



WORTHING BOROUGH  
C O U N C I L

13 April 2021

Worthing Planning Committee	
Date:	21 April 2021
Time:	6.30 pm
Venue:	Remote Meeting via Zoom

**Committee Membership:** Councillors Paul High (Chair), Noel Atkins (Vice-Chairman), Paul Baker, Jim Deen, Martin McCabe, Helen Silman, Paul Westover and Steve Wills

**NOTE:**

Anyone wishing to speak at this meeting on a planning application before the Committee should register by telephone (01903 221006) or e-mail [democratic.services@adur-worthing.gov.uk](mailto:democratic.services@adur-worthing.gov.uk) before noon on Tuesday 20 April 2021.

## Agenda

### Part A

#### 1. Substitute Members

Any substitute members should declare their substitution.

#### 2. Declarations of Interest

Members and Officers must declare any disclosable pecuniary interests in relation to any business on the agenda. Declarations should also be made at any stage such as interest becomes apparent during the meeting.

If in doubt contact the Legal or Democratic Services representative for this meeting.

Members and Officers may seek advice upon any relevant interest from the Monitoring Officer prior to the meeting.

### 3. Public Question Time

So as to provide the best opportunity for the Committee to provide the public with the fullest answer, questions from the public should be submitted by midday on Monday 19 April 2021.

Where meetings are held remotely, no question will be permitted from the public unless such notice has been given.

Questions should be submitted to Democratic Services - [democratic.services@adur-worthing.gov.uk](mailto:democratic.services@adur-worthing.gov.uk)

(Note: Public Question Time will last for a maximum of 30 minutes)

### 4. Confirmation of Minutes

To approve the minutes of the Planning Committee meetings of the Committee held on Wednesday 24 March 2021, which have been emailed to Members.

### 5. Items Raised Under Urgency Provisions

To consider any items the Chair of the meeting considers urgent.

### 6. Planning Applications (Pages 1 - 34)

To consider the reports by the Director for the Economy, attached as Item 6.

### 7. Planning Appeals

None received since the last meeting.

## Part B - Not for publication - Exempt Information Reports

None

#### Recording of this meeting

Please note that this meeting is being live streamed and a recording of the meeting will be available to view on the Council's website. This meeting will be available to view on our website for one year and will be deleted after that period. The Council will not be recording any discussions in Part B of the agenda (where the press and public have been excluded).

For Democratic Services enquiries relating to this meeting please contact:	For Legal Services enquiries relating to this meeting please contact:
Heather Kingston Democratic Services Officer 01903 221006 <a href="mailto:heather.kingston@adur-worthing.gov.uk">heather.kingston@adur-worthing.gov.uk</a>	Sally Drury-Smith Lawyer 01903 221086 <a href="mailto:sally.drury-smith@adur-worthing.gov.uk">sally.drury-smith@adur-worthing.gov.uk</a>

**Duration of the Meeting:** Four hours after the commencement of the meeting the Chairperson will adjourn the meeting to consider if it wishes to continue. A vote will be taken and a simple majority in favour will be necessary for the meeting to continue.

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WORTHING BOROUGH  
C O U N C I L

**Planning Committee**

**21 April 2021**

**Agenda Item 6**

**Ward: ALL**

**Key Decision: Yes / No**

**Report by the Director for Economy**

**Planning Applications**

**1**

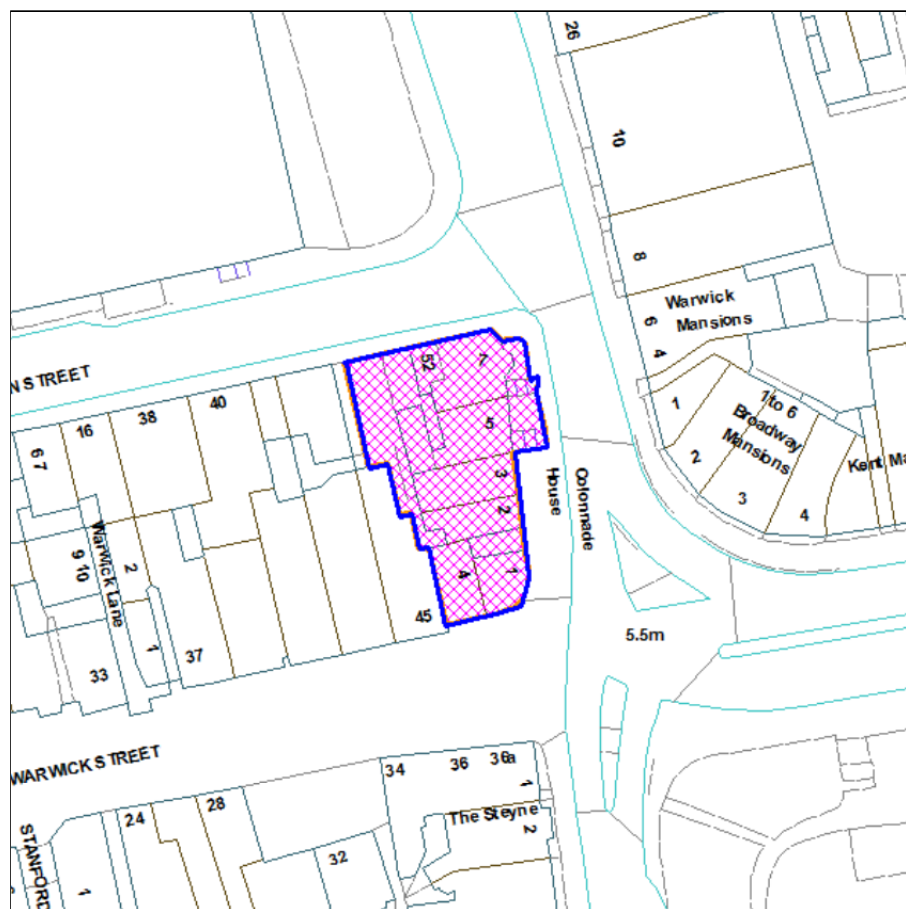
**Application Number: AWDM/0141/21**

**Recommendation – Approve**

**Site: Development Site At 52 Ann Street And 1 To 7 High Street,  
Worthing**

**Proposal: Full planning permission for the demolition of 2-7 High Street and 52 Ann Street and creation of a mixed use development comprising 6.no residential flats with roof terrace (C3 Use Class) and a new Digital and Creative Hub consisting of office and meeting room space (Use Class E), reception areas, art studios, exhibition space (Use Class E), café facilities (Use Class E) and associated cycle parking and waste storage facilities at the site of Colonnade House.**

<b>Application Number:</b>	<b>AWDM/0141/21</b>	<b>Recommendation - Approve</b>
<b>Site:</b>	<b>Development Site At 52 Ann Street And 1 To 7 High Street, Worthing</b>	
<b>Proposal:</b>	Full planning permission for the demolition of 2-7 High Street and 52 Ann Street and creation of a mixed use development comprising 6.no residential flats with roof terrace (C3 Use Class) and a new Digital and Creative Hub consisting of office and meeting room space (Use Class E), reception areas, art studios, exhibition space (Use Class E), café facilities (Use Class E) and associated cycle parking and waste storage facilities at the site of Colonnade House.	
<b>Applicant:</b>	Worthing Borough Council	Ward: Central
<b>Agent:</b>	ECE Planning	
<b>Case Officer:</b>	James Appleton	



**Not to Scale**

## **The Site and Surroundings**

The site consists of Colonnade House (no. 47 Warwick Street), nos. 2-7 High Street and no. 52 Ann Street. The existing site consists of a group of buildings with varying sized plots and building heights. The site has a total area of 0.084 ha.

The site is located on the north western corner of Steyne Gardens in Worthing to the north of Warwick Street. The site is bordered by Ann Street to the north, the A259 (High Street) to the east, Warwick Street to the south and no.45 Warwick Street, a listed building to the west.

Colonnade House is a four storey building located on the corner of Warwick Street and the junction between the High Street and Brighton Road. It is used as a creative workspace building containing art galleries on the ground floor with studio offices contained on the upper floors. Nos.2 and 3 High Street consists of a two-storey building and contains flexible E use class facilities on the ground floor and first floor.

No. 5 High Street is located to the immediate north of No.3 High Street and consists of a redundant building damaged by fire. No. 7 High Street is a four storey building and incorporates a cant bay, extending across all floors on the east elevation. Both buildings incorporate semi basement areas and steps leading up to the front doors. No 7 is currently occupied by a clothing repair business. No. 52 Ann Street located to the north of the site is a single storey flat roof building containing a small shop occupied as a hairdressers.

The site is within the identified built-up area boundary of Worthing and is located within the defined Town Centre boundary. The site is also designated within the Worthing Central Shopping Area (Primary Zone B). Warwick Street is a pedestrianised street offering a range of restaurants, cafes and smaller independent shops.

The site is situated within the South Street Conservation Area and adjacent to the western border of Steyne Gardens Conservation Area. The buildings are all indicated as positive indicators to the character of the Conservation Area. The adjoining building to the west (No 45 Warwick Street) is a grade II listed building and there are other designated heritage buildings further to the west and south of the site.

## **The Proposal**

The proposal seeks the demolition of 2 & 3 High Street, nos. 5 -7 High Street and no.52 Ann Street with the provision of new additional creative workspace facilities at Colonnade House and a new residential building comprising 6 residential apartments. The replacement building for Nos 2 & 3 The plan below shows the extent of demolition shaded grey:



## **Applicant's Supporting Statements**

### *Planning Statement*

*The Planning Application has been prepared on behalf of Worthing Borough Council in support of the development for:*

*“Full planning permission for the creation of a mixed use development comprising 6.no residential flats (C3 Use Class) and a new Digital and Creative Hub consisting of office and meeting room space (Use Class E), reception areas, art studios, exhibition space (Use Class E), café facilities (Use Class E), and associated cycle parking and waste storage facilities, at the site of Colonnade House, nos. 2-7 High Street, 52 Ann Street, Worthing, BN11 3DH”.*

*The proposed redevelopment represents an opportunity to make best use of a historic building located on a prominent site within Worthing. It would reuse a building which has fallen in disrepair and continue to deteriorate, while creating a bespoke unified and purposefully designed space. The aim is to provide a creative space tailored to the needs of small creative businesses, where they can operate from, network, expand their potential and grow into their own independent businesses. In this regard the proposals are considered to make efficient use out of a vacant building and also make best use of existing floorspace, while creating additional employment opportunities; these are both supported by local and national planning policies.*

*The existing use of Colonnade House has been very successful and current occupiers have expressed their support towards the proposals, as they wish to see the space grow to better respond to local needs. The proposed use therefore seeks to support economic growth within the Borough by vastly improving employment at the site.*



*In relation to residential provision on site, given the limited land capacity in Worthing to provide housing, residential opportunities are considered of high value, especially within highly sustainable locations such as this. The proposed development would make a valid contribution towards Worthing's housing needs.*

*Residential amenity has been assessed and it can be concluded that the development would have a limited, but acceptable effect on surrounding residential properties, especially when considering the site's town centre location, neighbouring use classes and their associated opening hours.*

*The new design will significantly enhance the run-down appearance of the premises and will restore the buildings' image, while introducing new contemporary and creative elements, thus making an architectural statement appropriate to the site's history, proposed use and prominent location on the gateway to the Town Centre. The building is expected to increase footfall and create a link between the east and west sides of Worthing.*

*To conclude, in light of all the evidence as presented within this document the reuse of this currently restricted and partially vacant and dilapidated site, will tangibly enhance the vitality and viability of the immediate area and is considered to be consistent fully with the aims and objectives of the National Planning Policy Framework, the Worthing Core Strategy and the saved policies of the Worthing Local Plan.*

*It is therefore respectfully requested that the Council grants this application full planning permission without delay."*

### **Heritage Significance Statement**

*"The overall conclusion of this assessment is that, while the building group has some notable qualities, it has been much diminished by change over time. The significant values and attributes of the buildings group are considered under the various (and relevant) heritage criteria. It is also acknowledged that a number of elements have historical value, which is considered at a local level of significance. The over heritage significance of the buildings group, however, has been somewhat diminished by works especially the late 19th century changes, which involved the loss of notable features such as a large section of the original colonnade or veranda, a feature that unified the buildings group aesthetically at ground level (with the remaining part of this feature removed in the 1930s). Number 3 High Street was also rebuilt as a two-storey element at this time, which compromised the architectural unity and balance of the group.*

*The architectural quality of the group was also further eroded following the remodelling works that occurred during the 1930s, such as the removal of the ground level to Colonnade House and the introduction of a rationalise ground level consistent with those properties on Warwick Street. The changes also involved the loss of notable features to nos. 5 and 7 High Street, such as the removal of the distinctive original oriel window bay to the principal elevation of no. 5, which was likely removed in the 1930s during the remodelling works and its replacement with enlarged flush window openings. The original entrance portico to no. 5 was also likely removed at this time. Similarly, the principal High Street elevation to no. 7*

*was also reconfigured in the late 19th century, with the original windows to the corner removed and the openings infilled. Additionally, a new projecting window bay was introduced between lower ground level and third floor level. The effect of these works has been to, collectively, lessen the architectural impact of the buildings group.*

*With the above in mind, the heritage values identified do not elevate the buildings group to a level of significance that would warrant statutory listing. While parts of the group do display some attributes that are considered significant when assessed against locally Listed Building criteria, such as the landmark qualities associated with the remodelled Colonnade House, it is considered that collectively nos. 5 and 7 High Street, in particular, have been diminished to such an extent that they do not warrant their “Local Interest Building” listing status. Number 5 has been heavily compromised and the original design intent of number 7 has also been eroded by subsequent chance.”*

## **Design and Access Statement**

The DAS sets out the options considered and why conversion was not feasible on viability grounds and the key design considerations. The Executive Summary states that,

*Project Overview: The proposed commercial development will set out to deliver a clear design vision which specifically provides the following benefits: • Provide a development of the highest architectural quality. • Maintain and enhance the character of the setting of Colonnade House by proposing a contextual design, responding to the style and materiality of the area, while also providing a benchmark for all future development. • Limited impact on neighbouring properties by carefully considering scale, mass and views in and out of the site. • Providing a sustainable solution for the site that responds to the opportunities and constraints of the site.*

*Design Approach: The design approach aims to respect the site’s setting adjacent to the boundaries of two conservation areas within Worthing drawing upon the architectural vernacular and materials used in both the neighbouring properties and elsewhere in the surrounding area. The close proximity to the coast has also influenced the overall design, helping to inform mass, scale, design and material choice. These influences have been utilised in an interesting and creative way to provide an individual and dynamic commercial development of the highest architectural quality.*

*Scheme Summary: The site is currently occupied by a collection of buildings of varying condition, use and scale. The proposed development comprises a single unifying form (informed by the existing established building lines) with a new Digital Creative Hub, Cafe and a total of six residential units. In addition to the building the site has provision for a service bay, cycle storage and on-site refuse storage facilities within a central location*

## **Daylight for Neighbouring Properties**

*The results demonstrate that the proposed development will have a relatively low impact on the light receivable by its neighbouring properties. Non-compliance with the BRE recommendations is limited to the daylight test in respect of window 89 at 45 Warwick Street. In our opinion, taking into account the overall high level of compliance with the BRE recommendations, and the mitigating factors set out in section 4, the proposed development is acceptable in terms of daylight and sunlight.*

## **Transport Statement**

*The site is located in a well established residential and retail area and has excellent links to public transport infrastructure as well as cyclist and pedestrian facilities. There are numerous amenities within walking distance of the site and the location is highly sustainable for residential development.*

*A replacement access for delivery vehicles is proposed. Visibility will remain as per the existing vehicle crossover point.*

*Given the highly accessible location of the site no further on-site car parking is proposed. Cycle parking will be provided in accordance with the minimum requirements for residential use as set out in West Sussex County Council's current parking standards.*

## **Consultations**

**West Sussex County Council Highways Authority** comments that,

*"The proposal above has been considered by WSCC as the County Highway Authority, more information is required regarding the effective width of the proposed future shared cycle/footway on High Street.*

*The site is located at Colonnade House, a corner plot situated between Warwick Street to the south, High Street to the east, and Ann Street to the north. Since 2014 the site has been used as a creative workspace hub, and this application seeks to expand its offer by re-developing the adjacent land into additional digital and creative space, and 6 residential flats.*

*The development will be car free, other than 1 off road parking space, designed into the building for deliveries. Cycle storage will be provided in line with the latest WSCC guidance. Given the site is centrally located WSCC do not consider the lack of parking to be an issue. The site is in proximity of a multi-storey car park, open 24 hrs and on-street parking is available for residents although they will require a permit. (It is important to note that on-street parking may not be guaranteed via the controlled parking permit scheme and it has been brought to our attention that the waiting list for zone z is extensive.)*

*Nevertheless, the site is highly sustainable within proximity to local bus stops and Worthing Train Station. The national cycle route 2 is also located close by on Marine Parade, and the High Street has been identified as a secondary cycle route within*

*the adopted Adur and Worthing Local Cycling and Infrastructure Plan. Whilst not yet adopted, WSCC has been considering proposals for a shared use pedestrian/cycle route on High Street, adjacent to Colonnade House, which would link into this.*

*It is noted that street furniture in the form of chairs and tables, and a planter are proposed to be located within the footway. It should also be noted a licence will be required for tables and chairs, planters, and cycle storage in the public footway. Tactile paving will also be required where the footway meets the Junction of Ann Street on either side.*

*The location of street furniture could also cause narrowing of the footway, affecting the proposals for the shared use cycle path. To fully understand the effective width, can the applicant provide dimensions on a drawing please also showing how these relate to the existing highway boundary.*

*The residential part of the building will be accessible on foot via an entrance from Ann Street, which also provides access to 5 additional cycle storage spaces. These will be secure and covered and meet current guidance. The re-development of this area will move the existing parking space to the west of the current dropped kerb access, requiring a new dropped crossover, and reinstatement of the existing dropped kerb to full height. This can be progressed as part of a s278 agreement.*

*We have consulted the Parking Team at WSCC regarding the relocation of 1 parking space to accommodate the new dropped kerb. This will require the developer to absorb any costs associated with these works and any changes required to the existing TRO. Lastly a S38 agreement will be required for the adoption of the footway on the High Street which were created to replace the basement areas.*

*In summary, whilst the redevelopment proposals are generally accepted, more information regarding the effective width of the proposed future shared cycle/footway on High Street are required. Should narrowing occur the applicant will need to provide proposed solutions.*

### **Residents Parking Permits in Controlled Parking Zones (CPZs)**

*The applicant and potential future occupiers of the development are advised that future tenants/homeowners may not be entitled to purchase Resident or Visitor Permits that entitle users to park on-street in the roads around the development site. Alternatively, Non-Resident permits may be available in some roads where capacity allows or some tenants/homeowners may have to join a waiting list before permits are issued. Eligibility for permits will be in accordance with existing WSCC parking policy and procedures. Tenants/homeowners are advised to contact the local District/Borough Parking Services Team for further clarification. Further information and key questions and answers about how Controlled Parking Zones work can be found here:*

*<https://www.westsussex.gov.uk/roads-and-travel/parking/residents-parking-schemes/how-parkingschemes-work/>*

## **Construction Management Plan**

*No development shall take place, including any works of demolition, until a Construction*

*Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters,*

- the anticipated number, frequency and types of vehicles used during construction,*
- the method of access and routing of vehicles during construction,*
- the parking of vehicles by site operatives and visitors,*
- the loading and unloading of plant, materials and waste,*
- the storage of plant and materials used in construction of the development,*
- the erection and maintenance of security hoarding,*
- the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),*
- details of public engagement both prior to and during construction works.*

*Reason: In the interests of highway safety and the amenities of the area.*

## **Works within the Highway – Implementation Team**

*The applicant is required to obtain all appropriate consents from West Sussex County Council, as Highway Authority, to cover the off-site highway works. The applicant is requested to contact The Implementation Team Leader (01243 642105) to commence this process. The applicant is advised that it is an offence to undertake any works within the highway prior to the agreement being in place.”*

## **Adur & Worthing Councils:**

The **Environmental Health** Officer, Private Sector Housing, comments that,

*“No objections in principle, but:*

*Flats 2 & 4 are labelled as 1bed/2 person, but fall below the 50 sq.m minimum floorspace standard under the national space standards (although Flat 2 meets the 1b/1p standard and Flat 4 meets the Worthing SPD standard for a studio flat).*

*The headspace above the lift and the associated M & E utility cupboard can only be accessed through Flat 6 - this will hinder access in an emergency.”*

The **Technical Services** Officer comments that,

*“Thank you for the opportunity to comment upon this application. We have the following comments on flood risk and surface water drainage.*

*Flood risk - The application is within flood zone 1, the site is shown to be at risk from surface water flooding. We would recommend consideration of raising of FFLs to ensure the development is safe from surface water flooding throughout its*

*lifetime. We Would recommend a condition is applied to ensure that sleeping accommodation is never provided below predicted flood elevations.*

*Surface water drainage - A short surface water drainage statement has been provided as part of this application. The application states that it is proposed to attenuate surface water prior to discharge to surface water sewer. The application does not go into detail on what storage may be required and where connections to the sewer are proposed. The statement appears to imply that storage beneath the building is being considered, we wish to state that this is not appropriate due to a number of factors including unacceptable loadings, and difficulties with future maintenance. The use of blue/ green roofs and walls should be considered. Any external hard surfaces must also be drained in a sustainable manner, including the treatment of surface water prior to discharge. We Would recommend that the use of permeable surfaces is considered. We also wish to confirm that discharge must be restricted to as close to greenfield QBar as possible for all events up to and including the 1 in 100 year plus 40% climate change event. ACCTV survey of existing drainage arrangements should be completed prior to demolition.*

*If you are minded to approve this application please apply the following conditions to ensure the proposal is adequately drained and does not increase flood risk:*

*“Development shall not commence, other than works of site survey and investigation, until full details of the proposed surface water drainage scheme have been submitted to and approved in writing by the Local Planning Authority. The design should follow the hierarchy of preference for different types of surface water drainage disposal systems as set out in Approved Document H of the Building Regulations, and the recommendations of the SuDS Manual produced by CIRIA. Winter groundwater monitoring to establish highest annual ground water levels and winter infiltration testing to BRE DG365, or similar approved, will be required to support the design of any Infiltration drainage. No building / No part of the extended building shall be occupied until the complete surface water drainage system serving the property has been implemented in accordance with the agreed details and the details so agreed shall be maintained in good working order in perpetuity.”*

*“Development shall not commence until full details of the maintenance and management of the surface water drainage system is set out in a site-specific maintenance manual and submitted to, and approved in writing, by the Local Planning Authority. The manual is to include details of financial management and arrangements for the replacement of major components at the end of the manufacturer's recommended design life. Upon completed construction of the surface water drainage system, the owner or management company shall strictly adhere to and implement the recommendations contained within the manual.”*

*“Immediately following implementation of the approved surface water drainage system and prior to occupation of any part of the development, the developer/applicant shall provide the local planning authority with as-built drawings of the implemented scheme together with a completion report prepared by an independent engineer that confirms that the scheme was built in accordance with the approved drawing/s and is fit for purpose. The scheme shall thereafter be maintained in perpetuity.”*

and the accompanying informative:

*"Infiltration rates for soakage structures are to be based on percolation tests undertaken in the winter period and at the location and depth of the proposed structures. The percolation tests must be carried out in accordance with BRE DG365, CIRIA R156 or a similar approved method and cater for the 1 in 10 year storm between the invert of the entry pipe to the soakaway, and the base of the structure. It must also have provision to ensure that there is capacity in the system to contain below ground level the 1 in 100 year event plus 40% on stored volumes, as an allowance for climate change. Adequate freeboard must be provided between the base of the soakaway structure and the highest recorded annual groundwater level identified in that location. Any SuDS or soakaway design must include adequate groundwater monitoring data to determine the highest winter groundwater table in support of the design. The applicant is advised to discuss the extent of groundwater monitoring with the Council's Engineers. Further detail regarding our requirements are available on the following webpage <https://www.adur-worthing.gov.uk/planning/applications/submit-fees-forms>. A surface water drainage checklist is available on this webpage. This clearly sets out our requirements for avoiding pre-commencement conditions, or to discharge conditions"*

The **Council for British Archaeology** comments that,

### ***"Summary***

*The CBA supports the principle of redeveloping the application site, however we strongly object to the proposed scheme, specifically the demolition of 5 and 7 High Street. In its current form this application is contrary to the multiple requirements of section 16 of the NPPF, section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as well as national and local commitments to sustainability in the built environment.*

### ***Significance***

*The application site is in the South Street Conservation Area and adjacent to the western border of Steyne Gardens Conservation Area. The South Street conservation area is characterised by the late 18th, early 19th century development of Worthing as a fashionable genteel seaside resort. 5 and 7 High Street form a group with Colonnade House and are locally listed buildings that represent the historic development of Worthing and express identified qualities noted in the character appraisal of the South Street Conservation Area. As such they contribute to the character and appearance of the conservation area. They are identified as 'Local Interest Buildings' in Appendix 8 of the Worthing Local Plan, 2003. Their dilapidated state means there is opportunity to better reveal their significance and contribution to the character and appearance of the conservation area, as set out in paragraph 185 of the NPPF.*

*The heritage interest of 5 and 7 High Street stems from their group value with Colonnade House. The curved corner of No. 7 holds symmetry with that of Colonnade House at the other end of the block and is prominent as a corner plot within the conservation area. These buildings contribute to the 19th century*

*character of the South Street Conservation Area in illustrating the development of Worthing in this period as a fashionable seaside resort, which is an important aspect of Worthing's cultural heritage and identity. In their period character the application site also contributes to the setting of a number of designated and undesignated heritage assets within the immediate vicinity, that share these character attributes. These include; No.45 Warwick Street (Grade II), No.34,36,36a Warwick Street (Grade II), No.30,32,32a Warwick Street (Grade II), No.28 Warwick Street (Grade II), No.24 and 26 Warwick Street (Grade II), Chatsworth Hotel Steyne Hotel (Grade II), Building at rear of No.35 Warwick Street (Grade II) and No.8 Ann Street (GII).*

### **Comments**

*The CBA are broadly supportive towards the redevelopment of the application site. We note the historical alterations to the entire block, which relate to historical events, including a fire, as well as changes in taste, building design and technologies. The 1930s façade to Colonnade House leads the way in expressing the group's evolution and the potential for further remodelling of these historic buildings.*

*However, the CBA objects to the quantity of demolition proposed by the current scheme, specifically the total demolition of 5 and 7 High Street. We note the options appraisal within the Design and Access statement and question the criteria by which option C has been selected as the preferred option. The Viability Report referenced on p.35 does not appear on the Planning Portal. The CBA would support a scheme that involved substantial remodelling of No.s 2 and 3 (which do not make such a contribution to the streetscape and are not locally listed), but retained No.s 5 and 7 High Street.*

*Demolition of 5 and 7 High Street is based on the premise that their significant values and attributes have diminished over time. The CBA recognises their rundown condition and that the historical alterations to the principal elevations has impacted on their aesthetic values. However, the CBA disagree that the late 19th century bay windows detract from the significance of number 7, as they express the building's evolution as a continued part of Worthing's Victorian heyday, and such bays are noted as a characteristic of the conservation area. The loss of significant fabric, including the colonnade that unified this block of buildings at ground level until the 1930s is regrettable, however their reduced aesthetic appearance, which is likely to explain why these buildings are not designated, opens up more possibilities and potential for altering the buildings in order to better reveal, without harming, their significance. The CBA strongly believes that adding a contemporary phase of development as a continuation of the block's legible evolution can be best achieved by retaining and refurbishing 5 and 7 High Street, avoiding causing substantial harm to this historic block through the total loss of these buildings.*

*5 and 7 High Street exhibit a number of design qualities that characterise the South Street Conservation Area, including:*

- Individual properties built on narrow plots.*
- Elevations which feature bays, dormers, cornices and render or yellow brick.*
- Mansard or pitched roofs in slate.*
- Timber sliding sash windows which provide a vertical emphasis to the street.*



- Co-ordinated black metal street furniture.

*In comparison, the principal elevation of their proposed replacement would not only lose a number of these period characteristics but also blend the 2 narrow plots into 1, eroding the historic grain of the site. The innocuous design is reminiscent of residential blocks that the CBA sees proposed in cities across the country. It says nothing of the place identity, character or qualities that make Worthing special or reveal its heritage and significance. As a corner plot it would be highly visible within the conservation area without making a positive contribution to its character and appearance.*

*In terms of sustainable development, the adaptive reuse of standing buildings far outweighs their demolition and rebuilding. The mindset that old buildings are inefficient in terms of energy usage focuses on the daily emissions created by heating and powering a building, overlooking the carbon embodied within the building and the carbon lost through demolition. 5 and 7 High Street already embody significant CO2 emissions in their materials. The fact they have been standing for over 200 years supports the truism 'The greenest building is one that's already built'. New buildings are a major source of resource use and waste production. A key tenant of a sustainable built environment is effectively extending the useful life of existing buildings by improving them because the CO2 emissions already embodied within existing buildings would not be lost through demolition. There are also many ways to reduce the daily emissions in historic building stock through retrofitting.*

*Compelling research into the embodied carbon in pre-1919 building stock, commissioned by Historic England, demonstrates the imperative of not wasting the embodied carbon in standing buildings if the UK is to reach its legally binding commitment to be carbon neutral by 2050. Recent Historic England research has found that "Compared to refurbishing a traditional Victorian terrace, a new building of the same size produces up to thirteen times more embodied carbon. This equates to around 16.4 tonnes of CO2, which is the equivalent of the emissions released by driving 60,000km, or 300 times round the M25, in a large petrol car."*

*The CBA fully supports the proposed contemporary design of the replacement structure at 2 and 3 High Street, which would add an interesting 21st century component to the streetscape. We would also support the introduction of a mansard roof to 5 and 7, which is noted as a characteristic within the conservation area, if it would support the viability of the scheme.*

### **Recommendation**

*The CBA objects to this application, specifically the proposed demolition of 5 and 7 High Street, two locally listed buildings which exhibit positive characteristics of the South Street Conservation Area and form a historic group with Colonnade House. Their demolition would be contrary to section 72 of the Planning (Listed Building and Conservation Areas) Act, 1990 and paragraphs 184, 185, 192, 197 and 200 of the NPPF.*

*The CBA questions the criteria behind the options appraisal which favours the demolition of 5 and 7 High Street. Not only would their demolition cause harm to the*

*historic environment, but it would also be contrary to national and local climate change commitments including the sustainability commitment of Worthing Council.”*

**Southern Water** comment as follows,

*“The applicant has not stated details of means of disposal of foul drainage from the site.*

*Southern Water requires a formal application for a connection to the public foul and surface water sewer to be made by the applicant or developer.*

*To make an application visit: [southernwater.co.uk/developing](https://southernwater.co.uk/developing) and please read our New Connections Services Charging Arrangements documents which are available on our website via the following link: [southernwater.co.uk/connection-charging-arrangements](https://southernwater.co.uk/connection-charging-arrangements)*

*In situations where surface water is being considered for discharge to our network, we require the below hierarchy for surface water to be followed which is reflected in part H3 of the Building Regulations. Whilst reuse does not strictly form part of this hierarchy, Southern Water would encourage the consideration of reuse for new developments.*

*- Reuse / Infiltration / Watercourse / Storm sewer / Combined Sewer*

*Guidance on Building Regulations is here:*

*[gov.uk/government/publications/drainage-and-waste-disposal-approved-document-h](https://gov.uk/government/publications/drainage-and-waste-disposal-approved-document-h)*

*We would like to engage with you on the design for disposal of surface water for this development at the earliest opportunity and we recommend that civil engineers and landscape architects work together and with Southern Water. In many cases this may negate or reduce the need for network reinforcement and allow earlier completion of the development.*

*It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.*

*We request that should this planning application receive planning approval, the following informative is attached to the consent: Construction of the development shall not commence until details of the proposed means of foul sewerage and surface water disposal have been submitted to, and approved in writing by, the Local Planning Authority in consultation with Southern Water.”*

The **Worthing Society** comments that,

*“Although The Worthing Society is broadly supportive of the proposed Digital and Creative Hub, there are a number of issues on which we wish to comment. We wish to emphasise at the outset that our decision not to lodge an overall objection to the proposal is wholly exceptional in a case where the historic fabric of Georgian*

*Worthing is to be lost. The submitted Design & Access Statement (DAS) contains much useful historical information, which illustrates, in our view, the important heritage value that the existing buildings have in the context of the development of Worthing and as one of the last remaining groups of buildings in the old High Street. We therefore take issue with the comment in the DAS that Nos 5 & 7 have a "lack of heritage significance". They are the most unaltered remaining fabric of the original Colonnade and are still identifiable in contemporary 19th century lithograph prints. We consider that insufficient weight has been given to this, in order to help justify redevelopment.*

*However, we do appreciate that all the existing buildings on the site have either been significantly altered or left to deteriorate since they were affected by the road widening line shown on the Worthing Town Map of 1958 and, shamefully, were left to deteriorate further after the abandonment of the road widening schemes in the late 1970s.*

*It remains our view that, if the will were there, a better scheme could be devised that would allow retention and refurbishment of more of the original fabric of these buildings, which are prominently situated and important to the early history of Worthing. There seems not to be the will for this within the Council. However, in accepting that development is likely to take place, it is of the utmost importance to get the details right.*

*Turning to that matter, we consider that the scale and proportions of the proposed new buildings are generally appropriate. We note that the block to replace Nos 5 & 7 High Street would have classical proportions insofar as the windows are concerned and we are pleased to see that the existing curved corner into Ann Street would be replicated in the new building.*

*There are, however, a number of points to make:*

*1) Although the proportions of the proposed elevations are acceptable, we consider it is too plain and lacks the typical detailing that would be found on an early 19th century Worthing building.*

*2) The DAS mentions that bay windows are a local characteristic, but this has apparently been ignored in the proposed design. There seems no reason why bow or bay windows typical of Worthing could not be included on the High Street elevations and we urge that this should be considered as an amendment to the submitted design.*

*3) We also consider that there should be bolder brick or stone detailing to the High Street and Ann Street elevations. It is good to see that a pale brick is to be used but it is essential that this should be as close as possible in colour and texture to the typical Worthing Yellow brick, which is prevalent in this location (eg The Steyne and The Hollies) and which existed on the facade of No 5 until it was recently vandalised by being painted over. We would ask that samples of potentially suitable bricks should be sourced and made available for consultation before a decision is made.*

*4) We have reservations about the dark grey metal cladding proposed for the fifth floor roof. A dark colour could well appear oppressive and, in our experience, there could be problems with weathering in this marine environment. Careful thought*

*must be given to the type and colour of material to be used and, again, it would be helpful if samples could be made available for consultation before a final decision is made.*

*5) More thought also needs to be given to the proposed link building to replace No 3. We do not disagree with the reasoning behind having a different facing material to provide a link between Nos 5 & 7 and the corner block on Warwick Street, but the proposed design seems too heavily modelled, clunky and poorly detailed and the window proportions seem wrong, with insufficient vertical emphasis.*

*Because of these outstanding points, we do not believe that this application is yet at a stage when it should be presented to the planning committee. Nevertheless, the above points are matters of detail that could be addressed by planning conditions preserving those matters for future consideration, if it is decided that planning permission should be granted.*

*Alternatively, and preferably, consideration of the proposal should be deferred so that the architect can be given an opportunity to consider our suggestions and to make any necessary amendments.*

*We should all be aware of the thrust of Government policy to achieve a better quality of design in all new developments. With attention to the above details, we believe that the proposal could meet this requirement and the new building could become an acceptable replacement for The Colonnade, which was an important and prominent building in the early history of Worthing."*

**Historic England:** No response received.

## **Representations**

Nine letters of objection have been received on the grounds that:

- I. The buildings to be demolished have been on site for over 200 years and are part of the town's historic heritage and the buildings should be renovated putting back features such as sash windows and the previous bow fronted bays.
- II. The Council has a long tradition of wanting to demolish old buildings such as Beach House and much of Ann Street has already been lost to the terrible Guildbourne Centre redevelopment.
- III. The Council should place far greater importance on capitalising on what is left of Georgian Worthing.
- IV. Thanks to Pizza Express the town was able to save Stamford Cottage off Warwick Street where Jane Austin stayed and she would have undoubtedly visited the library at Colonnade House, passed the original buildings in the High Street and known Ann Street where the original Theatre was later built.
- V. I have campaigned to improve No5 previously owned by WSCC and the fact that this was boarded up for such a long time is a scandal in itself. Now is the time to renovate the original building and not build a new structure of little architectural merit.
- VI. It is submitted that it would not be viable to convert Nos 5 and 7, but this is a false premise and the Council should find an architect/developer who has

- past experience of converting old buildings as can be seen at Horsham and Chichester.
- VII. A revised approach should be pursued by the Council to re-purpose the original buildings and give them a new lease of life, the current scheme will do nothing to enhance the area and in time will be commonplace.
  - VIII. The plan does not acknowledge that there are already independent businesses trading in the area.
  - IX. There is insufficient parking in the immediate area and already heavy traffic flow in the area, there has been little notice to submit objections.
  - X. There is little parking available for residents in Ann Street and these spaces are often taken by builders/workmen or by other local businesses and the proposal would cause chaos in the area during demolition and construction being located on a major thoroughfare through the town.
  - XI. The development would result in a loss of amenity and be an overdevelopment of the site.
  - XII. There are 3 current tenants trading in the property and we are not mentioned in the application. Although the idea behind the proposal would be great for the community it should not be at the expense of the existing creative businesses on the site.
  - XIII. Is there any need for more flats in the centre of the town and surely there is a better site for the proposed development.
  - XIV. More should be done to safeguard these valuable heritage assets. It was understood that the level of asbestos within the buildings was why they had to be demolished but now understand that this is not now the case?
  - XV. The Colonnade group of buildings with their simple graceful design are a considerable asset to Worthing particularly as they occupy such a key and central crossroads position in the town.
  - XVI. The results from the public consultation were never made known, there is no space for the existing businesses in the plans and the design is extremely ugly for a Conservation Area.

### **Relevant Planning History**

- AWD/1351/15 - Replacement shopfront at land at Colonnade House. Permitted October 2015.
- 01/01108/CCR3 - Application under Regulation 3 for the use of the premises as an information shop for young people at land at 3-4 Colonnade House. Permitted 17 December 2001.
- 91/05378/FULL – Change of use of ground floor from retail shop to a restaurant with takeaway facilities at land at Colonnade House. Refused 13 May 1991 3.8.1. No.7 High Street.
- 07/0742/FULL - Change of use of basement to a care agency office (Class A2) at land at Shop Basement 7 High Street Worthing West Sussex BN11 1NY. Permitted on 29 August 2007.
- 07/0382/WBR3 - Application under Regulation 3 for continued use of premises as a retail shop, (Class A1), permanent permission sought at land at Basement 7 High Street Worthing West Sussex BN11 1NY. Permitted on 4 May 2007.
- 99/00372/FULL First Floor 7 High Street Worthing West Sussex BN11 1NY. Continued use of the first floor as a tailors (renewal of temporary planning permission WB/96/0207 dated 29th April 1996) Permitted on 25 July 2000.

- 03/00948/FULL First Floor 7 High Street Worthing West Sussex BN11 1NY Continued use of first floor as a tailors - renewal of temporary planning permission WB/00/00503/FULL.
- 02/01363/WBR3 Basement 7 High Street Worthing West Sussex BN11 1NY Application under Regulation 3 for continued use of premises as a retail shop (Class A1).
- 00/00503/FULL First Floor 7 High Street Worthing West Sussex Continued use of first floor as a tailors (Renewal of temporary planning permission WB/99/00372/Full dated 7th June 1999).
- 98/00698/FULL Basement 7 High Street Worthing West Sussex Continued use of premises as a retail shop (Class A1).
- 96/05366/FULL First Floor 7 High Street Worthing West Sussex Continued use of first floor as tailors (renewal of temporary permission WB/92/0007 dated 17 February 1992).
- 96/00563/WBR47 (Ground Floor) 7 High Street Worthing West Sussex Application under regulation 4 for change of use to retail (Use Class A1).
- 93/05330/FULL Basement 7 High Street Worthing West Sussex Change of use to a retail shop.
- 92/05313/FULL First Floor 7 High Street Worthing West Sussex Continued use of first floor tailors (renewal of temporary permission WB/1347/88 dated 30TH DECEMBER 1988) 3.8.2. No.52 Ann Street.
- 00/00140/FULL 52 Ann Street Worthing West Sussex Continued use of premises as a hairdressers.
- 97/05018/WBR4 52 Ann Street Worthing West Sussex Application under regulation 4 for change of use to retail (Use Class A1).
- 97/05019/WBR4 52 Ann Street Worthing West Sussex Application under Regulation 4 change of use to office (use class A2)

## **Relevant Planning Policies and Guidance**

Worthing Core Strategy (2011):

Policy 3 Providing for a Diverse and Sustainable Economy.

Policy 4 Protecting Employment Opportunities

Policy 5 The Visitor Economy

Policy 6 Retail

Policy 7 Meeting Housing Need

Policy 8 Getting the Right Mix of Homes Policy

9 Existing Housing Stock

Policy 10 Affordable Housing

Policy 11 Protecting and Enhancing Recreation and Community Uses

Policy 12 New Infrastructure

Policy 15 Flood Risk and Sustainable Water Management

Policy 16 Built Environment and Design

Policy 17 Sustainable Construction

Policy 18 Sustainable Energy

Policy 19 Sustainable Travel

Worthing Local Plan (WBC 2003) - List of Locally Listed Buildings.

Supplementary Planning Document 'Space Standards' (WBC 2012)

## **Relevant Legislation**

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations

Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

The Planning (Listed Building and Conservation Areas) Act 1990 sets out broad policies and obligations relevant to the protection of Listed Buildings and Conservation Areas and their settings. Section 66(1) states: *In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority.....shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*

Section 69 of the Act requires local authorities to define as conservation areas any areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance and Section 72 gives local authorities a general duty to pay special attention to the desirability of preserving or enhancing the character or appearance of that area in exercising their planning functions.

## **Planning Assessment**

The main planning issues in this case are:

- ☐ The principle of development - including the proposed uses and the loss of heritage assets;
- ☐ Design and impact of the development on the setting of the Conservation Area and adjoining heritage assets;
- ☐ Whether the public benefits of the scheme outweigh any harm to heritage assets
- ☐ Residential amenity (existing and proposed residential dwellings)
- ☐ Sustainability
- ☐ Transport and Accessibility

## **Principle of Development**

In principle there is no objection to the uses proposed for the site. The application site is a very prominent corner site and on the eastern edge of the defined town centre. The principle of active ground floor uses is supported as well as the expansion of the creative workshops in Colonnade House. Although some

concerns have been raised about the loss of existing businesses, the application proposes an increase in commercial floorspace and therefore there is no loss of employment floorspace. The Council's Estates Section is dealing with the current leases in accordance with its duties under the Landlord and Tenant Act and is therefore not relevant in planning terms (albeit the concerns of existing businesses are understood). If existing businesses are required to relocate under the terms of their existing leases your Officers are aware of other vacant floorspace within the town centre which is currently available for these existing businesses. The provision of 6 residential flats would be welcomed in this town centre location particularly given that the Council cannot currently demonstrate a 5 year supply of housing.

The Consultee response from the Council for British Architecture (CBA) and the Worthing Society highlight the policy considerations involving the loss of heritage assets and the sustainability benefits of retaining and renovating existing buildings. The application site is located in the north-eastern section of the South Street Conservation Area. The proposal involves the demolition of the central and northern part of the application site, Nos 2, 3, 5 and 7 High Street and 52 Ann Street. These buildings are local interest buildings and are positive contributors to the character of the Conservation Area and as such, there is a policy presumption in favour of retaining these heritage assets.

This is the key issue with this application and the applicant has sought to demonstrate that the loss of these buildings can be justified having regard to the viability issues of converting the existing buildings, the diminished significance of the heritage assets (as a result of subsequent alterations) and the public benefits of the overall development.

During pre-application discussions, the applicant was requested to investigate the scope to retain and renovate the existing buildings. Following the purchase of No 5 High Street from the County Council a structural survey was undertaken of the building which revealed the extent of fire damage and the presence of asbestos. A viability assessment was also undertaken that identified that the conversion of Nos 5 and 7, even for the optimum residential use (in terms of financial return) would not be viable. An extract from the financial appraisal is attached as Appendix 1 and shows that overall the project would result in a shortfall of over £90,000. As a result the proposed residential would not provide any financial assistance towards the Council's objective of expanding the successful creative workshops occupying Colonnade House.

The proposed residential use of the existing buildings would also not address the problems of different floor levels across the site and meet the applicants desire for a vibrant and active frontage with the ground floor providing enhanced meeting and creative space fronting the High Street.

The extremely poor condition of No 5 High Street, in particular and the significant conversion costs make this unviable as an option for the Council or any other commercial developer. It is also highly relevant that the current application is also not viable without significant financial investment by the Council as set out in the report to the Joint Strategic Committee (JSC) last month. The project is only viable if the Council seeks to use the residential accommodation for temporary and emergency accommodation (this helps offset the current revenue strain on the



Council in providing temporary bed and breakfast accommodation) and by investing both capital and revenue funding for the first 10 years of the project. The extract from the JSC report sets out the financial costs to the Council:

*“7.3 The most financially viable option provides commercial workspace opportunities managed by a Trust and the provision of 6 residential units for use as temporary/emergency accommodation. This scheme proposal has a capital cost of £4.050m and an average revenue cost of £7,800 per annum over the first 10 years of operation. The capital and revenue costs are broken down further in the following sections:*

#### **7.4 Capital**

	<b>2021/22</b>	<b>2022/23</b>	<b>Total</b>
	<b>£</b>	<b>£</b>	<b>£</b>
<i>Estimated Construction costs</i>	<i>1,027,923</i>	<i>2,015,845</i>	<i>3,043,768</i>
<i>Allowance for Optimism Bias</i>	<i>253,647</i>	<i>507,293</i>	<i>760,940</i>
<i>Right to Light</i>	<i>50,000</i>	<i>0</i>	<i>50,000</i>
<i>Overage</i>	<i>33,333</i>	<i>66,667</i>	<i>100,000</i>
<i>Capitalised interest</i>	<i>15,950</i>	<i>79,580</i>	<i>92,440</i>
<i>Total capital costs</i>	<i>1,380,852</i>	<i>2,669,386</i>	<i>4,050,238”</i>

Whilst, there is a viability argument which has influenced the preferred option to demolish the locally listed buildings, given the presumption in favour of retaining heritage assets there is also a need to assess the significance of these heritage assets and the impact of the new development on the setting of the Conservation Area and adjoining heritage buildings. The key test in NPPF paragraphs 193-196 is whether a proposed development will result in *substantial harm* or *less than substantial harm*. The following paragraphs of the NPPF are particularly important in determining whether the loss of these heritage assets can be justified.

Paragraph 193 states: *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

Paragraph 194 states: *Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.*

The applicant commissioned a Conservation Consultant to prepare a detailed Heritage Statement and Heritage Significance report. The report identifies the

significant changes to the buildings and the loss of architectural features and concludes that they do not warrant their '*local Interest building*' status. The Heritage Statement provides a very detailed historical breakdown of the various changes to the building and includes a photo circa 1888 which shows the significant fire damage to the 3/4 storey building subsequently replaced by the two storey element (Nos 2 and 3) as well as the subsequently removed verandah or raised colonnade which gave the building its name.



Although the Heritage Statement submitted with the application is very thorough it does rather over concentrate on the architectural merits of the individual buildings but does not, in the opinion of your Officers, have sufficient regard to the wider significance of the buildings.

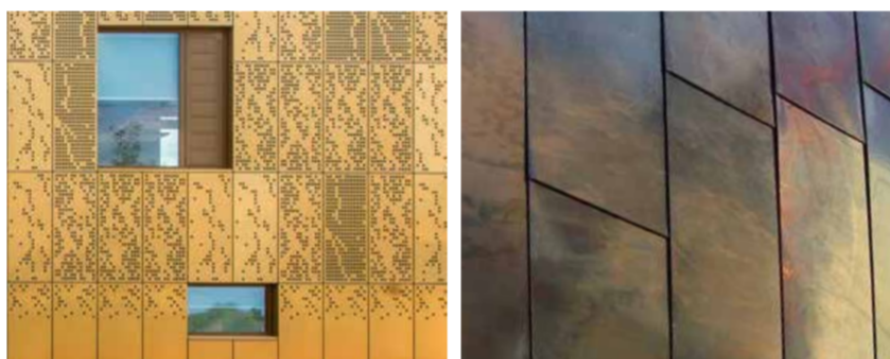
As defined by NPPF, significance may be archaeological, architectural, artistic or historic interest and of course the Council designated Nos 5 and 7 local interest buildings after the alterations to the buildings had been carried out. The buildings were also identified as positive indicators to the Conservation Area. The Heritage Statement sets out the historical significance of the buildings and the link with Jane Austin gives the buildings added historical and community interest. As indicated by the CBA the alterations to No 7 with the addition of the Victorian cant bay shows the architectural evolution of the building and is a typical feature of the town and in this respect is an attractive addition in its own right.

Nonetheless, the condition of No 5 is significantly worse than expected following the purchase of the building by the Council and the difficulties of finding an economically viable use of the building are recognised and are a material planning consideration. The buildings are not statutorily listed and your Officers agree that their much altered form means that they are not worthy of formal designation. Whilst there are some elements of the Heritage Significance report that your Officers disagree with overall, your Officers agree with the overall assessment that the harm caused by the loss of the buildings on the site is less than substantial in NPPF terms. As indicated by the Worthing Society these buildings have in some respect been blighted by the proposed road widening scheme which the County Council eventually withdrew. This road widening scheme prevented any investment in the buildings for a number of years and explains why some of the uses in No 7

such as the Tailors business were only initially granted temporary planning permission.

**Design, appearance and impact of the development on the setting of the Conservation Area and adjoining heritage assets;**

At the pre-application stage amendments were made to the scheme to address certain detailed points including ensuring that the scale of development deferred to the lower scale of Ann Street. The principal of a more contemporary approach to the replacement of Nos 2 & 3 was supported and encouraged as an appropriate transition between architectural styles, and to emphasise the new entrance to the creative and digital workshops. The modernist (cubist) and overtly contemporary style is considered to be appropriate being reflective of the use of the building as an art/creative studio space. The gold metal cladding set at different angles would create different shadows and colours as illustrated in the DAS images below:

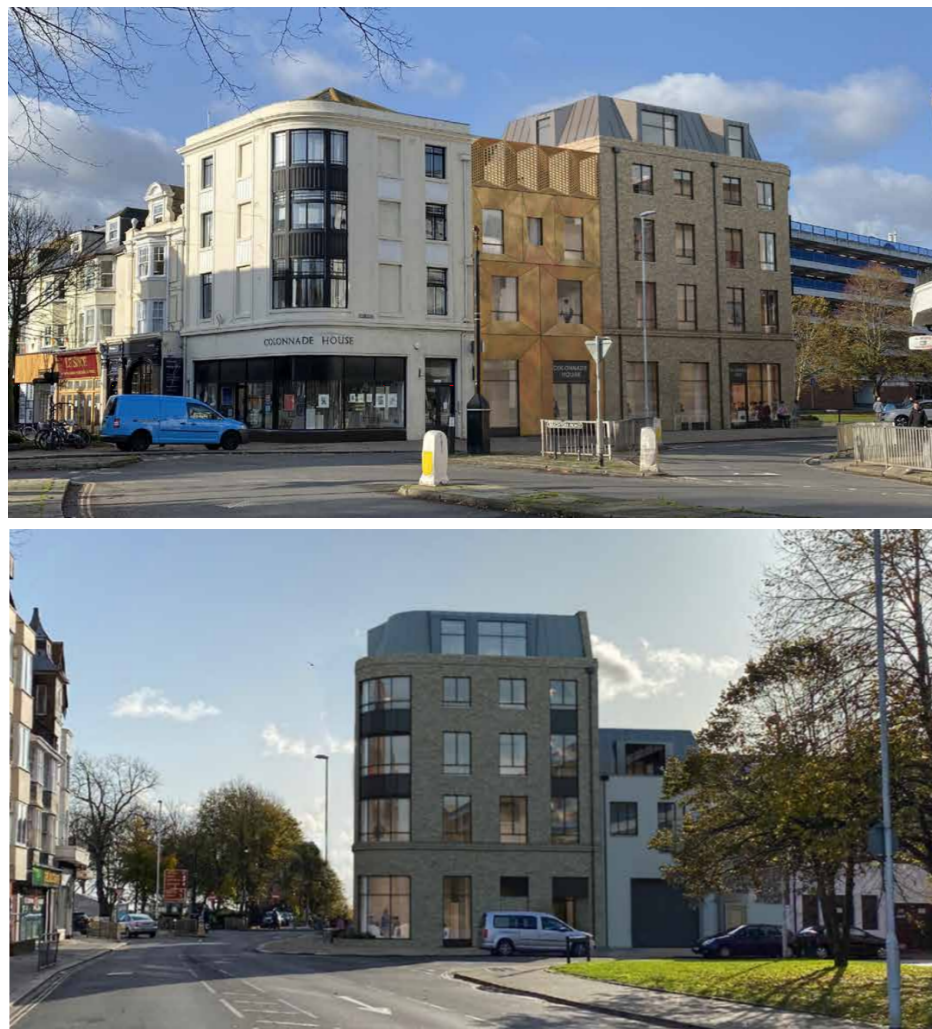


The CBA

comments set out in the Consultation section do not raise any objection to the replacement of Nos 2 and 3 with the above contemporary section. However, the Worthing Society has raised some detailed concerns about the design of this element in terms of its fenestration and heavily modelled form. In response to these concerns your Officers comment that its bold form is deliberately designed to act as a contrast and transition to the replacement buildings for Nos 5 and 7. However, the architect has been asked to consider a slightly more balanced pattern to fenestration at second floor level.

The Worthing Society has also commented that thought should be given to the use of bay windows (cant or bow fronted) on the replacement for Nos 5 and 7 to reflect local vernacular. The design approach of a more simple contemporary replacement is supported and the traditional fenestration proportions would reflect some of the

more simpler terrace forms of Steyne Gardens. Your Officers, however, agree with the Worthing Society about the need for care about brick choice, detailing and the colour for cladding for the top mansard roof. As the photomontage images below illustrate, a light stock brick is proposed and a brick that reflects the older yellow stock brick used in the town would be appropriate in this location.



Your Officers main concern with the design has been the mansard roof and trying to reduce its apparent scale and mass. A light grey would assist to avoid the mansard appearing too heavy and ideally a further set back from the parapet would assist but this would compromise accommodation within this top floor. The large dormer windows appear oversized and increase the apparent bulk of the mansard roof. The architect has been asked to reconsider the size and to see whether smaller dormers aligned with the fenestration below help to relate more sympathetically with the classical proportions of the elevations. The replacement building for 5 & 7 High Street, would start to dominate the retained Colonnade building, due mainly to its larger massing and height and therefore, this does need to be treated sensitively in terms of detailing and cladding colours. Other details such as sills for windows, cornice and plinth detailing have also been raised with the architect as well as concerns about the proposed roller shutter door on the Ann Street frontage. Members will be updated at the meeting but it is considered that these matters can be dealt with by way of planning condition, if not resolved before the meeting.



In terms of the impact of the development on adjoining statutorily designated listed buildings your Officers agree with the applicants Heritage Consultant assessment that the proposal would have little overall effect on the setting of these buildings. The principal south elevation of No 45 Warwick Street immediately adjacent to the site would not be affected by the proposals as Colonnade House is retained. Whilst the greater height and bulk of the replacement buildings would restrict some views of the rear of No 45 Warwick Street, this would only represent some minor visual harm given the rear elevation is secondary in nature and the current views to the rear service yard is a less than attractive setting for the building. The setting of listed buildings on the south side of Warwick Street will have some limited impact in that the larger scale of the replacement buildings but the separation distances are such that any harm is minor in nature.

In terms of the wider Conservation Area your Officers also agree with the Heritage Statement which concludes that,

*Overall, given the design approach to the new elements including their restrained scale and responsive materials palette, it is considered there will be very limited impact associated with the proposal on the character and appearance of the Conservation Area. While the marginal increase in height will result in some very minor harm to the designation (the retained part of Colonnade House, in particular), this is considered to be at the lower end of the less than substantial harm scale. The identified harm would also be outweighed by the public benefits associated with the proposal.*

### **Whether the public benefits of the scheme outweigh any harm to heritage assets**

As set out above the loss of heritage buildings on the site and the scale of the replacement buildings would cause some harm to the South Street Conservation Area and adjoining listed buildings but it is considered that overall this is less than substantial. Paragraph 196 of the NPPF outlines that where a proposed development results in less than substantial harm to the significance of a heritage asset, the harm arising should be weighed against the public benefits accruing from the proposed development. The National Planning Policy Guidance (NPPG) outlines what is meant by public benefits and this includes anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

In this case it is considered that there are clear and convincing public benefits of this development that would outweigh the harm identified to heritage assets.

Expanding the Creative and Digital Workshops: The expansion of Colonnade House is a key cross-cutting commitment in the Councils Platforms for Our Places 2020-22 that aims to develop the creative and digital sectors and skills base. In addition, the scheme is also identified to support the delivery of ultrafast broadband and the wider ambitions around the digital economy (1.4.3). The proposal also supports the Council's 'And Then' ambitions to develop the Councils capabilities to

support our micro start ups and micro entrepreneurs in response to the Coronavirus pandemic.

Since the inception of Colonnade House as a cultural hub in 2016, the workshops have been established as a key creative component of the town centre. In partnership with the Adur & Worthing Trust, Colonnade House has maintained high occupancy levels with the gallery spaces near 100% capacity. Whilst the pandemic has restricted trading, the operation has seen 85% of the tenants retained and the gallery spaces still in demand, in readiness for the easing of restrictions. The expansion of Colonnade House will create new jobs and training opportunities and provide economic stimulus in a time of increased economic uncertainty.

Based on the additional floorspace it is anticipated that a further 39 jobs will be created as a direct result of the project, when all studio/workshop spaces are occupied. The majority of these jobs will be created through the upgraded and new studio spaces, whilst the ground floor cafe is predicted to generate 4 new full time equivalent jobs. The existing Colonnade House has supported over 100 creative industry professionals, therefore the expansion also has the ability to support indirect job opportunities.

The Creative Industries currently have a disproportionate number of micro-businesses compared with other sectors. This gives the sector a distinctiveness in terms of commercial floorspace and other business support requirements. Despite this, micro businesses in the sector are considered 20% more productive in terms of GVA per worker and they are more important in terms of net job creation than similarly sized businesses in other sectors of the economy.

Whilst, the concerns about the loss of heritage assets is recognised the replacement buildings with level access will address mobility issues with the existing structures and create an active frontage enhancing the entrance to the town centre. The redevelopment of this tired site in need of investment would help to diversify and reinvent the town centre with its proposed mix of studio, workshop and gallery space. With the connection of ultrafast broadband and the inclusion of Citizens Wifi, the Council intends for the expanded Colonnade House to become a central point for digital innovation and experimentation. It is hoped that this will provide a focus for creative networks and learning providers (including local universities and colleges).

The proposed 6 flats are intended to be used to provide much needed temporary and emergency accommodation to meet local housing needs. Given the level of unmet housing needs within the town the provision of 6 flats in a highly sustainable town centre location is an important consideration.

Overall it is considered that the development would provide significant public benefits to outweigh concerns about the loss of heritage buildings which although historically significant lack architectural merit, there are viability concerns about renovation to other uses and the current run down appearance of this prominent site.

The residential development would generate a CIL payment of approximately £52,500 (depending on when the scheme is implemented) to help deliver infrastructure improvements in the Borough.

### **Residential amenity (existing and proposed residential dwellings)**

The proposed development would provide well designed apartments meeting the national space standards and providing a good standard of daylight to all flats. As noted by the Private Sector Housing team this would be based on slightly lower occupation levels than indicated on the submitted plans.

The submitted Daylight and Sunlight report assesses the impact of the development on the light received by neighbouring properties. The report concludes that the development will have a relatively low impact on the light received by neighbouring properties. However, the increased bulk and height of the replacement buildings would have some adverse impact on daylight levels to a window in an adjoining residential flat at No 45 Warwick Street when assessed against the Building Research Establishment (BRE) guidelines.. This window in the rear north elevation at first floor level falls slightly short of the BRE target of 0.8 in terms of the change to daylight levels post development (scoring 0.71).

The Daylight and Sunlight report however comments that, - *the BRE guide gives numerical guidelines, it states that these should be interpreted flexibly, since natural lighting is only one of many factors in site layout design.* Given that this is a high density town centre location it is not considered that this slight shortfall in daylight levels to this one window would result in any significant loss of amenity to justify a refusal of permission.

The development would not have any impact on gardens or open spaces as there are none to the north of the application site.

### **Transport and Accessibility**

Whilst the development does not provide any parking, given its highly sustainable location it is not considered a problem. Nearby streets are within the Controlled Parking Zone. Secure cycle storage will be provided for the Colonnade House and the Hub users in the shared, dedicated storage area located within the service yard. Residential cycles will be stored within the secure entry lobby of the main residential stair core. Additional visitor spaces will be also provided in accordance with West Sussex cycle standards.. As a result the County Council as Highway Authority has raised no objection

A concern has been raised by the Highway Authority about the possible use of the highway by tables and chairs and a potential impact on a segregated cyclepath proposed along the western side of the High Street. As this would require separate consent for the siting of such tables and chairs this is not considered to be an issue. However, the County Council has been requested to provide further information on this matter to clarify its concerns.

## ***Sustainability***

The current Local Plan does not include specific guidelines for meeting BREEAM sustainability requirements, however, the emerging Plan which has just been out to consultation does require new development to meet a more exacting environmental standards in line with the United Nations sustainability goals. For non residential development of at least 1,000 sqm floorspace and residential or mixed use development consisting of more than 200 residential units should achieve BREEAM New Construction or BREEAM Communities 'Very Good' as a minimum rating based on the latest BREEAM scheme.

This development falls below the 1,000 sqm threshold, however, the Council (as applicant) has stated that they are committed to delivering a scheme which applies best sustainable practices. The aspiration is to design a high quality, exemplary, highly sustainable, energy efficient and where possible, green solution. In this respect the new building will be designed to thermal standards in excess of current Building Regulation requirements which will aid high levels of thermal performance, and reduce the need for mechanical heating and cooling. The development is based on a fabric first approach, which will ensure that energy demand and CO2 emissions arising from space heating will be minimised, with a combination of low u-values and airtightness to minimise and avoid excessive heat loss from the building.

The submitted sustainability strategy has been designed to respond to the Adur and Worthing Councils Carbon Neutral Plan, working towards the 2030 target. Whilst the initial aim was to develop a solution for the commercial element of the building which would achieve a BREEAM 'Excellent' certification to respond to emerging council zero carbon policies. However, the constraints of the proposed location, the poor thermal and air leakage performance of the existing Colonnade House, and the limited opportunities for introducing a wide range of renewable energy solutions on the site result in the possibility of achieving such a certification unlikely.

Nevertheless the applicant has indicated a commitment to achieve high levels of energy performance and water consumption in order to target the levels of performance required to achieve the status of 'Excellent'. The range of sustainability measures adopted within the design include;

- Where possible, roofs have been designed to allow solar technology to be utilised if suitable.
- Large areas of glazing to work areas and habitable rooms and circulation spaces to allow for lower use of artificial lighting.
- Envelope thermal performance in excess of current Building Regulation requirements • Use of low carbon heating systems (heat pumps and heat networks)
- Mechanical Ventilation with Heat Recovery (MVHR) systems to the residential units
- Sub-metering of end-use categories
- Install energy metering systems
- Meter the energy consumption in buildings
- Sub-metering of high energy load and tenancy areas
- High air leakage performance



- Air source heat pumps
- Replacement of the existing windows to improve thermal performance and air leakage
- Water consumption in all units minimised through the use of practical and hygienic water-saving measures such as flow restrictors, reduced bath volumes, water-efficient white goods and dual flush toilets
- The orientation of buildings and aspect of the main spaces allows for good levels of daylight, with natural ventilation to all spaces provided by openable windows
- Sustainable drainage techniques will be used where practical to fully disperse surface water (SUDS)
- High-quality materials are proposed and will require the minimum of maintenance
- Materials will be specified where possible to minimise their travel distance to the site, ensuring where relevant materials are specified from recognised sustainable sources with the appropriate certification.

### ***Other issues***

#### ***Air Quality***

An Air Quality Assessment has been submitted in support of the application, which demonstrates that subject to the implementation of mitigation measures the proposed development is considered acceptable in air quality terms. The mitigation relates to low carbon heating systems and encouragement for sustainable means of travel to and from the site. As the proposed development is not set to introduce receptors to an area of poor air quality, nor should it have a significant impact on air quality in the local area, it is accepted that there is no requirement for site specific air quality mitigation.

#### ***Drainage***

As indicated by the Councils Drainage Engineer and Southern Water early engagement with the drainage bodies is encouraged to assess the scope for reuse and filtration to restrict the rate of surface water run off from the site, particularly as underground storage may be an issue on this site.

### **Conclusion**

The site has been blighted by a road widening scheme that has affected investment in the existing buildings on the site. The fire damage to No 5 is significant and this property is in an extremely poor condition and it would not be viable to convert or renovate either No 5 or No 7 to residential use. The proposed redevelopment would also not be viable without additional capital and revenue investment by the Council as set out in the recent report to the Joint Strategic Committee.

Overall the site is in a very poor condition and seriously detracts from the current appearance of the Conservation Area and approach to the town centre. Whilst, retention of historic buildings is always preferable in this instance the loss can be justified given the significant public benefits that the development would bring in terms of new jobs, housing and activating this key and prominent town centre site.

The development proposes sustainable development that will develop and expand the creative and digital sectors which are vital for the economic wellbeing of the town.

### **Recommendation**

The Committee is recommended to **APPROVE** the application subject to the receipt of further information on the design of dormer windows, fenestration details and subject to the following conditions :-

1. Standard Full Permission (Time Period)
2. Approved Plans
3. Submission of materials cladding, windows, roofing and bricks (including sample panels).
4. Submission of surface water drainage scheme (as recommended by Technical Services)
5. Maintenance and management of surface water scheme (as recommended by Technical Services)
6. Details of as built scheme (as recommended by Technical Services)
7. Construction Management Plan ((as recommended by WSCC Highways).
8. No demolition until a contract has been let to secure the redevelopment of the site.
9. Details of architectural features - fenestration, sills, string courses and fascia details
10. Provision of cycle storage
11. Notwithstanding the submitted details the aluminium roller shutter door is not hereby approved. Prior to the commencement of development alternative door details shall be submitted to and approved.

21st April 2021

<b>Cost Estimate</b>	<b>Option 1</b>	<b>Option 2</b>
Facilitating Works	58,113	65,975
Refurbishment Works	139,300	189,100
External Works & Connections	34,500	32,000
Main Contractor's Preliminaries	27,830	34,449
Main Contractor's Overheads and Profit	23,191	28,708
BREEAM Excellent	4,244	5,253
Risk Allowance	28,293	35,023
Project Fees	28,293	35,023
<b>Total Project Cost</b>	<b>343,764</b>	<b>425,531</b>
<b>Revenue and Capital Receipt</b>		
30m2 : Studio	460,000	92,000
41m2 : Studio / 1 Bed	-	375,000
<b>Total Capital Receipt</b>	<b>460,000</b>	<b>467,000</b>
Current Property Valuation	110,000	140,000
<b>Profit from Capital Receipts</b>	<b>6,236</b>	<b>-£98,531</b>

**Local Government Act 1972****Background Papers:**

As referred to in individual application reports

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## **Schedule of other matters**

### **1.0 Council Priority**

- 1.1 As referred to in individual application reports, the priorities being:-
- to protect front line services
  - to promote a clean, green and sustainable environment
  - to support and improve the local economy
  - to work in partnerships to promote health and wellbeing in our communities
  - to ensure value for money and low Council Tax

### **2.0 Specific Action Plans**

- 2.1 As referred to in individual application reports.

### **3.0 Sustainability Issues**

- 3.1 As referred to in individual application reports.

### **4.0 Equality Issues**

- 4.1 As referred to in individual application reports.

### **5.0 Community Safety Issues (Section 17)**

- 5.1 As referred to in individual application reports.

### **6.0 Human Rights Issues**

- 6.1 Article 8 of the European Convention safeguards respect for family life and home, whilst Article 1 of the First Protocol concerns non-interference with peaceful enjoyment of private property. Both rights are not absolute and interference may be permitted if the need to do so is proportionate, having regard to public interests. The interests of those affected by proposed developments and the relevant considerations which may justify interference with human rights have been considered in the planning assessments contained in individual application reports.

### **7.0 Reputation**

- 7.1 Decisions are required to be made in accordance with the Town & Country Planning Act 1990 and associated legislation and subordinate legislation taking into account Government policy and guidance (and see 6.1 above and 14.1 below).

### **8.0 Consultations**

- 8.1 As referred to in individual application reports, comprising both statutory and non-statutory consultees.

### **9.0 Risk Assessment**

- 9.1 As referred to in individual application reports.

## **10.0 Health & Safety Issues**

10.1 As referred to in individual application reports.

## **11.0 Procurement Strategy**

11.1 Matter considered and no issues identified.

## **12.0 Partnership Working**

12.1 Matter considered and no issues identified.

## **13.0 Legal**

13.1 Powers and duties contained in the Town and Country Planning Act 1990 (as amended) and associated legislation and statutory instruments.

## **14.0 Financial implications**

14.1 Decisions made (or conditions imposed) which cannot be substantiated or which are otherwise unreasonable having regard to valid planning considerations can result in an award of costs against the Council if the applicant is aggrieved and lodges an appeal. Decisions made which fail to take into account relevant planning considerations or which are partly based on irrelevant considerations can be subject to judicial review in the High Court with resultant costs implications.