

Report to Cabinet

23 September 2021

By the Cabinet Member for Planning and Development

KEY DECISION



**Horsham
District
Council**

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

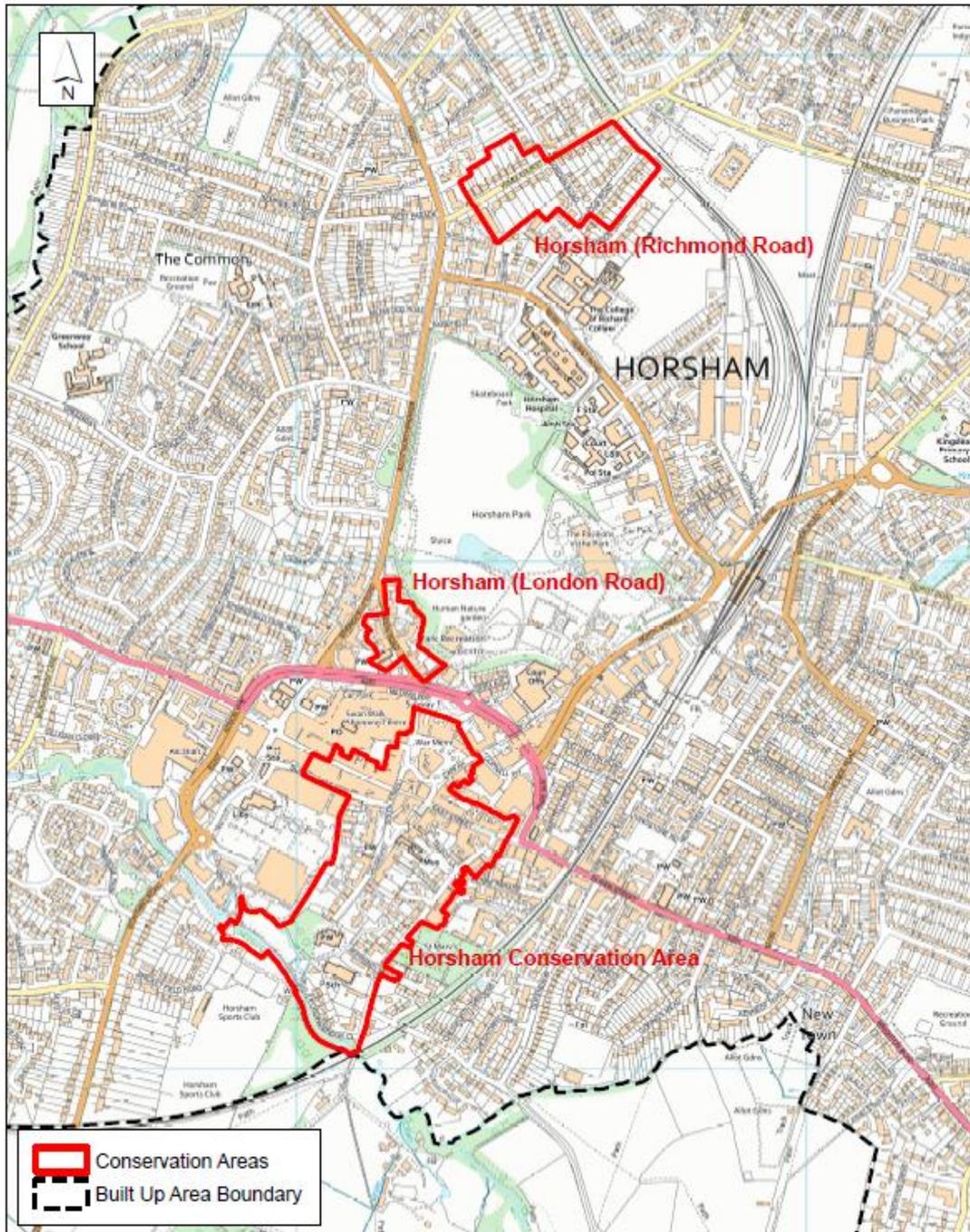
- 2.1 The Horsham District Planning Framework (HDPF) is the relevant plan that sets out how growth and development will take place in the District in the period to 2031. Policy 34 "Cultural and Heritage Assets" sets how the Council will deal with proposals affecting cultural and heritage assets in the 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.

Map 2 London Road – Current Conservation Area Boundaries and Proposed Addition



Legend

- Existing Conservation Area
- Proposed Extension to Conservation Area

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Proposed Extension to London Road Conservation Area			
Reference No :	Date : 15/06/2021	Scale : 1:2,000 (at A4)	
Drawing No :	Drawn :	Checked :	Revisions : 28/09/2020

- 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



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 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

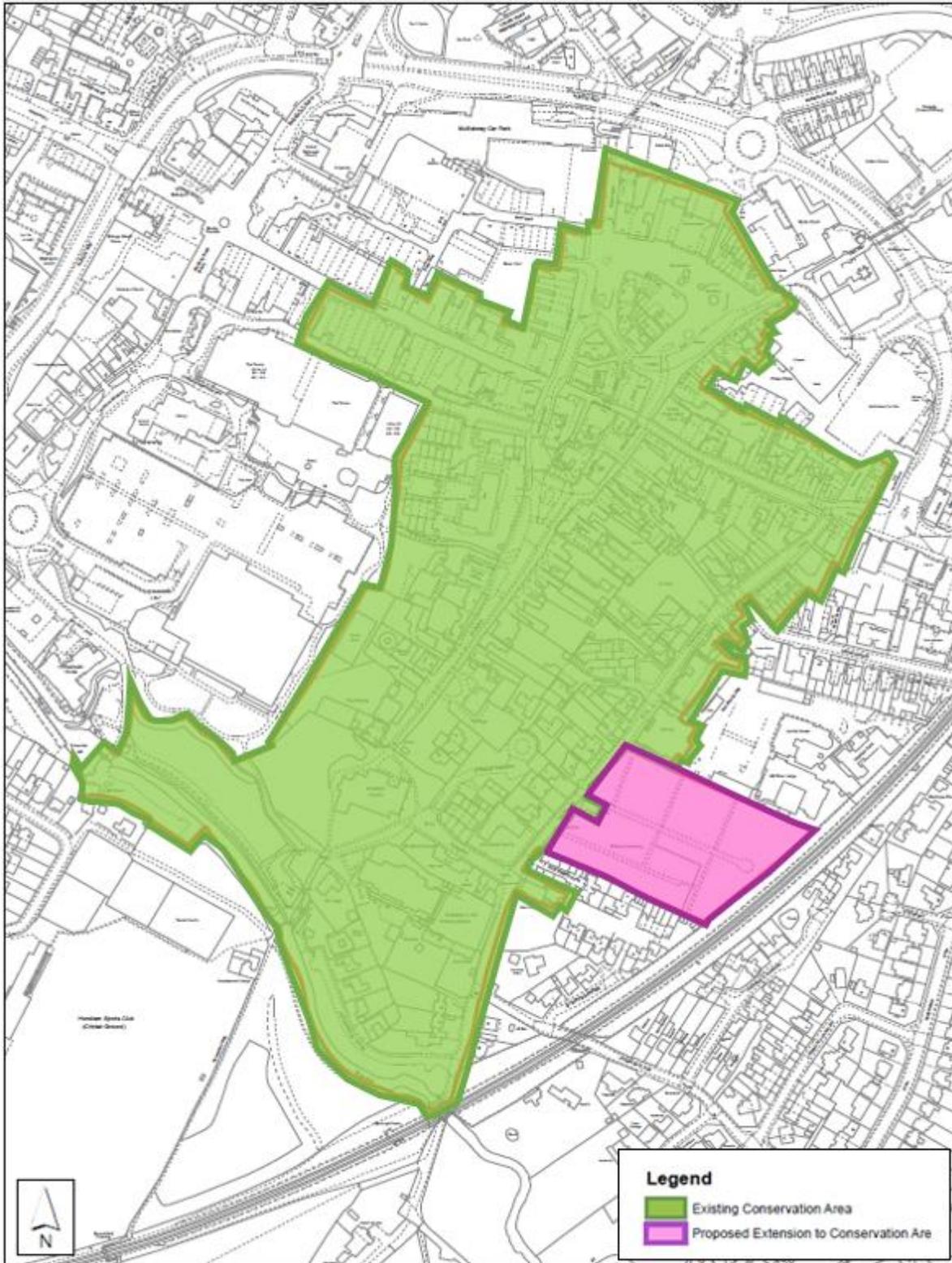
Horsham Town Centre

- 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



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 West Sussex RH12 3PL

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Horsham Conservation Area with the addition of the cemetery on Denne Road			
Reference No :	Date :	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)