



Horsham
District
Council

Horsham District Community Governance Review

Draft Recommendations

Contents

Horsham District Community Governance Review	1
1. Introduction	3
2. The review	4
3. Considerations and evidence	6
4. Draft Recommendations, by Parish Area	11
Bramber Parish Council and Steyning Town Council	11
Broadbridge Heath Parish Council and Slinfold Parish Council	14
Henfield Parish Council and Upper Beeding Parish Council	20
Horsham Town Council, North Horsham Parish Council, Rusper Parish Council and Colgate Parish Council	26
Nuthurst Parish Council, Lower Beeding Parish Council and Cowfold Parish Council	41
Parham Parish Council, Amberley Parish Council and Coldwaltham Parish Council	48
Rudgwick Parish Council and Warnham Parish Council	52
Southwater Parish Council, Shipley Parish Council, Thakeham Parish Council and West Grinstead Parish Council	56
Other Parish Council areas for which the recommendation is for No Change	67
5. Next Steps	71

1. Introduction

- 1.1 The purpose of this report is to present a clear and balanced analysis of the representations received during the first stage of consultation on the Community Governance Review and to set out the draft recommendations arising from that evidence. In line with the statutory criteria, the analysis considers how the views submitted relate to community identity, effective and convenient local government, and the practical implications of any proposed development changes. The Council has also drawn on its own knowledge of the area, demographic information, and operational experience to ensure that the draft recommendations are grounded in a robust and proportionate evidence base that has a degree of local support.
- 1.2 In this review, the Council will be guided by the relevant legislation in Part 4 of the Local Government and Public Involvement in Health Act 2007, the [Guidance](#) on Community Governance Reviews that the government and the Local Government Boundary Commission for England have issued (the Guidance), and [the Terms of Reference](#) for the review that were adopted by the Governance Committee on 18 February 2026.
- 1.3 The draft recommendations that follow represent the Council's provisional conclusions at this stage of the Review. They reflect the themes identified through the consultation, the strength and relevance of the arguments presented, and the likely impact of any changes on local governance arrangements. These recommendations are not final; they are intended to provide a clear and reasoned basis for further public engagement during the next stage of the Review, enabling communities to comment on specific proposals before the Council determines its final position.

2. The review

- 2.1 This Review relates to all parishes in the Horsham District. The review is being conducted by the Governance Committee.
- 2.2 The aim of the review is to ensure that the parishes accurately reflect and represent the changing communities across the district. In doing so, this should ensure that parish councils reflect community identity, and provide effective and convenient local government

Initial Consultation

- 2.3 On 8 May 2026, a 6-week period of consultation commenced, requesting the views of interested parties, in relation to the current parish arrangements. The consultation closed at midnight, on 22 June 2026. The review was widely publicised through the Council's website, social media, and through posters and banners across the district.
- 2.4 Responses were welcomed from those who live, work, or have any other interest in the relevant parish. West Sussex County Council, the town and parish councils, and all elected representatives (District and County Councillors, and the Member of Parliament for Horsham) for the affected area were invited to provide a response. Careful consideration has been given to all submissions received.

General Principles

- 2.5 Following the analysis of responses to the consultation, the Council has developed its proposals for parishes across the District. In particular, the Council has sought to ensure that each proposal:

reflects the identities and interests of the different communities in the area.

is effective and convenient. The Council is keen to ensure that any proposed changes to town and parish councils would be viable and able to actively and effectively promote the well-being of their residents and to contribute to the real provision of services in their areas in an economic and efficient manner.

takes into account any other arrangements for the purposes of community representation or community engagement in the area that reinforce the 'community of identity' test.

2.6 In assessing this criteria, the community governance review has taken into account:

The impact of community governance arrangements on community cohesion; and

The size, population and boundaries of a local community or parish.

3. Considerations and evidence

In undertaking the Review, Horsham District Council has taken into account the following:

Responses to the initial consultation

- 3.1 The Governance Committee has considered responses to the consultation between 8 May and 22 June 2026 (the first of two public consultations planned for the Community Governance Review). A full summary of responses received can be viewed on the [Community Governance Review page of the Council's website](#).
- 3.2 Responses to these Draft Recommendations: The proposals contained in these Draft Recommendations will be consulted upon, from 24 July to 7 September 2026. The responses to this consultation will be carefully considered to shape the Final Recommendations.

'Other arrangements for the purposes of community representation or community engagement in the area'

- 3.3 There were no particular comments submitted about other arrangements for community representation or community engagement.

Electorate size and housing development data

- 3.4 The 5-year projected electorate was calculated in March 2026 and considered using information about the scale and exact locations of expected future housing developments within each parish. The calculations are based on the latest housing trajectory, which takes into account approved planning applications and allocated sites expected to be completed by 2031, at the time the calculations were made.

Parish warding, and consideration to district ward and county division boundaries

- 3.5 The Council has considered the electoral arrangements of each parish area. The term ‘electoral arrangements’ covers the way in which a council is constituted for the parish, including:

the number of councillors to be elected to the council;

the division (or not) of the parish into wards for the purpose of electing councillors;

the number and boundaries of any such wards;

the number of councillors to be elected for any such ward;

the name of any such ward.

- 3.6 The Council is required by law to consider any change in the number or distribution of the local government electors which is likely to occur in the period of five years beginning with the day when the Review started.
- 3.7 The Council has also given careful consideration to potential warding arrangements. In considering whether a parish should be divided into wards for the purposes of elections , the Council is required by legislation to consider the following:

whether the number, or distribution, of the local government electors for the parish would make a single election of councillors impracticable or inconvenient;

whether it is desirable that any area or areas of the parish should be separately represented on the council.

- 3.8 In allocating councillors to wards, or parishes, the Council has been particularly mindful of the government's Guidance that "it is an important democratic principle that each person's vote should be of equal weight so far as possible, having regard to other legitimate competing factors, when it comes to the elections of councillors" to a parish council.
- 3.9 While there is no provision in legislation that each ward councillor should represent, as nearly as may be, the same number of electors, the Governance Committee concurs with the Guidance that it is not in the interests of effective and convenient local government, either for voters or councillors, to have significant differences in levels of representation between different parish wards. The Governance Committee has therefore attempted to ensure that the ratio of electors to councillors across the different wards of a parish is equitable insofar as that is practical.
- 3.10 The government's guidance states that consideration should be given to the desirability of parish warding where the parish is divided by district wards, and county divisions. There are provisions in Schedule 2 (electoral change in England: considerations on review) to the Local Democracy, Economic Development and Construction Act 2009 in relation to reviews of district and county council electoral arrangements.
- 3.11 The guidance states: 'These provide that when the LGBCE is making changes to principal council electoral arrangements, no unwarded parish should be divided by a district or London borough ward or county division boundary, and that no parish ward should be split by such a boundary.'
- 3.12 While these provisions do not apply to reviews of parish electoral arrangements, the LGBCE believes that, in the interests of effective and convenient local government, they are relevant considerations for principal councils to take into account when undertaking community governance

reviews. For example, if a principal council chooses to establish a new parish in an area which is covered by two or more district or London borough wards or county division boundaries it may also wish to consider the merit of putting parish warding in place to reflect that ward and/or division’.

3.13 Detailed proposals are provided for this matter under each parish council area.

Council size

3.14 The legal minimum number of parish councillors for each council is five (Section 16, Local Government Act 1972). The National Association of Local Councils (NALC) considers that a council of no more than the legal minimum of five members is inconveniently small; it considers that a practical working minimum should be seven, with a suggested upper number of twenty-five, although this can be exceeded should circumstances dictate (NALC Circular 1126/1988). The Government’s Guidance makes the point that “the conduct of parish council business does not usually require a large body of councillors” (Guidance, paragraph 157).

3.15 There is no requirement in legislation that the number of councillors should be proportional to electorate size. The view given in the Guidance is as follows: “In considering the issue of council size, the Local Government Boundary Commission for England is of the view that each area should be considered on its own merits, having regard to its population, geography and the pattern of communities. Nevertheless, having regard to the current powers of parish councils, it should consider the broad pattern of existing council sizes. This pattern appears to have stood the test of time and, in the absence of evidence to the contrary, to have provided for effective and convenient local government.” (Guidance, paragraph 156).

3.16 With regard to parish wards, the Guidance adds another consideration, which is that the levels of representation and the ratios of electors to parish

councillors should be broadly equitable. This report has already noted the emphasis in the Guidance “that each person’s vote should be of equal weight so far as possible, having regard to other legitimate competing factors, when it comes to the election of councillors” (Guidance, paragraph 166). The consideration in this instance must be given to the current district ward and county division boundaries.

Impact of community governance arrangements on community cohesion

3.17 Community governance should reflect the identities and interests of the local community and be effective and convenient. Consideration has been given to this in the relevant section against each parish.

4. Draft Recommendations, by Parish Area

Bramber Parish Council and Steyning Town Council

The responses relating to Bramber and Steyning provide clear support for a limited boundary alteration so that the whole of Bramber Brooks nature reserve falls within Bramber Parish. Both Bramber online respondents stated that the current parish boundary does not reflect community identity and interests, and both favoured altering the existing parish boundary rather than creating, abolishing or merging parishes. The Bramber responses also indicated that the parish name remains appropriate, that the current number of councillors is about right, that there is no support for grouping Bramber with another parish, and no clear support for warding. Taken together, this points to a targeted boundary adjustment rather than wider governance change.

The written representations reinforce that conclusion. Cllr Mike Croker supported Bramber Parish Council's request to move the boundary northwards to include Bramber Brooks, noting that the nature reserve is owned by Horsham District Council and should sit within Bramber Parish. The map accompanying that submission showed the proposed boundary in light green and the existing boundary in blue, supporting the proposition that the boundary should be extended to take in the whole of Bramber Brooks.

One consultation response was explicit, stating that "Bramber Brooks (as owned by HDC) should be in Bramber Parish". Bramber Parish Council stated that, at its Ordinary Meeting on 3 June, the Council unanimously agreed to request a boundary change so that Bramber could fully embrace Bramber Brooks as part of its parish. The reasons given were that the reserve is currently shared with Steyning Town, that bringing the whole reserve into Bramber would create a more logical boundary line, that the entrance to Bramber Brooks lies in Bramber, and that, by virtue of its name, the community identifies the wetlands as part of Bramber.

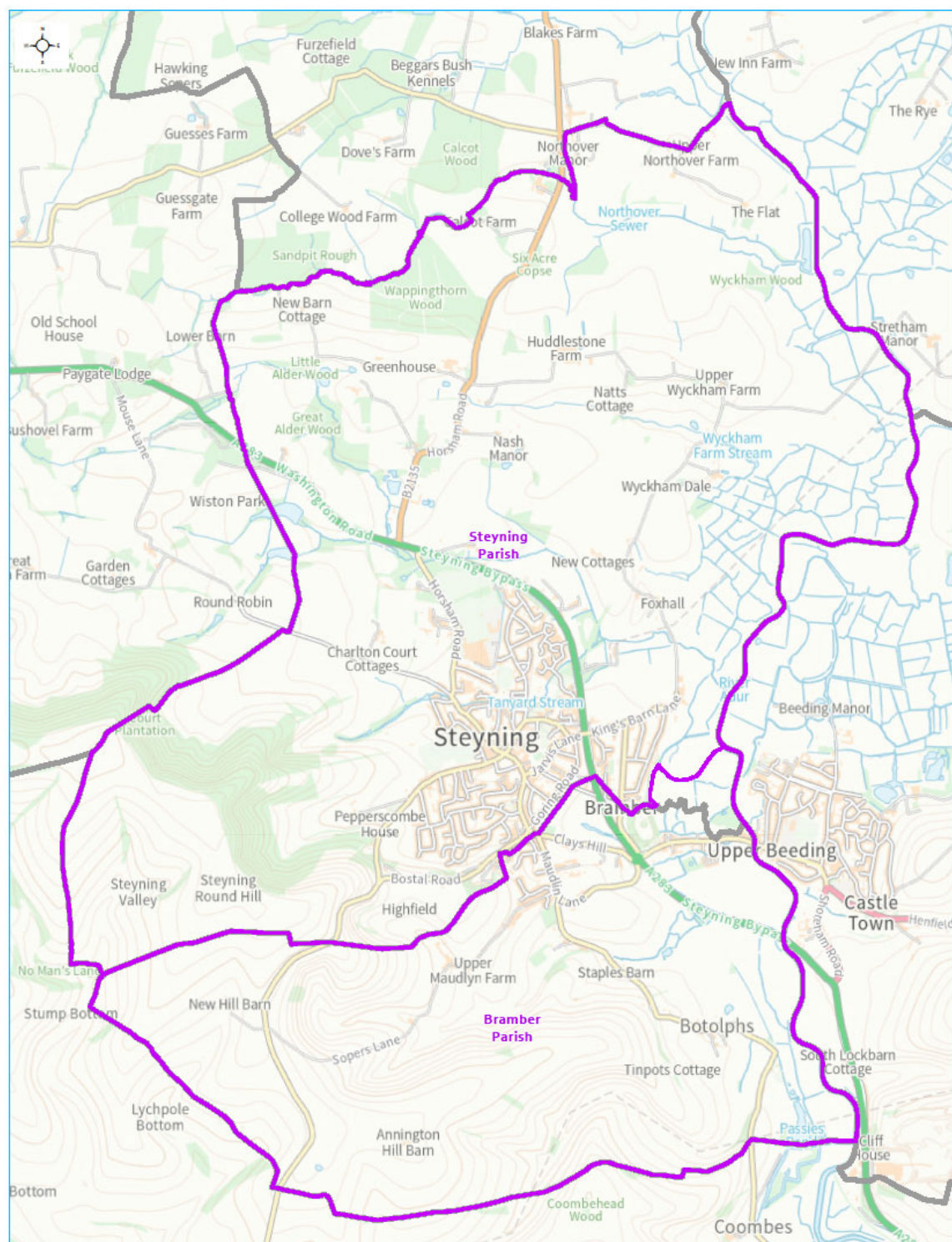
The responses from Steyning also supports the conclusion. Although only two of the six Steyning respondents considered that the existing parish boundary did not reflect community identity and interests, Steyning Town Council confirmed that its councillors had met with councillors and clerks from adjoining parishes, including Bramber, and had agreed to Bramber Parish Council's proposal to extend Bramber's boundary to include the entirety of Bramber Brooks nature reserve. This is significant because the proposed change affects land which falls across both Steyning and Bramber Parish Council areas, yet Steyning Town Council supported the transfer of the whole reserve to Bramber. The wider Steyning responses did not demonstrate a settled case for any other form of change: most respondents considered the parish name appropriate, the number of councillors about right, no warding was supported, and five of six respondents opposed grouping with neighbouring parishes.

One online comment suggested that Steyning should merge with Bramber because the existing boundary crosses the A283 and some areas officially within Bramber are perceived by residents as Steyning. However, this was not supported by the balance of the consultation evidence: Bramber respondents opposed grouping, Steyning respondents mostly opposed grouping, and the specific joint position recorded by Steyning Town Council related only to Bramber Brooks. The evidence therefore supports no wider merger or restructuring between Bramber and Steyning.

The suggestion concerning Clays Field has not been included in the recommendation because the consultation material records only that Steyning Town Council had agreed to approach Bramber Parish Council to discuss the possibility of assigning responsibility for Clays Field open space and grassland to Steyning Town Council. That wording indicates a possible future discussion rather than an agreed proposal. In addition, Cllr Croker expressly opposed any transfer of Clays Field from Bramber Parish Council to Steyning Town Council. On the evidence available at the time of writing, there was therefore no agreed basis for recommending a transfer of Clays Field.

Draft Recommendations:

- Extend the boundary of Bramber Parish Council to include the whole of the Bramber Brooks nature reserve within their boundary – see map 1.



Map 1

Broadbridge Heath Parish Council and Slinfold Parish Council

The consultation evidence supports a limited boundary change extending Broadbridge Heath westwards into the development areas currently within Slinfold Parish, particularly around Lower Broadbridge Farm and the land east of the River Arun. Four of the six Broadbridge Heath online respondents considered that the current parish boundary does not reflect community identity and interests, and three of those favoured altering the existing boundary. The parish name was unanimously supported, most respondents considered the current number of councillors about right, there was no support for warding, and there was no online support for merger. This points to a targeted boundary adjustment rather than wider structural change.

Broadbridge Heath Parish Council's submission provides the principal rationale for the recommended boundary extension. It states that the proposed development at Lower Broadbridge Farm is significantly altering the built-up area of Broadbridge Heath, while the current parish boundary leaves that development within Slinfold Parish and risks creating an isolated pocket of residents. The Council argues that Taylor Wimpey's site plans show pedestrian and cycle traffic feeding directly into Broadbridge Heath, making it inevitable that new residents will use Broadbridge Heath's facilities and infrastructure as their primary community hub. The proposed change therefore better reflects community cohesion and how the area will function in practice.

The Parish Council also identifies financial and administrative reasons for the change. Without a boundary alteration, Broadbridge Heath would absorb increased pressure on its amenities and services without receiving the associated parish precept from the new residents. The submission also argues that Community Infrastructure Levy funding should be directed to the area where the infrastructure pressure will be felt, rather than being diverted to Slinfold village. Aligning the

boundary would therefore better match service demand, local funding and community benefit.

The proposed alignment with the River Arun is presented as a logical and natural boundary. The Parish Council describes the River Arun as a natural topographical border which would integrate the new development into the community to which it functionally belongs. This is reinforced by online comments stating that the continuing development at Lower Broadbridge Farm is altering the built-up area of Broadbridge Heath; that leaving the land in Slinfold parish would create an isolated area; that it would be better to include the land east of the River Arun within Broadbridge Heath; that residents of new boundary developments would use Broadbridge Heath facilities while paying a precept elsewhere; and that the new development should be incorporated.

The Slinfold response does not provide a countervailing case against the proposed change. The counter-proposal from Slinfold Parish Council to leave the boundary where it is, is not recommended at this stage because it is not supported by the balance of the consultation evidence received. The substantive case put forward by Broadbridge Heath Parish Council is directly linked to the statutory tests of community identity, effective local governance and the practical use of services by future residents of the Lower Broadbridge Farm development.

By contrast, the Slinfold objection does not appear to provide sufficient evidence to outweigh the functional and community-cohesion arguments advanced in favour of the Broadbridge Heath boundary extension. For that reason, the proposal is to amend the boundary while remaining open to further consideration if more detailed evidence is submitted during the next consultation phase, which will include the opportunity for residents of both parish councils, along with the councils themselves, to respond.

There was one online response for Slinfold, which supported the current parish boundary, parish name, number of councillors and absence of warding or grouping, but no textual comments were submitted. Slinfold Parish Council did not submit an initial response and there were no email responses for Slinfold. Following receipt of Broadbridge Heath Parish Council's proposal, Slinfold Parish Council submitted an email response, opposing the proposal. In the absence of detailed objections or alternative evidence, the substantive rationale comes from Broadbridge Heath Parish Council and the Broadbridge Heath free-text responses.

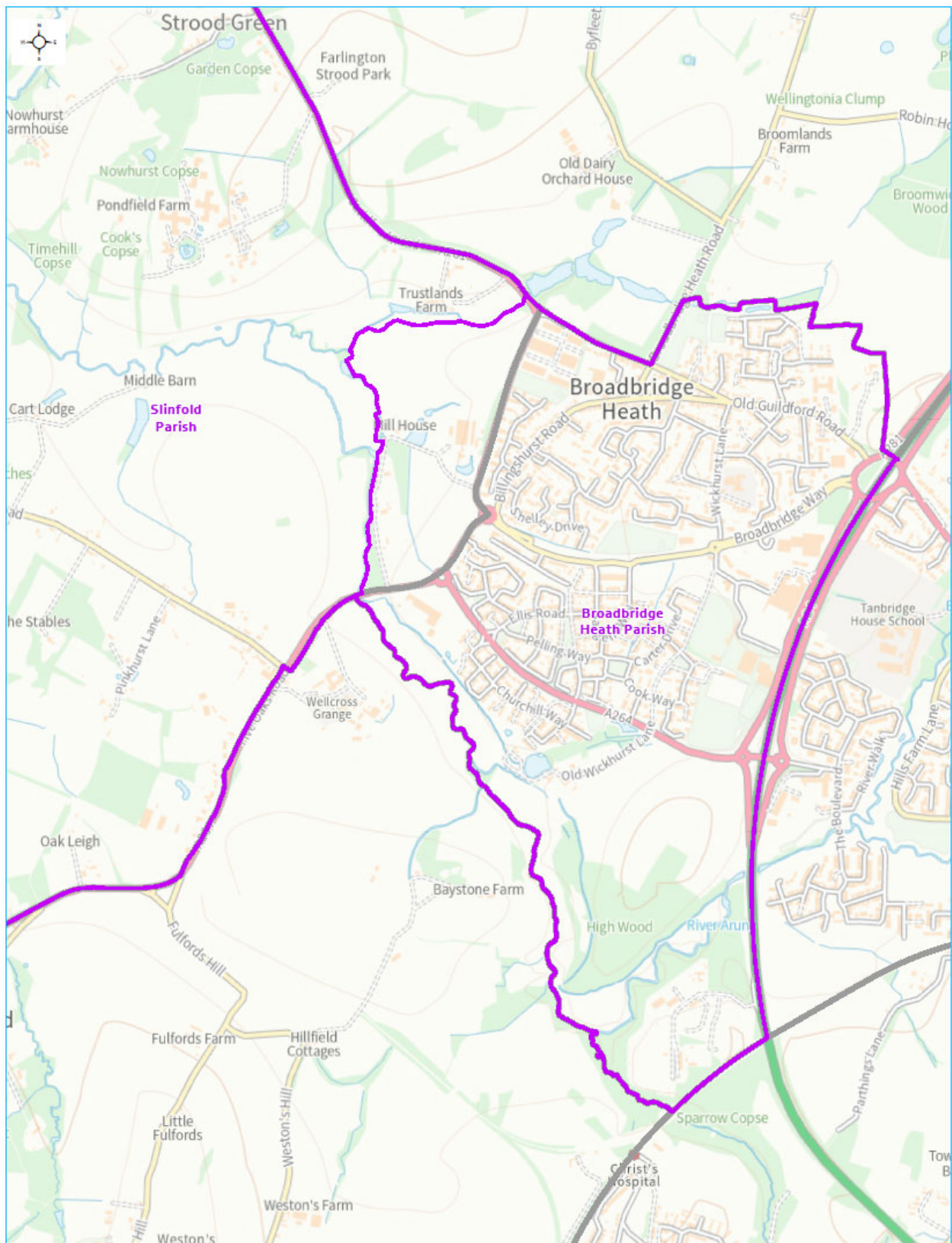
The suggestion of creating a strategic alliance with neighbouring parishes such as Warnham, Slinfold, Itchingfield and Rudgwick is not recommended as a CGR proposal. The evidence shows that Broadbridge Heath Parish Council was seeking operational efficiencies through a shared-services model, including joint procurement for HR, accounting software, NALC fees and IT support, shared maintenance staff, and reduced administrative overheads. The associated online comment similarly referred to a "West Horsham Parish or alliance" so that neighbouring parishes could share office and staff resources. This is clearly a proposal for collaboration or shared services, not a proposal to merge parishes.

Within a Community Governance Review, the relevant statutory option most closely resembling a formal alliance would be grouping parishes under a common parish council. That would involve dissolving the existing parish councils and, with the necessary consent of the relevant parish meetings, creating a common council. Section 94 of the Local Government and Public Involvement in Health Act 2007 is relevant to this issue, and the statutory framework makes clear that parishes with more than 1,000 electors must have their own parish council. The strategic alliance suggestion therefore cannot proceed through this CGR as a grouping proposal. However, the underlying objective of reducing administrative costs may still be explored voluntarily by the parish councils through shared-services or collaborative working arrangements outside the CGR process.

The suggestion that Wickhurst Green should be treated as a separate part of the parish is also not supported. It appeared in one online comment only, which stated that the intention to make Wickhurst Green part of the original village had never been successful and that it should be treated as a separate area with separate needs. This point was not advanced in Broadbridge Heath Parish Council's submission, and there were no supporting comments in the evidence. Given the lack of wider support, the absence of a developed proposal, and the relatively compact nature of Broadbridge Heath, the evidence does not justify recommending separate treatment for Wickhurst Green.

Draft Recommendations:

- Extend the boundary of Broadbridge Heath Parish Council west into the development areas to the east of Slinfold – see maps 2 and 3.



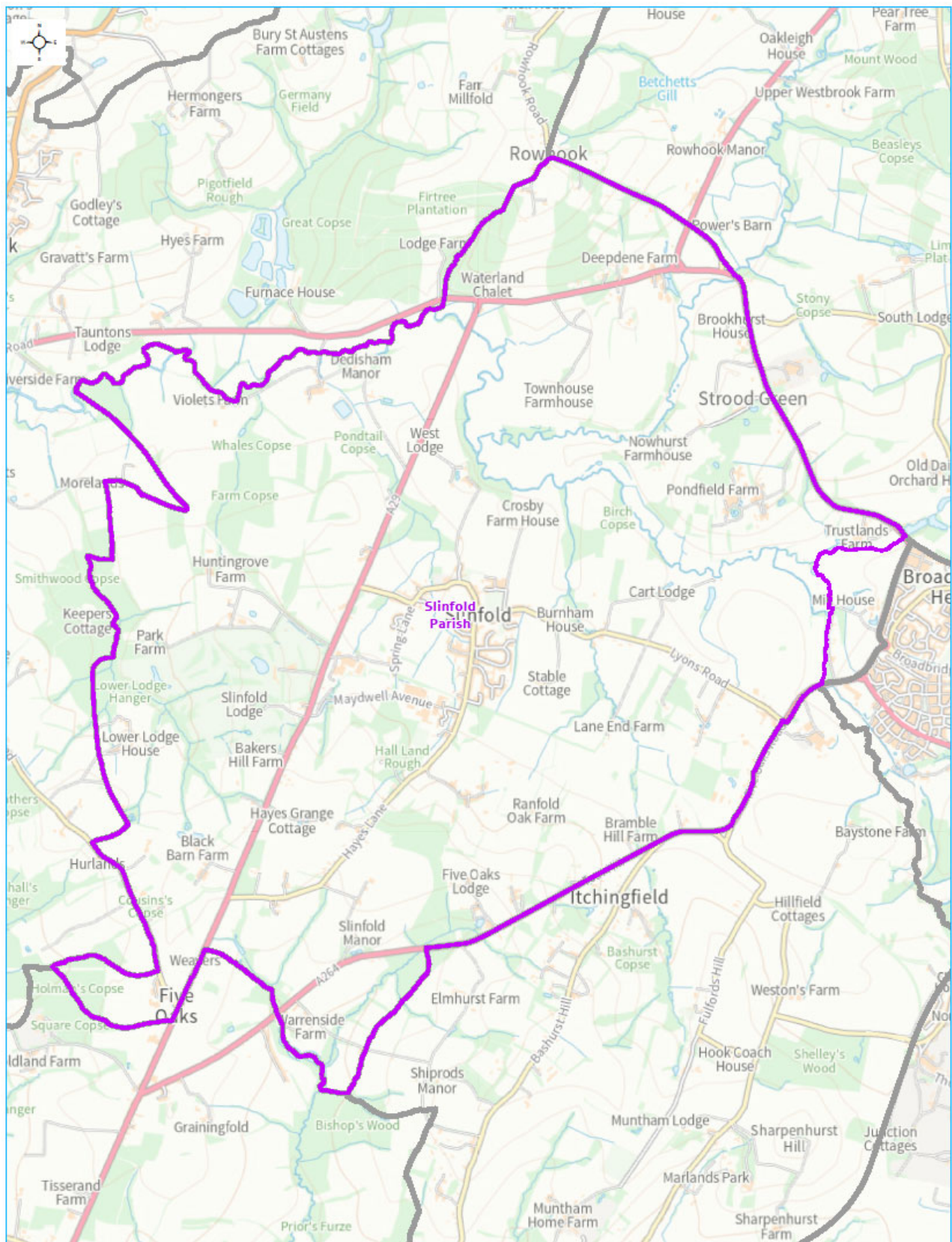
Ward
Parish
Current Parish

Broadbridge Heath Parish Council Proposal
Affected Parishes: 6. Broadbridge Heath Parish & Slinfold Parish

Reference:	Scale: 1:10,000 (at A3)
Date: 10/07/2026	Revision:

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Slinfold Parish Council Proposal
Affected Parish: 6. Broadbridge Heath Parish



Ward
Parish
Current Parish

Reference:	Scale: 1:20,000 (at A3)
Date: 06/07/2026	Revision:

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Map 3

Henfield Parish Council and Upper Beeding Parish Council

The consultation evidence supports extending the Upper Beeding parish boundary northwards to the existing District and County boundary so that the whole of Small Dole is within Upper Beeding Parish. The strongest theme across the Upper Beeding responses is that Small Dole functions as one village but is currently divided between Upper Beeding and Henfield. Nine of the eleven Upper Beeding online respondents considered that the current parish boundary does not reflect community identity and interests, and eight of those favoured altering the existing boundary. The free-text comments repeatedly state that Small Dole should be treated as one village, not split between two parish councils, and that the boundary should align with established administrative markers such as the WSCC electoral boundary along Mill Stream and Horn Lane.

Upper Beeding Parish Council's submission provides the principal rationale for the change. It states that Small Dole is a single cohesive community in practice, that over 75% of the village's electors already fall within Upper Beeding Parish, and that the current boundary does not reflect residents' shared identity or interests. Bringing the whole village into one parish would create a clearer and more logical administrative structure, align governance with how residents experience their community, and remove inconsistencies between parish, District and County boundaries. The proposal is also supported by evidence that councillors living in Small Dole outside the current Upper Beeding boundary actively participate in Upper Beeding Parish Council activities, with one also organising the annual Summer Horticultural Society Fayre, demonstrating the existing community ties with Upper Beeding.

The service-delivery evidence also supports the recommendation. Upper Beeding Parish Council records a longstanding commitment to supporting the whole of Small Dole irrespective of the present boundary, including approximately £5,000 annually for the skatepark, over £20,000 budgeted for playground development and

improvements, approximately £4,000 annually for litter warden services, support for Small Dole in Bloom, the annual Flower and Village Show, and finance towards Village Hall facilities. Several online comments make the same point, noting that village facilities such as the hall, playground, shop and pub are in Upper Beeding Parish and that Upper Beeding has historically funded and supported community facilities and events across the whole village. This shows both practical reliance on Upper Beeding services and an established pattern of service provision by Upper Beeding Parish Council.

The Henfield responses also supports the principle that Small Dole should not remain divided. One Henfield response states that Small Dole should be considered as one community represented by one Parish Council, not split in two, and identifies practical problems caused by Henfield Parish extending further into Small Dole than the District boundary, including voter confusion and complexity when considering planning applications. Henfield Parish Council's own response accepts that the Henfield boundary should move north to the Henfield county boundary on the western side of the A2037 and states that this would put virtually all Small Dole residents in Upper Beeding Parish. Henfield's warding comments also describe the current arrangement as anomalous, with two Henfield councillors for Small Dole Ward but no ongoing mechanism for linking with Upper Beeding or understanding Small Dole residents' needs, and state that Henfield Parish Council has not contributed to local amenities in the Small Dole area.

The evidence supports retaining warding within the enlarged Upper Beeding Parish but revising representation so that Small Dole is represented as a whole. Upper Beeding Parish Council states that revised warding would provide fair and balanced representation across the enlarged parish, with dedicated representation for Small Dole within a clear governance structure. The free-text warding responses support two wards with boundary changes: an Upper Beeding ward and a Small Dole ward with the new village boundary. Several responses specify the same councillor

allocation: three Members for Small Dole and ten Members for Upper Beeding. This supports reducing the total number of councillors to 13, with representation aligned to the enlarged parish and the coherent Small Dole community.

The evidence also supports removing warding from Henfield Parish Council once the Small Dole area is transferred. One Henfield response stated that the parish should not be warded if Small Dole is not included. The present warding arrangement exists because part of Small Dole sits within Henfield; if the whole Small Dole community is transferred into Upper Beeding, the rationale for a separate Henfield Small Dole ward falls away. Henfield's online responses showed mixed views on ward boundaries, with three considering that the current ward boundaries do not reflect community identity and interests, and the textual comments indicate that the warding anomaly is directly linked to Small Dole being split between parishes. Removing Henfield warding is therefore a logical consequence of transferring the whole Small Dole area out of Henfield.

The consultation also records support for recognising Small Dole in the parish name if the boundary is extended. Responses to the name question show that five of the eleven Upper Beeding respondents considered the current name inappropriate, with suggested alternatives including "Upper Beeding and Small Dole", "Upper Beeding with Small Dole Parish Council", "UB & SD Parish Council", and "Upper Beeding with Small Dole". This indicates that a number of respondents saw a name change as a way of acknowledging the enlarged parish's revised community identity and ensuring that Small Dole is visibly recognised within the governance arrangements. However, the consultation evidence was evenly balanced on the existing name, with five respondents also considering it appropriate and one unsure, so the recommendation on naming is framed as consequential to the boundary change taking place rather than as a standalone change supported by a clear majority.

The suggestion advanced by Henfield Parish Council to support the change only for land west of the A2037 is not recommended. Although Henfield Parish Council

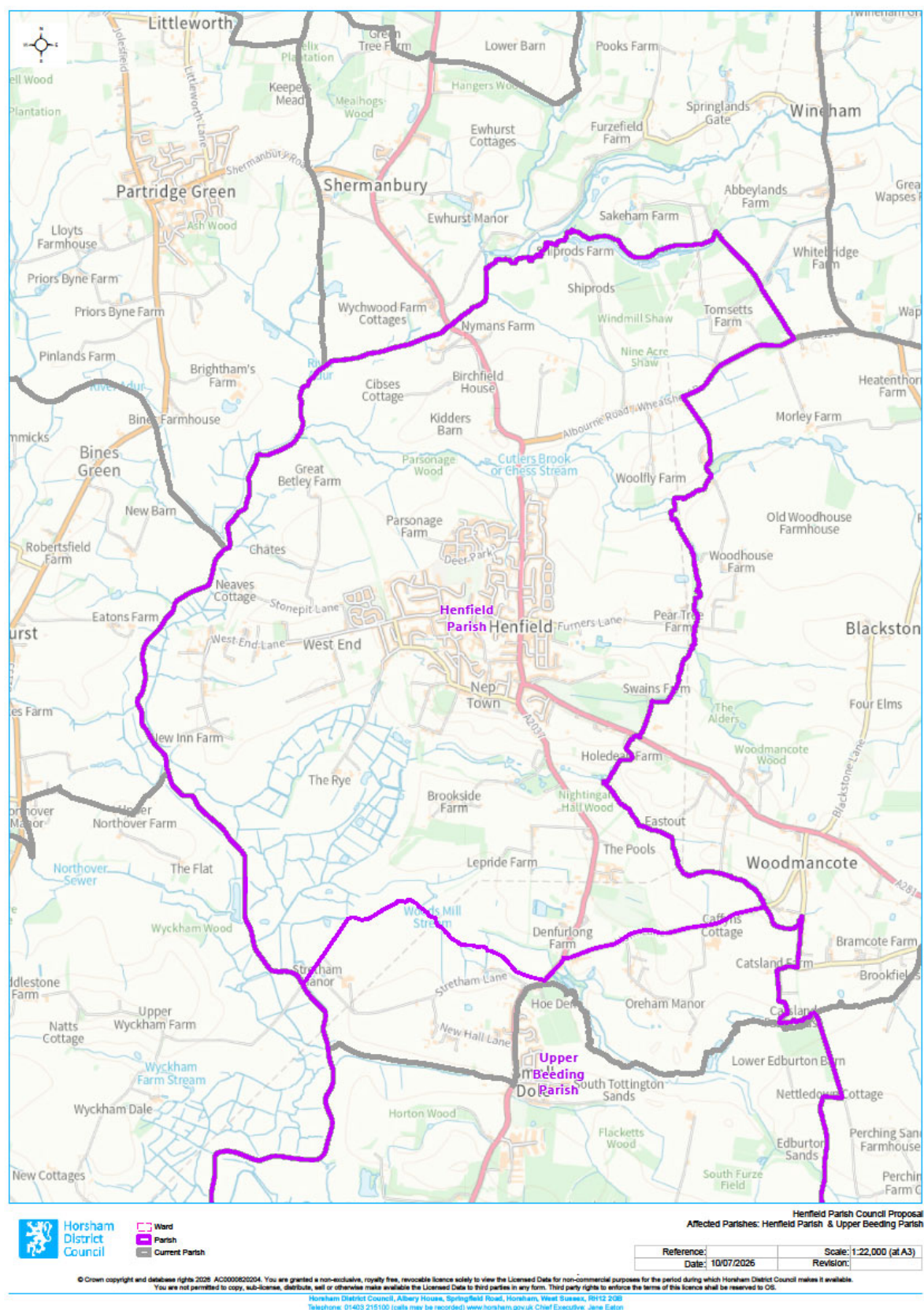
supports a boundary change and states that its proposal would put virtually all Small Dole residents in Upper Beeding Parish, the stated purpose of the review is to create cohesive, whole communities. A partial transfer would leave some part of Small Dole outside the parish that otherwise serves and represents the village, preserving an avoidable division. The consultation evidence repeatedly refers to Small Dole as one village and one community, with comments such as “we are one village”, “Small Dole should be all in one parish”, and “all of Small Dole should be in one ward”. The more logical response is therefore to include the whole of the Small Dole area within Upper Beeding Parish, rather than only the western side of the A2037.

The alternative suggestion of creating a new Small Dole parish is not supported by the balance of evidence. One comment proposed that, in light of planned development, representation might be better served by establishing a standalone Small Dole parish comprising the two Small Dole wards. However, the evidence does not support this approach. A parish of that size may face challenges in achieving financial viability and sustaining the breadth of governance and service delivery expected of a modern local council. By contrast, Upper Beeding has consistently demonstrated active concern for Small Dole, providing services, funding and practical support across the village over many years. Creating a new parish would not build on these established patterns of stewardship, administrative integration and financial support in the same way as the proposed boundary alteration.

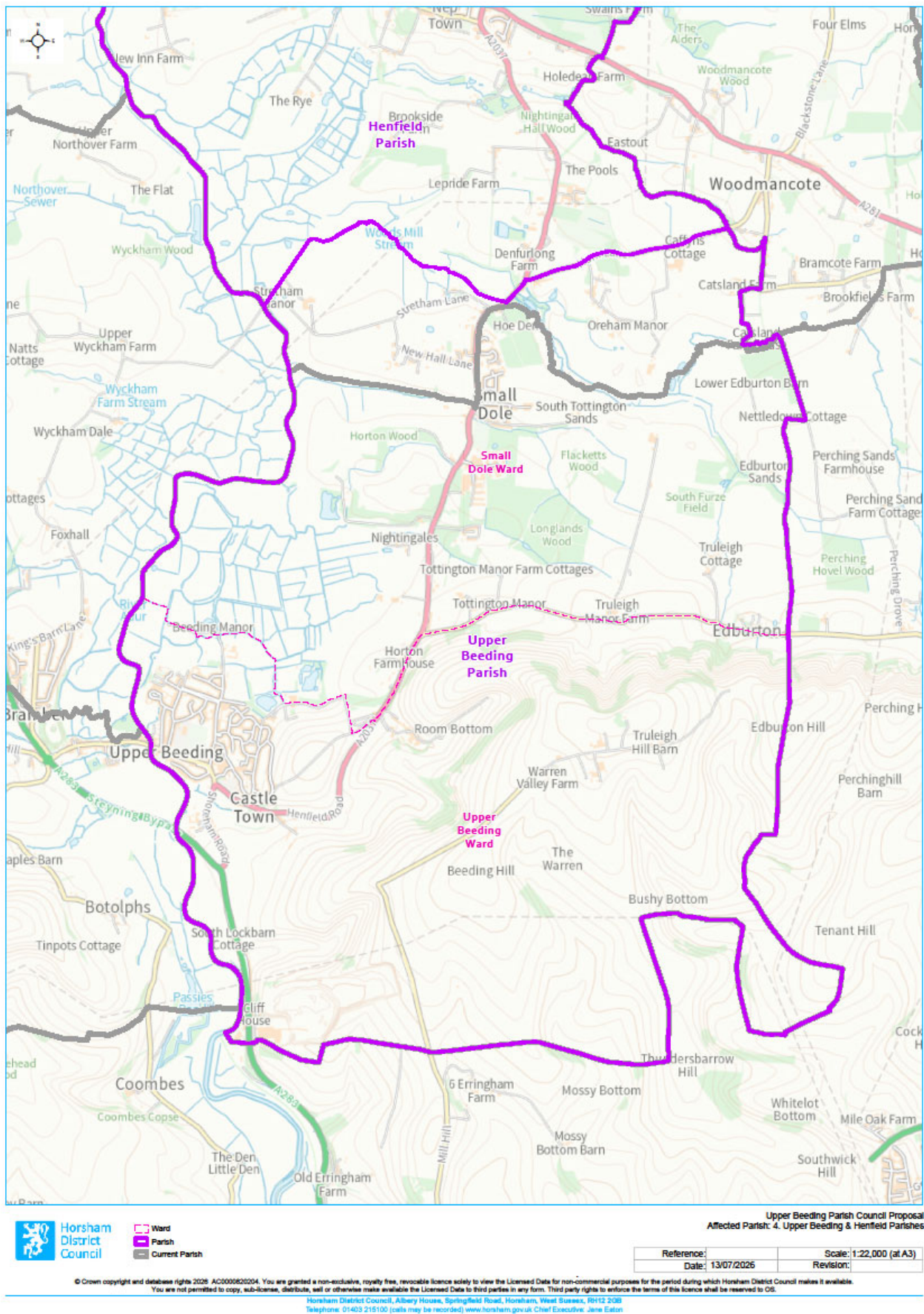
Draft Recommendations:

- Extend the boundary of Upper Beeding Parish Council north to the existing District and County boundary so that the whole of Small Dole is within Upper Beeding parish – see maps 4 and 5.
- Reduce the number of Councillors for Upper Beeding Parish Council to 13; three Members in Small Dole ward and ten Members in Upper Beeding ward.
- Amend the name of the parish and parish council to “Upper Beeding and Small Dole”

- There will no longer be any wards for Henfield Parish Council, and no change to Councillor numbers



Map 4



Map 5

Horsham Town Council, North Horsham Parish Council, Rusper Parish Council and Colgate Parish Council

The consultation evidence provides support for merging Horsham Town Council and North Horsham Parish Council into a single enlarged Horsham Town Council. In Horsham, 21 of 39 online respondents considered that the current parish boundary did not reflect community identity and interests, and 17 of those favoured merger with one or more adjoining parishes. In North Horsham, opinion on the boundary question was more evenly divided, but eight respondents who considered the boundary inappropriate supported merger. The free-text responses from both Horsham and North Horsham repeatedly describe the two areas as one town, argue that North Horsham residents use Horsham town facilities, and identify the benefits of simplicity, clarity, a single voice, reduced duplication, stronger representation and a more coherent approach to town-wide services and funding.

The submissions from councillors and councils reinforce this conclusion. Cllr Jon Olson argued that the previous review inherited boundaries and could not consider the wider question of what is meant by Horsham Town; he identified overlapping identities, school communities, town-wide assets such as Warnham Nature Reserve and Rookwood Golf Course, and the fact that many of those in North Horsham simply identify as Horsham residents. Cllr Ruth Fletcher stated that the town operates as a whole for shops, employment, health, roads, schools and leisure, and that a single council would give North Horsham residents a say over town services they use while creating potential efficiencies in overheads such as premises and clerking. Horsham Town Council itself supported exploring a unified parish council to provide clearer representation, improved coordination, efficiencies and stronger place leadership.

The group submission from elected representatives provides the most developed case for merger. It recommends a single Town Council representing the urban

residents and businesses of Horsham, with boundary changes to secure the urban character of the new authority while enhancing the rural character of neighbouring parishes. Its stated reasons are cost-effective delivery of improved services, strong leadership and representation after Local Government Reorganisation, a common sense of civic pride, potential to reduce councillor numbers and contain costs, the fact that volunteering groups serve both the town and North Horsham, more sustainable funding, and a single Neighbourhood Plan for urban Horsham. The submission also argues that a merged council could have approximately £1 million annual income, reduce duplicated staffing and operating costs, use Millennium Hall as Town Council offices, and address North Horsham Parish Council reserves, vacancies and uneven councillor-elect ratios.

The evidence also supports including the whole of the Mowbray development within the enlarged Horsham Town Council area. Mowbray is repeatedly described as a single planned community which is currently split between North Horsham and Rusper. Cllr Hannah Butler stated that Mowbray is a major strategic site of around 2,700 homes and a business park, that it is physically and functionally connected to Horsham rather than to rural Rusper, and that splitting it between two parish areas produces fragmented representation, inconsistent planning consultation responses and no clear community identity. North Horsham Parish Council similarly stated that the vast majority of the emerging Mowbray community already falls within North Horsham, but an area including Bohunt School falls within Rusper, and asked for the boundary to be reviewed so that all areas of the Mowbray development fall within North Horsham. The group of councillors submission's appendix states that the whole Mowbray development should be within the Town Council area because it will have 2,700 homes and a business park of urban character.

The group submission states that the parish boundary currently running along Rusper Road should instead become Northlands Road, formerly Old Holbrook Lane,

with only one additional residential/commercial property, Hill Top Farm, moving from Rusper to Horsham Town.

The recommendation to draw new wards, remove smaller single-member wards and aim for a more uniform pattern of three-member wards where possible is supported by several strands of evidence. Cllr Olson identified the creation of small single-member wards, particularly Kingslea and Millpond, as a consequence of the previous review's need to respect County divisions, and stated that such smaller wards should be combined where possible. Cllr Fletcher similarly said that small single-councillor wards are too small to have meaningful geographic identity in a built-up town area, that larger multi-councillor wards would provide cover and improve equality of representation, and that combinations such as Kingslea, Comptons and Roffey South, and Millpond with Horsham Park, should be considered. Online responses also called for fewer wards, larger wards, rationalisation of Holbrook and Roffey wards, removal of Comptons because of persistent vacancies, and creation of three equal representatives per ward including a new Mowbray ward.

The proposal for Mowbray to form its own ward north of the A264 is supported by its distinct scale, location and development profile. Respondents referred to Mowbray as a single planned community, an emerging community with shops, business units, surgery, school and many more homes, and an area that should be renamed Mowbray or become Mowbray ward. Although some comments described Mowbray as potentially distinct from the rest of Horsham because it lies north of the bypass, the stronger evidence is that it should not be divided between North Horsham and Rusper and should be governed within the enlarged Horsham Town Council area as a distinct ward north of the A264. This preserves coherent town governance while recognising Mowbray's emerging identity.

The suggested figure of around 25 members for the enlarged Horsham Town Council is also supported by the consultation material. Several responses

considered that simply aggregating the current 18 Horsham Town councillors and 19 North Horsham councillors would create an unwieldy council with too many councillors. Cllr Olson stated that adding areas to Horsham Town should not mean simply aggregating councillor numbers, and that the resulting number should remain appropriate for a larger population. Cllr Fletcher stated that other large town councils tend to have about 25 councillors, which she considered a reasonable target to provide representation while keeping the combined council manageable. The group submission also identified potential reductions in the number of councillors, noting North Horsham Parish Council's lower average electors per councillor, councillor vacancies, limited contested elections and scope to reduce the North Horsham element from 19 councillors while still providing effective representation.

An alternative option, for which there is some support in the consultation responses, would be to retain Horsham Town Council and North Horsham Parish Council as two separate parish authorities, but to make targeted boundary changes so that each council area better reflects local geography and community identity. Under this option, the existing Kingslea ward of Horsham Town Council would be removed from Horsham Town Council and added to the Comptons ward of North Horsham Parish Council, forming a new ward within North Horsham. This reflects comments specifically calling for Kingslea to be moved into North Horsham, on the basis that the railway and Harwood Road would provide a clearer and more readily understood boundary than the present boundary line. It is also broadly consistent with North Horsham Parish Council's request that the review consider extending its southern boundary to include the area east of Foundry Lane up to Harwood Road, where the Council considers there is existing confusion about which parish the area falls within.

This same option would still address the Mowbray anomaly in the same way as the combined parish plan, by transferring the parts of the development currently within Rusper Parish Council so that the whole of Mowbray sits within North Horsham Parish Council. This would avoid splitting a single planned community between two

parish authorities, while preserving Horsham Town Council and North Horsham Parish Council as separate councils. It is therefore suggested that both options for community governance in Horsham are consulted upon.

The Kilnwood Vale evidence supports creating a new unwarded Kilnwood Vale Neighbourhood Council with 12 councillors. All three Colgate online respondents considered that the current parish boundary did not reflect community identity and interests, and all three supported creating a new parish with different boundaries. Colgate Parish Council stated that Kilnwood Vale should become its own Neighbourhood Council, with Colgate and Faygate remaining as a distinct parish, and that if Kilnwood Vale did not become its own council it should at least remain within one distinct parish and not be split between parishes. The free-text comments identify Kilnwood Vale as a large and growing neighbourhood with many more residents than Colgate and Faygate combined, a clearly separate community with different needs, stronger bus links than the villages, and a single management company operating across the whole development. Cllr Hannah Butler's submission adds that Kilnwood Vale is a strategic development of approximately 2,500 to 2,650 dwellings, currently split between Colgate and Rusper, and that residents pay mandatory management charges for communal assets while also paying a parish precept, creating a fairness issue. A separate unwarded neighbourhood council would therefore align governance with the planned community.

The suggestion to include Mowbray with Rusper Parish Council is not supported. Although a small number of comments suggested that Mowbray might become part of Rusper, or that land north of the A264 should be incorporated into Rusper, the majority of the development area already lies within the existing North Horsham Parish Council area and the evidence repeatedly describes Mowbray as urban, planned, physically and functionally connected to Horsham, and likely to use Horsham-facing infrastructure. Rusper had no online responses as the primary parish, and the evidence for Rusper is therefore much weaker than the evidence

from North Horsham, Horsham, the group submission and Cllr Butler. On balance, Mowbray is more likely to be associated with urban Horsham than rural Rusper.

Denne

The inclusion of Denne Hill and Tower Park within Horsham would align with the statutory considerations of community identity. The areas are physically and functionally closely related to Horsham: Denne Hill is experienced by some residents as part of the wider Horsham landscape, linked by routes through Chesworth Farm and visible from the eastern side of the town, while Tower Park lies immediately adjacent to Horsham along the same ridge and has a closer relationship with the town than with the built-up community of Southwater. The existing boundary, following the railway line and River Arun, does not appear to reflect how residents use and identify with the area; those features run through the wider Horsham setting rather than forming a clear separation from it.

There is also a case for treating the Denne Hill and Tower Park areas which are currently within Southwater Parish Council area as part of Horsham, whether the town area is merged into one single parish council or if it stays as two separate councils. The existing community of 181 properties already functions in a way that is strongly oriented towards Horsham rather than Southwater. Residents rely on Horsham for retail, commercial services, leisure facilities, secondary education and transport connections, creating a daily pattern of life that aligns much more closely with Horsham's urban centre. This functional dependency is a recognised indicator of "community of interest" in community governance reviews. On this basis, a more practical and recognisable boundary between Horsham and Southwater may be the A24 dual carriageway to a point where it joins the B237 Worthing Road, then running north to a point then running east along the southern side of the approach to Denne Park House, before turning south and then east again, rather than the present parish boundary. It is therefore suggested that the inclusion of this area within whatever form Horsham town eventually takes is tested with the electorate.

N.B. following discussion at the [Governance Committee meeting on 22 July](#), particularly in relation to community identity, this proposal has been removed from the draft recommendations.

Some comments argued that Kingslea should move to North Horsham because the railway and Harwood Road would provide a stronger boundary and because of links with the former Novartis site. However, if Horsham Town Council and North Horsham Parish Council are merged, the issue of whether Kingslea sits in one council or the other falls away. The more relevant point becomes how Kingslea should be placed within the new warding pattern for the enlarged Town Council, and the evidence supports considering it alongside nearby areas such as Comptons and Roffey South.

The suggestion to merge Broadbridge Heath Parish Council with the enlarged Horsham Town Council is not supported by sufficient evidence. A few Horsham and North Horsham comments suggested that Broadbridge Heath, and sometimes Southwater, might also be included in a wider Horsham council because residents use Horsham facilities. However, the evidence is limited and not developed further in the responses. Broadbridge Heath is an established parish with its own identity and parish council, and the A24 provides a clear and substantial physical boundary between Broadbridge Heath and Horsham. There is also likely to be significant resistance from Broadbridge Heath Parish Council, particularly given its separate submission focused on boundary alignment with Slinfold rather than merger into Horsham. The evidence therefore supports limiting the Horsham recommendation to Horsham Town, North Horsham and Mowbray.

Draft Recommendations:

- Consult on two options:
 - Option 1: merge Horsham Town Council with North Horsham Parish Council, with warding as below, noting that Mowbray has accounted for 5 year projected electorate – see map 5:

Parish Ward	Polling District(s)	July 2026 Electorate	Proposed seats	Elector ratio (number of electors per Councillor)
Denne	HRNO (Denne)	1683	4	1868.25
	HRNN (Blackbridge)	2976		
	HRQN (Highwood)	1295		
	HHXG (Collyers)	815		
	HHNP (Horsham Park)	704		
Forest	HEVD (Station Road)	25	5	1650
	HERA (Forest)	1768		
	HRRB (Chesworth)	1283		
	HRJB (Millais)	340		
	HRPI (Oakhill)	1967		
	HHPH (New Street)	2151		
	HHJA (Pollards)	716		
Holbrook	HKXA (North Heath Copse)	1759	5	1725
	HKXB (Holbrook West)	1506		
	HKXC (Millpond)	883		
	HKXD (Motte & Bailey)	2292		
	HKXE (Holbrook East)	2185		
Mowbray	HKQH (North Horsham Rural)	521 (forecasted 5407)	3	173.67 (forecasted 1768)

Roffey	HENT (Roffey North)	2567	5	1956
	HENU (Littlehaven)	2305		
	HEVB (Comptons)	1255		
	HEVC (Foundry)	931		
	HLVA (Roffey South)	2722		
Trafalgar	HHPV (Trafalgar)	2630	3	1596
	HHPW (Greenway)	2158		

- Option 2: keep the two separate councils, but add the Kingslea ward of Horsham TC to the Comptons and Roffey South wards of North Horsham PC to form an enlarged ward, with warding as below – see map 6:

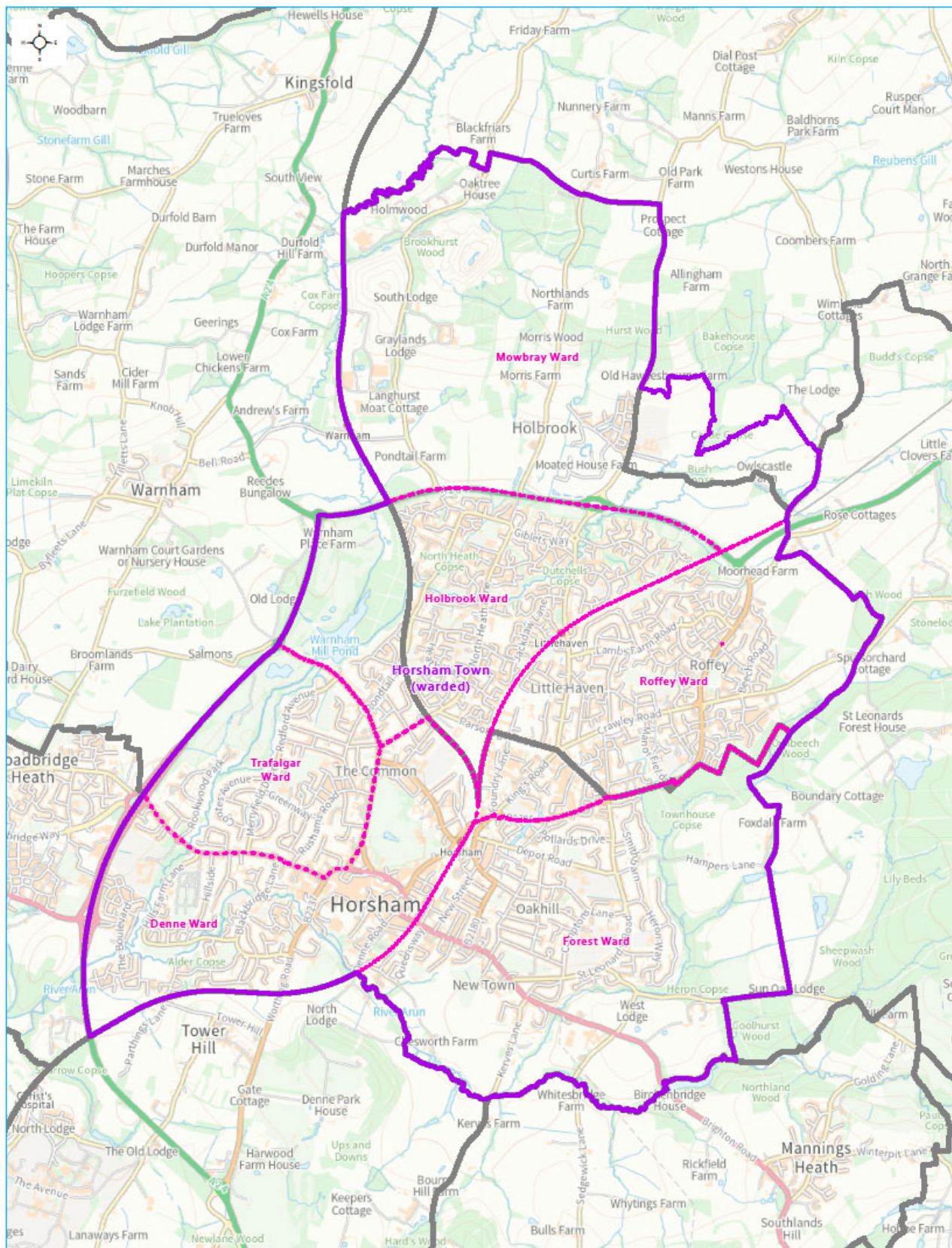
Parish Ward	Polling District(s)	July 2026 Electorate	Proposed seats	Elector ratio (number of electors per Councillor)
Holbrook East	HKXD (Motte & Bailey)	2292	4	1119.25
	HKXE (Holbrook East)	2185		
Holbrook West	HKXA (North Heath Copse)	1759	3	1088.33
	HKXB (Holbrook West)	1506		
Roffey North	HENT (Roffey North)	2567	4	1218
	HENU (Littlehaven)	2305		
Roffey South	HEVC (Foundry)	931	4	1227
	HEVB (Comptons)	1255		
	HLVA (Roffey South)	2722		

Mowbray	HKQH (North Horsham Rural)	521 (forecasted 5407)	4	130.25 (forecasted 1768)
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- Include the whole of the Mowbray development area within either the newly enlarged “Horsham” Town Council, or within North Horsham Parish Council (whichever is the preferred option) – see maps 5 and 6.

N.B. Map 7 shows Rusper Parish Council with amendment to Mowbray

- Whole of Kilnwood Vale development to form a new “Kilnwood Vale Neighbourhood Council”, which is to be unwarded, with 12 councillors – see map 8
- Colgate Parish Council to be renamed “Colgate and Faygate” Parish Council, with Kilnwood Vale excluded – see map 9

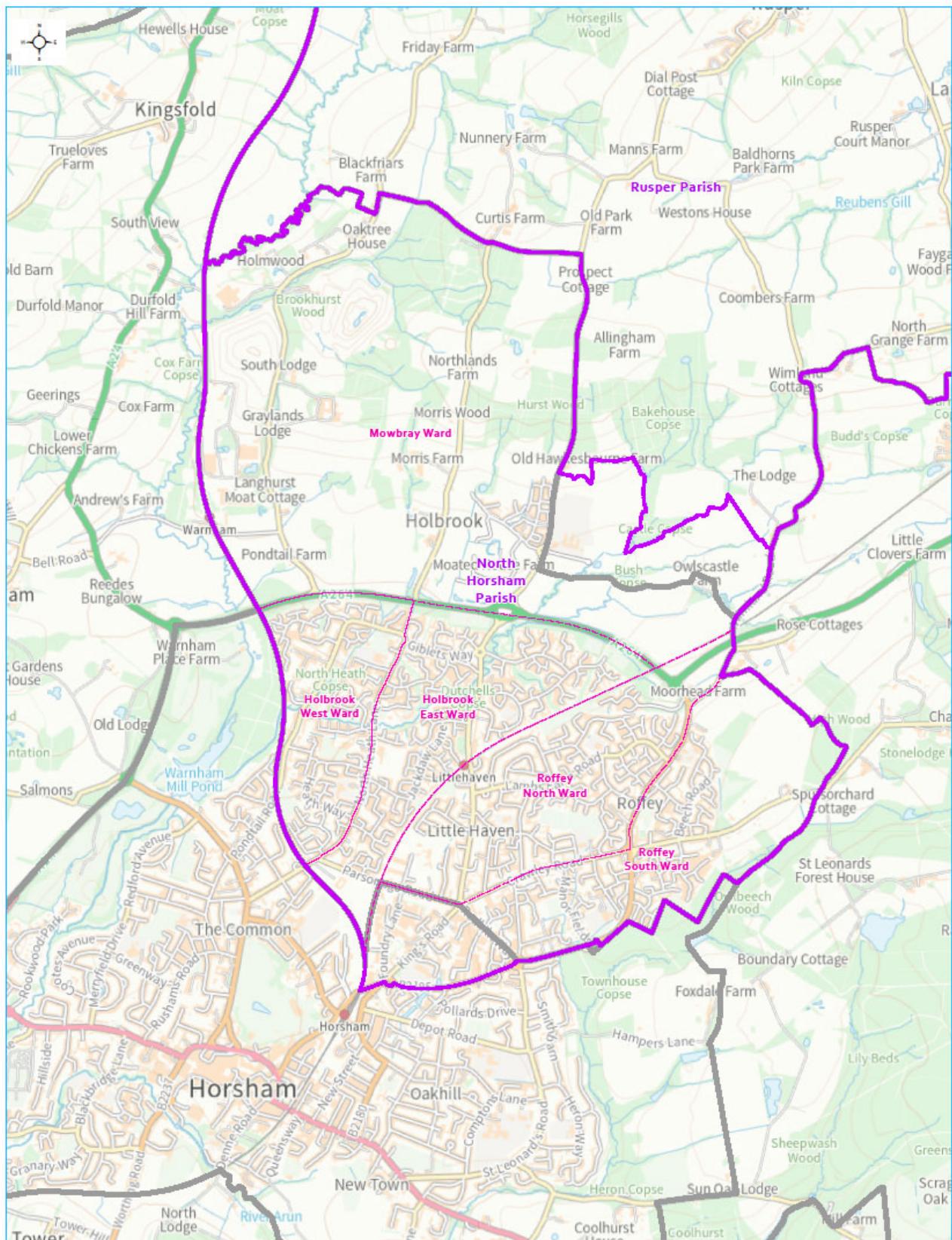


Horsham Town Council – combined proposal
Affected Parish: 1. Horsham Town (warded)

Reference:	Scale: 1:24,000 (at A3)
Date: 03/07/2026	Revision:

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Horsham
District
Council

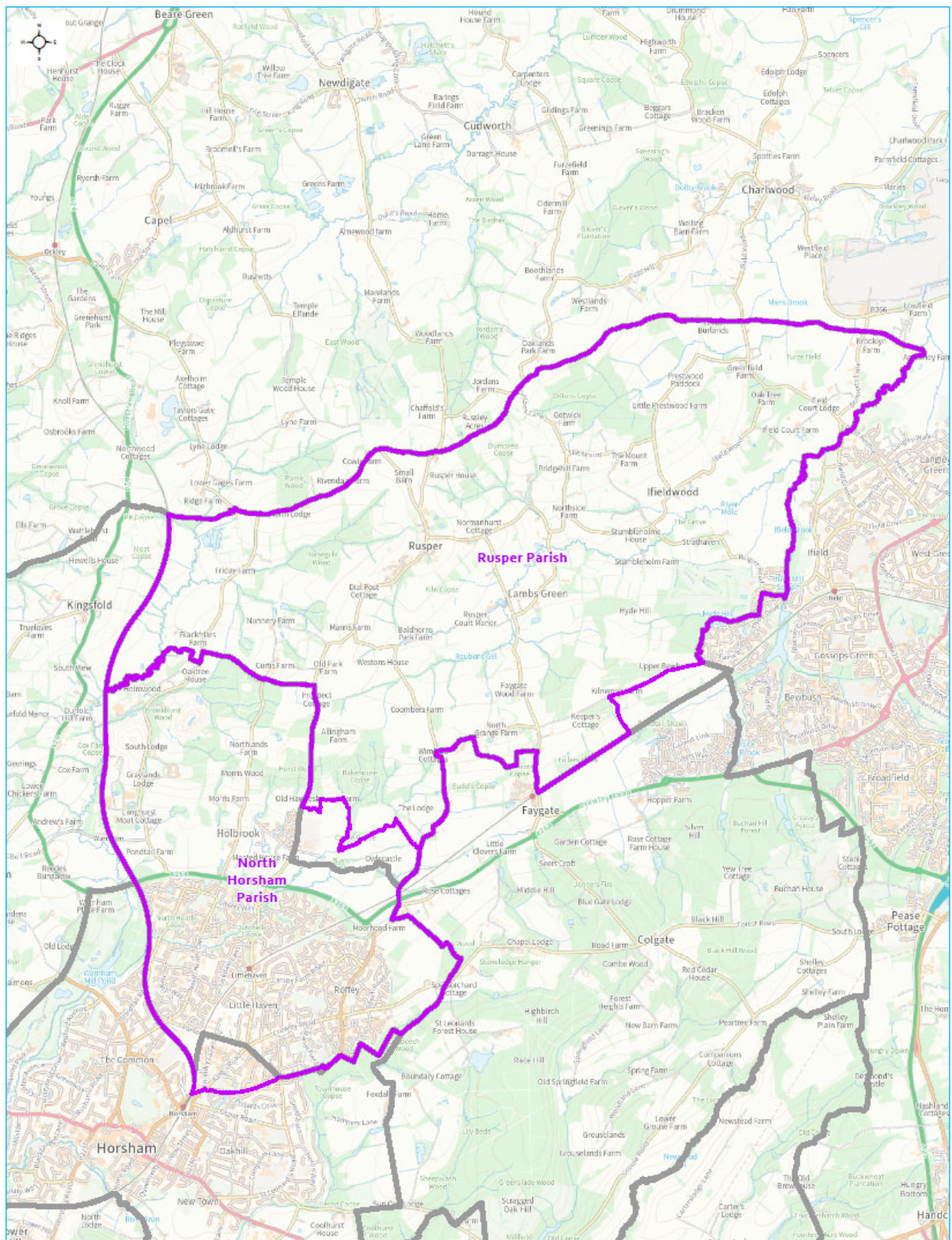
Ward
Parish
Current Parish

North Horsham Parish Council Proposal
Affected Parishes: 2. North Horsham Parish & Ruspur Parish

Reference:	Scale: 1:20,000 (at A3)
Date: 13/07/2026	Revision:

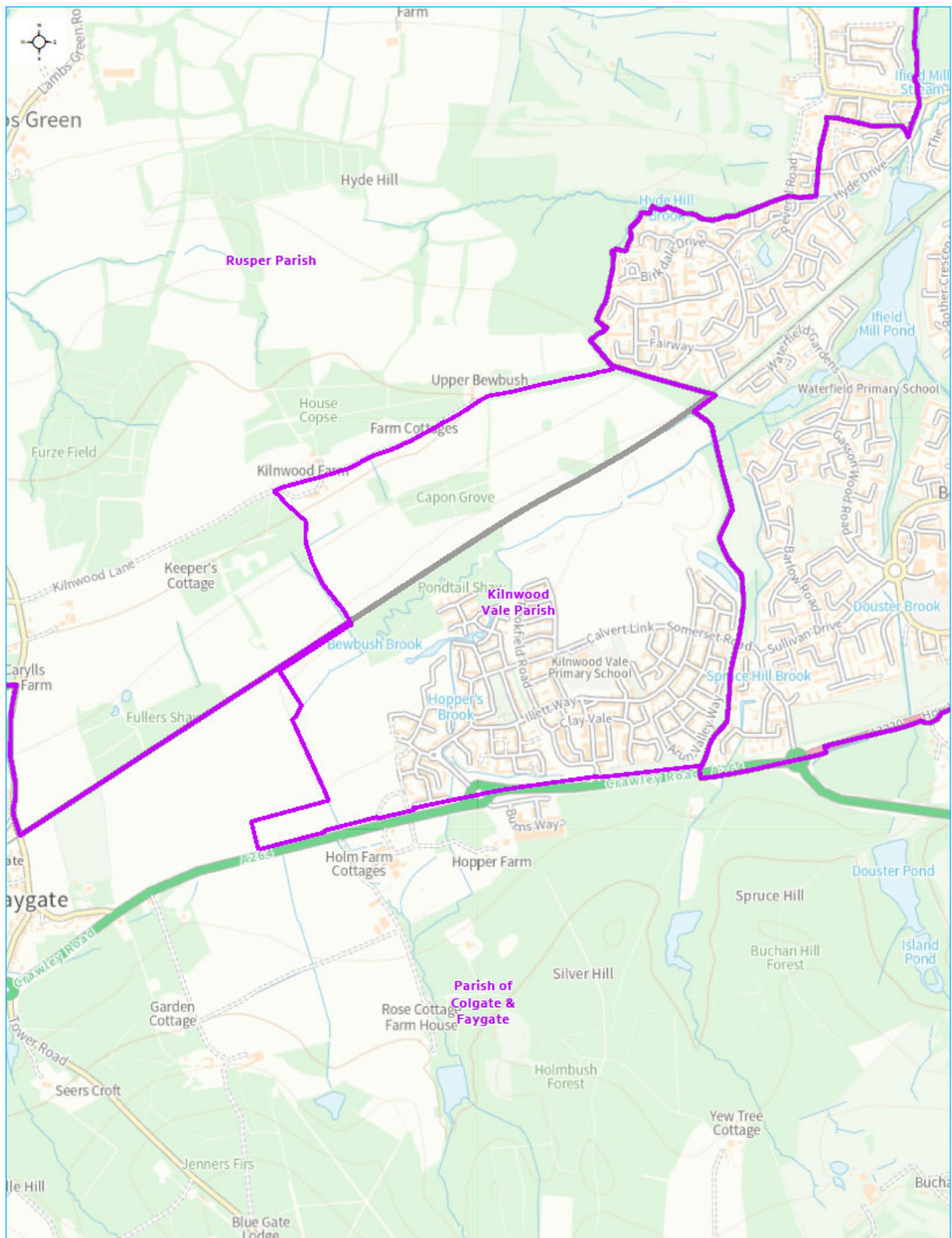
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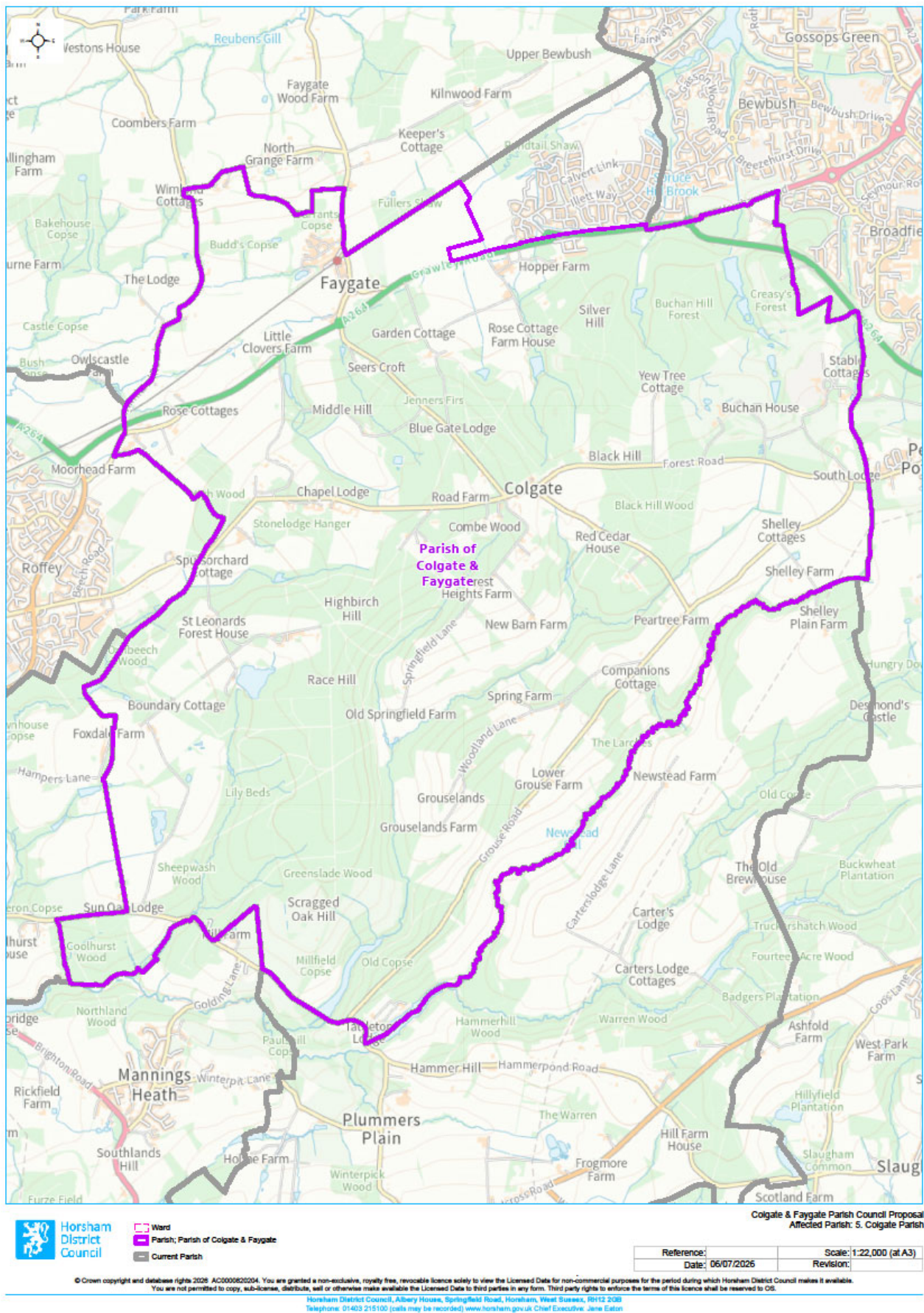
Ward
Parish
Current Parish

Kilnwood Vale Neighbourhood Council Proposal
Affected Parishes: Kilnwood Vale, Rusper and Colgate Parishes

Reference:	Scale: 1:10,000 (at A3)
Date: 10/07/2026	Revision:

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Map 9

Nuthurst Parish Council, Lower Beeding Parish Council and Cowfold Parish Council

The consultation evidence supports a limited eastern extension of Nuthurst Parish to include the whole of the area known as Monks Gate, whilst keeping the land affected to the immediate Monks Gate area. Seven of the thirteen Nuthurst online respondents considered that the current parish boundary did not reflect community identity and interests, and three of those favoured altering the existing boundary. The most specific and developed boundary evidence relates to Monks Gate, where the current line divides the hamlet between Nuthurst and Lower Beeding. The free-text response stating that Monks Gate is considered part of Nuthurst but is split between Nuthurst and Lower Beeding directly supports the recommendation, because it identifies resident confusion and a sense of not belonging to the same parish as neighbouring properties.

Nuthurst Parish Council's submission provides the principal rationale for the Monks Gate boundary change. The Council states that, during its review of boundaries at the Annual Parish Council Meeting on 20 May 2026, it noted public engagement concerning the eastern side of the parish and identified a group of dwellings whose residents consider themselves to be part of Nuthurst Parish. The submission notes that those residents receive the monthly Parish Link magazine and that the parish gateway signage marking the start of Monks Gate on the A281 is located before those dwellings.

The practical governance evidence also supports the change. Nuthurst Parish Council explains that the divided boundary caused difficulty during discussions with Highways about installing a Speed Indication Device, because the location falls outside its boundary and Nuthurst had to seek permission from Lower Beeding Parish Council for installation and ongoing maintenance. Cllr Jay Mercer's submission reinforces this point, stating that properties physically within Monks Gate

but currently in Lower Beeding should transfer to Nuthurst; that it no longer makes sense for a small hamlet on the A281 to be split in this way; and that the split could complicate parish responses to future planning applications. This supports the conclusion that a limited rationalisation would promote Monks Gate's community identity, simplify administration and contribute to residents' wellbeing.

The evidence does not support a wider boundary transfer beyond the immediate Monks Gate area. One comment suggested that the A281 separates the parish and that it might be better to relate to areas such as Lower Beeding or possibly Colgate, but this was not developed into a clear boundary proposal. Lower Beeding responses generally supported the current boundary, with six respondents answering that it reflected community identity and interests, and Lower Beeding Parish Council sought clarification on Monks Gate rather than submitting a developed objection or wider counterproposal. Cowfold had no online responses and no parish council submission. The appropriate response is therefore a precise amendment addressing the Monks Gate anomaly only, rather than a broader reconfiguration of Nuthurst, Lower Beeding or Cowfold boundaries.

The consultation material also provides some support for considering whether Nuthurst should be divided into two wards on a north/south basis. Although the numerical response was mixed, with six Nuthurst respondents opposing warding, four supporting it and three unsure, the free-text warding comments identify a consistent representational issue: the parish covers a large area, Mannings Heath is the only substantial village where the majority of the population resides, and the smaller rural hamlets may need clearer representation so that their views are not overlooked. Suggestions included "north and south wards", "north and south of the A281", separate representation for Mannings Heath and the rural areas/hamlets, and councillors representing individual villages or groups of rural hamlets.

On that evidence, a north/south warding option should be considered. A boundary running from just south of Monks Gate to the point where the western boundary

narrows and the road runs east/west before turning north to Home Farm would respond to the broad concerns raised about the relationship between Mannings Heath, Nuthurst and the rural hamlets, while avoiding overly complex village-by-village warding. However, because a plurality of Nuthurst respondents did not support warding, the evidence supports further consideration of this option during Stage 2 of the consultation.

Several comments about Nuthurst Parish Council's internal functions are outside the scope of the Community Governance Review. These comments included criticisms of parish council costs, clerk's salary and pension, reserves, attendance, the number of meetings, precept levels, councillor conduct, responses to residents, and objections to particular projects such as Speed Indication Devices on the A281. While such comments indicate dissatisfaction among some respondents, a CGR is concerned with parish boundaries, grouping, warding, names and councillor numbers, not the day-to-day performance, financial management or conduct of an existing parish council. Those matters are, therefore, treated as background representations only and not as a basis for CGR recommendations.

The name-change suggestions are also not recommended as an outcome at this stage. Four Nuthurst respondents considered the parish name inappropriate, five considered it appropriate and four were unsure. Suggestions included "Mannings Hurst", "Nutheath", "Mannings Heath and 5 Hamlets", and "Nuthurst, Mannings Heath & Copsale", with some comments reflecting the fact that Mannings Heath is the larger settlement or that the parish council is perceived to concentrate on Mannings Heath. However, the evidence is not strong or consistent enough to support a clear naming recommendation. In any event, the principal council can change the name of a parish at any time without conducting a CGR under section 75 of the Local Government Act 1972. A name change could still be considered within the CGR, particularly if warding is not taken forward and the Council wishes to

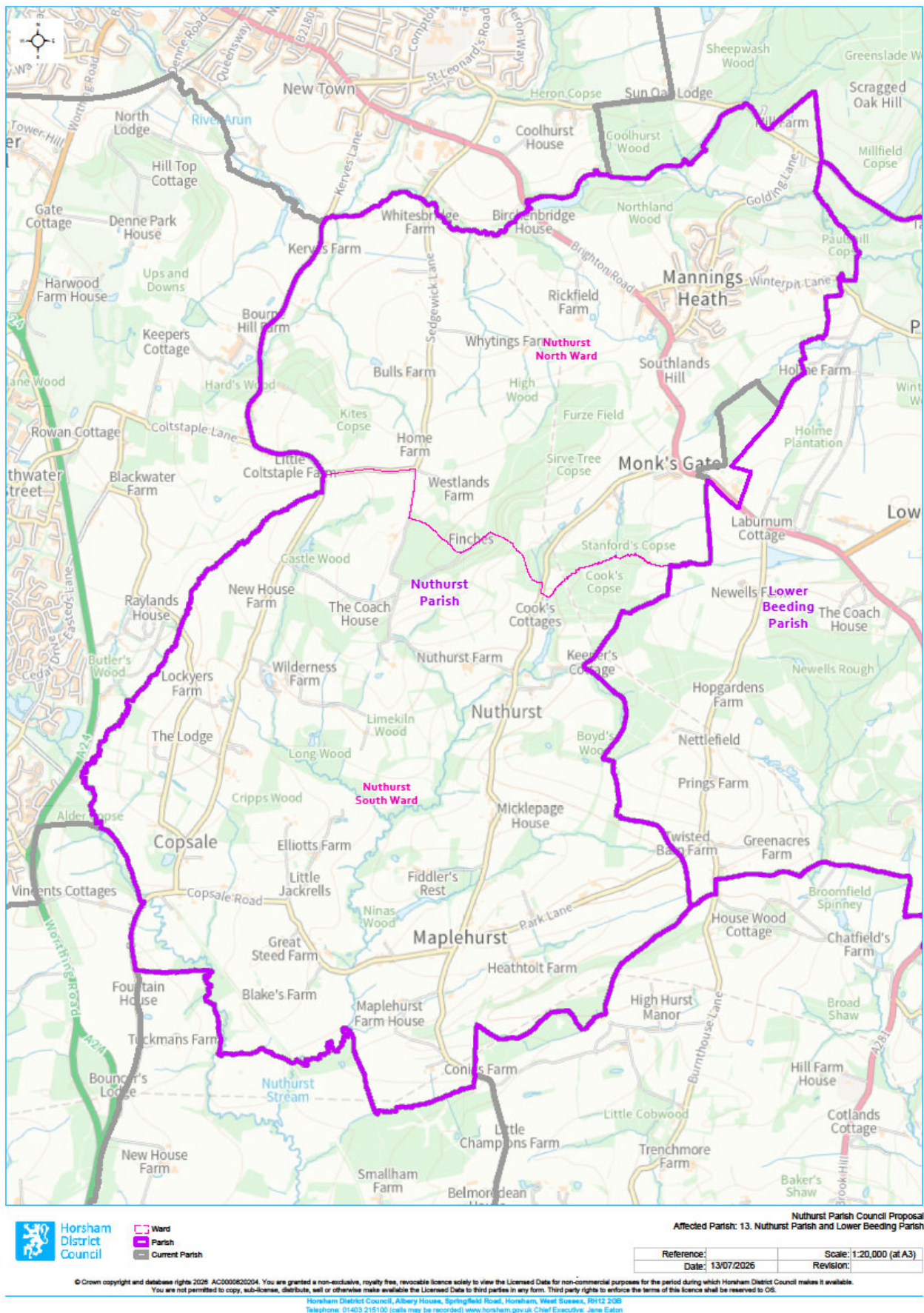
address identity concerns in another way, but it should not displace the more evidence-based Monks Gate boundary recommendation.

The grouping or merger suggestions are not supported by the selected evidence. In Nuthurst, eight respondents opposed grouping, one supported it and four were unsure; the only free-text grouping response named Lower Beeding. In Lower Beeding, four opposed grouping, one supported it and four were unsure, with one comment stating that a merger with Nuthurst and Mannings Heath would give the new parish more clout. These isolated comments do not amount to a developed proposal, and there is no supporting parish council submission for a merger or grouped council. Lower Beeding Parish Council sought clarification about Monks Gate only. The evidence therefore supports a targeted boundary amendment only.

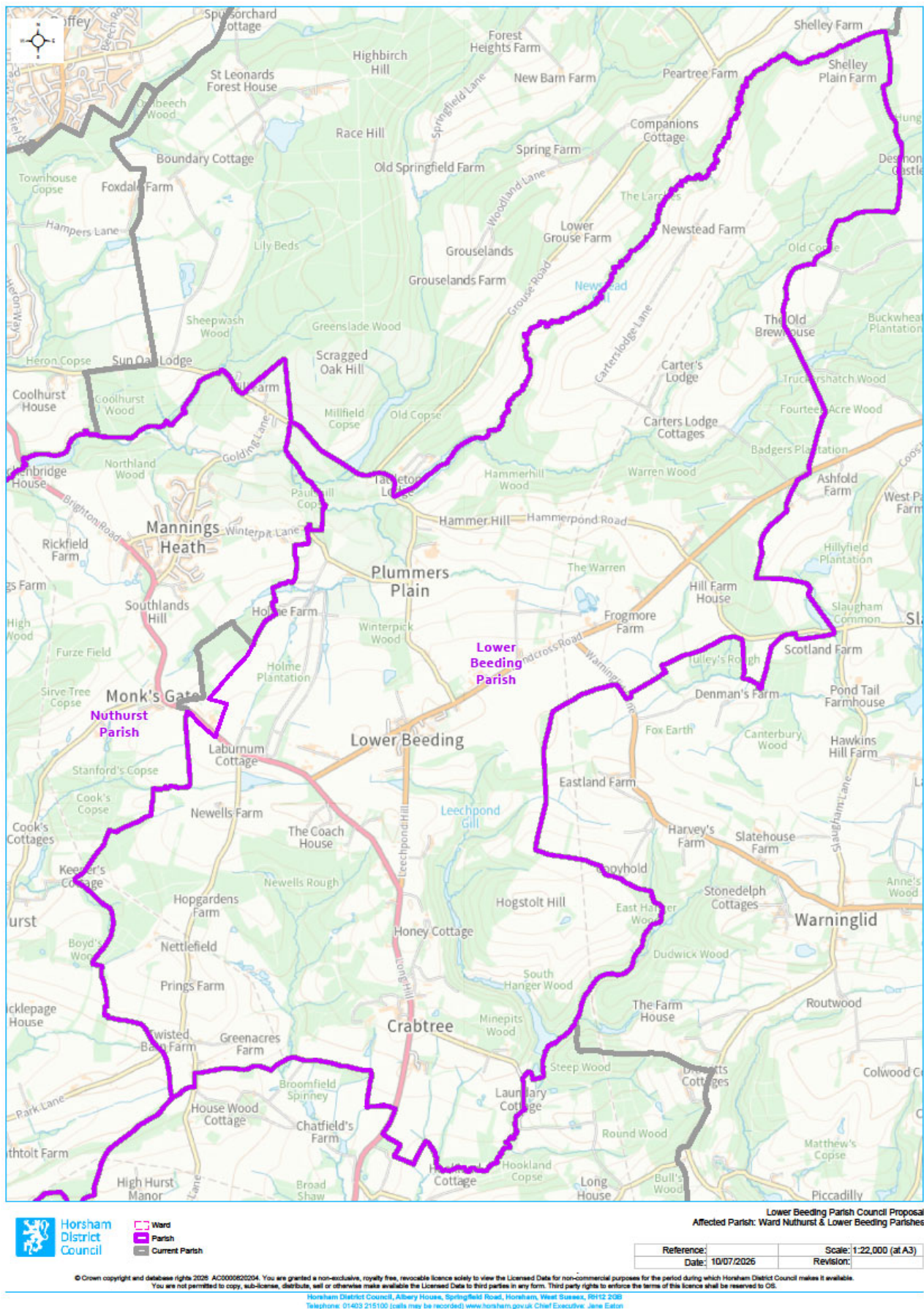
The Cowfold boundary query should also be treated separately from the CGR recommendations. There were no online responses citing Cowfold, no Cowfold Parish Council submission, and the recorded issue concerns a member of the public's query about the parish boundary near their property following a correction two years ago which allocated them to Cowfold rather than Lower Beeding. Evidence indicates that, for many years, the property had been shown on the Register of Electors and paying the parish precept for Lower Beeding even though it is physically in Cowfold. This is an electoral register correction issue relating to one property, not evidence of a wider community governance problem requiring a CGR boundary recommendation. It would not be appropriate to move this boundary around the property, as the parish boundary also aligns with the district ward and county division boundaries. Prior to the last boundary review, it was also the boundary between two parliamentary constituencies. Historic maps have been located which demonstrate the location of this boundary has been in this location for a significant period of time, and the property was incorrectly represented in the Register of Electors and for precept purposes.

Draft Recommendations:

- Extend the boundary of Nuthurst Parish Council east to include the whole of the area known as Monks Gate (but limit the extent of land affected to immediate area) – see maps 10 and 11.
- Consider dividing Nuthurst Parish Council into two wards on a north / south divide, with the boundary running from just south of Monks Gate to the point where the western boundary narrows and the road runs east / west before turning north to Home Farm – see map 10. The proposed Councillor numbers are 7 for the North ward, and 4 in the South ward



Map 60



Map 71

Parham Parish Council, Amberley Parish Council and Coldwaltham Parish Council

The consultation evidence supports taking forward a merger of Parham and Amberley rather than the wider amalgamation originally suggested by Parham in their submission. The only online response for Parham came from the Parish Clerk and suggested merging with Amberley, Coldwaltham, Houghton and Bury parishes as a single parish council, because they are rural or semi-rural parishes with similar needs, while also indicating that the current number of councillors for their existing parish was about right and that the parish should not be divided into wards. However, Bury and Houghton are outside the Horsham District Council area and cannot be considered within this Community Governance Review, so the practical question is whether there is sufficient evidence to support change involving Parham, Amberley and/or Coldwaltham.

The evidence points specifically towards Amberley as the appropriate merger partner for Parham. Cllr Paul Clarke reported that, having consulted the chairmen of Amberley and Coldwaltham, Coldwaltham's chairman would not support the proposal and saw nothing in common with Parham and Amberley, describing them as being on the other side of the river and indicating that Coldwaltham worked with Bury instead. By contrast, Amberley's position was different: its parish council was open to looking at amalgamation with Parham because the two parishes are contiguous and have much in common in terms of landscape, economy and geography. The Amberley Locum Clerk also confirmed that Amberley would be willing to discuss merging with Parham, while noting that it was difficult to comment fully without the details and expressing disappointment that Parham had not spoken to Amberley before making the proposal.

Amberley's online response data does not provide active support for a merger, as the respondents would have been unaware of the proposal. Both Amberley

respondents considered that the current parish boundary reflected community identity and interests, that the parish name was appropriate, that the current number of councillors was about right, and that the parish should not be divided into wards. Both also answered “no” to grouping under a common parish council. This means the online evidence should be treated cautiously; however, the later engagement reported by Cllr Clarke and the Amberley Locum Clerk identifies at least an appetite for dialogue between Amberley and Parham, whereas no such appetite exists for Coldwaltham. The evidence therefore supports a draft recommendation focused on Parham and Amberley, subject to further consultation, rather than imposing a wider merger.

Cllr Paul Marshall’s submission provides an important cautionary context. He stated that in his view the current parish structure across the Storrington Division broadly reflects community identity, interests and historic character, and urged caution before merging parishes or altering boundaries. He emphasised that population size and administrative efficiency should not be the primary drivers of change, and that rural communities often have unique histories, identities and priorities. He did, however, recognise that smaller parish councils can face challenges with recruitment, governance capacity, professional advice and increasing demands on parish clerks, and that collaboration or shared support may help strengthen local governance. The recommended Parham-Amberley merger is therefore best understood as a limited proposal where there is some local appetite for dialogue and a plausible shared landscape, economic and geographic basis, rather than as part of a general policy of merging small rural parishes.

The suggested name “Amberley and Parham” is appropriate because it preserves both existing parish identities. The consultation evidence does not contain a specific detail of a name for a two-parish merger, but both Parham and Amberley are established names, and the evidence from Cllr Marshall underlines the importance of

protecting rural parish identity rather than diluting it for administrative convenience. A combined name is therefore preferable to adopting one existing parish name alone.

There is no evidence to support warding the merged parish. The sole Parham online response said the existing parish should not be divided into wards, and both Amberley online responses said the existing parish of Amberley should not be divided into wards. Cllr Marshall likewise saw no compelling evidence for additional warding arrangements in the larger parishes within his division and cautioned against changes not supported by evidence. Given the rural character of the area, the small number of responses, and the absence of any proposal identifying distinct communities requiring separate ward representation within a merged Amberley and Parham parish, an unwarded parish is the most proportionate arrangement, especially given the low number of electors, less than 500, in each.

Although Amberley currently has nine councillors and Parham has six, the size of a combined parish council should not be reached by simply adding the two existing memberships together. The purpose of the merger would be to create one council for a single combined parish, not to preserve two separate councils within a larger structure. A total of fifteen councillors would be disproportionate for a small rural parish and would risk creating an unnecessarily large body relative to the scale of business likely to arise. Retaining nine councillors for the merged Amberley and Parham Parish Council gives sufficient capacity for representation across both communities, and supports resilience in attendance and workload, while still achieving the administrative simplification and efficiency that would justify the merger. If local consultation identifies particular concerns about representation, those can be addressed in the Final Recommendations produced after Stage 2 of the CGR consultation.

N.B. following discussion at the [Governance Committee meeting on 22 July](#), particularly in relation to community identity and the withdrawal of Parham Parish

Council's representation, this proposal has been removed from the draft recommendations.

Draft Recommendations:

- No change

Rudgwick Parish Council and Warnham Parish Council

The consultation evidence supports a limited boundary change extending Warnham westwards to include the majority of the area known as Rowhook. The key issue identified in the Rudgwick responses is that Rowhook is currently divided between Warnham and Rudgwick, even though respondents consider it to function as a single place with a stronger affinity to Warnham. Three of the seven Rudgwick respondents considered that the current parish boundary did not reflect community identity and interests, and all three of those respondents favoured altering the existing parish boundary rather than creating a new parish, merging parishes, or abolishing the parish.

The free-text responses provide the substantive rationale for the recommendation. One response states that Rowhook is partly in Warnham and partly in Rudgwick and that it would be better for Rowhook to be in one parish, namely Warnham. A further response describes the existing parish map as showing an anomaly at the extreme north-east border of Rudgwick, where the current boundary follows the Roman Road, Stane Street, from Rowhook, The Chequers, to Monks Farm, and suggests that a better boundary would run from The Chequers to Ridge Farm. A third response states that part of Rowhook sits in Rudgwick Parish despite Rowhook having much more affinity with Warnham Parish, and proposes moving the boundary from the old Roman Road north of Rowhook to follow Rowhook Road past Millfields Cottage and then continue along Horsham Road to a point east of Ridge Farm, so that Whites Copse and Honeywood House would move into Warnham Parish.

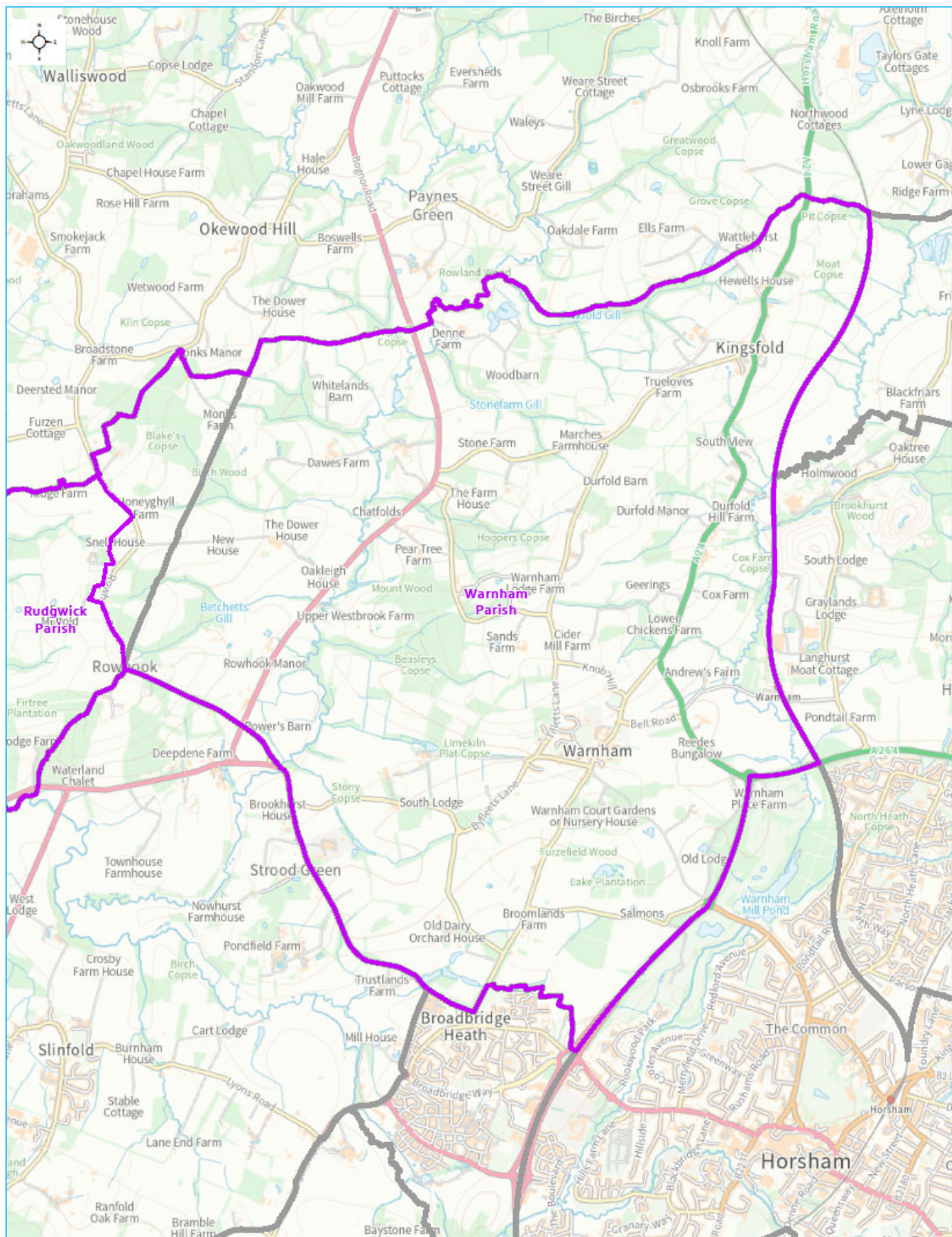
The Warnham response data neither supports nor undermines the proposal. All four Warnham online respondents considered that the current boundary reflects community identity and interests, supported the parish name, and considered the current number of councillors about right. Warnham Parish Council did not submit an email response and there were no Warnham free-text comments in the online survey. Warnham Parish Council, once aware of the proposal, confirmed that it

would be considered at the next meeting of the Council. Although three Warnham respondents supported grouping with neighbouring parishes, there is no developed proposal or supporting information for grouping in this section, and the Rudgwick evidence instead supports a boundary adjustment only. The absence of submissions from Warnham, together with the specific Rudgwick comments about Rowhook's affinity with Warnham, suggests the limited recommended change should be tested during Stage 2 of the consultation.

No other changes are supported by the selected evidence. Rudgwick respondents unanimously considered the parish name appropriate, all considered the number of councillors about right, all opposed warding, and six of seven opposed grouping under a common parish council. Warnham respondents likewise supported the parish name and councillor number, and there was no evidence calling for changes to Warnham's internal governance, councillor numbers or warding. The single grouping comment from Rudgwick was general in nature, referring only to uncertainty about the number of residents needed to make a parish, and does not amount to a specific governance proposal.

Draft Recommendations:

- Extend the boundary of Warnham Parish Council west to include the majority of the area known as Rowhook – see maps 12 and 13.
- The Councillor numbers for each parish to be kept the same

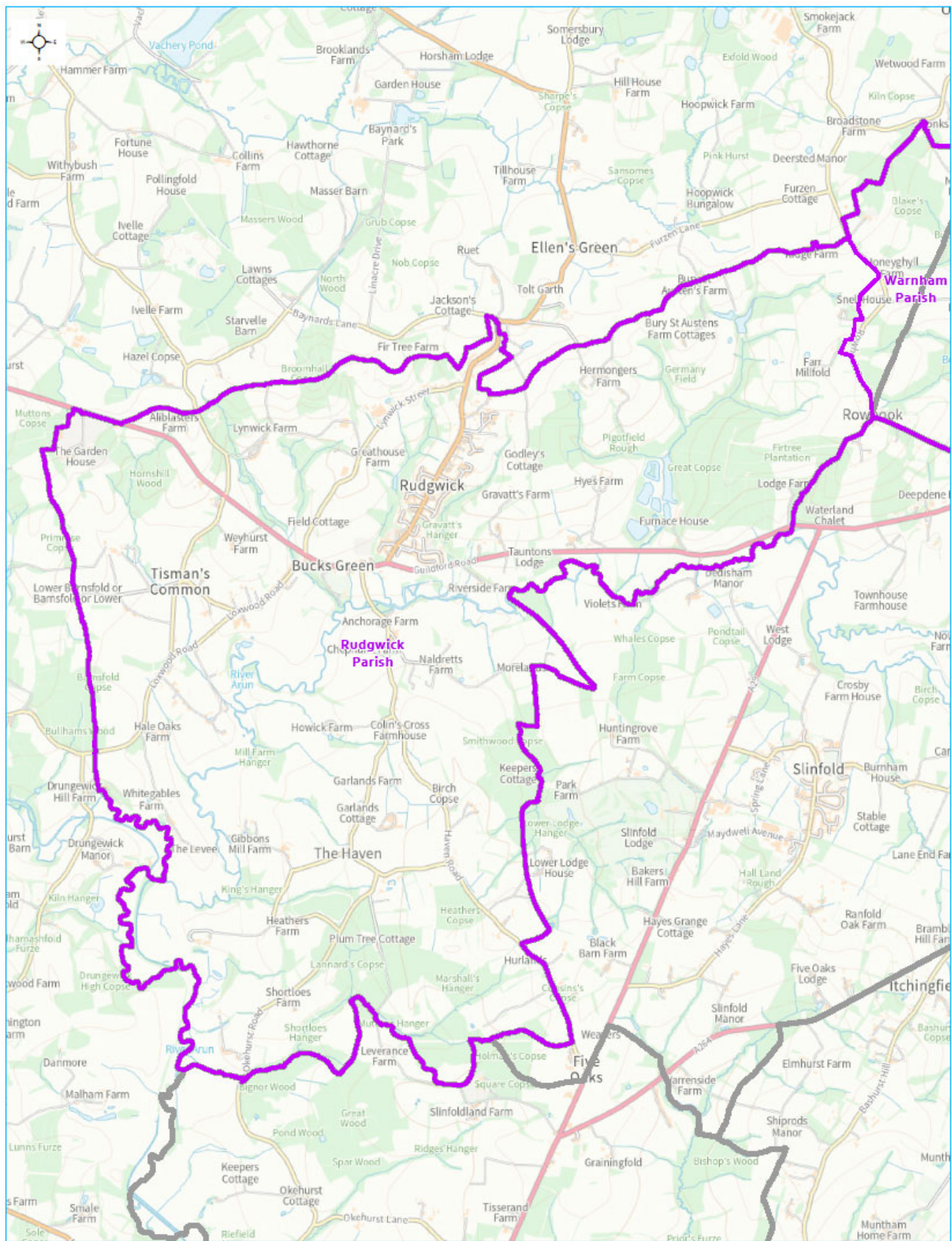


Wornham Parish Council Proposal
Affected Parish: 14. Rudgwick & Wornham Parishes

Reference:	Scale: 1:24,000 (at A3)
Date: 13/07/2026	Revision:

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Telephone: 01403 215100 (calls may be recorded) www.horsham.gov.uk Chief Executive: Jane Eaton



Ward
Parish
Current Parish

Rudgwick Parish Council Proposal
Affected Parish: 14. Rudgwick Parish and Warnham Parish

Reference:	Scale: 1:26,000 (at A3)
Date: 13/07/2026	Revision:

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Southwater Parish Council, Shipley Parish Council, Thakeham Parish Council and West Grinstead Parish Council

N.B. There are also comments relating to the northern part of Southwater Parish Council logged in the “Horsham Town” section of this report.

Southwater Parish Council’s submission expressly requests that the boundary be moved southwards to include areas in Shipley that are under development on the border of Southwater and which will utilise Southwater infrastructure, including the Rascals Farm and Woodfords areas. Several Southwater free-text responses make the same point, stating that new development at Campsfield, Rascals Farm, Woodfords, Shipley Road and land south of Centenary Road will feed off Southwater’s infrastructure, affect Southwater facilities, and be perceived by future residents as being part of Southwater rather than Shipley. Taken together, the consultation evidence supports extending the Southwater parish boundary southwards into the development areas currently within Shipley Parish but functionally related to Southwater. The evidence therefore supports aligning the parish boundary with the existing and emerging built-up edge of Southwater where new residents are most likely to look for services, facilities and share community identity.

The online response data is consistent with a targeted boundary change rather than wider restructuring. In Southwater, six respondents considered that the current boundary did not reflect community identity and interests, and all six of those respondents favoured altering the existing parish boundary. Although a majority of Southwater respondents considered the existing boundary acceptable, the detailed comments identify a specific southern-edge anomaly caused by development immediately adjoining the village. Shipley’s response data showed two respondents considering the boundary inappropriate, with both favouring alteration, and one Shipley free-text response acknowledged that development along the Southwater

boundary, including Mulberry Fields, Rascals Farm and Clover Fields, does not reflect the nature and character of Shipley and is better aligned with Southwater because residents use Southwater infrastructure and facilities.

Shipley Parish Council objects to transferring the recently approved Woodfords and Rascals Farm sites, arguing that boundaries should not be altered solely in response to new development, that incremental changes risk eroding the historic distinction between Southwater and Shipley, and that Shipley has been actively engaged in the planning process and understands the infrastructure, environmental and rural-character impacts. Those concerns are relevant, but the balance of the selected evidence supports a limited southern Southwater extension because the developments sit on the settlement edge of Southwater, are expected to rely on Southwater services, and would otherwise leave residents using Southwater facilities while being represented by a more rural parish with a different community focus. The recommendation is therefore not a general erosion of Shipley's identity, but a targeted adjustment to reflect the functional community created by development immediately adjoining Southwater.

Southwater Parish Council also raises a separate warding issue for Southwater itself. It states that, with continuing residential expansion, the current Southwater wards do not properly reflect the residential area and asks for consideration of a move to three wards. The suggested structure uses the Downslink and Southwater Street as practical internal boundaries: a South Ward south of the Downslink, a Central Ward between the Downslink and Southwater Street, and a North Ward from Southwater Street up to the Christ's Hospital/Tower Hill border. The Council also notes that further growth from Berkeley's development, land to the west, Horsham Golf and land to the east could make the Central Ward too large over the next five to ten years, in which case an east/west split along Pond Farm Ghyll woods may need to be considered. Detailed discussions took place with Southwater Parish Council, to produce proposed warding that accommodates future development. It should be

noted that should the proposal to include Denne Hill and Tower Hill in the enlarged Horsham Town Council, as detailed below, be approved, the proposed wards would need to be altered.

It has been suggested that the Denne Hill and Tower Park areas be included within the area of Horsham Town Council. The inclusion of these areas within Horsham would align with the statutory considerations of community identity. The areas are physically and functionally closely related to Horsham: Denne Hill is experienced by some residents as part of the wider Horsham landscape, linked by routes through Chesworth Farm and visible from the eastern side of the town, while Tower Park lies immediately adjacent to Horsham along the same ridge and has a closer relationship with the town than with the built-up community of Southwater. The existing boundary, following the railway line and River Arun, does not appear to reflect how residents use and identify with the area; those features run through the wider Horsham setting rather than forming a clear separation from it.

There is also a case for treating the Denne Hill and Tower Park areas which are currently within Southwater Parish Council area as part of Horsham, whether the town area is merged into one single parish council or if it stays as two separate councils. The existing community of 181 properties already functions in a way that is strongly oriented towards Horsham rather than Southwater. Residents rely on Horsham for retail, commercial services, leisure facilities, secondary education and transport connections, creating a daily pattern of life that aligns much more closely with Horsham's urban centre. This functional dependency is a recognised indicator of "community of interest" in community governance reviews. On this basis, a more practical and recognisable boundary between Horsham and Southwater may be the A24 dual carriageway to a point where it joins the B237 Worthing Road, then running north to a point then running east along the southern side of the approach to Denne Park House, rather than the present parish boundary. It is therefore suggested that

the inclusion of this area within whatever form Horsham town eventually takes is tested with the electorate.

Shipley Parish Council states that it would support the incorporation of Dial Post west of the A24 if residents express support, and notes that West Grinstead Parish Council had informally suggested that a majority of residents favoured such a change, although no formal representation from West Grinstead followed. Shipley argues that Dial Post has strong geographic links with Shipley because it lies west of the A24, aligns more naturally with Shipley than with West Grinstead's centre at Partridge Green, and shares local identity and community connections with Shipley. A West Grinstead free-text response also states that Dial Post is better aligned with Shipley than Partridge Green, that Shipley and Dial Post are both small villages or hamlets with shared interests in Knepp and roads, and that Dial Post is primarily on the opposite side of the A24 like Shipley. Taken together, the evidence supports including Dial Post west of the A24 within Shipley Parish Council, subject to affected residents' views.

The countervailing evidence on Dial Post means the recommendation should be framed carefully. The West Grinstead Parish Council warding comment states that local consultation by West Grinstead PC found that 83% of responding Dial Post residents wished to remain part of West Grinstead Parish (which conflicts with the information supplied by Shipley), while some mentioned under-representation with only one councillor. Another comment said the area of Dial Post ward east of the A24 feels isolated from the rest of that ward, and another asked for Dial Post to have at least two councillors. The evidence therefore supports considering the transfer of Dial Post west of the A24 to Shipley because of geography and community alignment, but it also shows that resident preference is important and that the final decision should give significant weight to any direct local consultation response.

The recommendation to consider including the "Thakeham Finger" (the area of Thakeham Parish Council running to the north and north-west from Sproutes Lane)

in the Shipley Parish Council area is supported by Shipley Parish Council's evidence about Sproutes Lane. Shipley identifies an existing boundary anomaly between Shipley and Thakeham and says that residents in the Sproutes Lane area identify strongly with Coolham, naturally associate themselves with Shipley Parish's communities, facilities and activities, and are much closer to Coolham than to Thakeham village. Shipley also notes that the current boundary takes an unusual detour to exclude Sproutes Lane. A boundary just south of Sproutes Lane would appear to address that anomaly by bringing the finger of land more naturally associated with Coolham and Shipley into Shipley Parish, subject to resident views and precise mapping.

Thakeham Parish Council strongly objects to boundary change in this area. Its submission emphasises the historic and cultural basis of Thakeham's long parish shape, including centuries-old settlement lines, Quaker history, the Penn Stone, the Blue Idol Church and internationally recognised heritage. It argues that smoothing out edges could damage parish history, that new housing should not allow neighbouring parishes to envelope Thakeham residents, and that Thakeham has plans and finances in place to invest in infrastructure for residents. For these reasons, the recommendation is expressed as "consider including" the Thakeham Finger as part of Shipley Parish: the evidence identifies a plausible community-identity anomaly, but there is strong parish-level opposition and the views of affected residents should be sought.

While Thakeham's historic relationships, heritage assets and long-standing parish shape are relevant considerations, they cannot be determinative on their own. The statutory purpose of a Community Governance Review is to secure arrangements that reflect community identity and interests and provide effective and convenient local government. That means the review must focus on how communities operate now, how residents access services and facilities, whether boundaries create practical anomalies, and whether governance arrangements are clear and coherent

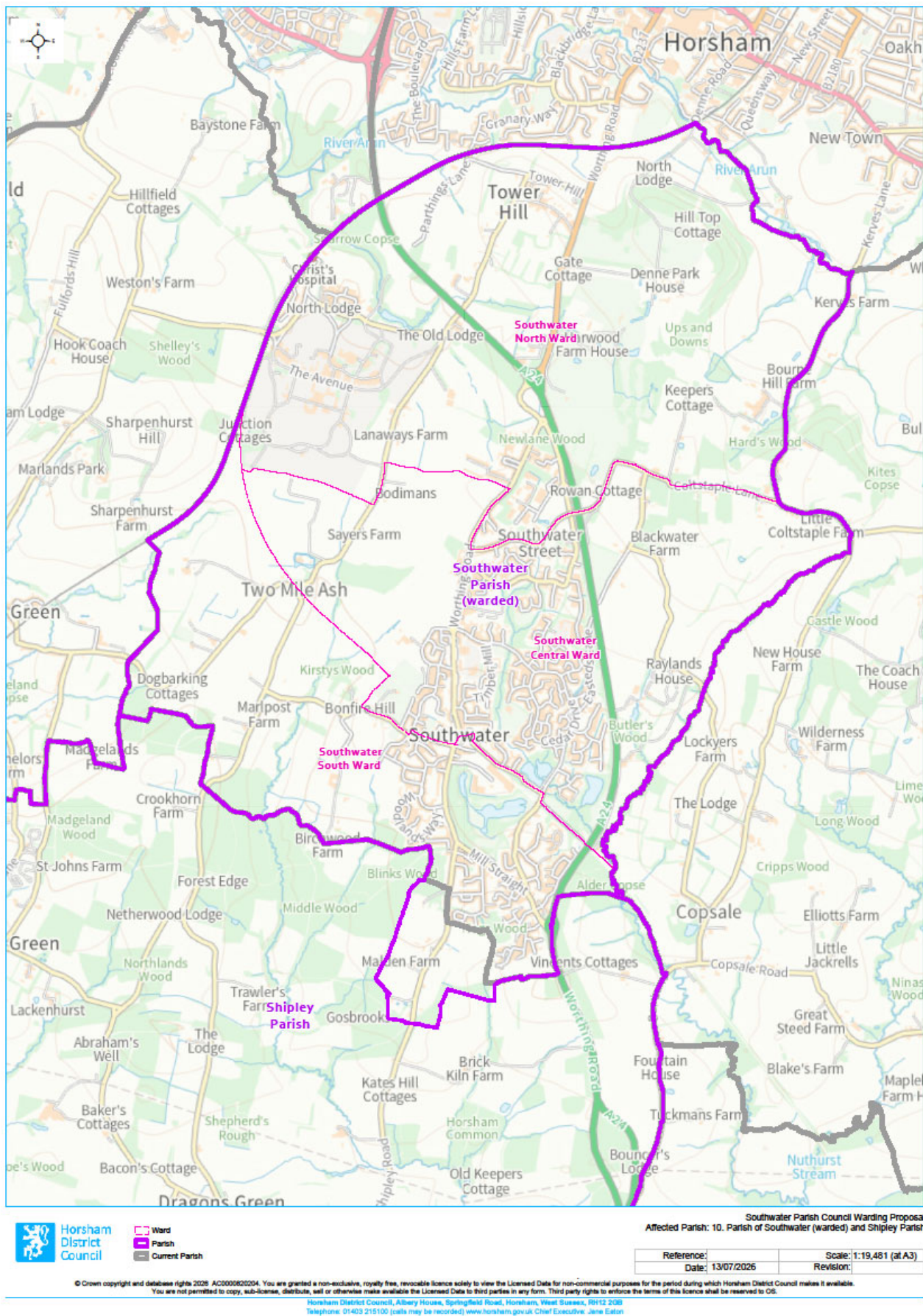
for those affected. Historic buildings, past associations and inherited parish lines may help explain some forms of local identity, but they must be balanced against present-day settlement patterns, functional community links and the views of residents directly affected by the boundary. If the evidence shows that an area such as Sproutes Lane and the “Thakeham Finger” relates more naturally to Coolham and Shipley in practical community terms, that statutory assessment may carry greater weight than the fact that the land has historically formed part of Thakeham Parish.

The wider suggestions for grouping or merging parishes are not supported by the selected evidence. Southwater respondents overwhelmingly opposed grouping, with 22 against and only four in favour; Shipley respondents unanimously opposed grouping; West Grinstead respondents mostly opposed grouping; and Thakeham respondents overwhelmingly opposed grouping, with 45 against. Shipley Parish Council also expressly opposes any merger or grouped parish arrangement, arguing that it is already a large rural parish with distinct communities, dispersed settlements, open countryside, and a close relationship with the Knepp Estate. Thakeham Parish Council likewise opposes grouping or merger because it considers that this would dilute local identity and spread development-related funding away from Thakeham residents. The evidence therefore supports targeted boundary adjustments only, not wider structural change.

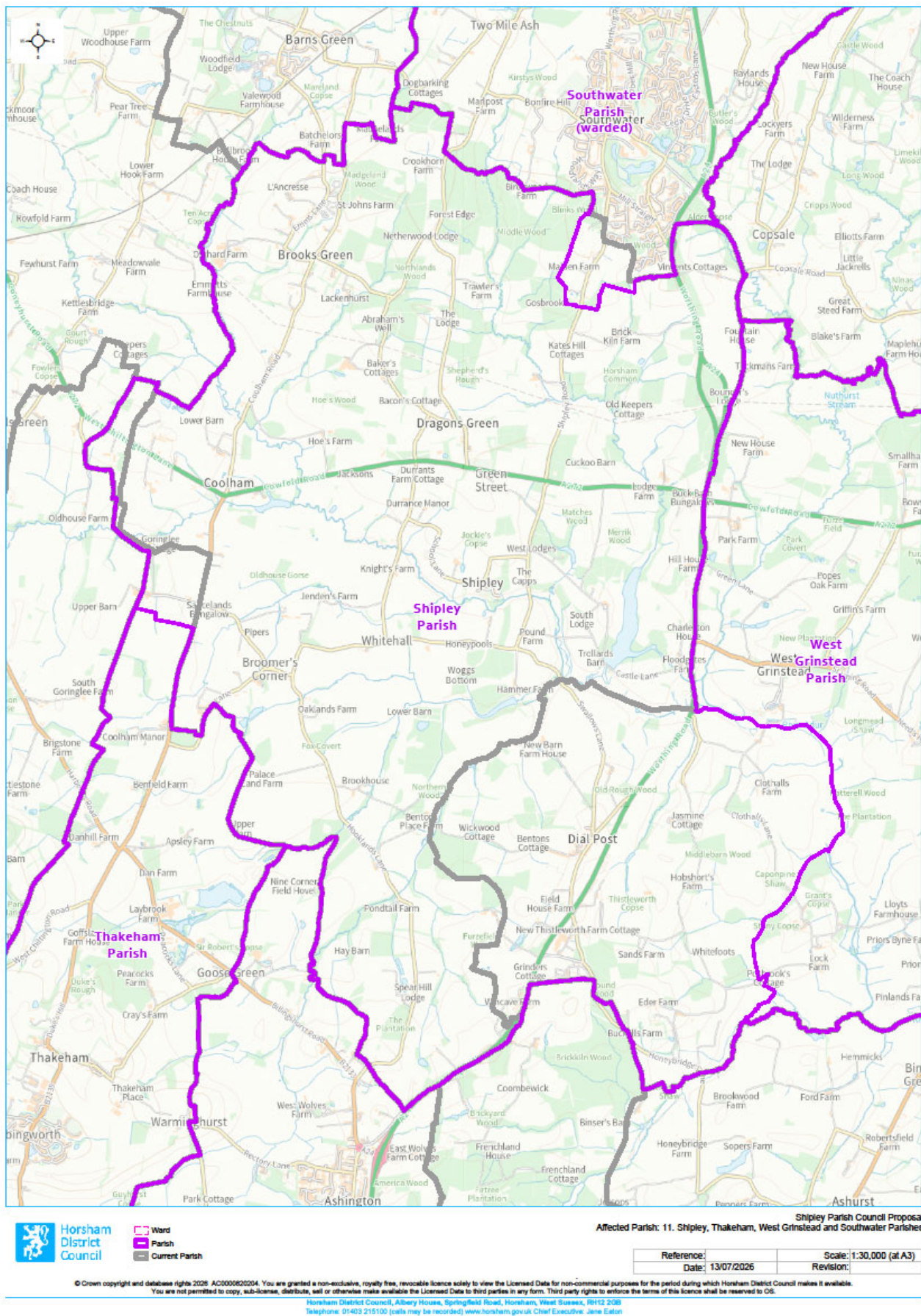
No change is recommended to parish names or councillor numbers on the evidence selected. Southwater respondents almost unanimously supported the parish name, Shipley respondents unanimously supported the name and current councillor number, West Grinstead respondents mostly supported the name and unanimously considered councillor numbers about right, and Thakeham respondents overwhelmingly supported the name and considered councillor numbers about right. The principal issues raised relate to boundary alignment around Southwater’s southern development edge, Dial Post’s relationship with Shipley and the A24, and the Thakeham/Sproutes Lane anomaly.

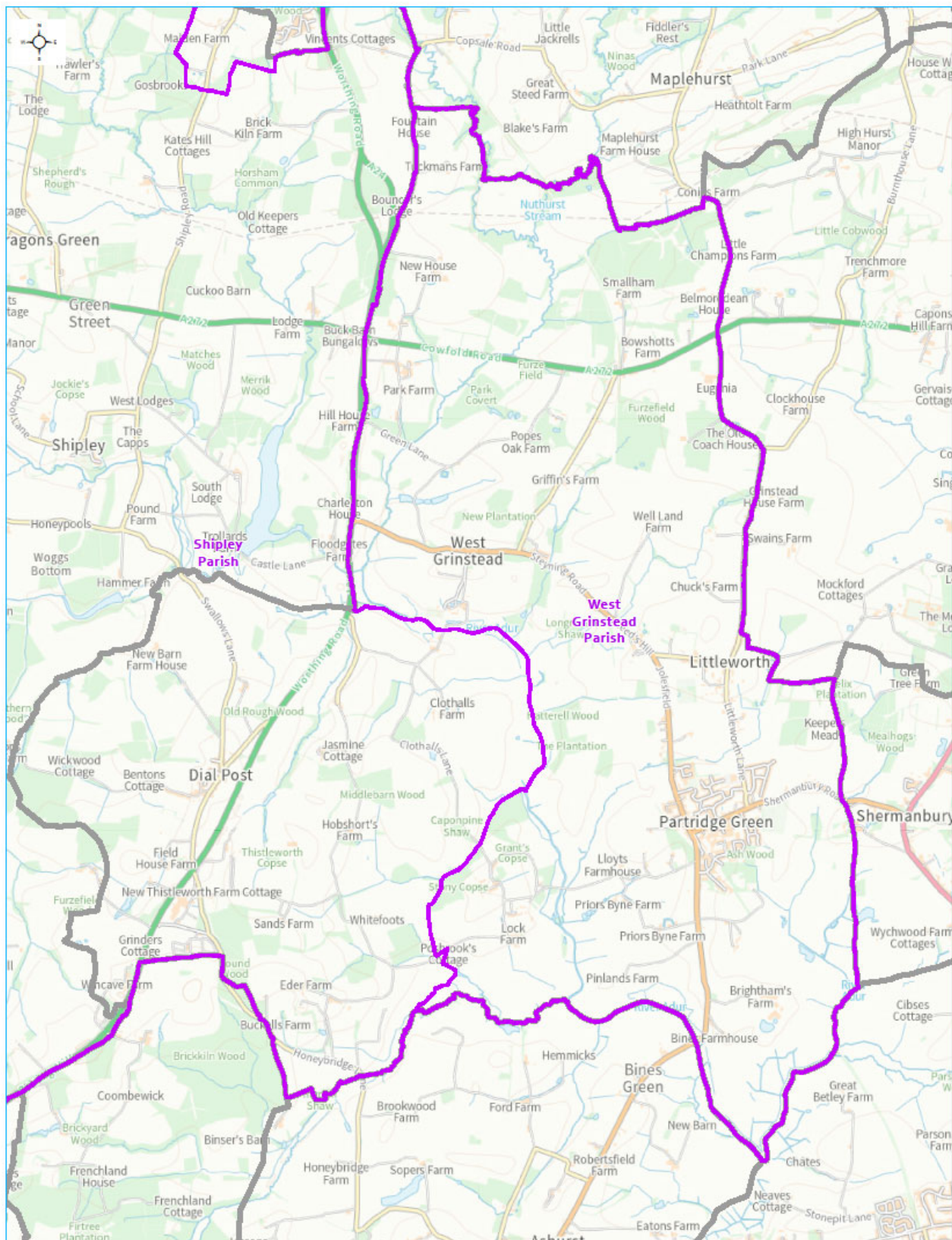
Draft Recommendations:

- Extend the boundary of Southwater Parish Council south into the development areas to the north of Shipley Parish Council – see map 14.
- Amend warding of Southwater Parish Council to become 3 updated wards to reflect future developments (if required – subject to boundary alteration taking place) – see map 14:
 - Southwater North – 4 Councillors
 - Southwater Central – 6 Councillors
 - Southwater South – 5 Councillors
- Include Dial Post (west of the A24) in Shipley parish council – see maps 15 and 16.
- Consider including the “Thakeham Finger” in Shipley parish council. The boundary could be just south of Sproutes Lane – see maps 15 and 17.



Map 14





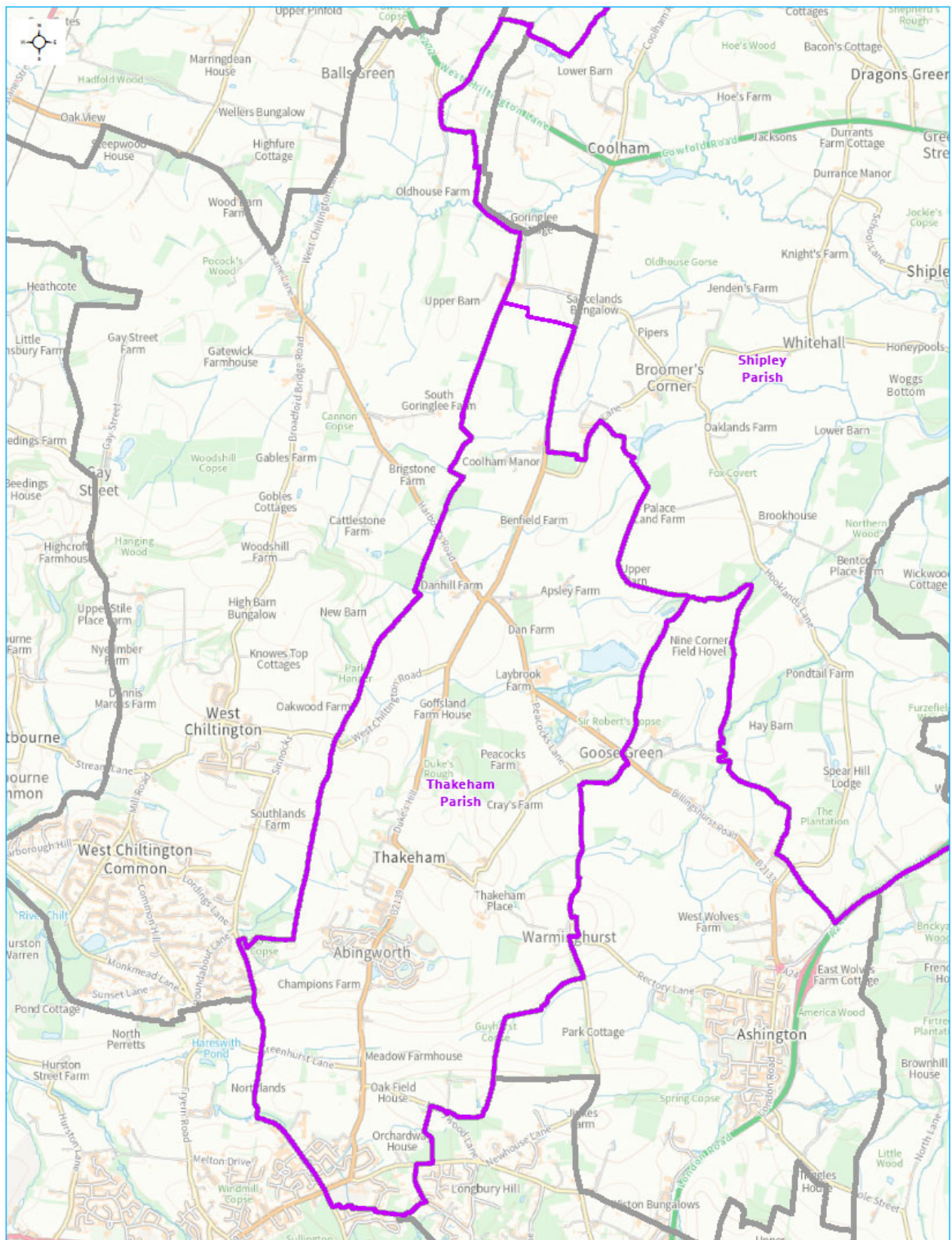
Ward
Parish
Current Parish

West Grinstead Parish Council Proposal
Affected Parish: 12. West Grinstead and Shipley Parishes

Reference:	Scale: 1:24,000 (at A3)
Date: 13/07/2026	Revision:

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■ Ward
■ Parish
■ Current Parish

Thakeham Parish Council Proposal
Affected Parish: 11. Shipley Parish and Thakeham Parish

Reference:	Scale: 1:25,000 (at A3)
Date: 13/07/2026	Revision:

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Other Parish Council areas for which the recommendation is for No Change

The responses for the remaining parish areas support a recommendation of no change because, taken overall, they do not provide clear, consistent or sufficiently evidenced support for boundary alteration, merger, grouping, warding change, name change or change in councillor numbers. In several areas there was either no response, no parish council submission, or only a very small number of responses. Where suggestions were made, they were generally isolated, general in nature, or concerned matters outside the scope of a Community Governance Review, such as councillor conduct, service complaints, expenditure decisions, or the effectiveness of existing councils. Those points may be relevant to wider governance or service-delivery discussions, but they do not by themselves demonstrate that statutory parish arrangements should be changed.

For Ashington, the online evidence weighs against change. Six of eight respondents considered the current boundary to reflect community identity and interests, seven considered the parish name appropriate, seven considered councillor numbers about right, six opposed warding, and seven opposed grouping under a common parish council. Although one comment suggested merging Ashington with Washington, Washington Heath and Wiston to reduce administration costs, and another suggested grouping with Wiston or Washington because of historical or ecclesiastical links, these were not supported by the main response data and no formal parish council or wider body of evidence was provided. The separate suggestion to merge with Ashington Community Centre Trust is not a CGR proposal because it relates to a community organisation rather than parish governance arrangements.

Ashurst provides one of the clearest no-change cases. All four respondents considered that the current boundary reflects community identity and interests, all

supported the parish name, all considered the number of councillors about right, all opposed warding, and all opposed grouping. No emails were received and there were no free-text comments identifying any anomaly or governance issue. Itchingfield and Wiston also support no change by absence of evidence: there were no emails and no online survey responses for either parish, so there is no evidential basis for recommending any alteration.

For Pulborough, the limited response data does not support change. Two of three respondents considered the current boundary appropriate, two supported the parish name, two considered the number of councillors about right, all three opposed warding, and all three opposed grouping. The only substantive free-text comment criticised perceived parish council effectiveness, including waste bins, overgrown hedges and clearing steps to a car park. Those are operational or service issues rather than evidence that parish boundaries, warding, name or council size should change. The suggested alternative name, “Pulborough and District Community Council”, was raised only once, is not mentioned by other respondents, and the inclusion of the word “District” could cause confusion as this is not a District Council.

Shermanbury, Cowfold, and Woodmancote also do not provide a basis for change. Shermanbury Parish Council expressly confirmed by email that it had no comments on the review, and there were no online responses. Cowfold had no online responses, no parish council submission, and only unrelated correspondence about a boundary query adjacent to a private property which did not relate to the CGR. Woodmancote had one online response, from a resident who also represented the parish council, supporting the existing boundary, parish name, councillor number, absence of warding and no grouping, with no free-text comments. These areas therefore contain no developed proposal capable of supporting a draft recommendation for change.

Storrington and Sullington produced mixed comments but still supports no change on the evidence selected. The parish council’s email did not seek a specific

boundary or governance change; instead it asked for the CGR timetable to be delayed because Local Government Reorganisation creates uncertainty and may affect future parish and town council governance. In the online data, eight of fourteen respondents considered the current boundary to reflect community identity and interests, thirteen supported the parish name, ten considered councillor numbers about right, ten opposed warding, and ten opposed grouping. The free-text comments included dissatisfaction with parish councillor conduct, spending, communication and transparency; concerns about CIL allocation where Storrington and Sullington facilities are used by residents from other parishes; a suggestion that a built-up area around Rock Road, perceived as remote from Thakeham and effectively within Storrington, should be considered part of Storrington and Sullington; and comments about local ward representation and councillor accountability. However, these points do not form a consistent or sufficiently evidenced proposal for boundary change, warding change, merger or abolition, and several relate more to governance standards, service use or funding distribution than to CGR structural tests.

Washington strongly supports no change. Washington Parish Council submitted a clear written response supporting retention of the current governance arrangements in full: no change to boundaries, retention of the two-ward structure of Washington Ward and Heath Common Ward, retention of eleven councillors split five and six between the two wards, and no merger, grouping or joining with neighbouring parishes. The Council stated that the existing arrangements reflect established community identity and interests and provide effective and convenient local governance. This is reinforced by the online responses: all twelve respondents considered the current boundary and ward boundaries appropriate, eleven of twelve supported the parish name, eleven considered councillor numbers about right, and eleven opposed grouping. The single name suggestion, "Washington and Heath Common", does not outweigh the formal parish council position or the wider survey data.

West Chiltington also supports no change overall. Eighteen of twenty-one respondents considered the current boundary to reflect community identity and interests, all twenty-one supported the parish name, all twenty-one considered councillor numbers about right, fifteen opposed warding, and eighteen opposed grouping. Two boundary comments were made: one suggested the eastern edge should continue to the B2139 and that a square parcel near the A29 might sit better in an adjacent parish, while another suggested the northern boundary should be Harbolets Road because the area north of the B2133 does not fit with the village and Common areas. Two warding comments suggested separate wards for West Chiltington village and West Chiltington Common because the Common is distinct from the more rural village and northern area. These comments identify possible local distinctions, but they are few in number, not supported by the main response data, and not accompanied by a parish council submission or detailed mapped proposal. They therefore do not justify change at this stage.

Overall, the no-change recommendation is supported because the statutory CGR tests require evidence that altered arrangements would better reflect community identity and interests and provide effective and convenient local government. Across these areas, the dominant evidence either supports the current arrangements or provides no evidence of a problem. Isolated suggestions about mergers, grouping, name changes, warding or boundary adjustments were not consistently repeated, were not generally supported by parish councils, and in some cases were outside the scope of the review. On that basis, retaining the existing arrangements is the most proportionate recommendation for these parishes.

5. Next Steps

5.1 All residents and any other persons or organisations wishing to make representations on the draft recommendations may do so by completing the online response form, which will be available from 24 July 2026. Alternatively, paper forms will be available for collection at the District and Parish Council Offices, or a copy can be sent by post on request.

5.2 Completed paper forms can be delivered, by hand, or by post, to the Council Offices:-

Horsham CGR Consultation

Democratic Services

Horsham District Council

Albery House

Springfield Road

Horsham

RH12 2GB

5.3 Representations that are received will be taken into account by judging them against the criteria in the Local Government and Public Involvement in Health Act 2007.

5.4 The deadline to respond is midnight, 7 September 2026.