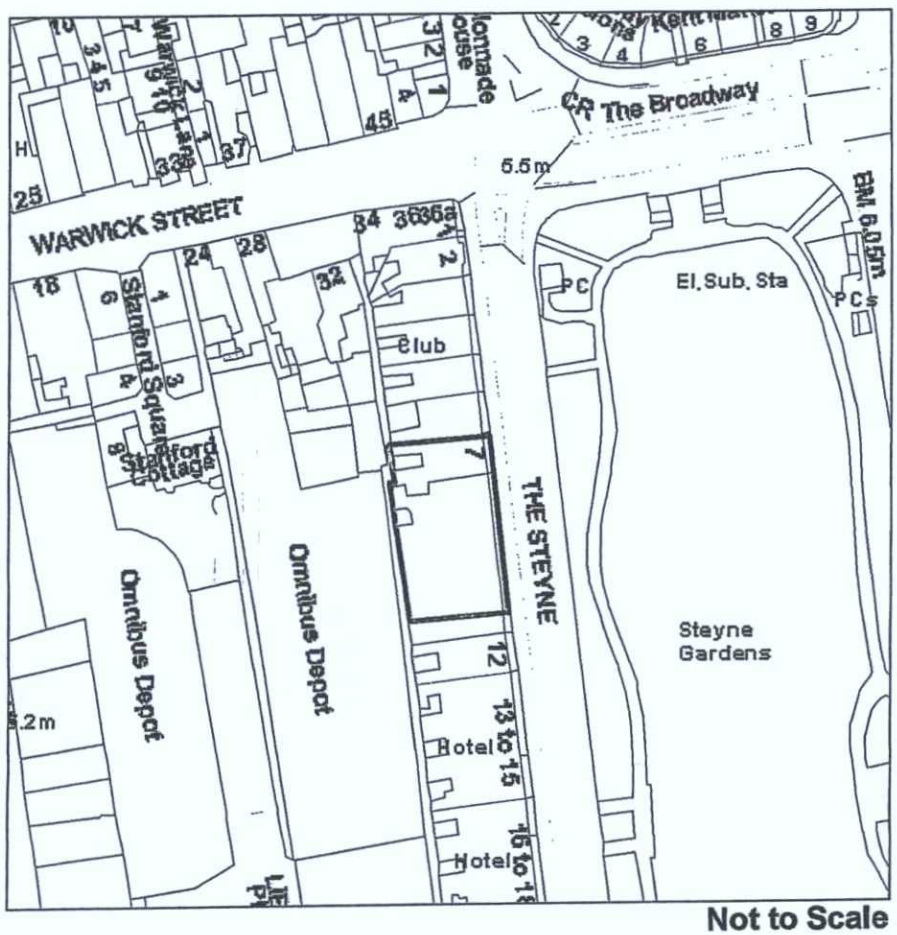
Mr R Maile
Mr M Clinch

WB/09/1067/FULL and
WB/09/1068/LBC
CEN
PLP

Location : 7 The Steyne

Proposal: Conversion of No. 7 The Steyne to provide 3 No. two bedroom apartments and 1 No. two bedroom maisonette and erection of new infill building to provide 8 No. three bedroom apartments.



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1. THE PROPOSAL AND THE SITE

Two applications, one for full planning permission and the other for Listed Building consent, have been submitted seeking permission to infill the historic gap in The Steyne frontage north of the Chatsworth Hotel and south of No. 7 The Steyne, whose garden is the subject of the application. The site lies

within The Steyne Conservation Area and both the hotel and No. 7 are Grade II Listed. To the north and south of the site are early 19th Century terraces which are four storeys with a basement and constructed in local yellow brick on the main façade with the west elevation comprising of unpainted render and later brick additions.

The proposal is in two parts. Firstly, the conversion of No. 7 into four flats and secondly, the infilling of the gap to create eight new flats. The conversion of No. 7 involves the creation of four 2 bedroom flats with one on each floor. A new lift would be introduced into the space south of the staircase next to a communal entrance using the current hallway. Other minor alterations are included and these are referred to more fully in the Design Statement.

In addition, parts of the boundary wall at the rear would be removed to facilitate pedestrian and dustbin access to the new flats. Additional windows would also be introduced to the rear elevation to replace those windows which are currently on the south side and which are needed to provide light to the rooms.

The second part of the proposal is to infill the gap in the existing terrace. The new building has been designed with matching detail to the rest of the terrace. For structural reasons, the building will be constructed to stand independently although on the façade there will be no gap between the buildings. The block would comprise four floors without a basement. There would be two ground floor flats and three front doors with seven ground floor windows. There would be ten windows to each of the upper floors. These would be formed with fifteen panes on the first floor, twelve panes on the second and six panes on the top floor. Iron railings would enclose the small front gardens.

The front elevation would be slightly recessed from the two existing elevations which do not line through. This would disguise the movement joints between the buildings and avoid a slight change in direction to the new façade. This front façade would mirror the original building to the north and south with yellow brick work, flat brick arches to all windows, a white painted render band and a cornice with modillions to the parapet. All windows would be white painted timber sliding sashes with concealed boxes. The roof would be natural slate with a hidden flat roof between the east and west elevations. Two false chimney stacks are proposed to complete the traditional roofline.

The ground floor level has been raised by three steps in line with its neighbours. Front doors would be white painted three panel timber doors with fan lights and geometric tracery. The ironwork balconettes would be added to the first floor windows.

The rear west facing elevation is in contrast with the front by incorporating painted metal balconies with lead canopies over on the first and second floors.

2. APPLICANT'S DESIGN STATEMENT

The applicant has submitted the following Design Statement:-

"History & Context

The Site
The Steyne runs north/south between Marine Parade and Brighton Road marking the eastern limit of the early town and is bounded to the east by the public gardens which are laid to lawns with mature trees around the edges.

To the east of the public square lies Steyne Gardens, to the north is the A259 Brighton Road and to the south is Marine Parade and the beach.

The site is the garden to No.7 The Steyne and lies immediately to the south of No. 7 and to the north of "The Chatsworth Hotel". The site currently has a brick wall to the pavement with a double garage opening in it and a pedestrian gateway.

The site is currently used as parking for No.7 and as garden area.

To the west of the site is an alleyway which we assume is a public right of way. This alleyway services the backs of the terrace and accommodates the bins for the terrace.

The elevation to the north is a modern extension to No.7. Beyond the alleyway is a large industrial shed which is the bus garage accessed from Library Place.

The site lies within the Steyne Gardens Conservation Area, and No.7 is Grade II Listed.

Context
To the north and south of the site are the early 19th century terraces which form The Steyne. The buildings are all four storey with a basement. The buildings are constructed in the local yellow brick to the Steyne façade and unpainted render to the west elevation with some later additions in red brick.

The Steyne façades were originally three bay town houses with one front door and two windows to each house. The doors were all on the southern end of the façade. There are thirteen bays to the south of the site (i.e. 39 windows) up to the altered elevation of the original Steyne hotel which has a further five windows in a different format.

To the north of the site there are 22 windows (No.7 having been extended by one window in recent years). This was originally 21 windows i.e. seven houses of three windows.

The original façades are parapeted brick façades with square headed rubbed brick arches over white painted sash windows with concealed boxes. Ground floor windows are 12 pane, first floor are 15 pane, second floor are 12 pane and third floor are 6 pane; all are sliding sashes.

Front doors are panelled and moulded, with either 4 or 6 panels, painted gloss white and with rectangular fan lights, some being undecorated and others with decorative geometrical tracery.

The roofs to the terraces are slate pitches set behind the parapets with chimneys on the party wall lines.

The parapets vary from plain face brickwork to white painted render; the render is probably a remedial treatment trying to prevent ingress of water through the exposed parapet. There is a white painted modillioned cornice running below the parapet and a white painted decorative band just below the piano nobile windows. There are also black painted iron balconies to the piano nobile sashes.

Listing
The Steyne (2-7consec, 12-16consec and 17-24consec) CHATSWORTH HOTEL

Grade II

THE STEYNE 1. 5406 Nos. 2 to 7 (consec.) TQ 1502 W 5/17A Nos. 12 to 24 (consec.) TQ 1502 W 5/17 and the Steyne Hotel TQ 1602 8V 6/17. In the above entry: Nos. 2 to 7 (consec.) Nos. 12 to 24 (consec.) and the Steyne Hotel shall be amended to read: Nos. 2 to 7 (consec.) Nos. 12 to 16 (consec.) Nos. 17 to 24 (consec.) (Chatsworth Hotel) Steyne Hotel

THE STEYNE 1. 5406 Nos. 2 to 7 (consec.) Nos. 12 to 24 (consec.) and the Steyne Hotel TQ 1502 NW 5/17A TQ 1502 NW 5/17 TQ 1502 SW 6/17 II GV 2. (The return façade in Warwick Street is listed under that heading, Nos. 34, 36 and 36A). There are no Nos. 8 to 11. Circa 1807 4 storeys and basement with area. 3 windows each. White brick. Stringcourse above ground floor. Cornice with modillions above the 3rd floor and parapet. Iron balconies on 1st floor. Some glazing bars missing, mostly on ground floor. Rectangular fanlights to doorways. The Steyne Hotel has been a good deal altered. The ground floor of the east front has been stuccoed and rusticated and the windows have been set in surrounds. The south front facing the sea has been entirely refaced with two bays of three windows each in the mid C19. Listing NGR: TQ1510902535

History
The Terraces and the Old Steyne Hotel all date from circa 1807 in the rule of George III. The Steyne Hotel at the far south end of the terrace opened in 1807 and was the first hotel in the town.

With its proximity to Brighton and its royal patronage, Worthing was becoming more popular as a holiday destination in the last years of the 18th century and the new turnpike road of 1803 allowed easier travel from the Horsham area and onwards to London.

The developer who was responsible for the building of the terraces of town houses became bankrupt before they had linked the northern and southern terraces (as they had been building from either end) and there has been a gap between the Chatsworth and No.7 The Steyne ever since. The gap would have accommodated four town houses i.e. 12 windows but a 20th C. extension to No.7 added one window bay and an oversized brick interval. There is now not enough space in the gap to accommodate 11 windows if the original rhythm of wall to window ratio is used.

By 1812/13 the Worthing development bubble had burst and there were buildings standing empty.

Over the last 200 years the buildings have been private houses, boarding houses, schools and hotels and by 1932 (When Clara Clinch bought the southern terrace) the southern terrace up to The Steyne Hotel was split into three houses. The Steyne Hotel was added to the ownership in 1956.

The Proposal
The application falls into two defined parts, firstly the conversion of no.7 into 4 flats, and secondly the infilling of the gap to create 8 new flats.

Amount (gross internal flat areas)

Flat 1 – 103 sq.m
Flat 2 – 119 sq.m
Flat 3 – 120 sq.m
Flat 4 – 119 sq.m
Flat 5 – 120 sq.m
Flat 6 – 119 sq.m
Flat 7 – 120 sq.m
Flat 8 – 119 sq.m
Flat 9 (conversion) – 140 sq.m
Flat 10 (conversion) – 104 sq.m
Flat 11 (conversion) – 104 sq.m
Flat 12 (conversion) – 104 sq.m

Consultation Process
We submitted a preliminary enquiry to Worthing Borough in July 2009, which sought to treat the infill building as a separate but sympathetic entity within the terrace. We had suggested that as it was impossible to find an exact match for the locally abstracted yellow/green clay (illustrated in the former extension to No.7) that it was best to create a visual break in the form of a rendered pilaster on either side of the infill building. We then suggested a symmetrical composition of three bays divided by pilasters with a central door (illustrated below).

Richard Small felt that this made the infill building over dominant, we therefore had a meeting to discuss an appropriate way forward and submitted a revised scheme which had three front doors and a continuation of the original rhythm as far as was possible. Richard Small made some further minor comments

with reference to the position of one front door and we have amended the drawings accordingly.

The Conversion of No. 7
The conversion of No. 7 involves the creation of 4 No. 2 bedroom flats, one per floor within the existing fabric. We have removed the existing lift shaft and introduced a new lift into the space to the south of the staircase. This portion of the building is a modern addition and therefore does not affect the historic fabric.

At ground floor we have created a communal entrance using the current front door and hall introducing a new lift into the inner hall area which is a 20th century addition. We have retained the existing stair in the centre of the building to access all floors and have made only minor alterations to partitions in order to remove the existing lift shaft and removed partitions in order to create a corridor. Flat 9 also makes use of the original cellar to place two bedrooms on the east front at basement level, again we have made some minor internal alterations including the repositioning of a partition which currently splits one of the original windows. The basement will be accessed from the last flight of the existing back stair. We have proposed the removal of the back stair through the rest of the building in order to free up floor space. The rear of the building accesses straight onto the rear alley and we have therefore created a room at ground floor level which will be a rear access and bike and bin store.

In line with the rearrangements to the rear boundary we are also proposing that a portion of the flint wall to the south of the existing rendered gate pier is removed to allow bin access to the new flats. We have also removed the small northern portion of modern wire cut brick wall and proposed the reduction in height of the northern portion of flint wall to match the southern portion i.e., to a height of 1.75m

The first floor accommodates Flat 10 and the changes are minimal. We have removed the rear stair and repositioned the partition to create bed 2 and removed the existing lift shaft to create a corridor from the living room to bed 2. The 20th century portion of the building houses the new lift and an en-suite shower room.

The second and third floors have similar alterations to first floor to create Flats 11 and 12. The rear stair is removed to make way for a second bedroom and the lift shaft is removed from the middle of the plan to allow communication from the front to the rear of the flat. At 2nd floor we have also removed a partition to create our new living room.

The front façade of No. 7 will remain as it is today; the rear elevation will have new windows added to take the place of those lost on the south elevation and windows repositioned where the stair tower has been removed. This whole west elevation is modern brickwork and does not contain any historic fabric.

The New Building

The new building has been designed to come as close as possible to the original intent of the Georgian developers to complete the terrace.

There are structural issues with the north end of the Chatsworth and the south end of No.7, probably due to the hurried completion of the two end walls in the 1800's when the original developer went into bankruptcy (i.e. the buildings would have been designed to support each other in a continuous terrace, the gap in the middle would have caused the potential for differential settlement). We are therefore suggesting that the new building should be structurally independent of the neighbouring buildings in order that it can act as a book end in the middle of the terrace. On the façade there would be no gap between the buildings but there would be a new party wall on either side of the building abutting the original walls to the Chatsworth and No.7.

The existing buildings finish at inconvenient positions in relation to the faithful completion of the original scheme as the masonry portion to the south of the last window to No.7 is considerably larger than the normal interval between the Georgian windows i.e. 1415mm rather than an average of 1125, and the brick pier at the north end of the Chatsworth is exactly the size of the average gap between the Georgian windows.

This means that there is not enough room between the two existing buildings to fit the 11 windows, 10 intervals and two party walls. An analysis of the Chatsworth façade, No.7 and the buildings to the north shows that the average window in the recessed façades is 1090mm wide and the average interval is 1125mm. This means that we would need a façade length of 24.44m (including the two party wall depths, a small return between the party wall and the sash box on the inside for a constructional return to close the cavity and hang curtains against and some tolerance for the uneven nature of the south wall to No.7, being a further 1.2m). The actual width of the gap at the façade is 23.19m meaning that we are at least 1.25m short of an adequate width for 11 windows. We did explore the possibility of reducing the opening widths and intervals but it has a noticeably cramping affect on the façade.

We have, therefore, opted for 10 windows in the new block which gives an interval of 1217mm combined with a window width of 1100mm. This gives the effect of a continuation of the rhythm. We have also positioned front doors along the front façade to give the impression that the buildings are town houses. The central door serves all the flats as a common entrance and the north and south doors are secondary doors to Flats 1 and 2.

Due to the structural problems of the neighbouring buildings and the fact that the two existing terrace east elevations do not line through, we have suggested a nominal recess to the new elevation, this will be of the order of 100mm at the south end and 200mm at the northern end. This will help to disguise the presence of an essential movement joint between the old and new construction and avoid a slight change in direction in the façade as it would have to be built off true with both original facades.

The building accommodates 8 flats, two per floor, around a central stair and lift tower positioned to the rear of the building.

The front façade has been designed to exactly mirror the original construction to the north and south with yellow brickwork, flat gauged brick arches to all window openings, a white painted render band below the piano nobile and a cornice with modillions to the parapet, all to match the original. All the windows are to be white painted timber sliding sashes with concealed boxes. The windows will match the original windows in style and details varying from 12 panes at ground floor, 15 panes on the piano nobile, 12 panes at second floor and 6 panes at third floor. We have designed the roof to be pitched natural slate roofs to the east and west with a hidden flat roof in-between. We have also added chimneys to the roof to complete the traditional roofline.

In line with the neighbouring historic buildings we have raised the ground floor level by three steps to allow stone steps to be constructed up to the front doors and have shown metal railings matching the original black painted Georgian railings to the frontage. Unlike the original buildings we have not proposed creating sub-ground floor space as the cost and complexity of doing so in such close proximity to the historic cellars would be rather high in relation to the benefit gained to the scheme. However, we will recreate a white render plinth to the building to match the level of the sub-ground painted render to the original terrace; this will be seen over a small cobbled area between the new railings and the eastern façade.

Front doors are to be white painted three panel timber with centered ironmongery and fanlights with geometric tracery to match the few remaining original front doors. We have also suggested recreating the ironwork balconettes to the piano nobile.

To the rear west facing elevation we have suggested that the elevation be treated in a simple and pragmatic manner with plain yellow face brickwork to match the front simple 6 pane sashes to the stairwell with fine iron balconies to the north and south of the stair tower. These balconies would be accessed via fan-lighted glazed doors and are shown roofed with concave curved lead roof at second floor level. The third floor does not benefit from the balconies. These balconies provide a little west facing external space for the flats.

The third floor has smaller 6 pane sash windows to the west.

To the rear of the new block we have removed a portion of the flint wall to provide a bin storage area off the alleyway and suggested bike storage areas behind the wall.

In conclusion we believe that this scheme not only represents a sensitive and responsible approach to the infilling of the 200 year old gap but also provides a delightful apartment building appropriate for modern living in the heart of Worthing."

3. PLANNING STATEMENT

The applicant has submitted the following Planning Statement:-

"*1.0 INTRODUCTION*

1.1 This Statement should be read in conjunction with the detailed drawings and Design Statement prepared by Neil Holland Architects, which accompany the planning application.

1.2 It is proposed to outline the policy against which these proposals should be assessed and to address some peripheral matters that are specific to the site.

2.0 PLANNING POLICY

The South East Plan

2.1 The Development Plan comprises the South East Plan (May 2009) and the "saved" policies of the Worthing Local Plan (2003).

2.2 Criterion 3 of the objectives of the spatial strategy for the South East as set out in the South East Plan states that there will be a continuing strategy of urban focus and urban renaissance by encouraging accessible mixed use development in the region's network of town centres and by seeking a high quality built environment in all areas.

2.3 Policy SP3 seeks to concentrate development within or adjacent to the region's urban areas, seek to achieve at least 60 per cent of all new development across the South East on previously developed land and through conversions of existing buildings, and at the same time to ensure that urban infill/intensification is well designed and consistent with the principles of urban renaissance and sustainable development.

2.4 Policy H1 sets out the regional housing provision, with an allocation to Worthing Borough of 4,000 additional dwellings between 2006 and 2026 (an annual average of 200 dwellings).

2.5 Worthing is designated at Diagram SCT1 as a primary regional centre. Policy SCT1 states that Local Authorities should, as a priority, proactively pursue and promote the sustainable economic growth and regeneration of the Sussex coast. Paragraph 7.2 includes amongst the challenges the delivery of sufficient decent homes with a well integrated mix to meet the needs of the area.

2.6 The detailed proposals the subject of this application meet the strategic policies and objectives of the South East Plan by creating additional housing within an urban setting, by making use of previously developed

land within a sustainable location and by enhancing the appearance of this important town centre gap site.

Worthing Local Plan (2003)

2.7 *There are a number of appropriate policies within the Local Plan relating to all new development. Policy BE1, amongst other matters, seeks to achieve a good standard of design which is compatible with its surroundings or enhances the appearance of the locality. Likewise, Policy BE2 requires proposals to use the same or closely matching materials and detailing as used in the original construction, or to use complementary materials and detailing. These matters have been the subject of detailed discussions between Neil Holland Architects and Richard Small of Worthing Borough Council.*

2.8 *Policy BE3 specifically supports the development of disused land or buildings, on condition that such development achieves significant environmental improvements and beneficial use of the land and/or buildings. The detailed proposals have been acknowledged by the Officers of Worthing Borough Council to achieve these objectives.*

2.9 *Policy BE21 relates to development within Conservation Areas. It requires, amongst other matters, that proposals should preserve or enhance the character or appearance of the area in line with national policy and guidance. The site is within the Seafront Conservation Area. It is considered that development as proposed will bring about an enhancement to the character and appearance of the Conservation Area arising from the infilling of a gap between substantial early 19th Century buildings by incorporating a new structure that has been wholly designed to accord with the form, materials and scale of the original buildings on either side.*

2.10 *Policy BE22 seeks to prevent the demolition of buildings or structures within a Conservation Area unless "(iii) acceptable detailed plans for redevelopment have been approved." The current scheme requires the demolition of a modern brick wall to the Steyne frontage, which will undoubtedly enhance the appearance of the area, whilst the removal of a small section of the old brick and flint wall to the rear is necessary to allow the development to make best use of the site. It should also be borne in mind that this section of wall is within a little used accessway where there are wide variations in the form, quality and materials of the boundaries to the footpath.*

2.11 *Paragraph 5.52 of the supporting text to the Local Plan highlights the fact that trees within a Conservation Area are protected as of right. An existing oak tree is to be removed to allow the development to proceed. However, it is considered that this is not an important element in the street scene and the following considerations need to be taken into account:-*

a) *The tree is in generally poor health and a number of limbs have been lopped and removed over the years. Much of the tree is hidden in views from the footpath on the west side of the Steyne and screened in views from the south, east and north by structures or by the planting within the Steyne.*

b) *The roots of the tree, which is closely related to the north elevation of the hotel, are affecting the foundations of that 1820's building and works would in any event be necessary to seek to limit the damage that is being caused to the north wall of the hotel. This would involve works to remove or to cut back the roots of the tree, which could have implications for its long-term health.*

c) *Mr Clinch has over the years assisted in the planting of a large number of trees and shrubs within the Steyne that have enhanced its overall appearance.*

Planning Policy Statement 1: Delivering Sustainable Development

2.12 *Paragraph 23 (vi) encourages Local Authorities to actively promote and facilitate good quality development which is sustainable and consistent with their Plans and (vii) ensure the provision of sufficient good quality new homes (including an appropriate mix of housing in suitable locations) whether through new development or the conversion of existing buildings.*

2.13 *The guidance also highlights the need for good design, which is a key element in achieving sustainable development. We have employed the services of Neil Holland Architects, given their local knowledge and involvement with a number of other schemes in Worthing that have been praised for the quality of their design.*

Planning Policy Statement 3: Housing

2.14 *PPS3 encourages the re-use of existing buildings and other sites such as this within sustainable locations. The guidance also encourages a mix of housing (paragraph 20) - one of the objectives of the current proposal in providing for a large number of three bedroom units. These appear to be in short supply in many of the more recent flatted developments in Worthing, which are one or two bedroom units.*

2.15 *Paragraph 31 seeks effective use of existing housing stock and sites such as this, whilst paragraph 36 seeks to identify locations for housing development that offer a range of community facilities and with good access to jobs, key services and infrastructure. That would clearly be the case here. Paragraph 37 encourages the location of housing close to good public transport accessibility. The site is on a bus route and within easy walking distance of Worthing main line railway stations. For these reasons it is considered suitable for a 'car free' housing scheme.*

2.16 Finally, paragraph 40 sets out the key objectives of Local Authorities who should continue to make effective use of land by re-using land that has been previously developed. That definition includes the gardens and garages of houses as in this instance.

Planning Policy Guidance 15: Planning and the Historic Environment

2.17 Section 4 sets out national guidance in respect of development within Conservation Areas. Paragraphs 4.16 and 4.17 are particularly relevant to this proposal given that the site is within the commercial centre of Worthing and conservation of character or appearance is therefore a major consideration. However, paragraph 4.16 acknowledges that the requirements of the legislation are not intended to prevent all new development. The emphasis will generally need to be on controlled and positive management of change.

2.18 Paragraph 4.17 states: "Many Conservation Areas include gap sites or buildings that make no positive contribution to or, indeed, detract from the character or the appearance of the area; their replacement should be a stimulus to imaginative, high quality design and seen as an opportunity to enhance the area."

2.19 It appears to me this particular sentence was specifically written with a development such as that proposed here in mind.

3.0 CONCLUSIONS

3.1 The current scheme has been sympathetically designed and development as proposed will bring about a substantial enhancement to the character and appearance of The Steyne – a view shared by the Council's Officers, with whom detailed consultations have taken place over several months. For the reasons detailed above the proposal will also accord with Development Plan and National policy and guidance. I would therefore ask that planning permission be granted."

4. CONSULTATIONS

The **Executive Head of Health, Housing and Community Safety** raises no objection to the layout as submitted but recommends that refuse storage is provided and subject to a condition.

He also comments on adjacent noise sources to the site as follows:-

"The proposed development backs onto a bus depot in Library Place. Historically there have been intermittent complaints of noise and diesel fumes from buses using this depot. Although there is nothing current, I must raise this as an issue that could affect future residents of the proposed dwellings. Noise from buses arriving and departing, maintenance noise and idling engine noise occurs throughout the day. Such noise could affect the amenity of future residents. Therefore, whilst not objecting to the development, I