Development Control – Delegated Officer Report

Application Number: AWDM/1528/18 Recommendation – APPROVE

Site: **Manor Road Service Station, 90 Manor Road, Lancing, BN15 0HL**

Proposal: **Conversion of the first floor flat to office and store for shop below, ground floor front/side (south/west) extension to existing shop with ramp and disabled access toilet. Front south, east and west side elevations to be clad in Oak boarding new multi hose fuel dispensers with new concrete paving. New canopy on 4no. new columns. Existing storage tanks decommissioned and new double skin tanks installed. Relocation of existing jet wash with air/water and vacuum unit to south east corner increased parking area to front of site and bin store to north west corner.**

Date of site visit: 15.11.2018

Neighbours checked: Y

Additional neighbour notifications: N

Site, Surroundings and Proposal:

The site is positioned on a corner junction with Manor Road to the south; Upper Boundstone Lane to the west; and Lynchmere Avenue to the east. The A27 main trunk road (Upper Brighton Road) is accessed to the south west of the site positioned approx. 25m distant.

The site currently contains a 2no. pump petrol garage with a flat roof canopy over. There is also a 1 ½ storey building with a residential flat at first floor and a small shop with petrol payment at the ground floor. Within the grounds there is a jet wash near the front of the site, and free standing advertisements on the grassed frontage.

The service station is within a residential area, with the side wall of no. 1 Lynchmere Avenue (a bungalow) being approx. 4m from the back wall of the service station building. Other residential properties which are in close proximity to the service station are some 22 – 27m distant with the dwelling opposite the site in Manor Road, being some 43m from the service station building. The parade of shops to the east of the site starting at no.'s 92 and 94 Manor Road, are approx. 18m distant. Other than the aforementioned parade of shops which are two storey, the surrounding area generally comprises bungalows and 1 ½ storey dwellings.

The proposal seeks permission to upgrade the site by:-

1. Increasing the petrol pumps from 2no. to 4no;
2. Increase the overall area of the existing canopy over the pumps;

3. Increase the elevational height of the canopy to allow all vehicles, including double height commercial vehicles to access the pumps;
4. Clad the front and both sides of the existing building in vertical Oak boarding;
5. Widening both the ingress & egress (into/out) of the site;
6. Create a one-way system into/out of the service station, with vehicles entering from the east side of the site (Lynchmere Avenue) and leaving from the west (Upper Boundstone Lane). It is hoped that this will encourage drivers to then join the main A27 to the south of the site.
7. Extend the site frontage area in order to accommodate the additional pumps and parking spaces
8. Relocate the existing open jet wash area to the south east of the site within the extended frontage; and to provide a glazed screen around it on the 2no. sides closest to the pavement area;
9. Provide a retaining wall at the extended frontage measuring approx. 1.2m in height measured from the lower frontage ground level;
10. Extend the existing concrete apron, together with building up the level of ground to provide a level area;
11. Replacement of the underground petrol storage tanks with 2no. 60,000 litre tanks;
12. The installation of a 9000 litre oil separator; the fuel infrastructure will include a vapour recovery system to recover vapours from both the tanks when fuel deliveries are made, and the four new pumps when customers fuel their vehicles;
13. An extension to the existing building to 'square' off the building, in order to extend the shop floor area. (The existing shop area measuring 165 sq. metres and the resultant shop area measuring 184 sq. metres, this area will also include new toilet and disabled toilet, facility);
14. Removal of the existing use of the first floor flat and its conversion to office and store for the ground floor shop;
15. Enclose the existing rubbish compound to the west of the building with timber panelling (2m x 2m);

Relevant Planning History:

ADC/0102/08 Relocation of jet wash system to south of forecourt and erection of screen wall Approved 14.04.2008

L/63/92 Replacement larger canopy (with tiled roof surround) and two additional pumps on extended forecourt Approved 27.05.1992

L/85/95 Variation of condition 4 of permission L/63/92 to enable continuation of existing opening hours of 7 a.m. to 10 p.m. Mondays to Saturdays and 8 a.m. to 10 p.m. Sundays. Approved 18.08.1992

Representations:

Lancing Parish Council: No objections

Objection received from 92-94 Manor Road:

- No mention of opening hours for the new shop, will it be open for longer than currently existing (Monday to Saturday 7a.m. to 8 p.m. and Sundays 8 a.m. to 4 p.m.), as this will cause a problem with noise and light disturbance
- If canopy is extended and new columns are installed there will be disturbance on all of the nearby residents
- Cars entering and leaving late at night will mean their headlights will be shining directly into my home, including bedrooms.
- The proposed entrance from Lynchmere Avenue and exit from Upper Boundstone Lane will not be appropriate as it will create more traffic on Manor Road and it will be dangerous to children to cross between moving cars, and cars parked on the side of the road will cause even more traffic
- A27 is always full of traffic in the morning so vehicles use Meadowview Road and Upper Boundstone Lane as a rat run
- The relocated jet wash will result in soapy water spraying onto the doors of my business doors and windows which will damage my business reputation, as customers and passing trade will be deterred from coming in if the frontage is dirty,
- There should be monitoring of the current levels of traffic

Consultations:

Highways England:

Highways England has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the strategic road network (SRN). The SRN is a critical national asset and as such Highways England works to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

Highways England will be concerned with proposals that have the potential to impact on the safe and efficient operation of the SRN, in this case the A27.

Having examined the proposal, we consider that planning conditions are necessary to make the proposal acceptable in terms of protecting the safety and operation of the strategic road network. These conditions relate to the construction of the proposed retaining wall, drainage associated with the jet wash and the construction management plan.

Accordingly, I attach our formal response recommending planning conditions to be attached to planning permission if granted.

Should you have any queries regarding this response, please contact us at PlanningSE@highwaysengland.co.uk.

WSCC Highways:

Summary

The site currently operates as a petrol refuelling station. The proposal seeks to reconfigure the existing layout, providing additional refuelling pumps, parking and improved means of entry and exit to the site. The Local Highway Authority (LHA) has reviewed data supplied to WSCC by Sussex Police over a period of the last five years. There have been no recorded injury accidents at either junction with the public highway, onto both Upper Boundstone Lane and Lynchmere Avenue. There is no evidence to suggest that the junctions are operating unsafely, or that the proposed development would exacerbate an existing safety concern. The LHA acknowledges a collision did occur at the junction to the south of the site with Upper Boundstone Lane with Manor Road, however this is not considered to be as a result of the site or any existing defects with the highway.

It is noted that in 1992 an application for additional pumps was made and approved, including the increased size of the canopy. Although there is evidence of this application on the Adur Worthing Planning portal, details regarding the proposal and outcome are few.

Access

The existing points of access and exit to the site are due to be retained. The exit and entrance to the site are to be swapped around to provide an improved internal arrangement and encourage users to exit in the direction of the A27.

Both accesses are due to be widened to the south to facilitate an easy exit and entry to the station. The site access alterations will be required to be completed under a Section 278 Agreement with the WSCC Implementation Team, informative below.

The Local Highways Authority (LHA) considers the existing arrangements in terms of access and the nature of trips including vehicle types associated with the use, these would not be anticipated to differ materially as a result of this proposal.

Deliveries are to be taken from the eastern side of the forecourt with an allocated area for unloading which allows the free flow of vehicles into and out of the site. It is anticipated that this is a similar arrangement to that currently in practise.

Parking

Additional chevron parking spaces have been located at the southern boundary to the site. 7 spaces are proposed to be sited along this southern forecourt area. The use of these spaces would be to allow customers to utilise the shop facility without requiring the use of a pump space. The parking spaces themselves are of adequate size to accommodate an average sized vehicle. It is anticipated that the spaces adjacent to the jetwash would require a multiple manoeuvre to enter or exit the space, unless perhaps a smaller vehicle was being operated. The use of the eastern four spaces would also require the pump spaces behind them to be free in order to navigate into and out of them. Whilst this doesn't provide a severe safety concern it may not be a desirable arrangement for visitors should both pumps be in use and therefore alternative means of parking may be sought either at pumps, adjacent to the refuse collection point or on street. The LPA may wish to consider this as an amenity issue.

The loss of residential units above the refuelling station may increase the capacity for parking within the site as there will be no associated demand. The flats will be converted to office space and storage associated with the running of the shop and therefore again would not be considered an intensification anticipated to generate additional movements over the existing.

Capacity

Although the capacity of vehicles the site can serve at any time is increased, it is not anticipated that this will directly generate additional movements to the site, more that it will allow improved functionality during periods of high demand. The LHA notes that the existing petrol, A2 and jet-wash services are to be retained and is an existing function of the site, thus would not be considered to generate a material number of additional trips.

Construction

Matters relating to access during the construction of the proposed would need to be agreed prior to any works commencing. A comprehensive construction management plan should be submitted. This should set out the controls to be implemented throughout the construction project to ensure that safety of users of the public highway, as well as its operation, is not detrimentally affected. The construction management plan should amongst other things set out how deliveries are to be managed along Manor Road, Upper Boundstone Lane and Lynchmere Avenue in light of the carriageway widths and presence of other vulnerable road users.

Conclusion

The LHA does not consider that the proposal would have a 'severe' impact on the operation of the highway network, therefore is not contrary to the National Planning Policy Framework (para 109), and that there are no transport grounds to resist the proposal. Should the LPA be minded to approve this proposal, the following should be sealed via condition.

Access (Access to be provided prior to first occupation)

No part of the development shall be first occupied until such time as the vehicular access serving the development has been constructed in accordance with the details shown on the drawing titled Proposed Site Plan and numbered 1293/001 REV C.
Reason: In the interests of road safety.

Car parking space (details approved)

No part of the development shall be first occupied until the car parking has been constructed in accordance with the approved site plan. These spaces shall thereafter be retained at all times for their designated purpose.
Reason: To provide car-parking space for the use

Construction plant and materials

No development shall be commenced until such time as plans and details have been submitted to and approved in writing by the Local Planning Authority showing the site set up during construction. This shall include details for all temporary contractors buildings, plant and stacks of materials, provision for the temporary parking of contractors vehicles and the loading and unloading of vehicles associated with the

implementation of this development. Such provision once approved and implemented shall be retained throughout the period of construction.
Reason: To avoid undue congestion of the site and consequent obstruction to access.

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

Environmental Health:

Contamination Team:
Potential Contaminated Land – Recommend full contamination condition as this can then be discharged once groundworks are complete (providing no previously unidentified contamination is discovered).

DEFRA Process Guidance note 1/14(13) Statutory guidance for unloading of petrol into storage, and motor vehicle refuelling, at service stations states Service stations that have a throughput of 500m3 in any 12-month period which undergo major refurbishment are required to fit Stage II controls.

Major refurbishment is defined as;

- Works which provide a cost-effective opportunity to install Stage II controls.
- Excavation of a forecourt to replace pipework and dispensers.
- Staged replacement of dispensers and pipework should be treated as one refurbishment with Stage II controls fitted during the second refurbishment.

Please can the applicant contact Joanne Lewis, Environmental Health to confirm whether stage II vapour recovery will be installed as this will require a variation of the existing permit.

I understand that the service station will be under new ownership and it makes sense to undertake any variation of the permit at the same time as the permit transfer to the new owners.

There are no other adverse EH comments to make on this matter.

Councils Drainage Engineer:

Thank you or the opportunity to comment on this application, the site lies in flood zone 1 and is predicted to suffer from surface water flooding – which needs to be considered by the applicant in the drainage design.

Surface water from the building roof could be discharged to soakaways but the forecourt drainage must as stated pass through oil separators.

The applicant has considered all issues and I am satisfied that the resultant build will conform to current legislation in all respects.

Fire Safety Advisor:

In theory the proposed Retardant Treatment looks suitable and complies with the relevant standard but it is strongly recommended that they consult their fire risk assessor to ensure that this fire retardant treatment is appropriate and amended their fire risk assessment accordingly.

Relevant Planning Policies
Adur Local Plan 2017: Policies 15, 25, 28, 34
National Planning Policy Framework (CLG 2018)
National Planning Practice Guidance 2018

Planning Assessment

Development is acceptable in principle subject to the residential and visual amenities of the area.

Visual Amenity

The existing petrol station and shop is located within a residential area, and is positioned within some 25metres from the A27 trunk road. The proposal is seeking permission to upgrade the existing facilities on the site by extending the number of pumps; extending the existing shop; extending the usable site area; replacing underground tanks etc.

As the petrol service station is not located on the main road, but on a small road that leads into north Lancing village and the associated North Lancing school, it is important that by enlarging the facilities that any new users of the petrol station from the A27, do not travel through the village and back in order to access the service station facilities. The applicants have put forward an 'in' 'out' system, where vehicles would access the station from Lynchmere Avenue to the east and exit onto Upper Boundstone Lane to the west. By exiting to the west, the A27 would be very visible to traffic users, where it is anticipated that the vehicles would then proceed to that road, and not to inadvertently drive through the village. Both the Highways England and WSCC Highways do not raise any objections to this part of the proposal, but the County Highways do raise other points, for example the space behind the front parking and the pumps is very tight and would not work if vehicles were using the pumps at this point. Further, there would be some difficulty in using the front parking spaces, and it is anticipated that the spaces adjacent to the jet wash would require a multiple manoeuvre to enter or exit the space.

Subsequent to these comments the jet wash and front parking has been amended, and now there will be 4no. parking spaces parallel to the front boundary of the site, which can easily be accessed even if the closest pumps were in operation. The

same amended plan has also reduced the size of the jet wash to accommodate 1no. car and by being near the entrance of the site, it does not impede the use of other parking bays or the operation of the pumps. A screen will be placed around the jet wash on 2no. sides closest to the pavement area, in order to prevent spray affecting pedestrians or the shop on the corner of Lynchmere Avenue.

The concrete apron of the service station will be enlarged and extended southwards so as to accommodate the additional pumps together with the front parking and the jet wash. Because the land to the front slopes down to the pavement, there will be a need to construct a retaining wall of some 1m in height in order to provide the concrete apron. This wall will be close to the pavement on the east and west of the site. The section of walling across the site frontage will be set back from the pavement area by 1.5m at its closest point, increasing to between 3.5m and 4.5m as the wall splays back from the path. While the existing grassed area is being reduced, it is considered that a reasonable amount will remain to help soften the setting of this development.

The increase in pump numbers; the extension of the canopy together with the raising of the height of the canopy to allow larger vehicles to access the pump area, are not considered to raise any material issues with regard to the visual impacts of these items.

The re-ordering and extension of the shop to provide an additional 19 sq.m of floor space, will be in accordance with other petrol station providers, and is now an expected facility at petrol stations, hence the need for additional on-site parking. The extension will have a flat roof which will minimize its presence in the street scene and onto neighbouring residential properties within Upper Boundstone Lane.

The loss of the first floor residential flat is understandable as it does not provide pleasant living conditions for occupants, being in such close proximity with the petrol and the users, and has a visually unprotected access into the flat from the rear. The first floor will be converted to be offices and store relating to the ground floor flat. The entrance to the first floor will be internally, from the ground floor. Other than a door to the rear elevation, and the shop windows and entrance door to the front elevation, all other ground floor windows and doors will be removed.

The new roof covering and the vertical timber cladding of the refurbished building is considered to be visually acceptable. The flat roof of the new infill extension will not result in unacceptable harm to residents or the character of the area, particularly given its location on the corner of the building, which will help minimize its impact.

The replacement of the underground storage tanks would need to take place in any case at some point, and the provision of the interceptors is another requirement for health and safety reasons.

The relocation of the jet wash to the front side of the site is an improved location for the use, as it now allows for it to be screened off, which will minimize spray from the use onto the nearby residential and commercial properties, together with passing pedestrians. The glazed screening for the jet wash will be visually noticeable within the street, but being clear glazing allows views through the glass and is not

considered out of keeping, particularly taken in context with the existing use as a petrol filling station.

The increase of the concrete apron of the petrol station is still within the sites ownership and use, and will still maintain a grass strip next to the pavement area.

Residential Amenity

The petrol filling station and shop are within a residential area, and has residential dwellings on all sides. However the use is an existing one and the application seeks to expand the use with, amongst other things, the increase from 2no. to 4no. petrol pumps and extending and re-ordering of the shop. This in turn will likely increase the use of the site. But it is not considered to materially adversely affect the residential amenities of neighbouring properties.

Other than no. 1 Lynchmere Avenue, the neighbouring residential properties are located approx. 18 metres and more distant. No. 1 Lynchmere Avenue is located only approx. 4m to the rear of the existing building on site; there will be no material changes to the elevation of the building at its rear, and the vehicles entering and leaving the site will be at least 10metres away. It is thereby reasoned that the neighbouring residential property will not be demonstrably affected by the proposal.

Recommendation

APPROVE subject to Conditions:-

1. Approved plans
2. Standard time limit
3. Hours of site works
4. Vehicular access
5. Provide car parking
6. Construction Management Plan.
7. Full contamination prevention
8. HE retaining wall
9. HE construction of wall
10. HE surface water
11. Hours of use 0700 – 2100 Monday to Saturday and 0800 – 2000 Sunday
12. No open storage
13. Proposed external materials
14. First floor office and store ancillary to ground floor use as service station.
15. The jet wash shall not be operated at any time unless and until the glazed screen is in place

Informatives

1. Approved following amendments
2. Highways agreement
3. Fire retardant treatment
4. Stage II vapour recovery

5. Adverts not approve etc.

Is recommendation contrary to letter(s) of representation? N

Case Officer: Eve Hearsey Date: 24.01.2019

Authorised by: Peter Barnett Date: 24 January 2019