

## **Report to Cabinet**

25 January 2018

By the Cabinet Member for Planning and Development

### **KEY DECISION**



**Horsham  
District  
Council**

Not Exempt

### **Adoption of Conservation Area Appraisals & Management Plans for Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street)**

## **Executive Summary**

There are 37 designated conservation areas in Horsham District and there is a conservation area map for each conservation area which identifies the area boundaries. However, at present, only four conservation areas in the District have an adopted conservation area appraisal (Amberley, Bramber, Horsham and Slinfold).

Without appraisals setting out the significance of the areas, there is a lack of information to inform and support Horsham District Council in managing change positively in the remaining 33 conservation areas. Given this, and the significant development pressures that Horsham District Council is currently facing, the Council commissioned Built Heritage Consultancy in December 2016, to produce draft Conservation Area Appraisals and Management Plans for the five settlements in the District that were considered to be experiencing the greatest development pressures: Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street).

Cabinet agreed on 20 July 2017 to approve the draft Conservation Area Appraisals and Management Plans for Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street) for public consultation. These draft documents included a number of proposed boundary changes (additions and deletions) to the existing conservation areas.

Council officers attended parish council meetings in July and August 2017 to discuss the proposals with members of the parish councils and local residents. A four week public consultation exercise was held on the proposed changes to the six conservation areas in the five settlements between Monday 4 September 2017 and Tuesday 3 October 2017.

This report sets out the key issues raised by consultees to the draft Conservation Area Appraisals during the consultation period, and the recommended responses to those comments. It is recommended that a final version of the five Conservation Area Appraisals and Management Plans, incorporating revisions following consultation, is adopted, so that it can come into force on 1 March 2018.

## **Recommendations**

Cabinet is recommended to:

- i) Note the representations and responses to the draft Conservation Area Appraisals and Management Plans for Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street), as set out in Appendices 1-5.
- ii) Approve the Conservation Area Appraisals and Management Plans for Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street), as set out in Appendices 6-10, to be used in the determination of planning applications from 1 March 2018.
- iii) Approve the revised Conservation Area boundaries for Storrington, Steyning, Billingshurst, Henfield and Pulborough (Church Place & Lower Street), as shown on the Conservation Area designation maps (1-5) included in this report.
- iv) Delegate authority to the Cabinet Member for Planning & Development to approve minor editorial changes prior to publication.

## **Reasons for Recommendations**

- i) For consideration by Members.
- ii) To provide updated conservation guidance for planning officers in dealing with applications in the five settlements and Members in determining applications.
- iii) To formally designate the amended Conservation Area boundaries.
- iv) 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. Storrington – Designated 1973 – Map published online 8 September 2011
  - b. Steyning – Designated 1973 – Map published online 8 September 2011
  - c. Billingshurst – Designated 1973 – Map published online 22 September 2011
  - d. Henfield – Designated 1973 – Map published online 8 September 2011
  - e. Pulborough (Church Place) – Designated December 1973 – Map published online 8 September 2011
  - f. Pulborough (Lower Street) – Designated December 1973 – Map published online 9 September 2011
2. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Storrington (See Appendix 1)
3. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Steyning (See Appendix 2)
4. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Billingshurst (See Appendix 3)
5. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Henfield (See Appendix 4)
6. Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Pulborough (See Appendix 5)

7. Draft Conservation Area Appraisal and Management Plan for Storrington (December 2017) (See Appendix 6)
8. Draft Conservation Area Appraisal and Management Plan for Steyning (December 2017) (See Appendix 7)
9. Draft Conservation Area Appraisal and Management Plan for Billingshurst (December 2017) (See Appendix 8)
10. Draft Conservation Area Appraisal and Management Plan for Henfield (December 2017) (See Appendix 9)
11. Draft Conservation Area Appraisal and Management Plan for Pulborough (December 2017) (See Appendix 10)

**Wards affected:** Storrington, Steyning, Billingshurst, Henfield and Pulborough.

**Contact:** Dr Chris Lyons, Director of Planning, Economic Development & Property, Barbara Childs, Head of Strategic Planning

## **Background Information**

### **1 Introduction and Background**

- 1.1 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.
- 1.2 The Conservation Area Appraisals set out background information and details of the historic development of the five settlements. They include details of the landscape setting. They look at the townscape and historic environment of each settlement 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 settlement. 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. Five appendices are included with each document: details of historic development of the settlement; a gazetteer of listed buildings within each Conservation Area; a glossary of terms; the landscape sensitivity criteria and the boundary review justification.
- 1.3 The completed Conservation Area Appraisals and Management Plans, once adopted, will help inform 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.

### **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.

### **3 Details**

- 3.1 A total number of 263 comments were received to the Conservation Area and Management Plan consultation exercise for all 5 settlements from 112 individuals/consultees:  
Storrington - 38 comments from 15 respondents;  
Steyning - 102 comments from 66 respondents;  
Billingshurst - 34 comments from 11 respondents;  
Henfield - 72 comments from 9 respondents; and  
Pulborough – 17 comments from 11 respondents.  
The comments were received from Historic England, Natural England, each of the five affected Parish Councils, the Pulborough Society, Horsham District

Archaeology Group, representatives of the development industry, local landowners as well as local residents. Changes are proposed to the text of the documents in light of the comments received and one further change (in Storrington) is proposed to the Conservation Area boundaries beyond those that were proposed for change in the September public consultation exercise. A summary of comments received and the Council response is included at **Appendix 1** (Storrington), **Appendix 2** (Steyning), **Appendix 3** (Billingshurst), **Appendix 4** (Henfield) and **Appendix 5** (Pulborough).

- 3.2 The Updated Appraisals are included as **Appendix 6** (Storrington); **Appendix 7** (Steyning); **Appendix 8** (Billingshurst); **Appendix 9** (Henfield); and **Appendix 10** (Pulborough).
- 3.3 A summary of the main points raised is set out below, under settlement heading: Storrington; Steyning; Billingshurst; Henfield and Pulborough.

### **Storrington**

#### Expansion of the Conservation Area to Non-Built-Up Areas

- 3.4 A number of respondents have requested that land outside the built-up area should be included within the new Conservation Area e.g. Storrington & Sullington Parish Council requested that consideration be given to include the whole of Stor Walk, the Meadowside “Green Area” and the old Fryern House area. Or, alternatively, inclusion of at least part of the Riverside Walk from the Mill Pond. The Council has considered these areas. They are green areas that are unlikely to be under pressure from development. If they were added to the Conservation Area, this would create a long spur, which is difficult to justify.

#### Inclusion of the Domain, Greyfriars Lane, Storrington in the Conservation Area

- 3.5 Consultants have objected to the inclusion of two buildings on Greyfriars Lane, Storrington within the extended Conservation Area – the Domain and Gerston Lodge on the basis that there wasn’t enough detail as to why both buildings had been included. It is considered that there is a case for including both the Domain and Gerston Lodge. The Domain is included as the end stop to development on the eastern side of Greyfriars Lane and because it has an attractive brick wall facing the lane. Gerston Lodge is included because it is the original lodge to St Joseph’s Hall.

#### Inclusion of the Rectory, Rectory Road, Storrington RH20 4EF in the Conservation Area

- 3.6 The Diocese of Chichester has objected to the inclusion of the Rectory (Rectory Road, Storrington) and its garden within the revised Conservation Area. The Diocese argues that the Rectory does not form a recognisable or coherent group with the church. The Council does not agree with this assessment. The Rectory building was built in the mid 20<sup>th</sup> Century when the Rector moved out of what is now Abbey Convent, and it marked the first building in the development north of the Churchyard and west of Chanctonbury. The building stands on a ridge surrounded by mature trees that look out over the Glebelands and it therefore is considered very much a part of the Conservation Area, as extended to include Glebelands, as well as a frame to the churchyard.

### Inclusion of the Remains of the Glebelands

- 3.7 ECE Planning Consultants have objected to the proposed revisions of the conservation area, which include areas of car park, infrastructure and landscape. They feel that these areas do not meet the relevant tests for inclusion within a conservation area. The Council disagrees. It considers that the retention of the green space, such as the buffers to Lady Place, Monastery Lane and the open space towards the old monastery and catholic church in the Conservation Area are important to maintaining the character and appearance of the Conservation Area.

### Ravenscroft Allotments

- 3.8 Planning Consultants “Planning Potential” have raised concerns regarding the sensitivities associated with the southern end of the Conservation Area and the boundary of the South Downs National Park. The Council understands the potential sensitivities and has been in discussion with the South Downs National Park Authority and Parish Council on this issue, which will be addressed in the emerging Neighbourhood Plan.

### St Joseph’s Hall

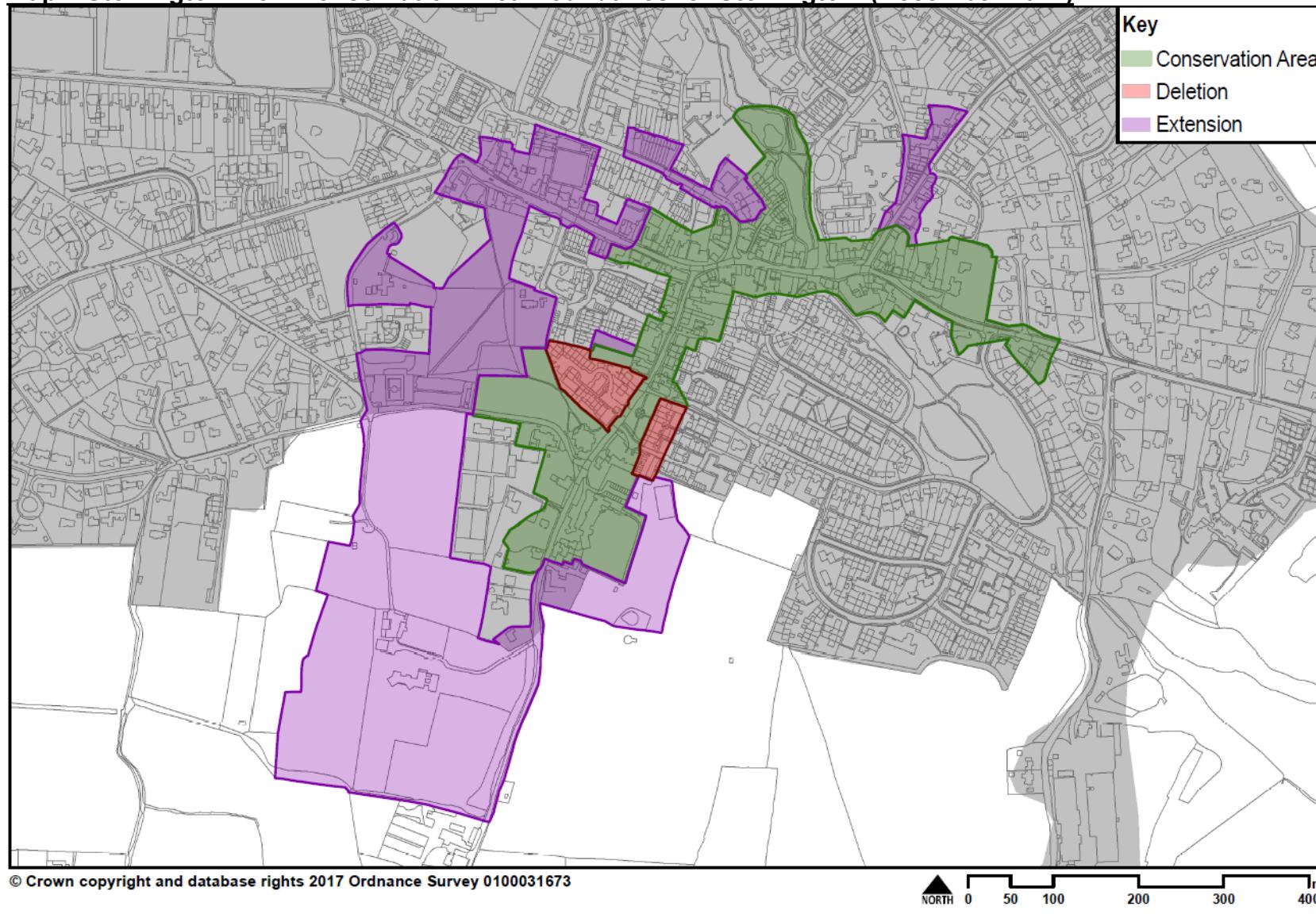
- 3.9 Storrington & Sullington Parish Council has asked that St Joseph’s Hall be included in the Conservation Area. The fields between the BUAB of Storrington and the South Downs National Park have been considered for inclusion within the Conservation Area. **It is considered that the location and design of the Hall, set within open space and with views towards the South Downs, reinforces sense and place and positively contributes to the rural character and appearance of the Conservation Area and should therefore be included. In addition, it is proposed to add the two fields to the north of St Joseph’s Hall (excluding the tennis courts) between St Joseph’s Hall and the Built-Up Area Boundary on School Lane (see Map 1 below).** It is considered that the location and design of the building, set within open space and with views to the South Downs, reinforces sense and place and positively contributes to the rural character and appearance of the Conservation Area.

### St Joseph’s Abbey

- 3.10 Storrington & Sullington Parish Council and the residents of St Joseph’s Abbey have asked that the Council consider adding all of the grounds to the Conservation Area. The fields between the BUAB of Storrington and the South Downs National Park have been considered for inclusion within the Conservation Area. **It is considered that all of the grounds of St Joseph’s Abbey should be included within the Conservation Area.**

- 3.11 **Map 1** below shows the final Conservation Area Map for Storrington.

**Map 1 Storrington–New Conservation Area Boundaries for Storrington (December 2017)**



## **Steyning**

### Bayards Field

- 3.12 A number of respondents have commented on the importance of Bayards Field in relation to Steyning Conservation Area. The respondents have asked that the views of Bayards Field from Steyning Conservation Area are highlighted in the Conservation Area Appraisal and that Bayards Field is included as an important open space in the Steyning Conservation Area. It is not considered that the views of Bayards Field from Steyning High Street warrant inclusion as a key view into and out of the Conservation Area. It is also not considered that Bayards Field can be included within Steyning Conservation Area, as the site is located within the South Downs National Park, and falls outside of the jurisdiction of Horsham District Council. The north-western fringe of Steyning Conservation Area is identified as a "high sensitivity" landscape fringe on Map 5 ('Steyning Landscape Fringe Sensitivity Map') of the Steyning Conservation Area Appraisal, and this will be a material consideration in the determination of planning applications that might come forward.

### Concern over absence of an Article 4 Direction for Steyning

- 3.13 A number of residents have requested that the Council work with Steyning Parish Council to introduce an Article 4 Direction for Steyning. The Council recognises the desire of Steyning residents for the introduction of an Article 4 Direction to provide further protection to Steyning Conservation Area, which was discussed at the Parish Council meeting attended by officers on 29 August 2017. Given the resource and possible compensation implications of introducing an Article 4 Direction, it is not possible for the Council to pursue the introduction of an Article 4 Direction for Steyning Conservation Area at the present time.

### SME Engineering Building

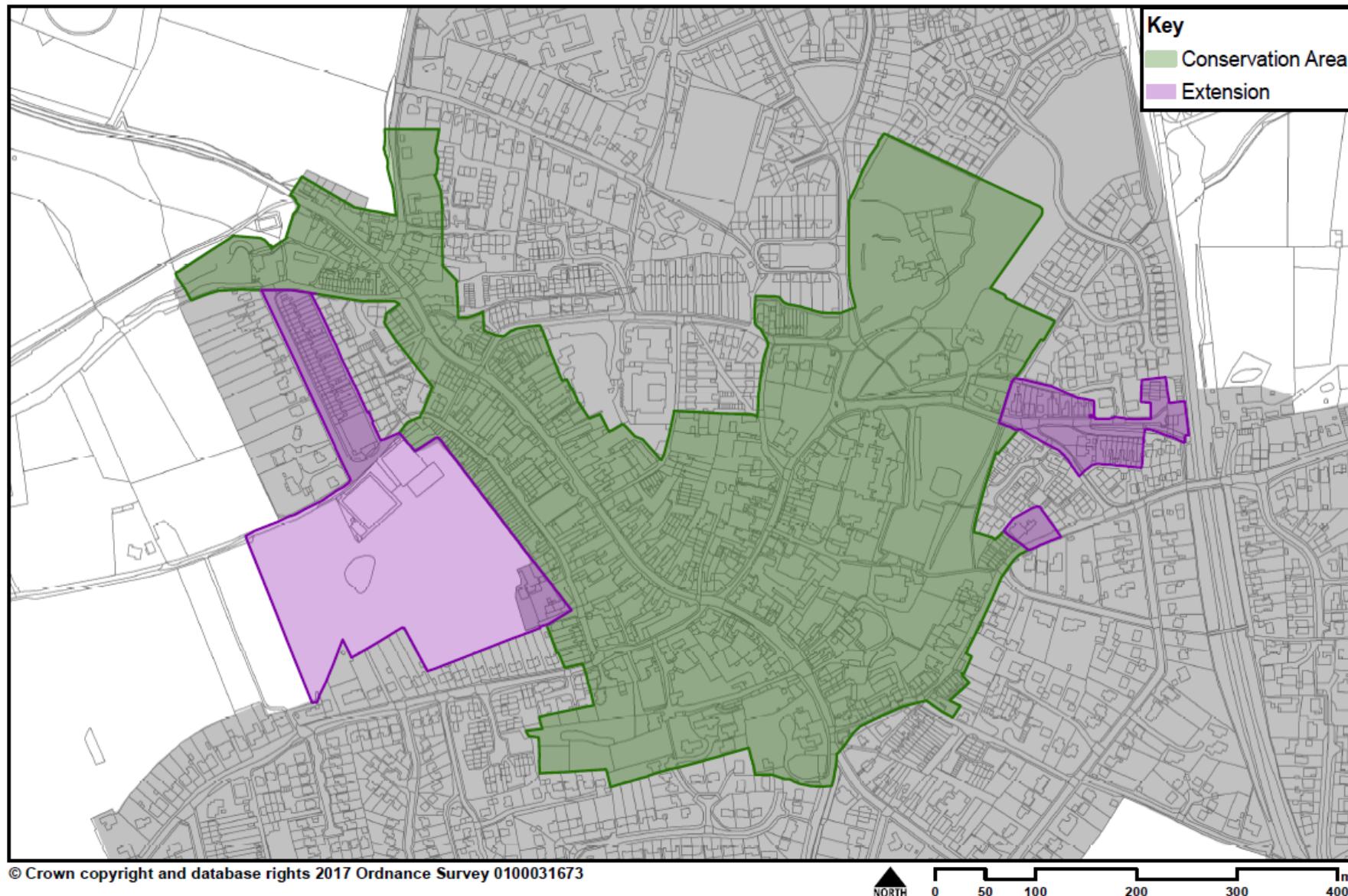
- 3.14 Concerns were raised over the wording in the draft Appraisal regarding the quality of certain buildings, such as SME Engineering. Following a re-evaluation of the draft Appraisal, it has been decided to amend the wording to reflect the fact that it is considered to be a well-proportioned, simple but well-detailed building, which is a positive feature of the Conservation Area. This building has been identified as a positive building on Map 7 "Building Audit Map" and the text suggesting its redevelopment has been removed.

### Memorial Playing Field

- 3.15 A number of respondents have written to say that they support the Memorial Playing Field being included within the Conservation Area but that they would like the historic Rublees hedgerow, which forms the boundary between the South Downs National Park and Horsham District Council to be included. The Conservation Area Appraisals will be clarified to ensure that the Rublees hedgerow, which forms the boundary between the two administrative boundaries, is included in the extension to the Steyning Conservation Area to the west, which includes the Memorial Playing Field.

- 3.16 **Map 2** shows the final Conservation Area Map for Steyning

**Map 2 Steyning–New Conservation Area Boundaries for Steyning (December 2017)**



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NORTH 0 50 100 200 300 400 m

## **Billingshurst**

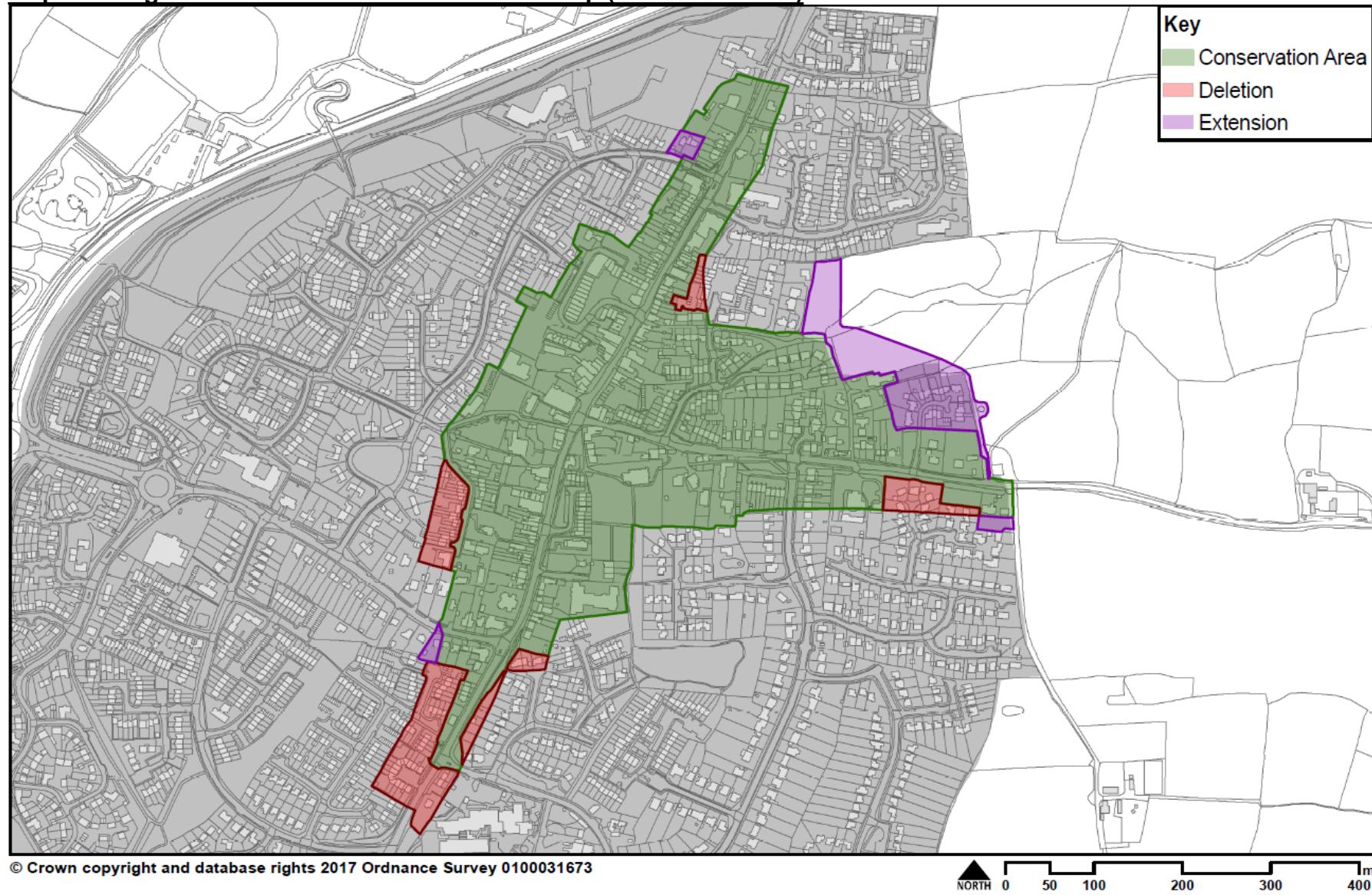
### Proposed Extension of the Conservation Area to the east of Little East Street

- 3.17 A resident has supported this proposed extension of the Conservation Area to the east of Little East Street but asked if it could be extended slightly to accommodate a brick-built water storage tank, which is located just East of Mill Barn. The resident considers that it should be recognised as an interesting example of early water conservation, probably used to service the Hammonds dairy farm. The area is scheduled as public open space within an area of new development. It is not considered necessary therefore that the Conservation Area should be adjusted to include this water storage tank.
- 3.18 Devine Homes have objected to the extension of the Conservation Area to the east of Little East Street, on the grounds that two large applications have already been granted for 475 and 45 dwellings. The Council does not agree with this. Given the residential development that has been permitted to the east of Billingshurst, it is important that the historic wooded and agricultural setting of the Conservation Area is enhanced. This can be achieved by incorporating the allotments at the end of Little East Street and wooded area and footpaths connecting this area with Hammonds and Mill Barn on East Street.

### Enforcement Measures in the Conservation Area

- 3.19 Billingshurst Parish Council has raised the issue that a Conservation Area will only work if there are adequate resources for enforcement. It has been pointed out that Horsham District Council is aware of the issues surrounding enforcement within conservation areas in the District and is happy to help when particular planning breaches are reported.
- 3.20 **Map 3** below shows the final Conservation Map for Billingshurst.

**Map 3 Billingshurst – Final Conservation Area Map (December 2017)**

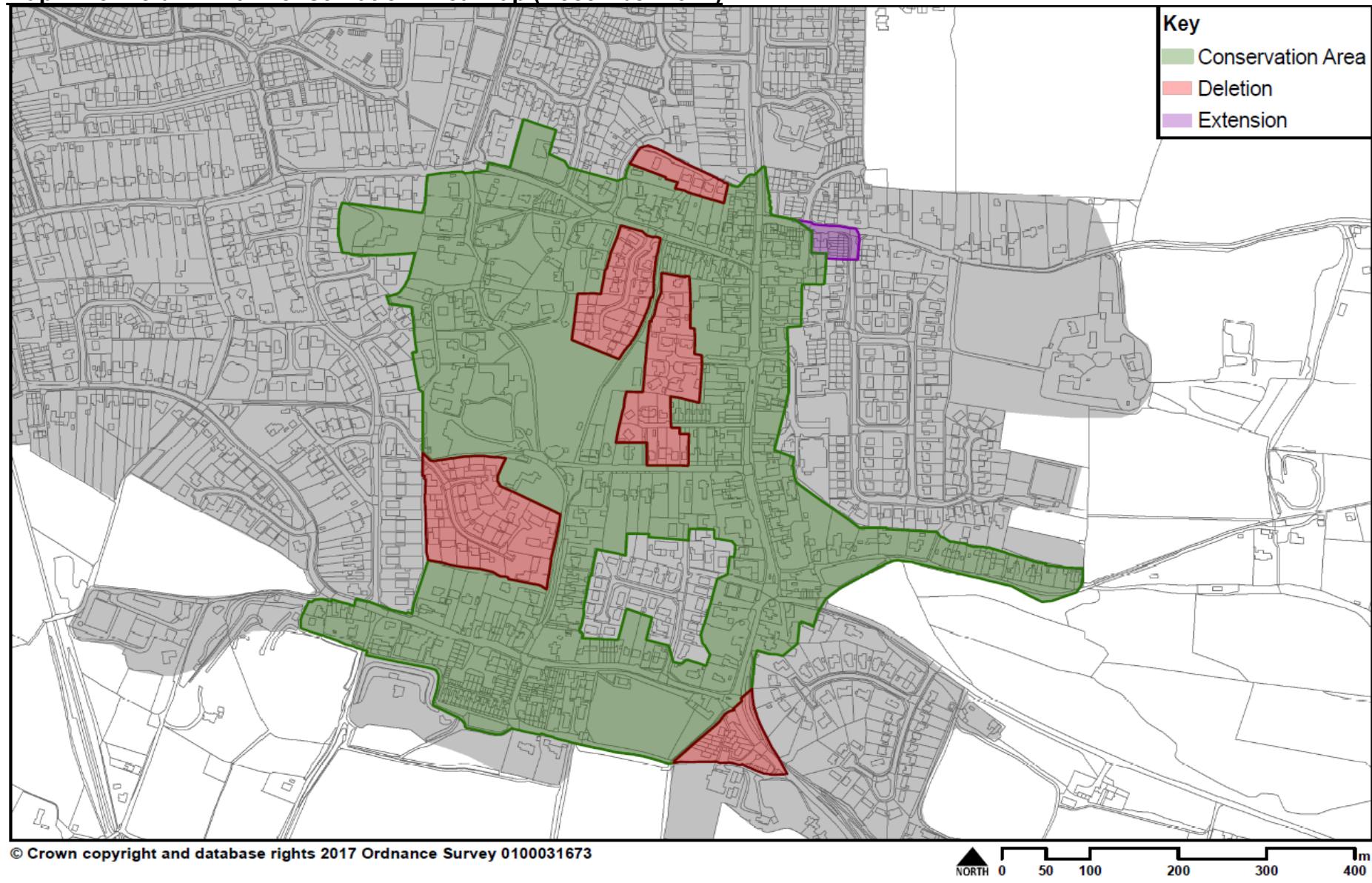


## **Henfield**

### Various

- 3.21 The majority of the comments received to the draft Henfield Conservation Area Appraisal (approximately 60 out of 72) referred to minor editorial and presentational matters. There were no substantive issues raised about the proposals to exclude/include different areas within the Conservation Area. Any necessary amendments will be made in light of the comments received.
- 3.23 **Map 4** shows the final Conservation Area map for Henfield.

**Map 4 Henfield – Final Conservation Area Map (December 2017)**



## Pulborough

### Inclusion of Delivery Office within the Conservation Area

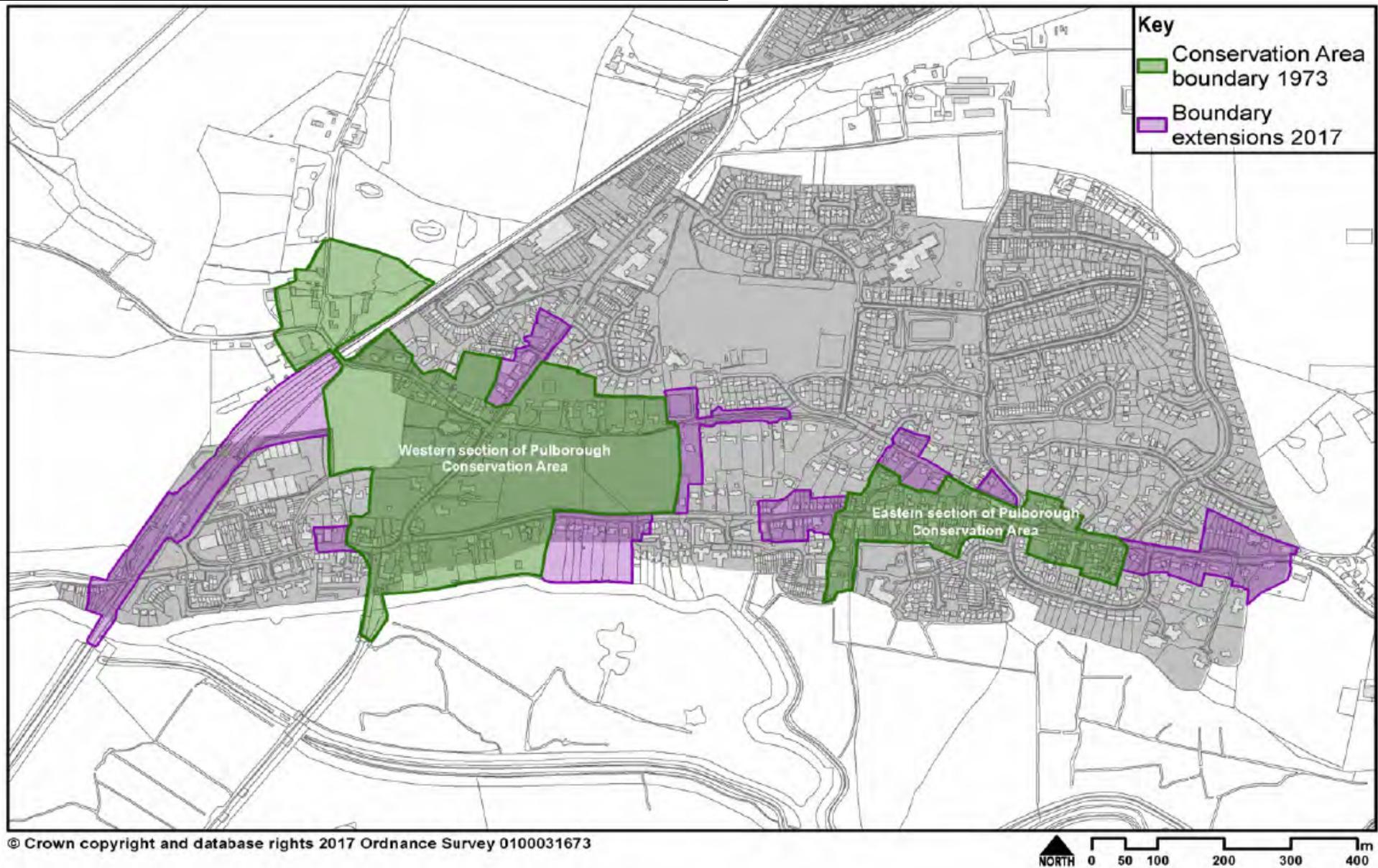
- 3.24 Royal Mail requests that the Delivery Office is removed from the proposed Conservation Area boundary extension as Royal Mail intends to operate from this site for the foreseeable future. The Council does not consider that the boundary should be amended in this regard. The inclusion of the site within the Conservation Area does not prevent the ongoing use; it simply means that any future redevelopment must be brought forward sensitively. It is noted that the site sits adjacent to the existing Pulborough Conservation Area and any redevelopment of the site would, in any case, have to be mindful of the adjacent existing heritage asset.

### Clarification of Boundary Extension Eastwards from Glebefields

- 3.25 A resident sought clarification regarding exactly what area was intended to be included in the eastwards extension. The Council clarified that the bridlepath is proposed to be included, up to the point that is south of where Old Rectory Lane joins Rectory Close. It is also proposed to include the trees to the immediate north and south of the bridlepath.

- 3.25 **Map 5** showing the final Conservation Area Map for Pulborough is included below.

**Map 5 Pulborough – Final Conservation Area Map (December 2017)**



## **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. An adoption statement and consultation statement will be prepared and placed on the website.

## **5 Views of the Policy Development Advisory Group**

- 5.1 No substantive changes were made to the report or Conservation Area Appraisals following the Policy Development Advisory Group meeting on Thursday 4 January 2018.

## **6. Consultation**

- 6.1 The five relevant Parish Councils were sent a questionnaire in February 2017 seeking their views on the positive and negative aspects of their areas. All parishes responded and their views were shared with the consultants, along with any relevant documentation they had produced. The responses covered a variety of points and were taken into account in the preparation of the appraisals. They were also used as a basis for the section that identifies the principal issues to be addressed in the Management Plans.
- 6.2 The draft Conservation Area Appraisals were published by the consultants in June 2017.
- 6.3 Cabinet gave approval on 20 July 2017 to go out to public consultation on the five draft Conservation Area Appraisals.
- 6.4 Council officers attended five Parish Council meetings in Storrington, Steyning, Billingshurst, Henfield and Pulborough in August 2017.
- 6.5 Public consultation was carried out on the five draft Character Area Appraisals between 4 September 2017 and 3 October 2017. All specific consultation bodies, in addition to relevant general consultation bodies were consulted, as were all relevant Parish Councils and all district councillors. In addition, a press release was put into the Horsham District Post and West Sussex County Times. All householders within the relevant conservation areas and within 25m of the boundary of the relevant conservation areas were written to (a total of 4,000 letters). Notices and hard copies of the draft Conservation Area Appraisals were placed in the libraries in the five settlements and in Horsham District Council Offices and Horsham Library. 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, and a form to complete to submit forms was created.

## **7 Other Courses of Action Considered but Rejected**

- 7.1 The option of not asking consultants to produce draft conservation area appraisals and management plans was considered but it was decided that the development pressures on these five historic settlements was too great not to produce the conservation guidance and attempt to provide further guidance for any future development.

## **8 Resource Consequences**

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

## **9 Legal Consequences**

- 9.1 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.
- 9.2 The Appraisals and Management Plans referred to in this report are being produced in accordance with Section 69 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires local planning authorities to review their conservation areas from time to time.
- 9.3 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. The Appraisals and Management Plans referred to in this report have been considered in light of statute and case law and interference with any individual's human rights is considered to be proportionate to the aims sought to be realised.
- 9.4 Due regard has been taken of the Council's equality duty as contained within the Equality Act 2010.

## **10 Risk Assessment**

- 10.1 If the Council chooses not to undertake Conservation Area reviews it would be contrary to the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990. This could lead to vulnerability at planning appeal on a site or property within the conservation area where this heritage designation could be challenged.

## **11 Other Considerations**

- 11.1 None

## **Appendix 1**

### **Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Storrington (December 2017)**

See separate Appendix 1

## **Appendix 2**

### **Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Steyning (December 2017)**

See separate Appendix 2

## **Appendix 3**

### **Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Billingshurst (December 2017)**

See separate Appendix 3

## **Appendix 4**

### **Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Henfield (December 2017)**

See separate Appendix 4

## **Appendix 5**

### **Representations and Responses to the draft Conservation Area Appraisal and Management Plan for Pulborough (December 2017)**

See separate Appendix 5

## **Appendix 6**

### **Draft Conservation Area Appraisal and Management Plan for Storrington (December 2017)**

See separate Appendix 6

## **Appendix 7**

### **Draft Conservation Area Appraisal and Management Plan for Steyning (December 2017)**

See separate Appendix 7

## **Appendix 8**

### **Draft Conservation Area Appraisal and Management Plan for Billingshurst (December 2017)**

See separate Appendix 8

## **Appendix 9**

### **Draft Conservation Area Appraisal and Management Plan for Henfield (December 2017)**

See separate Appendix 9

## **Appendix 10**

### **Draft Conservation Area Appraisal and Management Plan for Pulborough (December 2017)**

See separate Appendix 10