



APPLICATIONS & APPEALS SERVICES

PERMISSION IN PRINCIPLE FOR THE DEMOLITION OF BLACKTHORN BUNGALOW AND THE CONSTRUCTION OF AN INDEPENDENT DWELLINGHOUSE

AT

**BLACKTHORN BUNGALOW, FIVE OAKS ROAD,
SLINFOLD, RH13 0RL**

PLANNING STATEMENT

SEPTEMBER 2026



CONTENTS	PAGE	APPENDICES
1.0 INTRODUCTION	3	Appendix NJA/1 – Appeal decision, Thornhill Stables, Coolham
2.0 PHYSICAL CONTEXT & PROPOSAL	4	Appendix NJA/2 – Appeal decision, Cowfold Lodge Cottage, Cowfold
3.0 PLANNING HISTORY	10	Appendix NJA/3 – Appeal decision, Marlpost Meadows, Southwater
4.0 PLANNING POLICY	11	Appendix NJA/4 – Appeal decision, Land north of Cowfold Road
5.0 PLANNING POLICY APPRAISAL	22	Appendix NJA/5 – Appeal decision, Horsham Golf Club
6.0 LAYOUT, DESIGN & APPEARANCE	42	Appendix NJA/6 – HDC decision, Butlers, Tower Hill
7.0 ACCESS & CAR PARKING PROVISION	46	
8.0 CONCLUSIONS	48	

1.0 INTRODUCTION

- 1.1 The proposal is for the demolition of a Blackthorn Bungalow situated within the grounds of Blackthorn, Five Oaks Road, Slinfold near Horsham and the construction of a chalet style (independent) dwelling situated in a similar position.

Figure 1: Site Location Plan



- 1.2 This planning application is submitted as a 'Permission in Principle' to establish that the site is suitable for the type of residential development proposed. This Permission in Principle should consider the matters of location, land use and the amount of development sought. All other matters are considered as part of a subsequent Technical Details Consent application. Therefore, whilst drawings of the proposed dwelling have been provided, these are included for illustrative purposes only.

2.0 PHYSICAL CONTEXT & PROPOSAL

Physical Context

- 2.1 The application site relates to the dwelling named Blackthorn, a two storey detached property situated to the south of the A264, Five Oaks Road. The site is located within the countryside, outside of a built-up area boundary. This site is not however located within isolated countryside and it is situated approximately 1.5 miles away from Broadbridge Heath and just over 2 miles from the outskirts of Horsham.
- 2.2 Within the grounds of Blackthorn, is Blackthorn Bungalow, a detached single storey dwelling situated to the north east of the host dwelling. Blackthorn Bungalow was originally consented in 1972 as a 'staff dwelling' tied to Blackthorn. The bungalow comprises two bedrooms, a living room, kitchen, bathroom and WC. A front porch is located to the western elevation and it is accessed via a footpath leading from the main driveway to Blackthorn from Five Oaks Road.

- 2.3 According to the Horsham Local Mapping tool, Blackthorn and Blackthorn Bungalow and the surrounding grounds fall within a Bat Sustenance Zone and within the Wellcross Farm Aerodrome area. The woodland to the north and east of the site (Toat Copse) is designated as an Ancient Woodland.

- 2.4 The following are photographs of the application site:







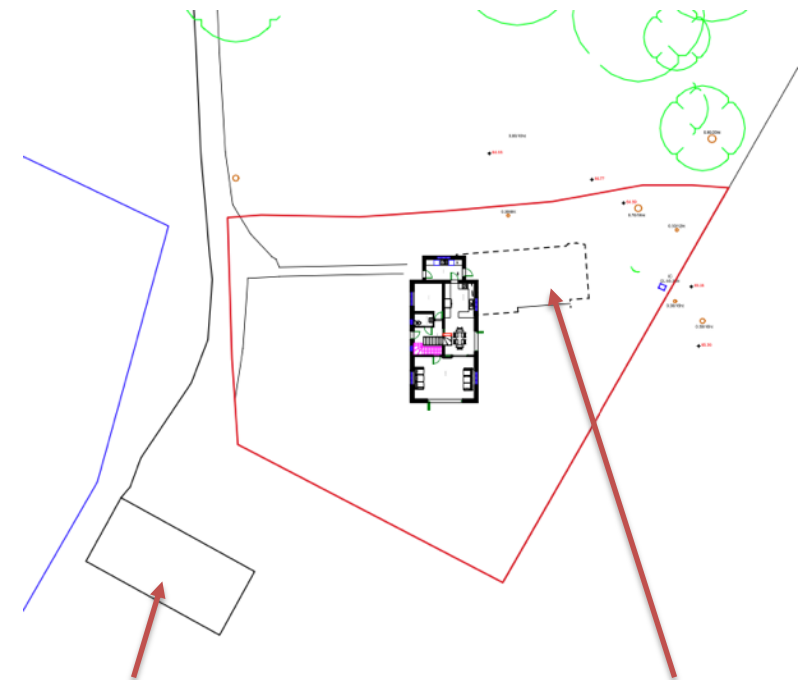


Proposal

- 2.5 Permission in Principle is sought for the construction of a chalet style dwelling in place of Blackthorn Bungalow. It is proposed that the new dwelling will be unrestricted for use as an independent dwelling and that it will not be tied to Blackthorn.
- 2.6 It is reiterated that the Permission in Principle consent route separates the consideration of the matter of principle for a proposed development (relating to location, land use and the

amount of development) from other matters that would be considered under the second stage of the application process – Technical Details Consent. Notwithstanding this, illustrative plans of the proposed dwelling are included with this application for information purposes.

Figure 2: Proposed Site Plan



Blackthorn Footprint of Blackthorn Bungalow to be removed

Figure 3: Proposed Dwelling Illustrative Elevations

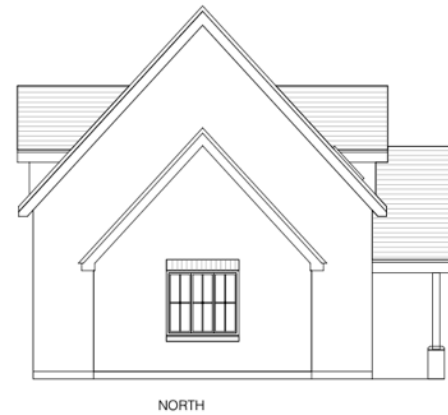


Figure 4: Proposed Dwelling Illustrative Floor Plans



3.0 PLANNING HISTORY

3.1 The following is the relevant planning history for the application site:

- 1/3/90 – Replacement garage and new timber potting shed. Planning permission granted 07 March 1990 (Blackthorn).
- 1/1/72 – Erection of dwelling for service accommodation. Outline planning permission granted 07 April 1972.

3.2 Application 1/1/72 granted planning permission for Blackthorn Bungalow as a 'staff dwelling' to provide accommodation for domestic staff intended to be employed at Blackthorn. The permission was issued in conjunction with a legal agreement between the Applicant and the Council dated 23 March 1972. This sets out that the bungalow shall not be used for living accommodation except by persons employed by the owner for the time being of the land and whose principal employment is in the services of the main dwelling (Blackthorn).

3.3 In support of this Permission in Principle application, a number of decisions are included at Appendices NJA/1 – NJA/7 where permission has been granted for residential development outside of a settlement boundary, within the Horsham countryside. These decisions are material planning considerations to be taken into account when considering the proposed development in the planning balance.

4.0 PLANNING POLICY

National Planning Policy Framework (NPPF) (August 2026)

- 4.1 The relevant policies of the NPPF are listed below and which are referred to in more detail where relevant within the assessment and concluding sections of this Statement:

Plan-Making Policies

- PM1: Spatial development strategies
- PM2: Local plans
- PM4: Supplementary plans
- PM9: Identifying and assessing land for development
- PM15: Examining local plans and minerals and waste plans

Decision-making policies

- DM1: Preparing development proposals
- DM2: Information requirements
- DM3: Determining development proposals
- DM4: Emerging development plan policies

- DM5: Development viability
- DM6: Use of planning conditions and obligations
- DM7: Relationship with other regulatory regimes

Achieving sustainable development

- S1: Positive plan-making
- S2: Producing a spatial strategy
- S3: Presumption in favour of sustainable development
- S4: Principle of development within settlements
- S5: Principle of development outside settlements
- S6: Neighbourhood plans and the presumption

Meeting the challenge of climate change

- CC1: Planning for climate change
- CC2: Mitigation of climate change
- CC3: Adaption to climate change

Delivering a sufficient supply of homes

- HO1: Assessing the need for homes
- HO2: Setting requirement figures for homes
- HO3: Providing land for homes
- HO5: Meeting the needs of different groups
- HO6: Planning for a diverse mix of sites
- HO7: Meeting the need for homes
- HO8: Providing affordable homes
- HO11: Isolated homes in the countryside
- HO13: Build out of residential and strategic sites

Making effective use of land

- L1: Planning for effective use of land
- L2: Making effective use of land
- L3: Achieving appropriate densities

Achieving well-designed places

- DP3: Key principles for well-designed places
- DP4: The design process

Promoting sustainable transport

- TR3: Locating development in sustainable locations
- TR4: Street design, access and parking
- TR6: Assessing transport impacts
- TR8: Public rights of way

Pollution, public protection and security

- P2: Ground conditions
- P3: Living conditions and pollution

Managing flood risk and coastal change

- F4: Flood risk for decision-making

- F5: The sequential test
- F6: Development in areas at risk of flooding from rivers or the sea
- F7: Ensuring development is safe from flooding
- F8: Sustainable drainage systems and watercourses

Conserving and enhancing the natural environment

- N2: Improving the natural environment
- N3: Trees in new development
- N4: Protected landscapes
- N6: Areas of particular importance for biodiversity and geodiversity

Local Planning Policy

4.2 The 'development plan' comprises the Horsham District Planning Framework (HDPF) (2015) and in this case the Barns Green and Itchingfield Neighbourhood Plan 2024 – 2031 which was 'made' on 08 October 2025. The relevant policies are listed below

Horsham District Planning Framework

- Policy 1: Strategic Policy: Sustainable Development
- Policy 2: Strategic Policy: Strategic Development
- Policy 3: Strategic Policy: Development Hierarchy
- Policy 4: Strategic Policy: Settlement Expansion
- Policy 15: Strategic Policy: Housing Provision
- Policy 16: Meeting Local Housing Needs
- Policy 24: Strategic Policy: Environmental Protection
- Policy 25: The Natural Environment and Landscape Character
- Policy 26: Strategic Policy: Countryside Protection
- Policy 27: Settlement Coalescence
- Policy 28: Replacement Dwellings and House Extensions in the Countryside
- Policy 31: Green Infrastructure and Biodiversity
- Policy 32: The Quality of New Development
- Policy 33: Development Principles
- Policy 35: Climate Change
- Policy 36: Appropriate Energy Use
- Policy 37: Sustainable Design and Construction

- Policy 38: Flooding
- Policy 39: Infrastructure Provision
- Policy 40: Sustainable Transport
- Policy 41: Parking

Barns Green and Itchingfield Neighbourhood Plan

- Policy 1: Green Infrastructure Conservation
- Policy 2: Biodiversity Conservation
- Policy 5: Protection of Green Infrastructure
- Policy 8: Broadband and Mobile Phone Provision
- Policy 11: Windfall Development
- Policy 12: Design of Housing
- Policy 13: Sustainable Design Requirements
- Policy 14: Housing Mix
- Policy 15: Off-street Parking
- Policy 16: Water Neutrality

Emerging Policy

- 4.3 The Horsham District Local Plan 2023-2040 was formally submitted to the Planning Inspectorate on Friday 26 July 2024 for public examination. Hearings commenced, however in a recent letter dated 04 April 2025 the Planning Inspector found that the Duty to Co-operate had not been met and raised significant soundness concerns in relation to the Plan's housing requirement and spatial strategy. As a result, the Planning inspector recommended that the Council withdraw the Plan.
- 4.4 Matters have since progressed and in January 2026 a Planning Inspector was appointed to conduct a new examination of the Horsham Local Plan 2023-2040. Examination re-commenced with final hearings in October 2026 and adoption is presently anticipated for January 2027. In addition, and following the Government's changes to the Local Plan process and requirements, Horsham District Council has been mandated to start a new Local Plan as well, at the same time. As such, the Council presently has an emerging Local Plan at Examination stage, in addition to commencing work on a new style Local Plan. The HDPF and the Barns Green and Itchingfield

Neighbourhood Plan remain the adopted development plan documents relevant to the determination of this permission in principle application.

Horsham District Council's Housing Land Supply Position

- 4.5 NPPF policy PM2 requires Local Plans to set out a positive vision and spatial strategy which supports the delivery of the spatial development strategy for their area, setting out specific proposals to meet development needs and for conserving and improving the environment.
- 4.6 In setting out a spatial strategy, policies for the minimum amount of development must be provided, land allocations and broad locations for growth for a period of no less than 10 years from the point of adoption of the Local Plan.
- 4.7 Similarly, NPPF policy S1 requires the development plan to positively for future growth and change by seeking to meet the development needs of their area, as a minimum. For spatial development strategies, and for Local Plans where a spatial development strategy is not in place, policy S1 states that this

means providing for objectively assessed needs for housing, business and other uses as well as needs that cannot be met in neighbouring areas.

- 4.8 In respect of housing, NPPF policy HO1 requires the preparation of spatial development strategies and Local Plans where a development strategy is not in place to be based upon a housing need assessment that established the overall number of homes needed in an area as a minimum over the plan period, using the standard method.
- 4.9 NPPF policy HO2 states out that the housing requirement figure should reflect the extent to which the identified needs of the area can be accommodated over the plan period as a minimum and be higher than the overall figure identified in the local housing needs assessment where appropriate.
- 4.10 In providing land for homes, NPPF policy HO3 states that Local Plans should identify a sufficient supply and mix of sites to meet or exceed the housing requirement figure and pitch and plot requirements for their areas over the plan period. In relation to housing this means providing:

- i. 'A supply of specific deliverable sites for five years following the intended date of adoption of the plan, with an appropriate buffer (as set out in Annex D); and*
 - ii. A supply of specific, developable sites or broad locations for growth for the subsequent years 6 to 10 and, where possible, for the remaining plan period, where the plan covers more than 10 years'.*
- 4.11 NPPF paragraph 8 provides further guidance and states that Local Planning Authorities should identify and updated annually a supply of specific deliverable sites. This should be sufficient to meet a minimum of five years' worth of housing, assessed against their housing requirement in the development plan, or against their local housing need (calculated using the standard method) where the development plan housing requirement is more than five years old (with an appropriate buffer – NPPF paragraph 9).
- 4.12 In the case of Horsham District Council, the present HDPF was adopted in 2015 and it does not take into account the current standard method in its policies relating to the supply of new homes (specifically HDPF policy 15).
- 4.13 In addition, the Council's most recent Authority Monitoring Report (AMR) for 2024/25 (published on 19 December 2025) states that in accordance with the NPPF (2024 version), the Standard Method calculates the local housing need (at December 2025) to be 1,338 per year. This equates to 6,690 for the five-year period (1 April 2025 – 31 March 2030). However, as Horsham district has a 62% result from the 2023 Housing Delivery Test results, a 20% buffer must be added to this figure and this results in a total five year supply requirement of 8,028 (see paragraphs 3.21 – 3.26 of the AMR).
- 4.14 Paragraphs 3.40 of the AMR confirms that the Council can only demonstrate a **housing land supply of 1.7 years** and as such, it is unable to demonstrate a five-year supply as required by NPPF policy HO3. Specifically, the supply deficit is 5,286 homes which is significant (see table 6 of the AMR).
- 4.15 Previous versions of the NPPF also required Local Planning Authorities to demonstrate a five year supply of housing and the under provision of housing within the Horsham district has persisted for some time; the Council's AMR for 2023/24 set out

a 1 year supply of housing and the AMR for 2022/23 set out 2.9 years' supply.

Shaping Development in Horsham District Planning Advice Note
September 2025

4.16 The Shaping Development in Horsham District Planning Advice Note (SD PAN) was approved by the Council on 17 September 2025. The SD PAN supersedes the Council's former Facilitating Appropriate Development (FAD) which was published in 2022.

4.17 The SD PAN is a material consideration in determining planning application. It sets out the Council's aspirations for how development comes forward and the weight that can be given to current local planning policy within the context of legislation, national planning policy and guidance.

4.18 The SD PAN covers the following issues:

- The tilted balance
- The weight of the adopted HDPF

- The status of, and weight to be given to the emerging Horsham District Local Plan 2023-40
- The weight given to 'made' and emerging Neighbourhood Plans
- Water neutrality
- Importance of the spatial strategy and settlement hierarchy
- Consideration in principle of applications for housing development
- Applying local plan policies in current circumstances

4.19 The Council's SD PAN acknowledges that the Council (at the time of writing) can only demonstrate a 1 year supply of housing land and that the Council's performance against the Housing Deliver Test is 62%. Accordingly, the Council has produced a Housing Delivery Action Plan (paragraph 1.7).

4.20 The SD PAN confirms the following:

'Because of the circumstances in which the Council finds itself, and notwithstanding the current requirement of all new development to demonstrate that it is water neutral, HDC expects to receive planning applications proposing

development in locations and of types not supported by the HDPF, the emerging Local Plan or in Neighbourhood Plans.

HDC will continue to act in a proactive manner by supporting sustainable development that both delivers the development to meet identified needs and ensures that other objectives are met. To demonstrate this, HDC has produced this document to provide clarity in its approach and guidance to those who engage with the planning system in Horsham' (paragraphs 1.8 and 1.9).

- 4.21 The SD PAN sets out at paragraph 2.4 that in the absence of a five year housing land supply and/or where Housing Delivery Test performance is less than 75%, the NPPF (2024 version) indicates that the policies that effect that supply of housing may be considered out-of-date. It further confirms that this has the effect of reducing the weight that may be afforded to such policies and engages the 'tilted balance' where there is an expectation that planning applications for housing should be approved.

- 4.22 In respect of the Council's emerging Local Plan, SD PAN paragraphs 2.13 and 2.18 confirm that (at the time of publishing the SD PAN), the Council does not take the view that the emerging Local Plan is sufficiently advanced to justify great weight to its policies, in addition to there being unresolved objections to the majority of policies within it. In addition, the Council acknowledges that Strategic Policy 37 (Housing Provision) of the emerging Local Plan (at the time of publishing the SD PAN) is not consistent with the NPPF (2024 version) as it does not fully address housing needs (paragraph 2.19).

- 4.23 In respect of Neighbourhood Plans, the SD PAN confirms that where NPPF paragraph 14 is not engaged (2024 version), the 'tilted balance' would be engaged, reducing the weight that can be applied to Neighbourhood Plan policies that relate to the supply of housing.

- 4.24 The Council recognises that as it is unable to demonstrate a five year supply of housing land that in accordance with the NPPF (2024 version), the presumption in favour of sustainable development is engaged. Given these circumstances, it is also acknowledged that it is likely to receive applications outside of

built-up area boundaries and on unallocated sites. Subsequently, the SD PAN confirms that it will consider positively applications that meet all of the following criteria:

- ***‘The site adjoins the existing settlement edge as defined by the BUAB;***
- ***The level of expansion is appropriate to the scale and function of the settlement the proposal relates to;***
- ***The proposal demonstrates that it meets all local housing needs or will assist the retention and enhancement of community facilities and services;***
- ***The impact of the development individually or cumulatively does not prejudice comprehensive long-term development; and***
- ***The development is contained within an existing defensible boundary and the landscape character features are maintained and enhanced’.***

Biodiversity and Green Infrastructure Planning Advice Note (October 2022)

- 4.25 The Council's Biodiversity and Green Infrastructure Planning Advice Note (PAN) provides guidance on how biodiversity and net gain should be taken into account within development proposals and applicants are encouraged to seek to achieve a 10% biodiversity net gain (BNG) or more.

Water Neutrality

- 4.26 The Horsham district lies within the Sussex North Water Resource Zone (WRZ) which is supplied from ground water abstraction, from the Folkestone bed of the Lower Greensand/Wealden Greensand semi-confirmed aquifer, close to Pulborough. The WRZ also covers the Arun district, Crawley borough, Chichester district and Mid Sussex district including areas located within the South Downs National Park.
- 4.27 The abstraction site is located on the River Arun, close to a group of nature conservation sites known as the 'Arun Valley Sites'. These are designated as a Special Area of Conservation,

Special Protection Area and Ramsar Site due to their rare and protected habitats.

4.28 In September 2021, Natural England issued a Position Statement setting out that it could not be concluded that water extraction was not having an impact on the protected Arun Valley sites and that development must not add to this impact by increased water abstraction. As a result, development was required to be 'water neutral' by not increasing the demand for water above current abstraction rates.

4.29 However more recently, on 31 October 2025, Natural England issued a Withdrawal Statement confirming that its Water Neutrality Position Statement of September 2021 has been withdrawn. For individual applications, the Council will be using the 2024/25 water efficiency savings made by Southern Water to allow all development to move forward as water neutral from 01 November 2025. As a result, for Applicants, it is no longer a requirement to demonstrate water neutrality at planning application stage. This means that:

1. No water neutrality statement is now required.
2. No payment into SNWCS is needed to use the Southern Water capacity.
3. No bespoke conditions or s106 obligations are required to demonstrate water neutrality.

Relevant Legislation and Case Law

4.30 Planning legislation holds that the determination of a planning application shall be made in accordance with the Development Plan unless material considerations indicate otherwise.

4.31 Specifically, section 70 (2) of the Town and Country Planning Act 1990 states that in dealing with an application for planning permission (or permission in principle), the authority shall have regard to the provisions of the development plan, including a post-examination draft neighbourhood development plan, any local finance considerations and any other material considerations (all so far as relevant to the application).

4.32 Section 38(6) Planning and Compulsory Purchase Act 2004 provides:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

4.33 When considering whether or not a proposed development accords with a development plan, it is not necessary to say that it must accord with every policy within the development plan. The question is whether it accords overall with the development plan (see *Stratford on Avon v Secretary of State for Communities and Local Government* [2013] EWHC 2074 (Admin)). Even if a proposal cannot be described as being in accordance with the development plan, the statutory test requires that a balance be struck against other material considerations.

4.34 The Courts have emphasised that a planning authority is not obliged to strictly adhere to the development plan and should apply inherent flexibility (see *Cala Homes (South) Limited v Secretary of State for Communities and Local Government*

[2011] EWHC 97 (Admin) and *Tesco Stores Ltd v Dundee City Council* [2012] UKSC 13).

4.35 In *Corbett v Cornwall Council* [2020] EWCA Civ 508 the appeal court judge emphasised the importance of considering the plan as a whole stating:

"Under section 38(6) the members' task was not to decide whether, on an individual assessment of the proposal's compliance with the relevant policies, it could be said to accord with each and every one of them. They had to establish whether the proposal was in accordance with the development plan as a whole. Once the relevant policies were correctly understood, which in my view they were, this was classically a matter of planning judgment for the council as planning decision-maker."

5.0 PLANNING POLICY APPRAISAL

The Principle of Development

5.1 NPPF policy S3 sets out the presumption in favour of sustainable development. This means:

- a. *'Policy S4 of this Framework should be applied when considering development proposals within settlements;*
- b. *Outside settlements, policy S5 should be applied; and*
- c. *In all locations, development proposals that accord with both an up-to-date development plan and the decision-making policies in this Framework should be approved without delay'.*

5.2 HDPF Policy 1 states that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained within the NPPF. Therefore, in line with the NPPF, planning applications that accord with the policies of the HDPF will be approved without delay (unless material considerations indicate

otherwise). Where there are no policies relevant to the application, or relevant policies are out of date, Policy 1 states that the:

'Council will grant permission, unless material considerations indicate otherwise – taking into account whether:

- *Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or*
- *Specific policies in that Framework indicate that development should be restricted'.*

5.3 The application site is located within the countryside and HDPF policy 26 seeks to protect the countryside from inappropriate development. The policy requires development to be essential to its countryside location and must meet one of four criteria set out. In addition, proposals must be of a scale appropriate to its countryside character and location.

- 5.4 In respect of NPPF policy S3, Annex B: Glossary of the NPPF describes a 'settlement' as follows:

'Includes cities, towns, villages and other predominantly built-up areas, including land which is allocated or has permission for development which will form part of the built-up area once the development is complete. This includes areas defined as a settlement in the development plan (whether using defined settlement boundaries or equivalent terms, or criteria for identifying settlement extents where the boundaries have yet to be defined). Settlements do not include hamlets and scattered groups of houses located outside predominantly built-up areas, unless specifically defined as a settlement in the development plan. For the purpose of this Framework they also exclude villages which lie within or are defined as part of the Green Belt in the development plan'.

- 5.5 Whilst it is acknowledged that the site is located within the countryside, outside of a 'settlement' (i.e. a built-up area boundary as defined by the HDPF), there are compelling reasons which justify the proposed development when

considering the policies of the NPPF and HDPF as a whole. These material planning considerations are addressed as follows:

Replacement Dwellings in the Countryside

- 5.6 Blackthorn Bungalow was originally consented as staff accommodation however, in effect, it appears as a dwellinghouse in its own right having regard to its siting away from Blackthorn and its internal layout comprising independent accommodation with all of the facilities that would be found in a single dwellinghouse.
- 5.7 As such, it is considered relevant to note in this case the provisions of HDPF policy 28 which permits the construction of replacement dwellings within the countryside subject to criteria.
- 5.8 Having regard to the relevant criteria, the proposed replacement dwelling is on a one for one basis and the existing bungalow is not derelict and has been maintained over the years. In addition, the proposed dwelling is of a chalet style design and although it contains a first floor level, it has a similar sized footprint to the

Blackthorn Bungalow and it is situated in a similar location, but reorientated on site.

- 5.9 As such, whilst the proposed dwelling would be larger than the existing, it would not be disproportionate in size to the existing and it will be of an appropriate height and scale having regard to the siting and scale of Blackthorn. Furthermore, given the screening to the boundaries of the site, there will be no harmful impact caused to the visual amenities of the countryside landscape. The proposal aligns with the requirements of HDPF policy 28.

Housing Land Supply and Location

- 5.10 As set out, the Council is unable to demonstrate a five year supply of housing as required by the NPPF. The latest AMR 2024/25 (published 19 December 2025) confirms that the Council can demonstrate just 1.7 years' supply. As a result, the Council's policies in respect of the supply and location of new homes (HDPF policies 2, 3, 4, 15 and 26) are out-of-date and should be given less weight in the decision making process having regard to the application of NPPF policies S3 and S5.

- 5.11 In respect of the latter, NPPF policy S5 (1) states that only certain forms of development should be approved outside settlements. The relevant criteria of policy S5 (1) are addressed as follows:

d. The redevelopment of previously developed land (PDL)

- 5.12 The application site is considered to fall within the NPPF's definition of PDL. The application site comprises a permanent structure (Blackthorn Bungalow) that has been lawfully developed and residential curtilage/garden outside of a built-up area.
- 5.13 NPPF policies L2 and L3 encourage the effective use of land including appropriate densities of development. The proposed development is for a one for one replacement of the existing dwelling thereby maintaining the existing low density of development, as appropriate to the rural location.

e. Limited infilling within groups of houses

- 5.14 The proposed dwelling, like the existing would be situated in-between Blackthorn and Upper Totehill Cottage. The NPPF does not include a definition of 'limited infilling' however, the

proposed dwelling would be situated within/would form a small group of houses and it will not appear out of keeping with the context of the site's surroundings where other groups and clusters of residential development exist. The proposed dwelling, like the existing, will represent a form of limited, infill development.

h. Residential and mixed use development which would:

- i. Be within reasonable walking distance of a well-connected station (applying the definitions in the glossary at Annex B);***
- ii. Be physically well-related to the station or the settlement within which the station is located;***
- iii. Be of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure; and***
- iv. Not prejudice any long-term comprehensive development in the same location.***

- 5.15 It is acknowledged that the application site is not within a 'reasonable walking distance' of a train station when applying the definition at NPPF Annex B: Glossary and so in turn it is not

physically well related to a station. However, it must be taken into account that the proposal is effectively for a replacement dwelling, albeit an unrestricted one, but one where occupiers of Blackthorn Bungalow, as staff accommodation would have had independence in their day-to-day activities beyond their employment at Blackthorn.

- 5.16 Furthermore, the proposal is for a one for one replacement and as such, the proposal is of a scale which can be accommodated taking into account the existing/consented level of likely activity in respect of the availability of infrastructure. The proposal will also not prejudice any long-term comprehensive development.

j. Development which would address an evidenced unmet need (including, but not limited to, development proposals involving the provision of housing where the local planning authority cannot demonstrate a five year supply of deliverable housing sites or scores below 75% in the most recent Housing Delivery Test), and where the development would:

- i. Be physically well-related to an existing settlement (unless the nature of the development would make this***

inappropriate) and be of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure; or

ii. Comprise major development for freight and logistics purposes which accords with policy E3

5.17 As the Council cannot demonstrate a five year supply of housing as required by the NPPF, the proposal for an unrestricted dwelling would address an evidenced unmet need. In addition the site is considered to be well-related to Broadbridge Heath/Horsham (see paragraph 5.23) and it is of a small scale that can be accommodated by the existing infrastructure.

5.18 Having regard to NPPF policy S5 (2), in applying the policy, the benefits of approving the development will not be substantially outweighed by any adverse effects. In addition, the proposal would not amount to the development of an isolated home (those lying outside of a settlement, or a group of houses – see paragraphs 5.49 – 5.54) and as such, there is no conflict with NPPF policy S5 (3).

5.19 The proposed development is considered to comply with NPPF policy S5. However, notwithstanding this, it must be noted that

the policy at S5 (4) does allow for development proposals which do not fall within any of the policy's criteria to be approved in exceptional circumstances, where the benefits of the proposal would substantially outweigh the adverse effects, including the character of the countryside and in relation to promoting sustainable patterns of movement. The proposed development for the reasons set out, will not cause any harm to the character of the countryside and just one (unrestricted) dwelling will not result in unsustainable patterns of vehicle movements.

5.20 In respect of the location of the application site and local planning policy, it is reiterated that the Council's policies in respect of the supply and location of new homes are considered to be out-of-date. Nevertheless, these policies are addressed as following having regard to the whether the site is physically well-related to an existing settlement (NPPF policy S5 (1) (j)):

5.21 HDPF policy 2 seeks to maintain the rural character of the district and states that new development should be focused in and around '***the key settlement of Horsham***' with growth in the rest of the district in accordance with the settlement hierarchy set out at HDPF Policy 3 and also in accordance with HDPF Policy 4.

- 5.22 Policy 3 establishes the settlement hierarchy for the District and confirms that development will be permitted within towns and villages which have defined built-up areas.
- 5.23 As set out, the application site is located approximately 1.5 miles from Broadbridge Heath and just over 2 miles from the outskirts of Horsham. Occupiers of the proposed dwelling will be able to easily access a wide range of local services and facilities, including public transport a short distance away.
- 5.24 The application site is therefore not remote from a settlement and many trips are therefore likely to be short which is consistent with patterns of vehicle movements within rural areas. Nevertheless, it should be taken into account that the existing bungalow is already in residential use and that in reality there will be little in vehicle movements associated with the proposal.
- 5.25 The application site is also not removed from other built form including residential development as together with Blackthorn itself, there are clusters of other dwellings nearby such as along Bashurst Hill to the south.
- 5.26 Having regard to the cases of Braintree District Council v Secretary of State for Communities and Local Government (2018) and Bramshill v Secretary of State for Housing, Communities and Local Government (2021) (referred to previously at Section 2) it is clear that the application site is not physically isolated from a settlement given its proximity to Horsham.
- 5.27 The proposed construction of what is effectively a replacement single dwelling is not 'significant' development and it will not in itself result in unsustainable patterns of vehicle movements within the rural area or result in any harmful impact upon the local transport network for the reasons set out.
- 5.28 HDPF Policy 4 supports the growth of settlements across the district in order to meet identified local housing, employment and community needs. Therefore, outside built up area boundaries, Policy 4 permits the expansion of settlements subject to the following:

1. ***'The site is allocated in the Local Plan or in a Neighbourhood Plan and adjoins an existing settlement edge.'***
2. ***The level of expansion is appropriate to the scale and function of the settlement type.***
3. ***The development is demonstrated to meet the identified local housing needs and/or employment needs or will assist the retention and enhancement of community facilities and services.***
4. ***The impact of the development individually or cumulatively does not prejudice comprehensive development, in order to not conflict with the development strategy; and***
5. ***The development is contained within an existing defensible boundary and the landscape and townscape character features are maintained and enhanced'.***

5.29 The supporting text for HDPF Policy 4 (and 3) sets out the following justification - ***'to ensure that development takes place in a manner that ensures the settlement pattern and the rural landscape character of the District is retained and enhanced, but still enables settlements to develop in order***

for them to continue to grow and thrive' (HDPF paragraph 4.6).

5.30 Given the fact that the Council cannot demonstrate an appropriate supply of housing, the Council's SD PAN previously referred to acknowledges that the Council is likely to receive applications for residential development outside of the defined built up area boundaries and on unallocated sites.

5.31 As such, the SD PAN (at paragraph 5.12) confirms that the Council will consider positively applications that meet all of the following criteria:

- ***'The site adjoins the existing settlement edge as defined by the BUAB;***
- ***The level of expansion is appropriate to the scale and function of the settlement the proposal relates to;***
- ***The proposal demonstrates that it meets all local housing needs or will assist the retention and enhancement of community facilities and services;***

- ***The impact of the development individually or cumulatively does not prejudice comprehensive long-term development; and***
- ***The development is contained within an existing defensible boundary and the landscape character features are maintained and enhanced***.

5.32 The above essentially follows the same principles of HDPF policy 4 with the exception that it does not contain the same requirement for sites to be allocated for development in the Local or Neighbourhood Plan.

5.33 The application site does not adjoin a settlement edge; however, as set out, it is very close to Broadbridge Heath/Horsham and visually it does not appear isolated from other development. The site is considered to be in a sustainable location and in a suitable position to accommodate the dwelling without resulting in significant conflict with the Council's spatial strategy or the principles of the NPPF when considered as a whole (especially when considering the provisions of HDPF policy 28 in this case).

5.34 In terms of criterion 2 of the SD PAN and HDPF policy 4, the level of expansion, just one dwelling is small. The low density of development will not change and this remains wholly appropriate to site's location which is close to other built form, including residential development set within well defined, spacious plots like the application proposal.

5.35 The proposed development meets local housing needs in the provision of an unrestricted, open market dwelling due to the clear need for new housing within the District and the impact of the proposal will neither individually nor cumulatively prejudice comprehensive long term development. The proposal complies with criteria 3 and 4 of the SD PAN and HDPF policy 4.

5.36 In respect of criterion 5 of the SD PAN and HDPF policy 4, the application site is contained by an existing defensible boundary and the proposed dwelling will not harmfully encroach into open countryside.

5.37 In summary of HDPF policies 1, 2, 3 and 4, these policies encourage sustainable development and allow for the expansion of settlements outside of built up area boundaries

where the level of expansion is appropriate to the scale and function of the settlement type.

5.38 Given the small scale of development proposed, the sustainable location of the application site, the lack of any harm caused to the visual amenities of the countryside landscape (as further addressed within this Statement) and the high need for new homes within the District, it is reiterated that the proposal does not significantly conflict with the overarching principles of the Council's spatial strategy or the Council's SD PAN.

5.39 It should also be noted that the proposed dwelling is deliverable in the short term in accordance with the NPPF and the Council's SD PAN (paragraphs 5.13 – 5.17).

5.40 Having regard to NPPF policy S6, the Barns Green and Itchingfield Neighbourhood Plan was formally made on 08 October 2025 and is less than five years old. The Neighbourhood Plan allocates two sites for housing development; Summers Ponds, Barns Green (around 32 dwellings) and the Old School site, Itchingfield (around 20 dwellings).

5.41 However, the Neighbourhood Plan sets out that the housing need figures for the Parish are based upon a Housing Needs Considerations Report prepared in November 2017 and updated in April and September 2018. The Neighbourhood Plan further states that HDC provided an 'indicative' figure of housing need in August 2018 to inform the plan preparation and the mid-point of the data source figures was identified at 61 dwellings (to be met through the site allocations in the plan and windfall development over the plan). Since then, the NPPF was updated in December 2024 (and again in August 2026) which introduced a new standard method for calculating housing land supply.

5.42 Nevertheless, windfall housing will form a significant proportion of new homes within the Parish to meet the identified housing need within the Neighbourhood Plan. As such, Neighbourhood Plan policy 11 allows for new residential development on unidentified sites within the built-up area boundary of Barns Green.

5.43 The site is not located within Barns Green, but in consideration of NPPF policy S6, whilst this states that the benefits of approving development are 'likely' to be substantially

outweighed by the adverse effects where a proposal would conflict with a Neighbourhood Plan (where this is less than five years old and contains allocations to meet its identified housing requirement), there are situations where the Council may determine that permission can still be granted.

5.44 In this case, there is a significant under provision of housing within the Horsham District overall and there is a reliance upon windfall housing to meet local housing needs within the Parish. Furthermore, NPPF policy HO7 sets out that '**substantial**' weight should be given to the benefits of providing homes which will contribute towards meeting the evidenced accommodation needs of the community.

5.45 In this case, the site is not considered to be in an unsustainable countryside position and weight should be given to the existence of the Blackthorn Bungalow and its long-established residential status, albeit with an occupancy restriction. The proposal therefore closely aligns with a replacement dwelling scheme but with an unrestricted occupation thereby positively contributing towards the supply of new homes within the District.

Small Sites and Rural Housing

5.46 NPPF policy HO6 requires the planning for a diverse mix of sites and requires Local Plans to allocate land to accommodate at least 10% of the housing requirement on sites no larger than one hectare, and a further 10% on sites of between one and two and a half hectares, unless there are strong reasons why these targets cannot be achieved.

5.47 In addition, policy HO6 also requires Local Plans to allocated sites that will support and enhance the vitality of rural communities and enable villages to thrive, especially where this will support local services.

5.48 The NPPF therefore recognises the importance of small sites, such as the application site, to the supply of new homes, including homes within rural areas. The proposal will help meet both of these elements of policy HO6.

5.49 NPPF policy HO11 seeks to avoid the creation of 'isolated' homes within the countryside which will only be supported where certain criteria is met. In this case it is demonstrated that the

application site is not situated within truly 'isolated' countryside as it is only a short distance away from Broadbridge Heath/Horsham, the main settlement within the District. The application site also forms part of a small group of dwellings.

- 5.50 As set out, HDPF policy 26 seeks to protect the rural character and undeveloped nature of the countryside against inappropriate development. However policy 26 must also be read in the context of the text at HDPF paragraph 9.18 which sets out that ***'The Council is seeking to identify the most valued parts of the district for protection, as well as maintain and enhance this natural beauty and the amenity of the district's countryside'***.
- 5.51 The NPPF recognises the importance of allowing new residential development within the rural areas which can help to sustain local rural communities. As such, appropriate residential development on sustainably located sites, such as the application site is arguably 'essential' in supporting the sustainable development of rural areas (HDPF policy 26, criterion 4). In this case, additional weight should be given to the

long term residential status of the existing bungalow and in turn the provisions of HDPF policy 28 as previously addressed.

- 5.52 As set out, the proposed dwelling will be situated close to other built form, the site is not located within a prominent or isolated position and it is enclosed within well-defined and screened boundaries. The proposed dwelling is situated in a very similar location to the existing and as such, the proposal will not encroach into undeveloped countryside outside of the existing, defined site area.
- 5.53 The proposed dwelling is of a high quality, chalet style design, appropriate to and in keeping with the rural character of the area. The design, height, scale, set back from Five Oaks Road and tree screening will ensure that the dwelling will not appear as an unduly prominently feature within the countryside landscape and it will not dominate its surroundings.
- 5.54 Furthermore, it is reiterated that just one dwelling will not result in any significant or harmful increase in the overall level of activity within the countryside and it will not affect the tranquillity of the area particularly having regard to the similar size of the

dwelling it is to replace.

- 5.55 Overall, there is no conflict with policy 26 in respect of its requirement for proposals to be of a scale appropriate to the countryside character and location and to protect/conserv/enhance key features and characteristics of landscape character (notwithstanding the site's location outside of a built-up area boundary).

Case Studies

- 5.56 The following decisions permit the construction of dwellinghouses within the HDC countryside. Whilst these decisions were determined under the policies of the former versions of the NPPF, it is still relevant to note that particular weight was given to the Council's insufficient supply of housing when applying the presumption in favour of sustainable development (former NPPF paragraph 11d).

1. DC/24/1486 – Land at Thornhill Stables, Billingshurst Road, Coolham

- 5.57 Planning permission was granted at appeal in October 2025 for the construction of a two storey dwelling on land at Thornhill Stables, near Coolham (see Appendix NJA/1).
- 5.58 The Planning Inspector did not find the appeal site to be in isolated countryside in the context of former NPPF paragraph 84 but also did not consider the site to be in a suitable location having regard to local and national policy in respect of the accessibility of the site to services, facilities and employment opportunities.
- 5.59 However, when considering the proposal in the planning balance, the Planning Inspector found the following:

'Balanced against the harm are a number of benefits. The overall housing supply remains significantly deficient, and the provision of an additional dwelling would make a meaningful contribution to addressing this shortfall. The Framework recognises that small sites can make an

important contribution to housing supply and are often built out quickly. There would also be modest economic benefits during constriction and through local spending, as well as a small contribution to housing diversity. While the scale of these benefits is modest given that only one dwelling is proposed, in the context of the current housing pressures, even a single additional home represents a valuable and positive contribution.

Taking all matters into account, the adverse impacts of granting planning permission would not significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole. Consequently, the proposal benefits from the presumption in favour of sustainable development as defined in paragraph 11d of the Framework'.

2. DC/22/2250 - Cowfold Lodge Cottage, Cowfold

- 5.60 Planning permission was granted at appeal in March 2024 for the construction of a log style dwelling at Cowfold Lodge Cottage, near Cowfold (see Appendix NJA/2). Cowfold Lodge is

located outside of the settlement boundary of Cowfold which is classed by the HDPF as a 'Medium Village' with a moderate level of services and facilities. The Planning Inspector found that the site was not in isolated countryside and that the appearance of the dwelling (a log cabin design) would not be inappropriate to the rural area and close to other buildings.

- 5.61 Whilst the Planning Inspector found that there would be some harm to the character and appearance of the area by way of a reduction in the openness of the countryside (and thereby resulting in conflict with HDPF policies 25, 26, 32 and 33), as the site is not isolated and the dwelling would not be unduly prominent, this harm would be modest.
- 5.62 In respect of location, the Planning Inspector found that the site would not be in a suitable location when judged against the policies of the HDPF but gave weight to the Council's deficient housing land supply situation. The Planning Inspector found that the proposed dwelling would contribute towards the much needed supply of houses noting that:

‘Small sites can often be built-out relatively quickly and in this case the appellant intends to occupy the dwelling. There would be economic benefits arising from construction to spend in the local economy. Although these benefits are tempered by the small contribution that one house would make in the economic context of the current circumstances the additional dwelling would be valuable’ (paragraph 24).

- 5.63 Importantly and having regard to the provisions of former NPPF paragraph 11 d), the Planning Inspector found that the adverse impacts of granting planning permission would not significantly or demonstrably outweigh the benefits of an additional dwelling when assessed against the policies of the former NPPF taken as a whole. As a result, the Planning Inspector in applying the former NPPF’s presumption in favour of sustainable development found that planning permission should be granted.

3. DC/22/0495 – Marlpost Meadows, Southwater

- 5.64 Planning permission was granted at appeal in August 2023 for the construction of a detached dwelling, outside of a built-up

area boundary at Marlpost Meadows near Southwater (see Appendix NJA/3).

- 5.65 Marlpost Meadows is located approximately 1.5km from the village centre of Southwater (a ‘Small Town/Larger Village’, as per HDPF policy 3). In noting the provisions of former NPPF paragraph 11 d) and the lack of a five year supply of housing within the district, the Planning Inspector found the proposal to be acceptable in the planning balance.

- 5.66 Limited weight was given to HDPF policy 26 in respect of development outside of built-up area boundaries on the basis that the housing shortfall dictates that those boundaries are out of date. The Planning Inspector found that the site’s location outside of a settlement boundary did not therefore constitute a reason for refusing planning permission and found the proposal to be acceptable for the following reasons:

‘The proposal would increase the supply of housing in the District and help to address the identified shortfall in new homes. The benefits of a single dwelling are very modest, but cumulatively windfall sites have a significant influence on supply. The Framework explains that small and medium

sized sites can make an important contribution to meeting the housing requirement of an area and are often built out relatively quickly. The land forms part of the curtilage of an existing dwelling in the countryside and it would qualify as previously developed land under the definition set out at Annex 2 of the Framework. The site has reasonably good accessibility to services and facilities within Southwater, despite its location outside of the built-up area' (paragraph 17).

5.67 The Planning Inspector concludes that:

'In the overall planning balance, I conclude that there are no adverse impacts that would significantly and demonstrably outweigh the benefits. The proposal would therefore constitute an acceptable form of development in terms of the Framework, and this would be a material consideration sufficient to outweigh the conflict with the development plan arising from the location of development outside of settlement boundaries' (paragraph 18).

4. DC/24/1966 – Land North of Cowfold Road, Coolham

5.68 Planning permission was granted at appeal in March 2026 for the construction of 9 x dwellings on land to the east of Coolham (see Appendix NJA/4). The main issues of the appeal were:

1. Whether the appeal site would be in a suitable location for the proposed development having regard to planning policy; and
2. The effect of the proposal on the character and appearance of the area.

5.69 In terms of the accessibility of the site, the Planning Inspector noted that *'Within walking distance of the appeal site there is a primary school, a village hall and a public house. Access to them is via the A272 which, whilst unlit, possesses a pavement. Although residents would be required to cross the A272 to reach the facilities, they would be aided by the fact that the road has a 20mph speed limit. Dropped kerbs and tactile paving are proposed along the route to aid pedestrians. There are bus stops within walking distance of the site, with an early morning and*

afternoon bus on weekdays to higher order facilities in Horsham and Storrington, and an irregular service during the day' (paragraph 12).

5.70 Notwithstanding the above, when considering local planning policy, the Planning Inspector found the location of the appeal site to conflict with HDPF policies 1, 2, 3 4 and 26, policy SHIP HD1 of the Neighbourhood Plan and the Council's Shaping Development in the Horsham District guidance. However, when considering the proposal in the planning balance, the Planning Inspector found the proposal to be acceptable against the presumption in favour of sustainable development having regard to the shortfall in housing within the district, the provisions of former NPPF paragraph 11 d) and the site's location adjoining the edge of the settlement of Coolham.

5.71 The Planning Inspector also found that the proposed development would not result in harm to the character and appearance of the area, noting the site's proximity to Coolham. Specifically the Planning Inspector comments at paragraph 17 that:

'The appeal site is however located close to Coolham, and its character is significantly influence by its proximity to the settlement. Whilst the appeal site forms a gap between the school and home farm, such that Home Farm is nominally outside the settlement, the compact form and domestic character of the converted farm buildings reflect the built-up area. The development of the site would not therefore be perceived as an encroachment into the countryside but rather as a consolidation of the settlement itself. Moreover, the strong existing boundary treatment around the site would limit the visual impact of the proposal when viewed from the countryside'.

5. DC/23/1178 - Horsham Golf Club, Denne Park, Horsham

5.72 Planning permission was granted at appeal in July 2025 for the construction of a sports and leisure hub, a golfing education facility, a local centre and sports facilities and up to 800 dwellings at Horsham Golf Club (see Appendix NJA/5). Horsham Golf Club is situated in-between Horsham and Southwater.

- 5.73 In terms of housing land supply, the appeal decision notes that the Council is unable to demonstrate a five year supply of housing **‘or anything close to it’** and that given the fact that the adoption of the new Local Plan is some time away, there is no **‘realistic or imminent prospect of that the current shortfall will be remedied through the development plan process’** (paragraph 58 point 1). This means that the relevant policies, particularly the settlement boundaries, are considered to be out-of-date and the tilted balance in HDPF policy 1 and former NPPF paragraph 11 d) is engaged. The Planning Inspector further noted that **‘...it follows that the same boundaries within the Southwater Neighbourhood Plan must also be out-of-date’**.
- 5.74 The Planning Inspector found that **‘...in seeking to protect the countryside for its own sake and restricting development outside settlement boundaries, Policy 26 and SNP1 are inconsistent with the balanced cost/benefit approach set out in the NPPF. The balancing of harm against benefit is a defining characteristic of the NPPF’s overall approach embodied in the presumption in favour of sustainable development. Because of this, where Policy 26 is used to restrict housing outside settlement boundaries, it cannot**

be seen to be consistent with the language of the NPPF’ (paragraph 58 point 2).

- 5.75 The Planning Inspector set out that greenfield sites on the edge of Horsham and other top tier settlements will need to come forward if the housing needs of the district are going to be met. A realistic approach is advocated by the Planning Inspector, stating at paragraph 41 of the decision notice:

‘Those principles apply with equal or greater force here because greenfield sites on the edge of Horsham and other top tier settlements will need to come forward if housing needs are going to be met. By virtue of their peripheral location, very few, if any, of these sites will score highly across all aspects of sustainable travel. Some, may be better located for walking and others, as in the case here, for public transport and cycling. If one were to take the Council’s approach in this case, which was to rigidly apply ‘recommended’ walk distances to some destinations and failing to balance that against the availability of other sustainable travel modes, there is very little prospect of the county meeting its ambitious housing targets’.

6. DC/26/0735 – Butlers, Tower Hill, Horsham

5.76 The Council granted Permission in Principle on 23 July 2026 for the construction of three dwellings at Butlers, Tower Hill near Horsham (Appendix NJA/6). The application site is within the settlement of Tower Hill but outside of a built-up area boundary. A previous outline planning application also for the creation of three dwellings was refused by the Council (DC/24/1086) and dismissed at appeal.

5.77 The Council's Committee Report for application DC/26/0735 comments that when considering the proposal against the relevant HDPF policies that make up the overarching spatial strategy, the principle of development would not be acceptable. However, weight was given to the Planning Inspector's comments in considering the previous appeal with the Committee Report stating the following:

'However, in the appeal decision (DC/24/1086), the Inspector noted the HDPF policies and commented that the proposal would positively contribute to local housing needs. In the appeal decision, the Inspector attached

limited weight to the conflict with the HDPF policies which protect the countryside. The Inspector commented that 'the substantial housing shortfall indicates that the current boundaries are out of date but the aim for housing to be located within settlements aligns with the Framework.

The Inspector's decision to give limited weight in his decision to the principle of development within the development in the appeal scheme is a material consideration in the determination of this application for the same proposal'.

5.78 The Committee Report subsequently determined that planning permission should be granted for the following reasons:

'It is therefore concluded that although the proposal is contrary to the overarching spatial strategy due to its location outside of a built-up area boundary, the fact that the location has previously been judged as acceptable by the Planning Inspectorate coupled with the absence of any other adverse impacts which would significantly and

demonstrably outweigh the benefits of three dwellings means that the application is recommended for approval’.

Sustainable Development

5.79 NPPF paragraph 15 sets out that the purpose of the planning system is to contribute to the achievement of sustainable development, by managing the use and development of land in the long-term public interest.

5.80 NPPF paragraph 17 sets out that achieving sustainable development means that the planning system has three overarching objectives for providing the homes, commercial development, facilities and infrastructure which society needs. These objectives are independent and need to be pursued in mutually supportive ways.

5.81 The proposed development meets the NPPF’s three objectives of sustainable development as follows:

a) **an economic objective** – the proposal will make a small contribution to the local building industry and associated trades in constructing the new dwelling. Furthermore,

occupiers of the new dwelling will help to support local services and facilities. The proposal complies with the economic objective of sustainable development.

b) **a social objective** – the proposal provides a suitable site for the creation of a single dwelling (unrestricted/not tied in its occupation) in close proximity to local services and facilities including retail, employment, education and public transport. The proposal will also make a modest but still important contribution to the supply of new homes within the District and the cumulative impact of windfall housing and its contribution to housing land supply should not be underestimated. The proposal complies with the social objective of sustainable development.

c) **an environmental objective** – the proposal makes efficient use of previously developed land and no harm will result to the visual amenities of the countryside landscape. The proposed dwelling is sustainably located, and whilst details would be decided at technical details stage, it is intended that the proposed dwelling will be of a sustainable design and construction and matters of ecology and trees will be

appropriately addressed. The proposal is considered to comply with the environmental objective of sustainable development.

6.0 LAYOUT, DESIGN & APPEARANCE

Design and Amenity

- 6.1 The planning application is submitted seeking planning Permission in Principle and there should be no objections in principle to the proposal given the provisions of HDPF policy 28 and NPPF policies S3, S5 and HO3.
- 6.2 Illustrative plans of the proposed dwelling have been included for information purposes and this section subsequently addresses the relevant design policies.
- 6.3 The NPPF at policy DP3 sets out the Government's key principles for well-designed places. In particular, development proposals should respond to their context (history, character and features of their site and its setting) so that they integrate with and enhance their surroundings.

- 6.4 NPPF policy DP4 requires design quality to be considered throughout the evolution, assessment and delivery of development proposals.

- 6.5 HDPF policy 32 requires high quality design for all development in the District. In addition, HDPF Policy 33 sets out the Council's key development control criteria and states that development should make efficient use of land, should not cause harm to neighbouring residential amenities, should be appropriate in scale, massing and appearance and be of a high standard of design. Development should also be locally distinctive in character and should use high standards of building materials, finishes and landscaping.

- 6.6 HDPF Policy 33 is addressed in detail as follows:

In order to conserve and enhance the natural and built environment developments shall be required to:

- 1. Make efficient use of land, and prioritise the use of previously developed land and buildings whilst respecting any constraints that exist;***

6.7 The proposal makes efficient use of an already developed area of land with well-defined and screened boundaries. As such, there will be no harmful encroachment into undeveloped countryside. The proposal complies with criterion 1.

2. *Ensure that it is designed to avoid unacceptable harm to the amenity of occupiers/users of nearby property and land, for example through overlooking or noise, whilst having regard to the sensitivities of surrounding development;*

6.8 The proposed residential use, like the existing, will not be unduly intensive and as such, there will be no harmful impact in respect of noise. The proposed dwelling is sited sufficiently away from other residential development including Blackthorn itself and appropriately orientated to ensure that no harm will be caused to neighbouring residential amenity. A high quality living environment will be provided for future occupiers of the dwelling in respect of amenity space, good levels of natural lighting, privacy and spacious rooms. The proposal complies with criterion 2.

3. *Ensure that the scale, massing and appearance of the development is of a high standard of design and layout and where relevant relates sympathetically with the built surroundings, landscape, open spaces and routes within and adjoining the site, including any impact on the skyline and important views;*

6.9 The proposed dwelling is of an appropriate scale, massing and height in relation to the site's character and location. As a result, the dwelling will not appear unduly prominent to views from outside of the site and the dwelling is of a high quality design which will relate sympathetically to the site's surroundings. The proposal complies with criterion 3.

4. *Are locally distinctive in character, respect the character of the surrounding area (including its overall setting, townscape features, views and green corridors) and, where available and applicable, take account of the recommendations/policies of the relevant Design Statements and Character Assessments;*

6.10 The area is characterised by a range of different age and types of dwellings within the vicinity however, the proposed dwelling will fit in with the character and appearance of the area overall by being a detached dwelling, set back from Five Oaks Road and situated within a spacious plot with ample space retained to the site boundaries. The proposal complies with criterion 4.

5. Use high standards of building materials, finishes and landscaping; and includes the provision of street furniture and public art where appropriate;

6.11 The proposed materials will be of a high quality and appropriate to the rural setting. There is as such no conflict with criterion 5.

6. Presume in favour of the retention of existing important landscape and natural features, for example trees, hedges, banks and watercourses. Development must relate sympathetically to the local landscape and justify and mitigate against any losses that may occur through the development;

6.12 The specific details in respect of trees and hard and soft landscaping can be agreed at technical details stage.

7. Ensure buildings and spaces are orientated to gain maximum benefit from sunlight and passive solar energy, unless this conflicts with the character of the surrounding townscape, landscape or topography where it is of good quality.

6.13 As set out, the proposed dwelling is appropriately laid out to ensure sufficient daylighting and a sufficiently sized private garden area. The dwelling will also be well insulated and energy efficient and built in accordance with Building Control standards. The proposal complies with criterion 7.

Proposals will also need to take the following into account where relevant:

8. Incorporate where appropriate convenient, safe and visually attractive areas for the parking of vehicles and cycles, and the storage of bins/recycling facilities without dominating the development or its surroundings;

6.14 There will be more than sufficient car parking (at least two spaces) and turning area provided on site for the new dwelling (and retained for the host dwelling) and the proposal complies with criterion 8.

9. Incorporate measures to reduce any actual or perceived opportunities for crime or antisocial behaviour on the site and in the surrounding area, and create visually attractive frontages where adjoining streets and public spaces, including appropriate windows and doors to assist in the informal surveillance of public amenity areas by occupants of the site;

10. Contribute to the removal of physical barriers; and

11. Make a clear distinction between the public and private spaces within the site.

6.15 The application site is safe and secure having regard to criterion 9 and there are no implications in respect of criteria 10 and 11. Overall the proposal complies with HDPF policies 32 and 33 together HDPF policies 24, 25, 26 and 30 in the protection of

landscape character together with Neighbourhood Plan policies 12 and 13.

Ecology and Trees

6.16 NPPF policy N2 requires development to contribute positively to the natural environment, and support nature's recovery. This includes the need to minimise any adverse impacts on biodiversity. Similarly, HDPF policy 31 requires the protection and enhancement of biodiversity.

6.17 NPPF policy N3 recognises the benefits which trees can provide for biodiversity, climate change mitigation and adaptation, and the character and quality of the built environment.

6.18 As set out, matters in respect of ecology and trees will be appropriately considered at technical details stage in order to ensure compliance with the above stated policies.

7.0 ACCESS AND CAR PARKING PROVISION

- 7.1 NPPF policy TR3 encourages development to be located where it can support sustainable patterns of movement, enable good accessibility for different users and make the most of existing and proposed transport infrastructure. It states that development proposals that would generate a significant amount of movement, in the context of the areas within which they would be situated, should be in locations that are sustainable (or which can be made so).
- 7.2 In addition, policy TR3 states that any significant adverse impacts from the development on the transport network or highway safety should be mitigated to an acceptable degree and the environmental impacts of traffic and transport infrastructure should be identified, assessed and taken into account.
- 7.3 In rural areas, policy TR3 recognises that opportunities to improve walking, wheeling, cycling and public transport and enhance the connectivity of an area should be taken where they exist and can be supported by the development proposal.
- 7.4 NPPF policy TR4 sets out that to contribute to creating well-designed places, transport considerations should be integral to the design of the development.
- 7.5 In assessing transport impacts, NPPF policy TR5 requires development proposals that are likely to generate significant amount of movement to be supported by a transport statement and a travel plan.
- 7.6 HDPF Policy 40 requires (inter alia) new development to be appropriate in scale to the existing transport infrastructure. Development should also minimise the distance people need to travel. HDPF Policy 41 states (inter alia) that adequate car parking must be provided within new developments.
- 7.7 The proposed development for a new (independent) dwelling is not 'significant' development and it will not generate high levels of vehicle movements, particularly having regard to the long standing existence of the existing bungalow. Furthermore, no changes are proposed in respect of the existing vehicle access and adequate car parking spaces (with on-site turning) can be provided for the new dwelling.

7.8 Further details of the proposed access and car parking/turning layout will be provided at technical details stage to ensure that the proposal complies with the provisions of the NPPF policies TR3, TR4 and TR5, HDPF policies 40 and 41 and Neighbourhood Plan policy 15.

8.0 CONCLUSIONS

- 8.1 This Statement supports the proposal for the construction of detached, chalet style dwelling at Blackthorn Bungalow, Five Oaks Road, Slinfold near Horsham. The proposed dwelling will be built in place of Blackthorn Bungalow, which was permitted as a staff dwelling tied to Blackthorn. It is proposed that the new dwelling will be an independent dwelling, with no restrictions in respect of its occupation.
- 8.2 This planning application is submitted as a 'Permission in Principle' proposal which considers the acceptability of matters relating to location, land use and the amount of development.
- 8.3 As set out at Section 4, case law confirms when considering whether a proposal complies with a development plan, it is not necessary to say that it must accord with every policy of the development plan and the question is whether it accords with the development plan overall. In addition, paragraph 7 of the NPPF confirms that its national decision-making policies should be read as a whole.

8.4 Therefore it is necessary to consider the following aspects of the proposal in the planning balance:

- Whilst Blackthorn Bungalow is subject to an occupation restriction, it has a long standing residential use. In this case it is relevant to consider the provisions of HDPF policy 28 which permits the construction of replacement dwellings within the countryside. It is demonstrated that the proposed dwelling, which has been carefully designed, will not be disproportionate in size to the existing. In particular, the proposed dwelling is of a chalet style design and it will be located in a similar location with a similar sized footprint to the existing. Given the screening to the site boundaries and the set back from Five Oaks Road, no harm will be caused to the visual amenities of the countryside landscape and there will be no harmful encroachment of built form.
- The Council is unable to demonstrate a five year supply of housing as required by NPPF policy HO3. As a result, the Council's policies in respect to the supply and location of new homes (HDPF policies 2, 3, 4, 15 and 26) are not considered to be up to date.

- Whilst the Barns Green and Itchingfield Neighbourhood Plan is less than five years old and includes sites allocated for new housing (NPPF policy S6) these sites will not meet all of the identified housing need in the Parish and as such, windfall housing provision will also be an important source of supply. Furthermore, the Council has a housing land supply of just 1.7 years which is significantly below the requirement of the Framework and the provision of a new dwelling, without an occupation restriction, will make a small but important provision towards the supply of new homes including windfall provision within the Parish. NPPF policy HO7 requires that **substantial** weight should be given to this benefit.
- Whilst the application site is located outside of a settlement, In accordance with NPPF policies S3 and S5 (1), the proposal applies with the presumption in favour of sustainable development. Specifically, the proposal would relate to the redevelopment of PDL, it would amount to 'limited infilling' within a small group of houses and it would help to address an evidenced unmet need for housing in the District whilst also being physically well-related to a settlement with the

development small in scale, so it can be accommodated by the existing infrastructure.

- In addition, whilst the application site is not within a reasonable walking distance of a well-connected train station (as per the NPPF definition of 'reasonable walking distance' at Annex B: Glossary), it is only a short distance away from Broadbridge Heath/Horsham. As this is the main settlement within the District, any vehicle movements are likely to be short and not out of keeping with of unsustainable in the rural area. The site's location however must also be balanced in consideration of HDPF policy 28.
- In respect of NPPF policy S5 (2) and S5 (3) the benefits of the proposal would not be substantially outweighed by any adverse effects, when assessed against the national decision-making policies of the NPPF and the proposal would not amount to the creation of a new isolated home (i.e. those located outside settlements or groups of houses – NPPF policy HO11).
- The cumulative provision of individual homes in helping to meet the housing supply of an area should not be under estimated as

acknowledged by NPPF policy HO6 in respect of the need to plan for a diverse mix of sites, including small sites and on sites that will support and enhance the vitality of rural communities.

- 8.5 Whilst the scope of this application does not include consideration of technical details, it is relevant to note that the proposed development will be carefully designed to ensure that the new dwelling is of a high quality construction and appearance and of an appropriate height, scale, siting and mass. The proposed development makes effective use of PDL as encouraged by the NPPF (policies L2 and L3) whilst at the same time protecting the character and appearance of the area
- 8.6 As the proposed development complies with the principles of sustainable development set out at NPPF policies S3 and S5, and in accordance with HDPF policy 1, Permission in Principle should be granted for the development proposed.