use and ensuring that those individuals who have engaged well with local authorities maintain that relationship and do not disengage. During 2020/2021 there was a ban on evictions, but it is likely that, due to increasing level of rent arrears built up during the pandemic, the ending of the ban will prompt a rise in presentations to homeless departments. The furlough scheme, where employers are being given Government financial assistance to retain staff in businesses that have been unable to operate during the pandemic, is likely to end in the autumn of 2021. It is possible that redundancies are likely to increase at this point, and an increase in families and individuals needing more housing support is expected.

The pandemic has undoubtedly been a challenge for the Council's housing service, but it has also provided two key benefits. Firstly, it has allowed the Council to fully understand the nature of homelessness in Horsham district and we are now in a position where we know the local rough sleepers better than we ever have done. Relationships have been built and we have been able to assist individuals to access appropriate and much needed support whilst in suitable accommodation. Secondly, we have been required to find creative solutions to the issue of housing and have found longer term solutions that have not relied on short-term crisis relief such as winter night shelters.

4. National Housing Context

The direction that the Council’s housing service will take over the next five years is governed by national as well as local trends, factors and policies. It is important to understand the wider political context in order to understand our objectives and the challenges we may face when trying to achieve them.

This section will consider the reasons why people all over the country struggle with their housing situation, why they may need housing support and why they may become homeless. It will then look at some major policy and legal changes that have happened in the last few years that further add to pressures residents may be facing across the United Kingdom.

Why do some people struggle with their housing situation?

Housing in the United Kingdom has increasingly become expensive and insecure over the last few decades, meaning that in general there are fewer options available to much of the population.

Firstly, there is a problem with the availability and supply of housing. The proportion of housing that is rented through local authorities and housing associations has continued to shrink¹, partly as more residents purchase their properties through the Right to Buy and partly because fewer social and affordable houses are being built².

Secondly, there is an issue with affordability. House prices across the UK are continuing to rise, and the national average is currently £294,299³, which in many places far exceeds the necessary income to obtain a mortgage, putting owning your own home out of reach for many residents. Private rent, an ever-increasing section of the housing market⁴, has also continued to increase, and the national average is £984pcm⁵. Even some housing associations and local authorities have introduced minimum income requirements for their affordable rented properties, restricting even further the housing options for those in low-paid, insecure or no employment.

Thirdly there are problems with the short-term nature of living in rented accommodation. There are very few long-term secure tenancies in the private rented sector, and landlords can, subject to some minimal time constraints, give notice simply if they wish to find new tenants who would pay an increased rent. Tenants in these situations may not be able to afford or find alternative rental properties in their local area, or they may not have the necessary deposit and first month’s rent in advance. For those in insecure employment or long-term unemployment, this is even harder.

¹ Lydia McMullan, Hilary Osborne, Garry Blight and Pamela Duncan, “UK housing crisis: how did owning a home become unaffordable?” *The Guardian*, March 31st 2021, <https://www.theguardian.com/business/ng-interactive/2021/mar/31/uk-housing-crisis-how-did-owning-a-home-become-unaffordable>.

² As above

³ ³ “House Price Index”, Rightmove, accessed March 2021, <https://www.rightmove.co.uk/news/house-price-index/> Accessed March 2021

⁴ As note 1

⁵ “Rental Index”, Homelet, accessed March 2021, <https://homelet.co.uk/homelet-rental-index>.

Many residents may also simply find their properties are no longer suitable for their needs, for example if their family grows and they need more space or if they struggle with mobility needs and require level access accommodation. The lack of supply, increased demand and expensive rents may make it difficult to find adequate alternative accommodation.

As well as the impact on individual's well-being and their ability to make plans for their future, the lack of stability from not having genuinely affordable long-term tenancies, accessible home ownership or adequate local authority housing provision means communities become transient places, where residents are not able to invest in community activities, relationships and success.

Why do some people become homeless?

The image of a person sleeping rough on the streets is only one, visible, form of homelessness, but there are many other forms of more hidden homelessness, such as people staying on friends' sofas for months at a time, known as sofa surfing.

Many of us are only a few steps away from losing the security of our home. The charity Homeless Link found that there is often no one single reason why people become homeless⁶, it is usually a combination of personal reasons, often beyond the control of the individual, with wider economic and social factors at play.

For example, a sudden life change such as a breakdown of a relationship or a bereavement may be manageable with a financial cushion and family support, but without these in place, many people who are unable to keep up with the rent or arrears are evicted, often with no other housing options.

Individual reasons might be ongoing issues such as low pay or long-term unemployment, ongoing poverty and long-term health issues, but may also be sudden life changes such as redundancy, and relationship or family breakdowns. These sudden changes are particularly important, as they may impact on an individual's ability to continue in employment and can affect someone's resilience and ability to cope with other pressures such as housing.

Some people are more vulnerable to becoming homeless, and this is often related to the level of support needed by the individual or family. For example, victims of domestic abuse are sometimes required to move away from their settled accommodation to increase their safety from the perpetrator. Not only does this move effectively mean the individual or household is homeless, but such a relocation often involves moving away from support networks.

Individuals or households leaving institutions where there has been a higher than average level of support may also struggle with this change and can be at more risk of homelessness. For example, those leaving young people's accommodation, prison, the armed forces or the care system can struggle with a decrease in support or a move away from an area with social support.

⁶ Causes of homelessness", Homeless Link, accessed March 2021, <https://www.homeless.org.uk/facts/understanding-homelessness/causes-of-homelessness>

Being dependent on drugs or alcohol or suffering from mental ill health can also impact on an individual's ability to secure and manage settled accommodation. Substance misuse can affect the financial abilities of a household or individual both in terms of whether they are able to maintain employment, but also on their spending patterns. Similarly, mental ill health can make sustaining employment difficult, and may lower an individual's resilience when facing other difficulties. There is an increasing number of people in insecure accommodation with both mental ill health and substance misuse, known as dual diagnosis, and maintaining settled accommodation for these individuals is very challenging.

What has happened in UK national policy recently?

In the years since the previous Housing and Homelessness Strategy, there have been significant changes and events in national policy that have changed the delivery of housing and homelessness services across the United Kingdom.

Finances and Welfare Reform

Financially, there continues to be a reduction in funding options and fiscal support for local authorities and Registered Providers involved in housing and homelessness. The Summer Budget of 2015 saw a 1% reduction in social housing rents for a four-year period ending 2019/2020⁷. In addition, despite the lifting of the Housing Revenue Account borrowing cap for local authorities with housing stock, Government grant funding for delivering new build affordable and social housing has decreased over time⁸.

There have continued to be financial implications for individuals and families too, with the Benefit Cap threshold being reduced in 2016 and the continuation of the restriction that under 35s can only claim a Local Housing Allowance (LHA) rate for shared accommodation. Universal Credit was introduced in 2013 and changed the frequency and breakdown of benefit payments. In the Spring Budget of 2021, it was announced the LHA rates have been frozen for at least the next financial year⁹. This means there could be an increase in the shortfall between rents and the maximum benefit available.

Right to Buy

The Housing and Planning Act in 2016 announced the extension of the Right to Buy policy to housing association tenants. Despite there not having been a significant uptake by housing associations to join the scheme¹⁰, the lack of funding to replace any properties being sold means the likely further shrinking of the sector. This policy intervention signals the continued direction of the current Government to encourage owner occupation.

Grenfell Tower Fire

In 2017, the Grenfell Tower fire disaster not only brought into sharp relief the complex nature of the housing crisis but has also had wide ranging impacts on all areas of housing delivery.

⁷ "Welfare Reform and Work Act 2016 - social rent reduction", Ministry for Housing, Communities and Local Government, accessed March 2021, <https://www.gov.uk/guidance/welfare-reform-and-work-act-2016-social-rent-reduction>

⁸ "Increasing social housing supply", UK Parliament, accessed March 2021, <https://publications.parliament.uk/pa/cm5801/cmselect/cmcomloc/173/17308.htm#footnote-136>

⁹ "Universal Credit to be cut and Local Housing Allowance to be refrozen from April", Inside Housing, accessed March 2021, <https://www.insidehousing.co.uk/news/news/universal-credit-to-be-cut-and-local-housing-allowance-to-be-refrozen-from-april-68750>

¹⁰

Discussions about building materials, fire regulations in temporary and bed and breakfast provision, and leaseholder responsibilities have rarely been out of the eye of the media, but more attention is now also being paid to the way local authorities allocate and manage their stock effectively.

Homeless Reduction Act

In April 2018, the biggest change to housing and homelessness policy since 1996 occurred when the Homeless Reduction Act 2017 (HRA) was introduced. This was a significant revision and extension of the statutory duties local authorities had in providing assistance to those in need, requiring homelessness teams to intervene earlier in the prevention of homelessness for all families and single people. This encompasses all households that are at risk of losing their home within the next 56 days, such as negotiating with a landlord for a tenant to remain in the property, and a responsibility to work with clients who are already homeless to relieve their homelessness, such as finding suitable accommodation for at least six months. The Council must also provide the client with an agreed Personalised Housing Plan, setting out the planned actions that both the Council and the client will undertake to address these issues. In October 2018 the Duty to Refer took effect as part of the Homelessness Reduction Act. This Duty requires public sector organisations such as prisons and hospitals to notify the local housing authority prior to the date that a client in their care will become homeless from their service. This is intended to allow local authorities to prevent homelessness by working with individuals who are at risk of becoming homeless, and to put solutions in place to avoid the situation worsening.

Rough Sleeping Strategy

The current Government updated their Rough Sleeping Strategy in 2019, where they committed to ending rough sleeping by 2024¹¹. This is an ambitious target, especially combined with the added pressures put on local authorities as part of the Homelessness Reduction Act and in the context of the other national policy and society events and changes.

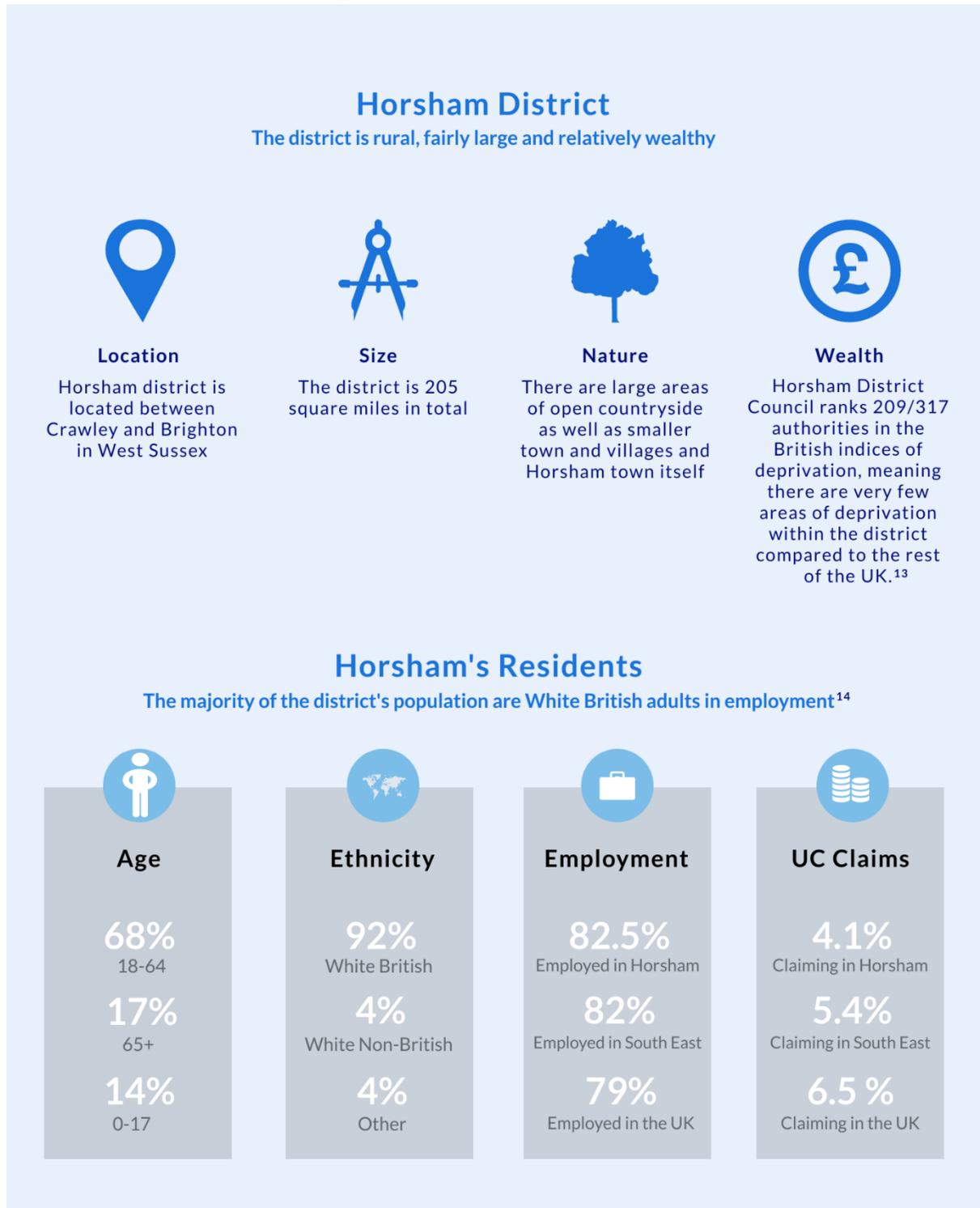
Domestic Abuse Bill 2021

In April 2021 a new Domestic Abuse Bill was signed into law, bringing with it a raft of changes that have impacted on the duties local authorities have in relation to victims of domestic abuse¹². In general, the Bill requires Tier 1 local authorities (e.g. West Sussex County Council) to appoint a multi-agency Domestic Abuse Local Partnership Board, which requires Tier 2 authorities such as Horsham District Council to co-operate with the lead authority. Regarding housing and homelessness, the Bill also demands Tier 1 authorities to provide support to victims of domestic abuse and their children in refuges or other safe accommodation. Crucially, bed and breakfast accommodation is no longer deemed safe or appropriate. In addition, the Bill removes the vulnerability test for victims of domestic abuse, which means victims are automatically conferred priority need status. These changes will likely have an impact on the demands on the homelessness relief and prevention team as well as the options they have for providing safe accommodation.

¹¹ “The rough sleeping strategy”, Ministry for Housing, Communities and Local Government, accessed March 2021, <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

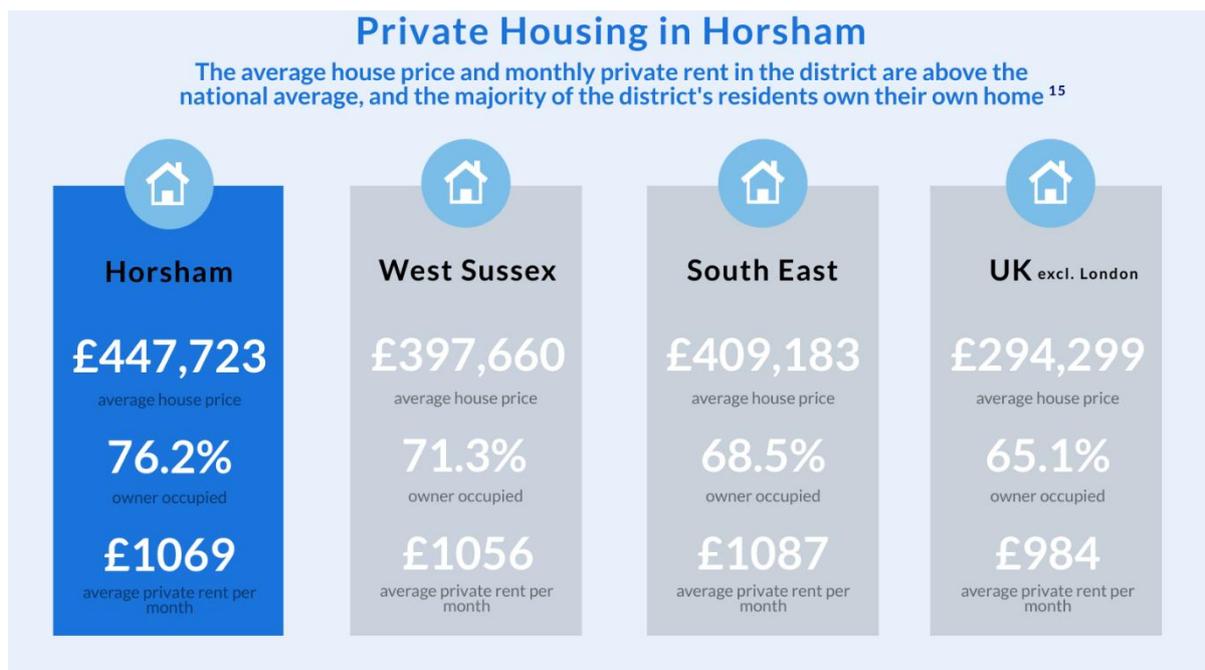
¹² “Domestic Abuse Act 2021”, House of Commons, accessed August 2021, <https://bills.parliament.uk/bills/2709>

5. Local Housing Context



¹³ Office for National Statistics, *Mapping income deprivation at a local authority level: 2019*, accessed May 2021, <https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/datasets/mappingincomedepriuationatalocalauthoritylevel>

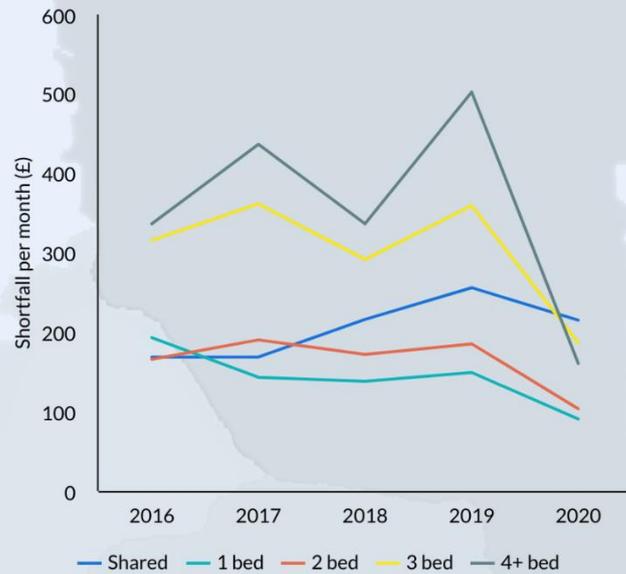
¹⁴ Office for National Statistics, (2018), *Subnational population projections for England: 2018-based* accessed March 2021, <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/bulletins/subnationalpopulationprojectionsforengland/2018based>



¹⁵ “House Price Index”, Rightmove, accessed March 2021, <https://www.rightmove.co.uk/news/house-price-index/>. “Rental Index”, Homelet, accessed March 2021, <https://homelet.co.uk/homelet-rental-index>. “UK Property”, Home, accessed March 2021, home.co.uk/asking_price_index/.

Local Housing Allowance Shortfall in Horsham

There is consistently a shortfall between average private rents and the maximum local housing allowance available¹⁶



¹⁶ Office for National Statistics, *Private Rental Market Statistics*, accessed March 2021, <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/privaterentalmarketsummarystatisticsinengland>

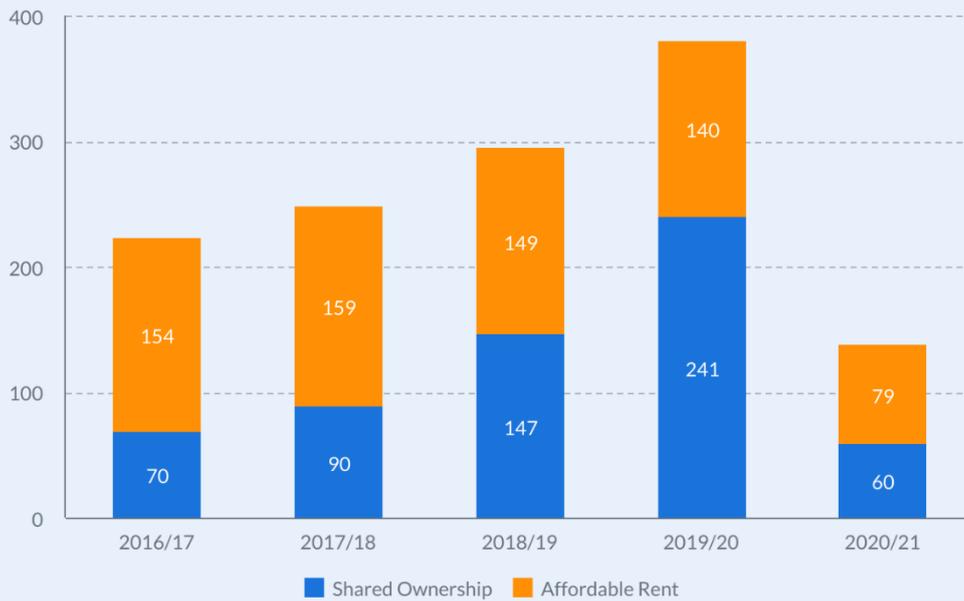
Affordable and Social Rent in Horsham

Affordable and social rents are considerably cheaper than private market rents, with some under the maximum LHA rates ¹⁷



New-build Affordable Housing Delivery

There has been consistent (pre-pandemic) delivery of over 240 new affordable homes built per year p, the number estimated in the current Local Plan to keep up with demand on the Housing Register¹⁸

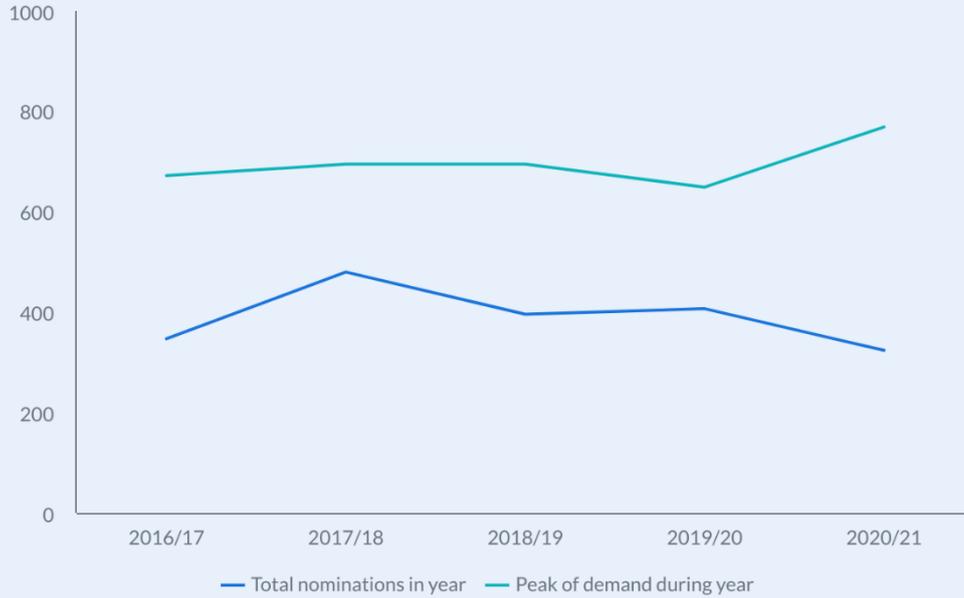


¹⁷Saxon Weald, direct email correspondence to report author, April 2021.

¹⁸ Horsham District Council, internal departmental records, May 2021.

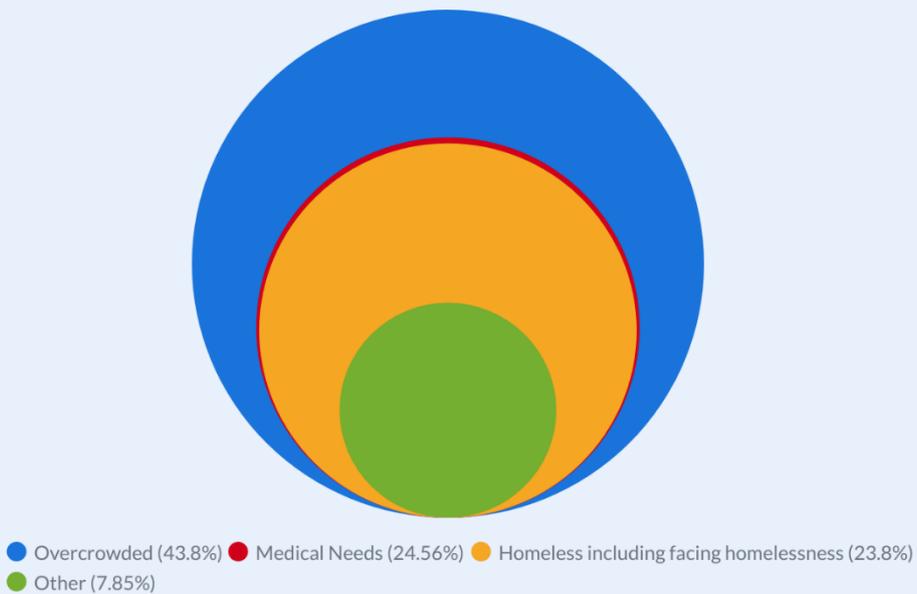
Horsham District Council's Housing Register Demand and Nominations

However, demand is still growing and is consistently higher than the number of nominations made, especially in the last two years ¹⁹



Housing Need in Horsham District

The main reasons people apply to the housing register is because of overcrowding, medical needs or homelessness ²⁰



¹⁹ As note 18.

²⁰ As note 18.

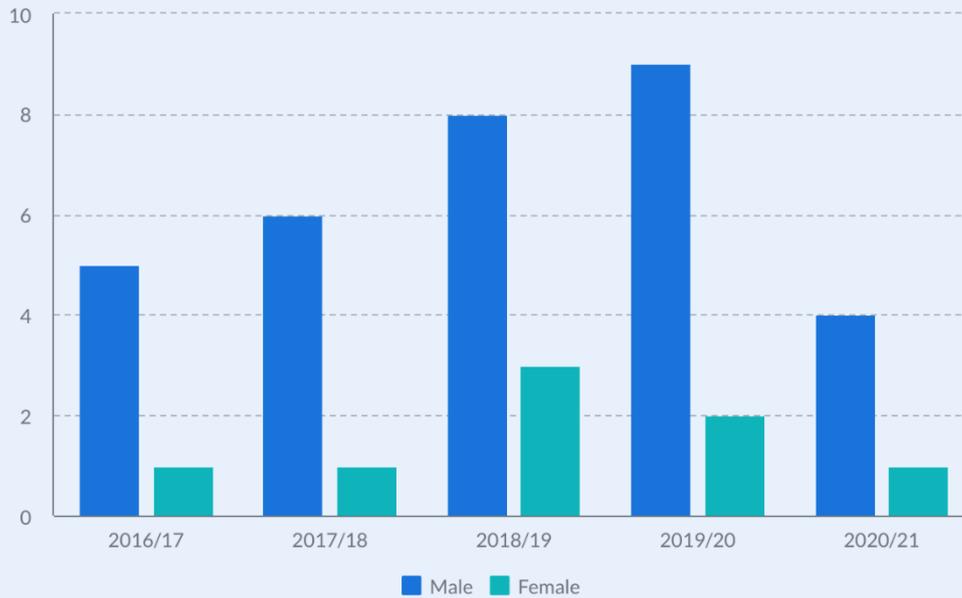
Homeless Service Approaches

Since the Homeless Reduction Act came into force in 2018, the number of approaches to our homeless teams has remained constant²¹



Rough Sleepers in Horsham District

Our rough sleeping population remains small but consistent, with more men than women. The Everyone In initiative during the pandemic reduced these numbers²²



²¹ As note 18.

²² As note 18.

What is happening locally in housing policy and funding?

There have been a number of local consultations, policies and funding decisions that will also impact on the Council's ability to deliver the overarching Housing and Homelessness objectives.

Previous Housing Strategy 2013-15

The previous Horsham District Council Housing and Homeless Strategy was for the period 2013-15 and was reviewed in 2016. The Strategy set out four main objectives:

1. An increasing supply of homes that people in need can afford
2. Effective support for homeless households
3. Appropriate housing provision for vulnerable people
4. Thriving rural communities

The Council made significant progress in meeting these objectives, including:

- Working in partnership with Registered Provider partners to develop 1,202 affordable homes since the Annual Review of the previous Housing Strategy, completed in 2016/17
- A focus on homelessness prevention and tenancy sustainment
- Delivered 42 units of new build temporary accommodation through building and delivering 34 units and leasing 8 additional units
- Working in partnership with the charitable and voluntary sector to ensure support for vulnerable groups including older people with support needs, care leavers, clients with mental health issues and ex-offenders

Homelessness Consultation 2019

Local housing authorities are required by legislation to carry out periodic reviews of homelessness in their area, focusing on the extent and risk of current and future housing issues, what is being done to address them, and the available resources to prevent and relieve this homelessness.

The Council carried out a consultation in April 2019 as part of its review into homelessness in the District and in order to gauge the views of partners and stakeholders. The consultation was undertaken via an online survey, and over 90 individuals and partner organisations were invited to contribute their views and perceptions of homelessness within Horsham District. Partners included public sector agencies, local charities and homelessness groups, Registered Providers and other local West Sussex authorities.

The full consultation can be seen in Appendix 1, but the results of the survey reflected the continued demand for housing and highlights the lack of supply of affordable accommodation in the District, as well as shedding light on the client groups who are vulnerable to homelessness. The findings of the consultation have fed into the objectives and actions detailed in the second half of this current Strategy.

Funding

There is no guarantee of central Government funding for housing or homelessness. Local authorities are advised on an annual basis about the grants that will be provided by central Government. This can make it difficult to plan or commit to longer term strategic investment.

The Council's Housing and Homelessness services are financed by a range of funding sources, including the Homelessness Reduction Act New Burdens Grant, Rough Sleeping Initiative funding, Next Steps Accommodation Programme, Affordable Homes Programme and Section 106 commuted sums. We continue to bid for any additional sources of funding which become available, working in partnership with other local authorities in West Sussex and with other relevant organisations.

There have been a number of changes to Government funding including reduction in social care. The 2019 review by West Sussex County Council of Housing Related Support, the former Supporting People fund which typically funds the support element of supported accommodation services, saw the budget reduced from £4.6 million in 2019/20 to £2.3 million in 2020/21²³. These changes resulted in a refocused relationship amongst District and Borough councils and renewed contracts with support providers.

The Council has a commuted sums fund, which are financial contributions from developers paid in lieu of on-site affordable housing provision. While some of the funds have been used to help establish a direct delivery company, Horsham District Homes, the remainder of the funds will be available for Registered Providers to assist with the delivery of affordable housing in the District. A new set of guidelines is forthcoming that will set out the priorities and restrictions attached to this funding.

Local Plan 2021

The Council is in the process of updating their Local Plan, an overarching planning document that sets out the planning priorities for the next 15 year minimum period. The Housing Service has been involved in setting the proposed quotas for affordable housing delivery over this time frame, and is keen to ensure as much well-designed, sustainable, suitably located and affordable housing is provided as possible. The adoption of the Local Plan has been delayed due to the COVID-19 pandemic, as is now expected for early 2022.

²³ Ryan Walkley and Rachel Jevons, "Homelessness Needs Audit 2015/2016", *West Sussex Public Health And Social Research Unit*, 2016, <https://jsna.westsussex.gov.uk/assets/living-well/homeless-needs-audit-2016-final.pdf>

6. Objectives

Objective One: Ensure no-one needs to sleep rough through having no other choice

What does this mean?

The current Government has committed to ending rough sleeping by 2027. While this is an admirable goal, we believe that there will always be a small proportion of individuals who choose to sleep rough for a variety of reasons and despite any assistance offered. We are proposing instead to aim to end the need for anyone to sleep rough. This means that for anyone who does not wish to sleep on the streets or in parks, we should be able to help them into alternative safe and secure accommodation.

What are the challenges we are facing in achieving this goal?

There are challenges we will face in the way of achieving this goal, some of which have already been mentioned in this Strategy:

- Affordability of accommodation including the likely shortfall between LHA rates and rent.
- Lack of affordable housing provision for under 35's, especially as they are unable to claim more than a shared rate of LHA.
- The complex and chaotic life experiences of many people who sleep rough makes it hard to engage them and means sustaining any form of accommodation is challenging for the individuals and for homeless teams.
- Lack of move on accommodation which bridges a gap between emergency bed and breakfast accommodation and longer-term secure accommodation. There is a chronic shortage of accommodation with support, especially for those with mental health and substance misuse issues.

What have we already done to try and achieve this?

As a Council, addressing the issue of people sleeping rough on the streets is one of our core services. Our homelessness team were already successfully assisting rough sleepers so the change to legislation set out in the Homeless Reduction Act in 2018 was an exciting opportunity to formalise our existing processes. We have already taken the following steps to help us achieve this goal:

- We have re-profiled our existing staff structure to focus on the relief duties.
- We have continued to undertake the annual rough sleeper count to understand the population of rough sleepers in the District.
- The Council cannot tackle the problem of homelessness and rough sleeping alone, partnership working is key. We have been working hard with Turning Tides, formerly Worthing Churches Homeless Project, to expand services to rough sleepers in the

District. Together we have recruited an Outreach and Rough Sleeping Coordinator, an Outreach Worker, a Community Inclusion Worker, a mental health Practice Lead, a Navigator, and a Housing First Worker.

- The Ministry of Housing, Communities and Local Government (MHCLG) have recognised the Council's efforts in addressing the rough sleeping issue in the area, and have awarded £83,910 in 2019/20, £317,717 in 2020/21 and £334,275 in 2021/22 from the Rough Sleeper Initiative Funding in which Horsham District Council have partnered with Mid Sussex District Council, as well as £72,151 from the COVID-19 Contingency Fund, Cold Weather, Protect Plus and the Next Steps Accommodation programme funding sources. This money is for us to build on our work to support rough sleepers and adopt Housing First pilots to provide entrenched long-term rough sleepers with much needed support.
- The Council continues to work with Turning Tides to deliver a limited Housing First service in the district, providing wrap around support to individuals in settled accommodation to prevent rough sleeping and begin a journey to independent living.

Objective Two: Empower residents to live independently in their homes

What does this mean?

We want people to be able to stay in their homes for as long as it is safe and appropriate to do so. We don't believe you should have to move if there are alternative options, whether this is increased wrap around support, or alterations to the property in the face of changing mobility needs.

What are the challenges we are facing in achieving this goal?

The challenges in relation to this goal are wide ranging, and there is some overlap with the previous set of challenges:

- Affordability of accommodation including the likely shortfall between LHA rates and rent means staying in a property despite life changes such as changes in income becomes difficult.
- Lack of adapted or easily adaptable housing, especially that which is affordable.
- Lack of support services in the District to enable someone with complex needs to live independently.
- The complex and chaotic life experiences of many people who need extra support means sustaining any form of accommodation is challenging for the individuals and for homeless teams.

What have we already done to try and achieve this?

The Council has already taken several steps to help us achieve this goal, including:

- The Council has recently joined with neighbouring local authorities, Southdown Housing and Turning Tides to provide a new Floating Support Service called Pathways Home. The service, replacing the former Independent Living Scheme, is aimed at adults who need housing support to sustain independent living or prevent homelessness.
- The Council currently provides mandatory financial assistance to help vulnerable and poorer homeowners and tenants with repairs and improvements such as through Disabled Facilities Grants. Assessment needs to be carried out by West Sussex County Council's Occupational Therapy team. These grants allow people to remain in their own homes, rather than approaching the Council for housing and homelessness support.
- In 2021 the Strategic Housing Group of colleagues from West Sussex District, Borough and County Councils were awarded combined funding for the COVID-19 Outbreak Mitigation Fund (COMF). This funding will help deliver new posts specifically aimed at providing support and facilitating engagement with our housing services with the aim to mitigate the negative impacts of the pandemic and prevent homelessness.

Objective Three: Deliver the number and size of homes that our communities and residents need in line with planning policies

What does this mean?

As a Council we have set ambitious targets of helping to deliver 280 new affordable homes every year for the duration of this Strategy, a total of 1400 by 2026. Working closely with the Council's Planning department as well as Registered Providers in the District, we aim to deliver the number and sizes of homes that are needed in different parts of the District. We also want to see exemplary homes being built, to enable communities and residents not just to live but to thrive.

What are the challenges we are facing in achieving this goal?

There are significant challenges in delivering this objective, some of which are outside of our control:

- Planning legislation is undergoing significant changes across the whole of the United Kingdom, and we cannot predict what restrictions or changes will make it harder for developers to deliver the necessary numbers of affordable housing over the next few years.
- There continues to be less funding available for Registered Providers to deliver affordable housing, and more assistance is being required to ensure a continued supply of rented properties.
- Exemplary design, such as sustainable developments and increased community facilities, often cost more to deliver than mass produced homes. However, our

aspirations should not be lower for affordable housing, we expect the same standards of design and facilities across all tenures.

- We need to be mindful that we are not only building the right quantity of houses but also the right sizes of houses that are needed now and will be needed in years to come. Trying to predict what future need will look is difficult, even more so with global phenomena such as the pandemic, but future proofing affordable housing stock is critical to ensuring our supply meets demand.
- There are avenues open to us within planning policy that enable schemes to be delivered that offer 100% affordable housing, such as Rural Exception Sites. Despite these sites being limited in size and number, we will continue to work with partners to maximise appropriate development on sites such as these where possible.

What have we already done to try and achieve this?

The Council has made good progress with our goals to deliver much needed affordable housing in the District:

- An Affordable Housing Enabling and Projects Officer was recruited to the Housing Service in 2020 to work with Registered Providers and the Council's Planning and Legal Departments to ensure the developments coming forward in the District are what is needed in the right locations.
- We have continued to deliver a total over 1490 affordable homes over the last five years, an average of 298 per year.
- The Housing and Homelessness Service has worked with the Planning Department on updating the Local Plan, to ensure the targets for the next plan period are ambitious yet achievable.
- We have developed good working relationship with Registered Providers working in the District to bring forward appropriate developments and streamline our processes.
- We have enabled 99 units to be brought forwards as affordable rent, 1 of social rent and 17 of temporary accommodation using our Commuted Sums fund since 2017.

Objective Four: Provide and maintain an accessible and fair housing register

What does this mean?

This objective is about ensuring our Housing Allocations policy is implemented as best as possible, to ensure that anyone who has a housing need is able to join the Housing Register, is correctly banded and offered accommodation according to our criteria and timeframes.

What are the challenges we are facing in achieving this goal?

The main challenges associated with this objective are:

- The number of households on the Housing Register has grown considerably over the last few years, and we are expecting this trend to increase as the effects of the pandemic are felt.
- The needs of those on the Housing Register are changing, with greater need for middle and larger sized properties, space for home working and flexibility to ensure longevity in the properties.
- Trying to predict and forecast needs for the future is hard, but this is important to ensure that developers are building houses that will suit the needs of the current housing register but also the likely needs of the same population when the developments will be completed.
- There is likely to be a shortage of supply of new homes that does not keep up with the increase in demand.

What have we already done to try and achieve this?

In trying to ensure anyone in need has the opportunity for safe and secure housing, we have already done the following:

- Implemented a new housing system, Jigsaw, to speed up and make the process of applying to join the housing register easier.
- Worked to the timeframes set out in legal agreements to shortlist applicants for new vacancies.
- Continued to work to the criteria set out in the Housing Nominations Policy in terms of banding and eligibility.
- Continued to support the armed forces community in the Horsham area by awarding additional preference to eligible households applying for housing, as we committed to by signing the Armed Forces Covenant.
- Provide accurate reports to Registered Providers and developers of the level of demand for different types of affordable accommodation in specific areas within the District.

Objective Five: Prevent all forms of homelessness for our District's residents

What does this mean?

The final objective centres around helping people remain in their home instead of being made homeless. Due to the complex nature of homelessness, the creative proactive solutions in our toolkit are wide ranging, from negotiating with landlords and families to working with key partner agencies.

What are the challenges we are facing in achieving this goal?

The challenges associated with this objective are:

- The Homelessness Team have seen an increase in approaches for housing assistance from households that felt they were at threat of losing their home or in accommodation unsuitable for their needs. We anticipate this to increase as the effects of the COVID-19 pandemic are more severely felt.
- The benefit cap has resulted in reducing affordability in the private rented sector and therefore impacting on the number of homeless prevention successes.
- Landlords historically preferring to let to professionals whereby they can obtain a higher rent or sell their properties rather than rent to household who claim benefits. Again, we predict this pressure is likely to increase due to the pandemic.
- Managing the expectations of clients seeking housing assistance from the Council and educating Horsham District residents about the general housing circumstances within the District, for example the fact that the majority of properties are owner occupied and there is a lack of rented accommodation.

What have we already done to try and achieve this?

Since the HRA was implemented, the Council's Homelessness team has grown and thrived. We are confident that with strong joint working and innovative ideas we can continue to grow to support those who are homeless or facing homelessness. To date, we have:

- Developed an implementation programme to prepare for the new legislative duties of the HRA, including training for staff; introduction of a new IT system, Jigsaw; expanding the private rented service; and working with partner organisations to join up services.
- Expanded and restructured the Homeless team at the Council to add three new Homeless Prevention Advisors, a Homeless Case Officer and a Senior Homeless officer.
- Continued to provide Prevention duties as set out in the HRA. This includes preparing Personalised Housing Plans, providing a negotiating and mediation service to parents asking their children to leave and landlords looking to evict their tenants, and due to the ban on evictions during the pandemic, working intensively with applicants threatened with homelessness and in some cases resolve issues that led to the notice being served.
- Created a unique Integrated Prevention Earliest Help (IPEH) pilot with West Sussex County Council to prevent homelessness and reduce the number of intentionally homeless decisions being made. This included a Prevention Officer working across the organisations to support families at risk of homelessness and has successfully enabled many vulnerable families to stay in their own home. It also demonstrated the power of co-located working and partnership projects.
- Co-located the Prevention officer in the Job Centre plus in Horsham, Henfield Medical Centre and Horsham Court, in order to identify people facing homelessness earlier. This has also enabled the Council to fulfil the Duty to Refer, which requires all public services to notify a housing authority of anyone homeless or likely become homeless with 56 days. Working more closely with prisons, probation units, social

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services and medical teams has enabled us to identify even more vulnerable people.

- Implemented the Southdown Pathways Project, as detailed in Objective Two.
- Continued supporting applicants into alternate housing in the privately rented sector, supported housing and social housing. Where possible we have tried to keep applicants in their preferred area of the District and we have recognised the concerns for households threatened with homelessness, such as losing their support network or changing children's schools. We have nonetheless been honest and transparent on first contact with applicants about the housing circumstances within the District.
- Continued to provide Tenancy Deposit Loans to those who need it. These are an affordable repayment plan for those in rent arrears to ensure a tenant can remain in their home. For those on a very low-income, alternative funding can be used to prevent homelessness that is not required to be repaid.
- We have continued to work with vulnerable client groups, such as those suffering from domestic abuse, to ensure that they have 'priority need' for homelessness assistance.
- We have continued to identify and work with those vulnerable individuals who are at risk of exploitation, such as cuckooing.

7. Action Plan

We are taking a person-centric data-led approach to overcoming these challenges. As set out at the beginning of this document, we are only setting a few immediate actions at this point in time, set out in the first table, and committing to reviewing many areas of our Service which will in turn lead to more actions set out in the Review of this Strategy in 2022.

Immediate Actions

	Action	Outcomes	Relevant Objectives	Lead	Target Date
1	Working with Property Services to undertake a stock condition survey and site appraisals of our temporary accommodation stock and implement findings if possible	Understand whether our current TA stock meets the needs of clients and whether we need to carry out refurbishments and/or look at increasing our supply. This will ensure we can meet demand with safe, secure and appropriate temporary accommodation for those who need it. Actions resulting from this review will be presented in the Interim Report in 2022.	1, 3, 5	PS	End of 2021
2	Roll out the Customer Portal on Housing Jigsaw to all applicants on the Housing Register	By enabling all applicants on the Housing Register to amend and review their applications online, we can ensure our housing register is as up to date as possible, as well as relieving some pressure on the allocations team	4	KB	2022 Interim Review
3	Produce guidelines for the spending of our commuted sums budget	Develop a set of guidelines, application form and scoring criteria for how we will allocate our s106 commuted sums. Engage a wider pool of Registered Providers to approach the Council for financial support to maximise the delivery	3	RJ	End of 2021

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	Action	Outcomes	Relevant Objectives	Lead	Target Date
		of good quality appropriate affordable rented accommodation in areas of greatest demand across the District			
4	Upscale our Housing First model	Work with Turning Tides to identify issues preventing us from increasing our housing First offering and overcome these issues to upscale this scheme	2, 5	KB / RJ	2022 Interim Review
5	Maintain the homeless outreach services developed through the COVID-19 pandemic	The outreach services that were implemented during the COVID-19 pandemic meant we had improved engagement and understanding of our rough sleeper and homeless cohort. Maintaining the outreach service will ensure we continue those the relationships, meaning we can deliver effective support to those who need it	1	KB	Ongoing
6	Review the allocations policy annually	Conduct an annual review of the housing allocations policy to ensure it is up to date with national policy changes and remains equal for all and transparent	4	KB	Ongoing
7	Develop stronger relationships between Registered Providers and the allocations team	Encourage more Registered Providers to have regular meetings with the housing allocations teams to ensure good communication, problem solving and seamless working	3, 4	RJ	Ongoing
8	Establish better partnership working with different departments within the Council and with other key external agencies	To facilitate stronger working with other departments within the Council such as Environmental Health (DFGs, private sector standards, empty homes, housing standards) and the Health and Wellbeing	ALL	ALL	Ongoing

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	Action	Outcomes	Relevant Objectives	Lead	Target Date
		Team. Similarly, to establish regular meetings with key agencies such as the Probation Service, Change Grow Live and Domestic Abuse services. Stronger partnership working will enable us to identify customers with housing needs where joint working could alleviate this need, or improve the housing pathway for the customer. It will help to ensure all clients of our housing service are correctly and adequately supported, with the appropriate duty on the Council			
9	Continue working closely with Turning Tides on local housing matters	Turning Tides are a valuable partner agency working in the District and continuing to work closely with them is important to our housing and homelessness service. Providing support for projects like their Mobile Homeless Advice Provision help to foster this relationship and recognise the good work they are doing	ALL	ALL	Ongoing
10	Maintain close partnership working with other District, Borough and County Council colleagues	Maintaining the good relationships we have developed with neighbouring districts, boroughs, parishes and the County as a whole will ensure we are a key player in delivering housing services in the area	ALL	ALL	Ongoing

Reviews to Undertake

	Action	Outcomes	Relevant Objectives	Lead	Target Date
1	Explore the viability of a Housing Pathways post/role that would provide alternative housing options and support	<p>Explore the possibility of creating a role that provides applicants on the housing register, including those with a main homeless duty accepted but long-term residing in temporary accommodation, with alternative housing options advice. This could include:</p> <ul style="list-style-type: none"> • providing a personalised housing plan for applicants on the housing register • conducting early interventions around areas such as health, debt, adaptations • thinking creatively and holistically about accommodation solutions <p>By providing support for alternative solutions, this work could help to change or remove the housing need of some applicants, as well as managing residents' expectations of timeframes and likely outcomes of using the housing register for accommodation.</p> <p>Publicising this role and the reasons for it through a social media campaign would also help to communicate the realities of affordable housing to applicants and</p>	2, 4, 5	RJ / KB	Start Spring 2022, end Interim Review 2022

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		encourage the exploration of alternative options, reducing the demand on the Council.			
2	Explore the idea of establishing a Registered Provider Charter	Research and explore the possibility of setting up a charter that Registered Providers would sign up to. By committing to delivering housing to a set standard, agreeing to participate in a cross-Registered Provider transfer incentive scheme, pre-eviction protocols and strong partnership working, Registered Providers may be able to be our preferred delivery partners for affordable housing and may have preferential access to financial support through s106 grant funding. This would strengthen working relationships between Registered Providers and the Council, as well as creating as much movement as possible within housing stock in District and reducing housing need	2, 3	RJ	Start Winter 2021, end Interim Review 2022
3	Review and enhance our current private rented sector offer	Provide a multi-optioned offer including a reviewed and renewed private landlord offer and private sector leasing scheme. This will encourage help to encourage greater use of this service and help more residents into private renting	1, 5	HW	Start Summer 2021, end Interim Review 2022
4	Review the need for a specialist rough sleeper's accommodation project in the District and implement findings if necessary	Carry out a review of whether there is a need for a specialist rough sleeper's accommodation project in the District, and if so in what form this might take, and how it can be delivered	1	KB	Start Summer 2021, end Interim Review 2022

APPENDIX A – Housing and Homeless Strategy 2021 - 2026

5	Review young people’s accommodation in the District and implement findings where possible	A review will help us to understand whether the young people’s accommodation in the District currently meets the needs of the clients. It will additionally indicate whether any improvements to quality or service or an increase in supply are needed. This review will help us to ensure our young people’s accommodation is a desirable and appropriate housing option	1, 2, 5	KB / RJ / PDV	Start Autumn 2021, end Interim Review 2022
6	Review the housing register and implement findings where possible	Review the housing register to better understand our applicants and their needs, and to forecast some of the likely future pressures on the register. From this review we will also be able to identify any areas of potential movement i.e. downsizing opportunities and identify applicants suitable for our tenant placement service. All of this will help to increase some movement within stock in the District and ensure that the housing register is accurate and truly reflective of housing need in the District. This review will also provide the opportunity to understand our population more comprehensively, capturing the range of family types that exist within the District so we can ensure any additional needs beyond housing are identified.	4	KB	Start Summer 2021, end Interim Review 2022
7	Review the housing application process and implement any necessary changes	Evaluate the housing application process to ensure we gather the most relevant information at the right points in the process e.g. introducing a light touch	4	KB	Start Autumn 2021, end Interim Review 2022

APPENDIX A – Housing and Homeless Strategy 2021 - 2026

		financial assessment at the point of application. This will help us to identify applicants who may need alternative housing options advice or support, as well as streamline the housing application process			
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8. Housing Service Area Reviews Timeline

TASK NAME	SUMMER 2021	AUTUMN 2021	WINTER 2021	SPRING 2022	SUMMER 2022	AUTUMN 2022 (INTERIM REVIEW PRODUCED)	WINTER 2022
Review One							
Housing Pathways role				█	█	█	
Review Two							
Registered Provider Charter			█	█	█	█	
Review Three							
Private rented sector offer	█	█	█	█	█	█	
Review Four							
Specialist rough sleeper's accommodation	█	█	█	█	█	█	
Review Five							
Young people's accommodation		█	█	█	█	█	
Review Six							
Housing Register	█	█	█	█	█	█	
Review Seven							
Housing application process		█	█	█	█	█	

9. Delivering the Strategy

Who will help us deliver this Strategy?

The Council cannot achieve these objectives on our own, and we will need to build on the strong partnerships we have developed with local charities, stakeholders and Registered Providers working in the District.

Key partners in delivering this Strategy will be:

- Horsham Matters
- Turning Tides
- The Salvation Army
- The Integrated help and Earliest prevention (IPEH) team
- Registered Providers such as Saxon Weald, Raven and Stonewater

How will we know whether we are delivering the Strategy?

As we are taking a multi-staged approach to the entire Strategy period, our delivery will therefore fall in different ways. Some of the defined actions we have set out in the action plan in this initial stage of the Strategy will have deliverable outcomes. These will be our benchmarks, and how we will know how well we are achieving our overall objectives.

The remaining actions of the first stage of the Strategy are the service reviews. These reviews will likely direct the actions we need to take in ways we may not even know yet. Additionally, the time in which this Strategy is launched is full of uncertainty, both at a local, national and global scale. The impacts of the COVID-19 pandemic have not yet been truly felt or understood, and housing services up and down the country are bracing themselves for increased pressure over the next few years. Consequently, the Interim Review will contain a summary of the findings of the service reviews as well as new action plan, full of actions intended to respond to the service reviews and the impact of the pandemic. This fluid approach allows us to be as responsive and flexible as possible to deal with such an ever-changing situation.

The delivery of the Strategy will be led by the Head of Housing and Community Services and his management team, coordinating with other relevant Council departments and external partner agencies.

10. Conclusion

This Strategy sets out the housing and homelessness challenges which will be faced by the Council in the provision of services for its residents and customers from 2021 to 2026.

The Strategy is an ambitious overarching direction in tackling some critical issues in the housing and homelessness sector. We as a Council are committed to ending the need for people to sleep rough, to providing safe and secure accommodation to anyone who needs it, to delivering the houses and communities our residents need to thrive and preventing homelessness for our District's residents. We have a lot of work ahead of us, but we are excited to be making a real difference to the residents of Horsham district.

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12. APPENDIX 1 – Homelessness Consultation 2017

Consultation - Questions and Responses:

1. *Horsham's new corporate objectives are:*

- *A great place to live*
- *A thriving economy*
- *A strong, safe & healthy community*
- *A cared-for environment*
- *A modern and flexible council*

Do you agree with these objectives as the main aims of the Housing & Homelessness Strategy?

Yes - 62.5%

No - 37.5%

2. *Are there other aims and objectives that you think are important for Horsham District Council to focus on in its Housing & Homelessness Strategy?*

Suggestions included: affordable and secure housing; more partnership working; to eradicate street homelessness; a client-centred approach; a clear & fair Strategy.

3. *Do you think there is enough affordable housing in Horsham district?*

No - 100%

4. *What do you think Horsham District Council could do (in addition to existing services) to further assist local people to retain their affordability of accommodation?*

Suggestions included: build smaller, more affordable housing; affordable social housing at social rents; ensure developers provide their social housing quota; prevent homelessness with budgeting and money advice.

5. *The Government has set a target to significantly reduce rough sleeping by 2022 and end rough sleeping nationally by 2027. Do you think this is achievable in Horsham district?*

Yes - 42.9%

No - 57.1%

6. *Horsham District Council have a range of options to engage with rough sleepers. Do you feel that there is anything that the Council could do to further address rough sleeping in the district?*

Suggestions included: temporary and supported housing; partnership with charities; support for rough sleepers to get back to independence; education for local people about ways to help rough sleepers rather than give cash.

7. *In your experience, what do you think are the main causes of homelessness in the Horsham district?*

- *Family eviction*
- *Relationship breakdown*
- *Assured shorthold tenancy eviction (Section 21 notices being served)*
- *Registered Provider evictions*
- *Other (please specify below)*

Responses: Assured Shorthold Tenancy eviction; high rents; affordability issues leading to eviction.

8. *Homeless households in Horsham district may wait some time in temporary accommodation before obtaining a permanent home. Do you have any views on solutions to reduce this waiting time?*

Suggestions included: encourage longer private rented tenancies; use empty properties; build more low-cost temporary accommodation; more social housing; increase emergency accommodation and faster move-on to create more vacancies.

9. *Do you have any suggestions about ways to ensure housing conditions are safe and healthy for Horsham residents?*

Suggestions included: regular inspections; monitor housing standards; good relationships with local landlords; sensible planning regulations; increased powers for community wardens.

10. *Finally, what contribution could be made by partners or other agencies to help Horsham District Council to reduce homelessness, including rough sleeping, in our district?*

Suggestions included: Working in partnership; more social housing; teach budgeting in schools; establish a local homelessness reduction steering group; grants to replace the WSCC cuts.



**Horsham
District
Council**

Housing Strategy Position Statement



Annual Review 2016/17

HORSHAM DISTRICT COUNCIL

Housing Strategy Update 2017

We published our Housing Strategy 2013-15 in April 2013. The Strategy outlined how we intended to provide housing and housing-related services for all residents in the District, making the best use of all the resources we have at our disposal and delivering the objective identified in the Horsham District Plan 2011-15: to access appropriate and affordable housing to meet local needs.

We said we would check where we had got to after a year; this update presents our progress to the end of 2016/17 financial year.

Since 2015 Housing authorities have been waiting for the Housing White Paper “Fixing Our Broken Housing Market” which after an 18 month delay was published in February 2017. 2017 will see a General Election being held, progress on the United Kingdom’s plans to leave the European Union and the implementation of the Homeless Reduction Act. Like many Local Authorities these changes and anticipated Housing White Paper guidance have delayed us in reviewing our Strategic Housing Policies.

A light touch review and assessment of the current position at the end of the 2016/17 financial year against the originally agreed objectives has been undertaken to inform some of the initial work involved in creating a new strategy.

Our vision is that Horsham District should be a place where people and businesses feel they belong and are proud to call home, and in order to capture that vision we set out the following objectives:

1. An increasing supply of homes that people in need can afford
2. Effective support for homeless households
3. Appropriate housing provision for vulnerable people
4. Thriving rural communities

Latest Horsham District profile data suggests we will have a 72.2% growth in our population aged 65+ to 2039 including an extra 3,629 residents aged 90+ over the same period. The average house price in Horsham District is £390k against a national average of £300k with an increase of households on the housing register with 656 at the end of March 2017.

The headlines that we can report are the continued high delivery of affordable homes, an increase in demand for temporary accommodation to support homeless households to remain in the Horsham District and an increase in demand to support those most vulnerable and in greatest housing need.

These and other significant achievements are highlighted in this update.

The aim is not to repeat all of the background information in the Housing Strategy 2013-2015, however this update should be read in conjunction with that document.

1. An increasing supply of homes that people in need can afford

We said that we would:

Develop and implement new planning policies within the Horsham District Planning Framework to secure appropriate levels of affordable housing

Progress

- The Horsham District Planning Framework was adopted in November 2015 and set out proposed targets and thresholds for affordable housing provision when new housing is built as follows:
 - On sites providing 15 or more dwellings, or on sites of over 0.5 hectares, the Council will require 35% of dwellings to be affordable
 - On sites providing between 5 and 14 new dwellings, the Council will require 20% of dwellings to be affordable
 - Appropriate affordable provision on strategic sites at Land North of Horsham, Land West of Southwater and Land South of Billingshurst
 - Strategic sites in Southwater and Billingshurst are within development stages now and the planning application for North Horsham has been received.

Work with our Housing Association partners to develop over new affordable homes

Progress

- Between 1 April 2016 and 31 March 2017, 224 affordable homes were delivered.
 - Previous years have delivered:

2015/16 – 150
2014/15 – 245
2013/14 – 239
0212/13 – 147
 - The homes have been developed for both working age and retirement age households across the district by a number of the Council's Registered Provider Partners. Completions are as follows:

A2 Dominion

38 homes for rent

1 home for shared ownership

Hyde Housing

9 homes for rent

9 homes for shared ownership

Landspeed Homes

6 homes for shared ownership/shared equity

Moat

5 homes for rent

2 homes for shared ownership

Orbit Homes

37 homes for rent

36 homes for shared ownership

Saxon Weald

65 homes for rent

16 homes for shared ownership

Total: 154 homes for rent

70 homes for shared ownership

Continue to implement our Empty Homes Strategy

Progress

- Twenty five empty properties were brought back into use during the past financial year 2016/17.

Continue to implement our Housing Assistance Policy

Progress

- We approved 95 Disabled Facilities Grants and spent £554,140 in 2016/17 to assist households to remain in their homes. A majority of the funding has been used for wet rooms and stair lifts where appropriate.

Explore the possibility of self-build schemes within the District with organisations promoting self-build

Progress

- The Council operates a self-build register which at the start of April 2017 has 145 entries, 87 of which were Horsham District Residents.
- A proposal for a 30 units at The Land North of Horsham Strategic site for self-build or custom build will be considered as part of the planning application.

Implement Our Gypsy, Traveller and Travelling Showpeople (GTTS) Site Allocations Development Plan Document (DPD)

Progress

- The Council's Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (2012) identified a requirement for the provision of an additional 39 pitches up until 2017. The Horsham District Planning Framework (HDPF) Policy 21 details how to meet the requirement of 39 pitches up until 2017. At present, the site allocations identified in this policy have not yet come forward. There remains a need to identify land to for Gypsy and Traveller accommodation beyond 2017. In the meantime, there continues to be a criteria-based policy (Policy 23) for assessing planning applications which have not been specifically allocated through the HDPF

- To address the future need for Gypsy and Traveller sites, the Council has updated this previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment and has undertaken a thorough site assessment of potential sites within the district. The draft Accommodation Needs Assessment has identified an overall need for 93 pitches over the Plan period that includes an existing 'backlog' of 47 pitches that are either unauthorised, have a temporary planning permission, or a personalised planning permission. A number of potential sites and options to meet this need have been considered and are set out in the 'Gypsy, Traveller and Travelling Showpeople Draft Site Allocations Development Plan Document (DPD) – Preferred Strategy' which was published for consultation between 21 April and 2 June 2017.
- In terms of transit provision, in partnership with other Local Authorities in West Sussex, the Council had agreed to jointly fund the provision and maintenance costs of a Transit Site for Gypsies and Travellers as a County-wide resource. A transit site within the Chichester District for 9 pitches was officially opened on 16 March 2015 at Westhampnett and can be used by any Gypsy and Traveller visiting West Sussex, including those working or visiting the Horsham District.'

2. Effective support for homeless households

We said that we would:

Eliminate the use of B & B for expectant mothers and households with children

Progress

- The Council's objective is always to eliminate the use of Bed and Breakfast accommodation for expectant mothers and households with children. There has been an increase of homeless approaches and there are currently 16 households in Bed and Breakfast accommodation that are pregnant or with children. The average number of households in Bed and Breakfast accommodation throughout the year is 19.
- Attempts are made to prevent homelessness by undertaking visits to the family home and through landlord liaison to mediate with families and discuss alternative housing options where possible.

Enable people to remain in their homes, possibly with financial support

Progress

- During the past financial year the Council prevented 198 households from becoming homeless. For 21 of these households, homelessness was prevented by using the Council's rent deposit scheme and the Eviction Prevention Fund.

Ensure that customers have access to the best housing options advice and information from the Council

Progress

- Our daily housing triage drop-in service has been further redesigned to prioritise homeless households ensuring they receive face-to-face advice from a Housing Officer which will be tailored to their individual circumstances as early as possible.
- The Council's Housing Register and Nominations Policy was adopted in April 2013, and underwent a 'light touch' reviews in both January and October 2016. The reviews amended minor working updates and introduced additional qualification criteria to reflect the needs of those working in the District to have secure appropriate accommodation close to employment. Households needed to demonstrate employment in the District of at least 16 hours per week for at least nine of the last twelve months prior to an application being received. 656 households remained on Horsham's housing register on 1st April 2017.
- Commitment to engage in the Syrian Vulnerable Persons Resettlement Service (SVPRS) was also added as part of the January 2016 review. We committed to rehouse two families per year for five years (2016/17 – 2020/21). Two families were resettled within the Horsham District during 2016/17
- The number of households on the register have reduced since the Housing Register and Nominations Policy was adopted 2013 (April 2013 – 722, April 2017 – 656), the households that remain on the register need to be housed and the Council has a duty to enable such households to find suitable accommodation, either through nomination to housing association properties or the private rented sector.
- The Council introduced online housing applications to ensure everyone throughout the District can submit a housing application regardless of their location within the District or work patterns. Support is provided to those households without online access at the main Council offices.

Maintaining the quality of temporary accommodation provided in the District, expanding the stock of one and two bed flats and providing enhanced support where necessary with newly acquired stock to be centrally located, near to services

Progress

- The Council purchased ten 3 bedroom houses throughout the District to ensure those families with dependant children could remain as close to support networks, children's schools and social support wherever possible.
- Acquisition of a block of 17 one and two bedroom flats within the Bishopric, Horsham is nearing completion and due to be handed over June 2017. The property contains two disabled adapted units.
- Two additional sites have been identified to potentially deliver additional units of temporary accommodation to further support the Councils ambition to eliminate the use of Bed and Breakfast accommodation for expectant mothers and households with children.

Expanding our forum of private landlords willing to offer tenancies to homeless households

Progress

- The Council works with Private Landlords to manage their properties. This enables households an alternative to staying in temporary accommodation or having to remain on the Housing Register when the private sector can provide them with a suitable housing solution.
- The Council's Housing Officer for Private Landlord Services has created 9 new tenancies in the last financial year (2016/17) and in total sustains tenancies for 40 self-contained privately rented properties for households accommodated from the Council's Housing Register.

3. Appropriate housing provision for vulnerable people

We said we would monitor and where possible, work with our partners to increase our support for various groups:

The purpose of supporting the groups listed below is to provide early solutions to prevent the need for a household to present as homeless. These services also enable households to sustain accommodation leading to a reduction of homeless applications from 203 in 2014/15 to 191 during 2016/17.

Progress

Older people with support needs

- The Council has worked alongside Saxon Weald to occupy older persons housing schemes in Steyning, Upper Beeding and Partridge Green in recent years. During 2016/17 Highwood Mill, an extra care community was developed and let to those on the Council's Housing Register.
- Disabled Facilities Grants enable adaptations to be made to accommodation to ensure residents can continue to live independently. 95 households were supported during 2016/17. This is a reduction against the 103 households supported during 2015/16.

Mental health

- Horsham District Council works alongside West Sussex Homelessness Prevention Partnership's (WSHPP) *Hospital Team* which introduces integrated Housing Support Workers to assist those with mental health issues and work with practitioners in local Hospitals across the County. The Hospital Team consists of 3 full time Housing Support Workers who are fully integrated within Sussex Partnership NHS Foundation Trust acute sites, and 1 full time Team Leader supervising the staff.

- Langley Green Hospital (LGH) is a 4 ward, 69 bed mental health hospital based in Crawley. LGH predominantly serves patients who are registered at GP surgeries in the Crawley, Horsham and Mid Sussex areas. Homeless households accepted as priority need due to a mental health or handicap issue has decreased from 10 during 2015/16 to 7 during 2016/17.
- One of the Housing Support Worker posts is based full time in LGH and is tasked with offering direct housing support to inpatients staying at the hospital, as well as their care teams and carers. The main aims of the Housing Support Worker are to:
 - Collaborate with ward and community mental health team staff to offer a housing needs assessment to all inpatients. These will identify potential housing issues as soon as possible, with a view to intervening early so to prevent homelessness.
 - Work in partnership with Local Housing Authorities, landlords and support providers to prevent homelessness where possible and source suitable accommodation upon discharge for homeless patients.
 - Establish good working practices within the hospital in terms of developing the ward staff's understanding of, and ability to identify housing issues promptly.
- The Richmond Fellowship also provides a specialist accommodation and a floating support service for people with mental health needs and learning difficulties. Their accommodation consists of 7 residential units at Blatchford House in Horsham and move on is facilitated through two additional preference allocations per year.

Learning and Physical disability

- Southdown Housing Association continues to support clients across West Sussex as part of its Independent Living Scheme (ILS). Southdown have contracts with two local Registered Providers for 37 properties to support residents through a subletting arrangement. Conversations are ongoing to increase the capacity of this service.
- The current ILS provision in Horsham was successfully re-tendered and is now linked to Horsham, Crawley and Worthing in a single contract. Southdown currently works in all three areas delivering traditional ILS, Floating Support and a range of small initiatives supporting people to develop independent living skills.
- Southdown Housing replaced the MyKey Floating Support Service with West Sussex Homeless Prevention partnership in January 2017.

Ex-offenders

- The Council works with Youth Offending Service and Change Grow Live (CGL) to support homeless ex- offenders or those at risk of becoming homeless.
- Change, grow, live (CGL) Supported Housing provides short to medium term, good quality, accommodation with support for ex-offenders being released from prison. The aim of the service is to accommodate, safely manage, support and reintegrate individuals who have demonstrated the motivation to change their offending behavior. Resettlement of service users into the community, together with the management of any risk, is the main focus of the service. The Council resettled 2 clients during 2015/16 and 1 client during 2016/17.

- We retain a statutory duty to house vulnerable people discharged from prison and can provide Additional Preference to those that have successfully managed residency in approved premises.

Outreach Support Services

- As part of a planned move-on, CGL offers a follow on Outreach Support Service for approximately 1 – 6 months, occasionally more if needed. This service enables support to service users through the difficult transition from supported to independent accommodation.

Substance (Drug) Misuse

- Change Grow Live (CGL) provide services at Baptist Church, Brighton Road, Horsham in order to support people homeless or threatened with homelessness to manage substance misuse issues.
- The Council will be working closely with Emerging Futures who support people actively in recovery. Emerging Futures are a community interest company contracted to provide direct transitional support to CGL clients by way of one to one coaching support.

Care leavers and young people with support needs

- West Sussex County Council (WSCC) and Local Housing Authorities have a joint working protocol for care leavers. Care leavers are aged 18-21, at the end of March 2017 there were 18 care leavers residing in the Horsham District. This is a decrease from 2016 when there were 20 care leavers residing in the Horsham District being supported with the transition into independent living.
- This protocol aims to ensure that accommodation needs and associated support in the community for young people leaving care are identified and procedures put in place to ensure that agencies work in partnership to achieve this. This protocol will also address practice relating to those young people age 16/17 as they approach adulthood. It is the belief of the partner agencies that there should be no need for a young person to make an application under homelessness legislation if the pathway planning and this protocol have been successful. This is because housing and support needs will be kept under review from a young person's 16th birthday and suitable accommodation identified before the young person's 18th birthday.
- Regarding 18-20 year old care leavers who are considered to be in Priority Need if they are made homeless, liaison continues between HDC and WSCC as they are still able to access support.

Women and children suffering domestic violence

- The Council supports North Sussex Refuge Service and runs the Safe@Home scheme, which aims to make it possible for households that experience violence to remain in their own home and feel safe. When these support measures aren't appropriate or fail households have to access homeless services. Throughout 2015/16 and 2016/17 5 households have been accepted as homeless as a result of domestic violence.

- Where residents are at risk of Domestic Violence the Housing Register and Nominations Policy amended October 2016 enables four households to be nominated through additional preference per annum.

Other related support for vulnerable groups

Community Link (Assistive technology).

Horsham District profile data suggests we will have a 72.2% growth in our population aged 65+ to 2039 including an extra 3,629 residents aged 90+ over the same period. Projected demand for care exceeds supply in sheltered and residential accommodation and we have the highest projected increase in the number of people expected to be living with dementia (74%)

- This service, provided by the Council, continues to provide a home safety and personal security system that enables people to live independently within their homes. The service involves the provision of a telephone link 24 hours a day between the home and the control centre.
- At present around 1700 households benefit from a Community Link system.
- The scheme was successfully accredited by the Telecare Services Association in March 2014. This accreditation was retained when reassessed April 2016.
- To support the growing diagnosis of dementia referred to above and desire to remain independent, the Community Link team has increased the offer of technology to a GPS tracking device. There is a perceived reduction in the missing person reports for High Risk vulnerable, for those who are using the device.

Going forward beyond 2017

Horsham District Council is fortunate to be working closely with co- located workers from the following projects:

Worthing Churches Homeless Project (WCHP)

- A Homelessness Outreach Worker commenced in November 2016 to work with the council and other agencies, including a partnership with Horsham Matters. The annual rough sleeper count during November 2016 identified six rough sleepers, an increase from three the previous year.

The role will continually review further resources that are needed in the local area to work with single homeless applicants and identify which services may be needed to help the homeless and insecurely housed in Horsham including a Housing First pilot.

- WCHP have the following objectives:
 - Locate, assess and support those who are rough sleeping and vulnerably housed in Horsham
 - Develop and maintain strong partnership working across the Horsham Community including statutory and voluntary sector organisations
 - Create resources and a hub for those who may be at risk of homelessness and eviction to prevent future homelessness

- Develop a 'housing offer' for those who are rough sleeping and long term homeless with continuation of support once they are suitable housed

Citizens Advice

- Citizens Advice provide a Homeless Prevention and Debt Advisor who has vast of experience and skills to bring to the housing team. The advisor is co-located within the housing department four mornings a week (this was increased from two mornings per week October 2016) to support the work of the Housing Officers dealing with homelessness prevention. During 2016/17, the case worker supported 75 referrals from Housing Officers for debt advice.
- The objective is to meet with applicants at the Council offices who have a number of complex financial needs. Focus most recently has been contacting applicants disadvantaged by Welfare Reform (Benefit cap) to stabilise their financial situation.
- Citizens Advice has the following objectives:
 - Maximising income and checking entitlement to benefits and health related support
 - Advice on debt solutions and options
 - Advice on all tenant-related issues including rent arrears, disrepair, deposits, access to accommodation
 - Advice for home owners including mortgage arrears, shared ownership, leases, buying and selling a home
 - Housing and Relationship breakdown
 - Support and advice on other types of accommodation
 - Support and Advice relating to the Benefit Cap

West Sussex Homeless Prevention Partnership (WSHPP)

Horsham District Council has two Floating Support Officers co-located in the Council offices in order to assist in the prevention of homelessness by working collaboratively with the Council Homelessness Officers.

West Sussex Homeless Prevention Partnership has a number of objectives to support vulnerable households in need of advice and assistance.

4. Thriving rural communities

We said we would:

Work with Saxon Weald Homes to develop local needs rural housing schemes in Cowfold, West Chiltington and Partridge Green

Progress

- A housing scheme in Partridge Green has been completed and occupied by households from the Council's Housing Register.

- The housing scheme in Cowfold is due to be completed in financial year 2017/18 and will deliver 20 affordable rented homes.
- A planning application has been approved for a West Chiltington scheme which will deliver 14 affordable homes.

Explore developing a mixed tenure model for local connection schemes with Housing Association partners

- Discussions are ongoing, but such developments are likely to come through the Neighbourhood Planning process.

Looking ahead

Horsham District Council is committed to finding creative and innovative solutions to meet the objectives set out within the Housing Strategy.

Some options currently being considered include:

- The creation of a Housing or Property Company which would be used to develop and manage residential property delivering flexible tenure options. This would ensure accommodation can be used most effectively to house eligible people in housing need.

It is clear from the Housing White Paper “Fixing Our Broken Housing Market” that housing companies will be treated similarly to Registered Providers and the benefits of a company need further consideration. Once further legal advice has been obtained an options report will be delivered to members.

We need to ensure we continue to deliver much needed temporary accommodation for homeless households which we have previously delivered and can continue to do.

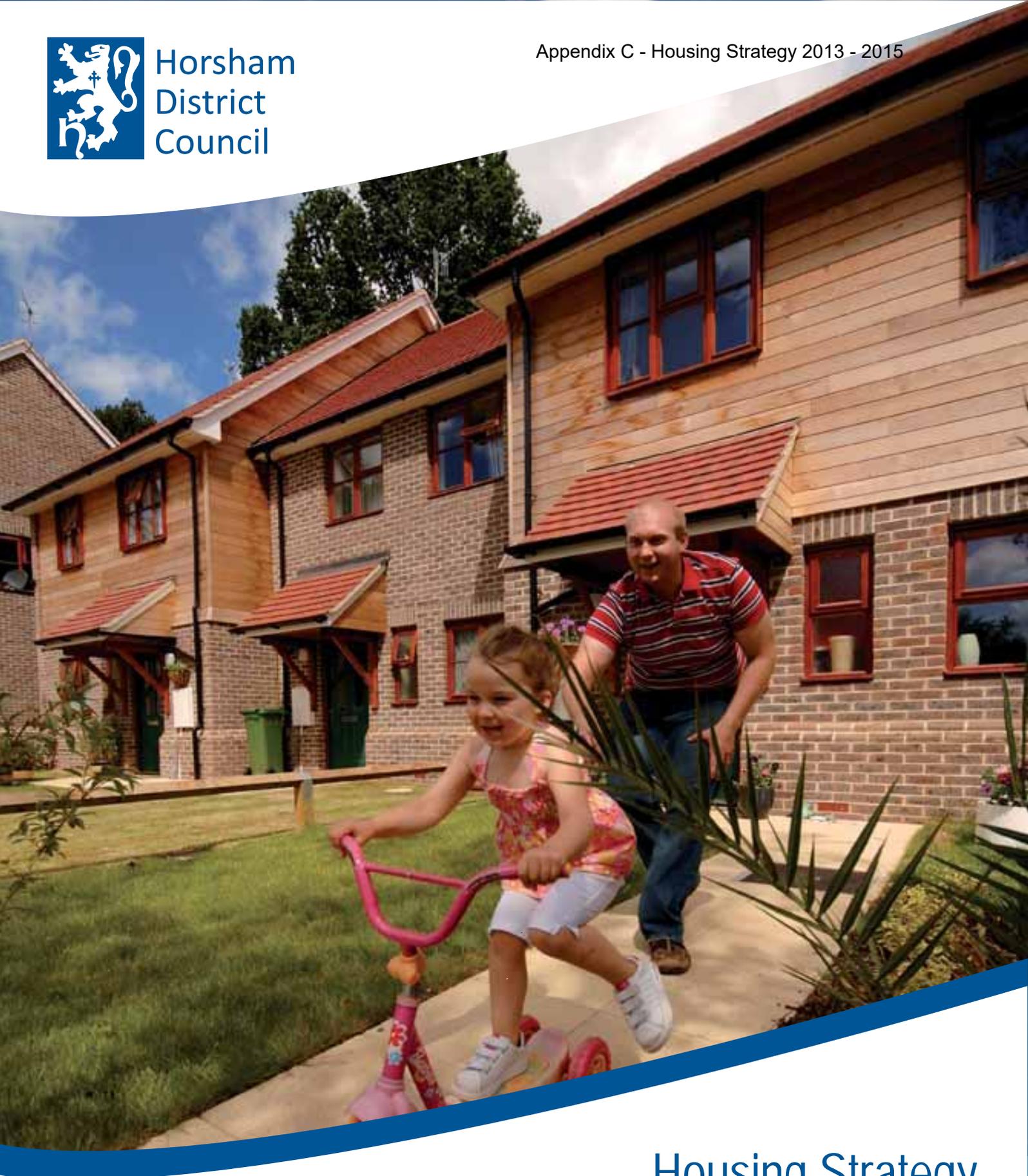
Identify options to increase the delivery of Affordable Rented accommodation to provide a solution to those households waiting on the Council’s Housing Register.

Identify options to deliver alternative tenure types such as Assured Shorthold Tenancies to provide a housing option to those that may or may not currently be identified on the Council’s Housing Register whilst also providing a financial return to the Council.

- Options for increasing the delivery of smaller unit schemes either through encouraging site interest from Registered Providers or developing our own Registered Provider to deliver these schemes that generally deliver less than eight affordable units. A full report will be delivered to members in due course which will identify the risks and benefits of such an option in light of appropriate legal advice which is currently being sought.
- Increase the use of Section 106 commuted sum payments to support the delivery of affordable rented units as often as possible where appropriate.
- Increase the use of Section 106 commuted sum payments to deliver additional self-contained temporary accommodation units. This will in turn reduce the reliance upon costly Bed and Breakfast placements for homeless households.

- Undertake a further review of the Housing Register and Nominations Policy to ensure it best reflects and supports households securing affordable accommodation with the added considerations required in light of continued Welfare Reforms.
- Consult with partners and stakeholders regarding the creation and implementation of a new housing Strategy once the recommendations contained within the 2017 Housing White paper “Fixing Our Broken Housing Market” have been fully considered. These include changes to the definitions of Affordable Housing, the commitment to make private renting fairer and increase homeless prevention focus in light of the upcoming Homeless Reduction Act.
- Identify options to support hidden households with a housing need. These households could include local workers within the Horsham District on a reduced wage or a locally defined key worker.

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Housing Strategy 2013-2015



Horsham
District
Council

serving our towns and villages



Promoting a better quality of life

Have your say
on who is housed
through the Council

Every home in Horsham District received a copy of the
'Have your say on who is housed through the Council' survey form.

Forward



Our Housing Strategy describes how we intend to meet the housing needs of our residents, making the best use of all the resources we have at our disposal and achieving the priority identified in the Horsham District Plan 2011-15: *to access appropriate and affordable housing to meet local needs.*

We think that clear direction and leadership is needed at a time of deficit reduction, welfare reform and wider austerity measures. Our strategy is based both on an understanding of what people need in Horsham District, across all tenures and household circumstances, and who should be housed through Horsham District Council. Residents tell us that affordable decent housing is the third most important aspect of life in the District that should be improved.

Our vision

We want Horsham District to be a place where people and businesses feel they belong and are proud to call home.

Our Housing Strategy will contribute to this.

We want to see:

1. An increasing supply of homes that people in need can afford
2. Effective support for homeless households
3. Appropriate housing provision for vulnerable people
4. Thriving rural communities
5. The Strategy effectively delivered and reviewed

We aim to:

- Work with our partners over the next two years to increase the delivery of affordable homes and ensure that all in housing need are given the best advice and offered the most realistic solutions. This requires early intervention and working with partner agencies to prevent rather than cure homelessness
- Support individuals and communities so that they are more able to contribute to society, to take control of the services they receive and the choices they make.

This Strategy forms part of an overall suite of documents that is designed to equip us to meet the challenges of the next two years. We have developed our Tenancy Strategy and Housing Register and Nominations Policy in parallel to this strategy. We have deliberately kept the timeframe short as so much change will take place as a result of Government legislation.

We'll check where we have got to after a year and then thoroughly review our strategies in 2015. We hope all our residents will help us, calling us to account and suggesting where things could improve. Government policies and initiatives on housing come thick and fast and we are determined to keep up to date and adapt quickly to any changes introduced - our one aim is to provide the housing service our residents need.

Cllr Sue Rogers
Cabinet Member for
a Safer and Healthier District

Cllr Ian Howard
Cabinet Member for Living
and Working Communities

1. How we have developed the Strategy

Horsham District Council will be responsible for this strategy and making sure it is delivered.

The evidence we based our decisions on can be found in the Housing Register and Nominations Policy.

We will monitor and review the strategy after one year and following the general election in 2015, further review the existing strategy or publish a new one.

We have not concentrated on explaining how we have delivered and updated our previous Housing Strategy 2008-13 - full details can be obtained from the Housing Strategy Annual Progress Reviews 2009-10, 2010-11 and 2011-12.

For further information about this strategy and opportunities for involvement, or in relation to housing matters in general please contact Andrew Smith, Housing Services Manager, Horsham District Council.

Tel: 01403 215202

Email: Andrew.smith@horsham.gov.uk

Before preparing the strategy, we considered what residents and customers of housing services say, carried out research and analysis, spoke to parish councils and community groups, and held discussions with partners and stakeholders.

2. Challenges to overcome

We have identified a number of challenges that we need to overcome if we want to achieve our vision and meet housing need. These are:

- Affordable housing is in short supply
- The private rented sector will need to play a greater role in future in meeting housing need, especially for homeless households
- There is an increasingly older population and people are living longer
- The economic downturn, government spending plans and welfare reform are expected to reduce household income, increase the need for affordable housing and increase vulnerability
- The Council and its partners' capacity to respond is also reducing due to Government spending cuts

3. Our outcomes in more detail and priorities for action

1. An increasing supply of homes that people in need can afford

We will have an appropriate supply of homes that people in need can afford when:

- New well-designed and sustainable affordable homes are delivered to meet different needs
- Property sizes and types reflect needs including smaller accommodation and older persons' accommodation
- The best use is made of existing housing including empty homes and under-occupied homes
- Gypsies, travellers and travelling showpeople have access to good quality site provision

We will build on:

Our flexibility in negotiating with developers and our Housing Association partners in the delivery of affordable homes

Our partners' success in delivering new affordable homes - 267 between 2008 and 2012

Our assessment of housing need

Affordable housing need for the District has been predicted by:

1. *The Strategic Housing Market Assessment (SHMA) Update - in partnership with Mid Sussex District Council and Crawley Borough Council*
 2. *Detailed analysis of the Housing Register and older persons' and intermediate housing waiting lists over the last two years*
1. Strategic Housing Market Assessments provide an evidence base for a mix of all kinds of housing - market and affordable - based on current and future demographic trends and the needs of different groups in the community.

The assessment also identifies the size, type, tenure and range of housing required.

The SHMA update proposes a range of affordable housing to meet need, based on various household growth scenarios.

The average figure for the number of units needed is 224 per year.

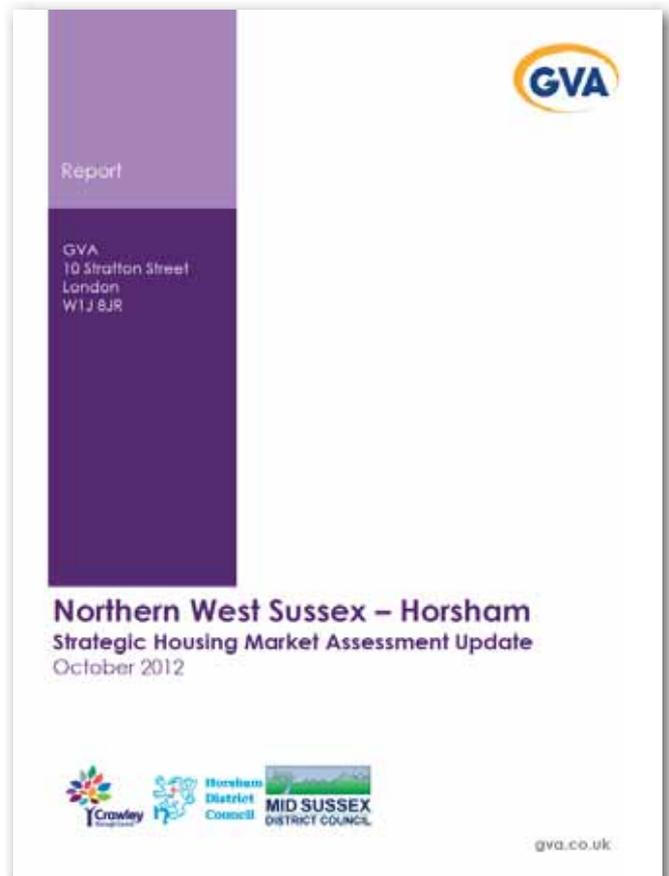
A range of different sizes is set out - the majority of households may require smaller properties, but those in need of larger

properties often have to wait much longer for a home and their domestic problems are more urgent.

The SHMA recommends the following percentages of affordable unit sizes:

- 20% 1 bed homes
- 35% 2 bed homes
- 35% 3 bed homes
- 10% 4 bed homes

For further details, please see SHMA Update: http://www.horsham.gov.uk/images/NWS_SHMA_Report_Horsham_FINAL.pdf



2. The detailed analysis of the Housing Register and waiting lists predicts the number of new affordable homes required to be 240 units a year. For more detailed information, see Horsham District Council Tenancy Strategy.

This level of supply would significantly reduce the number of households already on the register and meet the needs of:

- households requiring shared ownership properties (higher incomes)
- an aging population - retirement homes/ Extra Care
- those with disabilities
- local households with a village connection who wish to remain in that village

The figure of 240 homes a year can be broken down as follows

- 120 units minimum for general needs social/affordable rent
- 30 units minimum for general needs shared ownership
- 40 units for retirement/Extra Care social/affordable rent
- 20 units for retirement/Extra Care shared ownership
- 30 additional units (general needs or retirement) - to compensate for local connection schemes drawing from lower bands on the register for nominations (those in less need).

It is essential to distinguish affordable housing need from the target the Council sets for actual affordable housing delivery.

The Council does not build affordable homes. It has an enabling role and facilitates and negotiates the highest number of affordable homes that can be delivered.

We have to factor in:

- Viability
- Housing Associations' ability to deliver and fund
- Changing Government policy
- Funding

Our current funding situation

Local Investment Plan

The Homes and Communities Agency requires all local authorities to have a Local Investment Plan in place to qualify for potential government subsidy for affordable housing.

The plan is the basis of dialogue between the Homes and Communities Agency, Horsham District Council, Crawley Borough Council, Mid Sussex District Council and other key partners. Its main purpose is to highlight the priorities for housing investment over the short to medium term and to enable investment to be planned strategically. It helps inform the Homes and Communities Agency on the level of investment required to support the delivery of affordable housing and associated infrastructure in the three local authority areas comprising northwest Sussex.

The partners to the Local Investment Plan have adopted the following vision:

Ensuring the delivery of high quality housing which is affordable, sustainable and in the right place to support economic vitality, to enhance the quality of life in North West Sussex and to make it an even better place in which to live and work.

The Plan will be reviewed and updated during 2013.

The Council's major housing association partners were all successful in bids to secure Homes and Communities Agency support for their development programmes running until 2015, which all feature in the Plan.

Our housing association partners now let properties at the Affordable Rent tenure, which can offer shorter fixed term tenancies at a rent higher than social rent, up to a maximum of 80% of local market rents.

The Affordable Rent model introduces a different way of paying for the development of social housing by housing associations: the additional income derived from Affordable Rent can only be used to subsidise new development. This effectively reduces grant allocations awarded by the Homes and Communities Agency and replaced the model used to build new social housing that has been in use for many years.

The new system allows for a proportion of existing housing stock to be re-let at Affordable Rent levels, although this must fit into the stated aims of the relevant local authority strategic tenancy policy (see HDC Tenancy Strategy).

Commuted Sums

Commuted sums are paid to the Council when developers negotiate to provide affordable

housing off site. In lieu of units, the Council receives a cash payment which is generally agreed on the basis of policies in the Planning Obligations Supplementary Planning Document. The money must be spent on delivering affordable housing in the District.

The most common approach is to provide grant funding for Housing Associations to deliver new schemes.

Although we always work with developers to provide affordable homes on site as the first and best option, a cash payment instead can mean developments are able to go forward if providing the required level of affordable housing on site will seriously affect viability. The commuted sums pot does allow the Council to fulfil its enabling function by subsidising affordable housing developments that would be very difficult to deliver without an injection of capital.

Almost £4 million in commuted sums was granted to Housing Associations from 2008-2012 enabling 209 new affordable homes to be built.

Based on planning consents granted, we predict approximately £7m will be collected during the period covered by this Strategy. This sum will be used to fund new affordable housing, possibly up to 300 new homes.



Martindale Farm, Southwater (Moat Housing Association)



Standings Court, Saxon Weald's Passivhaus development in New Street, Horsham.
 From the left, Robert Napier (HCA Chairman), Andrew Osborne (Osborne Chairman), David Avery (Saxon Weald Chairman), Leonard Crosbie Horsham District Council Chairman), Anthony Holden Khan (resident), Paula Goatcher(resident), Gemma Osgood (resident) and David Standfast (Saxon Weald Chief Exec

Our planning policy

Our current planning policy sets a target of 40% affordable homes on all developments of 15 units and over. This target is split 25% rented and 15% shared ownership.

The National Planning Policy Framework (NPPF) was introduced at the end of March 2012. In broad terms, it sets out the purpose of the planning system to contribute to the achievement of sustainable development through economic, social and environmental means, with a presumption in favour of sustainable development through plan making and decision taking.

Key measures specific to affordable housing can be highlighted:

- Local planning authorities should plan for a

mix of housing based on current and future demographic trends and the needs of different groups in the community

- Identify the size, type, tenure and range of housing required
- Where affordable housing is needed, set policies for meeting this on-site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified
- Retention of rural exception sites - we specifically asked for these to be included in our consultation response on the NPPF

The onus is very much on the local authority to demonstrate the need for affordable housing. This means the current Strategic Housing Market Assessment update, our own analysis of homelessness figures and numbers and types of households on the Housing Register and our

programme of housing needs surveys (see page 23) take on even greater importance.

Preparation of the Horsham District Planning Framework (HDPF) is underway and a detailed assessment of affordable housing viability was produced in August 2010. The study demonstrates that at the time of preparation, 40% affordable housing on developments of more than 15 dwellings was viable. Although the funding mechanisms have changed since the publication of the Study it does include a 'dynamic viability' tool that will enable the Council to reflect changes in the market and affordable housing viability over time. The study also recommends a sliding scale of affordable housing contribution on developments of 14 homes or less.

The study has been used to inform new affordable housing policies in the HDPF.

Our Empty Property Strategy which aims to bring long term empty properties back into use

In 2011-12 we used a mixture of persuasion and legislation to convince at least 20 home owners that their houses would be better occupied. Over 300 homes are known to be 'long-term empties' in the Horsham District. More homes are referred to us weekly and a corporate group of officers from many Council Departments works together to find solutions for this issue.

Our Gypsy, Traveller and Travelling Showpeople (GTTS) Site Allocations Development Plan Document (DPD)

The Council continues to work towards the production of a Gypsy, Traveller and Travelling Showpeople (GTTS) Site Allocations

Development Plan Document (DPD). A Preferred Options document was the subject of consultation over the summer of 2012.

The document's production will run alongside the Horsham District Planning Framework which will set the overarching strategy for the District, including a policy relating to Gypsy, Traveller and Travelling Showpeople sites; as well as setting a target for the number of pitches/ plots required.

The target is required as a consequence of new Government guidance, 'Planning for Traveller Sites', which came into force at the same time as the publication of the National Planning Policy Framework at the end of March 2012. It has been published separately as the Government intends to review the policy when fair and representative practical results of its implementation are clear. The key issues are the requirement for an updated assessment of local needs to inform a policy target and a new requirement for a five year supply of deliverable sites which will come into force in March 2013. This brings GTTS pitch requirements in line with normal housing (bricks and mortar) policy as set out in the NPPF.

There is also a specific policy relating to rural exception sites to enable small sites to come forward specifically for affordable traveller sites.

At Government level there is wider work to tackle inequalities experienced by Gypsies and Travellers being undertaken by a cross department Ministerial Working Group under the chairmanship of the Secretary of State for Communities and Local Government.

Between now and 2015 we will:

Develop and implement new planning policies within the Horsham District Planning Framework to secure appropriate levels of affordable housing

The affordable housing policy for the Horsham District Planning Framework will seek to achieve a mix of housing sizes, types and tenures to meet the District's housing needs as identified in the Strategic Market Housing Assessment. The intention will be to create sustainable and balanced communities.

The proposed targets and thresholds are as follows:

- On sites providing 15 or more dwellings, or on sites of over 0.5 hectares, the Council will require 40% of dwellings to be affordable
- On sites providing between 9 and 14 new dwellings, the Council will require 30% of dwellings to be affordable
- On sites providing between 5 and 8 new dwellings, the Council will require 20% of dwellings to be affordable, or where on-site provision is not achievable a financial contribution equivalent to the cost of the developer providing the units on site

Work with our Housing Association partners to develop over 500 new affordable homes

These have already been granted planning permission. By 2015 we expect to see these homes either completed or under construction.

At present, the programme includes over 300 homes for affordable rent, over 100 for shared ownership, and around 100 older persons' homes.

There is a pipeline of new schemes that are at various stages in the planning process.

Full details of the Council's affordable housing development programme is available on request.



A new home at Parsonage Farm Henfield. The development contains 52 affordable homes and is owned and managed by Southern Housing Group

Set a new ongoing Council target for affordable homes delivery

We will set the target through the Members Affordable Housing Advisory Group, and it will be based on evidence provided by the Strategic Housing Market Assessment Update and the detailed analysis of the Housing Register. The analysis will be carried out on an annual basis.

The new target will break down into rented accommodation, shared ownership, older persons and special needs accommodation.

Continue to implement our Empty Homes Strategy

We will continue to implement the Empty Homes Strategy which aims to encourage homeowners and landlords to bring vacant homes back into use.

(See full policy at:

http://www.horsham.gov.uk/Files/Private_Sector_Assistance_Policy_Booklet_Nov11.pdf)

Continue to implement our Housing Assistance Policy

This provides a financial safety net for disabled, elderly and vulnerable households in all sectors.

Our enforcement of housing standards helps to ensure that the private rented sector provides homes suitable to live in.

Explore the possibility of self-build schemes within the District with organisations promoting self-build

Implement Our Gypsy, Traveller and Travelling Showpeople (GTTS) Site Allocations

Development Plan Document (DPD)

It is to be hoped that we will have allocated at least two sites.

The risks

- Although planning permission has been granted for over 500 new affordable homes, the Council relies on developers and housing associations to build. Delays in implementing planning permissions for a variety of reasons and further effects of the recession may impede construction and completion of affordable homes.
- The Government is introducing legislation allowing an immediate planning appeal by the developer of a site deemed unviable because of the requirement to develop a specific number of affordable homes. The Planning Inspectorate will then review the planning application to determine the number of affordable homes that need to be removed to make the development viable, and the original section 106 agreement will be set aside for three years.
- For planning agreements made before April 2010, the Government is already consulting on legislation that will allow developers to renegotiate section 106 agreements for a temporary period so they do not have to deliver affordable homes on new sites where they can prove such requirements make the project commercially unviable.
- The Government hopes this approach will unlock an estimated 75,000 new starts which have stalled because sites are deemed commercially unviable.
- As a Council we always negotiate with developers where viability is an issue. We try to take a realistic and pragmatic view and

generally we have been successful. There do not appear to be any sites that have stalled because of prohibitive provision of affordable housing, certainly prior to 6 April 2010.

- Housing Associations are only required to 'have regard' to Tenancy Strategies. They may introduce their own allocation policies that enable them to house low risk working households that are not dependent on benefits.
- Potential refusal of planning permission for gypsy sites brought forward by the Gypsy, Traveller and Travelling Showpeople Site Allocations Development Plan Document.

We aim to provide effective support for homeless households by:

- Eliminating the use of B & B for expectant mothers and households with children
- Enabling people to remain in their homes, possibly with financial support
- Ensuring that customers have access to the best housing options advice and information from the Council
- Maintaining the quality of temporary accommodation provided in the District, expanding the stock of one and two flats and providing enhanced support where necessary



New homes at Alders Edge, Billingshurst (Saxon Weald)

with newly acquired stock to be centrally located, near to services

- Expanding our forum of private landlords willing to offer tenancies to homeless households. Any landlords accepting tenants through Horsham District Council will need:
 - their property to meet the minimum standard required by the Council
 - their rent to be at or below Local Housing Allowance Rates
 - to issue a minimum 12 month tenancy
 - to accept applicants fully or partially dependent on Housing Benefit or Universal Credit

We will build on:

- Our redesigned daily triage drop-in system for applicants which will be further developed in accordance with 'No Second Night Out'* principles. Applicants will receive face-to-face advice from a Housing Officer which will be tailored to their individual circumstances and homeless applicants will be given a written summary of this advice to take away with them
- Our practice of registering applicants in housing need when they first approach the Council without the need for them to make a full application at that stage. The application process now only commences when a household comes to the top of the list for nomination to a property
- Improving the information available to households in housing need through the Council's website
- Ensuring that vulnerable and minority groups are not disadvantaged and that appropriate measures are in place to assist all who require support

- Working closely with staff from the Census Partnership to maintain high standards, particularly with reference to Housing Benefit and to monitor the impact of the Local Housing Allowance (rent payments made by Housing Benefit)
- Use of the Council's Homelessness Prevention Loan Fund and the Prevention Grant to facilitate access to the Private Rented Sector, possibly as discharge of homelessness duty where this is affordable and in accordance with HDC's Allocations Policy
- Our practice of working with both landlord and tenant when an applicant has been served a Section 21 Notice**. The Council endeavours to prevent action to seek possession through the courts where this is deemed to be appropriate and sustainable

'No Second Night Out'

*No Second Night Out was launched on 1 April 2011 as a pilot project aimed at ensuring those who find themselves sleeping rough in central London for the first time need not spend a second night on the streets.

**'Section 21 Notice'

A 'Section 21 Notice to Quit', so called because it operates under section 21 of the Housing Act 1988, is the notice a landlord can give to a tenant to regain possession of a property at the end of an Assured Shorthold Tenancy (AST). The landlord is able to issue the tenant with a section 21 notice without giving any reason for ending the tenancy agreement

The Council relies on partner agencies to assist in the prevention of homelessness. Current effective working practices will be further developed over the next two years:

- Two days work a week by the Citizens Advice Bureau, funded by the Council
- Working with West Sussex County Council to enable the permanent co-location of a floating support officer
- The 'Court Desk Service' which provides valuable assistance to local residents at repossession hearings
- The 'Sussex Oakleaf' scheme which supports those recovering from substance misuse problems and the Independent Living Scheme which supports people with mental health problems and learning difficulties to live independently
- The emergency rooms at the 'Y' Centre, partly funded by Horsham District Council, which provide two bed spaces for young homeless people to whom the Council owes a duty of care
- Sixteen/seventeen year olds have been supported by a young person's worker and a Connexions worker based in Crawley. West Sussex County Council Children's Services have the ultimate responsibility for determining whether a young person is a 'child in need' and Horsham District Council rarely becomes involved in this assessment. This service has worked well with the result

that Housing Services has not accommodated a homeless 16 or 17 year old in the past two years

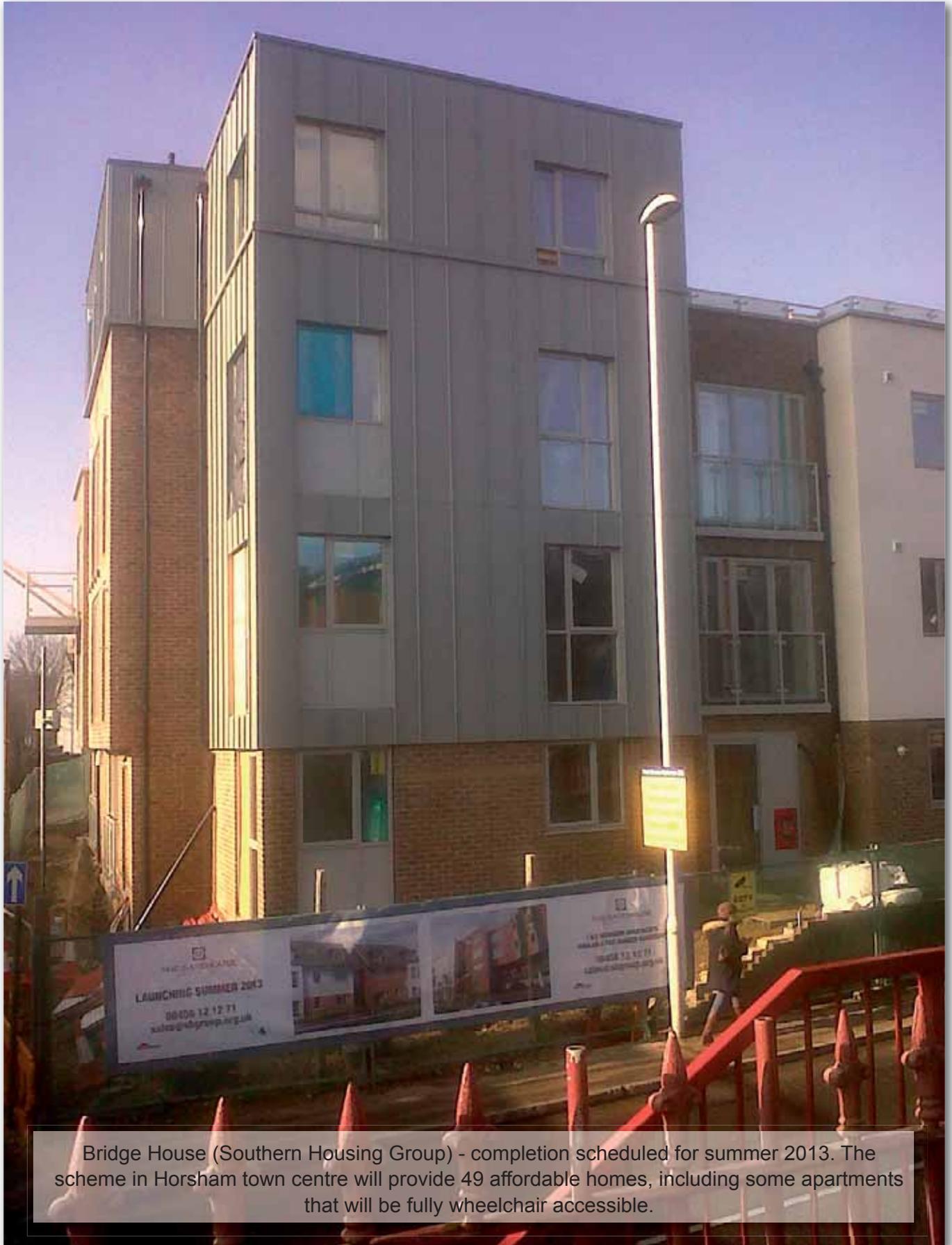
- Churches Together, Horsham Matters, Salvation Army to tackle and relieve the effects of homelessness, especially for those not owed a duty by the Council (non-priority homeless people)

The risks

- Reduction in or cessation of national Government Homeless Grant would put a number of homeless prevention initiatives at risk. The Council has decided not to ring fence this money for housing - it will go into the central pot with effect from April 2013

Inconsistent supply of affordable housing which generates peaks and troughs of supply. This means when supply is low additional pressure is placed on maximising re-lets from Housing Associations to help move people out of temporary accommodation as well as meet the need of people on the Housing Register.





Bridge House (Southern Housing Group) - completion scheduled for summer 2013. The scheme in Horsham town centre will provide 49 affordable homes, including some apartments that will be fully wheelchair accessible.

- There is a need to ensure that provision of local needs rural housing and older persons' housing does not take preference over the need to deliver general needs rented homes.
- Increasing number of people who have been through all available support services and cannot be housed due to their complex needs.
- Increasing number of priority homeless and general needs households needing advice and support as a result of increasing number of repossessions
- Increasing personal debt
- Effects of the current economic situation and recession

For further information, see Homelessness Prevention Action Plan 2013-15.

We will provide appropriate housing support for vulnerable people when:

We identify and respond to needs and promote choice and independence.

We have identified which client groups need supported housing and support services and we deliver that service effectively

We will build on:

Our local knowledge, research and data from Supporting People, West Sussex County Council, Horsham District Council Housing Services and community and voluntary sector partners including Housing Associations

The District's need for supported housing and support services for the following client groups:

- Older people with support needs
- Mental health
- Learning and physical disability

- Ex-offenders
- Substance misuse
- Care leavers
- Young people with support needs
- Women and children suffering domestic violence
- Gypsies and travellers

This does not automatically mean the delivery of specific purpose built schemes. Most people with support needs want to live as independently as possible and live as part of the community.

Many who are considered vulnerable do not need a different kind of home but do need some degree of practical support in or adaptation to their home. For example, the availability of Community Link alarms and advances in healthcare technology mean that many older people are staying in their own homes much longer than previously and moving into extra care, residential or nursing accommodation later, and by-passing traditional forms of sheltered housing. Families suffering domestic violence need not necessarily move to a refuge - they can stay in their own home with the *Safe@Home* scheme which provides home security measures.

Funding

Housing related support services are generally funded from one of two sources: the Supporting People Programme or West Sussex County Council Adult & Children Services. Both have limited resources and are under pressure from national Government to make annual efficiency savings.

Supporting People has been replaced by money paid directly to the County Council as part of a single grant known as an Area Based Grant. This has removed restrictions on how money can

be spent and it can be spent on any priority the County Council decides.

As funding for support services is uncertain most housing associations provide units that are flexible. This may involve building new affordable homes to *Lifetime Homes* standard and ensuring that a percentage of homes are fully wheelchair accessible. Careful consideration must be given to design as this type of accommodation requires a larger footprint and contains internal space that does not generate income: for example, communal areas.

Although providing units that are flexible is to be welcomed, this approach is very expensive.

Between now and 2015 we will monitor and where possible, work with our partners to increase our support for:

Older people with support needs

- We continually monitor demand for retirement, intermediate and extra care social housing for over 65s that will inform the mix of affordable homes within the percentage that the Council negotiates with developers when agreeing overall housing provision
- The recent assessment of the current Housing Register demonstrated a predicted need for 60 older persons' homes per year - 25% of the overall total
- Both Housing and Strategic Planning officers are working together to address older persons' needs and to ensure a joined up policy approach during the preparation of the Horsham District Planning Framework.
- Saxon Weald Homes have submitted planning applications for a retirement/older persons' scheme in Upper Beeding and in Steyning, and a small scheme in Partridge Green.



Residents enjoying the opening celebration at Saxon Weald's Leggyfield Court Extra Care Scheme in Horsham - December 2012

- Saxon Weald continues to review its older persons' accommodation in the District and further planning applications are expected during the period covered by the Strategy.
- A new Extra Care scheme is due to come forward as part of the 'Highfields' development by Berkeley Homes to the west of Horsham

Mental health

- The Richmond Fellowship provides a specialist floating support service for people with mental health needs and learning difficulties. This support is staffed by 7 full time support workers, 3 part time peer support workers and 8 volunteers.
- The Fellowship also manages 7 residential units at Blatchford House in Horsham for adults aged 18 to 65. Those suffering from mental health issues ranging from depression to schizophrenia can refer themselves to this scheme. Although there is no 24 hour on site presence a 24 hour on-call system is in place.

Learning and Physical disability

- Southdown Housing Association supports 148 clients across West Sussex as part of its Independent Living Scheme (ILS): 38 clients are housed in Horsham District
- The current ILS provision in Horsham is being re-tendered and will be linked to Crawley in a single contract. Southdown currently works in both areas delivering traditional ILS, Floating Support, TIPS (peer support) and a range of small initiatives supporting people to develop independent living skills. Southdown will submit a tender for the Horsham/Crawley lot offering a range of unique development ideas ideally linking to the new Generic Floating Support pathway with the aim of creating a local pathway provision

- Southdown was successful in tendering for the Countywide Generic Floating Support service which replaces Signpost and will commence in January 2013. Southdown will deliver Floating Support Services to vulnerable adults in the community, working within the service framework agreed by commissioners and to localised criteria developed in partnership with Horsham District Council. Southdown will aim to deliver a responsive, client centred, outcome focused service, thereby supporting clients to prevent homelessness and/or resolve homelessness using a range of housing options and emphasising those that are non statutory wherever possible
- Southdown has submitted a bid to Crisis to develop a Countywide Access Private Rented Sector service tailored to the needs of each district and borough. The outcome of this bid will be known in early November. If successful the service will work with Horsham District Council to support non priority vulnerable clients to access the PRS and provide ongoing floating support to sustain independence
- *Myplace* is a unique service delivered in partnership between Southdown and the West Sussex Older Looked After Children services. Though Horsham does not have a dedicated service, there are 10 units allocated on a countywide basis and accessed by OLAC for care leavers. Any care leavers with a local connection to Horsham would have access to pre-tenancy Support and would be entitled to assistance to access the PRS
- Southdown also has a number of Learning Disability services in the Horsham District including My Network (a peer support service) and Residential Care/ Supported Living schemes

Ex-offenders

- The Council works with the Probation Service and other agencies such as the Crime Reduction Initiative (CRI) and YMCA on Integrated Offender Management
- We participate in multi-agency forums on persistent prolific offenders and multiagency public protection agreements
- We retain a statutory duty to house 'vulnerable' people discharged from prison. In 2011-12 we housed five in social housing, two through the Y centre, one into private sector accommodation and two in our own temporary accommodation
- A rent deposit scheme for West Sussex authorities is available for persistent prolific offenders and is managed by Worthing Borough Council in conjunction with the Probation Service
- We work with a range of young people involved in anti social behaviour and in danger of progressing into criminal activity and help support them into housing
- We are proposing to introduce Additional Preference (priority) in the Council's new Housing Register and Nominations Policy for six housing allocations a year for individuals discharged from CRI (half way houses)

Substance misuse

- A scheme is currently in place to provide both housing through a Registered Social Landlord and a support package through Sussex Oakleaf, funded by Supporting People

Care leavers

- West Sussex County Council Leaving Care

Team funds two bed spaces at the Y-Centre for those leaving care

Young people with support needs

- Supporting People funds a housing support service for 12 vulnerable young people at the Y Centre. A further five units of support for young people are provided at Crossley Hughes House

Women and children suffering domestic violence

- The Council supports North Sussex Refuge Service and attends the monthly North Downs Domestic Violence Multi-Agency Risk Assessment Conference, in partnership with West Sussex County Council, Crawley Borough Council, Mid Sussex District Council and the participating statutory and voluntary agencies
- Supporting People commissions and funds the Women's Refuge Project to provide refuge, floating and resettlement support services in Horsham for women and children fleeing or experiencing domestic violence. This integrated service helps to ensure that women do not have to abandon their homes and can make planned changes to their lives
- The Council runs established the *Safe @ Home* scheme, which aims to make it possible for victims to remain in their own home and feel safe. The scheme involves upgrading home security measures where possible in the home and installs a Community Link lifeline unit. It is available to anyone - owner occupiers and tenants
- The Council also supports domestic violence drop-in sessions and a support providers forum

Gypsies and travellers

- See under 'Housing that people can afford' - Gypsy, Traveller and Travelling Showpeople Site Allocations Development Plan Document

Other related support for vulnerable groups

Community Link (Assistive technology)

- This service, run by the Council, provides a home safety and personal security system that enables people to live independently within their own homes. The service involves the provision of a telephone link 24 hours a day between the home and the control centre.
- The service is not specifically for the elderly - it saves lives, gives families peace of mind, and is a very cost-effective way to keep people in their homes - including those suffering with dementia. It can also be of great use to young people living on their own, and currently serves residents from aged 14-102.
- Since the scheme was introduced in 1986, at present nearly 1700 households benefit from a Community Link system.
- The priority for the 2013-2015 Housing Strategy is to improve access to assistive technology for vulnerable residents of all ages and their families in the District, as this has been proved to be a popular and value-for money service that enables those who are vulnerable to live independently at home

Between now and 2015 we will:

- Continue to promote assistive technology to residents of Horsham District
- Extend the range of assistive technologies available

The Voluntary Sector

- Extensive low level preventative support is delivered to people in need via the Voluntary Sector. The Sector plays a vital role in helping to deliver the District Plan, and both District and County Councils are major funders of these services. Voluntary organisations deliver a wide range of support to people of all ages, and most are linked to 3 year Service Level Agreement with annual reviews of performance.

The main providers are:

- Citizens Advice Bureau: debt advice, benefit maximisation, support for people with mental health problems, court assistance, outreach services
- Y Centre: houses 48 young people aged between 16 and 30 and provides support into adulthood
- Horsham Area Council of Voluntary Services (HACVS) and Volunteer Centre
- Age UK: meals and companionship, assisted bathing and chiropody, shopping and befriending, help at home, day centre activities, pension credit and benefits advice
- Homestart: support to families with children under 5 years of age who are in crisis
- Relate: relationship and family breakdown support, advice and counselling
- West Sussex Mediation: neighbour disputes and neighbourhood breakdown
- North Sussex Refuge Service: Provides advice, information and support in the community to women and their families affected by domestic violence



Norfolk Court, Horsham: this 18 unit scheme 'fills in the gaps' between existing Saxon Weald homes.

- Friendly societies and lunch clubs: individual small groups who provide companionship, respite care and support to vulnerable people and their carers throughout the District

Increasing understanding

Between now and 2015, it is vitally important for the Council and its partners to gain a comprehensive understanding of supported and specialist housing need in the District.

Robust evidence and sound analysis will ensure that finite resources are focused on those most in need and that services can remain responsive to changing demographic patterns and health priorities.

Between now and 2015 we will:

Work with Registered Provider partners to continue to support West Sussex County Council Adult & Children's Services and Supporting People Team to develop and maintain day to day

information about supported housing needs in the District

Continue to contribute to and be informed by West Sussex County Council's and Supporting People Team's strategic planning process, including the analysis of trends and forecasts for supported housing need

Risks identified

- Vulnerable groups increasingly marginalised and polarised in an otherwise affluent area
- Ability to deliver specialist housing schemes on sites where affordable housing is provided by developers through a Section 106 Agreement
- 'Affordable Rent Product' - Housing Associations restricting tenancies to those who can pay up front costs, or 'cherry picking' new tenants.
- Higher unit cost of specialist housing

- Year on year requirement to reduce Supporting People funding on support services
- Difficulty in obtaining robust needs data
- Pressure on grants budget
- Inability to recruit and retain appropriately skilled and motivated staff in key areas
- Problems of recruitment within voluntary sector
- Street homelessness amongst those who have become 'unhouseable'

Thriving rural communities

We will see thriving rural communities when local people can access housing in their own village

The provision of affordable housing has a significant role in supporting rural communities. A lack of affordable housing means that rural communities become socially exclusive and households on low to average incomes are forced to move away. This has an impact on the Council's aim to promote sustainable and balanced communities and it has severe consequences for the social and economic well being of rural areas.

Meeting housing need in the rural settlements faces key challenges:

- Identification and procurement of suitable sites - landowners unwilling to release land due to an expectation of a higher return in the future (hope value)
- Misconception of affordable housing and who is qualified to occupy the homes
- Anxiety that an affordable housing development is 'the thin end of the wedge' and will lead to increasing development

However, considerable work has been done in our rural communities since the last Housing Strategy was prepared to overcome the challenges and misconceptions outlined above.

We will build on:

- Our healthy relationship with parish councils established by regular contact and a series of visits to those councils to raise awareness of affordable housing. These took place between April 2010 and March 2012 under the banner of the Horsham District Community Partnership.
- Our partners' success in delivering rural housing schemes in Amberley, Lower Beeding and Ashington



- Our strong partnership with Action in Rural Sussex
- Our membership of the Sussex Rural Affordable Housing Partnership, which meets quarterly and is chaired by Action in Rural Sussex. As well as representatives from local authorities in East and West Sussex the Partnership includes housing associations and representatives from the South Downs National Park Authority

Between now and 2015 we will:

- Continue the programme of carrying out housing needs surveys in partnership with Action in Rural Sussex, concentrating on parishes that have not been surveyed in the last 3 years
- Work with Saxon Weald Homes to develop local needs rural housing schemes in Cowfold, West Chiltington and Partridge Green
- Explore developing a mixed tenure model for local connection schemes with housing association partners

The risks

- The risks associated with delivering this objective of the Housing Strategy are essentially the same as for delivering affordable housing in general. However, one additional risk that must be borne in mind is the local opposition to development in small villages. This opposition can be very well organised and effective in delaying or even stopping affordable housing development.
- The relative time and cost taken to deliver rural schemes is high

We will see the Strategy effectively delivered and reviewed when

- Both the Council's Housing Monitoring Group and the Members' Affordable Housing Advisory Group review progress against the Strategy objectives and take action when those objectives are not being delivered
- We report on progress, issues and trends in the sector, opportunities and threats, and seek input and decisions to inform the direction of the strategy to:
 - Horsham District Council (HDC) Members Affordable Housing Advisory Group
 - HDC Finance and Performance Working Group
 - HDC Housing Monitoring Group
 - HDC Corporate Management Team
 - HDC Housing Liaison Group
 - HDC Housing Association Development Forum
 - West Sussex Housing Enablers' Group
 - West Sussex Housing Needs Managers' Group
 - Homes and Communities Agency
 - Strategic Housing Group (Chief Housing Officers in West Sussex)
- Share information on a regular basis, particular in relation to matters that may affect the delivery of the strategy or housing needs. This is important in the current climate where the impact of policy proposals from the government and the effect of the economy are unknown.
- Smaller groups of relevant partners will come together to deliver the strategy, sharing information and resources. There are a number of objectives in the strategy where we want to hear residents', customers' and stakeholders' views.

This document is available in alternative formats upon request, such as large print, electronically or in community languages. Please contact the Housing Services Manager on andrew.smith@horsham.gov.uk or telephone 01403 215202 (Text Relay calls welcome)

Report to Cabinet

23 September 2021

By the Cabinet Member for Finance and Assets



DECISION REQUIRED

Not Exempt

Update on the Council's financial position and Medium-Term Financial Strategy update

Executive Summary

This report updates the Council's financial position under the ongoing impact from COVID-19 in 2021/22 and how the Medium-Term Financial Planning scenarios and assumptions have changed since the budget was set in February 2021.

A high level of uncertainty remains as the economy emerges from a pandemic induced recession. Factors of particular concern are the increase in unemployment as furlough ends in the hospitality and leisure sectors that dominate our local economy, the risk of further variants and another local or national lockdown, implications from the Brexit agreement, Government's plans for the reform of business rates and the potential introduction of price limits on garden waste. In these circumstances it is fortunate that the Council has kept high levels of reserves and thus is able in the short term to have time to make considered decisions.

This report gives a snapshot of where we think our finances are today and also projects over the medium-term. Officers have revisited the assumptions based on the latest income data and wider information from Government. It is a better outlook than in February as we have modelled a Council Tax rise in every year and that the Government doesn't take away all business rates or charging for garden waste. However, the estimated £1.3m cost of food waste collection from 2023 is a major factor in the projected £1.2m predicted deficits from 2023/24 onwards that end the period at £1.6m.

As more information becomes available during 2021/22, there will be further updates, with the focus on how quickly our income comes back and also the work needed to set balanced budgets across the medium-term which is likely to require substantial action.

Recommendations

The Cabinet is asked to

- i) note the changes in the Council's financial position in 2021/22 and the medium-term.

Reasons for Recommendations

- i) The Council needs to acknowledge the effects of the local situation occasioned by the COVID-19 pandemic and the continued impact this is having on its financial position both in the short and medium-term. This has moved the council from what has been a long-term healthy financial position to one with predicted deficits. However, given the level of uncertainty in the projections, the economy and proposed Government action the report does not recommend direct action to reduce expenditure at this stage.

Background papers:

- Budget and Medium-Term Financial Strategy report Cabinet 28 January 2021 (approved by Council on 10 February 2021).
- 2020/21 Financial Outturn report Overview and Scrutiny Committee 2 June 2021
- Report on the Council's Finance and Performance (M4) Overview and Scrutiny Committee 20 September 2021

Wards affected: All

Contact: Jane Eaton, Director of Corporate Resources, 01403 215300

Background Information

1 Introduction and background

- 1.1 The budget was set by Council in February 2021 under national lockdown from COVID-19, in the middle of an associated recession causing a severe impact with lower levels of income and increasing expenditure at the Council.
- 1.2 £0.57m of Government general COVID-19 grant funding during 2021/22 helped set a balanced budget, despite the anticipated reduction in parking income and higher expenditure needed to keep our leisure centres open.
- 1.3 Over the medium-term, it is uncertain how quickly income will return during a recession and changing customer habits mean income is not anticipated to return to the pre-pandemic levels. This, together with expenditure on new services such as food waste collection, contribute to a predicted significant gap of £1.6m in the Medium-Term Financial Strategy in future years if actions are not taken. One assumption that has been included is that the Council increases Council tax by an indicative 2% per year.
- 1.4 To rebalance its position, the Council will need to reconsider carefully its service offers and ways in which it can generate more income. The ongoing unpredictable nature of the effects of the pandemic and Government plans mean that it is essential to maintain reserve levels and they cannot be seen as an alternative to taking decisions to bring the budget back to balance. The good news is that these decisions do not have to be rushed.

2 Relevant Council policy

- 2.1 The Council has a record of providing high quality, value for money services and to continue to achieve this the Council will need to consider what action to ensure money is available for our key services.

3 Details

- 3.1 The forecast outturn at Month 4 for 2021/22 is a £0.8m surplus, of which £0.6m of the forecast underspend is from leisure facilities as the current performance and activities are ahead of Places Leisure's cautious budget estimate. The current perspective is based on no further COVID-19 restrictions. There is a risk that further variants and restrictions later in the year may change this.
- 3.2 Income from parking, property and leisure services has significantly reduced in the first third of the year when compared to 2020/21, but is on track against the lowered levels that were budgeted in 2021/22. The difficulty feeding into the Medium-Term Financial Strategy will be predicting how quickly levels of income come back.
- 3.3 The updated budget position including the current year forecast and revised interim Medium-Term Financial Strategy is set out in table 1. This assumes a forecast operational underspend at M4 of £0.8m in 2021/22, largely from the leisure centres recovering better than Places Leisure anticipated.

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Table 1: interim MTFS Sept 2021	£000	£000	£000	£000	£000	£000
Estimated net expenditure	11,201	13,072	12,620	13,900	14,110	14,710
<i>In year budget adjusts [Ec Dev £45k and £15k Spatial Planning]</i>		55	-	-	-	-
<i>Overspend / (M4 forecast underspend)</i>	4,547	(825)	-	-	-	-
Estimated net expenditure	15,748	12,307	12,620	13,900	14,110	14,710
Funding: Council Tax	(9,922)	(10,251)	(10,605)	(10,985)	(11,385)	(11,810)
Government grant CTS	-	(146)	-	-	-	-
Baseline Business Rates	(2,052)	(2,052)	(2,052)	(1,750)	(1,500)	(1,250)
Collection Fund (surplus)/deficit	(53)	(12)	-	-	-	-
Total Funding	(12,027)	(12,461)	(12,657)	(12,735)	(12,885)	(13,060)
One-off COVID-19 funding	(4,701)	(571)	-	-	-	-
Q1 (only) income loss grant		(410)	-	-	-	-
Estimated £150 CTS spend		78	-	-	-	-
Salary pressure less unused redundancy provision		50	-	-	-	-
Net (Surplus) / Deficit	(980)	(1,007)	(37)	1,165	1,225	1,650

3.4 Government extended the 75p in the pound scheme grant compensation from 'lost income' from sales, fees and charges to the end of June 2021. The grant in 2021/22 is based on income against the 2020/21 budget, but reduced by any savings in those income areas, meaning only net (rather than gross) income losses can be claimed. The scheme does not cover any commercial or investment income losses. A claim will be submitted for £0.41m of income loss grant from the scheme by the end of September 2021, largely from the parking and leisure areas.

- 3.5 £146k of Council Tax Support (CTS) grant was given to the Council to compensate the Council for the likely reduction in Council Tax income, due to an increase in those of working age claiming CTS. In March 2021, Council agreed to work with West Sussex County Council and extend the £150 scheme during 2021/22, to help support our most vulnerable working age families in a year when their income is likely to be adversely affected. The cost of the Council's contribution this year is currently estimated at £78k, although the exact amount will depend on how many working families apply for council tax support before 31 March 2022.

Expenditure pressures:

- 3.6 Inflation and pay increases are an area of significant concern in our projections. The national pay award for 2021/22 is still being negotiated. The budget was set with no increases, based on the Prime Minister's statements at the time. However, an offer of 1.75% from the National Employers is on the table, although it has been rejected by Unions. This equates to approximately £0.28m of additional budgetary pressures. If the redundancy provision is unused in 2021/22, this would bring down the impact on the financial year to £50k, which is shown in table 1.
- 3.7 The assumption of medium-term salary increases at 1% are also at risk of increase if inflation starts to rise, but currently equate to approximately £160k a year. In addition, we are beginning to see greater pay pressures in our professions where the increase of home working means officers who would work for us to avoid the daily commute to London are now moving into consultancy or London-based jobs because they pay better, often 20% to 30% better, than we do.
- 3.8 During 2021, we have been working with Ricardo (consultants during the successful introduction of alternate weekly rubbish collection), on the options and estimated costs of food waste collection. The indicative cost is £1.3m which is currently built into the Medium-Term Financial Strategy in 2023/24. This could reduce to £1m by adopting a 3:2:1 collection system for refuse (every three weeks), mix-dry recycling (fortnightly) and food waste (weekly). A trial of 100 households is being undertaken to ascertain the impact the different options might have.
- 3.9 Supporting leisure services cost the Council close to £1.8m in 2020/21 taking into account both expenditure and income, net of grant funding. Support in 2021/22 is forecast to cost about £1m. The return to full income from the management fee contract is expected by 2023/24.

Income pressures:

- 3.10 The Medium-Term Financial Strategy models an indicative 2% Council tax increase per year, adding an increase in income of approximately £225k each year on average over the period. A 2% increase equates to approximately £3.25 each year for a band D equivalent on average over the period. Future referendum threshold levels are unknown, but it may be possible to increase by £5 a year if the current legislation is extended, although Government is currently undertaking one-year settlements.
- 3.11 As the number of people on Council Tax Support (CTS) increases, it reduces the income the Council collects from Council tax. There were an average of 2,765 working age families on CTS during 2019 and current levels are nearly 800 higher. The next few months will inform us whether as furlough ends, the number on CTS goes up, or if the economy grows, those on furlough and those on CTS find employment. The Medium-Term Financial Strategy is currently weighted towards a

gradual reduction of those on CTS over the period, back towards the pre-pandemic levels.

- 3.12 In May 2021, Government consulted local authorities on the future of garden waste charges. Options included completely removing any charges and making it free. Whilst we do not expect this to happen, if it did, it might cost the Council somewhere between £2.2m and £2.5m in income and additional expenditure servicing houses that currently do not subscribe to our service.
- 3.13 The Controlled Waste Regulations 2012 allows us to set a 'reasonable charge' for garden waste collections, to cover the costs of the operation of the service plus administration. We currently charge £42 a year, which is below the £43 average charge set by collection authorities in England. Waste & Resources Action Programme (WRAP) analysis indicates that a 'reasonable charge' is between £18 and £30 per household per year. If Government introduced a cap at £30 it would reduce our income by approximately £0.4m. This is a more likely option and this reduction in income is currently modelled in the Medium-Term Financial Strategy in 2023/24.
- 3.14 £1.2m of car parking income was taken out of the 2021/22 budget compared to 2019/20 as lockdowns struck. Over the course of the Medium-Term Financial Strategy, £1m is being added back into the budgets, weighted towards 2022/23 and 2023/24, as we expect frequency to rise and dwell times to increase as people get used to living with COVID-19. Ticket sales are nearing 90% of previous levels, but with shorter dwell times. However, despite housing numbers continuing to grow, it is anticipated that some customer habits may never recover to former levels, such as in season ticket sales as hybrid home and office working patterns take hold.
- 3.15 Government consulted on the future of business rates retention in 2019, but Brexit and then COVID-19 has meant that the government has not introduced any changes. We currently receive just over £2m of income as part of the annual settlement but expect this will reduce as part of any changes to the current business rates system which is attracting increasing calls for reform. However, with 1 April 2022 fast approaching, and little time for a consultation now the world has changed, it is increasingly likely that any change will be postponed until 1 April 2023. The Medium-Term Financial Strategy models a £1m reduction over four years from 2023/24 in a gradual removal of the grant funding. There is a risk that the change may be more pointed than that, removing more grant in a quicker timescale.
- 3.16 The current Medium-Term Financial Strategy does not take into consideration any predicted costs of addressing the reduction of carbon in the district which are likely to be significant over the remainder of the decade to get close to achieving the 2030 carbon neutral target. Implementing the action plan to achieve it will considerably impact the Council's financial position in the medium and long term. The carbon reduction plan will therefore need to be reviewed alongside the Council's decisions made in the revenue and capital budgets and the need to set a balanced budget, as is required by law, and which maintain sufficient reserve levels.
- 3.17 The overall position of funding for the Council across the later periods of 2023/24 to 2025/26 after Government grants is currently forecast to be in the region of between a £1.2m shortfall and a £1.6m shortfall, excluding the cost of carbon reduction. Given the level of uncertainty about the future of the Council and the Council's funding position, the likely balancing in 2022/23, and the strength of the reserves position it is proposed to not spend time drafting detailed savings proposals this autumn unless Councillors are minded to not increase Council Tax next year.

Once the settlement for 2022/23 is known, and more details are available on the garden waste, food waste, carbon reduction, business rates and income recovery positions, the Council will seek immediate savings should it need to do so. These savings, if needed, may mean the closure or reduction of popular non-statutory public services.

4 Next steps

- 4.1 An updated Medium-Term Financial Plan will be brought back in November 2021 taking into account any further legislative, economic and financial developments.
- 4.2 On 27 January 2022, the 2022/23 Budget will be taken to Cabinet to recommend approval at the 9 February 2022 full Council meeting where the Council Tax for 2022/23 will be set. The Medium-Term Financial Strategy will also be again updated at this time to take account of our settlement, if known at that date.

5 Views of the Policy Development Advisory Group and outcome of consultations

- 5.1 The Finance and Assets Policy Development Advisory Group discussed the immediate and longer-term impact of expenditure and income pressures on the Medium-Term Financial Strategy on 13 September 2021 together with the implications and some consideration of possible options in order to balance future budgets.
- 5.2 The Chief Executive, the Chief Financial Officer, the Directors, the Head of Finance and Performance and other Heads of Services have been extensively involved in preparing the immediate budget forecast and are already thinking of ways to address the medium-term financial gap. They are fully supportive of its contents. The Monitoring Officer has also been consulted during the preparation of the document and is supportive of its contents.

6 Other courses of action considered but rejected

- 6.1 Making cuts to popular non-statutory services such as parks and countryside, planning enforcement and cultural and leisure services this autumn was considered. This was rejected because the scale of the proposed deficits in the future is very uncertain. While designed to protect services this approach does risk the Council having greater difficulties balancing its financial position in two to three years' time and this could have a damaging impact on reserves.

7 Resource consequences

- 7.1 Specific actions to address the financial gaps are not detailed in this report. Over the next few weeks, detailed budgets will be worked up and brought back in a later Medium-Term Financial Strategy that feeds into the November 2021 and February 2022 annual budget setting process.
- 7.2 As the financial implications of carbon reduction are not included in this financial plan adoption of the 2030 carbon neutral target and action plan to achieve it will considerably worsen the Council's financial position in the medium and long term.

8 Legal consequences

- 8.1 The Council is required under the Local Government Finance Act 1992 to produce a 'balanced budget'. This report indicates the Council is heading towards a balanced budget for 2022/23 but may face difficulties in future years.
- 8.2 This report sets out the Council's current and expected financial position. The Director of Corporate Resources has a statutory duty, under Section 151 of the Local Government Act 1972 and Section 73 of the Local Government Act 1985, to ensure that there are proper arrangements in place to administer the Council's financial affairs.
- 8.3 The Local Government Act 1999 places a duty on the Council as a 'Best Value' authority to secure continuous improvement in the way its functions are exercised so as to secure economy, efficiency and effectiveness.

9 Risk assessment

- 9.1 The Council's reliance on central government funding and balancing the Medium-Term Financial Plan is captured on the corporate risk register at CRR01. This is regularly reviewed and updated and is monitored at Audit Committee on a quarterly basis.
- 9.2 Many figures provided in this report are estimated at this stage. There is a risk that further COVID-19 variants and waves could increase the income and expenditure pressures the Council faces and increase the range of losses.
- 9.3 There is a moderate risk that customer habits will have changed for paid services such as parking and the cultural and leisure offers and that income will not return to previous levels, meaning the original financial position will not be recoverable. Services such as the Capitol and leisure centres are staying in touch with customers to try to prevent this.
- 9.4 There is a moderate risk the Government's proposals for business rates reform will worsen the financial situation earlier or more deeply than current predicted.

10 Procurement implications

- 10.1 There are no procurement implications arising from this report.

11. Equalities and Human Rights implications / Public Sector Equality Duty

- 11.1 There are no equality or human rights implications arising from this report because there are no decisions for cuts in this report at this stage.

12 Environmental implications

- 12.1 There are no environmental implications because there are no decision for cuts or growth at this stage of our budget development.

13 Other considerations

- 13.1 There are no other considerations to take into account at this stage of developing the Medium-Term Financial Strategy.

Report to Cabinet

23rd September 2021

By Lynn Lambert, the Cabinet Member for Planning & Development

DECISION REQUIRED



Not Exempt

Local Enforcement Plan and CIL Enforcement Policy

Executive Summary

The purpose of this report is to set out the reasons for the Council adopting an updated Local Enforcement Plan and a new Community Infrastructure Levy (CIL) Enforcement Policy.

Local Enforcement Plan

Paragraph 59 of the National Planning Policy Framework states that it is important to maintain public confidence in the planning system. It advises that enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. We should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how we will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where appropriate.

CIL Enforcement Policy

The Community Infrastructure Levy (CIL) is a charge on development, calculated on a £ per square metre (sq.m) basis of development. CIL is to be used to help fund infrastructure which is needed to support development in our District. The Councils CIL Schedule was adopted on 1st October 2017.

The CIL Regulations 2010 (as amended) contain enforcement provisions, aimed at ensuring that the collection process runs smoothly, by giving collecting authorities the power to issue a range of surcharges, stop notices, and if necessary, to recover funds by appropriate legal action. Collection and enforcement arrangements are supported by the right to appeal certain decisions.

Recommendations

That the Cabinet is recommended:

- i) To adopt the Local Enforcement Plan
- ii) To adopt the CIL Enforcement Policy

Reasons for Recommendations

Local Enforcement Plan

It is necessary to update the adopted March 2016 Local Enforcement Plan to take account of current legislation and the review of the Planning Compliance service which was undertaken by the Planning Advisory Service in 2019.

CIL Enforcement Policy

In order to publicise the penalties for non-payment of the CIL charges and to ensure that the Council does not lose out financially by non-payment and having to carry out additional tasks as a result of non-payment.

Background Papers

Local Enforcement Plan adopted March 2016

Wards affected: All wards

Contact: Madeleine Hartley, Planning Compliance Team Leader, 01403 215168

Background Information

1 Introduction and Background

- 1.1 The current Local Enforcement Plan was approved by the Council in March 2016 and requires an update to reflect current legislation and the review of the Planning Compliance service.
- 1.2 The Council does not currently have an approved CIL Enforcement Policy, therefore it may not be clear to those liable to pay the levy, the likely consequences for non-payment or late payment.

2 Relevant Council policy

- 2.1 The Corporate Plan identifies key priorities that have been grouped and presented under five broad headings which cover our economic, environmental, social and organisational responsibilities.

- A great place to live - creating well balanced communities that meet residents' needs

By ensuring effective enforcement, the Council will ensure that both our built and natural environments are highly valued and well managed, and will ensure that our District remains an attractive place to live where new development sits well with the natural environment

- A thriving economy - Increase economic growth and create new local jobs

By ensuring effective enforcement we will be supporting towns, high streets and villages to thrive by encouraging new businesses to want to come to the District

- A strong, safe and healthy community - Ensure Horsham District remains one of the best places in Sussex to live

By ensuring effective enforcement we will ensure that we provide high quality neighbourhoods that our residents will want to live and work in

- A cared-for environment - Prioritise the protection of our environment as we move to a low-carbon future

By ensuring effective enforcement, the Council can ensure that matters such as conditions on planning permissions to ensure mitigation measures are undertaken are complied with

- A modern and flexible Council - Make it easy for our residents to access the services that they need.

By having an up to date Local Enforcement Plan and CIL Enforcement Policy available online, the Council can ensure that our services are available whenever members of the public need them

3 Details

Local Enforcement Plan

- 3.1 The Council's existing Local Enforcement Plan was adopted by the Council in March 2016. The NPPF states that the purpose of the Plan should be to manage enforcement proactively, in a way that is appropriate to our area. This should set out how we will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where appropriate.
- 3.2 A revised version of the Plan is required to take account of changes in legislation and also of the outcome of the review of the Planning Compliance service which was undertaken by the Planning Advisory Service in 2019. Part of the recommendations made by the review team was that the existing Plan was 'a missed opportunity to outline the service's priorities within the document, the plan being currently focused primarily on procedure.' Furthermore, the review team felt that document's structure and style do not make it easy to read and as a result it feels unnecessarily long. The review team concluded that the Plan would benefit from being redesigned to 'direct readers more easily to the information they need. The redesign should result in a document that is more effective when being read online enabling readers to access the information they need, rather than them having to read the entire document'.
- 3.3 In light of this, the Plan has been re-written with a particular emphasis on priorities and on making it easier to read, in order to enable the reader to access the information they need more easily. The Plan will no longer be in a PDF document available on the website but will become a webpage with a handy contents list to enable readers to direct themselves to specific sections, and to access it from all types of devices.
- 3.4 The Council is committed to the protection and enhancement of the natural and built environments at all stages of the planning process, and we will not condone wilful breaches of planning control. It is though important to note that the taking of enforcement action will always need to be proportionate, and wherever possible an investigation should be resolved without the need to take formal action. This is reflected in the statistics over the past 6 years.
- 3.5 The number of cases received annually over the past 6 years has remained relatively consistent, ranging from 581 in 2018 to 670 in 2019, with an average of 623 new cases per annum. So far this year, we appear to be on target to reflect this average figure.
- 3.6 It is important to be aware that often in planning enforcement, the work involved in reaching a conclusion on a case is not accurately reflected in the statistics. The investigation involved in many cases can be lengthy and protracted, involving considerable negotiation, with the end result simply being recorded as a 'breach ceased' statistic. Files can remain open and being worked on for several years, whilst still remaining an active live case. It will also be seen from the statistics that only a relatively small percentage of the overall cases received each year are considered to be not expedient to pursue, meaning that the other investigations undertaken were resolved either as no breach was identified, the breach ceased, or a retrospective planning application was received.

3.7 Below are the 'reasons for closure' statistics for the past two years.

Year	Complaints Closed	No Breach	Breach Ceased	Plan App. Received	Not Expedient	Closed within 90 days	Closed over 90 days	% Closed within 90 days
2019	670	255	150	144	119	462	208	68.96%
2020	600	246	153	124	73	464	136	77.33%

3.8 So far this year, the number of cases received reflects those numbers from previous years, although the number of formal Notices issued has already exceeded the total number of Notices issued in any of the five previous years. This is considered to be due to an increase in complex cases, which could be as a result of landowners seeking to diversify due to Covid. Additional resources were also recruited to the team as a result of the findings of the PAS Review. The Council do not have a backlog of planning enforcement cases, and the team have the appropriate knowledge and skills required to provide effective enforcement in the District.

3.9 The following table shows the number and type of Notices issued over the last 6 years.

Year issued	Enforcement Notice	Breach of Condition Notice	Stop Notice	Temporary Stop Notice	S215 Notice	Removal of hedgerow
2016	15	1	3	2	1	0
2017	14	0	0	2	1	0
2018	10	1	0	3	0	0
2019	12	4	0	3	1	0
2020	8	1	0	3	0	1
2021 (so far)	20	1	0	3	0	0

3.9 The PAS Review Team felt that overall, the compliance service is performing well, and no serious issues were found around the Council's approach to compliance or in terms of performance. They were generally satisfied that the Council was taking a reasonable approach in terms of what is enforced and what is not, which they found to be well aligned to government guidance. No evidence was found that cases were not being pursued that justified enforcement action.

3.10 The expectations of our customers remain high and is sometimes beyond the scope of the NPPF and national guidance. The revised Enforcement Plan is an opportunity to review our approach, but also how we can better communicate our approach to our customers. The current Plan focusses primarily on procedure, whereas the revised Plan focusses more on service priorities and standards. It has reduced the four levels of priority for site visits to be undertaken to two levels (the Priority 1 category for immediate action represents those matters that should be given highest priority, whilst the rest are Priority 2). Service standards have also been introduced to cover other stages of the investigation, for instance the number of days to close a file within 15 working days of an initial visit where no breach of planning control is identified. The current Plan is also unnecessarily long, making it

difficult to read, therefore the Plan has been re-designed in order to direct readers more easily to the information they need, rather than the reader having to read the entire document.

CIL Enforcement Policy

- 3.11 Almost all parties liable to pay the levy are likely to pay their liabilities without problem or delay, guided by the information sent by the collecting authority in the liability notice. However, where there are problems in collecting the levy, it is important that collecting authorities are able to penalise late payment and discourage future non-compliance. Where the Council's CIL payment procedure is not followed, the CIL Regulations include a number of provisions to enable the application of surcharges and ensure the effective enforcement to recover CIL monies where there is a delay within the collecting process. This policy note sets out the penalties and enforcement powers that will be taken by the District Council.

4 Next Steps

- 4.1 Once adopted, both policies will be implemented, and there will be annual monitoring undertaken of the service, with statistics provided for Members. Members and Parish Councils will continue to receive weekly information of Planning Compliance cases received over the preceding week.

5 Views of the Policy Development Advisory Group and Outcome of Consultations

- 5.1 The proposed revised Local Enforcement Plan and CIL Enforcement Policy were discussed at the Policy Development Advisory Group (PDAG) on 13 September 2021. Members were supportive of both documents, and their comments with regards the Local Enforcement Plan have been updated at Paragraphs 6.10 and 14.2 of the document.
- 5.2 Comments from the Monitoring Officer are incorporated into the report.

6 Other Courses of Action Considered but Rejected

- 6.1 The other courses of action which were considered, but were rejected, were not to update the Local Enforcement Plan, and not to have a CIL Enforcement Policy.
- 6.2 The option of not updating the Local Enforcement Plan following the review of the Planning Advisory Service in 2019 was considered, but this would result in retaining a plan which may be difficult for our customers to understand and which does not set out our service standards.
- 6.3 The option of not producing a CIL Enforcement Policy was also considered, and it is noted that the penalties are already set out in the CIL Regulations 2010. However the CIL Regulations are difficult to navigate and interpret. The Councils approach may therefore be unclear. It was considered necessary to set out an approach so our residents and developers understand how Horsham District Council as the

Charging and Collecting Authority for the Community Infrastructure Levy (CIL) as adopted in October 2017, responds to breaches of the Regulations.

7.0 Resource Consequences

- 7.1 The implementation of the two new policies will be contained within existing resources.

8 Legal Considerations and Implications

- 8.1 The Town and Country Planning Act 1990 and the other legislation which empowers the Council to take enforcement action are cited in the Policy Statement.
- 8.2 The Council's scheme of delegation within the Constitution requires the Monitoring Officer to issue or serve statutory notices on behalf of the Council.

9 Risk Assessment

- 9.1 Revising the existing Local Enforcement Plan and adopting a CIL Enforcement Policy will reduce the risk of challenge to decisions made on Planning Compliance matters. In addition, the review and updated information will give residents improved information relating to the service, and reduce the risk of formal complaint.

10 Procurement implications

- 10.1 There are no procurement implications of the proposed decision.

11. Equalities and Human Rights implications / Public Sector Equality Duty

- 11.1 Under equality legislation, the Council has a legal duty to pay 'due regard' to the need to eliminate discrimination and promote equality in relation to Race, Disability, Gender including gender reassignment, Age, Sexual Orientation, Pregnancy and maternity, Religion or belief. The Council also has a duty to foster good relations, and to consider the impact of its decisions on human rights. The law requires that this duty to pay 'due regard' is demonstrated in the decision-making process.
- 11.2 It is not considered that the proposals have an impact on any of the above groups and no Equalities Impact Assessment is required.

12 Environmental Implications

- 12.1 It is not considered that the proposals have any impact on the environment such as on the use of natural resources (for example energy, water, raw materials); quality of environment (contribution to safe and supportive environments for living, recreation and working); biodiversity (protection and improvement of wildlife and habitats); waste and pollution (effects on air, land and water from waste and emissions).

13 Other Considerations

- 13.1 The consequences of any action proposed in respect of GDPR/Data Protection and Crime & Disorder have been considered as part of the preparation of this report, and it is not considered that there will be any adverse impact on them.

APPENDICES TO REPORT

Local Enforcement Plan
CIL Enforcement Policy

Contents

- 1.0 Planning Enforcement at Horsham District Council**
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1.0 Planning Enforcement at Horsham District Council

1.1 Horsham District Council ('the Council') takes a proactive approach in the consideration of planning enforcement matters and breaches of planning control, and the Council has its own dedicated Planning Compliance Team ('the Team'), which sits within the Development Management Department. The Team investigates alleged breaches of planning control and works to remedy unacceptable unauthorised development in the Horsham District.

2.0 South Downs National Park Authority

2.1 The Council undertakes planning enforcement (not for minerals and waste development) in the part of the District which lies within the South Downs National Park on behalf of the South Downs National Park Authority ('SDNPA'). For details of the approach to planning enforcement in the National Park please refer to the SDNPA's Enforcement Guide: www.southdowns.gov.uk/planning/enforcement/planning-enforcement/what-is-planning-enforcement/

3.0 What is considered a Breach of Planning Control?

3.1 A breach of planning control is defined in the Section 55(1) of the Town and Country Planning Act 1990 as *"the carrying out of a development without the required planning permission, or failing to comply with any condition or limitation subject to which planning permission has been granted"*.

3.2 The following list sets out the main scenarios in which a breach of planning may be considered to have occurred:-

- Building work, engineering operations and material changes of use that are carried out without first obtaining planning permission or outside the scope of Permitted Development under the Town and Country Planning (General Permitted Development) Order 2015;
- Development that has been granted planning permission but is not carried out in accordance with the approved plans;
- Failure to comply with conditions or the terms of a legal agreement attached to a permission or consent;
- The unauthorised demolition of a building within a conservation area without planning permission, or which has not had prior approval, if required;
- Works carried out to a listed building (both internal as well as external), which affect its historic character or setting, without listed building consent being granted;
- The unauthorised felling or carrying out of works to a tree which is protected by a Tree Preservation Order; or which is within a Conservation Area; and rural agricultural hedgerows;
- The display of a sign or advertisement without first obtaining advertisement consent;
- Failure to properly maintain land so that it affects the visual amenity of the area;
- Failure to comply with the requirements of enforcement notices, breach of conditions notices and stop notices.

4.0 What is not a Breach of Planning Control?

- Internal works to a non-listed building;
- Matters controlled by other legislation such as Building Regulations/ public nuisance/ Highways/ or the Environment Agency;
- Competition from another business;
- On street parking of commercial vehicles in residential areas;
- Obstruction of a highway or public right of way (the Police or Highways Authority may be able to get involved);
- Parking a caravan within the residential boundary of a property provided that its use is ancillary to the dwelling;
- Clearing land of overgrowth, bushes and trees (provided they are not subject to a Tree Preservation Order, within a Conservation Area, or subject to a planning condition, or owned by the council);
- Operating a business from home where the residential use remains the primary use;
- Boundary disputes – disputes about ownership are a private matter and cannot be controlled under planning legislation;
- Deeds and covenants are a private matter between the signatories to the documents; • Loss of value to a neighbouring property;
- Where development is Permitted Development

It should be noted that a breach of planning control becomes immune from enforcement action if no formal action has been taken within the time limits set out in Section 171B of the Town and Country Planning Act 1990 (as amended). Essentially these are:

Activity	Immune after
Operational development	Substantially completed for 4+ years
Change of use of a building to a single dwelling house	Continuous occupation for 4+ years
Change of use	Continuous occupation at the same intensity for 10+ years
Breach of a condition on a planning Permission	Continuous non-compliance for 10+ years
Advertisements	Continuous display for 10+ years

It should be noted that the immunity is dependent on various factors and is not automatic.

5.0 Key considerations in the investigation of alleged breaches of planning control

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- 5.1 In the circumstances where an enforcement investigation identifies that unauthorised development has taken place, the decisive issue for the Council in considering whether it is expedient to continue with the investigation, is whether the development in question is unacceptable in planning terms such that planning permission would not be granted, and whether or not it is in the public interest to do so. It is important to note that the fact that a development does not benefit from the required planning permission is not in itself sufficient justification for pursuing the matter.
- 5.2 Where enforcement action is taken, it must be proportionate to and commensurate with the breach of planning control to which it relates. For example, whilst clearly harmful breaches of planning control should be addressed by appropriate means, it is not expedient to pursue minor or technical breaches which cause no planning harm or where unauthorised development is acceptable in planning terms.
- 5.3 Section 73A of the Town and Country Planning Act 1990 (as amended) allows for an application to be made to the Local Planning Authority where development has already been carried out. This is known as a retrospective planning application.

6.0 The Investigation Process

- 6.1 If you are concerned that a development or activity is taking place without planning permission or does not comply with a planning permission already granted, we would first encourage you to speak to your neighbour or the owner of the land where appropriate. If you do not wish to do so, or this is not possible for any other reason, you can report this to the Planning Compliance Team in one of the following ways:

- by completing and submitting our on-line complaint form, using the following link:

<https://www.horsham.gov.uk/planning/report-an-alleged-planning-breach>

- or by sending an email to:

planning.compliance@horsham.gov.uk :

- 6.2 When reporting an alleged breach of planning control, it would be helpful if complainants could provide:
- The exact address of the site complained about, as well as the location of the activity/building works within the site (a sketch plan and/or photographs are often useful);
 - Precise details of the nature of the activity, including the number of vehicular movements/vehicle registration numbers, opening hours, number and times of deliveries, or what time work commenced (as appropriate);
 - Details of the alleged contravener (if known);

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- Details of the effect that the alleged breach is having upon you in terms of noise, traffic, smells, overshadowing etc.
- Photographs of the alleged breach can help to speed up and assist investigations.

6.3 Before the Council begins an investigation, we will also ask complainants to provide their name and contact details in confidence so that we can update them on progress (subject to ongoing matters within the investigation). All complainants' details are treated confidentially and the Council will always seek to protect the identity of those making complaints, however in rare circumstances, the Council may be required to divulge details where an investigation results in enforcement action being taken which is the subject of an appeal or prosecution. However, we will advise anyone of this before it happens and it is extremely rare. If you are concerned about providing your details, then try contacting a local residents group, your Parish Council or your District Councillor, as they may be prepared to make the complaint on your behalf.

Please note: Whilst we appreciate that for many reasons you may prefer not to give us your details and remain anonymous, the Council reserves the right not to investigate anonymous complaints, especially if they are considered to be vexatious or when workloads are high, as we need to ensure that we use our resources as effectively as possible.

6.4 In many instances the assistance of the general public can be crucial to the success of enforcement action. For instance, Council officers cannot continually monitor sites. Accordingly, the Council relies upon the general public, residents associations, Parish Councils and amenity societies to both report and monitor alleged breaches of planning control.

6.5 Upon receipt of an alleged breach, we will check that the issue in question is a planning matter. If it isn't, we will tell you, and where appropriate, forward the concern onto another relevant Council team or external organisation. At this stage, we may also request further information from you to help with the investigation, for example keeping a record of activity in respect of the use of land or buildings over an appropriate period.

6.6 The speed with which an investigation can be undertaken varies between straightforward cases which can often be concluded quickly, and more complex investigations which can take considerably longer. Investigating alleged breaches of planning control is often complex and time consuming. In order to make the most effective use of staff resources, it is necessary to give priority to those cases where the greatest harm is being caused, as it would be inappropriate to investigate and pursue all allegations with equal priority and intensity.

6.7 All investigations are prioritised when by officers when they are first received, in accordance with the Council's scheme of prioritisation, which is detailed below.

Priority 1- Immediate investigation (within 24 hours)

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- Unauthorised works (demolition) with respect to listed buildings;
- Unauthorised works to protected trees (TPO's) or trees in conservation areas;
- Removal of landscape features protected by condition;
- Certain types of demolition in a Conservation Area;
- Unauthorised tipping operations, provided it is connection with operational development;
- Any encroachment on to Council-owned land.

Priority 2- Investigation within 15 working days

- Certain breaches of conditions attached to a planning permission e.g. wheel washing and materials (where a building is under construction);
- Accesses onto classified roads;
- Buildings not constructed in accordance with approved plans;
- Certain breaches of conditions of a planning permission e.g. hours of work, parking provision and access requirements;
- Unauthorised erection of buildings or works to land;
- Unauthorised changes of use which are considered to be materially harmful to local residents and/or local amenity;
- Unauthorised residential use of mobile homes/caravans';
- Other changes of use including businesses being operated from residential properties;
- Advertisements;
- New fences;
- Floodlighting and the erection of satellite dishes;
- Any other breaches of conditions of a planning permission.

6.8 If we are unable to investigate an issue that a complainant has raised, we will tell the complainant the reason for this. Once an investigation has commenced, and an initial site inspection and assessment have been made, we will tell the complainant what will happen next. We will confirm whether the complaint is best dealt with by a different department of the Council or an external organisation.

6.9 Where a complaint is made about any land or buildings, the owner may be contacted about the alleged breach of planning control by a member of the Planning Compliance Team. Anyone who is the subject of an investigation is entitled to know what the allegation is (but not who made it) and you will be given the opportunity to explain your side of the case. We are aware that sometimes people make complaints due to neighbour disputes, as such we will always seek to work with the parties to understand the true facts of the case.

6.10 Initially a member of the Planning Compliance Team will visit the site. Due to time constraints, this is usually without any prior warning to the owner or any tenants / employees at the site. By virtue of Section 196A of the Town and Country Planning Act 1990 (as amended), Planning Compliance Officers have the right of entry at any reasonable hour to enter any land to ascertain whether there has been a breach of planning control upon 24 hours' notice to insist on entry to a residential property. If occupants or

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owners are happy to allow us access, then we will usually take up that offer. Where access is refused or refusal is anticipated, Planning Compliance Officers also have powers to obtain a warrant of entry from the Magistrates' Court. In both instances, Planning Compliance Officers may take with them such other persons as may be necessary. It is a criminal offence to wilfully obstruct a person exercising a right of entry regardless of whether they are exercising a power of entry with or without a warrant so you should always seek to work with the Planning Compliance Officer.

6.11 Planning enforcement can be a protracted process for reasons that are often outside of the control of the Local Planning Authority. In order to manage the expectations of the users of the service, we therefore also have the following standards/targets with regard the timescales to be taken in the investigation of the complaint. It should however be noted the following timescales are guides, as there may well be occasions where this is not possible (for instance in cases where a Planning Contravention Notice is issued in order to seek additional information, there is a statutory period of 21 days for the Notice to be completed and returned; or in cases where we have requested monitoring of the site to be undertaken.

- Acknowledge complaint within 3 working days of receipt of complaint;
- Undertake all site visits within 15 working days;
- Close file within 15 working days of initial site visit where there is no breach of planning control identified, and inform the complainant;
- Close file within 15 working days of initial visit where there is a breach of planning control identified, but it is not expedient to take action, and inform the complainant;
- Where a breach of planning control is identified, and formal enforcement action is proposed, the relevant papers will be provided to the Council's Head of Legal & Democratic Services within 20 working days of the decision to take formal action.

6.12 There are a number of potential outcomes of an enforcement investigation, which are principally:-

- **No further action will be taken** in cases where no breach of planning control is identified (i.e. the reported matter has not occurred, has ceased, or is outside of planning control);
- **A request that a retrospective planning application is made** in cases where a breach of planning control is identified, however Planning Compliance Officers consider that the unauthorised development could be made acceptable by the imposition of conditions to address any harm caused (landowners are legally able to apply retrospectively for planning permission by virtue of section 73A of the Town and Country Planning Act 1990 - by taking this approach, the planning merits of the development can be fully and openly considered. Such applications for retrospective planning permission are considered in the same way as those for proposed development, and the Council may, where it is appropriate and reasonable to do so, suspend any formal enforcement action whilst a retrospective planning application is being considered. However, where appropriate, the Council will not allow the application process to unreasonably delay enforcement proceedings);

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- **No further action will be taken** in cases where a breach of planning control is identified, but it is minor and there is no identified planning harm (in these instances, the Council will use its discretion not to take further action as it would not serve a useful purpose or be a good use of our resources to do so- in such cases the Council does not consider that it would be expedient to pursue the matter any further.
- **No further action will be taken** in cases where the development is immune from enforcement action by virtue of time (Breaches of planning control become immune from enforcement action if they have existed for a certain period of time eg in the case of a material change of use the relevant period is 10 years; and in the case of a building the relevant period is 4 years. Note: There is no period of immunity for unlawful works to a Listed Building);
- A breach of planning control may be identified which is unacceptable in planning terms: **when this occurs, we may offer the party responsible for the breach the opportunity to resolve the matter voluntarily through negotiation, as opposed to straight to formal action** (The Government advice is that enforcement action should not be used to penalise someone for carrying out development without first having obtained planning permission. The amount of time it takes to resolve a breach of planning control very much depends on the severity of the breach combined with the actions and/or reactions of the land owner(s)/occupier(s). Negotiations can often lead to a quicker resolution and to a better overall outcome than taking formal action. Where appropriate we will seek to negotiate with the owner/occupier and will consider options to address the planning harm resulting from the breach. The negotiation process may involve works being undertaken to remedy breaches of planning control to bring a development in line with permitted development rights, or involve the submission of a retrospective planning application.
- **Formal enforcement action will be taken** in cases which cannot be satisfactorily resolved by negotiation, or the breach of planning control is considered to be so serious or continuing that it merits immediate action- in such cases the Council will take formal action without offering the offender an opportunity for the matter to be resolved voluntarily.

7.0 Formal Action

7.1 In considering enforcement action, the Council will have regard to:

- Whether the breach of planning control unacceptably harms public amenity, or the existing use of the land and buildings merits protection in the public interest;
- Ensuring any enforcement action is commensurate with the breach of planning control to which it relates;
- Enforcement action will not normally be taken to remedy trivial or technical breaches of planning control which are considered to cause no harm to amenity;
- Statutory time limits for taking enforcement action;
- Relevant planning policies within the Local Plan, Neighbourhood Plan, and the National Planning Policy Framework, and other material considerations, including where appropriate, the individual circumstances of the person, business, or other organisation in breach of planning control;

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- 7.2 Enforcement action is discretionary. The Council has discretion as to whether to take enforcement action and it is not a mandatory duty to do so- i.e. just because something constitutes a breach of planning control this is not, in itself, a reason to take enforcement action. Even when it is technically possible to take action the Council is required to decide if such formal action would be “expedient” in the public interest.
- 7.3 There needs to be harm actually being caused that is of sufficient detriment to warrant action being taken. In other words, the Council must consider whether the breach of planning control unacceptably affects public amenity or safety, or whether the existing use of land or buildings merit protection in the public interest. As such a judgement has to be made in each case on its own planning merits, as to the seriousness of the breach and the level of any harm that it causes.
- 7.4 Apart from some listed building and advertisement cases, it is not a criminal offence to undertake works without the relevant consents. Whilst the Council will not condone wilful breaches of planning control, even if it is aware that someone is going to carry out works that require planning permission, it does not automatically follow that the unauthorised works will be stopped. There would have to be considerable harm for the Council to seek to stop an unauthorised development taking place. It is recognised that this can be very frustrating for complainants but the Council must operate proportionately and within the legislative framework.
- 7.5 In consideration of the above, formal planning enforcement action may be taken where:-
- The matter is so serious that it merits immediate action;
 - The matter has not been satisfactorily resolved on a voluntary basis.
- 7.6 The Council has given delegated authority to its officers to exercise the legislative powers available to it for breaches of planning control. The Council has a wide variety of tools that can be used if the decision is made to take formal action. These can be viewed at www.gov.uk/guidance/ensuring-effective-enforcement.
- 7.7 There is a right of appeal to the Secretary of State against an enforcement notice, a listed building enforcement notice and an advertisement discontinuance notice within a specified time frame. The notice itself will inform the recipient whether there is a right of appeal and the time limits. If an appeal is lodged in time with the Secretary of State, further enforcement action by the Council regarding this notice is usually suspended until the appeal decision is issued.
- 7.8 For information on how to make an appeal against a planning enforcement notice or how to submit comments on an appeal of an enforcement notice please visit: www.gov.uk/appealenforcement-notice.

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7.9 There is a right of appeal to the Magistrate's Court for Section 215 (untidy land) notices issued under the Town and Country Planning Act 1990. Further enforcement action will be suspended if an appeal is lodged to the Magistrate's Court, pending a decision.

7.10 There is no right of appeal for a temporary stop notice, a stop notice or a breach of condition notice.

7.11 Failing to comply with the requirement of a notice served under a relevant provision of the Town and Country Planning Act 1990 when the notice takes effect is a criminal offence and can be tried in the Magistrates' Court

8.0 Prosecution

8.1 It is a criminal offence to carry out the following works, and the Council can pursue a prosecution against any person who carries out the following:

- Unauthorised works to trees that are protected by a Tree Preservation Order or are within a Conservation Area;
- Unauthorised works to Listed Buildings, and certain unauthorised works of demolition works within Conservation Areas.
- Non-compliance with a temporary stop notice, stop notice, enforcement notice and breach of condition notice. On conviction, the offender will be liable on conviction in the Magistrates Court to a maximum fine of £20,000. More serious cases may be heard in the Crown Court, where the level of fine is unlimited. In addition, the Council will seek to recover the prosecution costs from the offender through a Costs Order on successful conviction.
- The unauthorised display of advertisements- the legislation (Town and Country Planning (Control of Advertisements) Regulations 2007 and the Town and Country Planning Act 1990) which deals with advertisements is separate from that dealing with general planning matters. The display of an advertisement without formal consent is an offence, and the council does have the power to prosecute the person displaying it or a third party's trade/ business publicised by the advert , if it considered that it harms the amenity of the area or public safety. There is no need for the Council to serve an enforcement notice, or similar, to be served. If a person is found guilty of an offence, ~~he or she~~ they could be liable to a fine up to a maximum of £1,000. (Section 224(b) of the Town and Country Planning Act 1990 also includes "the advertisement gives publicity to his goods, trade, business or other concerns." – that is a person who has a benefit to the advert.

8.2 Decisions to proceed with legal action will take account of the Code for Crown Prosecutors and in particular reference will be made to:-

- The availability of sufficient evidence to provide a realistic prospect of conviction; and
- Whether it is in the public interest to proceed with a prosecution

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8.3 The Council's officers will always give evidence where possible. However, there will be some cases where it will be necessary to rely on evidence provided by witnesses from outside the Council. In such cases the case officer will advise the witness of the possible need to attend Court and to provide a written witness statement. At this point the name of the witness will unavoidably become public.

8.4 The Council will always look to recover costs from the offender where evidence suggests offenders have profited from the illegal works, as a deterrent and to remedy the breach.

9.0 Direct Action

9.1 Where an offender fails to comply with the requirements of an Enforcement Notice, the Council may exercise powers available to it to enter land and carry out such works that are required by the Notice. All costs incurred by the Council in carrying out such works can be recovered from the landowner, where costs are not recovered, they can be registered as a charge on the land.

10.0 Enforcement Register

10.1 The Council has a statutory duty to hold and maintain an enforcement register. This records basic information and details in respect to what notices have been served. The notices contained in the statutory enforcement register are:

- Enforcement Notices
- Listed Building Enforcement Notices
- Breach of Condition Notices
- Stop & Temporary Stop Notices

10.2 The enforcement register is a public record and will show notices served by the Council. This can be viewed on the Council's website.

11.0 Publicity and the role of District Councillors and Parish and Neighbourhood Councils in the Planning Compliance Team process

11.1 In order to raise public awareness of the risks associated with undertaking unauthorised development and thereby reduce incidences of such development, where appropriate the Council will publicise the outcome of cases in the local press or other media sources, and will seek to better inform the Public of what constitutes a breach of planning control, together what works can be undertaken as Permitted Development without planning permission, in the Council's Our District magazine, and also by speaking to the Parish Councils.

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11.2 We recognise that Parish and Neighbourhood Councils, and District Councillors can play an important role in the provision of the Planning Compliance service, as they have a great deal of local knowledge and awareness of activities in their area, and as such their assistance in liaising with local residents, reporting and monitoring enforcement matters is invaluable. As such, lists of new enforcement cases received will be sent to all Horsham District Councillors and Parish Councils within the District on a weekly basis. We will seek their views on the delivery of the service and will engage, where appropriate, on enforcement matters.

11.3 We will notify Parish and Neighbourhood Councils, and the Local Members of formal action taken in the areas they represent, and where appropriate we will seek their views on the delivery of the service and will engage, where circumstances permit, on enforcement matters. Again, where appropriate, we will encourage them to aid in the detection of breaches of planning control as well as contributing to monitoring developments and the compliance process.

12.0 Other services provided by the Planning Compliance Team

12.1 As well as investigating possible breaches of planning control, the planning compliance service is proactive in:

- Ensuring compliance when formal action has been taken;
- The monitoring of key planning conditions on larger development sites to ensure that they are being carried out as required. Further information in relation to the Council's approach to such monitoring can be found on the Council's website;
- Monitoring Legal Agreements attached to planning permissions to ensure that they are being carried out as required;
- Ensuring that works subject to Building Regulations that require planning permission benefit from the necessary application

12.2 The Planning Compliance Team also has two dedicated officers who are responsible for the collection and spending of the Community Infrastructure Levy (CIL) charges that are imposed upon new developments in the Horsham District. Further details in relation to CIL and the Council's CIL Enforcement Policy can be found on the Council's website using the following link:

<https://www.horsham.gov.uk/planning/planning-policy/community-infrastructure-levy/what-is-cil>

13.0 Commonly used terms explained

13.1 When dealing with the Planning Compliance Team, we may use words such as those that follow, which can be explained as follows:

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- Discretionary- there is no statutory requirement for the Council to take enforcement action against alleged breaches of planning control. Enforcement action is based on planning merit which requires a planning judgement as to whether or not formal action is appropriate. In some cases, the council may decide that enforcement action will not be taken and that an alternative approach is more appropriate (e.g. a retrospective application, further negotiation, no further action etc).
- Expedient/Expediency- when assessing whether formal action should be taken, the Council will ensure that the action is reasonable, proportionate and is in the public interest in order to achieve a satisfactory result. The Council will consider what the effect of formal action will be and if it will have a meaningful outcome, and it will not necessarily follow that in cases where a breach of planning control is identified, that formal action will automatically follow. The term expedient or expediency in planning enforcement relates to the 'planning balance' for taking action, not convenience.
- Harm- when considering the expediency and subsequent proportionality of formal enforcement action, the Council have significant regard to the planning harm associated with a breach of planning control. Planning harm is the collective term used to describe the negative impacts of a development, and identified harm will need to be proven before formal action is taken.

14.0 Complaints about the Council's Planning Enforcement Service

14.1 For those who are unhappy about the level of service received from the Planning Compliance Team, they should in the first instance discuss those concerns with the Planning Compliance Team Leader. If this does not resolve the matter, the concerns can be taken further through the Council's Comments and complaints procedure, details of which can be found using the following link:

<https://www.horsham.gov.uk/contact/comments-and-complaints/complaints-procedure>

14.2 If the Council's response is still unsatisfactory, the Local Government Ombudsman can be contacted in writing, they will determine if the concerns will be investigated. Please note that the Local Government Ombudsman will only investigate if the Council's internal complaints process has been completed, and will only be concerned that the correct procedures have been followed. The Ombudsman has no power to reverse the Council's decision.

15.0 Useful links

15.1 The Town and Country Planning Act 1990 (as amended) and Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) are the basis of the planning process, and provide nearly all of the enforcement powers available. Further guidance is published by the Department for Communities and Local Government, which provides information and standards to consider, when dealing with issues and alleged breach of planning control.

LOCAL ENFORCEMENT PLAN

- Town and Country Planning Act 1990 (as amended)
<http://www.legislation.gov.uk/ukpga/1990/8/contents>
- Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)
<http://www.legislation.gov.uk/ukpga/1990/9/contents>
- The Planning and Compensation Act 1991
<https://www.legislation.gov.uk/ukpga/1991/34/contents>
- The Town and Country Planning (General Permitted Development) (England) Order 2015
<https://www.legislation.gov.uk/uksi/2015/596/contents/made>
- Effective Enforcement
<http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effectiveenforcement/>
- Adverts
<http://planningguidance.planningportal.gov.uk/blog/guidance/advertisements/>
<https://www.legislation.gov.uk/uksi/2007/783/contents/made>
- Lawful Development Certificates (LDC)
<http://planningguidance.planningportal.gov.uk/blog/guidance/lawful-developmentcertificates/>
- Listed Building enforcement and other enforcement
<http://planningguidance.planningportal.gov.uk/blog/guidance/conserving-andenhancing-the-historic-environment/further-information-on-heritage-and-planningissues/>
- South Downs National Park Authority (SDNPA)
<https://www.southdowns.gov.uk/planning-applications/enforcement-report-a-breach/>



Horsham
District
Council

Community Infrastructure Levy Enforcement Policy



What is the Community Infrastructure Levy?

The Community Infrastructure Levy ('CIL') is a charge on development, calculated on a £ per square metre (sq.m) basis of development. CIL is intended to be used to help fund infrastructure to support the development of an area rather than making an individual planning application acceptable in planning terms, which is the purpose of Section 106 Agreements. CIL does not fully replace Section 106 Agreements. For more information you can also:

- Visit the Council's [CIL webpages](#)
- Read the [Planning Policy Guidance](#) (PPG)
- Email cil@horsham.gov.uk
- Call Horsham's Planning enquiry line (01403) 215187
- Visit the [Planning Portal](#)
- Read [Horsham District Council CIL Charging Schedule](#)

The purpose of this document

Community Infrastructure Levy Regulations 2010 (as amended) ('the CIL Regulations 2010') contain enforcement provisions, aimed at ensuring that the collection process runs smoothly, by giving collecting authorities the power to issue a range of surcharges, stop notices, and if necessary to recover funds by appropriate legal action. Collection and enforcement arrangements are supported by the right to appeal certain decisions.

These enforcement procedures can be triggered by the following:

- Failure to complete and submit the relevant CIL form(s).
- Failure to inform of a disqualifying event
- Late Payment
- Failure to comply with an information notice from the Charging Authority

CIL ENFORCEMENT POLICY

The surcharges and interest applied to CIL are solely for situations where the correct paperwork has not been submitted to the Charging Authority and/ or that payment has not been received, meaning that the regulations' procedures have not been followed. Please note the below is a summary - please see the CIL Regulations 2010 for further details.

Surcharges

Regulation	Type of Surcharge	Amount of Surcharge	Applicable if
80.	Failure to assume liability (CIL form 1)	£50 on each person liable to pay CIL In addition, loss of payment by instalments	Nobody has assumed liability by submitting CIL form 1, and; The chargeable development has been commenced
81.	Apportionment of Liability (failure to assume liability where there is more than one material interest in the land)	£500 on each material interest In addition, loss of payment by instalments If this surcharge is applied and apportionment of the surcharge is required by the Charging Authority, additional surcharges will not be applied under this regulation	Nobody has assumed liability by submitting CIL form 1, and; The Charging Authority (HDC) has to apportion liability between more than one material interests in the land
82.	Failure to submit a Notice of Chargeable Development (CIL form 5)*	20% of the chargeable amount payable or £2500; whichever is the lesser	Planning permission has been granted for the chargeable development by way of general consent, and;

CIL ENFORCEMENT POLICY

		In addition, loss of payment by instalments	The chargeable development has been commenced without the submission of Form 5 to the Charging Authority (HDC)
83.	Failure to submit a Commencement Notice (CIL form 6)	20% of the chargeable amount payable or £2,500; whichever is the lesser amount In addition, loss of payment by instalments	The chargeable development has commenced before the Charging Authority has received a valid Commencement Notice (CIL form 6)**
84.	Failure to notify of a disqualifying event***	20% of the chargeable amount payable or £2,500; whichever is the lesser amount In addition, loss of payment by instalments and loss of any granted exemption or relief	Where a person who is required to notify the relevant authority of a disqualifying event fails to do so before the end of the period of 14 days beginning with the day on which the disqualifying event occurred.
85.	Late payment	5% of the overdue amount (A) or £200, whichever is the greater. This can be applied on 3 occasions; - 30 days, - 6 months, and - 12 months	Where the levy amount due (A) is not received in full after the end of the 30 day period beginning with the day on which payment of A is due. (Also applicable at 6 and 12 months).
86.	Failure to comply with an information notice	20% of the relevant amount or £1,000, whichever is the lesser.	Where a person fails to comply with any requirement of an

			information notice before the end of the period of 14 days beginning with the day on which the notice is served.
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***Notice of a Chargeable Development** - CIL is not only applicable to planning permissions granted by the Local Planning Authority. Permitted development/ permission by way of general consent can still be liable for CIL, and it is the responsibility of the land owner (liable party) to inform the Charging Authority of development via Form 5 (Notice of Chargeable Development), if the development falls into the adopted charging schedule parameters and if development is;

- Creating a dwelling
- Increasing the floor area by 100 sq.m
- Converting a building that is not in use [^]

[^] *The definition of lawful use is contained in Schedule 1, Part 1, paragraph 1(10) of the CIL Regulations 2010 as (amended). This states that an "in use building" is a building which "contains a part that has been in lawful use for a continuous period of at least six months within the period of three years ending on the day planning permission first permits the chargeable development".*

****Valid Commencement Notice** - to be valid, the commencement notice must be:

- In writing on a form published by the Secretary of State
- Received by the Charging Authority at least 1 day prior to the commencement date
- Include the latest Liability Notice Reference number
- State the intended commencement date
- The details of the person submitting the notice
- A signed and dated declaration

*****Disqualifying event** - If you were to commence development without the submission of Form 6 - Commencement of Development, then this would constitute a disqualifying event. For applications that have had relief or exemption granted, a

disqualifying event would be triggered by a change in circumstances impacting on the chargeable development and is in breach of the claw back period or declaration statement signed by the liable party. If the chargeable development has not commenced then the surcharge is payable on commencement of that chargeable development. However, if the development has commenced then the surcharge will be payable on the day it is imposed.

Late Payment Interest

87.	Late payment interest	2.5 percentage points above the Bank of England base rate.	Payment is not received on the date it is due. Interest is calculated for the period starting on the day after the day payment was due and ending on the day the unpaid amount is received.
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CIL Stop Notices

Regulation	Process	Applicable where;
89. Preliminary steps	The charging authority may issue a warning notice of its intention to impose a CIL stop notice on the chargeable development. This notice must be in writing and must also display a copy of the warning notice on the relevant land.	An amount which has become payable in respect of the chargeable development has not been paid; and The collecting authority considers it expedient that development should stop until the amount has been paid.
90. Service of CIL Stop Notice	The Charging Authority must have issued a warning notice.	The collecting authority has issued a warning notice in respect of the chargeable development

CIL ENFORCEMENT POLICY

	<p>The amount specified in the warning notice must not have been paid in whole or in part at the end of the specified period.</p> <p>The Collecting Authority must display a copy of the CIL stop notice on the relevant land, and it has effect from the date specified in the notice until the date it is withdrawn by the Collecting Authority.</p> <p>A CIL stop notice does not prohibit any works on the relevant land which are necessary in the interests of health and safety.</p>	<p>The amount specified in the warning notice is unpaid (in whole or in part) at the end of the period specified in the notice.</p>
<p>91. Withdrawal of a CIL Stop Notice</p>	<p>A Collecting Authority may withdraw a CIL stop notice at any time by serving a written notice to that effect to the persons served with a CIL stop notice.</p> <p>A collecting Authority must withdraw a CIL stop notice when the unpaid amount stated in the notice is paid in full</p> <p>A Collecting Authority which withdraws a CIL stop notice must display a notice of withdrawal on the relevant land in place of the CIL stop notice.</p> <p>A stop notice ceases to have effect on the day the collecting authority serves notice of its withdrawal.</p>	<p>The unpaid amount stated in the notice is paid in full to the collecting authority</p> <p>The collecting authority withdraws a CIL stop notice (without prejudice to its power to issue another) by serving written notice to that effect on the persons served with the CIL stop notice.</p>
<p>93. Offence</p>	<p>There is a potential fine of up to £20,000 (or more on indictment – the formal charge or accusation of a serious crime)</p>	<p>A person contravenes the CIL stop notice that has been served upon them; where</p>

CIL ENFORCEMENT POLICY

	<p>An offence may be charged by reference to a day or a longer period of time.</p> <p>A person may be convicted of more than one such offence in relation to the same CIL stop notice by reference to different days or period of time.</p> <p>It is a defence for a person charged with an offence if;</p> <ol style="list-style-type: none"> 1. The CIL stop notice was not served on that person 2. The person did not know, and could not reasonably have been expected to know, of its existence. <p>In determining the amount of the fine the court must have regard in particular to any financial benefit which was accrued or has appeared to accrue to the person convicted in consequence of the offence.</p>	<p>A copy of which has been displayed in accordance with regulation 90(6).</p>
<p>94. Injunctions</p>	<p>In this regulation 'the court' means the High Court or a county court.</p>	<p>The collecting authority may apply to the court for an injunction if it considers it necessary or expedient for any actual apprehended breach of a CIL stop notice to be restrained by injunction.</p> <p>On an application under this regulation the court may grant such an injunction as the court thinks fit for the purpose of restraining the breach.</p>

As a Charging Authority, Horsham District Council ('the Council') must keep a register of all CIL Stop Notices issued. The CIL Regulations 2010 advise that they should be logged on the Local Planning Authorities enforcement and stop notices register, in which the Council's Enforcement Team update under section 188 of the Town and Country Planning Act 1990. All entries to this register must be removed from the register if the notice is withdrawn or quashed.

Recovery of CIL

Collecting authorities have powers to recover unpaid charges that are due using the mechanisms provided in regulations 95-107 that can be used alongside CIL Stop Notices. In cases where the development has been completed, recovery of CIL can still take place independently of a CIL stop notice:

- **96 Reminder Notice** - Prior to putting into action the mechanisms below, the Collecting Authority must serve a reminder notice that states every amount in respect of which the Authority is to make the application. The reminder notice may be served in respect of any amount at any time after it has become due.
- **97 Liability Order** - Following the reminder notice, if the amount is still wholly or partly unpaid the Authority can apply to the Magistrates Court for a Liability Order. This can include if requested, recovering the cost of the application in the same order. The Court must make the liability order if it is satisfied that the amount has become payable by the defendant and has not been paid.
- **98 Distress** - Where a Liability Order has been made the Authority may levy the appropriate amount by distress and sale of goods of the debtor. No person making a distress may seize any clothing, bedding, furniture, household equipment or provisions which are necessary for satisfying the basic needs of the debtor and his family. If, before any goods are seized the outstanding amount is paid or tendered to the Authority, the Authority must accept the amount and proceed with the levy.

- **100 – 101 Commitment to prison** - Where an Authority is unable to recover debts due by way of the charging order or distress the Authority may ask to commit the debtor to prison. This is a very unlikely scenario; however the regulations do offer this mechanism to recover the unpaid levy.
- **103 – 104 Charging Orders** - As an alternative to recovering the debt via distress and where the outstanding debt is greater than £2000 the Authority can ask the Court to serve a charging order to recover the amount of debt owed.
- **107 Enforcement of local land charges** - As an alternative to recovering debt via distress and Charging Orders the Authority can enforce a local land charge if the outstanding amount of CIL due in respect of that development is less than £2000.

Other enforcement provisions

The CIL Regulations 2010 lay out additional guidance for the recovery of CIL in certain scenarios. They also give guidance on the mechanisms for the Collecting Authority to have the power to enter the relevant land relating to the chargeable development through regulations 108 – 111.

- **108 Outstanding liabilities on death** – Where the person liable for CIL is deceased with the chargeable development commenced and CIL liability still outstanding, the deceased's executor or administrator is liable to pay the unpaid amount and any interest, surcharges and costs applied to the unpaid amount.
- **109 Powers of entry** – A person authorised in writing by a Collecting Authority may at any reasonable hour enter the relevant land to verify:
 - A chargeable development has commenced
 - Compliance for an imposed requirement of the Charging Authority has taken place

- The calculation for chargeable amount payable in relation to the chargeable development where Form 5 – Notice of Chargeable Development has been submitted.

CIL can be a complex process and each development site can have its own complications and or nuances which may give rise to instances where the Charging Authority will conduct a site visit to obtain / check information or in order to monitor the development for commencement.

Site visits will normally only be requested if it is not possible for the Charging Authority to issue the relevant notices with the information supplied to them, making a confirmation via site visit a necessity.

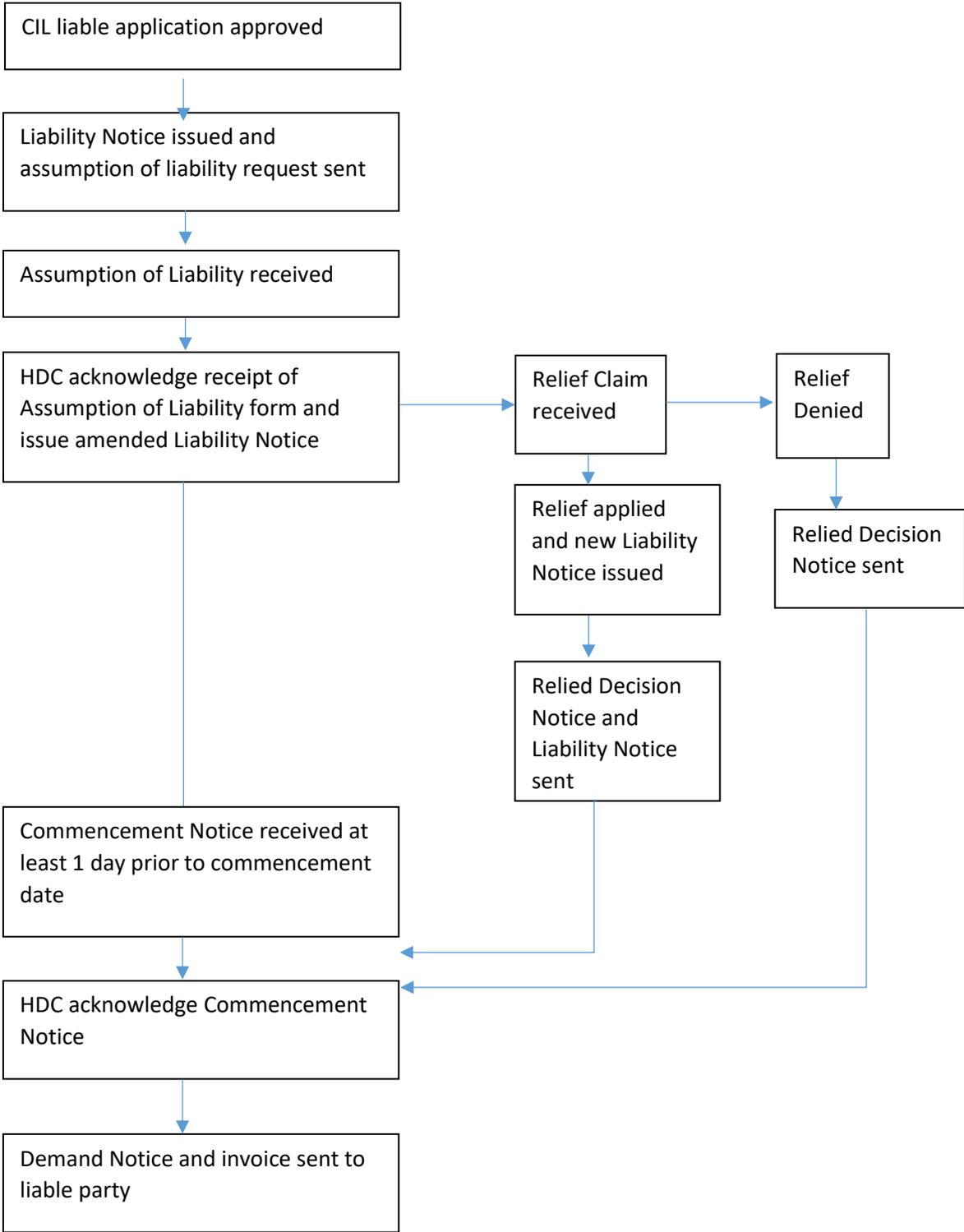
- **110 Offence for supplying false information** – It is an offence for a person, knowingly or recklessly, to supply information which is false or misleading in a material respect to a Collecting Authority in response to a requirement of the CIL regulations. A person guilty of an offence under the CIL regulations is liable on summary conviction to a fine not exceeding £2000 or on conviction or indictment, to imprisonment for a term not exceeding two years or to a fine, or both.
- **111 prosecution of CIL offences** – A Collecting Authority may prosecute proceedings for any offence under the CIL regulations.

Please contact the CIL Team if you have any enquiries arising from this CIL enforcement policy.

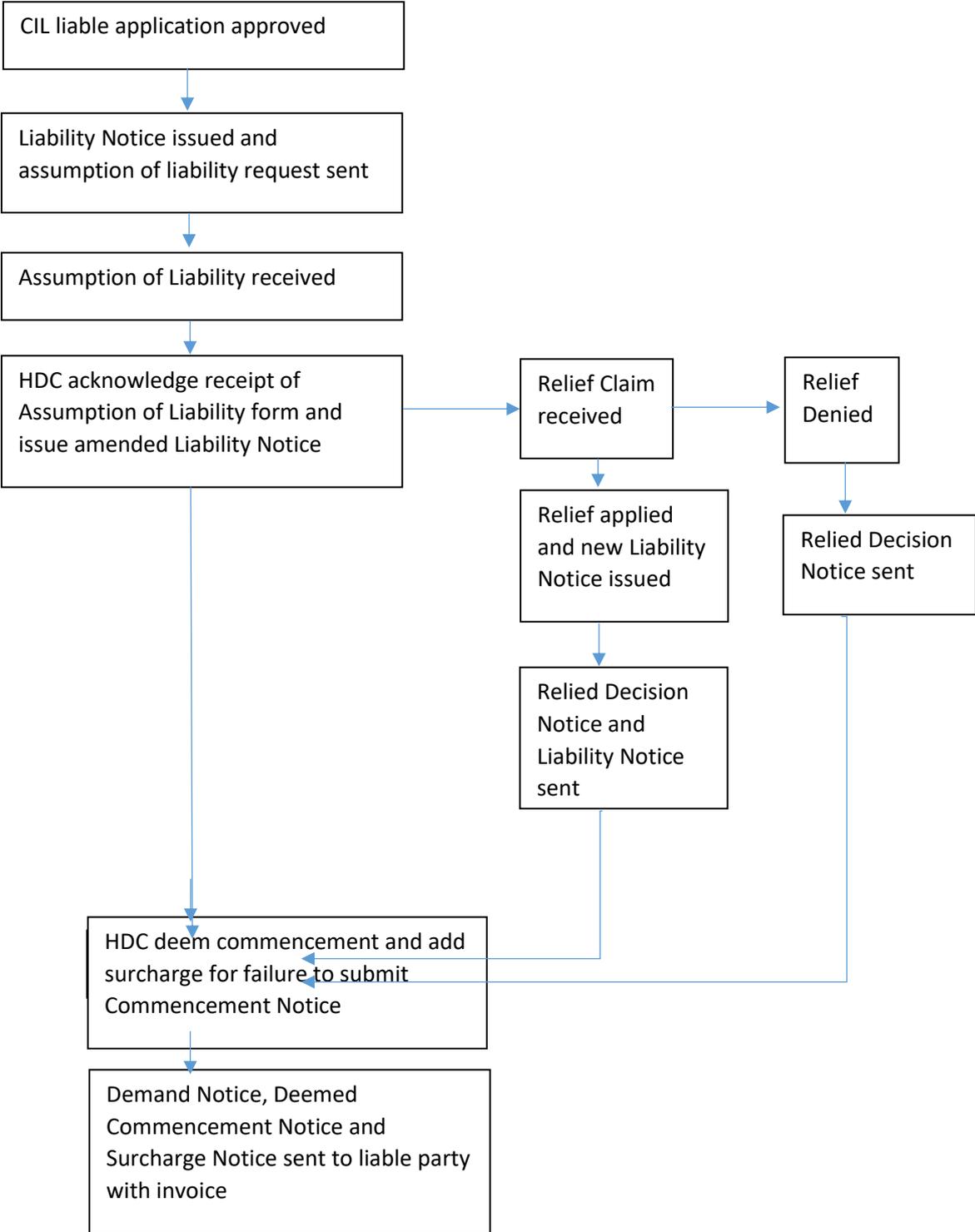
It is possible to appeal against the calculation of CIL and if you believe that the process has not been followed correctly by the Charging Authority. The appeal process is set out in greater detail within the 'Community Infrastructure Levy Appeals Guidance' document.

CIL Process Maps

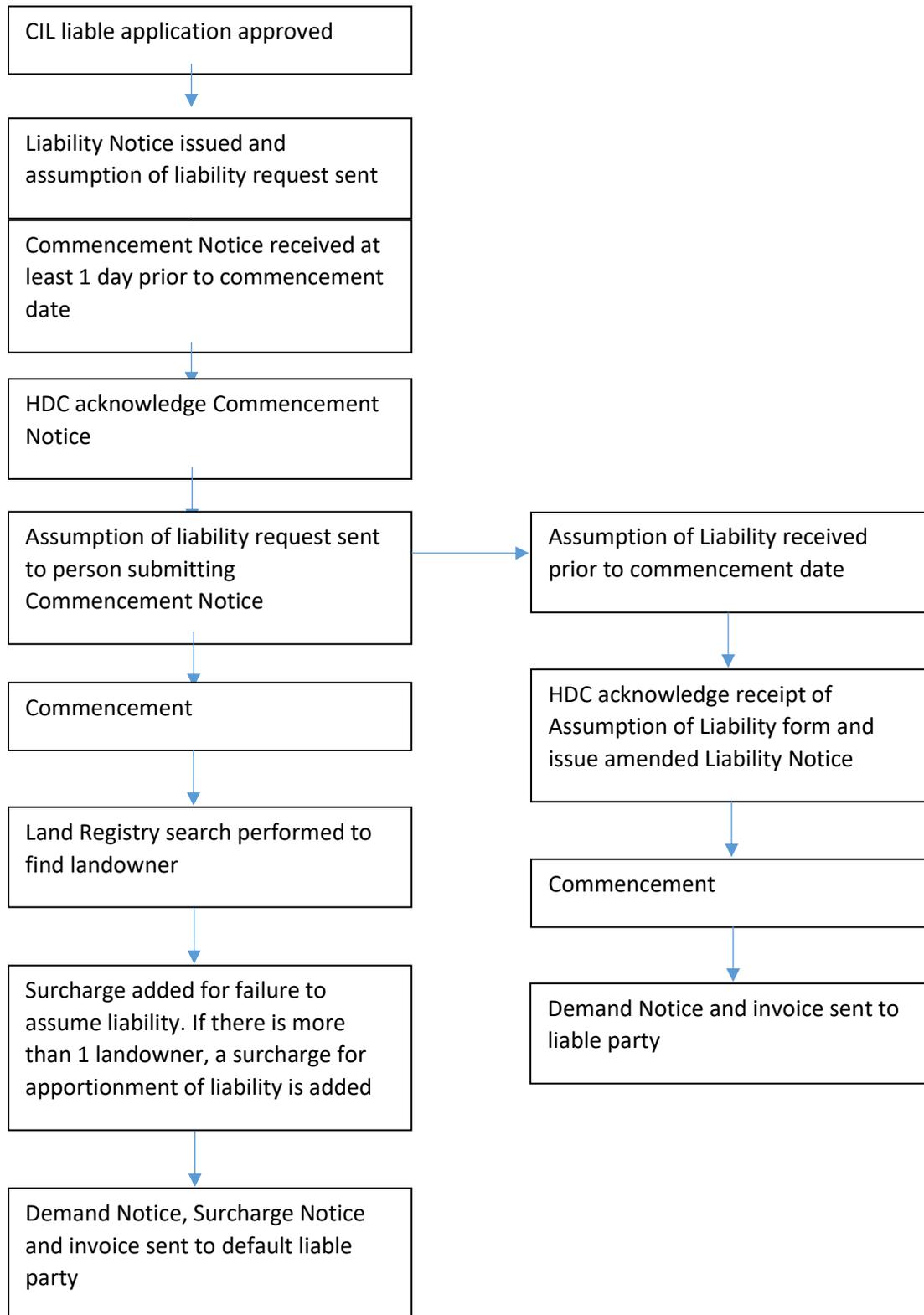
Scenario 1 – An Assumption of Liability form and valid Commencement Notice are submitted.



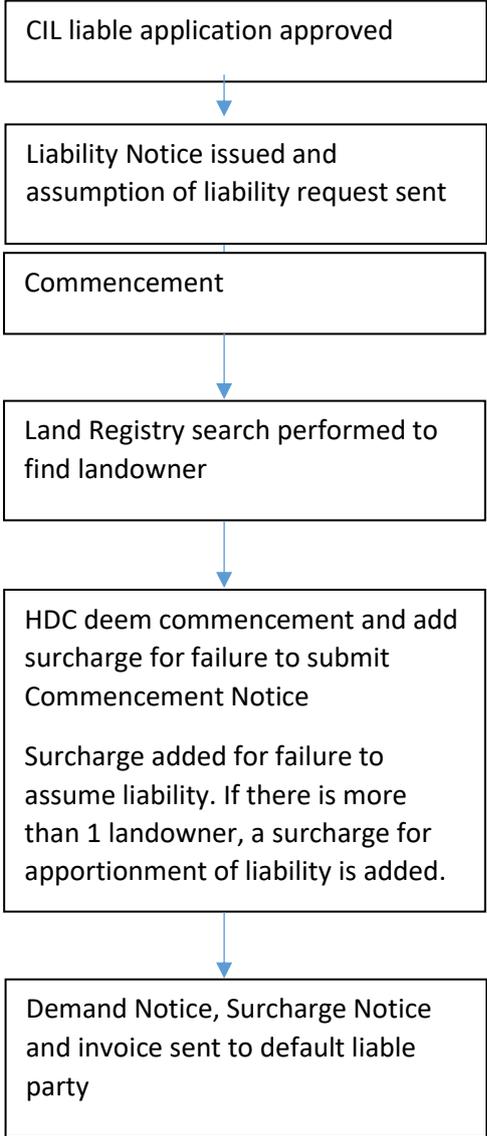
Scenario 2 – An Assumption of Liability form is submitted but no valid Commencement Notice.



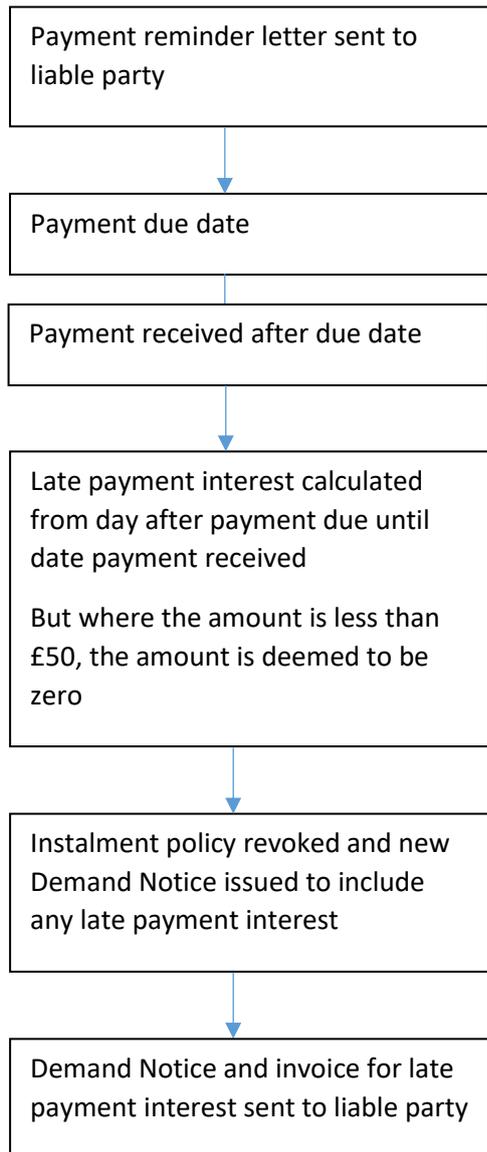
Scenario 3 – Valid Commencement Notice but no Assumption of Liability received.



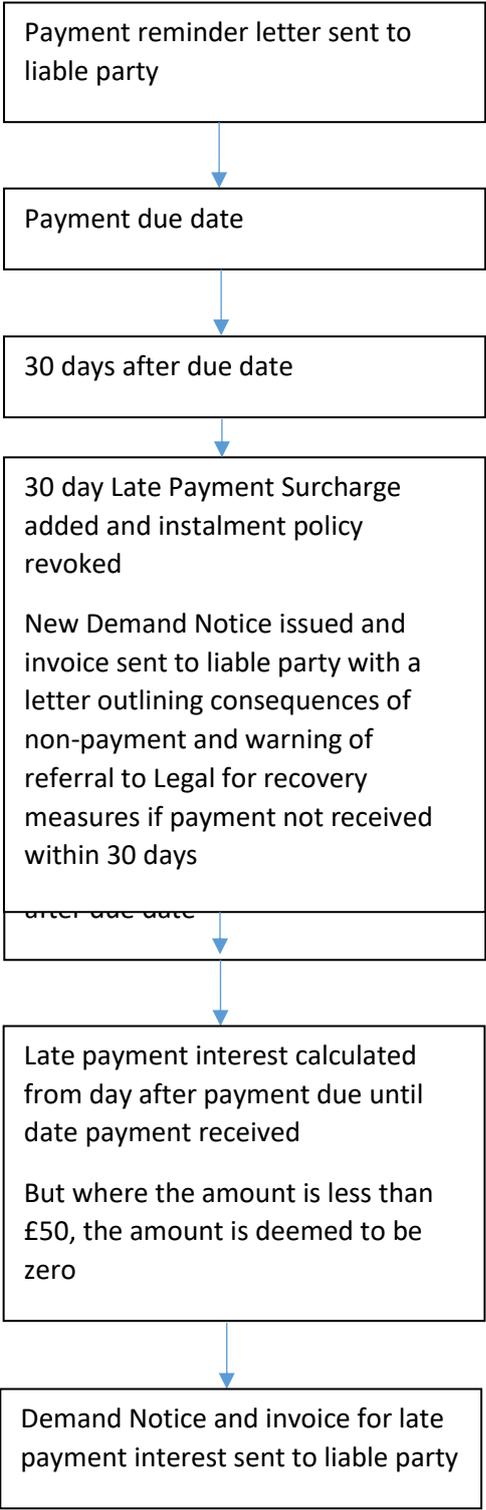
Scenario 4 – No Assumption of Liability or valid Commencement Notice received.



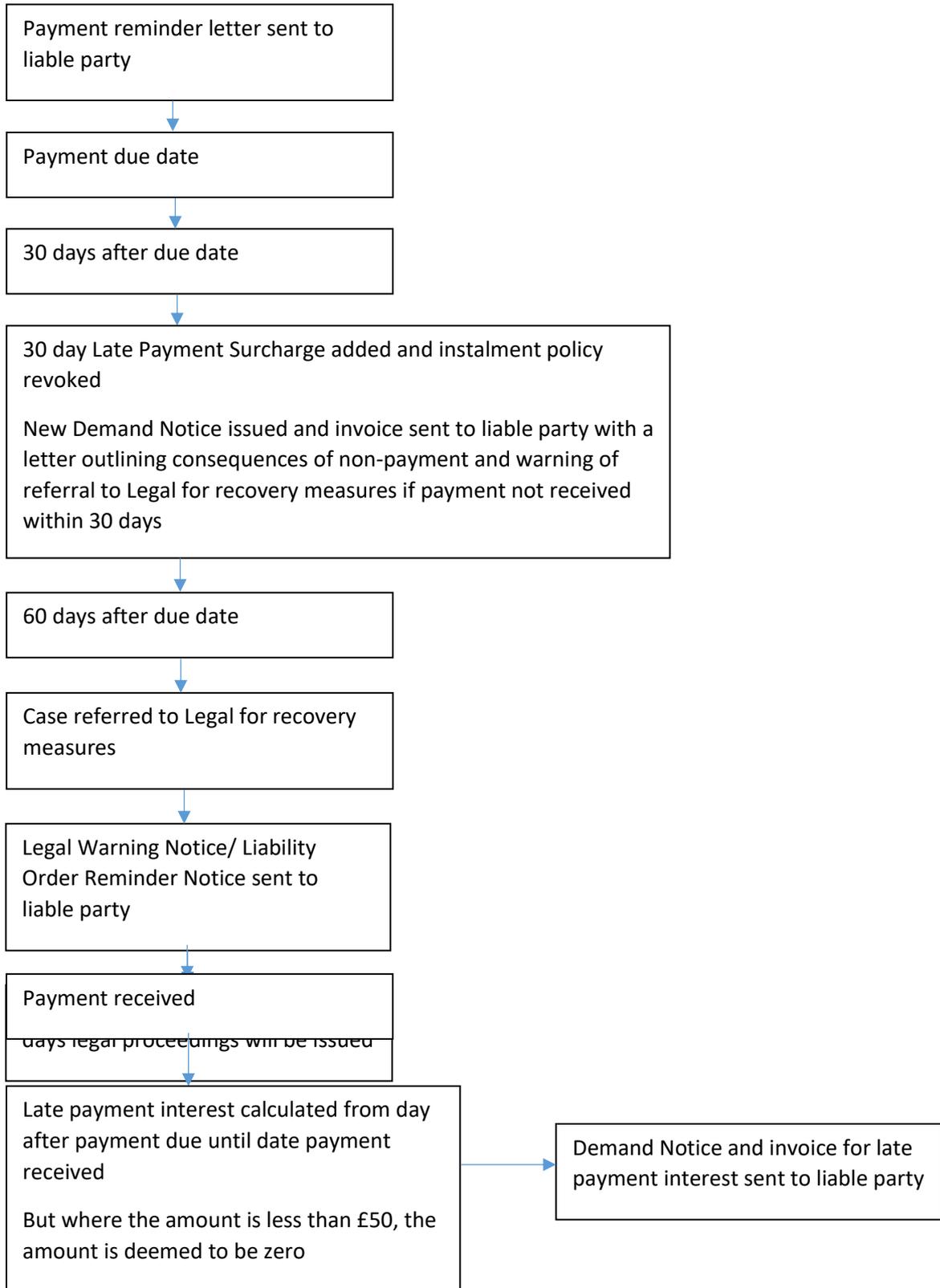
Scenario 5 – Late payment, less than 30 days



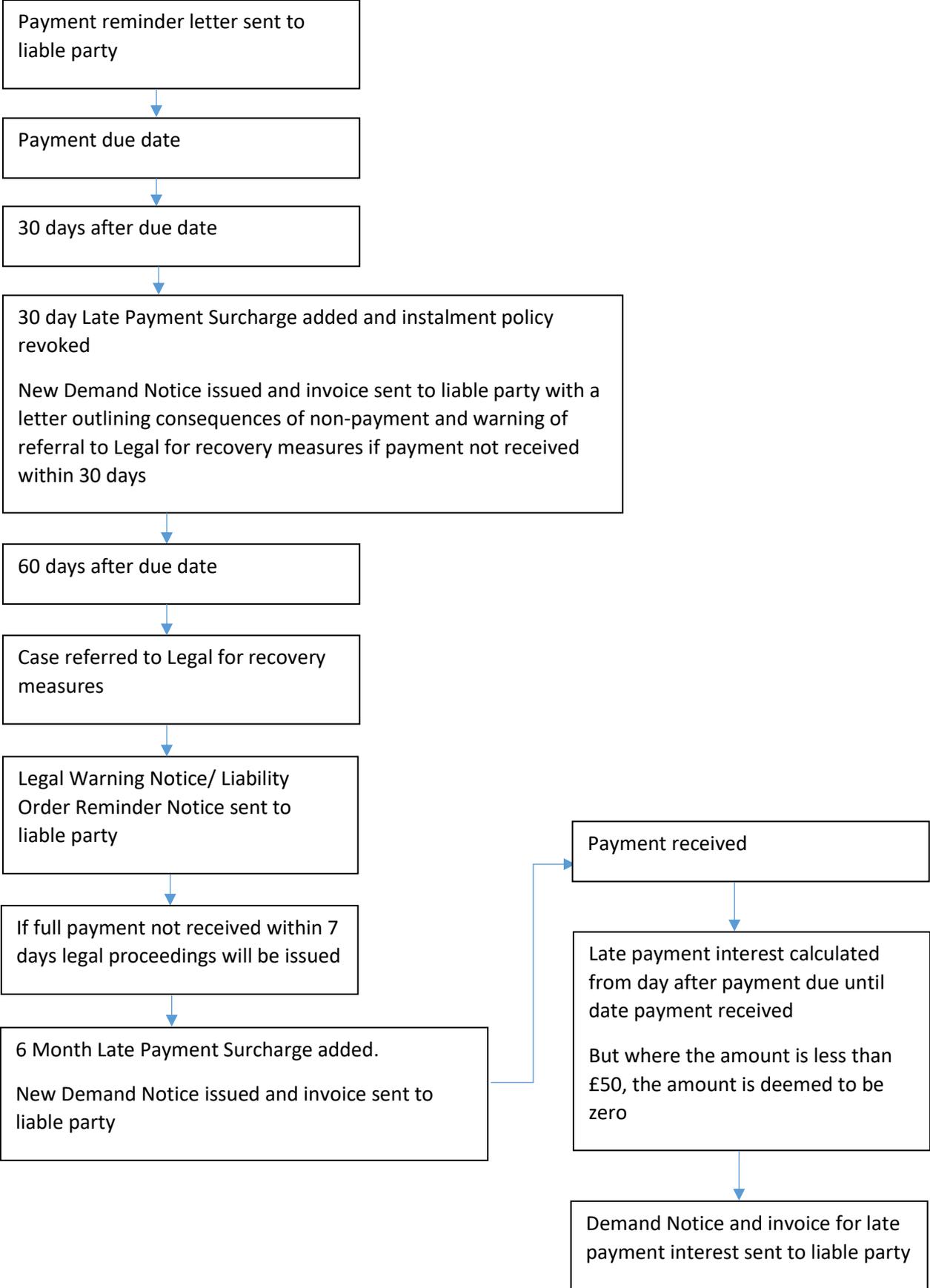
Scenario 6 – Late payment, more than 30 days



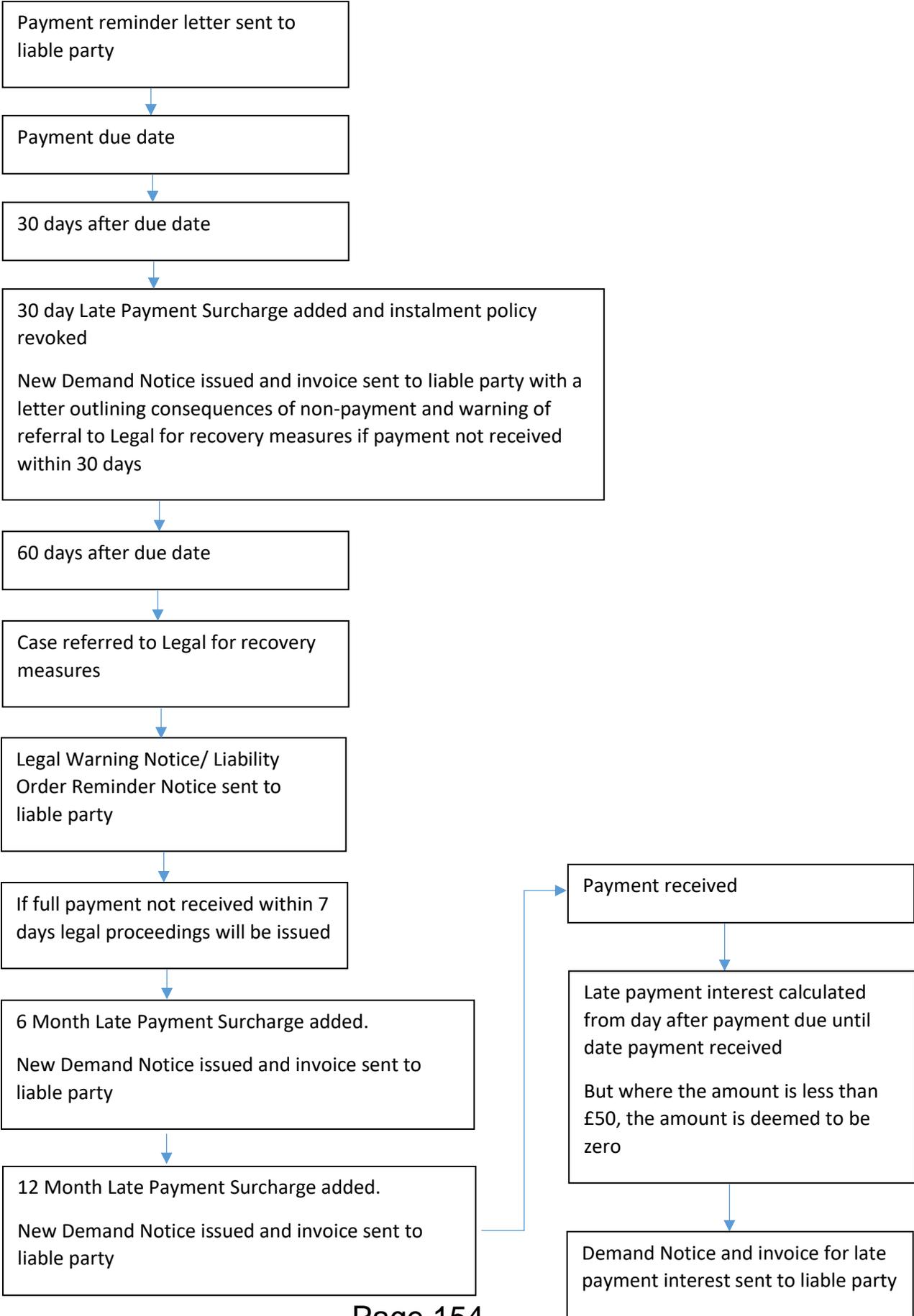
Scenario 7 – Late payment, more than 60 days



Scenario 8 – Late payment, more than 6 months



Scenario 9 – Late payment, more than 12 months



Report to Cabinet

23 September 2021

By the Cabinet Member for Planning and Development

KEY DECISION



Not Exempt

Consultation on Draft Conservation Area Appraisals & Management Plans for London Road and Richmond Road, Horsham and Horsham Town Centre

Executive Summary

The report seeks approval to consult on the draft Conservation Area Appraisals and Management Plans that have been produced for the London Road, Richmond Road and Horsham Town Centre Conservation Areas. They include proposed additions to the current Conservation Area boundaries.

Conservation areas were introduced through the Civic Amenities Act (1967). Section 71 of the Planning (Listed Buildings & Conservation Areas) Act 1990 requires a local planning authority from time to time, to review and protect their conservation areas. Appraisals assessing the character of each area and proposals for their future management should be researched, consulted upon and adopted by a local authority.

These Conservation Area Appraisals provide a basis on which to determine whether any changes should be made to existing Conservation Areas. It is considered that public consultation should be undertaken on the draft Appraisals to take account of local views and knowledge. Once adopted after public consultation, the completed Appraisal will help inform future planning decisions regarding developments within or adjoining the respective Conservation Area. The Conservation Area Appraisal is concluded with a Management Plan. The Management Plan takes forward the issues raised in the Appraisals, identifying means by which the special interest of the Conservation Areas will become self-sustaining into the future.

Recommendations

Cabinet is recommended:

- i) To approve the draft Conservation Area Appraisals and Management Plans, which include proposed boundary changes, for public consultation.
- ii) To approve that the Director of Place in consultation with the Cabinet Member for Planning and Development be given delegated authority to agree minor editorial changes prior to publication.

Reasons for Recommendations

- i) To enable Conservation Area Appraisals and Management Plans to be produced to help guide development in the London Road, Richmond Road and Horsham Town Centre Conservation Areas in Horsham.
- ii) To give the Cabinet Member delegated authority to approve minor changes to the document, without the need for it to be referred back to Cabinet.

Background Papers:

1. Conservation area designation maps (<https://www.horsham.gov.uk/planning/design-and-conservation/conservation-areas/conservation-area-maps>)
 - a. London Road, Horsham – Designated August 1984 – Map published online 8 September 2011
 - b. Richmond Road, Horsham – Designated August 1989 – Map published online 8 September 2011
 - Horsham Town Centre – Designated September 1974 – Map published online 8 September 2011
2. Draft Conservation Area Appraisal and Management Plan for London Road (September 2021) – See Appendix 1
3. Draft Conservation Area Appraisal and Management Plan for Richmond Road (September 2021) – See Appendix 2
4. Draft Conservation Area Appraisal and Management Plan for Horsham Town Centre (September 2021) – See Appendix 3

Wards affected: Denne and Holbrook West

Contact: Catherine Howe, Head of Strategic Planning 01403 215505

Background Information

1 Introduction and Background

- 1.1 There are 37 designated Conservation Areas in Horsham District. There is a Conservation Area map for each Conservation Area which identifies the designation boundaries. In Horsham District, only nine Conservation Areas have an adopted appraisal. The Council has started a rolling programme of producing Conservation Area Appraisals and Management Plans.
- 1.2 Without appraisals setting out the significance of each Conservation Area, there is a lack of up-to-date information to inform and support Horsham District Council in managing change positively in the remaining 28 conservation areas. The Conservation Areas of Horsham Town Centre, London Road and Richmond Road, Horsham have been identified as experiencing pressure for development, and a Conservation Area appraisal has been undertaken in accordance with current best practice as described in Historic England's document, *Conservation Area Designation, Appraisal and Management*, Historic England Advice Note 1 (2016). **Map 1** shows the locations of the existing Conservation Areas
- 1.3 This report sets out the detail of the three draft Conservation Area Appraisal Documents, which it is proposed be published for a period of consultation to seek the views of the local community.

2 Relevant Council policy

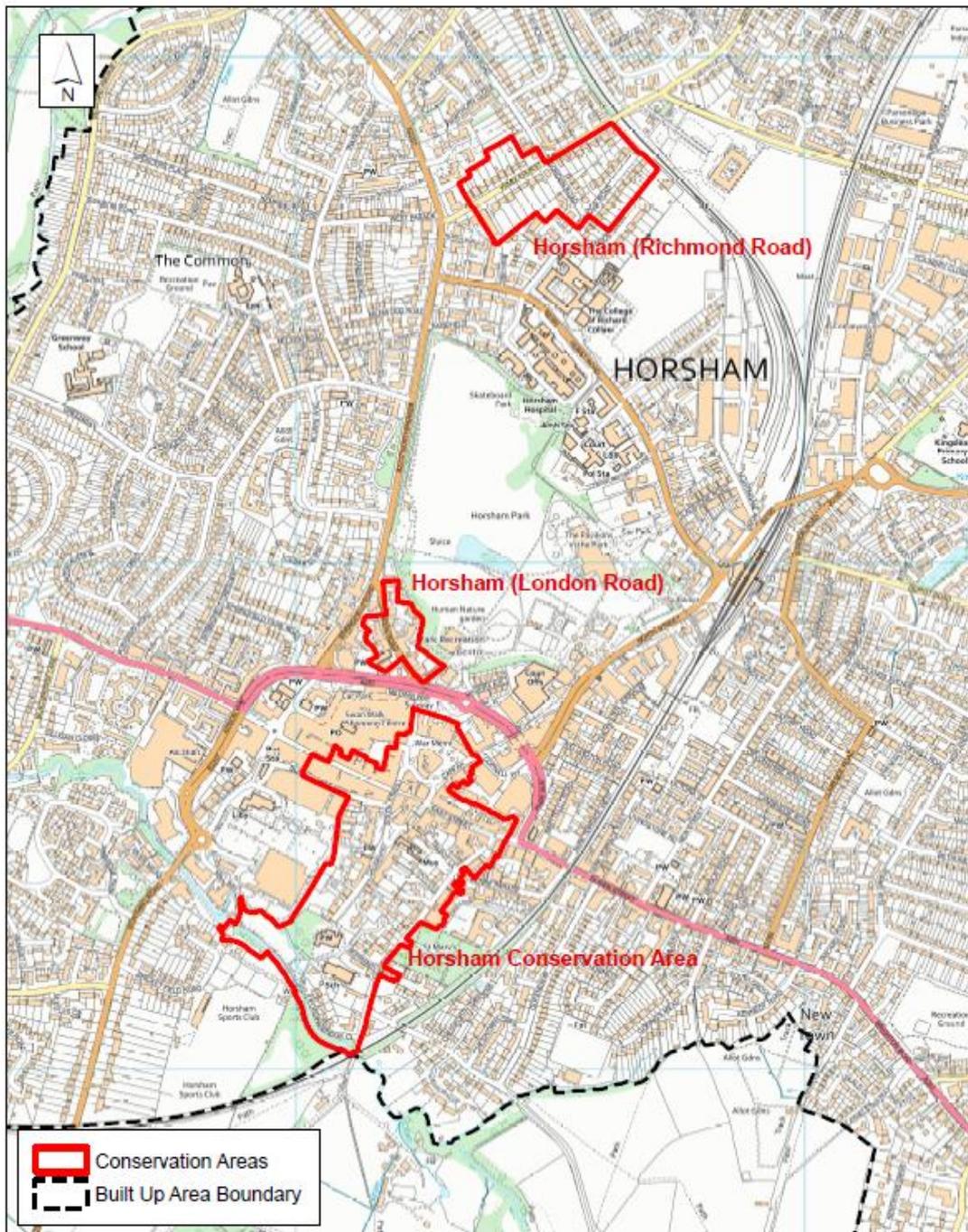
- 2.1 The Horsham District Planning Framework (HDPF) is the relevant plan that sets out how growth and development will take place in the District in the period to 2031. Policy 34 "Cultural and Heritage Assets" sets how the Council will deal with proposals affecting cultural and heritage assets in the District. These appraisals, once adopted, will be used along with Policy 34 where relevant to help determine planning applications. The Council is currently preparing a new Local Plan for the period 2021 – 2038. The emerging Local Plan policy will retain the provisions of the existing policy ensuring that development in conservation areas is consistent with the special character of those areas.

3 Details

- 3.1 The three draft Conservation Area Appraisals set out background information and details of the historic development of the three areas. They include details of their setting. They look at the townscape and historic environment of each locality and describe the key features of each Conservation Area. The appraisals look in turn at each of the character areas that have been identified for each location. There is a section on views and negative elements of each Conservation Area. There is also a draft Management Plan included with each Conservation Area Appraisal. Two appendices are included with each document: a gazetteer of listed and locally listed buildings within each Conservation Area and a glossary of terms.

The following paragraphs include a summary of the details of the three draft Character Area Appraisals and Management Plans. The full text of each document is set out in Appendix 1- 3 of this report.

Map 1 Horsham Conservation Areas



Horsham District Council
 Parkside, Chart Way, Horsham
 West Sussex RH12 1RL
 Barbara Childs : Director of Place

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**Conservation Areas
 HORSHAM**

Reference No :
 Date: 26/08/2021
 Drawing No :

Scale : 1:10,000 at A4
 Revisions :

London Road, Horsham

- 3.2 The London Road Conservation Area was designated in August 1984. Since then, the Conservation Area has not been reviewed by means of a Conservation Area Appraisal.
- 3.3 The draft London Road Conservation Area Appraisal comprises three main sections, plus appendices.
- 3.4 The Conservation Area Appraisal notes that at the time of the original designation of the Conservation Area in August 1984, the Conservation Area contained concentrations of historic buildings and landforms that helped to define its special character.
- 3.5 The review has drawn a number of conclusions:
- i) Over the last 40 years, the guidance concerning the assessment of heritage significance and value ascribed to late 19th century and 20th century architecture has evolved.
 - ii) It is important that design is properly informed by an appreciation of prevailing character and setting sensitivity.
 - iii) Due to the location of the West Point building at the entrance to the Conservation Area, and its design as a key focal point building it is considered that the Conservation Area should be extended. The inclusion of Park Lodge up to its boundary with Horsham Park is considered to be consistent with the evolution and character of the Conservation Area and would enhance the specific character of the Conservation Area.
 - iv) **Map 2** on page 6 illustrates both the current Conservation Area boundaries for London Road and the proposed extensions. The draft Appraisal proposes London Road as having one continuous Conservation Area, with a single character area.

- 3.6 Part 1 of the draft Conservation Area Appraisal sets includes a brief historic development summary for the area, as well as details of townscape, views, character areas and Conservation Area setting. Part 2 focuses on the draft Management Plan. The draft Management Plan offers guidance on how works to the historic built environment, new development and the works affecting the “Environment and Public Realm” should be carried out.
- 3.7 Appendix 4 of the draft Conservation Area Appraisal sets out details of the proposed changes to the current Conservation Area boundary (repeated for clarity in **Map 2** of the London Road Conservation Area on page 6 above). There is one proposed change to the current boundary (shown purple on **Map 2**); this is proposed as an addition to the current boundary. No removals are considered necessary.
- a) The inclusion of West Point and Park Lodge, as this area is judged to be an important contributor to the local character and appearance of the Conservation Area.

Richmond Road, Horsham

- 3.8 Richmond Road Conservation Area was designated in 1989. Since then, the Conservation Area has not been reviewed.
- 3.9 The draft Richmond Road Conservation Area Appraisal follows the same format as the London Road Appraisal. Part 1 of the draft Appraisal for Richmond Road sets out a discussion of the historic development summary for the area, as well as details of townscape, views, character areas and Conservation Area setting. Part 2 focuses on the draft Management Plan. The draft Management Plan offers guidance on how works to the historic built environment, new development and the works affecting the “Environment and Public Realm” should be carried out.
- 3.10 The Appraisal has drawn the following conclusions:
- i) Over the last 40 years, the guidance concerning the assessment of heritage significance and value ascribed to late 19th century and 20th century architecture has evolved.
 - ii) It is important that design is properly informed by an appreciation of prevailing character and setting sensitivity.
 - iii) It is proposed that the Conservation Area is extended to include the Victorian properties of 84 – 88 Hurst Road, 3 Richmond Road and the roadside pavement, trees and walls of Richmond Road between the junction with Hurst Road and the existing Conservation Area.

The proposed extension to the Conservation Area reflects the evolution of the understanding of the Conservation Area and its setting. The land identified contains buildings, and boundary treatments which contribute to the depth and richness of form within the Conservation Area and share many recognisable features with the properties within the Conservation Area creating a linked and identifiable sense of place.

- 3.11 **Map 3** on page 9 identifies the existing Conservation Area boundary of Richmond Road. It also identifies areas where this boundary is proposed to be extended within a new revised Conservation Area boundary.

Map 3 Richmond Road – Current Conservation Area and 1 Proposed Extension to the Conservation Area



Horsham District Council
 Parkside, Chart Way, Horsham
 West Sussex RH12 1RL

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Proposed Extension to Richmond Road Conservation Area			
Reference No :	Date : 15/06/2021	Scale : 1:2,500 (at A4)	
Drawing No :	Drawn :	Checked :	Revisions : 28/09/2020

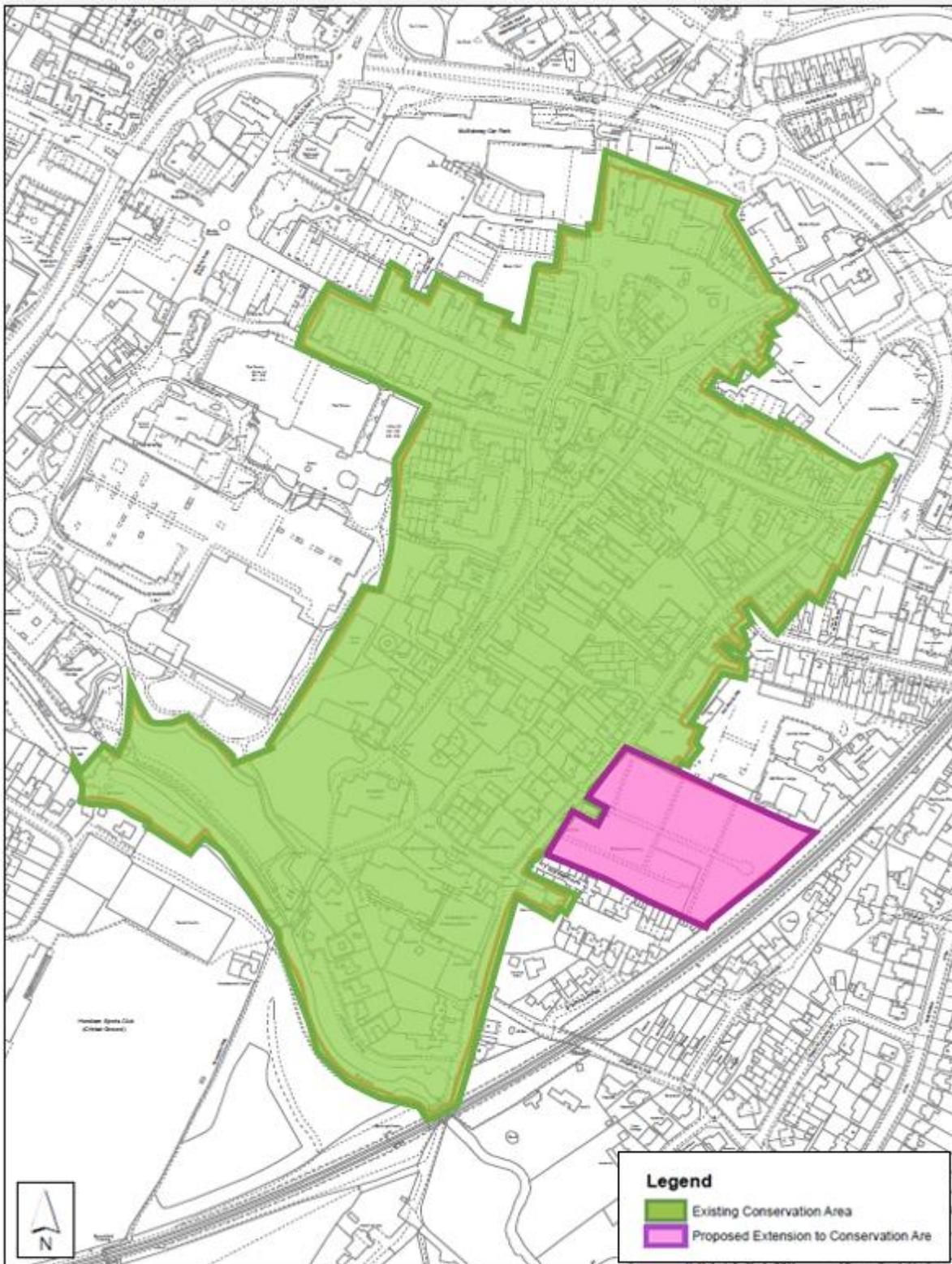
Horsham Town Centre

- 3.12 Horsham Town Centre Conservation Area was originally designated in 1972. It has been reviewed and extended four times in 1987, 1992, 1999 and 2001.
- 3.13 The draft Horsham Town Centre Conservation Area Appraisal again follows the same format as the London Road and Richmond Road Conservation Area Appraisals described above. Part 1 of the draft Appraisal for Horsham Town Centre sets out a discussion of the historic development summary for the area, as well as details of townscape, views, character areas and Conservation Area setting. Part 2 focuses on the draft Management Plan. The draft Management Plan offers guidance on how works to the historic built environment, new development and the works affecting the “Environment and Public Realm” should be carried out.
- 3.14 The Appraisal has drawn the following conclusions:
- i) Over the last 40 years, the guidance concerning the assessment of heritage significance and value ascribed to late 19th century and 20th century architecture has evolved.
 - ii) It is important that design is properly informed by an appreciation of prevailing character and setting sensitivity.
 - i) It is proposed that the Conservation Area is extended to include St Marys Cemetery.

The proposed extension to the Conservation Area reflects the evolution of the understanding of the Conservation Area and its setting. The Cemetery forms an important green fringe to the Conservation Area and informs an understanding of the context of the Lodge Building, lych gate and boundary wall.

- 3.15 **Map 4** below on page 11 identifies the existing Conservation Area boundary of Horsham Town Centre. It also identifies areas where this boundary is proposed to be extended within a new revised Conservation Area boundary.

Map 4 Horsham Town Centre – Current Conservation Area and 1 Proposed Extension to the Conservation Area



Horsham District Council
 Parkside, Chart Way, Horsham
 West Sussex RH12 3RL

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Horsham Conservation Area with the addition of the cemetery on Denne Road			
Reference No :	Date : 23/08/2021	Scale : 1: 2,500 (at A3)	
Drawing No :	Drawn :	Checked :	Revisions :

4 Next Steps

- 4.1 The Conservation Area Appraisals and Management Plans, once adopted, will help inform future planning decisions regarding developments within or adjoining the Conservation Areas. More detail on the next steps are set out in paragraphs 6.1, 6.2 and 6.3 below.

5 Views of the Policy Development Advisory Group

- 5.1 The proposed draft Conservation Area Appraisals were discussed at the Policy Development Advisory Group (PDAG) on 13 September 2021.

6. Consultation

- 6.1 As part of the appraisal process questionnaires were sent to the relevant Neighbourhood Councils to assist in an understanding of their Conservation Areas. A walk with representatives of the Richmond Road Conservation Area was undertaken in March 2021. The relevant Local Members have been notified of the proposed amendments to the Conservation Areas. If it is agreed to go out to consultation on the draft Conservation Area Appraisals, it is intended to update the relevant Local Members, Neighbourhood Councils and inform the Horsham Society of the forthcoming (2021) public consultations on the proposed changes to the Conservation Area boundaries and draft appraisals and management plans.
- 6.2 It is anticipated that following Cabinet, a five week public consultation will be held between the 7 October 2021 and 11 November 2021 on the proposed alterations to the existing Conservation Area boundaries. A notice will be placed in the local paper and letters sent to all addresses within the Conservation Area's to advise residents and businesses of the consultation for the proposed Conservation Area Appraisals, and how they can be viewed. An email address and postal address will be provided to enable feedback. The documents will be placed in Horsham Library, and published on the Horsham District Council website.
- 6.3 Following the public consultation exercise, a report summarising the responses and the council's proposed response in light of feedback will be prepared and presented to Cabinet in due course. This will include a proposal to adopt the Conservation Area Appraisals and Management Plans as guidance for planning officers to assist in the determination of planning applications in the relevant areas.

Other Courses of Action Considered but Rejected

- 6.3 The option of not producing draft Conservation Area Appraisals and Management Plans was considered but it was decided that the development pressures on these sensitive locations was too great not to produce the conservation guidance and attempt to control development to a greater extent. It is also a duty of local authorities under the Planning (Listed Buildings and Conservation Areas) Act 1990 to formulate and publish proposals for parts of their area which are Conservation Areas.

7 Resource Consequences

- 7.1 The cost of consultations will be met from within the existing budgets and will largely consist of officer time.

8 Legal Consequences

- 8.1 Section 71(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that "It shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas." It is considered that the contents of this report are consistent with the statutory duty referred to above.

9 Risk Assessment

- 9.1 Updating the existing Conservation Areas will reduce the risk of challenge to decisions made on planning applications in these areas. In addition, the review and updated information will give both applicants and officers in Development Management improved information to develop and assess proposals, resulting in higher quality development.

10 Procurement implications

- 10.1 There are no procurement implications which arise from the publication for consultation of the Conservation Area Appraisals and Management Plans.

11 Equalities and Human Rights implications / Public Sector Equality Duty

Equality and Diversity Implications

- 11.1 The publication of the draft Conservation Area Appraisal's and Management Plans are not expected to have any adverse impact on people with protected characteristics under the Equality Act 2010. It is not considered that the Conservation Area Appraisals or their policies will have any direct impacts on gender reassignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

Human Rights

- 11.2 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 would be relevant in consideration of planning applications within the Conservation Area. Consideration of Human rights would form part of any planning assessment.

12 Environmental Implications

- 12.1 If adopted, the Conservation area appraisals main focus is to provide guidance in protecting the historic environment but also indirectly delivers on the environmental objectives embedded in the Corporate Plan such as protecting and enhancing air quality, the quality of places we work and live, protecting existing habitats and green infrastructure. It is considered that these policies will help to protect and enhance the local environment of each Conservation Area in relation to planning matters.

13 Other Considerations

- 13.1 It is not considered that the publication of the draft Conservation Area Appraisal's and Management Plans will have any further additional impacts including those in relation to GDPR/Data Protection or Crime & Disorder.

Appendix 1 Draft Conservation Area Appraisal and Management Plan for London Road,
Horsham (September 2021)

Appendix 2 Draft Conservation Area Appraisal and Management Plan for Richmond Road (September 2021)

Appendix 3 Draft Conservation Area Appraisal and Management Plan for Horsham
Town Centre (September 2021)

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Report to Cabinet

23 September 2021

By the Cabinet Member for Leisure and Culture



**Horsham
District
Council**

DECISION REQUIRED

Partially exempt

Appendix 1 exempt under Paragraph 3 of Part 1 of the Schedule 12A to the Local Government Act 1972

Tender of the Council's contract for grounds maintenance

Executive Summary

The current grounds maintenance contract expires on 31 January 2022. To ensure a smooth transition, the new contract will be in place to start on 1 February 2022. A procurement process has been undertaken and a number of bids were received, as detailed in Appendix 1 (exempt).

The aims of the new contract are:

- To support the aims in the Wilder Horsham District initiative ensuring that the environment is protected and wildlife habitats are enhanced.
- To contribute towards the council's sustainability and carbon-reduction ambitions, as detailed in the Corporate Plan.
- To deliver effective grounds maintenance services for the District and to ensure value for money.

The Grounds Maintenance contract will manage approximately 120ha of land, across 235 sites. The scope of the contract includes both planned and reactive work:

- Grass cutting
- Hedge trimming
- Shrub beds and perennial planting
- Floral displays
- Bin emptying and litter collection at key sites
- Football pitches
- Ditch Clearance
- Weed control
- Minor works

The new contract will be in place for a period of seven years, with the ability to extend up to a maximum of a further seven years (a total of 14 years). The contract period will align with the arboriculture contract, should it be of value to combine the two contracts in the future.

The new contract ensures that the Council continues to provide high standards of grounds maintenance alongside a commitment to sustainable practices and reduction in carbon emissions.

To ensure the Council delivers an effective, value for money service, additional aspects have been included within the new contract that are currently delivered either by the Council's in-house team or via several smaller contracts. Financial details are included within Appendix 1 (exempt). Additional elements consist of the grounds maintenance of the open and closed cemeteries, litter collection and bin emptying at key sites as well as minor works including the installation and maintenance of paths, fencing, boardwalks, street furniture etc.

The current grounds maintenance contractor also provides additional services on a reactive basis that are not contained within the core contract. The majority of these additional services have now been included in the new contract to minimise additional, unexpected costs and to ensure the best value over the lifetime of the contract.

All additions into the new contract are cost-neutral to the Council. Where appropriate, in-house staff will be TUPE transferred (Transfer of Undertakings Protection of Employment regulations) to the resulting contractor and no additional, separate, minor works contracts will be sought in the future.

Recommendations

Cabinet is recommended:

- i) To approve the award of the grounds maintenance contract to the highest scoring bidder, on the terms recommended, as detailed in Appendix 1 (exempt).
- ii) To delegate authority to the Director of Community Services in consultation with the Head of Legal & Democratic Services to finalise terms and conditions and to enter into the contract with the highest scoring bidder.

Reasons for Recommendations

For the Council to continue to carry out grounds maintenance services across the parks and countryside portfolio.

Background Papers

None

Wards affected: All

Contact: Vicky Wise, Head of Leisure and Culture

Vicky.wise@horsham.gov.uk

07887 824 675

Background Information

1 Introduction and Background

- 1.1 The Council has an extensive green space portfolio spread throughout the district. A current contract is in place to deliver grounds maintenance services.
- 1.2 The current contract's initial term was for seven years, ending 31 December 2020, with an option to extend for a further period. On 4 June 2020, Cabinet approved a short-term extension to this contract to enable procurement of the new grounds maintenance contract. The current contract therefore now ends on 31 January 2022 and the new contract will be in place from 1 February 2022.
- 1.3 A procurement process has been undertaken for the new grounds maintenance contract and six bids were received, details within Appendix 1 (exempt).
- 1.4 The grounds maintenance services to be carried out within the contract include: grass cutting, hedge trimming, shrub beds and perennial planting, floral displays in the town centre, bin emptying and litter collection at key sites, marking and drainage of football pitches, ditch clearance and weed control.
- 1.5 The decision as to whether to continue outsourcing the grounds maintenance services via a contract was reviewed. The benefits to the Council in retaining a contracted service include financial efficiencies due to the market's greater buying power, the ability for scaling up and down (which is particularly important with seasonal pressures on the open spaces), broader knowledge of a specialist market and easy access to technical knowledge and advice.
- 1.6 Before advertising the contract for tender, the Council's procurement team arranged a market engagement day to gauge interest and to help the Council to gather market information to inform the development of the specification. There was strong interest in the contract and 11 potential contractors attended, providing feedback on how to package the contract to appeal to the market, which encourages competitive tendering. The arboriculture contract and additional possible services that could potentially be included within the two contracts were also explored with the market. This was to gain an understanding as to whether there were additional opportunities for increased efficiencies and value for the Council.
- 1.7 The market also advised on how the contract could support the Council to achieve its carbon reduction and sustainability ambitions. Discussions included realistic timescales for aspects such as electric equipment, vehicles and machinery, where the market was reducing emissions already and plans for the next few years, as well as elements such as weed control innovations, approaches to improving biodiversity and sustainable planting.
- 1.8 The optimum length of contract was explored with the market – to ensure financial value to the Council, attractiveness to the market (to encourage a competitive tender) and to allow for depreciation of vehicles and machinery (particularly looking at how this could aid reduction in emissions). The feedback from the market was that a contract with a minimum term of five years (plus an extension of another five years) would be attractive but to gain the best value a seven year term (plus an

extension of another seven years) would be preferable and likely to attract the most competitive pricing. The market also explained that many pieces of equipment and smaller vehicles were able to switch immediately to electric power. However, larger machinery and vehicles were not currently commercially viable as electric and it was unlikely that this would be in place at the beginning of the contract term.

- 1.9 As detailed to Cabinet on 4 June 2020, a potential opportunity to align the arboriculture and grounds maintenance contracts was identified. This was explored in detail during the market engagement day. The market's responses showed that it would be advantageous to the Council to retain the arboriculture contract separately due to the specialist nature of the work. This would continue to ensure quality and close control of outcomes. Moving forward, the contract end dates for both contracts will align to enable them to be combined in the future, if needed.
- 1.10 Various ratios of differing percentages for the evaluation of price versus quality were modelled. Due to the impact of the Covid-19 pandemic and uncertainties regarding pricing within all commercial markets, a potential risk was identified as the market potentially returning bids at a much higher rate. The balance in evaluation criteria was therefore set at 60% weighting for price and 40% weighting for quality. This weighting was to encourage competitive pricing but also highlighting to the market that evaluation of quality was also of high importance to the Council.

2 Relevant Council policy

- 2.1 The Corporate Plan supports the aims of the grounds maintenance contract in order to provide 'a cared for environment' for the District. Including: (4.1.3) work with partners towards becoming a carbon neutral District; (4.1.8) improve the ecology, wildlife and biodiversity of our parks, open spaces and countryside.
- 2.2 The delivery of the grounds maintenance service through a single provider supports the objective in the Corporate Plan of being 'a modern and flexible council' and delivering services in an efficient and cost effective manner. Including: (5.3) The Council continues to provide the quality, value for money services that people need throughout the 2020s.

3 Details

Tender documentation

- 3.1 Officers prepared a comprehensive set of tender documentation. Key objectives included:
 - A collaborative long-term relationship to the mutual benefit of both parties.
 - Continuous improvements in service provision, sustainable practices, quality and cost control.
 - A focus on biodiversity and reduction in carbon emissions across the Contract term.
 - Value for money over the life of the Contract through a partnership approach, with an open and transparent approach to operating the Contract.
 - An excellent responsive service to the Client and other stakeholders.

- The use of technology to support effective service delivery and quality management.
- An experienced and effective management team to successfully provide the full range of services listed.
- Continuity of services including a seamless transfer.
- Effective management of the workforce and sub-contractors as appropriate to deliver the Services.

3.2 All expected tasks were listed, along with detailed specifications, locations, associated technical mapping, measurable outcomes, frequencies etc. For tasks that were more reactive and infrequent by nature, a sample range of typical work scenarios (such as installation or maintenance of a fence), were provided which could be priced by the contractors. This formed a basis for the financial evaluation of the tender submissions.

3.3 A set of quality questions were also prepared which allowed the bidders to demonstrate their approach to a number of relevant issues, such as their experience of similar contracts, delivery mechanisms, mobilisation, health and safety, operational management and resources, quality and performance management, sustainability and social value outcomes, partnership working and effective communication. Contractors were allowed a substantial word count in order to give comprehensive replies to these questions which could then be evaluated with a scoring mechanism.

3.4 The tender documentation was uploaded onto the Council's e-tendering procurement portal and advertised on Find a Tender Service and Contracts Finder. In addition to the evaluation methodology, the tender documentation included contract documentation in an approved form. This process ensures that all contractors are supplied with identical information and understand the nature of the contract that they will be expected to enter into.

3.5 During the tender preparation process a number of contractors raised clarification questions, which were answered. All clarification information was shared with all bidders through the procurement portal.

3.6 At the tender return date, the Council received six bids, the details of which are included in Appendix 1 (exempt).

Evaluation of submitted bids

3.7 The qualitative element of the tenders were reviewed and assessed by four officers. These officers individually scored the submissions and then met as a panel to agree moderated scores. The moderation discussion was chaired and overseen by the Procurement Manager and was supported by a Procurement Officer. There was a full discussion on the merits of the answers provided by the bidders and minutes were taken by the procurement team. A set of moderated scores and comments were agreed.

3.8 An analysis of the financial assessment was undertaken by officers from procurement at the same time as the qualitative analysis. This work was undertaken independently and the results were not shared with the qualitative team until the moderation exercise had been completed.

- 3.9 Interviews were then held with the top three highest scoring bidders. The contractors all gave short presentations regarding agreed aspects of their submissions. All bidders were asked the same set of questions to provide officers with further detail. The qualitative team of officers and procurement team were all in attendance at the interviews. A discussion was held between officers and the procurement team after each interview to confirm whether any information provided by each bidder affected the previously moderated qualitative scores. The outcome was that all officers agreed there was no change to the originally moderated scores and evaluation.
- 3.10 On completion of this process an analysis of the total scores was undertaken and a winning bid identified. Due diligence checks have been made on the preferred bidder specifically in relation to their financial stability and insurances. The details of the preferred bidder are included in Appendix 1.

Additional services to be included within the contract

- 3.11 Council staff currently deliver the grass cutting and hedge trimming services at the Council-owned cemeteries. These grounds maintenance services will be included within the new contract to maximise efficiencies and ensure that the grounds maintenance is consistent across all sites. All sensitive aspects of the open cemetery will be retained in-house including digging of graves, liaising with the public and funeral directors.
- 3.12 Minor works, for example the installation or maintenance of fencing, paths, street furniture and boardwalks is currently delivered through a variety of smaller contracts. All minor works will be included within the new contract and if there is the need for any sub-contracting to deliver these works, it is specified that local SME's should be prioritised.
- 3.13 Council staff currently carry out the emptying of bins and litter picking at Horsham Park and Southwater Country Park. These tasks are included within the new contract. This will enable the Council staff to prioritise their time delivering more specialist services.
- 3.14 The current contract does not include many reactive and ad hoc pieces of work, these are priced separately and on a case-by-case basis (using contractually agreed hourly rates). The majority of expected reactive and ad hoc work is included within the new contract. If needed, hourly rates and day rates for a full range of staff and machinery are also included to ensure there are no unexpected costs should an unusual scenario arise.
- 3.15 All additional elements included in the new contract (as detailed above in 3.11 – 3.14) do not provide additional costs for the Council's parks and countryside budget. Although the overall value of the contract will increase, other costs to the Council will reduce accordingly.

Playgrounds

- 3.16 The inspections and maintenance of playgrounds was included within the tender as a separate element for the contractors to provide costs and evidence operational

ability to deliver this service, at the required quality. It was purposefully separated to allow for a cost/benefit analysis to be undertaken by Council officers. The tender documentation explained that the playgrounds may or may not be included within the final contract, this would be decided at the evaluation stage and confirmed when the highest bidder was appointed. The evaluation of the cost of the playgrounds was not included within the overall evaluation of cost and quality of the contract as a whole.

- 3.17 The resulting bidders' cost submissions for the playground service did not show a significant reduction. Therefore, the inspection and maintenance of playgrounds will remain in-house and delivered by Council staff.

Sustainability, carbon reduction and social value

- 3.18 Throughout the tender documentation the importance of the contract delivering continuous improvement and a pro-active approach to improved sustainability practices and reduction in carbon emissions was emphasised. The need to support the Wilder Horsham District ambitions was also highlighted.

- 3.19 Bidders' submissions were evaluated on the evidence of how they would approach reduction of carbon emissions in-line with the Council's stated timelines. Contractors were also required to explain their approach to minimising pesticide use, options for varying or amending grass cutting regimes to allow for longer grass and increased biodiversity where appropriate and other opportunities to improve the wildlife value of the sites.

- 3.20 Contractors were also evaluated on their proposals to provide social value including detailing what wider social and economic benefits they would commit to providing throughout the duration of the contract. Aspects such as supporting the local supply chain, ethical purchasing standards, creating jobs for local people, providing work experience and apprenticeship opportunities.

- 3.21 The importance of building effective relationships with the local community and stakeholder groups was also emphasised throughout the tender documentation.

Approval of highest scoring bidder

- 3.22 Cabinet is recommended to approve the appointment of the highest scoring contractor as set out in Appendix 1 (exempt).

4 Next Steps

- 4.1 To enter into the contract and to ensure mobilisation in time for the expiry of the existing contract on 31 January 2022.

5 Views of the Policy Development Advisory Group and Outcome of Consultations

- 5.1 The Leisure and Culture PDAG have been updated throughout the procurement process. The grounds maintenance contract was discussed in detail on 14 July 2021. Members were supportive of the approach.
- 5.2 The Monitoring Officer has been consulted and their recommendations have been incorporated in this report.
- 5.3 The Director of Corporate Resources has been consulted.
- 5.4 The Head of Human Resources & Organisational Development has been consulted regarding the proposed changes to staffing responsibilities and the potential TUPE transfer (Transfer of Undertakings Protection of Employment) of Council staff to the new contractor.
- 5.5 Unison has been consulted and all potentially affected Council staff have also been consulted regarding possible staffing changes and TUPE (Transfer of Undertakings Protection of Employment) transfer to the new contractor.

6 Other Courses of Action Considered but Rejected

- 6.1 The current contract is not legally able to be extended further, therefore a procurement process to appoint a new contractor is necessary.
- 6.2 The possible delivery of the grounds maintenance services in-house via Council staff was considered but was rejected as it was likely that costs would increase significantly.

7 Resource Consequences

- 7.1 The financial implications of the new contract are included within Appendix 1 (exempt).
- 7.2 The overall parks and countryside budget will not increase as any additional aspects that have been included within the new contract will be reduced elsewhere, as appropriate (detailed in 3.11 – 3.15).
- 7.3 The Transfer of Undertakings Protection of Employment regulations (TUPE) apply to the services moving into this contract. Unison and all potentially affected staff have been consulted. Any additional reduction in Council staffing, due to the additional aspects included within the new contract, will be via planned retirement.

8 Legal Consequences

- 8.1 The Council has complied with all necessary Procurement Regulations and the Council's Procurement Code.
- 8.2 In-house legal resources will be used to complete the legal documentation.
- 8.3 The Transfer of Undertakings Protection of Employment regulations (TUPE) apply to the services moving into this contract.

9 Risk Assessment

- 9.1 There are risks with the implementation of a new contract but there is adequate time to ensure a smooth transition and full information is available. It is therefore considered that this risk is controllable. Further details are included within Appendix 1 (exempt).
- 9.2 The inclusion of the cemeteries' grounds maintenance within the new contract (currently carried out by Council in-house staff) is identified as low risk, as all sensitive aspects of the cemetery service are to remain in-house. The contract specifies that the contractor must avoid particular times when burials and memorial services are underway on site.

10 Procurement implications

- 10.1 The Council has complied with all necessary Procurement Regulations and the Council's Procurement Code. The procurement process has been overseen by the Council's Procurement Manager and supported by a Procurement Officer, ensuring compliance.

11 Equalities and Human Rights implications / Public Sector Equality Duty

- 11.1 The tender documentation and contract ensures that the resulting contractor complies with all equalities legislation and pays due regard to any possible future impacts on human rights.

12 Environmental Implications

- 12.1 As detailed throughout the report, the reduction in carbon emissions, water, pesticides and waste as well as improvements to sustainable practices is prioritised within the new contract.
- 12.2 Key aims of the contract are to improve biodiversity, where possible, and help achieve the Wilder Horsham District ambitions.

13 Other Considerations

- 13.1 The proposed contract will ensure that the council maintains the grounds maintenance of its green spaces to a good standard and is compliant with statutory requirements.
- 13.2 The contract requires the new contractor to ensure GDPR and data protection processes are in place and compliant with all relevant legislation.
- 13.3 Crime and disorder incidents do happen in parks and open spaces. The grounds maintenance contractor will be required to report to the Council, and other relevant authorities, any concerns regarding evidence of anti-social or criminal behaviour.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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**Parkside, Chart Way, Horsham,
West Sussex RH12 1RL**

FORWARD PLAN

This notice sets out details of key decisions that the Cabinet or a Cabinet Member intend to make, and gives 28 days' notice of the decision under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. The notice also includes details of other decisions the Council intends to make.

The reports and any background documents that have been used to inform the decisions will be available on the Council's website (www.horsham.gov.uk) or by contacting Committee Services at the Council Offices.

Whilst the majority of the Council's business will be open to the public, there will be occasions when the business to be considered contains confidential, commercially sensitive or personal information. This is formal notice under the 2012 Regulations that part or all of the reports on the decisions referred to in the schedule may be private because they contain exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and the public interest in withholding the information outweighs the public interest in disclosing it.

If you wish to make representations about why part or all of the papers should be open to the public, please contact Committee Services at least 10 working days before the date on which the decision is to be taken.

If you wish to make representations to the Cabinet or Cabinet Member about the proposed decisions, please contact Committee Services to make your request.

Please note that the decision date given in this notice may be subject to change.

To contact Committee Services:

E-mail: : committeeservices@horsham.gov.uk

Tel: 01403 215123

Published on 01 September 2021

What is a Key Decision?

A key decision is an executive decision which, is likely –

- (i) To involve expenditure or savings of £250,000 or more as well as otherwise being significant having regard to the Council's budget for the service or function to which the decision relates; or
- (ii) to be significant in terms of its effects on communities living or working in an area comprising two or more wards in the District.

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
1.	Taxi Licensing Policy Review	Council	1 Sep 2021	Open	Marc Rankin, Head of Environmental Health & Licensing marc.rankin@horsham.gov.uk Cabinet Member for Housing & Public Protection (Councillor Tricia Youtan)
2.	Housing Strategy 2021 - 26	Cabinet Council	23 Sep 2021 13 Oct 2021	Open	Rob Jarvis, Head of Housing & Community Services robert.jarvis@horsham.gov.uk Cabinet Member for Housing & Public Protection (Councillor Tricia Youtan)
3.	Budget and Medium Term Financial Strategy update	Cabinet	23 Sep 2021	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
4.	New CIL Enforcement Policy	Cabinet Council	23 Sep 2021 13 Oct 2021	Open	Emma Parkes, Head of Development & Building Control emma.parkes@horsham.gov.uk Cabinet Member for Planning & Development (Councillor Lynn Lambert)

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
5.	Local Enforcement Plan	Cabinet Council	23 Sep 2021 13 Oct 2021	Open	Emma Parkes, Head of Development & Building Control emma.parkes@horsham.gov.uk Cabinet Member for Planning & Development (Councillor Lynn Lambert)
6.	Conservation Area Appraisals for: Richmond Road, Horsham; London Road, Horsham; and Horsham Town Centre	Cabinet	23 Sep 2021	Open	Catherine Howe, Head of Strategic Planning catherine.howe@horsham.gov.uk Cabinet Member for Planning & Development (Councillor Lynn Lambert)
7.	Grounds Maintenance Contract Award	Cabinet	23 Sep 2021	Part exempt	Vicky Wise, Head of Leisure and Culture Vicky.Wise@horsham.gov.uk Cabinet Member for Leisure & Culture (Councillor Roger Noel)
8.	Drill Hall	Cabinet Council	7 Oct 2021 13 Oct 2021	Open	Adam Chalmers, Director of Community Services adam.chalmers@horsham.gov.uk Cabinet Member for Leisure & Culture (Councillor Roger Noel)

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
9.	Highwood Community Centre	Cabinet Council	7 Oct 2021 13 Oct 2021	Open	Adam Chalmers, Director of Community Services adam.chalmers@horsham.gov.uk Cabinet Member for Leisure & Culture (Councillor Roger Noel)
10.	Appropriation of rights in relation to Council owned property	Cabinet Council	7 Oct 2021 13 Oct 2021	Fully exempt	Brian Elliott, Head of Property & Facilities brian.elliott@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
11.	Creation of a capital budget to fund works to 1 Oakhurst Business Park	Cabinet Council	7 Oct 2021 13 Oct 2021	Fully exempt	Brian Elliott, Head of Property & Facilities brian.elliott@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
12.	Annual update to the Pay Policy Statement - Financial Year 2021/22	Council	13 Oct 2021	Open	Robert Laban, Head of HR & OD robert.laban@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
13.	Horsham District Local Plan regulation 19	Cabinet Council	11 Nov 2021 17 Nov 2021	Open	Catherine Howe, Head of Strategic Planning catherine.howe@horsham.gov.uk Cabinet Member for Planning & Development (Councillor Lynn Lambert)

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
14.	Budget and Medium Term Financial Strategy update	Cabinet	25 Nov 2021	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
15.	Athletics Track - future options	Cabinet	25 Nov 2021	Open	Vicky Wise, Head of Leisure and Culture Vicky.Wise@horsham.gov.uk Cabinet Member for Leisure & Culture (Councillor Roger Noel)
16.	Community Advice Partnership Agreement	Cabinet	25 Nov 2021	Open	Rob Jarvis, Head of Housing & Community Services robert.jarvis@horsham.gov.uk Cabinet Member for Community & Wellbeing (Councillor Claire Vickers)
17.	Further Service Provision of the Revenues and Benefits and Internal Audit Services	Cabinet	25 Nov 2021	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
18.	Arboriculture Contract Award	Cabinet	25 Nov 2021	Part exempt	Vicky Wise, Head of Leisure and Culture Vicky.Wise@horsham.gov.uk Cabinet Member for Leisure & Culture (Councillor Roger Noel)

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
19.	Provision of the External Audit of the Annual Accounts	Council	8 Dec 2021	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
20.	Council Tax Reduction Scheme	Cabinet Council	27 Jan 2022 9 Feb 2022	Open	Dominic Bradley, Head of Finance & Performance dominic.bradley@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
21.	Business Rates Discretionary Charitable Relief	Cabinet Council	27 Jan 2022 9 Feb 2022	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)
22.	Budget and Medium Term Financial Plan	Cabinet Council	27 Jan 2022 9 Feb 2022	Open	Dominic Bradley, Head of Finance & Performance dominic.bradley@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)

	Subject/Decision	Decision Taker	Date(s) of decision	Is all or part of this item likely to be dealt with in private	Contact Officer Cabinet Member (NB include name, title and email address)
23.	Council Tax Resolution 2022/23	Council	9 Feb 2022	Open	Jane Eaton, Director of Corporate Resources jane.eaton@horsham.gov.uk Cabinet Member for Finance & Assets (Councillor Richard Landeryou)

Draft London Road Conservation Area Appraisal and Management Plan



Horsham
District
Council

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Agenda Annex

September 2021

“Sussex is a better place to see this happy marriage of old and new than anywhere else in England.”¹

1. Nairn, I. & Pevsner, N., 2001. *Sussex*, Harmondsworth : [s.l.: Penguin ; [distributed by Yale University Press]. p.328

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Introduction

What does Conservation Area designation mean?

The statutory definition of a Conservation Area is an “area of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance”. The power to designate Conservation Areas is given to local authorities through the Planning (Listed Buildings and Conservation Areas) Act 1990 (Sections 69 to 78).

Proposals within a Conservation Area become subject to policies outlined in section 16 of the National Planning Policy Framework (NPPF), as well as local planning policies outlined in the Horsham District Council Planning Framework. The duties for Horsham District Council, set out in Section 69-72 of the Act are:

- from time to time, determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and designate those areas as Conservation Areas
- from time to time, to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as Conservation Areas; and, if they so determine, they shall designate those parts accordingly (includes reviewing boundaries)
- from time to time, to formulate and publish proposals for the preservation and enhancement of any parts of their area which are Conservation Areas
- submit proposals for consideration to a public meeting in the area to which they relate. The local planning authority shall have regard to any views concerning the proposals expressed by persons attending the meeting
- in the exercise, with respect to any buildings or other land in a Conservation Area, of any functions..., special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, this document provides a comprehensive appraisal of the London Road Conservation Area. It seeks to define and record the special architectural and historic interest of the Conservation Area and identifies opportunities for enhancement. Although the appraisal seeks to cover the main aspects of the designated area, it cannot be completely comprehensive; the omission of any feature in either the appraisal or the management proposals does not imply that it is of no interest.

What is a Conservation Area appraisal?

A Conservation Area appraisal defines the special historic and architectural character of an area. Supported by a range of evidence, the document acts as a tool to demonstrate the area’s special interest, explaining to owners and residents the reasons for designation. They are educational and informative documents, which illustrate and justify what that community particularly values about the place they live and work. They provide a relatively detailed articulation of the area’s character, supported by maps and other visual information, which is used to develop a framework for planning decisions.

Character is a complex concept but is best described as the combination of architecture, materials, detailing, topography and open space, as well as the relationship between buildings and their settings. Many other aspects contribute to character such as views, land use, vegetation, building scale and form, noise and adjacent designations such as National Parks.

Introduction continued

Appraisals also identify aspects of an area that either contribute to or detract from local character, raise public awareness and interest in the objectives of Conservation Area designation, encourage public involvement in the planning process and identify opportunities for enhancing areas.

Purpose of this document

Once adopted, the appraisal is material to the determination of planning applications and appeals. Therefore, the appraisal is an important document informing private owners and developers concerning the location, scale and form of new development.

This appraisal concludes with a Conservation Area management plan. This takes forward the issues presented in the appraisal, considering them in the context of legislation, policy and community interest. This will then assist in developing local policies Horsham District Council will adopt to protect the special interest of the Conservation Area in such a way that it becomes self-sustaining into the future. This includes policies to protect the survival and use of local materials, architectural details and to propose forms of development based on the findings of the appraisal.

This document has been produced using the guidance set out by Historic England in their document, Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management (2019).

Policy background

On 27th November 2015, Horsham District Council adopted the Horsham District Planning Framework (HDPF). The HDPF sets out the planning strategy for the years up to 2031 to deliver social, economic and environmental needs for the district (outside the South Downs National Park). Chapter 9, Conserving and Enhancing the Natural and Built Environment, is of particular importance for conservation and design issues.

The policies contained within this chapter deal with many themes central to the conservation and enhancement of heritage assets and local character more generally, such as:

- district character and the natural environment (policy 25);
- the quality of new development (policy 32);
- development principles (policy 33); and
- heritage assets and managing change within the historic environment (policy 34).

However, other sections also contain policies relevant to Conservation Areas, for example chapter 5 concerns economic development and includes policy concerning shop fronts and advertisements (policy 14).

Therefore, Conservation Area designation introduces controls over the way owners can alter or develop their properties. It also introduces control of the demolition of unlisted buildings, works on trees, the types of advertisements that can be displayed with deemed consent and the types of development that can be carried out without the need for planning permission (permitted development rights).

However, research undertaken by Historic England and the London School of Economics has demonstrated that owners of residential properties within Conservation Areas generally consider these controls to be beneficial because they often also sustain or increase the value of those properties within the Conservation Area.

Introduction continued

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Aerial photograph of London Road Conservation Area designated in August 1984 showing its proximity to Horsham Town Centre and its Conservation Area. Both conservation areas are outlined in red.

Introduction continued

London Road

The existing London Road Conservation Area is set within the built up area boundary of Horsham town.

The current Conservation Area is small in size and covers as its name suggests London Road, from its junction with Albion Way to Springfield Road. The road layout of this particular part of Horsham was significantly altered by the construction of the inner by-pass in the late 1980's. This has therefore resulted in London Road becoming less directly connected with the retail centre of the town. London Road has however continued to contain a number of mixed uses. The road itself provides a convenient access route from the north of the town to the north east (Brighton Road).

The appraisal

This appraisal offers an opportunity to re-assess the London Road Conservation Area and to evaluate and record its special interest. It is important to note that designation as a Conservation Area will not in itself protect the area from incremental changes that can erode character over time.

Undertaking this appraisal offers the opportunity to draw out the key elements of the Conservation Area's character and quality as it is now, define what is positive and negative and identify opportunities for beneficial change. The information contained within the appraisal can be used to guide the form of new development within the Conservation Area, help to those considering investment in the area and be informative for the local community, planners and developers alike.

This document is divided into two parts:

Part I: The character appraisal highlights what is architecturally and historically important about the London Road Conservation Area, identifies any problems within it and assesses whether its boundary is still appropriate. The character appraisal is supported by photographs to illustrate the general character of the Conservation Area and highlight both its good and bad features. Where a bad feature has been identified a cross is shown to indicate that the feature should not be replicated in future development.

Part II: The management proposals identify opportunities for preserving and/or enhancing the character of the Conservation Area based on the negative features identified in Part 1.

Summary of special interest

The key positive characteristics of the London Road Conservation Area are identified in detail in Part I (Appraisal) but can also be summarised as follows:

- The buildings within the Conservation Areas utilise local building materials in a range of vernacular and historic techniques, establishing and reinforcing a strong sense of place.
- The variation of uses reflect the mixed commercial and residential history of the area.

Introduction continued

Boundary review

The London Road Conservation Area was designated in 1984. After 30 years without change these boundaries have been reviewed, as directed by the Planning (Listed Buildings and Conservation Areas) Act 1990. Since 1984 guidance concerning the assessment of heritage significance and the value ascribed to late 19th and early 20th century architecture has evolved, and it is important that design is properly informed by an appreciation of prevailing character and setting sensitivity.

This review has drawn the following conclusions:

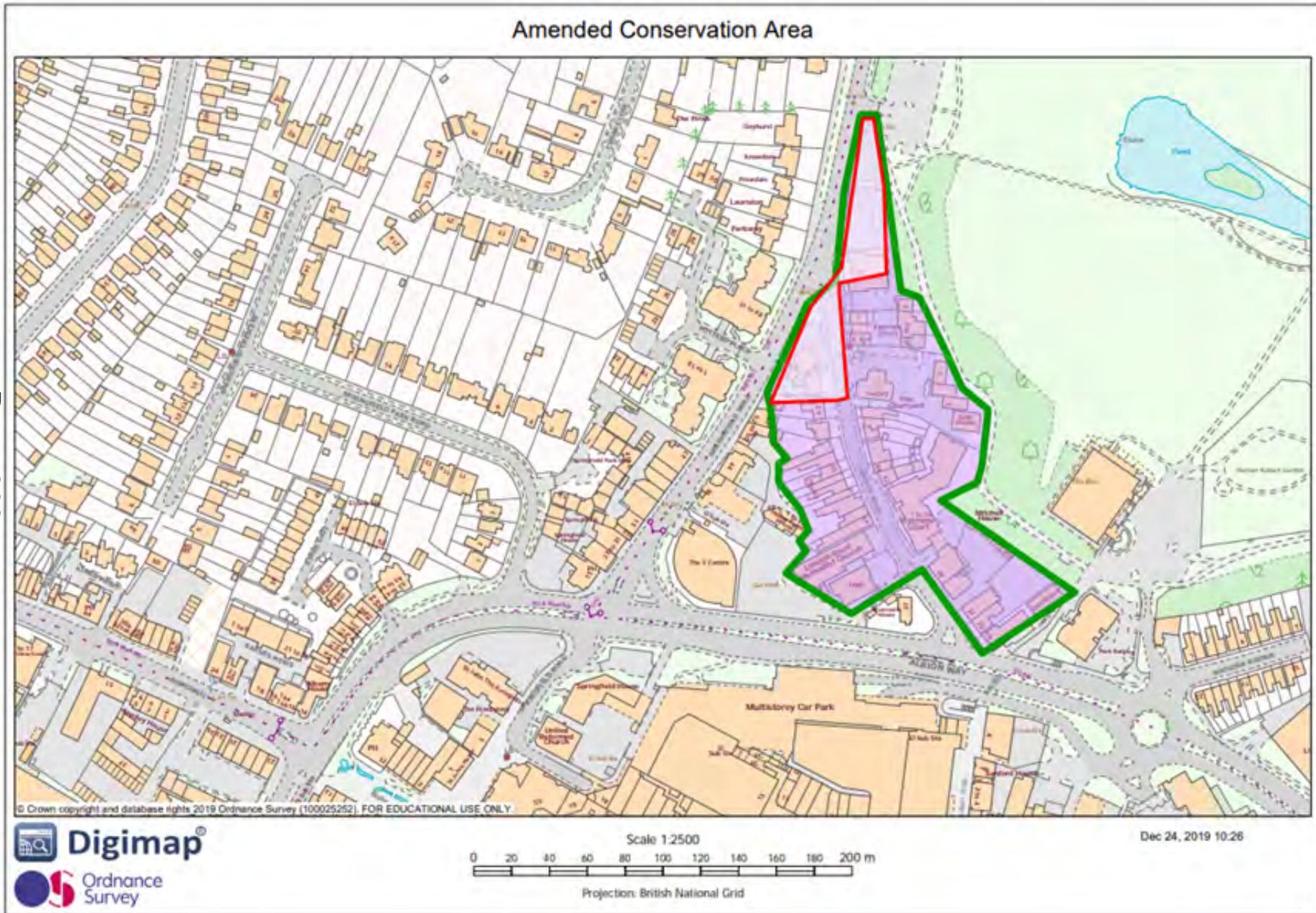
The Conservation Area should be extended to include the West Point building, and extended to include Park Lodge up to the boundary with Horsham Park.

Our assessment has been informed by current guidance and in partnership with interested parties. The review of the historic Conservation Area boundaries has led to the inclusion of these additional buildings to enable proper consideration of these developments in the future, to ensure that local character is preserved or enhanced.

The following map illustrates the historic Conservation Area boundary and areas where this boundary has been extended to bring additional historic properties into the London Road Conservation Area. This appraisal identifies London Road as having one continuous Conservation Area comprising a single character area.



Map of amended Conservation Area



Part I: Appraisal

Origins and development of London Road

The name of Horsham may have derived from Horsa Ham – a settlement where horses were kept, but may also equally derive from the name of the Anglo Saxon chieftain who owned land in the area.

Archaeological evidence suggests that the fertile coastal planes of what was to become Sussex were the first to be settled. The land of the weald was then used for seasonal grazing. As the population grew and the forests of the weald were cleared, clusters of dwellings grew at river crossings and meetings of trackways.

Horsham grew from its position at a crossing of the Arun. The church grew close to the crossing and drew its congregation from scattered farmsteads which slowly expanded to form the market and administration centre which was to become Horsham.

The parish church of St Mary's is first documented in 1230. It is likely that the town was founded by William de Braose (the Lord of the Rape of Bramber within which Horsham was located). Trades within the town were first recorded in around 1230. A tannery was established on the southern edge of the town by the river in the fifteenth century.

The Bishopric to the west of the historic core was in separate ownership from the town as it lay within the control of the Archbishop of Canterbury.

The assizes were held within the town and also the county and borough courts. The natural resources close to the settlement facilitated a boost in the growth of Horsham with the development of the iron industry which peaked between 1550-1650.

Despite the provision of natural resources in terms of timber and iron ore, the Sussex clay made travel within the winter months particularly difficult. This often led to characteristically curving trackways which sought to utilise the driest route between settlements.

The eighteenth and nineteenth century led to a period of lesser growth with a proposed canal link between Horsham and the Wey and Arun Canal not being brought forward. The road network was improved with the turnpiking of Worthing Road in 1764, followed by further roads culminating in a western bypass of the A24 in the 1960s and the northern bypass in the 1980s.

The town's common land was enclosed in 1812, with development expanding from the core of Carfax, Causeway, Denne Road and East and West Street onto the common land. The railway provided a further boost to the area with its arrival in 1848, and the consequent construction of Victorian terraces and planned estates expanding the town further along the railway line and road network.

The London Road Conservation Area is currently separated from the historic core of the town centre by the inner bypass of Albion Way. Prior to the construction of the bypass London Road would have formed an integral part of the towns road network linking the market of the Carfax with the road to Warnham and Dorking (and London). The development that remains today appears to have been consolidated in the eighteenth century as the wealth of the town increased.

Part I: Appraisal continued

London Road's evolution through historic maps

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1844 Tithe Map

The tithe map of 1844 sets out a clear pattern of development with buildings running almost continuously through from Carfax along London Road to the north west.



Surveyed 1870/71

The layout of London Road remains similar in form to the earlier tithe map, although outside of the Conservation Area Horsham Park has been established to the north, and the railway constructed to the east.



Surveyed 1875/6

Part I: Appraisal continued

London Road's evolution through historic maps continued

Page 206



Surveyed 1896

The influence of the railway can clearly be seen by 1896 with the infilling of residential terraces to the east and west of the railway line. The chapel has also been constructed by this time at the southern end of London Road.



1938

A smithy in London Road was still working in 1978 (<https://www.british-history.ac.uk/vch/sussex/vol6/pt2/pp166-180>).

Reproduced with the permission of the National Library of Scotland:
<https://maps.nls.uk/index.html>

Part I: Appraisal continued

London Road's evolution through historic maps continued



Ordnance Survey 1980's showing development infilling to the south up to the railway line.



The greatest physical change in the historic mapping of the Conservation Area, was the provision of the inner ring road. This effectively severed the link between the Carfax and London Road.

Underlying geology

Horsham is located within the wooded clay vales of the Sussex Weald. The River Arun runs to the south of the town close to St Mary's Church. The bedrock is of Weald Clay Formation, formed approximately 126 to 134 million years ago in the Cretaceous period. This underlying geology has provided a characteristic local building material, called Horsham Stone, as well as Carstone or Ironstone.

Horsham Stone is used as a roofing material and for flooring. The Weald clay has also provided a rich deposit for brick making, with the wooded vales providing sources of timber framing for building. The wider locality contains a number of examples of buildings constructed from traditional, local materials. Within the Conservation Area are a variety of vernacular and polite building styles.

Topography and Hydrology

The Conservation Area is predominantly flat although the land rises to the south at the junction with Albion Way. There are no hydrological features within the Conservation Area although Horsham is located on the River Arun, which runs approximately 0.7 km to the south and has had an impact on the historic development and character of the area. Its source is a series of streams in the St Leonard's Forest area, to the east of Horsham.

Part I: Appraisal continued

Movement and Connectivity

London Road is the only vehicular route in the Conservation Area. London Road is open to two way traffic, accessing onto Albion Way to the south, and North Parade/Springfield Road to the north. There are footpaths on each side of the road with on street parking.

To the west and accessed from London Road is a car park which is outside of the Conservation Area. London Road itself provides a through route to the southern part of the town linking to North Street and Brighton Road. The road appears to have a steady level of traffic with some queueing at peak times to access onto Albion Way. An underpass and pedestrian crossing enable foot travellers to cross into the principal shopping area.

Due to the number of different activities undertaken within the Conservation Area, London Road is well used by pedestrians accessing the nursery, doctors or chapel, with later in the evening visitors frequenting the restaurants and take away within the Conservation Area.



Pedestrian crossing and entrance to the underpass connecting London Road to the town centre and principal shopping area

Part I: Appraisal continued

Land use and open space

London Road contains a mixture of different land uses including residential, restaurants and take away, a nursery, doctors surgery, Methodist Church, offices and a retail lighting unit. This adds a sense of vibrancy and activity to the streetscene which reinforces a key characteristic of the Conservation Area.

Open space is limited within the Conservation Area itself although the boundary of the Conservation Area abuts Horsham Park. Horsham Park is a large public open space used for recreation, sport and open air events.

A small number of properties within the Conservation Area have front gardens which compliment the character of the area.

The proposed Conservation Area extension to the north would include an area of garden space which provides a transition between the more urban centre of the Conservation Area and its position abutting Horsham Park. The Park plays a key role in the setting of the Conservation Area with glimpse views through the buildings on the eastern side of the road.



Front gardens on the eastern side of London Road



Horsham Park is located to the east of the Conservation Area. The Park is associated with Park House. Although it has a limited physical connection with the Conservation Area, it provides a green setting.



The trees within Horsham Park can be viewed from within the Conservation Area

Part I: Appraisal continued

Heritage Assets

Within the Conservation Area are 15 formally designated listed buildings which range from vernacular timber framed eighteenth century cottages to the polite terrace of Brunswick Place. The National Heritage List for England description of these buildings is included in Appendix 1.

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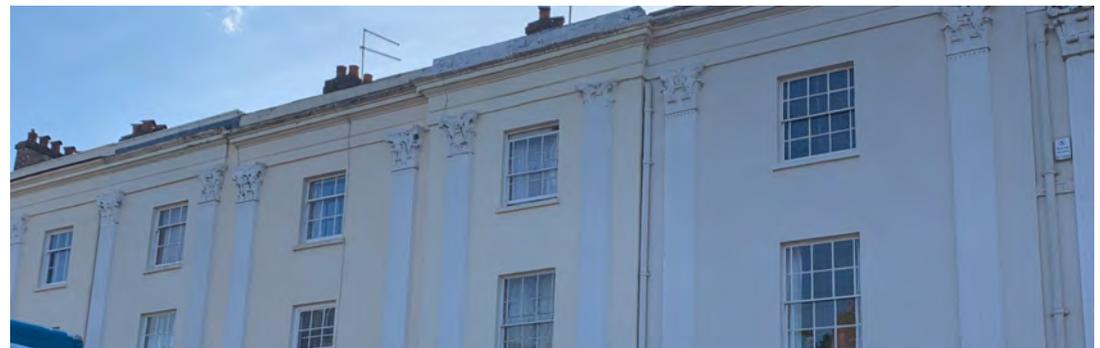
Hatched area indicates existing Conservation Area, buildings in yellow listed buildings and green hatched areas tree preservation orders.



46 London Road timber framed cottage



16 - 20 London Road - polite rendered buildings with sash windows



Georgian terrace of Brunswick Place

Part I: Appraisal continued

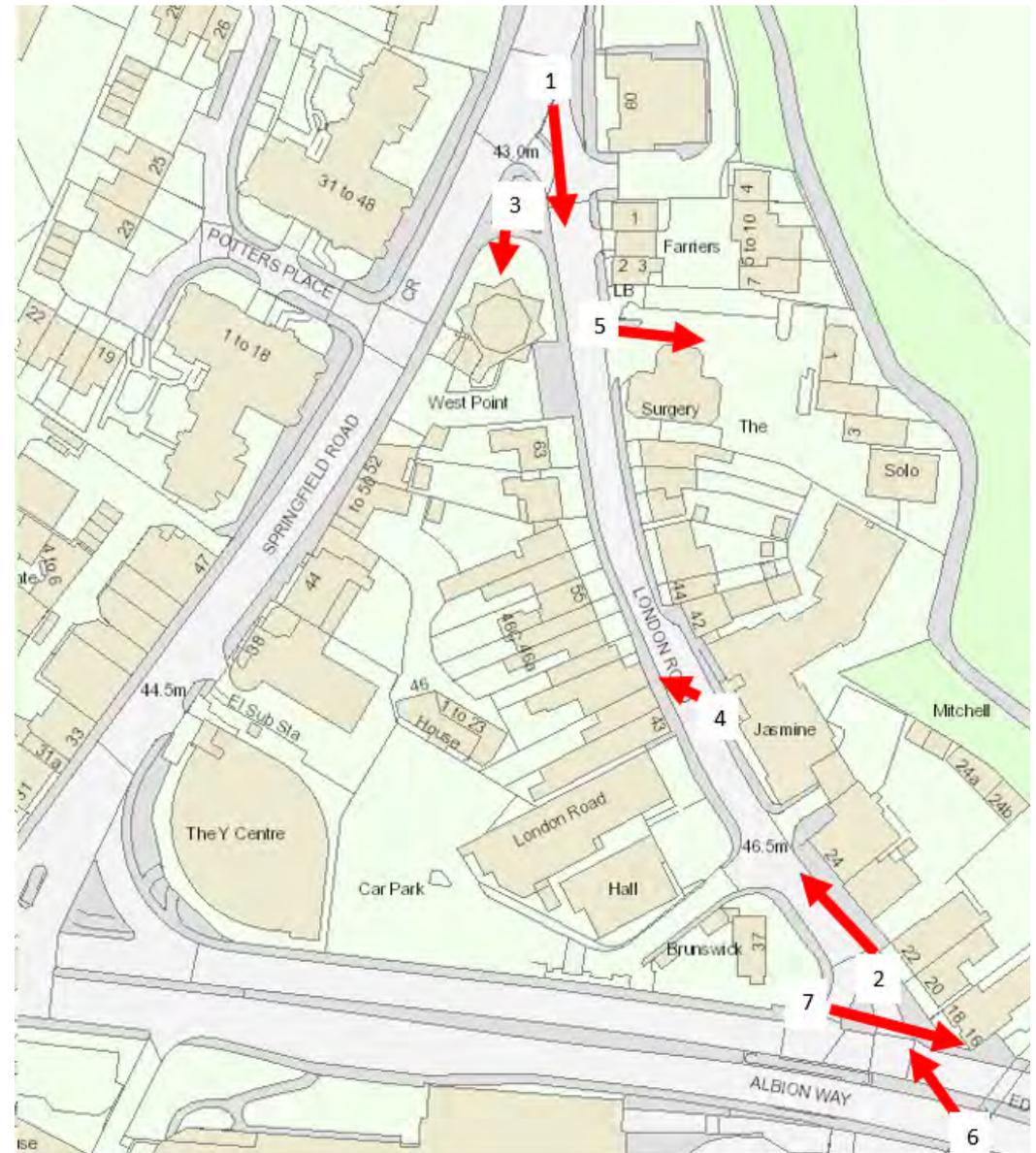
Views and Urban Streetscape

The London Road Conservation Area is located within an urban area. The primary viewpoints are identified on the adjoining map with the photographic image on the following page. The primary viewpoints are located at the northern and southern ends of London Road (**Image 1 and 2**). The dominating structures within the streetscene is the curved terrace of Brunswick Terrace and the feature building of West Point at the junction with Springfield Road (**Image 3 and 4**). From within the Conservation Area there are glimpse views to Horsham Park providing a green soft edge to the east (**Image 5**).

Due to the changes to the road layout views into the Conservation Area from the historic core of the town centre are overshadowed by traffic and its associated street furniture (**Image 6**). The landmark features of the towers of St Marys and St Marks which assist in the navigation of the town are screened from the Conservation Area, with only the tower of St Marks visible at the junction of London Road and Albion Way (**Image 7**).

The views identified are all from public viewpoints and were specifically chosen following site visits as being representative of the visual relationship between the Conservation Area and its surroundings. The Appraisal by its nature is unable to highlight every view into and out of the Conservation Area. Consequently, the views chosen are considered to be representative of the experience and character of the Conservation Area.

The views help to inform and appreciate the understanding of how the conservation area has evolved within its landscape. Paragraph 13 of Historic England's Good Practice Advice in Planning Note 3 (second Edition) "The Setting of Heritage Assets" also indicates that although views may be identified by local planning policies and guidance, this does not mean that additional views or other elements or attributes of setting do not merit consideration. By necessity each view provides a pointer to the key features in the landscape and their association with the Conservation Area.



Map of London Road showing location of viewpoints with the red arrow indicating direction of images on the following page.

Part I: Appraisal continued

Paragraph 013 Planning Policy Guidance – Historic Environment is clear that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting.

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Image 1 highlights the view through the Conservation Area from the north looking south. **Image 2** encompasses the view south to north through the Conservation Area. **Image 3** shows the West Point Building which forms a distinctive focal point. **Image 4** shows the gap views through to the eastern boundary of the Conservation Area with the tree planting in Horsham Park providing a soft background to the urban form of the Conservation Area. **Image 5** highlights the curve of the terrace of polite properties of Brunswick Place. **Image 6** view of the Conservation Area from the pedestrian access from the historic core. **Image 7** shows the juxtaposition of the southern edge of the Conservation Area and the views to the landmark of St Marks church tower.

Part I: Appraisal continued

Character Area

London Road is considered to have a single character area, which is influenced predominantly by two differing styles of building.

The western side of the road is more formal and polite. This is most apparent in the terrace of buildings known as Brunswick Place. The properties are classical in form with Doric columns, and are three storey in height (**Image 8 and 9**). The external envelope of the buildings are stuccoed, with traditional sliding sash timber windows. The elegance of the buildings continues with 2, two storey detached properties (61 and 63 London Road **Image 10 and 11**), again with timber sliding sash windows.

The plot sizes are regular and narrow with the buildings set back from the pavement following the curve of the road. Where retained the main entrances of the buildings are to the front, and form a focal point to the buildings. Unfortunately a number of buildings have been altered with single storey flat roofed extensions to the front for commercial uses (**Image 8**).

At either end of the proposed conservation area are two individually designed buildings – to the south is the Methodist Church which is traditional in style (**Image 13**), and to the north is the Westpoint building which has an unusual geometric cantilevered form, four storey in height (**Image 12**). The Westpoint building is slightly separated visually from the more domestically scaled buildings of 61 and 63 London Road. This enables the building to form a focal point especially as it is located at the junction of London Road and Springfield Road.



Part I: Appraisal continued

The eastern side of the road has a greater variation of building ages and styles than the west. At its southern end are a small group of classical style buildings, with 16 and 18 London Road constructed as two houses but designed as one symmetrical composition. The building has a pediment to the front, and shallow hood mould over the sash windows. The elegance of the classical frontage continues in the attached properties of 20 and 22 London Road (Image 14). At the southern end of London Road the buildings are two storey in height with rectangular plots. The area to the rear of 20 and 22 London Road has been converted into car parking. Between the two storey buildings of 22 London Road and Old House is a gap which enables views to the trees within Horsham Park and access to the modern backland development to the rear (Image 15).

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The Old House is a three storey property with distinctive sliding sash bay windows, and decorative quoins. It is attached to a single storey property occupied by a restaurant with a rendered front and decorative end chimney stack. Set to the rear of the property is a two storey flat roofed extension which links to a pitched roof, and tile hung entrance way with floorspace above the access to the car park to the rear.

Jasmine House is a development constructed in the 1980s which fronts onto London Road and extends to the rear of 42 - 46 London Road (Image 16). Jasmine House is constructed in brick with some hanging tile, and gable window details. Attached to Jasmine House is the two storey property of 42 London Road constructed in yellow brick with a flat roof. The property is in commercial use with display windows and associated signage (Image 17).



To the north of 42 London Road are the vernacularly scaled properties of 44 - 48 London Road. The properties have clay tile roofs, with 44 and 46 (listed Grade 2) having flat roofed hoods over the front doors, some casement and sash windows, horizontal timber cladding at first floor, with Flemish brick bond, and burnt headers at ground floor (Image 18).



Part I: Appraisal continued

Properties 48 - 52 London Road form a terrace of two storey dwellings with a clay tile roof and bulls nose hanging tile to the first floor. The dwellings have a mixture of original timber framed sash windows and modern plastic imitation sash windows (**Image 19**). The building form then evolves to encompass the modern development of The Courtyard which includes a doctors surgery (**Image 20**).

To the north of the surgery is Farriers Croft which fronts onto London Road with an interpretation of an entrance lodge with two dwellings framing an archway which enables access to the town houses to the rear of the site (**Image 21 and 22**). The properties at three storey with a painted ground floor elevation, modern sash windows, and flat segmental red brick arches above the first floor windows. 60 London Road is a two storey modern property with two projecting gables, at the junction of London Road with North Parade (**Image 23**).

60 London Road forms the last property within the extended conservation area with the proposed boundary encompassing the car park to the boundary with Horsham Park.

Character Assessment

Building and materials

There are a number of elements which come together to form the unique character of the Conservation Area as a whole. These include:

- small front gardens
- predominance of sash windows
- low level boundary treatment
- variety of building designs and uses
- traditional detailing
- green setting of Horsham Park

Within the Conservation Area there are a variety of building materials and building types which add a diversity of style which are unified by their position fronting onto London Road and the use of good quality materials.



The oldest buildings within the conservation area are timber framed, principally small in scale and two storey. Brunswick Place constructed in the 1820's is a distinctive Georgian terrace. It is fronted with fluted Corinthian pilasters, and steps down from south to north following the fall in ground level. The properties elegance and polite form contrasts with the more domestic form of 44 - 52 London Road.

Part I: Appraisal continued

Materials

The predominant building material within the Conservation Area is a red brick, with the older properties often having visible brick work on the side elevations and stucco or render to the front elevation. The render is coloured in shades of white and cream/yellow.

Within the Conservation Area there is a single occurrence of horizontal weatherboarding (44-46 London Road). Tile hanging has been used in the modern development of Jasmine Court and also in the vernacular properties of 48-52 London Road.

The conservation area has a mixture of roofing forms with pitched roofs of clay tile and slate, gable ends and parapet walls.

Windows

Within the conservation area the prevailing window style is sash windows. The modern development of Jasmine Court and the Courtyard have modern casements, whilst Farriers Court has a modern interpretation of traditional timber sashes.

Front Boundary Treatments

The dominating feature of the Conservation Area excluding the buildings is the road. The movement of vehicles creates noise and fumes and detracts from the experience of pedestrians, making the road less welcoming. The parking of cars on either side of the road also detract from an appreciation of the buildings which abut the pavement.

The front gardens to the properties on the eastern side of the road form an important space. The gardens soften the junction of building and pavement reinforcing the understanding that the road has a mixed use with a residential element.

Within the Conservation Area are various forms of boundary treatment defining the public and private space. The use of low level timber picket fencing to the vernacular dwellings contributes to their sense of space, whilst the metal railings to the Georgian properties reflect the elegance of the buildings. The loss of boundary treatments and the provision of parking to the front of properties detracts from the Conservation Area, diluting the buildings architectural and historic appreciation.



Part I: Appraisal continued

Chimneys

A key characteristic of the Conservation Area is the presence of chimneys which provide interest and break up the roofscape of the Conservation Area. The lack of chimneys on the modern properties within the conservation area are noticeable although chimneys do form part of the overall design for 1 - 3 Farriers Court and 60 London Road.

Building Heights

Due to the urban nature of the Conservation Area the heights of the buildings range from two to three storey. The exception being 24 London Road whose single storey height provides an element of separation between the modern development of Jasmine Court and the elegant frontages of The Old House and 16 London Road.

Uses

London Road contains a number of different uses including residential, religious, restaurant, doctors surgery and nursery. These uses each add a different dimension to the use of the space, including levels of activity and footfall. The different uses create an active Conservation Area although this does place pressure on parking and the need for deliveries.

Building Audit Map

The Building Audit map on the following page highlights the buildings within the conservation area which are listed, and also those that are considered to have positive, neutral or negative impact on the character of the Conservation Area.



LEGEND
Listed - yellow hatched
Positive building - green
Neutral building - amber
Negative building - red

Part I: Appraisal continued

Negative elements

The Conservation Area designated in 1984 included numerous statutorily listed buildings, designated at the time of the first survey in 1955. Today the London Road Conservation Area appears generally well maintained however there are some elements that detract from the historic character of the space.

The use of non-traditional materials and techniques has a cumulative effect on the wider Conservation Area. Principally, this is the replacement of timber sash and casement windows, with plastic windows. The sections and proportions of UPVC windows cannot match the delicacy of historic joinery.

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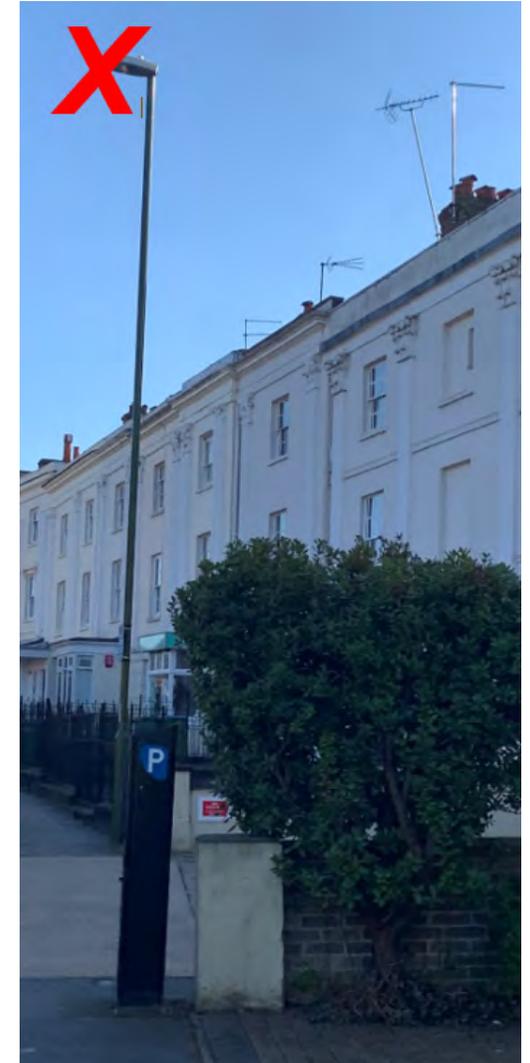
The use of plastic windows do not reflect the character of the conservation area, this is particularly evident in the lack of detailing and the changes to opening mechanisms.

Other general features that detract from the appearance of the Conservation Area include prominent TV aerials mounted on chimneys.

Good management of the streetscape is essential to maintain the sense of place. It is spoilt by the use of generic street furniture. This is evident in features such as litter bins and street lighting.



The location and design of street furniture needs to be carefully considered. The location of TV aerials also needs to be sensitively positioned to retain the roofscape of the conservation area.



Part I: Appraisal continued

Page 220



Parking the loss of front gardens and the use of less sensitive surfacing detract from the Conservation Area

Whilst it is acknowledged that the town centre location of London Road has resulted in pressure for parking it is considered that parking meters, signage and other features associated with road traffic need to be more carefully managed within the Conservation Area.

The constant stream of cars along London Road, and the barrier of Albion Way cloud an understanding of the area and its link to the historic core of Horsham. Poor quality concrete or tarmac surfacing is also a problem as well as the loss of front gardens for parking. Empty units are also considered to be a threat to the conservation area, with the associated lack of vitality and possible maintenance concerns.

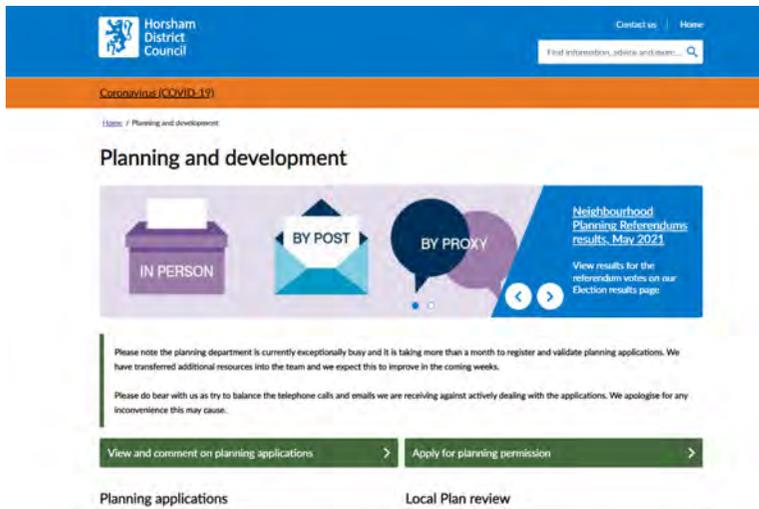


Part II: Management Plan

The need for a Management Plan

It is the role of the Management Plan to take forward the challenges and opportunities identified in the appraisal, and to identify means by which the special interest of the Conservation Area will become self-sustaining into the future. To achieve this requires a partnership between those living, working and carrying out property improvement and development in the Conservation Area and Horsham District Council. All development proposals should preserve or enhance the character and appearance of the Conservation Area in accordance with the Horsham District Planning Framework. In a Conservation Area there are some extra controls over works to buildings, boundaries and trees intended to ensure that the character is not eroded by unintended loss or change and the appearance is not changed in a negative way.

Page 221 For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).



Control of development

It is essential that any development should preserve or enhance the setting of any adjacent historic buildings and existing landscape features and trees, and the overall special qualities of the character area. Therefore, careful consideration must be given to the size, scale, urban grain, layout, design, massing, height, plot width, frontage activity, landscape and materials in any such development. This does not dictate architectural style but does attempt to ensure that proposals respond positively to their context. The Council strongly encourages applications for planning permission or other consents for proposals which meet these criteria and avoid:

- the demolition of any building or structure if its loss would damage the character or appearance of the Conservation Area.
- development (including extension/alteration) which would be harmful to the setting or character or appearance of the Conservation Area.
- development which would adversely affect or result in the loss of important views, open spaces, tree cover or boundary features within the Conservation Area.

Residents and business owners should contact the Council to confirm what proposed extensions and alterations constitute 'development'.

Monitoring and compliance

If necessary, the Council has a range of tools at its disposal to compel building owners to appropriately maintain and repair buildings which are causing a local nuisance or which are designated heritage assets.

Issues

The preparation of the London Road Conservation Area Appraisal has included consultation with stakeholders, specifically the Neighbourhood Council. A number of issues were identified. These have been used as a basis for the following section identifying principal issues to be addressed by this Management Plan.

Part II: Management Plan continued

Historic built environment

- Loss of traditional architectural features.
- Equipment and installations.
- Boundary enclosures.
- Drives, off-street parking and loss of front gardens.
- Enhancement of existing buildings.
- Extensions.
- Window replacement.
- Dormer windows and rooflights.
- Cladding, rendering and the painting of walls.
- Re-pointing of brickwork.
- Demolition.

New development and environmental improvement

- Opportunities for new development.
- Setting and views.

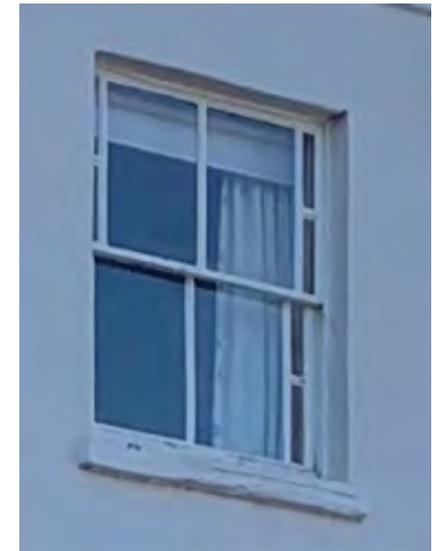
The environment and public realm

- Trees.
- Public realm;
- Street furniture.
- Surface materials.
- Opportunities for enhancement.

Historic built environment

Loss of traditional built and architectural features

Architectural features such as traditional windows, should be preserved due to the significant contribution they make to the character and appearance of the buildings and the Conservation Area.



Timber sliding sash windows

Equipment or installations

The presence of modern types of equipment on or around buildings, such as large aerials or satellite dishes and microgenerators, can detract from the character of a Conservation Area and/or the special architectural qualities of buildings. To minimise their visual impact, they should be positioned away from public view or prominent positions. The removal of existing fixtures cluttering front elevations is encouraged and care should be taken to repair the affected surfaces.

Part II: Management Plan continued

Boundary enclosures

The boundary treatments within the Conservation Area are a mixture of low walls, railings and timber picket fencing as seen below. Retention of these features and increased use of trees and planting as a 'soft' boundary treatments are considered to enhance the historic character of the area.

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Examples of positive boundary treatment within the Conservation Area



Part II: Management Plan

continued

Drives, off street parking and loss of front gardens

Landscaped gardens to building frontages make an important contribution to the quality of a streetscape. Historically, some buildings in the Conservation Area had front gardens with enclosing brick walls, hedges or railings. The loss of front gardens to parking detracts from their historic setting and should be avoided. The use of porous pavements, reinforced grass paving or gravel instead of tarmac, with the retention of some garden space and the use of appropriate boundary treatments, offers a more attractive setting for buildings, reduce runoff and give a more sustainable approach. Where there is existing frontage parking which adversely impacts the character and setting of the Conservation Area, any new planning application should include a condition requiring the reinstatement of front garden areas and any traditional boundary treatments.

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Enhancement of existing buildings

A number of the listed and unlisted buildings in the London Road Conservation Area have been altered and lost features. Proposed enhancements to make a building look grander than it ever was should be resisted. There are buildings within Brunswick Place where reinstating traditional features would improve their appearance. The following enhancement works should be encouraged as part of any future development:

- Reinstating boundaries where they have been removed to their original height and footprint.
- Ensure that new boundaries are built from quality materials, paying full attention to railing details, brick bond, lime mortar and coping details.
- New gates should be good quality traditional design; and
- Encourage the use of good quality paving, trees or planting where the back yards or gardens are visible from the public domain.
- Removal of unsympathetic features that do not contribute to the special interest of the conservation area or the listed buildings.



The properties within Brunswick Place have been extended to provide additional commercial space. Whilst the extensions may contribute to the historic narrative of the buildings they do not reflect the original polite appearance of the terrace.

Extensions

Development should seek to retain views into and out of the Conservation Area. Modern extensions should not dominate the existing building in either scale, material or their siting. There will always be some historic buildings where any extensions would be detrimental and should not be permitted. Successful extensions require a sound understanding of the building type to be extended together with careful consideration of scale and detail.

Part II: Management Plan continued

Within the Conservation Area, porches vary in style from the simple and functional to the decorative porches of the Georgian period. Proposals for porches should consider the style of the host property whilst also taking inspiration from the context of the surrounding area. The doors within the conservation area are mixed in style with different forms of fanlight ranging from semi circular to modern rectangular designs.



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Examples of porches and fan lights within the Conservation Area.



Part II: Management Plan continued

Brick bonds help to provide interest in a building. Prior to the introduction of cavity wall insulation different types of brick bond were popular. The colours of the brick also added interest with often local bricks being used and in some cases the brickwork was worked to show the affluence and social standing of the building's owner.

Within the conservation area there are many buildings with stucco frontages. Brickwork is often visible to the side and rear elevations.

Flemish bond with dark grey burnt headers alternate header and stretchers. Brick work is often visible in the rear and side elevations, within the conservation area.

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Modern stretcher bond



Decorative hoods above windows.



Quoin detailing

Decorative hoods above windows, stone quoins, pilaster and cornice details all add interest to the building and Conservation Area as a whole.

Decorative pilaster and cornice details



Part II: Management Plan continued

Consideration should therefore be given when seeking to extend a property to assess the existing materials and architectural details. It may be appropriate in some instances to reflect these traditional details or reinterpret them in a modern context such as the use of flat segmental red brick arches to the windows, decorative hanging tile or stucco detailing. All materials should be of a high quality and where necessary reflect traditional techniques.

Hanging tile can be used to break up elevations, or where appropriate weather boarding. Care should be taken that the modern interpretation of the historic materials is appropriate in form, appearance and will weather appropriately.

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Flat segmental red brick arches



Bull nose clay hanging tile



Differences between modern and traditional weatherboarding

Retention of chimneys

The removal or loss of chimneys within the Conservation Area impacts on the character of the Conservation Area as a whole. The presence of chimneys break up the roofscape and adds interest to the streetscene. Chimneys can also inform our understanding of the plan form of a historic building and can provide valuable evidence of changes in technology, fashion and wealth.

Variation of chimneys within the conservation area



Part II: Management Plan continued

Window replacement

The loss of traditional windows, ironmongery and glazing from our older buildings poses one of the major threats to our heritage and the character of historic areas. The character of windows profoundly affects the appearance of buildings but are particularly vulnerable as they are easily replaced or altered. The desire to improve the energy efficiency of historic buildings encourages windows' replacement with inappropriate and inferior quality modern alternatives. If well maintained, historic windows can last more than 200 years. Where the windows being considered for replacement are themselves modern replacements in inferior softwood that are now failing, what they are replaced with needs to be carefully assessed.

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Within the Conservation Area, historic windows should be retained whenever possible and their repair prioritised. In general, consent will not be granted for their removal. Within the Conservation Area there are a variety of timber casement, and vertical sliding sash windows.

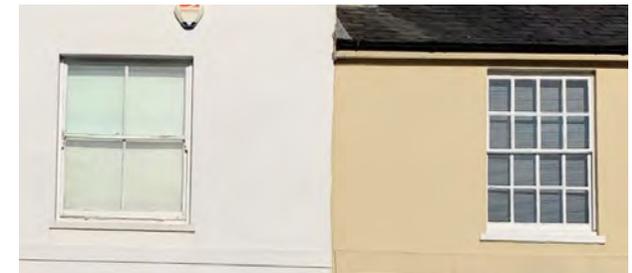
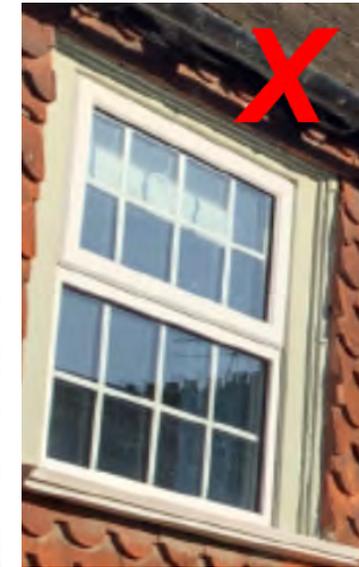
The design of historic windows evolved through the early modern period and so, where repair is not possible, replacement windows should be designed to either replicate the historic windows being replaced or be based upon a period design contemporaneous with the host building. In general, a consistent approach should be taken across a building. Further guidance from Historic England can be found at <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>.

Historic glass should be retained as its construction methods may no longer exist and its appearance creates reflections and distortions which add to the visual appreciation of the building and its historic character.



Traditional Windows

Their Care, Repair and Upgrading



Positive and negative windows within the conservation area showing modern and historic sash windows.

Part II: Management Plan continued

Dormer windows and rooflights

Within the conservation area there is only one example of dormer windows in a street facing location. It is considered due to the architectural character of the Conservation Area new dormer windows and rooflights should not be located on street-facing and prominent roofscapes. Where new dormer windows and rooflights are considered appropriate, they should be small in scale and not dominate the roofslope, ensuring that a large area of the roof remains visible. Dormers need to be of a traditional form, in scale with the building and its roof and their windows should be smaller than those on the floor below. Rooflights need to be flush with the roof face and normally the 'conservation' type metal rooflight is preferred. In most cases, the dormer or rooflight should align with the window below.



Cladding, rendering or painting of walls

In most cases, the walling material of a building is part of its character and contributes positively to the appearance of the Conservation Area. There may, however, be cases where the existing wall surface is unattractive or is decaying, and cladding, rendering or painting can be justified. Where this is the case the cladding needs to be in a locally used material, such as tile-hanging using local red clay tiles, or timber weatherboarding. Painting of natural brickwork and stonework is discouraged. If proposed work involves changing the front elevation of a building, Conservation Area advice from the Local Planning Department at Horsham District Council should be sought.

Repointing of brick or stone walls

Repointing can ruin the appearance of brick or stone walls. The purpose of the mortar in the joints is to stop rainwater penetrating into the wall and to act as a conduit for moisture trapped in the wall to escape. The mortar joint or pointing is therefore sacrificial and needs to be softer and more porous than the wall material. This is why for conservation work a lime-based mortar is normally recommended. It is important to dig out the old pointing to allow a sufficient 'key' for the repointing. Mortar should fill the joints but not spread out onto the surface of the wall material, and where the arises (corners) have been worn away, the mortar face may have to be slightly set back. Raised or 'strap' pointing should be avoided as not only does it stand out and change the appearance of the wall, it can act as a shelf for rainwater.

Part II: Management Plan continued

Demolition

Within the Conservation Area, the demolition of an unlisted building or wall over a certain volume or height without prior planning permission is a criminal offence. Furthermore, demolition of buildings or built features which have been identified as making a neutral or positive contribution to local character will normally not be permitted. Where buildings and features have been identified as making a negative contribution of local character, development incorporating some demolition may be permitted, as long as what will replace the existing building is judged to respond positively to its local context.

For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).

New development

Opportunities for new development

These must be considered carefully and the effect of new buildings on the setting of the Conservation Area, and on views both into it and out of it, particularly taken into account. New development must be sympathetic to its context in terms of its siting, scale (including height, size and massing), materials and details. It should also follow the existing pattern or grain of development, not obstruct important views, and not dominate buildings in the immediate vicinity. Materials should be carefully chosen to complement the Conservation Area's existing palette of materials.

Setting and views

All development affecting the setting of the London Road Conservation Area should demonstrate how the setting and long distance views, into and from the Conservation Area, are preserved and enhanced. The important streetscape views are identified in section 1 of the Conservation Area appraisal.

Key threats:

- Erosion of front boundaries in the Conservation Area;
- Loss of traditional joinery details in windows and doors, as properties are improved both visually and for thermal upgrading.
- Loss of traditional roof coverings, chimneys and chimneypots on unlisted properties when the roof is replaced. Machine made clay tiles, imported slates and similar though 'natural' materials look different to what is there now.
- Empty properties.

The environment and public realm

Trees

The presence of trees makes an important contribution to the character and appearance of the Conservation Area. Anyone who cuts down, uproots, lops, wilfully destroys or wilfully damages a tree of a diameter 75mm or more at 1.5m above ground level in a Conservation Area without giving the Local Planning Department at Horsham District Council six weeks' prior notice of their intention may be guilty of an offence. In Conservation Areas, the same penalties as those for contravening a Tree Preservation Order apply and a person who cuts down a tree in a Conservation Area without first giving notice is liable, if convicted in the Magistrates Court, to a fine. A person who carries out damaging work in a way that is not likely to destroy the tree is also liable to a fine.

Part II: Management Plan continued

Public realm

Street furniture

There needs to be a consistency of style to help create a cohesive identity for the Conservation Area. The presence of excessive or redundant street furniture causes street clutter and is visually unattractive. The rationalisation of street furniture such as street nameplates (a simple design of black letters on a white background), lamp posts, and the provision of a standard sage green for finger posts and litter bins is encouraged. It is suggested that consideration is given to having similar street furniture within the London Road Conservation Area as within Horsham Town Centre. This would result in a consistency of style and reinforce the conservation areas links with the towns historic core.

Surface materials

A large format paving slab in natural stone should be used as part of considered approach to the location and the heritage context. The use of high quality paving materials, together with the layout and jointing detail are key elements of the overall surface appearance. The following measures should be encouraged:

- traditional paving should be added as funding allows.
- any redundant street furniture such as signage should be removed.

Opportunities for enhancement

The Council wishes to encourage schemes which preserve or enhance the character and appearance of the Conservation Area. The key objective is to encourage the repair, reinstatement or retention of features which would reinforce the special character of the area. These would include the retention of soft boundary treatments and encouraging pedestrian routes through the conservation area to the town centre.

Parking and traffic density is an issue within the Conservation Area. A partnership between West Sussex County Highways Authority, Horsham District Council and Denne Neighbourhood Council could be considered to instigate schemes that would make vehicles less dominant and pedestrians might feel more comfortable. Any traffic calming measures must be in materials that respect the rural character of the Conservation Area.

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Appendix

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Gazetteer of listed buildings

Image	Name	Grade	Description
	Brunswick Place	2	1. 1236 (West Side) Nos 43 to 59 (odd) (Brunswick Place) TQ 1730 1/38 II GV 2. Terrace of houses stepped uphill and all set back from the road. About 1820. 3 storeys. 1 window each, except No 47 which has 2. Nos 57 and 59 have a blocked window-space each. Stuccoed. Ground floor rusticated. Fluted Corinthian pilasters from 1st to 2nd floor and from ground floor to 2nd floor at the ends. Cornice and parapet. All sash windows, most glazing bars intact. Several Victorian bay windows on the ground floor and modern shop fronts built out in front of Nos 43 to 49. No 55 has a moulded doorway recessed between a pair of tapered Doric half-columns. Stretched porch to the paired doors of Nos 57 and 59, supported on 2 Doric fluted columns, 2 pilasters and 1 central curved bracket. No 59 also has a few palmettes on stringcourses. Nos 43 to 59 (odd) form a group.
	63 London Road	2	1. 1236 (West Side) No 63 TQ 1730 1/39 20.5.49. II 2. About 1820. 2 storeys. 3 windows. Stuccoed. Centre window bay projects slightly. Pilasters flanking this and at ends. Outer window bays are very slightly curved. Eaves cornice. Slate roof. Stringcourse. Sash windows, glazing bars intact. Round-headed doorway. Semi-circular fanlight. 4-panel door.
	44 and 46 London Road	2	1. 1236 (East Side) Nos 44 & 46 TQ 1730 1/128 II 2. Probably C18 cottages. 2 storeys. 3 windows. Weather-boarded above, brick with grey headers below. Plain tiled roofs. Some sash and some casement windows, glazing bars intact. 2 doors with hoods over supported by curved brackets.

Image	Name	Grade	Description
	22 London Road	2	1. 1236 (East Side) No 22 TQ 1730 1/127 II GV 2. Late C18 or early C19, and altered later. 2 storey and basement. 3 windows. Tar felt on roof. Cornice and parapet. Rusticated quoins and stringcourse. All sash windows, glazing bars missing. Nos 16 to 22 (even) form a small group.
	20 London Road	2	1. 1236 (East Side) No 20 TQ 1730 1/126 II GV 2. Late C18 or early C19. Stuccoed. 2 storeys. 2 windows with one blocked window- space in centre. Slate roof with red ridge-tiles. Stringcourse. All sash windows, glazing bars mostly intact. Narrow hood over door supported by Doric columns. Nos 16 to 22 (even) form a small group.
	16 and 18 London Road	2	1. 1236 (East Side) Nos 16 & 18 TQ 1730 1/41 20.5.49. II GV 2. A pair of small houses built as one composition. 2 storeys. 2 windows and one blocked window-space in the centre. Stuccoed. Pediment with parapet over whole front. Shallow hood-moulds over the windows. All sashes, glazing bars mostly intact. Recessed doorway in centre with low rectangular fanlight having gothic divisions. 6-panel door with central 2 panels removed for glazing. The door of No 16 is at the side in Wickersham Road. Nos 16 to 22 (even) form a small group.

Gazetteer of locally listed buildings

What is a locally listed building?

It is a building identified by Horsham District Council as of local historic, architectural or townscape interest. Local listed buildings are non-designated heritage assets as defined within the National Planning Policy Framework. Many local authorities have lists of such buildings and structures. The National Planning Policy Guidance suggests it is helpful

for local planning authorities to keep a local list of non-designated heritage assets and that this list is publically accessible. Historic England advises that local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment.

Image	Name	Description
	West Point	
	London Road Methodist Church	
	48 - 52 London Road	

Glossary of Terms

A

Arcade - a row of arches supported by columns.

Arch - a section above a door or opening window with the structural function of dispersing the weight from above around the opening. Also referred to as a head above a door or window. The shape will determine its name; most common are segmental (semi-circular), lancet (pointed) and gauged (composed of shaped bricks).

Architrave - in Classical architecture, the lower part of a moulded cornice. Commonly used term for the moulded surround of a door or window.

Arts and Crafts - derived from an artistic movement of the late C19, based on the ideas of William Morris, which promoted traditional forms of design and the use of craft techniques in construction. Its architectural expression is seen in the use of traditional materials and restrained vernacular decoration.

Art Nouveau - an artistic movement of the turn of the century characterised by stylised forms of flowers and animals, prevalent in Edwardian buildings.

Ashlar - smoothed, even blocks of stone masonry.

B

Baluster - the upright in a staircase or balustrade that supports the horizontal top rail or coping.

Balustrade - the upstanding part of a stair or balcony that supports a rail or coping. The individual uprights (balusters) may be decorated or ornate, for example in the shape of bottles, in which case it is termed a bottle balustrade.

Bargeboard - a timber piece fitted to the outer edge of a gable, sometimes carved for decorative effect.

Baroque - a style associated with late Classical architecture, that evolved during the C17 and C18 and is characterised by exuberant decoration overlaid on classical architectural details.

Battered - a feature, such as a chimney, with sloping faces or sides making it narrower at the top than at the bottom.

Battlement - the top part of a castle wall, often used to detail a parapet; also known as crenellation.

Bay - an extension to the main building line, termed canted or splayed when angled back at the sides, and squared when perpendicular (see also Window).

Bow window - a curved window extending from the front of a building.

Bull nose - the rounded end of a brick or tile.

Burr - a rough, poor quality brick used as infill.

C

Canted - angled at the sides, as in a bay window.

Cap - a stone piece on top of a pier to protect it from weathering.

Cape - extension to the footpath to narrow the road width.

Capital - the ornate top of a column, sometimes decorated with carvings of leaves and flowers.

Cartouche - a carved panel of stone or plaster.

Casement window - a window opening on side or top hinges.

Chamfered - an object with the edges of the front face angled back to give a sense of depth; e.g. on a door stile.

Channelled - stucco or render grooved to look like stone masonry.

Character - The main visual characteristics of an area resulting from the influence of geology, topography, urban layout, plot form, and predominant building ages, types, form and materials.

Chinoiserie - a decorative style, inspired by oriental art and design.

Classical - an architectural style based on Greek and Roman antiquities, characterised by the arrangement of the elements of a building according to a set of rules (i.e. Orders).

Clerestorey - a row of windows at high level lighting the ground or principal floor; very common in churches where they are positioned over the aisles.

Colonnade - a small, slim column, usually arranged in groups. Column - a structural or decorative vertical element, usually circular, supporting or framing the upper parts of a building.

Coping - a sloping or curved, overhanging section of stone on top of a wall or parapet designed to protect the masonry from rain water.

Corbel - a projecting piece of timber, stone or brick supporting an overhanging structure, such as an arch or balcony.

Corinthian - an ornate type of column with exuberant decoration of the capital.

Cornice - a decorative mould applied to parapets and pediments.

Crenellation(s) - a parapet that has been built in the form of castle battlement.

Crow-stepped gable - a gable with stepped sides like a stair case.

Cupola - a domed structure on the roof.

Curtilage - the area within the boundaries of a property surrounding the main building.

D

Dentil - a square block, often used as a detail in a cornice, where it is alternated with a gap.

Distinctive frontage - a structure or series of buildings, such as a terrace, that has specific architectural quality, recognisable plot rhythm, consistent use of materials, or a combination of the above. A distinctive frontage will make a positive contribution to local character or even define the local character.

Glossary of Terms continued

Doorcase - the surrounding frame of a door, usually timber.

Doric - a plain column with little decoration.

Dormer window - a window projecting from a roof.

Dressings - the decorative elements of building elevations used to define windows, doors, etc., and usually of a material contrasting with the main one; for instance, stone window surrounds on a brick facade.

Dutch gable - a gable with tiered and curved sides as evolved in the Low Countries.

Eaves - the lower, overhanging section of a pitched roof, intended to throw rain water away from the wall below.

Egg and Dart - a moulding pattern of alternating eggshaped and arrowhead shaped pieces.

Engineering brick - an extremely hard brick used mainly in engineering structures such as bridges.

Entablature - the top part of a column or pediment comprising a number of elements; i.e. architrave, cornice, modillion, capital, etc.

F

Faience - a glazed clay tile or block.

Fenestration - the pattern of windows.

Fielded - a flat, undecorated but raised part of a door panel.

Fin - a simple projection at right angles to the face of the building, repeated to give some relief to flat modernist facades.

Finial - a decorative device to finish off a building element with a flourish, most commonly seen on railings.

Fleche - a pointed spike or finial, common on church roofs.

Frieze - a band or decorative motif running along the upper part of the wall, sometimes carved.

Fluted - carved with long vertical depressions, as in many columns.

G

Gable - a decorative finish to the upper part of a wall designed to obscure the roof structure. Termed Dutch if replicating the style common in Holland; crow-stepped if rising in stages like a staircase.

Gablet roof - roof with a small gable at the top of a hipped or half-hipped section.

Galleting - a technique in which small pieces of stone are pushed into wet mortar joints during the construction of a building. Has both a decorative and weathering function.

Gardenesque - of a style associated with the C18 English Romantic garden designs; naturalistic rather than formal.

Gauged - bricks shaped to fit together closely, as in an arch or head.

Gault brick - a light cream/yellow brick commonly made in East Anglia (hence Suffolk gaults).

Gothic(k) - term applied to Medieval architecture characterised by pointed arches and windows, fine decorative carving, tracery, etc. Revived in the later C19 by ecclesiastical architects who looked back to the Medieval cathedrals and churches for their main inspiration.

H

Ha ha - a linear hollow or ditch defining a property or field boundary and primarily used to exclude livestock from the grounds of a house while maintaining a view of the landscape.

Head - the common term for the arch over an opening.

Heritage asset - Heritage assets are identified as having a degree of significance meriting consideration in planning decisions, because of their heritage interest. Designated heritage assets include Conservation Areas, listed buildings, Scheduled Monuments, Registered Parks and Gardens. A non-designated heritage asset are those identified by the Local Authority of local communities that are not of sufficient interest to be statutorily designated but still warrant consideration in planning decisions due to their local interest. Non-designated heritage assets can be identified at any time and within the context of Conservation Areas are those which contribute to local distinctiveness.

Herringbone pattern - a pattern created by laying rectangular blocks of wood or stone in an interlocking arrangement; e.g. some door panels and paving.

Hipped roof - a roof sloping at the ends as well as the sides.

Hood - a projecting moulded section over a door or window.

I

International - a modern architectural style that eschews decoration and is based on designing buildings in simple cubist forms with no reference to local styles or materials. Characterised by modern building materials, such as concrete, steel and plate glass.

Ionic - a type of column.

Italianate - built in a style derived from Italy.

J

Jettied - extended out over the floor below, usually on timber joists.

K

Knapped flint - flint stones that have had one side broken off and flattened to present a smooth face.

L

Lancet - a window or arch coming to a narrow point and much used in Gothic architecture.

Leaded light - a window pane subdivided into small squares or diamonds by lead strips (known as cames).

Lesene - a pilaster without a base or capital.

Light - a window with fixed glazing.

Lintel - a structural beam above an opening, such as a window or door, which may be expressed externally as an architectural feature.

Loggia - an open gallery, often in the form of an arcade.

Glossary of Terms continued

M

Mansard roof - a roof set back from the building frontage, usually behind a parapet, and rising in two pitches to form an attic space.

Materials - the predominant building materials used in an area for walling, windows, paving and roofing.

Mathematical tile - a building material used extensively in the southeastern counties of England—especially Sussex and Kent—in the C18 and early C19. They were laid on the exterior of timber-framed buildings as an alternative to brickwork, which their appearance closely resembled. Mathematical tiles had an extra price advantage during the time of the brick tax (1784–1850), although later there was a tax on tiles also. The tiles were laid in a partly overlapping pattern, akin to roof shingles. Their lower section - the part intended to be visible when the tiling was complete - was thicker; the upper section would slide under the overlapping tile above and would therefore be hidden. They would then be hung on a lath of wood, and the lower sections would be moulded together with an infill of lime mortar to form a flat surface. The interlocking visible surfaces would then resemble either header bond or stretcher bond brickwork. Mathematical tiles had several advantages over brick: they were cheaper, easier to lay than bricks (skilled workmen were not needed), and were more resistant to the weathering effects of wind, rain and sea-spray, making them particularly useful at seaside locations.

Modillion - part of a cornice comprising a series of small brackets.

Morphology - the study of the shape and layout of an area as defined by natural and man-made features; e.g. valleys, rivers, roads, boundaries.

Mullion - a vertical piece of stone or timber dividing a window into sections.

N

Nailhead - a style of moulding in the form of a small pyramid shaped projection, which when laid horizontally in a band form a string course.

Negative buildings - buildings that due to their location, scale, material, form or detailed design, are a negative intrusion on the area and which offer the potential for beneficial change that would enhance the character of the Conservation Area.

Neutral buildings - buildings which make neither a positive nor negative contribution to the character and appearance of a Conservation Area.

O

Ogee - a moulding shaped with a double curve.

Oriel - a window which is suspended from the face of the building.

Ovolar (or Ovolo) - a moulding section of a quarter circle.

P

Panel tracery - a late Medieval form of tracery characterised by subdivision of the window by strong vertical and horizontal members.

Pantile - a clay roofing tile with an 'S'-shaped profile.

Parapet - the upper part of a wall, often used to hide roofs and decorated for architectural effect; e.g. crenellated or battlemented in the form of a castle wall.

Party-line - the dividing wall between properties.

Paviors - small brick-like paving units.

Pediment - a triangular feature of classical buildings surmounting a portico, but often used on a smaller scale over doors and windows, which are then referred to as pedimented. When the upper sloping sides are curved it is called segmental. It may termed be broken or open when either the bottom horizontal or angled upper sides do not meet.

Pilaster - a flattened column used to frame door and window cases and shopfronts.

Planter - a container for holding plants.

Plat - a string course without mouldings.

Plinth - the base of a column or wall.

Portico - a grand entrance extending in front of the building line, usually defined by columns and surmounted by a pediment.

Queen Anne Style - an architectural style of the late C19 century, related to the Arts & Crafts movement, and reviving Dutch style buildings of the reign of William and Mary (late C17).

Quoin - a corner of a building defined by contrasting or exaggerated materials.

R

Range - a line of buildings, often grouped around a courtyard.

Reveal - the area of masonry or frame visible between the outer face of a wall and a door or window which is set back from it.

Roughcast - a type of render of plaster or concrete with a rough surface finish.

Rubble stone - stonework left rough and unworked.

Rustication - stucco or stone blocks with large angled joints.

S

Salt glaze - a method of glazing brick or clay to give a glassy finish.

Sash window - a window that slides vertically on a system of cords and balanced weights.

Scale - Building scale refers to building elements and details as they proportionally relate to each other and to humans. Aspects of scale include: size (2D measurement); bulk (visual perception of the composition of shape of a building's massing); and mass (determined by volume, shape and form, relationship to neighbouring structures, building plot and relationship to streets).

Scorria block - a hard, durable engineering brick, looking like granite; used in paving, especially in gutters.

Scroll(work) - a circular or spiral decorative piece, representing a curved leaf, such as a bracket or the top of a column. If included in a decorative panel, it would be referred to as a scroll leaf panel.

Segmental - a section of a circle and the term applied to a curved element, e.g. above an arch or pediment.

Sett - a small block of hard stone, such as granite, used for paving.

Glossary of Terms continued

Setting - the setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character. Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context.

Significance - The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Soldier band - a string course made up of bricks set with the long side vertical.

Soffit - the underside of eaves or other projection.

Spandrel - a blank area between arch supports or below a window.

Splayed - a bay window with angled sides.

Sprocket - a small supporting piece of stone or timber carrying a larger item such as a bracket.

Stable block - small square stone or clay pavior traditionally used as flooring in stables and similar buildings.

Stack - the part of the chimney breast visible above the roof.

Stile - the vertical sections of a door or window.

Stippled - the effect created by carving small depressions in the face of stone.

Stock brick - a traditional clay brick commonly used in house construction; often called London stocks because of the frequency of use locally. May be yellow or red in colour.

String course - a horizontal band in a wall, usually raised and often moulded.

Stucco - a lime based render applied to the exterior of a building. Often scored to imitate courses of masonry, then called channelled, and sometimes more deeply incised to give the appearance of roughly hewn stone, in which case it is rusticated.

Swag - a decorative carving representing a suspended cloth or curtain.

T

Tented - a roof structure shaped to look like a tent.

Tessellated tiles - small clay tiles or mosaics, geometrically shaped, and fitted together to make intricate formal designs; commonly used for front paths to houses.

Tetrastyle - a portico with four columns.

Toothed - a brick detail like a dentil in which bricks are alternately recessed and projected.

Topography - The physical form of an area defined by natural features and geographic elements such as rivers.

Tourelle - a small tower-like structure suspended from the corner of a building (also called a turret).

Tracery - delicately carved stonework usually seen in the windows of Gothic churches and cathedrals; various forms exist, including panel type.
69

Transom - a horizontal glazing bar in a window.

Trefoil - literally “three leaves”, thus relating to any decorative element with the appearance of a clover leaf.

Tuscan - a plain, unadorned column.

Tympanum - the space between a lintel and an arch above a door.

U **Unlisted building making a positive contribution to the street scene**

- Buildings that are not designated assets but which, due to their local architectural or historic interest or forming part of a group, contribute to or enhance our appreciation of local character and historic development. These are building which make a positive contribution to the overall character and sense of place of the Conservation Area. They form a material consideration in planning meaning that their preservation and sensitive adaptation will be encouraged through the planning process.

V

Venetian - a window composed of three openings or lights within the frame, the central light arched, the two flanking with flat heads.

Vernacular - based on local and traditional construction methods, materials and decorative styles.

Views - Within the scope of Conservation Area appraisals, views are discussed in terms of location from a view to a specific landmark, or panorama incorporating a series of features (natural or built) is possible. For the view to have value and therefore merit consideration within planning, the features within the view should be worthy of conservation or contribute to our understanding of the place and its setting.

Vousoir - the shaped bricks or stones over a window forming a head or arch.

W

Weatherboarding - overlapping timber boards cladding the outside of a building.

Window - an opening to allow light and air into a building which has developed into a significant element of architectural design; collectively referred to as fenestration. The form of opening determines the type of window; most common are sashes, which slide vertically, and casements, which are side hinged and open inwards or outwards. Those with a side light are said to have margins. A window may be projected from the building frontage, and termed a bay or bow (if curved), or oriel if suspended above ground. The top is usually defined by an arch. A dormer is one set into the roof slope.

Map of proposed changes to the Conservation Area

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Draft Richmond Road Conservation Area Appraisal and Management Plan



Horsham
District
Council



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Agenda Annex

July 2021

“Sussex is a better place to see this happy marriage of old and new than anywhere else in England.”¹

1. Nairn, I. & Pevsner, N., 2001. *Sussex*, Harmondsworth : [s.l.: Penguin ; distributed by Yale University Press]. p.328

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Introduction

What does Conservation Area designation mean?

The statutory definition of a Conservation Area is an “area of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance”. The power to designate Conservation Areas is given to local authorities through the Planning (Listed Buildings and Conservation Areas) Act 1990 (Sections 69 to 78).

Proposals within a Conservation Area become subject to policies outlined in section 16 of the National Planning Policy Framework (NPPF), as well as local planning policies outlined in the Horsham District Council Planning Framework. The duties for Horsham District Council, set out in Section 69-72 of the Act are:

- from time to time, determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and designate those areas as Conservation Areas
- from time to time, to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as Conservation Areas; and, if they so determine, they shall designate those parts accordingly (includes reviewing boundaries)
- from time to time, to formulate and publish proposals for the preservation and enhancement of any parts of their area which are Conservation Areas
- submit proposals for consideration to a public meeting in the area to which they relate. The local planning authority shall have regard to any views concerning the proposals expressed by persons attending the meeting
- in the exercise, with respect to any buildings or other land in a Conservation Area, of any functions..., special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, this document provides a comprehensive appraisal of the Richmond Road Conservation Area. It seeks to define and record the special architectural and historic interest of the Conservation Area and identifies opportunities for enhancement. Although the appraisal seeks to cover the main aspects of the designated area, it cannot be completely comprehensive; the omission of any feature in either the appraisal or the management proposals does not imply that it is of no interest.

What is a Conservation Area appraisal?

A Conservation Area appraisal defines the special historic and architectural character of an area. Supported by a range of evidence, the document acts as a tool to demonstrate the area’s special interest, explaining to owners and residents the reasons for designation. They are educational and informative documents, which illustrate and justify what that community particularly values about the place they live and work. They provide a relatively detailed articulation of the area’s character, supported by maps and other visual information, which is used to develop a framework for planning decisions.

Character is a complex concept but is best described as the combination of architecture, materials, detailing, topography and open space, as well as the relationship between buildings and their settings. Many other aspects contribute to character such as views, land use, vegetation, building scale and form, noise and adjacent designations such as National Parks.

Introduction continued

Appraisals also identify aspects of an area that either contribute to or detract from local character, raise public awareness and interest in the objectives of Conservation Area designation, encourage public involvement in the planning process and identify opportunities for enhancing areas.

Purpose of this document

Once adopted, the appraisal is material to the determination of planning applications and appeals. Therefore, the appraisal is an important document informing private owners and developers concerning the location, scale and form of new development.

This appraisal concludes with a Conservation Area management plan. This takes forward the issues presented in the appraisal, considering them in the context of legislation, policy and community interest. This will then assist in developing local policies Horsham District Council will adopt to protect the special interest of the Conservation Area in such a way that it becomes self-sustaining into the future. This includes policies to protect the survival and use of local materials, architectural details and to propose forms of development based on the findings of the appraisal.

This document has been produced using the guidance set out by Historic England in their document, Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management (2019).

Policy background

On 27th November 2015, Horsham District Council adopted the Horsham District Planning Framework (HDPF). The HDPF sets out the planning strategy for the years up to 2031 to deliver social, economic and environmental needs for the district (outside the South Downs National Park). Chapter 9, Conserving and Enhancing the Natural and Built Environment, is of particular importance for conservation and design issues.

The policies contained within this chapter deal with many themes central to the conservation and enhancement of heritage assets and local character more generally, such as:

- district character and the natural environment (policy 25);
- the quality of new development (policy 32);
- development principles (policy 33); and
- heritage assets and managing change within the historic environment (policy 34).

Therefore, Conservation Area designation introduces controls over the way owners can alter or develop their properties. It also introduces control of the demolition of unlisted buildings, works on trees, the types of advertisements that can be displayed with deemed consent and the types of development that can be carried out without the need for planning permission (permitted development rights).

However, research undertaken by Historic England and the London School of Economics has demonstrated that owners of residential properties within Conservation Areas generally consider these controls to be beneficial because they often also sustain or increase the value of those properties within the Conservation Area.

Introduction continued

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Aerial photograph of Richmond Road Conservation Area designated in August 1989 outlined in red.

Introduction continued

Richmond Road

The existing Richmond Road Conservation Area is set within the built up area boundary of Horsham town. The current Conservation Area is small in size and covers part of Wimblehurst Road, Gordon Road and Richmond Road. To the eastern boundary of the Conservation Area is the railway line, whilst to the west is North Parade, a main route from the town centre to the A24. To the north Wimblehurst Road provides a through route across the railway line to the eastern part of the wider town.

The appraisal

Page 253 This appraisal offers an opportunity to re-assess the Richmond Road Conservation Area and to evaluate and record its special interest. It is important to note that designation as a Conservation Area will not in itself protect the area from incremental changes that can erode character over time.

Undertaking this appraisal offers the opportunity to draw out the key elements of the Conservation Area's character and quality as it is now, define what is positive and negative and identify opportunities for beneficial change. The information contained within the appraisal can be used to guide the form of new development within the Conservation Area, help to those considering investment in the area and be informative for the local community, planners and developers alike.

This document is divided into two parts:

Part I: The character appraisal highlights what is architecturally and historically important about the Richmond Road Conservation Area, identifies any problems within it and assesses whether its boundary is still appropriate. The character appraisal is supported by photographs to illustrate the general character of the Conservation Area and highlight both its good and bad features. Where a bad feature has been identified a cross is shown to indicate that the feature should not be replicated in future development.

Part II: The management proposals identify opportunities for preserving and/or enhancing the character of the Conservation Area based on the negative features identified in Part 1.

Summary of special interest

The key positive characteristics of the Richmond Road Conservation Area are identified in detail in Part I (Appraisal) but can also be summarised as follows:

- The street pattern, and associated tree planting create a strong sense of place.
- Many buildings within the Conservation Areas are little altered from the time of their construction.
- The buildings within the Conservation Areas use a similar palette of high quality materials and plan form which creates a rhythm and unity of design.

Map of amended conservation area.



Horsham District Council
 Parkside, Chart Way, Horsham
 West Sussex RH12 1RL

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Proposed Extension to Richmond Road Conservation Area			
Reference No :	Date : 15/06/2021	Scale : 1:2,500 (at A4)	
Drawing No :	Drawn :	Checked :	Revisions : 28/09/2020

Part I: Appraisal

Origins and development of Richmond Road

The name of Horsham may have derived from Horsa Ham – a settlement where horses were kept, but may also equally derive from the name of the Anglo Saxon chieftain who owned land in the area.

Archaeological evidence suggests that the fertile coastal planes of what was to become Sussex were the first to be settled. The land of the weald was then used for seasonal grazing. As the population grew and the forests of the weald were cleared, clusters of dwellings grew at river crossings and meetings of trackways.

Horsham grew from its position at a crossing of the Arun. The church grew close to the crossing and drew its congregation from scattered farmsteads which slowly expanded to form the market and administration centre which was to become Horsham.

The parish church of St Mary's is first documented in 1230. It is likely that the town was founded by William de Braose (the Lord of the Rape of Bramber within which Horsham was located). Trades within the town were first recorded in around 1230. A tannery was established on the southern edge of the town by the river in the fifteenth century.

The Bishopric to the west of the historic core was in separate ownership from the town as it lay within the control of the Archbishop of Canterbury.

The assizes were held within the town and also the county and borough courts. The natural resources close to the settlement facilitated a boost in the growth of Horsham with the development of the iron industry which peaked between 1550-1650.

Despite the provision of natural resources in terms of timber and iron ore, the Sussex clay made travel within the winter months particularly difficult. This often led to characteristically curving trackways which sought to utilise the driest route between settlements.

The eighteenth and nineteenth century led to a period of lesser growth with a proposed canal link between Horsham and the Wey and Arun Canal not being brought forward. The road network was improved with the turnpiking of Worthing Road in 1764, followed by further roads culminating in a western bypass of the A24 in the 1960s and the northern bypass in the 1980s.

The town's common land was enclosed in 1812, with development expanding from the core of Carfax, Causeway, Denne Road and East and West Street onto the common land. The railway provided a further boost to the area with its arrival in 1848, and the consequent construction of Victorian terraces and planned estates expanding the town further along the railway line and road network.

The Richmond Road Conservation Area is unusual within the locality as the Conservation Area in its original form has no statutory listed buildings within its boundaries. Wimblehurst Road appears to be the oldest part of the Conservation Area providing access to the now demolished estate and mansion of Wimblehurst. The historic maps indicate that the land which was to become the Conservation Area was occupied by individual farms some of which later lent their names to the residential developments that replaced them such as Angus Farm - Angus Close. Development extended from the historic core of Horsham along particularly the western side of North Parade, with sporadic development at its junction with Hurst Road. Population growth fuelled by the growth of the railways show an increase in higher density development expanding from the historic core and encompassing the area around the railway station.

The development of Richmond Road and its surrounds is clearly underway by 1895 with the formation of Richmond and Gordon Road.

Part I: Appraisal continued

Richmond Road's evolution through historic maps



Surveyed 1870/71

Wimblehurst Road is established at this time providing access to Wimblehurst. Angus Farm is located to the south of Wimblehurst, which is to become Angus Close.



Surveyed 1875/76



Surveyed 1895/6

Cottage Hospital and Grammar School are clearly visible, with Richmond Road laid out with 2 houses constructed, and Gordon Road with 1 dwelling. Within Wimblehurst dwellings have been constructed on both the north and south sides of the road.



By 1909 further development has been undertaken along Wimblehurst Road, Gordon Road and Richmond. The plan form is now recognisable in the present day.



1938 1932 – The infill development of the semi detached properties in Richmond Road have been undertaken.

Part I: Appraisal continued

Richmond Road's evolution through historic maps

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1938 – The development of the Novartis site has commenced with the provision of a laboratory accessed from Wimblehurst Road.

Reproduced with the permission of the National Library of Scotland:
<https://maps.nls.uk/index.html>

Part I: Appraisal continued

Underlying geology

Horsham is located within the wooded clay vales of the Sussex Weald. The River Arun runs to the south of the town close to St Mary's Church. The bedrock is of Weald Clay Formation, formed approximately 126 to 134 million years ago in the Cretaceous period. This underlying geology has provided a characteristic local building material, called Horsham Stone, as well as Carstone or Ironstone.

The wider locality contains a number of examples of buildings constructed from vernacular materials. However due to the improved highway network and the use of the railways the majority of the buildings within the Conservation Area were constructed with a greater variety of materials reflecting social fashions on a national rather than local scale.

Topography and Hydrology

The land within the Conservation Area is predominantly flat although it does rise to the north and east. There are no hydrological features within the study area although Horsham is located on the River Arun, which runs approximately 1 mile to the south and has had an impact on the development and character of the area. Its source is a series of streams in the St Leonard's Forest area, to the east of Horsham.

Movement and Connectivity

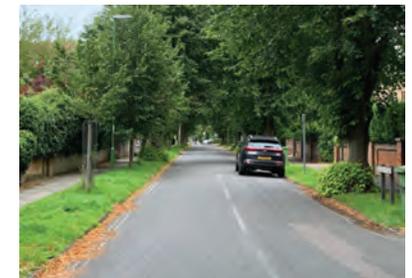
Wimblehurst Road forms a local connector road that enables access over the railway line. Wimblehurst Road provides an active link between the eastern and western parts of the wider town. To the south Richmond Road and Gordon Road are less active with users mainly seeking a destination within the roads themselves rather than as a through route (although a bus route does access these roads). The changes to the Conservation Area would result in the addition of properties within Hurst Road into the Conservation Area. Hurst Road is a busy route that encompasses access to the Law Courts, hospital, fire station, school and sixth form college, as well as links to the railway station.

The Conservation Area has pavements to either side of the roads within it.



Photograph above shows Wimblehurst Road as it crossed the railway looking south west

Hurst Road and North Parade (outside of the Conservation Area but within its setting) connect the north western outskirts of Horsham, and the tangential route of the A24 with the town centre and railway station.



Richmond Road and Gordon Road are narrower in width than Wimblehurst Road, with on street parking, and green verges in addition to the pavement

Part I: Appraisal continued

Land use and open space

The Richmond Road Conservation Area is predominantly residential, although there it does contain a residential care home, and a hotel. Adjoining the Conservation Area is the listed building of the College of Richard Collyer.



Grade 2 listed building used as a sixth form college (The College of Richard Collyer)

Open spaces and public rights of way

The properties within the Conservation Area have generally large gardens and are set back from the street.

There is no public open space within the Conservation Area although it is close to Horsham Park. Despite the lack of public open space the front gardens, and established tree planting and verges provide a soft, shady setting to the Conservation Area.

A key characteristic of the conservation area is the street planting and grass verges which provide a green frame to the residential streets most noticeably in Gordon and Richmond Road. The plan below identifies Tree Preservation Orders (TPO) in the immediate locality.



Plan of Tree Preservation Orders within the area shown as a green circle or green area. The photograph shows the tree planting within Richmond Road and the grass verges. The planting at the end of Richmond Road provides an effective screen to the railway line behind.

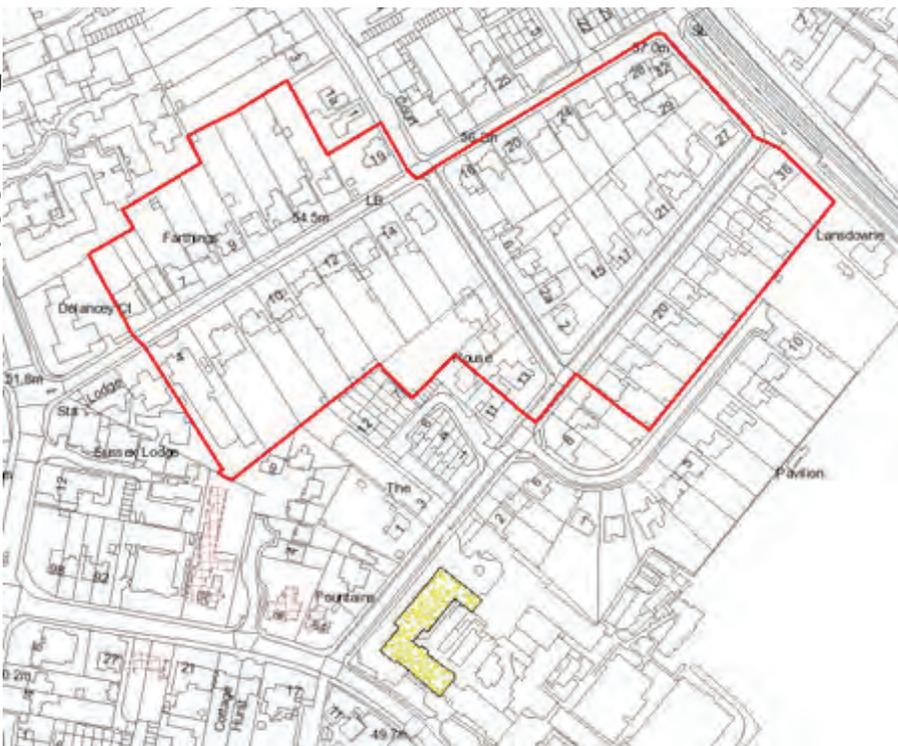
Part I: Appraisal continued

Heritage Assets

Within the existing Conservation Area there are no designated listed or locally listed buildings. The grade 2 listed sixth form College of Richard Collyer is located to the south of Richmond Road, with its boundary forming the edge of the extended Conservation Area boundary.

As part of the proposed extension of the Conservation Area three locally listed buildings would fall within the Conservation Area. These properties have been identified as having a strong design link with the existing buildings within the Conservation Area. The extension to the Conservation Area would include 84, 86 and 88 Hurst Road. Consideration has been given to including the original Horsham Hospital building within the Conservation Area however it was considered that although the building is of local interest it would not be appropriate to include it within the Conservation Area at this stage. Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.

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Hatched area indicates existing Conservation Area, buildings in yellow listed buildings and pink hatched areas locally listed buildings



Images 2 - 4 show the locally listed buildings of 84, 86 and 88 Hurst Road. These are described within the Horsham Town Local List and would be considered to be non-designated heritage assets. Image 2 - 84 Hurst Road "Two and a half storey detached formed house. Painted render with slate roof. Two identical bay windows and central porch: modern extension to east. Group value with 23, 25, 84 & 86 Hurst Road. c.1890. Image 3 - 84 Hurst Road "Large house facing on to Hurst Road. Double fronted, two and a half storeys. Large bay windows in rendered façade with slate roof over. One large and one smaller gable with decorated barge boards. Group value with 23, 25, 86 and 88 Hurst Road. c.1890. Image 4 - 88 Hurst Road "Two and a half storey detached formed house. Painted render with slate roof. Two identical bay windows and central porch: modern extension to east. Group value with 23, 25, 84 & 86 Hurst Road. c.1890"

Part I: Appraisal continued

Views and Urban Streetscape

The Richmond Road Conservation Area is located within an urban area. The primary viewpoints are identified on the adjoining map with the photographic image on the following page.

The primary viewpoints are located at the entrance points along the routeways through the Conservation Area.

The views identified are all from public viewpoints and were specifically chosen following site visits as being representative of the visual relationship between the Conservation Area and its surroundings.

The Appraisal by its nature is unable to highlight every view into and out of the Conservation Area. Consequently, the views chosen are considered to be illustrative of the experience and character of the Conservation Area. The views help to inform and appreciate the understanding of how the Conservation Area has evolved within its setting. Paragraph 13 of Historic England's Good Practice Advice in Planning Note 3 (second Edition) "The Setting of Heritage Assets" also indicates that although views may be identified by local planning policies and guidance, this does not mean that additional views or other elements or attributes of setting do not merit consideration.

By necessity each view provides a pointer to the key features in the landscape and their association with the Conservation Area.



Map showing location of photographs on following page.

Part I: Appraisal continued

Paragraph 013 Planning Policy Guidance – Historic Environment is clear that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting.



Image A highlights the view through the conservation area from Wimblehurst Road looking west. **Image B** encompasses the view west at the junction of Gordon Road and Wimblehurst Road. **Image C** shows the view looking south along Gordon Road. **Image D** indicates the view looking south west through the conservation area along Richmond Road. **Image E** is the view of the conservation area from the junction of Hurst Road and Richmond Road looking north east.

Part I: Appraisal continued

Character Area

The proposed Conservation Area has a single continuous character area, identified as the Richmond Road Character Area. The Richmond Road Conservation Area covers properties within Wimblehurst Road, Gordon Road, Hurst Road and Richmond Road.

Unusually for Conservation Areas within the District, the majority of the properties within the character area were constructed at a time when there are contemporary records, and maps.

Local resources indicate that the original houses within Wimblehurst Road were built to order by builder George Potter. George Potter had his yard on land in London Road which is now occupied by the Doctors surgery and the Farriers housing development. An example of one such history is Chandos House which was built between 1896 and 1900. The house was previously occupied by solicitor Jack Eager who represented Haigh (the acid bath murderer) before the case was moved to the High Court in London.

The plot sizes for the properties within the character area are regular, and mostly rectangular in form. The largest plots are within Wimblehurst Road.

The original plots are clearly visible with dwellings fronting the road and long gardens to the rear. Wimblehurst Road and Hurst Road are the busiest roads within the character area.

Wimblehurst Road is relatively straight with pavements to either side and street lighting. The busyness of the road, can detract from the attractive form of the housing, especially when walking through the Conservation Area. The level of traffic by its nature is harmful to the context of the Conservation Area due to noise and pollution. The flow of traffic does not complement the elegance of the dwellings.

The properties within the road are set back with a mixture of boundary treatments of either low brick walls, low fencing and/or hedging. There are a number of trees visible from the highway which provide a green, and verdant setting to the road. Some of these trees are covered by a Tree Preservation Order. The main door to the properties fronts onto Wimblehurst Road.

The majority of the properties within Wimblehurst Road are either two or two and half storey in height. The older buildings have a single or double gable fronting onto the road, and an integral porch. Large decorative windows are common features, as well as chimneys and decorative brickwork/hanging tile.

Part I: Appraisal continued

Within Richmond Road and Gordon Road the volume of traffic is less and therefore the road has a quieter and more tranquil character. This is assisted by the presence of a grass verge populated by mature lime trees. The lime trees provide shading and draw the eye along the road. It is suggested that the verges and lime trees are a defining feature of the Conservation Area and provide a sense of place and continuity.

The entrance to the Conservation Area at the junction of Hurst Road and Richmond Road is framed by the Victorian properties of 84, 86 and 88 Hurst Road, and to the east The College of Richard Collyer which is listed grade 2. The amended Conservation Area boundary includes the properties of 84, 86 and 88 Hurst Road as well as the road, and pavements of Richmond Road. The trees and verges along Richmond Road from Hurst Road are considered to provide a clear continuation of the features of the Conservation Area strengthening its overall historic and architectural context.

The properties within the Richmond Road section of the Conservation Area are all detached on the northern side of the road, with the properties set back to enable off street parking. The front elevations are embellished with a mixture of enclosed and open porches.

The properties located at road junctions are double fronted providing interest to the dual street frontages. Low brick walls to the front of the properties are a positive contributor to the Conservation Area and provide a key unifying thread along the street frontage.

On the southern side of Richmond Road the properties are a mixture of detached and semi-detached properties. The semi detached properties are simpler in style with red brick detailing and chimneys adding interest and simple fencing to the front. The design of the properties although having a common quality of form and scale are individualised by specific detailing reflecting design details of the Queen Anne Revival and the arts and craft movement as exemplified in the photographs below.



Part I: Appraisal continued

Character Assessment

Building and materials

There are a number of elements which come together to form the unique character of the Conservation Area as a whole. These include:

- well proportioned front gardens
- predominance of sash windows
- high quality boundary treatment
- unity of building form
- traditional detailing
- lime trees and verges



Within the Conservation Area there are a variety of building types which add a diversity of style but are unified by their position fronting onto Richmond, Wimblehurst, Gordon or Hurst Road and the use of good quality materials and detailing.

Materials

The predominant building material within the Conservation Area is a red brick, although some of the newer properties such as the semi detached dwellings in Richmond Road have a brown brick with red brick quoins and detailing above windows and doors. Soldier courses of pale bricks are common, in addition to decorative brick lintels and keystone features above first floor windows. Coloured decorative bricks are also a feature.

The Conservation Area has a mixture of roofing forms with pitched roofs of clay tile and slate, gable ends and some small pitched and curved roof dormers.



Part I: Appraisal continued

Principal Elevations

The principal elevations of the majority of the dwellings in the Conservation Area have a number of decorative features. Within the Conservation Area there are examples of Victorian properties influenced by Gothic and Italianate architecture, as well as the later Queen Anne Revival style. There are also buildings with mock Tudor timber detailing, as well as dutch gables, hanging tile, render and decorative pargetting.

Bay Windows

A characteristic design feature of the Conservation Area are two storey bay windows either with a slate or balcony roof. The bay windows take a number of forms and can be seen constructed in decorative brick, classically inspired bay windows with columns supporting the porches and windows, as well as bays with decorative ashlar plasterwork to the ground floors.

Windows

Within the Conservation Area the prevailing window style is timber sash windows, with some timber and metal casements.

Bargeboards

Bargeboards with and without decorative spandrels are common within the Conservation Area with examples of both decorative and plain bargeboards and some exposed rafter feet.

Porches

Within the Conservation Area there are a variety of both open and closed porches. The porches are predominantly roofed in matching materials to the main roof, with decorative timber detailing.



Part I: Appraisal continued

Front Boundary Treatments

A dominating feature of the Conservation Area excluding the buildings is the road. The movement of vehicles creates noise and fumes and detracts from the experience of pedestrians, making the road less welcoming. Consequently the front gardens to the properties have an important function. The gardens soften the junction of building and pavement reinforcing the refinement of the Conservation Area.

Within the Conservation Area brick walls create a unifying boundary feature. Some walls have decorative brickwork which reflects the quality of the dwelling on the site. The brick walls play a role in concealing the parking of vehicles to the front of the dwellings. In some cases timber fencing has been utilised and boundary hedging. Open frontages are not a feature of the Conservation Area and should be resisted.



Chimneys

A key characteristic of the Conservation Area is the presence of chimneys which provide interest and break up the roofscape.

Building Heights

Due to the urban nature of the Conservation Area the heights of the buildings range from two to two and a half storey with accommodation carefully assimilated within the roofslope.

Building Audit Map

The Building Audit map on the following page highlights the buildings within the Conservation Area which are listed, and also those that are considered to have positive, neutral or negative impact on the character of the Conservation Area.



Part I: Appraisal continued

Building Audit Map

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Part I: Appraisal continued

Negative elements

The Richmond Road Conservation Area was designated in 1989. Today the Conservation Area appears generally well maintained however there are some elements that detract from the special architectural and historic character of the space.

Key threats:

- Erosion of front boundaries.
- Loss of traditional joinery details in windows and doors.
- Loss of chimneys and chimney pots
- Insensitive extensions, with poor quality materials and lack of understanding of traditional detailing.

The use of non-traditional materials and techniques has a cumulative effect on the wider conservation area. Principally, this is the replacement of timber sash and casement windows, with plastic windows. The sections and proportions of UPVC windows cannot match the delicacy of historic joinery.

Other general features that detract from the appearance of the Conservation Area include the loss of green space within front gardens, and the loss of traditional paving on the footpaths and cross overs. Good management of the streetscape is essential to maintain the sense of place, including the placement of telecommunication cabinets and signage.

The use of plastic windows do not reflect the character of the Conservation Area, this is particularly evident in the lack of detailing and the changes to opening mechanisms.



Part I: Appraisal continued

Whilst it is acknowledged that the urban location of the Richmond Road Conservation Area has resulted in pressure for parking it is considered that parking signs and other features associated with road traffic need to be carefully managed within the Conservation Area.

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Part II: Management Plan

The need for a Management Plan

It is the role of the Management Plan to take forward the challenges and opportunities identified in the appraisal, and to identify means by which the special interest of the Conservation Area will become self-sustaining into the future. To achieve this requires a partnership between those living, working and carrying out property improvement and development in the Conservation Area and Horsham District Council. All development proposals should preserve or enhance the character and appearance of the Conservation Area in accordance with the Horsham District Planning Framework. In a Conservation Area there are some extra controls over works to buildings, boundaries and trees intended to ensure that the character is not eroded by unintended loss or change and the appearance is not changed in a negative way.

For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).



Control of development

It is essential that any development should preserve or enhance the setting of any adjacent historic buildings and existing landscape features and trees, and the overall special qualities of the character area. Therefore, careful consideration must be given to the size, scale, urban grain, layout, design, massing, height, plot width, frontage activity, landscape and materials in any such development. This does not dictate architectural style but does attempt to ensure that proposals respond positively to their context. The Council strongly encourages applications for planning permission or other consents for proposals which meet these criteria and avoid:

- the demolition of any building or structure if its loss would damage the character or appearance of the Conservation Area.
- development (including extension/alteration) which would be harmful to the setting or character or appearance of the Conservation Area.
- development which would adversely affect or result in the loss of important views, open spaces, tree cover or boundary features within the Conservation Area.

Residents and business owners should contact the Council to confirm what proposed extensions and alterations constitute 'development'.

Monitoring and compliance

If necessary, the Council has a range of tools at its disposal to compel building owners to appropriately maintain and repair buildings which are causing a local nuisance or which are designated heritage assets.

Issues

The preparation of the Richmond Road Conservation Area Appraisal has included consultation with stakeholders, specifically the Neighbourhood Council. A number of issues were identified. These have been used as a basis for the following section identifying principal issues to be addressed by this Management Plan.

Part II: Management Plan continued

Historic built environment

- Loss of traditional architectural features.
- Equipment and installations.
- Boundary enclosures.
- Drives, off-street parking and loss of front gardens.
- Enhancement of existing buildings.
- Extensions.
- Window replacement.
- Dormer windows and rooflights.
- Cladding, rendering and the painting of walls.
- Re-pointing of brickwork.
- Demolition.

New development and environmental improvement

- Opportunities for new development.
- Setting and views.

The environment and public realm

- Trees.
- Public realm;
- Street furniture.
- Surface materials.
- Opportunities for enhancement.



Historic built environment

Loss of traditional built and architectural features

Architectural features such as traditional windows, should be preserved due to the significant contribution they make to the character and appearance of the buildings and the Conservation Area.



Timber sliding sash windows

Equipment or installations

The presence of modern types of equipment on or around buildings, such as large aerials or satellite dishes and microgenerators, can detract from the character of a Conservation Area and/or the special architectural qualities of buildings. To minimise their visual impact, they should be positioned away from public view or prominent positions. The removal of existing fixtures cluttering front elevations is encouraged and care should be taken to repair the affected surfaces.

Part II: Management Plan continued

Boundary enclosures

The boundary treatments within the Conservation Area are predominantly of red brick, with limited timber fencing and hedging as seen below. Retention of these features and increased use of trees and planting as a 'soft' boundary treatments are considered to enhance the historic character of the area.

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Examples of positive boundary treatment within the Conservation Area

Part II: Management Plan continued

Drives, offstreet parking and loss of front gardens

Gardens to building frontages make an important contribution to the quality of a streetscape. Historically, many buildings in the Conservation Area had front gardens with enclosing brick walls. The total loss of front gardens to parking detracts from their historic setting and should be avoided. The use of porous pavements, reinforced grass paving or gravel instead of tarmac, with the retention of some garden space and the use of appropriate boundary treatments, offers a more attractive setting for buildings, reduce run-off and give a more sustainable approach. Where there is existing frontage parking which adversely impacts the character and setting of the Conservation Area, any new planning application should include a condition requiring the reinstatement of front garden areas and any traditional boundary treatments.

Enhancement of existing buildings

Proposed enhancements to make a building look grander than it ever was should be resisted. The following enhancement works should be encouraged as part of any future development:

- Reinstatement boundaries where they have been removed to their original location and height.
- Ensure that new boundaries are built from quality materials, paying full attention to materials, brick bonds, lime mortar and coping details.
- New gates should be good quality traditional design.
- Encourage the use of good quality paving, trees or planting where the back yards or gardens are visible from the public domain.
- Removal of unsympathetic features that do not contribute to the special interest of the conservation area or the listed buildings.

Extensions

Development should seek to retain views into and out of the Conservation Area. Modern extensions should not dominate the existing building in either scale, material or their siting. There will always be some historic buildings where any extensions would be detrimental and should not be permitted. Successful extensions require a sound understanding of the building type to be extended together with careful consideration of scale and detail.

Porches

Within the Conservation Area, porches vary in style from the simple and functional to the decorative porches of the period. Proposals for porches should consider the style of the host property whilst also taking inspiration from the context of the surrounding area.



Part II: Management Plan continued

Brick bonds help to provide interest in a building. Prior to the introduction of cavity wall insulation different types of brick bond were popular. The colours of the brick also added interest with often local bricks being used and in some cases the brickwork was worked to show the affluence and social standing of the building's owner.

Within the Conservation Area the majority of the buildings are constructed in stretcher bond. The quality, colour and texture of new bricks, the way they weather, and the mortar are important considerations in successful extensions.

Stretcher bond with decorative soldier course and window details.



Modern stretcher bond with modern interpretation of quoin and header detailing.

Part II: Management Plan continued

Consideration should therefore be given when seeking to extend a property to assess the existing materials and architectural details. It may be appropriate in some instances to reflect these traditional details or reinterpret them in a modern context such as the use of flat segmental red brick arches to the windows, decorative hanging tile or stucco detailing. All materials should be of a high quality and where necessary reflect traditional techniques.

Hanging tile can be used to break up elevations. Care should be taken that the modern interpretation of the historic materials is appropriate in form, appearance and will weather appropriately.



Decorative clay Bullnose and Fishtail hanging tile

Retention of chimneys

The removal or loss of chimneys within the Conservation Area impacts on the character of the Conservation Area as a whole. The presence of chimneys break up the roofscape and adds interest to the streetscene. Chimneys can also inform our understanding of the plan form of a historic building and can provide valuable evidence of changes in technology, fashion and wealth.

Variation of chimneys within the conservation area



Part II: Management Plan continued

Window replacement

The loss of traditional windows, ironmongery and glazing from our older buildings poses one of the major threats to our heritage and the character of historic areas. The character of windows profoundly affects the appearance of buildings but are particularly vulnerable as they are easily replaced or altered. The desire to improve the energy efficiency of historic buildings encourages windows' replacement with inappropriate and inferior quality modern alternatives. If well maintained, historic windows can last more than 200 years. Where the windows being considered for replacement are themselves modern replacements in inferior softwood that are now failing, what they are replaced with needs to be carefully assessed.

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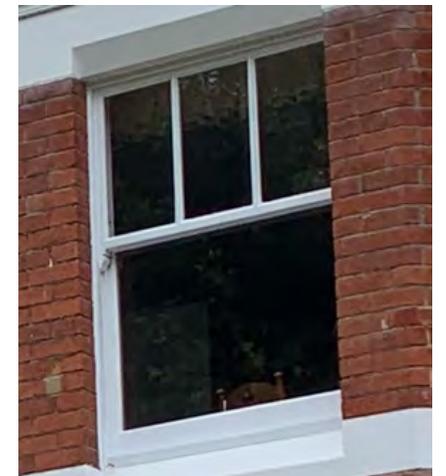
Within the Conservation Area, timber windows should be retained whenever possible and their repair prioritised. In general, consent will not be granted for their removal. Within the Conservation Area there are a variety of timber casement, and vertical sliding sash windows.

The design of historic windows evolved through the early modern period and so, where repair is not possible, replacement windows should be designed to either replicate the historic windows being replaced or be based upon a period design contemporaneous with the host building. In general, a consistent approach should be taken across a building. Further guidance from Historic England can be found at <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>.



Traditional Windows

Their Care, Repair and Upgrading



Part II: Management Plan continued

Dormer windows and rooflights

Within the conservation area there are examples of dormer windows in a street facing location. In many cases the windows were constructed as part of the original design of the dwelling, and are designed so as to retain the character of the host dwelling. With regards to new dormer windows within the Conservation Area careful consideration should be given to the architectural style of the dwelling, including whether it forms part of a semi detached pair where the symmetry of the building adds to the appearance of the Conservation Area.

Where new dormer windows and rooflights are considered appropriate, they should be small in scale and not dominate the roofslope, ensuring that a large area of the roof remains visible. Dormers need to be of a traditional form, in scale with the building and its roof and their windows should be smaller than those on the floor below. Rooflights need to be flush with the roof face and normally the 'conservation' type metal rooflight is preferred. In most cases, the dormer or rooflight should align with the window below.

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Cladding, rendering or painting of walls

In most cases, the walling material of a building is part of its character and contributes positively to the appearance of the Conservation Area. There may, however, be cases where the existing wall surface is unattractive or is decaying, and cladding, rendering or painting can be justified. Where this is the case the cladding needs to be in a locally used material, such as tile-hanging using local red clay tiles. Painting of natural brickwork is discouraged. If any proposed work involves changing the front elevation of a building, Conservation Area advice from the Local Planning Department at Horsham District Council should be sought.

Repointing of brick walls

Repointing can ruin the appearance of brick walls. The purpose of the mortar in the joints is to stop rainwater penetrating into the wall and to act as a conduit for moisture trapped in the wall to escape. The mortar joint or pointing is therefore sacrificial and needs to be softer and more porous than the wall material. This is why for conservation work a lime-based mortar is normally recommended. It is important to dig out the old pointing to allow a sufficient 'key' for the repointing. Mortar should fill the joints but not spread out onto the surface of the wall material, and where the arises (corners) have been worn away, the mortar face may have to be slightly set back. Raised or 'strap' pointing should be avoided as not only does it stand out and change the appearance of the wall, it can act as a shelf for rainwater.

Part II: Management Plan continued

Demolition

Within the Conservation Area, the demolition of an unlisted building or wall over a certain volume or height without prior planning permission is a criminal offence. Furthermore, demolition of buildings or built features which have been identified as making a neutral or positive contribution to local character will normally not be permitted. Where buildings and features have been identified as making a negative contribution of local character, development incorporating some demolition may be permitted, as long as what will replace the existing building is judged to respond positively to its local context.

For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).

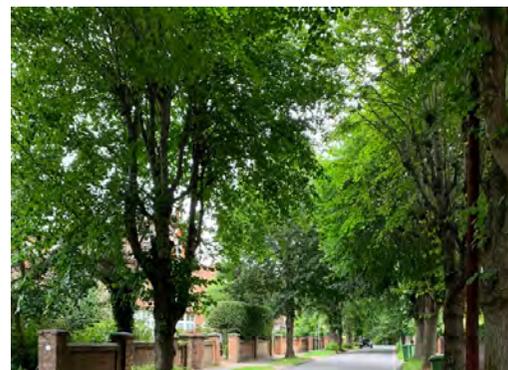
New development

Opportunities for new development

These must be considered carefully and the effect of new buildings on the setting of the Conservation Area, and on views both into it and out of it, particularly taken into account. New development must be sympathetic to its context in terms of its siting, scale (including height, size and massing), materials and details. It should also follow the existing pattern or grain of development, not obstruct important views, and not dominate buildings in the immediate vicinity. Materials should be carefully chosen to complement the Conservation Area's existing palette of materials.

Setting and views

All development affecting the setting of the Conservation Area should demonstrate how the setting and long distance views, into and from the Conservation Area, are preserved and enhanced. The important views are identified in section 1 of the Conservation Area appraisal.



The environment and public realm

Trees

The presence of trees makes an important contribution to the character and appearance of the Conservation Area. Anyone who cuts down, uproots, lops, wilfully destroys or wilfully damages a tree of a diameter 75mm or more at 1.5m above ground level in a Conservation Area without giving the Local Planning Department at Horsham District Council six weeks' prior notice of their intention may be guilty of an offence. In Conservation Areas, the same penalties as those for contravening a Tree Preservation Order apply and a person who cuts down a tree in a Conservation Area without first giving notice is liable, if convicted in the Magistrates Court, to a fine. A person who carries out damaging work in a way that is not likely to destroy the tree is also liable to a fine.

Part II: Management Plan continued

Public realm

Street furniture

Careful consideration should be given to the placing of telecommunication cabinets to ensure that they are placed in less sensitive locations.



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Surface materials

A large format paving slab in natural stone should be used as part of considered approach to the location and the heritage context. The use of high quality paving materials, together with the layout and jointing detail are key elements of the overall surface appearance. The following measures should be encouraged:

- traditional paving should be added as funding allows.
- any redundant street furniture such as signage should be removed.

Opportunities for enhancement

The Council wishes to encourage schemes which preserve or enhance the character and appearance of the Conservation Area. The key objective is to encourage the repair, reinstatement or retention of features which would reinforce the special character of the area.

Parking and traffic density is an issue within the Conservation Area. A partnership between West Sussex County Highways Authority, Horsham District Council and Denne Neighbourhood Council could be considered to instigate schemes that would make vehicles less dominant and pedestrians might feel more comfortable. Any traffic calming measures must be in materials that respect the elegant character of the Conservation Area.

Appendix

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Gazetteer of locally listed buildings

What is a locally listed building?

It is a building identified by Horsham District Council as of local historic, architectural or townscape interest. Local listed buildings are non-designated heritage assets as defined within the National Planning Policy Framework. Many local authorities have lists of such buildings and structures. The National Planning Policy Guidance suggests it is helpful

for local planning authorities to keep a local list of non-designated heritage assets and that this list is publically accessible. Historic England advises that local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment.

Image	Name	Description
	84 Hurst Road	Large house facing on to Hurst Road. Double fronted, two and a half storeys. Large bay windows in rendered façade with slate roof over. One large and one smaller gable with decorated barge boards. Group value with 23, 25, 86 and 88 Hurst Road. c.1890
	86 Hurst Road	Large house facing on to Hurst Road. Double fronted, two and a half storeys. Brick with slate roof. Asymmetrically designed large gables with bargeboards, main bay windows surmounted by cornices. Group value with 23, 25, 84 and 88 Hurst Road c.1890
	88 Hurst Road	Two and a half storey detached formed house. Painted render with slate roof. Two identical bay windows and central porch: modern extension to east. Group value with 23, 25, 84 & 86 Hurst Road. c.1890

Glossary of Terms

A

Arcade - a row of arches supported by columns.

Arch - a section above a door or opening window with the structural function of dispersing the weight from above around the opening. Also referred to as a head above a door or window. The shape will determine its name; most common are segmental (semi-circular), lancet (pointed) and gauged (composed of shaped bricks).

Architrave - in Classical architecture, the lower part of a moulded cornice. Commonly used term for the moulded surround of a door or window.

Arts and Crafts - derived from an artistic movement of the late C19, based on the ideas of William Morris, which promoted traditional forms of design and the use of craft techniques in construction. Its architectural expression is seen in the use of traditional materials and restrained vernacular decoration.

Art Nouveau - an artistic movement of the turn of the century characterised by stylised forms of flowers and animals, prevalent in Edwardian buildings.

Ashlar - smoothed, even blocks of stone masonry.

B

Baluster - the upright in a staircase or balustrade that supports the horizontal top rail or coping.

Balustrade - the upstanding part of a stair or balcony that supports a rail or coping. The individual uprights (balusters) may be decorated or ornate, for example in the shape of bottles, in which case it is termed a bottle balustrade.

Bargeboard - a timber piece fitted to the outer edge of a gable, sometimes carved for decorative effect.

Baroque - a style associated with late Classical architecture, that evolved during the C17 and C18 and is characterised by exuberant decoration overlaid on classical architectural details.

Battered - a feature, such as a chimney, with sloping faces or sides making it narrower at the top than at the bottom.

Battlement - the top part of a castle wall, often used to detail a parapet; also known as crenellation.

Bay - an extension to the main building line, termed canted or splayed when angled back at the sides, and squared when perpendicular (see also Window).

Bow window - a curved window extending from the front of a building.

Bull nose - the rounded end of a brick or tile.

Burr - a rough, poor quality brick used as infill.

C

Canted - angled at the sides, as in a bay window.

Cap - a stone piece on top of a pier to protect it from weathering.

Cape - extension to the footpath to narrow the road width.

Capital - the ornate top of a column, sometimes decorated with carvings of leaves and flowers.

Cartouche - a carved panel of stone or plaster.

Casement window - a window opening on side or top hinges.

Chamfered - an object with the edges of the front face angled back to give a sense of depth; e.g. on a door stile.

Channelled - stucco or render grooved to look like stone masonry.

Character - The main visual characteristics of an area resulting from the influence of geology, topography, urban layout, plot form, and predominant building ages, types, form and materials.

Chinoiserie - a decorative style, inspired by oriental art and design.

Classical - an architectural style based on Greek and Roman antiquities, characterised by the arrangement of the elements of a building according to a set of rules (i.e. Orders).

Clerestorey - a row of windows at high level lighting the ground or principal floor; very common in churches where they are positioned over the aisles.

Colonnade - a small, slim column, usually arranged in groups. Column - a structural or decorative vertical element, usually circular, supporting or framing the upper parts of a building.

Coping - a sloping or curved, overhanging section of stone on top of a wall or parapet designed to protect the masonry from rain water.

Corbel - a projecting piece of timber, stone or brick supporting an overhanging structure, such as an arch or balcony.

Corinthian - an ornate type of column with exuberant decoration of the capital.

Cornice - a decorative mould applied to parapets and pediments.

Crenellation(s) - a parapet that has been built in the form of castle battlement.

Crow-stepped gable - a gable with stepped sides like a stair case.

Cupola - a domed structure on the roof.

Curtilage - the area within the boundaries of a property surrounding the main building.

D

Dentil - a square block, often used as a detail in a cornice, where it is alternated with a gap.

Distinctive frontage - a structure or series of buildings, such as a terrace, that has specific architectural quality, recognisable plot rhythm, consistent use of materials, or a combination of the above. A distinctive frontage will make a positive contribution to local character or even define the local character.

Glossary of Terms continued

Doorcase - the surrounding frame of a door, usually timber.

Doric - a plain column with little decoration.

Dormer window - a window projecting from a roof.

Dressings - the decorative elements of building elevations used to define windows, doors, etc., and usually of a material contrasting with the main one; for instance, stone window surrounds on a brick facade.

Dutch gable - a gable with tiered and curved sides as evolved in the Low Countries.

Eaves - the lower, overhanging section of a pitched roof, intended to throw rain water away from the wall below.

Egg and Dart - a moulding pattern of alternating eggshaped and arrowhead shaped pieces.

Engineering brick - an extremely hard brick used mainly in engineering structures such as bridges.

Entablature - the top part of a column or pediment comprising a number of elements; i.e. architrave, cornice, modillion, capital, etc.

F

Faience - a glazed clay tile or block.

Fenestration - the pattern of windows.

Fielded - a flat, undecorated but raised part of a door panel.

Fin - a simple projection at right angles to the face of the building, repeated to give some relief to flat modernist facades.

Finial - a decorative device to finish off a building element with a flourish, most commonly seen on railings.

Fleche - a pointed spike or finial, common on church roofs.

Frieze - a band or decorative motif running along the upper part of the wall, sometimes carved.

Fluted - carved with long vertical depressions, as in many columns.

G

Gable - a decorative finish to the upper part of a wall designed to obscure the roof structure. Termed Dutch if replicating the style common in Holland; crow-stepped if rising in stages like a staircase.

Gablet roof - roof with a small gable at the top of a hipped or half-hipped section.

Galleting - a technique in which small pieces of stone are pushed into wet mortar joints during the construction of a building. Has both a decorative and weathering function.

Gardenesque - of a style associated with the C18 English Romantic garden designs; naturalistic rather than formal.

Gauged - bricks shaped to fit together closely, as in an arch or head.

Gault brick - a light cream/yellow brick commonly made in East Anglia (hence Suffolk gaults).

Gothic(k) - term applied to Medieval architecture characterised by pointed arches and windows, fine decorative carving, tracery, etc. Revived in the later C19 by ecclesiastical architects who looked back to the Medieval cathedrals and churches for their main inspiration.

H

Ha ha - a linear hollow or ditch defining a property or field boundary and primarily used to exclude livestock from the grounds of a house while maintaining a view of the landscape.

Head - the common term for the arch over an opening.

Heritage asset - Heritage assets are identified as having a degree of significance meriting consideration in planning decisions, because of their heritage interest. Designated heritage assets include Conservation Areas, listed buildings, Scheduled Monuments, Registered Parks and Gardens. A non-designated heritage asset are those identified by the Local Authority of local communities that are not of sufficient interest to be statutorily designated but still warrant consideration in planning decisions due to their local interest. Non-designated heritage assets can be identified at any time and within the context of Conservation Areas are those which contribute to local distinctiveness.

Herringbone pattern - a pattern created by laying rectangular blocks of wood or stone in an interlocking arrangement; e.g. some door panels and paving.

Hipped roof - a roof sloping at the ends as well as the sides.

Hood - a projecting moulded section over a door or window.

I

International - a modern architectural style that eschews decoration and is based on designing buildings in simple cubist forms with no reference to local styles or materials. Characterised by modern building materials, such as concrete, steel and plate glass.

Ionic - a type of column.

Italianate - built in a style derived from Italy.

J

Jettied - extended out over the floor below, usually on timber joists.

K

Knapped flint - flint stones that have had one side broken off and flattened to present a smooth face.

L

Lancet - a window or arch coming to a narrow point and much used in Gothic architecture.

Leaded light - a window pane subdivided into small squares or diamonds by lead strips (known as cames).

Lesene - a pilaster without a base or capital.

Light - a window with fixed glazing.

Lintel - a structural beam above an opening, such as a window or door, which may be expressed externally as an architectural feature.

Loggia - an open gallery, often in the form of an arcade.

Glossary of Terms continued

M

Mansard roof - a roof set back from the building frontage, usually behind a parapet, and rising in two pitches to form an attic space.

Materials - the predominant building materials used in an area for walling, windows, paving and roofing.

Mathematical tile - a building material used extensively in the southeastern counties of England—especially Sussex and Kent—in the C18 and early C19. They were laid on the exterior of timber-framed buildings as an alternative to brickwork, which their appearance closely resembled. Mathematical tiles had an extra price advantage during the time of the brick tax (1784–1850), although later there was a tax on tiles also. The tiles were laid in a partly overlapping pattern, akin to roof shingles. Their lower section - the part intended to be visible when the tiling was complete - was thicker; the upper section would slide under the overlapping tile above and would therefore be hidden. They would then be hung on a lath of wood, and the lower sections would be moulded together with an infill of lime mortar to form a flat surface. The interlocking visible surfaces would then resemble either header bond or stretcher bond brickwork. Mathematical tiles had several advantages over brick: they were cheaper, easier to lay than bricks (skilled workmen were not needed), and were more resistant to the weathering effects of wind, rain and sea-spray, making them particularly useful at seaside locations.

Modillion - part of a cornice comprising a series of small brackets.

Morphology - the study of the shape and layout of an area as defined by natural and man-made features; e.g. valleys, rivers, roads, boundaries.

Mullion - a vertical piece of stone or timber dividing a window into sections.

N

Nailhead - a style of moulding in the form of a small pyramid shaped projection, which when laid horizontally in a band form a string course.

Negative buildings - buildings that due to their location, scale, material, form or detailed design, are a negative intrusion on the area and which offer the potential for beneficial change that would enhance the character of the Conservation Area.

Neutral buildings - buildings which make neither a positive nor negative contribution to the character and appearance of a Conservation Area.

O

Ogee - a moulding shaped with a double curve.

Oriel - a window which is suspended from the face of the building.

Ovolar (or Ovolo) - a moulding section of a quarter circle.

P

Panel tracery - a late Medieval form of tracery characterised by subdivision of the window by strong vertical and horizontal members.

Pantile - a clay roofing tile with an 'S'-shaped profile.

Parapet - the upper part of a wall, often used to hide roofs and decorated for architectural effect; e.g. crenellated or battlemented in the form of a castle wall.

Party-line - the dividing wall between properties.

Paviors - small brick-like paving units.

Pediment - a triangular feature of classical buildings surmounting a portico, but often used on a smaller scale over doors and windows, which are then referred to as pedimented. When the upper sloping sides are curved it is called segmental. It may termed be broken or open when either the bottom horizontal or angled upper sides do not meet.

Pilaster - a flattened column used to frame door and window cases and shopfronts.

Planter - a container for holding plants.

Plat - a string course without mouldings.

Plinth - the base of a column or wall.

Portico - a grand entrance extending in front of the building line, usually defined by columns and surmounted by a pediment.

Queen Anne Style - an architectural style of the late C19 century, related to the Arts & Crafts movement, and reviving Dutch style buildings of the reign of William and Mary (late C17).

Quoin - a corner of a building defined by contrasting or exaggerated materials.

R

Range - a line of buildings, often grouped around a courtyard.

Reveal - the area of masonry or frame visible between the outer face of a wall and a door or window which is set back from it.

Roughcast - a type of render of plaster or concrete with a rough surface finish.

Rubble stone - stonework left rough and unworked.

Rustication - stucco or stone blocks with large angled joints.

S

Salt glaze - a method of glazing brick or clay to give a glassy finish.

Sash window - a window that slides vertically on a system of cords and balanced weights.

Scale - Building scale refers to building elements and details as they proportionally relate to each other and to humans. Aspects of scale include: size (2D measurement); bulk (visual perception of the composition of shape of a building's massing); and mass (determined by volume, shape and form, relationship to neighbouring structures, building plot and relationship to streets).

Scorria block - a hard, durable engineering brick, looking like granite; used in paving, especially in gutters.

Scroll(work) - a circular or spiral decorative piece, representing a curved leaf, such as a bracket or the top of a column. If included in a decorative panel, it would be referred to as a scroll leaf panel.

Segmental - a section of a circle and the term applied to a curved element, e.g. above an arch or pediment.

Sett - a small block of hard stone, such as granite, used for paving.

Glossary of Terms continued

Setting - the setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character. Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context.

Significance - The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Soldier band - a string course made up of bricks set with the long side vertical.

Soffit - the underside of eaves or other projection.

Spandrel - a blank area between arch supports or below a window.

Splayed - a bay window with angled sides.

Sprocket - a small supporting piece of stone or timber carrying a larger item such as a bracket.

Stable block - small square stone or clay pavior traditionally used as flooring in stables and similar buildings.

Stack - the part of the chimney breast visible above the roof.

Stile - the vertical sections of a door or window.

Stippled - the effect created by carving small depressions in the face of stone.

Stock brick - a traditional clay brick commonly used in house construction; often called London stocks because of the frequency of use locally. May be yellow or red in colour.

String course - a horizontal band in a wall, usually raised and often moulded.

Stucco - a lime based render applied to the exterior of a building. Often scored to imitate courses of masonry, then called channelled, and sometimes more deeply incised to give the appearance of roughly hewn stone, in which case it is rusticated.

Swag - a decorative carving representing a suspended cloth or curtain.

T

Tented - a roof structure shaped to look like a tent.

Tessellated tiles - small clay tiles or mosaics, geometrically shaped, and fitted together to make intricate formal designs; commonly used for front paths to houses.

Tetrastyle - a portico with four columns.

Toothed - a brick detail like a dentil in which bricks are alternately recessed and projected.

Topography - The physical form of an area defined by natural features and geographic elements such as rivers.

Tourelle - a small tower-like structure suspended from the corner of a building (also called a turret).

Tracery - delicately carved stonework usually seen in the windows of Gothic churches and cathedrals; various forms exist, including panel type.
69

Transom - a horizontal glazing bar in a window.

Trefoil - literally “three leaves”, thus relating to any decorative element with the appearance of a clover leaf.

Tuscan - a plain, unadorned column.

Tympanum - the space between a lintel and an arch above a door.

U Unlisted building making a positive contribution to the street scene

- Buildings that are not designated assets but which, due to their local architectural or historic interest or forming part of a group, contribute to or enhance our appreciation of local character and historic development. These are building which make a positive contribution to the overall character and sense of place of the Conservation Area. They form a material consideration in planning meaning that their preservation and sensitive adaptation will be encouraged through the planning process.

V

Venetian - a window composed of three openings or lights within the frame, the central light arched, the two flanking with flat heads.

Vernacular - based on local and traditional construction methods, materials and decorative styles.

Views - Within the scope of Conservation Area appraisals, views are discussed in terms of location from a view to a specific landmark, or panorama incorporating a series of features (natural or built) is possible. For the view to have value and therefore merit consideration within planning, the features within the view should be worthy of conservation or contribute to our understanding of the place and its setting.

Voussoir - the shaped bricks or stones over a window forming a head or arch.

W

Weatherboarding - overlapping timber boards cladding the outside of a building.

Window - an opening to allow light and air into a building which has developed into a significant element of architectural design; collectively referred to as fenestration. The form of opening determines the type of window; most common are sashes, which slide vertically, and casements, which are side hinged and open inwards or outwards. Those with a side light are said to have margins. A window may be projected from the building frontage, and termed a bay or bow (if curved), or oriel if suspended above ground. The top is usually defined by an arch. A dormer is one set into the roof slope.

Map of proposed changes to the Conservation Area

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Draft Horsham Town Centre Conservation Area Appraisal and Management Plan



Horsham
District
Council



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Agenda Annex

September 2021

“Sussex is a better place to see this happy marriage of old and new than anywhere else in England.”¹

1. Nairn, I. & Pevsner, N., 2001. *Sussex*, Harmondsworth : [s.l.: Penguin ; [distributed by Yale University Press]. p.328



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Introduction

What does Conservation Area designation mean?

The statutory definition of a Conservation Area is an “area of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance”. The power to designate Conservation Areas is given to local authorities through the Planning (Listed Buildings and Conservation Areas) Act 1990 (Sections 69 to 78).

Proposals within a Conservation Area become subject to policies outlined in section 16 of the National Planning Policy Framework (NPPF), as well as local planning policies outlined in the Horsham District Council Planning Framework. The duties for Horsham District Council, set out in Section 69-72 of the Act are:

- from time to time, determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and designate those areas as Conservation Areas
- from time to time, to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as Conservation Areas; and, if they so determine, they shall designate those parts accordingly (includes reviewing boundaries)
- from time to time, to formulate and publish proposals for the preservation and enhancement of any parts of their area which are Conservation Areas
- submit proposals for consideration to a public meeting in the area to which they relate. The local planning authority shall have regard to any views concerning the proposals expressed by persons attending the meeting
- in the exercise, with respect to any buildings or other land in a Conservation Area, of any functions..., special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, this document provides a comprehensive appraisal of the Horsham Town Conservation Area. It seeks to define and record the special architectural and historic interest of the Conservation Area and identifies opportunities for enhancement. Although the appraisal seeks to cover the main aspects of the designated area, it cannot be completely comprehensive; the omission of any feature in either the appraisal or the management proposals does not imply that it is of no interest.

What is a Conservation Area appraisal?

A Conservation Area appraisal defines the special historic and architectural character of an area. Supported by a range of evidence, the document acts as a tool to demonstrate the area’s special interest, explaining to owners and residents the reasons for designation. They are educational and informative documents, which illustrate and justify what that community particularly values about the place they live and work. They provide a relatively detailed articulation of the area’s character, supported by maps and other visual information, which is used to develop a framework for planning decisions.

Character is a complex concept but is best described as the combination of architecture, materials, detailing, topography and open space, as well as the relationship between buildings and their settings. Many other aspects contribute to character such as views, land use, vegetation, building scale and form, noise and adjacent designations such as National Parks.



Introduction continued

Appraisals also identify aspects of an area that either contribute to or detract from local character, raise public awareness and interest in the objectives of Conservation Area designation, encourage public involvement in the planning process and identify opportunities for enhancing areas.

Purpose of this document

Once adopted, the appraisal is material to the determination of planning applications and appeals. Therefore, the appraisal is an important document informing private owners and developers concerning the location, scale and form of new development.

This appraisal concludes with a Conservation Area management plan.

This takes forward the issues presented in the appraisal, considering them in the context of legislation, policy and community interest. This will then assist in developing local policies Horsham District Council will adopt to protect the special interest of the Conservation Area in such a way that it becomes self-sustaining into the future. This includes policies to protect the survival and use of local materials, architectural details and to propose forms of development based on the findings of the appraisal.

This document has been produced using the guidance set out by Historic England in their document, Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management (2019).

Policy background

On 27th November 2015, Horsham District Council adopted the Horsham District Planning Framework (HDPF). The HDPF sets out the planning strategy for the years up to 2031 to deliver social, economic and environmental needs for the district (outside the South Downs National Park). Chapter 9, Conserving and Enhancing the Natural and Built Environment, is of particular importance for conservation and design issues.

The policies contained within this chapter deal with many themes central to the conservation and enhancement of heritage assets and local character more generally, such as:

- district character and the natural environment (policy 25);
- the quality of new development (policy 32);
- development principles (policy 33); and
- heritage assets and managing change within the historic environment (policy 34).

However, other sections also contain policies relevant to Conservation Areas, for example chapter 5 concerns economic development and includes policy concerning shop fronts and advertisements (policy 14).

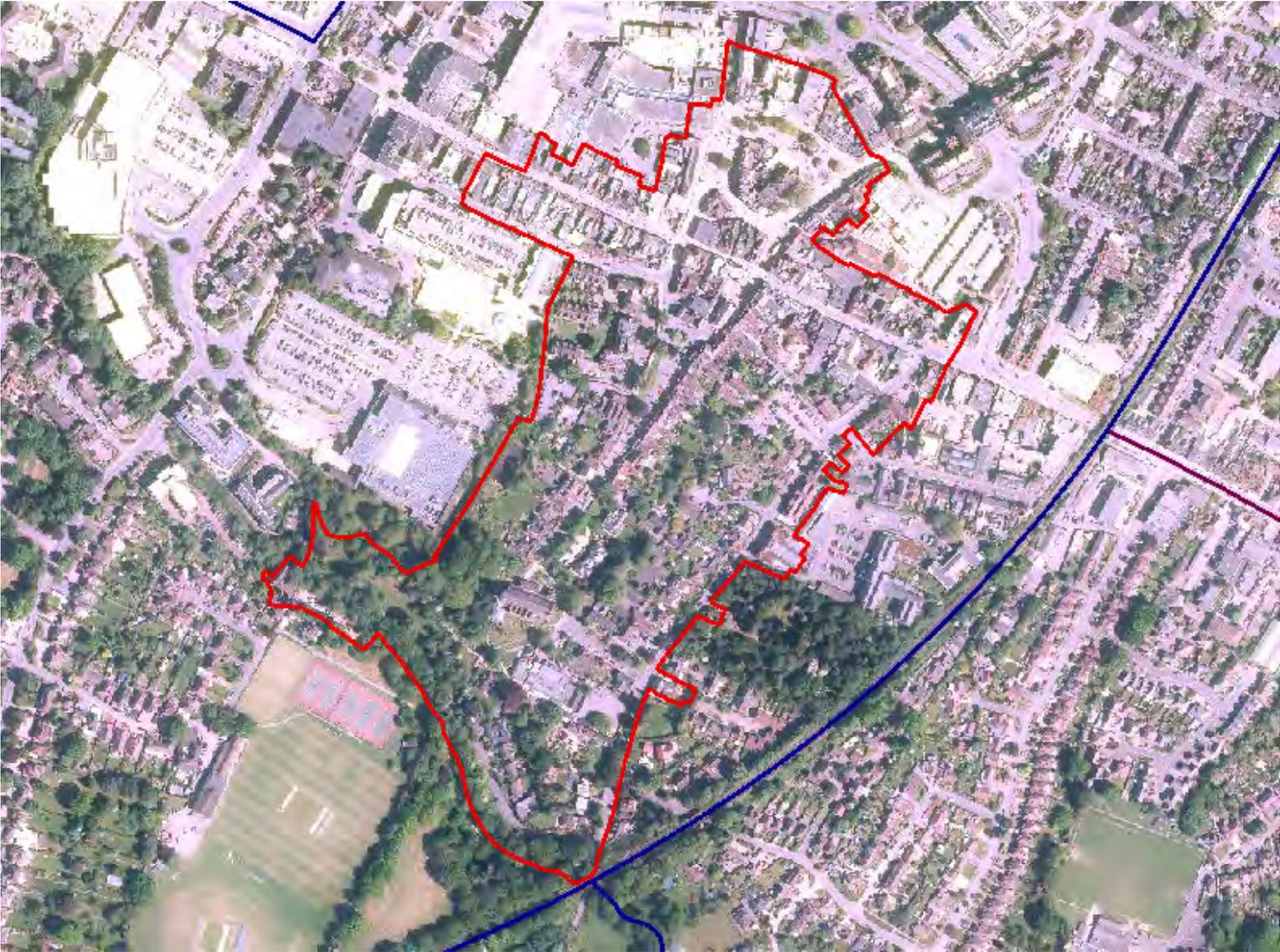
Therefore, Conservation Area designation introduces controls over the way owners can alter or develop their properties. It also introduces control of the demolition of unlisted buildings, works on trees, the types of advertisements that can be displayed with deemed consent and the types of development that can be carried out without the need for planning permission (permitted development rights).

However, research undertaken by Historic England and the London School of Economics has demonstrated that owners of residential properties within Conservation Areas generally consider these controls to be beneficial because they often also sustain or increase the value of those properties within the Conservation Area.



Introduction continued

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Aerial photograph of Horsham Town Centre Conservation Area designated in September 1974.

Introduction continued

Horsham Town Centre

The existing Horsham Town Centre Conservation Area is set within the built up area boundary of Horsham town.

The current Conservation Area is centered around the historic core of Causeway, Carfax, Middle Street, Denne Road and East and West Street.

The appraisal

This appraisal offers an opportunity to re-assess the London Road Conservation Area and to evaluate and record its special interest. It is important to note that designation as a Conservation Area will not in itself protect the area from incremental changes that can erode character over time.

Undertaking this appraisal offers the opportunity to draw out the key elements of the Conservation Area's character and quality as it is now, define what is positive and negative and identify opportunities for beneficial change. The information contained within the appraisal can be used to guide the form of new development within the Conservation Area, help to those considering investment in the area and be informative for the local community, planners and developers alike.



This document is divided into two parts:

Part I: The character appraisal highlights what is architecturally and historically important about the Horsham Town Centre Conservation Area, identifies any problems within it and assesses whether its boundary is still appropriate. The character appraisal is supported by photographs to illustrate the general character of the Conservation Area and highlight both its good and bad features. Where a bad feature has been identified a cross is shown to indicate that the feature should not be replicated in future development.

Part II: The management proposals identify opportunities for preserving and/or enhancing the character of the Conservation Area based on the negative features identified in Part 1.

Summary of special interest

The key positive characteristics of the Horsham Town Conservation Area are identified in detail in Part I (Appraisal) but can also be summarised as follows:

- The historic origins and development of the town through the medieval, Georgian and Victorian periods is still clearly discernible in the surviving townscape.
- Many buildings within the Conservation Areas are little altered from the time of their construction and designated in their own right as listed buildings. Many other unlisted buildings contribute positively to local character.
- The buildings within the Conservation Areas utilise local building materials in a range of vernacular and historic techniques, establishing and reinforcing a strong sense of place.
- The variation of uses within the Conservation Area reflect the mixed commercial and residential history of the area.

Introduction continued

Boundary review

The Horsham Town Conservation Area was designated in 1974, and was then reviewed in 2001. After 20 years without change these boundaries have been reassessed, as directed by the Planning (Listed Buildings and Conservation Areas) Act 1990. Over the years, guidance concerning the assessment of heritage significance and the value ascribed to late 19th and early 20th century architecture has evolved, and it is important that design is properly informed by an appreciation of prevailing character and setting sensitivity.

This review has drawn the following conclusions:

The Conservation Area boundary should remain as drawn with the addition of St Marys Cemetery, Denne Road.

Our assessment has been informed by current guidance and in partnership with interested parties. The review of the historic Conservation Area boundaries has led to the inclusion St Marys Cemetery, Denne Road.

The following map illustrates the historic Conservation Area boundary and areas where this boundary has been extended. This appraisal identifies Horsham Town Centre as having one continuous Conservation Area comprising five character areas.

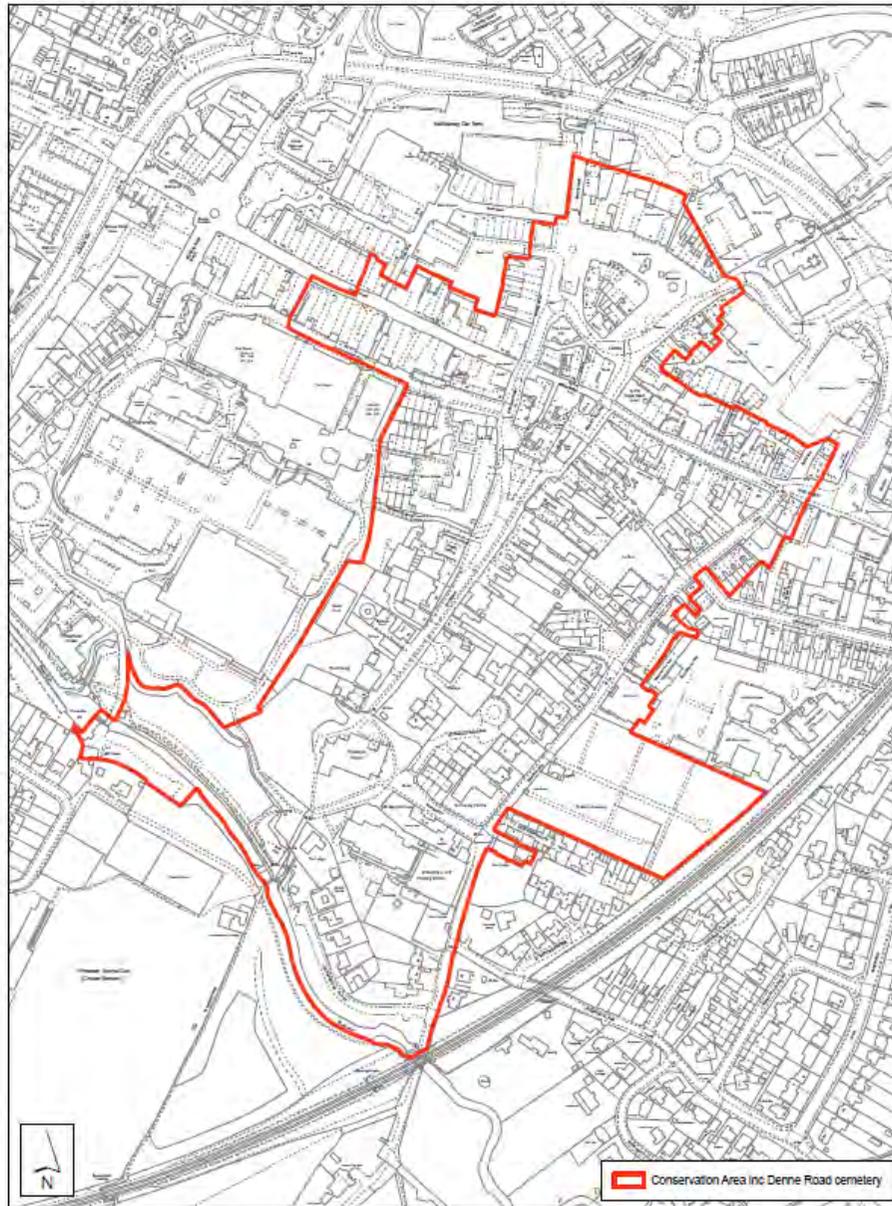
It is also suggested that the following buildings are placed on the local list as non designated heritage assets;

- 2 - 4 East Street
- 1 -3 Market Square
- 14 Market Square.



14 Market Square

Map of amended conservation area.



Horsham District Council Parade, Chart Way, Horsham West Sussex RH12 1HL		Horsham Conservation Area with the addition of the cemetery on Denne Road	
<small>Reproduced by permission of Ordnance Survey map on behalf of HMCO. © Crown copyright and database rights (2021). Ordnance Survey Licence 100023869</small>		Reference No :	Date : 23/08/2021
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			Revisions :

Part I: Appraisal

Origins and development of Horsham Town Centre

Dr Annabelle Hughes describes how “Horsham’s arrival on the map and its continued success over centuries has depended on two activities; marketing and administration. Both those activities have been particularly successful because of Horsham’s geography; that is where it is in relation to the coast, to a river, to the Weald and to London.”*

The name of Horsham may have derived from Horsa Ham – a settlement where horses were kept, but may also equally derive from the name of the Anglo Saxon chieftain who owned land in the area.

Archaeological evidence suggests that the fertile coastal planes of what was to become Sussex were the first to be settled. The land of the weald was then used for seasonal grazing. As the population grew and the forests of the weald were cleared, clusters of dwellings grew at river crossings and meetings of trackways.

Horsham grew from its position at a crossing of the Arun. The church grew close to the crossing and drew its congregation from scattered farmsteads which slowly expanded to form the market and administration centre which was to become Horsham.

The parish church of St Mary’s is first documented in 1230. It is likely that the town was founded by William de Braose (the Lord of the Rape of Bramber within which Horsham was located). Trades within the town were first recorded in around 1230. Horsham was granted the rights of a borough in the early 13th Century. Burbage plots were laid out around a triangular shaped level area. This area became the market place and included the area now known as the Carfax and land as far south as Horsham Museum. Causeway was a footpath from the market area to the Church.

The medieval form of the town has influenced the present day layout of the town centre. Several of the temporary stalls in the market area became permanent buildings that formed islands in the Carfax, these islands remain today in the centre of the Carfax, around Middle Street, South Street and Market Square, along with the remains of some of the medieval buildings. A tannery was established on the southern edge of the town by the river in the fifteenth century.

The Bishopric to the west of the historic core was in separate ownership from the town as it lay within the control of the Archbishop of Canterbury.

Many alleys formed between the medieval buildings. Piries Alley and Pump Alley led from the market place to the rear burbage areas, and Collets Alley marked a way between market stalls. All these remain today but many more have been hidden or destroyed by subsequent development.

Neither East Street nor West Street contained burbage frontage properties. However, it is likely that these originated out of tracks between burbages that linked the market place with outlying areas of St Leonard's and Marlpost. Denne Road is probably the oldest made through road in the town, dating back to the 14th Century. This was the main north-south route connecting the town with the river crossing.

The assizes were held within the town and also the county and borough courts. The natural resources close to the settlement facilitated a boost in the growth of Horsham with the development of the iron industry which peaked between 1550-1650.

Despite the provision of natural resources in terms of timber and iron ore, the Sussex clay made travel within the winter months particularly difficult. The road network was improved with the turnpiking of Worthing Road in 1764, attracting new people to live and work in Horsham. The influx of wealth during this period is notable through the concentration of Georgian architectural features and styles. By 1770 an avenue of lime trees had been planted in Causeway and several grand buildings erected, one of which is within the Conservation Area - Manor House, Causeway (1704).

*Hughes, A., 2016. *Horsham houses revisited, Horsham*. p.4.

Part I: Appraisal continued

Horsham Town Centres evolution through historic maps

The town's common land was enclosed in 1812, with development expanding from the core of Carfax, Causeway, Denne Road and East and West Street onto the common land. The railway provided a further boost to the area with its arrival in 1848, and the consequent construction of Victorian terraces and planned estates expanding the town further along the railway line and road network. The industrial revolution and Victorian fashion for urban renewal had a moderate affect on the character of Horsham's centre.

In the 1830s and 40s a new town was laid out beyond East Street. In 1848 the railway station was built in North Street and as the railway line was extended over the next 20 years Horsham became a centre for rail communications. The town grew which strengthened its commercial function but it was not a location for industrial growth. New building materials and techniques were introduced, but, although a number of fine late Victorian buildings and the bandstand were constructed, many of the timber framed and Georgian buildings were retained, albeit with new facades, and the siting of new buildings maintained the medieval layout of the town centre. The Conservation Area is situated in the southern part of the town and includes part of the primary shopping frontage. The area includes St Mary's Church, the traditional core of Causeway and Carfax. The River Arun flows to the south of the Conservation Area, whilst the A281 skirts the Conservation Area to the north. The Conservation Area encompasses the medieval part of the town, including the historic trackway which now forms West Street.

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1844 Tithe Map - The tithe map of 1844 sets out a clear pattern of development with buildings running almost continuously through from Carfax along London Road to the north west.



Surveyed 1870/71



Surveyed 1875/6

Part I: Appraisal continued

Horsham Town Centre's Evolution from Historic Maps continued.

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Surveyed 1896

The influence of the railway can clearly be seen by 1896 with the infilling of residential terraces to the east and west of the railway line.

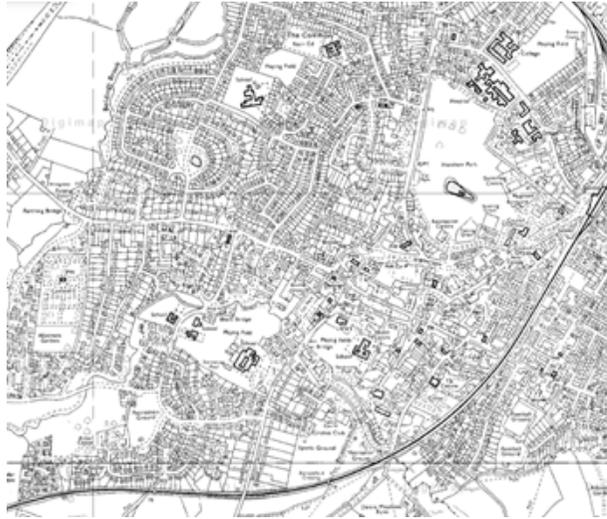


1938

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<https://maps.nls.uk/index.html>

Part I: Appraisal continued

Horsham Town Centre's evolution through historic maps continued



Ordnance Survey 1980's showing development infilling to the south up to the railway line.



The greatest physical change in the historic mapping of the study area, was the provision of the inner ring road. This effectively severed the link between the Carfax and London Road.

Underlying geology

Horsham is located within the wooded clay vales of the Sussex Weald. The River Arun runs to the south of the town close to St Mary's Church. The geology of Horsham is formed upon sedimentary rocks with the majority of the town lying upon the Upper Tunbridge Wells Sand Formation.

Outside of the town but within close proximity are areas of Horsham Stone. These areas of Horsham Stone provide the source of Horsham Stone roofing.

Clay ironstone is found within the Upper Tunbridge Wells Sand Formation, mostly to the east of the town. This ironstone provided ore for the Wealden iron industry. There is a large number of pits and ponds associated with the iron industry within St Leonard's Forest.

Topography and Hydrology

The oldest known part of the town (which includes the Conservation Area) is located close to the River Arun and contains the parish church of St Mary's. The River Arun has had an impact on the development and character of the area. Its source is a series of streams in the St Leonard's Forest area, to the east of Horsham.

The town itself is predominantly flat with the land rising to the west and south. The land to the east of the town is well wooded.

Part I: Appraisal continued

Movement and Connectivity

The A281 (Albion Way) bypasses the town centre and provides access to the town's car parks and a routeway through the town east to west. Albion Way creates a hard boundary to the town centre disrupting the traditional routeways between the historic core and the wider town including Horsham Park.

Sections of East Street and Carfax and West Street have been pedestrianised. Vehicular traffic through the Conservation Area is restricted to Blackhorse Way, Causeway, South Street and the southern and eastern area of Carfax. Denne Road provides vehicular access to the dwellings, business's, school and community facilities to the east of Causeway.

Twittens (a Sussex word for a narrow path or passage between two walls or hedges) provide a pedestrian network through the Conservation Area, and are a characteristic feature as shown in the images from Pump Alley, Morth Gardens, link between West Street and Blackhorse Way and Piries Alley.



Part I: Appraisal continued

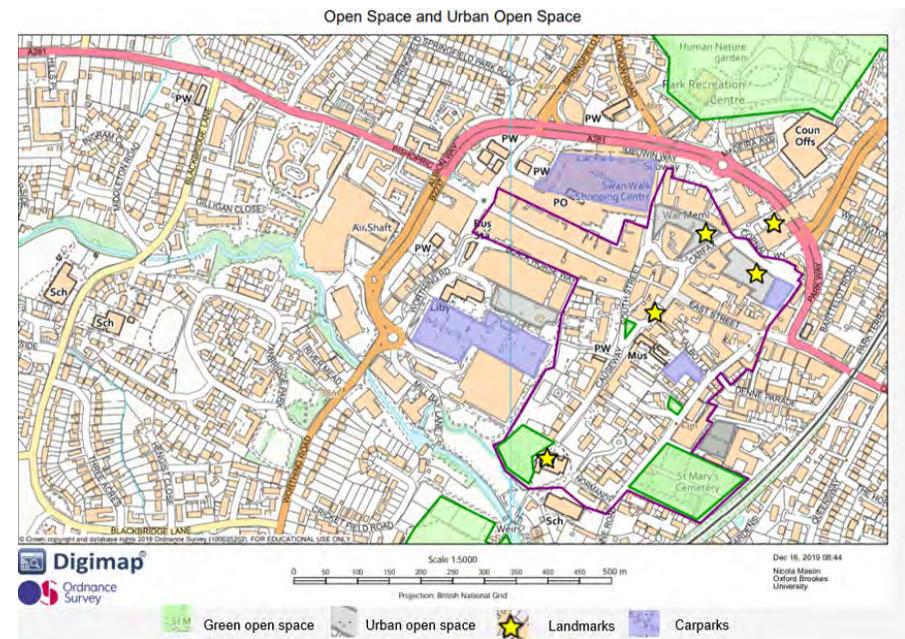
Land use and open space

Within the Conservation Area there are a number of different uses which contribute the vibrancy of the area. The southern area is predominantly residential (Causeway and Denne Road).

The main concentration of retail uses is within West Street. The eastern quadrant is more mixed with a higher proportion of restaurants, cafes and pubs (East Street). The variation of uses creates a different character between the day and night time.

The limits to the Conservation Area have been influenced by the layout and extent of the medieval borough and its relationship with the River Arun. The setting of the southern part retains the rural qualities of the medieval farming hinterland. The setting of much of the rest of the Conservation Area is urban in form. Denne Hill, the Chesworth Estate, Barrackfields, the Cricket Ground and River Arun form an important rural setting to the southern part of the Conservation Area.

Within the Conservation Area the churchyard, graveyard, Hadmans Close open space and the trees within Causeway add an important green layer to the experience of the Conservation Area. The open urban space in Carfax provides areas for markets and public events.



Part I: Appraisal continued

Heritage Assets



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Area edge in red indicates existing Conservation Area, buildings in yellow listed buildings and green hatched areas tree preservation orders.

Within the Conservation Area are a large number of formally designated listed buildings including the Grade 1 listed St Marys Church, and the Grade 2* Manor House, and 9 Causeway. As can be seen on the adjacent map many of the listed buildings can be seen clustering around Causeway and Carfax.



Part I: Appraisal continued

Views and Landmarks

The views identified are all from public viewpoints and were specifically chosen following site visits as being representative of the visual relationship between the Conservation Area and its surroundings.

The Appraisal by its nature is unable to highlight every view into and out of the Conservation Area. Consequently, the views chosen are considered to be representative of the experience and character of the Conservation Area.

The views help to inform and appreciate the understanding of how the Conservation Area has evolved within its landscape. Paragraph 13 of Historic England's Good Practice Advice in Planning Note 3 (second Edition) "The Setting of Heritage Assets" also indicates that although views may be identified by local planning policies and guidance, this does not mean that additional views or other elements or attributes of setting do not merit consideration.

By necessity each view provides a pointer to the key features in the landscape and their association with the Conservation Area. Paragraph 013 Planning Policy Guidance – Historic Environment is clear that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting.



The Old Town Hall forms an important landmark in the Carfax. Now a restaurant the town hall has remained a key place for local events including Lighting up Horsham. Due to the development surrounding it views are restricted to within the Causeway and Carfax



The grade 2 listed bandstand provides a central meeting point within the Carfax, and is still used for public events and concerts. It is viewed from Carfax, but has limited long distance views.



St Mary's Church forms the historic core of Horsham. The church spire can be viewed from the surrounding hills and within the Causeway and Denne Road (left)



St Mark's Church spire although outside of the Conservation Area does provide a local landmark and is present in many views. It can be seen when entering the town from the north, from Horsham Park and also within the Carfax and Pirie's Place. The remainder of the church was demolished in the 1980s when Albion Way was built.

Part I: Appraisal continued

Buildings and Materials

The long term evolution of the area and its medieval origins all contribute to the present character and appearance of the Conservation Area: rear burgage plots have been developed and evolved into new streets; new building styles and materials have been introduced; permanent structures have replaced temporary ones; and extensions to the town centre have taken place, and spaces have been enclosed and contained. However, the general density and form has largely remained intact.

The main elements that form the special character and appearance of the Conservation Area are the diversity of building styles, the relationship of the buildings to each other and open spaces. A variety of other elements all contribute to the special character and should be retained, including:

- decorative tiling / plasterwork
- dormer windows
- variety of bricks and bonding
- formal and informal open spaces
- varied rooflines and decorative gabling
- verges / green features / small front gardens / trees
- terracing of buildings to provide enclosure
- use of natural materials including Horsham stone walling, paving and roofing
- subtle colouring of buildings and surfaces
- hierarchy of spaces and functions



Part I: Appraisal continued

Timber Framed Buildings

Many timber framed medieval buildings still remain in the Conservation Area, along with other later timber framed infill and replacement buildings. Some are obvious, others are hidden. Typically timber frames were infilled with wattle and daub and often protected with weatherboarding and tile hanging. Infill materials have been replaced with plaster and brick and in some cases the timber frames have been refaced with brick or render .

Other Materials

Brick is the predominant material in all parts of the Conservation Area, possibly the result of access to local brick works. A variety of colours, styles and bonds are evident. Many older buildings are clad in brick and its versatility is exploited for the production of terracotta tiles and the construction of curved buildings.

Roman render, pebble dashed or painted, is indicative of the 18th Century and is evident throughout the area. It has been commonly used as a dressing on the side and rear walls of buildings. Many buildings are painted, either over render or brick. As a result pastel colours abound contrasting 'light' with the darkness of the brick.

Roofs

There are a variety of roof styles and materials. A number of hipped and half hipped Horsham Stone roofs remain and traditional clay tiles and pantiles are prominent, however, modern tiles have been introduced in some places. The red and brown colours complement the brick buildings. Later buildings are gabled and hipped with the introduction of slate as a roofing material. Some of the larger and more modern buildings are flat roofed, often hidden behind a parapet or some other detailing. The majority of buildings within the commercial part of the Conservation Area have plain gabled or mansard gabled roofs; a result of the need to build close together and terrace individual buildings. Dutch gables are a feature almost unique to West Street. The demolition or removal of such features will be resisted.



Horsham Stone Slate roofs within Causeway



Timber frame set behind a weatherboarded frontage on Causeway

Part I: Appraisal continued

Windows

Many windows are traditionally styled wooden sash or casement windows, often with glazing bars. The removal of the original window features and changes to materials or window proportions will be resisted. The art deco period is echoed in a number of arched windows on West Street.

Decorative Features

There are a range of decorative features in the Conservation Area including patterned tile hanging and roof tiling, terracotta finials and wall panels / tiles, pargetting (decorative plaster), stone carving, classical pilasters, columns and pediments, and leaded window work. These features are indicative of trends and fashions and all contribute to the unique character of the area. Such features should be retained, and in some cases repaired or cleaned.

Scale and Enclosure

Buildings vary in scale and height. Larger scale 3 and 4 storey buildings dominate the corner sites at all the road junctions. Often these buildings have the most decorative features and provide strong focal points. Many of the remaining buildings are 2 or 3 storey, often with dormer windows. The scale of the buildings is influenced by the width of the street.

Throughout the area the massing of the buildings is consistent. A terracing effect, strong building lines and the buildings' proximity to the street create an enclosed town centre and Conservation Area. The concentration of uses and different scaled buildings form several distinct areas within the Conservation Area.



Shopfronts

The main part of the Conservation Area is commercial in nature and shopfronts and associated signage dominate the ground floor streetscene. Traditional hanging signs are an attractive way of advertising and shopfronts should reflect the character and details of the building.

There are a number of 1920 and 30s traditional shopfronts remaining in the Conservation Area which should be retained. A variety of modern shopfronts that respect the character and detailing of their building and the area contrast with the traditional shopfronts.

The design and materials used for some shopfronts are inappropriate as they do not reflect the characteristics and details of their building, or the character of the Conservation Area. This is also the case for advertisements and signs. The Council is committed to seeking

enhancement of inappropriate shopfronts and signs when opportunities to arise. The use of upper floors in shops for storage can create a neglected character. Careful consideration should be given to such use and the negative impact it may have on the appearance of the Conservation Area. The use of upper floors for residential or commercial uses could be a more appropriate use of the space.

Painting

Although the Conservation Area is made up of a variety of building styles and materials the dark brick is contrasted by pastel painted rendered or brick buildings. Although painting of unpainted brick surfaces will be discouraged, it is acknowledged that commercial fascias and signage will continue to be painted. Corporate outlets often favour corporate colour schemes and do not take into account the colours and characteristics of the area. The pastel shade existing and the pale sandstone paving and buildings encourage a lightness and subtlety of colour.

Trees and Landscape Features

In Causeway trees are an important characteristic. An avenue of Lime trees was laid out in the 18th Century. The original trees have subsequently been replaced. Trees in gardens are also important to the rural character of the area. St. Mary's churchyard, the memorial gardens and water meadows form an important greenspace and transitional area between the commercial centre and the towns rural landscape setting.

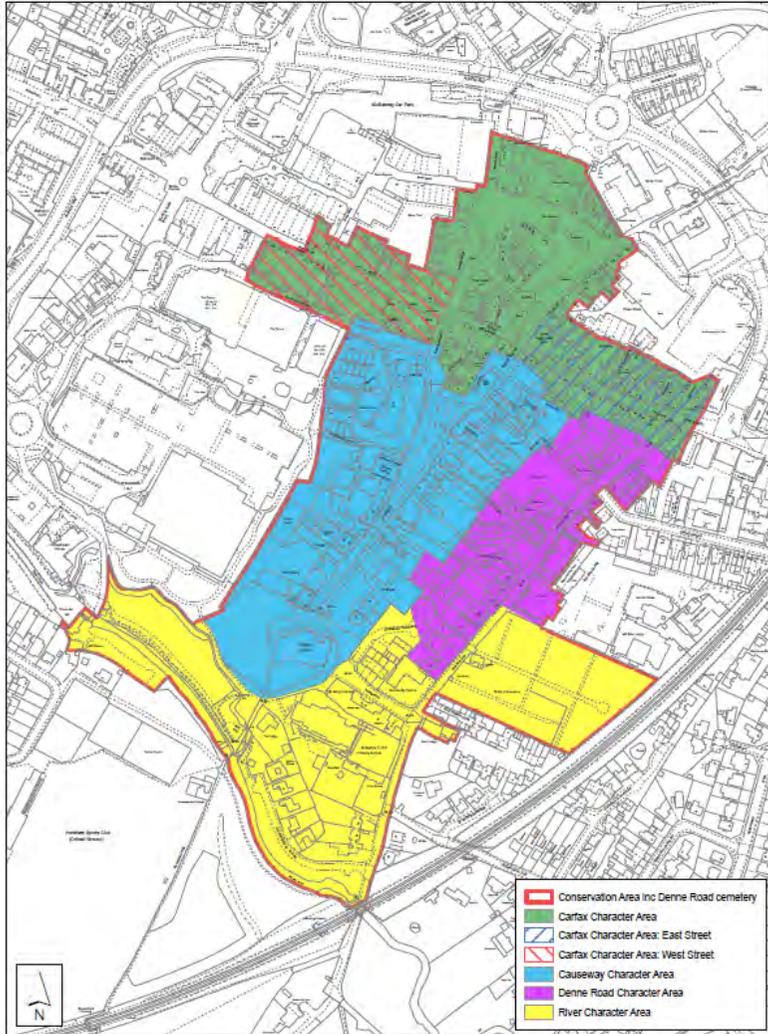


Trees and soft landscaping within Denne Road

Part I: Appraisal continued

Character Areas

Horsham Town Centre Conservation Area is considered to consist of a single continuous Conservation Area boundary subdivided into four character areas as shown in the map below.



Horsham District Council Parish: Chart Way, Horsham West Sussex RH12 1RL		Horsham Conservation and Character Areas	
Reproduced by permission of Ordnance Survey map on behalf of HMSO. © Crown copyright and database rights (2021). Ordnance Survey Licence 100023985	Reference No : Drawing No :	Date : 23/09/2021 Checked :	Scale : 1:2,500 (at A3) Revisions :

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Part I: Appraisal continued

Causeway Character Area

Nairn and Pevsner describe Causeway as “the hidden secluded part of Horsham, completely screened from the shops, leading down to the church. As an anthology of cosy Wealden buildings it would be hard to beat.”*

Causeway forms part of the historic core of the town centre. This character area contains the oldest known building within the area St Mary’s Church. St Marys Church is a local landmark with its tower visible from closer views within the town centre and wider views from the hills to the south.

The character area has a distinct road layout with the buildings fronting onto the road forming a triangular shape in plan form centering on the focus point for the church. Causeway forms one of the oldest routes through the town with its links to the church and market, and proximity to a river crossing.

Within the character area are a number of twittens linking Causeway to Denne Road.

Causeway’s character is formed by timber-framed buildings with various finishes, interspersed with brick buildings and the stone-built church and former town hall.

The condition of the properties and the street as a whole are good, with a good retention of traditional timber windows and doors, careful positioning of aials and well maintained footways. However, the parking of cars, the position of street furniture and bin storage do detract from the character areas historic sense of place.

The timber-framed buildings within Causeway have a human scale, which contrasts with the later brick buildings on the northern side of Causeway. The timber frame in the majority of the buildings has been hidden from view with glimpses of the original frame in the side elevations, except for number 12 where the decorative studding indicates the wealth a previous owner wished to display. There is an example of the exposed timber frame in the side of 19 Causeway. A feature of Causeway is the use of different materials used to re-front the timber frame, creating a mix of styles unified by the form of the frame beneath.

Horsham Museum is a sixteenth-century timber-framed house with a plastered front. The first and second floor overhang the ground floor with moulded bressumers and carved brackets. The painted plaster gives the building a presence within the streetscene and the moulded and carved details suggest a building of importance, stepped up from the pavement. The jettted form also gives the building a sense of activity. To the side is visible painted brick, with the plaster finished to the corners with a quoin detail.

Horsham Stone slate roofs have a steep pitch, with strong timbers to hold its substantial weight. As the roof weathers, the stones can appear to coalesce. This creates a distinctive finish. As the buildings have been repaired the laying of the stone has resulted in a mixture of double and single lap laying, with shadow slates where stone is short. Horsham Stone slate roofs are the most distinctive material within Causeway.

**Nairn, I. and Pevsner, N., 1965. Sussex, Harmondsworth: Penguin. p.247.*

Part I: Appraisal continued

11 and 12 Causeway adjoin the gentrified and polite frontage of the plastered timber-framed buildings. They are also timber-framed but number 11 has weatherboarding to the first floor and a stuccoed ground floor, whilst number 12 has a visible jetty and close studding to the first floor.

11 and 12 Causeway have a more domestic scale than number 10. The timber weatherboarding give a functional utilitarian appearance that contrasts with the decorative close studding to number 12. The use of stucco provides a smoothness that balances the “roughness” of the cladding. The shape of the sash windows and use of Horsham Stone slate on the roof gives a sense of commonality between the buildings. Hanging tiles at first floor with undecorated handmade clay tiles of a similar red to the local brick are visible at 24, 25 and 30 Causeway. This gives a more prosaic appearance in contrast to the classical frontage of 10 Causeway.

Horsham Stone can be divided into stone slate for roofs and flooring, and building stone. St Mary’s Church is built with roughly hewn Horsham Stone with some Ardingly Sandstone and a Horsham Stone slate roof. The stone has a warm yellow/brown colour and is interspersed with ironstone. The stone appears graceful, especially when topped by a Horsham Stone slate roof. Horsham Stone rubble is also used in the listed vicarage wall which extends along the eastern side of Causeway. The wall provides a visual barrier between the traditional buildings in Causeway and a new development of three dwellings set back on former church land. These dwellings have slate roofs, which enables the pitches to remain low and unobtrusive. Slate is not a traditional material within Causeway. Horsham stone also forms the pavement to the Causeway.

The Town Hall at the opposite end of Causeway was constructed of Portland Stone in 1812 and further repaired and enlarged in 1888. Nairn and Pevsner describe the building as “deeply sunk in eclecticism as the wildest parts of the nineteen twenties. Central crowstepped gable, octagonal corner turrets, three tunnels containing well-carved arms.”* The Town Hall provides a counterpoint to the traditional form of St Mary’s. Its design and choice of material emphasise a change in attitude in the town, moving away from its rustic roots. The ashlar stonework is carved but appears grey and stark, and reflects a sense of the growing control of governance, and the ability to access materials from a greater distance.

The majority of the brick present in Causeway is of a warm red colour formed from Wadhurst Clay. The use of exposed brick with narrow mortar beds adds an element of elegance to the streetscene, providing clean lines and a consistent appearance. It is also used for the more functional buildings within the street such as the Stables. Where the brick is of lesser quality it has been painted as seen at 19 Causeway.

The Manor House is a handsome brick building constructed in 1704 with various additions. The use of exposed brick in the more subservient element of the building and the porchway helps to give emphasis to the stucco and detailing on the remaining elements of the building. The use of brick is repeated in the new development to the north of the Manor House, giving the new development a sense of place.

Clay tiles are present in Causeway. Due to their more uniform appearance and thinner form (than Horsham Stone slate) the roof is less dominant and distinctive. The proportion of roof to wall is also less prominent. Local hand-made clay tiles have a red/brown colour which adds to the rich earth palette of the streetscene as a whole. Some buildings have been re-roofed including Horsham Museum where clay tile replaced Horsham Stone slate.

Nairn, I. and Pevsner, N., 1965. Sussex, Harmondsworth: Penguin. p.244.

Part I: Appraisal continued

Market Square

The siting of buildings has resulted in the containment of this area. Overall the space has a moderate scale with modern, medieval and 16th Century buildings but the grand Victorian designs of no. 3 Market Square and the centrally located Town Hall dominate the space. The Town Hall was built by the Duke of Norfolk in 1812 and rebuilt in 1888. The Town Hall is now occupied as a restaurant and the outside seating for the old Town Hall and the other pubs/restaurants within Market Square create a lively space which is active in the evenings. Overall the Market Square forms a transitional area between the Carfax and the Causeway.

Pump Alley

Pump Alley is a reminder of the town's medieval origin. The alley passes between two medieval buildings into former burgage land and contains a number of converted timber framed outbuildings. Many traditional characteristics have been retained; small scale, informal enclosed layout, and traditional Horsham Stone paving capturing the medieval essence of the conservation area. The siting of the buildings creates a pinchpoint where the alley connects with Talbot Road.



Part I: Appraisal continued



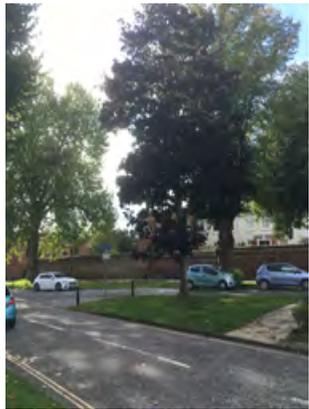
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Properties within the character area are mostly a mixture of medieval and Georgian. The properties are mostly two or two and half storey with a palette of red, Weald clay brick with Horsham stone Slabs (see above) or timber frames with clay tile roofs. The church room are the former stables for the Manor House (see below).

Horsham Stone slabs provide the paving materials, with grass verges and a line of trees softening the appearance of the character area. As can be seen above the majority of the properties within the character area front onto the pavement. A negative of the character area is the parking of cars and the need for road signage.

The Manor House (above) is one of the few properties set back from the street. It also differs in having a brick boundary wall. Below can be seen the varying roofscapes and features of the character area. A negative within the character area is the lack of bin storage.

The character area is generally tranquil, with the trees providing a positive contribution to the street scene. In the photo below the street furniture and parking restrictions detract from the area.



Part I: Appraisal continued

Causeway Character Area: Observations and Guidance

Characteristic	Observations	Guidance
Landform	Land slopes slightly to the south towards the church and river.	
Land use	Predominantly residential, although there are community buildings such as the church, church rooms and museum.	
Condition	Good condition.	Support home and business owners by educating them on the importance of retaining timber windows and doors.
Trees/ soft landscaping	Trees line the pavement in addition to grass verges. There is a small green space at the north of the character area.	Maintain the existing tree planting and grass verges.
Hard landscaping and boundary treatment	Horsham Stone slabs used for paving. Where present boundaries are either stone walls (listed Vicarage wall) or brick with Flemish style brick work (the Manor House).	Maintain and repair Horsham Stone slabs. Any boundary treatment should be either of local brick, with traditional bonds and mortars or local stone. Timber fencing is not appropriate fronting onto the street.
Spatial	The majority of the properties open straight onto the pavement. The Manor House is set back, and the newer houses built on the vicarage land.	New development should open onto the pavement.
Plots and scale	Many of the plots are historic Burbage plots and therefore are long and narrow. There is a high density of development with a limited number of detached properties. The more modern properties have wider plots. The Manor House has a less regular plot. The scale of the properties range from two storey to three storey.	New plots should retain the scale of the existing buildings being either two or two half storey in height. The width of the plots should reflect the Burbage plots.
Landmarks	St Mary's Church forms a landmark at the southern end of the Causeway.	Views should be maintained of St Mary's Church.
Parking	Parking is mostly on street, although the church rooms have some parking to the rear of their building.	Visitor parking should be encouraged to be undertaken in the local car parks. New development should be supported by a green travel plan.
Traffic	The Causeway is relatively quiet as it forms a no vehicular through road. There is a steady stream of pedestrians moving through the character area, as it has footpath links to the south of the town and the school to the south east of the church.	Pedestrian routes should be retained and enhanced with appropriate lighting especially within the twittens.
Architectural Style	The buildings are a mixture of timber-framed medieval buildings and Georgian brick buildings. There are some newer infill developments, namely the Manor House extension, and the detached dwellings in the grounds of the Vicarage.	Any new development should respect the form of existing development.
Key architectural details	Distinctive strong roof form to support Horsham Stone slates.	
Form and materials	Timber framing, Horsham Stone roofing, or clay roof tiles, red Wealden clay bricks, render, pitched roofs, decorative porch and window detailing.	New development should use good quality local materials and reflect the distinctive roofscape of the properties within Causeway. Good quality design would include modern development provided that its scale and detailing complement its historic character.
Behaviours	Some littering and poorly positioned bin storage.	Provide appropriate bins in inconspicuous locations. New development should have integral bin storage designed into the scheme.
Frontages and access	Many properties are accessed straight from the street.	Frontages should remain active, with new development fronting onto the street.

Part I: Appraisal continued

Carfax Character Area

The **Carfax** forms part of the original market area known as 'The Scarfolkes'. Temporary market stalls gradually evolved into permanent buildings within the market place forming islands which remain today. Replica stocks and a whipping post are located within the pedestrian area. The materials and characteristics of the buildings are varied, but, they have maintained the medieval layout and the sense of enclosure and containment within the area. The central island contains a range of interesting buildings. The gradual development and redevelopment of the area has resulted in a solid building mass with a variety of building styles, scales and designs. The varied roofline of the Natwest buildings is reflected by other buildings that form the island.

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The bandstand and war memorial along with tree planting and seating areas form a contained space to the north. The area has two functional areas: to the north is a pedestrian thoroughfare; to the south a place for people. The distinction between the areas has been achieved through changes in land levels, planting and street furniture. Post war buildings are dominant introducing large areas of metal and glass that reflect the vertical characteristics of Richmond Terrace.

To the west the space is shared by people and some vehicular movements. The massing of 1950s Sterling Buildings dominates, which is broken down at street level by individual shop fronts. Opposite smaller scale buildings bring a human scale to the seating area. The buildings display a variety of traditional materials and scale and include a range of interesting 18th and 19th Century details. To the east the area comprises a vehicular thoroughfare, public space and bus waiting area. Three storey Victorian buildings dominate the inside building line with smaller scale traditional buildings on the other side of the road. A variety of timber buildings remain fronting the original burgage plots.

The Carfax forms the commercial centre of the town. Historically the stalls within the market place were temporary, but later became permanent which has led to the characteristic plan form of the Carfax .

An area of open public space remains with a bandstand which is used for community events and a twice weekly market. Whilst the majority of the buildings open onto the pavement, the buildings on the northern edge have a stepped entrance to the first floor, with a shop entrance at street level.

Piries Alley is a medieval passageway between 25 and 26 Carfax. 25 Carfax is a former hall house constructed in C1400. The narrowness of the twitten and irregularity of the walls of the adjoining timber buildings provide a strong medieval character, important to this part of the Conservation Area, which contrasts with the redeveloped space of Piries Place.

Within Carfax it is the relationship between the buildings, the space they enclose and the use of the area that contribute to the Conservation Area's special character and appearance. Although many of the buildings within the Carfax are not listed they are recognised as being important to the overall townscape value of the area. In some places the experience of using the routeways between streets is undermined by the storage of bins and extraction units such as the footway to the rear of the Crown.

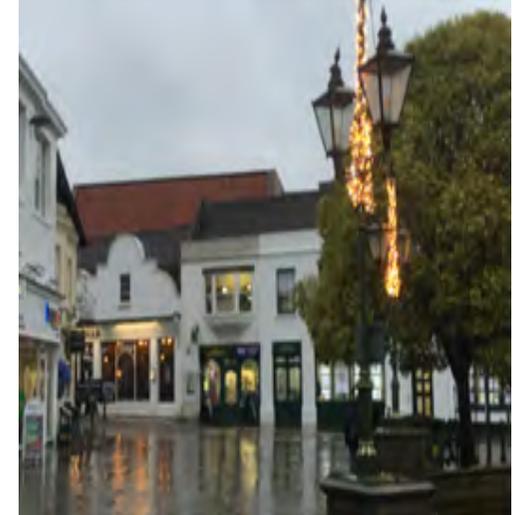


The terrace of buildings on the northern edge front the pavement but have separate entrances to the first floor.



Footway to the rear of the Crown. Although well used it is impacted by the storage of bins and the extraction units to the kitchen of the public house.

Part I: Appraisal continued



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Stirling Buildings are purpose-built units with retail at ground floor and residential above. The buildings are three storey with classical proportions in a traditional red brick. In comparison to the rhythm of Stirling Buildings the properties on the eastern side of the character area vary in height and materials. However, the quality of materials and the narrow plots provide a consistent theme.

Within the character area are modern infills with retail units at ground floor. As can be seen below the success of the juxtaposition of the older and twentieth century buildings has been varied. As can be seen in the photographs the character area has mature trees within the public space.

Adjoining the character area is the landmark of the Old Town Hall (above) and the Bandstand below. The hard landscaping is varied with cobbles to the roadway and stone slabs to the pedestrianised areas.

The frontage of Carfax with the new development behind within Pirie's Place. Below the stocks and whipping post are sited close to Swan Walk.



Part I: Appraisal continued

Carfax Character Area: Observations and Guidance

Characteristic	Observations	Guidance
Landform	Area predominantly flat.	
Land use	Predominantly retail although there are coffee shops and public houses within the character area.	Concern would be raised regarding vacant shops. Support would therefore be given to uses that retain an active frontage and increase footfall.
Condition	Varied condition. Some of the windows at first and second floor level need painting and maintenance. Empty shops need to be monitored.	Encourage different uses.
Trees/ soft landscaping	Feature trees provide a soft edge to the character area.	Maintain the existing tree planting.
Hard landscaping and boundary treatment	Horsham Stone slabs used for paving, with cobbles to dominate the vehicular route ways.	Maintain and repair Horsham Stone slabs and cobbles.
Spatial	The majority of the properties open straight onto the pavement.	New development should open onto the pavement and ensure an active frontage.
Plots and scale	Many of the plots are historic Burbage plots and therefore are long and narrow. There is a high density of development with a limited number of detached properties. The scale of the properties range from two to three storeys, with small pitched roof dormers.	New development should reflect the vertical emphasis of the existing buildings with dormer windows of a scale which do not dominate the roof slope. The height of the buildings should be no more than two storey, with three storey elements to break up a frontage.
Landmarks	The Bandstand and Old Town Hall form landmarks and meeting points.	The understanding of the open public space around the Bandstand needs to be maintained and enhanced and not cluttered with street furniture.
Parking	Parking is discouraged although some disabled spaces are provided.	Visitor parking should be encouraged to be undertaken in the local car parks. New development should be supported by a green travel plan.
Traffic	The Carfax is a predominantly pedestrian space, although on the eastern side of the Carfax vehicles including buses move through the space.	Pedestrian routes should be retained and enhanced with appropriate lighting and signage. Schemes to remove kerbs and integrate shared surfaces on the eastern side of Carfax will be supported.
Architectural style	Within the character area are a number of prominent buildings which combine to establish this character area as an important part of the commercial centre of the town. The style is varied with a mixture of twentieth century building alongside traditional timber framed-buildings.	Any new development should respect the form of existing development and create a sense of place. Development would be expected to utilise traditional materials. Due to the mix of styles, innovative designs may be appropriate.
Key architectural details	Varied roofscapes with either clay tiles, Horsham Stone or slate.	
Form and materials	Vertical emphasis with good quality detailing either in brick or render. Local stock brick is predominant.	New development should use good quality local materials and reflect the distinctive vernacular.
Behaviours	Some littering and vacant shops. Concern would be raised to ensure signage and lighting enhances the character of the area.	Provide appropriate bins in inconspicuous locations. Promote "pop-up" shops to ensure the retail character is maintained. New signage should be painted timber with limited lighting.
Frontages and access	Many properties are accessed straight from the street.	Frontages should remain active, with new development fronting onto the street.

Part I: Appraisal continued

Middle Street

Middle Street was once an area for meat traders. It is an intermediate area between East Street, West Street, the Carfax and Market Square. Larger buildings dominate the ends of the street. Barclays Bank forms a focal point on the eastern end. Although simple in design, the building continues the pattern of larger scale buildings at junctions and corners within the wider Conservation Area.

The building at the western end of Middle Street forms a focal point with the junction of West Street. The character of Middle Street is mixed with the polite frontage of number 10, adjoining the 1960's architecture of number 11. The timber framed property which originally occupied number 11 can now be seen reconstructed at The Weald and Downland Museum (photos below). The alleys of Glynde Place, Collets Alley, and Market Square connect with Middle Street.

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South Street

The large scale buildings at the junction of West Street and Middle Street give way to small scale medieval buildings. These are unified by their use of vernacular materials and painted surfaces.

Blackhorse Way

Blackhorse Way demarcates the rear boundary of the Conservation Area along West Street and has typical characteristics of a commercial service area. However, at its junction with South Street a range of former Manor House outbuildings remain. The traditional materials and use of burnt headers and stretchers reflect the more rural characteristics of South Street and the Causeway. The rear of properties in West Street which are serviced by Blackhorse Way would benefit from enhancement.



Part I: Appraisal continued

East Street originated out of a track between burgage plots linking the market place with outlying St Leonards. By the end of the medieval period it had established itself as a street for trade and a main thoroughfare. It had been named East Street by 18th Century.

At its junction with the Carfax the former Kings Head Hotel (now Ask) dominates reflecting the scale of other buildings in the Carfax and contrasting with the smaller scale of the terrace of stone buildings, opposite. The retention of the signage relating to the buildings previous use as an Inland Revenue Office adds richness and context regarding the evolution of uses within the Conservation Area.

Page 326 The street is narrow with an irregular building line and roofline introducing variety and rhythm. The buildings have a range of characteristics suggesting a gradual evolution of the area. The larger scale buildings near the Carfax give way to smaller scale 2 storey buildings, often with dormer windows. However, numbers 20 and 22 introduce a larger scale in the middle of East Street.

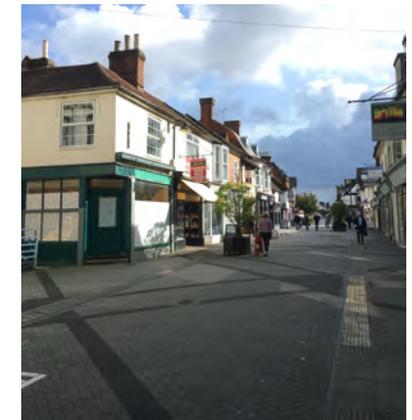
There are a variety of buildings and features along the street that create uniqueness to the area. These should be retained and include the highly detailed facade of the Anchor Tap, the original Victorian shopfront of the former Trelfers Jewellers at 9 East Street and a variety of mosaic tiled shop entrances. In some instances traditional shopfronts may be hidden behind existing fascias and where appropriate these should be retained and repaired such as 18 East Street.

Within East Street there are some buildings with redundant features and overhead wires attached to them.

Several medieval and later timber framed buildings can be found in East Street and represent the evolution of the burgage plots. New development in this area should seek to strengthen the rear of the buildings and seek to remove inappropriate modern out buildings. However, the small scale traditional brick out-buildings should be retained as they add to the informal character of the area and provide interest through their varied roofline.

East Street is predominantly characterised by restaurants providing an active evening economy. During the day the active frontage is maintained by charity shops and service industries such as estate agents.

The road is still used for access, but through use of planters and decorative paving is actively discouraged to facilitate foot traffic and outdoor seating.



Part I: Appraisal continued

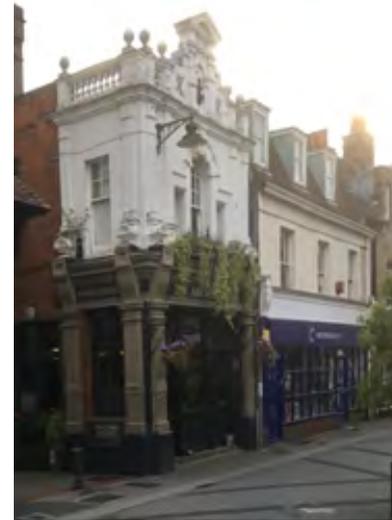
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East Street has a mixture of building styles, with the use of various materials. At ground floor many of the buildings have glazed shopfronts which encourage an active frontage. Timber planters have been placed to deter vehicles and soften the street's appearance.



The frontages of the properties within East Street are distinctive with varying materials used (such as the tile above) with tower features and gables in the 1930's former co-op building. This distinctiveness adds interest and vibrancy to the area.



The varied architectural style creates a roofscape that contains pitched roofslopes with small dormers, as well as decorative gables with the roofslope hidden behind.



The entrance to East Street from Carfax is cornered by a stone built buildings with Dutch gables. The materials within the character area are varied but are of a consistently high quality that ties the character area into a cohesive space. Park Place at the eastern end of East Street is a distinctive parade of traditional shops enclosing the eastern side of the street. Its richly embellished, terraced frontage makes a strong contribution to the character of the Conservation Area.



Even buildings with less attractive frontages (such as 3 East Street) have attractive details in the shop front including decorative glazing, and moulded timber frames. The photograph to the left shows the building prior to conversion to an orthodontist. The large glazed windows enabled intervisibility between the shop and the street. The photograph to the right shows the building following conversion with internal boarding now restricting the connection between the building and the street. This harms the overall vitality of the frontage.



Part I: Appraisal continued

Park Place forms a junction with East Street and Denne Road and connects with Piries Place and East Street via Park Mews. The moderate scale Victorian character of the area contrasts with the newly reconstructed multi- storey car park.

The buildings form two terraces that enclose the street. Several of the buildings have traditional shopfronts. The terracotta details, original sash windows, dormers, and pargetting to the curved cantilevered bays are important to the character of the area and should be retained and repaired where necessary. The loss of traditional windows has resulted in a dilution of the character of this part of the Conservation Area. The painting of the brick work has taken place on some of the properties, but unpainted brickwork should be retained.

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Part I: Appraisal continued

Carfax (East Street) Character Area: Observations and Guidance

Characteristic	Observations	Guidance
Landform	Land slopes away slightly towards Carfax.	
Land use	Predominantly restaurants, with some retail and service uses.	
Condition	Good condition.	Support property owners to find new uses for vacant units that maintain an active frontage. Ensure that where possible shopfronts are retained and refurbished rather than rebuilt losing some of the traditional detailing.
Trees/ soft landscaping	Soft landscaping restricted to planters to discourage parking.	Encourage further soft landscaping to the front of properties and increase the number of planters.
Hard landscaping and boundary treatment	The traditional pavements have been removed to create a shared space with decorative paving.	Maintain the existing paving and encourage schemes that increase the use of the pavements for seating and planting. Any new development should support alternative methods of access, to reduce traffic through the space.
Spatial	The majority of the properties open straight onto the pavement. Many of the buildings are narrow, with service buildings to the rear.	New development should open onto the pavement.
Plots and scale	The buildings front onto the street and form a continuous line of development. Where there are gaps the buildings often have attractive frontages to the front and side so creating in effect individual statement buildings.	New plots should retain the scale of the existing buildings being either two or two half storey in height. Thought should be given to the design of upper floors to add interest to the street scene. Shop fronts should be retained or reflected in new designs so that the ground floor space maintains its active frontage. At first floor individual, appropriate designs using local materials will be supported.
Landmarks	There are no landmarks within this character area with no view of the church spire. Some buildings however have front and side frontages which create an attractive break in the street scene.	Buildings with secondary frontages should be maintained and encouraged.
Parking	Parking is mostly on street, although this is passively discouraged by the provision of planters and the removal of pavements to create a shared space.	Visitor parking should be encouraged to be undertaken in the local car parks. New development should be supported by a green travel plan.
Traffic	Traffic is slowly becoming more limited as the number of restaurants with outside seating increases within East Street.	Pedestrian routes should be retained and enhanced with traffic actively promoted to use alternative routes. Deliveries should take place outside of daylight/opening hours.
Architectural style	The buildings within the character area are of an eclectic mix, with shop frontages at ground floor.	Any new development should have a vertical emphasis with interest at first floor and above, with an active frontage at ground floor. Loss of shopfronts should be resisted, and applications for change of use controlled so as to ensure that the intervisibility of shopfront and street is maintained.
Key architectural details	Distinctive gables and roofscapes.	Good quality materials should be encouraged which require minimal maintenance.
Form and materials	Within the character area there is use of tile, brick, render, and faux timber framing. The narrow form of the buildings and varying gables add interest.	New development should use good quality local materials and reflect the distinctive roofscape of the properties. Good quality design would include modern development provided that its scale and detailing added to the sense of place and complemented East Streets active and eclectic character.
Behaviours	Some littering and poorly positioned bin storage.	Provide appropriate bins in inconspicuous locations. New development should have integral bin storage designed into the scheme.
Frontages and access	Many properties are accessed straight from the street.	Frontages should remain active, with new development fronting onto the street.

Part I: Appraisal continued

West Street

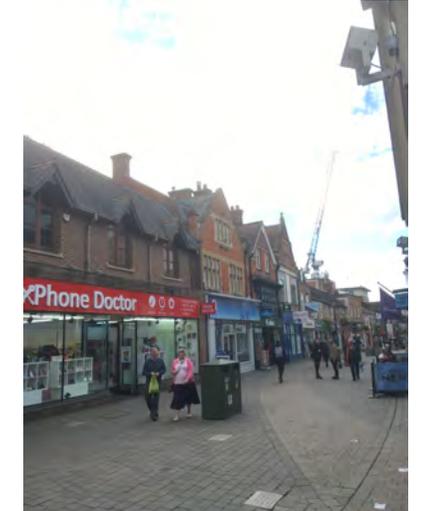
West Street forms the primary retail centre of the town. It is bordered to its north by the modern covered shopping area of Swan Walk. The rear elevations of the properties on the northern side of the street have been absorbed into the shopping centre, whilst the properties on the southern side have a delivery access from Blackhorse Way. West Street has been pedestrianised and formerly provided the link between the Bishopric and the Carfax. The pattern of development is dense with a ribbon of buildings fronting onto the street. The only gaps between the properties are the entrance to Swan Walk, and the covered link between West Street and the Forum to the north.

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West Street does not retain any early buildings on its burgage properties and originated from a track linking the market place with the outlying area of Marlpost. By the middle of the 16th Century properties were recorded along this street. It has always been important as a shopping street and was once dotted with a number of taverns; the entrance to Swan Walk is on the site of the Swan Inn.

West Street forms a vista to Bishopric Square, and to the attractive buildings at the junction of Middle Street and South Street. The street is enclosed predominantly by 3 storey buildings that form a strong linear character. A variety of building styles and materials are evident, with a predominance of brick and painted plaster.

The greatest concentration of decorative Dutch gables, mansard roofs and pargetting is found in West Street. These features, along with decorative chimneys, bay windows and gabled dormers introduce contrast, irregularity and rhythm to the streetscene. All of these features contribute to the historic interest and appearance of the area and should be retained. West Street has two street frontages, the first onto West Street and the second onto Blackhorse Way. The four photographs show the varied West Street frontage. There is a mixture of building styles but with the consistency of a shop front at ground floor level. The difference in gable design and roofscapes adds interest and colour to the street. The hard landscaping seeks to break up the width of the former road.



Part I: Appraisal continued

Carfax (West Street) Character Area: Observations and Guidance

Characteristic	Observations	Guidance
Landform	Predominantly flat.	
Land use	Predominantly retail with some A3 uses.	
Condition	Mixed condition	Support owners to improve street frontages and to rationalise the accesses onto Blackhorse Way.
Trees/ soft landscaping	Limited small planters and hanging baskets in the summer.	Encourage provision of feature trees or planting to soften the West Street frontage.
Hard landscaping and boundary treatment	In West Street different colour paving adds interest. There are also points of interest interspersed into the street such as horse shoes, plaques outlining the town's history, and the street name inserted into the paving at the entrance to West Street. Blackhorse Way has poor quality tarmac with the zebra crossing surface breaking away.	Introduce the same quality of hardstanding into Blackhorse Way, adding interest and reducing the visual dominance of the traffic.
Spatial	The majority of the properties open straight onto the pavement.	New development should open onto the pavement.
Plots and scale	Many of the plots are long and narrow. There is a high density of development. The scale of properties are two and two and a half storey with some three storey elements.	New plots should retain the scale of the existing buildings being either two or two half storey in height. The width of the plots should reflect the characteristic narrow emphasis.
Landmarks	None.	
Parking	Parking has been undertaken to the rear from Blackhorse Way. There is no parking in West Street.	Parking bays to the rear of the buildings in Blackhorse Way should be discouraged with the opportunity taken to either open up the rear elevations or provide some urban green space.
Traffic	There is no traffic in West Street. Blackhorse Way however is dominated by traffic including buses.	Opportunities should be taken to create a shared space where vehicles do not dominate the street. Pedestrians should be prioritised through increasing the visibility of the crossing. The tarmac should be removed and appropriate surfacing used to passively discourage traffic.
Architectural style	The buildings within the character area are of an eclectic mix, with shop frontages at ground floor.	Any new development should have a vertical emphasis with interest at first floor and above, with an active frontage at ground floor. Loss of shopfronts should be resisted, and applications for change of use controlled so as to ensure that the intervisibility of shopfront and street is maintained. Shop signage should be of good quality in timber with inappropriate branded signage discouraged.
Key architectural details	Distinctive gables and roofscapes	Good quality materials should be encouraged which require minimal maintenance.
Form and materials	Within the character area there is use of stucco, brick, render and timber-framing. The narrow form of the buildings and varying gables create a distinctive character. Dormer windows are varied with some buildings having both curved and triangular roofs.	New development should use good quality local materials and reflect the distinctive roofscape of the properties. Good quality design would include modern development provided that its scale and detailing added to the sense of place and complemented West Street's active and eclectic character.
Behaviours	Some littering. Anti-social behaviour with damage caused by individuals accessing the roofs of properties from Blackhorse Way and undertaking Parkour.	Provide appropriate bins in inconspicuous locations. Work with landowners to find appropriate solutions to deter access without using inappropriate physical guards or gates.
Frontages and access	Many properties are accessed straight from the street.	Frontages should remain active, with new development fronting onto the street. New development should address both the West Street and Blackhorse Way frontage.

Part I: Appraisal continued

Denne Road Character Area

Burgage plots ran east from Denne Road but the only remaining medieval building is 1 and 3 Denne Road (Bishops) sited at the junction of Denne Road and East Street. This is an example of a late medieval hall house, with two jettied cross wings.

Brick boundary walls of varying heights and the siting of buildings close to the road reinforce the linear townscape of this area. Buildings, many with townscape value have evolved on the Causeway and Denne Road burgage plots including the former Gospel Hall.

Page 332 On the west side the buildings have simple designs and use traditional materials, mainly brick, with terracotta and tile hanging decoration. Buildings on the east side are generally more modern in character, with the exception of the neo classical Drill Hall and a terrace of Victorian houses.

The terrace of Victorian houses remain almost intact, reflecting some of the characteristics of the buildings in Park Place. The properties of 11, 13, 15 and 19 Denne Road are covered by an article 4 direction (ART 4037) which removes permitted development rights including restricting the removal of the terracota detailing, the removal of the decorative tile hanging or the improvement or alteration to an external window.

The garden walls are important to the townscape and linear definition of the street and should be retained. This characteristic is reinforced by boundary walls and the siting of warehouse buildings opposite.

Denne Road has a mixed plan form with groups of detached buildings, terraces and flatted developments. Within the character area are the green spaces of the graveyard with its Victorian lodge, and the small space to the front of Hadmans Close. Unlike the other character areas, Denne Road contains the industrial use of National Tyres.

The development of Denne Road has evolved slowly with some traditional buildings which are listed grade 2. The Drill Hall is an early twentieth century communal building, whilst the terraced development of Hadmans Close were developed in the late twentieth century. Despite the variance in building age and style the properties are mostly two storey in height with some accommodation within the roofslope. Brick boundary walls are a common feature of the character area with small front gardens where the properties are set back.

Talbot Lane connects Denne Road, through Pump Alley, with the Market Place. The walls of the former Gospel Hall and the car park maintain the linear definition to the area. The functional character of the area contrasts with the quiet character of Pump Alley. The siting of buildings at the end of Pump Alley create a pinch point and reinforce the separate identities.

Morth Gardens

A passage way leads from the Causeway to Morth Gardens. Originally a pathway to Denne Road between the burgage plots of Hadmans to the north and church land to the south, it has experienced 16th and 17th Century infill development. The passage is quiet and enclosed by garden walls that display a variety of brick styles and bonding. The walls are an important characteristic of this area and should be retained. The cottages sited along Morth Gardens reflect the quiet nature of the area and display a variety of traditional materials and details. The informal nature of the properties, their gardens and boundary walls all contribute to the special character and appearance of the area and should be retained.



Left image - Pump Alley with views through to Talbot Lane.



Right image - boundary treatment looking north west from Morth Gardens.

Part I: Appraisal continued



The Drill Hall above is a community building which fronts onto the pavement.



Properties in Denne Road vary from detached Victorian villas above with scalloped barge boards and decorative hanging tile to the staggered terraced properties of Hadmans Close below. St Mary's Church spire can be seen to the rear.



Above can be seen the terrace of Victorian properties set back slightly from the road with small front gardens. The detailing of the terrace can be seen below with decorative details above the windows and doors.



The open space above to the front of Hadmans Close softens the appearance of the terrace of modern dwellings.

St Mary's Church spire is clearly visible at the southern end of the character area. Some of the buildings in this part of the character area are constructed using Fittleworth stone, which also replaces brick in the boundary walls.

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The Lodge to the graveyard below is enclosed by brick walls and is at a higher level than the street. The graveyard forms an important pause in the street scene and is a valued semi-wild space



Part I: Appraisal continued

Denne Road Character Area: Observations and Guidance

Characteristic	Observations	Guidance
Landform	Land slopes slightly to the south towards the church and river.	
Land use	Predominantly residential, although there are community buildings such as the Gospel Hall, Drill Hall, Normandy Centre and the industrial use National Tyres.	
Condition	Good condition.	Support home and business owners by educating them on the importance of retaining timber windows and doors.
Trees/ soft landscaping	There are a number of trees within gardens and also the open green spaces. These add a softness to the urban rhythm and become more prolific as the density of development lessens towards the south of the character area.	Maintain the existing tree planting and encourage the further planting of trees in the open space.
Hard landscaping and boundary treatment	Boundary treatment are either low brick walls to the Victorian terrace, with higher walls to the detached properties. Within Normandy the bricks walls are replaced with stone.	Encourage the retention of brick and stone walls, and discourage their removal for car parking. Any new brick walls to be appropriately detailed with traditional brick bonds and mortar.
Spatial	The mix of plots within the character area have either small front gardens set back from the street or open directly onto the pavement.	New development should consider the size of the plot and the position of neighbouring properties. New development should be either set back with small front gardens or open directly onto the pavement.
Plots and scale	The plots range in size and shape with some narrow Burbage plots. The scale of the buildings are two storey with some accommodation within the roofspace. Dormer windows are small in size with pitched roofs.	New plots should retain the scale of the existing buildings being two storey in height. Unless a narrow Burbage plot detached development should be set in from the side boundaries of the site.
Landmarks	St Mary's Church forms a landmark at the southern end of the Denne Road.	Views should be maintained of St Mary's Church.
Parking	Parking is mostly on street, although there is a public car park to the side of the Gospel Rooms. Such properties have garages which open directly onto the pavement.	Removal of boundary walls to facilitate parking should be resisted. Where necessary parking should be integral to the initial design of any new development.
Traffic	Traffic is relatively light within the character area, due to on street parking restrictions.	Pedestrian routes should be retained and enhanced especially to the church.
Architectural Style	The buildings are a mixture of timber-framed medieval buildings (3 Denne Road), stone cottages, Victorian villas and terraces and modern development.	New development should respect the scale of existing development being no more than two storey in height with accommodation within the roofspace. Dormers should not dominate the roofslope and have pitched roof.
Key architectural details	Good quality detailing.	Good quality detailing.
Form and materials	Materials within the character area differ, but are mostly red brick with either clay or tile roofs.	New development should use good quality materials that will complement the character area. Good quality design would include modern development provided that its scale and detailing contributed to a sense of place.
Behaviours	Some littering and poorly positioned bin storage. Plastic replacement windows.	Provide appropriate bins in inconspicuous locations. New development should have integral bin storage designed into the scheme. Support home and business owners by educating them on the importance of retaining timber windows and doors.
Frontages and access	Access is to the front of properties with no side entrances even where there is an enclosing front wall.	Frontages should remain active, with new development accessed from the front.

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Part I: Appraisal continued

River Arun Character Area

The River Arun Character Area encompasses the southern section of the Conservation Area where the river Arun provides a green and tranquil boundary edge. The churchyard, Garden of Remembrance and water meadows link Provender Mill and the River Arun with the rest of the Conservation Area. The area is an important greenspace with a number of footpaths permeating the space and linking through to the wider countryside of Denne Hill and Chesworth.

The Normandy is an eastern extension of the Causeway that formed part of the glebe land. Almshouses have been recorded here since the 16th Century. There was substantial rebuilding in the 1840s and 1950s. More recently land forming part of the vicarage garden has been redeveloped with low density housing. At the corner of Denne Road the Masonic Hall is set back from the road but the linear townscape quality of the Normandy is maintained by the sandstone wall. The mellow sandstone building and its informal surfaced car park contribute to the rural character of the area. Arun House forms a stop point to the vista of the Normandy.

Horsham stone pavements integrate the area with the churchyard and maintain an informal quality to the area. The Normandy opens up at its junction with St Marys Church creating a focal point. St Marys Primary School is set back from the road frontage and due to its single storey form does not compete with the taller historic buildings within this part of the Conservation Area.

The cemetery grounds, which it is suggested will now form part of the Conservation Area, inject a rural characteristic that also reinforces the rural landscape setting of this part of the Conservation Area. Its wall continues the linear definition of the street.

The properties within Fordingbridge Close have a mixture of housing styles, and this diversity in addition to their plot size framed by the tree planting on the southern edge of the road, provides a transition between the rural setting of the Conservation Area and the denser development form of Denne Road. Care should be taken to ensure that car parking, signage and road signage are sensitively placed so as to retain the areas pastoral character.



Part I: Appraisal continued

Building Audit Map

The Building Audit map on the following page highlights the buildings within the conservation area which are listed (yellow hash), and also those that are considered to have positive (green), neutral (amber) or negative (red) impact on the character of the conservation area.

Part I: Appraisal continued

Negative elements

The Conservation Area designated in 1974 included numerous statutorily listed buildings, designated at the time of the first survey in 1955. Today the majority of the Horsham Town Centre Conservation Area appears generally well maintained however there are some elements that detract from the historic character of the space.

The use of non-traditional materials and techniques has a cumulative effect on the wider Conservation Area. Principally, this is the replacement of timber sash and casement windows, with plastic windows. The sections and proportions of UPVC windows cannot match the delicacy of historic joinery.

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The use of plastic windows do not reflect the character of the conservation area, this is particularly evident in the lack of detailing and the changes to opening mechanisms.

The good management of the streetscape is essential to maintain a sense of place. It can be spoilt by the use of generic street furniture, the removal of traditional paving as well as the storage of bins within public routeways.



Other general features that detract from the appearance of the Conservation Area include empty shops, inappropriate signage and shop frontages and loss of active shop frontages.



Part II: Management Plan

The need for a Management Plan

It is the role of the Management Plan to take forward the challenges and opportunities identified in the appraisal, and to identify means by which the special interest of the Conservation Area will become self-sustaining into the future. To achieve this requires a partnership between those living, working and carrying out property improvement and development in the Conservation Area and Horsham District Council. All development proposals should preserve or enhance the character and appearance of the Conservation Area in accordance with the Horsham District Planning Framework. In a Conservation Area there are some extra controls over works to buildings, boundaries and trees intended to ensure that the character is not eroded by unintended loss or change and the appearance is not changed in a negative way.

For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).



Control of development

It is essential that any development should preserve or enhance the setting of any adjacent historic buildings and existing landscape features and trees, and the overall special qualities of the character area. Therefore, careful consideration must be given to the size, scale, urban grain, layout, design, massing, height, plot width, frontage activity, landscape and materials in any such development. This does not dictate architectural style but does attempt to ensure that proposals respond positively to their context. The Council strongly encourages applications for planning permission or other consents for proposals which meet these criteria and avoid:

- the demolition of any building or structure if its loss would damage the character or appearance of the Conservation Area.
- development (including extension/alteration) which would be harmful to the setting or character or appearance of the Conservation Area.
- development which would adversely affect or result in the loss of important views, open spaces, tree cover or boundary features within the Conservation Area.

Residents and business owners should contact the Council to confirm what proposed extensions and alterations constitute 'development'.

Monitoring and compliance

If necessary, the Council has a range of tools at its disposal to compel building owners to appropriately maintain and repair buildings which are causing a local nuisance or which are designated heritage assets.

Issues

The preparation of the Horsham Town Centre Conservation Area Appraisal has included consultation with stakeholders, specifically the Parish Council. A number of issues were identified. These have been used as a basis for the following section identifying principal issues to be addressed by this Management Plan.

Part II: Management Plan continued

Historic built environment

- Loss of traditional architectural features.
- Equipment and installations.
- Boundary enclosures.
- Drives, off -street parking and loss of front gardens.
- Enhancement of existing buildings.
- Extensions.
- Window replacement.
- Dormer windows and rooflights.
- Cladding, rendering and the painting of walls.
- Re-pointing of brickwork.
- Demolition.
- Loss of shops
- Loss of traditional shop fronts

New development and environmental improvement

- Opportunities for new development.
- Setting and views.

The environment and public realm

- Trees.
- Public realm;
- Street furniture.
- Surface materials.
- Opportunities for enhancement.

Historic built environment

Loss of traditional built and architectural features

Architectural features set out in the Appraisal, such as traditional windows, traditional shopfronts, Horsham Stone slate roof covering and so on should be preserved due to the significant contribution they make to the character and appearance of the buildings and the Conservation Area.

Horsham Stone roofs are a distinctive traditional feature of the locality with the stone quarried locally. The mortar on a Horsham Stone roof should be subordinate to the stone and the roof laid in diminishing courses. Prior to the relaying or repair of a Horsham Stone roof it is suggested that advice is sought from the District Council, and appropriate guidance considered such as that produced by Historic England <https://historicengland.org.uk/images-books/publications/horsham-stone-roofs/> and the Stone Roofing Association <http://www.stoneroof.org.uk/Horsham%20guide%20v2.pdf>.



Horsham Stone slate roof

Part II: Management Plan continued



Laying of Horsham Stone slate roof with shadow slates and inconspicuous mortar

Equipment or installations

The presence of modern types of equipment on or around buildings, such as large aerials or satellite dishes and microgenerators, can detract from the character of a Conservation Area and/or the special architectural qualities of buildings. To minimise their visual impact, they should be positioned away from public view or prominent positions. The removal of existing fixtures cluttering front elevations is encouraged and care should be taken to repair the affected surfaces.

Boundary enclosures

Within the Denne Road, Causeway and River Character Areas there is a variety of boundary walls as seen below. Retention of these walls and increased use of trees and hedgerows as a 'soft' boundary treatment will be supported. In some cases, installing traditionally detailed brick walls and railings may be appropriate.



Part II: Management Plan continued

Drives, offstreet parking and loss of front gardens

Landscaped gardens to building frontages make an important contribution to the quality of a streetscape. Historically, buildings in the Conservation Area had front gardens with enclosing brick walls, hedges or railings. The loss of front gardens to parking detracts from their historic setting and should be avoided. The use of porous pavements, reinforced grass paving or gravel instead of tarmac, with the retention of some garden space and the use of appropriate boundary treatments, offers a more attractive setting for buildings, reduce runoff and give a more sustainable approach. Where there is existing frontage parking which adversely impacts the character and setting of the Conservation Area, any new planning application should include a condition requiring the reinstatement of front garden areas and any traditional boundary treatments.

Enhancement of existing buildings

A number of the listed and unlisted buildings in the Horsham Town Centre Conservation Area have been altered and lost features. Proposed enhancements to make a building look grander than it ever was should be resisted. The following enhancement works should be encouraged as part of any future development:

- Reinstatement boundaries where they have been removed to their original height and footprint.
- Ensure that new boundaries are built from quality materials, paying full attention to railing details, brick bond, lime mortar and coping details.
- New gates should be good quality traditional design; and
- Encourage the use of good quality paving, trees or planting where the back yards or gardens are visible from the public domain.
- Removal of unsympathetic features that do not contribute to the special interest of the conservation area or the listed buildings.



Extensions

Development should seek to retain views into and out of the Conservation Area. Modern extensions should not dominate the existing building in either scale, material or their siting. There will always be some historic buildings where any extensions would be detrimental and should not be permitted. Successful extensions require a sound understanding of the building type to be extended together with careful consideration of scale and detail.

Part II: Management Plan continued

Within the Conservation Area, porches vary in style from the simple and functional to the decorative porches of the Georgian period. Proposals for porches should consider the style of the host property whilst also taking inspiration from the context of the surrounding area. The doors within the conservation area are mixed in style with different forms of fanlight ranging from semi circular to modern rectangular designs.

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Examples of porches within the Conservation Area.

Part II: Management Plan continued

Brick bonds help to provide interest in a building. Prior to the introduction of cavity wall insulation different types of brick bond were popular. The colours of the brick also added interest with often local bricks being used and in some cases the brickwork was worked to show the affluence and social standing of the building's owner.

Decorative headers above windows and doors and also brick dentil detail when appropriately used all add interest to the building and Conservation Area as a whole.

English bond with dark grey burnt headers and stretchers. Brick work is often visible in the rear and side elevations, within the conservation area.



Decorative fascias

Decorative hoods above windows, stone quoins, decorative fascias, pilaster and cornice details all add interest to the building and Conservation Area as a whole.

Decorative pilaster and cornice details



Part II: Management Plan continued

Consideration should be given when seeking to extend a property to assess the existing materials and architectural details. It may be appropriate in some instances to reflect these traditional details or reinterpret them in a modern context such as the use of flat segmental red brick arches to the windows, decorative hanging tile or stucco detailing. All materials should be of a high quality and where necessary reflect traditional techniques.

Hanging tile can be used to break up elevations, or where appropriate weather boarding. Care should be taken that the modern interpretation of the historic materials is appropriate in form, appearance and will weather appropriately.

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Flat segmental red brick arches



Bull nose clay hanging tile

Retention of chimneys

The removal or loss of chimneys within the Conservation Area impacts on the character of the Conservation Area as a whole. The presence of chimneys break up the roofscape and adds interest to the streetscene. Chimneys can also inform our understanding of the plan form of a historic building and can provide valuable evidence of changes in technology, fashion and wealth.

Variation of chimneys within the conservation area



Part II: Management Plan continued

Window replacement

The loss of traditional windows, ironmongery and glazing from our older buildings poses one of the major threats to our heritage and the character of historic areas. The character of windows profoundly affects the appearance of buildings but are particularly vulnerable as they are easily replaced or altered. The desire to improve the energy efficiency of historic buildings encourages windows' replacement with inappropriate and inferior quality modern alternatives. If well maintained, historic windows can last more than 200 years. Where the windows being considered for replacement are themselves modern replacements in inferior softwood that are now failing, what they are replaced with needs to be carefully assessed.

Within the Conservation Area, historic windows should be retained whenever possible and their repair prioritised. In general, consent will not be granted for their removal. Within the Conservation Area there are a variety of timber casement, and vertical sliding sash windows.

The design of historic windows evolved through the early modern period and so, where repair is not possible, replacement windows should be designed to either replicate the historic windows being replaced or be based upon a period design contemporaneous with the host building. In general, a consistent approach should be taken across a building. Further guidance from Historic England can be found at <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>. Historic glass should be retained as its construction methods may no longer exist and its appearance creates reflections and distortions which add to the visual appreciation of the building and its historic character.



Traditional Windows

Their Care, Repair and Upgrading



Positive windows within the conservation area showing historic sash windows, and in the image to the right historic glass with its distortions.



Part II: Management Plan continued

Dormer windows and rooflights

Within the conservation area there are examples of dormer windows in a street facing location, however these were often constructed as part of the original design of the building. Therefore unless there is clear architectural and historic justification new dormer windows and rooflights should not be located on street-facing and prominent roofscapes. Where new dormer windows and rooflights are considered appropriate, they should be small in scale and not dominate the roofslope, ensuring that a large area of the roof remains visible. Dormers need to be of a traditional form, in scale with the building and its roof and their windows should be smaller than those on the floor below.

Rooflights need to be flush with the roof face and normally the 'conservation' type metal rooflight is preferred. In most cases, the dormer or rooflight should align with the window below.

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Cladding, rendering or painting of walls

In most cases, the walling material of a building is part of its character and contributes positively to the appearance of the Conservation Area. There may, however, be cases where the existing wall surface is unattractive or is decaying, and cladding, rendering or painting can be justified. Where this is the case the cladding needs to be in a locally used material, such as tile-hanging using local red clay tiles, or timber weatherboarding. Painting of natural brickwork and stonework is discouraged. If proposed work involves changing the front elevation of a building, Conservation Area advice from the Local Planning Department at Horsham District Council should be sought.

Repointing of brick or stone walls

Repointing can ruin the appearance of brick or stone walls. The purpose of the mortar in the joints is to stop rainwater penetrating into the wall and to act as a conduit for moisture trapped in the wall to escape. The mortar joint or pointing is therefore sacrificial and needs to be softer and more porous than the wall material. This is why for conservation work a lime-based mortar is normally recommended. It is important to dig out the old pointing to allow a sufficient 'key' for the repointing. Mortar should fill the joints but not spread out onto the surface of the wall material, and where the arises (corners) have been worn away, the mortar face may have to be slightly set back. Raised or 'strap' pointing should be avoided as not only does it stand out and change the appearance of the wall, it can act as a shelf for rainwater.

Part II: Management Plan continued

Demolition

Within the Conservation Area, the demolition of an unlisted building or wall over a certain volume or height without prior planning permission is a criminal offence. Furthermore, demolition of buildings or built features which have been identified as making a neutral or positive contribution to local character will normally not be permitted. Where buildings and features have been identified as making a negative contribution of local character, development incorporating some demolition may be permitted, as long as what will replace the existing building is judged to respond positively to its local context.

For advice on whether planning permission is required for works please refer to the Horsham District Council website or The Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission).

Loss of Shops

An active shopfront forms part of the overall vibrancy and character of the Conservation Area as well as the town and District as a whole.

Traditionally, retail has been the core function of town and village centres. Changes to shopping patterns has meant that this function has expanded over time to include a variety uses. Proposals within the Conservation Area should seek to maintain or improve the character, quality, function and vitality of the Conservation Area and relate well to existing uses.

Shopfronts

Shopfronts are important elements that help to contribute to the special character and appearance of the Conservation Area and its setting. New shopfronts should be of a high standard of design and materials and respect the character of the street scene and the buildings in which they form part. Shopfronts should not be designed in isolation but be considered as part of the composition of the building as a whole. Where a shop occupies more than one building the design of the shopfront should respect the individual character of each building.

Fascia signs should not extend across two or more buildings unless their design relates sympathetically to the individual character of the buildings. Within the Conservation Area shopfronts should be constructed of traditional materials with window openings divided by transoms and mullions to give vertical emphasis and large plate glass shopfront windows should be avoided.

Fascia signs should be designed as an integral part of the shopfront with the use of traditional materials such as hand painted timber. Handwriting of signage would be supported, and where appropriate hanging signs should be handpainted with decorative brackets. Any lighting should be discreet and proportionate to the opening hours of the business. Internally illuminated fascia signs are unlikely to be supported in the Conservation Area.

The use of solid security shutters should be avoided. Where there is sufficient justification the alternative use of laminated glass or internal grilles should be considered. This will allow the window display to still be viewed and not create a dead frontage which can adversely affect the character and appearance of the building and locality. The use of window film should also be avoided within the Conservation Area as this also adversely impacts on the inter-visibility and relationship between a shopfront and its setting.

New development

Opportunities for new development

These must be considered carefully and the effect of new buildings on the setting of the Conservation Area, and on views both into it and out of it, particularly taken into account. New development must be sympathetic to its context in terms of its siting, scale (including height, size and massing), materials and details. It should also follow the existing pattern or grain of development, not obstruct important views, and not dominate buildings in the immediate vicinity. Materials should be carefully chosen to complement the Conservation Area's existing palette of materials.

Part II: Management Plan continued

Setting and views

All development affecting the setting of the Horsham Town Centre Conservation Area should demonstrate how the setting and long distance views, into and from the Conservation Area, are preserved and enhanced. The important streetscape views are identified in section 1 of the Conservation Area appraisal.

Key threats:

- Loss of traditional joinery details in windows and doors, as properties are improved both visually and for thermal upgrading.
- Loss of traditional roof coverings, chimneys and chimneypots on unlisted properties when the roof is replaced.
- Empty shops, and inappropriate shop fronts.

The environment and public realm

Trees

The presence of trees makes an important contribution to the character and appearance of the Conservation Area. Anyone who cuts down, uproots, lops, wilfully destroys or wilfully damages a tree of a diameter 75mm or more at 1.5m above ground level in a Conservation Area without giving the Local Planning Department at Horsham District Council six weeks' prior notice of their intention may be guilty of an offence. In Conservation Areas, the same penalties as those for contravening a Tree Preservation Order apply and a person who cuts down a tree in a Conservation Area without first giving notice is liable, if convicted in the Magistrates Court, to a fine. A person who carries out damaging work in a way that is not likely to destroy the tree is also liable to a fine.

Street furniture

There needs to be a consistency of style to help create a cohesive identity for the Conservation Area. The presence of excessive or redundant street furniture causes street clutter and is visually unattractive. The rationalisation of street furniture such as street nameplates (a simple design of black letters on a white background), lamp posts, and the provision of a standard sage green for finger posts and litter bins is encouraged.

Surface materials

A large format paving slab in natural stone should be used as part of considered approach to the location and the heritage context. The use of high quality paving materials, together with the layout and jointing detail are key elements of the overall surface appearance. The following measures should be encouraged:

- traditional paving should be added as funding allows.
- any redundant street furniture such as signage should be removed.

Opportunities for enhancement

The Council wishes to encourage schemes which preserve or enhance the character and appearance of the Conservation Area. The key objective is to encourage the repair, reinstatement or retention of features which would reinforce the special character of the area. These would include the retention of soft boundary treatments and encouraging pedestrian routes through the Conservation Area.

Parking and traffic density is an issue within the Conservation Area. A partnership between West Sussex County Highways Authority, Horsham District Council and Denne Neighbourhood Council could be considered to instigate schemes that would make vehicles less dominant and pedestrians might feel more comfortable. Any traffic calming measures must be in materials that respect the rural character of the Conservation Area.

It is considered that opportunities should be undertaken to improve the pedestrian crossing with Blackhorse Way, and also the storage of waste bins stored on Blackhorse Way and also the alleyway to the rear of The Crown. Further enhancements are considered within the Horsham Town Centre Public Realm Strategy and Design Guide.

Appendix

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Gazetteer of listed buildings

Image	Name	Grade	Description
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Gazetteer of locally listed buildings

What is a locally listed building?

It is a building identified by Horsham District Council as of local historic, architectural or townscape interest. Local listed buildings are non-designated heritage assets as defined within the National Planning Policy Framework. Many local authorities have lists of such buildings and structures. The National Planning Policy Guidance suggests it is helpful

for local planning authorities to keep a local list of non-designated heritage assets and that this list is publically accessible. Historic England advises that local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment.

Image	Name	Description
	2 - 4 East Street	
	1 - 3 Market Square	
	14 Market Square	Three storey dual fronted property. Decorative bargeboards with two gable projections fronting onto Market Square. Painted brick and stretcher bond, with exposed carved rafter feet and bay windows with decorated sections between the windows.

Glossary of Terms

A

Arcade - a row of arches supported by columns.

Arch - a section above a door or opening window with the structural function of dispersing the weight from above around the opening. Also referred to as a head above a door or window. The shape will determine its name; most common are segmental (semi-circular), lancet (pointed) and gauged (composed of shaped bricks).

Architrave - in Classical architecture, the lower part of a moulded cornice. Commonly used term for the moulded surround of a door or window.

Arts and Crafts - derived from an artistic movement of the late C19, based on the ideas of William Morris, which promoted traditional forms of design and the use of craft techniques in construction. Its architectural expression is seen in the use of traditional materials and restrained vernacular decoration.

Art Nouveau - an artistic movement of the turn of the century characterised by stylised forms of flowers and animals, prevalent in Edwardian buildings.

Ashlar - smoothed, even blocks of stone masonry.

B

Baluster - the upright in a staircase or balustrade that supports the horizontal top rail or coping.

Balustrade - the upstanding part of a stair or balcony that supports a rail or coping. The individual uprights (balusters) may be decorated or ornate, for example in the shape of bottles, in which case it is termed a bottle balustrade.

Bargeboard - a timber piece fitted to the outer edge of a gable, sometimes carved for decorative effect.

Baroque - a style associated with late Classical architecture, that evolved during the C17 and C18 and is characterised by exuberant decoration overlaid on classical architectural details.

Battered - a feature, such as a chimney, with sloping faces or sides making it narrower at the top than at the bottom.

Battlement - the top part of a castle wall, often used to detail a parapet; also known as crenellation.

Bay - an extension to the main building line, termed canted or splayed when angled back at the sides, and squared when perpendicular (see also Window).

Bow window - a curved window extending from the front of a building.

Bull nose - the rounded end of a brick or tile.

Burr - a rough, poor quality brick used as infill.

C

Canted - angled at the sides, as in a bay window.

Cap - a stone piece on top of a pier to protect it from weathering.

Cape - extension to the footpath to narrow the road width.

Capital - the ornate top of a column, sometimes decorated with carvings of leaves and flowers.

Cartouche - a carved panel of stone or plaster.

Casement window - a window opening on side or top hinges.

Chamfered - an object with the edges of the front face angled back to give a sense of depth; e.g. on a door stile.

Channelled - stucco or render grooved to look like stone masonry.

Character - The main visual characteristics of an area resulting from the influence of geology, topography, urban layout, plot form, and predominant building ages, types, form and materials.

Chinoiserie - a decorative style, inspired by oriental art and design.

Classical - an architectural style based on Greek and Roman antiquities, characterised by the arrangement of the elements of a building according to a set of rules (i.e. Orders).

Clerestorey - a row of windows at high level lighting the ground or principal floor; very common in churches where they are positioned over the aisles.

Colonnade - a small, slim column, usually arranged in groups. Column - a structural or decorative vertical element, usually circular, supporting or framing the upper parts of a building.

Coping - a sloping or curved, overhanging section of stone on top of a wall or parapet designed to protect the masonry from rain water.

Corbel - a projecting piece of timber, stone or brick supporting an overhanging structure, such as an arch or balcony.

Corinthian - an ornate type of column with exuberant decoration of the capital.

Cornice - a decorative mould applied to parapets and pediments.

Crenellation(s) - a parapet that has been built in the form of castle battlement.

Crow-stepped gable - a gable with stepped sides like a stair case.

Cupola - a domed structure on the roof.

Curtilage - the area within the boundaries of a property surrounding the main building.

D

Dentil - a square block, often used as a detail in a cornice, where it is alternated with a gap.

Distinctive frontage - a structure or series of buildings, such as a terrace, that has specific architectural quality, recognisable plot rhythm, consistent use of materials, or a combination of the above. A distinctive frontage will make a positive contribution to local character or even define the local character.

Glossary of Terms continued

Doorcase - the surrounding frame of a door, usually timber.

Doric - a plain column with little decoration.

Dormer window - a window projecting from a roof.

Dressings - the decorative elements of building elevations used to define windows, doors, etc., and usually of a material contrasting with the main one; for instance, stone window surrounds on a brick facade.

Dutch gable - a gable with tiered and curved sides as evolved in the Low Countries.

Eaves - the lower, overhanging section of a pitched roof, intended to throw rain water away from the wall below.

Egg and Dart - a moulding pattern of alternating eggshaped and arrowhead shaped pieces.

Engineering brick - an extremely hard brick used mainly in engineering structures such as bridges.

Entablature - the top part of a column or pediment comprising a number of elements; i.e. architrave, cornice, modillion, capital, etc.

F

Faience - a glazed clay tile or block.

Fenestration - the pattern of windows.

Fielded - a flat, undecorated but raised part of a door panel.

Fin - a simple projection at right angles to the face of the building, repeated to give some relief to flat modernist facades.

Finial - a decorative device to finish off a building element with a flourish, most commonly seen on railings.

Fleche - a pointed spike or finial, common on church roofs.

Frieze - a band or decorative motif running along the upper part of the wall, sometimes carved.

Fluted - carved with long vertical depressions, as in many columns.

G

Gable - a decorative finish to the upper part of a wall designed to obscure the roof structure. Termed Dutch if replicating the style common in Holland; crow-stepped if rising in stages like a staircase.

Gablet roof - roof with a small gable at the top of a hipped or half-hipped section.

Galleting - a technique in which small pieces of stone are pushed into wet mortar joints during the construction of a building. Has both a decorative and weathering function.

Gardenesque - of a style associated with the C18 English Romantic garden designs; naturalistic rather than formal.

Gauged - bricks shaped to fit together closely, as in an arch or head.

Gault brick - a light cream/yellow brick commonly made in East Anglia (hence Suffolk gaults).

Gothic(k) - term applied to Medieval architecture characterised by pointed arches and windows, fine decorative carving, tracery, etc. Revived in the later C19 by ecclesiastical architects who looked back to the Medieval cathedrals and churches for their main inspiration.

H

Ha ha - a linear hollow or ditch defining a property or field boundary and primarily used to exclude livestock from the grounds of a house while maintaining a view of the landscape.

Head - the common term for the arch over an opening.

Heritage asset - Heritage assets are identified as having a degree of significance meriting consideration in planning decisions, because of their heritage interest. Designated heritage assets include Conservation Areas, listed buildings, Scheduled Monuments, Registered Parks and Gardens. A non-designated heritage asset are those identified by the Local Authority of local communities that are not of sufficient interest to be statutorily designated but still warrant consideration in planning decisions due to their local interest. Non-designated heritage assets can be identified at any time and within the context of Conservation Areas are those which contribute to local distinctiveness.

Herringbone pattern - a pattern created by laying rectangular blocks of wood or stone in an interlocking arrangement; e.g. some door panels and paving.

Hipped roof - a roof sloping at the ends as well as the sides.

Hood - a projecting moulded section over a door or window.

I

International - a modern architectural style that eschews decoration and is based on designing buildings in simple cubist forms with no reference to local styles or materials. Characterised by modern building materials, such as concrete, steel and plate glass.

Ionic - a type of column.

Italianate - built in a style derived from Italy.

J

Jettied - extended out over the floor below, usually on timber joists.

K

Knapped flint - flint stones that have had one side broken off and flattened to present a smooth face.

L

Lancet - a window or arch coming to a narrow point and much used in Gothic architecture.

Leaded light - a window pane subdivided into small squares or diamonds by lead strips (known as cames).

Lesene - a pilaster without a base or capital.

Light - a window with fixed glazing.

Lintel - a structural beam above an opening, such as a window or door, which may be expressed externally as an architectural feature.

Loggia - an open gallery, often in the form of an arcade.

Glossary of Terms continued

M

Mansard roof - a roof set back from the building frontage, usually behind a parapet, and rising in two pitches to form an attic space.

Materials - the predominant building materials used in an area for walling, windows, paving and roofing.

Mathematical tile - a building material used extensively in the southeastern counties of England—especially Sussex and Kent—in the C18 and early C19. They were laid on the exterior of timber-framed buildings as an alternative to brickwork, which their appearance closely resembled. Mathematical tiles had an extra price advantage during the time of the brick tax (1784–1850), although later there was a tax on tiles also. The tiles were laid in a partly overlapping pattern, akin to roof shingles. Their lower section - the part intended to be visible when the tiling was complete - was thicker; the upper section would slide under the overlapping tile above and would therefore be hidden. They would then be hung on a lath of wood, and the lower sections would be moulded together with an infill of lime mortar to form a flat surface. The interlocking visible surfaces would then resemble either header bond or stretcher bond brickwork. Mathematical tiles had several advantages over brick: they were cheaper, easier to lay than bricks (skilled workmen were not needed), and were more resistant to the weathering effects of wind, rain and sea-spray, making them particularly useful at seaside locations.

Modillion - part of a cornice comprising a series of small brackets.

Morphology - the study of the shape and layout of an area as defined by natural and man-made features; e.g. valleys, rivers, roads, boundaries.

Mullion - a vertical piece of stone or timber dividing a window into sections.

N

Nailhead - a style of moulding in the form of a small pyramid shaped projection, which when laid horizontally in a band form a string course.

Negative buildings - buildings that due to their location, scale, material, form or detailed design, are a negative intrusion on the area and which offer the potential for beneficial change that would enhance the character of the Conservation Area.

Neutral buildings - buildings which make neither a positive nor negative contribution to the character and appearance of a Conservation Area.

O

Ogee - a moulding shaped with a double curve.

Oriel - a window which is suspended from the face of the building.

Ovolar (or Ovolo) - a moulding section of a quarter circle.

P

Panel tracery - a late Medieval form of tracery characterised by subdivision of the window by strong vertical and horizontal members.

Pantile - a clay roofing tile with an 'S'-shaped profile.

Parapet - the upper part of a wall, often used to hide roofs and decorated for architectural effect; e.g. crenellated or battlemented in the form of a castle wall.

Party-line - the dividing wall between properties.

Paviors - small brick-like paving units.

Pediment - a triangular feature of classical buildings surmounting a portico, but often used on a smaller scale over doors and windows, which are then referred to as pedimented. When the upper sloping sides are curved it is called segmental. It may termed be broken or open when either the bottom horizontal or angled upper sides do not meet.

Pilaster - a flattened column used to frame door and window cases and shopfronts.

Planter - a container for holding plants.

Plat - a string course without mouldings.

Plinth - the base of a column or wall.

Portico - a grand entrance extending in front of the building line, usually defined by columns and surmounted by a pediment.

Queen Anne Style - an architectural style of the late C19 century, related to the Arts & Crafts movement, and reviving Dutch style buildings of the reign of William and Mary (late C17).

Quoin - a corner of a building defined by contrasting or exaggerated materials.

R

Range - a line of buildings, often grouped around a courtyard.

Reveal - the area of masonry or frame visible between the outer face of a wall and a door or window which is set back from it.

Roughcast - a type of render of plaster or concrete with a rough surface finish.

Rubble stone - stonework left rough and unworked.

Rustication - stucco or stone blocks with large angled joints.

S

Salt glaze - a method of glazing brick or clay to give a glassy finish.

Sash window - a window that slides vertically on a system of cords and balanced weights.

Scale - Building scale refers to building elements and details as they proportionally relate to each other and to humans. Aspects of scale include: size (2D measurement); bulk (visual perception of the composition of shape of a building's massing); and mass (determined by volume, shape and form, relationship to neighbouring structures, building plot and relationship to streets).

Scorria block - a hard, durable engineering brick, looking like granite; used in paving, especially in gutters.

Scroll(work) - a circular or spiral decorative piece, representing a curved leaf, such as a bracket or the top of a column. If included in a decorative panel, it would be referred to as a scroll leaf panel.

Segmental - a section of a circle and the term applied to a curved element, e.g. above an arch or pediment.

Sett - a small block of hard stone, such as granite, used for paving.

Glossary of Terms continued

Setting - the setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character. Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context.

Significance - The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Soldier band - a string course made up of bricks set with the long side vertical.

Soffit - the underside of eaves or other projection.

Spandrel - a blank area between arch supports or below a window.

Splayed - a bay window with angled sides.

Sprocket - a small supporting piece of stone or timber carrying a larger item such as a bracket.

Stable block - small square stone or clay pavior traditionally used as flooring in stables and similar buildings.

Stack - the part of the chimney breast visible above the roof.

Stile - the vertical sections of a door or window.

Stippled - the effect created by carving small depressions in the face of stone.

Stock brick - a traditional clay brick commonly used in house construction; often called London stocks because of the frequency of use locally. May be yellow or red in colour.

String course - a horizontal band in a wall, usually raised and often moulded.

Stucco - a lime based render applied to the exterior of a building. Often scored to imitate courses of masonry, then called channelled, and sometimes more deeply incised to give the appearance of roughly hewn stone, in which case it is rusticated.

Swag - a decorative carving representing a suspended cloth or curtain.

T

Tented - a roof structure shaped to look like a tent.

Tessellated tiles - small clay tiles or mosaics, geometrically shaped, and fitted together to make intricate formal designs; commonly used for front paths to houses.

Tetrastyle - a portico with four columns.

Toothed - a brick detail like a dentil in which bricks are alternately recessed and projected.

Topography - The physical form of an area defined by natural features and geographic elements such as rivers.

Tourelle - a small tower-like structure suspended from the corner of a building (also called a turret).

Tracery - delicately carved stonework usually seen in the windows of Gothic churches and cathedrals; various forms exist, including panel type.
69

Transom - a horizontal glazing bar in a window.

Trefoil - literally “three leaves”, thus relating to any decorative element with the appearance of a clover leaf.

Tuscan - a plain, unadorned column.

Tympanum - the space between a lintel and an arch above a door.

U **Unlisted building making a positive contribution to the street scene**

- Buildings that are not designated assets but which, due to their local architectural or historic interest or forming part of a group, contribute to or enhance our appreciation of local character and historic development. These are building which make a positive contribution to the overall character and sense of place of the Conservation Area. They form a material consideration in planning meaning that their preservation and sensitive adaptation will be encouraged through the planning process.

V

Venetian - a window composed of three openings or lights within the frame, the central light arched, the two flanking with flat heads.

Vernacular - based on local and traditional construction methods, materials and decorative styles.

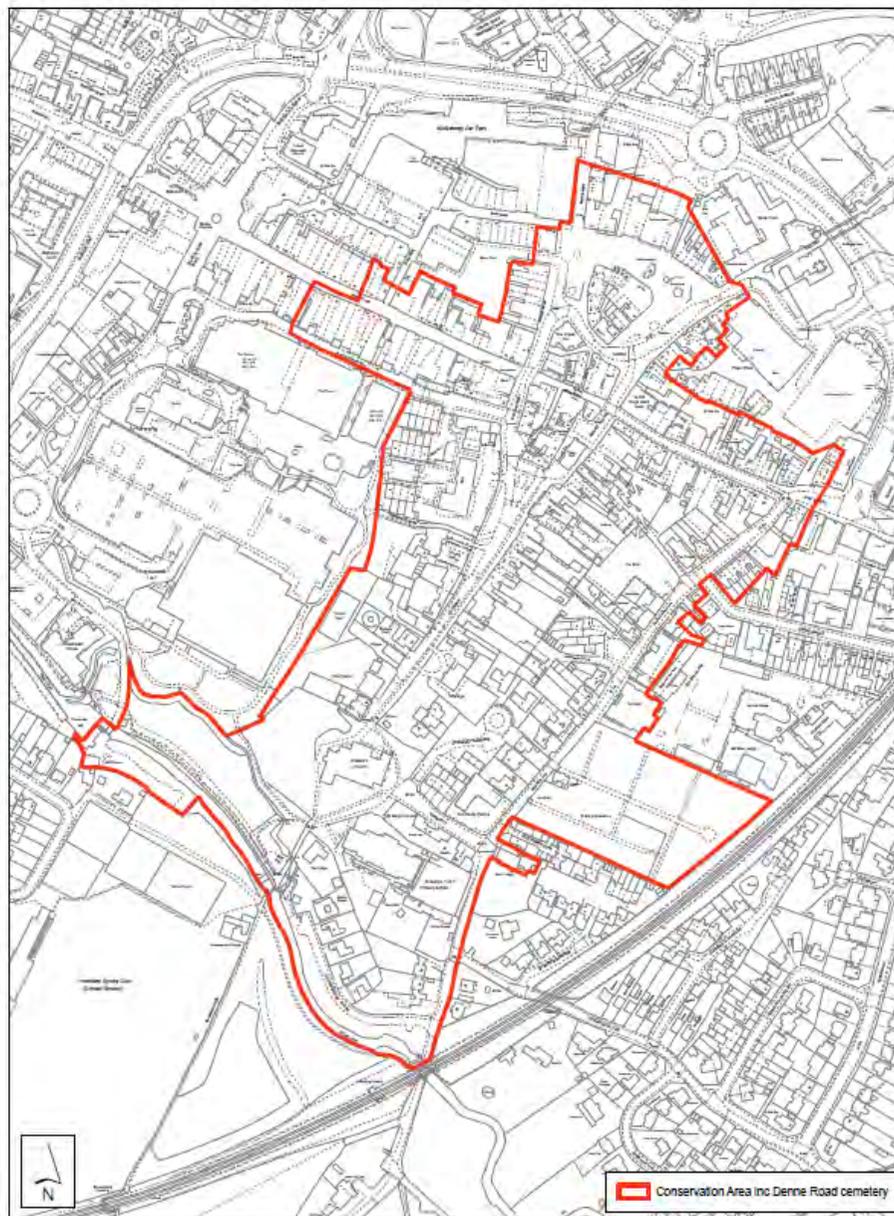
Views - Within the scope of Conservation Area appraisals, views are discussed in terms of location from a view to a specific landmark, or panorama incorporating a series of features (natural or built) is possible. For the view to have value and therefore merit consideration within planning, the features within the view should be worthy of conservation or contribute to our understanding of the place and its setting.

Voussoir - the shaped bricks or stones over a window forming a head or arch.

W

Weatherboarding - overlapping timber boards cladding the outside of a building.

Window - an opening to allow light and air into a building which has developed into a significant element of architectural design; collectively referred to as fenestration. The form of opening determines the type of window; most common are sashes, which slide vertically, and casements, which are side hinged and open inwards or outwards. Those with a side light are said to have margins. A window may be projected from the building frontage, and termed a bay or bow (if curved), or oriel if suspended above ground. The top is usually defined by an arch. A dormer is one set into the roof slope.



Conservation Area inc Denne Road cemetery

<p>Horsham District Council Peninsula Court Way, Horsham West Sussex BN12 1RS</p>		<p>Horsham Conservation Area with the addition of the cemetery on Denne Road</p>	
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