

<b><u>No:</u></b>	<b>BH2018/00869</b>	<b><u>Ward:</u></b>	<b>Central Hove Ward</b>
<b><u>App Type:</u></b>	<b>Listed Building Consent</b>		
<b><u>Address:</u></b>	<b>Kings House Grand Avenue Hove BN3 2LS</b>		
<b><u>Proposal:</u></b>	<b>Demolition of existing office building (B1) fronting Grand Avenue. Conversion of existing (B1) building fronting Queens Gardens to 69no dwellings (C3) with associated alterations and extensions. Erection of a 10 storey building over basement carpark comprising of 72 flats on Grand Avenue and erection of a 6 storey building comprising of 28 flats on second avenue. Associated underground parking, landscaping, cycle storage, bins and recycling points. (Amended Description)</b>		
<b><u>Officer:</u></b>	<b>Luke Austin and Jonathan Puplett</b>	<b><u>Valid Date:</u></b>	<b>20.03.2018</b>
<b><u>Con Area:</u></b>	<b>The Avenues</b>	<b><u>Expiry Date:</u></b>	<b>15.05.2018</b>
<b><u>Listed Building Grade:</u></b>	<b>Listed Building Grade II</b>		
<b><u>Agent:</u></b>	<b>DowsettMayhew Planning Partnership 63a Ship Street Brighton BN1 1AE</b>		
<b><u>Applicant:</u></b>	<b>Mortar Nova Grand Avenue LLP C/O DowsettMayhew Planning Partnership 63A Ship Street Brighton BN1 1AE</b>		

## 1. RECOMMENDATION

- 1.1 That the Committee has taken into consideration and agrees with the reasons for the recommendation set out below and resolves to **GRANT** Listed Building Consent subject to the following Conditions and Informatives:

### Conditions:

1. The works hereby permitted shall be commenced before the expiration of three years from the date of this consent.  
**Reason:** To comply with Sections 18 (as amended) and 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
  
2. The works of demolition hereby permitted shall not be begun until documentary evidence has been submitted to and approved in writing by the Local Planning Authority to show that contracts have been entered into by the developer to ensure that two new build blocks on the site hereby approved are commenced within a period of 6 months following commencement of demolition.  
**Reason:** As this matter is fundamental to the acceptable delivery of the permission to prevent premature demolition in the interests of the character and appearance of the Conservation Area and to comply with policy HE8 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.

3. Other than demolition, no development of any part of the development of Kings House hereby permitted shall take place until samples of all materials to be used in the construction of the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority, including:
  - a. Bricks and mortar
  - b. Coping and pier caps
  - c. Airbricks
  - d. Cladding for mansards, dormers and flat roof
  - e. Rooflights
  - f. Materials for the northern boundary walls
  - g. Aluminium balcony balustrade panels
  - h. Glass and framing for outrigger roof balustrades

**Reason:** To ensure a satisfactory appearance to the development and to comply with policies QD14 and HE6 of the Brighton and Hove Local Plan and CP12 and CP15 of the Brighton and Hove City Plan Part One.
  
4. Other than demolition, the development hereby permitted shall not be commenced until a method statement for the works to remove the concrete infill from the former ground floor entrances and the reinstatement of steps, has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include provision for initial investigations of the infill sections, to gather evidence of any surviving original stair construction or materials, the findings of which to be provided to the Local Planning Authority along with detailed proposals for their reinstatement. Any original structure and materials found are to be re-used unless otherwise agreed by the Local Planning Authority. The repair/reconstruction of the steps shall not take place until details for the step structures, dividing wall and railings have been submitted to and agreed by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.
 

**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.
  
5. Other than demolition, the development hereby permitted shall not be commenced until large scale elevations, masonry and joinery details for the Second Avenue fire escape entrance have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.
 

**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One
  
6. Other than demolition, the development hereby permitted shall not be commenced until profiles and material samples of the proposed brickwork, coping and pier caps for the proposed boundary wall in Second Avenue have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.
 

**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 and HE6 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.

7. Other than demolition, the development hereby permitted shall not be commenced until details of the design and materials for the proposed airbricks have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.  
**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.
8. Other than demolition, the development hereby permitted shall not be commenced until large scale design and joinery details for new internal flat entrance doors and room doors have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.  
**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan and CP15 of the Brighton & Hove City Plan Part One.
9. Prior to first occupation of the development hereby approved, details of the proposed location and appearance of the dry riser inlet box have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.  
**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.
10. Other than demolition, the development hereby permitted shall not be commenced until joinery details for all proposed new windows and external doors in the existing Kings House building (including cill and reveal profiles and depths, and large scale details of the proposed replica front doors in addition to comparative details of the existing doors to be matched, as appropriate), have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.  
**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton and Hove Local Plan and CP15 of the Brighton and Hove City Plan Part One.
11. Prior to occupation of the property full details of the lamps proposed for the main entrances on the Southern elevation are required to be submitted for approval by the Local Planning Authority.  
**Reason:** To ensure the satisfactory preservation of this listed building and to comply with policy HE1 & HE6 of the Brighton & Hove Local Plan and CP15 of the Brighton & Hove City Plan Part One.

Informatives:

1. This decision is based on the drawings listed below:

Plan Type	Reference	Version	Date Received
Location Plan	(08)001	P1	19.03.2018
Existing & Proposed	(08)010	P3	29.06.2018

Grand Avenue (West) Street Elevation			
Existing & Proposed South Elevation	(08)011	P3	29.06.2018
Existing & Proposed Second Avenue (East) Street Elevation	(08)012	P4	24.08.2018
Existing & Proposed North Site Elevations	(08)013	P3	29.06.2018
Proposed North/East Site Elevations. Alternative Outrigger Design	(08)015	P1	22.03.2018
Proposed Site Plan	(08)050	P1	22.03.2018
Proposed Site Sections AA - BB	(08)070	P1	22.03.2018
Proposed Site Sections CC- DD -EE	(08)071	P1	22.03.2018
Proposed Site Section FF	(08)072	P1	22.03.2018
Proposed Underground Car Park	(08)080	P3	05.10.2018
Proposed Kings House Basement Plan	(08)100	P3	05.10.2018
Proposed Kings House Ground Floor plan	(08)101	P3	05.10.2018
Proposed Kings House First Floor plan	(08)102	P2	05.10.2018
Proposed Kings House Second Floor plan	(08)103	P2	05.10.2018
Proposed Kings House Third Floor plan	(08)104	P2	05.10.2018
Proposed Kings House Fourth Floor plan	(08)105	P2	05.10.2018
Proposed Kings House Fifth & Sixth Floor plan	(08)106	P2	05.10.2018
Proposed Kings House Sixth Floor & Roof plan	(08)107	P2	05.10.2018
Proposed Kings House Detail Roof Sections	(08)160	P1	22.03.2018
Proposed Kings House Balcony Study	(08)262	P4	01.08.2018
Kings House Rear Window Study Detail	(08)264	P1	22.03.2018
Kings House Proposed Basement Windows to Lightwell	(08)267	P1	22.03.2018
Existing and Proposed South Elevation Showing Revised	(08)269	P1	24.08.2018

Entrance Proposals			
Kings House Refurbishment Room Interior Strategy	(08)500	P2	24.08.2018
Kings House Refurbishment Room Interior Strategy	(08)501	P1	19.03.2018
Kings House Refurbishment Room Interior Strategy	(08)502	P2	24.08.2018
Kings House Refurbishment Room Interior Strategy	(08)503	P2	24.08.2018
Proposed Grand Avenue Block Floor Plans & Roof Plan	(08)200	P1	22.03.2018
Proposed Grand Avenue Block Lower Ground Floor Plan	(08)210	P1	22.03.2018
Proposed Grand Avenue Block Ground & First Floor Plans	(08)211	P1	22.03.2018
Proposed Grand Avenue Block Second & Third, Fourth & Fifth Floor Plans	(08)212	P1	22.03.2018
Proposed Grand Avenue Block Sixth, Seventh & Eighth Floor Plans	(08)213	P1	22.03.2018
Proposed Grand Avenue Block Ninth Floor Plan & Roof Plan	(08)214	P1	22.03.2018
Proposed Grand Avenue Block West Elevation	(08)250	P1	22.03.2018
Proposed Grand Avenue Block North & South Elevation	(08)251	P1	22.03.2018
Proposed Grand Avenue Block East Elevation	(08)252	P1	22.03.2018

Proposed Second Avenue Block Plans & Roof Plans	(08)300	P1	22.03.2018
Proposed Second Avenue Block Plans & Roof Plans	(08)310	P1	22.03.2018
Proposed Second Avenue Block East & West Elevation	(08)350	P2	29.06.2018
Proposed Second Avenue Block North & South Elevation	(08)351	P1	22.03.2018

## 2. SITE LOCATION & APPLICATION DESCRIPTION

- 2.1 Kings House is a prominent Grade II listed building on Hove Sea Front, facing south across Hove Lawns. It is within The Avenues Conservation Area. The Queen Elizabeth statue within Grand Avenue to the west is listed as is number 24 Second Avenue to the east.
- 2.2 The building was built as a terrace of 7 houses between 1871 and 1874. The westernmost houses were soon after converted to Princes Hotel, along with the rest of the building in due course. Thereafter it was requisitioned by the Government during wartime; was used as the Headquarters of the South Eastern Electricity Board; and latterly, by Brighton and Hove City Council.
- 2.3 The modern northern extension to Kings House was built in the 1980s. It was last in use as an open-plan office over five storeys connected to the main building of Kings House through a glazed link.
- 2.4 While of significant townscape merit within The Avenues Conservation Area, in more recent years the building has been further eroded of original features, most notably windows, entrances, balconies and a 2 storey wing formerly fronting Grand Avenue, all of which affect the significance of the building.
- 2.5 The application site is 0.53 hectares and currently contains Kings House to the south part fronting onto Queens Gardens with Kingsway beyond and Kings Lawns beyond that; the modern 1980s extension to the west part fronting onto Grand Avenue with its open gardens; ground-level open car park to the east part fronting onto Second Avenue.
- 2.6 The design of the application scheme has evolved during pre-application discussions and during the course of the application, in light of the response from the Design Review Panel, Officer advice, pre-application advice from Members, and as a result of various consultee responses especially the Heritage Officer.

- 2.7 The application proposes the demolition of the modern northern extension and link building, the conversion of the main building of Kings House to residential dwellings, alterations to the listed building including upward extensions of the three historic outriggers, and the erection of two new blocks of flats. This represents a site-wide change of use from B1 office use to C3 residential for the provision of 169 dwellings.
- 2.8 The proposed 10-storey building fronting Grand Avenue would contain 72 dwellings. The proposed 6-storey building fronting Second Avenue would contain 28 dwellings. Both buildings would be of similar in style making use of locally distinct yellow gault brick for the main elevations with more contemporary grey panel accents. Balconies would be formed of steel and glass balustrades.
- 2.9 To Kings House, two additional storeys (plus roof terraces) are proposed to each of the three rear outriggers. Only visible from Second Avenue, the first level of each additional storey would be of matching brickwork with the second additional storey formed of dark grey metal cladding in a mansard-roof form. Small dormers are proposed to the rear main roof slope with conservation rooflights to the front. All fenestration would be returned to historically appropriate timber sash format.
- 2.10 The existing below ground car park is proposed to be extended to provide a total of 80 car parking spaces including 11 disabled spaces accessed via the existing basement ramp. The basement will also provide access to cycle spaces for residents (the final number and location of which to be secured by condition), refuse and recycling storage. Cycle spaces are proposed to the front and rear of the development which would provide visitor cycle parking.
- 2.11 A new low level glazed link building will provide a public entrance to the development on Grand Avenue. Landscape areas to the rear of Kings House and between the proposed two new buildings will form a communal garden and courtyard area incorporating areas of coastal planting, seating and hard landscape circulation.

### 3. RELEVANT HISTORY

**BH2018/00868** - Demolition of existing office building (B1) fronting Grand Avenue. Conversion of existing (B1) building fronting Queens Gardens to 69no dwellings (C3) with associated alterations and extensions. Erection of a 10 storey building over basement carpark comprising of 72 flats on Grand Avenue and erection of a 6 storey building comprising of 28 flats on second avenue. Associated underground parking, landscaping, cycle storage, bins and recycling points. Under Consideration.

**BH2005/06638** - Replacement of existing sash windows with timber sashes including opening up of bricked up window openings. Approved - 01/02/2006.

**BH2005/06005** - Listed Building Consent for internal alterations to form new meeting rooms out of basement stores, opening up of 9 bricked up openings and installation of new sash windows. Approved - 01/02/2006.

**3/93/0471** (F) and **3/93/0472** (LB) - Change of use from headquarter offices personal to Seeboard PLC to Class B1 offices. Approved - 19/10/1993.

**3/79/0416** and **3/79/LB0015** - Alterations to existing building, demolition of number 1 Second Avenue, existing garage and two-storey office wing, erection of a five-storey office extension (plus basement and plant room) including social club, canteen and parking for 144 cars. Approved - 30/08/1979.

#### **4. REPRESENTATIONS**

**4.1 Thirty Six (36)** letters have been received objecting to the proposed development **for the following reasons:**

- Traffic issues during construction
- Parking issues on completion
- Loss of light
- Could affect foundations of local listed properties
- There are existing parking pressures
- Lack of onsite parking provision
- Loss of outlook
- Increase in cars in the area
- Overdevelopment
- Noise disturbance
- Overlooking
- Increased crime
- Out of character
- Negative impact to locality
- Overbearing
- Access issues
- Construction traffic should be carefully managed
- Lazy design
- Harm to conservation area
- Low quality design
- Public engagement was poor
- Parking survey inaccurate
- Length of construction time / empty site
- Why can't the existing building be converted?
- Further conditions are required to mitigate impact
- Short term lets should be avoided
- The new blocks are too tall
- Impact on local medical and care facilities
- Loss of property value
- No affordable housing
- Overcrowding
- Flats will not be affordable for locals



- Lack of three bedroom flats
- Overbearing to listed building
- Uninspiring design
- Building works should be limited to week days only
- Contrary to City Plan Part One
- Lack of outdoor space for future occupiers
- Flats face internally with lack of light and views
- Second Avenue block fails to accord with streetscene
- Noise impact from refuse / recycling

4.2 **Two (2)** letters have been received providing the following comments in relation to the proposed development:

- Disruption is a concern
- Work noise and congestion
- Impact on local services
- How long will construction last?
- Will there be enough parking?
- Noise impact to neighbours

4.3 **Peter Kyle MP** has provided the following comments on the proposed development:

- In favour of more housing in Hove
- There is concern that the Second Avenue design is not in keeping with the street
- 74 car parking spaces is not enough for 169 flats
- There does not seem to be the required number of wheelchair accessible units
- No affordable housing element
- Overlooking / loss of privacy to 2 Second Avenue
- Concerns regarding the service lift and potential noise impact
- Request that a noise impact study is carried out

## 5. **CONSULTATIONS** External Consultees

### 5.1 **Historic England:** No objection

The proposed new building on Grand Avenue is taller than that which it replaces, but of a similar scale to One Grand Avenue to its north. There would certainly be a change in the setting of King's House, and to the wider Conservation Area, but we acknowledge that buildings within the CA are varied in both design and scale, and the wide open streets assist in accommodating changes of this order without causing great harm.

On Second Avenue, a new building would be lower, and infill a gap on the street frontage. Although opposite grade II listed buildings, there would not be a great crowding effect resulting from the new building. Raising the height of the

'outriggers' would alter the historic form of the listed building, but it is not uncommon for service wings to be adapted in this way, and similar extensions have occurred elsewhere in the locality. There would also be some benefit arising from enlivening the street scenes of Grand Avenue and Second Avenue which would offset some of the harm associated with a more dense form of development here.

We do not object to the proposals affecting the interior of King's House, but think that certain matters of detail remain to be agreed, such as the treatment of new joinery in communal areas, and installation of safety bars to historic stairs.

### Internal Consultees

#### **5.2 Heritage Officer: Comment**

The Heritage Officer has provided detailed comments on an ongoing basis throughout the design development of this scheme. The latest position is to agree to most details subject to various criteria and conditions as attached to this report.

The comments of the Heritage Officer are summarised as follows:

- The pre-planning development of the scheme has resulted in positive changes in scale and design approach to the new-build, and amendments to proposed alterations to Kings House.
- The conversion of Kings House will enhance the evidential and aesthetic value of the asset and will enliven the street frontage. The reinstatement of chimney pots, basement steps and window openings, replacement of existing aluminium windows with timber (some conjecture accepted) and the removal of clutter from the main rear elevation are all acknowledged improvements, and along with the proposed re-use of the building for the purpose it was originally intended are considered to be in accordance with the requirements to 'sustain or enhance the significance of the heritage asset' as set out in the National Planning Policy Framework.
- The orientation of the internal layout to better reflect the buildings origins as a row of 7 houses is achieved by reinstating the spine walls between the units and using the original locations of the reflected staircases as the positions for the circulation cores (lift in place of stairs on one side). This layout is not followed on the ground floor, however no further erosion of historic planform is proposed either.
- General support for returning windows to original format although evidence of the exact detailing of the original windows is unclear.
- Reservations over disguising the lift overrun structures with false chimneys but accepted on balance as the original chimneys have been removed from the rear.
- Removal of modern extension will visually separate Kings House from the rest of the site and improve its setting.
- The Grand Avenue new build is still considered to be taller than desirable, however the re-design of this block through the pre-planning process has

resulted in a slightly lower building. Its design acknowledges traditional vertical proportions with the double height brick openings, whilst confidently avoiding pastiche. The texture created by the variations in balcony projection and brick detailing add subtle but essential qualities that must not be lost in the implementation of the scheme.

- The set-back of the upper floors has been increased and the proposed materials for these levels improved since the original proposal, and the resulting excess height above Kings House is considered less harmful in views from Grand Avenue however the aim for Kings House to retain its prominence in the street scene is not considered to have been achieved from some vantage points where the upper floors do not appear recessive and the impact of the new building does not benefit from the reduced footprint (compared to the existing extension).
- The decorative metal panels proposed for the top of the first and second floor balustrades and around the top of the third floor bays are considered acceptable.
- Entrance lamps acceptable.

### **5.3 Further comments following submission amended details proposal:**

Revised door and balcony details have been submitted which are considered acceptable.

The addition of lamps to the main south elevation entrances are considered acceptable subject to further detail.

Additional fire escape details to be reserved by condition.

The alignment of the existing balustrade wall at the back of the pavement would prevent the full reinstatement of the sets of entrance steps that will not lead to new entrances under the proposed scheme; the Heritage Team seeks confirmation that this has been considered and how it will be resolved where the intention is to retain this boundary wall.

The proposal to include the decorative stone lintels above the new fire escape entrance in Second Avenue should be included on drawing 012 P3. Large scale details for this entranceway can be conditioned.

Full justification for the proposed water repellent coating for the historic brickwork is required, along with information confirming the degree to which the breathability of the fabric will be retained, and the effect such coating will have on the colour or finish of the bricks following application of the product.

Revised internal details that remove reference to lowered ceiling perimeters and downlighters and mezzanine area are required.

The following matters can be secured by condition:

- A method statement for the works to remove the concrete infill from the former ground floor entrances and the reinstatement of steps.
- A large scale elevation and masonry and joinery details for the Second Avenue fire escape entrance.
- Full details of the lamps proposed for the main entrances on the Southern elevation.
- Profiles and material samples of the proposed brickwork, coping and pier caps.
- Details for all proposed new windows and external doors
- Details of design and materials for the proposed airbricks.
- Large scale design and joinery details for new internal flat entrance doors.
- Details of the proposed location and appearance of the dry riser inlet box.

#### **5.4 Further comments following the submission of further details:**

No objection subject to suggested conditions.

### **6. MATERIAL CONSIDERATIONS**

6.1 In accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004, this decision has been taken having regard to the policies and proposals in the National Planning Policy Framework, the Development Plan, and all other material planning considerations identified in the "Considerations and Assessment" section of the report

6.2 The development plan is:

- Brighton & Hove City Plan Part One (adopted March 2016);
- Brighton & Hove Local Plan 2005 (retained policies March 2016);
- East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (adopted February 2013);
- East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan (adopted February 2017);

6.3 Due weight has been given to the relevant retained policies in the Brighton & Hove Local Plan 2005 according to their degree of consistency with the NPPF.

### **7. POLICIES**

The National Planning Policy Framework (NPPF)

Brighton & Hove City Plan Part One

SS1 Presumption in Favour of Sustainable Development  
CP15 Heritage

Brighton & Hove Local Plan (retained policies March 2016):

HE1 Listed Building Consent  
HE4 Reinstatement of original features on Listed Buildings  
HE6 Development within or affecting the setting of conservation areas

Supplementary Planning Guidance:  
SPGBH11 Listed Building Interiors

Supplementary Planning Documents:  
SPD09 Architectural Features

## **8. CONSIDERATIONS & ASSESSMENT**

- 8.1 In association with the proposal set out in the concurrent Full Planning Application, Listed Building Consent is sought for the demolition of the existing office extension fronting Grand Avenue and the conversion of main building fronting Queens Gardens from office to form 69 residential flats with associated alterations and extensions, in addition to the erection of a 10 storey block of 72 flats on Grand Avenue and a 6 storey block comprising 28 flats on Second Avenue.
- 8.2 Many of the issues raised by third party objectors in response to this Listed Building Consent application relate only to the concurrent Full Planning Application and are not material considerations in the determination of this Listed Building Consent Application. The main considerations therefore in the determination of this application relate to, whether the proposed works and alterations would have a harmful impact on the historic character, architectural setting and significance of the Grade II Listed Building.

### **8.3 Policy**

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

Paragraph 196 states, 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

Planning authorities should look for opportunities for new development within conservation areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (para. 200 NPPF).

Section 16(2) of the Listed Buildings and Conservation Areas Act 1990 (as amended) requires special regard to be given to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. The Council's statutory duties regarding Listed Buildings and their settings, as set out in Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, are reflected in the heritage

policies HE1, HE2, HE3 and HE4 of the Brighton & Hove Local Plan and policy CP15 of the City Plan Part One.

#### **8.4 Heritage Significance**

The heritage assets to be considered in this application are the grade II listed building (Kings House) neighboring grade II listed buildings (1- 4 Kings Gardens; 4,6,8,9,10, & 11 Grand Avenue; War Memorial and Statue of Queen Victoria Grand Avenue and 4,21 & 24 Second Avenue), the neighboring locally listed heritage assets (Grand Avenue Mansions and Kings Lawns) and The Avenues Conservation Area.

Kings House was originally built as a terrace of 7 houses between 1871 and 1874. The westernmost houses were converted to a hotel soon afterwards and this use eventually spread across the whole terrace with later conversion and alteration for use as offices with consequent impact on the interiors. The Heritage Statement submitted with this application includes a thorough account of the origins of the area and development of Kings House, including references to other works by the same architect.

In more recent years the building has been further eroded of original features, most notably windows, entrances, balconies and a 2 storey wing formerly fronting Grand Avenue, all of which affect the significance of the building.

The Heritage Statement also includes a comprehensive assessment of the level of significance to be attached to Kings House, and The Heritage Team agrees with the conclusion that the evidential, historic and aesthetic value of the exterior of the original part of Kings House is medium to high, and its communal value is assessed as medium.

The interior is considered to be medium – low aesthetic value and the document includes a useful representation of the relative significance of individual internal features, which is largely limited to the original internal walls and surviving parts of internal staircases, which are to be used as the basis for the new staircases. It also reveals the history to the original use and occupancy, which could indicate that the building may not have ever had lavish interiors. The 1980s office extension is assessed as neutral/detracting.

Due to the 20th century blocks of flats now present in Grand Avenue the heritage statement considers the aesthetic value of the conservation area to be harmed, however the Heritage Team considers that these detracting elements do not impact the whole conservation area and would give greater weight to the survival of the majority of historic buildings of this estate, including many listed buildings a large number of which are in the setting of Kings House.

#### **8.5 The Conversion of Kings House**

The original Kings House building would be converted to 69 residential flat involving separating the building from the existing extension which would be demolished as part of the proposal. The overall approach taken to the conversion of Kings House to residential use is to re-create the terrace form by reinstating 2 of the main entrances previously removed from the south elevation

and reopening basement accesses thereby returning a rhythm to frontage. This arrangement will enhance the evidential and aesthetic value of the asset and will revitalise the street frontage.

Externally, the development would also involve the reinstatement windows to the north elevation of the North-west tower and additional glazing bars would be added to the proposed sliding sash windows. Both proposals would add visual interest which is currently lacking from the main elevations which is welcome, subject to appropriate details.

The reinstatement of chimney pots, basement steps and window openings, replacement of existing aluminum windows with timber and the removal of clutter from the main rear elevation are all acknowledged improvements, and along with the proposed re-use of the building for the purpose it was originally intended are considered to be in accordance with the requirements to 'preserve or enhance the character of the conservation area' as required by the Planning (Listed Building and Conservation Areas) Act 1990.

Decorative metal panels are also proposed for the top of the first and second floor balustrades and around the top of the third floor bays are considered acceptable. The addition of lamps at the main entrances on the south elevation is also considered appropriate, subject to further detail in due course.

The analysis of historic photos is inconclusive regarding the original window pattern for Kings House, however the research into other Knowles buildings demonstrates that the window types often vary between floors, and although individual levels of these buildings tend to be relatively uniform, it is considered that the proposed introduction of casement door access to some (but not all) of the openings at the balcony levels would be acceptable. It is noted that the alignment of the door positions creates a rhythm that is in keeping with the terraced house form.

To the rear elevation, two storey extensions with roof terraces are proposed to each of the three outriggers. The design of the extensions to the outriggers has been revised during the pre-planning process. The bulk of the outriggers when viewed from Second Avenue has been improved by the re-design of the top level as a mansard form, and the impact is similar to other nearby terraces fronting Kingsway. The glazed balustrades to the roof terraces would add visual clutter to the roofscape, however they have been set behind the mansard roof which would assist in reducing their impact. Overall, the proposed arrangement is considered acceptable.

Internally, the building would be converted to 69 residential units set over all floors with a relocation of stairwells, installation of new lift shafts and the installation of new cycle parking facilities within the basement. The orientation of the internal layout to better reflect the buildings origins as a row of 7 houses is achieved by reinstating the spine walls between the units and using the original locations of the reflected staircases as the positions for the circulation cores. This layout is not followed on the ground floor; however no further erosion of

historic planform is proposed either. The prioritization of the principle rooms at the front of the building, where subdivision is limited, is welcomed.

Whilst there are reservations over disguising the lift overrun structures with false chimneys, this is considered preferable to bold, honest protrusions and is therefore accepted in this instance, particularly as the original chimneys have been removed from the rear.

During the assessment of the application a number of amendments have been sought in order to address Heritage concerns including revised entrance steps and boundary wall treatment to King's House, revised balcony details, revised external doors in addition to other minor adjustments and internal alterations.

## **8.6 Demolition / Construction of New Build Blocks**

The proposal seeks consent for the demolition of the existing rear extension and the construction of a new build ten storey block fronting onto Grand Avenue, in addition to a six storey block fronting onto Second Avenue.

The existing extension to Kings House is substantial and although modern, appears dated and is unsympathetic to the listed building. The proposal would involve the removal of the extension and the reinstatement of the rear elevation of Kings House. The main listed building would be adjoined to the new Grand Avenue block via a lightweight glazed link set well back from the frontage. As a result, Kings House would be visually separated from the rest of the site which would improve its setting and would also better reflect the original estate plan.

The proposed Grand Avenue new build is considered to be taller than desirable, however the re-design of this block through the pre-planning process has resulted in a slightly lower building which is more refined and pays respect to the listed building and setting. The proposed design acknowledges the traditional vertical proportions with the double height brick openings, whilst avoiding a pastiche design. The texture created by the variations in balcony projection and brick detailing add subtle but essential qualities which are welcomed.

The set-back of the upper floors and the proposed alternative material is considered appropriate as the proposed excess height above Kings House would be less obvious in views from Grand Avenue as a result. Although the design of the proposed development is considered to be acceptable in this context, the modern appearance and scale will cause at least some harm to the setting of Kings House.

The Second Avenue building comprises a six storey block of flats, set within the existing rear carpark area. Whilst the block would be slightly taller 2 Second Avenue to the north, the proposal would effectively infill the open plot whilst respecting the rear outrigger of Kings House, and the respective building lines, plot widths / depths of adjacent plots. The proposal would also include a proposed front boundary wall which would be set on the same line as that of 2 Second Avenue to north, whilst continuing through the new proposed eastern entrance gate to the boundary wall of Kings House. This would create a well-



defined plot and would effectively tie the building into the streetscene and curtilage if the listed building.

As identified above, there would be some harm to the setting of the listed building in terms of the proposed scale and form of the proposed new building blocks. It is however considered that there are a number of heritage benefits associated with the development as set out below:

- Removal of the 1980s extension
- Removal of harmful internal / external features and reinstatement of traditional features to the listed building
- Returning the principle elevation of Kings House onto Kingsway
- Improvement to the fabric and setting of the listed building
- Significant public realm improvements

It is acknowledged that harm is identified on site in terms of the scale of the building in relation to the listed building in addition to the visual presence within the conservation area. As identified above, in this case there are a number of heritage benefits associated with the proposed development and therefore the identified harm would not warrant refusal in this case.

Overall it is considered that the development would sit well its context and as a contemporary design would pay respect to the listed building. The proposed landscaping and boundary treatment will add significant quality to the appearance of the scheme. The proposed design and visual appearance of the external alterations to Kings House in addition to the design, scale, finish and massing of the new build blocks is considered acceptable and would preserve the special interest of the Grade II Listed Building on site.

## **8.7 Conclusion**

The proposal would retain the special architectural and historic significance of this important Grade II Listed Building and its setting. Officers consider that the demolition of the extension and erection of the new blocks is acceptable and proportionate. The proposal would provide for a viable long-term use of the listed building (reverting back to its original historic residential use).

It is considered that the proposed conversion, alterations and new build extensions would not adversely affect the special architectural and historic character and appearance of the building or its setting, or result in irreversible loss of historic fabric and there would be a number of heritage benefits associated with the proposal. This is subject to a number of specific conditions that would secure, amongst other matters, material samples, a detailed method statement for the removal of concrete to ground floor entrances, large scale elevations of masonry and joinery details, internal door details, dry riser inlet details and details of the proposed front entrance lamps to the southern elevation of Kings House. The proposal is therefore compliant with policies HE1 and HE2 of the Brighton and Hove Local Plan, policy CP15 of the City Plan and the National Planning Policy Framework.

**9. EQUALITIES**

9.1 No implications identified.