

Report to Cabinet

24 March 2022

By the Cabinet Member for Planning and Development

KEY DECISION



**Horsham
District
Council**

Not Exempt

Adoption of Conservation Area Appraisals & Management Plans for London Road, Richmond Road and Horsham Town Centre, Horsham

Executive Summary

There are 37 designated conservation areas in Horsham District. Each has a Conservation Area map which identifies the area boundaries. However, at present, only nine conservation areas in the District have an adopted Conservation Area Appraisal (Billingshurst, Bramber, Henfield, Horsham, Pulborough (Lower Street and Church Place), Slinfold, Storrington, Steyning and Warnham).

Cabinet agreed on 23 September 2021 to approve the draft Conservation Area Appraisals and Management Plans for London Road, Richmond Road and Horsham Town Centre for public consultation. These draft documents included some proposed boundary changes (additions) to the existing conservation areas.

A five-week public consultation exercise was held between the 14 October 2021 and the 18 November 2021 inviting comments on the three Conservation Area Appraisals and Management Plans. This report sets out the key issues raised by respondents to the draft Conservation Area Appraisals during the consultation period, and the recommended responses to the comments. It is recommended that a final version of the three Conservation Area Appraisals and Management Plans, incorporating revisions following consultation, is adopted with effect from 25 March 2022.

Recommendations

Cabinet is recommended to:

- i) Approve the revised Conservation Area boundaries for London Road, Richmond Road and Horsham Town Centre, as shown on the Conservation Area designation maps (1, 2 and 3) included in this report.
- ii) Approve the Conservation Area Appraisals and Management Plans for London Road, Richmond Road and Horsham Town Centre, as set out in Appendices 4, 5 and 6 to be used in the determination of planning applications from 25 March 2022.
- iii) Delegate authority to the Cabinet Member for Planning & Development to approve minor editorial changes prior to final publication of the documentation.

Reasons for Recommendations

- i) To formally designate the amended conservation area boundaries.
- ii) To provide updated conservation area guidance for residents, occupiers, developers and Members in determining applications.
- iii) To give the Cabinet Member for Planning and Development 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 – Designated August 1984 – Map published online 8 September 2011
 - b. Richmond Road – Designated 1989 – Map published online 8 September 2011
 - c. Horsham Town Centre – Designated 1974 – Map published online 8 September 2011
2. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for London Road (See Appendix 1)
3. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Richmond Road (See Appendix 2)
4. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Horsham Town Centre (See Appendix 3)
5. Conservation Area Appraisal and Management Plan for London Road (March 2022) (See Appendix 4)
6. Conservation Area Appraisal and Management Plan for Richmond Road (March 2022) (See Appendix 5)
7. Conservation Area Appraisal and Management Plan for Horsham Town Centre (March 2022) (See Appendix 6)

Wards affected: Denne and Holbrook West

Contact: Catherine Howe, Head of Strategic Planning x5505.

Background Information

1 Introduction and Background

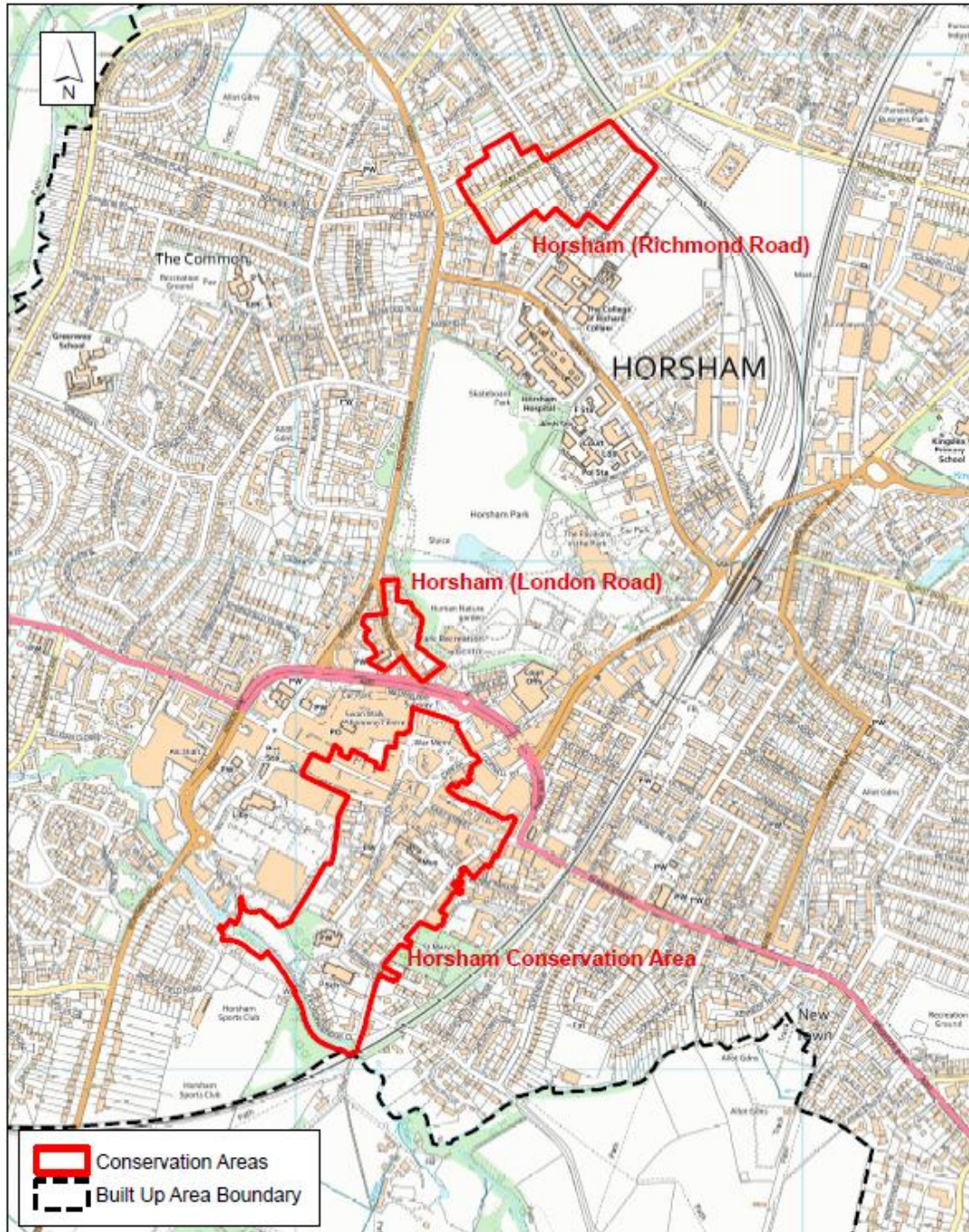
- 1.1 Conservation areas were introduced through the Civic Amenities Act (1967). Horsham District Council has a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 to designate conservation areas where appropriate, to review the designations regularly, and to plan for the management of conservation areas to ensure that they retain their special character and interest.
- 1.2 Section 69 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to review their conservation areas from time to time.
- 1.3 In accordance with Section 70 and Section 71 of the same Act the Council is also required to formulate and publish proposals for the preservation and enhancement of their conservation areas and consult the local community about the proposals.
- 1.4 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.
- 1.5 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.
- 1.5 The draft Conservation Area Appraisal and Management Plans for London Road, Richmond Road and Horsham Town Centre were published for public consultation between 14 October 2021 and 18 November 2021. The London Road, Richmond Road and Horsham Town Centre Conservation Area and Management Plans were discussed by Denne Neighbourhood Council at its meeting on the 16 September 2021. All comments received from the parish meetings and the public consultation have been taken into consideration in the proposed Conservation Area Appraisal and Management Plans.

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 and as historic guides for local residents.

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	Scale : 1:10,000 at A4
Drawing No :	Revisions :

3 Details

- 3.1 The three Conservation Area Appraisals set out background information relating to the historic development of the three respective 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 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.
- 3.2 The conservation area appraisals would result in an extension to each conservation area, with no deletions. The London Road Conservation Area would be extended to include West Point (currently a light shop at ground floor), 60 London Road, and all of Farriers Court. The Richmond Road Conservation Area would be 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 Horsham Town Centre Conservation Area would be extended to include St Mary's Cemetery.
- 3.3 In response to the consultation on the draft Consultation Area Appraisals, a total number of 61 comments were received to the Conservation Area and Management Plans:
London Road – 9 comments from 4 respondents;
Richmond Road – 31 comments from 10 respondents;
Horsham Town Centre - 21 comments from 6 respondents.
Comments were received from Denne Neighbourhood Council and the Horsham Society, local landowners and local residents. These comments have been reviewed and where appropriate, changes are proposed to the text of the documents in light of the comments received. A summary of comments received and the Council's response is included at **Appendix 1** (London Road), **Appendix 2** (Richmond Road) and **Appendix 3** (Horsham Town Centre).
- 3.4 The Horsham Society in their response to the appraisals made some overarching comments with regards to the appraisals. The first comment related to the Society's desire to see the Management Plans strengthened where possible to encourage the proper maintenance, repair, and restoration of buildings. The second comment sought to see the Plans earnestly adopted with their execution integrated into the District Council's approach to these areas. This included a suggestion that groups of volunteers local to each area could encourage their neighbours over time to help the implementation of the Management Plan.
- 35 The updated Appraisals are included as **Appendix 4** (London Road), **Appendix 5** (Richmond Road) and **Appendix 6** (Horsham Town Centre).
- 3.6 A summary of the main consultation points raised is set out below, under the relevant conservation area heading.

London Road

Additions to the conservation area

- 3.7 The appraisal seeks to extend the boundary of the conservation area to include West Point and Park Lodge. The West Point building is a key focal point building at the entrance to the conservation area. The current conservation area boundary runs through the centre of 60 London Road, with the northern section of the property being outside of the conservation area. The boundary of the conservation area would be extended to include the entire building and its grounds.
- 3.8 The proposed conservation area previously included 4 – 10 Farriers Court and drew its northern boundary up to the electricity substation in Horsham Park. It is suggested that 4-10 Farriers Court is retained, but that the boundary to the north is set back to the boundary of 60 London Road, as this forms the boundary with Horsham Park.
- 3.9 The inclusion of 60 London Road, and all of Farriers Court up to its boundary with Horsham Park is consistent with the evolution and character of the Conservation Area and would enhance its special character.
- 3.10 It has been suggested that Dayhurst in North Parade is added to the conservation area. The property is identified within the Horsham Town Local List. Although an attractive property with local interest it is suggested that in this instance the building is not included within the conservation area. The conservation area as drawn is influenced by the historic road layout of London Road. Dayhurst due to its position is outside of this core area and would not contribute in the same way to an understanding of the areas special interest.

Traffic Management

- 3.11 Several respondents identified concerns with the speed and amount of traffic moving through the conservation area. Although Horsham District and Denne Neighbourhood Council have no decision-making powers relating to traffic management the Management Plan does suggest that opportunities for traffic management/calming are investigated in partnership with the Highway Authority, West Sussex County Council.
- 3.12 **Map 2** below shows the final Conservation Area Map for London Road.

Map 2 London Road – New Conservation Area Boundaries for London Road



Richmond Road

Conservation area boundary and addition of Horsham Hospital and 21, 23 and 25 Hurst Road

- 3.13 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.
- 3.14 A number of consultation responses suggested that further properties were added to the conservation area including Horsham Hospital and 21, 23 and 25 Hurst Road. As indicated within the text of the appraisal consideration was given to the addition of the Old Horsham Hospital. Whilst it is acknowledged that the properties identified are of local interest they do not relate as closely to the group of buildings that form the core of the conservation area. It would therefore be suggested that they do not have the same cohesive sense of place that is achieved in the conservation area.

Modern Living

- 3.15 Comments were received relating to the need for the Conservation Area Appraisal and Management Plan to consider the needs of modern living including the use of modern materials, the need for off road parking and the practicality of retaining chimneys as they become obsolete with the move away from fossil fuels. These comments are noted however, the Listed Building and Conservation Areas Act 1990 requires that special attention should be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. The Conservation Area Appraisal seeks to support this requirement by highlighting the elements that contribute to its significance. It is also suggested that modern living and environmental standards do not preclude considering opportunities for development that are in keeping with the special character of the conservation area.
- 3.16 In addition, the Conservation Area Appraisal seeks to encourage the use of materials that are sympathetic to the special historic and architectural character of the area. Traditional windows and doors form part of the character of a building and their loss can incrementally lessen the overall character of an area. Consideration should be given to the quality, design and material of replacement windows including the thickness of the glass which can impact on reflections and shadows, as well as the details of openings, and the prominence of trickle vents. The appraisal seeks to ensure a balance that is pragmatic and appropriate between ensuring that special attention is paid to the character of the area and ensuring that buildings can evolve sympathetically. The appraisal does not seek to prevent development but encourage a sensitive approach that reflects the special character of the area.
- 3.17 Chimneys can provide an important resource in understanding the historical character of a building. They offer opportunities to understand the layout of

buildings, the technology of heating, the affluence of an owner, and differing fashions. They also break up and add interest to roofscapes and can contribute to a sense of place. Chimneys can be key features that contribute to the significance and character of historic buildings. They may also fulfil a structural function. The appraisal therefore seeks to encourage their retention where appropriate.

Use of Resources

- 3.18 An objection was raised to the Conservation Area Appraisal and Management Plan with concern being raised that the costs of the exercise would be more appropriately used elsewhere. It was also noted that a number of changes had already taken place within the conservation area and therefore the appraisal was unnecessary. As noted above the local planning authority has a duty to review its conservation areas under the Planning (Listed Buildings Conservation Areas) Act 1990 and the production of appraisals and management plans are considered best practice. The Conservation Area Appraisal seeks to support local residents in retaining the areas special character and it could be considered that the lack of an up to date management plan and appraisal in the past has resulted in changes that have taken place that may not be as sympathetic to the conservation area. The Conservation Area Appraisal does not seek to prevent development but to encourage sympathetic proposals that reduce the incremental changes that can erode character over time. The conservation area designation has been in place since 1989, and therefore the controls on development have been in place for over 30 years.

Traffic Management

- 3.19 Several respondents identified concerns with heavy goods vehicles, and the speed and amount of traffic moving through the conservation area. Concerns were raised specifically regarding new development increasing traffic along primarily Wimblehurst and Richmond Roads. The impact on traffic is a material consideration in the planning process, as is the formal designation of a conservation area. Although Horsham District and Denne Neighbourhood Council have no decision-making powers relating to traffic management the Management Plan does suggest that opportunities for traffic management/calming are investigated in partnership with the Highway Authority, West Sussex County Council.

Inclusion of positive and negative buildings within the Conservation Area

- 3.20 The draft Conservation Area Appraisal identified designated and non-designated heritage assets. It was suggested a description of buildings outside these categories which could be considered to positively or negatively contribute to the Conservation Area should be included. This change was made as it was agreed that the inclusion of an analysis of non-designated 'positive' and 'negative' buildings, in addition to those that have been designated, would help better understand the quality of the built environment within the conservation area. This would inform opportunities to improve, and build upon, the character, heritage and setting of the conservation area by future development, in line with the NPPF's stance in Paragraph 185 that plans should set out positive strategies to the conservation and enjoyment of the built environment through new development making a positive contribution to local character and distinctiveness.

3.21 **Map 3** shows the final Conservation Area Map for Richmond Road.

Map 3 Richmond Road – New Conservation Area Boundaries for Richmond Road



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

Extension of Conservation Area

- 3.22 The appraisal proposes that the conservation area is extended to include St Mary's 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.
- 3.23 Consideration was given to extending the conservation area to include the Bus Station and the northern part of Worthing Road to the roundabout at Albion Way. This would have included the listed buildings of the Friends Meeting House, 20 – 28 Worthing Road, and the Horsham Free Christian Church. However due to the nature of the development which separates the existing conservation area and the buildings with historic and architectural interest it was considered that the experience of the conservation area would be diluted. It was considered therefore that the conservation area would not be extended further at this time.

Street Furniture

- 3.24 Several respondents commented on street furniture within the conservation area. Street furniture, and hard landscaping are all referred to within the Conservation Area Appraisal Management Plan, which seeks to ensure that any changes enhance the character and appearance of the conservation area. The Council has recently adopted a Horsham Town Centre Public Realm Strategy and Design Guide which provides further information relating to opportunities to improve the streetscape. No changes are therefore suggested to the text.

A Boards

- 3.25 Concerns relating to the number of A boards and flag signage within the conservation area were raised by respondents. The ability of local businesses to highlight their wares or services plays a role in maintaining and encouraging the vitality of the conservation area. The methods used for advertising however should be sympathetic to the character of the area, and not result in a proliferation of A boards, or flags which distract from the historic character of the area or impede foot traffic. Prior to placing A boards outside premises on highways (including footways) where vehicular traffic is prohibited owners should check that they have the appropriate consents in place. It would be suggested that where agreed, A boards are in close proximity to the business advertised and limited to a single board, which is sensitively positioned, and removed when not required. Additional text has therefore been added to the appraisal.

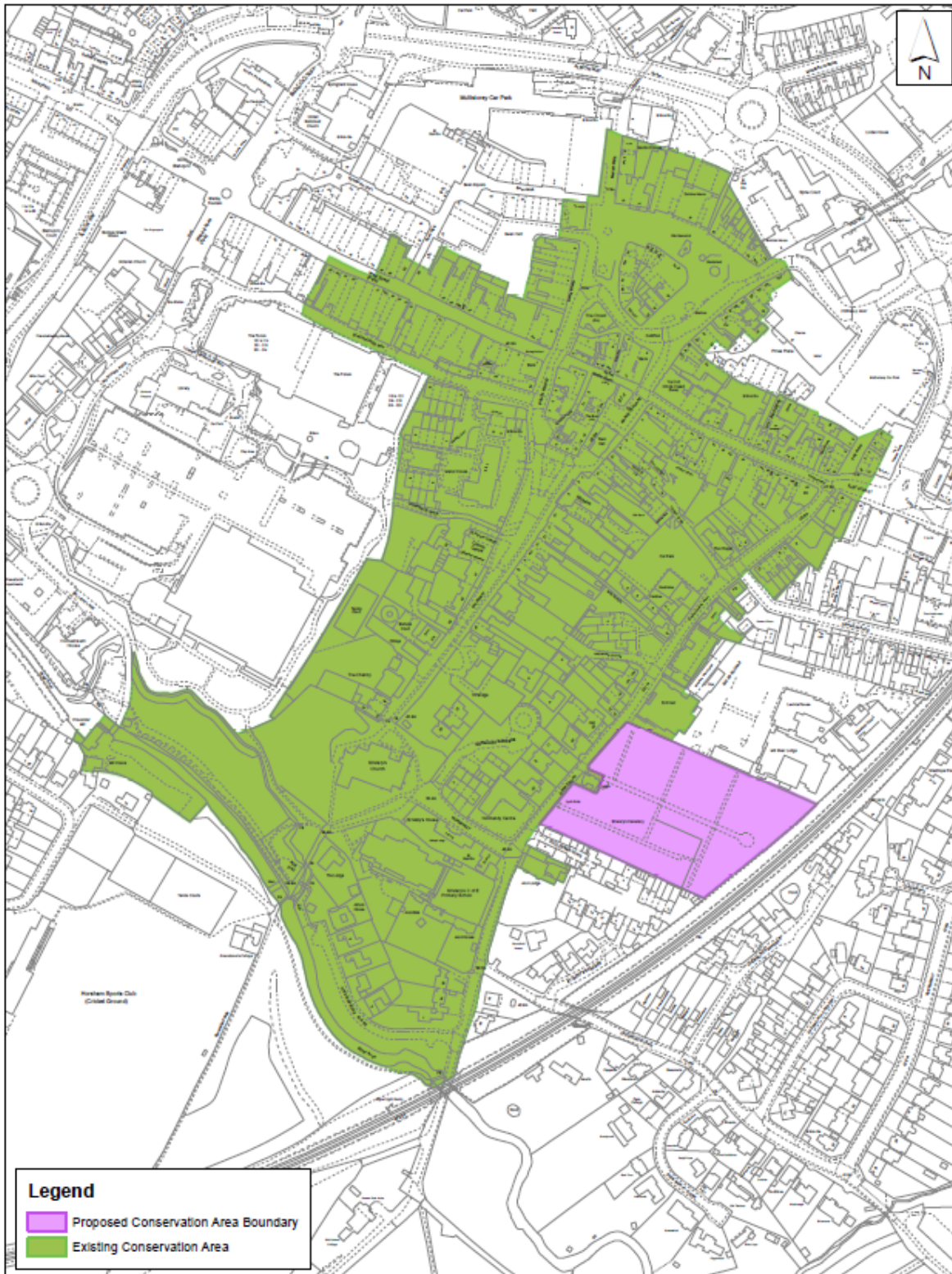
Inclusion of positive and negative buildings within the Conservation Area

- 3.26 The draft Conservation Area Appraisal identified designated and non-designated heritage assets. It was suggested a description of buildings outside these categories which could be considered to positively or negatively contribute to the Conservation Area should be included. This change was made as it was agreed that the inclusion of an analysis of non-designated 'positive' and 'negative' buildings, in addition to those that have been designated, would help better

understand the quality of the built environment within the conservation area. This would inform opportunities to improve, and build upon, the character, heritage and setting of the Conservation Area by future development, in line with the NPPF's stance in Paragraph 185 that plans should set out positive strategies to the conservation and enjoyment of the built environment through new development making a positive contribution to local character and distinctiveness.

3.27 **Map 4** shows the final Conservation Area Map for Horsham Town Centre.

Map 4 Horsham Town Centre – New Conservation Area Boundaries for Horsham Town Centre



Legend

- Proposed Conservation Area Boundary
- Existing Conservation Area

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

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Horsham Conservation Area with the addition of the cemetery on Denne Road			
Reference No :	Date : 18/02/2022	Scale : 1:2,500 (at A3)	
Drawing No :	Drawn :	Checked :	Revisions :

4 Next Steps

- 4.1 Following Cabinet, the relevant Conservation Area Maps will be updated on the Horsham District Council website and appropriate publicity will be carried out to inform all those in the relevant settlements that the revised conservation area boundaries are in place.
- 4.2 The completed Conservation Area Appraisals and Management Plans, once adopted, will help inform private owners, interested parties and developers about the conservation area and constitute a material consideration in future planning decisions regarding developments within or adjoining the areas. Management Plans take forward the issues raised in the Appraisals, identifying the means by which the special interest of the conservation area will become self-sustaining into the future.

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 7 March 2022.

6. Consultation

- 6.1 Public consultation was carried out on the three draft Conservation Area Appraisals between 14 October 2021 and 18 November 2021. All relevant Neighbourhood Councils and district councillors were consulted. In addition, a public notice was put into the West Sussex County Times. All address points within the relevant Conservation Areas and within 20m of the boundary of the relevant Conservation Areas were written to (a total of 1504 letters). Details of the public consultation and electronic copies of the draft Conservation Area Appraisals were available to view and download on the Council's website.

Other Courses of Action Considered but Rejected

- 6.2 The option of not producing 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 which clearly sets out the Council's expectations for development proposals in these areas. 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 implementing the Conservation Area appraisals will be met from within the existing budgets and will largely consist of staff 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 adoption 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 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 adoption of the 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

Representations and Responses to the draft Conservation Area Appraisal and Management Plan for London Road

See separate Appendix 1

Appendix 2

Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Richmond Road.

See separate Appendix 2

Appendix 3

Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Horsham Town Centre.

See separate Appendix 3

Appendix 4

Conservation Area Appraisal and Management Plan for London Road Conservation Area.

See separate Appendix 4

Appendix 5

Conservation Area Appraisal and Management Plan for Richmond Road Conservation Area.

See separate Appendix 5

Appendix 6

Conservation Area Appraisal and Management Plan for Horsham Town Centre Conservation Area.

See separate Appendix 6