

Report to Cabinet

23 March 2023

By the Cabinet Member for Planning & Development



DECISION REQUIRED

Not Exempt

Formal Adoption of Local Lists for Storrington, Steyning, Pulborough, Henfield, Billingshurst, Ashington, Nuthurst, Rusper and Southwater.

Executive Summary

Local lists are a type of Non-Designated Heritage asset. They provide an important layer of protection to buildings that form a part of local heritage, but don't meet the requirements of designated Listed Buildings.

The purpose of this report is to recommend formal adoption of buildings from select Neighbourhood Plans, Conservation Area Appraisals, and the Steyning Society as Locally Listed.

Recommendations

Cabinet is recommended:

- I. To formally adopt the buildings marked as positive to conservations areas from the Conservation Area Appraisals of Storrington, Steyning, Pulborough, Henfield and Billingshurst as Locally Listed.
- II. To formally adopt the Steyning Society Local List alongside the buildings marked as positive to the conservation areas from the Steyning Conservation Area Appraisal.
- III. To formally adopt the local lists of buildings from the Neighbourhood Plans of Ashington, Nuthurst, Rusper and Southwater.

Reasons for Recommendations

- I. To ensure that buildings of historical and architectural significance are protected for the future.
- II. To recognise buildings identified as being of importance by the local community.

Background Papers

1. Conservation Area Appraisals: (<https://www.horsham.gov.uk/planning/conservation-areas/maps-and-character-statements>)
2. Neighbourhood Plans: (<https://www.horsham.gov.uk/planning/neighbourhood-planning>)
3. Horsham Town Local List Consultation: (<https://horsham.moderngov.co.uk/CeListDocuments.aspx?Committeed=132&MeetingId=415&DF=13%2f05%2f2010&Ver=2>)
4. Horsham Town Local List Approval: (<https://horsham.moderngov.co.uk/CeListDocuments.aspx?Committeed=132&MeetingId=420&DF=27%2f01%2f2011&Ver=2>)
5. National Planning Policy Framework 2021: (<https://www.gov.uk/government/publications/national-planning-policy-framework--2>)
6. Local Heritage Listing: Identifying and Conserving Local Heritage: (<https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7>)
7. The Steyning Local Heritage List – See Appendix 1
8. The Neighbourhood Planning (General) Regulations 2012 (<https://www.legislation.gov.uk/uksi/2012/637/contents/made>)

Wards affected: Storrington & Washington; Steyning & Ashurst; Pulborough, Coldwaltham and Amberley; Henfield; Billingshurst; West Chiltington, Thakeham and Ashington; Nuthurst and Lower Beeding; Colgate and Rusper; Southwater South and Shipley; Southwater North.

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Background Information

1 Introduction and Background

- 1.1 The purpose of this report is to recommend formal adoption of various local lists, following on from successful local list projects for Horsham Town Centre, Warnham, Slinfold, Richmond Road and London Road.
- 1.2 Locally listed buildings are a type of non-designated heritage asset, meaning they are not statutorily protected like listed buildings. Instead, local planning authorities are responsible for their protection. The most recent guidance from the National Planning Policy Framework summarises the effects of being locally listed as follows:

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”
- 1.3 Current Historic England guidance confirms that non-designated heritage assets can be identified via Neighbourhood Plans, Conservation Area Appraisals and by Community Groups.
- 1.4 This report recommends formally adopting buildings identified within these documents.
- 1.5 The Historic England guidance also encourages public consultation stating: *“Assessment processes, including public consultation, are helpful in identifying errors or inaccuracies in supporting information.”* Also adding, *“The legitimacy and weight within the planning system of local heritage lists is increased when the list has been prepared in accordance with defined selection criteria and has been subject to public consultation.”*
- 1.6 The buildings cited within the Conservation Area Appraisals and Neighbourhood Plans within this report are selected as they have already been through public consultation as a fundamental part of their preparation. As such they are appropriate for formal adoption as per the Historic England guidance.
- 1.7 The Steyning Society Local List is also incorporated in this report to allow a single local list for Steyning to be produced in one cabinet report by combining it with the Steyning Conservation Area Appraisal.

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 local lists,

once adopted, will be used along with Policy 34 (where relevant) to help determine planning applications.

3 Details

Buildings Marked as Positive to conservation areas within Conservation Area Appraisals

- 3.1 When creating the Conservation Area Appraisals for Warnham, Slinfold, Richmond Road and London Road, a Gazetteer of locally listed buildings was created and included. These buildings were subsequently added to the locally listed buildings layer on the GIS mapping system, including public access, and are considered to be locally listed. This is as per the aforementioned guidance from Historic England confirming that non-designated heritage assets can be identified via Conservation Area Appraisals.
- 3.2 The Conservation Area Appraisals for Storrington, Steyning, Pulborough, Henfield and Billingshurst were written before including a Gazetteer of locally listed buildings within the appraisals was practice within the department. However, these plans do include maps marking buildings considered to be Positive to their Conservation Areas.
- 3.3 It is recommended that the buildings marked positive to their Conservation Areas are formally adopted as their local lists for two reasons:
- 3.4 Firstly, the description of these buildings in their respective Conservation Area Appraisals are synonymous with the aforementioned definition of a Locally Listed Heritage Assets. The following definition is found in the glossary of the Conservation Area Appraisals:

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.
- 3.5 The inclusion of this definition increases the legitimacy of these buildings by demonstrating a selection criterion, as recommended by the per the Historic England guidance.
- 3.6 Secondly, the Conservation Area Appraisals have gone through a public consultation period and have been adopted through resolution at full Council.
- 3.7 As the Conservation Area Appraisals contain the maps identifying the buildings, it follows that the buildings selected have been subject to public consultation. Based on this, the legitimacy is further elevated, as per the Historic England guidance.

Steyning

- 3.8 As well as having buildings marked as positive to Conservation Areas in their Conservation Area Appraisals as above. The Steyning Society produced "The Steyning Local Heritage List" in September 2022 (Appendix 1).
- 3.9 The list is well written, containing descriptions and images of all the buildings. Furthermore, the lists states specific criteria on which it is based, therefore it has added legitimacy.
- 3.10 The Steyning Planning Committee agreed the list on 24/10/22 and Steyning Parish Council unanimously approved the list on 16/01/23. Therefore, the list has been subject to public consultation and fulfils the Historic England guidance on this matter.
- 3.11 It is recommended that these buildings are formally adopted as Locally Listed buildings in combination with the buildings marked as Positive to the Steyning Conservation Area within the Conservation Area Appraisal.

Locally Listed Buildings from Neighbourhood Plans

- 3.12 Ashington, Nuthurst, Rusper and Southwater have all identified Non-designated, Local Heritage Assets in their respective Neighbourhood Plans.
- 3.13 These buildings are appropriate to be recommended for formal adoption as the Neighbourhood Plans have been subject to public consultation via independent examinations and were subject to a six-week consultation period under Regulation 14 of the Neighbourhood Planning (General) Regulations 2012.
- 3.14 As the Neighbourhood Plans contain the lists of buildings, it follows that the list themselves have been subject to public consultation. Based on this, the legitimacy of the list is further elevated, as per the Historic England guidance.
- 3.15 Additionally, several of these Parishes conducted further consultation specific to their local lists:
- 3.16 Ashington conducted their own residents survey in order to create the list, stating: *"82.57% of the votes cast agreed that the Ashington Neighbourhood Development Plan be used by Horsham District Council to help in the determination of planning application"*.
- 3.17 Southwater released an additional Parish Survey asking: *"Do you think that some buildings should be designated as heritage assets?"* They had 1145 responses, 86% of which were "yes".
- 3.18 Whilst the Historic England guidance states that Locally Listed buildings can be identified in Neighbourhood Plan's. These lists were written by an external organisation; therefore, they sit in a grey area, and it is unclear whether they are currently considered to be locally listed.
- 3.19 These buildings are recommended to be formally adopted within this report to for the avoidance of doubt on this issue.

4 Next Steps

Adding Locally Listed Buildings to the GIS Mapping system

- 4.1 Once the Locally listed buildings are formally adopted, it is recommended that they are added to the GIS Mapping system under the “Locally Listed Buildings” layer. This is advised in the Historic England guidance and will enable both officers making decisions and the general public to access the information.
- 4.2 This has already been completed for all of the other Locally Listed Buildings in Warnham, Slinfold, Richmond Road, London Road and Horsham Town Centre.

Sending an FAQ Document to Owners of Residential Properties.

- 4.3 It is recommended that an FAQ document is developed and sent to owners, explaining the effects of owning a locally listed building and encouraging feedback.
- 4.4 This document would also provide a contact email address, allowing any queries to be addressed and providing an opportunity for the owner to give any additional information to the council about the property.

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

- 5.1 As outlined in this report, the buildings to be locally listed have already been identified as part of Conservation Area reviews which were considered at PDAG meetings during their preparation. Other buildings have been identified by the local communities through the Neighbourhood Plan preparation process.

6 Other Courses of Action Considered but Rejected

- 6.1 The option of not formally adopting these local lists was considered but rejected in order to afford greater protection to buildings of special architectural or historic interest.

7 Resource Consequences

- 7.1 The cost of implementing this will be nil, but there will be staff consequences in terms of updating the GIS mapping and sending out the FAQ document to property owners.

8 Legal Considerations and Implications

- 8.1 Locally listed buildings are not statutorily protected and are instead protected by the Local Planning Authorities. The approach of authorities is to be informed by guidance, such as the Historic England guidance.

9 Risk Assessment

9.1 Not Applicable

10 Procurement implications

10.1 Not Applicable

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

11.1 It is not considered that the formal adoption of local lists will have any direct impacts on gender reassignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

12 Environmental Implications

12.1 It is not considered that the formal adoption of local lists will have any direct impacts on 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 It is not considered that the formal adoption of local lists will have any direct impact on anything else.

APPENDICES TO REPORT

Appendix 1

The Steyning Local Heritage List