Expiry Date -

Development Control – Delegated Officer Report

Application Number: AWDM/1564/23 **Recommendation – REFUSE**

Site: 14 Park Crescent, Worthing

Proposal: Replacement of the existing timber windows with new timber double-glazed units.

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Site: 14 Park Crescent, Worthing

Proposal: Application for Listed Building Consent for replacement timber windows with new timber double-glazed units.

Date of site visit: 21 May 2023

Neighbours checked: Y

Additional neighbour notifications: N

Site and Surroundings

The site is located on the north-eastern side of Park Cres. The property is a three-storey (with basement) end of terrace residential buildings in use as flats. The buildings back on to Amelia Road to the north. The terrace is Grade II listed. The official list entry for the property is as follows:

"PARK CRESCENT 1. 5406 Nos 1 to 14 (consec) TQ 1402 NW 1/26 11.10.49. II* GV 2. 1829-1830. Amon Henry Wilds Architect. 3 storeys. 3 windows each. Stuccoed. The houses are built in 3s. Each centre house projects with pilasters from ground to 1st floor having Corinthian capitals with honeysuckle leaves in the centre of them, entablature above with garland ornamentation to the frieze, then 2nd storey with small plain pilasters, round-headed windows and pediment above. The outer houses have only a stringcourse above the ground floor, cornice above 1st floor with garland ornamentation in frieze and a castellation effect to form a sort of balustrade in front of 2nd floor windows. The outside window of these outer houses is set back and on the ground floor there are pairs of porches with caryatid columns and balcony above. Some of these balconies have been glazed. Some of the houses have had iron balconies added. Windows in frames, the ground floor ones with entablatures over, those in the central houses with semi-circular panels over them. Some glazing bars missing. Rectangular fanlights to all doors.

Nos 1 to 14 (consec) and the gateway and lodges form a group with Beechwood Hall."

The site is also located within the Park Crescent Conservation Area.

Proposal
The proposal is to replace all the windows within the building with new timber double glazed units.

The replacement of the rainwater goods was removed from the application at the applicant's request prior to validation.

Relevant Planning History:

00/00758/LBC: Application for Listed Building consent for repairs to an internal staircase. Permitted 11 Sept 2000

97/05639/LBC: APPLICATION FOR LISTED BUILDING CONSENT FOR FIRE PRECAUTION WORKS INCLUDING FIRE ALARM SYSTEM AND EMERGENCY LIGHTING. Application permitted 23 Sep 1997

WB/593/79/LB: Change of use from hostel to 14 self-contained flats, comprising 11 x 1-bedroom and 3 bed-sitting room units. Permitted 3 July 1979

Consultations:

Historic England: Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application.

Adur and Worthing Councils

Conservation and Design Architect:
14 Park Crescent forms the north end of a grand crescent constructed in 1829-30, and Listed Grade 11* in 1949. The plan form appears to have remained fairly consistent except the addition of the two storey lean-to at the northern end of this building.

The photographic images supplied, clearly show a large number of original windows with their original mouldings, which are of high historical significance. There are also a number of much more recent windows with no mouldings, presumably added during conversion to the present intensive layout of flats. However there is no complete survey to show which windows are of high significance and which are of little significance, or which windows are unrepairable.. There are also no surveyed drawings of the existing windows, only a couple of measurements /annotations added to the proposed windows,

hence quite useless. The NPPF requires level of detail to be proportionate to the asset's importance; in this case Grade II*.
In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

The proposed windows appear to be standard mass produced units which have major differences to those existing at 14 Park Crescent and the rest of the listed terrace. Although we do not have the survey drawings of the existing windows, obvious differences include deeper midrails, thicker glazing bars and ventilation through the heads of the windows. Other measurements are also likely to differ. In my opinion the loss of many of the existing windows and their replacement with the proposed windows would result in a high level of harm to both this building and the rest of the terrace.

The change of rainwater goods may well be acceptable subject to further details of the profiles proposed.

Representations:

Worthing Society:

Further to our previous comments, and having discussed the application with our Heritage Team and with Richard Small, we wish to object to this proposal in its current form. We are not convinced that the proposed replacement windows would be sufficiently well detailed to replicate the original Regency sash windows either as regards size and proportion of glazing bars and woodwork or with respect to the type of glazing. We also understand that it is possible to obtain heritage type double glazed units that replicate the uneven character of early 19th century glass. Bearing in mind the Grade II* status of the building, it would not be unreasonable to insist on a better standard than is proposed here so as not to detract from the character of the building, the Crescent and the Conservation Area.

Relevant Planning Policies

National Planning Policy Framework (2023)
National Planning Practice Guidance

Worthing Local Plan 2020-2036 (2023)
SP1 (Presumption in Favour of Sustainable Development)
SP2 (Climate Change)
DM5 (Quality of the Built Environment)

DM16 (Sustainable Design)
DM23 (Strategic Approach to the Historic Environment)
DM24 (The Historic Environment)

Planning Assessment

Visual amenity and impact on heritage assets

The Planning (Listed Buildings and Conservation Areas) Act 1990 states that the local planning authority should have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, and special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas. The NPPF, further emphasises that when considering the impact of proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Policy DM24 states that panning permission and/or Listed Building consent will only be granted provided that the appearance, significance, or historic character of the Listed Building is not adversely affected. It also states that development in Conservation Areas will be required to be of a high standard of design and materials so as to respect, preserve and enhance the character and appearance of that area, and preserve important features.

Policy DM5 seeks to ensure all new development is of a high architectural and design quality and respect and enhance the character of the site and the prevailing character of the area.

It is proposed to replace all the existing windows with double-glazed units. The reason given for the proposal is that the existing windows and doors have reached the end of their life and require replacement. There is also a desire to improve the residents' thermal comfort and security.

The Heritage Statement does not attempt to discuss the likely date of the existing windows or to justify the proposed change in terms of their condition. The assessment of impact does not address the impact of the loss of historic fabric on the significance of the building, or the impact of double glazing on the historic character of the listed building. While a window schedule has been provided, it only covers some windows, and makes no attempt to show that existing windows are beyond repair. The principle of their wholesale replacement is not accepted. Historic windows make an important contribution to the architectural interest of listed buildings and provide evidence of historic fabric, craftsmanship and detailing. Therefore, there is a presumption in favour of their retention and sympathetic repair. Replacement of historic windows is resisted unless it can be demonstrated that they are beyond repair and will be judged on a window-to-window basis.

The property forms part of an attractive and historic Grade II* listed terrace on a prominent corner overlooking Amelia Park. The terrace forms the basis for the Park Crescent Conservation Area. The appearance of the windows is critical to the significance of these buildings and the installation of these replacement windows in the one property would undermine the unity of the group. No evidence has been provided that less harmful methods to improve thermal performance have been considered, such as secondary glazing, draught proofing, installing thick curtains or retrofitting, using a whole house approach to improving thermal efficiency.

Residential amenity
The proposals are within the existing openings so won't result in any change to neighbouring residents' amenity.

Standard of accommodation
The proposals would result in increased thermal performance which would result in warmer homes which require the use of less energy to heat.

Conclusions

The NPPF (paragraph 206) states that any harm to or loss of significance of a designated heritage asset should require clear and convincing justification. Where a development proposal will lead to less that substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the (paragraph 208).

The Applicant has not provided clear and convincing justification for the harm to the special architectural and historic qualities of this Grade II* listed building. There are only private benefits of the proposal relating to the improvement to living conditions for residents. There are no public benefits that would outweigh the harm resulting from the proposed development, on the significance of this listed building and the wider conservation area.

The proposals would fail to preserve the listed building or any features of special interest which it possesses, contrary to sections 66 (1) and 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The proposed development is contrary to policies DM5 and H24 of Worthing Local Plan (2023).

Recommendation

AWDM/1564/23 (full application)

REFUSE for the reason:-

The proposed window replacement, by reason of detailed design, would be detrimental to the special architectural and historical qualities of this listed building, the terrace of which it forms part, and the wider Park Crescent Conservation Area contrary to policies DM5 and DM24 of the Worthing Local Plan, and the relevant paragraphs of the National Planning Policy Framework and fails the statutory tests in Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

AWDM/1565/23 (listed building consent)

REFUSE for the reason:

The proposed window replacement, by reason of detailed design, loss of historic fabric, inadequate assessment of significance and a lack of information to justify replacement, results in unacceptable harm to the special architectural and historical qualities of this listed building contrary to policy DM24 of the Worthing Local Plan, and the relevant paragraphs of the National Planning Policy Framework and fails the statutory tests in Sections 16(2) and 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Informative

Pro-active - Refusal

Is recommendation contrary to letter(s) of representation? N

Case Officer: Louise Prew Date: 18/06/2024

Authorised by: Date: