

<u>No:</u>	BH2020/01952	<u>Ward:</u>	Regency Ward
<u>App Type:</u>	Listed Building Consent		
<u>Address:</u>	Land to The Rear Of Hilton Brighton Metropole 106 - 121 Kings Road Brighton BN1 2FU		
<u>Proposal:</u>	Redevelopment incorporating demolition of existing buildings on Cannon Place & St Margaret's Place and erection of a building between four to nine storeys to create a 221 room hotel (C1) including retention of Grade II listed facades at nos 31 and 32 Cannon Place.		
<u>Officer:</u>	Chris Swain, tel: 292178	<u>Valid Date:</u>	30.07.2020
<u>Con Area:</u>	Regency	<u>Expiry Date:</u>	24.09.2020
<u>Listed Building Grade:</u>	Grade II		
<u>Agent:</u>	Lichfields 14 Regents Wharf All Saints Street London N1 9RL		
<u>Applicant:</u>	Topland Neptune Limited C/o Lichfields 14 Regents Wharf All Saints Street London N1 9RL		

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. All new and replacement rainwater goods, soil and other waste pipes shall be in cast iron and shall be painted to match the colour of the background walls and retained as such thereafter.
Reason: To ensure a satisfactory appearance to the development and to comply with policy HE1 of the Brighton & Hove Local Plan and CP15 of the Brighton & Hove City Plan Part One.

2. The works hereby permitted shall not be commenced until full details of the lead dormers and dormer windows within the new mansard roof including 1:20 scale sample elevations and sections have been submitted to and approved in writing by the Local Planning Authority. Notwithstanding the details shown on the proposed elevations the dormer windows should be single 2 over 2 timber sashes. The works shall be implemented in strict accordance with the agreed details and maintained as such thereafter.
Reason: As insufficient information has been submitted, 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.

3. No cables, wires, aerials, pipework meter boxes, ventilation grilles or flues shall be fixed to or penetrate any external elevation, other than those shown on the approved drawings, without the prior consent in writing of the Local Planning Authority.

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.

4. All railings shown on the approved plans shall be painted black and retained as such thereafter.

Reason: To ensure the satisfactory preservation of this listed building and to comply with policies HE1 and HE4 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
Proposed Drawing	11231-EPR-ZZ-GF-DR-A-32-0001	P1	16 July 2020
Location Plan	11231-EPR-00-XX-DR-A-01-0310	P2	19 October 2020
Proposed Drawing	11231-EPR-00-XX-DR-A-01-0312	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-B1-DR-A-02-2199	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-00-DR-A-02-2200	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-01-DR-A-02-2201	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-02-DR-A-02-2202	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-03-DR-A-02-2203	P2	19 October 2020

Proposed Drawing	11231-EPR-ZZ-04-DR-A-02-2204	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-05-DR-A-02-2205	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-EL-DR-A-04-2100	P1	16 July 2020
Proposed Drawing	11231-EPR-ZZ-NO-DR-A-04-2101	P1	16 July 2020
Proposed Drawing	11231-EPR-ZZ-AA-DR-A-05-3100	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-BB-DR-A-05-3101	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-04-DR-A-27-0100	P1	16 July 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0010	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0011	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0012	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0013	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0014	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0015	P2	19 October 2020
Proposed Drawing	11231-EPR-00-ZZ-DR-A-31-0016	P2	19 October 2020
Proposed Drawing	11231-EPR-ZZ-GF-DR-A-32-0002	P1	16 July 2020

Proposed Drawing	11231-EPR-ZZ-GF-DR-A-32-0003	P1	16 July 2020
Proposed Drawing	11231-EPR-ZZ-GF-DR-A-32-0004	P1	16 July 2020
Proposed Drawing	11231-EPR-ZZ-GF-DR-A-32-0006	P1	16 July 2020

2. SITE LOCATION

- 2.1. The application site relates to Nos. 31-32 Cannon Place, a grade II listed building that is sited on the corner of Cannon Place and St Margaret's Place. The original internal structure and roof have been lost over time and have been subsumed within the conference facilities of the Brighton Metropole Hotel.
- 2.2. The site is located within the Regency Square Conservation Area, which is centred around Regency Square, located to the west of the development, which is characterised by 19th Century residential properties. There are several listed buildings within its vicinity, including the Grand Hotel to the south east of the site and Nos. 2 and 3 St Margaret's Place and No.30 Cannon Place immediately to the north.

3. RELEVANT HISTORY

- 3.1. Other than the concurrent full planning application for the proposed new hotel there is no recent relevant history of planning applications or listed building consents on the site.
- 3.2. **PRE2020/00071** - Part redevelopment of the Hilton Brighton Metropole to create a new hotel to the North of the Metropole Hotel building. The facades of the existing Grade II listed numbers 31 and 32 Cannon Place to be retained.
- 3.3. **BH2020/01951** - Redevelopment incorporating demolition of existing buildings on Cannon Place & St Margaret's Place and erection of a building between four to nine storeys to create a 221-room hotel (C1) including retention of Grade II listed facades at nos 31 and 32 Cannon Place. Currently under consideration.
- 3.4. Pre-application advice from officers
PRE2020/00071 - Part redevelopment of the Hilton Brighton Metropole to create a new hotel to the North of the Metropole Hotel building. The facades of the existing Grade II listed numbers 31 and 32 Cannon Place will be retained.

- 3.5. The Heritage Team were consulted as part of the pre-application process, and their response in respect of the listed building is added below.

Heritage Comments

- 3.6. The incorporation of the listed building at 31-32 Cannon Place as an integral element of the hotel is welcomed given that the significance of this building appears to now lie only in its exterior, and the opening up of the doorway beneath the portico as a secondary hotel access is very much supported.. The repair and restoration of these imposing corner facades, to include more appropriate entrance doors, is again welcomed. There would be no objection to a mansard roof addition as shown, given the past loss of the original roof, and it would help to mitigate the change in height to the new building.

4. APPLICATION DESCRIPTION

- 4.1. This listed building consent application was submitted alongside an application for planning permission for the redevelopment of part of the Brighton Metropole Hotel site, including the demolition of existing buildings containing conference facilities on Cannon Place & St Margaret's Place and the erection of a building between four to nine storeys to create a 221 room hotel (C1).
- 4.2. As part of this redevelopment, Listed Building Consent is sought for alterations to the grade II listed 31 and 32 Cannon Place including demolition of the non-original interior structure and roof and the creation of a new mansard roof with dormers.

5. REPRESENTATIONS

- 5.1. **Six (6)** letters has been received objecting to the proposed development for the following reasons:

Design / Appearance

- Excessive height of proposed new building,
- Out of keeping with the Conservation Area and neighbouring listed buildings,
- The proposed mansard roof is out of character and harms the listed building,
- No masterplan of the area has been provided,
- Zinc cladding mansard to the proposal hotel is inappropriate
- Proposals do not fully respect of reference the existing heritage assets within the area,
- Detailing of listed building inappropriate,
- Adverse impact on listed building,

Transport

- Will result in increased traffic resulting in noise, air pollution and congestion,
- Will increase parking pressures in the immediate area,

- Disruption to pedestrians using the footway due to drop offs and hotel deliveries,
- Restricted access for hotel drop-offs,
- The Transport Assessment is flawed,
- The hotel will not be 'car free'
- Proposal unsafe for pedestrians,
- Lack of cycle lanes on Cannon Place

Impact on neighbouring amenity

- Loss of daylight and sunlight to adjoining properties,
- Loss of privacy with views into adjoining properties,
- Overbearing on neighbouring properties,
- Increased noise disturbance during construction,
- Increased noise disturbance through the operation of the hotel (plant / deliveries etc) and also through increased footfall from users of the hotel, including those also using the bar facilities,
- Noise and disturbance from the open hotel courtyard,
- Wind tunnel impact, especially on St Margaret's Place
- Sunlight and daylight assessment inadequate,
- Restriction of view,

Other Considerations

- City doesn't need any more hotels,
- Should be used for housing,
- Further strain on surrounding infrastructure
- Lack of greening or biodiversity measures proposed,
- Concerns raised with the Noise Assessment as the plant and ventilation strategies and locations are not know at this stage,
- Concern that this is the first of a piecemeal development of the wider site,
- Air quality concerns,

5.2. Regency Square Area Society: objection

The Society objects on the following grounds:

- The proposal does not address concerns highlighted by the planning department, amenity groups or residents during pre-application consultations,
- The Cannon Place and St Margaret's Place Street frontages would not be fully repaired by the proposals,
- Significant Highways impacts over and above that set out in the TA,
- The mansards to both the new build and the listed building are inappropriate and would harm the buildings and the public realm including the conservation area.

6. CONSULTATIONS

Internal

6.1. **Heritage:** No objection

The detailed assessment of the listed building at 31-32 Cannon Place is very much welcomed. The incorporation of the listed building as an integral element of the hotel is also welcomed given that the significance of this building now lies in its main street facades and its historic interest; the opening up of the central doorway beneath the pediment as a secondary hotel access is supported as are the restoration works proposed. There is no objection to a mansard roof addition with raised parapet as shown, given the past loss of the original shallow hipped roof and current flat roof, and it would help to mitigate the otherwise abrupt change in height to the new building, A slated mansard style roof rather than a contemporary additional storey is preferred as shown, so as to clearly distinguish the listed building from the new-build hotel.

6.2. It is considered that the proposals would preserve the significance of the listed building at 31-32 Cannon Place and would enhance the appearance of the Regency Square conservation area and enhance the settings of the locally listed Metropole Hotel and the listed buildings in Cannon Place and St Margaret's Place.

6.3. Conditions are recommended in respect of the mansard window details, painting of railings and rainwaters good and approval of materials.

External Consultees

6.4. **Conservation Advisory Group (CAG):** Objection

The Group welcomes the ambition to repair, restore and activate the street scene of Cannon Place, some changes to the pre-application consultation blocky design and the retention of the facade of the Grade II listed 31-32 Cannon Place and Royal Newburgh Assembly Rooms. The Group nevertheless recommends refusal for the reasons below.

- There is no supporting 'master site plan' for the rest of the applicant's Metropole conference buildings.
- The Wilds and Busby designed façade to the No.1 St Margaret's Place (the Royal Newburgh Assembly Rooms) as well as the exquisite Grade II Listed early 19th Century houses at 27 - 32 Cannon Place are only 4 storeys high and would be dominated by the height and mass of the proposed development,
- Mansard style roofs are not characteristic of the conservation area and that proposed for the Grade II listed 31-32 Cannon Place would be particularly inappropriate.

- The metal clad upper floors of the new build have an unattractive industrial character which is emphasised by their overwhelming mass,
- The SE tower is misrepresented in the application's visuals. It should be at least one storey lower and with reduced bulk,

6.5. **Historic England: No objection.**

Historic England is supportive in principle of the redevelopment of the site. The proposal and the potential to deliver improvements to the character and appearance of the Regency Square Conservation Area. It will also deliver enhancements to the facades of the grade II listed 31-32 Cannon Place. However, we have concerns regarding the applications on heritage grounds due to the design of the tall and visually dominant mansard roof and that the roof level plant closures are visible in some views. We recommend that amendments to the design of the scheme are sought to reduce the height of the mansard roof element to a single storey and that the roof plant enclosures are not visible at street level.

7. MATERIAL CONSIDERATIONS

7.1. 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

7.2. 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 and Brighton & Hove Waste Local Plan (February 2006); Saved Policies WLP 7 and WLP8 only - site allocations at Sackville Coalyard and Hangleton Bottom and Hollingdean Depot.

7.3. 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.

8. POLICIES

The National Planning Policy Framework (NPPF)

Brighton & Hove City Plan Part Two

Policies in the Proposed Submission City Plan Part 2 do not carry full statutory weight but are gathering weight as the Plan proceeds through its stages. They provide an indication of the direction of future policy. Since 23 April 2020, when the Plan was agreed for submission to the Secretary of State, it has gained weight for the determination of planning applications but any greater weight to be given to individual policies will need to await the outcome of the Regulation 19 consultation, which ended on the 30 October 2020.

Brighton & Hove City Plan Part One

SS1 Presumption in Favour of Sustainable Development
CP15 Heritage

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

HE1 Listed buildings
HE2 Demolition of a listed building

Supplementary Planning Guidance

SPGBH11 Listed Building Interiors

Supplementary Planning Documents

SPD09 Architectural Features

9. CONSIDERATIONS & ASSESSMENT

- 9.1. As the application is for listed building consent, the sole considerations in the determination of this application relate to the impact of the proposals on the listed building.
- 9.2. The impacts on any designated heritage assets and their settings are required to be assessed in accordance with national and local planning policy and in accordance with the relevant Acts of Parliament. At national level this is the National Planning Policy Framework (NPPF) and locally under policy CP15 of CPP1 and policies HE1 and HE3 of the saved Local Plan.
- 9.3. In considering whether to grant planning permission which affects a listed building or its setting the Council has a statutory duty to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 9.4. Case law has held that the desirability of preserving a listed building or its setting must be given “considerable importance and weight”.
- 9.5. As part of the wider redevelopment to create a new standalone hotel works are proposed to the Listed Buildings at 31 and 32 Cannon Place.

- 9.6. These buildings incorporate part of the frontage, in St Margaret's Place, of the former Royal Newburgh Assembly Rooms, of c1833, designed by Amon Wilds and Charles Augustine Busby. The building is four storeys over basement, with a one-window range to Cannon Place and a 7-window range to St Margaret's Place, faced in painted stucco. To the St Margaret's Place frontage is a pediment with two columns in antis that have Egyptianising capitals. The building is now much altered with a 1970s extension to the west of the pediment, a flat roof replacing the original shallow hipped roofs and an internal concrete frame that has wholly replaced the original interior.
- 9.7. The proposal includes removal and replacement of the existing flat roof with a mansard type arrangement with dormers and refurbishment of the frontage and include the opening up of the central doorway on the St Margaret's Place elevation.
- 9.8. The Heritage Team are supportive of the proposals and state the following:
“The incorporation of the listed building as an integral element of the hotel is also welcomed given that the significance of this building now lies in its main street facades and its historic interest; the opening up of the central doorway beneath the pediment as a secondary hotel access is supported. The details of this reinstated entrance, as well as the false door to the Cannon Place elevation are considered well-detailed and appropriate. The full repair and restoration of these imposing corner facades is again welcomed. There is no objection to a mansard roof addition with raised parapet as shown, given the past loss of the original shallow hipped roof and current flat roof, and it would help to mitigate the otherwise abrupt change in height to the new building. A slated mansard style roof rather than a contemporary additional storey is preferred as shown, so as to clearly distinguish the listed building from the new-build hotel.”
- 9.9. It is considered that the mansard window pattern to the listed Cannon Place building is still not traditional and would not match the large-scale mansard section detail, which appropriately shows a vertically sliding sash arrangement. A simpler 2 over 2 sash pattern would be more appropriate, and there are also some concern about the 'boxiness' of the lead surrounds. However, these issues could be controlled by a condition requiring 1:20 scale section and elevation details of the dormers and dormer windows to the listed building to be submitted and approved.
- 9.10. Notwithstanding their concerns in respect to the certain elements of the new build hotel Historic England have not raised any concerns about the proposed mansard roof on the listed buildings at 31-32 Cannon Place.

- 9.11. Whilst the Conservation Area Group and the Regency Square Residents' Association have objected to the introduction of a mansard roof arrangement above the listed building, the applicant's approach is considered appropriate for the reasons set out by the Heritage Team above.
- 9.12. Conditions are recommended in respect of further large-scale details for the dormer and dormer windows, requirements for the cast iron railings and rainwater goods and a condition precluding cables, wires, aerials, pipework meter boxes, ventilation grilles or flues on street elevations.
- 9.13. Subject to the recommended conditions, the proposed works would not harm the historic character or appearance of the Grade II listed building in accordance with policy HE1 of the Brighton & Hove Local Plan and CP15 of the Brighton & Hove City Plan Part One.

10. EQUALITIES

- 10.1. The proposed new hotel includes a disabled access to the Cannon Street elevation and lifts throughout.

