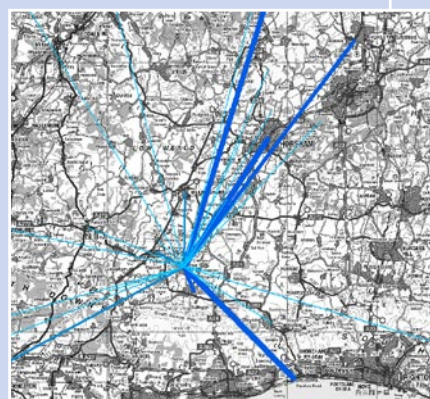


September 2005

Settlement Sustainability and Greenfield Site Allocations in the Horsham Local Development Framework

FINAL REPORT



Prepared for
Horsham District Council
by
Land Use Consultants



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CONTENTS

1. Introduction	1
Context for this study.....	1
Contribution of this study to the evidence base	2
2. Methodology	5
3. Literature and Policy review	9
National policy context	9
Regional context.....	11
Research on rural settlement sustainability	13
Current case study work in Yorkshire and High Weald	13
Development of a Settlement Sustainability Hierarchy for Horsham	14
Summary.....	17
4. Results from Analysis of Census and Travel to Work Data	19
Overview of Census data.....	19
Overview of other settlement characteristics.....	21
Transport-related sustainability criteria.....	23
Overview of Travel to Work results	24
Summary of key findings	42
5. Implications for the Settlement Sustainability Hierarchy	45
Discussion of overall approach	45
Review of settlement categorisation and greenfield site allocations	48
6. Conclusions	53

TABLES

Table 1.1 Settlement Sustainability Hierarchy from <i>Preferred Options</i> documents	2
Table 4.1 Summary of key statistics for the study settlements	20
Table 4.2 Self contained trips	25
Table 4.3 Commuting balance.....	26
Table 4.4 Average distance travelled and mode	28
Table 4.5 Numbers of jobs implied by the travel to work data	29
Table 4.6 Main destinations of work trips from the study settlements.....	31
Table 4.7 Main origins of work trips ending in the study settlements.....	32
Table 4.8 Main destinations of work trips from West Chiltington	37
Table 4.9 Main destinations of work trips from Thakeham and Abingworth	37
Table 5.1 Sustainability criteria for site allocation	47
Table 5.2 Proposed allocations of housing in the study settlements	48

FIGURES

Figure 4.1 Horsham as a commuting destination.....	34
Figure 4.2 Billingshurst as a commuting destination.....	36
Figure 4.3 Storrington/Sullington as a commuting destination	38
Figure 4.4 Steyning/Bramber/Upper Beeding as a commuting origin	40
Figure 4.5 Steyning/Bramber/Upper Beeding as a commuting destination	41
Figure 5.1 Framework for determining site allocations.....	46

APPENDICES

Appendix 1	Description of housing allocation policy development for the LDF
Appendix 2	Selected 2001 Census data for the study settlements (CD included)
Appendix 3	Output areas used to define the study settlements
Appendix 4	Travel to Work data tables and interactive maps (CD included)

ABBREVIATIONS USED IN THIS REPORT

BUAB Built up area boundaries

DfT Department for Transport

LDF Local Development Framework

ONS Office of National Statistics

PDL Previously developed land, or brownfield land

UA Urban Area (used to describe Greater London Urban Area, Crawley Urban Area and Brighton, Worthing and Littlehampton Urban Area)

ACKNOWLEDGEMENT

We would like to record our thanks to Planning staff of Horsham District Council for providing information and guidance during this research study. The conclusions, however, remain those of the authors.

I. INTRODUCTION

CONTEXT FOR THIS STUDY

- I.1. This research was commissioned by Horsham District Council to assist in the production of a Local Development Framework (LDF) under the provisions of the Planning and Compulsory Purchase Act 2004.
- I.2. In planning for provision of housing, employment and other community needs the District Council must protect the unique character of the District while at the same time enabling settlements and communities to evolve. Taking the lead from national and regional policies and the West Sussex Structure Plan 2001-2016, the current Local Development Framework documents¹ propose that the majority of development be located on previously developed land and in two large, strategic locations. The latter are proposed as mixed-use urban extensions to the west of Crawley and to the west of Horsham.
- I.3. Horsham District Council considers that there is also a need for smaller, greenfield sites to be available in or on the edge of smaller towns and villages, to meet identified local needs and to enable the continued evolution of local communities. The consultation drafts of the LDF included proposals to this effect, based on the findings of earlier background papers and community consultations. In broad terms the framework for identifying suitable greenfield sites was:
 - Defining a Settlement Sustainability Hierarchy;
 - Locating individual settlements within the hierarchy, based on whether they met pre-defined criteria; and
 - Identifying preferred small-scale greenfield sites within or adjacent to the settlements, for development during the plan period.
- I.4. The hierarchy as identified in **Preferred Options – Site Specific Allocations** is shown in **Table I.1**. Settlements for which a greenfield allocation has been proposed for the current LDF plan period (to March 2016) are indicated with an asterisk.
- I.5. Following receipt of comments on the **Preferred Options** documents, some of which questioned the rationale and process for arriving at the Settlement Sustainability Hierarchy and greenfield site allocations, the District Council commissioned this study to review and update the Hierarchy and allocations prior to the production of a Submission Draft LDF.

¹ Horsham District Local Development Framework. Preferred Options – Core Strategy; Preferred Options – Site Specific Allocations. February 2005.

Table 1.1 Settlement Sustainability Hierarchy from Preferred Options documents

Hierarchy Category	Settlement name (* settlements with greenfield allocation proposed)
Category 1	Billingshurst * Henfield * Horsham * Pulborough Southwater * Steyning, Bramber & Upper Beeding Storrington & Sullington *
Category 2	Amberley Ashington * Barns Green * Broadbridge Heath Christ's Hospital Codmore Hill Coldwaltham Cowfold Faygate Lower Beeding * Mannings Heath Partridge Green Rudgwick & Bucks Green * Rusper Slinfold Small Dole Thakeham & Abingworth Warnham Washington West Chiltington Common & Village

CONTRIBUTION OF THIS STUDY TO THE EVIDENCE BASE

- I.6. Prior to the current study the District Council had already collected **characteristic data** about the District's settlements, as an input to developing the Settlement Sustainability Hierarchy. The measures used were primarily the existence of various services (schools, shops, doctors' surgeries, community facilities, recreation facilities) and the availability of employment and public transport. Characteristic data does not provide any information about how people **use** the available services, employment and public transport, only whether they exist in the settlement. Other research (see Chapter 3) has shown that people in rural areas often don't use local services even where they do exist, or use those in neighbouring settlements rather than their own.
- I.7. The current study's approach was to overlay such characteristic or descriptive data with **functional data** describing how people use the study settlements for employment and the extent to which people use public transport. This information is available from the 2001 Census, which asked every respondent:

(Q. 33) What is the address of the place where you work in your main job?

(Q. 34) How do you usually travel to work?

- I.8. From the responses to these questions the Office of National Statistics (ONS) has created a rich dataset on peoples' travel to work, which records for each usual commuting trip the origin, the destination and the mode used. This information can be used to help understand the movements of residents of the study settlements and others who work in these settlements.
- I.9. No such detailed dataset is available on travel for use of services. National transport statistics² indicate that people travel longer distances to commute to work than for most other purposes (schools, shopping and 'personal business'³). The main exceptions to this rule are holidays and day leisure trips, visiting friends and travelling for sport and entertainment, for which people will travel similar or longer average distances compared with travelling to work. Overall, the 2002/03 Personal Travel survey estimated that work commuting made up 19% of the total distance travelled by all people⁴, and it would comprise a higher proportion of the total distance travelled by those who worked.
- I.10. In summary:
- travel to work patterns may not always accurately reflect patterns of travel for other purposes, and distances travelled to work may be greater than for many trips for use of services, but
 - travelling to work represents a substantial proportion of total travel undertaken and it is the only detailed travel dataset available for the Horsham settlements.
- I.11. The results of the travel to work analysis provide strong indications of settlements' sustainability, particularly when they are considered as groups of settlements rather than in isolation. Combined with the other data available to the District Council this provides a firmer base on which to build settlement sustainability policies for inclusion in the LDF. It also has wider application to the District Council's ongoing work to encourage sustainable patterns of behaviour in the District, as land use planning is only one of the means by which sustainability can be encouraged.

² Office of National Statistics and Department for Transport (2005). *Focus on Personal Travel 2005 Edition; Including Report of the National Travel Survey 2002/03*.

³ 'Personal business' as defined by ONS includes many common local services such as doctors' visits and other medical services, post office, hairdresser, bank, library, church, etc.

⁴ ONS and DfT (2005). *Focus on Personal Travel 2005 Edition*. Figures are based on data in Table 3.1 (page 25). The quoted figures exclude 'other' business travel, not defined as commuting. With all business travel included, work-related travel amounted to 29% of the total distance travelled by all people.

2. METHODOLOGY

- 2.1. The research was undertaken between June and August 2005 (inclusive). The main tasks were:

Stage 1: Review of the District's character

Task 1a: Inception meeting

- 2.2. An inception meeting for the study was held on 7 June 2005 between Land Use Consultants and planning staff of Horsham District Council.
- 2.3. This meeting:
- confirmed the scope of the work, methodology and timeframes,
 - identified sources of information for the consultants,
 - discussed the current state of the Local Development Framework process, and
 - discussed the rationale and approach employed to develop the existing Settlement Sustainability Hierarchy and define the small scale greenfield allocations.

Task 1b: Literature Review

- 2.4. This stage investigated the **context** for settlement planning in Horsham. This involved:
- briefly examining the policy 'story' to this point through the documents concerned;
 - reviewing the methodology and findings for the settlement sustainability study; and
 - assessing the implications of comments stemming from the ***Preferred Options*** documentation.

Task 1c: Developing a Framework

- 2.5. The initial intention was to develop a sampling strategy for the settlements, rather than analyse travel to work patterns for every settlement. Discussion at the Inception Meeting resulted in all Category 1 and 2 settlements being included in the analysis, as these were the most likely to be suitable for further greenfield development, and none of the very small settlements which did not meet the Category 2 criteria.
- 2.6. The main social, environmental and economic characteristics of each of these settlements were summarised, based mainly upon information provided by District Council staff.

Stage 2: Analysis and reporting

Task 2a: Analysis of travel to work and other Census data

- 2.7. Travel to work data from the 2001 Census were obtained from the Office of National Statistics (ONS) under licence and manipulated using a GIS system (ArcMap) to create maps of travel to and from the various settlements. The underlying data

were also summarised using Microsoft Excel to show for each settlement the main commuting origins and destinations, net commuting flows, percentages of self-containment for travel to work and modes of travel - these terms are explained further in Chapter 4. Full discussion of how this analysis was undertaken is included in the **User Guide: Methodology** attached to this report.

- 2.8. Prior to commencing data analysis it was necessary to define the extent of each settlement and match this to one or several Census Output Areas, the basic units in which ONS provides data. This was done by overlaying the Built Up Area Boundaries (BUAB) of the study settlements onto a map of output areas, and agreeing on the best fit with District Council officers. The resulting map of the Census Output Areas used to define each settlement is included as **Appendix 3**. Due to the nature of the Output Areas most of the settlements are shown as extending well into the countryside. This was unavoidable and for practical purposes it would have little effect on the results as the majority of the sampled population is likely to live in the urban areas.
- 2.9. In defining the settlements by means of Output Areas, some adjacent settlements were amalgamated to follow the settlement descriptions in the Settlement Sustainability Hierarchy. These were:
- Steyning, Bramber and Upper Beeding
 - Storrington and Sullington
 - Rudgwick and Bucks Green
 - Thakeham and Abingworth
 - West Chiltington Common and West Chiltington Village (these were listed separately in the Hierarchy but because their Census Output Areas overlapped they were treated together).
- 2.10. The travel to work data was supplemented by other data from the 2001 Census to provide further information on the study settlements. This included information on age, economic activity, employment sector, occupational group, housing stock, housing tenure, household composition, travel to work (summary data) and vehicle ownership.

Task 2b: Reporting

- 2.11. An initial summary of the data was provided to officers in advance of an informal LDF workshop for Council Members on 12th July 2005.
- 2.12. Following completion of the data analysis the settlements were described and compared in order to:
- Define the interrelationships between towns and villages and the proportional significance of settlements either as origins or destinations for work trips.
 - Draw out the roles of particular settlements within this broader patterning.
 - Draw out possible correlations between the known *characteristics* of the settlements (e.g. proportion of working age residents, housing stock and tenure) and their *function* as revealed by the data analysis.

- 2.13. A draft report was provided on 12th August. Following receipt of comments a draft final report was produced on 26th August and a final report in late September. There were also ongoing discussions during the reporting process including a meeting on 27th July.

3. LITERATURE AND POLICY REVIEW

- 3.1. This review considers the background context for settlement planning in Horsham by reviewing earlier policy approaches and site selection leading to the development of a Settlement Sustainability Hierarchy. It takes account of more recent work and policy direction at the regional level emerging in the **South East Plan** (January 2005) and at the county level through the **West Sussex Structure Plan 2001-2016** (February 2005). The review plots the District's current choice of strategic development locations included within the preliminary consultations to the Local Development Framework (LDF) – the **Issues and Options** and **Preferred Options** consultation documents – and the implications arising from representations to these documents.
- 3.2. In order to place the Horsham settlement work in a wider context, recent national settlement sustainability work undertaken for the Countryside Agency is considered, followed by some of the key findings from LUC's work in the High Weald AONB, and across rural settlements in the East Riding of Yorkshire.

NATIONAL POLICY CONTEXT

- 3.3. The broad approach to rural settlement planning in England is set out in the Rural White Paper **Our Countryside - The Future: A Fair Deal for Rural England** (2000, reviewed in 2004⁵) and brought forward in Planning Policy Statements and Guidance notes: **PPS7 Sustainable Development in Rural Areas** (2004), **PPG3 Housing** (2000) and **PPG13 Transport** (2002). Outside of urban areas, all of these documents support focussing development in settlements that act as 'service centres' or 'local service centres', defined in PPS7 as:
- “where employment, housing (including affordable housing), services and other facilities can be provided close together. This should help to ensure these facilities are served by public transport and provide improved opportunities for access by walking and cycling. These centres (which might be a country town or a large village or a group of villages) should be identified in the development plan as the preferred location for such development.”*
- 3.4. This model of 'local service centres' is quite simplistic and does not distinguish between different types of centre that may provide very different types and qualities of service, housing and jobs, and so may function in very different ways.
- 3.5. Outside of these local service centres, PPS7 restricts development to that which will *“meet local business and community needs and help to maintain the viability of these communities.”*
- 3.6. Planning policies are more lenient to development in rural settlements providing affordable housing or a service function, as these are widely agreed to be priorities for rural communities in national policy⁶.
- 3.7. PPG3 *Housing* allows planning authorities to specify that a proportion of market housing is affordable housing, even on the smallest development sites. The Office of

⁵ <http://www.defra.gov.uk/rural/ruralwp/default.htm>

⁶ Rural White Paper review, <http://www.defra.gov.uk/rural/rwpreview/default.htm>

the Deputy Prime Minister (ODPM) has now issued further amendments to PPG3 which further extend the powers of planning authorities to use the rural exception policy to allow planning permission on land that would not otherwise be released for general market housing, to be used solely for affordable housing⁷.

Box 3.1 Extracts from 'Definition and Components of Sustainable Communities', UK Sustainable Development Strategy 2005

Sustainable communities:

- actively seek to minimise climate change, including through energy efficiency and the use of renewables
- protect and improve bio-diversity (e.g. wildlife habitats)
- enable a lifestyle that minimises negative environmental impact and enhances positive impacts (e.g. by creating opportunities for walking and cycling, and reducing noise pollution and dependence on cars)...

Sustainable communities offer:

- sufficient range, diversity, affordability and accessibility of housing within a balanced housing market
- appropriate size, scale, density, design and layout, including mixed-use development, that complement the distinctive local character of the community
- accessibility of jobs, key services and facilities by public transport, walking and cycling
- transport facilities, including public transport, that help people travel within and between communities and reduce dependence on cars
- facilities to encourage safe local walking and cycling
- good access to regional, national and international communications networks...

Sustainable communities feature:

- a wide range of jobs and training opportunities
- sufficient suitable land and buildings to support economic prosperity and change
- dynamic job and business creation, with benefits for the local community
- a strong business community with links into the wider economy
- economically viable and attractive town centres...

Sustainable communities have:

- high quality local health care and social services, integrated where possible with other services
- high quality services for families and children (including early years child care)
- a good range of affordable public, community, voluntary and private services (e.g. retail, fresh food, commercial, utilities, information and advice) which are accessible to the whole community...

3.8. The UK Government launched its new strategy for sustainable development, *Securing the Future*,⁸ on 7 March 2005 (after the publication of Horsham's **Preferred Options** documents in February 2005). The Government strategy includes, at Annex A, a **Definition and Components of Sustainable Communities**. Extracts from the definition which are of particular relevance to settlement planning are reproduced in **Box 3.1**.

⁷http://www.odpm.gov.uk/stellent/groups/odpm_control/documents/contentservertemplate/odpm_index.hcst?n=2316&l=1

⁸ H M Government (2005) *Securing the Future - UK Government sustainable development strategy*.

- 3.9. The definition is clearly very challenging for any community, and especially so for small rural communities which through their low population and isolation will find it difficult to provide a full range of services, facilities and public transport. The definition nevertheless has aspirational value for all communities, indicating the goals that Government considers they should be working towards. Of particular note for Horsham are the components relating to reduction in environmental impacts of lifestyles, including through reducing car dependence, availability of a diverse range of housing and provision of accessible employment and services within communities. These themes are returned to later in this report.

REGIONAL CONTEXT

- 3.10. The Development Strategy within the current West Sussex Structure Plan⁹ takes account of Regional Planning Guidance for the South East¹⁰ and indicates that the County is required to provide for 2,890 dwellings (net) a year from 2001-2006 and beyond until a new rate is adopted, and planning for 46,500 homes during the period 2001-2016. The Development Strategy adopted by the Structure Plan contains three main elements. These are:
- to regenerate the coast
 - to support and encourage appropriate economic growth in the rest of West Sussex, particularly in the north east of the County around Crawley/Gatwick; and
 - to meet the local needs of rural communities. (para 12., p2)
- 3.11. In the Western Policy Area, which includes the Horsham-Crawley-Gatwick-M23 area the aim is to bring about economic benefits and deliver improvements to infrastructure that will also contribute to the regeneration of the coastal areas. Land is to be safeguarded within the Plan for the development of a second runway at Gatwick, although this is prevented through a legal agreement until 2019.
- 3.12. The Structure Plan puts a high priority on locating development within existing towns and villages through the reuse of brownfield sites, including the conversion of existing buildings, infilling and redevelopment. Strategic locations that are identified for major mixed use development in the north-east of West Sussex, as specified in Policy LOC 1 and supporting text, include:
- 2,500 homes west of Crawley, mainly within Horsham District;
 - 2,500 home west and south-west of East Grinstead (not in Horsham District); and
 - 1,000 homes south-west and/or west of Horsham.
- 3.13. The Plan includes an Appendix (A) setting out the key criteria for the locational strategy and Horsham fulfils the need for economic growth in the north east of the County. The evolution of rural communities through some small-scale growth on the

⁹ West Sussex County Council (February 2005) *West Sussex Structure Plan 2001-2016, Shaping Our Future*

¹⁰ South East Regional Assembly (2001) *Regional Planning Guidance 9 : South East (RPG9)*

edge of the main towns in public transport corridors and in villages and small towns is supported through Policy LOC I where it meets identified local needs. Policy LOC I(a) states that *“The priority in west Sussex is to locate new development within towns and villages, particularly through the use of previously developed land...”*, and Policy LOC I(b) states that where requirements cannot be met in this way they *“...should be provided for mainly in the form of large-scale mixed-use development...”*, including land west of Crawley and west and/or south west of Horsham.

- 3.14. Policy LOC I(c) states that, in addition to the locations identified under I(b):

“...limited provision should be made in local plans for:

(1) the small-scale growth of villages and small towns spread over the plan period which will assist the evolution of rural communities by meeting identified needs for housing and economic activity and supporting local facilities and services”

- 3.15. In relation to transport links, the Structure Plan provides for a range of improvements to passenger transport to manage the anticipated growth in demand. Policy NE15 states that *“the Plan’s strategy is to make it easier to get around West Sussex by passenger transport and, wherever possible, to ensure that the use of passenger transport is an option available to as many people as possible”* (para 220 of supporting text). Proposals include high quality passenger transport linking the Strategic Locations with adjacent urban areas and, with particular reference to Horsham, bus priority measures to reduce journey times in peak periods. Policy NE17 supports improvements to the Horsham Western Bypass, while Policies NE13, NE14 and DEV4 emphasise the need to widen travel choice and meet the needs of pedestrians, cyclists and those with mobility impairment.
- 3.16. The draft of the **South East Plan**¹¹ issued for consultation in January 2005 sets out a range of strategic options for growth to take account of concerns about forecast levels of growth beyond RPG9, as well as reservations about the projections for household growth. The Gatwick Sub-region is included in the spatial analysis (Section E9) with two options, for growth in line with RPG9 or a higher level of growth at approximately 30 per cent higher than the current levels. Policy GAT1 which is the Steering Group’s preferred overall level of provision is 30,000 dwellings between 2006 and 2026. However, the Regional Assembly is seeking views on higher levels of housing provision up to 34,500 dwellings from 2006 to 2026.
- 3.17. Horsham District will therefore meet the strategic locations needs identified in the Structure Plan for major mixed use development in the north-east of the County. However, the District also faces development pressures in the rural locations as more businesses seeks to locate in these areas, and from some established industrial estates seeking to expand.

¹¹ South East Regional Assembly (January 2005) *A Clear Vision for the South East, The South East Plan Core Document*, Draft for Public Consultation

RESEARCH ON RURAL SETTLEMENT SUSTAINABILITY

- 3.18. Earlier work undertaken on the sustainability of villages¹² indicated that the long-standing policy assumption that larger rural settlements with a wide range of services and facilities are more sustainable is not always the case. This undermines the approach that is often followed by many local authorities to concentrate or add new development to such larger villages where there are already existing services and facilities. The report acknowledges that many villages may not be viable or sustainable as provision does not always equate to use of local services. The way forward will be to adopt alternative approaches to rural settlement policy and planning by encouraging development that brings tangible benefits to villages and meets local economic, social and environmental needs.
- 3.19. Research commissioned by the Countryside Agency using eight case study towns and their notional hinterlands¹³ in England to explore approaches to rural settlement and service planning found crucial differences between the towns and villages. This challenges some simplistic assumptions about settlement hierarchy and indicates that the lives of most rural residents are characterised by high levels of mobility, but journey patterns of residents for various services and for work are very different.
- 3.20. Market towns, on the whole, still have roles as service centres for their own population and for surrounding villages, but still lose out on trips made to other larger centres for non-food shopping and leisure purposes. The study found that people living in villages will often be more embedded in their local communities, and are more likely to work from home, and make use of home delivery and internet services. Conversely they also own and use their cars more, and make less use of local services. The work recommended that rural settlement planning needs to be based on a detailed understanding of how individual rural settlements function, both in themselves and interrelated with other settlements on which they are often highly dependant, rather than being based on the apparent number of facilities and services available.

CURRENT CASE STUDY WORK IN YORKSHIRE AND HIGH WEALD

- 3.21. A recent research study undertaken in the East Riding of Yorkshire¹⁴, using an analysis of socio-economic data across a selection of twenty-one settlements, found that none of these centres functioned as local service centres, either individually or acting as a network. The evidence indicates that the majority of residents rely heavily on the larger towns and cities for jobs and services, and travel longer distances to them, predominantly by car. Such un-localised patterns undermine the sustainability of settlements. One suggestion coming out of this work is that determining the nature of transport use (patterns as well as overall distance and mode) should be an

¹² The Countryside Agency (October 2002) *Are villages sustainable? A Review of the Literature* (and CA Research Note CRN47), research by University of West of England, Bristol

¹³ The Countryside Agency (September 2004) *The Role of Rural Settlements as Service Centres*, research report by LUC, Bristol

¹⁴ The Countryside Agency (June 2005) *The Identification of Local Service Centres in the East Riding of Yorkshire*, Final Report prepared by Land Use Consultants, Bristol

important way of identifying the smaller settlements where modest new development could bring about some sustainability benefits.

- 3.22. In West Sussex a study being undertaken for the High Weald AONB¹⁵ is reviewing the potential to identify development that could bring sustainability to the AONB, while maintaining its distinctive settlement pattern and natural environment. As part of Horsham District falls within the boundaries of the High Weald this work is extremely pertinent. Key findings of this study are that villages have low containment for work and for services and that high numbers of residents travel to larger towns and also to London (up to 25% to London in some villages) when work or services exist in their own or nearby villages. Indeed, while village residents and local land-based businesses were found to be attracted to the environment and countryside and community in the High Weald, there was little evidence that village residents made any real contribution to sustaining these such as through using local services or supporting local economies. The conclusions to this study will be developed by the AONB, but the study has clearly demonstrated that planning alone cannot deliver sustainable settlements to the area.

DEVELOPMENT OF A SETTLEMENT SUSTAINABILITY HIERARCHY FOR HORSHAM

- 3.23. Horsham District is broadly characterised as having many smaller settlements and with limited access to services and facilities and relatively little in the way of public transport provision. These are not generally features of sustainable settlements as the smaller settlements will necessarily be highly dependant on other (often larger) settlements for jobs and services and will be highly dependant on private cars for travel.
- 3.24. With this as a context, none of the settlements in the Horsham District, outside Horsham itself, could be expected to receive large amounts of development. Modest amounts of development in some settlements may however be justifiable where it is seen as contributing to local sustainability in the settlement.
- 3.25. A summary of the policy development process to date is included as **Appendix I**, while this section of the report presents and discusses the current state of play.
- 3.26. The West Sussex Structure Plan provides the lead for housing allocations within the County, as discussed in the *Regional Context* section above. Structure Plan Policy LOC (1) is interpreted in Policy CP4 (Housing Provision) of the Horsham LDF **Preferred Options - Core Strategy** as follows:

“Limited provision is made for small scale extensions to Horsham town and other smaller towns and villages to meet identified local needs and assist in the evolution of these communities by enabling development which meets their needs but does not fundamentally undermine the qualities which make them or their countryside setting unique and special. Beyond this provision permission will only exceptionally be granted where additional local, social or economic

¹⁵ High Weald Sustainable Settlements Project, work in progress by Land Use Consultants, Bristol, for the High Weald AONB

needs arise or where development would result in substantial environmental enhancement compatible with the character of the location.”

- 3.27. The policy acknowledges that some small scale greenfield development may be appropriate in the smaller settlements, which is quantified as 770 dwellings over the period from 2001-2016, including reserve allocations. Policy CP4 effectively requires a two stage test which we would summarise as:
- The development meets an identified local need; and
 - The development will not undermine (or will enhance) the qualities which make the settlements and their settings unique and special.
- 3.28. The LDF **Preferred Options** report discusses the issue of ‘**local need**’ but the term is not defined in great detail. A major component of need is the requirement for housing, of an appropriate type, for people who live and/or work locally. This may include housing for key workers, housing for other people who work locally but cannot find local accommodation, and housing for people with a long-term association with the settlement. It is likely that affordability will be a component of need, given the high property prices in the smaller settlements. The most recent housing needs assessment for Horsham, in 2003¹⁶, did not define the precise housing need for every settlement, nor should it be expected to. However, a clearer definition of ‘local need’ in policy terms would assist in considering the current proposals for development allocations in the LDF and also in considering future small scale development applications over the Plan’s lifetime.
- 3.29. Another component of local need is the requirement for services and facilities such as schools, shops and recreation facilities as identified in parish surveys and parish plans. Structure Plan Policy LOC 1 refers “to supporting local facilities and services” as being an aspect of need, and Horsham’s **Preferred Options – Site Specific Allocations** similarly states that, in defining the Settlement Sustainability Hierarchy, “...consideration has been given to whether new development could help to enhance facilities and services in an area.” This is a rather problematic issue as previous research has shown that new residents may not use local services even where they exist, and that services may decline even as a settlement’s population grows.¹⁷ Nevertheless, there may be cases when this criterion may apply, for example where a settlement requires a few additional families with school age children to help maintain the local primary school roll.
- 3.30. Horsham District Council thus proposes adopting a Settlement Sustainability Hierarchy approach in the emerging Local Development Framework (LDF). This hierarchy, as developed through the Background Paper¹⁸ and proposed in **Preferred Options – Site Specific Allocations** (para. 2.14 – 2.15), consists of three groups:

¹⁶ David Couttie Associates (2003) *Horsham Housing Needs Survey*.

¹⁷ The Countryside Agency (2001) *Are Villages Sustainable?* Research Report by Centre for Environment and Planning, University of the West of England.

¹⁸ Horsham District Council (2004) *Settlement Sustainability Hierarchy: Background Paper*.

- Category 1 – Towns and villages with a good range of services and facilities and some access to public transport. These settlements are considered capable of sustaining some expansion, infill and redevelopment.
- Category 2 – Settlements with a more limited level of services, which should accommodate only small scale development or minor extensions that address specific local needs.
- Settlements with very limited levels of facilities, which will have their built up area boundaries removed and be covered by countryside policies.

3.31. The importance of collecting evidence to support policy making is emphasised in PPS7 which states that “*where there is a lack of up to date, robust information, local authorities should consider commissioning surveys and assessment of rural economic and social conditions and needs, including local housing needs*” [para 2]. The principal sources of evidence about the settlements which the District Council considered when deciding whether they should be classified as Category 1 or Category 2 settlements were:

- Accessibility to services and facilities e.g. food, education, recreation and employment.
- Accessibility to public transport
- Environmental considerations.

3.32. **Category 1 settlements** were consequently defined in the Background Document as generally having:

“...at least a primary school, a post office, one or more general stores/food store (excluding specialist stores) a doctors’ surgery/branch surgery, a community centre/village hall and some outdoor leisure/formal recreation facilities. These areas are service centres for the local population and provide facilities for those living in more rural areas of the District. They also provide employment sources and have access to some public transport”

3.33. **Category 2 settlements** were defined as having:

“...one or more of the following: a primary school, post office, general/food store, doctors’/branch surgery, community centre/village hall. They also have an easily definable built form giving the impression of being within a ‘built up’ area/village”.

3.34. Category 1 settlements are thus considered to be “*service centres for the local population and provide facilities for those living in more rural areas of the District*” and which are therefore considered to be “*capable of sustaining some expansion, infill and re-development.*” In contrast, Category 2 settlements are not defined in terms of a particular ‘purpose’ and in these “*development should be primarily in the form of small-scale infill development or minor extensions that address specific local economic, social or*

community objectives”. The threshold for Category 2 settlements is also set quite low, requiring only one of the services and facilities listed.

- 3.35. Key elements of this approach that are questioned by the research reviewed in the previous sections of this chapter are that *provision* will equate to *use* of services, jobs and public transport and therefore that these settlements will be more sustainable. Also, while the hierarchy proposes that Category 1 settlements will service hinterland populations, it does not consider whether and how residents of Category 1 or 2 settlements may be using settlements other than their own for services or work.

SUMMARY

- 3.36. This section has identified and reviewed:
- The context and scale of small scale greenfield development to be accommodated in Horsham District.
 - Current approaches and research into planning for sustainable development in rural settlements.
 - The Settlement Sustainability Hierarchy approach proposed for adoption in the Horsham District Local Development Framework.
- 3.37. Considering the Settlement Sustainability Hierarchy in light of rural settlement planning research raises pertinent questions about the approach adopted. In particular, it questions the assumption that settlements that fulfil the sustainability criteria will necessarily be more viable or sustainable in the way that they function. This in turn identifies a limitation in the value of the data so far collected on the characteristics of the settlements (size, provision of services, employment and public transport, and environmental factors to an extent). This is the point of departure for this study.
- 3.38. The brief for this study was to supplement the existing evidence base with data on travel to and from the study settlements for employment, and to apply this to a review of the Settlement Sustainability Hierarchy and allocations. This is not only additional data to the current evidence base, but it is also fundamentally different data in that it questions the employment role of the settlements and how the settlements interrelate with other settlements for employment. Overall distances and mode of travel to work are key sustainability parameters, but patterns of travel go beyond this to look at how settlements function and interrelate. The Settlement Hierarchy Background Document rightly notes that:
- “the term ‘sustainability’ encompasses many different issues, it does not relate solely to the use of the private car. Consideration must also be given to the social and economic sustainability of an area”.*
- 3.39. This is true, but it can not be denied that high levels of mobility imply a non-localised behaviour of residents which will reduce their contribution to the local social and economic sustainability of the settlement.

4. RESULTS FROM ANALYSIS OF CENSUS AND TRAVEL TO WORK DATA

OVERVIEW OF CENSUS DATA

- 4.1. **Appendix 2** includes tables of some of the key 2001 Census statistics for the Horsham settlements, as printed tables and in Excel format. These demographic and other characteristics of the settlements provide clues as to why they function as they do and what the sustainability needs might be in each of the settlements or groups of settlements.
- 4.2. The Census data presented for each settlement in the Appendix are:
- Age structure
 - Economic activity
 - Employment sector
 - Occupational group
 - Housing stock
 - Housing tenure
 - Household composition
 - Travel to work (summary)
 - Vehicle ownership
- 4.3. **Table 4.1** provides a summary of some key statistics:
- Each settlement's population as a percentage of the District population
 - The number of economically active people as a percentage of all people in a settlement
 - Average household size
 - The percentage of households that own their home either outright, with a mortgage or in shared ownership.
- 4.4. It should be noted that for the purposes of this exercise the data were extracted from the 2001 Census database for the Census Output Areas that make up the settlement, rather than using the parish population estimates provided by West Sussex County Council. This was done to ensure that the population and other Census data were comparable with the travel to work data, which was also built up from Census Output Areas. In general, the settlement definitions using Output Areas cover a wider area than the Built Up Area of the equivalent settlement, but a smaller area (and therefore population) than the equivalent parish.
- 4.5. From Table 4.1 it is clear that the Category 1 settlements are consistently the largest settlements, each having more than 3% of the district population. This makes sense given that the criteria used to define the categories were based on availability of services, employment and public transport, and these will tend to be greater in larger settlements. Whether larger settlements are always more sustainable locations for development than smaller settlements is a separate question.

Table 4.1 Summary of key statistics for the study settlements

Category 1 settlements					
BILLINGSHURST	5,465	4.5%	73%	2.4	74%
HENFIELD	4,527	3.7%	68%	2.3	77%
HORSHAM	47,804	39.2%	72%	2.4	78%
PULBOROUGH	3,906	3.2%	71%	2.3	73%
SOUTHWATER	8,298	6.8%	69%	2.7	87%
STEYNING, BRAMBER & UPPER BEEDING	9,501	7.8%	70%	2.3	83%
STORRINGTON & SULLINGTON	7,727	6.3%	68%	2.2	79%
Category 2 settlements					
AMBERLEY	533	0.4%	73%	2.2	77%
ASHINGTON	2,351	1.9%	74%	2.6	85%
BARNS GREEN	959	0.8%	70%	2.7	86%
BROADBRIDGE HEATH	3,015	2.5%	73%	2.4	80%
CHRIST'S HOSPITAL	1,121	0.9%	48%	6.9	20%
CODMORE HILL	620	0.5%	75%	2.6	63%
COLDWALTHAM	845	0.7%	74%	2.4	77%
COWFOLD	1,271	1.0%	70%	2.3	76%
FAYGATE	364	0.3%	77%	3.3	75%
LOWER BEEDING	682	0.6%	72%	2.7	74%
MANNINGS HEATH	1,051	0.9%	73%	2.4	85%
PARTRIDGE GREEN	2,009	1.6%	71%	2.6	88%
RUDGWICK & BUCKS GREEN	1,948	1.6%	74%	2.5	86%
RUSPER	515	0.4%	71%	2.5	74%
SLINFOLD	958	0.8%	74%	2.3	65%
SMALL DOLE	751	0.6%	75%	2.5	93%
THAKEHAM & ABINGWORTH	1,086	0.9%	72%	2.7	85%
WARNHAM	1,153	0.9%	69%	2.3	69%
WASHINGTON	740	0.6%	50%	3.8	72%
WEST CHILTINGTON COMMON & VILLAGE	3,036	2.5%	73%	2.2	92%
Summary					
Category 1	87,228	77.7%	71%	2.4	79%
Category 1 (Exc. Horsham)	39,424	35.1%	70%	2.4	80%
Category 2	25,008	22.3%	71%	2.6	81%
All Category 1 & 2 settlements	112,236	91.9%	71%	2.4	79%

4.6. There are relatively minor differences between the two *settlement categories* in economic activity rates, household size and home ownership rates, but there is substantial variation among *individual settlements*, particularly Category 2 settlements. The main distinctions between settlements are:

- Of the Category 1 settlements Southwater has the highest average household size (2.7 persons) and highest percentage home ownership (87%). Other settlements with high home ownership levels are Steyning, Bramber and Upper Beeding (83%) and Storrington and Sullington (79%).
- Of the Category 2 settlements Codmore Hill, Slinfold, Warnham and Washington have relatively low home ownership (63%, 65%, 69% and 72%). The settlements with the highest home ownership are Small Dole (93%), West Chiltington (92%),

Partridge Green (88%), Barns Green (86%), Rudgwick and Bucks Green (86%), Mannings Heath (85%) and Thakeham and Abingworth (85%).

- Christ's Hospital has a low proportion of economically active people (48%) due to the number of secondary school students in the population, a high average household size perhaps because of the way students are accommodated, and a very low level of home ownership (20%) probably because the school owns much of the accommodation in the settlement.
- Washington has a low proportion of economically active people (50%) mainly because 37% of the population were (in 2001) aged 16-19, and it also has a high average household size (3.8 persons) probably for the same reason.

OVERVIEW OF OTHER SETTLEMENT CHARACTERISTICS

- 4.7. The characteristics of the settlements in terms of services and facilities available, housing needs and public transport availability are summarised in the original Settlement Sustainability Analysis document¹⁹. We have been advised by District Council staff of any significant changes to these services and facilities, of which there have been relatively few, including a recently opened supermarket in Pulborough.
- 4.8. Only the larger settlements provide sufficient services for most of the needs of residents, leaving aside the question of whether the majority of the residents actually use the services. These are mainly the Category 1 settlements. Of these, Henfield, Pulborough and Southwater do not have a state secondary school. There has been consideration of the need for a secondary school at Southwater, and Policy AL24 of ***Preferred Options – Site Specific Allocations*** reserves a site for this purpose, but a decision is some way off and would only be based on a demonstrated need. The Storrington area has an intermediate school, Rydon Community College, and Steyning and Billingshurst have secondary schools catering for southern and western parts of the District. All Category 1 settlements have at least one primary school, but some of the Category 2 settlements do not including Christ's Hospital, Codmore Hill, Faygate, Mannings Heath, Bucks Green, Small Dole, Abingworth and West Chiltington Common (although West Chiltington Village does).
- 4.9. Doctors' facilities are also limited in many of the Category 2 settlements, which is an important consideration in contemplating further housing development given the ageing population and likely increase in demand for medical services. Rudgwick and Cowfold have surgeries while Amberley, Ashington, Christ's Hospital, Coldwaltham, Partridge Green and West Chiltington Common and Village have branch surgeries.
- 4.10. Rail stations exist at Horsham (2), Christ's Hospital, Billingshurst, Pulborough, Amberley and Faygate, with the latter two having limited services. Local bus services are limited but have been improved somewhat by the addition of a service from Billingshurst to Henfield which arcs through the main southern settlements.
- 4.11. The main environmental constraints to development in the settlements are:

¹⁹ Horsham District Council (June 2000) Housing Development – Preliminary Evaluation. Background Document 1: Settlement Sustainability Analysis.

- Location within, or adjacent to, an AONB: The High Weald AONB abuts the eastern edge of Horsham, as well as Faygate, Mannings Heath and Lower Beeding. The South Downs AONB includes Amberley and Washington and abuts Coldwaltham, Storrington/Sullington, Washington, Steyning/Bramber/Upper Beeding and Small Dole. Other settlements are close to AONBs and development has the potential to affect views or the setting of the settlement in relation to the surrounding countryside, including Cowfold (High Weald), Pulborough and West Chiltington Common (South Downs). Other landscape considerations may also apply in a local context.
 - Sites important for nature conservation: Woodlands, rivers, water meadows and other natural features adjacent to or near many of the settlements are variously designated as nationally important (SSSI) or locally important (SNCI), or are not designated but recognised as having significant value.
 - Archaeology and historic heritage: Approximately half of the settlements include at least one Conservation Area and other historic values include listed buildings and Scheduled Ancient Monuments, all of which require protection from inappropriate development.
 - Flooding in or adjacent to the settlement: Flooding is known to affect parts of Pulborough, Steyning/Bramber/Upper Beeding, Amberley, Coldwaltham, Partridge Green and the western edge of Horsham.
 - Conflicting land uses: Small Dole is occasionally subject to landfill odours, as is the north of Horsham. There is also a possibility of a future landfill or other waste-related land use near Warnham, adjacent to the existing landfill site north of Horsham.
- 4.12. Any of these environmental constraints may preclude development or modify the types of development which are appropriate. Location in or near an AONB does not imply that development should not be contemplated, but it does require that development should be in keeping with the purposes of AONB designation and possibly, in the case of South Downs, National Park designation. National Park designation may in fact increase the need for tourism related facilities and accommodation in the south of the District.

TRANSPORT-RELATED SUSTAINABILITY CRITERIA

- 4.13. The criteria which were used in defining the Settlement Sustainability Hierarchy were provision of services, provision of employment and having 'some' public transport. The additional data offered by this study focuses on travel to work. The insight that the data offers as to the 'sustainability' of the settlements can be assessed by looking firstly at the employment role of the settlements themselves (balance between in- and out-commuting parameters, level of self-containment for work) and secondly by looking at the sustainability of patterns of commuting to other settlements (average distance and main mode of travel, common destinations of trips to work and possibly the existence of local networks). These parameters are defined below and the findings are discussed with reference to the current categorisation of settlements.
- 4.14. The parameters used for assessing settlement sustainability based on travel to work analysis were.
- **Self containment:** Self containment is defined as the percentage of working residents of a settlement who work in the same settlement. These either make short work trips within the settlement or work from home. A high percentage self containment is considered more sustainable. There is, however, a likelihood that some of the people who reported that they mainly 'work from home' in fact travel long distances regularly to visit clients and other business contacts.
 - **Commuting balance:** (Outflows vs. inflows): a net inflow of commuting, or a relatively even balance, indicates employment availability in a settlement and thus the potential for settlement sustainability, i.e. the potential for jobs to be provided locally for new residents. A strong outflow, especially to distant locations, suggests weak sustainability.
 - **Distance travelled:** low average distance is more sustainable as there is a reduced contribution to the impacts of motorised travel including congestion, the need for road building, pollution and carbon dioxide emissions. Groups commuting long distances can skew the average distance and mask the presence of groups who are not travelling far, and vice versa. The mode of travel used also has a bearing on the overall impacts.
 - **Mode:** Walking, cycling and local public transport are defined as highly sustainable. Longer distance public transport and short distance car travel are moderately sustainable. Long distance car travel is least sustainable. As a working rule, 'long distance' commuting has been defined in this study as greater than 15-20 km.
 - **Networks:** Groups of nearby settlements which function as interdependent networks are more sustainable than settlements with no strong relationships to their neighbours.

OVERVIEW OF TRAVEL TO WORK RESULTS

- 4.15. This section presents a summary of the travel to work data and a brief commentary on the main features, leading into a more detailed analysis in the next section of how individual settlements and groups of settlements function.
- 4.16. The electronic travel to work database was obtained from the Office of National Statistics and is based on the 2001 Census. In theory, the number of travel to work records for each settlement should be the same as the number of people the Census summary tables as being in employment and residing in that settlement. In practice this is not quite the case, although the totals are very close.²⁰ This can create slight inconsistencies between percentages (typically one or two percentage points) depending on whether they are derived from the travel to work dataset or the general Census dataset. The practical effect of this is minor and does not alter the overall conclusions of the study. It should also be noted that travel to work patterns can overestimate people's general travel patterns, as previous work has shown that people often travel less far for most services than they do to travel to work.

Self containment

- 4.17. Self containment is presented in **Table 4.2** for all settlements, with additional totals for:
- Category 1 settlements
 - Category 1 excluding Horsham (to remove the dominating effect of Horsham's large population)
 - Category 2 settlements.
- 4.18. The percentages shown are based on the total number of residents of the settlement aged 16-74 who are in employment.
- 4.19. Christ's Hospital has the highest overall self-containment due presumably to its being largely focused around a large school with accommodation available in the settlement for many of the staff. Horsham also has relatively strong self containment (44%) compared to the other settlements, but the fact that more than half of working residents commute outside the town is of concern in sustainability terms.
- 4.20. Overall, Category 1 settlements demonstrate a higher level of self containment (38% including Horsham and 31% excluding Horsham) than Category 2 settlements (27%). This is one piece of evidence in support of their identification as more sustainable locations for development. Against this overall trend, Southwater (Category 1) has very low self-containment (21%) and several Category 2 settlements have relatively high self-containment: Christ's Hospital (66%), Amberley (38%) and Washington (38%). Christ's Hospital's self-containment is presumably due to school teachers and other staff living in the settlement, while Amberley which is perhaps the most isolated

²⁰ See the attached **User Guide: Methodology** for further discussion of data accuracy issues. In particular, note that an adjustment process is applied to the data by the ONS in order to protect against disclosure of information relating to individuals. Small values of 1, 2, or 3 (trips) are adjusted to become either a 0, or a 3. The overall total for the data is maintained by the adjustment method but errors can arise when adding these adjusted values together, particularly for smaller settlements.

settlement has the highest percentage of residents working from home (22% - see **Table 4.4**).

- 4.21. The self contained trips data do not account for short trips among networks of close but distinct settlements, which are addressed in the discussion of settlement groups (from para. 4.37).

Table 4.2 Self contained trips

Settlement	Number of self contained trips	Self contained trips as % of working residents
Category 1 settlements		
BILLINGSHURST	879	33%
HENFIELD	727	34%
HORSHAM	11,359	44%
PULBOROUGH	517	27%
SOUTHWATER	962	21%
STEYNING/UPPER BEEDING	1,534	34%
STORRINGTON	1,283	39%
Category 2 settlements		
AMBERLEY	96	38%
ASHINGTON (HORSHAM)	332	26%
BARNS GREEN	129	24%
BROADBRIDGE HEATH	374	21%
CHRIST'S HOSPITAL	160	66%
CODMORE HILL	93	28%
COLDWALTHAM	134	31%
COWFOLD	155	24%
FAYGATE	46	29%
LOWER BEEDING	106	33%
MANNINGS HEATH	138	27%
PARTRIDGE GREEN	267	25%
RUDGWICK/BUCKS GREEN	284	25%
RUSPER	77	31%
SLINFOLD	105	22%
SMALL DOLE	102	24%
ABINGWORTH/THAKEHAM	171	31%
WARNHAM	129	23%
WASHINGTON	96	38%
WEST CHILTINGTON COMMON	309	26%
Summary		
Category 1	17,261	38%
Category 1 (exc. Horsham)	5,902	31%
Category 2	3,303	27%
All Category 1 and 2	20,564	36%

Commuting balance

- 4.22. Commuting balance has been described by means of three, related statistics:

- **Net flow of commuters** – the difference between number of people coming into the settlement to work and the number leaving it to work. Where in-commuters exceed out-commuters the settlement has a net inflow and is therefore likely to be a net provider of employment (with more jobs than there are working residents).
- **Out-commuting as a percentage of employed residents** – this measures the proportion of employed residents of the settlement whose place of work is

outside the settlement boundaries. The percentage that out-commute plus the percentage who work within the settlement (self-containment) by definition adds to 100%, aside from rounding errors.

- **In-commuting as a percentage of people working in the settlement** – this measures the proportion of jobs within the settlement taken by people who live outside the settlement boundaries.

- 4.23. The great majority of the settlements are net ‘exporters’ of commuters (**Table 4.3**). The few settlements with a net commuting inflow were all quite small, being Christ’s Hospital, Codmore Hill, Rusper, Small Dole and Washington. Overall, 62% of residents worked outside their settlement of residence, with the proportion being higher for the Category 2 settlements and several of these having more than 70% out-commuting.
- 4.24. Although most settlements had a net outflow of commuters, most also had high in-commuting, indicating that while the majority of residents commute out to their jobs, people from elsewhere commute in to take the jobs on offer in the settlement. This is not a pattern which would be expected in sustainable settlements. Exactly where these commuters go to or come from is explored in more detail in the *Main destinations and origins* section of this Chapter.

Table 4.3 Commuting balance

Settlement	Residents aged 16-74 who are in employment	Out-commuting from settlement	In-commuting to settlement	Out-commuting as % of employed residents	In-commuting as % of people working in the settlement	Net flow
Category 1						
BILLINGSHURST	2,775	1,793	1,463	65%	62%	-330
HENFIELD	2,038	1,387	526	68%	42%	-861
HORSHAM	25,238	14,419	12,034	57%	51%	-2385
PULBOROUGH	1,851	1,401	889	76%	63%	-512
SOUTHWATER	4,394	3,573	963	81%	50%	-2610
STEYNING, BRAMBER & UPPER BEEDING	4,511	2,972	853	66%	36%	-2119
STORRINGTON & SULLINGTON	3,281	2,033	1,334	62%	51%	-699
Category 2						
AMBERLEY	254	159	126	63%	57%	-33
ASHINGTON	1,255	934	355	74%	52%	-579
BARNS GREEN	513	413	39	81%	23%	-374
BROADBRIDGE HEATH	1,739	1,369	1,344	79%	78%	-25
CHRIST'S HOSPITAL	237	84	306	35%	66%	222
CODMORE HILL	311	234	320	75%	77%	86
COLDWALTHAM	414	303	60	73%	31%	-243
COWFOLD	673	498	225	74%	59%	-273
FAYGATE	165	112	347	68%	88%	235
LOWER BEEDING	345	216	162	63%	60%	-54
MANNINGS HEATH	509	371	213	73%	61%	-158
PARTRIDGE GREEN	1,061	821	505	77%	65%	-316
RUDGWICK & BUCKS GREEN	1,053	874	294	83%	51%	-580
RUSPER	265	175	195	66%	72%	20
SLINFOLD	473	363	303	77%	74%	-60
SMALL DOLE	401	320	598	80%	85%	278
THAKEHAM & ABINGWORTH	569	381	325	67%	66%	-56
WARNHAM	537	438	123	82%	49%	-315
WASHINGTON	266	157	195	59%	67%	38
WEST CHILTINGTON COMMON & VILLAGE	1,208	884	96	73%	24%	-788
Summary						
Category 1	44,088	27,578	18,062	63%	51%	n/a
Category 1 (exc. Horsham)	18,850	13,159	6,028	70%	51%	n/a
Category 2	12,248	9,106	6,131	74%	65%	n/a
All Category 1 and 2	56,336	34,914	22,514	62%	50%	n/a

Distance travelled and mode

- 4.25. **Table 4.4** summarises the average distance travelled to work by residents of each settlement and the relative importance (in percentage terms) of various transport modes. In interpreting the data the following points should be noted:
- Distance travelled is measured 'as the crow flies', so the actual travel distance will typically be greater and sometimes much greater, depending on how direct the route is.
 - The figures include all working residents of the settlements, including those who work within the same settlement (i.e. they include self-contained trips). Clearly trips by foot or bike are likely to be self-contained trips within the settlement, while trips by train are likely to represent commuting to another settlement.
- 4.26. **Distance:** Residents of Category 1 settlements travelled slightly shorter distances to work on average than those of Category 2 settlements. For most Category 1 settlements the average distance was 18 to 20 km, while for Horsham it was 15 km. For Category 2 the average distance was more variable, with most clustered around 18 to 22 km but some as high as 26 to 27 km (Ashington, Coldwaltham and West Chiltington Common/Village).
- 4.27. Averaged over Great Britain during 1999 to 2001: ²¹
- Rural residents (settlement popn. < 3000) travelled 17.1 km to work
 - Residents of small urban areas (popn. 3,000 – 25,000) travelled 15.8 km
 - Residents of medium urban areas (popn. 25,000 – 250,000) travelled 13.8 km.
- 4.28. Measured against these figures Horsham's average of 15km is about what one would expect, the distances for other Category 1 settlements are above the national average for small urban areas, and distances for most Category 2 settlements are above, or well above, the national average for rural residents.
- 4.29. **Mode:** There were relatively minor differences between Category 1 and 2 settlements overall in mode of travel (**Table 4.4**).

²¹ Office of National Statistics and Department for Transport (2003) *Travel in urban and rural areas of Great Britain*. Personal Travel Factsheet 11, Jan 2003. Data are averages for 1999-2001.

Table 4.4 Average distance travelled and mode

Settlement	Average distance travelled to work (km)	work from home	by train	by bus / mini-bus / coach	by car / van - driver	by car / van - passenger	by foot / bike	other means
Category 1 settlements								
BILLINGSHURST	19	10%	8%	1%	62%	5%	12%	2%
HENFIELD	18	13%	3%	2%	67%	4%	11%	1%
HORSHAM	15	8%	7%	2%	60%	5%	15%	1%
PULBOROUGH	20	12%	7%	1%	61%	6%	11%	1%
SOUTHWATER	19	9%	4%	4%	71%	5%	5%	1%
STEYNING, BRAMBER & UPPER BEEDING	18	12%	3%	2%	67%	5%	10%	2%
STORRINGTON & SULLINGTON	20	13%	3%	1%	69%	4%	9%	1%
Category 2 settlements								
AMBERLEY	22	22%	4%	1%	60%	4%	7%	2%
ASHINGTON	26	14%	3%	2%	69%	4%	6%	2%
BARNS GREEN	19	14%	5%	1%	69%	4%	5%	1%
BROADBRIDGE HEATH	15	8%	4%	3%	68%	6%	10%	2%
CHRIST'S HOSPITAL	10	8%	3%	2%	22%	5%	59%	1%
CODMORE HILL	20	11%	7%	2%	59%	7%	13%	2%
COLDWALTHAM	27	18%	5%	1%	63%	5%	7%	1%
COWFOLD	19	12%	4%	1%	72%	4%	6%	1%
FAYGATE	15	16%	9%	2%	60%	5%	5%	2%
LOWER BEEDING	20	19%	6%	0%	61%	5%	7%	2%
MANNINGS HEATH	18	15%	6%	2%	68%	5%	4%	1%
PARTRIDGE GREEN	18	11%	2%	2%	71%	4%	9%	2%
RUDGWICK & BUCKS GREEN	21	13%	4%	1%	68%	5%	6%	2%
RUSPER	19	15%	6%	0%	66%	3%	8%	1%
SLINFOLD	15	11%	4%	3%	68%	5%	7%	2%
SMALL DOLE	21	14%	3%	1%	73%	3%	5%	1%
THAKEHAM & ABINGWORTH	24	16%	4%	0%	71%	3%	5%	1%
WARNHAM	20	12%	5%	2%	69%	6%	5%	1%
WASHINGTON	19	15%	3%	2%	62%	3%	13%	2%
WEST CHILTINGTON COMMON & VILLAGE	26	17%	6%	1%	70%	2%	3%	1%
Summary								
Category 1	n/a	10%	6%	2%	63%	5%	13%	1%
Category 1 (exc. Horsham)	n/a	11%	4%	2%	67%	5%	9%	1%
Category 2	n/a	13%	4%	2%	67%	4%	8%	2%
All Category 1 and 2	n/a	10%	6%	2%	64%	5%	11%	1%

- 4.30. The car was clearly the dominant mode for both Category 1 and 2 settlements, averaging 69% across all settlements (including both car drivers and passengers). Of the Category 1 settlements, Southwater had the greatest percentage travelling by car (76%) and the smallest percentage by foot or bike (5%), which may reflect the isolation of Southwater from Horsham. Residents of Category 2 settlements were slightly more likely to work from home or to travel to work by car, and slightly less likely to travel by train, cycle or on foot. Christ's Hospital is a clear exception in having 59% of residents travelling by foot or bike.
- 4.31. Working from home tended to be more common in the smaller and/or more remote settlements including Amberley, Coldwaltham, Faygate, Lower Beeding, Rusper, Washington and West Chiltington Common and Village.

Numbers of jobs implied by travel data

- 4.32. The number of work trips ending in a settlement (including those that began there, i.e. self-contained trips) is a useful estimate of the number of jobs in that settlement, although it does not distinguish between full time and part time jobs. The implied number of jobs in each settlement is shown in **Table 4.5**.

Table 4.5 Numbers of jobs implied by the travel to work data

Settlement	Implied jobs	Implied jobs per working resident
Category 1		
BILLINGSHURST	2,342	0.84
HENFIELD	1,253	0.61
HORSHAM	23,393	0.93
PULBOROUGH	1,406	0.76
SOUTHWATER	1,925	0.44
STEYNING, BRAMBER & UPPER BEEDING	2,387	0.53
STORRINGTON & SULLINGTON	2,617	0.80
Category 2		
AMBERLEY	222	0.87
ASHINGTON	687	0.55
BARNS GREEN	168	0.33
BROADBRIDGE HEATH	1,718	0.99
CHRIST'S HOSPITAL	466	1.97
CODMORE HILL	413	1.33
COLDWALTHAM	194	0.47
COWFOLD	380	0.56
FAYGATE	393	2.38
LOWER BEEDING	268	0.78
MANNINGS HEATH	351	0.69
PARTRIDGE GREEN	772	0.73
RUDGWICK & BUCKS GREEN	578	0.55
RUSPER	272	1.03
SLINFOLD	408	0.86
SMALL DOLE	700	1.75
THAKEHAM & ABINGWORTH	496	0.87
WARNHAM	252	0.47
WASHINGTON	291	1.09
WEST CHILTINGTON COMMON & VILLAGE	405	0.34
Summary		
Category 1	35,323	n/a
Category 1 (exc. Horsham)	11,930	n/a
Category 2	9,434	n/a
All Category 1 and 2	44,757	n/a

- 4.33. Southwater has the least jobs per working resident of the Category 1 settlements (0.44), with Steyning/Bramber/Upper Beeding (0.53) and Henfield (0.61) also relatively low. The other Category 1 settlements all provide at least three quarters as many jobs as they have working residents, with Horsham providing the greatest employment relative to its working population (0.93).
- 4.34. Employment provision in Category 2 settlements is more variable. Several are net employers, with more jobs than there are working residents. These are generally smaller settlements which include a large business (Faygate and Washington), an industrial estate (Small Dole) or, in the case of Christ's Hospital, a large school. Other Category 2 settlements have few jobs in relation to their working population, notably Barns Green (0.33), West Chiltington (0.34) and Coldwaltham (0.47) which appear to be largely dormitory settlements for commuters and/or retirement settlements. Rudgwick and Bucks Green (0.55), Ashington (0.55) and Cowfold (0.56) also have significantly fewer jobs than working residents.

Main destinations and origins of work trips

- 4.35. The main destinations for work trips from each of the settlements are shown in **Table 4.6**, and the main origins of trips to each of the settlements in **Table 4.7**. These are derived from the summary of origins and destinations for each settlement's commuting, which is included in Excel format in **Appendix 4**.
- 4.36. Five settlement groups are presented in the Tables, within which the settlements have broadly similar characteristics in terms of main origins and destinations.
- **Horsham** is in a category of its own, in most aspects of settlement function measured by travel to work data.
 - The **settlements strongly linked to Horsham** have been defined as those close to Horsham, with about 20% or higher commuting from the settlement to Horsham. They also have strong commuting to Crawley and Greater London urban areas.
 - The **settlements moderately linked to Horsham** have been defined as those relatively close to Horsham, but with a lesser connection to it (less than 20% out-commuting) and a more dispersed commuting pattern generally.
 - The **south west settlements** are further from and more weakly linked to Horsham, with moderate levels of commuting within the group and quite strong commuting to and from Brighton Urban Area. (The Brighton Urban Area is a large area along the south coast which includes Worthing and Littlehampton in addition to Brighton).
 - The **south east settlements** are the three settlements closest to Brighton Urban Area, with strong commuting to and from that area.

Table 4.6 Main destinations of work trips from the study settlements

Settlement of origin	Main destinations (as % of employed residents of origin settlement)					
	Horsham	Crawley UA	Greater London UA	Brighton, Worthing and Littleh'tn UA	Other destinations (at least 5% of working residents and at least 10 persons)	Self containment
HORSHAM	44%	16%	11%	2%		44%
Strongly linked to Horsham						
BROADBRIDGE HEATH	25%	13%	9%	2%		21%
MANNINGS HEATH	26%	15%	11%	*		27%
SLINFOLD	19%	11%	12%	4%		22%
SOUTHWATER	22%	15%	12%	2%		21%
WARNHAM	19%	11%	13%	*		23%
Moderately linked to Horsham						
BARNS GREEN	16%	10%	7%	2%		24%
BILLINGSHURST	15%	8%	10%	2%		33%
CHRIST'S HOSPITAL	5%	5%	*	*		66%
COWFOLD	15%	16%	13%	3%	5% Haywards Heath	24%
FAYGATE	13%	23%	11%	*		29%
LOWER BEEDING	14%	12%	10%	6%		33%
PARTRIDGE GREEN	14%	12%	6%	8%		25%
RUDGWICK & BUCKS GREEN	9%	7%	15%	2%	5% Guildford	25%
RUSPER	17%	17%	15%	*		31%
South west settlements						
AMBERLEY	5%	5%	6%	12%	5% Arundel 5% Chichester	38%
ASHINGTON	11%	10%	8%	11%		26%
CODMORE HILL	6%	8%	6%	7%	6% Pulborough 9% Billingshurst	28%
COLDWALTHAM	5%	5%	12%	10%	5% Storrington	31%
PULBOROUGH	8%	6%	7%	6%	5% Billingshurst	27%
STORRINGTON & SULLINGTON	6%	5%	6%	14%		39%
THAKEHAM & ABINGWORTH	14%	11%	6%	8%	6% Storrington	31%
WASHINGTON	*	8%	6%	14%	6% Storrington	38%
WEST CHILTINGTON COMMON & VILLAGE	9%	6%	12%	10%		26%
South east settlements						
HENFIELD	8%	9%	7%	17%		34%
SMALL DOLE	4%	8%	8%	23%	7% Henfield 5% Burgess Hill	24%
STEYNING, BRAMBER & UPPER BEEDING	4%	5%	5%	30%		34%

* less than 10 persons make this journey

Table 4.7 Main origins of work trips ending in the study settlements

Settlement as destination	Main origins (as % of employment in the settlement)					% of employees in the settlement who live in the settlement
	Horsham	Crawley UA	Greater London UA	Brighton, Worthing and Littleh'tn UA	Other origins (at least 5% of employment in settlement and at least 10 persons)	
HORSHAM	49%	5%	2%	7%	4% Southwater	49%
Strongly linked to Horsham						
BROADBRIDGE HEATH	27%	2%	1%	5%		22%
MANNINGS HEATH	19%	4%	9%	*		39%
SLINFOLD	14%	5%	*	15%	5% Billingshurst	26%
SOUTHWATER	12%	2%	2%	10%		50%
WARNHAM	14%	6%	*	*		51%
Moderately linked to Horsham						
BARNS GREEN	*	*	*	*		77%
BILLINGSHURST	7%	3%	2%	7%		38%
CHRIST'S HOSPITAL	23%	3%	*	4%	5% Barns Green	34%
COWFOLD	6%	4%	3%	11%		41%
FAYGATE	32%	12%	6%	5%		12%
LOWER BEEDING	8%	6%	*	7%		40%
PARTRIDGE GREEN	8%	4%	*	13%		35%
RUDGWICK & BUCKS GREEN	10%	2%	2%	*		49%
RUSPER	17%	13%	*	*		28%
South west settlements						
AMBERLEY	*	*	*	12%	11% Bognor Regis 7% Storrington 5% Westergate	43%
ASHINGTON	*	*	*	20%		48%
CODMORE HILL	*	4%	*	17%	13% Pulborough	23%
COLDWALTHAM	*	*	*	6%		69%
PULBOROUGH	2%	1%	*	13%		37%
STORRINGTON & SULLINGTON	2%	<1%	<1%	22%		49%
THAKEHAM & ABINGWORTH	2%	*	*	18%	10% Storrington 5% Ashington	35%
WASHINGTON	*	*	*	32%	11% Storrington	33%
WEST CHILTINGTON COMMON & VILLAGE	3%	*	*	7%		76%
South east settlements						
HENFIELD	1%	*	*	18%		58%
SMALL DOLE	3%	*	*	50%		15%
STEYNING, BRAMBER & UPPER BEEDING	1%	1%	*	21%		64%

* less than 10 persons make this journey

Analysis of settlement groups

- 4.37. The five settlement groups are briefly analysed here. Because of the number of settlements and potential combinations of out-commuting and in-commuting only a few maps are presented to illustrate key points. The CD attached to this report as **Appendix 4** contains a read-only ArcMap file which can be used to view commuting patterns from and to any of the study settlements in greater detail, including by viewing combinations of settlements.
- 4.38. The travel maps on the ArcMap CD and in this section display travel routes to and from a settlement as straight lines between the respective settlements. **The wider and darker the line, the more people make that journey.** When using the ArcMap CD it is possible to click the mouse on any line to display more detailed information including numbers of trips by each mode (car, train etc.). To avoid clutter in the display, **trips made by only three people or less are not included on the maps.**

Horsham

- 4.39. Horsham has a relatively high level of self-containment and low level of out-commuting compared with the other settlements. It is an important commuting destination for the surrounding settlements (**Figure 4.1**), but commuting from Horsham is largely to Crawley Urban Area (16% of working residents of Horsham), Greater London Urban Area and other generally northern destinations. The existence of two rail stations has ensured that a high proportion of trips to London (46 %) are by train.

Settlements strongly linked to Horsham

- Broadbridge Heath
 - Mannings Heath
 - Slinfold
 - Southwater
 - Warnham
- 4.40. These settlements have strong flows to Horsham, very little of which uses public transport. Christ's Hospital rail station enables residents of surrounding areas and settlements, notably Southwater, to travel by train to London and other northern destinations. Several of these settlements have low employment provision (see Table 4.5), with the exception of Broadbridge Heath (0.99 jobs per resident) and Slinfold (0.86 jobs per resident). As a result of generally low employment availability and ease of travel to Horsham, Crawley and London these settlements have low self-containment (only 21% to 27%).

- 4.41. It is likely that further housing development in these settlements will tend to reinforce the same commuting trends. Locating most of the area's residential development on the outskirts of Horsham/Broadbridge Heath as is proposed in the **Preferred Options** report, rather than in the surrounding settlements, will minimise the transport impacts of the development. At a minimum, much improved public transport to Horsham and further employment and services development would be required before significant development should be contemplated in these settlements.

Settlements moderately linked to Horsham

- Barns Green
 - Billingshurst
 - Christ's Hospital
 - Cowfold
 - Faygate
 - Lower Beeding
 - Partridge Green
 - Rudgwick and Bucks Green
 - Rusper
- 4.42. These settlements are somewhat less dominated by Horsham's pull, although Christ's Hospital and Faygate receive considerable commuting from Horsham (23% and 32%). Settlements external to Horsham District (Haywards Heath, Guildford and others) become more important destinations. Billingshurst and Christ's Hospital have rail stations and 41% of trips from Billingshurst to Greater London Urban Area were by train, but only 14% of trips to Horsham and 9% of trips to Crawley Urban Area were by train. Billingshurst has a clear local employment role (0.84 jobs per resident) although self-containment is only average (33%), and it draws commuters from smaller settlements to the south (Pulborough, Codmore Hill, West Chiltington, Storrington/Sullington and Ashington) as well as from Horsham and Southwater (**Figure 4.2**).

South west settlements

- Amberley
 - Ashington
 - Codmore Hill
 - Coldwaltham
 - Pulborough
 - Storrington and Sullington
 - Thakeham and Abingworth
 - Washington
 - West Chiltington Common and Village
- 4.43. Situated well away from Horsham and the Crawley Urban Area, and within or adjacent to the South Downs AONB (and any future National Park), these settlements look to each other to a certain extent, but are far from forming fully functioning networks.

- 4.44. Storrington/Sullington and Pulborough/Codmore Hill are the main settlements in terms of employment. West Chiltington Common/Village is similar in population to Pulborough but is mainly residential and only offers about 400 jobs. Brighton Urban Area generally dominates as a source of commuting inflows to this group of settlements, which appears to indicate that the jobs in these settlements are unattractive to many of those who live there.
- 4.45. Of the jobs in Storrington/Sullington 49% are taken by residents, which is quite high in relation to other settlements in the District. A large proportion of the remaining jobs are taken by in-commuters from Brighton Urban Area (22%) and there is relatively weak in-commuting from nearby settlements of Pulborough, Coldwaltham, Thakeham and Abingworth, West Chiltington and Washington (approximately 8% of jobs). This undermines any presumption that the settlement functions as the hub of a local network of work commuting (**Figure 4.3**).
- 4.46. Pulborough and Codmore Hill, being adjacent, have quite strong commuting links. However, overall commuting flows from these and other settlements in the group tend to be strongly outwards beyond the group, as shown by the main destinations from West Chiltington in **Table 4.8** and from Thakeham and Abingworth in **Table 4.9**.
- 4.47. Pulborough's rail station enables train travel to (mainly northern) destinations, and 39% of trips to London are by train but few of the trips to Horsham (12%) or Crawley (10).

Table 4.8 Main destinations of work trips from West Chiltington

Major out-flow destinations (All trips greater than 10)	Volume of out-flow	% of working popn
GREATER LONDON URBAN AREA	141	12%
BRIGHTON/WORTHING/LITTLEHAMPTON	120	10%
HORSHAM	108	9%
CRAWLEY URBAN AREA	75	6%
STORRINGTON	52	4%
PULBOROUGH	48	4%
BILLINGSHURST	31	3%
CHICHESTER	27	2%
GUILDFORD	21	2%
45UFGF0017	10	1%
ABINGWORTH / THAKEHAM	10	1%

Table 4.9 Main destinations of work trips from Thakeham and Abingworth

Major out-flow destinations (All trips greater than 10)	Volume of out-flow	% of working popn
HORSHAM	80	14%
CRAWLEY URBAN AREA	60	11%
BRIGHTON/WORTHING/LITTLEHAMPTON	45	8%
GREATER LONDON URBAN AREA	33	6%
STORRINGTON	31	6%
BILLINGSHURST	12	2%

South east settlements

- Henfield
- Small Dole
- Steyning, Bramber and Upper Beeding

- 4.48. Once again there are strong outflows from this group to northern employment destinations, but also very strong flows to and from Brighton Urban Area. **Figures 4.4 and 4.5** show this for Steyning, Bramber and Upper Beeding. Henfield and Small Dole also draw employees from Brighton Urban Area, in the case of Small Dole this may be mainly because of its industrial estate.
- 4.49. Henfield and Steyning, Bramber and Upper Beeding perform a limited role as local employment centres. They are 34% self-contained (which is above the average of 27% for Category 2 settlements) and 58% of people who work in Henfield also live there, 64% in the case of Steyning, Bramber and Upper Beeding.
- 4.50. Partridge Green has not been included in this group, although arguably it could be. Partridge Green is close to Henfield and residents probably use Henfield for many of their services, but in work commuting terms it is more strongly oriented towards Horsham and Crawley than to the other settlements in this group.

SUMMARY OF KEY FINDINGS

- 4.51. Horsham District has developed over the years, like many rural and semi-rural parts of the South East, into a number of highly mobile communities which are interconnected, but not necessarily to the closest or most obvious settlements. The driving factors for these trends are largely beyond the control of planning, being the convenience and relative affordability of private car transport and the desire of many to live outside the larger urban centres while still being reliant on these for employment and many other services.
- 4.52. Key findings from the analysis here are that:
- The level of self-containment (% of workers living and working in the same settlement) is generally low (21% - 44%) with the exception of Christ's Hospital which has 66% self-containment. Horsham is the next highest with 44% self-containment. Category 1 settlements are typically more self-contained than Category 2, but Southwater is an exception (only 21% self-contained).
 - Most settlements have fewer jobs than they have working residents and some have considerably fewer jobs, indicating that they are largely residential or dormitory settlements, particularly Southwater (Category 1), Barns Green and West Chiltington Common/Village (Category 2).
 - There appears to be a substantial mismatch between locations of residence and locations of employment, with strong commuting flows both into and out of most settlements.
 - Average travel to work distances range from 10km to 27km and the average commuting distances from most of the settlements are substantially further than the average for rural residents in Great Britain.
 - Commuting outflows are strongly to the north, for most settlements, towards Horsham, Crawley Urban Area and Greater London Urban Area.
 - From the southern settlements there are considerable flows to and from Brighton Urban Area (which includes Worthing and Littlehampton) but net flows are still generally to the North.
 - Jobs provided in the smaller settlements are frequently taken by those living in the larger urban areas. This is particularly so for those settlements near Brighton/Worthing/Littlehampton. It presumably reflects the types of jobs on offer (retail, business parks) relative to housing availability and affordability.
 - Residents are highly dependent on car travel in almost all settlements, but somewhat more so in Category 2 settlements. Car ownership is also high. Some of the settlements have rail stations and slightly higher proportions of trips to work by train, but this still accounts for small proportions of total trips to work (maximum 9% of working residents' commuting trips). Bus use is low in all settlements (maximum 4% of trips). A few settlements, mainly in Category 1, have more than 10% of people travelling to work by bike or on foot.

- There is a cluster of settlements in the relatively remote south west of the District, but there is not evidence that these settlements function strongly as a network, at least in terms of travel to work, and out-commuting from each of these settlements is often to distant rather than nearby locations.
- Some of the southern settlements have little rental accommodation available and this may contribute to the high in-commuting from the Brighton Urban Area (notably for Small Dole). House prices are probably also a factor, although these have not been analysed.

5. IMPLICATIONS FOR THE SETTLEMENT SUSTAINABILITY HIERARCHY

- 5.1. The preceding sections presented travel to work and other relevant data for the study settlements. This chapter makes reference to these findings to firstly review the overall approach to development proposed (set out in the Settlement Sustainability Hierarchy) and then the settlement allocations to 2016 as set out in the **Preferred Options** documents and commented on in the **Representations** report.

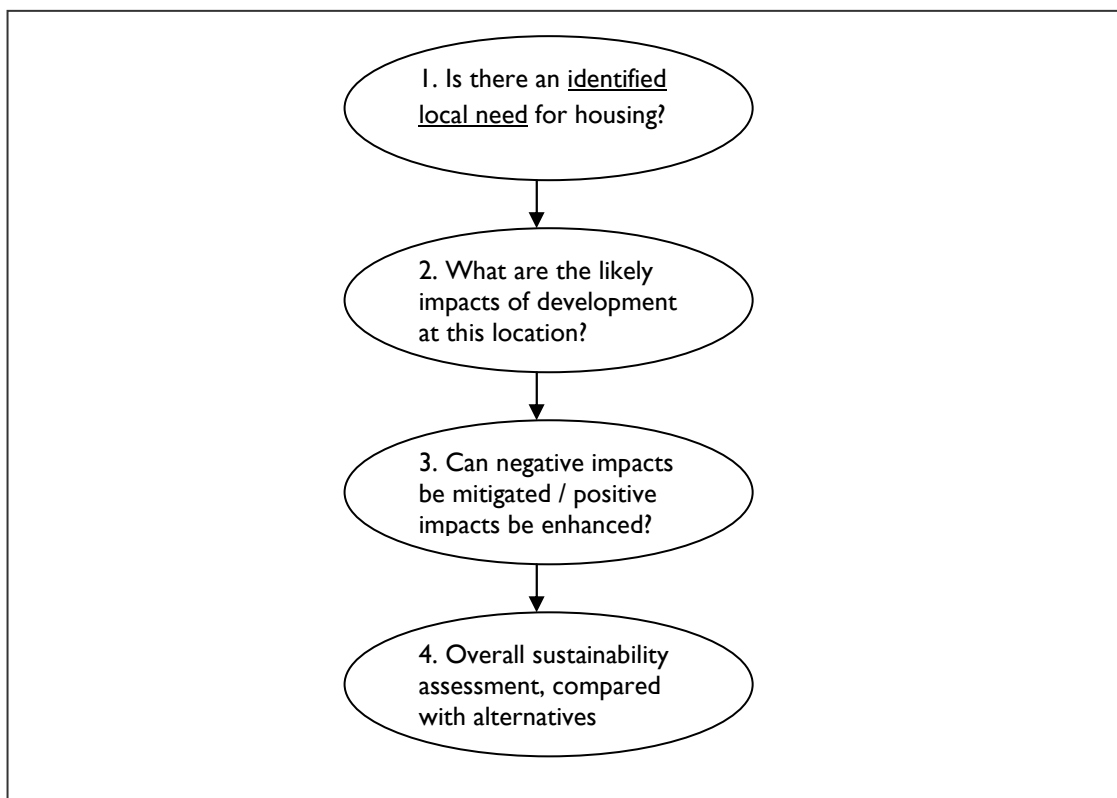
DISCUSSION OF OVERALL APPROACH

- 5.2. In reviewing the Settlement Sustainability Hierarchy the following questions have been addressed:
- (a) Is the overall approach to the hierarchy appropriate? This includes assessment of the policy justification for the hierarchy.
 - (b) Are the settlements correctly located within the hierarchy levels?
 - (c) Are the allocations of development to the individual settlements appropriate?
- 5.3. The **Background Document - Settlement Sustainability Hierarchy** justifies an approach of developing the settlements which provide services, employment and public transport. These are not held to be particularly 'sustainable' locations for development, as the paper notes the heavy reliance on car travel, but they are considered to be 'more sustainable' locations for development where there is local need.
- 5.4. The present study has certainly justified the overall restrictive approach to development in most of the settlements. The travel to work data shows that residents in these settlements lead highly mobile lives and are heavily dependant on car travel and on other (larger) settlements for work. The average distance travelled to work is significantly further than the average for rural settlements in Great Britain.
- 5.5. The study has not found strong linkages between provision of employment and public transport in a settlement and local use of these, although it is acknowledged that public transport may be used more for non-work trips than for travel to work. The Category 1 settlements generally display higher levels of self-containment, shorter distances to work and higher proportions of trips by public transport and bike or foot than Category 2 settlements. However, with the exception of Horsham, none of them function strongly as local employment centres and their travel to work distances are still above the Great Britain average for settlements of equivalent size. There is also some overlap between Category 1 and 2 settlements in sustainability as measured by travel to work parameters.
- 5.6. The study has also identified common patterns of travel from settlements that are close to each other (in the south east and south west of the District) which indicates that the location of the settlement, specifically in relation to the larger settlements and main transport routes, is a key factor affecting the travel patterns and hence

sustainability of these settlements. This is not easy to capture in a policy for development, but it is nonetheless a key influencing factor and strongly opposes an approach that measures the ‘sustainability’ of a settlement by its individual characteristics (existence of employment sources, services and public transport) rather than by its relationship with other settlements.

- 5.7. Overall, the findings dispute the assumption that provision equates to use of local employment and public transport and highlight the importance of the broader location of a settlement. Data on service use has not been collected in the Horsham District, either by this or (as far as we are aware) other studies. Although residents are likely to travel further for work than for their everyday services (as has been demonstrated in case-studies in the East Riding of Yorkshire), the findings for travel to work do suggest that residents in some settlements similarly may not use the local services provided, particularly where settlements have easy access to larger settlements. This has been found to be the case in several case-studies including in the East Riding of Yorkshire and in the High Weald AONB as discussed in Chapter 3 Literature and Policy Review.
- 5.8. Looking beyond transport issues, important though they are, a wider framework for determining site allocations is proposed in **Figure 5.1**, building on the “two stage test” of need and impacts on sustainability implied by Policy CP4(d) of **Preferred Options – Core Strategy** and referred to in para. 3.27 here. **Table 5.1** provides further detail on the decision criteria which would apply at each step in the framework.

Figure 5.1 Framework for determining site allocations



- 5.9. The analysis of travel patterns constitutes the original research in the current study. This helps to identify (2) the likely impacts of development and can also assist in identifying (3) mitigation measures such as improved public transport or providing policy support for housing workers locally who would otherwise travel. Information on actual development needs and on economic, social, environmental and practical constraints is considered here on an ‘as received’ basis. **We have not undertaken a detailed appraisal of these factors and it is suggested that the District Council use the study results alongside such other information rather than as a stand alone piece of work.**
- 5.10. The final step, making an overall assessment of sustainability and comparing with alternative locations and sites, will always require a level of subjective judgement. Following a rigorous process as set out here can at least ensure that all relevant information is used in making the decision, and by recording the judgements made at each step, a transparent record of the decision process can be created.

Table 5.1 Sustainability criteria for site allocation

Criteria	Comment
Is there a need?	Will development in this location meet identified needs for housing and economic activity and supporting local facilities and services? What type(s) of housing are required and for whom?
Economic / social	What are the likely impacts (positive/negative) on the economy, employment, business mix, vitality of village centres, infrastructure, access to housing and services?
Environment / resources	What are the likely impacts (positive/negative) on character, biodiversity, historic and cultural environment, natural resources, flooding and sustainable transport?
Practical constraints	What practical constraints are there to development at a specific location? e.g. land availability, access, ownership
Economic / social	To what extent can any anticipated negative economic and social impacts be avoided or mitigated?
Environment / resources	To what extent can any anticipated negative environmental and natural resource impacts be avoided or mitigated?
Practical constraints	To what extent can any practical constraints be avoided or mitigated?

REVIEW OF SETTLEMENT CATEGORISATION AND GREENFIELD SITE ALLOCATIONS

- 5.11. The allocations of housing development to 2016, as proposed in **Preferred Options – Site Specific Allocations** are shown in **Table 5.2**. This section reviews these allocations in the light of the findings of the research, and indicates where they are supported by or questioned by the data. Although the current study is primarily about small scale greenfield allocations, these need to be examined in the context of the overall development anticipated in the settlements including previously developed land (PDL, or brownfield). The numbers of dwellings in Table 5.2 are based on the identified large PDL sites in Policy AL4 and the table of greenfield site allocations (Table 5) of **Preferred Options – Site Specific Allocations**. The Table excludes the large, mixed use developments proposed for west of Horsham and Crawley.

Table 5.2 Proposed allocations of housing in the study settlements

Settlement	PDL identified sites (Policy AL4)	Proposed greenfield site allocations			Total allocation (dwellings)
		2005 - 2011	After 2011	Reserve after 2011	
Category 1 settlements					
BILLINGSHURST	42	84			126
HENFIELD	13			60	73
HORSHAM	847	240			1,087
PULBOROUGH	146				146
SOUTHWATER	78			100	178
STEYNING, BRAMBER & UPPER BEEDING	20				20
STORRINGTON & SULLINGTON	59	35 [†]	75 *		169
Category 2 settlements					
AMBERLEY					
ASHINGTON	19	35			54
BARNS GREEN	45	35			80
BROADBRIDGE HEATH	45				45
CHRIST'S HOSPITAL					
CODMORE HILL					
COLDWALTHAM					
COWFOLD					
FAYGATE					
LOWER BEEDING		35			35
MANNINGS HEATH					
PARTRIDGE GREEN					
RUDGWICK & BUCKS GREEN		25	55		80
RUSPER					
SLINFOLD					
SMALL DOLE					
THAKEHAM & ABINGWORTH					
WARNHAM					
WASHINGTON	11		*		11
WEST CHILTINGTON COMMON & VILL.					
All Category 1 & 2 settlements					
PDL	1,325				1,325
Greenfield		489	130	160	779
Total					2,104

* Policy AL 16 states that this allocation is at Washington, but it appears to be actually at Sullington

† Table 5 of Preferred Options – Site Specific Allocations states that the RAFA site (15 dwellings) would occur after 2011, but Policy AL 16 indicates that it would be before 2011.

Category I settlements

- 5.12. Of the settlements, **Horsham** is allocated significantly more development than the other settlements, mainly as PDL rather than greenfield. It is somewhat out of place in Category I as it is clearly considered to have a very different role and function and, unlike the other settlements, contributes to strategic levels of housing need. However, for practical purposes it fits the criteria for Category I and is a potential location for small scale greenfield extensions.
- 5.13. The travel to work data show that, despite the fact that there are almost as many jobs²² as working residents in Horsham, over 50% of local residents leave Horsham for work (Table 4.3). At the same time it attracts relatively high proportions of those living in the other settlements in the District for work, particularly nearby settlements. The proposed large-scale mixed use housing development will have the potential to change these patterns to a small extent, and ideally make Horsham/Broadbridge Heath (which will effectively merge) somewhat more self-contained for employment.
- 5.14. The remainder of the Category I settlements receive relatively small allocations in the **Preferred Options** documents, all fewer than 200 dwellings (in some cases many fewer), which is appropriate in view of the findings of this study. Of these, **Billingshurst** appears to have the greatest capacity to accommodate additional development in a sustainable manner. A co-ordinated approach to such development is likely to yield better outcomes than incremental growth, by allowing improvements in public transport and services such as schools to be planned for. If this is accepted, then the current small scale greenfield housing allocation is adequate until such time as a development strategy for Billingshurst is produced.
- 5.15. Two Category I settlements – **Pulborough** and **Steyning/Bramber/Upper Beeding** – are not allocated any greenfield sites above their PDL allocations. Pulborough has a very high level of out-commuting (76%) and despite its rail station only 8% of working residents use the train to get to work, suggesting that additional development will not promote sustainable travel patterns (unless public transport is improved radically) and a greenfield allocation would not be appropriate. Codmore Hill is defined as a Category 2 settlement but it is very close to Pulborough and the two settlements are likely to function as one in many respects. The possibility of amalgamating the two settlements for the purpose of development allocations should be considered.
- 5.16. Steyning/Bramber/Upper Beeding performs somewhat better on out-commuting (66% commute out) but has low employment provision (0.53 jobs per resident). Most of these jobs (64%) are already taken by local residents and unless further local employment is created through redevelopment of Shoreham Cement Works, or perhaps through tourism if the South Downs AONB is designated as a National Park, substantial additional housing appears inappropriate. **Henfield** has a travel to work profile similar to Steyning, Bramber and Upper Beeding's, and similar conclusions apply.

²² as implied by the number of work trips ending in the settlement

- 5.17. Storrington and Sullington are allocated 110 dwellings on greenfield and a further 59 on PDL. These settlements provide relatively high employment (0.80 jobs per working resident) and have relatively high self-containment for work, by the District's standards (39%). Of the settlements in the south west of the District, Storrington and Sullington have the potential to accommodate development with relatively low transport impacts, providing that local need is demonstrated, as appears to be the case for the Royal Air Force Association site.
- 5.18. **Southwater** requires specific comment, as by most travel to work measures it is the least sustainable Category 1 settlement, although 50% of the jobs that did exist in 2001 were taken by local residents, a relatively high proportion. Set against this there has been further employment creation since the 2001 Census and there may now be greater use by residents of local employment and services. Based on the information to hand it appears that small amounts of growth in Southwater as proposed (although mainly as a reserve allocation) are unlikely to promote sustainability. We propose that it remains in Category 1 but that any development allocations other than small scale infill are deferred until such time as a comprehensive plan for the settlement can be developed incorporating improvements to employment provision, services and public transport.
- 5.19. As stated earlier in this report, none of the settlements outside Horsham could be considered very sustainable locations for significant further development but small amounts of development, where justified by local need, should not have a great impact and if carefully managed could contribute to settlement sustainability. There is a gradient within Category 1 from settlements where greater development is appropriate (Horsham and Billingshurst) to those where much lesser development should be contemplated (Henfield and Steyning, Bramber and Upper Beeding). This is generally reflected in the proposed allocations, and emphasises the need to consider each settlement and development proposal on its own merits within the overall policy framework provided by the hierarchy.

Category 2 settlements

- 5.20. The Category 2 settlements which have allocations proposed are in very different locations and display very different patterns of travel to work. The diversity among these settlements indicates that any development allocations should be based on a clear understanding of the particular circumstances of each settlement, rather than assuming that each requires and can accommodate a similar degree of expansion.
- 5.21. **Ashington** is located on a major route, the A24 but it is relatively distant from large towns (about 20km from the centre of Horsham) and is an overwhelmingly residential settlement. There are roughly twice as many working residents as jobs, a low level of self-containment for work (26%) and 73% of residents travel to work by car. Residents of Ashington travel in almost equal proportions to Horsham and the large Urban Areas of Brighton, Crawley and Greater London for work (8-11% travel to each UA, a total of 40% of the working population). The average distance travelled to work is 26km – one of the furthest of all the Category 2 settlements and about 9km further than the average commute from rural settlements across Great Britain. Further development in Ashington is likely to reinforce existing patterns of low sustainability. The level of development currently proposed (54 houses including

both PDL and greenfield) amounts to 6% of the 900 households present in 2001. This will probably lead to transport impacts, based on the current picture, but could contribute to settlement sustainability if affordable housing and/or sheltered accommodation for local elderly people is incorporated.²³ Greater amounts of additional housing than this would be better located closer to the employment and services centres of Horsham, Crawley Urban Area and possibly Billingshurst.

- 5.22. Similarly, 42% of **Lower Beeding** residents work in Horsham, Crawley UA, London UA and Brighton UA, but this village also displays greater localised travel to work patterns with 33% of residents working within Lower Beeding, including 19% working from home. Although the majority of residents travel to work by car (66%) the settlement is closer than Ashington to the important commuting destinations of Horsham and Crawley UA, resulting in a shorter average travel to work distance of 20km. We are advised that local need is considered high in this settlement due to a lack of housing for long-term residents, particularly young couples and families who are at present unable to form independent households. Consequently Policy AL 13 would require at least 8 affordable homes within the 35 dwellings proposed. A further benefit is that development of the identified site would provide an opportunity to alter the roading layout and reduce speeds through the village, which has been requested by local residents. Although this is a positive feature of the development it could presumably be achieved through other means if funding can be identified.
- 5.23. **Barns Green** and **Rudgwick/Bucks Green** have low levels of self-containment for work (24% and 25% respectively) with particularly strong commuting flows to larger settlements. The average distance travelled to work from these settlements is close to mid-range for Category 2 settlements (19km and 21km respectively) but they both display strong commuting flows to larger settlements (43% from Barns Green to Horsham/Broadbridge Heath, Crawley UA, Greater London UA, Billingshurst and Brighton UA; 41% from Rudgwick/Bucks Green to London, Horsham, Crawley UA, Guildford, Cranleigh and Brighton UA), and low use of public transport. These settlements have been identified as having a local need for growth, although some respondents disagreed in the case of Barns Green. Part of the anticipated development at the Windacres site in Rudgwick is proposed as sheltered accommodation for the elderly, which should ensure that travel-related impacts are reduced. To the extent that further housing in these two settlements is in the form of standard residential dwellings, there is no reason to believe that additional residents are likely to display more localised behaviour than the existing residents. This view is supported by the low levels of service availability in these settlements and hence the need to travel, often by car, to meet many needs.
- 5.24. **Broadbridge Heath and Washington** receive relatively small PDL allocations and no greenfield allocations. The RMC Engineering Works site proposed in Policy AL 18 appears to be in Sullington rather than Washington. While Broadbridge Heath is currently defined as a Category 2 settlement, the proposed mixed use development on its outskirts will cement its close relationship with Horsham, at which time its

²³ This possibility is mentioned in para. 4.44 of Preferred Options – Site Specific Allocations, although there is no stated commitment to it as yet.

position in the hierarchy will need to be reassessed with a view to including it with Horsham in Category 1. Washington is rather isolated and the need for further development there is not clear, but as the allocation is for only 11 dwellings it will not have a great impact.

- 5.25. Of the settlements in Category 2, **Christ's Hospital** stands out as displaying particularly sustainable patterns of travel to work. It is possibly as close to a model of sustainability as it would be possible to find in modern Britain. This is a small settlement which is most well known for its public school. The high level of containment for work, short commuting distances and very high proportion of people travelling to work by bike or foot (59%) result from those who work at the school living locally in accommodation provided by the school. Discussions with Horsham District Council indicate that this is likely to change, as the school accommodation is currently being rationalised. If this is the case, Christ's Hospital may be an appropriate location for development of further housing suitable to these employees.
- 5.26. In summary, strong affordable/social housing policies will be required for housing development in Category 2 settlements to ensure that such development promotes sustainability through meeting a local need and encouraging more localised behaviour and support for local services. This is particularly so for the Ashington, Barns Green and Rudgwick & Bucks Green allocations. To the extent that the sites will be unattractive to developers with such conditions attached, striking the right balance between affordable/social housing and open market housing will be of utmost importance, and this balance is likely to differ between settlements and between sites.
- 5.27. Category 2 settlements other than those discussed above do not have new housing allocations proposed, but their location in the Settlement Sustainability Hierarchy will provide policy guidance for future development decisions. We agree that at the present time there is no compelling reason to provide greenfield allocations to these settlements, and any future proposals for development can be considered with reference to the demonstrated local need and anticipated sustainability impacts.

6. CONCLUSIONS

- 6.1. This study has added a further layer of information to the existing evidence base for the Local Development Framework: how settlements in the district are used for employment, the extent to which residents travel outside the district for employment and the modes of transport used for these trips. The travel to work data analysis presented here has revealed important aspects of settlement function which have strong implications for settlement sustainability, and has guided an assessment of the appropriateness of additional development in various settlements. The broad picture which emerges is that people in Horsham's rural settlements tend to travel long distances to work, even more than the average for similar settlements in Great Britain, and generally do so by private car.
- 6.2. Travel to work data represents in many ways a worst case scenario, as people tend to travel long distances to work. A full picture of how people use the services and facilities offered by settlements can only be obtained from local surveys which ask people which services they use, where, how often and how they get there.
- 6.3. Current national planning policy aims to rebuild sustainability in part through encouraging more localised behaviour. It is clear that the best way to do this is, as proposed in the Preferred Options documents, to locate most new development near to the major centres of Horsham and Crawley and provide supporting measures (employment, transport, shopping, etc.) to help integrate the lives of people into the settlements they live within.
- 6.4. Other factors besides current travel patterns also have a strong bearing on the types and amounts of development that are appropriate in the various settlements. These include:
 - the extent of 'local need' for the development
 - the availability of employment, services and public transport in the settlement
 - environmental constraints and practical constraints in the settlement as a whole or at specific sites proposed for development, and
 - the potential for the settlement to function as part of a network of settlements even if it has limited functionality when considered in isolation.
- 6.5. The appropriateness of development in a specific settlement may need to be reassessed as circumstances change. These changes may include the development of new employment sites and other generators of economic activity (the proposed National Park in the South Downs is a possible example) or new infrastructure developments. The comments on housing allocations in this report relate to the present situation, and it is appreciated that this may change.

Settlement Sustainability Hierarchy

- Overall, the proposed Settlement Sustainability Hierarchy serves the required purpose; even though the grounds on which it was established (mainly the existence of services and employment, rather than their use by local residents) has significant limitations. There is no compelling reason to re-categorise any of

the settlements, but it should be stressed that development in Category 2 settlements should be strongly justified by both need and sustainability criteria. To this end it may be necessary to strengthen the policy criteria for development in Category 2 settlements.

- 'Local need' as a criterion for new housing allocation should be more clearly defined. Local need is a fundamental consideration but it is subject to broad interpretation and its further definition in the LDF would be helpful.
- The Settlement Sustainability Hierarchy should also recognise that the location of a settlement in relation to transport routes and larger settlements has a strong bearing on its sustainability. The settlements which had few services available and which had easy road connections to large centres (e.g. Ashington, Barns Green and Cowfold) tended to behave largely as dormitory settlements reliant on these centres for employment and, possibly, many services.

Housing allocations

- Overall, the larger settlements function more sustainably and this has been reflected in the proposed housing allocations to them. The smaller and more remote settlements generally behave least sustainably, although they tend to have slightly higher levels of working from home.
- Development allocations must be on a case by case basis with regard to characteristics of a particular settlement. However, the presumption must be that the smaller settlements are unsuitable locations for anything more than minor additional development unless it can be demonstrated that the addition of new residents will not reinforce unsustainable patterns.
- Billingshurst (Category 1) could be a suitable location for future development beyond that currently proposed, given its relatively strong employment role. A co-ordinated approach to such development is likely to yield better outcomes than incremental growth.
- Southwater (Category 1) is a relatively unsustainable location for incremental development but may be appropriate for a larger scale integrated development in the future.
- The allocations to some of the Category 2 settlements, notably Ashington, Barns Green and Rudgwick and Bucks Green, appear somewhat high given the poor performance of these settlements on travel to work measures. However, some of the proposed developments would include sheltered accommodation for the elderly, which is likely both to support the social dimension of sustainability and minimise impacts from personal travel.
- Horsham District Council should assess results of this study alongside other information available to it in reaching conclusions on appropriate housing allocations for the LDF.

APPENDIX I

Description of Housing Allocation Policy Development for the LDF

DESCRIPTION OF HOUSING ALLOCATION POLICY DEVELOPMENT FOR THE LOCAL DEVELOPMENT FRAMEWORK

Horsham District is considered to operate at a pivotal point of a triangle of large urban communities between Crawley/Gatwick in the north and Portsmouth and Brighton on the south coast.²⁴ The northern part is considered to be a growth area with strong economic prosperity, while the south has more stability and will be protected from major development. Despite the very attractive and varied countryside within the District, many of the small settlements have limited access to facilities and services, and few have adequate public transport provision, despite the availability of several train stations.

A settlement sustainability hierarchy was developed to guide the allocation of new development outside the strategic development locations west of Crawley and west of Horsham. The current version of the hierarchy is included in Chapter 2 of the ***Preferred Options – Site Specific Allocations*** document as Tables 1 and 2 (and supporting text). This Appendix summarises the development process which resulted in the hierarchy in its current form.

(a) Background research

The preparation of a ‘Settlement Sustainability Analysis’²⁵ came about through a review of housing development within the Local Plan area, and this resulted in a detailed survey being undertaken in 1999 in those settlements defined as having a built-up area within the Plan. This helped to identify gaps in provision of services and facilities with a particular emphasis on achieving more sustainable lifestyles. The results of the Horsham District Housing Needs Survey²⁶ were also fed through to update the picture of housing need within the individual parishes.

The results of the ‘Settlement Sustainability Analysis’ were used to develop a hierarchy of settlements to accommodate further growth. This classification consists of five levels.

Principal towns

Horsham/North Horsham is the principal town of the District as well as being the third largest town in West Sussex. It has a full range of facilities and services, a broad employment base and good transport links within central Sussex, to Gatwick Airport and London, as well as being the principal interchange for bus services in the District.

Large centres

The second level of classification are large centres considered to be those settlements with a wide range of facilities and services and a good employment base, and where the scale of growth may be appropriate to meet some of the future housing needs for Central Sussex. Broadbridge Heath is put second within the hierarchy although it is seen to function more as

²⁴ Horsham District Council (June 2004) *Issues and Options*, Horsham District Local Development Framework, Preliminary Consultation

²⁵ Horsham District Council (June 2000) *Housing Development – Preliminary Evaluation*, Background Document 1, *Settlement Sustainability Analysis*.

²⁶ Horsham District Council (June 1999) *Housing Needs Survey*

a neighbourhood of Horsham than as a self-contained settlement, with highway capacity problems and lack of direct access to the rail network being its major constraints to sustainability.

The next two settlements in the 'large centres' hierarchy are Billingshurst which is slightly further away from Horsham and has a railway station and secondary school, and Southwater which is closer, and has better strategic road links and frequent bus services. Henfield, Pulborough, Steyning/Bramber/Upper Breeding and Storrington/Sullington are all considered to be more suitable to accommodating local requirements as their historic centres constrain large scale growth. Pulborough is the only one of these four centres to have direct access to the rail network.

Villages suitable for small scale growth

The six villages identified as having a good range of local facilities and services together with some local employment where some small scale growth could be accommodated, subject to sites being available are Ashington, Cowfold, Partridge Green, Rudgwick, Slinfold and Warnham.

Villages where growth is to be restricted to local needs only

The fourth area of the hierarchy consists of fourteen villages with only a limited range of local facilities and services and where growth is to be restricted to small scale development to meet local needs, subject to suitable sites being available. These villages are Amberley, Barns Green, Codmore Hill, Coldwaltham, Coolham, Faygate, Lower Beeding, Mannings Heath, Rusper, Small Dole, Thakeham, Washington, West Chiltington, and West Chiltington Common.

Villages where development would not be appropriate

The fifth level of the hierarchy includes nine settlements within built-up area boundaries, but without basic services and where development would not normally be appropriate. These settlements are Christ's Hospital, Colgate, Crabtree, Dial Post, Five Oaks, Kingsfold, Marehill, Nutbourne and Watersfield.

Gaps in provision

The analysis also identified gaps in service provision within thirteen of the village settlements. The only major additional need identified for Horsham in 2000 was for an additional football club facility to enable to relocation of either Horsham or Broadbridge Heath Football Clubs, and new opportunities for park and ride facilities.

(b) The existing Horsham Local Plan

As part of the new Local Development Scheme, the Horsham District Local Plan (1997) will remain part of the development plan until September 2007 or until it is deleted in whole or part by a Local Development Document. Some of the existing policies of the adopted Local Plan will be incorporated into the Development Plan Documents, but others are not included and the precise details are set out in Appendix 2 of the Local Development Scheme Development Plan Document. In particular, many of the specific development control policies and site specific allocations of land applying to the settlements within the District are

not included, and instead are considered in the **Issues and Options** report referred to below.

(c) Consultation on first stage of the Local Development Framework

The Horsham District Council had previously consulted on planning issues in October 2002 through the Local Plan Newsletter and this attracted over 700 individual responses. The comments received formed the basis for setting up topic based 'focus' groups comprising members of the public and a range of professional interests. The views of these topic groups were then fed back through a second newsletter and helped to form the Issues and Options for the Preliminary Consultation Document²⁷ in order to start the Local Development Framework (LDF) process.

The LDF also incorporates the spatial land and development elements of the Community Strategy prepared by the Horsham District Local Partnership through its 'Visions and Priorities' consultation published in October 2003, which will be taken forward through the Community Strategy. In addition, the LDF has to take account of various other Council strategies and plans for the area including the Local Transport Plan for West Sussex, the Horsham Transport Plan, the Horsham District Economic Development Strategy 2002/2005, the Tourism and Cultural Strategies, the Biodiversity Action Plan, the Housing Strategy for the District (2003-2008), the Horsham District Youth Strategy (2002-2005), and the Older Persons' Strategy and Action Plan (2002-2005).

Consultation issues

The key objectives and proposed strategy and policies for the District are set out in Section 2 within chapters 5 to 13. Each chapter contains a number of 'issues' on which public opinion is sought and the main issues relating to the settlement hierarchy are briefly reviewed in the following table (Table 1).

The main difference in relation to the settlement hierarchy is a new two tier classification proposed with two categories. Category 1 includes most of the large centres, in addition to Horsham and Partridge Green: these settlements are all considered to be capable of sustaining some expansion. Category 2 includes nineteen settlements with a more limited level of services where some small-scale development could be accommodated. The one new addition to this Category 2 is Christ's Hospital.

The **Issues and Options** report also discusses the situation in those settlements with very limited levels of facilities which were felt to be unsustainable locations for growth. The suggestion being that the built-up area boundary should be removed from these settlements which would then be covered by countryside policies. This would affect the settlements of Coolham, Colgate, Crabtree, Dial Post, Five Oaks, Kingsfold, Marehill, Nutbourne, and Watersfield.

²⁷ Horsham District Council (June 2004) , *Horsham District Local Development Framework*, Preliminary Consultation

Table 1: Overview of consultation issues in the LDF Issues and Options report

Ch.5	Protecting and enhancing the character of the District – Issue 1
	A Landscape Character Assessment (LCA) has been undertaken and identifies the need to protect and enhance the landscape. Issue 1 consults on this approach.
Ch. 5	Protecting and enhancing the character of the District – Issue 2
	An emerging issue is the need to retain settlement identity due to suburbanisation and potential ‘coalescence’ of settlements, the LCA can help to prevent this, but there is also a role for local designations in the form of ‘Strategic Gaps’ to replace ‘Local Gap’ designations. Issue 2 seeks views on this approach and the intended boundaries, although the Strategic Gaps already in place between Horsham and Southwater, and Horsham and Crawley would be retained, but streamlined.
Ch.6	Balancing protection and continued evolution through new development – Issue 3
	This issue relates to the need to balance the protection of the natural, built and historic environment with evolution and change in both the countryside and settlements by. Issue 3 seeks views on balancing protection while allowing for some evolution that respects the distinctive local character.
Ch.6	Balancing protection and continued evolution through new development – Issues 4 & 5
	<p>The countryside in Horsham District is viewed as a good location for businesses and many agricultural buildings are potentially suitable for conversion. There are also some well established industrial estates in rural areas seeking to expand, and the report indicates that expansion at existing employment sites should be allowed but limited to those that are essential to operation of the existing business.</p> <p>Issue 4 consults on this approach to addressing the needs of the rural economy, and Issue 5 relates to the Heveco Mushrooms Ltd. which may need to relocate to a larger site at Brinsbury College in future in view of its role as a rural enterprise centre.</p>
Ch. 7	Meeting the needs of local communities and businesses – Issues 6 & 7
	<p>This chapter considers the categorisation of settlements for sustainability in order to best assess locations to concentrate future development in the District. The LDF has to incorporate Government guidance on this matter (PPG3, PPG13) and this puts access to public transport as a key factor. This work draws on the settlement hierarchy work undertaken in 2000 looking at the facilities and services available within individual towns and villages.</p> <p>It proposes two categories of settlements are established with Category 1 including 10 towns and villages with a good range of services and facilities and some access to public transport. These are the main large centres in addition to Horsham described in the earlier ‘settlement hierarchy’ study, but also including Partridge Green. These settlements are considered to be capable of sustaining some expansion.</p> <p>Category 2 includes 19 settlements (villages) with a more limited level of services where small-scale infill development or minor extensions could address some local needs of these communities. This is a mix of villages from the earlier settlement hierarchy work, and now includes most of villages that were previously limited to small scale expansion, as well as one previously considered to be without basic services (Christ’s Hospital) and therefore not suitable for development. Issue 6 seeks views of whether these categories are correct. Issue 7 consults on the approach to community and service infrastructure through agreements (Section 106) with developers</p>

	Removal of Built-up Area Boundaries: The Issues and Options report also discusses the situation in those settlements with very limited levels of facilities which were felt to be unsustainable locations for growth. The suggestion being that the built-up area boundary should be removed from these settlements which would then be covered by countryside policies.
Ch. 8	Providing for community, leisure, recreation and tourism/cultural facilities – Issue 8
	Tourism accounts for 7% of employment within the District and there are a large number of visitor accommodation providers, so there is potential for further expansion in this sector. Issue 8 consults on proposals for a new site for Horsham Football Club, a new hotel in the town centre, and a proposed secondary school at Southwater, and well as the possibility of a university within the area to the west of Horsham.
Ch. 9	Enhancing the vitality and viability of existing centres – Issue 9
	A retail health check was undertaken in 2002 in seven of the District's settlements and Horsham was considered to be 'healthy' in terms of retail vitality and viability. The policy approach is to protect and resist proposals that may undermine the quality of the environment and retail diversity. There is an identified need for some regeneration to the east of Horsham and an East Street Master Plan is to be prepared. There is support for a new village centre for Southwater, and additional convenience shopping in Pulborough. Issue 9 seeks views on these proposals.
Ch. 10	Managing travel demand and widening choice of transport Issue 10
	This chapter considers the potential provision of a new railway station west of Horsham to integrate with bus services and cycleways/footpaths, and to consider park and ride bus services to serve the main routes into Horsham. The report considers there is potential for Horsham to be a sub-regional transport hub, and a number of smaller towns or larger villages could be designated as District transport hubs. Issue 10 invites views on this approach.
Ch. 11	Providing for development needs Issues 11 & 12
	The Spatial Strategy for the LDF will translate Structure Plan proposals through the Plan period. The local context is to concentrate new development within, or immediately adjoining Horsham, and limited expansion of Crawley through a new neighbourhood, as well as providing for limited small-scale developments on the edge of some of the smaller towns and villages. There is to be no further large scale development at Billingshurst, and no further development at Southwater apart from reserving a site for a secondary school, but this is subject to review of the SE Plan. Built-up area boundary assessments (BUAB) for Category 1 and 2 settlements are set out in an Appendix to the report. Issue 11 welcomes comments on these boundaries. Issue 12 relates to the potential supply of previously developed land with potential for urban housing. This has developed through the Urban Housing Potential 2002-2006 and has been the subject of an additional study (<i>Horsham District Urban Housing Potential 2003-2016</i>). A total of 1,171 dwellings have been identified across a range of large sites listed on p. 56 of the Report.
Ch. 11	Providing for development needs Issues 14 & 15 & 16
	The Strategic Locations: The Council indicates that no specific proposals for accommodating the expected 2,500 homes (before 2016) in this area can be made in view of Government's Air Transport White Paper which sets out details of second runway at Gatwick after 2019, and the Structure Plan indicates that a relief road would be required. Currently it is just an 'area of search' and further joint studies would be required to eliminate potential for development within Crawley Borough boundaries and by Mid Sussex DC. West and/or South-West of Horsham: Identifies potential for high quality residential development of at least 1,000 homes and a possible site for University of Sussex (science and business HE campus). New development to be integrated with Horsham and/or Broadbridge Heath.

	<p>Two main options: Strategic Location west of Horsham</p> <ul style="list-style-type: none"> • residential development east of A24 and possible university campus south of Broadbridge Heath; • or a possible university campus east of A24 and residential development south of Broadbridge Heath. (Either of these options could potentially meet University's needs, but University may decide against locating in this area and will require dialogue with communities, the landowners/developers etc) If it does not go ahead the development approach would be reviewed. Issue 14 seeks views on this option. • In addition there is an opportunity for an expanded community be releasing land to the north of Guildford Road for the development of 250 homes, and possibly but this site may not be needed if Broadbridge Heath/west of Horsham proceeds. Issue 15 seeks views on this option. <p>Additional secondary school: Land west of Southwater Secondary schools in Horsham are currently operating at capacity, and there is an option to reserve 8 ha capable of accommodating 1100 pupils (11-18). Issue 16 invites comments on this proposal</p>
Ch. 11	Providing for development needs Issues 17 & 18
	<p>Smaller Scale 'Greenfield' Site Allocations: Greenfield development will take place in Strategic Locations (west of Crawley, or its replacement adjoining Crawley, and west of Horsham). However, small-scale greenfield allocations (or perhaps rural brownfield) may also be required. Suggested locations include Hornbrook Farm area east of Horsham town and north of Buchan Country Park south-west of Crawley, as well as 813 dwellings at a number of sites (Appendix 5). Issue 17 invites views on the suggested small site allocations.</p> <p>Affordable Housing: This was assessed by housing needs surveys, with a total annual need of 1,264 dwellings, but reduced by an annual total supply from re-lets of existing stock of 385, to balance of 879, and projected to 2011 potential overall need of 7,032 dwellings. (but as net figure does not imply that this no. can be provided). Thresholds to be set at sites of 15 dwellings or more or 0.5 ha. or more in larger settlement, but in light of PPG3 (2003) may apply to reduce to 10 dwellings or more on sites of 0.3ha. Targets of 40% of new dwellings as affordable housing, and up to 50% on Greenfield sites. Issue 18 invites views on the proposed approach to affordable housing.</p>

(d) Response to June 2004 Issues and Options Consultations

Following the public consultation on the **Issues and Options** Report in 2004, the District Council amended some of the policy proposals and these changes were subsequently reflected in the **Analysis and Response to Representations** report in February 2005²⁸. The issues that are of particular relevance to settlement sustainability in terms of settlement extension are briefly reviewed below to identify the changes adopted at that time.

- *Issue 6: Settlement hierarchy:* Following consultation Partridge Green and Broadbridge Heath were moved to Category 2 within the settlement hierarchy.
- *Issue 8: Community leisure, recreation:* This cross-referenced to Issue 16 relating to the proposals for a new campus for the University of Sussex. However, following a

²⁸ Horsham District Council (February 2005) *Analysis and Response to Representations, Horsham District Local Development Framework*

decision taken by the University to locate the proposed new campus at Crawley this issue was considered no longer relevant.

- *Issue 9: Enhancement of Horsham Town Centre:* There was support for this proposal, but not for proposals for Moorhead Drive and this site was not to be carried through into the 'Preferred Options' stage. There was also concern that a Tesco development at Pulborough could undermine the vitality of the village.
- *Issue 11 and 12: Built up area boundaries and urban housing potential:* These were updated following consultation, and specific sites were included in Appendix A (boundaries) and in Appendix B in relation to the housing strategy.
- *Issue 13: Land west of Crawley:* There were comments about the Strategic location and about this development being potentially detrimental to the Horsham-Crawley Strategic Gap. There was also opposition to the expansion of Crawley towards Horsham. Following BAA and GOSE response the District Council could not preclude development West of Crawley until the second runway issue is resolved, and is therefore indicating its preferred location.
- *Issue 14: Land West of Horsham Strategic Location:* The majority of respondents strongly objected to the proposals, and there were a large number of comments relating to the Sussex University proposal. However as raised in 'Issue 8' this proposal for a new campus will not proceed. There was also concern over the coalescence of Horsham and Broadbridge Heath and the impact on the character of these areas.
- *Issue 15: Land north of Broadbridge Heath:* As a result of comments received a decision was taken by the Council not to proceed with this development proposal in the current round of the LDF, and concentrate instead on development to the south of Broadbridge Heath and east of the A24.
- *Issue 16: Secondary School at Southwater:* There were a large number of objections to the proposal, and limited support. Comments included the viability due falling school rolls, could affect choice (in relation to single sex schools) and potential impacts on local environment and traffic levels.
- *Issue 17: Smaller Scale Greenfield sites:* There was support for development to take place in the most sustainable settlements, i.e. Category 1. Other individual sites are dealt with separately, and included concerns over level of development at Rudgwick, in addition to Summerfold and Windacres.
- *Issue 18: Affordable Housing:* There was considerable support for the policy approach put forward in the **Issues and Options** document, but concern over mixing private and affordable homes together. There was support for a lower threshold for requiring affordable housing (developments of more than 15 dwellings or sites more than 0.5 ha, in larger settlements), but suggestions that this could be increased for brownfield sites. Balanced against this view were concerns that a lower threshold could make development economically unviable. On balance the Council considered

that the proposed threshold was justified. A study into affordable housing viability has been commissioned.

(e) Preferred Options – Core Strategy and Site Specific Allocations

In February 2005, The Council published its 'Preferred Options' Core Strategy and Site Specific Allocations of Land documents, which drew heavily on the earlier ***Planning for our Future: Issues and Options*** consultation report (2004). A formal Sustainability Appraisal also set out the baseline information on environmental and sustainability issues affecting the area and how the policy proposals might affect these.

The Community Strategy Vision developed by Horsham District Community Partnership will be incorporated as the basis for the Core Strategy of the LDF. The Vision aims for: “A *dynamic district where people care and where individuals from all backgrounds can get involved in their communities and share the benefits of a district that enjoys a high quality of life*”.

Spatial Vision and Objectives

The Spatial Vision for the District (Chapter 3) incorporates the Community Strategy Vision, with the main issues being identified as:

- To expect the westward expansion of Crawley to be limited, and to be contained within defined limits.
- To maintain and enhance the role of Horsham town as major centre, by 2016 the town will have expanded westwards as first phase of more substantial development in the area between the A264, the River Arun, the A24 and the Arun Valley railway line.
- To protect the distinctive character of the smaller towns, villages and hamlets and to accept that some communities have experienced major change, and that for Broadbridge Heath further change is inevitable. In the longer term this may also apply to Southwater and Billingshurst.
- To protect and enhance the diverse character of the countryside, but not resist all change within rural areas, and to encourage a more diverse rural economy. There is a particular role for Brinsbury College as a 'rural centre of excellence'. It will also be important to work closely with the two AONBs.
- New development west of Horsham will incorporate bus priority measures, and the park and ride scheme is to be extended by one further site before 2016.
- There are specific opportunities for investment at the Warnham and Wealden Brick Works site and the former Shoreham Cement works site.

Nine Core Strategy Spatial Objectives were consequently defined to deliver the Vision, based on national and regional planning policy, the Structure Plan and other development plan documents.

Spatial Strategy and Core Policies

Chapter 4 of ***Preferred Options – Core Strategy***, including thirteen Core Policies, sets out the Preferred Options for the Spatial Strategy and Core Policies, drawing on the earlier

consultation work discussed within the **Issues and Options** paper. The key emphasis of the Strategy is on the positive management of change and the need to respect the distinctive local character of the area, wherever possible. Villages are to be encouraged to identify these elements within their individual Village or Parish Design Statements. Other local needs will be identified through the Market Town Actions Plans or the Horsham Town Neighbourhood Appraisal.

The outline development strategy for Horsham District will concentrate most development within or adjoining Horsham town, as well as allowing for limited westward expansion of Crawley (a new neighbourhood), and a limited number of small-scale developments on the edge of some of the smaller towns and villages of the District to supplement their growth. There is to be no further large scale development at Billingshurst, but this situation may be reviewed in the future (beyond 2016), and no further large scale development at Southwater.

Policy CP4 (Housing Provision) outlines the approach for the provision of 9,335 homes together with associated development and infrastructure development during the period 2001-2016. This will include:

- 1,135 completions between 2001-3 (including redevelopment on previously-developed land) ;
- 1,730 homes already permitted or identified for release; a target of at least a further 2,535 homes on previously-developed land from 2003-2016;
- major urban extensions (Strategic Locations) west of Horsham (1,250 homes) and west of Crawley (2,000 homes); and
- up to 770 homes (including 'reserve' sites) as the small scale gradual growth of towns and villages in the District.

The Development Strategy does not identify specific land allocations, which are outlined in **Preferred Options – Site Specific Allocations of Land**.

Policy CP5 (Affordable Housing) indicates that residential developments of more than 15 dwellings (or on sites of 0.5 ha and above) or in settlements of less than 3,000 population, of more than 5 dwellings (or on sites of 0.16 ha and above) will be permitted provided that they include an appropriate proportion (40% or more) of dwelling sizes and types to meet the proven needs of people (including key workers).

The Core Strategy has also been informed by the District's Urban Housing Potential report²⁹ which focused on quantifying the amount of previously developed land (pdl) within the District. This was intended to assist Horsham District Council in establishing its ability to reach its pdl target set out within the West Sussex Structure Plan at 48 per cent of homes for the period 2001-2016.

²⁹ Horsham District Council (February 2005) *Horsham District Local Development Framework to 2016, Horsham District Urban Housing Potential 2003-2006*

Site Specific Allocations

The content of ***Preferred Options – Site Specific Allocations of Land*** is summarised in Chapter 3 of this research report, as it forms the starting point for the review of the settlement sustainability hierarchy and greenfield site allocations.

(f) Public Response to the Preferred Options

In June 2005³⁰ the Council brought together a summary of representations made in response to the Preferred Options.

Core Strategy

Around two-thirds of comments to the Spatial Vision proposals were objections. There was support for a greater emphasis on national housing guidance (PPG3). Other comments included that that Billingshurst could be considered as a location for development due to its sustainable location, and that more detailed consideration should be given to the Heveco former mushroom site at Thakeham.

Policy CP4 Housing Provision: There were varying views on the development strategy, but many objections to the policy, divided between those objecting to the strategy, particularly the strategic housing locations and some objections that there was insufficient land being proposed for housing development. A number of comments were made about the potential for Billingshurst to accommodate future housing development and the Council is to take these comments into account.

Policy CP5 Affordable Housing: The main theme related to the need for flexibility when considering the number of affordable housing units to be provided. There were some objections to the requirement for 40 per cent of new dwellings to be affordable, and that this may prevent sites being developed, particularly small and brownfield sites. There were also concerns that it does not follow the South East Plan, the West Sussex Structure Plan or Government Circular 6/98. There was some support for the level of affordable housing required. The Council is looking at potential viability of sites and a report being prepared by consultants currently.

Policy CP6 Employment Provision: There were a variety of comments on different themes. However, the report notes that a joint Employment Land Review is being undertaken with Crawley and Mid Sussex, to inform the three authorities.

Site Specific Allocations of Land:

Chapter 2, setting out the context and the settlement sustainability hierarchy approach, received around 30 comments with around one third supporting the hierarchy. In relation to the Category 1 and 2 settlements comments were received on the need for greater differences between the two, and there was some support for removing the Built Up Area Boundaries (BUABs) from small settlements and allowing more changes for larger settlements.

Most responses to *Policy AL1 Built-Up Area Boundaries* in Chapter 3 proposed amendments to the built-up area boundaries. A number of respondents were in favour of the more

³⁰ Horsham District Council (2005) *Draft Summary of Representations, Core Strategy Preferred Options*

sustainable villages having expanded built-up area boundaries, as they have further capacity to grow, to support shops and services: these included the settlements of Storrington, Henfield and Pulborough, and that these could be extended further to take account of requirements of emerging SE Plan.

There was particular concern about the impact of development on Broadbridge Heath as it was classified as a Category 2 village, and respondents thought the boundaries should not be altered to accommodate large-scale growth. A number of respondents considered the policy should be divided into two, one on built-up area boundaries, and another on sustainable development and the settlement sustainability hierarchy. Another suggestion was for the policy to be included in the Core Strategy.

Other representations to ***Preferred Options – Site Specific Allocations*** about individual settlements included:

- support for Billingshurst as a Category 1 settlement, but with some views expressed that it would be more sustainable than Southwater/Steyping within the hierarchy.
- some support for Henfield as a Category 1 settlement, but other views that it should be Category 2 as it has no public transport links to the railway station.
- Southwater was considered to be better placed in Category 2 as it has no public transport.
- agreement with Pulborough meeting Category 1 criteria, but queries over why it has no development allocations.
- support for Storrington and Cowfold being with Category 1.
- support for both Rudgwick and Rusper & Faygate being within Category 2.
- both support and opposition for Christ's Hospital being within Category 2.
- a query about Thakeham being Category 2 status when it was dependent on an employment site which may close.

SUMMARY

This review has traced the development of the settlement hierarchy within Horsham District from the survey on the provision of services and facilities in 1999 which formed the basis for the selection of settlements suitable for further growth, and together with earlier reviews of the Horsham District Local Plan helped to shape the consultation for the first stage of the Local Development Framework in 2004. As the West Sussex Structure Plan has identified, Horsham District will meet the strategic location needs identified for major mixed use development in the north-east of the County, but will also have to accommodate some housing and economic development within the more rural areas and open countryside.

Subsequently the feedback and representations from the local community and professional interests to this consultation have helped to refine the approach and resulted in the 'Preferred Options' for the settlement hierarchy within the current Core Strategy document. This work will also be informed by the commissioned study on housing affordability and the joint employment land review being undertaken with Crawley Borough Council and Mid Sussex District Council.

This current research study helps to explore the sustainability of some of the key growth areas and village settlements based on a detailed understanding of how these individual settlements function, rather than being based solely on the apparent number of facilities and services available. The findings should help contribute to the final choice of the settlement hierarchy within the 'Preferred Options' of the Core Strategy.

APPENDIX 2

Selected 2001 Census data for the study settlements (CD included)

APPENDIX 3

Output areas used to define the study settlements

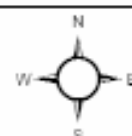
Output areas used to define the study settlements



Settlements

Abingworth / Thakeham	Cowfold	
Amberley	Faygate	Slinfold
Ashington	Henfield	Small Dole
Barns Green	Horsham	Southwater
Billingshurst	Lower Beeding	Steyning/Upper Beeding
Broadbridge Heath	Mannings Heath	Storrington
Christ's Hospital	Pulborough	Warnham
Codmore Hill	Rudgwick / Buck's Green	Washington
Coldwaltham	Rusper	West Chilton Cm & Vge

0 1.5 3 6 Kilometers



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APPENDIX 4

**Travel to Work data tables and interactive maps
(CD included)**