

# PULBOROUGH PARISH NEIGHBOURHOOD PLAN 2015 - 2031

## SUBMISSION PLAN



*Published by Pulborough Parish Council for examination under the  
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## FOREWORD

***“The question planners must address is “how will development add to or diminish the sustainability of this community?” taking a better balance of social, economic, and environmental factors together to form a long term vision for all scales of communities. A mix of housing and employment opportunities are essential for the sustainability of rural communities.”***

*Extract from Chapter 1 Summary Taylor Review 2008 DCLG*

This Neighbourhood Plan has been produced by the Parish Council and residents of Pulborough to establish a vision and strategy for the sustainable development of the parish over the next fifteen years.

It is based on extensive consultation with the community, local organisations and statutory bodies and the Steering Group has made a concerted effort to ensure that the policies contained in this document serve the interests and reflect the views of the majority of residents of the parish. A summary of this consultation effort and its results can be found in Section 3 *Community Views on Planning Issues* and in the statutory *Consultation Statement* published alongside this plan.

Section 4 *Vision, Objectives and Land Use Policies* sets out in detail what the plan is seeking to achieve and the policies intended to deliver those objectives, but the key elements of Pulborough's Neighbourhood Plan may be summarised as follows:

1. The Plan maintains the physical separation of the parish's five settlements (Pulborough Village, Codmore Hill, Nutbourne, Marehill and North Heath) and defines the Built-up Area Boundary of Pulborough, as shown on the Policies Map. Development proposals located inside this boundary will be supported provided they accord with the other provisions of the development plan. Development proposals outside of this boundary will be required to conform to development plan policies in respect of the control of development in the countryside. This directly reflects the view expressed by residents, that the settlements should remain separate and that greenfield development should be avoided.
2. The Plan delivers approximately 150 new houses across three sites (Policies 2, 3 and 10). Added to developments that have already been granted planning permission, means that the parish will see approximately 250 new houses during the plan period, with the ability to address local social need through the creation of a Community Land Trust (Policy 3). The level of housing allocated by this plan reflects the preference expressed by the majority of residents that less than 200 new houses could be built sustainably. It also reflects the strong evidence that Pulborough's infrastructure

and services could not sustain higher levels of housing given the level of development that has taken place in the parish since 2000. The increase in the number of dwellings in the parish between 2000 and the end of the plan period in 2031 will be in excess of 28%.

3. The plan supports and develops the parish's economy and local employment by promoting the development of sites for retail, commercial and tourism use (Policies 4, 6, 7, 8, and 12). This reflects strong support from residents for additional shops, services and commercial space and maintains Pulborough's role as a service centre.
4. The plan protects and enhances the parish's heritage and rural character, not only by limiting development to brownfield sites within the built-up area (Policy 1) but also by designating local green spaces (Policy 14) and ensuring new developments follow design principles sympathetic to local character and setting (Policy 15). This reflects the community's strong view that the parish's rural character is fundamentally important and that the countryside and green spaces should be protected.
5. The plan protects a range of community facilities and provides for their future improvement (Policy 11 and 13). In particular, it provides for the redevelopment of the existing Sports Pavilion into a new and improved multi-purpose community and sports centre (Policy 9). These policies reflect the desire expressed by residents for more and better leisure facilities and the protection of particular valued local assets.

The Steering Group and Parish Council believe this Neighbourhood Plan is a positive and well-evidenced strategy for the sustainable development of the parish. It provides a level of housing appropriate to the infrastructure and services available in the plan period, and at the same time encourages economic development to provide the employment and investment necessary to the sustainability of future growth. It protects and enhances Pulborough's rural character and heritage whilst strengthening the village's important role as a service centre. Perhaps most importantly, we believe it promotes the interests and reflects the wishes of the majority of residents of the parish.



# 1. INTRODUCTION & BACKGROUND

1.1 Pulborough Parish Council has prepared a Neighbourhood Plan for the area designated by Horsham District Council (HDC) under the provisions of the Localism Act 2011 and the Neighbourhood Planning (General) Regulations 2012. The designated area is shown in Fig A below.

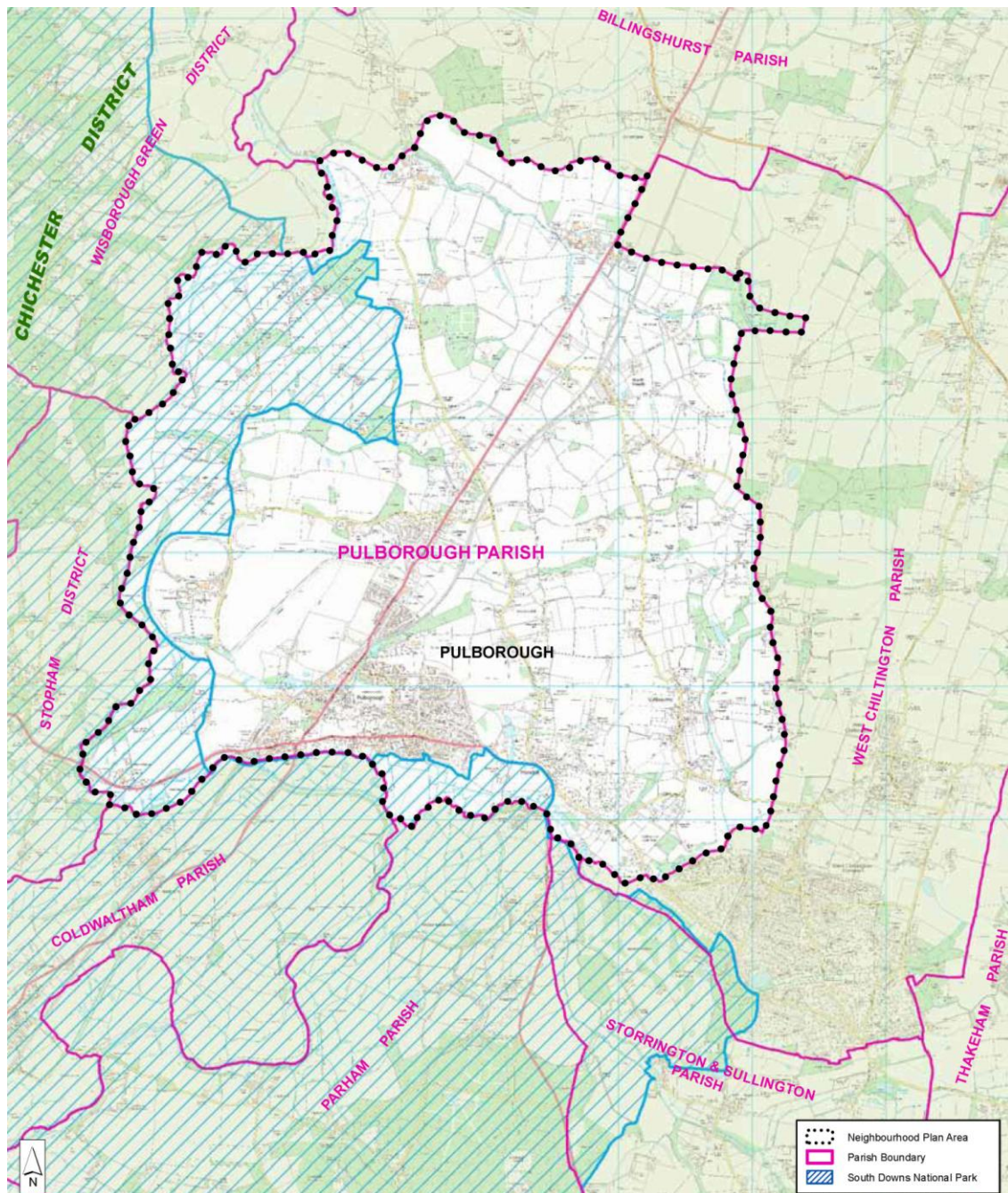


Fig A: The Designated Pulborough Parish Neighbourhood Area

1.2 The purpose of the Pulborough Parish Neighbourhood Plan (PPNP) is to set out the planning policies that will be used to help determine planning applications in the area, alongside other relevant policies of the development plan. In some cases, its policies will encourage development proposals for the benefit of the local community. In others, its policies will aim to protect the special character of the parish.

1.3 Neighbourhood Plans provide local communities with the chance to shape the future development of their areas. Once approved at a referendum, the Plan becomes a statutory part of the development plan for the area and will carry significant weight in how planning applications are decided. Plans must therefore only contain policies that relate to land use and that can be used for this purpose. This often means that there are important issues of interest to the local community that cannot be addressed in a Plan if they are not directly related to planning.

1.4 Although there is considerable scope for the local community to decide on its planning policies, Plans must meet four 'basic conditions'. These are:

- Is the Plan consistent with national planning policy?
- Is the Plan consistent with local planning policy?
- Does the Plan promote the principles of sustainable development?
- Has the process of making the Plan met the requirements of European environmental standards?

1.5 In addition, the PPNP must be able to show that it has properly consulted local people and other relevant organisations during the process of making the Plan and has followed the Regulations.

1.6 These requirements will now be tested by an independent examiner. If satisfied, the examiner will recommend to HDC that the Plan is put to a referendum of the local electorate. If a simple majority of the turnout votes for the Plan then it must become adopted as formal planning policy for the area.

### **The Submission Plan**

1.7 This Submission Plan follows the Regulations 14 period of statutory consultation on the Pre Submission version of the Plan and the Parish Council's consideration of the representations that were made on its proposals. Some minor modifications have been made to improve the clarity of some policies but there have been no significant changes necessary.

### **Pulborough – the place**

1.8 Pulborough Parish is located in the western part of the Horsham District in the County of West Sussex. It incorporates the junction of the A29 and the A283 and partially lies within the South Downs National Park. The river Arun and Rother run through the parish and the crossing of these is said to be where the main settlement originated. There are four other settlements included in the parish. These are, Codmore Hill, Marehill, North Heath and Nutbourne.

1.9 The village of Pulborough, including recent developments at Codmore Hill, north of the railway line, is one of the larger villages in West Sussex. At the 2011 Census, the parish population was 5,205 living in 2,300 households. The average population age is slightly older than the England average. The number of detached homes (40%) is higher than the England average (22%), with all other housing types therefore under represented. Similarly, a very high proportion (71.5%) of homes are owner-occupied with few affordable rented homes (14.9%).

1.10 The village has over 2,000 years of local history. The great Roman road, Stane Street (now part of the A29), passed through the settlement from Chichester to London and the area was one of the most significant Roman communities in Sussex. The Domesday Book refers to a village of over sixty households and two churches, thus its local significance predates the motte-and-bailey castle on Park Mound of the Norman Conquest. Records from the thirteenth century show the manor comprising Old Place and New Place with a medieval park stretching from the village to Park Mound to the west. The village then served as a small port on the River Arun, with a bridge built at Stopham – the current bridge dates from 1423. It sustained an active waterfront into the nineteenth century.

1.11 The railway arrived in 1859 but this did not lead to any significant increase in the local population. The increase in road traffic over the last century resulted in the village being at the junction of two busy Sussex roads, which saw a new bridge for the A29 over the river (in 1936) and the demolition of properties around Swan Corner. After the war, housing development increased with council estates such as Rivermead and Rectory Close and east of London Road. Together with the development of industrial estates and two supermarkets since that time, the village has taken on more of a 'town' appearance. For more information on the historical development of the village, see the Pulborough Design Statement published in May 2013.

## **Sustainability Appraisal and Strategic Environmental Assessment**

1.12 A Sustainability Appraisal (incorporating a Strategic Environmental Assessment [SA/SEA]) has been prepared to inform and assess the sustainability merits of the PPNP policies. The Parish Council has consulted on the scope of the assessment and the draft SA/SEA report along with the Pre Submission Plan. The following sustainability objectives have been used to consider the PPNP:

- To encourage investment in local supporting infrastructure so that homes of an appropriate size, type and tenure can be provided without adversely affecting the existing community.
- To ensure everyone has access to appropriate, affordable community facilities
- To protect and enhance the quality and level of biodiversity and natural habitats within and adjoining the parish
- To conserve and enhance the quality of landscape character in the parish and the green spaces within and between its settlements
- To conserve and enhance the quality and distinctiveness of the historical environment of the parish

1.13 The objectives have addressed those issues that are most relevant to the PPNP and have shaped its policy choices. The presence of important environmental designations like the South Downs National Park, the Arun Valley Special Protection Area, a number of other Sites of Special Scientific Interest and a wealth of heritage assets (Listed Buildings and Conservation Areas) means the PPNP have had to plan with care in order to avoid significant environmental effects. Further details on the indicators chosen for each objective are included in the Final SA/SEA report that is published alongside the PPNP.

1.14 In addition, HDC and Natural England have both advised on the need for a Habitats Regulations Assessment (HRA) of the PPNP, in respect of any European designated sites within influencing distance of the parish. HDC has screened for the need for an Appropriate Assessment and has concluded that this will not be necessary given the scale and nature of the policies.



## 2. THE PLANNING POLICY CONTEXT

2.1 The parish is part of the Horsham District in the county of West Sussex. As the local planning authority, HDC has policies and proposals that have an important significant influence over the strategy and detailed content of the PPNP.

2.2 The National Planning Policy Framework (NPPF) published by the Government in 2012 is also an important guide in the preparation of local plans and Neighbourhood Plans. The PPNP must demonstrate that it is consistent with the provisions of the NPPF.

2.3 At this stage of the PPNP, the development plan for Horsham comprises the strategic policies of the adopted 2007 Horsham District Core Strategy along with a suite of general development management and site allocation policies from other plans adopted by HDC in 2007. The Horsham District Planning Framework (HDPF) will replace the strategic policies in due course. As it may not be adopted by the time of the submission of the PPNP, the PPNP will be prepared to be in general conformity with the 2007 Core Strategy. However, HDC has confirmed that the HDPF has reached such an advanced stage following the Inspector's report on the examination that it can be given weight in decision-making. The PPNP therefore makes reference to the HDPF to show that it will be in general conformity with its policy framework too.

2.4 The 2007 Core Strategy contains a range of strategic policies, although it could not have anticipated the advent of neighbourhood planning. Of most relevance to the PPNP are the following policies:

- Policy CP1: Landscape & Townscape Character – protecting, conserving and enhancing landscape and townscape character and biodiversity
- Policy CP3: Improving the Quality of New Development – expecting proposals to meet high design standards and to be informed by adopted design statements
- Policy CP5: Built Up Areas & Previously Developed Land – identifying Pulborough as a Category 1 Settlement and Codmore Hill as a Category 2 Settlement, defining Built-Up Area Boundaries around each settlement on the Proposals Map and requiring development to meet local housing needs
- Policy CP8: Small Scale Greenfield Sites – allowing for small scale extensions to the smaller villages to meet local housing needs
- Policy CP9: Managing the Release of Housing Land – managing the release of land for housing for delivery over the whole plan period
- Policy CP11: Employment Sites & Premises – encouraging the use of existing sites and protecting them from unnecessary loss (the Proposals Map identifies the Station Industrial Estate as an Employment Protection Zone)
- Policy CP12: Meeting Housing Needs – setting affordable housing provision on sites of 15 dwellings or more at 40%

- Policy CP14: Protection & Enhancement of Community Facilities & Services – encouraging proposals for new facilities and protecting existing facilities including open spaces
- Policy CP15: Rural Strategy – encouraging rural economic development in defined settlements
- Policy CP17: Vitality & Viability of Existing Centres – defining retail frontages in Pulborough (Lower Street) to encourage new retail development and to protect existing units from unnecessary loss

2.5 The new HDPF strategy identifies a clear role for neighbourhood planning in the district in contributing to meeting local housing need. Whilst the total number of new homes needed in the district to 2031 will have to increase, their spatial distribution is not likely to change.

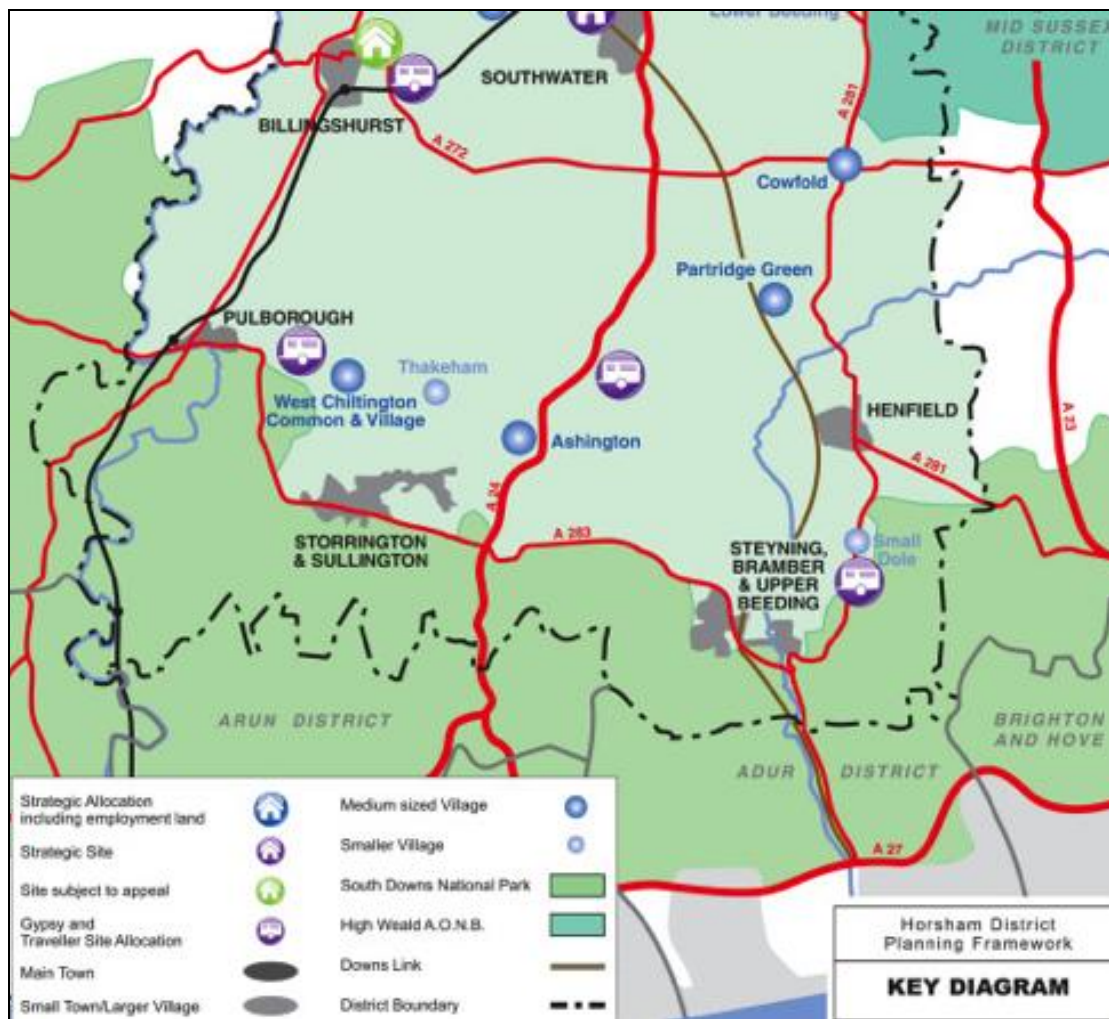


Fig B: Horsham District Planning Framework: Key Diagram

2.6 The HDPF “seeks to be relevant and unique and meet the objectively identified needs of Horsham District”. It also sets the scene and allows for communities to “develop their own, more detailed, local Neighbourhood Plans to meet the needs of their community as they see fit and has regard to the wider area beyond the District boundary” (para 3.15).

2.7 It states that “villages have the potential to address identified local needs and limited development should be pursued to meet these needs and

*support rural services and infrastructure. However, a balance needs to be struck between environmental constraints and fundamentally altering local character ... in the future the needs of local areas can be met, hopefully building on this existing work through the new Neighbourhood Planning system” (para 3.24).*

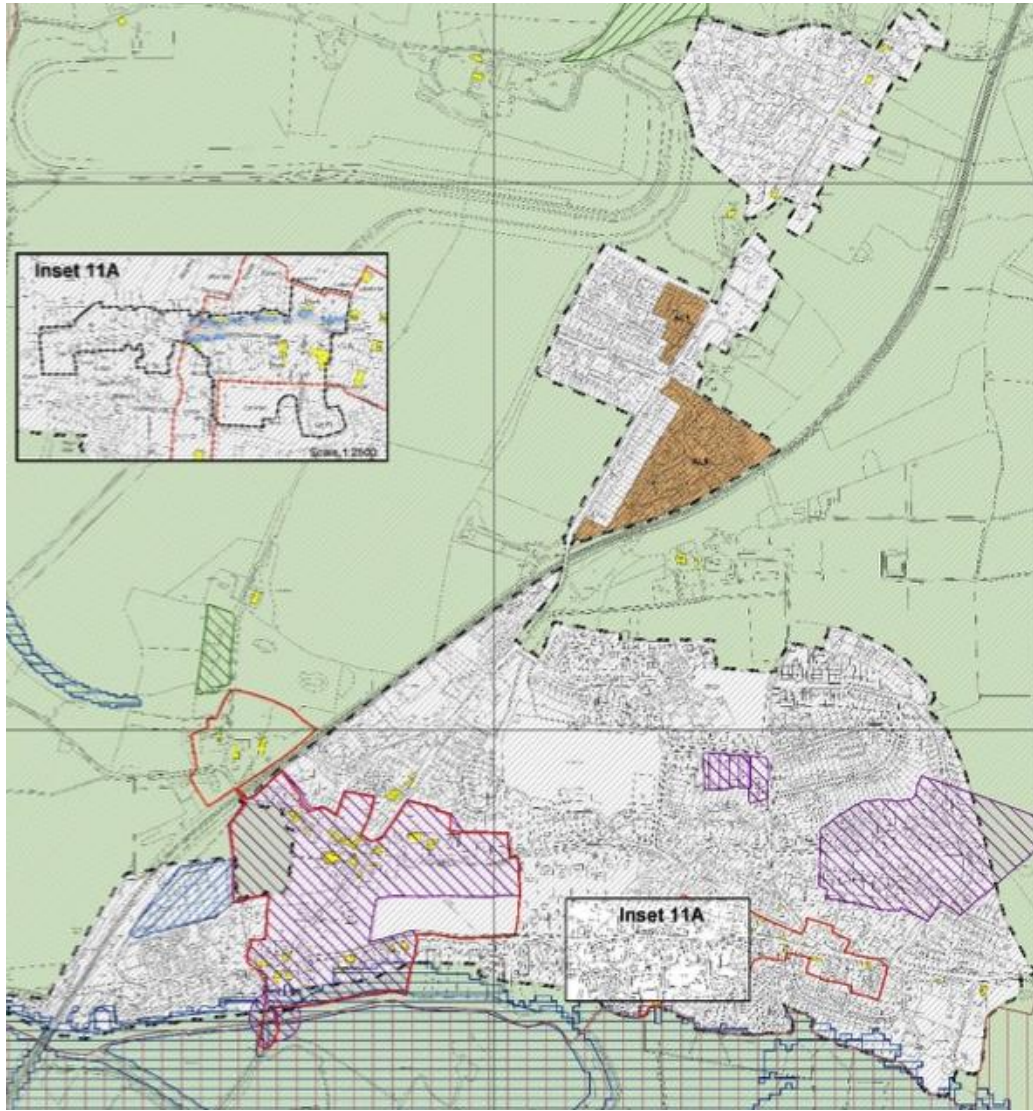
2.8 The document contains a number of strategic and development management policies that provide an insight into the direction of future local planning policy, for the PPNP to consider. The map inset of Pulborough in Fig C (Page 12), identifies the built up area boundaries for the Parish.

2.9 The policies below are some of the most relevant to the PPNP:

- 2 Strategic Development
- 3 Development Hierarchy
- 4 Settlement Expansion
- 7 Economic Growth
- 10 Rural economic development
- 11 Tourism and Cultural Facilities
- 12 Vitality and viability of existing retail centres
- 13 Town centre uses
- 15 Housing provision
- 16 Meeting local housing needs
- 25 Natural Environment and Landscape Character
- 26 Countryside protection
- 30 Protected Landscapes
- 31 Green infrastructure and biodiversity
- 32 Quality of New Development
- 33 Development Principles
- 34 Cultural and heritage assets
- 39 Infrastructure provision
- 40 Sustainable transport
- 41 Parking
- 43 Community facilities, leisure and recreation

2.10 Of these policies, three are especially important. Firstly, in Policy 3 the settlement hierarchy of the District, Pulborough, has been identified as a 'Larger Village', *"with a good range of services and facilities as well as some access to public transport – capable of sustaining some expansion, infilling and redevelopment"*. Codmore Hill is no longer specifically identified in this new hierarchy but it is considered part of the larger Pulborough village on the 2014 Proposals Map, which continues to show its built up area boundaries.

2.11 In the supporting text to Policy 3 it states that the policy *"seeks to ensure development takes place in a manner that ensures that the settlement pattern and the rural landscape character for the District is retained and enhanced, but still enables settlements to develop in order for them to continue to grow and thrive. The mechanism by which this will be achieved is through the designation of built-up area boundaries and the planned expansion of existing settlements through the Local Plan or Neighbourhood Planning."* (para 4.6)



|   |                 |  |  |
|---|-----------------|--|--|
| Inset Map Number                          | <b>23</b>       | Conservation Area                      |  |
| Built-up area boundary                    |                 | Listed Building                        |  |
| Areas outside built-up area boundary      |                 | South Downs National Park              |  |
| Sites for housing development / mixed use |                 | Area of Outstanding Natural Beauty     |  |
| Broadbridge Heath Opportunity Area        | <b>Policy 6</b> | Gatwick Airport Safeguarding Land      |  |
| Area of Joint Area Action Plan            |                 | Site of Special Scientific Interest    |  |
| Community facilities provision            |                 | Site of Nature Conservation Importance |  |
| Sites for employment use                  |                 | Special Protection Area                |  |
| Key Employment Areas                      |                 | Ancient Woodland                       |  |
| Safeguarded Site *                        |                 | Scheduled Ancient Monument             |  |
| Town and Village Centre Boundaries        |                 | Sites of Archaeological Importance     |  |
| Primary Shopping Areas                    |                 | Historic Park or Garden                |  |
| Primary Shopping Frontages                |                 | RAMSAR Site                            |  |
| Secondary Shopping Frontages              |                 | Area at Risk of Flooding               |  |
|   |                 | Air Quality Management Area            |  |
|   |                 | Bat Sustainance Zone                   |  |

Fig C: Horsham District Planning Framework Policies Map: Pulborough



2.12 Secondly, Policy 4 supports the expansion of built-up area boundaries in order to meet the need identified in the local area. These can be expanded through a Neighbourhood Plan where it adjoins the existing settlement boundary, is appropriate in scale and function, meets the identified local needs, does not conflict with the development strategy of the area and that the land is within an existing defensible boundary where the landscape and townscape character is preserved. This policy will help the PPNP set its site allocation assessment criteria in order to find the most suitable sites for development.

2.13 Thirdly, Policy 14 establishes the proposed housing provision for the District from 2011 to 2031. It requires that at least 1,500 homes are provided through Neighbourhood Plans, to be allocated in accordance with the settlement boundary. Separately a number of 750 homes are expected to come forward through 'windfall' sites. The policy does not specify how this number will be apportioned across the settlement hierarchy of Policy 3.

2.14 Although the settlement hierarchy is unlikely to change as the HDPF proceeds through completion and examination, the preferred housing provision strategy may change. The PPNP may therefore use the reasoning and evidence of the hierarchy and, to an extent, the 1,500 homes total provision number, to help determine its own housing policies. Policy 10 establishes the settlement hierarchy in its support for the district's existing retail centres. Pulborough is defined as a Secondary Centre and the other settlements in the parish have been identified as 'Tertiary centres and outlying small retail units: Smaller village centres and shops'.

2.15 There are also the following relevant Supplementary Planning Documents (SPD):

- 2007 Planning Obligations
- 2009 Facilitating Appropriate Development
- 2013 Pulborough Design Statement

2.16 The Pulborough Design Statement from 2013 was adopted by the District as a Supplementary Planning Document (SPD) under the Planning & Compulsory Purchase Act, 2004. The document is a material consideration when considering planning applications and has been produced to guide development to uphold the local character of the area in question.



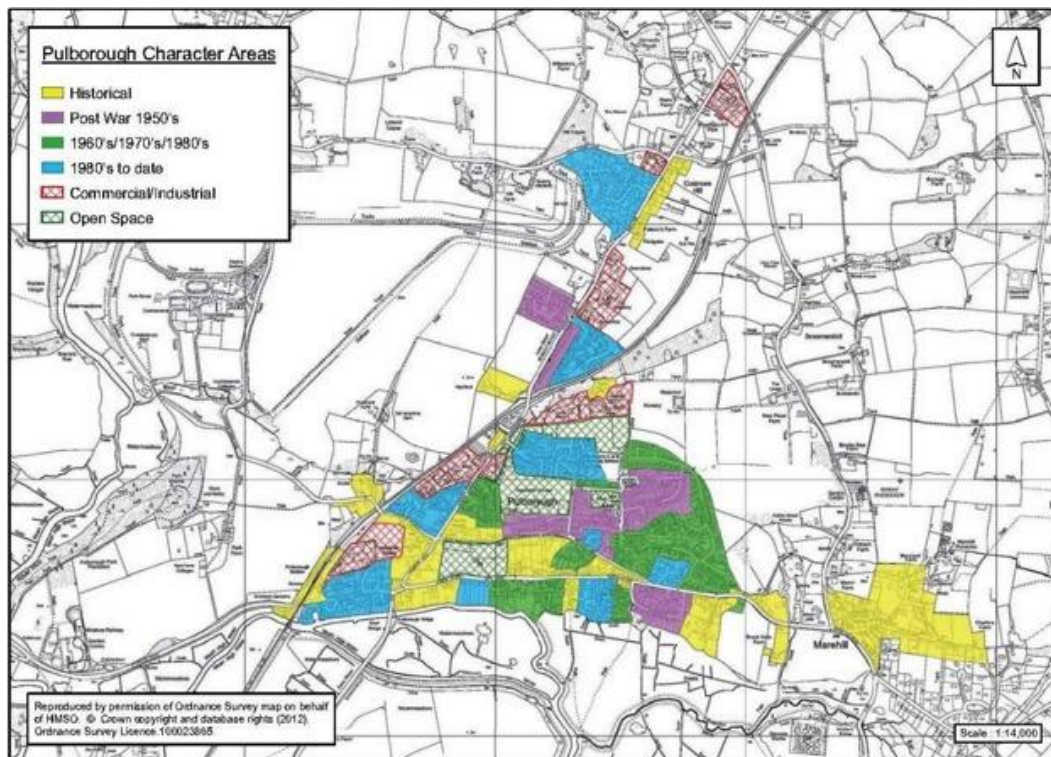


Fig D: Pulborough Design Statement 2013 - Character Areas

### South Downs National Park Local Plan

2.17 The South Downs National Park Authority is in the process of preparing its first Local Plan since its inception in 2011. It consulted on high level policy options in early 2014 and published a Preferred Options Local Plan for consultation in July 2015. It hopes to adopt the Plan in 2017. In the meantime, the saved policies of the Horsham development plan of 2007 continue to apply and will inform the PPNP. However, the PPNP policies have taken account of the reasoning and the evidence base of the emerging Local Plan as appropriate. For example, the Preferred Options document indicates there is no specific provision to be made for that part of the Park in the PPNP area.

## 3. COMMUNITY VIEWS ON PLANNING ISSUES

### Community Engagement

3.1 In September 2013 Pulborough Parish Council agreed to create a Neighbourhood Plan and invited local community organisations to help form a Steering Group. The Steering Group held its first meeting on 10th December 2013.

3.2 From its first meetings, the Steering Group agreed that the Neighbourhood Plan could only be a success if the process was representative of the community and the final plan reflected and responded to their views.

3.3 To this end, the group made community engagement and consultation a leading priority and worked to ensure that everyone in the parish was aware of the Neighbourhood Plan and was given the opportunity to contribute to the process and/or submit their views. This included:

- Public meetings on 29th March and 2nd April to explain the Neighbourhood Plan process and to invite people to get involved, publicised by posters throughout the parish, in the local press and on social media.
- Establishing a Communications & Publicity lead.
- Exhibiting at Pulborough Parish Council's Annual Village Meeting (May 8th)
- Exhibiting at Pulborough EXPO (May 17<sup>th</sup> 2014), a community event showcasing local clubs and societies.
- Exhibiting at monthly Village Markets.
- Exhibiting at the annual Harvest Fair (September 27<sup>th</sup> 2014)
- Articles in the local press.
- Articles and notices in the Parish Bulletin sent to each household.
- Updates on the Pulborough Parish Council web site.
- Updates on social media, including creation of a Neighbourhood Plan Facebook page and Twitter feed.
- Creation of a Neighbourhood Plan Household Survey, sent to every household in the parish in August 2014 and accompanied by extensive publicity to maximise response rates at locations throughout the parish.
- Publication of the survey results, to every household in the parish in June 2015.

### Working Groups

3.4 At the public meetings of 29th March and 2nd April 2014, people were invited to join one of seven thematic working groups:

- Our Community
- Our Housing
- Our Infrastructure
- Our Environment and Heritage
- Our Business and Economy
- Our Transport and Accessibility
- Our Health and Wellbeing

3.5 These groups were tasked with looking at the relevant issues and opportunities for Pulborough parish from their thematic perspective. This involved reviewing the existing evidence, including the extensive community consultation conducted in Pulborough since 2000. These include:

- 2000 Village Appraisal
- 2003 Community Action Plan
- 2006 Village Design Statement for Nutbourne
- 2007 Community Action Plan Update
- 2010 Pulborough Transport Plan
- 2011 Housing Needs Survey
- 2012 Community Action Plan (2012-2015)
- 2012 Economic Action Plan
- 2013 Village Design Statement for Pulborough

All of the above documents can be obtained via the Pulborough Parish Council website.

3.6 This review of the existing evidence formed the basis for developing a Neighbourhood Plan Household Survey to ascertain the community's current views and provide evidence of the issues and aspirations that the Neighbourhood Plan should address and prioritise.

### **Community Survey**

3.7 The Neighbourhood Plan Household Survey was conducted using a questionnaire consisting of both closed and open-ended questions (write-in answers). This approach allowed a focus on obtaining specific information whilst preserving some freedom for the respondents to contribute their own ideas and information.

3.8 A questionnaire in the form of a booklet was sent to every household in Pulborough (approximately 2,300 households) and additional copies were made available from the parish office and volunteers manning stations around the village during the survey period. An electronic copy of the questionnaire was made available for download from the Parish Council website.

3.9 A total of 801 questionnaires were returned, a response rate of 35% of households. The overwhelming majority of responses were from older residents (40% from ages 41-64, 47.5% from those over 65) with a disappointing but not unexpected response from those under 40. The 90 responses from people under 40 were, after the first analysis, extracted and considered as a separate exercise to see if there were any marked differences in responses. The detailed response data derived from the recent consultation is available from the Parish Council.

### **Community Views**

3.10 As a result of the consultation work outlined above (working groups and household survey), we have identified a number of issues and aspirations that a successful Neighbourhood Plan will need to address.

3.11 An overwhelming majority of survey respondents (94%) agreed or strongly agreed with the proposition that "A rural feel and access to the countryside is fundamental not only to our quality of life and community identity, but also to many aspects of our economy". The following are the things people most dislike about living in Pulborough parish:

- that the volume, speed and type of traffic (particularly large commercial traffic/HGVs) adversely affect their quality of life.
- that recent development has brought too many houses and people without sufficient investment in infrastructure or community cohesion.
- that the village has become too spread out and has no real commercial or social centre.
- that there were not enough shops, either in general or naming specific types.

3.12 58% of survey respondents agreed or strongly agreed that "the pattern of recent housing developments and lack of connections between them is having a negative effect on the village's identity and sense of itself". 21% disagreed or strongly disagreed. The following were the top five survey responses when asked what benefits people thought development could bring to Pulborough:

- Protection of the countryside and local assets (53%)
- Medical and care facilities (42%)
- A community with a balance of ages and incomes (41%)
- Village identity and a sense of community (35%)
- Local jobs and businesses (34%)

3.13 The following were the top five survey responses when asked what most concerned people about further development in Pulborough:

- Increased traffic (69%)
- Loss of countryside and/or green space between existing settlements (60%)
- Oversubscribed medical and care facilities (50%)
- Increase in crime and anti-social behaviour (45%)
- Overloaded sewage and drainage system (37%)

3.14 When asked what single change would most improve their quality of life as a Pulborough resident, the top three answers given were as follows:

- Reduced traffic and improved road safety/quality. Many people want a by-pass, both north-south and east-west.
- More/better shops, services and facilities, including a village centre.
- Comments on housing featured strongly; the design, position, numbers and the people who live in them.

3.15 The survey asked residents what additional services and amenities they would like to see in Pulborough with the following leading responses.

- A leisure centre with gym/swimming pool etc.
- A greater variety of shops, restaurants and a 'proper' post office.

- Better parking, especially around the station area.
- Better public transport

### Housing Issues

3.16 The overwhelming majority of survey respondents favoured housing development using in-fill or brownfield development in the existing built-up area (74%) or in-fill/brownfield outside of the existing built-up area (47%). There was a marked aversion to development of greenfield sites, with only 6% of survey respondents supporting such development. Survey responses indicated support for house building through controlled extension of the existing settlement built up areas as follows:

- Codmore Hill (41%)
- North Heath (30%)
- Pulborough Village (25%)
- Marehill (16%)
- Nutbourne (9%)

3.17 Survey responses indicated the following view regarding the importance of the settlements remaining separate:

- Codmore Hill (44% essential/important, 37% unimportant)
- Marehill (48% essential/important, 30% unimportant)
- North Heath (56% essential/important, 20% unimportant)
- Nutbourne (73% essential/important, 11% unimportant)
- Pulborough village (61% essential/important, 25% unimportant)

3.18 The Housing working group has recommended that the existing settlements of Nutbourne, Marehill and North Heath should remain as essentially rural settlements within the Parish.

3.19 Asked what type of house they would want to move to next, the top three options were Bungalow, 3-4 bed and 2-3 bed houses. The under-40 responders listed 3-4 bed, 2-3 bed and 5+ bed houses as their top three. Asked what type of housing they felt was needed in Pulborough, respondents did not select a clear preference, instead indicating a range of housing inc 2-3 bed (37%), low cost (35%), Smaller retirement housing (35%) and community housing (31%). The under-40 responders listed 2-3 bed and 3-4 bed houses and eco-friendly properties. These results suggest a need for smaller homes and assisted living for downsizers, although we must bear in mind the demographic bias towards the older population in the main analysis.

3.20 When asked what number of new homes they thought could be built sustainably in the next 15 years, 70% indicated that they would not like to see more than 300. When asked what size of housing development would be most appropriate to Pulborough, 96% of respondents wanted housing delivered through small to medium developments. 36% also indicated support for building individual homes.

3.21 It has been a long-standing concern in Pulborough that recent housing developments in the village have, overall, burdened rather than benefited



the community. These concerns were articulated in the Introduction to the Pulborough Community Action Plan 2012-2015 as follows:

*“There is no holistic plan for Pulborough. Development is happening in a piecemeal fashion... and this is having a negative effect on the village’s identity and the community’s sense of itself. There is no ‘heart’ to the village and few links between different areas – in some ways, Pulborough does not ‘make sense’ in spatial terms.”*

*“New housing developments are failing to deliver benefits to the community. Units are the wrong type (4-5 bedroom houses as opposed to smaller properties), are not affordable, and do not meet the housing needs of local people. Local jobs are not being created to match the influx of people, leading to the creation of a one-dimensional dormitory town. The perception is that new housing is hurting rather than helping.”*

*“Infrastructure has not kept pace with development, and residents are becoming increasingly aware of and frustrated by the fact that infrastructure planning has been and remains insufficient. What infrastructure work does take place is reactive rather than proactive, and more often than not is a temporary ‘sticking plaster’ solution to long-term problems.”*

*“There is an increased awareness of, and growing concern about, the speed, volume and type of traffic on Pulborough’s roads. This is having an unnecessarily negative impact on economic activity and quality of life. The arrival and expansion of two major supermarkets and the several recent housing developments have significantly increased vehicle movements on the A29 and A283, yet no appropriate mitigation seems to have been considered let alone implemented. Without serious attention and action from the relevant authorities, this situation will only get worse as time goes on.”*

3.22 This is further reinforced by responses to the Neighbourhood Plan survey. The top three responses when asked what people most dislike about Pulborough were as follows:

- Traffic (speed, volume, type, noise and pollution)
- Overdevelopment or badly planned development (housing and major supermarkets)
- A lack of shops

3.23 The Community working group concluded that housing quality has a direct bearing on residents’ well-being and relationships between neighbours, and recommend that all future developments should meet the code for Sustainable Homes of May 2014 DCLG or subsequent equivalent or updated standards (i.e. the “star 3” standard specified within The Home Quality Mark by BRE) as well as to be developed in accordance with and certified by “Secured by Design”.

3.24 The Housing working group and Environment and Heritage working group both recommend that the Neighbourhood Plan require that the Pulborough and Nutbourne Village Design Statements be considered in all

new developments. Consideration to be given to any future larger developments contributing in practical ways to addressing existing shortfalls in essential infrastructure.

### Transport & Infrastructure

3.25 The perception locally is that local roads, especially the A29 and A283, are struggling to accommodate the increase in traffic brought about in part by new housing and retail developments (as shown by responses to the Community Action Plan 2012 consultation and recent Neighbourhood Plan survey). West Sussex Highways have recently conducted traffic surveys in Pulborough though they later claimed the survey failed to gain any results. This information, when compared with the 2009 survey for the Village Transport Plan, would have informed the Neighbourhood Plan.

3.26 62% agree or strongly agree that there is parking problem in Pulborough, and many of those who state they disagree indicate that they believe driver behaviour is an issue. The most commonly cited areas where parking is deemed a problem are:

- Stopham Road, Station Road and Railway Station
- Lower Street area
- New Place Road and the estate roads around St Mary's school

3.27 The need for a safer way of crossing the railway line from North of the village/Codmore Hill is a longstanding local issue that the Neighbourhood Plan must address. Plans have been discussed for a footbridge close to the current road bridge at Sopers Hill, and representations have been made by the Parish Council to HDC to ensure that s106 agreements for current and future housing will provide funds for this project or an alternative solution to improving pedestrian access. Network Rail have confirmed (2015) that they would not unreasonably object to a footbridge in this area.

3.28 The Transport and Infrastructure working group recommend that infrastructure planning conditions on new developments should be rigorously enforced and that the Neighbourhood Plan should include policies to require this. The Transport and Infrastructure working group report that Pulborough's network of sewerage and drainage pipes is generally old and in need of upgrade, with significant amounts of surface and ground water entering the sewerage system without adequate monitoring/reporting to allow the planning authorities to accurately assess the impact of further development. It is reported that this has almost led to serious incidents in three separate locations in the parish. Estimates of demand on water, sewerage and drainage and its impact on current provision should be examined before any new development and the Neighbourhood Plan should include policies to require this.

3.29 Pulborough's flood plain (including Pulborough Brooks) performs a vital function and the Neighbourhood Plan should include policies that preserve this. Survey results show that 95% of respondents agree or strongly agree with the proposition that Pulborough's railway station is an important asset and the Neighbourhood Plan should include policies that protect it. 93% of respondents are in favour of development at the railway station as long as it

brings improvement to parking and better access to the railway and related services.

3.30 The Community Action Plan 2012 identified disabled access and egress to the up-line at Pulborough station as an issue. Any redevelopment of the station should include a resolution to this.

### Community Facilities

3.31 Concerns raised in the Community Action Plan 2012-2015 regarding the impact of recent and future development on community cohesion are echoed in responses to the Neighbourhood Plan Survey. The key issues are thought to be:

- The lack of a village centre undermines the community's sense of itself and (despite the existence of a village hall and a sports and social club) means there is no obvious shared social/community focal point.
- The increasingly spread out shape of the village undermines the sense of a single village community and makes it difficult for people to get from one part of the village to another on foot. Residents north of the railway line are particularly cut off in this way.
- The rise in population without much thought or investment in bringing the community together or providing amenities not only undermines community cohesion but also undercuts civic pride and the sense of shared ownership, fuelling antisocial behaviour and the fear of crime.
- It should also be considered that development can address other problems of community cohesion such as local people not being able to afford local housing or an ageing demographic.

3.32 There are plans in place (or being drawn up) for the replacement or renovation of the following community assets:

- Library - Pulborough Community Partnership are working with WSCC to safeguard the library and provide an additional social centre by turning the library into a Community Hub.
- Sports & Social Club - Pulborough Parish Council are planning to renovate/rebuild this asset.
- Youth Club - the current premises ('The Shack') are unlikely to be available beyond 2017 and the opportunity exists for the community to plan a long-term solution for a youth centre.

The Neighbourhood Plan must take account of these initiatives and seek to ensure further development complements them.

3.33 79% of survey respondents agreed that the Neighbourhood Plan should seek to locate new childcare facilities in the Parish should any additional housing require it. In addition, prior to the introduction of any new housing development the impact on educational provision should be determined and plans put in place to meet that demand.

3.34 The Community Action Plan 2012-2015 highlighted concerns that an additional/improved drop-off point and an emergency bay are needed at the Primary Care Centre. Both survey responses and interactions with the

public during consultation indicate deep concern that increased housing will overstretch the current medical and care services in Pulborough. Many that report such concerns say they feel this is already happening.

3.35 Pulborough's social activities appear to target either the young or the retired, and are mainly run by volunteers. Many of these activities take place at Pulborough Village Hall, which has four meeting halls that are hired out to local groups and clubs. The Youth Club has often struggled in terms of trained youth workers, volunteers and facilities and the Neighbourhood Plan should seek to provide support where relevant.

3.36 The recreation ground is a multi-sports facility. Cricket nets and goal posts are provided. At the weekends it is used by local football and cricket clubs. Hard courts are available for tennis, netball and stoolball. The Parish Council has provided a youth shelter adjacent to the playground which is used by teenagers as a place to hang out, and the children's play area has excellent equipment and is well used throughout the year. It also serves as a local meeting point for young parents. The 2007 Community Plan Update found that improving sports facilities was a priority for local people.

3.37 Pulborough Sports & Social Club is a facility which needs renovation and is not really fit for purpose considering recent increases in the village population.

#### Economic Development & Tourism

3.38 The "Pulborough Economic Vision and Action Plan" produced in 2012 by Simpson Consulting for West Sussex County Council and Pulborough Community Partnership highlights some important factors that the Neighbourhood Plan should address:

*"Economic strengths include skills levels, communications, a diverse range of sectors, strong land based industries, relatively low levels of unemployment and a business representation organisation already operational (but which has subsequently closed)."*

*"Economic weaknesses include low numbers of businesses compared to many other comparable Market Towns in West Sussex, high numbers of very small businesses, outward migration so skills are not being deployed locally, and weak representation in knowledge economy businesses (the lack of an effective business representation organisation is also a major issue). Overall there is no strong market pull for a business to be located in Pulborough."*

*"The growing population of Pulborough needs more employment based locally:*

- To offer a greater range of work opportunities closer to home and to reduce travel away from the village*
- To generate more turnover in the village economy by locally based workers using their spending power on goods and services based in the village.*
- To increase the range of goods and services available locally"*

3.39 When asked what approach the Neighbourhood Plan should take to the issue of there being no village centre (retail hub), 50% of respondents thought we should choose one area (Lower Street being the clear favourite with 58%), whilst 36% thought we should support all four commercially active areas. There is a clear desire for Lower Street to be actively supported as a retail hub, but not to totally exclude other areas. The Neighbourhood Plan should therefore contain a clear strategy for how these different areas can operate successfully together. The survey indicates support for allocating land for a wide range of different business use:

- Shops / retail (58%)
- Light industrial (47%)
- Food (43%)
- Starter units (39%)
- Tourism (38%)
- Office (26%)
- Factories (15%)

3.40 Of survey respondents, 82% were in favour of the Neighbourhood Plan allocating land for a business centre providing low-cost, flexible workspaces and services for local start-ups, small businesses, freelancers and home workers. 88% of survey respondents were in favour of the Neighbourhood Plan developing policies that complement a visitor economy strategy marketing Pulborough as a conveniently-located gateway to rural West Sussex.

3.41 The Business & Economy working group recommends that opportunities to extend existing business parks for new businesses should be encouraged and that improvements in broadband and mobile networks are essential to support the growth of local businesses. It also recommends that the public realm of Lower Street needs improving to create a safer and more attractive location for retail activity and that any re-development of the station area should take the opportunity to create new small commercial units for offices and mixed use to allow current local home-based business to expand and stay within the area.

3.42 Pulborough is approximately in the centre of the northern boundary of the South Downs National Park and has a railway station that could provide a major point of access to that park. Tourist information, signage, and bus routes from the station are not good and need to be improved. Help for would-be visitors/tourists is nearly non-existent. Pulborough has a large cache of listed buildings which are unfortunately spread over a wide area. The only exception is the area around the Church and old Rectory Lane. Walking to the village from the railway station is unpleasant due to high volumes of traffic, exhaust fumes, narrow footpaths and the need to negotiate two mini roundabouts. In the 2007 Community Plan Update, making Pulborough more attractive to visitors was listed as an important local priority. The Chequers Hotel on Old Rectory Lane is the only hotel within the village. Only two other properties offer bed and breakfast accommodation.

### Environment & Heritage

3.43 Pulborough residents value and appreciate the beauty of their surrounding landscape with its access via public pathways. The landscaped downs around Pulborough are as much part of Pulborough's heritage as the



listed buildings, and should be protected. This view is supported by the survey, where 53% of respondents said that protection of the countryside was the most important benefit that sustainable development could bring to Pulborough. Similarly, when asked what most concerned them about further development, 60% responded that the loss of countryside and/or green space between existing settlements was their greatest worry. The West and East Glebe fields together with the recreation fields are not only valuable amenities, but should be considered as the “green lungs” of the village.

## 4. VISION, OBJECTIVES & LAND USE POLICIES

### Vision

#### 4.1

*"The vision for Pulborough Parish is to be a balanced living and working community at the heart of rural West Sussex that maximises its location, links and assets to deliver the highest possible quality of life to all its residents whilst supporting a varied, thriving local economy and maintaining the village's role as an important service centre."*

### Objectives

#### Environment

- To conserve the landscape, scenic beauty and views of the South Downs National Park and other surrounding countryside
- To conserve the rural character and qualities of the other landscapes of the parish and of the identity of the village
- To avoid any significant impacts on the Arun Valley Special Area of Conservation or on any other biodiversity assets in the parish
- To sustain and enhance the character of Listed Buildings and the Conservation Areas

#### Community

- To protect and provide additional community facilities to support all age groups and to support a wider range of parish needs
- To improve the connectivity within the village so that people can get about safely and pleasantly on foot or by bike/mobility scooter
- To create the feeling of a unified community
- To increase the capacity of local primary school places
- To better manage the effects of car parking and traffic in the village
- To improve the feeling of safety and wellbeing in the community and to reduce the fear of crime

#### New Homes

- To reuse brownfield sites and where possible to renovate disused agricultural buildings.
- To meet the needs of local people by building types of homes that have not been a major part of schemes of the last few years - smaller homes for starter homes for younger people and families and downsizing homes for older residents.
- To enable older households to downsize to free up mid-size homes occupied by older couples or individuals.
- To focus small developments in the village, with any larger, high value detached homes (where owners are likely to operate one or more cars) being more suitable to the more rural areas.

#### Employment

- To encourage economic development at existing economic areas

- To encourage retail development along Lower Street as the community's preferred retail heart whilst also supporting the other established commercial areas
- To encourage a diversity of business and the creation of a stronger visitor economy
- To support home-based business to move to first premises through provision of a local business centre in the village
- To protect the agriculture and horticultural land from unnecessary loss

## **Land Use Policies**

4.2 Land use policies are used to determine planning applications made for development proposals. They can establish the principles for retaining or changing the use of land in settlements and in the countryside. They can also set out the conditions against which development proposals will be judged in terms of their design, access etc.

4.3 The purpose of these policies is to either encourage planning applications to be made for things the local community wants to see happen or to discourage applications for developments that they do not want to happen. Policies must be clearly written so they can be easily applied when considering planning applications.

4.4 The Plan deliberately avoids repeating existing national or local planning policies. The proposed policies therefore focus on a relatively small number of key development issues in the area. For all other planning matters, the national and local policies of other planning documents – the National Planning Policy Framework and the HDC – will continue to be used.

4.5 Set out below are the proposed policies of the Plan. Each policy has a number and title and the policy itself is written in bold italics for ease of reference. There is also a short statement explaining the intention of the policy and any other relevant background information. At the end of this document is the Policies Map – where a policy refers to a specific site or area then it is shown on the Map.

### **Policy 1: A Spatial Plan for the Parish**

***The Neighbourhood Plan defines the Built up Area Boundary of Pulborough, as shown on the Policies Map. Development proposals located inside this boundary will be supported provided they accord with the other provisions of the development plan. Development proposals outside of this boundary will be required to conform to development plan policies in respect of the control of development in the countryside.***

4.6 This policy restates the established development plan principle of defining a built up area boundary around the village of Pulborough (including Codmore Hill) to direct housing and other development within the boundary. Only development necessary and especially suited to the countryside will be appropriate beyond the boundary. The hamlets of the parish – Marehill, North Heath and Nutbourne – are not appropriate for any intensification of their existing built areas as they are remote from any local services. Future

development at Brinsbury College is already managed in planning policy terms by adopted supplementary planning guidance.

4.7 The boundary defined on the Policies Map has amended that shown on the proposed HDPF Proposals Map to allow for the allocation of land in policies 2, 3, 6 and the housing element of Policy 10 of the PPNP. Otherwise, the boundary remains consistent with the HDPF.

4.8 The boundary change resulted from an assessment of the preferred spatial plan for the Pulborough village area, given that land has been made available for development on the northern edge of the main village and at Codmore Hill. With the scale of recent housing and other developments in both areas, it was not considered reasonable for the spatial plan to seek to accommodate development in both locations, as this may total over 400 new homes. This scale of development would not be supported by the local community with considerable concerns about the primary school and utilities capacity to support more housing in the plan period. The close proximity of the village to the Arun Valley Special Protection Area is also a greater constraint on housing development here than in many other rural areas of the district.

4.9 The choice of spatial plan has been informed by the initial sustainability appraisal of the two options and by the residents survey summarised in Section 3 of the PPNP. At the outset, it was considered that the choices must comprise land immediately adjoining Pulborough built up area boundary but also outside the South Downs National Park and its immediate setting. Further, the land could not be in an area of known flood risk. The potential impact on the Arun Valley Special Protection Area was not a deciding factor as the spatial options are both in similar proximity to the Area. Finally, significant weight has been given to enabling the reuse of brownfield land.

4.10 The conclusion is a preferred spatial plan that both allows for infill development within Pulborough and Codmore Hill and for a major new housing development at New Place Farm, off Glebelands. The land is brownfield and is in close proximity to the majority of local services, especially the primary school. The potential of future growth at Codmore Hill, though discounted in this PPNP, will be assessed in a review of the PPNP alongside other spatial options.

## **Policy 2: Land at New Place Farm, Pulborough**

***The Neighbourhood Plan allocates 3.8 Ha of land for housing development at New Place Farm, off Glebelands, Pulborough, as shown on the Policies Map, provided:***

- i. A traffic management plan is submitted to ensure that the existing problems with traffic and parking are alleviated or at least not exacerbated and includes provision for at least two car parking spaces per dwelling;***
- ii. The layout makes provision for a number of smaller, distinct development parcels each of 10 to 25 dwellings and defined by the existing structural landscape features within the site;***

- iii. The layout has regard to the close proximity of the operational nursery along the northern boundary of the site and to possible future availability of that land beyond the plan period for redevelopment;**
- iv. The housing scheme places an emphasis on providing 2/3 bedroom homes and makes provision for the number of affordable homes required by development plan policy;**
- v. The landscape scheme retains the existing structural landscaping on the site and makes provision for a buffer to form a soft edge to the open countryside to the east of the site; and**
- vi. A planning obligation is made to provide a financial contribution to the improvement of existing recreational, sports, community and amenity land at the Recreation Ground in lieu of onsite public open space provision.**

4.11 This policy allocates part of the New Place Farm nursery on the northern edge of Pulborough Village for a housing development scheme that may comprise a total of approximately 100 new homes. The land is available for development and the landowner has indicated an approval in principle to the provisions of this policy.

4.12 The development principles in the policy are intended to deliver a successful housing scheme that not only blends well with the existing housing, landscape and local roads but also makes a proper contribution to improving local community infrastructure. They include the requirement for the layout of the scheme to reflect existing site mature vegetation to result in a number of distinct housing areas, rather than one homogenous housing estate. Crucially, this scale of housing development (and that of Policy 3) can just about be accommodated in the capacity of the nearby primary school. In addition, its close proximity to the Recreation Ground means it is more beneficial for the scheme to contribute to its facilities rather than to create another public open space.

4.13 Finally, the policy acknowledges that the remaining nursery land may become available beyond the plan period (the nursery owner is keen to maintain it as a successful business until then at least). In which case, the layout of the scheme should have regard to this possibility.

### **Policy 3: Land off Glebelands, Pulborough**

**The Neighbourhood Plan allocates 0.8 Ha of land for housing development off Glebelands, Pulborough, as shown on the Policies Map, provided:**

- i. The housing comprises a mix of self-build and affordable dwellings only;**
- ii. The self-build dwellings meet the Government definition;**
- iii. The affordable dwellings are occupied only by qualifying households with a local connection in perpetuity;**
- iv. The scheme is accessed from Glebelands and provides at least two car parking spaces per dwelling; and**
- v. The landscape scheme retains the existing structural landscaping on the boundaries of the site and makes provision for a buffer to form a soft edge to the open countryside to the east of the site.**



4.14 This policy allocates land immediately to the south of New Place Farm for a housing development scheme that may comprise approximately 20 dwellings intended as affordable homes for local people in perpetuity and as self-build homes. The land has been made available for this purpose by the landowner.

4.15 The land creates the opportunity to establish a Community Land Trust scheme to deliver a mix of self-build and affordable homes (to be retained in perpetuity for local people). The Parish Council is currently exploring this proposition with a view to a new Trust being formed in time for this proposal to be agreed at the planning stage.

#### **Policy 4: Royal Mail Sorting Depot, Pulborough**

***Proposals to redevelop the Royal Mail Sorting Depot on Lower Street, as shown on the Policies Map, will be supported, provided:***

- i. The scheme comprises a mix of retail (A1) and/or other village centre uses (A2-A5 and B1a) on the ground floor and dwellings on the first floor;***
- ii. The design of the scheme has regard to the significance of the setting to the Lower Street Conservation Area especially in adhering to the existing building line to west of site;***
- iii. The scheme access is from Lower Street only; and***
- iv. Sufficient car parking provision is made for the dwellings within the scheme.***

4.16 This policy is intended to send a signal to the landowner of the site of the types of redevelopment scheme that are appropriate should the land become available during the plan period. There is no intention to force the scheme to be delivered (for example through a Compulsory Purchase Order).

4.17 The depot occupies a prominent location in the street scene on Lower Street. It also falls within the defined Village Centre boundary and forms part of the Conservation Area setting. The policy therefore requires full regard to be had to these constraints in respect of the layout and design of the scheme and to its land use mix. In this respect, the scheme must comprise a mix of ground floor commercial units suited to a village centre location with dwellings on upper floors. Whilst the car parking needs of visitors to the commercial uses can be met from the existing public car parks in the village centre, provision must be made for the dwellings within the scheme.

#### **Policy 5: London Road Commercial Area, Pulborough**

***Proposals for the development of commercial (B1) and/or community (D1) and childcare (D2) uses in the defined London Road Commercial Area in Pulborough village, as shown on the Policies Map, will be supported, provided:***

- i. The access and car parking provisions, including any realignment of the current access road, are appropriate for this location and for these***

- uses and do not compromise the ability of the primary care centre to secure patient vehicle drop off and emergency bay facilities;**
- ii. The amenities of the adjoining residential area are not harmed; and**
- iii. The proposals comprise a mix of ground floor commercial and/or community uses with any dwellings required confined to the upper floors of those buildings.**

4.18 This policy encourages more public/community service facilities and commercial uses in the area to consolidate recent changes and to support new housing. Although focused primarily on supporting those uses, it does allow for dwellings on the upper floors, which may assist with the viability of proposals. The survey indicated a strong desire for additional childcare facilities in the village and this location is reasonably central to the village and easily accessed for this purpose.

4.19 The land includes the primary care centre, serving over 1200 patients from a wide area, which requires land to improve access for patient drop off and emergency access. Proposals must therefore allow for this provision to be made and also for the amenities of local residents in the new homes in Spiro Close.

**Policy 6: Broomers Hill Industrial Estate, Codmore Hill**

***The Neighbourhood Plan allocates 3 Ha land south of the Broomers Hill Industrial Estate, as shown on the Policies Map, for the development of new business uses only, provided:***

- i. The scheme comprises a range of business units, including those suited to the occupancy needs of new start-up and move-on businesses;***
- ii. The scheme is accessed from the A29 only;***
- iii. The scheme layout, building heights, forms and materials and external lighting are rural in character; and***
- iv. The landscape scheme retains existing mature trees and hedgerows on the site and provides a buffer to screen the development from the surrounding countryside.***

4.20 This policy allocates land to encourage new business development at the most appropriate location in the parish. The site adjoins an existing business area on the edge of Codmore Hill and can be accessed from the A29. The built up area boundary at Codmore Hill has been redefined in Policy 1 to make provision for this allocation which closes the gap between the existing built up area and the Broomers Hill Industrial Estate. However, that change has been made only for the purpose of this allocation for additional business uses. Should a business scheme not be implemented then the land will be safeguarded for this use to prevent any other use, pending a future review of the PPNP or another development plan document.

4.21 Research shows that a large number of home-based businesses locally do not expand into commercial premises or take on employees because of the cost/risk. The policy is especially encouraging of the provision of business units for this specific purpose. This new allocation will significantly increase the total area of business land in the village to provide local jobs, which will help reduce the high levels of out-commuting.

### **Policy 7: Toat Café, Stane Street**

***Proposals for a tourism facility use, hotel (C1) use, healthcare facility (D1) or car showroom use of land off the A29 at the Toat Café, as shown on the Policies Map, will be supported, provided:***

- i. The scheme is accessed from the A29 only;***
- ii. The scheme layout, building heights, forms and materials and external lighting are rural in character; and***
- iii. The landscape scheme comprises a buffer to screen the development from the surrounding countryside and with the scheme layout establishes a clear defensible boundary for the scheme.***

4.22 This policy encourages the redevelopment of land currently partially occupied by the Toat Café but including a wider area of previously used land that has no beneficial use. As such, the site does not present an attractive gateway into the village, or to the National Park, from the main northern entrance. For clarity, the policy only relates to the site defined on the Policies Map and expressly not to the wider area to the west of the site in the same private ownership that forms an effective part of the open countryside.

4.23 The site has a prominent frontage to the main A29 road, which is one of the main roads linking the M25 with the South Coast in this area. It may therefore be suited to a tourism, hotel, healthcare or car showroom use, all of which can be designed to reflect the sensitivity of the site in the wider landscape. The tourism use, perhaps associated with the hotel use, may form an effective tourism gateway to this part of the National Park.

### **Policy 8: Pulborough Garden Centre, Stopham Road**

***Proposals to extend the existing or develop new garden centre buildings for the sale of plants and gardening related products at Pulborough Garden Centre within the land shown on the Policies Map will be supported, provided they have regard to conserving the special landscape and scenic beauty of the South Downs National Park.***

***Proposals for development to extend existing buildings or for new buildings to accommodate ancillary café/restaurant (A3) uses will be considered as supporting the core garden centre business and as appropriate in scale and scope, provided they are contained within the area shown on the Policies Map.***

4.24 This policy enables the appropriate expansion of the popular garden centre to the west of the village to create more jobs in its core gardening business and in its complementary café/restaurant business. However, this support only relates to the extension of existing buildings or new buildings within the defined area shown on the Policies Map in order to avoid any harmful visual effects on the National Park, within which it lies. In doing so, it anticipates and refines the emerging non-strategic policy SD51 of the Draft South Downs National Park Local Plan.

### **Policy 9: Multi-Purpose Community & Sports Centre, Pulborough**

***Proposals to improve and extend the existing sports pavilion on Rectory Close, as shown on the Policies Map, including the provision of new community (D2) use buildings, will be supported.***

4.25 This policy enables the expansion of existing facilities on Rectory Close to meet growing demand from the larger village population. The Parish Council has developed plans for this expansion and will utilise funds already collected from past development projects. Given the close proximity of the New Place Farm site allocated in Policy 2 of the PPNP, it is appropriate that that scheme also makes a financial contribution to the implementation of this policy.

### **Policy 10: Land off Stopham Road, Pulborough**

***The Neighbourhood Plan allocates 1.36 Ha of land west of the railway station for a new station car park and a housing development off Stopham Road, Pulborough, as shown on the Policies Map. Proposals will be supported, provided:***

- i. A public car park of approximately 100 spaces is constructed adjoining the railway station, which is completed and made available for operation prior to the occupation of final dwelling;***
- ii. The specification and routing of the access road serving the car park have full regard to the amenities of the dwelling occupiers;***
- iii. The housing scheme fronts onto Stopham Road and comprises approximately 28 dwellings;***
- iv. An effective landscape buffer is established along the edges of the housing and car park schemes to the countryside;***
- v. External lighting in the housing scheme is avoided and any external lighting to the car parking scheme is kept to a minimum to provide a safe facility.***

4.26 This policy allocates land adjoining Pulborough Railway Station for a new public car park to serve the station and a small housing scheme along Stopham Road, through and with which the access to the car park will be made and shared.

4.27 The need for a new station car park was identified in the Pulborough Community Action Plan and the Village Transport Plan, both of 2010. The reports highlighted the car parking capacity and disabled access problems to the platforms and identified the option of creating a new car park on the western side of the station to serve the northbound platform.

4.28 This proposal carried considerable support from the local community, especially as it would address the problems created by extensive informal parking along Stopham Road. A planning application (DC/15/1025) was submitted in early 2015 for the development of the site to provide 24 dwellings and 4 flats with ancillary parking, garaging, and landscaping, and the construction of a 106-space station car park, all served by new access onto Stopham Road. Hence, the Parish Council made provision for the proposals in

redefining the Built Up Area Boundary in the Pre Submission Plan to include the site within the village.

4.29 It was not considered necessary to make an allocation as it was expected the application would have been granted by the time of its submission and examination. However, the District Council has now advised that in order to approve the application the Plan must allocate the site and evidence its proposal. The proposal in the Pre Submission Plan to redraw the village boundary to accommodate the scheme raised no objections from either the general public or from any statutory consultee (including the District Council and National Park Authority). The Parish Council has therefore added this new policy to make the allocation pursuant to Policy 1 without undertaking another Regulation 14 consultation.

4.30 The policy allocates the land for the purposes outlined in the planning application and ensures that a successful scheme will be delivered by conditioning the allocation on those matters raised by consultees on the application. These matters relate primarily to the effect of the proposals on the setting to the South Downs National Park, which lies beyond the site to the west and south. The submitted information of the planning application shows how these and all other matters (e.g. access, design, ecology, affordable housing) can be satisfactorily addressed.

4.31 The Parish Council has carefully considered the planning application details and has no reason to believe that they are not fully in accordance with the community's longstanding ambition to improve the station and its access. It acknowledges that the location of the scheme raises concerns on the visual impact on the setting to the National Park and the SEA has considered this further. However, in its planning judgement in making this policy as part of the Plan, the cumulative social value of the new station car park/access, of the new housing and of the removal of the unmanaged and unsafe car parking on Stopham Road carries significantly greater weight than the effects of the schemes on the nearby National Park. In any event, the policy confirms that the scheme delivers on its landscape and external lighting proposals to mitigate such effects, in line with the recommendation of the SEA.

### **Policy 11: West Glebe, Pulborough**

***Proposals to extend the graveyard into, and to install a new public footpath across, land at West Glebe, as shown on the Policies Map, will be supported, provided they do not harm the openness of the Local Green Space.***

4.32 This policy allows for some public benefits on a proposed Local Green Space that do not compromise its open character or location within the Conservation Area. There is a need for additional graveyard space and the adjoining path that runs along the edge of the space is becoming increasingly popular with people walking between the railway station and the new residential areas to the north. This policy is designed to make the area more attractive and in keeping with a village setting and the conservation area.

## **Policy 12: Tourism Development**

***Proposals for the development of new tourism facilities to encourage trips by all modes from the railway station to the South Downs National Park will be supported provided they have regard to conserving the special landscape and scenic beauty of the National Park.***

4.33 This policy encourages new proposals to come forward around the station to encourage more tourism trips by all modes, especially walking and cycling, from the station to the village and the National Park. It is deliberately not prescriptive on the land area or the details of such a scheme but makes clear that any such proposals must have regard to the setting of the National Park, the boundary of which lies to the west and south of this area. Proposals may utilise the new access road to serve additional car parking on the west of the station that is provided for by Policy 10. They may also include improvements to facilitate bus services stopping at the station plus any related commercial development.

## **Policy 13: Community Facilities**

***Proposals to improve the viability of an established community use of the following buildings and facilities by way of the extension or partial redevelopment of existing buildings will be supported, provided the design of the scheme and the resulting increase in use are appropriate in design terms and will not harm the amenities of adjoining residential properties:***

- i. Village Hall***
- ii. Allotments site (New Place Road)***
- iii. Oddfellows Arms PH***
- iv. White Horse PH***
- v. White Hart PH***
- vi. St Mary's Primary School***
- vii. Youth Club***
- viii. Sports Pavilion, Rectory Close***
- ix. Bowling Club, Rectory Close***
- x. Library/Community hub***
- xi. Rising Sun PH (Nutbourne)***

***Proposals that will result in the loss of a facility will be resisted unless that loss can be fully justified in respect of that community benefit no longer being relevant or necessary. Where a loss is necessary to facilitate development but there is a continuing community benefit need then a new facility must be provided in a satisfactory location in advance of the loss.***

4.34 This policy serves two purposes; it firstly sets out which community facilities should be protected from unnecessary loss and secondly it makes provision for their improvement to support their ongoing viability.

4.35 The facilities selected are all highly valued by the local community and collectively deliver a wide range of community benefits. Unless those benefits are no longer required by the community then the policy requires they are protected. Should a development scheme require the loss of a facility that

cannot be justified in that way – and very clear evidence should be given – then a replacement facility of at least equal benefit must be provided so that it can be occupied prior to the loss of the existing facility. It must also be provided in such a way that it is convenient to the local community. In due course, the Parish Council will make applications to the District Council for the designation of some or all of these facilities as Assets of Community Value under a separate provision of the Localism Act.

4.36 The policy also encourages the improvement of community facilities to enable them to remain viable. This may require new development to extend the existing facility and this will be supported in principle, provided any issues with additional car parking or with local amenities can be satisfactorily resolved.

#### **Policy 14: Local Green Spaces**

***The Neighbourhood Plan designates Local Green Spaces in the following locations, as shown on the Policies Map:***

- i. Main Recreation Ground***
- ii. Cousins Way Recreation Ground including Allotment Site***
- iii. Rivermead Nature Reserve***
- iv. East Glebe Field***
- v. West Glebe Field***
- vi. Marehill Common***
- vii. Nutbourne Common Recreation Ground***

***Proposals for development in a Local Green Space will be resisted, unless they are ancillary to the use of the land for a public recreational purpose or are required for a statutory utility infrastructure purpose.***

4.37 This policy designates those open spaces within and adjoining the built up area as Local Green Spaces to give them the equivalent protection to the Green Belt in order to prevent harmful development.

4.38 The evidence base includes a study, which describes each space in detail and sets out how they can be justified in accordance with the criteria established by the National Planning Policy Guidance (paras 76-77). There are many other open spaces in the parish that have an amenity or visual benefit for the local community. These spaces do not qualify as Local Green Spaces but are already offered protection by other development plan policies.

#### **Policy 15: Design**

***The scale, density, massing, height, landscape design, layout and materials of all development proposals, including alterations to existing buildings, will be required to reflect the architectural and historic character and scale of the surrounding buildings and landscape, as detailed in the Pulborough Design Statement and Nutbourne Design Statement.***

***Particular regard should be had to the following design principles as appropriate:***



- i. In the areas adjoining the South Downs National Park, proposals must avoid any significant detrimental effect on its landscape and natural beauty, including any harmful effects of light pollution on the night sky;***
- ii. Schemes should acknowledge and respond to the historic settlement pattern and form in respect of building line, height and orientation; the density and height of any development in particular must correspond to the predominant character of the local area and tall structures should be of appropriate size and scale in relation to their surroundings to help preserve important skyline features and views;***
- iii. Housing schemes of more than one dwelling should include a variety of housing types in terms of numbers of bedrooms and complementary styles whereby the colour and texture of materials must be sympathetic to the immediate buildings as well as the overall street scene dormer window types are avoided unless there is a predominance of those types in the local area;***
- iv. Schemes that comprise improvements to existing properties should ensure that the styles of windows, doors and porches match the originals where possible and reflect those of neighbouring properties, especially in the case of semi-detached buildings and homogenous housing estates;***
- v. Development schemes that are otherwise acceptable outside the defined built up area boundary should not require the use of highways works such as kerbing or pavements that are uncharacteristic of a rural area and should be well integrated into the existing landscape contours and pattern of small woodlands plus hedgerows;***
- vi. Schemes should realise opportunities to improve parkland setting (for example, features around the Moat) through designed vistas, avenue planting and any boundary features and to maintain and enhance Public Rights of Way to encourage their use;***
- vii. All new developments should demonstrate that they will either have no adverse impact on existing infrastructure/services, notably sewerage, water, power, healthcare and the primary school or they will make provision for any necessary and appropriate improvements to the satisfaction of the infrastructure/service provider;***
- viii. All new homes and commercial buildings should make provision for accessing superfast broadband connectivity, ideally through fibre-to-the-premises technologies;***
- ix. The environmental impact of all new developments should be defined and schemes should include measures to mitigate or minimise any flood risks using techniques (including Sustainable Drainage Systems) to ensure development is less vulnerable to the impact of flooding;***
- x. Schemes should use materials in entrances and driveways that are local to the area or are rural in their visual texture, minimising runoff and being sustainable where practical and they should avoid creating***

***new frontages with pillars and high gates or walls, close board or panel fencing;***

- xi. Schemes should ensure that fences and walls contribute to the overall street scene as well as Individual plots; where a wall is used it should use colours and materials that are found in older properties or the existing property***
- xii. The paving and footway proposals in schemes should use paving or flags, in local stone, if available or similar sandstone or York stone, which is similar as an alternative; shingle paths and driveways are an acceptable low cost alternative; modern brick paving and tarmac should be avoided;***
- xiii. Landscaping schemes should comprise primarily informal native species of plants and trees and avoid formal single species hedging and should ensure that planted frontages and their boundaries are integral to the design and enhancement of the streetscape; and***
- xiv. Schemes must retain any ancient hedgerow trees and existing native species tree cover should be preserved where possible.***

4.39 This policy requires the design of development proposals to acknowledge and respond to the existing characteristics of the parish. Both Pulborough and Nutbourne have adopted village design statements (in the evidence base), to which all proposals in those areas should refer.

4.40 In addition, the policy has drawn from those statements some design principles of special importance to determining the quality of a design proposal and has identified a series of other design principles that are drawn from comments frequently made by the Parish Council when commenting on planning applications. Applicants should pay special attention to those principles when preparing their applications and design statements.

## **5. IMPLEMENTATION**

5.1 The Neighbourhood Plan will be implemented through a combination of the local planning authority's consideration and determination of planning applications for development in the parishes and through steering public and private investment into a series of infrastructure proposals contained in the plan.

### **Development Management**

5.2 Most of the policies contained in the Plan will be delivered by landowners and developers. In preparing the Plan, care has been taken to ensure, as far as possible, that the policies are achievable.

5.3 Whilst the local planning authority will be responsible for development management, the Parish Council will also use the Plan to frame its representations on submitted planning applications. It will also work together with the District Council to monitor the progress of sites coming forward for development.

### **Infrastructure**

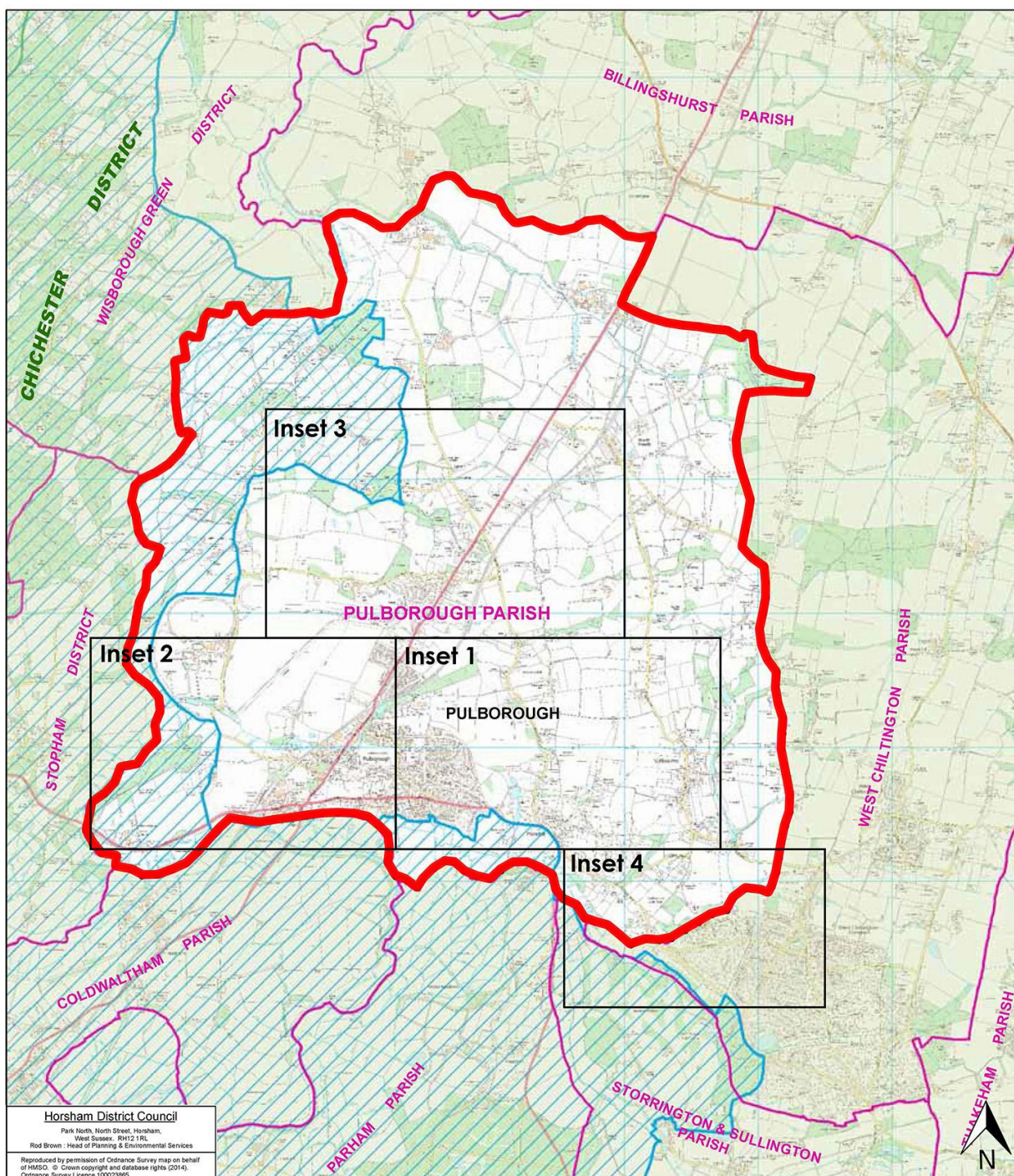
5.4 The Neighbourhood Plan will enable funding to be secured by HDC from planning obligations and from the Horsham Community Infrastructure Levy in order to make financial contributions to a number of infrastructure projects during the life of the plan. Policy 2 makes a specific requirement for a \$106 financial contribution towards the costs of implementing Policy 9 for example.

5.5 The Parish Council will wish to see sufficient infrastructure payments made by developers to fund local schools, health and utility services as a matter of course. However, it would like to express some preferences about contributions and spending in relation to other matters in the Parishes, including:

- i). Contributions to a new footbridge across the railway adjacent to the bridge on the A29
- ii). Investments in footpaths and cycle paths including Public Rights of Way to improve connectivity
- iii). Youth Club and Sports Pavilion facilities



5.6 The prioritisation and timing of these projects will be based on an assessment by the Parish Council of community need, viability and affordability and long-term community benefit and urgency.

# POLICIES MAP

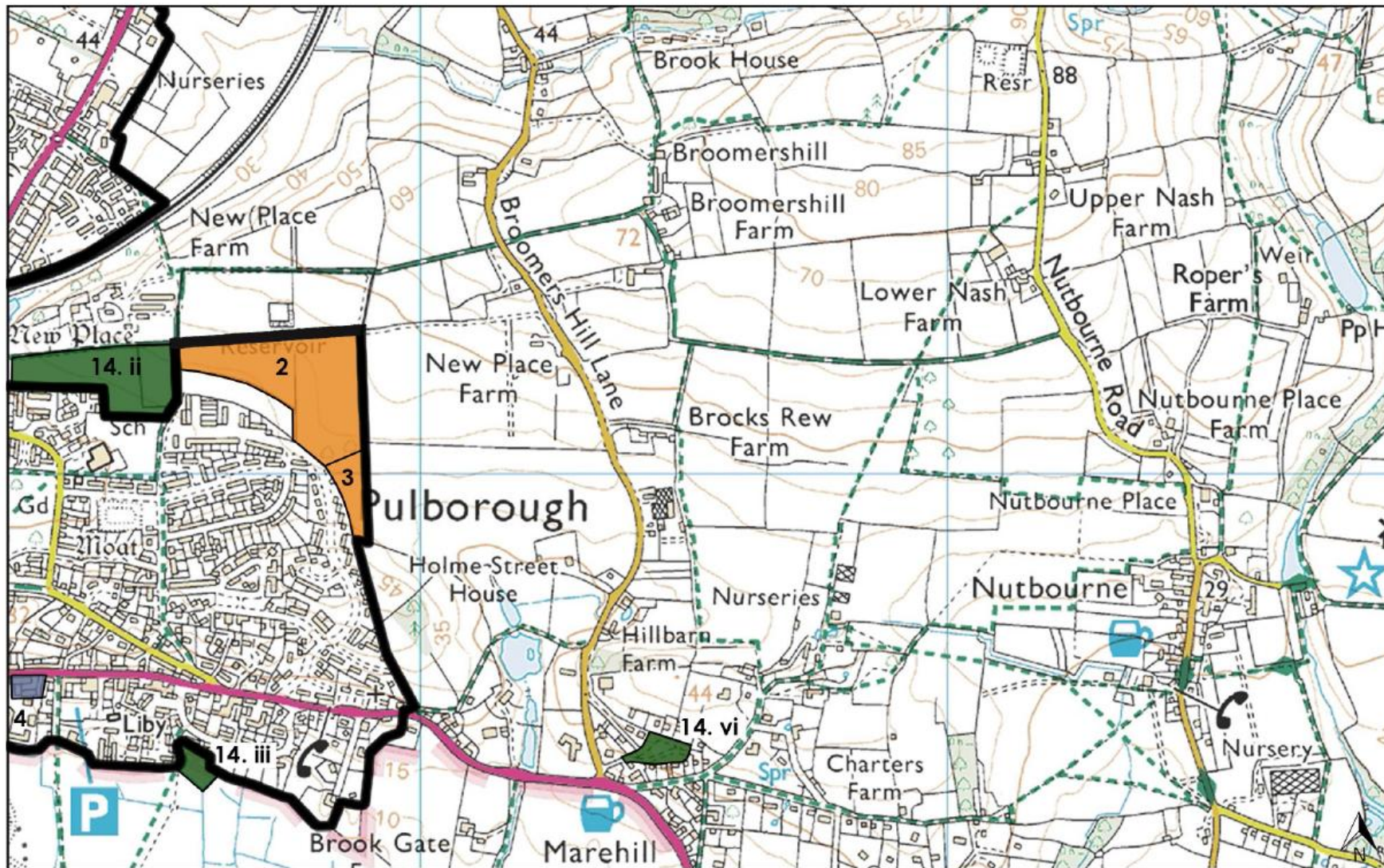


## Pulborough Parish Neighbourhood Plan: Submission Version October 2015

### Key

-  Neighbourhood Plan Boundary
-  Insets 1, 2, 3 and 4





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## Pulborough Parish Neighbourhood Plan:

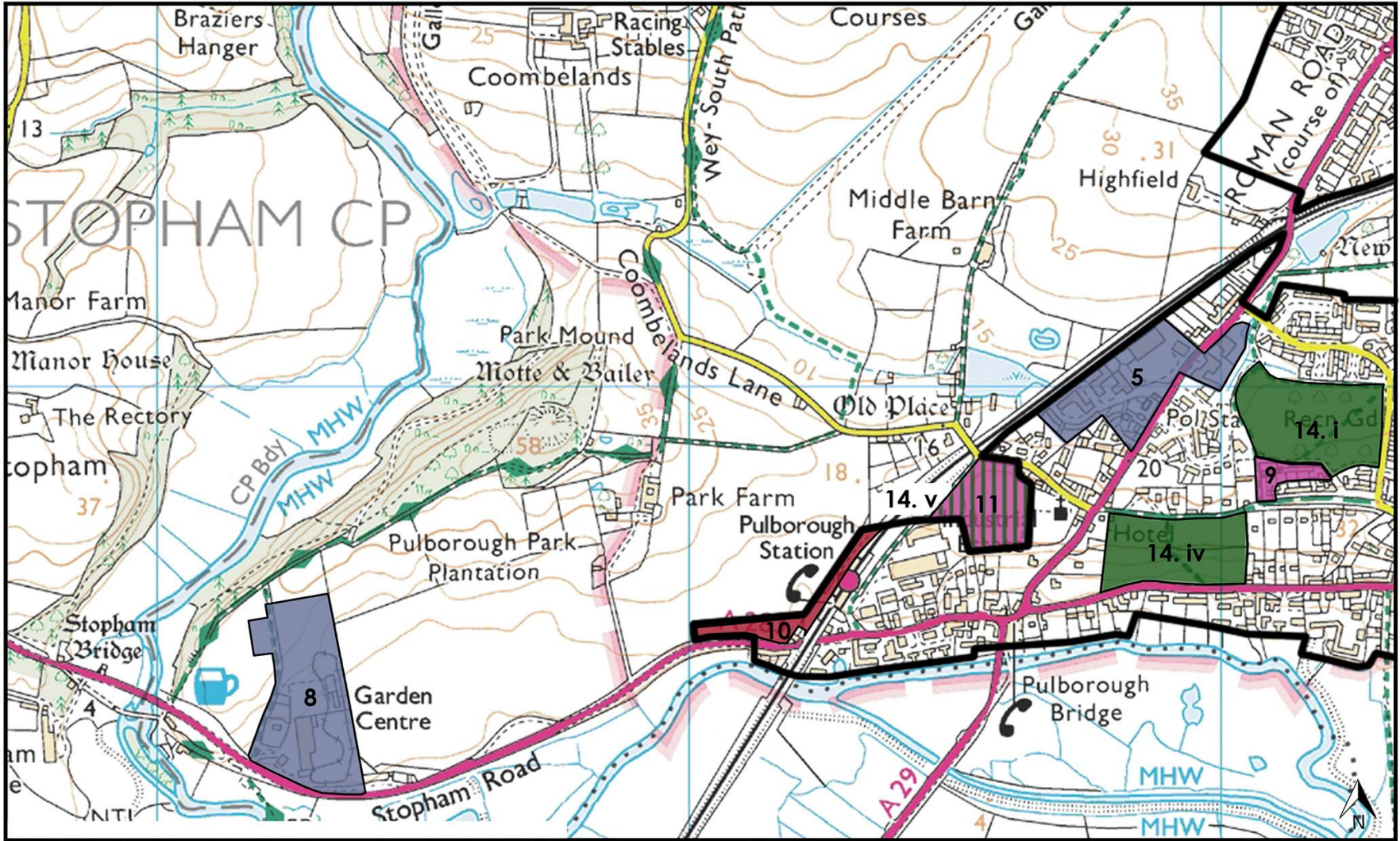
Inset 1 : Submission Version

October 2015

### Key

- |   |                               |   |                    |
|---|-------------------------------|---|--------------------|
|  | Policy 1                      |  | Policy 2 & 3       |
|  | A Spatial Plan for the Parish |  | Local Green Spaces |
|  | Policy 4                      |   |                    |
|  | Royal Mail                    |   |                    |





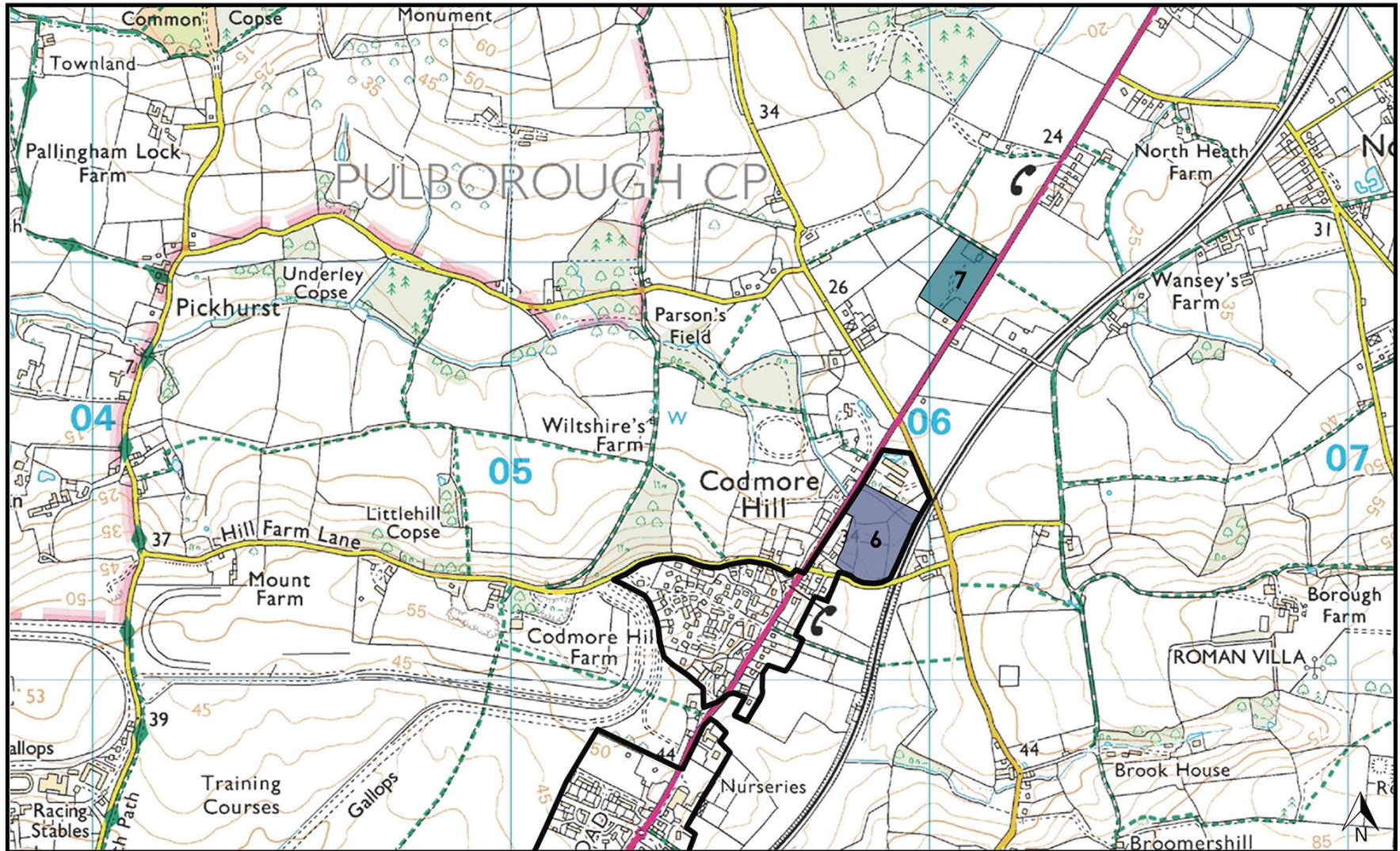
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Pulborough Parish Neighbourhood Plan:

Inset 2 : Submission Version  
 October 2015

|  |   |  |                                 |  |                           |
|--|---|--|---------------------------------|--|---------------------------|
|  | Policy 1<br>A Spatial Plan for the Parish |  | Policy 8<br>Garden Centre       |  | Policy 10<br>Stopham Road |
|  | Policy 5<br>London Road                   |  | Policy 9<br>Sports Centre       |  | Policy 11<br>West Glebe   |
|  |   |  | Policy 14<br>Local Green Spaces |  |                           |





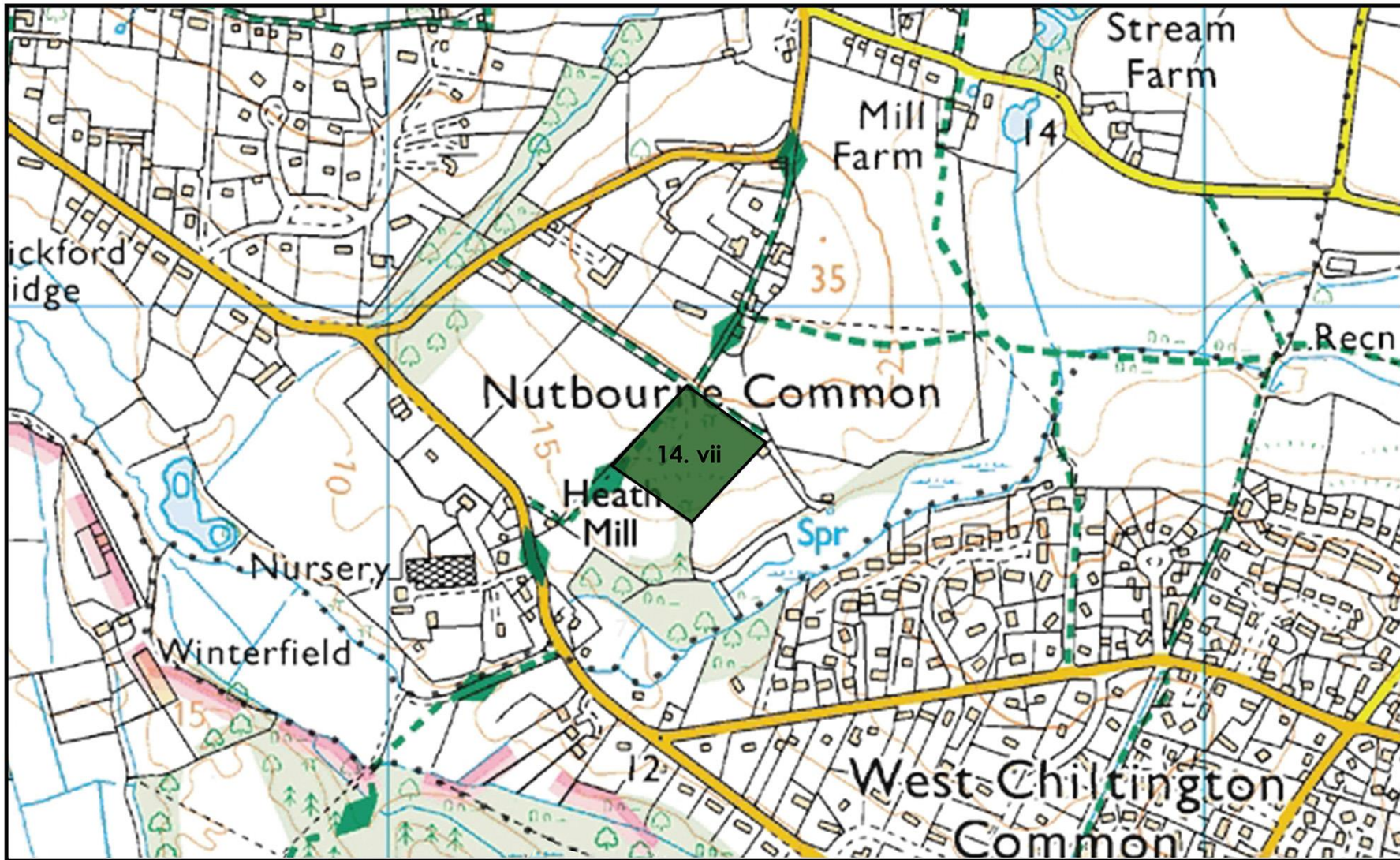
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Pulborough Parish Neighbourhood Plan:  
 Inset 3 : Submission Version  
 October 2015

**Key**

|   |   |   |                           |
|---|---|---|---------------------------|
|  | Policy 1<br>A Spatial Plan for the Parish |  | Policy 6<br>Broomers Hill |
|  |   |  | Policy 7<br>Toat Cafe     |





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Pulborough Parish Neighbourhood Plan:  
 Inset 4 : Submission Version  
 October 2015

Key

- Policy 14  
Local Green Spaces



## EVIDENCE BASE DOCUMENTS

- National Planning Policy Framework (NPPF) Available at [www.gov.uk/government](http://www.gov.uk/government)
- Horsham District Planning Framework (HDPF) Available at [www.horsham.gov.uk](http://www.horsham.gov.uk)

The following are available for download from the Parish Council website [www.pulboroughparishcouncil.gov.uk/neighbourhoodplan.php](http://www.pulboroughparishcouncil.gov.uk/neighbourhoodplan.php)

- HDC Local Development Framework Core Strategy 2007
- HDC Local Development Framework Control Policies 2007
- Pulborough Transport Plan 2010
- Pulborough Community Action Plan 2012 to 2015
- Pulborough Design Statement
- Pulborough Data Set
- Pulborough Housing Needs Survey 2011
- Nutbourne Village Design Statement 2006
- Brinsbury Centre of Rural Excellence Supplementary Planning Document
- Pulborough Neighbourhood Plan Stage 1 Report (Parts A & B)
- Pulborough Neighbourhood Plan Sustainability Appraisal
- Pulborough Neighbourhood Plan Site Assessments Report
- Household Survey Results
- Pulborough Parish Pre Submission Plan