



SAM·JOHNSON  
HERITAGE

# Interim Report Worthing Conservation Area Review

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Project Ref: 23/002



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# 1. Introduction

- 1.1. Sam Johnson Heritage Ltd. (SJH) is an independent consultancy advising on managing change to the historic environment. Sam Johnson holds post graduate qualifications in Town Planning and Development, and Historic Environment Conservation. She spent ten years working for English Heritage and Historic England as an Inspector of Historic Buildings covering London, Surrey, and Sussex before setting up her private consultancy in 2019.
- 1.2. SJH was appointed by Worthing Borough Council in October 2022 to carry out a review of two existing conservation areas, and to consider the potential for the designation of a new conservation area within the Worthing Council area. The project stems from an application from The Worthing Society, an active local amenity group to:
  - Carry out a boundary review of the existing Steyne Gardens Conservation Area
  - Carry out a boundary review of the existing Goring Hall Conservation Area
  - Assess the potential for designating a new conservation area centred on Marine Gardens west of Worthing town centre.
- 1.3. The Brief for the project required the production of an interim report to include:
  - A summary of research conducted regarding the three areas;
  - A recommendation as to the appropriateness of agreeing the Worthing Society's suggested conservation area boundaries, or alternative boundaries; and/or the potential for a new conservation area;
  - Recommendations regarding the appropriateness of applying Article 4 Directions and Management Plans for the Conservation Areas.
- 1.4. Subsequent to the agreement of the recommendations in this interim report, further agreed outputs will comprise:
  - Production of full Conservation Area Character Appraisals for each of the agreed areas/boundaries to include an assessment of historic and architectural interest; a statement of significance and summary of important features and characteristics within each area;
  - GIS Mapping for revised boundaries and inclusion of relevant characteristics and features within mapping layers;
  - Provision of photographic records;
  - Provision of Conservation Area Management Plans and suggested Article 4 Directions as appropriate.



- 1.5. The following report is intended to summarise activities undertaken by SJH to date, and to set out the proposed next steps for the production of the relevant CACAs.
- 1.6. The conservation areas were visited by SJH and associate Gingerbread Heritage Ltd during December 2022 and January 2023.

## Summary Recommendations

- 1.7. The following report concludes that:
  - Steyne Gardens Conservation Area is extended by the addition of Denton Gardens, Beach House Grounds and Beach House Park
  - Goring Hall Conservation Area is not extended, but a revised CACA should recognise the positive contribution that is made to the setting of the conservation area from the 'Goring-Ferring Gap';
  - A new conservation area is created centred on Marine Gardens, with a tightly drawn boundary around the mid-century blocks of flats that radiate from Marine Gardens.



## 2. Legislative background

- 2.1. The provisions for the designation and management of conservation areas are set out under The Town and Country Planning (listed Buildings and Conservation Areas) Act 1990. It sets out a number of requirements that Local Planning Authorities must periodically undertake. These include:
- Local planning authorities must determine areas which it is desirable to preserve and enhance, and designate them as conservation areas (section 69 [1]);
  - Local planning authorities must review their past activities in this area, including existing conservation areas, and to add more conservation areas (section 69 [2]);
  - Local planning authorities are to formulate and publish proposals for the preservation and enhancement of conservation areas and consult the public in the area in question, taking account of views expressed (section 71 [1 and 2]);
  - In the exercise by local planning authorities of planning functions within the conservation area 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area' (section 72 [1]).
- 2.2. The National Planning Policy Framework (NPPF) also sets out the policy framework for decisions taken about the designation of conservation areas, and the management of them. Paragraph 191 states that when considering the designation of conservation areas, 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.
- 2.3. Paragraph 206 states that local planning authorities should look for opportunities for new development within Conservation Areas to enhance or better reveal their significance. Paragraph 207 sets out that not all elements of a Conservation Area will necessarily contribute to its significance and that loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.
- 2.4. Historic England has produced Advice Note 1 (Conservation Area Appraisal, Designation and Management). It recommends a staged approach to appraisal, designation and management of conservation areas. Where new conservation areas or extensions to existing conservation areas are under consideration, it recommends an initial scoping exercise to consider the significance of an area, and whether designation would address problems within an area. It suggests considering the following questions:



- Does the area have sufficient architectural or historic interest for the area to be considered 'special'?
- Is this experienced through its character or appearance?
- Is it desirable for that character or appearance to be preserved or enhanced, and what problems could designation help to solve.

2.5. The advice note goes on to set out the different types of special architectural and historic interest which have led to designation. These include:

- areas with a high number of nationally or locally designated heritage assets and a variety of architectural styles and historic associations;
- those linked to a particular individual, industry, custom or pastime with a particular local interest;
- where an earlier, historically significant, layout is visible in the modern street pattern;
- where a particular style of architecture or traditional building materials predominate;
- areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of Parks and Gardens of special historic interest.

2.6. It notes that conservation area designation is rarely appropriate for protecting the wider landscape. Agricultural use of land falls outside the planning framework and is not affected by designation as a conservation area, but it can protect open areas particularly where the character and appearance concerns historic fabric, to which the principal protection offered by conservation area designation relates. Similarly, a designation made solely to protect veteran trees is unlikely to meet the criteria of special architectural or historic interest as set out in the NPPF, where Tree Preservation Orders (TPOs) would be a more appropriate route for protection.

2.7. The following report is intended to provide Worthing Borough Council with recommendations as to the appropriateness of designating a new conservation area centred on Marine Gardens, and extending two existing conservation areas at Steyne Gardens and Goring Hall. To assist in this exercise, the above considerations will be assessed, and recommendations made accordingly.



## 3. Steyne Gardens Conservation Area

### Background

- 3.1. The Steyne Gardens Conservation Area is one of the thirteen conservation areas located in and around the centre of Worthing. Of those, four conservation areas have a southern boundary along the seafront. Steyne Gardens Conservation Area was first designated on 14 March 2000, and a short Conservation Area Appraisal dated September 2001 is available on Worthing Borough Council's website. Given the age and succinct character of the CACA, it is reasonable that the conservation area is now reviewed, as required by Section 69(2) of the Act.



Figure 1: Worthing's Conservation Areas, with an eastern concentration at the Town Centre and Seafront

- 3.2. The existing conservation area boundary is shown below. The current conservation area includes within it fourteen statutory list entries, several of which cover terraces or multiple properties. There are further buildings on the local list on Alfred Place, Brighton Road, Elm Road, High Street, Marine Parade, Steyne Gardens, Warwick Place, Warwick Road and York Road. Steyne Gardens is on the Register of Parks of Historic and Local interest, as are Denton Gardens, Beach House Grounds and



Beach House Park. A full list of existing designated and non-designated heritage assets within the current (and proposed) Steyne Gardens Conservation Area boundary is provided at Appendix 1.

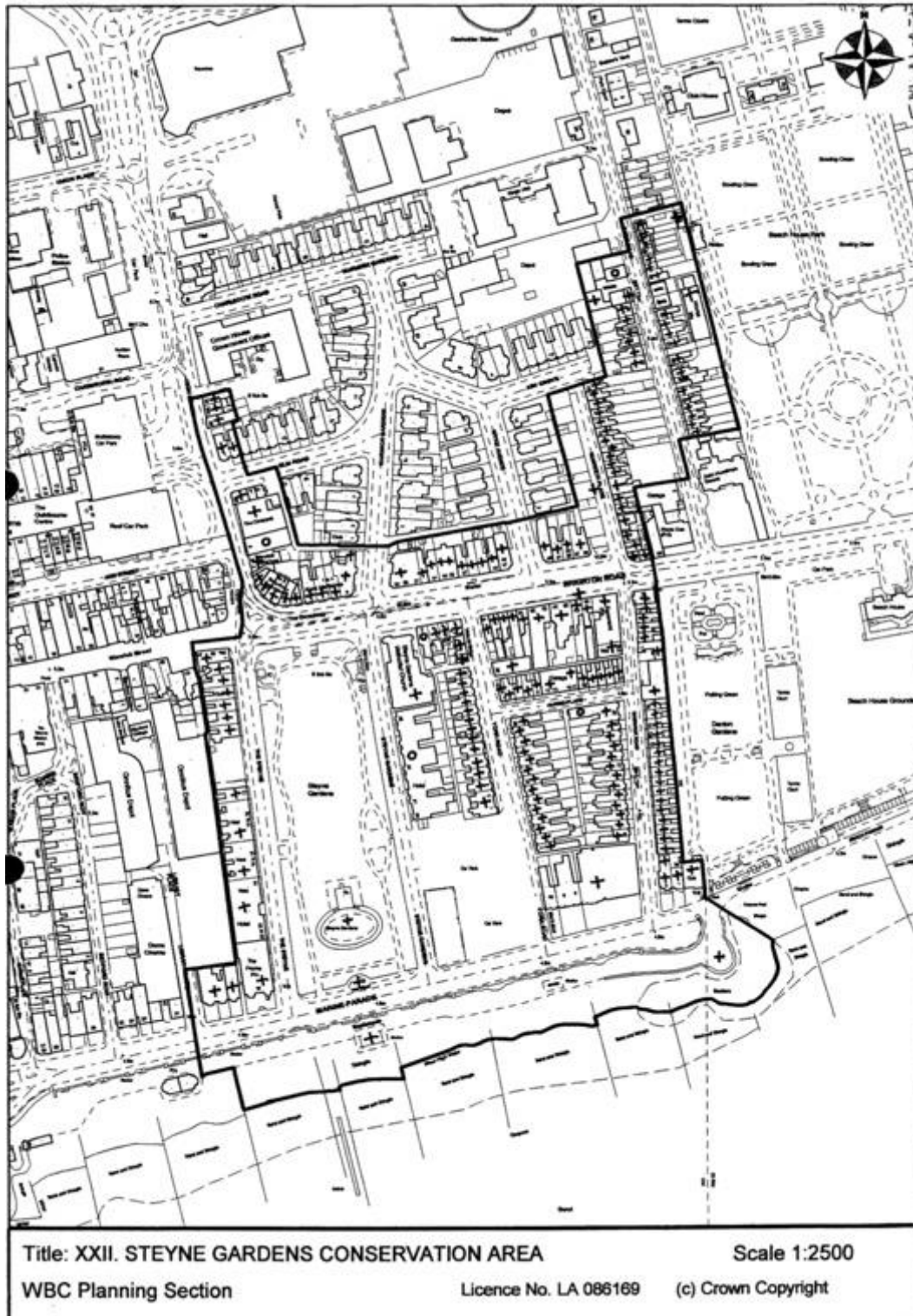


Figure 2: Existing Steyne Gardens Conservation Area boundary



- 3.3. There has been some redevelopment within the existing conservation area boundary, most notably the construction of a new block of flats on the site of the former Warnes Hotel, and a further residential block (The Eardley) to the east. The existing map also shows only the boundaries of the area, and not the features of historic or architectural interest which are commonly mapped as part of a modern CACA. The current map of the conservation area is therefore out of date and requires updating, regardless of any extension to the boundaries of the conservation area.
- 3.4. The Worthing Society submitted a request to consider enlarging the Steyne Gardens Conservation Area to include the green spaces east of the existing conservation area: Denton Gardens, Beach House Gardens and Beach House Park. Their submission included a summary of the historic interest of these spaces, all of which once formed part of the estate of Beach House, the grade II\* listed villa located between Denton Gardens and the modern Splash Point building.

## Summary of Special Interest

- 3.5. Steyne Gardens, so named in deference to the architectural set-piece at close neighbour Brighton, is located on an historically important north-south axis, High Street, and was developed during the late 18<sup>th</sup> and early 19<sup>th</sup> century when Worthing underwent a rapid period of expansion as a seaside tourist destination. Many of the road names reflect the patronage of George Greville, the 4<sup>th</sup> Earl of Warwick, who bought a recently completed house at the south end of High Street, and renamed it Warwick House. The oldest buildings within the conservation area are of this date, including the two listed terraces on the west side of Steyne Gardens.
- 3.6. The conservation area is predominantly made up of buildings of 19<sup>th</sup> century date, with some earlier and later exceptions. Buildings are generally of up to four storeys, with a mix of larger and smaller scale terraces. There is a high concentration of listed and locally listed buildings within the conservation area. Those benefiting from statutory protection are generally the late 18<sup>th</sup> century or earlier 19<sup>th</sup> century buildings, which are classically designed, brick built or stuccoed and include typical details of the period including butterfly roofs, sash windows, panelled doors with fanlights, parapets, balconies and iron railings.
- 3.7. Later 19<sup>th</sup> century buildings include residential and commercial examples, the former group including canted or square bay windows, gables and barge boards; the latter with traditional shop fronts and residential units above. The early 20<sup>th</sup> century shopping parade of at the north end of Steyne Gardens is an eclectic building with features of half timbering, pargeting, bays, gables and towers combining to playful effect.
- 3.8. The area benefits from the public open space of Steyne Gardens, and is bounded to the east by Denton Gardens and Beach House Grounds and Park, which are included on Worthing's Register of Parks of Historic and Local Interest, but which currently fall outside of the conservation area. There are also a handful of former industrial and civic buildings and two characterful public houses, one with a surviving brewery within the conservation area.
- 3.9. The Steyne Gardens Conservation Area is important principally for its historic and architectural interest, but also has some evidential and communal value associated with the pre-18<sup>th</sup> century history of Worthing; and the commemorative values of the seaside resort and/or memorials and places of worship within it.

## Significance of proposed extended areas





- 3.10. The Worthing Society submitted an application for the consideration of an extended Steyne Gardens Conservation Area to include the following additional areas and/or buildings:
- Beach House and Beach House Grounds on the south side of Brighton Road
  - The southern part of Beach House Park north of Brighton Road
  - The former Royal Oak Public House on Brighton Road
  - Denton Gardens
  - Beach Parade
  - The Lifeboat Memorial Garden on the seafront
- 3.11. The Worthing Society has ably set out the historic interest of these areas in their submission.
- 3.12. Beach House is Grade II\* listed mansion house and a celebrated building within Worthing. Built in 1820 to designs by John Biaggio Rebecca, it is considered a fine example of Regency architecture. Rebecca also built Worthing's town church St Paul's (grade II); and the nearby grade I listed Castle Goring.
- 3.13. The grounds of the former Beach House formerly stretched uninterrupted down to the seafront; and the integrity of the setting of the house has been compromised by historic and more recent development including the Splash Point Centre, children's playground and volleyball courts. The clear views to the sea are interrupted by the Beach Chalets, but these in themselves represent a later part of the social and architectural history of the town.
- 3.14. The walks and drives around the house are now lost, but the layout of the planting remains legible, and the intervisibility between the house and seafront continues to be important within the townscape. On the seafront at the southern end of Beach House Grounds is the Lifeboat Memorial Garden.
- 3.15. Beach House Park on the northern side of the Brighton Road was once part of Beach House estate, as was Denton Gardens to the west. Sales particulars of 1873 show the layout of the grounds at this time, with the pleasure grounds and walks concentrated around Beach House itself; and productive kitchen gardens laid out west of the house. Denton Gardens and Beach House Park at this date are open spaces with a perimeter walk around Beach House Park, and modest garden areas to the Warwick Road terraces along the western edge of what is now Denton Gardens.
- 3.16. The land now comprising Beach House Park was acquired by the Council in 1922 for the people 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.
- 3.17. The northern section of Beach Park today is lower quality than the area south of the Pavilion, with some modern development and car parks detracting from the character of the parks.

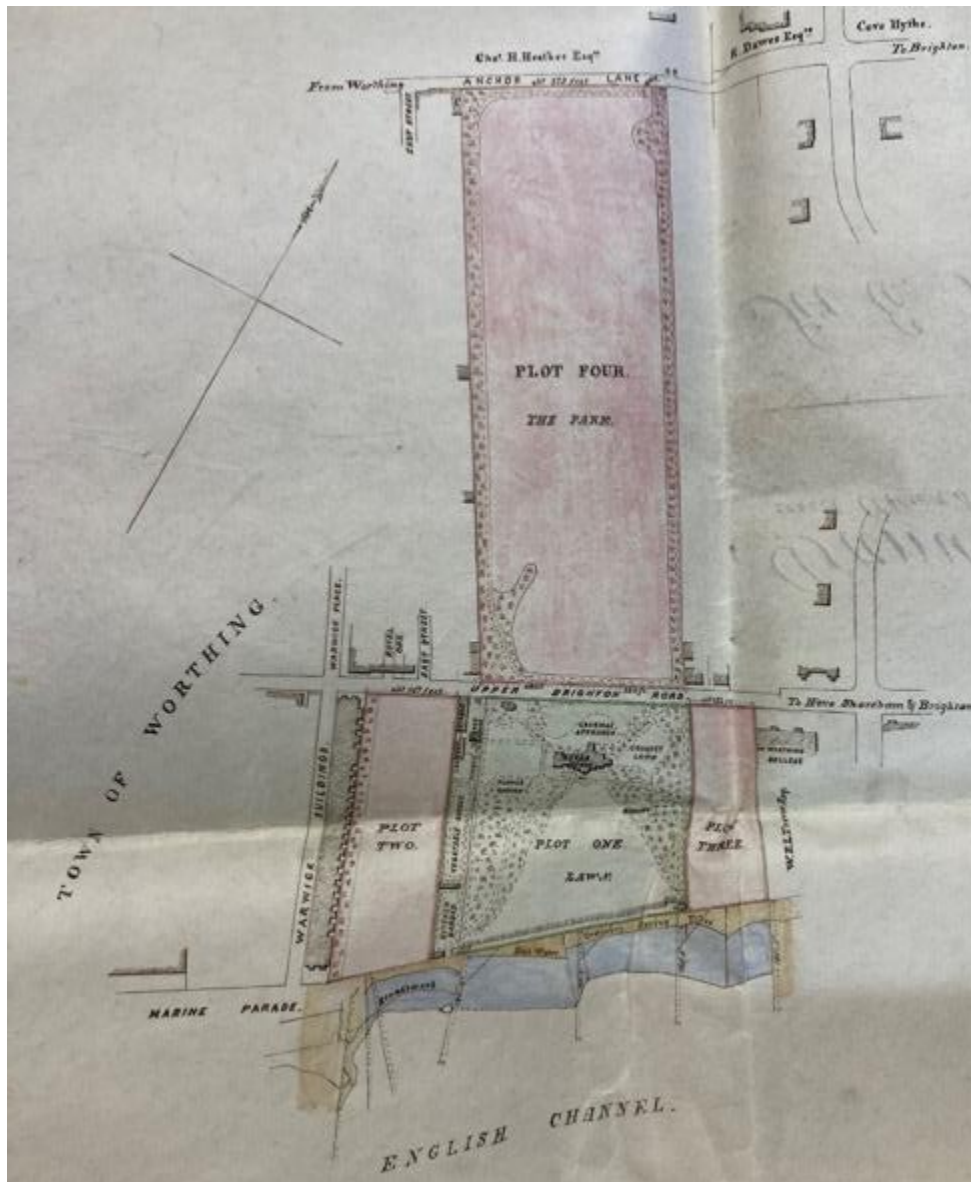


Figure 3: Extract map from the sales particulars associated with Beach House, 1873



Figure 4: OS Map Extract 1934

3.18. 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.



## Recommendations

- 3.19. Returning to the criteria for designating conservation areas, it is clear that the designed elements of these three green spaces are of some age and have historic value through illustration of the evolving seaside history and activity of the town and through association with notable events and persons of Worthing.
- 3.20. Denton Gardens and Beach House Park both have high aesthetic values as interwar public spaces. Their layouts date from this period, as does some of the planting. Later planting reinforces or replaces historic planting, and the spaces are well maintained, both by active local amenity groups and council staff. The buildings within these parks are contemporary with the setting out of the landscapes and some appear on local lists. The flint wall along the east side of Denton Gardens formed part of the kitchen gardens belonging to Beach House.
- 3.21. Beach House Grounds are more altered, particularly by parking areas and modern buildings on the periphery of the space. The presence of the playground and volleyball court, somewhat concealed behind an artificial bund are also harmful to the setting of the grade II\* listed house by introducing alien features in the near context of the pleasure gardens of the house. Nevertheless, the grassed area south of Beach House, which fans out from the Centre of the house in an arc to allow views toward the sea has been retained, as have some specimen trees which appear on historic OS maps. The Beach Chalets are of mid 20<sup>th</sup> century date, and are on the local interest list. While they do curtail views from Beach House Grounds, the central area remains clear of development, and buildings themselves offer a raised viewing platform as an extension of the promenade.
- 3.22. In summary, this area is considered to have sufficient architectural and historic interest to justify a local designation and the recommendation is to extend the Steyne Gardens Conservation area to include Denton Gardens, Beach House Grounds and Beach House Park. A modest change is also proposed to capture the former Royal Oak Public House on Brighton Road and the garage to the rear, along with the modern Park Lodge Development on the east side of Park Road. These two buildings are not of any historic interest, but this is not in itself reason to exclude them from the conservation area, as they are within the setting of locally and statutorily designated heritage assets, and inclusion within the conservation area will allow development within the vicinity of them to be controlled. There are other examples of modern buildings or neutral contributors which are also included within the conservation area boundary in order to capture the surrounding streetscape.
- 3.23. The proposed boundary for the Steyne Gardens Conservation Area is included at Annex 2.
- 3.24. It is further recommended that a revised Conservation Area Character Appraisal is undertaken for Steyne Gardens, to include areas within the amended boundary. This would discharge the duties on Worthing Borough Council to review its activities in relation to conservation areas. The CACA would follow the format of those recently completed for Adur by SJH and would include suggested management policies within a Conservation Area Management Plan. A key management policy would be to review the existing Article 4 Direction for the area and to amend the scope of it to include additional planning controls for:
- Any works fronting a highway or public right of way, and which would involve:
- 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;
- Any alteration involving removal or replacement of windows or doors.

3.25. It is recommended that the proposal to extend the conservation areas is discussed at an early opportunity with Worthing Borough Council's Parks Team. This is owing to the potential for additional consents that may be required for tree work within the newly designated parks and gardens within the conservation area.



## 4. Goring Hall Conservation Area

### Background

- 4.1. Goring Hall Conservation Area was first designated on 29 April 1997. An undated short conservation area character appraisal has been produced for the conservation area. The CA is centred on Goring Hall, a grade II listed red brick mansion originally of early 19<sup>th</sup> 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 in 1834. 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 private hospital.



Figure 5: Existing Goring Hall Conservation Area boundary

- 4.2. Goring Hall lies on the plain to the south of the Downs about three miles west of Worthing. The western boundary of the existing conservation area shares a 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. The gap is recognised and protected by Worthing Local Plan Policy SS5: Local Green Gaps.
- 4.3. 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. The Ilex Avenue marks the eastern extent of Goring Hall Estate.



Figure 6: Goring Hall and Goring Conservation Areas

## Summary of Special Interest

- 4.4. The special interest of the existing conservation area is firmly associated with the extent of the former historic estate of Goring Hall; with original owner David Lyon and architect Charles Barry; and to a lesser extent the rebuilding of the house to similar designs along with its later institutional uses. The existing CA 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.

## Significance of proposed extended areas

- 4.5. The Worthing Society has requested that consideration be given to inclusion of the Goring-Ferring gap within the Goring Hall Conservation Area. The justification for the inclusion relates principally to the historic association of the land as once forming the Goring Hall Estate, and owing to the landscape value it possesses as a part of the setting of the grade II listed building.
- 4.6. The existing conservation area boundary includes only the land immediately around Goring Hall. The 1840 tithe map records the estate shortly after it was built, with a simple perimeter walk around a pleasure garden to the southwest of the house. The parkland setting of the house was not shown at this time, but is later seen stretching east along the section of the Ilex Avenue joining Goring Hall to the settlement of Goring and running south to the sea.
- 4.7. 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.

- 4.8. 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. 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.
- 4.9. West and south of Goring Hall today are two areas of recreation grounds, well used locally 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.
- 4.10. Some historic Holm Oaks survive in this area, but 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. 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.
- 4.11. The fields that now comprise the Goring-Ferring gap appear always to have remained in agricultural use.





Figure 7: Extract of the Yeakall and Gardner Map of Sussex 1778-1783

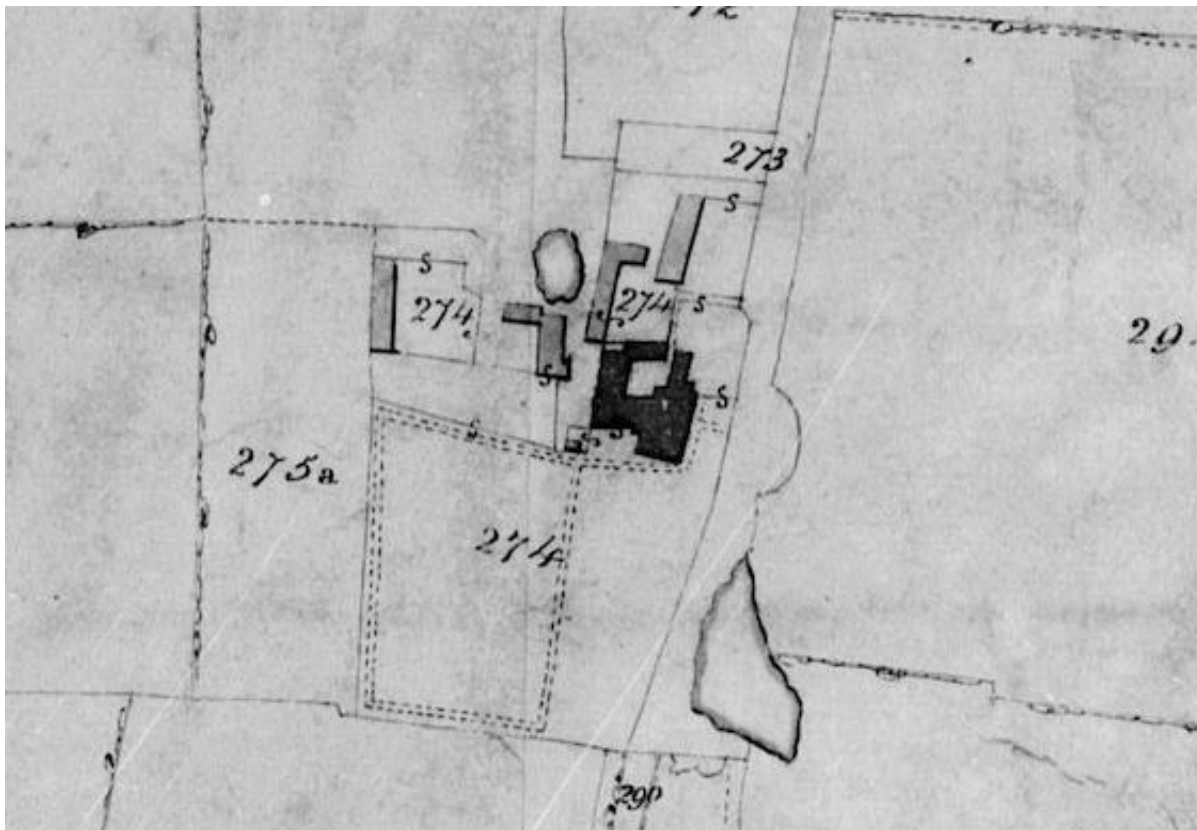


Figure 8: Tithe Map of 1841



Figure 9: Sussex Sheet LXIV; Surveyed: 1875, Published: 1879



Figure 10: The Ilex Avenue, circa 1930; Source: [worthinghistory.com](http://worthinghistory.com), accessed 2023



Figure 11: Goring Hall estate 1933; Source: Britain from Above



Figure 12: Goring Hall Estate, 1924; Source: Britain from Above

## Recommendations

- 4.12. The historic research undertaken into the extent and interest of Goring Hall estate does not support a case to extend the conservation area across the Goring-Ferring gap. Historic England's Advice Note 1 clearly states that conservation area designation is rarely appropriate for protecting a wider landscape, particularly as agricultural land use falls outside the planning framework and is not affected by designation as a conservation area. It is clear that the designed landscape elements associated with Goring Hall were concentrated around the house; and within a parkland area southeast of the house and The Plantation, which is now completely developed.
- 4.13. It is however clear that the Ilex Avenue forms a key component of Goring Hall and marks the extent of the 1830s estate to the west. The open fields south of the avenue west of the house are an



important element of the setting of the house and the estate, and so are important to the understanding of the character of the conservation area.

- 4.14. It is therefore recommended that the current CACA is updated to reflect the historic development of the estate and the importance of the open spaces in which Goring Hall is experienced. It should identify areas outside of the conservation area that form an important part of its setting.
- 4.15. The losses of designed landscape elements within Goring Hall grounds are very sad. While the former gardens have not been extensively surveyed, there are remnant built features within the grounds including steps, walls, gates and planting, as well as the raised terrace itself, and possibly the linear garden feature within the western part of the gardens. The setting of the house is irretrievably damaged by the modern hospital development and parking. A Conservation Area Management Plan would provide a useful framework not only to resist development on existing open spaces, but also for future restoration works to the landscape at Goring Hall and maintenance of the Ilex Avenue.
- 4.16. It is not considered that there is any merit in enacting an Article 4 for the Goring Hall Conservation Area owing to the low numbers of houses within the conservation area.



## 5. Marine Gardens

### Background

- 5.1. Marine Gardens is located a little over a mile west of Worthing Town Centre in a seafront location. This area was part of the parish of Heene, a small agricultural settlement of pre-19<sup>th</sup> century date located a short distance north of the seafront. Fields to the southwest of Heene remained undeveloped until well into the 19<sup>th</sup> century. The tithe records show the fields where Marine Gardens and the surrounding streets now exist as belonging to William Westbrook Richardson, who owned the Manor of Heene, having inherited it from his father, Thomas. William sold much of the land around Heene for residential development to a business syndicate, The Heene Estate Land Company, which then sold it in 1864 to West Worthing Investment Co. Ltd.
- 5.2. By the third quarter of the 19<sup>th</sup> century, it is clear that speculative development of the area was underway with the construction of Grand Avenue, which is to the east of present-day Marine Gardens. A grid plan was starting to be laid out with rectangular blocks marked out for development, some of which was associated with the grand plan for the immense Metropole Hotel, which was never fully realised and is now Dolphin Lodge. New east-west roads were installed in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Nurseries were present by the 1890s south and west of Heene, and north of the study area. An existing north-south route, Sea Lane, is not formalised as Wallace Avenue until the early 20<sup>th</sup> century, taking the name of the barns that existed on that route. The area between Wallace Avenue and Grand Avenue south of present-day Pevensey Road (formerly Boundary Road) marks the approximate study area suggested by the Worthing Society for consideration as a new conservation area.
- 5.3. The map regression exercise below shows the gradual development of the area, followed by the rapid alteration to the grid layout of the streets as the plan for Marine Gardens was developed with a radial street pattern. It also clearly shows that the gardens and detached houses on the various streets to the north, east, west and south of the gardens developed first, with the blocks of flats immediately around Marine Gardens following soon after. Aerial photographs confirm this chronology.

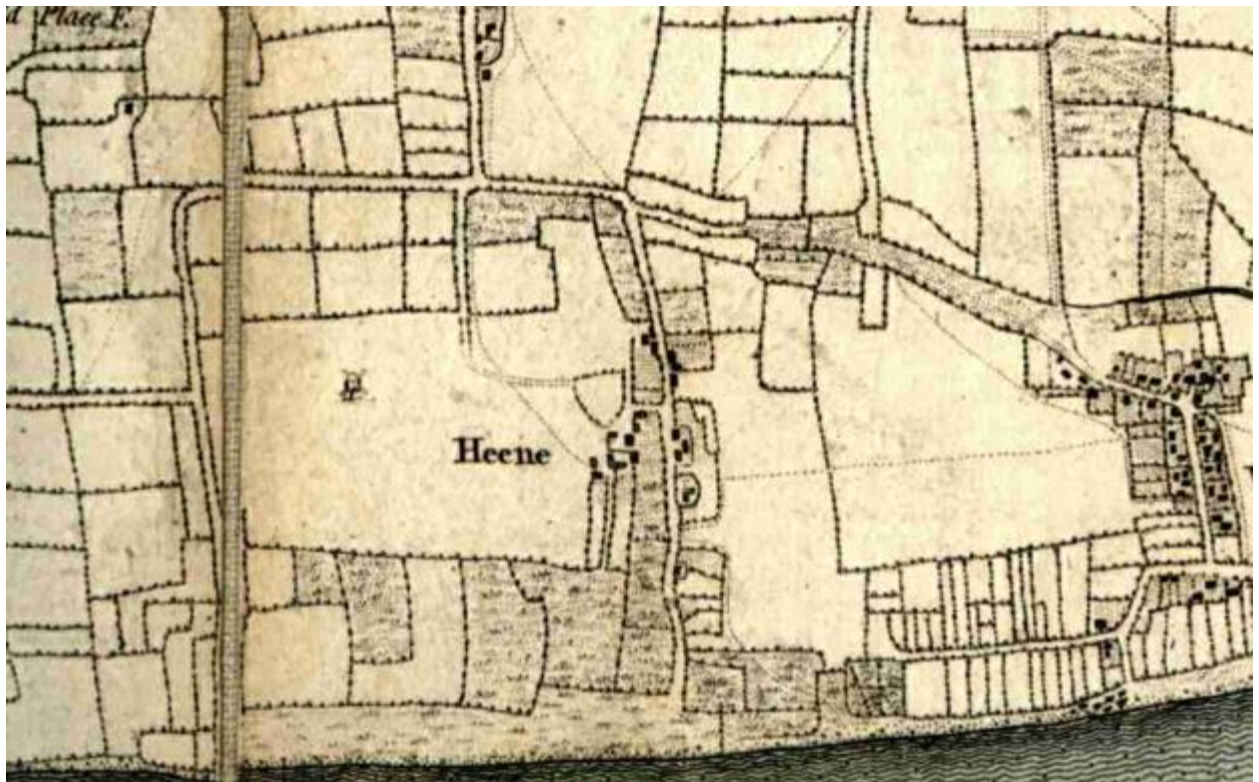


Figure 13: Extract of the Yeakall and Gardner Map of Sussex 1778-1783

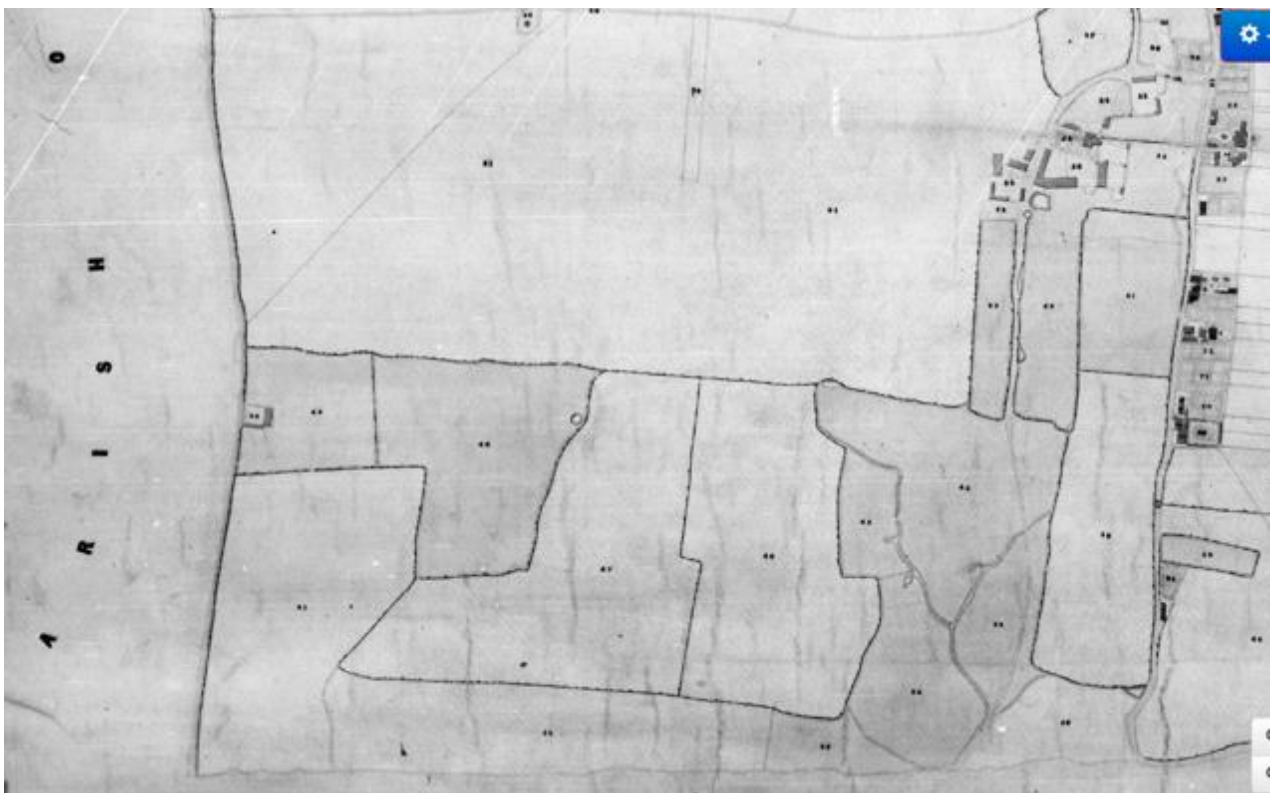


Figure 14: Tithe Map 1838



Figure 15: Sussex Sheet LXIV, Surveyed: 1875, Published: 1879



Figure 16: Sussex Sheet LXIV.SW, Revised: 1896, Published: 1899





Figure 17: Sussex LXIV.14, Revised: 1932 to 1933, Published: 1934

- 5.4. The gardens themselves were designed by the borough surveyor, and donated to the town in 1930 by Mr. H P Brazier. The gardens were formally opened in April 1931 by the Mayor Alderman H.F. Carmichael. The aerial photograph below shows the development of the gardens, blocks of flats and streets. While the photograph is undated, it is thought to have been taken shortly after 1931. The gardens had opened by spring 1931, and the houses in Sandwich Road had also started to be built by this time. The blocks of flats it is therefore assumed, were planned contemporaneously with the gardens, and were being constructed at around the same time. Sequentially, it appears that Hastings was completed first, followed by Winchelsea, and finally Romney on the west side of the gardens. These three blocks of flats are now on Worthing's Local interest list, along with Marine Gardens themselves.



Figure 18: Aerial photograph showing the development of Marine Gardens and the surrounding area

## Twentieth Century Conservation Areas

5.5. There are, as is to be expected, fewer examples nationally of 20<sup>th</sup> century conservation areas, than those comprising older buildings, or buildings and spaces of diverse periods. Of 20<sup>th</sup> century conservation areas that are currently designated, most (79%) fall within the pre-war period, the remaining 21% dating from after 1939. The Twentieth Century Society recently undertook a project to identify further potential 20<sup>th</sup> century conservation areas, ultimately producing a list of 50 candidates<sup>1</sup>. Common themes that were identified for these possible candidates included:

- Areas of rebuilding following bomb damage
- New Towns following the 1946 New Towns Act

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<sup>1</sup> Conservation Areas Project: Potential Conservation Areas Scoping Report, December 2017, Twentieth Century Society



- Public housing developments, usually characterized by taller buildings in landscaped settings; the use of prefabrication; design by in-house architects often influenced by leading architects of national standing
- Private housing developments
- University campuses
- Single design: usually of a coherent design approach; layout often as important as the buildings themselves
- Single ownership; land ownership generally less fragmented than earlier conservation areas
- Taller buildings

5.6. The area around Marine Gardens clearly resonates with some of these themes, for example common ownership; single, or a limited number of repetitive design approaches; emphasis on landscape; taller buildings and a mix of public and private housing development.

5.7. The same report also usefully provides some guidelines to assist in recognising the contribution of 20<sup>th</sup> century built heritage, and designate appropriately:

- Research: Research the C20th buildings in the area as thoroughly as the older ones, so that they can be assessed on their own merits. Avoid assuming that any additions after a certain date are necessarily detrimental.
- Maintenance: Try not to let poor maintenance of the building or surrounding public realm obscure the contribution made by the C20th building(s). Recognition of the building's value can encourage improvements in maintenance.
- Designed to be different: Consider the materiality, massing and fenestration of the buildings, not just stylistic similarity. Recognise that much post-war development was designed to be unique and eye-catching, rather than to fit in, so its impact should be assessed on these terms. Something that is starkly different may still be making a valuable contribution.
- New technology: Buildings from the 1960s are expressions of new technology in built form: big windows and open plan spaces replaced the small windows and rooms required before cheap energy and central heating. While attitudes to energy use have now changed again, these buildings are records of that distinct era.
- Changing needs: New needs or life-styles – for increased housing density, different shopping patterns or new commercial requirements – also produce different forms.
- Planning: Wartime bomb damage led to comprehensive city centre regeneration and the loss of much earlier fabric. Successful innovative planning, such as new relationships of the car to the pedestrian, should be recognised.
- Guidance: Consider whether different guidance is needed to protect the character of the C20th buildings in the area.

5.8. Draft criteria for the consideration of 20<sup>th</sup> century conservation areas are also provided:

- National and local distinctiveness from the perspective of building type and period. Are any of the proposed areas demonstrative of a distinctive building type and period not widely evidenced locally or nationally? Are there landmark qualities inherent in the character of the area? Could one of these areas be considered 'newsworthy' through designation with the potential to highlight the variety of 20th century buildings which are valued and should be valued (aside from housing)?



- Is the proposed area dominated by the work of an architect or planner of regional or local note?
- Does the area have significant historic associations with local people or past events?
- Does it reflect the traditional functional character or former uses in the area?
- Consider the main elements, including architectural quality and built form, which contribute to the special character or appearance of the area. Legibility – cohesion of age, style, materials, form and other characteristics? Has there been minimal degradation of these?

## Recommendations

- 5.9. An initial assessment of the area bounded by Wallace Avenue to the west, Pevensey Road to the north, Grand Avenue to the east and the seafront to the south has been undertaken. There are two distinct character areas across this area. The first is that of the Marine Gardens, and the large-scale blocks of flats placed to the east (Hastings), west (Romney) and north (Winchelsea). The second is the more typical two-storey residential development along Sandwich Road, Dover Road, Pevensey Road, Hythe Road, Hythe Close, Alba Close, Marine Close, Romney Road, Hastings Road, Grand Avenue and West Parade. A further sub-character area is that around the incomplete Metropole Hotel (now Dolphin Lodge), which was commenced in 1900 – 1905, and therefore predates Marine Gardens.
- 5.10. Considered against the criteria for designating conservation areas set out in Historic England's Advice Note, along with the further criteria suggested by the Twentieth Century Society, this part of Worthing clearly possesses some of the attributes that would justify a local designation. The area is spatially planned; was in single, or limited ownership at the time of construction and includes designed landscape elements and road layouts by a known local surveyor.
- 5.11. The three large blocks of flats are high quality in their design and materials, with an attractive geometry, and built in slender non-standard red bricks. The flats are built on a gentle arc, with interesting relief provided by a rhythm of projecting bays, incorporating enclosed central balconies and curved wings, stair towers and planters. There is a cohesiveness to the design of the three main blocks of flats, which embrace Marine Gardens. The flats have all had all of their original windows removed and replaced with uPVC windows. It is highly likely that original windows would have been critical style steel windows, and probably had attractive curved glass panes in some of the windows. These losses are harmful to the architectural qualities of the flats. However, it is considered that they retain sufficient of their original design to warrant their current inclusion on Worthing's Local List.





Figure 19: Characteristics of the locally listed flats

- 5.12. Marine Gardens itself is already listed on the Register of local parks and gardens. The path layout, the central bowling pavilion, water feature, lawns and enclosing walls with characteristic green tile detailing are all very much as originally designed. There has of course been the sad loss of the majority of the oval pavilion in the eastern part of the park, and its replacement with an unsympathetic modern building; but most of the historic structure of the gardens remains intact. Some perimeter trees may be original, while elsewhere modern planting complements the period of the gardens, and the seaside environment. It is well maintained by an active community group.
- 5.13. The detached houses along the major roads within the study area are clearly of a single period, with homogeneity in their size, scale, design, materials and detailing. For example, houses along the east side of Dover Road are two storeys, with canted double height bays, internalized porches under a round arched entrance, and incorporate garages. Other common features include enclosed porches, bays both square and canted, oriel windows, rose or other decorative stained-glass windows, particularly along the east side of Sandwich Road.



Figure 20: Rare example of original surviving fenestration on Sandwich Road

- 5.14. Regrettably, there have been considerable losses of original windows and doors to nearly all the buildings within this proposed area which has resulted in the severe degradation of the architectural integrity of the vast majority of buildings along these roads. Just one example was identified on Sandwich Road with original windows and doors; others have undergone partial or complete refenestration, mostly with uPVC double glazed windows of various styles. Other alterations that are harmful to the significance of these buildings include:

- Loss of boundary walls and front gardens to parking;
- Addition of dormers or first floor extensions over garages;
- Alterations to roofing materials including use of concrete roof tiles;



- Removal of chimneys;
- Rendering or painting of original finishes.



Figure 21: Typical losses along Wallace Avenue, Dover Road and West Parade

5.15. On the basis of this assessment, it is recommended that a conservation area is designated to include Marine Gardens, and the blocks of flats around it, along with some further intervening or adjacent



development, where it makes sense to do so. A suggested boundary is proposed below. Owing to the only fragmentary survival of historic features to detached houses on the surrounding streets, it is suggested that this historic built environment does not meet the threshold for designation as a conservation area. The suggested conservation area boundary is shown at Appendix 3.

- 5.16. There is little merit in use of an Article 4 Direction to control losses to windows within the flats and houses proposed for inclusion within the conservation area. However, a Conservation Area Management Plan would have use to suggest appropriate changes when cyclical window replacement becomes necessary; along with suggestions as to the appropriate management and future development in and around Marine Gardens themselves.



## 6. Conclusions

6.1. For the reasons identified within this report the following recommendations are made:

- Steyne Gardens Conservation Area is extended by the addition of Denton Gardens, Beach House Grounds and Beach House Park;
- Goring Hall Conservation Area is not extended, but a revised CACA should recognise the positive contribution that is made to the setting of the conservation area from the 'Goring-Ferring Gap';
- A new conservation area is created centred on Marine Gardens, with a tightly drawn boundary around the mid-century blocks of flats that radiate from Marine Gardens.





## 7. Appendices

**Appendix 1: List of designated heritage assets and non-designated heritage assets**  
 NB those highlighted red currently sit outside of the Steyne Gardens CA

Street/Space	Building name/number	Designation
Alfred Place	21 and 23	Grade: II List UID: 1025832
	25 and 27	Grade: II List UID: 1025833
Brighton Road	22 and 24	Grade: II List UID: 1250105
	Beach House	Grade: II* List UID: 1025808
Marine Parade	WAR MEMORIAL AT SOUTH END OF STEYNE GARDENS	Grade: II List UID: 1263174
The Steyne	K6 TELEPHONE KIOSK, THE STEYNE	Grade: II List UID: 1250846
	CHATSWORTH HOTEL STEYNE HOTEL	Grade: II List UID: 1250621
Warwick Place	5 and 6	Grade: II List UID: 1250683
	7	Grade: II List UID: 1263178
	8	Grade: II List UID: 1250627
	10	Grade: II List UID: 1250851
	13 and 14	Grade: II List UID: 1263132
	15-18	Grade: II List UID: 1263179
Warwick Street	34,36 AND 36A, WARWICK STREET	Grade: II List UID: 1250695
Warwick Road	1-15	Grade: II List UID: 1263134
Alfred Place	1,3,5,7,9,19	Local Interest List
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,	Local Interest List



	63, 101 and Seadown House.	
<b>Elm Road</b>	1, 3 and ODD 5-21 EVEN 12,14,16	Local interest list
<b>High Street</b>	Colonnade House, Nos. 5, 7, 28, 30A, and 30.	Local interest list
<b>Marine Parade</b>	Nos. 1, 2, The Cottage, 3 A, Eardley Hotel, 8, 9, 10, 23, 24, 25, 26, 27, 28, 29, 30/31, Seaspray/Steers, 1-19 The Arcade, 32, 33, 34, 36, 37, 38, 39, 40, 41, 42, 70, 71, 72, 73, 84, 85, 86, 87, 88, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120 and 121.	Local interest list
<b>Steyne Gardens</b>	Nos. 30, 31, 32, 33, 34, 35, 36, 37 and 38.	Local interest list
<b>Warwick Place</b>	Nos. 2, 4, 9, 11 and 12.	Local interest list
<b>Warwick Road</b>	Nos. 16, 17, 18, 19, 20, 21, 21A, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33 and 34.	Local interest list
<b>York Road</b>	Nos. 13, 15, 17, 19, 21, 23, 25 and 27.	Local interest list
<b>Bedford Row</b>	Coach Station	Local interest study 2003
<b>Brighton Road</b>	Royal Oak PH	Local interest study 2003
	Beach House Park Pavilion	Local interest study 2003
<b>Marine Parade</b>	Worthing Rowing Club	Local interest study 2003
	Beach Chalets and Café	Local interest study 2003
<b>Warwick Road</b>	Former Brewery	Local interest study 2003

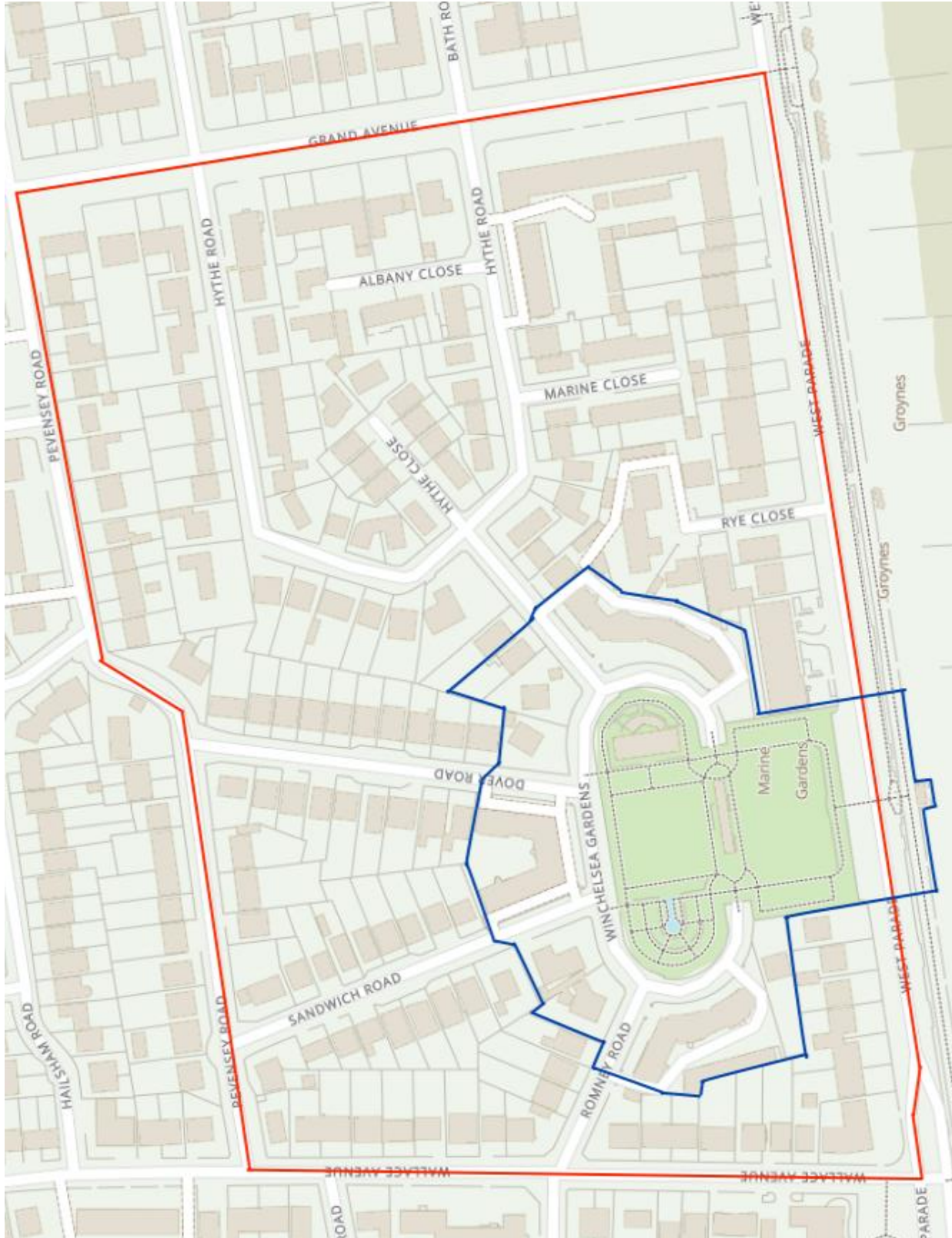


## Appendix 2: Suggested revised boundary of the Steyne Gardens Conservation Area





**Appendix 3: Suggested boundary of Marine Gardens Conservation Area**  
NB Red outline denotes the boundary suggested by The Worthing Society





## Appendix 4: Sources consulted to date

### Resource

#### **Published Sources**

A P Baggs, C R J Currie, C R Elrington, S M Keeling and A M Rowland, 'Worthing: Growth of the town', in *A History of the County of Sussex: Volume 6 Part 1, Bramber Rape (Southern Part)*, ed. T P Hudson (London, 1980), pp. 97-103. British History Online <http://www.british-history.ac.uk/vch/sussex/vol6/pt1/pp114-119>

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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



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Twentieth Century Society, *Appendix 5.2 – Existing 20<sup>th</sup> century conservation areas*

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**West Sussex Record Office**

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Add Mss 26792 – 26845 'Deeds and other papers 1815-1926'

1873 Conveyance Map of Estate ADD MS26832

1876 Plan of Estate ADD MS26839

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AM 588/12/310 – Worthing Beach House Gardens (1951)

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AM 507/1/27 – Worthing Gardens and other views

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AM 507/5/10 – Worthing Herald

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GC 10/2 – Photograph album

---

PH 24556 – Worthing Beach House Gardens

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PM 1086 – Map of Central Worthing

---

WDC/SU21/195 – Improvements at Beach House

---

PM 1086 – 1930 Map of Worthing

---

Add Mss 34798 – Photograph

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Add Mss 460 – Worthing Map

---

AM 1033/2/2 – Plan of Goring Estate

---

The Worthing Herald, Saturday May 2, 1931 – Marine Gardens Open to German Visitors

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The Worthing Herald, Saturday May 2, 1931 – Worthing's 80 Acres of Parks and Recreation Grounds

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Worthing Gazette – Worthing's New Marine Gardens (n.d)

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