



# WORTHING BOROUGH COUNCIL

13 February 2024

<b>Worthing Planning Committee</b>	
<b>Date:</b>	<b>21 February 2024</b>
<b>Time:</b>	<b>6.30 pm</b>
<b>Venue:</b>	<b>Gordon Room, Worthing Town Hall</b>

**Committee Membership:** Councillors Ödül Bozkurt (Chair), Helen Abrahams (Vice Chair), Noel Atkins, Russ Cochran, Samuel Theodoridi, Rosey Whorlow, Cathy Glynn-Davies and Richard Nowak

**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 **midday on Tuesday 20 February 2024.**

## **Agenda**

### **Part A**

**1. Substitute Members**

Any substitute members should declare their substitution.

**2. Declarations of Interest**

**3.**

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 **15 February 2024**.

Where relevant notice of a question has not been given, the person presiding may either choose to give a response at the meeting or respond by undertaking to provide a written response within three working days.

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. Members Questions**

Pre-submitted Members questions are pursuant to rule 12 of the Council & Committee Procedure Rules.

Questions should be submitted by **midday** on **15 February 2024** to Democratic Services, [democratic.services@adur-worthing.gov.uk](mailto:democratic.services@adur-worthing.gov.uk)

*(Note: Member Question Time will operate for a maximum of 30 minutes.)*

### **5. Confirmation of Minutes**

To approve the minutes of the Planning Committee meetings of the Committee held on **31 January 2024**, which have been emailed to Members.

### **6. Items Raised Under Urgency Provisions**

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

### **7. Planning Applications** (Pages 5 - 42)

To consider the reports by the Director for Place, attached as Item 7.

### **8. Draft Worthing Affordable Housing Supplementary Planning Document** (Pages 43 - 86)

To consider a report by the Director for Place, attached as item 8.

### **9. Worthing Conservation Area Reviews** (Pages 87 - 250)

To consider the report by the Director for Place, attached as Item 9.

## **Part B - Not for publication - Exempt Information Reports**



**Recording of this meeting**

Please note that this meeting is being audio live streamed and a recording of the meeting will be available on the Council's website. This meeting will remain 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:
Katy McMullan Democratic Services Officer 01903 221006 <a href="mailto:katy.mcmullan@adur-worthing.gov.uk">katy.mcmullan@adur-worthing.gov.uk</a>	Caroline Perry Senior Lawyer & Deputy Monitoring Officer 01903 221081 <a href="mailto:Caroline.perry@adur-worthing.gov.uk">Caroline.perry@adur-worthing.gov.uk</a>

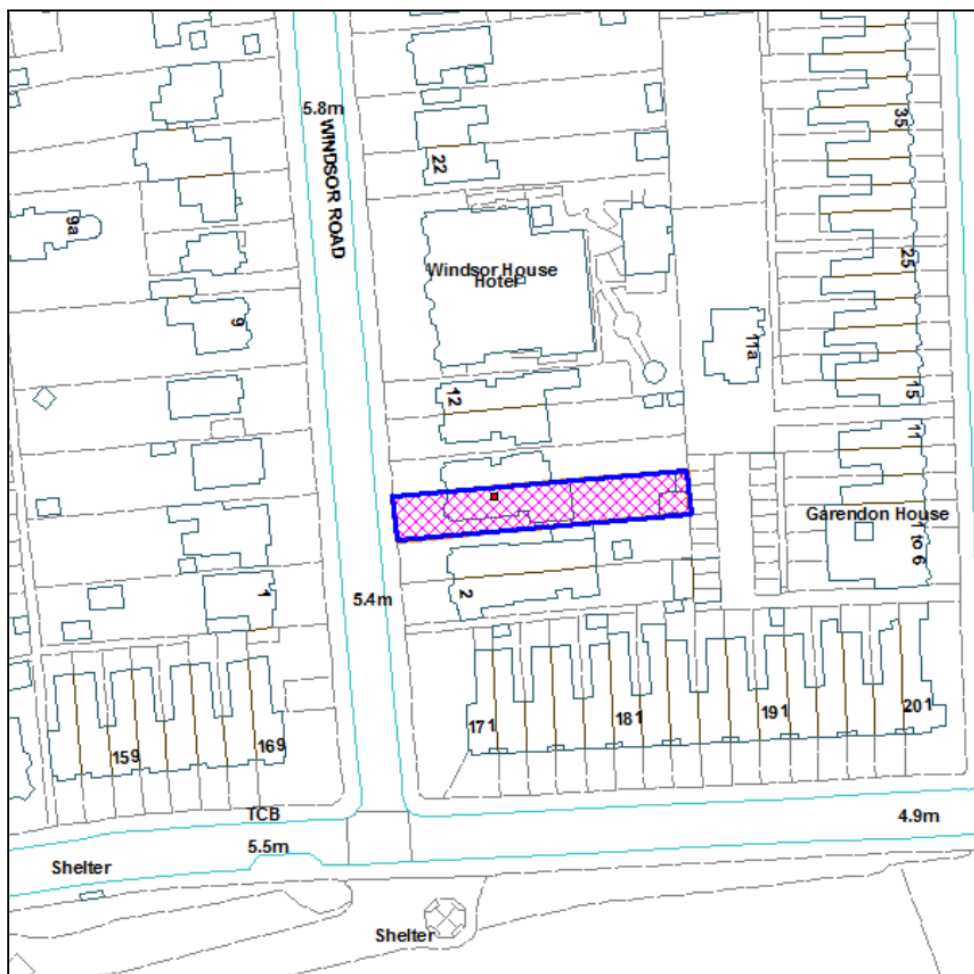
**Duration of the Meeting:** Three hours after the commencement of the meeting the Chairperson will adjourn the meeting to consider if it wishes to continue. A vote will be taken and a simple majority in favour will be necessary for the meeting to continue.

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# Agenda Item 7

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Application Number:	AWDM/1017/23	Recommendation - Delegate to Head of Planning to APPROVE subject to the receipt of amended plans
Site:	Guest House, 6 Windsor Road, Worthing	
Proposal:	Retrospective application to retain use as a 14-bedroom HMO (sui generis), and with proposed managers accommodation including new roof extensions and alterations at second floor level, single storey side extension, and retain rear garden outbuilding as managers office.	
Applicant:	Mr M Strom	Ward:Selden
Agent:	Mr Colm McKee	
Case Officer:	Rebekah Hincke	



**Not to Scale**

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**This application has been brought to the Planning Committee at the request of Councillor Dan Hermitage and Councillor Kevin Jenkins.**

### **Proposal, Site and Surroundings**

The site comprises a two storey semi-detached property located on the east side of Windsor Road. The building has a large two storey rear projection similar to others in the street to the immediate north, and has been extended to its south side with a further two storey flat roofed extension and with a conservatory to the rear elevation. Its front garden area is largely given over to parking. The site is partially within Flood Risk Zone 2/3.

Historically its use has been a guest house since the 1970's with subsequent alterations to provide separate owners accommodation. More recently it is understood that the premises has been in use for emergency accommodation by the Council since around 2010, although it is understood that the layout as a guest house had not been altered at that point. In January 2020 the Local Planning Authority became aware of works being carried out at the property. When the applicant's purchased the property they had to apply for an HMO license under the relevant Housing Act legislation and in doing so started altering the property to comply with the Councils guidelines on HMO accommodation.

The separate flat was converted into three additional rooms and the Council have been using the premises exclusively for temporary and emergency accommodation since the alterations. The Council's housing team also acknowledges that they were using the former guest house since 2011. Communal kitchens have been installed and there are some shared bathroom facilities but with four of the rooms having ensuite facilities. An outbuilding was also subsequently installed in the rear garden and used as a managers office.

In dismissing the recent appeal for a certificate of lawfulness for the existing use for the provision of housing for those in need of emergency accommodation (temporary), the Inspector stated that,

*'In considering all the evidence in the round there is contradictory evidence concerning the historical use of the site as well as that pertaining to a relevant period. The appellant's case is vague in parts and there is no sworn evidence before me to which I can attach considerable weight. The previous lawful use of the site was that of a guest house. There may or may not have then been a material change of use in/around 2010, and, again since the appellants purchase of the site and/or the early 2020 conversion works and issue of an HMO licence. This all culminates to cast significant doubt in mind about the use for which certification for a relevant period is sought.'*

(AWDM/1270/20 refers. Appeal reference APP/M3835/X/21/3279523)

The application seeks to regularise the existing use of the property as an HMO in its current layout with 14 letting rooms, managers office, an existing infill extension to the side elevation with reconfigured windows and door, existing hardstanding with

parking, and proposes a new roof extension to provide managers accommodation in the form of a studio flat at second floor level including internal alterations to provide access.

The roof extension has been amended during the course of the application and as revised would consist of a wrap-around dormer extension to the rear and side (south) roofslopes. As revised, the roof accommodation would comprise a smaller managers studio flat with bedroom/living/dining room, separate kitchen and shower room and storage cupboard, although further amended plans are expected in respect of this layout.

The existing hardstanding to the frontage is included in the application with parking for three vehicles indicated, and with cycle and bin storage. Two smoking areas are proposed.

The applicant has been supported by a Planning Statement and Flood Risk Assessment.

The applicant has provided the following Management Plan:

#### Introduction

*As part of its wider ESG policies, Castle Accommodation is committed to establishing the necessary procedures and policies to ensure the well-being and safety of residents, prevention and response to anti-social behaviour, being neighbourly and maintaining good local community relations.*

*All Castle Accommodation staff are directly employed, specifically trained to manage our properties and residents, health and safety trained and DBS checked.*

*We are committed to providing and maintaining high quality premises and services, with a focus on delivering for local residents.*

*We will address and respond to all concerns promptly and professionally, liaising with other service providers, including blue-light, as required.*

*The management plan is applied consistently across all our sites and our ambition is to continually enhance and improve these standards for the benefit of all our local stakeholders.*

#### Castle & Wolsey Operations

*To build on the existing combined management and operation of these residences we will provide and maintain as standard:*

- *Management office on site at Castle Residence.*
- *Staff accommodation on site at Castle Residence, with this now included in our Planning Application.*
- *CCTV monitoring of communal areas indoors and outdoors.*
- *Digital access to the main entrance and individual rooms.*

### Management duties and responsibilities

*Providing 24/7 on-site presence for the purpose of the safety and security of the residents and the building, to prevent and reduce disruption to the neighbours.*

- *24/7 onsite and remote CCTV monitoring, including on mobile devices of all staff.*
- *24/7 dedicated site manager contact.*
- *Mobile security patrol daily during night hours.*
- *Liaising with housekeeping to ensure that the cleanliness standards are maintained.*
- *Maintenance of the building (interior and exterior) to our high standards.*
- *Daily checks of household waste disposal and storage.*
- *Maintaining the necessary safety policies and procedure (fire risk, health and safety).*
- *Residents background checks where necessary. Residents sign House Rules defining their responsibilities and behaviour.*
- *Daily management and record-keeping of incidents. CCTV monitoring the immediate area of the residence for street activity and noise level.*
- *Handling daily requests of the residents and providing appropriate assistance.*
- *Maintaining positive contact with the neighbours and local community, including providing neighbours with an emergency contact for queries and complaints.*
- *Reporting and dealing with anti-social behaviour. Engage with community police and SHP.*
- *Providing signposting vulnerable residents to access services to ensure that safeguarding measures are maintained.*
- *Doing regular welfare checks and provide alerts for support workers.*
- *Exercise eviction policy if necessary.*

*All events/incidents/requests are logged in our dedicated cloud software and reviewed daily by management.*

### Prevention and response to anti-social behaviour at the property

*Property rules and written regulations are in place to comply with Mandatory Licence Conditions for HMOs under Housing Act 2004, with a specific reference to prescribed condition(s) relating to “Tackling Anti-Social Behaviour”. This includes (but is not limited to):*

- *Noise restrictions and reductions between the hours of 11.00pm and 08.00am.*
- *No overnight visitors are allowed at the premises.*
- *No nuisance behaviour on the property or affecting neighbouring residents.*
- *Proper disposal of waste and waste management.*
- *Directing any neighbour disputes to the management for follow-up.*
- *Zero tolerance on racial, sexual, and personal abuse.*
- *Zero tolerance on drug and alcohol abuse and misuse.*
- *No animals allowed (unless for assistance with a disability).*
- *Smoking strictly in designated areas away from public view.*

### Prevention and response to antisocial behaviour outside the premises

- Reinforce the house rules (Neighbours and Community). Complaints from local residents will be treated as breach of house rules and will result in warnings/eviction.
- Encourage and help the residents to integrate into local community to be part of it, to be known and recognised, take a responsibility for their actions.
- Monitor number of the residents congregating on Windsor Rd, staff daily walk around the area.
- Set up a dedicated line for the neighbours to report any incidents of ASB – residence manager during daytime and night watch (11pm-7am). 24 hours response to complaints.
- Refer those with MH issues and addictions to the specialist support services. Provide them with an emergency contact helpline from day one. Work with AWC housing on moving those to a supported accommodation.

### *Overarching aims*

*Castle Accommodation aims to provide safe and welcoming temporary accommodation that serves the need of local communities, reduces stigma and contributes to positive outcomes for our residents.*

### **Relevant Planning History**

AWDM/1270/20 - Lawful Development Certificate for existing use (use of 6 Windsor Road for the provision of housing for those in need of emergency accommodation (temporary)).STATUS: NONDET 22nd September 2021. Appeal Dismissed 28.02.2023

AWDM/0611/20 - Retrospective application for change of use from guest house (Class C1) to House in Multiple Occupation (HMO -sui generis) with provision for temporary accommodation and owners accommodation, including demolition of chimney to east, single-storey extension to east to form second floor and 1no. front (west) rooflight, along with associated alterations.STATUS: Withdrawn 17th July 2020.

01/01241/FULL - Single storey side extension STATUS: CCN 9th January 2002.

WB/0084/80 Two storey extension partly at side and at rear Approved 29.02.1980

WB/0487/77 Erection of 2-storey extension at side of existing guest house to provide owners living accommodation. Approved 19.07.1977

WB/0433/74 Change of use to Guesthouse. Approved 30.04.1974

### **Consultations**

**West Sussex County Council:** No objection has been raised from a transport/highways aspect and with the following comments:

#### *Access and parking*

*Four car parking spaces have been demonstrated within the plans. The access and*

*parking area already exists at the property, the parking arrangement as shown is a tight arrangement and may require a multiple manoeuvre to egress the site. Vehicles will also be required to perform a reverse manoeuvre either into or out of the site. A turn on site would be preferred, clearly though there is insufficient space to achieve this. It is noted however, that there are properties within Windsor Road that have similar parking arrangements and have functioned for some time with no known Highways safety concerns. There have been no recorded highway accidents or personal injury claims within the vicinity of the site to flag an existing concern with the practise. There is also the benefit of providing an opportunity to remove vehicles that would otherwise be parked on the highway.*

*The LHA consider the sustainable location of the property and nature of the use. HMO's are generally not considered to be big traffic generators and should parking be required over that provided by the frontage hard standing- a residents permit scheme is in practise along Windsor Road to offer an alternative parking location for residents requiring space. A covered cycle parking shelter has also been demonstrated, this will help promote the use of sustainable transport methods.*

*From inspection of WSCC mapping, there are no apparent visibility concerns with the existing/proposed point of access on to Windsor Road. As referred to above, on street parking is available in the form of permit parking along Windsor Road, Paragraph 10.7.1 of MfS states that parking in visibility splays in built up areas is quite common, yet it does not appear to create significant problems in practise. Ideally, defined parking bays should be provided outside the visibility splay. However in some circumstances, where speeds are low, some encroachment may be acceptable.*

*In addition, the proposed development is not anticipated to give rise to a significant material increase in movements on the local highway network over the existing/previous use at the site.*

#### *Sustainability*

*Cycling is a viable option in the area, the site is situated in a sustainable location within walking/cycle distance of local services and amenities. The site is also well connected by public transport, with regular bus services available from nearby A259 Brighton Road. East Worthing Railway Station is located approximately 17 minutes walk north of the site offering alternative means of transportation further afield.*

#### *Conclusion*

*In summary, the LHA does not consider that this proposal would have an unacceptable impact on highway safety or result in 'severe' cumulative impacts on the operation of the highway network, therefore is not contrary to the National Planning Policy Framework (paragraph 111), and that there are no transport grounds to resist the proposal.*

**Environment Agency:** raises no objection to the application subject to a condition requiring floor levels in accordance with the Flood Risk Assessment (no lower than 5.80 m above Ordnance Datum) for the lifetime of the development and has provided advice on recommended flood resistance and resilience measures.



**Southern Water:**

*Southern Water requires a formal application for any new connection to the public sewer to be made by the applicant or developer.*

*To make an application visit Southern Water's Get Connected service: [developerservices.southernwater.co.uk](http://developerservices.southernwater.co.uk) and please read our New Connections Charging Arrangements documents which are available on our website via the following link:*

*[southernwater.co.uk/developing-building/connection-charging-arrangements](http://southernwater.co.uk/developing-building/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](http://gov.uk/government/publications/drainage-and-waste-disposal-approved-document-h)*

*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.*

*For further advice, please contact Southern Water, Southern House, Yeoman Road, Worthing, West Sussex, BN13 3NX (Tel: 0330 303 0119).*

*Website: [southernwater.co.uk](http://southernwater.co.uk) or by email at:*

*[SouthernWaterPlanning@southernwater.co.uk](mailto:SouthernWaterPlanning@southernwater.co.uk)*

**Sussex Police:**

*The National Planning Policy Framework demonstrates the government's aim to achieve healthy, inclusive, and safe places which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of attractive, well-designed, clear, and legible pedestrian and cycle routes, and high-quality public space, which encourage the active and continual use of public areas.*

*The level of crime and anti-social behaviour in Worthing district is above average when compared with the rest of Sussex, so additional measures to mitigate against any identified local crime trends and site-specific requirements should always be considered.*

*I have had the opportunity to examine the detail within the application and in an attempt to reduce the opportunity for crime and the fear of crime I offer the following comments.*

*From a crime prevention perspective, I have no concerns regarding the proposed design and layout.*

*Having spoken to the local Neighbourhood Policing Team Inspector, there have been a number of anti-social behaviour and crime related incidents from this site so both new and existing tenants are requested to be regularly reminded of their responsibilities regarding their tenancies.*

*Due to the potential array of tenant type that may be accommodated within this property there is also some concern about the potential vulnerabilities different client groups may have. We would therefore ask that there is a degree of recognition with regards to this concern and that it is acknowledged and reflected within management plans. We would also ask that management teams have the ability to signpost vulnerable tenants to access services to ensure that safe-guarding measures are maintained.*

*Thank you for giving me an opportunity to comment.*

*The Crime & Disorder Act 1998 heightens the importance of taking crime prevention into account when planning decisions are made. Section 17 of the Act places a clear duty on both police and local authorities to exercise their various functions with due regard to the likely effect on the prevention of crime and disorder. You are asked to accord due weight to the advice offered in this letter which would demonstrate your authority's commitment to work in partnership and comply with the spirit of The Crime & Disorder Act.*

**Adur & Worthing Councils:**

The **Environmental Health** officer has confirmed no adverse comments

The **Private Sector Housing** Team commented on the initial proposals identifying an unacceptable risk of injury in the event of a fire due to the layout of the proposed second floor accommodation. The proposals have since been revised and comments are as follows:

*The amended proposal for the second storey (roof level) accommodation satisfactorily reduces the previously identified risk to occupants in the event of a fire.*

*As previously stated, consideration should be given to measures to mitigate the passage of sound from within the proposed flat into the sleeping accommodation below in compliance with current building regulations.*

*The property is currently operated as a licensable HMO. The proposed development would not change that.*

The Council's **Drainage Consultant** has confirmed no objection on surface water grounds.

The **Head of Housing** supports the application and comments,

*In May 2020, Adur and Worthing Councils jointly commissioned a Strategic Housing Market Assessment (SHMA) to support the emerging Worthing Local Plan and a future review of policies within the Adur Local Plan; as well as to inform development management activities including the housing mix sought through planning applications. The SHMA estimates that by 2036, single person households are expected to increase by 27% for under 65's and 45.6% for over 65's. In order to meet the housing needs of this demographic there will need to be sufficient supply of single person accommodation available for purchase and rent for a range of socio-economic groups, including affordable self-contained and shared accommodation for those on lower incomes.*

*Renting in the private sector has become increasingly unaffordable to more people in recent years. Data collected in Jan 2024 from Home.co.uk shows that the median rent of 39 one bed properties advertised to let in Worthing is £975pcm, which is £350pcm higher than the current one bed Local Housing Allowance (LHA) rate of £625pcm. Furthermore, most single people under 35 are only eligible for the shared LHA rate, which is currently just £310pcm. A recent search on Rightmove revealed that the lowest rent being charged for a room in a shared house in Worthing is £695pcm, leaving many people priced out of the market altogether. This demonstrates a need for an increased supply of shared accommodation as for many single people this is their only affordable housing option.*

*The Chancellor of the Exchequer has confirmed in the Autumn Statement that the LHA rates are to be unfrozen and rates will be increased to equal the 30th percentile of an area's market rents in 2024/25; however, the outcome of this in terms of actual financial benefits for individuals are unknown until the new LHA rates are published in April 2024. An increase in LHA rates will also not solve the problem for people on low to average incomes who are often unable to secure private rented accommodation due to the strict referencing criteria set by letting agents that excludes people who do not meet certain income thresholds and those without a suitable guarantor.*

*The housing needs service is still experiencing year-on-year rises in the number of single homeless people requiring temporary accommodation, including increasing numbers of economically active individuals who are suffering financial hardship and loss of their accommodation as a consequence of the current economic climate. Almost a third of homeless applicants are employed but unable to secure private sector accommodation. Higher rents, rising property prices, increases in mortgage interest rates and high energy bills has left many people struggling to keep up with their rent and mortgage repayments or find affordable properties to rent or buy. In addition, changes to tax regulations and the long-anticipated abolition of the Section 21 notice is leading to increasing numbers of landlords selling their properties with*

*them being 'lost' to the private sector market as they are bought as homes and not to let.*

*The number of single person households residing in temporary accommodation in Worthing has risen from 123 in Dec 2020, to 214 in Dec 2023, and for Adur they have risen from 26 to 60 over the same period - an increase of 74% for Worthing and 169% for Adur. Single person households now represent a majority of 61% of the total temporary accommodation placements across both councils. We are also yet to see the full extent of homelessness caused by interest rate rises, but we anticipate that this is likely to materialise within six to twelve months and generate further demand on the housing needs service by both families and single person households with many of the latter requiring shared accommodation to meet their housing needs.*

*The net annual expenditure for temporary accommodation rose from £1.13m for Worthing and £238k for Adur in the year 2019/20, to £2.37m for Worthing and £898k in Adur in 2022/23, with a forecast overspend of £784k and £182k for 2023/24 for Worthing and Adur respectively, which is largely due to the increase in single person placements with much of this need being met in expensive nightly booked accommodation.*

*Adur and Worthing Councils have been using this property for temporary accommodation placements for over 10 years and it is currently fully occupied with our residents. The Council's are currently in negotiations with the owner who has agreed to lower their nightly rates in exchange for a fixed-term contract to secure future provision of temporary accommodation at lower cost to the council. The owner has also agreed as part of these negotiations to include provision of 24 hour staffing to ensure the property is effectively managed and minimise any impact on the local area.*

*In summary, there is currently strong demand for this type of accommodation and we are experiencing a persistent rise in the trend of housing needs for single people who require affordable and suitable housing options, including shared accommodation.*

**Planning Policy** comments as follows:

*A key issue for planning policy is the current use of the property. The applicants have indicated in the application form that the current use as a 'HMO' and the description of the proposed development as 'Regularisation of use as HMO and reintroduction of manager's accommodation (studio) including alterations and extensions'. The history of this property is quite 'messy'. Having looked at the recent appeal decision on application AWDM/1270/20 for 'Lawful Development Certificate for existing use (use of 6 Windsor Road for the provision of housing for those in need of emergency accommodation (temporary))' which was dismissed the Inspector confirmed that the history of the property is less than clear.*

*The key relevant policies of the newly adopted Worthing Local Plan (adopted 28 March 2023) are:*

*DM12 The Visitor Economy - this clearly sets out the expectation that where there is an application that seeks to change the use of /results in the loss of 'visitor attractions, facilities and accommodation' then the applicant needs to demonstrate that the existing visitor use is no longer viable and that other visitor options have been explored. Criteria i) to vi) set out the evidence/steps required. Supporting text at para 5.165 acknowledges the impact of AIRBNB's on the more traditional types of visitor accommodation and as such it considers the individual circumstance of each proposal at the time when the application is submitted.*

*The issue here is whether the 'visitor accommodation' been lost for sometime? The conflicting history suggests at one point that the guesthouse use has not been in operation for many years. The 2013 Visitor accommodation assessment does not include these premises in the supply and notes that the premises '5.1.5. In addition to these closed establishments, The Wolsey Hotel and Castle Guest House in Worthing have for some time been operating as emergency accommodation for homeless people and no longer trade as guest houses.'. Also information submitted as part of the LDC indicated that the previous owners ( pre 2019) used the premises for mixed tenants (both long and short term) but that from 2010 it was only occupied by Adur and Worthing Councils referrals but as a 'guesthouse' ? The previous owners state that they sold the premises as a guesthouse not as a HMO. I understand the council has had arrangements in place to use these premises for TA/EA accommodation and has had for some years now.*

*The complex history and the fact that this unit has not been considered as part of the supply of visitor accommodation since at least 2013 indicates it may not be appropriate to expect the applicants to meet the requirements set out in policy DM12 unless there is evidence to the contrary.*

*DM1 - Housing Mix - this policy references conversion to HMO's mainly from conversion of single dwelling- houses (para 5.21) and states that this change of use can 'provide a useful addition of smaller dwellings to the housing stock'. It goes on to say 'However, it is important that conversions provide a high standard of accommodation and promote and retain housing choice. When considering proposals for conversion the Council will consider the impact on the mix of dwellings locally, the character of the area and the amenity of adjoining dwellings.' Para 5.22 refers to the standard of accommodation expected. and para 5.23 notes that the Council will monitor the provision of HMO's and if necessary introduce further guidance. The policy criterion f) sets out what is expected when converting dwellings to smaller units and more specifically f) iv) refers to HMO's and the standard of communal living space etc.*

*Consideration will need to be given to the standard of accommodation provided . In terms of the 'the impact on the mix of dwellings locally, the character of the area and the amenity of adjoining dwellings' consideration will need to be given to whether the use has already been in operation for some time and what evidence there is on its impact*

*Although the history of these premises are complex it seems that they have played a key part in providing TA/EA accommodation . Para 5.5 in supporting text to policy DM1 acknowledges that ' Shared accommodation, including well designed Houses in*

*Multiple Occupation (HMOs), play an important role in providing housing for people on low incomes, those on benefit payments and young professionals. They are often the only choice of housing for people who would otherwise be homeless.'*

*However, the policy is also mindful that each application will need careful consideration in terms of matters such as 'the impact on the mix of dwellings locally, the character of the area and the amenity of adjoining dwellings'. In this instance whilst the history of the site is complex there is information to suggest that this premises has been operating to support EA/TA for some time. You will need to consider how the use of the premises over the years has impacted on the character/amenity of the area, and any issues which have arisen with regards to amenity etc It may be that reintroduction of the manager's flat can address any issues.*

*If it accepted on balance that the use has been lost to the 'visitor accommodation' supply then the proposal would not require any further justification under policy DM12. In addition if it is accepted that the use of these premises has been a form of 'HMO' / EA/TA and as such already part of the supply of that type of accommodation then it would be difficult to argue that this proposal introduces a new use that would impact on either the mix of use or character of the area. As such there would not be a policy objection to the proposal that seeks to regularise an existing situation.*

## **Representations**

59 representations have been received which includes 21 from residents of Windsor Road and 22 from residents of the immediate surrounding streets at Brighton Road, Navarino Road, Church Walk, and Alexandra Road, with 11 others from residents further afield in the Selden Ward, objecting to the application on the grounds as summarised below:

- Overdevelopment/over intensification of use
- Continues to operate without planning approval, nothing has changed since refusal of certificate of lawfulness, has not demonstrated what new information would mean that the appeal decision was not correct, similar applications were refused
- Why has the Council been using this service without planning permission, concerns over the process and the use continuing
- Lack of consultation with residents
- Housing strategy needed to deal with homeless issue over long term instead of short term solution in Selden
- Misleading description - does not include existing hardstanding/parking
- East Worthing falls in top 20% of most deprived areas of England, increase in HMOs in Selden would bring more health and social care needs without additional infrastructure to support them
- Area is saturated and not resourced for another HMO/over concentration in a small radius, 35% in a 100m radius instead of recommended 10%, vulnerable people with complex needs - impact on communities, and on general amenity as a result, negative social impact, impact on local facilities, with more planned at Windsor Hotel, impact on local services including GPs without capacity to manage complex needs of patients, and impact on local facilities

- Increased crime and anti-social behaviour including off site impacts - many examples of lived experiences of incidents causing distress, intimidation and fear of crime, calls to police/ambulance sometimes necessary
- Increase in social isolation and fear of crime
- Lack of police support
- Numerous studies linking high concentrations of HMO's with increases in anti-social behaviour, noise and crime
- Inappropriate location for use close to schools
- The use deters future and current businesses from locating in the area
- Noise and disturbance externally
- Constant turnover of residents moving in and out/impact on parking
- Potential for more than 14 occupants
- Managers accommodation and office could be used to house more tenants/ be over intensive, lack of justification for this accommodation. Extension would allow for further accommodation/density of people with complex needs at the site
- Area is attracting other vulnerable people
- Littering
- Internal transfer of noise, lack of sound insulation, noise and disturbance from comings and goings
- Use of the side door instead of the front door, or enclosure/containment with a porch, would cause less disturbance to adjoining residents
- Impact of smoking area and use of garden/congregating by tenants, fumes, noise, disturbance
- Change/detrimental to character of residential area, community feel will be lost, was previously a quiet residential area with many families and older people
- Second floor accommodation would be over intensive use of property and out of character
- Overbearing/intrusive impact and loss of light and outlook resulting from additional storey and enclosure from a blank one storey facade in close proximity to neighbours windows
- Lack of daylight/sunlight assessment
- Impact on neighbours solar panels, and loss of amenity to neighbouring occupiers
- Contrary to policy DM12 - nothing to justify loss of visitor/guest accommodation. Should be returned to a guest house use, visitors rely on B&B/hotel accommodation. At a time of investment in hospitality this should include Windsor Road. Further loss of private rental properties to fulfil AirBnB demand
- 14 room HMO is more intensive than former guest house use which would rarely operate at full capacity or have guest present during the day
- The Council's SPG discourages roof extension where there would be an adverse impact on the architectural integrity of a building or character and appearance of the neighbouring area.
- Roof extension is a complete additional storey, not subservient, not in keeping, poorly designed/incongruous, and would be very visible
- Greater parking demand/traffic movements
- Parking arrangements for 4 spaces may not be achievable in practice
- Existing parking/hardstanding is unauthorised

- Management plan and conditions would not be sufficient to prevent adverse impacts to neighbouring properties. Management keep the property clean and tidy but unable to control actions of tenants outside the premises
- Lack of shared social areas internally, forcing residents into the garden, pavement or porch. No eating areas, only a conservatory with no sound proofing or insulation
- Harmful precedent would be set
- Should take account of other decisions on nearby HMOs, considered as a whole
- Recognise need for housing vulnerable people but smaller units would offer a better experience for residents, residents should be supported, and units evenly distributed around the town, there are other empty properties elsewhere in Worthing that could be used
- Shortage of larger family housing which this property could be used for if a guest house is not viable
- Amended plans don't deal with fundamental issues

### **Relevant Planning Policies and Guidance**

National Planning Policy Framework (CLG 2023)  
 Planning Practice Guidance (CLG)

Worthing Local Plan 2020-2036:

DM1 Housing Mix

DM2 Density

DM5 Quality of the Built Environment

DM12 The Visitor Economy

DM15 Sustainable Transport & Active Travel

DM16 Sustainable Design

DM17 Energy

DM18 Biodiversity

DM20 Flood Risk and Sustainable Drainage:

DM22 Pollution

Supplementary Planning Document 'Sustainable Economy' (WBC 2012)

Supplementary Planning Document 'Guide to Residential Development' (WBC 2013)

### **Relevant Legislation**

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) provides that 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.

## **Planning Assessment**

The determining issues relate to:

- Principle of the change of use
- Housing policy and the impact on the local area
- The effects of the development on the residential amenities of existing and future occupiers
- Visual amenity
- Highway safety and parking considerations
- Sustainability and biodiversity

### ***Principle***

Policy DM12 of the Worthing Local Plan seeks to protect the existing stock of visitor accommodation but allows for a managed evidence based release. The Council's starting point is to protect the existing supply for which there is a viable future.

The Local Plan notes that since the last update to that study the Borough has seen a new Premier Inn open, some investment in existing stock and more recently proposals for a new hotel as part of the mixed use Teville Gate regeneration site. However, there has also been a number of hotel and guest house closures and a significant growth in private room and entire home lettings through Airbnb and other online booking platforms which adds to the variety of accommodation but can negatively impact on the viability of existing providers, specifically guesthouses and B&B's. The policy recognises this particular challenge and will consider the individual circumstance of each proposal at the time when an application is submitted.

The circumstances of this case are complex with the premises licenced as an HMO since 2018 and the use as a guest house having evolved over many years prior to that with its use by local authorities for emergency accommodation, culminating in its current layout and use as an HMO. The applicant has included the Council's own Hotel & Visitor Accommodation Futures report (December 2013) in support of the application which states in paragraph 5.1.5. that:

*The Wolsey Hotel and Castle Guest House in Worthing have for some time been operating as emergency accommodation for homeless people and no longer trade as guest houses.*

It is accepted that this property has a long history of providing emergency and temporary accommodation for the Council, although the lawfulness of the existing use which now amounts to an HMO following the changes made by the current owners around 2019/2020, has not been proven. In the recent appeal decision concerning the lawful use of the premises, the Inspector confirmed that there is some ambiguity as to the precise nature of the use.

Despite the contradictory evidence in the lawfulness application referring to the premises being run as a guest house after 2010, the evidence from the previous owner also stated that those bookings were solely from local authorities at that time. Whilst the current arrangement as a HMO has not been proven to be lawful, it is nevertheless clear that the 'visitor accommodation' has nevertheless been lost for some time and in view of these circumstances it is considered that the tests for non-viability and proof of marketing would not be appropriate, therefore resisting the loss of hotel/visitor accommodation would not be justified in this instance.

### **Housing Policy and the impacts of the proposal on the local area**

Local Plan policy DM1 recognises the important role well designed Houses in Multiple Occupation (HMOs) play in providing housing for people on low incomes, those on benefit payments and young professionals. They are often the only choice of housing for people who would otherwise be homeless.

The policy references changes of use to HMO's in the context of conversions of existing houses, noting that they provide a useful addition of smaller dwellings to the housing stock, and states that 'it is important that conversions provide a high standard of accommodation and promote and retain housing choice. When considering proposals for conversion the Council will consider the impact on the mix of dwellings locally, the character of the area and the amenity of adjoining dwellings' (para 5.21).

The supporting text to the policy stresses the importance of retaining existing housing including HMO's and emphasises the need to ensure a range of dwelling types and sizes to meet the identified housing needs, facilitate housing choice and achieve mixed and balanced communities.

The Head of Housing has highlighted the issues surrounding the rental market leading to an increased demand for shared accommodation as the only affordable option for many single people, and the rising demand for emergency and temporary accommodation including from economically active individuals suffering financial hardship as a consequence of the current economic climate, where Worthing has seen an increase of 74% single person households residing in temporary accommodation between 2020 and 2023 with further demand anticipated as a result of interest rate rises.

The contribution the development makes in terms of meeting housing demand needs to be weighed against the consideration of the impact on the mix of dwellings locally, on the character of the area, on the amenity of neighbouring dwellings, and the quality of the accommodation, which is considered further in the sections below. This would also need to take account of the concentration of HMO's in close proximity to the site to prevent an imbalance of housing in the local community, but having regard to the history of this site where the use has entailed some form of emergency accommodation for some time.

To understand the housing mix in the locality, the Private Sector Housing team has provided statistics showing current licensable HMO's in connection with the previous application at Windsor House Hotel (AWDM/1472/22 refers) which was subsequently

refused and is now subject of an appeal. It confirmed that the Selden Ward does not have a greater concentration of licenced HMO accommodation than either Heene or Central Wards. The figures are set out below:

Selden 0.76% licenced HMOs  
 Heene - 0.87% licensed HMOs  
 Central 0.97% Licensed HMOs

The Council's Private Sector Housing team has since clarified that no additional HMO licences have been issued or new licence applications received in the Selden ward since this report and with The Wolsey at 179-181 Brighton Road currently not in operation there would be one fewer than reported.

These town and edge of centre Wards tend to have higher concentrations of these uses as there are larger villas and larger terraced properties and often have former care homes or guest houses. Denser forms of residential accommodation for single people also have the advantage of being close to all amenities.

The table below shows the current addresses of registered HMOs in the near vicinity to the proposal and the maximum permitted occupancy. The highest occupancies are where there are self-contained units with double occupancy, these HMOs make up 11.5% of the total permitted HMO occupancy across Adur and Worthing (based purely on the Public Register).

Address	Maximum permitted occupancy
179-181 Brighton Road	19 - currently unoccupied
185 Brighton Road	11 – Includes self-contained flats with double occupancy
187-189 Brighton Road	19
191 Brighton Road	7
14-16 Church Walk	Maximum of 14
25 Church Walk	10 – Includes self-contained flat with double occupancy
15 Farncombe Road	15
157 Lyndhurst Road	6
3 Selden Road	7
14-16 Selden Road	28
6 Windsor Road	14

The Private Sector Housing team has not raised any objection to the application and it is already subject to licensing requirements which resulted in the current arrangement of the accommodation with communal kitchen facilities introduced. Although there are existing HMOs in the immediate surrounding area, at this time the area is still mixed with a good range of house types and services on the edge of the Town Centre.

Whilst the recent application at Windsor House Hotel for a 44 bedroom shared living accommodation (*sui generis*) use was refused on the grounds of the overconcentration of this form of accommodation and its impact on the character of the area and residential amenity, this was considered in the context of No.6 Windsor Road already being in operation as an HMO. The outcome of that appeal is awaited, but it is considered that the circumstances of this case differs in terms of the scale of the proposals. The Windsor House Hotel comprises of two pairs of linked semi detached properties representing a greater number of rooms and contributing to a greater number of this type of accommodation in Windsor Road. In addition the current use at 6 Windsor Road is already included in the figures above as part of the existing supply of this type of accommodation and the proposal to regularise the current use as an HMO would not result in any increase in this percentage in Selden Ward or result in an unacceptably high concentration of HMO's compared with other forms of residential accommodation.

The cost of accessing home ownership; the shortage of social housing to rent, economic hardship, together with changes to the housing benefit system have all contributed to increased demand for this type of lower quality accommodation. It is recognised that HMOs meet a rising market demand for low cost, basic residential accommodation and to this extent, is consistent with policy DM1 which commits to delivering sustainable, mixed and balanced communities.

A key issue is ensuring that the property is well managed and in this respect the proposals would introduce managers accommodation to provide 24/7 staff presence on site and a management plan has been provided which sets out measures to deal with issues such as anti-social behaviour which are considered in more detail in the sections below.

### **The effects of the development on the residential amenities of existing and future occupiers**

The site currently provides 14 rooms to meet demand for emergency and temporary accommodation with a maximum permitted occupancy of 14 stipulated in the licence. In terms of the standard of the existing accommodation, the proposals would provide four rooms with ensuite facilities and with the remainder having access to communal wc, shower and bathroom facilities. The Private Sector Housing team has confirmed that the existing premises has a compliant layout including the communal facilities, is generally well maintained and considers management to be good. On this basis the facilities are considered appropriate to meet the number of occupants and with access to the rear garden space that provides approximately 170 square metres of enclosed garden area, this would be a satisfactory communal amenity space for occupiers to enjoy and share with the manager's flat. The number of occupants can be controlled by condition to align with the licence.

The occupier of the adjoining property which is a single dwelling house has raised some specific concerns over noise transfer through the internal walls and from the conservatory. At the time works were carried out in 2020 this would have resulted in a communal kitchen and extended hallway adjacent to the party wall with No.8 when the former owners flat was converted. The Building Control Officer has confirmed that there would have been acoustic considerations at the time of dealing with the recent internal alterations which included removal of some ground floor internal walls but has been unable to clarify the extent or presence of sound insulation. Nevertheless it is considered that its former layout and use would similarly have resulted in some noise transfer between the buildings. However, it is recognised that layout may exacerbate this issue with the introduction of communal areas within the rear part of the building compared with its former use as an owners flat and it is the impact arising from any intensification of use needs to be considered.

In its layout as a former guest house, the applicants 'pre-existing' drawings indicate the layout would have provided 10 bedrooms with a potential occupancy of 16 guests and a separate owners flat. In terms of the intensification of the use of the building, although the former use of the premises as a guest house may not have always operated at full occupancy it is expected that this use would have had a relatively high turnover of customers and potentially used by a range of customers at various times of day and night with a transient population, and similarly when the use continued with solely local authority bookings made to provide temporary and emergency accommodation. On this basis it is considered that the overall level of activity associated with the current use as a 14 bedroom HMO would not give rise to any significant loss of amenity with suitable controls to limit the number of occupants 14 to align with the licence. Whilst additional car parking has been introduced to the hardstanding at the frontage, a smaller driveway previously existed at the site and it is considered that the proposals would not cause any significant impact to residential amenity in terms of additional vehicular movements, or associated noise or fumes. Smoking areas have been indicated on the block plan and whilst not ideal in close proximity to the boundary with the neighbouring care home at Fitzroy Lodge, this will be a designated area for that purpose and help provide some containment for that purpose.

A large number of local residents have raised concerns over antisocial behaviour, fear of crime, noise and disturbance. Whilst the concerns of local residents are appreciated, Sussex Police have clarified that calls to the police to deal with incidents to this address have decreased over the last 3 years since the previous application was considered in 2020 (when the police objected at that time). They suggest this could be due to a change in management or tenants are better managed and supported, and their concerns around the impact on local policing resources has been allayed by the presence of a manager 24/7. They consider that the presence of a member of staff at all times will help decrease potential incidents relating to crime, disorder and anti-social behaviour and will ensure that safeguarding measures can be implemented at the earliest opportunity.

Whilst there may have been a correlation between the physical changes carried out to the building, change of ownership in 2019 and where there had been more instances of noise, disturbance and anti-social behaviour at the time of considering

the previous lawfulness application, the Police response points towards a reduction in these instances. The Council's Environmental Health Officer has also raised no objections. The existing site office in the rear garden would be retained for the site manager and the applicant's proposed manager's accommodation would be introduced as a further measure for staff presence which would provide supervision, monitoring and support for residents. It is understood that the manager would also deal with the operation of the Wolsey which is also under the applicant's control.

The applicant has also provided a revised Management Plan in response to concerns raised in the representations which incorporates further measures to respond to incidents of anti-social behaviour outside of the premises such as monitoring of any congregating in Windsor Road with staff patrolling, and measures to deal with complaints from neighbours and the local community, as well as providing welfare checks and signposting for vulnerable residents to access relevant services.

The proposed manager's accommodation would provide a self-contained flat which has been indicated to meet the overall floorspace standards for a 1 person 1 bedroom unit (37 square metres). Although its layout is proposed as a studio flat, the applicant has been asked to reconfigure the proposed layout to include a separate bedroom as it is understood that this unit would be the manager's main residence, and to demonstrate a suitable standard of accommodation with adequate floor to ceiling heights indicated. Revised plans are expected in this respect and will be reported. Although no private amenity space is provided, the rear garden area would provide a communal space for the benefit of all residents and in the circumstances of this case where the occupation of the flat would be limited to the HMO manager, this arrangement would be acceptable on balance given the benefit that this accommodation offers to the management of the premises.

In terms of the impact of the physical extensions, the single storey infill extension to the side elevation is relatively modest in scale and does not pose any significant threat to residential amenity. The scale of the proposed roof extensions has been amended with a considerable reduction in size. As originally submitted the roof accommodation was proposed to extend across the full depth of the rear outrigger and with the inclusion of a roof terrace which would be detrimental to residential amenity, notably in terms of its impact to the occupiers of the adjoining dwelling at No.8. The applicant has provided amended plans in response to concerns over both residential and visual amenity and, as revised, proposes a wrap-around dormer extension to the rear and side (south) roofslope. Whilst this is still relatively large in scale, it would be similar to the roof extension already seen at the adjoining dwelling at No.8 and given its position and scale it would not cause any significant impact on the amenities of neighbouring occupiers in terms of loss of light, outlook or privacy.

The rear site office building would also be retained and it is understood that this has replaced previous outbuildings that existed in the rear garden. Having regard to its size and position at the rear of the garden which backs onto a residential garage block to the east, and its use as an office for the HMO manager it would not pose any significant threat to residential amenity. Its use in association with the HMO can be controlled by a condition.

The presence of a manager on site over a 24/7 period would be for the benefit of residents in order to raise the standard of accommodation overall, and subject to the details provided in amended plans to demonstrate a suitable layout and standard of accommodation for the managers flat, this could be accepted subject to a condition ensuring that it is occupied as managers accommodation for the HMO.

### ***Visual amenity***

Following concerns raised over the scale, design and impact of the proposed roof extension, amended plans have been received to reduce the scale of the extension to form a rear and side dormer extension to the main rear and side roofslopes. Whilst still relatively large in scale and wrapping around the rear and side roofslopes, this would be similar to the existing roof addition at the adjoining dwelling at No.8 and it is considered that a refusal on design grounds would not be justified. The proposed extension would not have any unbalancing effect given the neighbouring addition, it would be positioned towards the rear of the building where it would not be particularly dominant, and the full extent of the addition at the rear would not be readily apparent in the streetscene. Slate tile hanging is proposed which would help the extension blend with the recipient building and can be secured by condition.

The extension to the side elevation is a relatively modest addition infilling to the side between the lean-to and two storey extension on this side and has included reconfiguration of the windows and door on this side. The lean-to roof is continued over and appears to blend well with the recipient building.

The proposals include retaining the existing hardstanding area for parking which replaced the former front garden area and concrete driveway that existed prior to 2020. Although it is disappointing that the alterations to the frontage include a fully paved area with the exception of a small planted bed, it is noted that there are examples of other similar hardstandings seen elsewhere in the street. The original front wall and brick piers have been retained which help provide coherence with other similar boundary treatments. Improvements to the site frontage have been indicated on a revised plan with the inclusion of a dedicated bin enclosure to contain and screen the existing bins at the frontage, details of which can be agreed by condition.

The rear garden office building is positioned at the eastern end of the rear garden and occupies much of its width. Its position ensures that the building is not readily visible in the streetscene and is screened from views from the east by the garage block on this side. Whilst some views may be possible from the twitten that runs along the south side of No.2 Windsor Road, views are nevertheless restricted and its design and scale appears appropriate as a garden building.

### ***Highway safety and parking***

The site can be considered sustainable being within walking distance of Worthing town centre with access to shops, services and public transport links, reducing the reliance upon the private car. The proposals as originally submitted would provide 4 car parking spaces to which the Highway Authority has raised no objections and comments that the proposed development is not anticipated to give rise to a

significant material increase in movements on the local highway network over the existing/previous use at the site.

As originally submitted, one parking space was indicated between the south wall of the building and the southern site boundary. This is part of the existing hardstanding area but use as a car parking space in this location would conflict with pedestrian access within the site and with the positioning of the smoking shelter and bin storage that currently exists. Amended plans have been received that delete the fourth parking space in this area which is a more practical layout to minimise conflict with other users in the site. Cycle storage has also been indicated which can be secured by condition to promote sustainable travel and is a viable option in this location.

### ***Flood risk***

The applicant has provided a Flood Risk Assessment in support of the application which outlines recommendations for flood risk management. The Environment Agency has raised no objection to the proposals subject to compliance with the FRA which states existing ground floor levels in the range of 5.8m to 5.87m AOD which will provide 560mm freeboard above the design flood level and will be at least 330mm above the average ground level and would be required to be retained at that level for the lifetime of the development. The FRA also recommends that residents are advised to register with the free flood warning service provided by the Environment Agency and an emergency flood response action plan prepared and displayed at the property. The Environment Agency has clarified that the finished floor levels provide safety to the correct levels (i.e. above the flood level, plus climate change and freeboard), so increased occupancy does not factor as adequate mitigation is being offered.

### ***Sustainability and Biodiversity***

The proposed development would make efficient use of the site in a sustainable location and has incorporated cycle parking to promote alternative modes of transport which can be secured by condition. The application details confirm that the hardstanding to the frontage is permeable paving and there is a small planted bed retained which will minimise surface water run-off.

The constraints imposed by the scale of development and the existing building with no additional footprint proposed limit the opportunities for incorporating sustainable construction or renewable energies. However further details have been requested to outline sustainable design and energy measures as well as improvements to biodiversity and will be reported.

### ***Conclusions***

There is a clear need for emergency and temporary accommodation and the proposals would help meet this demand. It is acknowledged that there has been considerable concern from local residents over the impacts arising from the ongoing use and in particular the effects of noise and anti-social behaviour. However, the current proposal brings forward improvements by making provision for an on site Manager. This together with the implementation of the submitted management plan



would address concerns raised by local residents and it is noted that the Police and Council's Environmental Health Officers have raised no objections to the use. Whilst the concerns of local residents are appreciated this has to be weighed against the significant benefits of the proposal in terms of meeting local housing needs and it is considered that the adverse impacts of the proposals would not significantly and demonstrably outweigh those benefits.

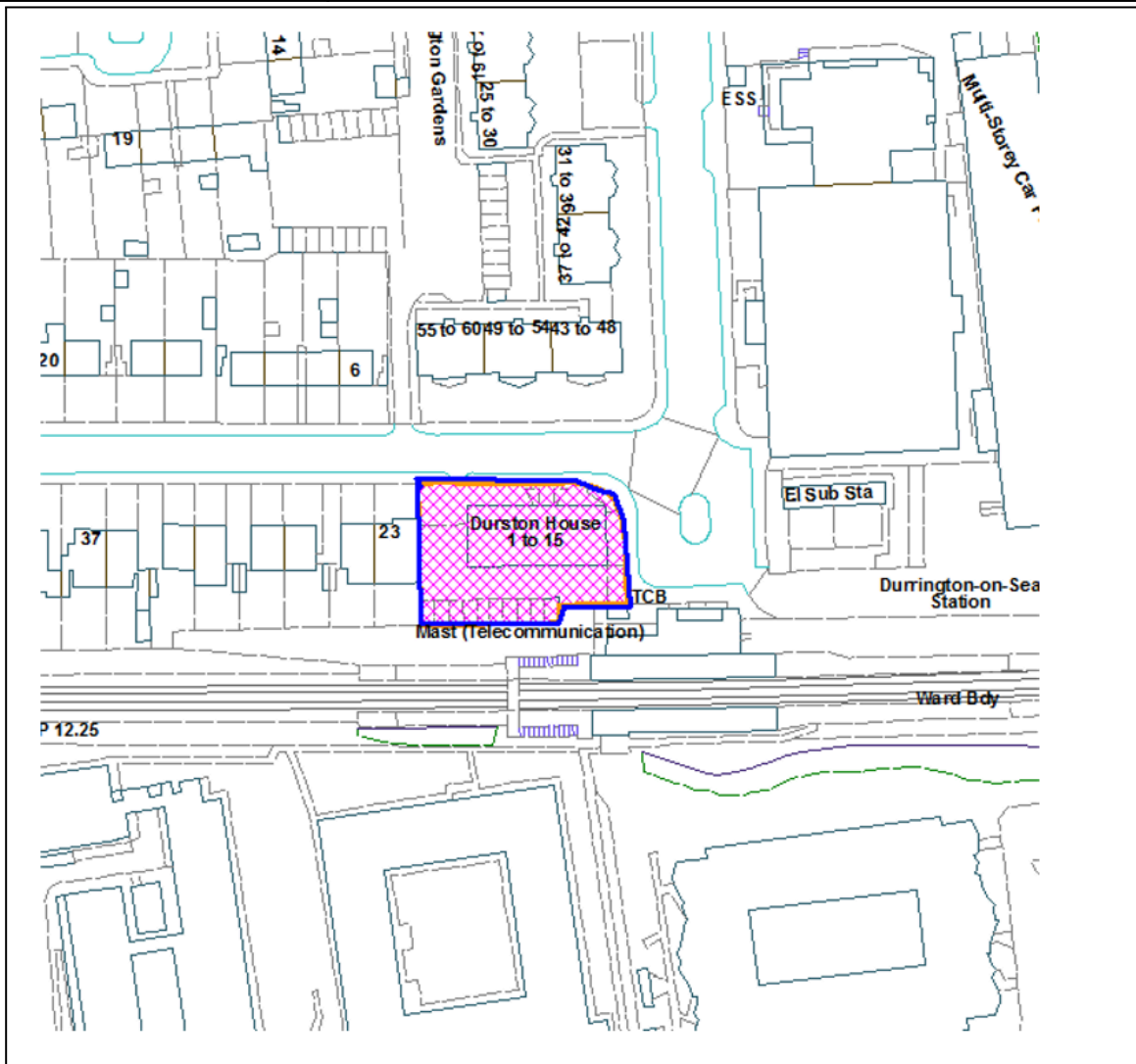
### **Recommendation**

**APPROVE - to delegate to the Head of Planning and Development to grant planning permission subject to the receipt of satisfactory amended plans and to the following conditions:-**

1. Approved Plans
2. Construction Management Plan to be agreed
3. Hours of construction
4. Cycle parking details to be agreed
5. Bin storage details to be agreed
6. Sustainability measures to be agreed
7. Development to be carried out in accordance with FRA to include the recommendations of section 8.0 and including the following mitigation measures - Finished ground floor levels shall be set no lower than 5.80 metres above Ordnance Datum (AOD). The measures detailed above shall be fully implemented and retained and maintained throughout the lifetime of the development.
8. Matching materials
9. Use as a 14 bedroom HMO limited to a maximum of 14 occupants
10. Management Plan shall be fully implemented
11. Use of second floor accommodation to be occupied by site manager to provide staff presence 24/7
12. Use of garden office for on-site manager, in connection with the management of the HMO only.

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<b>Application Number:</b>	<b>AWDM/1669/23</b>	<b>Recommendation - Delegate to Head of Planning and Development to APPROVE subject to receipt of amended plans</b>
<b>Site:</b>	<b>Durston House, 21 Chesterfield Road, Worthing</b>	
<b>Proposal:</b>	<b>Construction of an additional floor on the existing building 'Durston House' comprising 4 residential apartments (2 x 1 bedroom and 2 x 2 bedroom).</b>	
<b>Applicant:</b>	<b>Exite Development LTD</b>	<b>Ward: Castle</b>
<b>Agent:</b>	<b>Howard Fairbairn MHK</b>	
<b>Case Officer:</b>	<b>Marie O'Keeffe</b>	



**Not to Scale**

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## Proposal, Site and Surroundings

The existing building is a three storey block of 15 x 2 bed flats. Formally offices, this conversion to residential was approved under the Prior Approval route in 2016. Durrington railway Station is to the east with the line itself running to the south of the building.

A 3 storey 60s flat block of flats is opposite the site to the north (Durrington Gardens) with suburban semi-detached and terraced houses to the west in Chesterfield Road. The immediate building to the west (number 23) is a semi-detached house and characterises the southern half of the street. No. 23 was granted permission in 2017 for use as a home for up to 6 unaccompanied minors. It has a single storey side extension which abuts the western boundary of the application site with obscure glazed facing windows. The western parking area serving Durston House runs up to this boundary with the building itself about 9 metres off it. The upper floor of the house has landing and bathroom windows facing the site and the common boundary is enclosed by a 2 metre brick wall.

Former NHS offices to the north east have permission to be converted into 48 flats and the former 9 storey Lloyds tower is also now flats. This building includes a medical centre. A designated neighbourhood shopping centre at The Strand is further north and a leisure centre is also very close by in Shaftesbury Avenue. To the south, across the railway, are the tall Inland Revenue offices.

The site is not in a conservation area and is not a listed building. There are no protected trees on the site.

Planning permission is again sought to add an additional floor to this building to create four new units. The proposed extra floor would be served by the existing communal staircase. It is set back at the front (north side) by around 1 metre and by about 300mm on each flank. At the front is a balcony serving three of the flats. At the rear on each corner are two shallow inset balconies.

The roof would have a short oversail at the front to provide a canopy. This additional floor is to be clad with anthracite standing seam cladding at the rear and a lighter grey cladding to the sides and front. The balcony has glazed screening. The pattern of fenestration corresponds to that of the existing building at the front and rear. There are some small sections of window in each flank.

Existing parking for 21 cars is retained within a gated parking area to the west side and rear. Cycle parking for 20 and bin stores are outside the compound on the east side behind a lockable gate.

In terms of soft landscaping an additional hedge is proposed on the east side frontage adjacent to the bike and bin stores.

This application has been called into Committee by Councillor Cox.

## **Relevant Planning History**

AWDM/0220/21 - Application for Non Material Amendment to AWDM/0297/18 to change Trespa cladding panel for Cembrit cladding panel. Granted.

AWDM/0297/18 - Construction of an additional floor on the existing building 'Durston House' comprising 4 residential apartments (2 x 1 bedroom and 2 x 2 bedroom). Granted

NOTICE/0008/16 - Application for permitted development for prior approval for change of use from offices to fifteen 2-bedroom flats. Granted

NOTICE/0013/14: Application for permitted development for prior approval for change of use from offices to seven 1-bedroom flats and eight 2-bedroom flats – prior approval not required.

AWDM/0202/15: Construction of two storey roof extension to form 8x2 bed flats and provision of cycle store and landscaping. Application refused on the grounds of design and amenity.

AWDM/1105/15: Change of use of the whole building from offices to residential use comprising 10 no. 2 bedroom flats and 3 no. 1-bedroom flats. Application withdrawn following subsequent permitted development approval

## **Consultations**

### **West Sussex Highways:**

#### Summary

*The proposal is for an additional floor on an existing block of flats named Durston House. Four flats are proposed, 2 x 1 bedroom and 2 x 2 bedroom. Currently there are 21 parking spaces to serve residents, no additional parking provisions are to be created as a result of the proposal. The LHA has previously been consulted on matters at this location under application no AWDM/0297/18 which sought for a similar proposal of 4 flats 2x1bed and 2x2bed. No objections were raised from a Highways perspective and the application approved.*

*The LHA has observed the most recent and up to date accident data from a 5 year period. This demonstrates that there are no concerns with the existing vehicular access to Durston House and no concerns with the existing operation of the Highway at this point.*

#### Parking and Capacity

*It is unclear from documentation the distribution of the parking spaces currently and whether these are all in use. Due to the nil parking provision, it is anticipated that additional parking will need to be accommodated by on street parking. The WSCC Parking Demand Calculator (PDC) outlines that 5 parking spaces would be required to accommodate this number of units with the proposed tenure in the Castle Ward.*

*It is not considered that the proposal would generate a severe material increase in vehicular movements over those generated already by residents of Durston House.*

*Secure and covered Cycle Parking exists currently and will be available for use by any new residents generated by the proposal.*

*The LHA are unaware of any existing parking pressures in this location. The Local Planning Authority may wish to consider this when assessing the suitability of the application from an amenity perspective.*

#### Sustainability

*The site is located within close proximity to sustainable alternative means of transportation including Durrington on Sea railway station a short walk east of the building and the nearby Shaftesbury Avenue is served with bus routes operating a regular service to Durrington, Lancing, Angmering and Arundel.*

#### Construction Management

*The applicant has provided a Construction Management Plan in support of this application. This stipulates that deliveries will be organised outside of peak hours and will be taken with the assistance of a banksman. Measures will be put in place to minimise disruptions to residents and signage present to protect pedestrians and members of the public during the construction phase. The construction management plan is considered acceptable.*

*It would be beneficial however for the applicant to provide a site set up plan to ensure that there is available space for those deliveries to be taken as well as materials stored/ site welfare, wheel washing clear of the highway.*

#### Conclusion

*The LHA does not consider that the proposal would have a 'severe' impact on the operation of the highway network, therefore is not contrary to the National Planning Policy Framework (para 115), and there are no known transport grounds to resist the proposal.'*

#### Additional Comments following revision

*'The applicant has provided a site set up plan for during the construction phase. The plan suitably demonstrates where materials storage, welfare and deliveries will be accommodated. Wheel washing has been noted as required due to no ground works being undertaken.*

*The plan as submitted is considered suitable. For all other Highways matters, please refer to my previous comments.'*

#### **FRS Water and Access**

*Having viewed the plans for the planning application no. AWDM/1669/23 for the*

*Construction of additional floor on the existing building 'Durston House' comprising 4 residential apartments (2 x 1 bedroom and 2 x 2 bedroom); evidence is required to show that all parts inside all apartments are within 45-metres of the location of a fire appliance in accordance with Approved Document B (AD-B) Volume 1 B5 section 13. [A Building Regulations document]. This is to be measured along the hose lay route, not in a direct line or arc measurement. Any areas not within the 45-metre distance will need to be mitigated by the installation of sprinkler or water mist system complying with BS9251 or BS8458 standards.*

### **WSP – Council’s Drainage Consultants**

*No objection on surface water grounds.*

### **Private Sector Housing**

No objection.

### **Public Health**

Acoustic report incomplete regarding overheating. At this stage conditions 5 and 8 of the previous permission AWDM/0297/18 should remain. As no demolition is involved the dust suppression condition (11) of that permission need not be attached.

### **Southern Water**

No objection. No new development or tree planting should be carried out within 3 metres of the external edge of the public gravity sewer without consent from Southern Water. Plans attached of sewer within site.

Public sewer may be crossing the site. Also an application for connection will be required. Surface water discharge to our network in accordance with part H3 of the Building Regulations.

### **Representations**

Two objections from residents, one in the block and one neighbour, summarised as follows:

- No parking is proposed for the flats. There is insufficient parking for the existing residents to the extent that the bin storage has been moved outside the compound.
- Heavy on street parking often makes Chesterfield Road one way with poor lines of sight.
- Illegal parking often occurs opposite Durston House.
- At the local shops (only 200 yards away from the property) there is limited parking available for the increased population resulting in cars parking on local roads and on the central reservation limiting drivers line of sight of traffic entering the roundabout at the bottom of Shaftesbury Avenue increasing the potential for a road traffic accident.

- Since the last planning application in 2018, the new doctor's surgery and flats (Skyline and housing at the sixth form college) have increased those needing parking, for people visiting these places south of The Strand, near Chesterfield Road, and put additional pressure on the limited parking available.
- The train station is used a lot by school children heading to the local Durrington High School and children leaving the area to travel to other high schools in Worthing with the increased traffic in the area this enhances the potential of a road traffic accident.
- At peak times the traffic along Shaftsbury Avenue and the Boulevard is grid locked making it difficult for residents, emergency services and local businesses to access the area. It is anticipated that with the recent Barrington Road development (on the old Tax office, which is due to be 287 dwellings) the traffic in this area will greatly increase.
- I understand the need for development; however, this area of Worthing has seen a significant number of residential properties, disproportionately to other areas of Worthing.
- The existing top floor flat will have a living room and kitchen above a bedroom and a balcony running the entire length of the property which would create a noise.
- Contrary to lease which states residents are entitled to 'quiet enjoyment' of their property. Building work and stacking arrangements will not allow for this.
- The proposed development fundamentally changes the nature of the property.
- Working from home, as now, will not be possible if this build is allowed. This could potentially impact my work as well as my health.
- The building work may prevent use of the parking area.
- There is no space to park the vehicles needed to construct the flats. They would block Chesterfield Road or The Causeway.
- Loss of privacy to Durrington Gardens residents.
- Loss of their light too which may also impact the surrounding gardens and trees.
- Children live in Durston House. How will they sleep? Risk of being hurt? Will dust affect their health? I have consulted a doctor in relation to breathing difficulties I have.
- There is a risk that the electricity supply will be disrupted during the building works which threatens a resident insulin dependent diabetic.



- On 09 February 2015 (ref. AWDM/0202/15) an application to construct additional storeys on the roof was rejected on the grounds of overdevelopment. Although the proposal is a smaller development than this proposal I believe the arguments against the development remain valid, however, I accept that similar planning applications have been accepted.
- In the last 6 years we have had 3 planning applications, when the application expires a new one is submitted. Since purchasing the property, we have not been able to sell or let out.
- I would ask the council to consider rejecting the application for the reasons stated above, if this is not possible then;
- Reducing the working hours to limit the impact on the residents and
- Request the developers to confirm when building will start and end
- Prevent the developers from submitting an application on the expiration of this one.
- This development and others around, encase and surround neighbouring properties with high-rise buildings with no consideration for the residents.
- Just another problem to add to what has become a troubled no-go area/neighbourhood. Welcome to the Durrington-On-Sea railway station ghetto.

### **Relevant Planning Policies and Guidance**

Worthing Local Plan 2020-2036 (WBC 2023): Policies:  
 SP1 (Presumption in Favour of Sustainable Development)  
 SS1 (Spatial Strategy)  
 DM1 (Housing Mix)  
 DM2 (Housing Density)  
 DM5 (Quality of the Built Environment)  
 DM15 (Sustainable Transport and Active Travel)  
 DM16 (Sustainable Design)  
 DM17 (Energy)  
 DM20 (Flood Risk and Sustainable Drainage)  
 DM22 (Pollution)  
 National Planning Policy Framework (HCLG 2023)  
 National Planning Practice Guidance  
 Technical Housing Standards DCLG 2015  
 SPD 'Space Standards' (WBC 2012)  
 CIL Charging Schedule (Aug 2021)

### **Relevant Legislation**

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) provides that 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) of the Planning and Compulsory Purchase Act 2004 requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise

## **Planning Assessment**

### ***Principle of Development***

The Worthing Local Plan was adopted on 28th March 2023. Policy SS1 sets out the Housing supply over the period 2020-2036 and gives a total figure of 3672 (an annual target of 230 dwellings per annum).

Paragraph 74 of the NPPF states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement. The supply of deliverable sites should include a buffer of 5% to ensure choice and competition in the market for land, or 20% where there has been a significant under delivery over the previous three years.

The Inspectors report at Paragraph 176 states:

*"I am satisfied that this is a reasonable assessment of likely deliverable supply. This comfortably exceeds the likely five-year housing land requirement. It is possible that some sites may stall or take longer to start delivering new housing, especially taking into account uncertainties surrounding the outcome of Brexit and COVID-19. However, there is sufficient headroom to be reasonably confident that a five-year supply of deliverable housing land would exist at adoption."*

The Inspector was satisfied that the housing requirement represents a reasonable and realistic assessment of the limited capacity of the Borough.

The most recent housing trajectory and 5 year housing land supply for Worthing can be found in the Annual Monitoring Report. Table 9 indicates the Five Year Supply and includes a 20% buffer, which results in a 6.5 year supply of deliverable sites.

The fourth Housing Delivery Test was published in January 2022, and covers the period from 2018/19 - 2020/21 (therefore prior to adoption of the Local Plan). Worthing Borough Council scored 35%. Therefore the presumption in favour of sustainable development applies as the delivery of housing was less than 75% of the housing requirement over the previous three years. An Action Plan will be produced to identify new measures or updates to existing measures that will assist in the improvement of housing delivery.

## ***Visual Amenity***

This site is no longer designated in an area for change as it was under the former Core Strategy. This is because more intensive residential redevelopment has become the reality locally through redevelopments and new development at the former Lloyds building complex and the sixth form college as well as the approved development at the adjacent NHS building site.

The principle of a four storey building here has long been established under a series of permissions dating back to 1990 and last approved in 2018 under AWDM/0297/18. In this context, the additional storey is considered acceptable in principle.

The building would be taller than its neighbour at No 23 where suburban scale of housing predominates along the south side of Chesterfield Road and the station building, which itself is limited in size, somewhat in contrast to the taller buildings to the south. However, the application site relates more to the urban high density development of The Causeway than Chesterfield Road, especially as number 23 is 9 metres from the building.

The design of the proposal reflects the 2018 permission with a set back at the front and smaller insets at the sides as well as two small rear balconies. However the floor plan for the additional storey shows a set back and this is not reflected in the elevations. It would also be an improvement if the balcony was also set back from the edge of the floor below. The applicant has been requested to make these alterations to the submitted plans.

The pattern of fenestration relates well to the existing building. The 2018 permission included a condition requiring the approval of materials. A 2021 Non Material Amendment application did approve Cembrit Patina Original cladding to the front and sides. This is again proposed with Anthracite Standing Seam cladding for the rear. The materials are therefore acceptable and no further submission is required. There is no need to re-attach condition 3 of the earlier permission.

Details of the shared aerial have also been submitted and are shown on the elevations. The existing aerial is to be fitted to the new roof set back 2 metres from the front. Again these details are acceptable and condition 7 of AWDM/0297/18 is no longer required.

## ***Residential Amenity Neighbours***

The principal potential neighbour impacts are mainly on the existing occupiers of Durston House, No 23 Chesterfield Road abutting the site to the west and occupiers of Durrington Gardens to the north.

Assessing the impact on the residents of Durston House, the Environmental Health Officer has recognised that the residents of the third storey would be exposed to noise from the new flats and vice versa. The room stacking above the floors below is not ideal in that ordinarily matching rooms are preferred. However, the applicants previously advised that they have allowed for a separate floor system, rather than

relying strictly on the ceiling structure, so will be able to conform to the building regulations requirement for “New Buildings” rather than refurbishment. Planning law has always been quite clear that planning applications should not be resisted where matters can be adequately dealt with by other legislation.

Environmental Health advice is that Condition 8 of the previous permission relating to proposed sound insulation between the new flats, including balconies and the floor, stairs and walls below, is still required.

As for the environmental management of the construction process itself, the planning system has only limited powers and recognises that some impacts are unavoidable.

While existing residents’ concerns are understandable regarding building works, it is very rarely justified to resist applications on such grounds when controls on the times that building works can be carried out can be imposed. In this instance, it can be justified to make such hours more onerous than normal due to the sensitivity, primarily by preventing any working at weekends.

A Construction Management statement and plan has been submitted with this application. It proposes working hours of 9am to 5pm Monday to Friday only with no weekend or Bank Holiday working. These hours are consistent with the condition restricting hours of working attached to AWDM/0297/18 for the same development and can be reapplied.

In the absence of demolition Environmental Health advises that a separate dust suppression condition is not required.

No significant impact on overlooking or to natural light would occur to any neighbour including those in the flats opposite. The new north facing windows are further from the flats in Durrington Gardens than the existing windows in the building and they and the proposed balcony are more than 21 metres away, the Council’s standard separation distance. It cannot be justified that material harm will result.

The impact of the extra floor on the neighbour at No 23 would be modest as the facing single storey side extension of No 23 is blank, save two narrow windows, the facing upper floor flank windows of the house are obscure glazed, and the intervisibility is not materially different to that now.

### ***Future Occupiers***

The new flats will be exposed to noise from the road and adjoining railway line. The previous permission included a condition No. 5 as follows:

*Construction work shall not commence until a scheme for protecting the proposed flats from noise from the railway and station has been submitted to and approved by the Local Planning Authority. All works, which form part of the scheme, shall be completed before any part of the noise sensitive development is occupied. The scheme shall have regard to the principles contained within the World Health Organisation community noise guidelines and achieve the indoor ambient noise levels for dwellings specified in BS8233:2014. Following approval and completion of*

*the scheme, a test shall be carried out and the result submitted to the Local Planning Authority to demonstrate compliance with the scheme.*

An acoustic report has been submitted with this latest application in an attempt to satisfy this condition and negate the need for it in the new permission. The report outlines the construction details for the roof, external walls and glazing to meet the required internal noise standards. The use of either passive or mechanical ventilation details are included in the report as in the author's experience different local authorities interpret Part F of the Building Regulations differently.

Environmental Health are not yet satisfied that overheating of the new flats will not occur without the need to have windows open which would lead to excessive noise to occupants. This matter is with the applicant for further consideration but in the meantime condition 5 of the previous approval is again recommended.

The new flats meet the Government's internal space standards and all have access to a reasonable balcony.

### ***Access and Highways***

The site has 21 car parking spaces for the existing 15 flats. No additional parking is proposed in this case. Access is unchanged, including to bins/recycling storage.

The two representations received have raised strong objections to the proposal on the grounds of the additional on street parking pressures that will occur as a result of this development. These concerns are understandable as on street parking in the immediate vicinity is heavy due to the proximity to the station and The Strand Shopping Parade.

However, the site is in a highly sustainable location with the train station adjacent to the site and several bus routes also serving the immediate area. A local shopping parade, The Strand, is also only a couple of minutes' walk away to the north.

The Highway Authority does not consider that the proposal would generate a severe material increase in vehicular movements over those generated already by residents of Durston House.

Secure and covered Cycle Parking exists currently and will be available for use by any new residents.

Residents are concerned about their private parking during the build. The Construction Management Plan submitted states:

*'Due to the site constraints parking for personnel will be limited and we advise that vehicles are parked in local vicinity or public car parks such as Durrington Station self pay or along park and display routes on The Strand and Shaftesbury Avenue in Durrington.'*

A subsequent Construction Management Plan submitted does show parking spaces 5 and 6 within the site identified for use as a materials storage area during the build. Otherwise a site welfare office and portable WC's also shown to be located to the

rear of the building may restrict access/manoeuvring space for residents to other parking spaces.

This will be for the duration of the build only and will revert to residents parking on completion. Lease arrangements and access to parking spaces at all times is a private matter between owners and their freeholder.

In light of the comments of the County Council, and given the location of the site and limited site curtilage there would seem to be no justification to resist the scheme on transport grounds.

### ***Sustainability***

The applicant has been asked to provide details of any sustainability or additional energy measures proposed as part of this development in response to policies DM16 and DM17. Members will be updated at the meeting.

### ***CIL***

The community Infrastructure Levy does not apply in this case as the Castle ward is exempt from this charge.

### ***Bio Diveristy Net Gain/Soft Landscaping***

The site is largely hard landscaped and therefore there is scope for increasing biodiversity. Additional hedging is proposed on the east side of the building and there is scope to provide additional soft landscaping on the north side of the building which would improve the outlook of the existing flats, improve permeability and provide some biodiversity net gain. The applicant has been asked to consider provision of additional soft landscaping and Members will be updated at the meeting.

### ***Conclusion***

The principle of residential development of an additional storey has previously been agreed several times. This latest application is consistent with those approvals and consistent with current government policy, making effective and efficient use of a brownfield site in a very sustainable location.

The dwelling mix and form of one and two bed flats is considered appropriate in this location.

### ***Recommendation***

**APPROVE - to delegate to the Head of Planning and Development to grant planning permission be granted subject to the receipt of satisfactory amended plans relating to landscaping and biodiversity improvements and amended elevations as set out in the report and subject to the following conditions:-**

1. Approved Plans
2. 3 years
3. Materials as specified
4. In accordance with Construction management Plan

5. Construction work shall not commence until a scheme for protecting the proposed flats from noise from the railway and station has been submitted to and approved by the Local Planning Authority. All works, which form part of the scheme, shall be completed before any part of the noise sensitive development is occupied. The scheme shall have regard to the principles contained within the World Health Organisation community noise guidelines and achieve the indoor ambient noise levels for dwellings specified in BS8233:2014. Following approval and completion of the scheme, a test shall be carried out and the result submitted to the Local Planning Authority to demonstrate compliance with the scheme.
6. Details of Noise insulation between flats
7. Details of soft landscaping
8. Car/cycle/bin storage retained at all times

21 February 2024

## **Local Government Act 1972**

### **Background Papers:**

As referred to in individual application reports

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WORTHING BOROUGH  
COUNCIL

Planning Committee  
21 February 2024  
Item 8

Key Decision No]

Ward(s) Affected:All

## **Draft Worthing Affordable Housing Supplementary Planning Document (SPD)**

### **Report by the Director for Place**

#### **Executive Summary**

##### **1. Purpose**

- 1.1 This report presents a Draft Worthing Affordable Housing Supplementary Planning Document (SPD) for consultation.

##### **2. Recommendations**

- 2.1 Members are asked to comment on the draft SPD prior to public consultation. Any comments will be passed to the Executive Member for Regeneration to inform their decisions to authorise for public consultation purposes.

##### **3. Context**

- 3.1 On the 28th March 2023 the Worthing Local Plan (WLP) was adopted. Policy DM3 of the new plan now sets out the approach to the delivery of affordable housing in the Borough. This proposed Supplementary Planning Document (SPD) will, once adopted, set out the mechanism for securing affordable housing on major residential development sites and the exceptional circumstances when financial contributions for affordable

housing to be secured off-site may be acceptable and how these would be calculated.

- 3.2 The **National Planning Policy Framework (NPPF)** states: ‘Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure ... Such policies should not undermine the deliverability of the plan’(paragraph 34).The Council and developers have a responsibility, through the planning process, to manage the impact of growth and ensure that any potential harm caused by new development is mitigated. The Council therefore expects new development to contribute to site related and other infrastructure needs.
- 3.3 The **Planning Practice Guidance (PPG)** on ‘Viability’, published alongside the updated NPPF in July 2018 and most recently updated on 1st September 2019, provides more comprehensive information on considering viability in plan making.
- 3.4 The current mechanism for securing affordable housing in Worthing is set out in the Developer Contributions Supplementary Planning Document (SPD) adopted in July 2015. This brings together the Council’s approach to seeking contributions from new development for a range of infrastructure types to address the cumulative impacts on infrastructure and to secure affordable housing (section 5 of the SPD). It summarises the different mechanisms which are used and the relationship between them.
- 3.5 An update of this SPD is required to ensure that guidance is in line with the newly adopted Worthing Local Plan and ensure that it reflects the latest S106 / Community Infrastructure Levy (CIL) position. The proposed new Affordable Housing SPD will provide an update, and supersede section 5 of the adopted SPD 2015. It has been developed using best practice and recent guidance on SPD’s and liaison with officers across the Council.
- 3.6 As part of the local plan review process and in line with government guidance referred to above, the Council commissioned consultants to undertake a Whole Plan Viability Assessment (January 2021).The purpose of that assessment was to assess the viability of the proposals and policies proposed as part of the emerging new Worthing Local Plan (WLP). ‘Viability’ in the sense of this study refers to the financial “health” of development. This means that the study looked at the likely strength of the relationship between development values and costs, across a range of proposed development types.

3.7 As such Policy DM3 of the Worthing Local Plan reflects this viability work and sets out the Council's approach to delivering much needed affordable homes across the Borough. The policy states:

3.8 Worthing Local Plan policy DM3 reflects the findings of this review

#### **DM3 AFFORDABLE HOUSING**

- a) New residential development (including conversions and changes of use) with the capacity to provide 10 or more self-contained units will be expected to provide an appropriate mix of affordable housing according to the following site size thresholds:
  - i) Sites on previously developed land involving the development of flats there will be a requirement for 20% affordable housing;
  - ii) For all housing schemes on previously developed land there would be a requirement for 30%;
  - iii) For all development on greenfield sites there would be a requirement for 40%.
- b) Affordable housing should be delivered on-site. In exceptional circumstances a financial contribution may be accepted by the Council in order to provide affordable housing off-site where the other sites may be more appropriate to provide affordable housing than the site of the proposed development.
- c) Affordable housing should incorporate a mix of tenures and sizes prioritising rented affordable homes at social rent levels. To most effectively meet the borough's housing needs the Council will require the following mix of tenure as a minimum: 10% of homes to be available for affordable home ownership (as defined in the NPPF) as part of the overall affordable housing contribution. Exceptions to this will only be considered in accordance with national policy. Remaining affordable housing should be split as 75% social / affordable rented housing and 25% intermediate housing. The exact tenure split and size of units on each site will be a matter for negotiation, taking account of up-to-date assessments and the characteristics of the area.
- d) A minimum of 3% of affordable homes (for which the Council is responsible for allocating or nominating a person(s) to live in that

dwelling) constructed should be built to Building Regulation Standard M4(3) Category 3: Wheelchair Accessible Standards, taking account of the suitability and viability of the site.

- e) Affordable housing should be appropriately distributed throughout a new development and should be designed to a high quality, with the same or a consistent external appearance as for market housing.
- f) Where a developer states that exceptional development costs mean it is not possible to meet the full requirements for the delivery of affordable housing the onus will be on them to demonstrate this to the Council and this must be supported by robust financial viability evidence (through an open book approach).

3.9 The aim of this new SPD is to provide advice on this affordable housing policy (DM3) and how it should be interpreted and implemented. A key aim of DM3 is to increase the amount of affordable housing delivered through the planning system. The SPD will provide advice for landowners, developers, agents and affordable housing providers and will be used to inform pre-application proposals and planning applications. The SPD will set out the mechanism for securing affordable housing on major residential development sites and the exceptional circumstances when financial contributions for affordable housing to be secured off-site may be acceptable. The rates for off-site contributions which are based on viability advice and the methodology for making calculations will replace and supersede the rates that currently form part of the existing Developer Contributions SPD. The increase in off site contributions will also assist in ensuring more affordable homes can be delivered in the Borough.

#### **4. Issues for consideration**

4.1 The draft SPD presents clear guidance on how applicants can comply with policy and submit information to the planning authority in a way which can easily be assessed by development management. The SPD sets out the national and local policy background, and the principles for meeting policy requirements on affordable housing. It covers guidance on the following aspects of affordable housing that applicants will need to consider;

- **Section 3. What is Affordable Housing** - definition of affordable housing as set out in national policy.

- **Section 4. Housing Need in Worthing** - sets the context for the policy approach.
- **Section 5. Local Policy** - sets out the local policy but also provides additional clarity on a number of more detailed points.
- **Section 6. When On-site Provision Cannot Be Achieved** - clarifies the circumstances where the Council may consider off - site provision and the evidence required.
- **Section 7. Development Viability** - clarifies when a viability assessment is required and what it should include.
- **Section 8. Vacant Building Credit** - explains the application of Vacant Building Credit and the evidence that an applicant needs to provide.
- **Section 9. Design and Layout** - ensuring well designed and accessible dwellings.
- **Section 10. Provision of Serviced Plots** - this section explains the circumstances where the Council would require the affordable housing obligation to be satisfied on-site through the transfer of an appropriate number of serviced plots of land.
- **Section 11. Delivery and Management** - clarifies requirements for Affordable Housing Providers and issues around nominations and local connections.
- **Section 12. Monitoring**- sets how the financial contributions will be spent and monitored.
- **Appendix A** - sets out the method for calculating affordable housing financial contribution and provides a number of worked examples.
- **Appendix B** - sets out the calculation for Vacant Building Credit.
- **Appendix C** - sets out a checklist for viability assessments.

4.2 The SPD clearly states that any proposals for new residential development that may trigger the Council's affordable housing policies should be discussed with the Council's Housing and Development Management Teams as early as possible. The Council works with affordable housing providers and is best placed to provide advice on the affordable housing requirements that best meet local needs. The Council offers a formal pre-application advice service.

4.3 Applicants are encouraged to prepare and submit an Affordable Housing Statement, having regard to the contents of the Worthing Local Plan and this SPD. The statement should address: the number of dwellings; types and sizes of dwelling; tenure split; design standards; the timing of affordable housing delivery; and the location & distribution of affordable dwellings. Since the evidence base for the Local Plan was prepared the

Country has been affected by the covid epidemic and the cost of living crisis has increased the housing need across the Borough. The increase in the number of homeless and those seeking emergency and temporary accommodation is reflection of the ever increasing housing need.

- 4.4 The Local Plan correctly identifies that the greatest need is for rented accommodation but it also has to be at a rent that meets the needs of those in greatest housing need. As a result, affordable rent, as defined by central Government at 80% of market rent, is of little benefit locally being out of reach of anyone on the housing waiting list. The SPD therefore encourages applicants to deliver social rent or at least rent set at Local Housing Allowance (LHA) level and the majority of developers have agreed to deliver rent at a level that will help to meet local housing needs.
- 4.5 Policy DM3 (b) and the SPD clearly states that affordable housing should be provided on site and that only ***'In exceptional circumstances a financial contribution may be accepted by the Council in order to provide affordable housing off-site where the other sites may be more appropriate to provide affordable housing than the site of the proposed development.'***
- 4.6 The SPD in section 6 addresses situations where on site provision cannot be achieved. It clarifies that the Council aims to achieve mixed, balanced and sustainable communities and consequently expects affordable housing to be provided on site and landowners and developers need to make provision for this requirement. It does however acknowledge that there may be exceptional circumstances in which the Council seeks a broadly equivalent financial contribution in lieu of on-site provision. The reasons that could prevent the delivery of on-site provision that the Council may consider include:
- Where the objectives of achieving a mixed and balanced community could be better met in an alternative more sustainable location (however, this is unlikely within a relatively condensed urban area). For example, where the appropriate form of affordable housing cannot be provided within a scheme.
  - Where providing a small number of units affordable housing is not deliverable because an Affordable Housing Provider cannot be secured.

- Where on-site provision is not viable, but an equivalent or lesser financial contribution can be made for off-site provision (see Section 7).

4.7 It should be noted that a developer's preference for a commuted sum, without clear justification, would not be an acceptable reason for a commuted payment in lieu of on-site provision. Section 7 of the SPD sets out what the Council will expect an applicant to address and again reiterates the importance of very early discussions with Officers where a proposal triggers a requirement for affordable housing under the policy. Appendix A of the SPD sets out the method for calculating Affordable Housing Financial Contributions (AHFC). The contributions sought have been agreed following a viability review and more accurately address the costs of delivering off site affordable housing. The calculation includes a 10% additional element which would cover the necessary feasibility work to bring forward an affordable housing site.

4.8 Members are, therefore, asked to approve the SPD for the purposes of wider public consultation to provide interested parties the opportunity to consider the content of the SPD and comment.

## **5. Engagement and Communication**

5.1 Before an SPD can be adopted by the Council it must be subject to a process of consultation. Internal consultation with key Council departments has been undertaken on the draft SPD. This report gives Members an opportunity to discuss the key issues and suggest any amendments before it is subjected to wider public and stakeholder consultation.

5.2 The Council will undertake a level of consultation appropriate to this document in line with any legislative requirements and as set out in the Council's Statement of Community Involvement (SCI). This consultation will include the Council's website together with all key stakeholders and interested parties notified either via email or a letter. The consultation will be undertaken over a period of 4 weeks which is consistent with the Council's Statement of Community Involvement.

## **6. Financial Implications**

6.1 The document was part of the Planning Policy team's general work programme. Any expenditure that has been incurred to date has been contained within existing budget resources.

6.2 Adoption of the SPD will facilitate generation of offsite financial contributions where it is not considered to be achievable on site after a robust assessment.

## **7. Legal Implications**

7.1 The content of the Draft SPD reflects the following legislation: The Town and Country Planning (Local Planning)(England) Regulations 2012, Planning and Compulsory Purchase Act 2004, National Planning Policy Framework (NPPF) (2021) and Planning Practice Guidance (PPG).

7.2 The NPPF confirms that SPDs should only be used where justified and where they can help applicants make successful applications. Part 5 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out statutory requirements for the preparation of SPDs, which includes an obligation to consult.

### **Background Papers**

Developer Contributions SPD 2015

Worthing Local Plan 2023

Draft Affordable Housing SPD

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## **Sustainability & Risk Assessment**

### **1. Economic**

This SPD seeks to ensure the delivery of much needed affordable homes across the Borough.

### **2. Social**

#### **2.1 Social Value**

Assisting with the delivery of much needed affordable homes for our local community.

#### **2.2 Equality Issues**

Delivery of much needed Affordable Homes will meet an identified need within the local community.

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

Matter considered and no issues identified

#### **2.4 Human Rights Issues**

Matter considered and no issues identified.

### **3. Environmental**

Matter considered and no issues identified.

### **4. Governance**

Matter considered and no issues identified.

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**WORTHING BOROUGH COUNCIL**  
**FINAL DRAFT AFFORDABLE HOUSING SPD**

**February 2024**

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# 1. Introduction

The need for subsidised housing provision has long been recognised. The cost of private sector housing, compared with average income levels, means that significant numbers of households lack the resources to obtain private sector housing. Without subsidised housing many households remain in substandard accommodation and in significant housing need.

Whilst it is acknowledged that there are many areas of the country with high levels of affordable housing need, the available evidence demonstrates that this situation is acute in Worthing. As a result, one of the biggest issues that the town faces is ensuring that there is sufficient access to decent and affordable housing to meet current and future needs.

The Council is committed to deliver high quality affordable housing for people who are unable to access or afford market housing as well as helping people make the step from social or affordable-rented housing to home ownership. To achieve this aim the Council will continue to work with public bodies and Registered Providers to maximise the delivery of affordable housing on appropriate sites.

## **Scope of this document**

The purpose of this Supplementary Planning Document (SPD) is to provide advice on the Council's affordable housing policy, as set out in Worthing Local Plan Policy (DM3) and how it should be interpreted and implemented. It does not introduce new policies but supplements and supports existing policies in the Council's adopted Plan.

A key aim of Policy DM3 is to increase the amount of affordable housing delivered through the planning system. This document provides advice for landowners, developers, agents and affordable housing providers. It should be used to inform pre-application proposals and planning applications to ensure high quality and successful applications are made which deliver affordable housing reflecting local needs.

The SPD sets out the mechanism for securing affordable housing on major residential development sites (including mixed use sites) and financial contributions for affordable housing to be secured off-site where required. Section 5 sets out the Affordable Housing policy (DM3) in full and goes on to summarise elements of other related policies. Affordable housing requirements will need to be met in full and there will be a strong expectation that this requirement is embedded into the related land values. However, in exceptional circumstances, and subject to robust viability evidence, the Council may consider a reduced percentage or an off-site contribution and this SPD explains the process involved.

## **Status and Use of this Document**

This SPD has been prepared in accordance with relevant legislation (The Town and Country Planning (Local Planning)(England) Regulations 2012), and is a material consideration in the determination of planning applications. It should be taken into account during the preparation of proposals for residential development from the inception stages and therefore when negotiating site acquisitions and undertaking development feasibility.

## 2. Legislative and Policy Context

The National Planning Policy Framework (NPPF) 2021 provides the overarching national planning policy with which local planning documents must conform. Affordable Housing is defined as: *'Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with set definitions'* (see section 3).

The NPPF seeks to significantly boost the supply of housing and to achieve healthy, inclusive and safe places. Specifically, paragraph 63 of the NPPF requires local planning authorities to identify where affordable housing is needed and set policies for meeting this need on site (unless off-site provision or a financial contribution can be robustly justified and leads to creating mixed and sustainable communities).

### **Adur and Worthing Council Housing Strategy**

Local authorities must comply with statutory duties to provide housing for households in local housing need and to prevent and relieve homelessness. The Council's Housing Strategy ([Adur and Worthing Council Housing Strategy 2020-2023](#)) includes 'improving the levels of Affordable Housing supply' as one of its key priorities.

To help meet this objective, and in recognition of the increasing need for affordable homes and the issues faced in their delivery, the Councils are creating a Development Strategy to help increase the number of affordable homes across Adur and Worthing through self-delivery and by working closely with developers and development partners.

### **Worthing Local Plan**

The Worthing Local Plan includes Strategic Objectives to:

- deliver high quality accessible and sustainable new homes that best reflect the identified needs within the Borough (in terms of size, type and tenure).
- ensure that developments provide an appropriate level of affordable housing to help those in housing need.

To help achieve these aims the Local Plan includes a specific policy relating to Affordable Housing (DM3) which reflects the Council's commitment to increase and maximise the delivery of affordable housing to help meet significant local needs. The Local Plan also includes a number of other relevant policies such as:

- DM1 - Housing mix
- DM2 - Density
- DM5 - Quality of the Built Environment
- DM16 - Sustainable Design

Section 5 of this document sets out the Local Policy in more detail and explains in detail how policies related to affordable housing (particularly DM3) will be interpreted and delivered.

### **3. What is Affordable Housing**

The most commonly referred to definition of affordable housing is set out in NPPF Annex 2 and this is used by local planning authorities when making provision within their areas to meet local demand/need for affordable housing. At the time of writing, the NPPF (2021) defines a number of different types of affordable housing including Affordable Housing for Rent, Starter Homes, Discount Market Sales and other routes to home ownership such as Shared Ownership homes. The different forms of tenure are explained below.

The NPPF says where major development includes the provision of housing, at least 10% of the housing provided should be for affordable home ownership, subject to some exceptions. There is no minimum level of provision of affordable rented housing – this is for local planning authorities to determine.

The government may introduce new affordable home ownership initiatives and products that may be considered when determining planning applications and which may differ from those specified in this document. New initiatives will be given due consideration subject to the existence of detailed planning guidance and subject to the product being genuinely affordable to those with a local housing need.

#### Affordable Rented and Social Rented Homes

Affordable and Social Rented housing relates to housing let by Affordable Housing Providers to eligible households via the Council's Housing Register. The Council accepts both Social Rented and Affordable Rented homes owned and managed by Affordable Housing Providers as meeting local need, albeit rents under the Affordable Rent regime must be affordable for those on the Housing Register in order for them to meet need.

Affordable Rented and Social Rented housing, which should be made available in perpetuity, remains the Council's preference for meeting the needs of households seeking rented housing as this provides long term assured tenancies and the administration and management arrangements are transparent and subject to national government regulations.

Social Rented housing is owned and managed by Affordable Housing Providers and is for eligible households whose needs are not met by the market, for which guideline target rents are determined through the national rent regime.

Affordable rented housing is let by local authorities or Registered Social Landlords to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable) and affordable rents must be set at this level or the level of the prevailing Local Housing Allowance for the size of unit, whichever is the lower.

## Starter homes

A Starter Home is expected to be well designed and suitable for young first time buyers and is not expected to be priced after the discount significantly more than the average price paid by a first time buyer. It should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

## Discounted Market Sales housing

Discount Market Sales housing is a route to affordable home ownership where the property is discounted by at least 20% below local market levels. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households and the Council will seek to ensure that the homes are not purchased by buy-to-let investors, or sublet at any future point. To ensure Discount Market Sales homes are affordable and remain so, a restriction on the disposal price to an amount not exceeding a specified percentage of the market value will be imposed, together with an obligation requiring any subsequent purchaser to enter into a similar restriction. This is achieved through a Section 106 (S106) agreement.

## First Homes

First Homes are a specific kind of discounted market sale housing and should be considered to meet the definition of 'affordable housing' for planning purposes. First Homes are the government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations. Specifically, First Homes are discounted market sale units which:

- a) must be discounted by a minimum of 30% against the market value;
- b) are sold to a person or persons meeting the First Homes eligibility criteria;
- c) on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; and,
- d) after the discount has been applied, the first sale must be at a price no higher than £250,000.

This requirement does not currently apply because the Worthing Local Plan was formally submitted to the Secretary of State on 11 June 2021 for independent examination. The Written Ministerial Statement on First Homes (published 24 May 2021) says that local plans submitted for examination before 28 June 2021 are not required to reflect the First Homes policy requirements. Where local plans are adopted under the transitional arrangements, the First Homes requirements will also not need to be applied when considering planning applications in the plan area until such time as the requirements are introduced through a subsequent update to the plan. It was for the Planning Inspector to consider through the



examination whether a requirement for an early update of the local plan is appropriate. The Inspector in his report into the Worthing Local Plan did not require an early update of the local plan.

#### Other affordable routes to home ownership

This includes housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. This is often referred to as 'intermediate housing' and as summarised below, it includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). The NPPF makes it clear that where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to the relevant authority specified in the funding agreement.

- **Shared Ownership** - the purchaser buys a proportion of the value of the home and the remaining share is kept by the freeholder (usually a registered provider). A subsidised rent is paid for the remainder of the equity. The initial equity share must be between 25% and 75%. Shared Ownership homes must be genuinely affordable based on local incomes and secured through S106 agreements.
- **Shared Equity** - the purchaser acquires the whole of the property through a conventional mortgage but effectively only pays a proportion of the value; the remaining value is secured by an equity loan but without any rental obligation. The Affordable Housing Provider retains a mortgage or charge on the property for the remaining equity and there is no rent or interest charged on this share. Purchasers are able to staircase to 100% ownership. Upon resale, if the purchaser has not staircased to 100% ownership, the equity loan is paid to the new purchaser in relation to the percentage share retained. With a shared equity scheme the purchaser owns all of the property (albeit with a loan on a part of the deposit) - whereas with a shared ownership scheme the purchaser owns a portion of the home with the chance to buy back more from the housing association when they can.
- **Rent to Buy** - can be provided by private sector housing or by Affordable Housing Providers and made available in a form which is equivalent to Affordable Rented homes provided by Affordable Housing Providers in terms of affordability. The monthly rent is capped at 80% of market rents or the Local Housing Allowance, whichever is the lowest. Households must earn less than £80,000 a year and an affordability check will be carried out to ensure that the applicant can afford the rent from the start and can realistically purchase a share in the property in the future.
- **Intermediate rent** – housing available at a rent above social rent but below market rent levels. Generally intermediate rented properties are reserved for specific groups of tenants and short term tenancies. The Council requires that rents are no more than 80% of the local market rents.

- **Build to Rent (BTR)** - Defined as a distinct housing category in the NPPF and the Government has published Planning Practice Guidance covering the delivery and management of this type of accommodation. The NPPF defines BTR as: *'Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development scheme comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.'* The Council will expect that BTR schemes also provide affordable housing in line with national guidance. The NPPF and PPG currently indicate that affordable housing in build to rent schemes should normally be provided in the form of 'affordable private rent' with the rents set at a level that is at least 20% less than the private market rent (inclusive of service charges) for the same or equivalent property.

## 4. Housing Need in Worthing

Worthing has a total stock of over 52,000 homes. The majority (90%) of the stock is in private sector ownership, which is slightly above the Coastal West Sussex average. The remaining 10% of the stock is owned by Registered Providers. There is no local authority owned stock.

House prices in Worthing have continued to rise, with median house prices reaching £360,000<sup>1</sup>. Notably, entry-level house prices are now more than 12 times the average earnings of younger households in Worthing, pointing to significant barriers to households being able to buy a home. This has put home ownership beyond the reach of many households. The growth in rental values across all property sizes has been strong, particularly for three and four bedroom homes.

Government guidance on Strategic Housing Market Assessments sets out a model for assessing housing need. A definition of housing need is given as the number of households who lack their own housing or who live in unsuitable housing and who cannot afford to meet their housing needs in the market (through home ownership or affordable market rents). This model was used within the [Worthing Strategic Housing Market Assessment \(2020\)](#) which calculated an affordable housing need of 490 dwellings per annum up until 2039. This high level of affordable housing need is further evidenced with the number of households on the Worthing Housing Register (1747 households in December 2022).

To help address this, the Council is committed to taking all opportunities to deliver high quality affordable housing for people who are unable to access or afford market housing. The Council will achieve this by continuing to work with public bodies and Registered Providers to maximise the development of affordable housing on appropriate sites. Private house builders will also have a crucial role to play in ensuring affordable homes are delivered alongside market homes as the majority of affordable homes in the Borough are delivered by developers of private sites through S106 Agreements (see Section 5 - Local Policy).

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<sup>1</sup> Source ONS HPSSA dataset9 released 20/09/23 median price paid for residential properties by property type and admin geographies - Annual data - Table 2a- March 23 - £360,000  
<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpssadataset09/current>

## 5. Local Policy

The aim of Local Plan policy DM3: Affordable Housing (set out below) is to provide a proportion of affordable housing on major (10+ dwellings gross) residential and mixed-use development sites to address the needs of residents who cannot afford to buy their own home or afford private market rents. Informed by evidence of development viability, the percentage of affordable housing to be delivered on site differs according to the type and location of development.

### **Local Plan Policy DM3 - Affordable Housing**

- a) New residential development (including conversions and changes of use) with the capacity to provide 10 or more self-contained units will be expected to provide an appropriate mix of affordable housing according to the following site size thresholds:
  - i) Sites on previously developed land involving the development of flats there will be a requirement for 20% affordable housing
  - ii) For all housing schemes on previously developed land there would be a requirement for 30%
  - iii) For all development on greenfield sites there would be a requirement for 40%
- b) Affordable housing should be delivered on-site. In exceptional circumstances a financial contribution may be accepted by the Council in order to provide affordable housing off-site where the other sites may be more appropriate to provide affordable housing than the site of the proposed development.
- c) Affordable housing should incorporate a mix of tenures and sizes prioritising rented affordable homes at social rent levels. To most effectively meet the borough's housing needs the Council will require the following mix of tenure as a minimum: 10% of homes to be available for affordable home ownership (as defined in the NPPF) as part of the overall affordable housing contribution. Exceptions to this will only be considered in accordance with national policy. Remaining affordable housing should be split as 75% social / affordable rented housing and 25% intermediate housing. The exact tenure split and size of units on each site will be a matter for negotiation, taking account of up-to-date assessments and the characteristics of the area.
- d) A minimum of 3% of affordable homes (for which the Council is responsible for allocating or nominating a person(s) to live in that dwelling) constructed should be built to Building Regulation Standard M4(3) Category 3: Wheelchair Accessible Standards, taking account of the suitability and viability of the site.
- e) Affordable housing should be appropriately distributed throughout a new development and should be designed to a high quality, with the same or a consistent external appearance as for market housing.
- f) Where a developer states that exceptional development costs mean it is not possible to meet the full requirements for the delivery of affordable housing the onus will be on them to demonstrate this to the Council and this must be supported by robust financial viability evidence (through an open book approach).

The Local Plan policy and supporting text clearly establish the Council's expectations. However, some additional clarity on a number of points is set out below:

- Affordable housing secured through a planning obligation will ensure the provision of the necessary units as part of the overall scheme generally through 'developer built homes'. This involves the developer building the affordable housing in accordance with the design standards and requirements of the nominated Registered Provider and then transferring the ownership and management of the housing to the Registered Provider at a price that reflects nil land value and nil public subsidy.
- Where the percentage of affordable housing to be delivered on site does not equate to a whole dwelling the Council will use the Affordable Housing Financial Contribution calculation (see Appendix A) to calculate the appropriate contribution for a 'part dwelling' (to be paid in addition to the dwellings delivered on-site).
- The policy requirements apply to all types of residential development falling within Use Class C3, including the conversion or change of use to residential use, sheltered and Extra Care Housing. The policy requirements will also apply to mixed use housing incorporating live/work units.
- In line with policy requirements, the Council will seek to maximise the amount and quality of affordable housing provided on site. However, as set out in criterion b), there may be exceptional circumstances where the Council may accept a reduced percentage or may agree to a financial contribution to secure off-site provision. These processes are explained in detail within Sections 6 & 7.
- The proposed development should be of an appropriate form of development that makes efficient use of its potential to deliver additional housing. Advice relating to design, integration, phasing and accessibility are addressed in Section 9.
- Where existing affordable housing, or sites previously used for affordable housing, are to be redeveloped the Council will expect, as a minimum, the same number of affordable units to be replaced.
- In terms of tenure split the policy sets out that the Council will require the following mix of tenure as a minimum: 10% of homes to be available for affordable home ownership (as defined in the NPPF) as part of the overall affordable housing contribution. The remaining affordable housing tenure split should be 25% Intermediate Housing and 75% Social/Affordable Rent. The NPPF does allow for non compliance with the 10% homeownership requirement where Councils can demonstrate that it would undermine housing that best meets local needs. Given that the greatest housing need in Worthing is for rented accommodation where this delivery would be undermined by seeking to deliver the 10% homeownership the Councils preference would be to not deliver the 10% homeownership.
- Ultimately the precise scale, type and size of affordable housing will be a matter for negotiation. The precise mix and tenure of provision should be agreed with Council

as the scheme is being prepared. This normal tenure split would only be varied if there are specific needs to be addressed, which could include for instance a requirement for provision of specialist or older persons' accommodation. Such requirements will be secured in a planning obligation.

### **Prior Consultation**

Any proposals for new residential development that may trigger the Council's affordable housing policies should be discussed with the Council's Housing and Development Management Teams as early as possible, although advice can be given at all stages of the planning process. The Council works with Affordable Housing Providers and is best placed to provide advice on the affordable housing requirements that best meet local needs. The Council offers a formal pre-application advice service. Details of this service are set out on the Council's website:

- <https://www.adur-worthing.gov.uk/media/Media,141883.smxx.pdf>

Applicants are encouraged to prepare and submit an Affordable Housing Statement, having regard to the contents of the Worthing Local Plan and this SPD. The statement should address: the number of dwellings; types and sizes of dwelling; tenure split; design standards; the timing of affordable housing delivery; and the location & distribution of affordable dwellings.

## 6. When On-site Provision Cannot Be Achieved

The Council aims to achieve mixed, balanced and sustainable communities and consequently expects affordable housing to be provided on site and landowners and developers need to make provision for this requirement. There may, however, be some exceptional circumstances in which the Council seeks a broadly equivalent financial contribution in lieu of on-site provision. The reasons that could prevent the delivery of on-site provision that the Council may consider include:

- Where the objectives of achieving a mixed and balanced community could be better met in an alternative more sustainable location (however, this is unlikely within a relatively condensed urban area). For example, where the appropriate form of affordable housing cannot be provided within a scheme.
- Where providing a small number of units affordable housing is not deliverable because an Affordable Housing Provider cannot be secured.
- Where on-site provision is not viable, but an equivalent or lesser financial contribution can be made for off-site provision (see Section 7).

It should be noted that a developer's preference for a commuted sum, without clear justification, would not be an acceptable reason for a commuted payment in lieu of on-site provision.

Where the Council considers that on site provision would not be the most appropriate or viable provision, a financial contribution in lieu will be sought. The scale of financial contribution will be calculated using the figures and methodology outlined in Appendix A, which is designed to be broadly equivalent to the cost of on-site affordable housing provision.

The value of the off-site financial contribution will be specified in the planning obligation, and index linked at the point in time where payment is due. The planning obligation will also include a trigger for timing of the payment of the financial contribution.

## 7. Development Viability

A Council priority is to increase the number of affordable homes within the Borough and for major housing developments to provide the number and mix of affordable homes in line with Local Plan Policy DM3. The Council expects that the full quota of affordable housing will be provided on the development site where the provision could reasonably be made without making the development unviable. Developments that meet all policy requirements and deliver the requisite number of affordable homes would not require a viability assessment.

With the Council's expectation in mind, the Local Plan policy requirements should be fully considered as part of the development costs embedded into the relevant land values. As such, land negotiations should be conducted with full account being taken of the affordable housing policy requirements which will inform the value of the land being purchased. As set out in national guidance, the price paid for the land is not a relevant justification for failing to accord with relevant policies in the plan (all of which were tested within a Whole Plan Viability Assessment as the final version of the Local Plan was being prepared). Furthermore, developers should make themselves aware of any abnormal costs prior to purchasing a site so this can be taken into account in the purchase price agreed.

### When a Viability Assessment is required

It is acknowledged that, for a number of reasons, some brownfield sites present exceptional viability challenges. Whilst the Council will continue to seek to maximise the delivery of affordable housing this must be balanced against ensuring that the policy requirements do not render development unviable. Therefore, to provide a degree of flexibility, in exceptional circumstances, the Council will consider negotiating a lower provision of affordable housing (either delivered on-site or through a financial contribution) but only if it can be clearly demonstrated and evidenced that the requirement cannot be met in full.

Where viability challenges are faced the Council encourages applicants to discuss this at the earliest possible stage (see 'prior consultation' in section 5). Council Officers are happy to discuss viability concerns at the pre-application stage with the aim of achieving a viable and policy compliant scheme, while acknowledging the expectations of the landowner and developer for a reasonable and competitive return (subject to specific site considerations at the time of the application).

As set out in Local Plan policy DM3, where a developer states that exceptional development costs mean it is not possible to meet the full requirements for the delivery of affordable housing (in number and/or tenure split) the onus will be on them to demonstrate this to the Council and this must be supported by robust financial viability evidence (through an open book approach). Where appropriate, and at the cost of the developer, the Council will engage the services of an independent viability specialist to assess the submitted evidence to determine whether the cost assumptions and conclusions reached reflect prevailing market conditions and industry practice.



## What a Viability Assessment should include

As set out in the NPPF, all viability assessments, including any undertaken at the plan-making stage, should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available. When considering viability, the Council uses the Residual Land Value methodology to determine the underlying land value. This is important as it forms the basis on which a developer should be able to agree a price for the land once the costs of the development, including the developer's profit, have been deducted from the gross development value. As set out in Planning Practice Guidance 'Viability' the Council then expects that the benchmark land value will then be established on the basis of the Existing Use Value of the land plus a premium for the landowner. A checklist for viability assessments is included as Appendix C.

## Negotiation

Where a scheme is demonstrated to be unviable with the policy-compliant level of affordable housing, the Council will consider a range of alternative options in negotiation with the applicants to secure the maximum level of affordable housing. These options will vary depending on site specific circumstances and constraints, but will include:

- accepting a reduced percentage of affordable housing delivered on site;
- amending the schemes in terms of the mix of dwelling sizes, types and tenures – for example increasing the proportion of Intermediate Housing can improve viability;
- flexibility on the phasing of affordable housing provision – early delivery of some open market homes can improve cash flow early on;
- the use of public subsidy (see 'Grant Funding' section below);
- accepting serviced plots in lieu of dwellings (see Section 11); or
- accepting an off-site financial contribution (see Sections 6 & 7 and Appendix A)

Where a reduced percentage of affordable dwellings or a financial contribution below the full policy equivalent may be accepted, the Council will consider using a number of mechanisms to reappraise viability and, where appropriate, enable 'clawback' at a later stage. This will ensure that a review will be applied to the scheme to ensure that any uplift in values are captured to enable the delivery of the maximum amount of affordable housing or additional financial contributions later or at the end of the development process. The viability review will assess actual build costs and sales values to determine any additional development value over that originally envisaged. If surplus profit is generated additional affordable housing or financial contributions will be required up to the policy compliant requirement.

## Grant Funding

In circumstances where a developer is unable to meet the full policy requirements for affordable housing due to viability, reasonable endeavours must be taken to see whether a higher level of provision can be achieved. This should include requests for grant funding either to meet abnormal development costs or to deliver the affordable housing required.

The starting point for delivery of affordable housing should be on a nil subsidy basis. The Homes England Affordable Housing Programme can, however, provide grant funding to

Affordable Housing Providers to develop affordable homes in certain circumstances. The programme seeks to:

- Increase the supply of new affordable housing – for Affordable Rent, Social Rent, and affordable home ownership (Shared Ownership).
- Maximise the number of new affordable homes delivered with the available grant funding, supplemented by bidders' own contributions.
- Build homes that address the demographic challenges facing social housing, including the need for more one and two bedroom homes that match the needs of smaller households.
- Maximise delivery within the programme period.

Guidance for the type of properties and criterion required are set out in the Homes England Capital Funding Guidance. Developers must have regard to this to ensure the affordable homes developed comply and are eligible for grant funding.

## 8. Vacant Building Credit

To encourage re-use of brownfield land, any affordable housing contribution may be off-set by the amount of existing gross floor space, provided that vacant buildings are being reused or redeveloped. Vacant Building Credit offers developers a financial credit based on the existing gross internal floor area of any vacant building on the development site. However, this will not apply to a building that has been deemed abandoned.

In order to apply for the Vacant Building Credit (VBC) seeking a reduced affordable housing contribution, the following information will need to be provided by the applicant to demonstrate that the building is genuinely vacant:

- evidence that the building is currently vacant and has not been in continuous use for any 6 month period within the preceding 3 years from the day the planning application is validated
- the whole building must be vacant at the time of the application to apply for the VBC; and
- evidence that any building within the red line application boundary is not an 'abandoned building' or artificially made vacant solely for the purpose of redevelopment (consideration of factors such as physical condition of the building; the length of time the building has not been used; whether it has been used for any other purposes and the owners intentions).
- VBC would not apply if the building is covered by an extant or recently expired planning permission for the same development.

The Council will determine on a case by case basis whether a building is vacant or abandoned. Outline planning applications may present challenges in quantifying whether the vacant building credit will be applicable as the actual number of dwelling or size of dwellings may be determined during Reserved Matters applications. The Council will scrutinise planning applications to ensure that sites are not artificially subdivided to avoid the site size thresholds in Policy DM3.

If the VBC is applicable to the proposed site, the amount of vacant floor space will inform the level of reduction in affordable housing contributions. The methodology used to calculate the contribution, along with a worked example, is set out in Appendix B

### Interaction with the Community Infrastructure Levy (CIL)

Applicants need to be careful about the interaction of CIL credit for 'in use buildings'. Existing 'in-use buildings' act as a credit on the 'chargeable development' CIL charge. Each square metre of existing building on the site, reduces the CIL by one square metre, providing it meets the 'lawful use' definition. The CIL regulations define the credit as applying to 'in-use buildings' and buildings meet this definition if the buildings are:

- present on the day that planning permission first permits the development; and

- contain a part that has been in lawful use for a continuous period of at least six months within the period of three years ending before the planning permission first permits the chargeable development.

The day planning permission first permits the chargeable development is the day the last reserved matter is approved (unless the applicant and LPA agree to defer until pre commencement conditions are discharged).

This approach will ensure that development cannot benefit from CIL relief on the basis that a building is in use, whilst simultaneously benefiting from VBC on the basis that the building is vacant. Applicants will need to consider both credits carefully and plan their development accordingly.

## 9. Design and Layout

Development proposals that include affordable housing are expected to address all relevant requirements, particularly the Council's policies on good quality development, including Local Plan Policy DM5 (Quality of the Built Environment).

### Density

In line with Local Plan Policy DM2: Density, all housing proposals will be expected to make efficient use of land. Any proposal that appears to have an artificially low density in order to avoid the required thresholds for affordable housing will be scrutinised and may be refused planning permission. The same applies to any site that appears to have been deliberately sub-divided as a possible measure to avoid the required affordable housing threshold.

New dwellings across all tenures will be expected to meet as a minimum, the nationally described space standards (or any subsequent Government update) for internal floor areas and storage space. The policy clearly states that the Council will only consider any variation to these standards 'in exceptional circumstances'. The Council's local standards continue to apply for external space.

### Integration

The Council recognises that grouping together a number of affordable homes is practical from a construction and management perspective yet it is vital that affordable housing is dispersed throughout a development to a certain extent to ensure that new communities are both mixed and sustainable. Affordable housing should therefore be fully integrated into a development and provided in clusters of no more than 10 dwellings (unless in high density flatted schemes where clusters of more than 10 units may be allowed). Consideration of the grouping of affordable housing in the overall scheme will include how the provision relates to other phases of the same development including where there is a degree of separation provided by roads, open space or landscape features.

### Phasing

The delivery of affordable housing must keep pace with that of market housing. On larger schemes, the Council will control phasing in the planning obligation. The Council will not support the phasing of a development which sees the affordable housing being delivered in the later stages of the site's development taking into account site specific viability.

### Design Quality

Affordable housing units must be 'tenure blind' so that affordable and private homes are indistinguishable from one another in terms of design, build quality, amenity areas, appearance, materials and site location. This will help to avoid visual separation between private and affordable housing and would not artificially constrain provision by a design approach based on the separation of market and affordable units when additional affordable housing would otherwise be viably achieved.

Developers must be able to demonstrate that completed units meet any relevant design and amenity standards prevailing at the time, and any additional requirements of the partnering Affordable Housing Providers.

### Accessibility

Development of adaptable / adapted homes contributes to the aims of the Council's Housing Strategy and will be encouraged in light of up to date evidence of need on the Housing Register. In line with Local Plan Policy DM1 c) housing developments should provide flexible, socially inclusive and adaptable accommodation to help meet the diverse needs of occupants over time. The Council will expect all new build dwellings (including affordable housing) to meet the optional higher Building Regulations Standard M4(2) for Accessible and Adaptable dwellings unless it can be demonstrated that this would be unachievable, impractical or unviable.

Occupants of affordable housing may also have particular accessibility requirements and account should be taken of Local Plan policy DM3 which requires a minimum of 3% of affordable homes (for which the Council is responsible for allocating or nominating a person(s) to live in that dwelling) constructed should be built to Building Regulation Standard M4(3) Category 3: Wheelchair Accessible Standards, taking account of the suitability and viability of the site. The requirement for wheelchair provision will be secured through a planning condition.

In order to properly accommodate these requirements developers will need to allow additional space when designing wheelchair user dwellings, over and above that which is required by Nationally Described Space Standards. This should be approximately 20% of the Gross Internal Area in the case of flats and 30% of the Gross Internal Area in the case of houses.

Appropriate provision should be made for car parking for the affordable housing units, in line with that for open market housing. Parking for dwellings designed for wheelchair users should be conveniently located with clear access to the property entrance and must comply with the relevant standards.

## **10. Provision of Serviced Plots**

In accordance with Local Plan policy DM3 the Council expects completed affordable dwellings to be delivered on site as part of the wider development. However, in some circumstances, and at its discretion, the Council reserves the right to require the affordable housing obligation to be satisfied onsite through the transfer of an appropriate number of serviced plots of land. These are to be transferred to an approved Affordable Housing Provider at nominal value and free from any encumbrances. This may be an option that could assist or resolve viability challenges but this would need to be fully evidenced and negotiated in accordance with Section 7 of this document.

‘Serviced Plots’ are defined as ‘shovel ready’ sites with planning permission, where plots or parcels are laid out and the land is ready for construction. They should be freehold cleared, remediated land with all services and connections and infrastructure (e.g. footpaths and roads to an adoptable standard etc.) necessary for development right up to the boundary of the land. There must be no legal, physical or financial barriers to the servicing of the land by the developer constructing the affordable housing or ongoing commuted payments for the off-site maintenance of infrastructure.

The applicant would be required to identify the plots or provide areas of land sufficient to accommodate the Council’s preferred housing mix. For full or reserved matters applications, developers will be expected to provide details of specific location of the serviced plots within the site. The Council will usually expect the plots to be clustered and the appropriateness of proposed locations for affordable housing will be determined by the Council as part of the planning process.

## 11. Delivery and Management

The Council generally welcomes new Affordable Housing Providers working in the area provided that they meet the Council's criteria as set out below, including signing up to any Partnership Agreement that may be operated by the Council at the time.

Should a new Affordable Housing Provider wish to work in Worthing Borough, the Council will expect them to fulfil the following requirements:

- be an Affordable Housing Provider with Homes England (or its successor) and approved by the Regulator of Social Housing.
- be eligible to bid for and receive housing subsidy.
- have experience and a good track record of managing the same or similar tenure type.
- where an Affordable Housing Provider does not have an existing local management presence, they should be able to demonstrate how an effective local housing management and maintenance service will be provided.
- be willing to enter into nomination arrangements or let their homes in accordance with the Council's Allocations Scheme to ensure homes are provided for the benefit of the local community.
- be willing to enter into a Partnership Agreement with the Council, which may include the requirement to pay enabling fees.

For these reasons, where appropriate, planning obligations will include a mechanism for the Council to approve an Affordable Housing Provider against the above criteria.

### Nominations and Local Connections

The Council maintains the Housing Register for the Borough, and receives applications for housing accommodation, processes and prioritises them, and nominates households from the Housing Register to rented housing association homes in the area. The Housing Register is administered in accordance with the Council's Allocations Scheme.

In addition to the Housing Register, households looking to access subsidised home ownership can make an application to the Help to Buy Agent who advertise Intermediate Affordable Housing products on behalf of developers and Affordable Housing Providers. Both the Council and the Help to Buy Agent assess the eligibility of households and ensure that applications are from people who qualify to join the respective waiting lists.

Occupancy of affordable housing is restricted to eligible households in housing need and affordable/ social rented housing is allocated in accordance with Worthing Borough Council's Scheme of Allocation. Intermediate housing, such as shared ownership, shared equity and discount market schemes are allocated through the Help to Buy Agent in accordance with the eligibility criteria.



## 12. Monitoring

### How Financial Contributions Will Be Spent

Typically the financial contributions will be defined in the Section 106 (S106) agreements as being sought to assist in the delivery of affordable housing in Worthing. The financial contributions are held in the Capital Programme specifically to deliver affordable housing in Worthing.

The Council will actively monitor the provision and delivery of affordable housing to ensure that the procedures for implementing affordable housing are up to date and meeting the Council's targets. Market conditions and levels of affordability will also be kept under review.

The Council will monitor the performance of Affordable Housing Providers to ensure high standards of service delivery. In particular, the Council will require annually from the Affordable Housing Providers information relating to:

- Social and affordable rents
- Rent increases
- Staircasing and other sales receipts
- Management standards

### Monitoring this SPD and the delivery of Affordable Housing

This SPD will be monitored, and reviewed and updated, if required, to ensure that it remains relevant and in accordance with the Worthing Local Plan and national guidance / legislation.. It will be monitored via the Annual Monitoring Report (AMR) which the council prepares each year covering a wide range of planning matters. Annual Monitoring Reports can be found on the Council's website:

- <https://www.adur-worthing.gov.uk/worthing-ldf/annual-monitoring-report/>.

The Council includes information about its performance on affordable housing provision as part of its annual reporting process. This relates to the number of new affordable units permitted and built in Worthing as well as the delivery of financial contributions. These will be reported on in the annual Infrastructure Funding Statement (IFS), which can be found on the council's website at:

- <https://www.adur-worthing.gov.uk/planning-policy/worthing/worthing-developer-contributions/developer-contributions-data-worthing/>

## 13. Contacts

To discuss affordable housing policies and affordable housing development opportunities, please contact the Council's Housing Services:

- Email: [housing-accommodation@adur-worthing.gov.uk](mailto:housing-accommodation@adur-worthing.gov.uk)
- Telephone: 01903 221063

To discuss development proposals for specific sites, contact the Council's Development Management Team:

- Email: [planning@adur-worthing.gov.uk](mailto:planning@adur-worthing.gov.uk)
- Telephone: 01903 221065

To discuss planning policies and their influence on development proposals for specific sites, contact the Council's Planning Policy Team:

- Email: [planning.policy@adur-worthing.gov.uk](mailto:planning.policy@adur-worthing.gov.uk)
- Telephone: 01273 263000

## GLOSSARY

Please note that, for a full definition of some of the items below, there will be a need to refer to the relevant legislation, which may change over the lifetime of this SPD.

**Affordable housing** - Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the definitions in Annex 2 of the NPPF.

**Affordable Housing Statement** - A statement submitted as part of a planning application to cover the matters set out in this document.

**Affordable private rent** - An affordable housing product specific to build to rent schemes, offered for rent by the private landlord of the build to rent development at up to 80% of market rates.

**Affordable rent** - An affordable housing product offered for rent by a Registered Provider at up to 80% of market rates.

**Alternative use value** - The value of land for uses other than its existing use. These uses should be limited to uses that comply with relevant development plan policies in full.

**Benchmark land value** - For the purposes of viability assessment, benchmark land value is in most circumstances the existing use value (EUV) of a site plus a minimum premium at which a reasonable landowner would be willing to sell their land. Alternative use value will be considered where it can be demonstrated these are fully compliant with relevant Council policies, there is evidenced demand for the uses and a full explanation provided as to why this use is not being pursued.

**Build to rent** - Purpose built housing that is typically 100% rented out. Schemes will usually offer longer tenancy agreements of 3 years or more, and will typically be professionally managed stock in single ownership and management control.

**Community Infrastructure Levy** - A charge which local authorities can charge on most new types of development in their area, to be spent on infrastructure to support the development of the area. CIL was introduced in Worthing in 2015.

**Consumer Prices Index (CPI)** - The official measure of inflation in consumer prices.

**Deferred contribution** - Financial contribution by a developer based on a reassessment of scheme viability either prior to implementation or at a late stage in the development and subject to an upper limit in potential contributions equal to the shortfall on policy compliance

**Existing Use Value (EUV)** - The value of a site in its existing use.

**First Homes** - An affordable housing product proposed by the government that would be homes for sale to first-time buyers at a minimum 70% discount.

**Gross Development Value (GDV)** - The market value of a development assuming that the development is complete as at the date of valuation in the market conditions prevailing at that date.

**Housing association** - A non-profit organisation which provides affordable housing to those in housing need.

**Index linking** - A method of ensuring that financial sums are linked to an index of prices (such as the Retail Prices Index) to ensure that they take account of inflation and the changing cost of living.

**Intermediate housing** - Affordable housing provided for sale or rent at levels above social rent but below market levels, and which includes shared ownership.

**Local Housing Allowance (LHA)** - The rates used by the Valuation Office Agency used to calculate housing benefit for those who are private renting. These vary according to area and dwelling size.

**Registered provider** - Landlords of affordable housing, including local housing authorities and housing associations, which are registered with the Regulator of Social Housing.

**Residual land value** - The sum left over after deducting all development costs including benchmark land value and developer profit from anticipated scheme gross development value (GDV).

**Retail Prices Index** - A measure of inflation published on a monthly basis by the Office for National Statistics (ONS).

**Section 106 agreement** - A legally binding agreement or obligation entered into by the local authority and a land developer over an issue related to a planning application, under Section 106 of the Town and Country Planning Act 1990.

**Shared ownership** - An affordable housing product where a proportion of the property is purchased and the remainder rented from the Registered Provider.

**Social rent** - A rental level set by Central government according to a formula (also known as formula rent).

**Starter homes** - A dwelling available to purchase only by first time buyers between 23 and 39 years old, to be sold for 80% of market value, up to a set price cap.

**Supported accommodation** - Accommodation where housing, support and sometimes care services are provided together.

## APPENDIX A

### METHOD FOR CALCULATING AFFORDABLE HOUSING FINANCIAL CONTRIBUTIONS (AHFCs)

In April 2021, the Council commissioned viability consultants Dixon Searle Partnership (DSP) to undertake a study to inform a review of the method of calculating off-site contributions/payments in lieu of on-site affordable housing provision, known as Affordable Housing Financial Contributions (AHFCs). The aim of the study was to identify a relatively simple means of calculating contributions that met current guidance and best practice, resulting in AHFCs that represent a broadly equivalent level of value / subsidy to the usual on-site Affordable Housing provision. A briefing note was published as part of the Local Plan consultation.

At the end of 2022, and following receipt of the Local Plan Inspector's Report, the Council asked DSP to review the 2021 findings to ensure that they remain appropriate, are consistent with the Local Plan and reflect current conditions as far as possible. The 2021 review informs the figures set out below:

<b>Financial contribution per unit of Affordable Housing that would otherwise be provided on site</b>	
Development of flats only	£55,000
Houses or mixed developments	£100,000

*For clarity - "mixed developments" refers to the residential element of a scheme that includes a mix of flats and houses.*

#### **Indexation**

In order to maintain the contributions at appropriate levels the rates above will be index-linked. The index figure to be applied will be the most recently published Land Registry HPI figure, this will be used in calculating the overall HPI change from Jan '21 in the borough. The value of the off-site financial contribution will be specified in the planning obligation and will be index linked at the point in time where payment is triggered.

#### **Councils "on costs"**

The Council's preferred position is for affordable homes to be provided on site and only in exceptional circumstances will an offsite financial contribution be considered. There will be Council time and costs involved in finding an appropriate site and undertaking necessary feasibility work and site assessments. Therefore, the Council will apply a 10% enabling / on-cost to the indexed sum to cover the costs involved in ensuring that the monies are used

to provide much needed affordable homes or fund other projects that assist the delivery of them.

<b>Financial contribution per unit of Affordable Housing that would otherwise be provided on site</b>	
Development of flats only	£74,778
Houses or mixed developments	£135,960

**Note:** The above 2021 figures have the appropriate indexation to the latest land Registry House Price Index (HPI) figure (Feb 2023) added together with a 10% increase to cover the costs of finding and delivering a site for off site provision ("on costs").

### **WORKED EXAMPLES OF AFFORDABLE HOUSING FINANCIAL CONTRIBUTIONS (AHFCs)**

<b>Scenario 1 - Development of 12 flats (6 x 1 bed / 6 x 2 bed)</b>
Affordable Housing requirement - Local Plan Policy DM3 a) i) - Sites on previously developed land involving the development of flats there will be a requirement for 20% affordable housing.
20% of 12 flats = 2.4
2.4 x £74,778
<b>Total = £179.467</b>

*Nb \**

**Scenario 2 - Development of 30 flats (10 x 1 bed /10 x 2 bed / 10 x 3 bed)**

Affordable Housing requirement - Local Plan Policy DM3 a) i) - Sites on previously developed land involving the development of flats there will be a requirement for 20% affordable housing.

20% of 30 flats = 6

6 x £74,778

**Total = £448,668**

*Nb\**

**Scenario 3 - Development of 12 x 2 bed houses (PDL)**

Affordable Housing requirement - Local Plan Policy DM3 a) ii) - For all housing schemes on previously developed land there would be a requirement for 30%;

30% of 12 houses = 3.6

3.6 x £135,960

**Total = £489,456**

*Nb\**

**Scenario 4 - Development of 100 houses (40 x 2 bed / 40 x 3 bed / 20 x 4 bed)  
Greenfield**

Affordable Housing requirement - Local Plan Policy DM3 a) iii) For all development on greenfield sites there would be a requirement for 40%.

40% of 100 houses = 40

40 x £135,960 =

**Total = £5,438.400**

*Nb\**

*\*Note: The above 2021 figures have the appropriate indexation to the latest land Registry House Price Index (HPI) figure (Feb 2023) added together with a 10% increase to cover the costs of finding and delivering a site for off site provision ('on costs').*

## APPENDIX B

### VACANT BUILDING CREDIT

#### Methodology

1. Calculate the required affordable housing contribution on a given site – i.e. the percentage of the total number of dwellings proposed in line with Worthing Local Plan Policy DM3 (Affordable Housing).
2. Calculate, as a proportion, the extent of existing floorspace compared against the proposed floorspace. Such calculations should be based on the Gross Internal Area.
3. Make a deduction to the number of affordable dwellings to be provided based on the proportion identified at Step 2

This is calculated as follows:

$$RAH = AH - ((AH \times EFS) / PFS)$$

- RAH = Revised number of affordable housing units to be provided
- AH = Expected number of affordable housing units to be provided prior to application of vacant building credit (% of total number of dwellings proposed)
- EFS = Existing floorspace to be demolished
- PFS = Proposed floorspace to be created

Note - All measurements will be taken to mean Gross Internal Area as defined by the RICS in its Code of Measuring Practice. Available at:

- <https://www.rics.org/uk/upholding-professional-standards/sector-standards/real-estate/code-of-measuring-practice/>

#### Worked Example

A development of 50 dwellings creating 5,000 square metres of new floorspace in total, on a site that has a vacant building of 1,000 square metres gross internal area, which is proposed to be demolished as part of the scheme and where it is agreed that VBC can be applied

- ❖ Without VBC the affordable housing contribution would be 15 units (30% of 50)
- ❖ Revised contribution is: 15 units – ((15 units x 1,000m<sup>2</sup>) / 5,000m<sup>2</sup>) = 15 units – 3 units = 12 units

Note - the number of affordable housing units is rounded to the nearest whole number. Any rounding takes place at the end of the calculation only.



## APPENDIX C

### CHECKLIST FOR VIABILITY ASSESSMENTS

Basic Information	
Information required	Comments
Site plan	To include building footprints at a scale of 1:500
Gross and net site areas	In hectares (Ha)
Schedule of existing floorspace	Areas measured and provided in accordance with the RICS Code of Measuring Practice, specifying both NIA and GIA.
Schedule of unit numbers and sizes	Including the number of bedrooms and other habitable rooms.
Summary	Short summary (using bullet points where appropriate) why provision of a policy-compliant level of affordable housing can't be provided

Viability Factors	
Information required	Comments
<b>Development Value</b>	
Value of private sale units	Estimated achieved values, for scheme and individual dwellings. Two independent valuations supported by analysed relevant market sales evidence of comparable properties.
Value of private rental units (for build to rent developments)	Estimated capitalised net rental income. This should be supported by relevant evidence of market lettings of comparable properties and analysed comparable market sale of rental investments.
Value of the affordable housing provision, where relevant, together with tenure assumptions and calculation of any commuted sum	Assumptions as to the proposed unit types, tenures and values of providing the affordable housing or the financial contribution proposed including details of tenure assumptions and evidence or estimates of RP offers where appropriate. Detailed assumptions adopted in computing the value of the affordable units should also be provided including rents, yields, discount period, allowances and deductions sufficient to reproduce the valuation.
Details of any grants/non developer financing towards AH provision	e.g. Homes England or local authority grants, charitable funding, direct and indirect funding from the partner registered housing provider.
Other values generated by the scheme	e.g. the value of any non-residential uses, any ground rents, car parking, temporary income, etc.
Gross development value	The total of items above.

<b>Viability Factors</b>	
Information required	Comments
Marketing and sale	Estimated fees for property agents, marketing, legal fees etc.
Net development value	GDV minus marketing and sales costs.
<b>Development Costs</b>	
Estimated construction costs	BCIS costs or, if higher, supported by Tender costs or QS schedule. should be accompanied by a full cost plan. Include contract related fees and itemised/defined 'abnormals'. Include any costs of complying with policy, e.g. sustainability standards, SuDS etc.
Itemised preliminary costs	Site specific costs e.g. demolition, and other works arising from ecological, geotechnical, archaeological and other site investigations, decontamination, stabilisation, land forming/raising, infrastructure and servicing, site set up and contractor/ contract preparation. These would be expected to be reflected within the purchase price. Should be verified by independent cost consultants
Contingency	A development contingency allowance to cover unforeseen costs.
Professional fees	All related professional fees including architects, planners, engineering, QS, ecologists, arboriculturalists, project manager, CDM etc individually listed and costed.
Planning costs	Policy compliant costs under Section 106 agreements and CIL unless otherwise advised.
Financing details	Following valuation convention it is expected the scheme appraisal will reflect an assumption of 100% debt finance reflecting a single overall interest rate.
Estimated profit	It is expected that profit will be expressed in terms of a percentage return on GDV and where more than one use is in the proposal it is expected relevant rates will be applied to each element to reflect the different levels of risk involved including affordable housing.
<b>Residual Land Value</b>	
Residual Land Value (RLV)	The RLV, i.e. the gross development value minus the development costs set out above. There should be a detailed scheme appraisal showing the computation which generates the residual value.
Current / Existing User Value	Value of site in its current use, prior to the deduction of land related costs, supported by an independent valuation, including fully justified assumptions, copy leases etc where appropriate and a fully reasoned justification for the land owner premium proposed.
Land costs	Including legal and agent's fees, site promotion, taxes and duties, together with any exemptions or tax-efficient delivery vehicles. These should be based on the land value benchmark not price paid for the site.

<b>Viability Factors</b>	
<b>Information required</b>	<b>Comments</b>
Premium	Assessed premium to landowners for retaining site in current use. This will vary by site but will generally be within 10% to a maximum of 30%. The premium will be lower where the existing use is to be retained on site. Items such as relocation costs will be excluded.
Benchmark Land Value	The current use value less costs and profit. This should in most circumstances be based on an EUV plus approach. AUV approach will only be accepted where these can be supported by a relevant planning consent, or can demonstrate to the satisfaction of the Council that the proposed use is fully compliant with prevailing policies, where the use is capable of being implemented and demand for the use can be evidenced, and where detailed reasons are provided why the applicant has chosen not to pursue this use.
<b>Other Contextual Information</b>	
Land acquisition price	Including evidence of price paid.
Details of purchase	Details of process e.g. private treaty, open market bid, auction etc.
Basis of purchase	Details of purchase, e.g. outright purchase, option, contract etc.
Terms of acquisition	Details of any terms of acquisition, e.g. subject to planning, soils, ground conditions survey, etc.
Construction timescales, programme and phasing	Should include any proposed phasing, particularly where it would result in phased CIL payments.
Detailed cashflow for the development	Showing the proposed phasing amounts and timings of all the income and expenditure forecasts and payments.

<b>Summary Information</b>	
<b>Information required</b>	<b>Comments</b>
Residual value summary - policy compliant	Summary of calculation of residual value including policy compliant affordable housing contribution.
Residual value summary - as proposed	Summary of calculation of residual value including proposed affordable housing contribution
Evidence of sensitivity testing	Evidence of sensitivity testing being undertaken to verify soundness of the viability judgements e.g. different profit assumptions, comparisons with the sale price of land for similar development, etc.
Comparison of residual valuation with benchmark site values	Site Value should equate to the market value providing that the value has regard to development plan policies and all other material planning considerations.

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Worthing Planning Committee  
21st February 2024  
Item 9

## WORTHING BOROUGH COUNCIL

Key Decision: No

Ward(s) Affected: Central, Goring & Marine

### **Worthing Conservation Area Reviews - Public Consultation Responses and Proposed Conservation Area Designation**

#### **Report by the Director for Place**

#### **Executive Summary**

##### **1. Purpose**

- This report updates the Planning Committee on public consultation carried out of the following documents:
  1. Goring Hall Conservation Area Character Appraisal
  2. Marine Gardens Proposed Conservation Area designation and Character Appraisal
  3. Steyne Gardens Conservation Area proposed boundary changes and Character Appraisal
- A summary of the representations received during consultation, together with Officer responses and recommendations is included as Appendix 1 to this report.

##### **2. Recommendations**

2.1 The Planning Committee is asked to note these representations and responses. Any comments will be passed to Adur and Worthing Executive Members for Regeneration to inform their decisions on:

- Adoption of the character appraisals for each conservation area

- Adoption of Marine Gardens Conservation Area
- Adoption of boundary extension to Steyne Gardens Conservation Area
- Adoption of an updated Worthing Policies Map to reflect a new Conservation Area at Marine Gardens and revised boundary of Steyne Gardens Conservation Area.

### 3. Background

3.1 On 20 September 2023, the Planning Committee agreed the Executive Member for Regeneration could authorise:

- Public consultation on the revised draft character appraisal for Goring Hall Conservation Area;
- Public consultation on the proposed boundary changes of Steyne Gardens Conservation Area and accompanying draft character area appraisal; and
- Public consultation on the proposed designation of Marine Gardens Conservation Area and accompanying draft character area appraisal.

3.2 Public consultation was held in accordance with the Council's Statement of Community Involvement, and the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, and the Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO) (as amended).

3.3 The character appraisals were made available on the Council's website for a period of 6 weeks. Physical copies for reference purposes were also available at Worthing Town Hall, Goring Library and Worthing Library.

3.4 The Secretary of State, Historic England and West Sussex County Council were notified of public consultation on the draft character appraisals for the conservation areas. All addresses within the conservation areas were sent letters notifying them of the consultations as well as inviting them to attend a public meeting that was held on 16th October 2023 at Worthing Town Hall to learn more about the proposals.

3.5 In addition to the statutory consultation processes set out above, the Council consulted The Worthing Society, Goring and Ilex Conservation Group, Goring Residents Association, Ferring Conservation Group, Friends of Marine Gardens and Friends of Denton Gardens to ensure that the proposals reached a wide audience.

- 3.6 The Council placed site notices in all three areas as well as issuing a press release online. The Council also advertised the consultations on its social media accounts and notified subscribers on the Worthing Planning Policy Consultee Database.
- 3.7 The Council received the following representations:
- Goring Hall Conservation Area Character Appraisal - 15 representations
  - Steyne Gardens Conservation Area Character Appraisal - 12 representations
  - Proposed conservation area at Marine Gardens - 10 representations
- 3.8 A summary of the representations and Officer responses to these comments is provided as Appendix 1 to this report.

#### **4.0 Goring Hall Conservation Area**

- 4.1 A number of comments were received suggesting that the proposed Conservation Area boundary needs to be amended to include the Goring-Ferring Gap to protect the Gap from future development. Comments were also received regarding the need to consider wildlife, ecological emergency and flood mitigation and adaptation as special characteristics of the Conservation Area. These comments are noted and Adur & Worthing Councils have declared a climate emergency. However, it needs to be clarified that the principal purpose of a conservation area is to protect the identified special architectural and historic interest of a place. Any development proposals that will come forward within the Goring-Ferring gap will need to be assessed against policies in the Worthing Local Plan (2023) such as Policy SP2: Climate Change, Policy DM18: Biodiversity and Policy DM20: Flood Risk & Sustainable Drainage.
- 4.2 Historic England (HE) supports the Council's approach not to include the Goring-Ferring Gap within the Conservation Area boundary given that a conservation area designation is rarely appropriate for protecting a wider landscape. HE agrees that the Character Appraisal has correctly identified the importance of this gap as forming part of the setting to the Conservation Area and contributing to its significance but there are no relevant architectural or historic reasons to include this area within the boundaries of the conservation area. However, HE suggests that instead of identifying this as a landscape buffer, it may be more appropriate to identify this as land that positively contributes to the setting of the conservation area. This suggestion has been taken into account and the character appraisal has been amended accordingly.

4.3 In addition, a number of comments were raised regarding the management and maintenance of trees and vegetation on Ilex Way. These comments are acknowledged and have been passed to the Council's Parks Team for their consideration.

## **5.0 Proposed Conservation Area at Marine Gardens**

5.1 No objections were received regarding the proposed Conservation Area designation at Marine Gardens.

5.2 Historic England support the proposed conservation area at Marine Gardens and the tightly drawn boundary.

5.3 A comment was raised questioning why the properties to the West of Marine Gardens as far as George Vth Avenue haven't been included within the proposed conservation area boundary. The heritage consultant has looked into this and it is considered that these properties do not warrant inclusion within the boundary. These buildings, while of a comparable age to those within the conservation area are quite altered, and were not considered to meet the threshold of intactness for inclusion in the CA. A note has been added to the Conservation Area Character Appraisal (see paragraph 2.22) to explain the reasons for excluding properties in the wider area originally proposed by the Worthing Society.

5.4 A representation was received regarding the redundant electricity box (covered by a yellow tarpaulin cover) located on the outside of the wall to the North West of the gardens. The Council recognises that this is an unsightly feature and if the conservation area is designated, then the infrastructure provider will be informed.

5.5 A number of comments have been raised regarding access improvements to Marine Gardens as well as allocating funding for garden improvements. These comments are acknowledged and have been forwarded to the Council's Parks Team.

5.6 In addition, a comment was raised regarding the need to restore Worthing Lido. This comment has been forwarded to the Assistant Director of Place & Economy to take into consideration given that a refresh of the Seafront Investment Plan is to commence within the next twelve months.



## **6.0 Steyne Gardens Conservation Area**

- 6.1 No objections were received regarding the proposed extension to Steyne Gardens Conservation Area.
- 6.2 Historic England supports the identification of the two distinct character areas for this conservation area as the special interest of these areas is clearly different. They also considered that the rationale for the boundary changes are clear. They recommended that those buildings identified as positive contributors be included on the Local List. In addition, Historic England suggested that given the open spaces make such an important contribution to the special interest of this conservation area, identification of measures to enhance their character and appearance may be a useful addition in the management plan section.
- 6.3 The Character Appraisal has been amended to provide clarity that Splash Memorial Garden is included within the proposed Conservation Area boundary. A number of representations (this issue was also raised at the public meeting) were received regarding the areas marked as 'brick paving' on Steyne Gardens map. There was some confusion that these areas would become pedestrianised. This has been clarified by revising Steyne Gardens map which now indicates that the hatching is 'area with historic brick paving.'
- 6.4 A number of comments were made regarding public realm improvements particularly the need for improved street furniture and seating. Whilst not relevant to the scope of the conservation area reviews, these comments are acknowledged and have been passed on to the Assistant Director of Place & Economy to be considered as part of the Councils aspiration to deliver public realm improvements within the town.

## **7.0 Financial Implications**

- 7.1 The document was part of the Planning Policy team's general work programme. Any expenditure that has been incurred to date has been contained within existing budget resources.

## **8. Legal Implications**

- 8.1 Under Section 69(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 (the 1990 Act) the Council, as local planning authority, is required from time to time to determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and to designate those areas as conservation areas.

- 8.2 Section 69(2) of the 1990 Act imposes a duty from time to time to review the past exercise of functions to designate areas as conservation areas and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if so, to designate those parts. There is no requirement for the review to take place at particular intervals.
- 8.3 The Authority is under a further duty under Section 71(1) of the 1990 Act from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas.

### **Background Papers**

- Worthing Planning Committee Report - 20th September (WBC-PC/39/23-24)
- Worthing Local Plan 2023
- Worthing Conservation Area - Interim Report (June 2023)
- Goring Hall Conservation Area Character Appraisal & Map (January 2024)
- Steyne Gardens Conservation Area Character Appraisal & Map (January 2024)
- Marine Gardens Conservation Area Character Appraisal & Map (January 2024)

### **Officer Contact Details:-**

Jennifer Ryan

Senior Planning Policy Officer

[jennifer.ryan@adur-worthing.gov.uk](mailto:jennifer.ryan@adur-worthing.gov.uk)

## **Sustainability & Risk Assessment**

- 1. Economic**
  - Matter considered and no issues identified.
  
- 2. Social**
  - 2.1 Social Value**
    - Matter considered and no issues identified.
  
  - 2.2 Equality Issues**
    - Matter considered and no issues identified.
  
  - 2.3 Community Safety Issues (Section 17)**
    - Matter considered and no issues identified.
  
  - 2.4 Human Rights Issues**
    - Matter considered and no issues identified.
  
- 3. Environmental**
  - Adopting Marine Gardens Conservation Area and the adoption of the boundary changes to Steyne Gardens Conservation Area along with adopting the Character Appraisals for each area will ensure that the special architectural and historic characteristics of the conservation areas as protected and enhanced.
  
- 4. Governance**
  - Matter considered and no issues identified.

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## Consultation Summary

### Goring Hall

As part of the review of Conservation Areas in Worthing, the Council consulted on the following document:

<https://www.adur-worthing.gov.uk/media/Media.170529.smx.pdf>

This report summarises the representations received and the Officers' responses.

#### Goring Hall Conservation Area

The Council received **15** representations. These included:

- **1** written representation from Historic England (statutory consultee)
- **1** written representation from Goring and Ilex Conservation Group
- **13** representations from local residents

The issues raised in these representations are presented below, along with Officers' responses to these comments.

#### Historic England

Issue	Response
Historic England's has recently published a research paper on 'A Delicious Retreat: The Marine Villa and its Setting in England, C. 1760 to C. 1840. A Contextual Study. You may find useful information in this in respect to further understanding the significance of this conservation area and the important features associated with it.	The Council welcomes the response from Historic England.  Noted.
We note that it is not proposed to include the Goring- Ferring Gap within the conservation boundary and we support the justification for this as conservation area designation is rarely appropriate for protecting a wider landscape.	Support is noted.
We agree though that it is important to identify the importance of this gap as forming part of the setting to the conservation area and contributing to its significance. Our only comment is that instead of identifying this as a landscape buffer, it may be better to identify this as land that positively	Noted, amendment to be made to Map.

contributes to the setting of the conservation area.	
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**Special architectural and historic interest**

**Question 1:**

**Do you support the designation of Goring Hall Conservation Area?**

- Yes - 13 representations
- No - 2 representations
- Not answered - 0 representations

**Any additional comments?**

Issue	Response
This is an important Conservation Area largely because of its green character which has been emphasised in the appraisal and which is of especial importance in the ecological emergency we are in and which includes the impressive and unique Ilex Avenue. Even though it seems a case can't be made for including the Goring-Ferring Gap in the area, it helps to have it appraised as an important buffer.	Comments noted.  Historic England (statutory consultee) has confirmed that it supports the Council's approach to not include the Goring-Ferring Gap within the conservation area boundary.
The existing area should be expanded to cover the whole of the former Goring Hall grounds, to protect the pre and between the wars houses of interest and reduce the risk of over development on green spaces or demolition and erection of new builds that are not in keeping with the area.	Having due regard to Historic England Advice Note 1, it is not considered appropriate to extend the conservation area boundary to incorporate the interwar housing on land formerly associated with Goring Hall.

**Special architectural and historic interest**

**Question 2:**

**In general has the draft Character Appraisal adequately identified the Conservation Area's special architectural or historical interest?**

- Yes - 13 representations

- No - 2 representations
- Not answered - 0 representations

<b>Any additional comments?</b>
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Issue	Response
The Ilex is frequently being used by mopeds. Increasing numbers of cars driving down the Ilex and stopping. Steps should be taken to prevent vehicles from entering. The hospital should be prevented from any further expansion. The character of Goring Hall has been irreparably changed and not for the best.	Comments noted. This falls outside of the scope of the Conservation Area Review consultation. Any highway matters should be directed to West Sussex County Council as Highway Authority.
I understand from the presentation tonight why the South Goring gap was not included in the conservation area. However it is such a unique space on the stretch of shoreline from Brighton to Bognor, that I strongly oppose any future plans to build on it .	Comments noted. Historic England (statutory consultee) has confirmed that it supports the Council's approach to not include the Goring-Ferring Gap within the conservation area boundary. The <a href="#">Worthing Local Plan (2023)</a> contains Policy SS5: Local Green Gaps which seeks to protect the identity and character of Goring-Ferring Gap. Any development proposals that come forward will have to comply with this Policy.
No mention of the royal connection with the late queen mother's Bowes-Lyon family. Mentions Mr Lloyd's connections to slave trade which is currently contentious for many.	Comments noted.  A heritage consultant has carried out significant research into the historical development of Goring to help inform the revised Character Appraisal  The main purpose of the Character Appraisal is to document the key historical context and the characteristics of the conservation area that make it special. Whilst every effort has been undertaken to provide a detailed historical description, it is not necessary to include all historical events / relations.
The appraisal acknowledges the historical association of David Lyon with the slave trade. It's important for us to remember this. Could it also clarify exactly who owns the land and Hall now?	Noted.  Please refer to paragraph 3.17 of Goring Hall Conservation Area Character Appraisal. Goring Hall is a privately owned hospital.
I think there are more buildings of architectural interest not covered	The Conservation Area Character Appraisal is not intended to describe all buildings

	within the conservation area but to recognise those which contribute positively, or otherwise to it.
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**Question 3:**

**Do you think the Conservation Area has any other aspects of special interest which should be included in the appraisal?**

- Yes - 8 representations
- No - 7 representations
- Not answered - 0 representations

**Any additional comments?**

<b>Issue</b>	<b>Response</b>
The land to the south and the sea.	Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape.
The area should be extended to cover all the south gap.	Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape.
It has been featured as an area of outstanding natural beauty in various publications. No mention of the birds and other natural inhabitants. A historic and unique setting with uninterrupted views from coast to downs.	Noted. It must be clarified that this land is not designated as an Area of Outstanding Natural Beauty and there are no landscape designations. The principal purpose of a conservation area is to protect the identified special architectural and historic interest of a place. Wildlife such as birds is not classed as a special interest when considering the function of a conservation area. Any development proposals that will come forward will need to be assessed against policies in the Worthing Local Plan (2023) such as Policy DM18 Biodiversity. This



	policy seeks to safeguard notable and priority habitats or species.
Goring Gap if there is any way to protect this.	Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape. The <a href="#">Worthing Local Plan (2023)</a> contains Policy SS5: Local Green Gaps which seeks to protect the identity and character of Goring-Ferring Gap. Any development proposals that come forward will have to comply with this Policy.
The unique nature of the Ilex Way and its significance to the area should be highlighted. There are very very few paths of this type in the UK and its availability to all residents and visitors to the area is worth preserving. Indeed the entire conservation area and the unique architectural elements should be protected.	Comments noted. The Character Appraisal documents the historical significance of The Ilex Avenue and how it contributes to the special historic interest of the conservation area.
I think there are more buildings of architectural interest not covered	The Conservation Area Character Appraisal is not intended to describe all buildings within the CA but to recognise those which contribute positively, or otherwise to it.
Wildlife	Noted. The principal purpose of a conservation area is to protect the identified special architectural and historic interest of a place. Wildlife is not classed as a special interest when considering the function of a conservation area. Any development proposals that will come forward will need to be assessed against policies in the Worthing Local Plan (2023) such as Policy DM18 Biodiversity. This policy seeks to safeguard notable and priority habitats or species.

## Character and appearance

### Question 4

**In general, has the Appraisal adequately identified the good and the harmful features of the Conservation Areas?**

- Yes - 12 representations
- No - 3 representations
- Not answered - 0 representations

**Any additional comments?**

**Issues raised and officer response:**

Issue	Response
<p>The hospital has completely ignored planning consent for equipment sited in the courtyard.</p>	<p>This is outside the scope of the Character Appraisal, but the detracting nature of some of the hospital development has been recognised.</p> <p>This comment has been forwarded to the Council's Development Management Team for their consideration.</p> <p>Alleged breaches of planning control can be reported online which will be investigated by the Council's Planning Enforcement Team:</p> <p><a href="https://adur-worthing-eforms.onmats.com/w/webpage/planning-enforcement-complaint">https://adur-worthing-eforms.onmats.com/w/webpage/planning-enforcement-complaint</a></p>
<p>I don't think that it has been fully addressed in the Appraisal. It reads rather light on both counts and gives the impression that it's a 'nice to have' with little emphasis on how important it is to both the local community and the many visitors that it attracts.</p>	<p>Comments noted.</p>
<p>The word harm, or harmful appears only three times within the document, and no reference appears to relate to harmful features of the conservation areas, so unsure of the significance of the question.</p>	<p>Comment noted. The character appraisal identifies features which make a positive or negative contribution to the character or appearance of the conservation area, and can present recommendations, for example, identifying opportunities to make beneficial changes or to apply further planning controls to help retain the special interest of the area.</p>

## Question 5

**Do you think the Conservation Areas have any additional good features which should be identified in the Appraisal?**

- Yes - 6 representations
- No - 9 representations
- Not answered - 0 representations

**Any additional comments?**

### Issues raised and officer response:

Issue	Response
We live in the Lodge house which has two original gate posts with lovely old Gargoyles on them. Many people walk past and admire them.	Noted.
The area should extend to include the whole of the southern goring gap.	Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape. The <a href="#">Worthing Local Plan (2023)</a> contains Policy SS5: Local Green Gaps which seeks to protect the identity and character of Goring-Ferring Gap. Any development proposals that come forward will have to comply with this Policy.
The conservation area of Goring Hall should include the Greensward. It should also mention a link to the historic Highdown Gardens from where the Goring conservation area can be viewed.	Refer to paragraph 5.10 of the Character Appraisal.
The Adur and Worthing councils have outlined the many good reasons why the conservation areas should be protected. Whilst I recognise that there are pressures, it is heartening that the council are so supportive of preserving all the areas and architecture. It is essential to the character of the area in which we live, and the unique nature of Worthing and the surrounding areas as seaside towns within the UK. We are part of the heritage of the country, and just as important as large estates and	Comments noted.

significant towns of Oxford, Cambridge and similar. Given the overall decline of such seaside communities, it is important that features and open spaces are preserved for all, not just residents but also for visitors.	
Importance of open spaces for mental well-being	Noted. Adur & Worthing Councils has a <a href="#">Health and Wellbeing Strategy (2021-2024)</a> which includes a priority to create places, spaces, and environments that promote and enable good health and wellbeing. The strategy sets out the importance of maximising the use of our green and blue spaces to support wellbeing: encourage and nudge people towards increased physical activity in these spaces.

## Conservation Area Management

### Question 6

**Do you agree with the management proposals set out in the draft Character Appraisal?**

- Yes - 14 representations
- No - 1 representations
- Not answered - 0 representations

**Any additional comments?**

Issue	Response
They are a bit too light	Noted. No additional information has been supplied to substantiate this comment.
I think the recommendations to resist development on green spaces within and around the Conservation Area, improve the public realm, maintenance and management of Ilex Avenue and to look for opportunities to encourage enhancement of the hospital grounds are very welcome.	Comments noted.
I am aware from talking to residents that there is debate about the existing	Refer to paragraph 7.5 of the Character Appraisal. An amendment has been made

<p>management plan for Ilex Avenue and no doubt varied opinions about any future management plan. Can the appraisal make suggestions about the scope and governance of the management plan and engagement with residents, bearing in mind that it currently involves Parks and a volunteer community group (Goring &amp; Ilex Way Conservation Group) and inevitably questions around budget, funding and capacity. If it can't make specific suggestions could it at least refer to these as issues that need to be addressed by the council? There is one very simple change that could be made - the bench at the start of Ilex Avenue (eastern end) faces the roundabout on Sea Lane rather than looking down the Avenue!</p>	<p>to address the objective for partnership between the Council and local residents/ interest groups.</p>
<p>Recommendations need to take into account the biodiversity aims of the borough, especially in a declared ecological emergency, and also the need for flood mitigation and adaptation wherever possible.</p>	<p>Noted. The principal purpose of a conservation area is to protect the identified special architectural and historic interest of a place. Any development proposals that will come forward will need to be assessed against policies in the Worthing Local Plan (2023) such as Policy SP2: Climate Change, Policy DM18: Biodiversity and Policy DM20: Flood Risk &amp; Sustainable Drainage.</p>
<p>It seems that extensions and alterations to the hospital in the past have mainly had a negative effect on the character of the Conservation Area and have happened despite the designation as a CA. Nearby residents are constrained themselves by the rules of the CA but are negatively impacted by works that have been done to the hospital. It seems important to stress that engagement needs to be done with the current owners to reverse if possible negative impacts, avoid future ones and restore features that would enhance biodiversity or flood avoidance eg car parks with SUDS, restoration of orchard etc.</p>	<p>Comments noted.</p>

<p>Although fully in favour of the Conservation Area appraisal and the inclusion of the value of the "Gap" outside the conservation area, we do have two areas of concern. The first is the maintenance of the Ilex trees to improve the natural light and allow views to the sea. We hope that this will be undertaken sympathetically to (as noted in the Appraisal) respect the character and appearance of the Avenue and not denigrate the arched appearance typical of the Avenue. Our other concern is in respect of the surface finish of the Avenue. The appraisal notes that opportunities to improve and maintain the existing surface finishes. We certainly endorse the maintenance of the finishes but improvement should be carefully considered. When a possible entrance along the avenue to the Goring Hall hospital was proposed, following a committee member's concern, the Attorney General, in 1992, as protector of charity, informed Worthing Borough Council that any significant alteration to the surface of the Avenue would be unlawful (we have a copy of this letter). In addition, it must be remembered that the Avenue is also a bridleway (reference to the 1930 photograph) and the surface should be suitable for horses, free from stones, especially if angular or sharp edged, ideally resilient, with some give. Regular users of the Avenue will also be familiar with the surface conditions throughout the year and will come equipped as necessary. We fully concur with any proposals to reinstate the grass verges either side of the track. We would also like to be involved in any further discussions on the surfacing.</p>	<p>Refer to paragraph 7.5 of the Character Appraisal. An amendment has been made to address the objective for partnership between the Council and local residents/ interest groups.</p>
<p>Having grown up in Ilex Way and played in the Ilex trees as a child I am strongly of the opinion that the 'dirt' surface should be maintained in its natural state. The grass verges on the edge of the trees should be maintained especially where thick</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p>

<p>undergrowth has been allowed to develop. The trees should be maintained carefully to ensure their longevity and to ensure no more are lost in high winds. In particular the tree opposite 42/44 Ilex Way which is very tall and wide. The trees planted to replace those lost in the 1987 hurricane should be properly managed as I recall two or three were planted in every gap eg. outside no 42 where one fell in our front garden. There could be a problem when all these grow to full size.</p>	
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**Question 7**

**Are there any other actions that you consider are needed to preserve or enhance the conservation area?**

- Yes - 12 representation
- No - 3 representations
- Not answered - 0 representations

**Any additional comments?**

**Issues raised and officer response:**

Issue	Response
Prevention of vehicles driving down the ilex.	This falls outside of the scope of the Conservation Area Review consultation. Any highway matters should be directed to West Sussex County Council as Highway Authority.
I mentioned this at the meeting. The relentless expansion of Goring Hall hospital has a big impact on the traffic and parking in the conservation area. I realise there is a balance between the health needs of the local population and the desire to preserve the area. But I think it's the wrong location for a very big hospital .	Comments noted.
I am pleased to see the recommendation that a new CACA is undertaken. I have been concerned about the lack of maintenance of the whole area, in particular	Noted. Comments have been passed to the Council's Parks Team for their consideration.

<p>the trees forming the historic, unique Ilex Avenue. The Avenue has many sections which are overgrown, young trees are being “suffocated” with bramble bushes and the general character is being compromised. Basic safety maintenance is undertaken, but there is a gross lack of preservation and conservation. I have reported this to the Goring &amp; Ilex Conservation Group and WBC.</p> <p>I request that the report is amended to emphasise the importance of the Avenue and all the trees, the area is not “only the land immediately around the house”. Indeed, the law defines a conservation area that extends beyond buildings, to include trees and paths, as per the map.</p> <p>The report calls for a Management Plan of the Ilex Avenue. This is a very important comment as the lack of a current plan in the past has resulted in ad-hoc work contrary to the conservation directives, so it is reassuring the author recognises that such a plan is needed. I suggest that there is a further recommendation as to the extent and governance of this plan as the previous Conservation Area “appraisal” (date unknown) was merely a wish list, and not implemented.</p>	<p>Opportunities will be taken to address measures via relevant planning applications - the Council will not be able to address all matters themselves.</p> <p>Refer to paragraph 7.5 of the Character Appraisal. An amendment has been made to address the objective for partnership between the Council and local residents/ interest groups.</p>
<p>The Ilex trees need proper management to preserve the avenue and the surface is so disgraced that it is impossible to use after rainfall.</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p>
<p>Listen and work with the local community, residents and local conservation group</p>	<p>Noted.</p>
<p>Protection of Goring/Ferring Gap where possible</p>	<p>Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape.</p>
<p>The recommendation to resist development on the surrounding fields could be strengthened to actively encourage continued use for (regenerative) agriculture (or horticulture). This would be in keeping with historical use and could help the borough develop food security, meet</p>	<p>Noted. Historic England (statutory consultee) supports the approach taken not to include the Goring- Ferring Gap within the conservation boundary and they support the Council's justification as conservation area designation is rarely appropriate for protecting a wider landscape.</p>



<p>biodiversity aims, enhance natural ecosystem solutions to flood risk etc.</p>	<p>Noted. The principal purpose of a conservation area is to protect the identified special architectural and historic interest of a place. Any development proposals that will come forward will need to be assessed against policies in the Worthing Local Plan (2023) such as Policy SP2: Climate Change, Policy DM18: Biodiversity and Policy DM20: Flood Risk &amp; Sustainable Drainage.</p>
<p>Proper maintenance of the protected trees within the Ilex way.</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p>
<p>The management of the trees and other bushes in the Ilex Avenue needs to be improved as they become overgrown. The walkway between trees needs management and improvements to reduce the flooding that occurs when it rains. I would support reinstating the stone walkway that has become covered in mud, if this were done using the original or replica red brick materials. Not if done with modern paving</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p> <p>Refer to paragraph 7.5 of the Character Appraisal which notes the need for improved surfacing, subject to meeting the needs of all users.</p>
<p>Improved maintenance</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p> <p>Refer to paragraph 7.5 of the Character Appraisal which notes the need for improved surfacing, subject to meeting the needs of all users.</p>
<p>It is recognised that for tree maintenance occasional vehicular access may be needed but attention should be given to barriers to prevent vehicular access by others and signs improved endorsing this both at the hospital crossing point and other possible access areas.</p>	<p>Comments noted. This falls outside of the scope of the Conservation Area Review consultation. Any highway matters should be directed to West Sussex County Council as Highway Authority.</p>
<p>Proactive maintenance to ensure the Ilex Avenue is retained and enjoyed for generations to come.</p>	<p>Noted. Comments have been passed to the Council's Parks Team for their consideration.</p>



## Further Comments

### Issues raised and officer response:

Issue	Response
Thank you for taking the time to preserve this beautiful area and historic buildings.	Noted.
I think the appraisal was an excellent piece of work, as was the public meeting to explain it, thank you to all concerned!	Noted.
Overall, the character appraisal seems comprehensive. I would welcome the opportunity to be involved should the council need or require input from local residents	Noted.
<p>I am very pleased to see progress in recognising the need for conservation and preservation of the area. The overall recommendation for a management plan highlights weaknesses in the general care and the low priority this area has received over many years. I hope WBC fully endorse the recommendations.</p> <p>As a local resident, regular user of the Avenue, and having observed a growing number of issues over the last 20 years, I offer some comments, mainly in support of the Ilex Avenue.</p> <ol style="list-style-type: none"> <li>1. In the Summary of Significance, Goring Hall is stated as the “predominant” reason for the CA designation. I do not fully accept this as the Ilex Avenue was of more historical interest, being “famed” in the UK and at greater risk, and still is. Later in the report the Avenue is described as a key aspect of the area’s character. Both are important and complementary.</li> </ol>	<p>Noted.</p> <p>Noted.</p>

<p>2. When referencing the planned development in 1934 by Heskith Estates it is worth noting that HE supported the Ilex Avenue as a valuable asset for their new “Sunshine Town”. In their sales brochure they describe the Avenue as a “feature of quite unequalled beauty”.</p> <p>3. In the History section the formation of the Ilex Avenue Conservation Group is not mentioned. I believe this is important and was a significant event, initially to stop the partial destruction of the Avenue by WBC in 1983. The founders (e.g. Mr Byron Wynn-Davies) are noteworthy in this comprehensive record.</p> <p>4. In the Heritage Assets section there is no mention of the Ilex Avenue. Neither is the Avenue listed in Appendix 1.</p> <p>5. In the Spatial Analysis it states the: “lack of maintenance has resulted in a worn track with the trees making an enclosed dark space.” The lack of maintenance of the Avenue is mentioned again in the Assessment of Condition, highlighting the lack of pruning which has altered the character, but does not fully describe the magnitude of the problem and risk. Other significant maintenance issues are: Ilex saplings covered by bramble; excessive epicormic growth; low canopy, also altering the character; dead branches. In the Detracting Elements section there is no mention of the Avenue, but if a Yellow Stone wall in Goring Hall can be a distraction, so too can bright yellow access gates and bright red notice boards down the Avenue.</p> <p>This is the crux of my comments; the lack of conservation and preservation of the Ilex Avenue. Whilst there is a strong recommendation in the Management Plan to address this lack of maintenance, I ask that the observations in the relevant sections be expanded and emphasised so that they become key requirements. A root cause of this situation is a lack of budget. Goring Hall is privately owned, but the Avenue is dependent on WBC funding, and without an agreed need, or a well defined and approved standard, there will</p>	<p>Noted.</p> <p>See new paragraph (3.17) of the Character Appraisal which addresses this comment.</p> <p>These are part of the Ilex Way local list entry.</p> <p>Paragraph 6.4 of the Character Appraisal has been amended to reflect this comment.</p> <p>Concerns regarding the maintenance are noted, and have been forwarded to the Council’s Parks Team for their consideration. The Character Appraisal cannot be a tool to allocate funding, but can signpost the requirement for improved maintenance.</p>
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never be a budget. This report is the foundation of the management plan, an authoritative assessment which cannot be ignored. The last published CAA (no date, no name) lists seven Ilex Avenue “enhancement opportunities”, and not one has been fully implemented. Without a robust case for change there is a risk, a big risk, nothing will happen.

NB: “The historic photograph from c.1930 shows the Avenue at this time with a well maintained central track, grass verges and gaps between the trees allowing natural light and views across the agricultural fields to the sea.”

6. Referring to the original context of this report, whilst the CA review did not recommend extending the area to include the Goring/Ferring Gap, I believe WBC should consider including the Plantation. It has a strong historical link, as noted in the report, and contributes to the character of the area. NB: “The Plantation, which was planted as part of the Goring Hall Estate is another distinctive part of the landscape character within the setting of the conservation area”. I believe the public, who use the Plantation for recreation, would support such a proposal. Designating the Plantation a CA would also strengthen the case against any development of the Gap, as originally intended by the Worthing Society.
7. Likewise, I believe there is an argument to extend the CA of the Ilex Avenue to Sea Lane, Ferring. Currently the conservation area stops at the arbitrary Council limit. This is illogical, Conservation Areas should not be determined by political boundaries, only responsibility for their maintenance. Again, extending this area would add more protection to the Ferring Gap.
8. The report mentions the “contiguous” Goring Conservation Area. This has many similarities (e.g. Ilex Trees along Sea Lane, Listed Buildings, Molson Gardens) and lacks a Management Plan. I believe this should be subject to a CAA as soon as possible.

The plantation is included within the landscape buffer (to be renamed to recognise the positive contribution it makes to the setting of the conservation area).

Worthing Borough Council can only act within its defined boundaries and therefore it is not possible for the conservation area to be extended to Ferring as this area falls within the responsibility of Arun District Council.

Noted.





## Contents

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- 2.0 Historical development
- 3.0 Built and landscape character
- 4.0 Character areas
- 5.0 Setting and views
- 6.0 Assessment of condition
- 7.0 Management recommendations



## Goring Hall Conservation Area: An Overview

- 1.1 Goring Hall Conservation Area is located on the plain to the south of the downs about three miles from Worthing on the border with neighbouring Arun. At the southernmost section, the land borders the undeveloped greensward and coastline.
- 1.2 The Goring Hall Conservation Area is contiguous with the Goring Conservation Area, a separate conservation area centred on the historic settlement of Goring, which includes the listed church of St Mary and Court House, along with a handful of good quality houses associated with the redevelopment of the area in the 1930s.
- 1.3 The conservation area is centred on Goring Hall, a grade II listed red brick mansion originally of early 19th century date and designed by Charles Barry, the architect of the Houses of Parliament. The house originally enjoyed extensive grounds, and a famed Avenue of Ilex (Holm) Oaks was planted along the northern approach by David Lyon. The house suffered a fire in 1890, and a replica was built, albeit without the square tower, and faced in brick rather than rendered as the earlier house had been. Its later history saw it in use as a school, and today it has been much extended and is in use as a hospital. The Ilex Avenue marks the eastern extent of Goring Hall Estate.
- 1.4 Goring Hall Conservation Area was first designated on 29 April 1997. This current appraisal does not propose further boundary changes to the Goring Hall Conservation Area but acknowledges the importance of its setting to its character and appearance.

### Goring Hall Summary of Significance

Goring Hall is the principal building within the conservation area and it, along with the associated landscape elements, is the predominant reason for its designation as a conservation area.

The original Goring Hall was built c.1838-1840 for David Lyon, a wealthy businessman, who had benefited from the slave trade, to designs by Charles Barry (the architect of the Houses of Parliament). The house was destroyed by fire in 1888, but a facsimile building was completed within a year. The house continued to be used as a dwelling until the middle of the 20<sup>th</sup> century when it became a school and is presently used as a hospital.

The grounds of the former estate comprises the majority of the conservation area, including the famed mile-long Ilex Avenue which formed the historic access to the estate from the east and west.

The existing conservation area boundary captures several historic buildings of architectural value north of the house, associated with the old settlement of Goring; but the interest is mainly in the seaside villa, surviving elements of the estate such as the attractive stables and walled garden; and designed landscape elements including a raised terrace and most particularly the mile-long Ilex avenue.

Additionally the green character of the conservation area which is comprised of the open spaces, mature tree planting and grass verges all contribute to an appreciation of the former rural context of the historic estate.



[INSERT MAP]

## Conservation Areas: Background and Legislation

### What is a conservation area?

- 2.1 A conservation area is an area that has been determined as being of special architectural or historic interest, the character of which it is desirable to preserve or enhance. A conservation area is usually determined, and designated by local planning authorities, under the requirements of Section 69 of The Planning (Listed Building and Conservation Areas) Act 1990 (The Act), which also requires local authorities to review, and if necessary designate, further conservation areas.

### Purpose of a conservation area

- 2.2 Designation of a conservation area introduces a further level of control over the way that individuals can alter their properties, in order to allow local planning authorities to exercise their duty to preserve or enhance the character or appearance of the conservation area under Section 72[1] of the Act.
- 2.3 In practice, conservation area designation exerts control over demolition of unlisted buildings; control over works to trees; limitations on the types of advertisements that can be displayed with deemed consent; restrictions on the types of development that can be carried out without planning permission; clarification of archaeological interest.
- 2.4 In spite of these additional potential restrictions, conservation area status can often elevate the value of the properties within them as set out in Historic England's recent research report: <https://historicengland.org.uk/content/docs/research/assessment-ca-value- pdf>

### What is a Conservation Area Character Appraisal (character appraisal)

- 2.5 A conservation area character appraisal is a document that describes the history of an area and the characteristics that make it special. An appraisal should evaluate the contribution made by different features of an area, both

positive and negative, and set out a framework for managing change in the future.

- 2.6 If properly undertaken, a character appraisal can assist local planning authorities in discharging their duties to preserve and enhance the character of conservation areas, as set out under Section 71 [1, 2 and 3] of the Act. This requires them to formulate and publish proposals for the preservation and enhancement of conservation areas, and to consult the public in the subject area, taking account of the views expressed.
- 2.7 Character appraisals can also be beneficial to local communities, by allowing them a say in what they consider makes their area special, and inspiring owners and residents to maintain and enhance the area, in partnership with other relevant parties.

### Planning Policy

- 2.8 The National Planning Policy Framework (NPPF) sets out the government's advice in respect of sustainable development, including that relating to the historic environment in Chapter 16. It seeks to ensure that conservation area designation is applied only to areas deserving of the status, so as not to devalue the concept of conservation through designation of areas that lack special architectural or historic interest (paragraph 191).
- 2.9 Development management policies advise local planning authorities to look for opportunities to enhance or better reveal the significance of conservation areas (paragraph 206); and to consider proposals that would harm the significance of the conservation area proportionately, taking into account the relative significance of the element affected, and its contribution to the conservation area.
- 2.10 The Worthing Local Plan (2023) was adopted in March 2023 and now forms part of the statutory development plan, which sets the strategic development and land-use priorities for Worthing (outside the South Downs National Park) up to 2036, and contains the policies against which development management decisions within that area will be made.

2.11 Policy DM23 sets the strategic approach to the historic environment. It includes a commitment to:

- update Worthing’s Conservation and Heritage Guide (now complete and available at <https://www.adur-worthing.gov.uk/media/Media,135364,smxx.pdf>)
- review Worthing’s Conservation Areas (updating their Character Appraisals and producing Management Plans) and seek opportunities to enhance their character and appearance in accordance with their Character Appraisals and Management Plans;
- take opportunities to seek improvements to listed buildings and buildings within Conservation Areas when their condition has deteriorated. Where requests are not complied with the Council may use its statutory powers to enforce positive change;
- identify and protect important views between settlements, across character areas, and capturing transitions between landscape, townscape and seascape. This will include considering the relationship between ‘views’ and the ‘function’ such views serve;
- recognise the role of and encourage the best use of heritage assets in regeneration, design, tourism and education;
- use Article 4 directions where important heritage assets are under threat;
- work with others, including the local community where appropriate, to address how best to conserve any assets listed on Historic England’s Heritage at Risk Register, or any other assets at risk of loss, and to understand the significance of the historic environment in Worthing’s character and sense of place; and
- have regard to Historic England’s range of published information, guidance and advice, and will work with others towards implementing best practice.

2.12 This series of CACA reviews seek to meet some of these strategic objectives in relation to the historic environment.

2.13 This CACA identifies locally listed assets. Within Worthing, locally listed heritage assets were identified through two separate studies. The first list was included as an Appendix to the Local Plan 2003. The full list can be

found at the following link: <https://www.adur-worthing.gov.uk/media/Media,169207,smxx.pdf>. A further Local Interest Study was undertaken in 2003 which identified further heritage assets for inclusion on the local list. This can be located at <https://www.adur-worthing.gov.uk/media/Media,99455,smxx.pdf>.

2.14 A list of all designated and non-designated heritage assets within the proposed conservation area boundary is included at the end of this appraisal at Appendix I.

### **Conservation Area Appraisal Methodology**

2.15 The following CACA is one of three that are being produced in support of the duties on local authorities to regularly review conservation areas. Research and physical surveys were undertaken for two existing and one potential conservation area, and the resultant recommendations included:

- Revision of boundary of the Steyne Gardens Conservation Area and update of conservation statement to a full CACA;
- Update of the Goring Hall conservation statement to a full CACA;
- Designation of a new conservation area at Marine Gardens and creation of a new CACA.

2.16 The character appraisals have drawn principally on two documents, widely used in preparation of conservation area character appraisals: Historic England’s Advice Note 1 (Second Edition, 2019): Conservation Area Appraisal, Designation and Management <https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heag-268-conservation-area-appraisal-designation-management/> and; The Oxford Character Assessment Toolkit which was produced by Oxford City Council with funding from Historic England and provides comprehensive advice on undertaking character surveys.

2.17 The following steps were taken in appraising the conservation areas:

- Review of the existing conservation area character appraisals, as well as secondary research resources such as local history studies, historic photographs and maps and architectural reviews.

- A survey of each of the existing/proposed conservation areas and their existing boundaries, including survey of the setting of the conservation areas.
- Assessment of the condition of each conservation area.
- Description of the special interest of the area including the historic context; positive, neutral and negative contributing elements (both buildings and spaces); any key views within, into or out of the conservation areas.
- Presentation of the survey data with annotated maps and photographs.
- Recommendations for boundary changes and future management of the conservation areas.

2.18 The surveys utilised the Oxford toolkit rapid and detailed character assessment resources which are available here: [https://www.oxford.gov.uk/info/20193/character\\_assessment\\_toolkit/878/character\\_assessment\\_toolkit](https://www.oxford.gov.uk/info/20193/character_assessment_toolkit/878/character_assessment_toolkit)

2.19 Visual surveys included consideration of spaces, buildings, views, landscape setting and ambience of the conservation areas to compile a full picture of the character and appearance of the conservation area, and its special architectural or historic interest.

2.20 Each character appraisal is divided into the following sections:

- Conservation area overview
- Map of conservation area
- Historical development
- Built and landscape character
- Boundary changes (where appropriate)
- Character areas (where appropriate)
- Setting and views
- Assessment of condition
- Management recommendations

2.21 The individual management recommendations within each appraisal are augmented with Worthing's Conservation and Heritage Guide, available at <https://www.adur-worthing.gov.uk/media/Media.135364.smxx.pdf>

## 3.0 Historical Development

### Early History

- 3.1 Evidence of New Stone Age Man has been found in the land surrounding Goring through finds of knapped flints. These early inhabitants would have been nomadic hunter-gatherers who moved around the local area in order to provide for their needs.
- 3.2 It was not until c.900BC that Highdown Hill, to the north of Goring, featured a permanent settlement. This would have been an enclosed encampment with a simple ditch and circular huts of wattle and daub. The coastal plain below, near to the conservation area, would have been used for agricultural purposes to support the growing community.
- 3.3 Widespread Roman finds suggest that there was a Roman settlement near to Goring. The locations of finds suggest that a Roman road or coastal footpath came through the centre of Worthing, with nearly all finds being located to the north of Goring Road (A259). Given the paucity of finds to the south (and in the location of the conservation area) it is presumed that the land previously covered by the sea was still too marshy to cross or inhabit.
- 3.4 In 1974 a Saxon burial and other finds were made near to the church of St Mary. This suggests there was some form of Saxon settlement in the area, although further investigation and research has been limited and the extent or location of any settlement has not been fully investigated.

### Medieval

- 3.5 Goring features in the Domesday Book under the name Garinges. It was one of four distinct manors which were recorded. In the Domesday Book Goring is documented as being on the boundary of two rapes (strips of territory running from north to south); the Rape of Roger, Earl of Arundel and the Rape of Bramber held by William de Braiose.
- 3.6 The principal manor of Goring changed hands with some frequency in the Middle Ages. Until 1243 it was held by the Albin family as part of the Earldom of Arundel. It was then given to Roger de Montalt and then

appears to have passed for a short time to the family of De Goringe who took their name from the place. In 1294 the manor was owned by Henry Tregoz through marriage. His family had held lands in the parish since 1202.

- 3.7 In 1321 Sir Thomas Tregoz drew up a full description of his manors, including Goring. In Goring the demesne consisted of 400 acres, mostly arable but with pasture for more than 200 sheep. The garden produced one cask of cider annually worth 10 shillings and there was also a windmill.

### Early Modern

- 3.8 The manor changed through marriage in the 14th century to the Lewkenor family. John Lewkenor was killed at the Battle of Tewksbury in 1471. By 1573 the manor returned to the Goring family through its sale and remained in their ownership for the next 150 years. Following a short ownership by Nicholas Turner (1720 - 1758) it was inherited by William Richardson and then his nephew, William Westbrooke Richardson. The last family to hold the manor were the Lyons, distant relations of Queen Elizabeth, the Queen Mother (Bowes-Lyon). The Lords of Goring, who lived in the parish, resided variously at North Brook, Field Place and Goring Hall, built by David Lyons.
- 3.9 A survey made of the Sussex Coast as part of the preparations against the Armada noted the situation at Goring consisted of an extensive stretch of marsh and brackish water behind the beach from Goring to Heene. This largely remained the case until the 19th century.

### 19<sup>th</sup> Century

- 3.10 There was little development within Goring between the medieval period and the beginning of the 19th century. One of the notable changes within the local area was the construction of Goring Hall in 1840.

### Goring Hall History

- 3.11 David Lyon, a merchant from the West Indies, bought the estate in 1834, when the manor house was still at Northbrook. He is likely a beneficiary of the slave trade. Lyon demolished the former manor at Northbrook and erected Goring Hall on a new site to the south of The Bull's Head. A

restored wooden fireplace within the building records the date as 1840 though other sources date the building to c.1838.

- 3.12 A few years after Goring Hall was complete, Lyon laid out Goring Park. This land extended to the sea and was contained by a 6 foot flint wall which partially survives. It was also at this time that he planted a row of Ilex trees through his estate from Ferring to Goring. At each end he placed a wrought iron gate and lodge. An additional belt of trees was laid out to connect the hall to the sea via a walk through a dense wood, this became known as The Plantation.

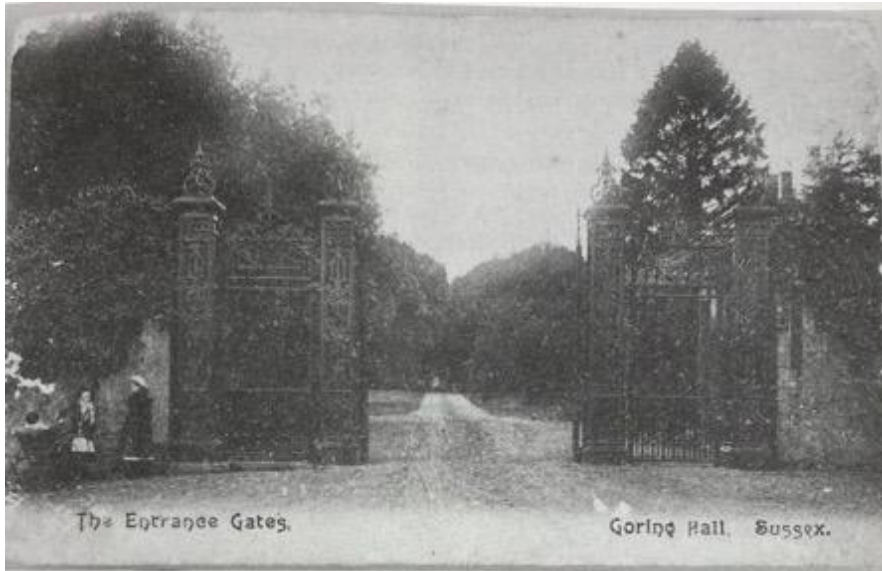


Figure 1: Eastern entrance Gates to Goring Hall Estate n.d. (pp 61)

- 3.13 In 1888 a fire destroyed the hall and it was rebuilt as an exact replica in 12 months by Major William Lyon with the exception of the former square tower and in brick rather than rendered.
- 3.14 From 1906 Goring Hall was leased to the Molson family, before becoming a boarding and day school for boys in 1938, founded by A.G.N Green, the first headmaster.
- 3.15 In 1934 almost the entire acreage of Goring Hall Estate was purchased by Hesketh Estates of Southport (a development company). They planned to build new houses from Sea Lane, Goring in the east to Sea Lane, Ferring in

the west, from the sea to Littlehampton Road as well as land that is now Maybridge, integrating the Ilex Avenue, which they identified as an important local feature. Due to the outbreak of the Second World War in 1939, only a quarter of the estate was actually built out. This stopped at The Plantation and railway line, although some roads had been laid out in the “Goring Gap” to the west of The Plantation. A gift was later made by the company of Ilex Avenue and The Plantation for public recreation.



Figure 2: Aerial view of Goring Hall Estate prior to 1934 development.





Figure 3: A portion of the estate to be laid out is indicated in red.

- 3.16 The iron gates to the estate were removed in 1940, most likely to aid the war effort and a new road was introduced running either side of the Ilex trees, rather than between them.
- 3.17 In 1983, The Ilex Avenue Conservation Group was founded by Mr Byron Wynn-Davies, with the objective to protect the avenue. This remains a core purpose of the Goring and Ilex Conservation Group today. Goring Hall is today a privately owned hospital.

### Cartographic Evidence of Goring Hall Conservation Area

- 3.18 The Yeakell and Gardner Sussex map of 1778-1783 shows the layout of Goring. The land that comprises the conservation area is largely devoid of built form which is clustered around the church and the present A259. The Bull's Head Inn, a prominent building within the conservation area is present on this map, but Goring Hall is yet to be built and its location shows some buildings and field layouts, but no main residence with the formal grounds that are seen later.



Figure 4: Yeakell and Gardner's Sussex 1778-1783, 2inch to 1 mile

- 3.19 The 1843 Tithe Map shows some change to the built form within the conservation area. On this map Goring Hall and its surrounding outbuildings are now present. The Ilex Avenue and plantation are not shown on this map and do not seem to have been planted yet. To the north of the hall, around the present A259 there appears to have been little change to the built form. The Bull's Head Inn is present on this map with limited other housing surrounding it.



Figure 5: 1843 Tithe Map

- 3.20 The 1875 Ordnance Survey (OS) map shows limited change to the built form within the conservation area, but the Ilex Avenue on the approach to Goring Hall and The Plantation are present on a map for the first time. This map also shows the layout of the grounds at Goring Hall with the formal grounds located to the east of the house and the parkland to the north and west.



Figure 6: Sussex Sheet LXIV 1875 pub 1879

- 3.21 There is limited change to the built form between the 1879 and 1899 OS map. While there is some change to the footprint of Goring Hall, following the fire and rebuilding of 1888 it remains largely within the same footprint as previously.



Figure 7: Sussex Sheet LXIV.SW Revised: 1896, Published: 1899

- 3.22 It is not until the 1948 OS map that there is notable change to the Goring Hall estate, albeit outside of the conservation area. This shows the break-up of the estate and the laying out of new roads and houses within the grounds of the former estate.
- 3.23 These changes within the setting of the Goring Hall Estate have blended the settlements of Goring-on-Sea and West Worthing. The remaining undeveloped land known as the Goring- Ferring Gap, to the west of the historic estate, is the last surviving remnants of the agricultural land attached to Goring Hall, although never part of its formal gardens or parkland.





Figure 8: Sussex LXIV.13 Revised: 1909, Published: 1911



Figure 9: Sussex LXIV.13 Revised: 1932, Published: 1934



Figure 10: Sussex Sheet LXIV.SW Revised: 1938, Published: ca. 1948

### Historic Associations

- 3.24 Goring Hall was originally designed by Charles Barry, the architect of the Houses of Parliament.
- 3.25 David Lyon, the original owner of Goring Hall was a West Indies merchant and Tory Member of Parliament for Bere Alston in Devon.

## Built and Landscape Character

### Landscape context

- 4.1 Goring Hall lies on the plain to the south of the Downs about three miles west of Worthing on the border with neighbouring Arun. The historic estate boundaries formerly included the area now known as the Goring-Ferring Gap, which remains open and in use as farmed fields stretching down towards the seafront.
- 4.2 There is a distinct contrast between the land within the conservation area and its immediate surroundings to the east. The landscape character of the conservation area is dominated by Goring Hall and the Ilex Avenue which formed the original access route to the historic building from the east and west.
- 4.3 Within the conservation area, the landscape is relatively flat, reflecting its origins as coastal plains. From within the grounds of Goring Hall there are views over open green spaces toward the sea beyond. The Ilex Avenue forms a barrier between the suburban development of the north and the more open fields to the south of the Goring-Ferring Gap.
- 4.4 The Ilex Avenue is a key aspect of the landscape character of the conservation area. This was a designed Avenue to provide access to Goring Hall from Ferring in the west and Worthing in the east. Although some of the trees had to be replaced following the Great Storm of 1987, the majority of trees are mature in appearance and provide an enclosed walkway with glimpses over the open fields to the sea beyond.
- 4.5 Within the northern part of the conservation area, around The Bull's Head, there is a green character to the area derived from the mature trees, front gardens and grass verges.
- 4.6 The setting of the conservation area also informs its character and appearance. To the east of the boundary with Goring Hall, the suburban development that has occurred following the sale of the estate has resulted in a modern housing suburb, which contrasts with the more open areas to the south and west of the conservation area.
- 4.7 To the west of Goring Hall and south of Ilex Avenue, the former agricultural fields are still present. While the two fields immediately to the south of the conservation area have been used as recreation grounds (formerly the school playing fields attached to Goring Hall) the land beyond this to the west and south are flat and open providing views to the sea across fields that continue to be used for agricultural purposes.
- 4.8 The Plantation, which was planted as part of the Goring Hall Estate is another distinctive part of the landscape character within the setting of the conservation area. This dense area of woodland is used for recreation purposes and provides a shelter from the sea winds. It was originally intended to be a wooded walk to the sea from Goring Hall.
- 4.9 Again, although outside of the conservation area, and not within the former designed grounds of Goring Hall, the Goring-Ferring Gap is an important part of the landscape and acts as a buffer between the two settlements. It is a key area of open space where the distinct settlements can be appreciated. It forms part of the open land which once surrounded Goring Hall and formed its rural setting, which has now largely been lost by the heavily suburbanised development to the north and east.
- 4.10 Within the conservation area, and its setting, the mature trees and green spaces are an important part of the character of the area, reflective of the once rural settlement of Goring, prior to its suburbanisation in the mid-20<sup>th</sup> century.



Fig 11: The Plantation (left) and the Playing Fields to the south of Goring Hall (right)



Figure 12: Ilex Avenue facing west

## Spatial analysis

- 4.11 The conservation area is centred on the historic Goring Hall estate, which has been sub-divided and developed in the mid-20<sup>th</sup> century. Despite this, it's built form, gardens and historic access routes are still an integral part of the character and appearance of the conservation area.
- 4.12 Goring Hall has been altered and extended in the late 20<sup>th</sup> century to allow for the use of the building first as a school and then as a hospital. These works included a large two storey extension to the western facing elevation of the original building and providing new carparking within the grounds of the former orchard to the north.
- 4.13 Within the grounds of Goring Hall there are a number of outbuildings which relate to the historic running of the house. The historic stable block (listed grade II) to the north of the hall (and now attached via a modern extension) is a brick and flint building similar to the other historic structures within the grounds. These reflect the materials found within the local area. The flint walls that enclose the grounds, service areas and walled garden are all reflective of boundary treatments within the conservation area and wider locale.



Figure 13: Former Stable building to Goring Hall (listed grade II)



The former grounds of Goring Hall have undergone substantial change during the 20<sup>th</sup> century. The later 19<sup>th</sup> century mapping indicates an ornamental garden laid out to the west of the house. Along the western edge of the pleasure grounds was a formal garden bounded by trees. A summer house or pavilion is located at the north end of a linear planted walkway, possibly with a circular water feature midway. It seems likely that the raised terrace was also installed by this date, behind the flint wall that marks the boundary of the conservation area today. The fields east of the house provided the wider parkland, and tree clumps and individual specimens seem to have been planted here throughout the second half of the 19<sup>th</sup> century, possibly into the early 20<sup>th</sup> century.

4.15 An aerial photograph of 1924 shows the grounds to Goring Hall in greater detail. The ornamental Italianate gardens appear very well maintained at this date, with glasshouses, kitchen gardens and stabling west and north of the house. A pergola runs the length of the terrace, and the lawns immediately south of the house have tennis courts installed by this date.

4.16 Parkland is shown to the east of the house, with the Ilex Avenue and The Plantation well established. The parkland today has been lost to 20<sup>th</sup> century housing development.



Figure 14: Goring Hall Estate, 1924; Source: Britain from Above

4.17 The Ilex Avenue running east to west through the conservation area is a key part of its character. This avenue was planted by the Lyon family to demarcate the historic approach to Goring Hall. It runs from Ferring in the west to St Mary's Church in the east. It is now a popular pedestrian area, with cyclists and walkers using the route. The lack of maintenance has resulted in a worn track with the trees making an enclosed dark space. A historic photograph from c.1930 shows the Avenue at this time with a well maintained central track, grass verges and gaps between the trees allowing natural light and views across the agricultural fields to the sea.



Figure 15: The Ilex Avenue, circa 1930; Source: worthinghistory.com, accessed 2023

- 4.18 To the north of Goring Hall is North Lodge, (constructed c.1888 at the northern approach to the hall) and a small enclave of buildings in an informal arrangement (in contrast to the mid-20<sup>th</sup> century suburban development that surrounds it). These buildings form part of a group of buildings on the outskirts of the historic core of Goring village. Due to the mature hedgerows and tree planting, there is limited intervisibility between these buildings and Goring Hall.



Figure 16: North Lodge and historic access to Goring Hall

- 4.19 The Bull's Head and the flint wall to the north marks the northern extent of the conservation area. This building has entrances on Goring Street and can be accessed off Fernhurst Drive. The Bull's Head is surrounded by areas of hardstanding, in contrast to the more verdant character found elsewhere within the conservation area. To the west (rear) of the building there is a beer garden which reflects the green character of the area with mature trees and open space, but to the front of the public house the carpark provides a large area of hardstanding that detracts from its setting. A flint boundary wall runs to the north of The Bull's Head alongside the pavement of Goring Street and is another example of this type of boundary treatment that is seen throughout the local area.



Figure 17: Flint wall to the north of The Bull's Head within the conservation area.

- 4.20 West and south of Goring Hall today are two areas of open space, used as agricultural and recreation grounds respectively. These are well used by dog walkers and local sports groups. There are few designed elements within these two spaces, save some further specimen Holm Oaks on the eastern perimeter of the southern field. The boundaries of the spaces are now grown up with vegetation. Historic images show that the southern boundaries of these fields have been planted since at least the 1920s, although southern field boundaries appear to have been kept deliberately low to maintain sea views.
- 4.21 The majority of the trees along the west and southern boundaries are not of any great age, and therefore are unlikely to claim a strong association with the historic estate, although some Holm Oaks do survive. The trees

have been allowed to grow taller, and today sea views are likely only to be possible from the upper windows of the house itself. Maintaining these areas as open land is clearly important to the significance of Goring Hall.

- 4.22 The fields that now comprise the Goring-Ferring gap appear always to have remained in agricultural use and provide an important area of open green space that reflects the historic situation of Goring as a once small rural village and acts as a buffer to the built form of the settlement of Ferring and allows views to the South Downs to the north.



Figure 18: View facing westwards across the Goring-Ferring gap showing the roads laid out for the development of the Goring Hall estate.

### Architectural interest and built character

- 4.23 The conservation area is centred on Goring Hall, its historic approaches and associated buildings. Goring Hall is the principal building within the conservation area, but the historic outbuildings, North Lodge and The Bull's Head are also architecturally interesting and key historic buildings within the conservation area.
- 4.24 Goring Hall, while not readily visible from outside of its own grounds, is of considerable importance to the history of Goring and the conservation area. Dating back to 1838 the rebuilt replica house dates to 1888 and was

built in the Queen Anne style, in contrast to the more neo-classical appearance of the original building which was rendered. It has been altered and extended in the 20<sup>th</sup> century, but retains a sense of the original building. Although not the oldest building within the conservation area (The Bull's Head has 16<sup>th</sup> century elements behind an 18<sup>th</sup> century façade), it is the grandest. The building is set within substantial grounds and the remaining service buildings in flint and yellow brick also contribute to the architectural interest of the conservation area. The flint buildings in particular are characteristic of the vernacular tradition of the locale.



Figure 19: An early photograph of Goring Hall prior to its reconstruction in 1888





Figure 20: East facing elevation of Goring Hall with parking to front



Figure 21: Former stable building at Goring Hall



Figure 22: Historic flint outbuilding at Goring Hall (left) and modern housing to the north of Goring Hall grounds (right)

- 4.25 North Lodge, the former gate lodge at the northern entrance dates to the rebuilding of Goring Hall in 1888. This building remains largely within its original footprint, although the chimneys have been shortened and the decorative bargeboards removed to the detriment of its historic character. Within its grounds, the flint wall that surrounded the estate has also been partially lost, but the remnants along Fernhurst Drive are an important example of this commonplace historic boundary feature.
- 4.26 The Bull's Head (listed grade II) is an important historic building, the oldest within the conservation area, and while the façade dates to the 18<sup>th</sup> century, internally there are signs of an earlier building. It is of vernacular materials - brick and flint, although the front elevation has been painted. The building is surrounded to the east and south with hard-standing, in contrast to the greener character of the rest of the conservation area. Its location on Goring Street and on the approach to Goring Hall makes it an important focal point within the conservation area.



The remainder of the buildings within the conservation area, appear to be of later 20<sup>th</sup> century construction. These are of no notable architectural interest but have been designed to blend with the more historic buildings within the conservation area rather than the suburban typologies to the north-west and east. Within the conservation area, the buildings are detached, with gardens and their materiality is predominately of brick with clay roof tiles.

4.28 Within the conservation area there is a clear contrast in the informality of the buildings, walls, layouts and road patterns associated with the older area, particularly around The Bull's Head, in comparison to the formality of the layout and landscaping associated with the Goring Hall estate.

### Building Materials

4.29 There is a generally consistent palette of building materials used throughout the conservation area. Due to the limited number of buildings within it and their historic context (the majority forming part of the Goring Hall estate), there is a similarity to the building materials which date to the 18<sup>th</sup> and 19<sup>th</sup> centuries. The Bull's Head is likely to have earlier origins than its external appearance suggests, but there is no evidence of further early timber framed buildings within the conservation area.

4.30 Brick is the principal building material, either in local red clays, such as Goring Hall, or in later 19<sup>th</sup> century buildings onwards, yellow London clays, usually laid in Flemish bond such as at the outbuildings to Goring Hall and North Lodge.

4.31 The most characteristic of the local building materials is flint, found in the chalk beds of the downs, and the beaches. These are used extensively in both buildings and boundary walls, as intact or broken cobbles, although there are examples of knapped and coursed flints and cobbles laid in struck lime.

4.32 Elsewhere, The Bull's Head comprises a number of building materials, reflecting its continuous development. The materials include painted brickwork, coursed flint walls, render with red brick window dressings and weatherboarding. There is one modern building adjacent to North Lodge

which utilises random stone rubble for the external chimney breast and porch. Roofing materials are a mixture of clay and slate.



Figure 23: Examples of brick, flint and weatherboarding on and next to The Bull's Head.



Figure 24: Modern housing within the conservation area





Figure 25: Brick used at Goring Hall

### Boundaries and streetscape

- 4.33 The unifying feature of the conservation area are the extensive flint boundary walls, which surround the historic Goring Hall estate and the land to the north of The Bull's Head. The flint walls are not homogenous, but vary in terms of their height, intactness, quality and age. Some are built of coursed cobbled flints, while others are made of broken flints laid in a more random arrangement.
- 4.34 Roads and pavements throughout the conservation area are predominantly in modern tarmac or concrete paving slabs. The Ilex Avenue is a dirt track, closed to vehicles. The historic approach to the Goring Hall Estate from North Lodge is covered in gravel, disguising any earlier road treatment. Within Goring Hall grounds, the predominant road material is tarmac, but there are examples of brick and block paving within the historic service yard area.



Figure 26: Examples of paving treatments in Goring Hall grounds.



Figure 27: Dirt track along Ilex Avenue

## Heritage Assets

Heritage assets are commonly considered to be buildings or structures, monuments, places or landscapes that have sufficient significance to warrant consideration in the planning process. They include designated assets such as scheduled monuments, conservation areas and listed buildings; and non-designated assets such as locally listed buildings. Conservation Area Appraisals provide an opportunity for local planning authorities to also identify unlisted buildings that contribute positively to the character or appearance of the conservation area, and therefore be recognised as non-designated heritage assets. Similarly, appraisals can also identify buildings that negatively contribute to the conservation area, usually because of inappropriate scale, poor design or incongruous materials.

- 4.36 Those buildings that have been identified as positive contributors within this conservation area are identified on the map on page 2. In general, positive contributors have a degree of architectural and historic integrity, which may be derived from a street-facing elevation, or from another viewpoint; and they therefore illustrate an important part of the history of the area. The listed buildings and most of the flint boundary walls should be considered to contribute positively to the character and appearance of the Goring Hall Conservation Area.

## Detracting Elements

- 4.37 Given the limited size of the conservation area and the closely drawn boundaries, there are a limited number of detracting elements. Those elements which do not make a positive contribution to the character and appearance of the conservation area include the following:
- 4.38 The two storey extension to Goring Hall. Although in yellow brick and ashlar stone, this extension has consumed the original building and has detracted from its historical appearance and extensive grounds. It has encroached on to the former service areas of Goring Hall and is seen before the hall on the main approach into the historic grounds.
- 4.39 Within the Goring Hall grounds the inclusion of plant, partially obscured behind a trellis, but with no planting to better disguise it upon the main

entrance into the grounds of Goring Hall makes a negative contribution to the character and appearance of the conservation area.

- 4.40 The amount of hardstanding around Goring Hall, now used as parking space for the hospital and within the former walled orchard is a negative feature. This was originally green space associated with the hall and characteristic of a country estate that has been lost and now detracts from the green character of the conservation area.
- 4.41 Similarly, the car park outside of The Bull's Head southern facing elevation is a noticeable area of hardstanding within the conservation area, especially surrounding this historic building that detracts from its character and is an area where improvement could be made through the use of planting and soft landscaping.



Figure 28: Plant within the grounds of Goring Hall





Figure 29: Extensive areas of hardstanding within the grounds of Goring Hall



Figure 30: Carpark within the former orchard of Goring Hall

## Setting and Views

### Views

- 5.1 Views within the conservation are predominately associated with Goring Hall, where they allow for an appreciation of this important and its context as a country estate with open views to the south.
- 5.2 Within the grounds of Goring Hall there are both formal and informal views which contribute to an appreciation and understanding of the character and appearance of the conservation area. Views to the house are best appreciated from the lawned area immediately south of the building, where there is still an ability to appreciate the former function as a private house without excessive car parking and hardstanding distracting from its aesthetic value.



Figure 31: Southern facing elevation of Goring Hall (courtesy of Nursing Times, 2014)

- 5.3 Views from Goring Hall southwards are also of importance. These allow views to the open space beyond, which would have formerly allowed unrestricted views to the sea and are reflective of an important aspect of the buildings location. Views to the south are from the formal gardens with a raised walkway at the southern boundary of the halls grounds. The mature vegetation has restricted views to the sea, but there are likely to be views to the sea from the upper floors of the building.



Figure 32: View from the raised promenade at Goring Hall to the south

- 5.4 Due to the enclosed nature of the Ilex Avenue and its historical approach to Goring Hall views are channelled along this approach from the east and west. These are kinetic (changing) views that are best appreciated while progressing along the avenue. They contribute to a sense of the original access to the estate of Goring Hall and today obscure the more modern housing to the north and south of the conservation area. However, the overgrown nature of some of the trees provides a dark enclosed space with little opportunity to view the sea to the south.
- 5.5 Views to The Bull's Head are best appreciated from Goring Street facing west where the historic front elevation can be appreciated. Given the orientation of the building and its principal front elevation, this building is best seen in close to, static views. These views offer an appreciation and understanding of the long settlement of the area.





Figure 33: View westwards along Ilex Avenue



Figure 34: Views Eastwards along Ilex Avenue towards Sea Lane, Goring

## Setting

- 5.6 The setting of the conservation area, especially to the south and west of Goring Hall, is important to an appreciation and understanding of the character and appearance of the conservation area. The open fields provide a rural context to the conservation area that are indicative of its former rural location, prior to the mid-20<sup>th</sup> century development that has subsumed the historic settlement of Goring. The Goring-Ferring Gap is an important landscape buffer between the historic estate of Goring Hall and the village.
- 5.7 The Goring-Ferring Gap is also an important element to the setting of the Ilex Avenue. The trees run parallel to this strategic open space and there are some limited glimpses through the tree planting to the sea, reinforcing the rural character of this historical approach to Goring Hall. The open fields to the south of the western section of the avenue are in contrast to the suburban built form to the north which has eroded the once open land in this direction. To the eastern end of the avenue, the modern housing to the north and south of the track has eroded this appreciation.
- 5.8 The views over open fields to the south are an important aspect of the setting of Goring Hall which had been located to take advantage of the open land between the formal grounds and the sea. There are long views from the coast northwards across the open space to Goring Hall although the mature tree planting that has grown up has largely obscured the building in longer views. There are more immediate views of Goring Hall from the playing fields to the south when facing northwards.
- 5.9 The plantation is another important feature of the setting of the conservation area. This formed part of the original estate and was intended to provide a woodland walk from the house to the sea. This creates an important area of mature woodland that contributes to the green character to the south of the conservation area and preserves an appreciation of the historic planting within the wider Goring Hall Estate.
- 5.10 As well as providing a rural buffer, the Goring-Ferring Gap makes an important contribution to the setting of the conservation area by allowing long views to the South Downs National Park beyond and the adjoining Highdown Conservation Area. The Goring-Ferring Gap can also be seen

when looking from Highdown Conservation Area, which contributes to the historic character of the wider area. The coastal plains were once used for agriculture by the settlers at Highdown and views between these areas provide a sense of this former relationship.

## 6.0 Assessment of Condition

- 6.1 The condition of the conservation area can broadly be summarised as generally good and the properties within the conservation area are mostly well maintained.
- 6.2 Goring Hall and grounds are well maintained, although the extension to the west of the main building has resulted in harm to this listed structure. The inclusion of carparking within the former walled garden to the north of Goring Hall and the parking outside of the main entrance to the eastern facing elevation have also eroded its setting. The remaining mature tree planting and green open spaces within the hospital grounds are therefore of importance and should be preserved to ensure the character and appearance of the area is not further eroded. There would be a benefit in the hospital undertaking a Conservation Management Plan to guide future development needs, and conserve appropriately the listed and curtilage listed buildings on the hospitals estate.
- 6.3 There is a similar issue with the setting of The Bull's Head. The need for parking and its location to the west of Goring Street and its dual aspect with Fernhurst Drive has resulted in a large area of hardstanding immediately in front of its two entrances. While parking is necessary, the entrances to the pub could be further softened with planting and/or installation of high quality low flint walls.
- 6.4 The Ilex Avenue is an important route through the conservation area, but a lack of proper management has led the track to become worn. The loss of the former grass verges and the lack of pruning of the trees has resulted in a dark enclosed space with limited views to the sea when facing south and has altered its historic character. Further maintenance issues include poor management of Ilex saplings, excessive epicormic growth, the lowering of the canopy, and presence of dead branches.
- 6.5 The most significant threat to the conservation area going forward is that associated with development pressure within the setting of the conservation area, particularly on the site of the Goring-Ferring Gap. As demonstrated above, this space provides an important rural context to the conservation area in both near and far views, and its incremental

development would be harmful to the significance of the conservation area as derived from its setting.



Fig 35: Google Image shows the extent of the development to Goring Hall to the west





Figure 36: Hardstanding at the Bull's Head



## 7.0 Management Plan

- 7.1 The following management recommendations are intended to provide guidance to owners and interested parties regarding the future management of the conservation area. Where the local authority has jurisdiction over part of the area, recommendations will be brought forward as and where possible subject to availability resources.
- 7.2 The overall character of the conservation area is compromised by the cumulative effects of the issues outlined above. The following is a set of recommendations to improve the future management of the conservation area.

### Infrastructure and public realm

Public realm improvements should be informed by an understanding of the significance of the conservation area, and respect the character and appearance of the former Goring Hall Estate including the character of the Ilex Avenue.

- 7.3 The conservation area would benefit from a holistic approach to installation of or alteration to road, street, telecommunications and lighting infrastructure. Within Ilex Avenue opportunities for more sympathetic street furniture should be explored, especially the provision of more appropriate dog waste bins. Other opportunities to improve the road surface finish to ensure its maintenance should also be considered.
- 7.4 All relevant authorities should be reminded of the designation status to encourage a more thoughtful approach to installation of signage, street markings, telephone and broadband boxes, litter bins and road surfaces. Historic England's Guidance 'Streets for All' provides a framework for managing change to the public realm in historic areas: <https://historicengland.org.uk/images-books/publications/streets-for-all/heagl49-sfa-national/>

## Ilex Avenue Maintenance

Continued maintenance and management of the Ilex Avenue should be encouraged in a productive partnership between residents, local amenity groups and the Council.

- 7.5 Opportunities to improve and maintain the existing surface finishes, taking account of the needs of various users, along with maintenance of the trees along the Avenue should be explored. Historically, there has been a central track with grass verges to either side and opportunities to reinstate this should be explored. Maintenance of the Ilex trees would also improve the natural light and allow views to the sea when looking south. This would return the original intended character of the space and improve its accessibility. Improving biodiversity is also desirable. A separate maintenance plan for the Ilex Avenue, undertaken by amenity groups and the Council might be a possible next step.

### Public awareness

Local residents and businesses should be made aware of the designation of the area as a conservation area, and what it means for development and change to their properties.

- 7.6 There would be considerable benefit in raising awareness of the conservation area designation and what it means for buildings within this heritage asset. This could be achieved through circulating this advice to householders and businesses within the conservation area as part of a public consultation process.

### Enhancement of Goring Hall Grounds

Opportunities to improve and restore the historic grounds of Goring Hall should be explored as and when appropriate. Further loss of green space for parking and further extensions should be avoided to preserve the historic character and setting of this building.

- 7.7 Goring Hall's grounds have suffered from the increased areas of hardstanding for carparking and the plant associated with its use as a hospital. Opportunities should be explored to provide more green space, and the disguising of plant with appropriate planting strategies.
- 7.8 Opportunities should be explored to maintain and improve the existing promenade and planting within the historic grounds and to restore the formal gardens as seen in the historic aerial photographs. This would greatly improve the setting of the listed building and the character and appearance of the conservation area.

#### Review of Statutory Listing at Goring Hall

Consideration should be given to making an application to Historic England to review the statutory list descriptions at Goring Hall to reduce the administrative burden on the hospital and local authority around listed building consent applications.

- 7.9 At present, modern development attached to Goring Hall is considered listed by virtue of attachment to the listed building, even though it has limited heritage value. A review by Historic England would result in clarity about the extent of listed buildings, and so potentially reduce the administrative burden on the hospital and the local authority when applications for alterations are required.

#### Development affecting the setting of the conservation area

The green setting of the conservation area to the south and south-west should remain undeveloped to conserve the rural context of the historic Goring Hall Estate and the remnants of the historic context of Goring itself.

- 7.10 Development on the fields south and west of Goring Hall and the Ilex Avenue should be strongly resisted. The surrounding landscape provides a rural context to the conservation area, which has for most of its history been undeveloped open green space, whether used recreationally or agriculturally. The historic and aesthetic values of the former Goring Hall Estate would be eroded if its landscape setting were diminished. The southern field boundaries appear to have been kept deliberately low to maintain sea views and opportunities to manage the mature tree planting to improve these views should be explored.

#### New development within the conservation area

Proposals for new development should take into account the heritage values associated with the conservation area as set out in this appraisal, as well as Supplementary Planning Guidance produced by Worthing Borough Council including:

- Guide to Residential Development SPD
- Worthing Borough Council Conservation and Heritage Guide

- 7.11 Within the conservation area, development opportunities are limited, because of the small size and tightly drawn conservation area boundaries, as well as the landscape and heritage designations. Any new development should respect the character and appearance of the conservation area.

## Appendix I: List of Heritage Assets

Street/Space	Building Name/Number	Designation
<b>Statutory Listed Buildings</b>		
Ilex Way	Goring Hall	Grade: II List UID: 1250827
	Former Stables of Goring Hall	Grade: II List UID: 1263312
	Wall to Former Orchard North of Goring Hall	Grade: II List UID: 1263276
<b>Worthing Local Interest Study 2023 (relating to the Worthing Local Plan 2003)</b>		
Ilex Way	Grounds of Goring Hall	Park and Garden of Local Interest

## Appendix 2: List of Sources

Resource	Summary of Content	Date Accessed	Source
<b>West Sussex Record Office</b>			
Add Mss 34798	Photograph of Goring Hall	November 2022	WSRO
Add Mss 34798	Printed Sale Particulars for 'About 20 Acres of Underwood standing on the Goring Hall Estate'	November 2022	WSRO
AM 330/19	Goring Hall Estate, Worthing	November 2022	WSRO
AM 807/41	Deeds relating to Goring Hall Estate, Goring-by-Sea	November 2022	WSRO
AM 1033/2/2	Plan of Goring Estate	November 2022	WSRO
SAS-RB/172	Details of Estate in Goring	November 2022	WSRO
<b>Online Resources</b>			
British History Online	Worthing Growth of the Town	November 2022	<a href="https://www.adur-worthing.gov.uk/parks/find/worthing/il-ex-way/">https://www.adur-worthing.gov.uk/parks/find/worthing/il-ex-way/</a>
Adur and Worthing Councils	Ilex Way	March 2023	<a href="https://www.adur-worthing.gov.uk/parks/find/worthing/il-ex-way/">https://www.adur-worthing.gov.uk/parks/find/worthing/il-ex-way/</a>
Worthing Heritage Alliance	Worthing Heritage Trails	March 2023	<a href="http://www.worthingheritagealliance.org.uk/WHA_Trails_08_Goring.pdf">http://www.worthingheritagealliance.org.uk/WHA_Trails_08_Goring.pdf</a>

National Heritage List for England	Listed Building Searches	March 2023	<a href="https://historicengland.org.uk/listing/the-list/map-search?clearresults=True">https://historicengland.org.uk/listing/the-list/map-search?clearresults=True</a>
Britain from Above Britain from Above	EPW011525 (1924), Goring Hall, Goring-by-Sea	March 2023	<a href="https://www.britainfromabove.org.uk/en/map?country=global&amp;view=map#0,262466.52493474324,609599.6708161779">https://www.britainfromabove.org.uk/en/map?country=global&amp;view=map#0,262466.52493474324,609599.6708161779</a>
Britain from Above Britain from Above	EPW042635 (1933), The Goring Hall estate, Goring-by-Sea, 1933	March 2023	<a href="https://www.britainfromabove.org.uk/en/map?country=global&amp;view=map#0,262466.52493474324,609599.6708161779">https://www.britainfromabove.org.uk/en/map?country=global&amp;view=map#0,262466.52493474324,609599.6708161779</a>
<b>Maps</b>			
1843 Tithe Map		November 2022	WSRO
OS Map 1879	Sussex Sheet LXIV.13	November 2022	National Library Scotland Online
OS Map 1879	Sussex Sheet LXIV	November 2022	National Library Scotland Online
OS Map 1899	Sussex Sheet LXIV.SW	November 2022	National Library Scotland Online
OS Map 1911	Sussex LXIV.13	November 2022	National Library Scotland Online
OS Map 1913	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1934	Sussex LXIV.13	November 2022	National Library Scotland Online
OS Map 1936	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1948	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1899	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1913	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1912	Sussex LXIV.SW	November 2022	National Library Scotland Online

OS Map 1933	Sussex LXIV.SW	November 2022	National Library Scotland Online
OS Map 1934	Sussex LXIV.14	November 2022	National Library Scotland Online
OS Map 1948	Sussex LXIV.SW	November 2022	National Library Scotland Online
<b>Published Resources</b>			
Elleray, D. Robert, <i>Worthing a Pictorial History</i> , Phillimore & CO Ltd.: Chichester, 1977	Photographs of Worthing	February 2023	
Kerridge, R., and Standing M., <i>Worthing from Saxon Settlement to Seaside Town</i> , Optimus Books Ltd.: Worthing, 2000	History of Worthing	February 2023	
Senwin, E. and Smail, H., <i>Glimpses of Old Worthing</i>	Photographs and History of Worthing	February 2023	
Smail. H, <i>The Worthing Map Story</i> , n.d	Maps and history of Worthing	February 2023	
Vaughan, J.A.M., <i>Goring and Ferring Past and Present</i> , Photrack: Worthing, 1993	Photographs of Goring	February 2023	
Sussex Histories, <i>Goring Hall in pictures</i> , Goring Hall Hospital, 1999	Photographs of Goring Hall	February 2023	
Fox-Wilson, F., <i>The Story of Goring and Highdown</i> , 1981	History of Goring	February 2023	

# Goring Hall Conservation Area

- ↑ Important View
- ▲ ▲ ▲ Ilex Avenue
- ▭ Area contributing positively to the setting of the CA
- ▨ Park and Garden of Local Historic Interest
- ▭ Listed Building
- ▭ Negative Contributor
- ▭ Goring Hall Conservation Area



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## Consultation Summary

### Marine Gardens

As part of the review of Conservation Areas in Worthing, the Council consulted on the following document:

<https://www.adur-worthing.gov.uk/media/Media.170533.smx.pdf>

This report summarises the representations received and the Officers' responses.

#### Proposed Marine Gardens Conservation Area

The Council received **10** representations (9 reps submitted via the online consultation form). These included:

- **1** written representation from Historic England (statutory consultee)
- **1** written representation from Friends of Marine Gardens
- **7** representations from local residents
- **1** representation from Romney Court Management Company Ltd

The issues raised in these representations are presented below, along with Officers' responses to these comments.

### Historic England

Issue	Response
<p>We welcome the research that has been carried out to support the designation of this conservation area including a review of the 20th Century Society's themes and draft criteria for the consideration of 20th century conservation areas. We agree that the area around Marine Gardens resonates with some of these themes and criteria.</p> <p>We support the tightly drawn boundary for this conservation area as the NPPF, paragraph 191, makes it clear that 'local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.'</p>	<p>The Council welcomes the response from Historic England and notes that Historic England supports the conservation area boundary designation at Marine Gardens.</p>

## Special architectural and historic interest

### Question 1:

In general has the draft Character Appraisal adequately identified the Conservation Area's special architectural or historical interest?

- Yes - 9 representations
- No - 0 representations
- Not answered - 0 representations

Any additional comments?

No responses received

### Question 2:

Do you think the Conservation Area has any other aspects of special interest which should be included in the appraisal?

- Yes - 1 representations
- No - 8 representations
- Not answered - 0 representations

Any additional comments?

### Issues raised and officer response:

Issue	Response
<p>Surprised that you have not included the property to the West of Marine Gardens as far as George Vth Avenue. There are buildings here of the same era and constructed by the same company plus an expanse of green which needs to be kept free of modern development. I am not sure but I gather that parts of Burlington Court are listed but I cannot see the reasoning which excludes these properties.</p> <p>NB - This comment has also been submitted in response to Q4 &amp; Q7.</p>	<p>These buildings, while of a comparable age to those within the conservation area are quite altered, and were not considered to meet the threshold of intactness for inclusion in the CA. A note has been added to the Conservation Area Character Appraisal (see paragraph 2.22) to explain the reasons for excluding properties in the wider area originally proposed by the Worthing Society.</p>

## Character and appearance

### Question 3

**In general, has the Appraisal adequately identified the good and the harmful features of the Conservation Areas?**

- Yes - 8 representations
- No - 1 representations
- Not answered - 0 representations

**Any additional comments?**

#### Issues raised and officer response:

Issue	Response
The appraisal does not show the ugly electricity box under a bright yellow waterproof cover. This is located on the outside of the wall to the North West of the gardens. It is shown in figure 41 of the appraisal.	We are aware and if the conservation area is designated the infrastructure provider will be informed.

### Question 4

**Do you think the Conservation Areas have any additional good features which should be identified in the Appraisal?**

- Yes - 2 representations
- No - 7 representations
- Not answered - 0 representations

**Any additional comments?**

**No responses received**

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## Boundary of the Conservation Area

### Question 5

Do you agree with the proposed boundary for the conservation area?

- Yes - 8 representations
- No - 1 representations
- Not answered - 0 representations

Any additional comments?

No responses received

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## Conservation Area Management

### Question 6

Do you agree with the management proposals set out in the draft Character Appraisal?

- Yes - 9 representations
- No - 0 representations
- Not answered - 0 representations

Any additional comments?

No responses received

### Question 7

Are there any other actions that you consider are needed to preserve or enhance the conservation area?

- Yes - 5 representations
- No - 4 representations
- Not answered - 0 representations

Any additional comments?

Issues raised and officer response:

Issue	Response
Allocate funding for garden improvement	This comment has been forwarded to the Councils' Parks Service for their consideration.
Disabled access to sunken rose garden	This comment has been forwarded to the Councils' Parks Service for their consideration.
Removal of unsightly disused electricity box covered in yellow tarpaulin mentioned earlier in my response and shown in figure 41	We are aware and if the conservation area is designated the infrastructure provider will be informed.
The wording of the conservation review stresses the criteria being "Special Architectural or historic interest" there is no mention of the value of open spaces. Does this mean the planning department would approve the development of the gardens, such as building houses or flats in Marine Gardens as long as its design is in keeping with the local area. Can open spaces not be included as "valuable"?	<p>Marine Gardens are on the Local Interest List. An exception at Marine Gardens might include redevelopment of the cafe building as it approaches the end of its life. This would be subject to a full planning application, and should designation go ahead, further controls would be levied to ensure good design in the CA.</p> <p>The <a href="#">Worthing Local Plan (2023)</a> contains Policy DM7: Open Space which seeks to safeguard existing open spaces. The new conservation area at Marine Gardens will add an additional level of protection for the open space.</p>

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## Further Comments

### Issues raised and officer response:

Issue	Response
It is generally a positive proposal, I am glad the buildings will achieve listed status.	Noted.
I very much hope the Marine Gardens Conservation Area goes ahead as this is an important part of Worthing heritage. Please also consider restoring the Lido, which is another very important part of Worthing	This comment has been forwarded to the Council's Place & Economy Team for their consideration.

<p>heritage, and much missed by those who remember it. Other towns have managed to restore their lidos. I am sad and disappointed that Worthing has not. The facilities the lido currently houses are, in my opinion, detrimental to the town. The restoration of the lido would significantly enhance that part of the seafront and bring visitors to the town, as well as providing a much needed leisure facility to aid the health and well-being of residents. Along with the pier and other attractions, it would be a jewel in our crown.</p>	
<p>If there is strong local opposition to this consultation and it is decided not to proceed, could we propose that the area be reconsidered to just include Marine Gardens and its surrounding walls.</p>	<p>Marine Gardens and the walls already benefit from some protection as they are on the Local List.</p>
<p>I support the proposal to designate this area as a conservation area to preserve the buildings and character.</p>	<p>Noted.</p>



## Contents

- 1.0 Marine Gardens Conservation Area, an overview
- 2.0 Conservation Areas: Background and Legislation
- 3.0 Historical development
- 4.0 Built and landscape character
- 5.0 Setting and views
- 6.0 Assessment of condition
- 7.0 Management recommendations

## Marine Gardens Conservation Area: An Overview

- 1.1 Marine Gardens is a new conservation area proposed for designation as part of the statutory requirement on local authorities to review conservation areas under section 69 [2] of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 1.2 The proposed boundary is centred on Marine Gardens, a small municipal park which opened in 1931 on land gifted to the local authority by the owners of the Marine Park Estate. It is located approximately 1.5 miles west of Worthing Town Centre with a frontage onto West Parade and the sea front.
- 1.3 It comprises the gardens themselves and the three large residential blocks of flats around the perimeter of the gardens. Examples of detached housing which forms part of the wider suburb are also included within the tightly drawn boundary.
- 1.4 This Conservation Area Character Appraisal (CACA) provides a description of the historic development of the area and an assessment of the characteristics which warrant its inclusion as a conservation area.

### Marine Gardens Summary of Significance

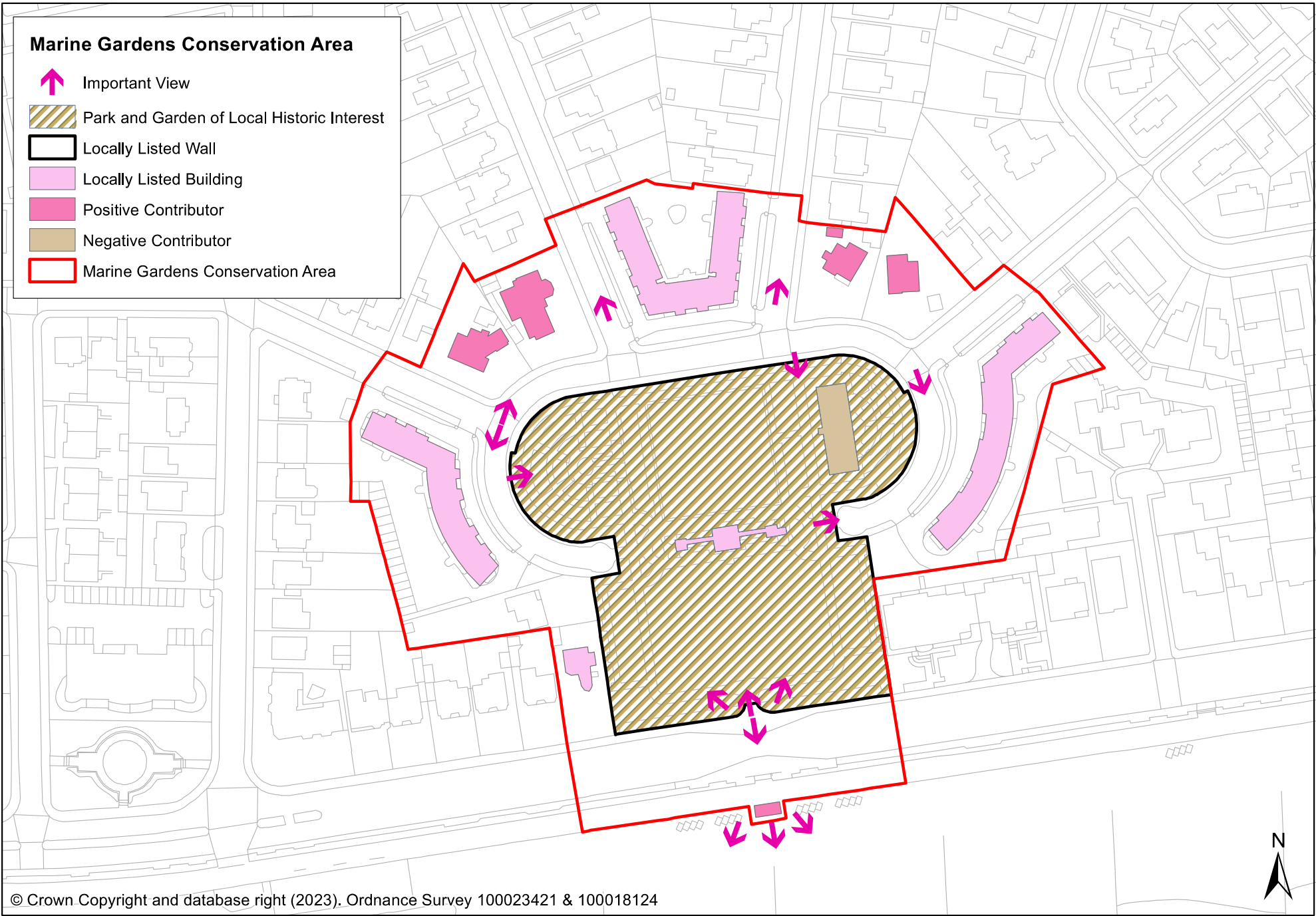
Marine Gardens Conservation Area is historically interesting as an example of a planned municipal garden and public housing development, consciously eschewing the prevailing forms of development of Worthing in the late 19<sup>th</sup> century.

Marine Gardens is a conservation area of inter-war date and sits at the transition from traditional building forms associated with vernacular revival housing, and the emerging ideas of modernism in the landscape and townscape elements. Thus, the detached houses and some of the detailing of built elements within Marine Gardens draw on Arts and Crafts styles, while in morphology the gardens, and the streets radiating from it are modern.

The three principal building blocks of Hastings, Romney and Winchelsea Courts adopt a modernist philosophy characterised by an emphasis on volume and minimal ornamentation, and also draw on the elegance of design found in ocean liners.

As a public park approaching 100 years old, Marine Gardens holds an important place in the collective memory of local people. The conservation area can be said to have high historic, aesthetic and communal value.





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## Conservation Areas: Background and Legislation

### What is a conservation area?

- 2.1 A conservation area is an area that has been determined as being of special architectural or historic interest, the character of which it is desirable to preserve or enhance. A conservation area is usually determined, and designated by local planning authorities, under the requirements of Section 69 of The Planning (Listed Building and Conservation Areas) Act 1990 (The Act), which also requires local authorities to review, and if necessary designate, further conservation areas.

### Purpose of a conservation area

- 2.2 Designation of a conservation area introduces a further level of control over the way that individuals can alter their properties, in order to allow local planning authorities to exercise their duty to preserve or enhance the character or appearance of the conservation area under Section 72[1] of the Act.
- 2.3 In practice, conservation area designation exerts control over demolition of unlisted buildings; control over works to trees; limitations on the types of advertisements that can be displayed with deemed consent; restrictions on the types of development that can be carried out without planning permission; clarification of archaeological interest.
- 2.4 In spite of these additional potential restrictions, conservation area status can often elevate the value of the properties within them as set out in Historic England's recent research report: <https://historicengland.org.uk/content/docs/research/assessment-ca-value- pdf>

### What is a Conservation Area Character Appraisal (character appraisal)

- 2.5 A conservation area character appraisal is a document that describes the history of an area and the characteristics that make it special. An appraisal should evaluate the contribution made by different features of an area, both

positive and negative, and set out a framework for managing change in the future.

- 2.6 If properly undertaken, a character appraisal can assist local planning authorities in discharging their duties to preserve and enhance the character of conservation areas, as set out under Section 71 [1, 2 and 3] of the Act. This requires them to formulate and publish proposals for the preservation and enhancement of conservation areas, and to consult the public in the subject area, taking account of the views expressed.
- 2.7 Character appraisals can also be beneficial to local communities, by allowing them a say in what they consider makes their area special, and inspiring owners and residents to maintain and enhance the area, in partnership with other relevant parties.

### Planning Policy

- 2.8 The National Planning Policy Framework (NPPF) sets out the government's advice in respect of sustainable development, including that relating to the historic environment in Chapter 16. It seeks to ensure that conservation area designation is applied only to areas deserving of the status, so as not to devalue the concept of conservation through designation of areas that lack special architectural or historic interest (paragraph 191).
- 2.9 Development management policies advise local planning authorities to look for opportunities to enhance or better reveal the significance of conservation areas (paragraph 206); and to consider proposals that would harm the significance of the conservation area proportionately, taking into account the relative significance of the element affected, and its contribution to the conservation area.
- 2.10 The Worthing Local Plan (2023) was adopted in March 2023 and now forms part of the statutory development plan, which sets the strategic development and land-use priorities for Worthing (outside the South Downs National Park) up to 2036, and contains the policies against which development management decisions within that area will be made.

2.11 Policy DM23 sets the strategic approach to the historic environment. It includes a commitment to:

- update Worthing’s Conservation and Heritage Guide (now complete and available at <https://www.adur-worthing.gov.uk/media/Media,135364,smxx.pdf>)
- review Worthing’s Conservation Areas (updating their Character Appraisals and producing Management Plans) and seek opportunities to enhance their character and appearance in accordance with their Character Appraisals and Management Plans;
- take opportunities to seek improvements to listed buildings and buildings within Conservation Areas when their condition has deteriorated. Where requests are not complied with the Council may use its statutory powers to enforce positive change;
- identify and protect important views between settlements, across character areas, and capturing transitions between landscape, townscape and seascape. This will include considering the relationship between ‘views’ and the ‘function’ such views serve;
- recognise the role of and encourage the best use of heritage assets in regeneration, design, tourism and education;
- use Article 4 directions where important heritage assets are under threat;
- work with others, including the local community where appropriate, to address how best to conserve any assets listed on Historic England’s Heritage at Risk Register, or any other assets at risk of loss, and to understand the significance of the historic environment in Worthing’s character and sense of place; and
- have regard to Historic England’s range of published information, guidance and advice, and will work with others towards implementing best practice.

2.12 This series of CACA reviews seek to meet some of these strategic objectives in relation to the historic environment.

2.13 This CACA identifies locally listed buildings. Within Worthing, locally listed buildings were identified through two separate studies. The first list was included as an Appendix to the Local Plan 2003. The full list can be found

at the following link: <https://www.adur-worthing.gov.uk/media/Media,169207,smxx.pdf>. A further Local Interest Study was undertaken in 2003 which identified further heritage assets for inclusion on the local list. This can be located at <https://www.adur-worthing.gov.uk/media/Media,99455,smxx.pdf>.

2.14 A list of all designated and non-designated heritage assets within the proposed conservation area boundary is included at the end of this appraisal at Appendix I.

2.15 This CACA further identifies buildings that contribute positively to the character and appearance of the conservation area. These buildings are not on the adopted local list, but are identified as having some significance, particularly for the visual contribution they make to the streetscene. Locally listed buildings may have been assessed for their historic, evidential or communal heritage values, as much as for their aesthetic contribution to the conservation area.

### **Conservation Area Appraisal Methodology**

2.16 The following CACA is one of three that are being produced in support of the duties on local authorities to regularly review conservation areas. Research and physical surveys were undertaken for two existing and one potential conservation area, and the resultant recommendations included:

- Revision of boundary of the Steyne Gardens Conservation Area and update of conservation statement to a full CACA;
- Update of the Goring Hall conservation statement to a full CACA; Designation of a new conservation area at Marine Gardens and creation of a new CACA.

2.17 The character appraisals have drawn principally on two documents, widely used in preparation of conservation area character appraisals: Historic England’s Advice Note 1 (Second Edition, 2019): Conservation Area Appraisal, Designation and Management <https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heag-268-conservation-area-appraisal-designation-management/>; The Oxford

Character Assessment Toolkit which was produced by Oxford City Council with funding from Historic England and provides comprehensive advice on undertaking character surveys.

- 2.18 The following steps were taken in appraising the conservation areas:
- Review of the existing conservation area character appraisals, as well as secondary research resources such as local history studies, historic photographs and maps and architectural reviews.
  - A survey of each of the existing/proposed conservation areas and their boundaries, including survey of the setting of the conservation areas.
  - Assessment of the condition of each conservation area.
  - Description of the special interest of the area including the historic context; positive, neutral and negative contributing elements (both buildings and spaces); any key views within, into or out of the conservation areas.
  - Presentation of the survey data with annotated maps and photographs.
  - Recommendations for boundary changes and future management of the conservation areas.
- 2.19 The surveys utilised the Oxford toolkit rapid and detailed character assessment resources which are available here: [https://www.oxford.gov.uk/info/20193/character\\_assessment\\_toolkit/878/character\\_assessment\\_toolkit](https://www.oxford.gov.uk/info/20193/character_assessment_toolkit/878/character_assessment_toolkit)
- 2.20 Visual surveys included consideration of spaces, buildings, views, landscape setting and ambience of the conservation areas to compile a full picture of the character and appearance of the conservation area, and its special architectural or historic interest.
- 2.21 Each character appraisal is divided into the following sections:
- Conservation area overview
  - Map of conservation area
  - Historical development
  - Built and landscape character
  - Boundary changes (where appropriate)
  - Character areas (where appropriate)

- Setting and views
- Assessment of condition
- Management recommendations

#### **Note on extent of proposed boundary**

- 2.22 The initial study area for this conservation area included the area east as far as Grand Avenue, west to George V Avenue, and north to Pevensey Road. The buildings and spaces along these and intervening roads were assessed and excluded from the final proposed conservation area boundary. This exclusion was informed by Historic England's Advice Note I, which seeks to ensure that designation is justified on the basis of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

## 3.0 Historical Development

### Early History

- 3.1 The early history of Worthing goes back to the Palaeolithic period, with finds belonging to nomadic populations having been unearthed in the area. There is evidence of settled communities from 4500BC including flint mines, Bronze Age barrows and of course the Iron Age hillfort at Cissbury Ring.
- 3.2 Also at Cissbury is evidence of Roman occupation, comprising of a group of 11 buildings and two rectangular enclosures. The discovery of two successive issues of coinage struck between AD1009 and AD1023 suggests there was also once a mint here. Present-day north-south roads from the Downs to Worthing town are also likely to represent the lines of Roman droeways, as at Charmandean Lane, which eventually becomes the High Street and Steyne. Remains of Roman farmhouses, bathhouses and mileposts have also been found beneath town centre sites.

### Medieval

- 3.3 The conservation area falls within the former parish of Heene. The parish was almost square in shape, bounded to the north and west by West Tarring. The northern and western boundaries were formed by the Teville stream and by the modern Tarring Road, Elm Grove, and Wallace Avenue, formerly Sea Lane. The coastline here fluctuated considerably in these early modern times, a process which continued until the early 19<sup>th</sup> century construction of groynes, which has stabilised the coast.
- 3.4 A pre-conquest manor at Heene was held by Earl Godwin (d. 1053) passing to William de Braose by 1086. The Domesday survey records another estate as being retained by its pre-Conquest owner Alward, though it too passed later to the de Braose family. These two estates appear in the 13<sup>th</sup> century as the manors of Falconer and the Bavent. Following the seizure of the estate at the time of the Dissolution, the Falconer estate fell to Sir Thomas Palmer, in whose family the manor remained into the 17<sup>th</sup> century.

- 3.5 The manor of Bavent is recorded as held by John de Braose in the early part of the 15<sup>th</sup> century, with free right of warren and wreck. A manor-house of Heene Bavent was recorded in 1357 and 1427, and one of Heene Falconer in 1279, 1397, and 1616. It is thought that Heene Farmhouse near the chapel was one of these houses, but it was demolished in 1973.
- 3.6 The land west of the settlement of Heene was farmland growing wheat, barley, oats, rye, flax, peas and beans, and vetches. Two farms of the manors of Falconer and Bavent operated until they were combined in the 18<sup>th</sup> century, occupying most of the land in the parish. Despite the development of West Worthing in the late 19<sup>th</sup> century there was apparently still at least one farm in the parish in 1896. The tithe map of 1839 shows the strip fields east of the settlement of Heene, and large swathes of unenclosed land lay to the west and south; including Heene common, on the sea shore.
- 3.7 The common land at Heene was used for the pasture of cattle, sheep and horses into the 19<sup>th</sup> century, but was later improved and given over to arable farming. A windmill belonging to Heene Falconer was recorded from 1279, and windmill survived in the open field later (Mill field), west of the church, until 1903. As would be anticipated from the coastal location, local people supplemented their incomes with fishing and coastal trading.

### Hamlet to Seaside Town

- 3.8 The growth of Worthing owing to the popularity of sea bathing, gradually resulted in the westward growth of the town and the gradual expansion of Heene as a smaller seaside resort.
- 3.9 The change from an agricultural economy to one centred on the tourist trade is reflected in the professions of inhabitants. The early economy was agrarian with farmers, fishermen, a basket-maker and a brewer resident in Heene; by the late 18<sup>th</sup> century a shopkeeper was recorded, and into the 19<sup>th</sup> century retailing expanded with a tailor, grocer, surgeon, dressmaker and laundresses living and working in the parish, indicating the shift in demographic and industry. By the end of the 19<sup>th</sup> century, a bath-chair proprietor and boat-builders are also listed.

Between 1801 and 1811 the number of houses in the parish trebled, centred on Little Heene comprising houses in Brunswick Road in the south-east part of the parish. Along Heene Road, a number of villas and terraces appeared, and a scattering of lodging houses had been built; sea-bathing machines are also recorded.

3.11 The expansion of West Worthing as a residential suburb was hindered by delays in securing a reliable water supply. Early roads were laid out including Grand Avenue, then tree-lined, leading from the old Tarring Road to the seafront. An enormous hotel development was intended at the southwest side of Grand Avenue, which was only ever partly constructed and today is Dolphin Lodge. The land between Grand Avenue and Heene Road was sold for development, with houses being built out in the third quarter of the 19<sup>th</sup> century.

3.12 With the growth of the town came the requirement for market gardens, common in this part of Sussex, and found here in the northern part of the parish by the late 19<sup>th</sup> century. Market-gardens and glasshouses still occupied much land in West Worthing well into the 20<sup>th</sup> century.

3.13 In 1863 most of the parish was bought by the Heene Estate Land Co., which in the following year sold the south part to the West Worthing Investment Co. for development. Sea defences and an esplanade were soon after constructed along with Heene Terrace and the Heene (later Burlington) Hotel. Venetian Gothic swimming baths and an assembly room north of Heene Terrace followed, but were demolished in 1973. Further leisure facilities including a roller-skating rink, pleasure grounds and a tennis lawn were also constructed, and a pier was planned, but never built.

### Cartographic Evidence of Marine Gardens

3.14 The Yeakell and Gardner Sussex map of 1778-1783 shows the layout of the former hamlet of Heene, west of Worthing, itself a small fishing village at this time. Heene parish boundary can be seen marked out by Sea Lane to the west, Heene Road to the east and Tarring Lane connecting the two to the north. The site of the conservation area lies in the southwest part of this square, east of Grand Parade, which was formed from the central lane

running south and terminating in the fields west of Heene shown on this early map.



Figure 1: Yeakell and Gardner's Sussex 1778-1783, 2inch to 1 mile

3.15 The 1839 Tithe Map shows the southward expansion of the village, along with the linear field patterns between Heene and West Worthing. To the west, the open field pattern survives.



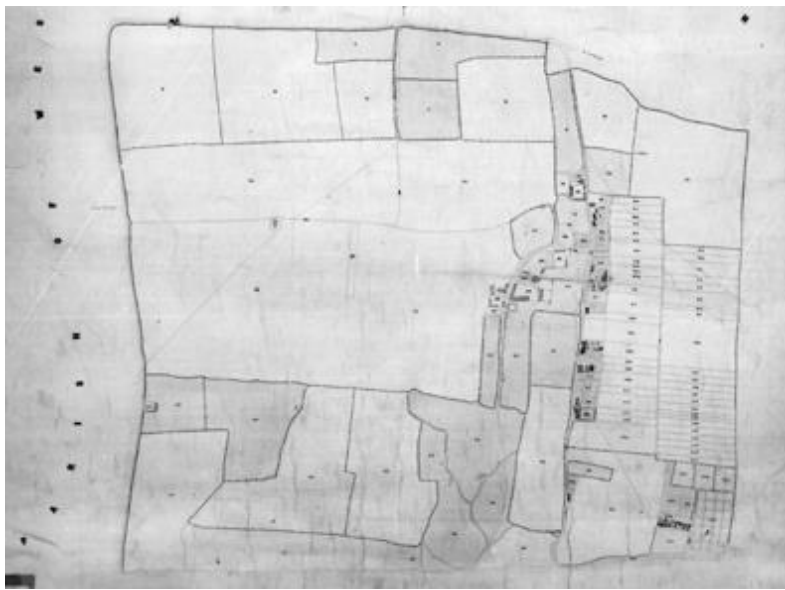


Figure 2: 1839 Tithe Map



Figure 3: Sussex Sheet LXIV 1875 pub 1879

3.16 The expansion of Worthing is well underway by the late 19<sup>th</sup> century. Heene Terrace can be seen along the seafront east of Heene Road, and the Baths and Water Works are also indicated. Villas in spacious plots are laid out along the east side of Heene Road and Grand Avenue has been constructed. The southern area west of Grand Parade is the location of the present day Marine Gardens. The extensive sea defences and esplanade as far as Grand Parade have also been installed.



Figure 4: Sussex Sheet LXIV.SW Revised: 1896, Published: 1899

3.17 By the end of the 19<sup>th</sup> century, the early grid street pattern to the west of Grand Parade has been laid out, along with an extension of the esplanade. The nursery development to the north is also well developed by this time.

Residential infill is also gradually taking place in the roads around the old settlement of Heene.

- 3.18 By the end of the first decade of the 20<sup>th</sup> century, it appears that the further westward extension of West Worthing has stalled. On the west side of Grand Parade the new hotel has begun, but only the eastern wing is built; the rest of the project was never completed. A period of inactivity followed, no doubt exacerbated by the First World War. The next mapping evidence that we have coincides with the redevelopment of the site between Sea Lane (by this time Wallace Avenue) and Grand Parade as Marine Gardens.



Figure 5: Sussex LXIV.13 Revised: 1909, Published: 1912

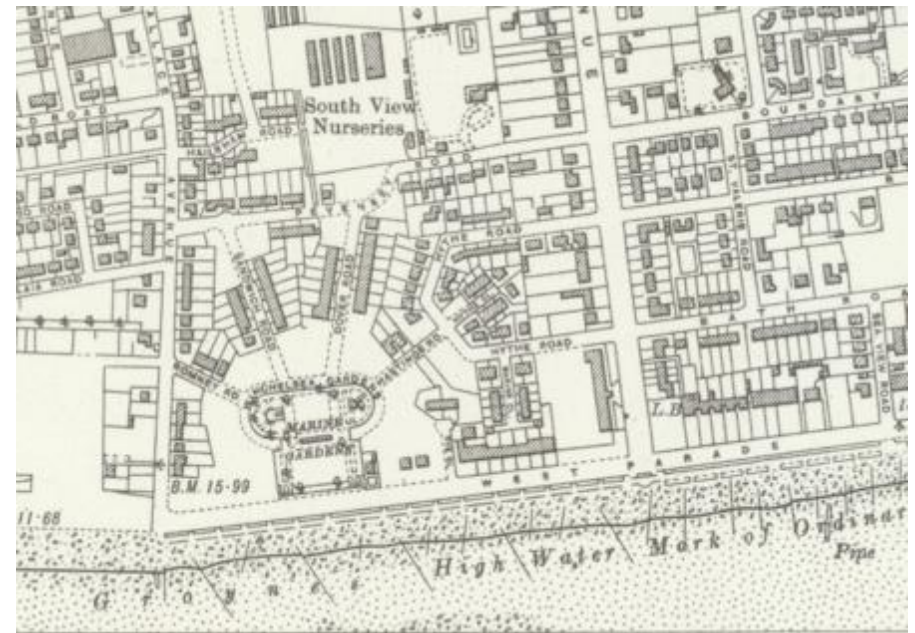


Figure 6: Sussex LXIV.13 Revised: 1932, Published: 1934

### Marine Gardens

- 3.19 Further residential development of Heene and West Worthing in the conventional pattern found elsewhere in the town was intended under the ownership of the West Worthing Commissioners in the 1860s with a grid road structure mapped out by the end of the 19<sup>th</sup> century. The project clearly stalled and at the opening of Marine Gardens in 1931, the area was described as having been an 'eyesore'. The land for Marine Gardens was donated to the Council by Mr H. P. Brazier, along with a contribution towards the construction of the esplanade and parade to the south of the gardens.





Figure 7: Land west of Grand Avenue, now Marine Gardens, 1927; Source: Historic England

3.20 The gardens themselves pre-dated the later residential development around them, and designs are attributed to the Borough Surveyor, Mr P.E. Harvey. The original design for the gardens was printed in *The Worthing Gazette*, and showed an elliptical ornamental garden incorporating two bowling greens east and west, with a square plan lily pond in the Centre. South of this a shelter is shown as a seemingly lightweight structure with a square central building flanked by covered shelters terminating at the east and west ends in octagonal pavilions. South of this was a putting green, with planted beds either side.

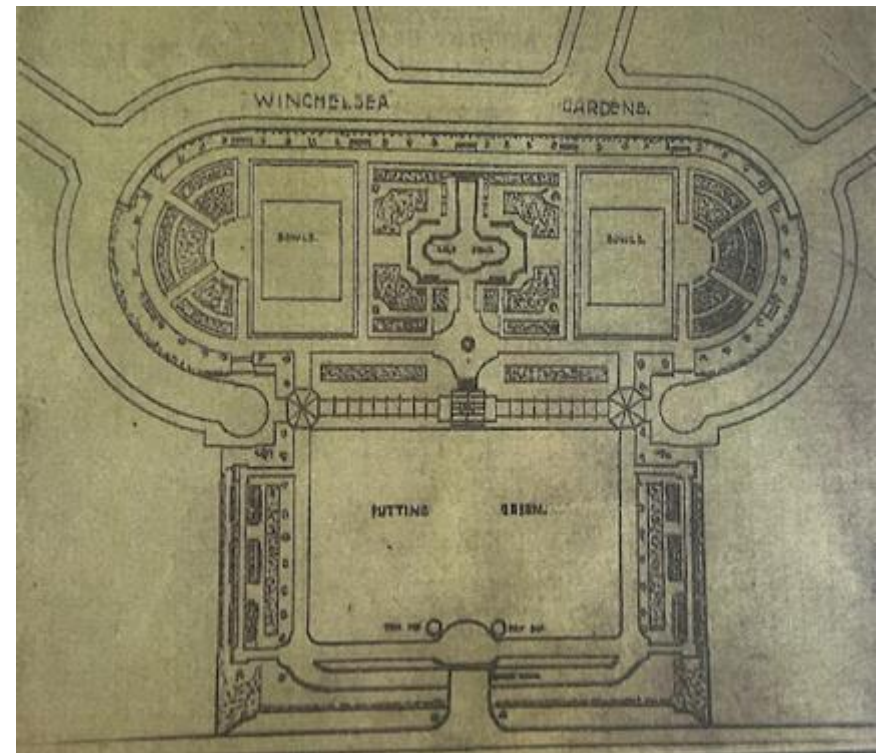


Figure 8: Marine Gardens, an extract from the *Worthing Gazette*, 1931; Courtesy of the Worthing Society

3.21 An early photograph of the site reproduced in *The Worthing Herald* on May 2<sup>nd</sup>, 1931, shows the early gardens executed to a slightly different design with a bowling green in the Centre of the elliptical gardens, rather than two smaller lawns either side. The central shelter is as currently exists – slightly shorter in length than originally conceived, and more solidly built with twin sided shelters terminating in square plan pavilions. In other regards the gardens were constructed much as planned, with Romney, Sandwich, Dover and Hastings Roads all integrated from the outset.

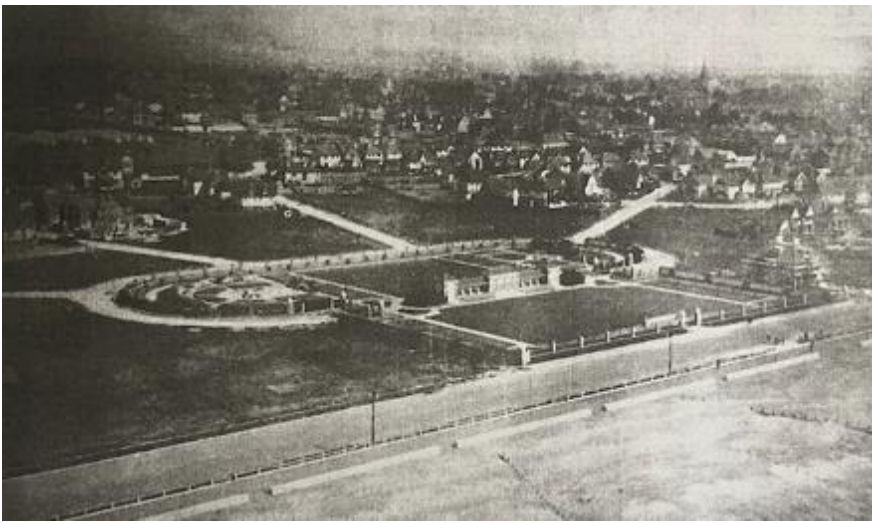


Figure 9: Marine Gardens on opening; Source: The Worthing Herald, 2<sup>nd</sup> May 1931

- 3.22 The gardens were a consciously modern design, with clean lines and geometric shapes. The streets from the gardens fan out from the gardens, and while no drawings have been found of the plan for Marine Gardens and the streets that radiate from it; it is clear that it was intended as a new suburban centre, with a distinct character from the earlier 19<sup>th</sup> century development to the east.



Figure 10: Marine Gardens, view from the west; 1931; Source: Historic England



Figure 11: Marine Gardens (undated, but post 1931, pre-1937); Courtesy of Friends of Marine Gardens

3.23 As can be seen from the imaging sequence above, the gardens came first, with the houses at the northern ends of Dover and Sandwich Roads following. The blocks of flats surrounding the Gardens were built in the years that followed, starting with Hastings and Winchelsea, and then Romney to the west.

3.24 An earlier circular café at the northeast end of the gardens was not immediately installed, but is visible in a photograph dated 1937 (Figure x). The remains of it, with a curved east wall survive, but it has now been replaced by the larger modern café building.



Figure 12: Marine Gardens, view from the south; 1937; Source: Historic England

## 4.0 Built and Landscape Character

### Landscape context

4.1 Worthing Borough lies across the West Sussex coastal plain and the undulating dip slope hills of the South Downs. The contrasting geology and topography of the northern and southern parts of the Borough give rise to marked differences in character.

4.2 The majority of Worthing Borough occupies the coastal plain from the East Preston area of Littlehampton to the west, and Lancing to the east. The only breaks in an almost continuous band of urban development along the coast, are at the far eastern and western ends of Worthing. Inland, the settlement pattern comprises extensive settlement and twentieth century suburbs which extend to the foot of the South Downs. The northwest corner of the Borough contains wooded hills, the north-east corner of the Borough rises to relatively intact, mostly open, downland.

4.3 The West Sussex landscape character assessment identifies two regional character areas within the borough: the South Coast Plain and the South Downs. The lower, southern part of the town in which the conservation area is located is within the South Coast Plain. This is a large swathe of land stretching from Brighton in the east to Chichester Harbour in the west and beyond into Hampshire. The South Coast Plain is a flat open landscape of large arable fields, defined by low hedgerows, dominated in many parts on the coastal margin by major urban development. A complex series of creeks, mudflats and shingle beaches comprise parts of the coastal edge.

4.4 Worthing town is located on the Sussex south coast and it is now one of the largest south coast towns with a population of over 110,000 residents. Worthing's suburbs terminate to the east at the Local Green Gap separating Worthing from Lancing and Sompting; and to the west at the Goring-Ferring Local Green Gap. The northern fringes of the town sit below the foot of the South Downs and the largely suburban character of the town here has resulted from 20<sup>th</sup> century coalescence of smaller rural centres such as Broadwater and Tarring.



The seafront is one of the most valued assets of the town and, owing to its historical development is a focus of most of the built heritage assets within the borough. The historic core of the town is notable for the very high concentration of conservation areas along the seafront and just inland of the seafront. The conservation areas located inland along the modern day A259 include those associated with the old settlements of Heene and Goring/Goring Hall, an early c20 conservation area centred on Winchester Road, and a 19<sup>th</sup>/20<sup>th</sup> century conservation area around Shakespeare Road.

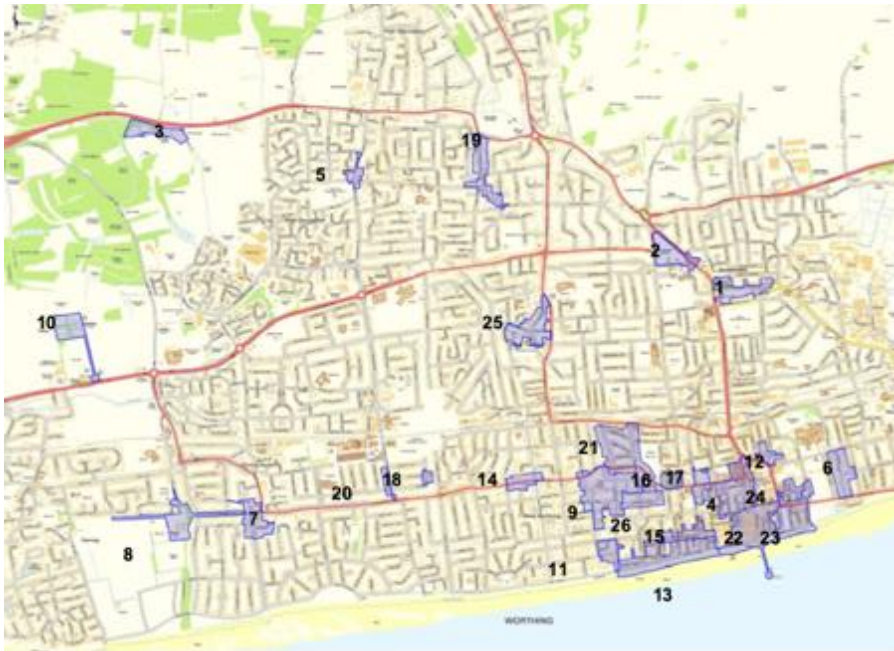


Figure 13: Worthing's existing Conservation Areas

- 4.6 Marine Gardens represents the 20<sup>th</sup> century westward expansion of the town, and a break in the more traditional seaside terraces and villas of the 19<sup>th</sup> century further east. It is located southwest of the ancient village of Heene and west of Worthing. It was an area formerly comprising fields, and earmarked for development in the mid-late 19<sup>th</sup> century for housing.

### 20<sup>th</sup> Century Conservation Areas

- 4.7 Research by the Twentieth Century Society in 2017 sought to create a gazetteer of existing 20<sup>th</sup> century conservation areas nationally, and provide

recommendations to local authorities on the designation of new 20<sup>th</sup> century conservation areas. The report identified a number of themes and issues commonly associated with 20<sup>th</sup> century conservation areas. These included:

- Bombed Towns and Cities
- New Towns
- Public Housing Developments
- Private Housing Developments
- Single Design
- Single Ownership
- Tall Buildings

- 4.8 The Marine Gardens Conservation Area encompasses several of these themes as a public housing development of a single design built on land gifted to the local authority following a period of stagnation after the first world war. An emphasis on clean air, space and health was integral to the modernist movement, and many municipal gardens date from this period.
- 4.9 Residential conservation areas of this early (and later) 20<sup>th</sup> century period either publicly or privately developed tend towards a uniformity in design and usually integrate landscaped areas. These are characteristics that are found at Marine Gardens, and the surrounding residential streets.
- 4.10 Much of the housing stock along Sandwich Road, Dover Road, Wallace Avenue, Pevensey Road and Grand Avenue was carefully planned, and exhibits the uniformity of design that might make it a candidate for designation. However, the vast majority of the houses on these roads have been considerably altered with loss of architectural details including windows and doors. The impact of the alterations is such that it is not considered that the streets meet the threshold for local designation as a conservation area; and so the resultant boundary of the Marine Gardens Conservation Area is much more tightly drawn around the gardens themselves, and the interwar blocks of flats immediately around the garden.

## Spatial analysis

- 4.11 The Marine Gardens Conservation Area is located on the seafront and is part of the suburb of West Worthing. The land is predominantly flat, or slightly rising to the north and has been designed to benefit from sea views and the relationship with the esplanade to the south. It is bounded by West Parade to the south, and the pedestrian esplanade south of this. The boundary is tightly drawn around the three residential blocks of flats on Winchelsea Gardens, which connect with Romney Road to the west, Sandwich and Dover Roads to the north, and Hastings Road to the east.
- 4.12 The conservation area is centred on the geometrically designed gardens which consists of a northern elliptical area of land, from which a rectangular garden sits to the south. The central areas are occupied by bowling grounds, while the gardens within the western part of the northern section are formally landscaped, and a modern café is within the eastern section, along with some surviving elements of an earlier pavilion building.
- 4.13 The radial streets fanning out from the gardens were part of the early designs for Marine Gardens, and were laid out from the opening of the gardens in 1931, although the blocks of flats and many of the houses were not implemented until the later years of the 1930s.
- 4.14 The gardens are set out with simple perimeter paths leading to the central pavilion building, and to the ornamental gardens in the northwest of the park and café in the northeastern area. Winchelsea Gardens is a no-through road that terminates at the east and west ends of Marine Gardens.

## Architectural interest and built character

- 4.15 The conservation area boundary is small, drawn tightly around the gardens and blocks of flats which are nearly contemporary with the garden. Beyond the conservation area, along the radial streets is predominantly detached family suburban housing of a similar date. While historically interesting, the architectural qualities of the housing beyond the conservation area boundary has been eroded by recent alterations to the vast majority of houses.

- 4.16 The architectural interest of the conservation area is therefore contained to the quality of Marine Gardens themselves, and to the residential blocks of flats that surround it. Also included within the conservation area boundary are several of the less altered detached houses interspersed between the fanning streets and blocks of flats.
- 4.17 The gardens themselves are accessed primarily from the southern entrance off West Parade. The boundary to the gardens sits back on a wide pavement, and enclosure is provided by dwarf walls and planted beds, or taller walls of between 1-1.5metres. Centred on the southern boundary of Marine Gardens is a generous entrance demarcated with brick piers and an iron oversailing sign, which originally incorporated iron gates.



Figure 14: Southern entrance to Marine Gardens early 20<sup>th</sup> century





Figure 15: Southern entrance to Marine Gardens today

- 4.18 Taller walls enclose the southern section of the gardens to the east and west, and around the elliptical boundary of the northern section dwarf retaining walls are interspersed with short piers capped with green glazed pantiles. This detail is repeated around the perimeter of the site, and the roof of the central pavilion is also covered in the same characteristic tiles. Earlier photographs indicate that the enclosing boundary was formerly higher, with tall piers of the same design joined by wrought iron railings with planting on the inner perimeter of the park.



Figure 16: Brick boundary walls with green pantile capping



Figure 17: Marine Gardens from the west showing original enclosing boundary railings (undated); Courtesy of the Worthing Society

- 4.19 The walls of the southern section of the site are also capped with green pantiles, and periodically decorative brick planters are integrated into the inner walls in an Arts and Crafts idiom.



Figure 18: Brick and tile planters within Marine Gardens

- 4.20 The northwestern section of the park comprises an ornamental garden, shown in historic photographs as a rose garden. The eastern boundary of this section of the garden terminates in a low stone wall into which is built a water fountain feeding a short rill leading to a circular pond. This has been recently reinstated and a pergola has been installed providing structure for planting and a shaded walk.



Figure 19: Postcard of ornamental gardens, 1934; Courtesy of the Worthing Society



Figure 20: View of the northwest ornamental gardens

- 4.21 At the Centre of the garden is the bowling pavilion. This building is on Worthing's Local Interest List. It comprises a single storey building intersecting the north bowling green and south putting green. The central



part of the building is taller, with three arched headed sets of French doors to the north and south elevations, built in brick with stone dressings. The hipped roof is finished in the green glazed pantiles. Two wings extend from the central pavilion to the east and west terminating in two small square plan brick built pavilions with pyramidal roofs, also covered in green pantiles. The shelters appeared to have been open originally, but have subsequently been enclosed to provide storage. Toilets are located in the two end pavilions. While altered, the building remains in its original form, and contributes positively to the conservation area.



Figure 21: Marine Gardens Bowling Pavilion

- 4.22 A further two structures within the gardens warrant discussion. The surviving part of the 1930s pavilion remains in the northwest part of Marine Gardens where the rendered curved wall of a formerly circular building is now used as stores to the modern café. While this is only fragmentary, it retains historic interest, and could be used to inform future proposals for new buildings in this part of the park. An early photograph shows the café in the context of the seafront shelter with a timber pergola around the exterior providing a shaded seating area.



Figure 22: Postcard of the pavilion c1930



Figure 23: Remains of earlier circular pavilion

- 4.23 The current café building is a large, single storey pre-fabricated building of mid to late 20<sup>th</sup> century date. The café is a well-used and much appreciated part of the local area, but regrettably has no relationship with the carefully



planned geometry of the gardens, and is considered to contribute negatively to the character and appearance of the conservation area.



Figure 24: Existing modern Marine Gardens Cafe

4.24 Beyond the gardens themselves, there are three main buildings within the conservation area: the residential apartment blocks of Romney Court, Hastings Court and Winchelsea Court. All three buildings are on Worthing's Local Interest List, and all contribute positively to the conservation area.



Figure 25: Aerial photograph of the conservation area showing Romney, Hastings and Winchelsea Courts; Source: Google Maps, 2023

4.25 The three buildings are subtly different, but are consistent in their scale, massing and materials, and were all designed by the same (unknown) architect and built between 1931 and 1937. Hastings and Romney Courts are three storeys in height with flat roofs and are located at the east and west ends of Marine Gardens where the long low buildings form a gentle arc around the southern part of the curved road (Winchelsea Gardens). Both Hastings and Romney Courts extend along Hastings and Romney Road with an angled wing in a northeast and northwest direction respectively. Hastings is the larger of the two buildings, the southern part of which extends further south than Romney to the west.

4.26 Winchelsea Gardens is located to the north of Marine Gardens and is arranged as a 'U' shaped block with frontages to Sandwich and Dover Roads. The southern section of the building terminates views from within the gardens. It is built in the same idiom as Romney and Hastings Courts, three storeys high with a flat roof behind a shallow parapet. The same language is repeated to the rear with half round stair towers, projecting balconies and tidy well maintained parking areas. At Romney Court, a

range of single storey brick garages are provided, likely to be later than the original flats, but built in a complementary design.



Figure 26: Hastings Court front elevation

- 4.27 The architectural detailing of the buildings is high quality. The buildings are three storeys in height and the horizontal emphasis of wide continuous brick bands is relieved by a rhythm of projecting bays, which return to the recessed block with a series of pleasing curved balconies. Within each of the projecting bays further relief is provided by contrasting solid and void elements provided by stacked recessed balconies.
- 4.28 To the rear of the buildings, the same care has been taken with the elevations with attractive half round projecting stair towers flanked by projecting balconies providing contrast to otherwise austere elevations. The curved elements of these buildings emulate the shape of Marine Gardens, unifying the design of the townscape and landscape here.



Figure 27: Winchelsea Court, rear elevation

- 4.29 The bricks are a striking burnt orange, and are longer and slimmer than standard stock bricks again lending horizontal emphasis. They are set with a similar red mortar, with white rendered bands providing visual contrast at plinth level and in the decorative banding at each storey.
- 4.30 There have been alterations and losses to these three buildings which compromise their architectural integrity. Most obviously, all the original crittel windows have been replaced with uPVC which drastically diminishes the striking 'Deco' appearance of the buildings, particularly where on curved parts of the buildings such as the stair towers. A number of the recessed balconies have also been enclosed which considerably alters the intended aesthetic of contrasting areas of solid wall and voids.
- 4.31 There are just six further residential buildings included within the conservation area boundary. Four are located along the northern part of Winchelsea Gardens on land between the blocks of flats. These houses are approximately contemporary with the development of Marine Gardens,



and are considered good examples of the prevailing housing type found along the radial roads leading from Marine Gardens.

- 4.32 St Elizabeth, and its neighbour, Winchelsea were present by 1931. The former is a detached two-storey house with a hipped roof. It has an interesting geometry with two full height canted bays on the south elevation connected by a recessed porch and balcony over creating a slight butterfly plan which addresses the curve of Winchelsea Gardens. The return elevation on Romney Road is more austere, with two robust chimney stacks and the deep eaves of the shallow pitched roof emphasised by the red pantiles, which are not original. A curved boundary wall encloses the gardens which continue along Winchelsea Gardens providing visual continuity to the conservation area. It contributes positively to the conservation area.



Figure 28: St Elizabeth and Winchelsea (left)

- 4.33 The neighbouring building, Winchelsea is of the same period, and appears always to have been built with the two large flat-roofed protrusions to the south and east. While extended, and not as architecturally pleasing as St

Elizabeth, it too has heritage interest as a building contemporary with the buildings and green space in the proposed conservation area. It is similarly recognised as a positive contributor to the conservation area.

- 4.34 East of Winchelsea Court are two further detached dwellings, also considered to make a positive contribution to the conservation area: Number 2 Dover Road and No. 8 Hastings Road, which are mirror images of each other. Both are set well back in their plots with frontages to Dover and Hastings Roads. They are built in red brick with probably later tile hanging and clay tiled roofs. They have the same shallow sloping roofs as St Elizabeth with deep eaves. No. 2 Dover Road retains a small detached original garage located to the north of the house. While the pair do not possess some of the more interesting detailing of other houses along the roads beyond the conservation area boundary, they are well maintained and were clearly designed as a pair. Neither building retains its original windows.



Figure 29: No.2 Dover Road

- 4.35 No. 45 West Parade is a further locally listed building located immediately west of Marine Gardens on the seafront. It is built in the Art Deco style with a feature double height curved bay to the front providing sea views.

The flat roof provides a balcony enclosed with a curved railing reminiscent of the deck of a ship. The loss of original windows is harmful to the significance of the building.



Figure 30: No.45 West Parade

- 4.36 At the very southern extent of the conservation area is a locally listed beach shelter. This simple partly open structure is built in timber with a leaded roof capped with decorative ridge detailing and finials and supported on columns and decorative iron brackets. The screen is simply glazed, with benches installed within the shelter. It is placed on the north-south axis with the centre of Marine Gardens providing the start of a sequence of buildings from south to north within the conservation area: beach shelter, entrance gates to Marine Gardens, Marine Gardens Bowling Pavilion and Winchelsea Court. The experience of travelling from the sea front to the northern end of Marine Gardens requires users to circumvent the buildings, providing opportunities to enjoy the spaces the buildings separate.

### Building Materials

- 4.37 There is a restrained palette of materials in the Marine Gardens Conservation Area, the prevailing material being brick. Within the three main blocks of flats, this is an orange brick with a corresponding red mortar. Contrast is provided by the rendered plinth and plat bands which emphasise the horizontal lines of the buildings.



Figure 31: Brickwork at Hastings Court and within locally listed walls of Marine Gardens

- 4.38 The buildings and walls within the gardens themselves are also brick, with some of the inner walls partly rendered. Decorative motifs are employed in the planters within the walls including the use of tile on end and bricks laid in a chevron pattern. These are typical of the 'Arts and Crafts' style, which here is blended with the more modernist landscape plan of Marine Gardens. The other buildings and boundary walls within the conservation area are also mostly brick built, although with variation in colours and textures. Limited and variable examples of tile hanging exist, with roofing materials of tile, pantiles and the characteristic green glazed pantiles within the gardens themselves.

### Boundaries and streetscape

- 4.39 This small conservation area has extensive boundary treatments, which make an import contribution to the character and appearance of the



conservation area. The entrance to Marine Gardens is a prominent local landmark, announcing the entrance to the gardens with tall brick built piers, the gates now gone. Similar piers are located at the east and west ends of Winchelsea Gardens indicating that the entire garden was once enclosed by tall gates and railings and/or walls.



Figure 32: Brick piers at the east end of Winchelsea Gardens

4.40 The walls enclosing Marine Gardens are locally listed. The boundaries along the southern and northern parts of the gardens are porous, with short piers, capped in green glazed pantiles connecting low walls which serve as planters for hedges and perimeter trees. It appears that the piers were originally higher, with iron railings connecting them.



Figure 33: Boundary treatments at Marine Gardens



Figure 34: Boundary treatments at Marine Gardens

4.41 Today, boundary trees also make an important contribution to the character of the conservation area. The trees do not appear to be of sufficient age to be part of an original planting scheme, but they are now mature specimens which seem well adapted to the seaside environment.

4.42 Elsewhere, Hastings, Romney and Winchelsea Courts are enclosed by low brick boundary walls, which are continuous around the outer edge of Winchelsea Gardens providing a common boundary both to the flats in communal ownership, and the family housing along the radial roads branching off Marine Gardens.



Figure 35: Low brick boundary walls around Winchelsea Gardens

## Heritage Assets

- Heritage assets are commonly considered to be buildings or structures, monuments, places or landscapes that have sufficient significance to warrant consideration in the planning process. They include designated assets such as scheduled monuments, conservation areas and listed buildings; and non-designated assets such as locally listed buildings and parks and gardens.
- 4.44 Conservation Area Appraisals provide an opportunity for local planning authorities to also identify unlisted buildings that contribute positively to the character or appearance of the conservation area, and therefore be recognised as non-designated heritage assets. Similarly, appraisals can also identify buildings that negatively contribute to the conservation area, usually because of inappropriate scale, poor design or incongruous materials.
- 4.45 Those buildings that have been identified as positive contributors within this conservation area are identified on the map on page X. In general, positive contributors have a degree of architectural and historic integrity, which may be derived from a street-facing elevation, or from another viewpoint; and they therefore illustrate an important part of the history of the area. There are no statutorily listed buildings in the Marine Gardens Conservation Area, however there are seven locally listed buildings or structures in the conservation area, along with Marine Gardens themselves which are listed on the register of parks and gardens of local interest. These are all described in the sections above.

## Detracting Elements

- 4.46 The modern café building has been identified as a negative contributor to the character and appearance of the conservation area. While it is a valued community resource, the building is of no architectural or historic interest. It is low in scale and therefore does not seriously compromise the character of the gardens, but the design makes no reference to the geometry or morphology of the gardens, or the more elegant architectural language of surrounding buildings.

- 4.47 The losses of original windows throughout the conservation area are very high, and this has eroded the architectural integrity of the three main blocks of flats, and also of the locally listed bowling pavilion. The enclosure of formerly open balconies is also harmful to the architectural and historic interest of Hastings, Romney and Winchelsea Courts.

## 5.0 Setting and Views

### Setting

- 5.1 Marine Gardens represents a key turning point in the development of West Worthing from the prevailing character of typical terraced ‘set pieces’ associated with the 19<sup>th</sup> century growth of the town, to an ambition to provide ‘modern’ housing. The conservation area is therefore the centrepiece of a highly designed urban extension which consciously turned its back on the former grid pattern proposed for development in the mid-late 19<sup>th</sup> century.
- 5.2 Marine Gardens is therefore set within a much larger suburb of mainly detached family housing. The character of that housing has been briefly described above. Each street tends towards homogenous designs which are subtly different to neighbouring streets. Houses are fairly typical of the period employing various ‘Arts and Crafts’ or vernacular revival idioms including the use of steeply pitched roofs, bay and oriel windows, tile hanging, gables and chimneys. There are surviving examples of some very attractive art deco or art nouveau inspired features at some properties in surrounding streets to Marine Gardens, but on the whole, the losses of original fenestration are too great to merit designation as part of the conservation area.
- 5.3 Marine Gardens is of course, designed to benefit from its seaside location. The gardens provide sea views, and likewise the gardens are a welcome open space on an otherwise mostly built up seafront, and provides a quiet and reflective space through which to pass to the suburbs to the north.

### Views

- 5.4 Views within this small conservation area include those between the seafront and the gardens, views towards Marine Gardens from the radial



roads fanning out from it; and local views from within the gardens themselves.

- 5.5 Three locally listed buildings sit along the central north-south axis of the gardens: Winchelsea Court, the bowling pavilion and the seaside shelter. These serve to shorten views, requiring users to follow paths and streets around Marine Gardens to reach their destination. This provides opportunity to appreciate the gardens and views out of them through trees to buildings beyond.



Figure 36: View north and south from entrance gates



Figure 37: View towards Hastings Court from eastern edge of Marine Gardens south of café



Figure 38: View towards Winchelsea Court from north side of the bowling pavilion





Figure 39: Views from southern perimeter path looking north, northeast and northwest



Figure 40: Kinetic views through western ornamental gardens





Figure 41: View towards Romney Court from Winchelsea Gardens



Figure 42: View towards Winchelsea Court, St Elizabeth's and Winchelsea in foreground



Figure 43: Views out of conservation area along Sandwich and Dover Roads



Figure 44: View towards Hastings Court from Winchelsea Gardens



Figure 45: Views from north entrance to Marine Gardens looking south (left) and southeast (right)

## 6.0 Assessment of Condition

- 6.1 The condition of the conservation area can be summarised as generally good and the properties within the conservation area are mostly well maintained. The gardens are carefully kept, and an active Friends Group is working to restore historic elements, improve planting and provide valuable public amenities. Marine Gardens has Green Flag status indicating the quality of the gardens and a commitment to their upkeep and contribution to the community.
- 6.2 In general, bins and bollards are sensitively sited, and the high quality wooden benches with green painted iron ends are pervasive throughout the gardens, and a feature of it.
- 6.3 There are however some instances of vandalism and antisocial behaviour, and the café has been targeted by thieves, in spite of the good levels of natural surveillance and installation of security cameras.
- 6.4 The rest of the conservation area is also well kept, including the service and parking areas of the three main blocks of flats.



## 7.0 Management Plan

7.1 The following management recommendations are intended to provide guidance to owners and interested parties regarding the future management of the conservation area. Where the local authority has jurisdiction over part of the area, recommendations will be brought forward as and where possible subject to availability resources.

7.2 The overall character of the conservation area is dominated by the gardens which make up the majority of the area. These are generally well maintained, and the street furniture within the gardens is high quality.

### Infrastructure and public realm

Public realm improvements should continue to be informed by an understanding of the significance of the conservation area, and respect the character and appearance of the interwar gardens and surrounding housing. Where possible, public gardens and areas should be inclusive and accessible.

7.3 A holistic approach to installation of or alteration to road, street, telecommunications and lighting infrastructure should be encouraged to avoid excessive or inappropriate installations.

7.4 All relevant authorities should be reminded of the designation status to encourage a thoughtful approach to installation of signage, street markings, telephone and broadband boxes, litter bins and road surfaces. Historic England's Guidance 'Streets for All' provides a framework for managing change to the public realm in historic areas: <https://historicengland.org.uk/images-books/publications/streets-for-all/heag149-sfa-national/>

### Public awareness

Local residents and businesses should be made aware of the designation of the area as a conservation area, and what it means for development and change to their properties.

7.5 As a new conservation area, there would be benefit in providing residents and businesses with notification of the status of the conservation area, along with guidance on what in practice this might mean for the management of property.

### New development within the conservation area

7.6 Within the conservation area, development opportunities are limited, because of the small size and tightly drawn conservation area boundaries, as well as the landscape and heritage designations. Any new development should respect the character and appearance of the conservation area.

Proposals for new development should take into account the heritage values associated with the conservation area as set out in this appraisal, as well as Supplementary Planning Guidance produced by Worthing Borough Council including:

- Guide to Residential Development SPD
- Worthing Borough Council Conservation and Heritage Guide

Any new buildings within Marine Gardens should be limited to those required for essential facilities to avoid built form impeding an appreciation of the historic gardens. Re-use of or replacement buildings should have due regard to the significance of the conservation area and seek to enhance the character and appearance of the conservation area.

### Alterations to Romney, Winchelsea and Hastings Courts

7.7 There is not considered any value in imposing an Article 4 Direction within the conservation area given the small number of houses to which such a Direction would apply; and owing to the losses of original windows throughout the conservation area. Planning permission will be required for

replacement windows to the main blocks of flats in any case, and this would also apply to removal of boundary walls contiguous with blocks of flats.

There is however great value in educating management companies and residents about the benefits of installing windows to traditional designs as and when renewal is required in the future. It is recommended that guidance is issued to homeowners about appropriately designed double glazed windows which would enhance the appearance of their properties. It is recognised that this may be a process of gradual improvement over time.

Residents and management companies are encouraged to explore options to install historically accurate replicas of the original steel framed windows at Hastings, Winchelsea and Romney Courts. Some photographic evidence of the former windows exists and is replicated in this report.

Further infill of external balconies should be resisted to reduce the harmful impact to the architectural interest of Hastings, Romney and Winchelsea Courts. Where a convincing case can be made for the enclosure, this should be done sensitively, in such a way as to allow the void to remain partly legible, through setting glazing back behind the external face of the building, and using appropriately designed glazing.

## Appendix I: List of Heritage Assets

Street/Space	Building Name/Number	Designation
<b>Worthing Local Interest Study 2023 (relating to the Worthing Local Plan 2003)</b>		
West Parade	Marine Gardens	Park and Garden of Local Interest
<b>Worthing Local Interest Study 2003</b>		
Hastings Road	Hastings Court	Locally listed
Romney Gardens	Romney Court	Locally listed
West Parade	Pavilion, Marine Gardens	Locally listed
	Walls, Marine Gardens	Locally listed
	45 West Parade	Locally listed
Winchelsea Gardens	Winchelsea Court	Locally listed

## **Appendix 2: List of Sources**

The Worthing Herald, Saturday May 2, 1931 – Marine Gardens Open to German Visitors

The Worthing Herald, Saturday May 2, 1931 – Worthing's 80 Acres of Parks and Recreation Grounds

Worthing Gazette – Worthing's New Marine Gardens (n.d)

Twentieth Century Society Conservation Areas Project – Potential Conservation Areas Short Report, December 2017

Twentieth Century Society Conservation Areas Project Potential Conservation Areas Scoping Report, December 2017

Twentieth Century Society, Appendix 5.2 – Existing 20th century conservation areas

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## Consultation Summary

### Steyne Gardens

As part of the review of Conservation Areas in Worthing, the Council consulted on the following document:

<https://www.adur-worthing.gov.uk/media/Media.170531.smxx.pdf>

This report summarises the representations received and the Officers' responses.

#### Proposed Steyne Gardens Conservation Area

The Council received **12** representations (11 reps submitted via the online consultation form). These included:

- **1** written representation from Historic England (statutory consultee)
- **2** written representation from Friends of Denton Gardens
- **9** representations from local residents

The issues raised in these representations are presented below, along with Officers' responses to these comments.

#### Historic England

Issue	Response
We support the identification of the two distinct character areas for this conservation areas as the special interest of these areas is clearly different. We also consider the rationale for the boundary changes are clear.	The Council welcomes the response from Historic England and notes that Historic England supports the proposed extension to Steyne Gardens Conservation Area.
It may be appropriate for those buildings identified as positive contributors to be included on the Local List.	This action will be reviewed in due course.
In addition, as the open spaces make such an important contribution to the special interest of this conservation area, identification of measures to enhance their character and appearance may be a useful addition in the management plan section. In line with this, we are aware from the Worthing Society that there may be	See recommendation at 7.12 of the Conservation Area Character Appraisal.

forthcoming development proposals for Denton Gardens and its Art Deco Shelter.	
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### Special architectural and historic interest

#### Question 1:

In general has the draft Character Appraisal adequately identified the Conservation Area's special architectural or historical interest?

- Yes - 11 representations
- No - 0 representations
- Not answered - 0 representations

Any additional comments?

No responses received.

#### Question 2:

Do you think the Conservation Area has any other aspects of special interest which should be included in the appraisal?

- Yes - 2 representations
- No - 9 representations
- Not answered - 0 representations

Any additional comments?

No responses received.

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### Character and appearance

#### Question 3

In general, has the Appraisal adequately identified the good and the harmful features of the Conservation Areas?

- Yes - 11 representations
- No - 0 representations
- Not answered - 0 representations

**Any additional comments?**

**No responses received.**

**Question 4**

**Do you think the Conservation Areas have any additional good features which should be identified in the Appraisal?**

- Yes - 2 representations
- No - 9 representations
- Not answered - 0 representations

**Any additional comments?**

**Issues raised and officer response:**

<b>Issue</b>	<b>Response</b>
Is the Splash Point Memorial Garden included?	Splash Point Memorial Garden is included in the proposed extension to Steyne Gardens Conservation Area. The memorial falls within the southern part of Character Area 2.
Essential maintenance and extension of flower beds to support pollinators.	Management recommendation at paragraph 7.12 of the Conservation Area Character Appraisal has been added.  This comment has been forwarded to the Councils' Parks Service for their consideration.

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**Boundary of the Conservation Area**

**Question 5**

**Do you agree with the proposed boundary for the conservation area?**

- Yes - 10 representations
- No - 1 representations
- Not answered - 0 representations

**Any additional comments?**

**Issues raised and officer response:**

Issue	Response
Can you clarify what "brick paving" means as showing in York road and Alfred place? Will these roads become pedestrian only?	This refers to the historic red brick pavements that exist in parts of the conservation area, including along York Road and Alfred Place. This paving contributes positively to the conservation area and should be retained. There is no known proposal to pedestrianise these streets. The Map will be updated to clarify the description of the pavements.
I support the extension of the conservation area to protect Denton Gardens and the other areas.	Support is noted.

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**Conservation Area Management**

**Question 6**

**Do you agree with the management proposals set out in the draft Character Appraisal?**

- Yes - 11 representations
- No - 0 representations
- Not answered - 0 representations

**Any additional comments?**

No responses received.

**Question 7**

**Are there any other actions that you consider are needed to preserve or enhance the conservation area?**

- Yes - 4 representations
- No - 7 representations
- Not answered - 0 representations

**Any additional comments?**

**Issues raised and officer response:**

Issue	Response
<p>Sympathetic street furniture within the boundaries of the conservation area. Removal of street clutter and unnecessary signage within the conservation area.</p>	<p>Noted. This has been addressed at paragraph 7.3 of the Conservation Area Character Appraisal.</p> <p>The Council will notify West Sussex County Council of the amended boundary to Steyne Gardens conservation area.</p>
<p>Steyne Gardens has a lack of public seating. It provides a pleasant area to sit away from the immediate seafront in shaded areas but has few benches. Many older people prefer sitting in the shade which is not possible on the seafront so Steyne Gardens is ideal. Rectifying this maybe with sponsored benches as in other areas would be of great benefit to the gardens.</p>	<p>A note has been added at paragraph 7.12 of the Conservation Area Character Appraisal.</p> <p>This comment has been forwarded to the Council's Place &amp; Economy Team to be considered as part of the Council's commitment to caring for our open spaces within the town.</p>
<p>Adequate funding from WBC to maintain green spaces to a good standard.</p>	<p>This comment has been forwarded to the Councils' Parks Service for their consideration.</p>
<p>Turn the old gas works site on Lyndhurst Road into parkland.</p>	<p>The former gas holder site has been allocated (Policy A9) for residential development (150 residential units) within the <a href="#">Worthing Local Plan</a> (adopted in 2023).</p>

## Further Comments

### Issues raised and officer response:

Issue	Response
<p>A long cherished ambition of Friends of Denton Gardens has been to protect for posterity these historic and treasured gardens for the people of Worthing to enjoy. Extending Steyne Gardens Conservation Area to include the Gardens will do this. Well done.</p>	<p>Support is noted.</p>
<p>Wholly support the inclusion of Denton Gardens, Beach House Grounds and Beach House Park. These are important historical sites having served the town for the last century. They are much loved and used green spaces by residents and visitors in the heart of our town. Their inclusion will help protect them from inappropriate development into the next century, when their value can only increase with growing urbanisation.</p>	<p>Support is noted.</p>
<p>Repair and reinstatement of the original red block street paving within the conservation areas would be distinctive and visually impactful in this important area as would be the installation of heritage street name signage.</p>	<p>Noted. Refer to paragraph 4.88 of the Conservation Area Character Appraisal.  This is a matter to be referred to West Sussex County Council.</p>
<p>Good documentation and detail</p>	<p>Noted.</p>



## **Contents**

- 1.0 Steyne Gardens Conservation Area, an overview
- 2.0 Conservation Areas: Background and Legislation
- 3.0 Historical Development
- 4.0 Built and landscape character
- 5.0 Setting and views
- 6.0 Assessment of condition
- 7.0 Management recommendations



## Steyne Gardens Conservation Area: An Overview

- I.1 Steyne Gardens Conservation Area was designated on 14 March 2000, prior to this it fell within the Seafront and Hinterland Conservation Area. A review of the conservation area is therefore overdue and the recommendations of this Appraisal is that the conservation area be extended to the east to include Denton Gardens, Beach House Grounds and Beach House Park, along with part of Park Road.
- I.2 The conservation area as proposed has two distinct character areas: the first is the urban area centred on Steyne Gardens and including the commercial streets of The Broadway and Brighton Road, and the residential streets south of Brighton Road. The second character area derives significance from its former association with Beach House, and is maintained as green open public spaces.
- I.3 The conservation area comprises development from the very late 18<sup>th</sup> and early 19<sup>th</sup> centuries, as well as an interesting layer of early 20<sup>th</sup> century development.
- I.4 There is a high proportion of listed and locally listed buildings and spaces in the conservation area. Those that benefit from protection are in general well maintained. Shopfronts along Brighton Road are however a much more mixed picture; and street furniture, signage and surfaces also often detract from the character of the conservation area.

### Steyne Gardens Summary of Significance

The conservation area represents some of the earliest development associated with the evolution of the settlement of Worthing from one based on an agricultural economy to a popular seaside resort. It includes within it the boundaries of two former seaside villas: Warwick House in the west, and Beach House (or Marino Mansion) in the east.

The land formerly associated with Warwick House has been extensively developed since the very late 18<sup>th</sup> and early 19<sup>th</sup> century. It includes the architectural set-piece terraces along The Steyne, and the associated Steyne Gardens. Some of the best preserved early 19<sup>th</sup> century buildings are found around The Steyne, and on Warwick Road and Warwick Place.

Broadway Mansions on Brighton Road are among the most characterful buildings in the conservation area, dating to the early part of the 20<sup>th</sup> century, which represents a very important phase in the municipal development of the conservation area with the opening of the public parks at Denton Gardens and Beach House Park.

The conservation is attractive, and the high aesthetic and historic values are complemented by considerable communal values derived from the commemorative memorials found throughout the conservation area. While there are no buildings of very great age, the conservation area has examples of modest vernacular flint buildings, far grander architectural statements of the Regency period, and residential, commercial and community buildings from the 19<sup>th</sup> century. The green spaces represent a conscious decision locally to maintain in perpetuity the former estate gardens for public enjoyment.

INSERT MAP

## Conservation Areas: Background and Legislation

### What is a conservation area?

- 2.1 A conservation area is an area that has been determined as being of special architectural or historic interest, the character of which it is desirable to preserve or enhance. A conservation area is usually determined, and designated by local planning authorities, under the requirements of Section 69 of The Planning (Listed Building and Conservation Areas) Act 1990 (The Act), which also requires local authorities to review, and if necessary designate, further conservation areas.

### Purpose of a conservation area

- 2.2 Designation of a conservation area introduces a further level of control over the way that individuals can alter their properties, in order to allow local planning authorities to exercise their duty to preserve or enhance the character or appearance of the conservation area under Section 72[1] of the Act.
- 2.3 In practice, conservation area designation exerts control over demolition of unlisted buildings; control over works to trees; limitations on the types of advertisements that can be displayed with deemed consent; restrictions on the types of development that can be carried out without planning permission; clarification of archaeological interest.
- 2.4 In spite of these additional potential restrictions, conservation area status can often elevate the value of the properties within them as set out in Historic England's recent research report: <https://historicengland.org.uk/content/docs/research/assessment-ca-value- pdf>

### What is a Conservation Area Character Appraisal (character appraisal)

- 2.5 A conservation area character appraisal is a document that describes the history of an area and the characteristics that make it special. An appraisal should evaluate the contribution made by different features of an area, both

positive and negative, and set out a framework for managing change in the future.

- 2.6 If properly undertaken, a character appraisal can assist local planning authorities in discharging their duties to preserve and enhance the character of conservation areas, as set out under Section 71 [1, 2 and 3] of the Act. This requires them to formulate and publish proposals for the preservation and enhancement of conservation areas, and to consult the public in the subject area, taking account of the views expressed.
- 2.7 Character appraisals can also be beneficial to local communities, by allowing them a say in what they consider makes their area special, and inspiring owners and residents to maintain and enhance the area, in partnership with other relevant parties.

### Planning Policy

- 2.8 The National Planning Policy Framework (NPPF) sets out the government's advice in respect of sustainable development, including that relating to the historic environment in Chapter 16. It seeks to ensure that conservation area designation is applied only to areas deserving of the status, so as not to devalue the concept of conservation through designation of areas that lack special architectural or historic interest (paragraph 191).
- 2.9 Development management policies advise local planning authorities to look for opportunities to enhance or better reveal the significance of conservation areas (paragraph 206); and to consider proposals that would harm the significance of the conservation area proportionately, taking into account the relative significance of the element affected, and its contribution to the conservation area.
- 2.10 The Worthing Local Plan (2023) was adopted in March 2023 and now forms part of the statutory development plan, which sets the strategic development and land-use priorities for Worthing (outside the South Downs National Park) up to 2036, and contains the policies against which development management decisions within that area will be made.

2.11 Policy DM23 sets the strategic approach to the historic environment. It includes a commitment to:

- update Worthing’s Conservation and Heritage Guide (now complete and available at <https://www.adur-worthing.gov.uk/media/Media,135364,smxx.pdf>)
- review Worthing’s Conservation Areas (updating their Character Appraisals and producing Management Plans) and seek opportunities to enhance their character and appearance in accordance with their Character Appraisals and Management Plans;
- take opportunities to seek improvements to listed buildings and buildings within Conservation Areas when their condition has deteriorated. Where requests are not complied with the Council may use its statutory powers to enforce positive change;
- identify and protect important views between settlements, across character areas, and capturing transitions between landscape, townscape and seascape. This will include considering the relationship between ‘views’ and the ‘function’ such views serve;
- recognise the role of and encourage the best use of heritage assets in regeneration, design, tourism and education;
- use Article 4 directions where important heritage assets are under threat;
- work with others, including the local community where appropriate, to address how best to conserve any assets listed on Historic England’s Heritage at Risk Register, or any other assets at risk of loss, and to understand the significance of the historic environment in Worthing’s character and sense of place; and
- have regard to Historic England’s range of published information, guidance and advice, and will work with others towards implementing best practice.

2.12 This series of CACA reviews seek to meet some of these strategic objectives in relation to the historic environment.

2.13 This CACA identifies locally listed buildings. Within Worthing, locally listed buildings were identified through two separate studies. The first list was included as an Appendix to the Local Plan 2003. The full list can be found

at the following link: <https://www.adur-worthing.gov.uk/media/Media,169207,smxx.pdf>. A further Local Interest Study was undertaken in 2003 which identified further heritage assets for inclusion on the local list. This can be located at <https://www.adur-worthing.gov.uk/media/Media,99455,smxx.pdf>.

2.14 A list of all designated and non-designated heritage assets within the proposed conservation area boundary is included at the end of this appraisal at Appendix I.

2.15 This CACA further identifies buildings that contribute positively to the character and appearance of the conservation area. These buildings are not on the adopted local list, but are identified as having some significance, particularly for the visual contribution they make to the streetscene. Locally listed buildings may have been assessed for their historic, evidential or communal heritage values, as much as for their aesthetic contribution to the conservation area.

### **Conservation Area Appraisal Methodology**

2.16 The following CACA is one of three that are being produced in support of the duties on local authorities to regularly review conservation areas. Research and physical surveys were undertaken for two existing and one potential conservation area, and the resultant recommendations included:

- Revision of boundary of the Steyne Gardens Conservation Area and update of conservation statement to a full CACA;
- Update of the Goring Hall conservation statement to a full CACA;
- Designation of a new conservation area at Marine Gardens and creation of a new CACA.

2.17 The character appraisals have drawn principally on two documents, widely used in preparation of conservation area character appraisals: Historic England’s Advice Note 1 (Second Edition, 2019): Conservation Area Appraisal, Designation and Management <https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heag-268-conservation-area-appraisal-designation-management/> and; The Oxford Character Assessment Toolkit

which was produced by Oxford City Council with funding from Historic England and provides comprehensive advice on undertaking character surveys.

- 2.18 The following steps were taken in appraising the conservation areas:
- Review of the existing conservation area character appraisals, as well as secondary research resources such as local history studies, historic photographs and maps and architectural reviews.
  - A survey of each of the existing/proposed conservation areas and their existing boundaries, including survey of the setting of the conservation areas.
  - Assessment of the condition of each conservation area.
  - Description of the special interest of the area including the historic context; positive, neutral and negative contributing elements (both buildings and spaces); any key views within, into or out of the conservation areas.
  - Presentation of the survey data with annotated maps and photographs.
  - Recommendations for boundary changes and future management of the conservation areas.
- 2.19 The surveys utilised the Oxford toolkit rapid and detailed character assessment resources which are available here: [https://www.oxford.gov.uk/info/20193/character\\_assessment\\_toolkit/878/character\\_assessment\\_toolkit](https://www.oxford.gov.uk/info/20193/character_assessment_toolkit/878/character_assessment_toolkit)
- 2.20 Visual surveys included consideration of spaces, buildings, views, landscape setting and ambience of the conservation areas to compile a full picture of the character and appearance of the conservation area, and its special architectural or historic interest.
- 2.21 Each character appraisal is divided into the following sections:
- Conservation area overview
  - Map of conservation area
  - Historical development
  - Built and landscape character
  - Boundary changes (where appropriate)

- Character areas (where appropriate)
- Setting and views
- Assessment of condition
- Management recommendations

- 2.22 The individual management recommendations within each appraisal are augmented with Worthing's Conservation and Heritage Guide, available at <https://www.adur-worthing.gov.uk/media/Media,135364,smxx.pdf>

## 3.0 Historical Development

### Early History

- 3.1 Palaeolithic finds belonging to nomadic populations have been unearthed in the area around Worthing. The first settled communities are believed to have been present locally as early as 4500BC, and several of Britain's oldest flint mines are within a short distance of the town at Cissbury, Patching, Clapham and Findon. They leave a legacy in the landscape of distinctive hollows and mounds and a number of tools made from excavated flints are now exhibited in the Worthing Museum.
- 3.2 Cissbury Ring provides evidence of continual occupation in this part of Sussex, with two round Bronze Age barrows discovered here, while the Iron Age hillfort at Cissbury is the largest in Sussex, its ditch and ramparts enclosing around 65 acres.
- 3.3 Also at Cissbury is evidence of Roman occupation, comprising of a group of 11 buildings and two rectangular enclosures. The discovery of two successive issues of coinage struck between AD1009 and AD1023 suggests there was also once a mint here. Present-day north-south roads from the Downs to Worthing town are also likely to represent the lines of Roman droveways, as at Charmandean Lane, which eventually becomes the High Street and Steyne. Remains of Roman farmhouses, bathhouses and mileposts have also been found beneath town centre sites.

### Medieval

- 3.4 The conservation area falls within the ancient manor of Mordinges a smaller Saxon settlement which was held prior to 1086 by Earl Godwin (Father of King Harold). Mordinges seems to have been part of the larger manor of Ordinges until the late 10th century which was held by Robert (Earl Godwin).
- 3.5 Following the Norman Conquest, the former manor of Broadwater and the two former Saxon estates at Worthing became part of the large Norman 'Fief' (or multiple manor estate) held by Robert le Savage (an under-tenant of William de Braose). These estates were controlled by his

descendants until at least 1286. In 1289 all the land at both Broadwater and Worthing passed to Sir John de Camoys and his wife Margaret.

- 3.6 Margaret de Camoys gifted the land to the Priory of Easbourne as a form of indulgences after leaving her husband for Sir William Paynel and but for a short period around 1360, were held by the priory until the dissolution in 1536. Court books show that the Manor of Worthing was not given to the Priory of Easbourne as a single block, but comprised a number of individual enclosures from certain manorial tenants. Similar gifts were made to Hardham Priory and Tortington Priory, which explains why old enclosures and strips of open fields were often under the control of more than one manor.

### Early Modern

- 3.7 Following the dissolution of the monasteries, the lands gifted to the Priory of Easbourne were granted to Sir William Fitzwilliam the treasurer of Henry VIII. The lands then became the Manor of Worthing.
- 3.8 In the 17th century the hamlet was still essentially a rural settlement of a typical ribbon development. The 1780 Yeakell and Gardner map shows that a large part of Worthing north of the existing shoreline was still an agricultural community, with farms and homesteads grouped around a single street with the ancient field plan still visible until the late 18th century.
- 3.9 The farms and homesteads of Worthing had their gardens and orchards situated on either side of the High Street and North Street. Narrow fields were enclosed to the west of the High Street to Chapel Road and north of Cross Lane to Shelley Road and between Brighton Road and the Sea. The remainder of Worthing was split into three common fields, the West Field (Heene boundary to the fields on the west side of High Street), The Middle Field or Home Field (from the homesteads on east side of High Street to Ham Lane) and East Field (Ham Lane – Lancing Boundary). These field plans suggest Worthing was a typical agricultural community from the Middle Ages onwards.

In the 18th century there was no local coach service and very little wheeled traffic meaning the village was largely cut off from the surrounding area. If travellers were to come to Worthing, it would invariably be on horseback and often riding pillion to attend neighbouring fairs or market towns. Goods were carried by packhorse or waggon, but roads were normally created by the driver across the heathland and commons rather than following a specific route. It was not until the turn of the 19th century that a coach ran from London to Worthing three times a week in the summer and daily between Brighton and the West. Prior to this coaches avoided Worthing and ran through Steyning.

- 3.11 In the 17<sup>th</sup> century, the land which later became the Warwick House estate and the Steyne formed part of the lands owned by the Rev. William Wade, who was Rector of Bradwater from 1670 to 1714. This land was largely maintained as fields or orchards right up until the third quarter of the 18<sup>th</sup> century with the construction by John Luther of a 'Marine Villa' which would later become Warwick House. It was he that put Worthing 'on the map' as a potential seaside resort.



Figure 1: Warwick House and The Colonnade, c.1804: Source: Small, 1952

### Hamlet to Seaside Town

- 3.12 As at nearby Brighton, it was the increase in the popularity of sea bathing, which began to take off in the early 18th century, that prompted the

beginning of seaside holidays, and changed Worthing from a hamlet into a popular seaside town.

- 3.13 Initially the leisured classes preferred to season in spa towns, but it became increasingly popular to sea bathe and was promoted by medical professionals as a way to cure a number of ills. Due to its sheltered position Worthing was noted as a resort where the clement temperature and gradual slope to the sea made the town a popular place to bathe.
- 3.14 Between 1780 and 1811 Worthing underwent rapid change from a quiet fishing hamlet to a fashionable bathing resort. This transition started with the building of the Sea House (an inn) and the introduction of bathing machines. In 1789 Rice and Co. Builders purchased the Sea Inn and added a two-storey extension and Grove and Co. opened New Inn. These establishments provided lodging, food, horses, carriages and became the stop for postmen, carriers and stage coaches.
- 3.15 By 1790 Worthing was touted as a more genteel option to nearby Brighton to take the waters. An early patron to the town was Princess Amelia, (daughter of George III), who came in 1798 in search of respite. Her visit boosted the town's reputation, although poor roads and communications would delay greater numbers visiting until the early 19<sup>th</sup> century.
- 3.16 Marine Villa was sold in 1789 to George Greville, second Earl of Warwick, taking his name, as do many of the roads locally. By 1801 the estate had been bought by a wealthy stockbroker, Edward Ogle who was an early speculative developer within the town. He also owned the freehold of the land on which the Steyne was built, the site of Steyne Gardens, and the land between Warwick Road and York Road (then fields registered as Singers and Lambolds respectively). Ogle consolidated his scattered landholdings elsewhere in the town facilitated by the Enclosure Acts of 1805 providing him with substantial seafront acreage in this part of the town, which was gradually built out with guest houses and Assembly Rooms.





Figure 2: A plan of Warwick House, 1890

- 3.17 The Steyne Hotel and terrace overlooked Steyne Gardens which were laid out as public gardens, lined with trees. This land was also owned by Ogle and in laying it out as a Pleasure Garden, modelled on the Steyne at Brighton, he hoped to ensure the seaward views from Warwick House would remain uninterrupted. The owners of the houses overlooking the Steyne had a right of access to these gardens and each house paid one guinea a year towards their upkeep, although they were also made accessible to the public.
- 3.18 Until the beginning of the 19th century, the growth of Worthing had largely been contained to the enclosed parcels of land on either side of the present Montague Street. It appears the impetus for the Enclosure Act of 1805 was for additional building development to provide for the increased popularity of the area, but although the Act was passed in 1805 it was not implemented until 1810.

The development of the remaining enclosed land tended towards smaller houses to serve tradesmen and servants. The development of Worthing had grown slowly at the beginning of the 19th century and for a long time, Beach House had provided a barrier to further development to the east.

- 3.19 Warwick House was demolished in 1896, however, the estate cottages, shown on the plan at figure x below survive on the east side of the High Street just north of present day Elm Road.
- 3.20 Beach House, or Marino Mansion as it was first known, was built in 1820 to designs by well-known local architect John Biagio Rebecca. Originally built for Mr Robert Carey Elwes, it was sold in 1846 to Sir Frederick Adair Roe, Chief Magistrate of the Bow Street Office and head of the Bow Street Runners. From 1866, his widow continued to live in the house until her own death when it was sold to Robert Loder in 1876.
- 3.21 Conveyancing particulars held at West Sussex Record Office show the layout of the grounds with four plots shown in 1873. Plot 1 comprises Beach House and shows the carriage approach to the north of the building, with a croquet lawn to the north-east, a rosary to the east/south-east, a large area of lawn to the south and a flower garden to the west. A kitchen garden, laundry, stable and coach house are shown on the western boundary of this plot. Plots 2 and 3 are described as building land, and plot four as the park. Together these plots show the extensive original grounds belonging to the house, which are now either developed, or retained as the open spaces of Beach House Garden, Beach House Park and Denton Gardens.

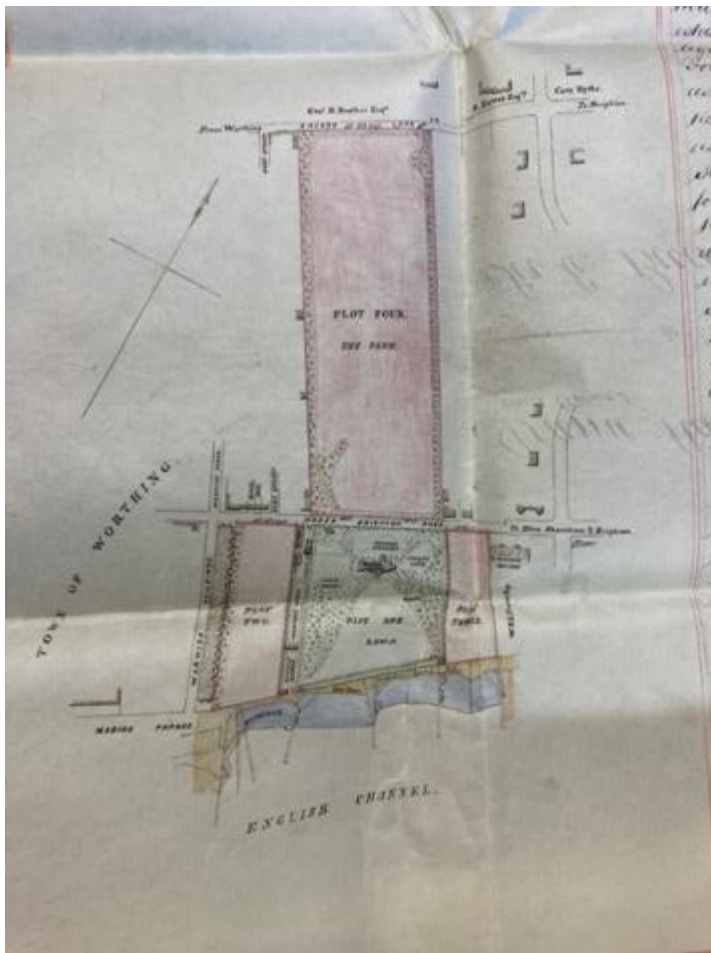


Figure 3: West Sussex Record Office Ref: ADD MS26832 '1873 Conveyance Map of Estate'

- 3.22 In 1888 Robert Loder died and the house passed to his son, Sir Edmund Giles Loder who lived there until 1911. Between 1907 and 1910 King Edward VII stayed there periodically.
- 3.23 Sir Edmund offered the house to Worthing Council for the sum of £16,000 but the sale was not completed, and the property was left vacant. During the First World War the house was used as a doll making factory for the employment of refugees.
- 3.24 In 1917 the house was bought by Playwright Edward Knoblock who refurbished it with the help of the architect Maxwell Ayrton, a pupil of

Lutyens. He added a new forecourt and wall with iron gates to separate the house from the Brighton Road.

- 3.25 In 1927 the house was sold to the Worthing Corporation and served as a temporary Town Hall from 1929-1933. It provided a home for refugee children fleeing the Spanish civil war in the last years of the 1930s, and during the Second World War was the headquarters of the Air Training Corps.
- 3.26 Between 1912 and 1932 the park to the north of Beach House was relandscaped and made into a public space which included for pleasure gardens, tennis courts, a pavilion and bowling green. The area of land to the west of the building is also landscaped and known as Denton Gardens by this time.
- 3.27 Beach House survived the council's inclination towards demolition at the end of WW2 and a building preservation order was served. It is now converted into private flats.

### 19th Century

- 3.28 The first quarter of the 19th century was seen as a golden era for Worthing, but the tourist economy was fickle, and susceptible to changes in the fashions of the time. Following the end of the Napoleonic Wars in 1815, holidays abroad once more increased amongst the wealthy classes and the popularity of Worthing as a resort started to wane.
- 3.29 A further complication came from the poor financial management by the Town's Commissioners, and by 1829 the Worthing was on the verge of bankruptcy. Business was poor, lodging houses and hotels were empty and the town's debts and salaries went unpaid.
- 3.30 In 1852 the Town Commissioners, having failed to deal with the problem of sanitation, were replaced by the Local Board of Health. Prior to this, Worthing did not have proper sanitation or an adequate water supply. In 1890 Worthing was incorporated as a Municipal Borough and the town was divided into five wards.

## Cartographic Evidence of Steyne Gardens

- 3.31 The Yeakell and Gardner Sussex map of 1778-1783 shows the layout of the former fishing hamlet of Worthing before its development at the end of the century. The linear plots north and south of present-day Montague Street are clearly shown, along with the concentration of buildings along what is now the A259.



Figure 4: Yeakell and Gardner's Sussex 1778-1783, 2inch to 1 mile

- 3.32 The 1847 Tithe Map shows the extent of the growth of Worthing from the end of the 18<sup>th</sup> century. Within the current conservation area boundary, the Steyne is shown laid out on the western side of the Steyne Lawn. To the north, Warwick House and its grounds occupy a large part of the conservation area, bordering what is today known as The Broadway. Warwick Place, Warwick Buildings, now known as Warwick Road and Alfred Place all have houses located along them. The other major estate within the conservation area, Beach House, then known as Marino Mansion, is also present. There is some further development along East Street (now known as Park Road).

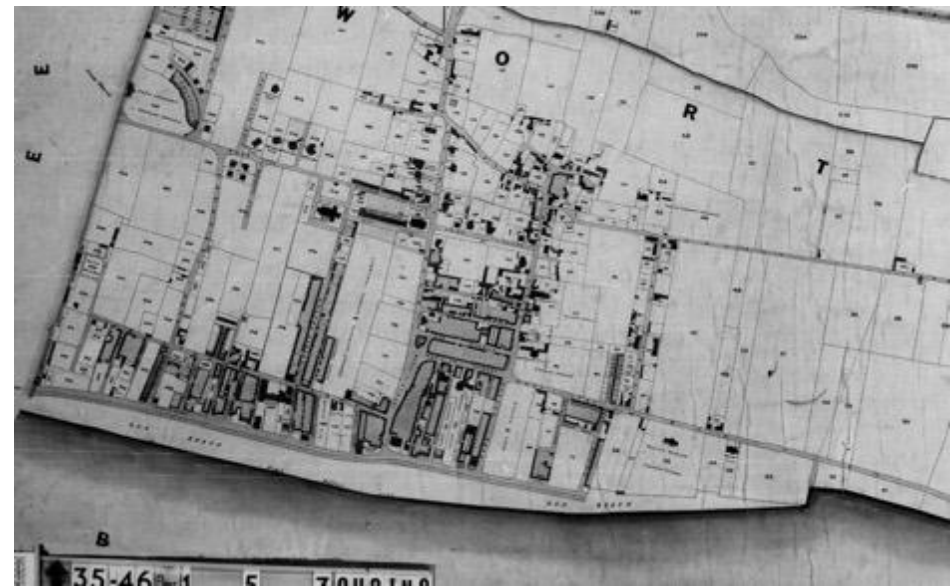


Figure 5: 1847 Tithe Map

- 3.33 The 1875 Ordnance Survey Map shows the changes to the town in the third quarter of the 19<sup>th</sup> century. There are still large swathes of the land now within the conservation area yet to be developed, notably to the north and east side of Steyne Gardens. The land that forms Warwick House and Beach House Estate are also still undeveloped and in private ownership, creating a large area of private enclosed green space. A mix of uses persists including hotels, residences, shops and schools. Industries include the malthouse and whiting and putty works.





Figure 6: Sussex Sheet LXIV 1875 pub 1879

3.34 In 1896 Warwick House was demolished and the estate was subsequently developed to provide Warwick Gardens, Elm Road, Ash Grove and Wyke Avenue. The 1896 OS map shows the beginnings of the road layouts occurring within the former grounds of Warwick House. On the frontage of Brighton Road (now the Broadway) a row of shops was built in 1901. The road was widened at this time as seen on the historic maps. The development seen within the conservation area is reflective of a general trend of growth and infill within the town in the last quarter of the 19th century.



Figure 7: Sussex Sheet LXIV.SW Revised: 1896, Published: 1899

3.35 By the 1909 OS map the redevelopment of the Warwick House Estate has been largely completed. Within the conservation area boundary, the Broadway is shown on the map with new buildings along this stretch of road that exist today. To the east of Steyne Gardens, New Steyne Road has been developed with new houses. The grounds surrounding Beach House show little change.



Figure 8: Sussex LXIV.13 Revised: 1909, Published: 1912



Figure 9: Sussex LXIV.13 Revised: 1932, Published: 1934

- 3.36 The most significant change by the interwar years is to Beach House. The land now comprising Beach House Park was acquired by the Council in 1922 for the public with planting selected for the seaside environment. The Park was opened to the public in 1924, its 10 acres containing ornamental gardens and four bowling greens. The Pavilion serving the bowling greens (now a café) is a half-timbered 'Arts and Crafts' inspired building contemporary with the setting out of the gardens. It is understood that much of the planting within the gardens today replaced trees that were lost during the great storm of 1987, but the walks and paths through the garden are part of the original layout of the park. Beach House Park includes several dedicated memorials, including those to the 'Warrior Pigeons of WW2 and Civilian Casualties of WW2.
- 3.37 Denton Gardens was also acquired in the early 1920s by former Mayor James Gurney Denton. It was gifted to the town to be kept in perpetuity as ornamental gardens. Several features survive from this period including the terraces, sunken garden and the twin sided shelter at the southern end of the gardens.

- 3.38 The 1954 OS map shows further changes within the grounds of Beach House to the south of the plot. A new playground and tennis court have replaced the formal grounds to the south of the house, although previous paths and tree planting are still visible. In 1964 a scented formal garden was opened at the south end of the gardens by Sir Giles Loder.
- 3.39 More recently, the seafront at Splash Point has been remodelled with boulder sea defences and most of Warnes Hotel was demolished following a disastrous fire in 1987, with the remainder demolished in 1998 and 2001 due to its dangerous condition.





Figure 10: Sussex Sheet LXIV.SW Revised: 1938, Published: ca. 1948

### Historic Associations

- 3.40 There are a considerable number of noteworthy historic associations within this part of Worthing. Princess Amelia is known to have visited in 1798, and the young Princess Charlotte also stayed at Warwick House in 1807. Famous visitors are also recorded as having frequented Warnes Hotel (now lost) including George V and Winston Churchill. There are of course associations with John Biagio Rebecca, who designed numerous buildings in this part of Sussex. Beach House was host to King Edward VII

several times between 1907 and 1910; and later owner Edward Knoblock was a renowned playwright.

## 4.0 Built and Landscape Character

### Landscape context

- 4.1 Worthing Borough lies across the West Sussex coastal plain and the undulating dip slope hills of the South Downs. The contrasting geology and topography of the northern and southern parts of the Borough give rise to marked differences in character.
- 4.2 The majority of Worthing Borough occupies the coastal plain from the East Preston area of Littlehampton to the west, and Lancing to the east. The only breaks in an almost continuous band of urban development along the coast are at the far eastern and western ends of Worthing. Inland, the settlement pattern comprises extensive settlement and twentieth century suburbs which extend to the foot of the South Downs. The northwest corner of the Borough contains wooded hills, the north-east corner of the Borough rises to relatively intact, mostly open, downland.
- 4.3 The West Sussex landscape character assessment identifies two regional character areas within the borough: the South Coast Plain and the South Downs. The lower, southern part of the town in which the conservation area is located is within the South Coast Plain. This is a large swathe of land stretching from Brighton in the east to Chichester Harbour in the west and beyond into Hampshire. The South Coast Plain is a flat open landscape of large arable fields, defined by low hedgerows, dominated in many parts on the coastal margin by major urban development. A complex series of creeks, mudflats and shingle beaches comprise parts of the coastal edge.
- 4.4 Worthing town is located on the Sussex south coast and is one of the largest south coast towns with a population of over 110,000 residents. Worthing's suburbs terminate to the east at the Local Green Gap separating Worthing from Lancing and Sompting; and to the west at the Goring-Ferring Local Green Gap. The northern fringes of the town sit below the foot of the South Downs and the largely suburban character of the town here has resulted from 20<sup>th</sup> century coalescence of smaller rural centres such as Broadwater and Tarring.
- 4.5 The seafront is one of the most valued assets of the town and, owing to its historical development is a focus of most of the built heritage assets within the borough. The historic core of the town is notable for the very high concentration of conservation areas along the seafront and just inland of the seafront.
- 4.6 The existing Steyne Gardens Conservation Area is contiguous with the South Street Conservation Area to the west, and the Warwick Gardens Conservation Area to the north. East of Beach House Park is the Farncombe Road Conservation Area.
- 4.7 As described above, Worthing experienced rapid development from the 19<sup>th</sup> century, a trend which has continued apace throughout the 20<sup>th</sup> century and into the present where social and economic factors, along with the geographical constraints of the sea and the national park continue to place development pressure on the borough.
- 4.8 Steyne Gardens Conservation Area is unique in accommodating several highly valued open green spaces within and around it, as well as having part of the seafront within its existing boundary.





Figure 11: Worthing's existing Conservation Area

### Spatial analysis

- 4.9 The medieval field system of north-south furlongs is still visible in the street plan of the Steyne Gardens Conservation Area today. Parcels of land, separated by an 18<sup>th</sup>/19<sup>th</sup> century grid of streets provide the broad building blocks of this part of the town.
- 4.10 The conservation area is centred on, and named after Steyne Gardens, in deference to The Steyne at nearby Brighton. This rectangular green space, formerly part of the gardens belonging to Warwick House, stretches from The Broadway to the seafront in the western part of the conservation area. It is bounded to the west by the listed early 19<sup>th</sup> century terraces along The Steyne, now The Chatsworth Hotel and 2-7 The Steyne. The gardens represent some of the earliest development of the seaside resort, and was built speculatively in anticipation of the growth of the tourist trade by early landowner Edward Ogle.
- 4.11 The scale of the terraces on the west side of Steyne Gardens, still in hotel and/or commercial uses is greater than the residential development to the

east. The terraces are four storeys high with basement and attic levels. They create a sense of enclosure to the western edge of the conservation area and demarcate it as a separate character area to the South Street Conservation Area with which it is contiguous to the west.

- 4.12 The gardens provide wide views from The Broadway towards the seafront, while controlled planting within Steyne Gardens also provides visibility between The Steyne and the street of Steyne Gardens to the east.



Figure 12: Steyne Gardens and The Steyne

- 4.13 East of Steyne Gardens, roughly rectangular building plots are arranged around a grid street pattern comprising Steyne Gardens, York Road and Warwick Road running west to east; and bordered to the north by Brighton Road and to the south by Marine Parade which terminates at a projecting sea defence at the southern end of Warwick Road.
- 4.14 The residential or mixed use terraces lining these roads vary in age and style, with shallower and deeper plot sizes, but are unified by buildings of a similar width, and most are of two-three storeys in height, some with basements. Smaller residential units line the north side of Alfred Place,

while buildings along The Broadway and Brighton Road vary from four storeys for purpose built commercial premises and two-three storeys where former residential properties have been converted for retail or mixed uses.



Figure 13: Examples of residential buildings on Warwick Road (left) and Steyne Gardens (right)

- 4.15 This general uniformity of the residential streets is punctuated by commercial, industrial or community buildings of a larger scale, some of which are landmark buildings in the conservation area and recognised as positive contributors to it. The seafront plots on Marine Parade have been redeveloped with larger modern blocks of flats.
- 4.16 Further east the character of the conservation area changes as built form gives way to predominantly open spaces associated with the former estate of Beach House. Travelling east along Brighton Road or Marine Parade, the first of these green spaces is Denton Gardens. This attractive garden was gifted to the local authority in 1922 and included originally a sunken lily pond, pergola and an attractive twin sided shelter at the southern end. The shelter survives, and an active Friends Group is working in partnership with Worthing Borough Council to reinstate historic features and renew planting.



Figure 14: Denton Gardens, 1932: Courtesy of The Worthing Society

- 4.17 The eastern length of Denton Gardens is bounded by a former kitchen garden wall of Beach House. An arcade of three arches has been installed in the wall, which doesn't appear in historic images of the gardens. This provides access to a parking area for Beach House. A children's playground, volleyball courts and a new café occupy the southwest corner of Beach House Grounds, partly obscured behind a bund to maintain views from the house to the sea. The mid-century Beach Parade encloses the southern end of the grounds, a gap in the centre now providing a children's splash pad. The upper level of the parade provides a short public promenade and view point.
- 4.18 On the north side of the Brighton Road is Beach House Park. Set out in the 1930s, the gardens comprise walks of geometrical designs. A central avenue separates the bowling lawns in the northern section of the park which is terminated with the locally listed pavilion, now a café. The eastern edge of the conservation area is defined by the park edge on the north of Brighton Road, and the Splash Point building at the east side of Beach House Grounds adjacent to the seafront.



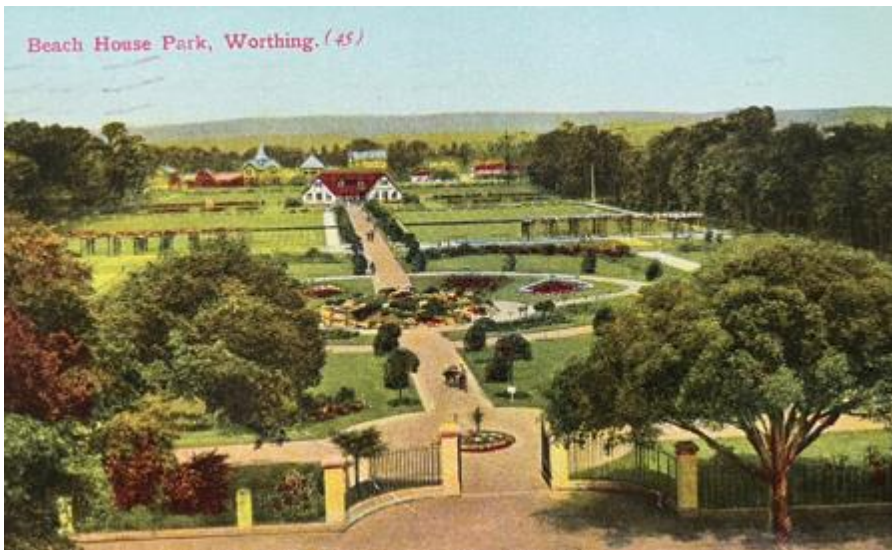


Figure 15: Beach House Park looking north; Courtesy of The Worthing Society

### Character Areas

- 4.19 There are two distinct character areas within the conservation area, approximately aligned with the extent of the historic estates associated with Warwick House and Beach House. For the purposes of this report, these are identified as Character Area 1: The Steyne and Character Area 2: Beach House.

#### Character Area 1: The Steyne

- 4.20 This character area is centred on Steyne Gardens, and the surrounding streets which were formerly part of the grounds belonging to Warwick House. Today, this is a largely urban character area, defined by the early 19<sup>th</sup> century speculative development associated with the growth of Worthing as a seaside resort; along with the later 19<sup>th</sup> and early 20<sup>th</sup> century residential and commercial infill development.
- 4.21 The building pattern comprises the linear terraces, including the oldest along The Steyne, Warwick Road and Warwick Place; and the later 19<sup>th</sup> and early 20<sup>th</sup> century residential terraces. Punctuating the grid street pattern, and enlivening the character of the conservation area are a variety of former industrial buildings such as the former Chapman Brewery tower,

two public houses, two church buildings and the striking retail parade on The Broadway. The southern part of the conservation area of course is characterised by the seafront and beach, and Marine Parade terminates just west of Denton Gardens, which falls into Character Area 2.

- 4.22 This part of the conservation area retains a sense of an historic and genteel seaside resort, with grand set-pieces and associated green open space; and a traditional seaside promenade, contrasted with the more active commercial street along The Broadway and Brighton Road.



Figure 16: Steyne Gardens

#### Character Area 2: Beach House

- 4.23 The Beach House character area in the eastern part of the conservation area comprises mainly the green open spaces formerly belonging to Beach House including Beach House grounds, Beach House Park and Denton Gardens, and the pedestrian promenade that runs north of the beach. Within this character area is the grade II\* listed Beach House itself, along with a small number of 20<sup>th</sup> century buildings associated with the municipal parkland uses. The three parkland areas, and the majority of the buildings and structures within them are locally listed. These include the striking half



timbered Beach House Park Pavilion, the Art Deco style rowing club and a number of shelters such as the post-war Beach Chalets, and shelter at the southern end of Denton Gardens.

- 4.24 The public open spaces which make up the majority of this character area are well maintained and provide pleasant walks between residential areas and the seafront. The land in front of Beach House itself has been kept open, as it was historically, providing clear views from the house to the sea.



Figure 17: View towards Beach House from Beach House Park

- 4.25 Park Road also falls within this character area as it is on land that was formerly part of Beach House grounds. This is higher density residential development of mostly late 19<sup>th</sup> or early 20<sup>th</sup> century date, but includes some surviving former agricultural buildings, and more recent development.



Figure 18: Beach House Park across Bowling Greens towards the Pavilion



Figure 19: Seafront south of Beach House with Life Boat memorial garden in foreground

## Architectural interest and built Character Area 1: Steyne Gardens

4.26 There is considerable diversity in the architectural styles within the conservation area, which are broadly discernible by the date of their construction, or their former function. The following provides a brief description of the main building types and notable architectural features found throughout the conservation area by street name generally travelling from east to west.

### High Street and The Broadway

4.27 Although much changed, this part of the conservation area includes some of the earliest buildings which are known to have been associated with Warwick House. A short terrace of three buildings located on the east side of the High Street opposite the modern multi-storey car park are shown on the Estate Map at Figure X above. These buildings backed onto kitchen gardens and were probably gardeners cottages associated with Warwick House which was located just south of them. Architecturally, the buildings are unexceptional, as a simple gable ended brick building with a slate roof terminating in a taller three storey crosswing to the south. Although they are now heavily altered with modern shop fronts and windows, they retain some interesting features and clues to their earlier origins, including flint walling in areas to the rear.



Figure 20: 28, 30 and 30a High Street, formerly cottages associated with Warwick House

4.28 The parcel of land north of Elm Road appears not to have been built out until the early 20<sup>th</sup> century and is occupied by a former church (now a vacant cocktail bar). Built in red brick, the main architectural feature of the building is the twin gable front with central perpendicular tracery windows flanked by octagonal piers. Lancet windows and pointed arch doorways signal the former ecclesiastical use of the building, which is now undergoing further renovation.

4.29 South of the former church is a large modern office building of five storeys. Of its time, and clearly influenced by the 19<sup>th</sup> century building styles and materials, it is very blocky and integrates poorly into the historic streetscape here dominating the building to the south. It is a negative contributor to the character and appearance of the conservation area.



4.30 Commercial buildings along The Broadway and Brighton Road provide a further layer of architectural interest to the conservation area. The parade of shops along the northern side of The Broadway opposite Steyne Gardens date to 1901. Turning the corner at the junction of the High Street and The Broadway is a curved building of four storeys (Broadway Mansions) incorporating a series of half-timbered gables, and a leaded onion



dome tower emphasises the corner. Canted bays sit above a veranda overhanging the ground floor retail units. The building is highly playful and ornamented with foliate designs and swags in pargeting, egg and dart mouldings, and porthole windows. Early photographs show that this has subsequently been rendered, but originally was exposed brickwork above the shopfronts, which incorporated wide awnings stretched across the pavements.



Figure 21: Then and now: The Broadway c 1914 and present day; Source: West Sussex Past Pictures



Figure 22: Detail of Broadway Mansions

- 4.31 The shop fronts along this parade are regrettably mostly altered. However, there are some surviving examples of original Edwardian shop fronts. The best preserved is at No. 6 which retains the heavy pink granite pilasters flanking a doorway and shopfront, with an integrated curved glass shop window supported with elegant mullions and carved spandrels. Elsewhere on the parade, original elements survive, but in more piecemeal form, and so there are some examples of stallrisers, and set within the pavement are the damaged remains of mosaic thresholds.





Figure 23: Shopfront at No.6 The Broadway



Figure 24: Damaged mosaic threshold at Broadway Mansions

## The Steyne

- 4.32 South of The Broadway, and also on land formerly belonging to Warwick House is The Steyne. It comprises two long terraces of four storeys plus attic and basement. A gap site between the two buildings seems always to have existed and today provides a view over the boundary wall to the coach depot to the west.
- 4.33 The southern terrace, now The Chatsworth Hotel is austere in its detailing, built in the local cream brick with sash windows incorporating fine astragals; windows at ground floor are in a one over one configuration; others higher up are multi-pane. First floor windows are ornamented with simple cast iron 'Juliette' balconies. The basement of the hotel has been somewhat insensitively enclosed along the central part of the terrace with a dwarf retaining wall and the projecting hotel porch similarly harms the integrity of the building, but it, along with the terrace to the north remain an architectural 'set-piece' within the conservation area.



Figure 25: The Chatsworth Hotel on The Steyne

- 4.34 The southern end of the terrace addressing the seafront, and its return onto The Steyne is more heavily ornamented with twin full height canted

and pedimented bays in stucco, and elaborate cast iron balconies. Modern interventions such as signage, modern doors and the glazed balustrade to the enclosing southern boundary wall for a seating area somewhat detract from the grandeur of the frontage.



Figure 26: Southern end of The Steyne

- 4.35 The northern terrace on The Steyne is similarly detailed, but slightly better preserved. Here, steps oversail the basements along the terrace to panelled doors with decorative fanlights, some of which integrate projecting glazed lantern cases.



Figure 27: Northern terrace on The Steyne

#### Steyne Gardens

- 4.36 The gardens themselves remain an open space today, as they always have been, although they have provided a number of uses over time. Always publicly accessible, there was a bandstand in the park in the early part of the 20<sup>th</sup> century, and an air raid shelter was installed during WW2. The perimeter of the site appears from historic photographs to have been surrounded by mature trees, with further large street trees in the place of the present-day traffic islands on The Broadway. Today, the gardens provide an important open space with considerable historic values as well as facilitating seaward views. In recent years a temporary ice rink has been provided on the northern part of the lawns.





Figure 28: Steyne Gardens c1917 (top), during WW2 (centre) and today (bottom)

4.37 The east side of Steyne Gardens comprises three buildings: at the northern end the landmark former church of St James, south of this an Edwardian terrace, and south again a modern block of flats (Warnes) set out in a 'U' formation with a seafront block flanked by two slightly lower blocks with frontages to Steyne Gardens and York Road.

4.38 The Edwardian terrace is now in a mixed hotel/commercial/residential use, and is an attractive ensemble which is on the local list. Overhanging first floor gables are tile hung and further ornamented with carved bargeboards. Square full height bays are separated by first floor verandas with decorative cast iron railings. Built in brick (now painted) the slate roofs are finished with terracotta ridge tiles and finials. Further ornament includes the dentilled stringcourses, and carved foliate pattern on stone window lintels.



Figure 29: Part of the terrace at 30-38 Steyne Gardens

- 4.39 Also locally listed is the former St James Evangelical Free Church which was built in a free perpendicular style by the architect T. H. Winney in 1926. A square tower addresses the corner of Brighton Road and Steyne Gardens adjacent to which is a tall gable with tracery window on Brighton Road and a series of lancet windows under a slate roof terminating in a gable ended crosswing on Steyne Gardens. It is a rarity in the conservation area for being constructed in stone.



Figure 30: Former church of St James

- 4.40 The modern block at the southern end of the street, references the Chatsworth Hotel on the opposite side of the gardens, both in scale and materials. The sea-facing end of the building steps up again in scale, and incorporates Art Deco and nautical detailing such as curved balconies and porthole windows.

### York Road

- 4.41 York Road is predominantly characterised by 19<sup>th</sup> and early 20<sup>th</sup> century residential terraces. As with much Victorian or Edwardian housing, there is considerable decorative variation, but a unity in building scale, plot widths and materials. The terraces here are generally brick built, some part

rendered or stuccoed. There are examples of crow-stepped and Dutch gables, canted and square bay windows, arched headed sash windows, recessed porches with panelled doors, moulded string courses, tile hanging and half timbering. Examples of the historic red brick pavements survive on York Road.



Figure 31: York Road

- 4.42 Also on the east side of York Road is the locally listed Art Deco garage, its imposing façade terminating in a shallow pediment with a sunrise motif above the central double height window.





Figure 32: Locally listed garage on York Road

### Alfred Place

- 4.43 Alfred Place runs perpendicular to the residential terraces of York Road and Warwick Road. The properties are modest in scale, and are white painted rendered cottages of two storeys. Many have been altered with modern windows, doors and roof coverings, and most of the shallow front gardens are enclosed with modern picket fencing on top of original dwarf walls. The eastern end includes several buildings which are listed at grade II, and are earlier in date, retaining original early 19<sup>th</sup> century ogee headed storm porches and sash windows and four panelled doors.



Figure 33: Listed buildings on Alfred Place

- 4.44 Midway along Alfred Place and running south between 19<sup>th</sup> century housing blocks facing York Road and Warwick Road is a narrow twitten. This pedestrian route is lined with historic red brick pavements and bounded to either side by red brick boundary walls enclosing rear gardens.

### Warwick Road

- 4.45 The long terrace on the east side of Warwick Road is listed at grade II. Smaller in scale and lower in status than the grander buildings on The Steyne it is nevertheless very attractive. A uniform terrace of three storeys plus basement, the key feature is the overhanging timber veranda at first floor which runs the length of the terrace, and with a few notable exceptions, is well maintained. Original panelled doors in recessed arched head openings and high quality sash windows survive within the stucco fronted terrace.



Figure 34: Early 19<sup>th</sup> century terrace on Warwick Road

- 4.46 The west side of Warwick Road comprises later 19<sup>th</sup> century housing, in styles similar to contemporary housing elsewhere in the conservation area, with canted bay windows, slate roofs and built in yellow brick with red brick dressings. There is a good level of survival of original timber windows.
- 4.47 The northern end of Warwick Road is terminated by Brighton Road with The Egremont Public House. An earlier building was refaced in the interwar years in roughcast with chevron brick detailing beneath leaded windows in oak frames by J.L Denman. South of this is the former Chapman's brewery. The red brick-built tower is pierced with arched headed metal framed casements within stone reveals and recessed brick detailing. The upper part of the building has been altered to provide outdoor amenity space, but the structure remains prominent in views from the south, and is on the local list.



Figure 35: Former Chapman Brewery

- 4.48 The southern end of Warwick Road adjoins the end of Marine Parade. A former villa, stucco fronted with twin canted bays addresses the seafront. It is ornamented with a heavy cornice supported on geometric corbels.

#### Warwick Place

- 4.49 A further early 19<sup>th</sup> century terrace of houses, many of which are listed grade II is on the east side of Warwick Place on the north side of Brighton Road. Modest in scale, but abundant in character, this terrace is a quiet enclave on a no-through road off the Brighton Road. The properties benefit from detached gardens on the west side of the road; the terrace of Wyke Avenue in the Warwick Gardens Conservation Area immediately about these gardens. Houses at the southern end are painted in pastel seaside colours and are taller at three storeys. Further north, the terrace gives way to simple two storey single bay cottages, painted white and with the characteristic ogee arched storm porch. Windows are generally sashes, although there are examples of later alterations incorporating



shallow bay windows at ground floor, and some casements and modern doors.



Figure 36: Warwick Place

### Brighton Road

- 4.50 Brighton Road today represents the commercial hub of this conservation area, but as the mapping and photograph below indicates, it was only intensively built out from the second half of the 19<sup>th</sup> century; prior to that, the land was associated either with Warwick House to the west and Beach House to the east. Brighton Road today has typical High Street qualities about it. Development is up to four storeys, but more often three, with upper floors in residential use and retail units at ground floor. There are examples of purpose-built shopfronts as at The Broadway, and Nos. 23-27, and also buildings later converted for that purpose.



Figure 37: Brighton Road c 1901; Source West Sussex Past Pictures

- 4.51 East beyond the highly ornate Broadway Mansions, the buildings are more restrained in their detailing. On the north side of Brighton Road, a purpose built Edwardian retail premises sits at the junction with Warwick Gardens (Nos. 23-27) where a single corner door is flanked by heavy square pilasters addressing the street. Above it is a run of three gables, each with a square bay at first floor and single light above. This was formerly Walter Gardiner's Studio, with a shop at ground floor and photographic studio above. Historic photographs show it in isolation from the now attached buildings to the east.



Figure 38: Walter Gardiner's Studio, c. ; Source: West Sussex County Council

- 4.52 The further terrace beyond this of eight bays was likely always intended as a retail unit, and is detailed with a parapet roof, canted bays and a veranda at first floor level. While the shopfronts appear to be later, most respect a traditional configuration incorporating stall risers and fascia boards.
- 4.53 The south side of Brighton Road is less uniform, and the buildings are generally less ornamented, and often more altered; however some of the buildings here are of greater age than the north side of the street, including the listed building at Nos. 22-24 which was formerly a house. Stucco-fronted, with sash windows, it is framed by pilasters which have been truncated to accommodate the later shopfronts. This, along with the other buildings along this part of Brighton Road have slate (or modern concrete tile) roofs behind parapets. The shop fronts here are less successfully integrated into the former residential buildings, the overall effect of which does detract from the character of the conservation area.

- 4.54 Two public houses also make valuable contributions to the character and appearance of the conservation area. On the north side of the Brighton Road is the Cow and Oak, formerly The Royal Oak, which is visible in the historic image at Figure x above. The current replacement building dates from 1935 and is a two storey rectangular plan building with a mansard roof covered in its highly recognisable green pantiles. The Egremont on the south side of Brighton Road has also been refaced in the interwar years, here with oak framed windows and chevron brickwork in a Tudor revival design.



Figure 39: The Cow and Oak

#### Marine Parade

- 4.55 Marine Parade terminates at the eastern end of this part of the conservation area where a curved concrete sea defence has been constructed creating an attractive public space with fountains and seating. Beyond Marine Parade, the promenade is pedestrianised to New Parade, beyond the Splash Point.
- 4.56 Marine Parade connects the seafront conservation areas, and provides long views east and west, and of course out to sea. It is the vehicular road that



runs north of the pedestrian promenade, and provides a key east-west route. It is therefore busy to traffic west of Warwick Gardens, and parking bays are sited along this stretch of Marine Parade. Views are 'kinetic', (changing) and unfolding, particularly travelling east; but it is possible to see the pier and Dome Cinema to the west, and modern development along the seafront to the east from a vantage point adjacent to the war memorial at the southern end of Steyne Gardens.

- 4.57 The two largest buildings on the seafront in this area are modern including the Warnes and Eardley apartment blocks. These have been built in styles reminiscent of Victorian or mid century architecture incorporating design motifs found elsewhere in the town.
- 4.58 There are a series of pleasant seaside shelters along this stretch of Marine Parade including that south of Steyne Gardens, in a mid-century style; and an earlier timber shelter with a leaded roof further east. Historic lamp posts are also located along the seafront here. There is an absence of retail along this part of Marine Parade, and it is therefore quieter than the area further west.

### **Architectural interest and built character: Character Area 2: Beach House**

#### Beach House

- 4.59 Beach House is a rare surviving example of a seaside villa. Originally Marino Mansion, it was built in 1820 by John Biagio Rebecca for Robert Carey Elwes. Rebecca worked extensively in this part of Sussex and his surviving buildings in Worthing include St Paul's Church and 19-20 Marine Parade. He is also well known for his eccentric design at nearby Castle Goring, which was built for Sir Bysse Shelley, grandfather of Sir Percy Bysse Shelley.
- 4.60 Beach House is the only building in the conservation area that attracts a grade II\* designation. It comprises a three bay central block with a pedimented centre fronting Brighton Road. The south face, addressing the gardens which originally swept all the way to the sea, has a large bow front which originally incorporated steps to a terrace. The building was altered in the interwar years by Maxwell Ayrton for Edward Knoblock, a Dramatist

who had acquired an important collection of Regency furniture from Thomas Hope's Deepdene House in Dorking, and altered the interiors for its display.

- 4.61 The northern forecourt has been altered to provide car parking, and as demonstrated by the mapping above, the remains of the kitchen garden walls now form the eastern boundary of Denton Gardens, against which is further car parking and volley ball courts within Beach House Grounds.



Figure 40: Beach House north front (top) and south front (bottom)

- 4.62 The gardens themselves are laid to lawn, and a bund has been installed along the western edge of the lawn to provide some visual relief from the volleyball courts and playground in this area.



Figure 41: View to Beach House from Beach House Parade

- 4.63 At the southern end of Beach House Grounds are the post-war Beach House Parade. Two long low pavilions are set at the east and west side of the gardens, separated by a gap providing an area of public space and children's splashpad. The pavilions are enclosed by crittal style doors, and an overhang provides a public raised promenade supported by concrete piers faced in flint. Two squat towers terminate either end of the structure. Evoking the memory of a ship, the pavilions are now suffering in the marine environment and are in need of repair.



Figure 42: Beach House Parade

### Denton Gardens

- 4.64 Denton Gardens are a well maintained public open space, co-managed by the local authority and an active Friends group. Efforts to reinstate features of the 1930s are underway with the recent rebuilding of a timber pergola which can be seen in images of the early 20<sup>th</sup> century. Perimeter paths provide a walk around what is now used as a putting lawn, and at the northern end the layout of a former sunken pond remains, but has yet to be reinstated.





Figure 43: Denton Gardens

- 4.65 To the south is a twin sided shelter comprising a central rendered masonry pavilion of three bays with arched heads which echoes the arcade in the flint wall on the east side of the gardens. This is flanked by a low hipped roof shelter providing timber seating areas facing north and south and separated by a central screen of windows providing intervisibility between Denton Gardens and the seafront. The glass is now sadly removed owing to vandalism.



Figure 44: Shelter at southern end of Denton Gardens

- 4.66 On the corner of Denton Gardens is the attractive locally listed Worthing Rowing Club. This small building proudly emulates the liners of the 1930s, and includes viewing balconies on two levels. It is believed to have been designed by Worthing architect A T Goldsmith. Part of the original enclosing flint walls survive.



Figure 45: Worthing Rowing Club c 1930 and present day

- 4.67 The beach south of the rowing club includes the lifeboat memorial garden.

#### Beach House Park

- 4.68 North of Brighton Road opposite Beach House is Beach House Park, a further area of land formerly associated with the house that was acquired by the Local Authority in 1924. Late 19<sup>th</sup> century mapping indicates that the area was originally left as unlandscaped open land, but shows that it was enclosed on all sides by trees.
- 4.69 The municipal parkland character of the early 20<sup>th</sup> century has been maintained, and today, the southern part of the gardens include the original layout of paths and walks, around which are attractive herbaceous borders. The central circular feature in the park includes a unique memorial to the 'Warrior' Pigeons of World War Two. Also in this southern area is a further memorial to the men of the 11th, 12th and 13th Battalions of the

Southdowns Brigade who died during the 'Battle of Boar's Head' in 1916 in Richebourg l'Avoué.

- 4.70 It is understood that many of the trees within the park were replanted following the Great Storm of 1987, but some specimens survive which were part of the original planting scheme of 1922-24.
- 4.71 Beyond this is a central avenue lined with London Plane Trees planted in 1992. The avenue provides an axial view to the attractive Beach Park Pavilion. The Pavilion is a two storey hipped roof building with twin projecting gable ends. A brick plinth runs around the base of the building, above which it is rendered with the gable apexes ornamented in a mock Tudor style. Two dormer windows accentuate the central roof slope, opening onto a balcony over the central entrance, and a decorative clock turret adorns the roof. The attractive building is designed in the Arts and Crafts idiom, and is locally listed. The recent addition of outdoor seating within marquees in response to the Pandemic is harmful to the setting of the building.



Figure 46: Beach House Park Pavilion

- 4.72 West of the pavilion is a modern square plan modern building with a flat roof used as the Bowling Club house. This replaces a smaller hipped roof rectangular plan structure located on the west side of the green which is currently vacant. While its low scale is unobtrusive in the conservation

area, it detracts from the historic character and architectural interest of the gardens and is considered a negative contributor to the conservation area.

- 4.73 Either side of the avenue are four bowling greens arranged in a quadrant. North again of the pavilion, and outside of the proposed conservation area boundary are two further bowling greens, now used as dog exercise areas, along with a car park.

#### Park Road

- 4.74 West of the Beach House Park, a strip of land historically accommodated industrial and agricultural buildings fronting East Street (now Park Road). A Whiting and Putty Works and a Malthouse are shown on late 19<sup>th</sup> century mapping, the latter of which survives, and can still be seen through trees lining the western edge of the park. This former brewery retains an former complete oast house at the northern end and was built in 1833 for Tamplins Brewery.
- 4.75 A gap site at the southwest corner of Beach House Park persisted until the end of the 19<sup>th</sup> century when the Friends Convalescent Home was built. This has sadly been lost and the site is now occupied by a modern block of flats (Park Lodge).
- 4.76 North of Park Lodge on the east side of Park Road are a series of 19<sup>th</sup> or 20<sup>th</sup> century short terraces of two-storey houses of variable historic interest. Some have shallow front gardens enclosed with quaint flint dwarf flint or rendered walls, and the northernmost terrace in the conservation area is painted in pastel colours with full height canted bays, tiled pathways and thresholds. Many of the houses along Park Road have replacement windows and doors. Glimpses of the flint and brick malthouse are possible between terraces travelling north along Park Road.





Figure 47: Park Road, east side

- 4.77 The west side of the road retains some early 19<sup>th</sup> century former agricultural buildings, including an attractive flint building with brick dressings, a slate roof and passing in doors at first floor. It may possibly have been a granary prior to conversion, or used in association with the Brewery opposite.



Figure 48: Park Road, west side

## Building Materials

- 4.78 There is a considerable richness of building materials within the conservation area reflecting the vernacular origins of the former agricultural settlement, and its later growth as a seaside destination.
- 4.79 The oldest surviving buildings in the conservation area are thought to date to the 18<sup>th</sup> century, and are associated with the construction of Warwick House. The extant cottages on the east side of the High Street are therefore among the earliest, and incorporate flint, a local building material often used in building in this part of Sussex.
- 4.80 Flint is widely found in the chalk beds of the downs, and on the beaches. Locally, these are used extensively in both buildings and boundary walls, as intact or broken cobbles, or in higher status buildings there are examples of knapped and coursed flints. Within this conservation area, examples only of cobbled flint buildings and boundary walls appear to exist. Flints were used in the early vernacular buildings, but also incorporated into designs into the mid 20<sup>th</sup> century, as at Beach House parade.



Figure 49: Examples of flint in the conservation area



Figure 50: Further examples of flint in the conservation area

- 4.81 Elsewhere, brick is a widely used building material, either in local red clays, or in some of the higher status early 19<sup>th</sup> century terraces, yellow London clays, where visible usually laid in Flemish bond, but also often rendered. Red bricks are frequently used in window and door dressings on flint buildings or as a contrast in the later 19<sup>th</sup> century houses. Brickwork is also often painted, usually in white or cream, but occasionally in pastel ‘seaside’ colours.
- 4.82 The use of terracotta is restrained in the conservation area, but there are examples used in the ornamentation of some buildings as at Nos. 30-38 Steyne Gardens. There are limited examples of tile hanging, usually found in the late 19<sup>th</sup> and early 20<sup>th</sup> century buildings, in both square and fishscale patterns.



Figure 51: Examples of yellow and red brick in the conservation area

- 4.83 Stucco or render is also common throughout the conservation area, both in the highest status buildings as at Beach House, and in more modest homes, or in conjunction with half timbering in interwar buildings. Stucco is occasionally lined in imitation of ashlar, a device used across buildings of high and low status in the conservation area. Render has also been applied



to buildings at a later date, either as a form of repair, or due to changing tastes.



Figure 52: Examples of render in the conservation area

- 4.84 Stone is used only occasionally in the conservation area, most notably at the former church of St James, but also in dressings in some of the higher status buildings.
- 4.85 Half timbering was made popular during the late 19<sup>th</sup> and early 20<sup>th</sup> centuries by vernacular revival architects designing in the Arts and Crafts styles. During the 1920s and 30s, mock Tudor design became popular for use in middle class housing, and to ornament commercial buildings such as shops and pubs. There are a number of examples of applied timbering throughout the conservation area including in The Broadway shopping parade, Beach House Park Pavilion, and in residential buildings.

## Boundaries and streetscape

- 4.86 The conservation area benefits from an early planned street layout, which has resulted in wide pavements on principal streets, and even on narrower streets, there are in general, reasonable pedestrian walkways. Front gardens where they exist are very modest, and there is very little opportunity for off-street parking in the conservation area.
- 4.87 Flint walling was once much more extensive in the conservation area with estate boundary walls and kitchen garden walls constructed in flint, and later garden boundary walls were also more pervasive than today. Surviving flint walls tend to be fragmentary rather than continuous in the conservation area, or interrupted with garden gates, or vehicular access gates. There are nevertheless numerous examples of boundary walls, particularly along the perimeters of green spaces, or enclosing rear gardens.
- 4.88 The large terraces around the Steyne are separated from the street by wrought iron railings, used commonly in terraces of this date and composition. The smaller domestic buildings frequently have shallow front gardens enclosed by brick or flint dwarf walls, sometimes rendered. There are also examples of modern picket style fencing.



Figure 53: Examples of boundary walls and railings

4.89 There are four large green open spaces within the conservation area, and a considerable number of street trees along the perimeters of these areas. Historically, there were trees in the centre of what is now The Broadway, and Brighton Road in general was greener. Specimen street trees have declined, however shrub and smaller trees continue to make an important contribution to the character of the conservation area. The quiet environment of Warwick Place for example is partly owed to the trees on the west side of the road which infill the otherwise porous boundary walls here.



Figure 54: West side of Warwick Place

4.90 The condition of pavements is variable. Some are tarmac, others modern concrete paving, lined with granite slabs. The lack of uniformity is a detracting feature in many streets. However, there are surviving examples of the red brick pavements, installed in the 19<sup>th</sup> century (with modern replica pavements also used), and found throughout Worthing, which it would be desirable to maintain and extend, as appropriate.

4.91 Throughout Character Area I there are good examples of surviving tiled pathways and thresholds which contribute positively to the character of the area. While the losses along Brighton Road of 20<sup>th</sup> century mosaic shopfront thresholds is regrettable, the surviving elements still serve as a reminder of the historic use of these buildings.



Figure 55: Red brick pavements





Figure 56: Pavements and tiling within the conservation area

- 4.92 There are examples throughout the conservation area of historic, or replicas of historic lamp posts. There are a number of designs, with single lanterns lining Steyne Gardens, and heavier more ornate double lanterns along the seafront incorporating painted Egyptian motifs.



Figure 57: Historic or replica street lighting

- 4.93 Within the public parks and gardens, the quality of street furniture varies, but there are examples of high quality furniture including the heavy litter bins and cast iron benches incorporating Worthing's coat of arms.



Figure 58: Street furniture in Beach House Park

### Heritage Assets

- 4.94 Heritage assets are commonly considered to be buildings or structures, monuments, places or landscapes that have sufficient significance to warrant consideration in the planning process. They include designated assets such as scheduled monuments, conservation areas and listed

buildings; and non-designated assets such as locally listed buildings and parks and gardens.

4.95 Conservation Area Appraisals provide an opportunity for local planning authorities to also identify unlisted buildings that contribute positively to the character or appearance of the conservation area, and therefore be recognised as non-designated heritage assets. Similarly, appraisals can also identify buildings that negatively contribute to the conservation area, usually because of inappropriate scale, poor design or incongruous materials.

4.96 Those buildings that have been identified as positive contributors within this conservation area are identified on the map on page X. In general, positive contributors have a degree of architectural and historic integrity, which may be derived from a street-facing elevation, or from another viewpoint; and they therefore illustrate an important part of the history of the area. The listed buildings and most of the flint boundary walls should be considered to contribute positively to the character and appearance of the Steyne Gardens Conservation Area.

4.97 The majority of the buildings in the conservation area are either statutorily listed or locally listed. Few further positive contributors have been identified as part of this review including the former church on the High Street, the two shelters on Marine Parade, 23-27 Brighton Road and the small flint building at 29 Park Road.

4.98 Appendix X provides a summary table of all the listed buildings, locally listed buildings, positive contributors and parks and gardens of local interest within the conservation area, along with a short summary of their significance. They are all indicated on the map at Figure X above.

### **Detracting Elements**

4.99 The conservation area is generally well maintained, however there are some buildings and areas that detract from the character and appearance of the conservation area.

4.100 Two buildings have been identified that contribute negatively to the conservation area by virtue of their architecture, as opposed to their

condition: No. 8 High Street and The Bowling Clubhouse in Beach House Park. The former is considered to be insensitive in its scale and detailing and has a dominating impact on the smaller historic (altered) building to the south, and the former church to the north. The Bowling Club house, while not intrusive owing to its low height is a poorly conceived building which makes no contribution to the character of the historic park.



Figure 59: No. 8 High Street and Bowling Club House, Beach House Park

4.101 Elsewhere in the conservation area, there are areas which are poorly managed, or where modern interventions have eroded the character of the area. These include:

- Excessive street signage, poorly sited telephone boxes, broadband boxes and bins
- Inappropriate shop fronts and fascia signage
- Temporary installations such as the ice rink and public toilets cause some harm to the setting of listed buildings; marquees at the Beach House Park Pavilion also detract from the setting of the building and the character of the park
- Loss of historic paving
- Localised areas of poor building maintenance





Figure 60: Excessive signage cluttering the streetscape



Figure 61: Poor quality shop fronts along Brighton Road



Figure 62: Poorly sited services and temporary installations

## 5.0 Setting and Views

### Views

- 5.1 The grid layout of the western part of the conservation area creates a number of linear views, principally looking south towards the seafront, but also in an east-west direction into the neighbouring conservation area. Within the parks, the path network again provides axial views towards key buildings and features.
- 5.2 Within Character Area I, important views include those looking south from the northern end of Steyne Gardens towards the war memorial at the southern end of the park, and the sea beyond. Steyne Gardens is the only place within this part of the conservation area from where quite wide views are available owing to the undeveloped southern end of the gardens, and the wider roads and pavements to either side.



Figure 63: View looking south from north end of Steyne Gardens

- 5.3 Elsewhere the southern views are more constrained by the buildings lining York Road and Warwick Road, however these channelled views frame the view towards the sea. The view south along York Road terminates on the seaside shelter, identified here as a positive contributor. The streets are sufficiently wide that the buildings on both sides of these roads are visible the full length of the streets, with the sea in the distance.



Figure 64: Views south along York Road (top) and Warwick Road (bottom)

- 5.4 On Brighton Road, the cross road of Warwick Street, High Street, The Broadway and The Steyne provides views multi-directional views around, and out of the conservation area. From a vantage point standing on the pedestrianised entrance to Warwick Street the view north is concentrated on buildings on the east side of the High Street, notably the corner building



of Broadway Mansions. The unattractive multi-storey car parks further north are not visible around the gentle curve of the road here. Views west into the neighbouring South Street Conservation Area are also captured from this point, as are views along the uniform terraces on The Steyne, and east along the Brighton Road where Broadway Mansions and the tower of the former church of St James dominate the foreground.



Figure 65: View from Warwick Street north to High Street (top left) west along Warwick Street (top right), south along The Steyne (bottom left) and east along Brighton Road (bottom right)



Figure 66: Views from a vantage point south of Steyne Gardens

## 5.5

There are a number of important views along the seafront out of and back towards parts of the conservation area. At the west end, viewing points south of Steyne Gardens afford views out to sea beyond the shelter, and

across the town beyond the Dome Cinema and towards the pier. Views are also possible across Steyne Gardens from the south, and, while not capturing any very important heritage assets, views east along the promenade from here provide a long view along East Beach.

- 5.6 Within The Beach House character area, the views are across the green spaces to focal points, often buildings within those spaces. Beach House was obviously consciously designed to enjoy a sea view; something which later development has endeavoured to respect. The lawns south of Beach House remain open, and planting in the near environs of the house is controlled to maintain views. Views are similarly available back towards Beach House from the promenade, and also from the raised walkway on Beach House Parade.



Figure 67: View towards Beach House from Beach House Parade

- 5.7 The rear elevations of the Warwick Road terraces are attractive, and the short gardens enjoy an outlook over Denton Gardens. From the raised vantage point on Beach House Parade, the rear of Warwick Gardens is visible, albeit across the volleyball courts and playground. A more pleasant

view is available within the upper part of Denton Gardens where the tower of the former Chapman Brewery is also visible.



Figure 68: View west across Denton Gardens towards Warwick Road

- 5.8 Attractive axial views are also available in Denton Gardens from Brighton Road towards the timber shelter at the southern end. These views are historic, and unchanged for 100 years.
- 5.9 As discussed elsewhere, the original layout of paths and walks survives in Beach House Grounds. The design is geometric thus creating a number of axial views both in north-south and east-west directions. The attractive entrance gates on Brighton Road provide the first views into the park towards the central herbaceous beds. Back from the central feature are views of the north front of Beach House.





Figure 69: View into Beach House Park from Brighton Road



Figure 70: View south from Beach House Park towards Beach House

- 5.10 Beyond the central circular beds, views towards the Beach House Park Pavilion are framed by the relatively recently planted avenue of London Plane trees, which also provide a highly linear view back to the seafront where the new residential tower east of Splash Point is visible.



Figure 71: View towards Beach House Pavilion (obscured by marquee)



Figure 72: View south from the pavilion

- 5.11 Less significant, or consciously designed views are also available across the park, providing glimpses of buildings behind the tree lined periphery of the park.



## Setting

- 5.12 The Steyne Gardens Conservation Area is set within an urban/suburban context. To the west is the retail centre of Worthing, embedded among very late 18<sup>th</sup> and early 19<sup>th</sup> century development associated with Worthing's Regency expansion. The pier was built in 1862 and became the focus for the entertainment facilities of the town. This part of Worthing is still the commercial and tourist hub of the town.
- 5.13 Immediately north of the central part of the conservation area is further residential development of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, much of it within the Warwick Gardens Conservation Area. Development here is low scale and it complements the character of the Steyne Gardens Conservation Area.
- 5.14 The High Street approach to the conservation area is marred by the multi-storey car parks and office blocks constructed in the second half of the 20<sup>th</sup> century. It is not until the junction with Ann Street that views into the historic townscape are available.
- 5.15 The seaside location is of course the reason for the conservation area, and has an immeasurable influence on the setting of the area. Just as it did in the 18<sup>th</sup> century, it continues to attract development potential, and severe housing pressures have resulted in some buildings of considerable scale being constructed close to the seafront. That which has the greatest impact on the setting of Steyne Gardens is undoubtedly the former Aquarena site. The roughly square plan tower is the only building of this scale on East Beach, and is harmful to the setting of the grade II\* listed Beach House, and the conservation area, which historically melted into agricultural fields beyond the built edge of the town.



Figure 73: View east out of the conservation area towards the former Aquarena site

- 5.16 The northern section of Beach House Park is excluded from the conservation area, because of the negative impact it has on the setting of the better preserved southern part of the park. A car park and dog exercise area are now within this section of the former park, and while the entrance off Lyndhurst Road maintains the axial view toward the Pavilion from the north, the verdant character of the park has been much eroded here.



Figure 74: Car parking in northern section of Beach House Park

## Assessment of Condition

Overall, the condition of the conservation area is good. There is a clear sense of civic pride in the open spaces which contribute so much to the character of the conservation area, and there has been considerable investment in the seafront.

- 6.2 The setting of the conservation area has been harmed by the modern car parking development northwest of The Steyne, and development pressure along East Beach has also resulted in some buildings which are of considerably larger scale than the prevailing urban grain in the conservation area. New buildings on the seafront, while large in scale have integrated successfully with the urban grain and prevailing scale of development along Marine Parade.
- 6.3 Traffic is a problem in the conservation area, both in terms of the volume of traffic travelling along Brighton Road, and the extent of signage, road markings and traffic calming devices installed to control it.
- 6.4 Similarly, the installation of street furniture, telecommunications equipment, bins, planters and benches has been undertaken in an uncoordinated way resulting in visual clutter or poorly sited infrastructure which is harmful to the conservation area.
- 6.5 There is an inconsistency in the treatment of street surfaces which detracts from the character of the conservation area. Some examples of historic red brick pavements survive, for example along York Road and Alfred Place. Modern interpretations of the paving is less successfully installed along other streets as at Warwick Road and elsewhere, generally in areas of higher footfall, modern or tarmac is used. Within the parks, areas of hardstanding and footways are often tarmac, which is in some places in poor condition and erodes the character of the historic parks. The parkland is in general well managed, with trees and herbaceous borders well maintained.
- 6.6 Many of the buildings, particularly those in residential or hotel use, are well maintained, but there are some examples of buildings in poor condition where windows, doors, or other architectural features are decaying and

require maintenance or repair. A surprising number of residential buildings continue to retain original windows and doors. An existing Article 4 Direction covers Warwick Place, and there is scope for extending this to afford greater protection to the unlisted buildings within the conservation area.



Figure 75: Examples of poorly maintained buildings on Warwick Road

- 6.7 It is however the shopfronts along much of Brighton Road that cumulatively result in the most harm to the character of the conservation area. While listed building consent, planning permission or advertisement consent is likely to be required for many types of advertisements, there are some properties that will benefit from deemed consent in respect of advertisements which can limit the extent of control the local authority can exercise over fascias and projecting signage.



Figure 76: Variable quality shopfronts at Broadway Mansions

- 6.8 There are a number of shelters along the seafront in the ownership of the local authority. These vary in condition. Beach House Parade appears to be in sound structural condition, but the railings, both on the upper walkway and at street level are rusting, and require maintenance. The metal doors within the ground floor of the parade are similarly in poor condition which detracts from the setting of Beach House, and the conservation area in general.
- 6.9 The shelter at the southern end of Denton Gardens is no longer glazed owing to vandalism which limits its utility as a shelter in windy weather.

## Management Plan

The following management recommendations are intended to provide guidance to owners and interested parties regarding the future management of the conservation area. Where the local authority has jurisdiction over part of the area, recommendations will be brought forward as and where possible subject to availability resources.

- 7.2 The overall character of the conservation area is compromised by the cumulative effects of the issues outlined above. The following is a set of recommendations to improve the future management of the conservation area.

### Infrastructure and public realm

Public realm improvements should be informed by an understanding of the significance of the conservation area, and respect the character and appearance of The Steyne Gardens Conservation Area and the two separate character areas within it.

- 7.3 The conservation area would benefit from a holistic approach to installation of or alteration to road, street, telecommunications and lighting infrastructure. Within parkland areas opportunities for retention of the more sympathetic street furniture should be pursued.
- 7.4 Pavement surfaces would benefit from a more coordinated approach to materials to create a more uniform appearance across the conservation area.
- 7.5 All relevant authorities should be reminded of the designation status to encourage a more thoughtful approach to installation of signage, street markings, telephone and broadband boxes, litter bins and road surfaces. Historic England's Guidance 'Streets for All' provides a framework for managing change to the public realm in historic areas: <https://historicengland.org.uk/images-books/publications/streets-for-all/heag149-sfa-national/>

## Enhancement of Beach House Grounds

Opportunities to improve and restore the historic grounds of Beach House should be explored as and when appropriate. Further loss of green space for parking and public amenities should be avoided to preserve the historic character and setting of this building.

- 7.6 Beach House has a separate character to the more managed municipal spaces at Denton Gardens and Beach House Park. It originated as a villa in sweeping grounds to the sea at the edge of the settlement. The rural setting has been lost to later development, and development within the former kitchen gardens for car parking, volleyball courts and playgrounds has impacted on the near setting of the house. Further intensification of these uses should be avoided.
- 7.7 Beach House Parade is in poor condition and a programme of repair and refurbishment, or investment should be pursued.

### Development affecting the setting of the conservation area

Taller buildings within the setting of the conservation area have the potential to harm the significance of the area. These should be carefully assessed with reference to Historic England's Advice Note GPA2 to ensure that the impact is considered and mitigated.

- 7.8 There are limited opportunities for new buildings along the seafront at the west or east ends of the conservation area owing either to similar constraints in other conservation areas, or a lack of developable land. Northwest of the conservation area, any proposal for redevelopment should seek opportunities to integrate buildings into a block pattern that better complements the historic urban grain in this southern part of Worthing.

## New development within the conservation area

Proposals for new development should take into account the heritage values associated with the conservation area as set out in this appraisal, as well as Supplementary Planning Guidance produced by Worthing Borough Council including:

- Guide to Residential Development SPD
- Worthing Borough Council Conservation and Heritage Guide

- 7.9 Within the conservation area, development opportunities are limited owing to the high number of buildings of interest, and the very tight boundaries around individual properties. Some properties have rear elevations or gardens addressing a public space, as at Warwick Road which faces Denton Gardens to the rear, and Warwick Place where the detached gardens are on the west side of the road. Extensions or structures at these properties should be carefully considered to ensure that the special character of the streetscape is conserved.

### Public awareness

Local residents and businesses should be made aware of the designation of the area as a conservation area, and what it means for development and change to their properties.

- 7.10 There would be considerable benefit in raising awareness of the conservation area designation and what it means for buildings within this heritage asset. This could be achieved through circulating this advice to householders and businesses within the conservation area as part of a public consultation process.

## Shopfronts

Specific guidance for the replacement refurbishment and restoration of shop fronts should be developed for the conservation area.

- 7.11 The quality and condition of shop fronts along Brighton Road is variable. Guidance relating to the appropriate design and form of fascia boards, projecting signs and lighting should inform future applications for change. The guidance could also provide a case study of a typical early 20<sup>th</sup> century shop front, to encourage owners and tenants to undertake sympathetic restoration, as appropriate.

## Management of Green Spaces

Restoration of historic green spaces, including planting, allowing for appropriate adaptations for identified needs should be supported. Care should be taken to ensure that temporary installations are appropriately sited and designed, and remediation work to damaged surfaces is undertaken.

Siting and design of necessary infrastructure (bins, benches, broadband installations etc.) should take account of the special qualities of the historic green spaces.

- 7.12 The green spaces throughout the conservation area are a key characteristic of it, and their interest is recognised through inclusion on the local list. The spaces are currently well managed by the Council and Local Friends groups. Any proposals for development within the green spaces or affecting existing structures within the green spaces will be required to have due regard to the relevant national and local planning policies, and the contribution they make to the conservation area as set out in this document.



## Article 4 Directions

Imposition of a more extensive Article 4 should be considered to allow additional planning controls for any works fronting a highway or public right of way and which would involve:

- The replacement of windows and doors
- Any alteration to a roof including roof coverings, rooflights and solar panels.
- Building a porch.
- Enlargement, improvement or alteration such as an extension, removal or changes to architectural features.
- The provision of a hard surface.
- The erection, construction, improvement or alteration (including demolition) of a fence, gate, wall or other means of enclosure.
- Removing totally or partially walls, gates, fences or other means of enclosure.
- Exterior painting of previously unpainted surfaces or changes of external colour schemes, or covering walls by render or like finishes.

And the following whether or not it fronts a highway or open space:

- Removing or altering chimneys.

For Warwick Place:

- The erection of curtilage structures

(England) Order 2015 (GPDO). Article 4 of the GPDO gives local planning authorities the power to limit these 'permitted development rights' where they consider it necessary to protect local amenity or the wellbeing of the area. An Article 4 Direction is therefore a tool available to a local authority to allow greater control over the types of changes that can cumulatively erode the historic character of a conservation area, for example loss of traditional windows or boundary treatments.

- 7.14 The conservation area has a good level of surviving historic windows and doors to its unlisted housing stock. There would be a benefit in placing controls on proposals for new windows to ensure that those that are capable of repair and refurbishment are retained, or where they cannot be retained that appropriate replacement windows are installed, taking reference from historically appropriate examples and using where possible, traditional materials.
- 7.15 Elsewhere, planning and listed building legislation will allow alterations to listed buildings or commercial buildings to be more carefully controlled.

- 7.13 Minor developments such as domestic alterations and extensions can normally be carried out without planning permission under the provisions of the Town and Country Planning (General Permitted Development)

## Appendix I: List of Heritage Assets

Street/Space	Building Name/Number	Designation
<b>Statutory Listed Buildings</b>		
Alfred Place	21 and 23	Grade: II List UID: I025832
	25 and 27	Grade: II List UID: I025833
Brighton Road	22 and 24	Grade: II List UID: I250105
Brighton Road	Beach House	Grade: II* List UID: I025808
Marine Parade	WAR MEMORIAL AT SOUTH END OF STEYNE GARDENS	Grade: II List UID: I263174
The Steyne	K6 TELEPHONE KIOSK, THE STEYNE	Grade: II List UID: I250846
	CHATSWORTH HOTEL STEYNE HOTEL	Grade: II List UID: I250621
Warwick Place	5 and 6	Grade: II List UID: I250683
	7	Grade: II

		List UID: I263178
	8	Grade: II List UID: I250627
	10	Grade: II List UID: I250851
	13 and 14	Grade: II List UID: I263132
	15-18	Grade: II List UID: I263179
Warwick Street	34,36 AND 36A, WARWICK STREET	Grade: II List UID: I250695
Warwick Road	1-15	Grade: II List UID: I263134
<b>Worthing Local Interest Study 2023 (relating to the Worthing Local Plan 2003)</b>		
Alfred Place	1,3,5,7,9,19	Locally listed
Brighton Road	Nos. 1-9 The Broadway, Steyne Gardens Methodist Church, Nos. 10, 12, 14, 16, 18, 20, 26, 28, 30, 31, The Egremont (PH), 33, 34, 35, 37, 39, 41, 43, 45, 47, 61, 63	
Elm Road	1, 3	Locally listed

24		
High Street	28, 30A, and 30.	Locally listed
Marine Parade	Nos. 1, 2, The Cottage, 3A	Locally listed
Steyne Gardens	Nos. 30, 31, 32, 33, 34, 35, 36, 37 and 38.	Locally listed
Warwick Place	Nos. 2, 4, 9, 11 and 12.	Locally listed
Warwick Road	Nos. 16, 17, 18, 19, 20, 21, 21A, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33 and 34.	Locally listed
York Road	Nos. 13, 15, 17, 19, 21, 23, 25 and 27.	Locally listed
Brighton Road	Beach House Park	Park and Garden of Local Interest
Brighton Road	Denton Gardens	Park and Garden of Local Interest
Brighton Road	Beach House Grounds	Park and Garden of Local Interest
The Steyne	Steyne Gardens	Park and Garden of Local Interest
<b>Worthing Local Interest Study 2003</b>		
Brighton Road	Royal Oak PH	Locally listed
	Beach House Park Pavilion	Locally listed
Marine Parade	Worthing Rowing Club	Locally listed

	Beach Chalets and Café	Locally listed
Warwick Road	Former Brewery	Locally listed

## Appendix 2: List of Sources

### Bibliography

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A P Baggs, C R J Currie, C R Elrington, S M Keeling and A M Rowland, 'Worthing: Local government and public services', in A History of the County of Sussex: Volume 6 Part 1, Bramber Rape (Southern Part) , ed. T P Hudson (London, 1980), pp. 114-119. British History Online <http://www.british-history.ac.uk/vch/sussex/vol6/pt1/pp97-103> [accessed 19 November 2022].

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1873 Conveyance Map of Estate ADD MS26832

876 Plan of Estate ADD MS26839

AM 588/12/310 – Worthing Beach House Gardens (1951)

AM 507/1/27 – Worthing Gardens and other views

AM 507/5/10 – Worthing Herald

GC 10/2 – Photograph album

PH 24556 – Worthing Beach House Gardens

PM 1086 – Map of Central Worthing










WDC/SU21/195 – Improvements at Beach House

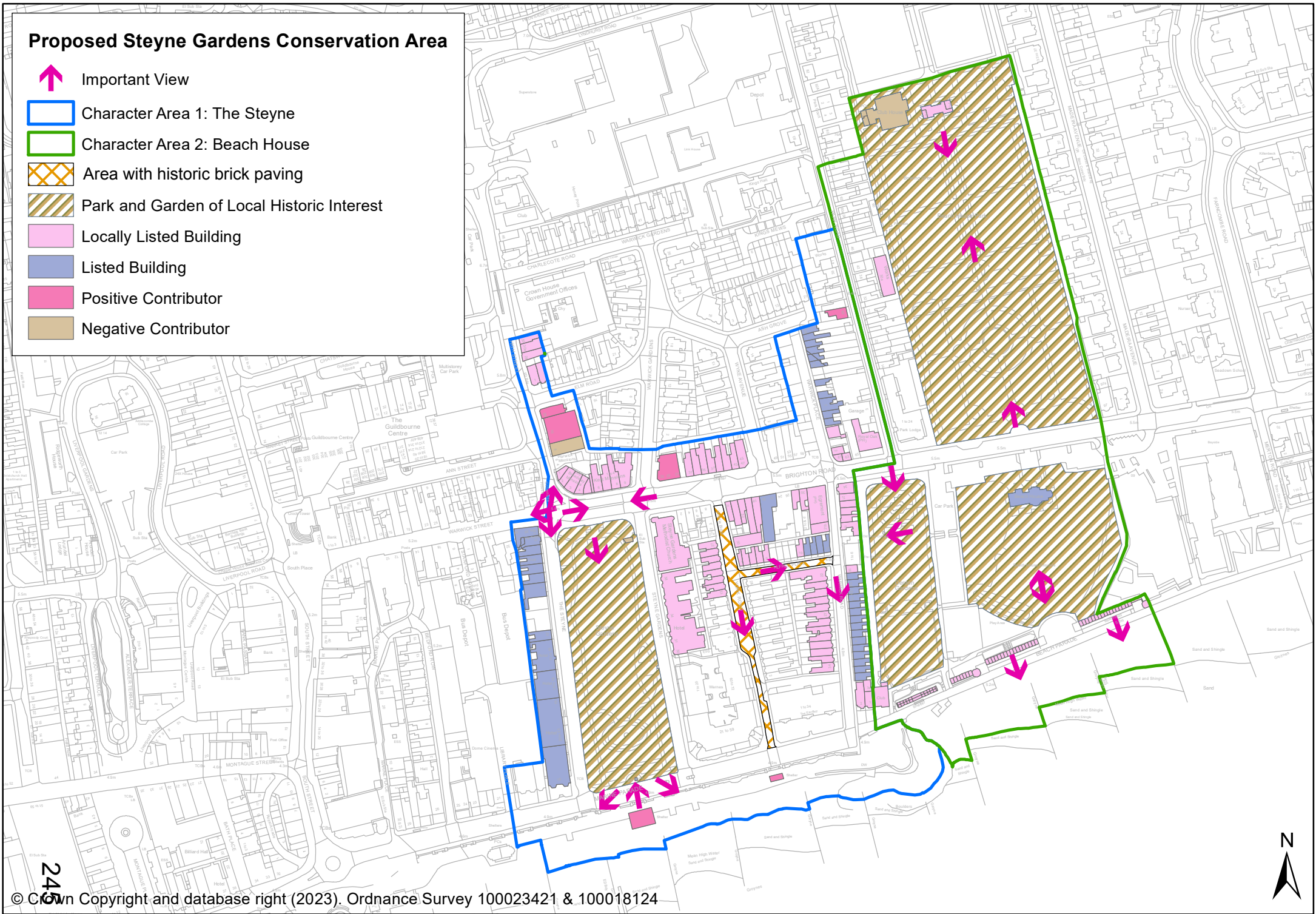
PM 1086 – 1930 Map of Worthing

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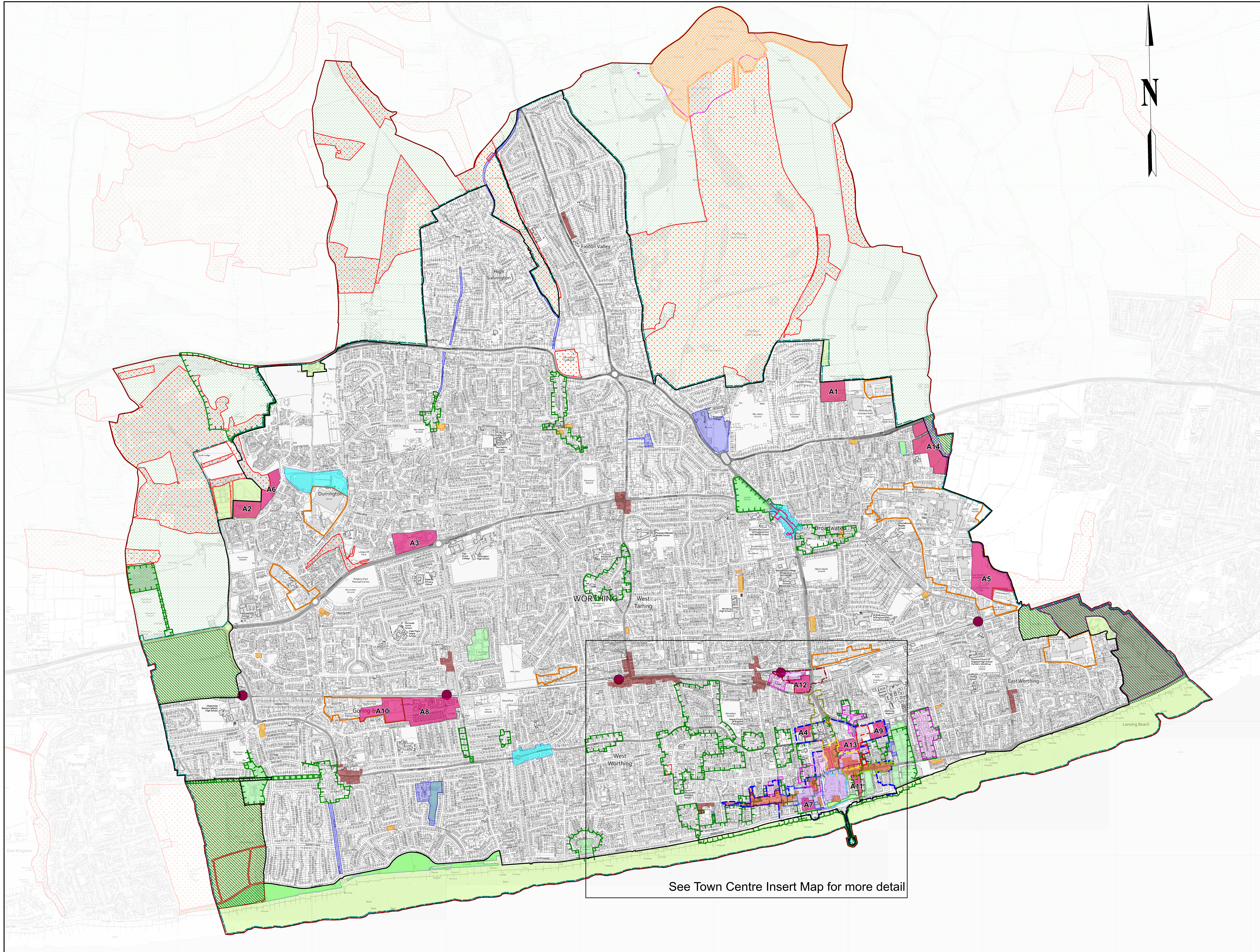
# Proposed Steyne Gardens Conservation Area

-  Important View
-  Character Area 1: The Steyne
-  Character Area 2: Beach House
-  Area with historic brick paving
-  Park and Garden of Local Historic Interest
-  Locally Listed Building
-  Listed Building
-  Positive Contributor
-  Negative Contributor



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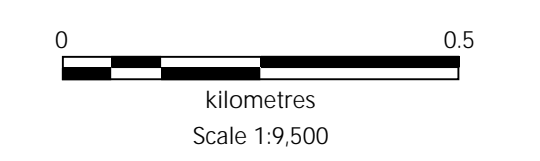




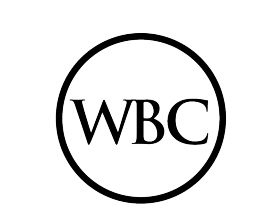
- Allocation
- Local Plan Area
- Worthing Borough Boundary
- Built Up Area Boundary
- Town Centre Boundary
- Registered Town and Village Greens
- Local Green Gaps
- Town Centre Seafront Area
- Primary Shopping Frontage
- Town Centre Secondary Frontage
- District Centre
- Secondary Frontage
- Medium Scale Local Centre
- Local Shopping Parades
- Site of Special Scientific Interest
- Key Office Locations
- Key Industrial Estates and Business Parks
- Highdown Gardens
- Environmental Areas of Special Character
- Scheduled Ancient Monuments
- Conservation Areas
- Local Wildlife Sites
- South Downs National Park
- Parks and Gardens
- Brooklands LGSD
- Country and Coast
- Easement Strip Rampion Windfarm
- Railway Stations

- Town Centre Character Areas**
- Warwick Street/Brighton Road
  - Chapel Road Cultural & Civic Quarter
  - Chapel Road South
  - High Street
  - South Street
  - Teville Gate
  - Chapel Road North
  - Montague Street
  - Rowlands Road

# Worthing Local Plan 2023



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WORTHING BOROUGH  
COUNCIL

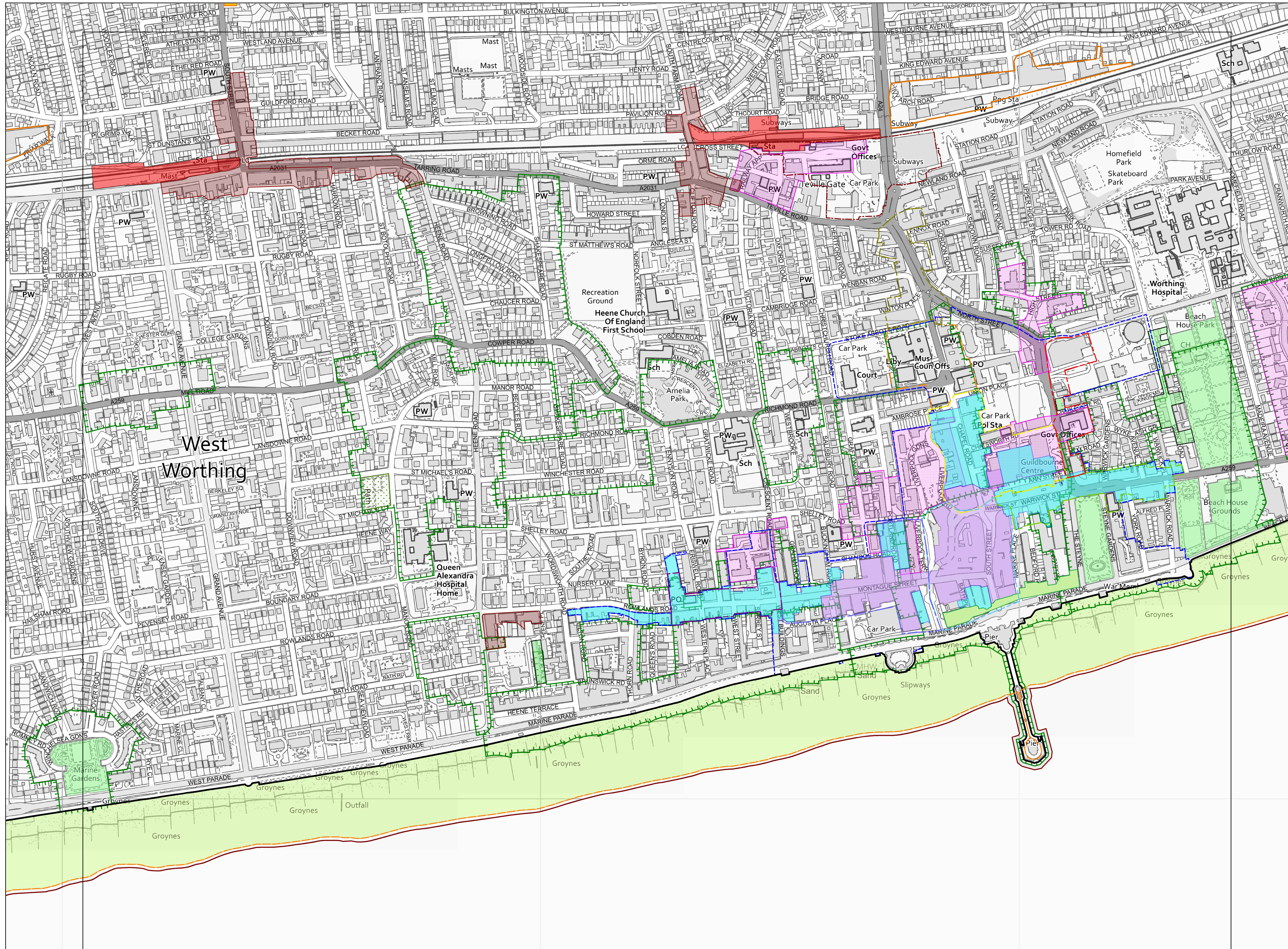


See Town Centre Insert Map for more detail



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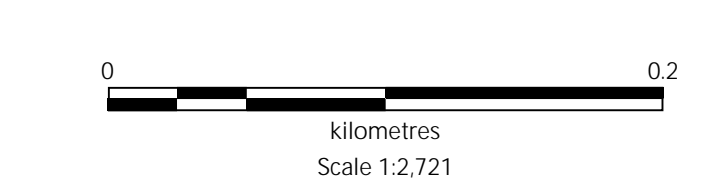




- Local Plan Area
  - Worthing Borough
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  - Town Centre Boundary
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  - Local Green Gaps
  - Town Centre Seafront Area
  - Secondary Shopping Frontage
  - Primary Shopping Frontage
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Town Centre Insert Map



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