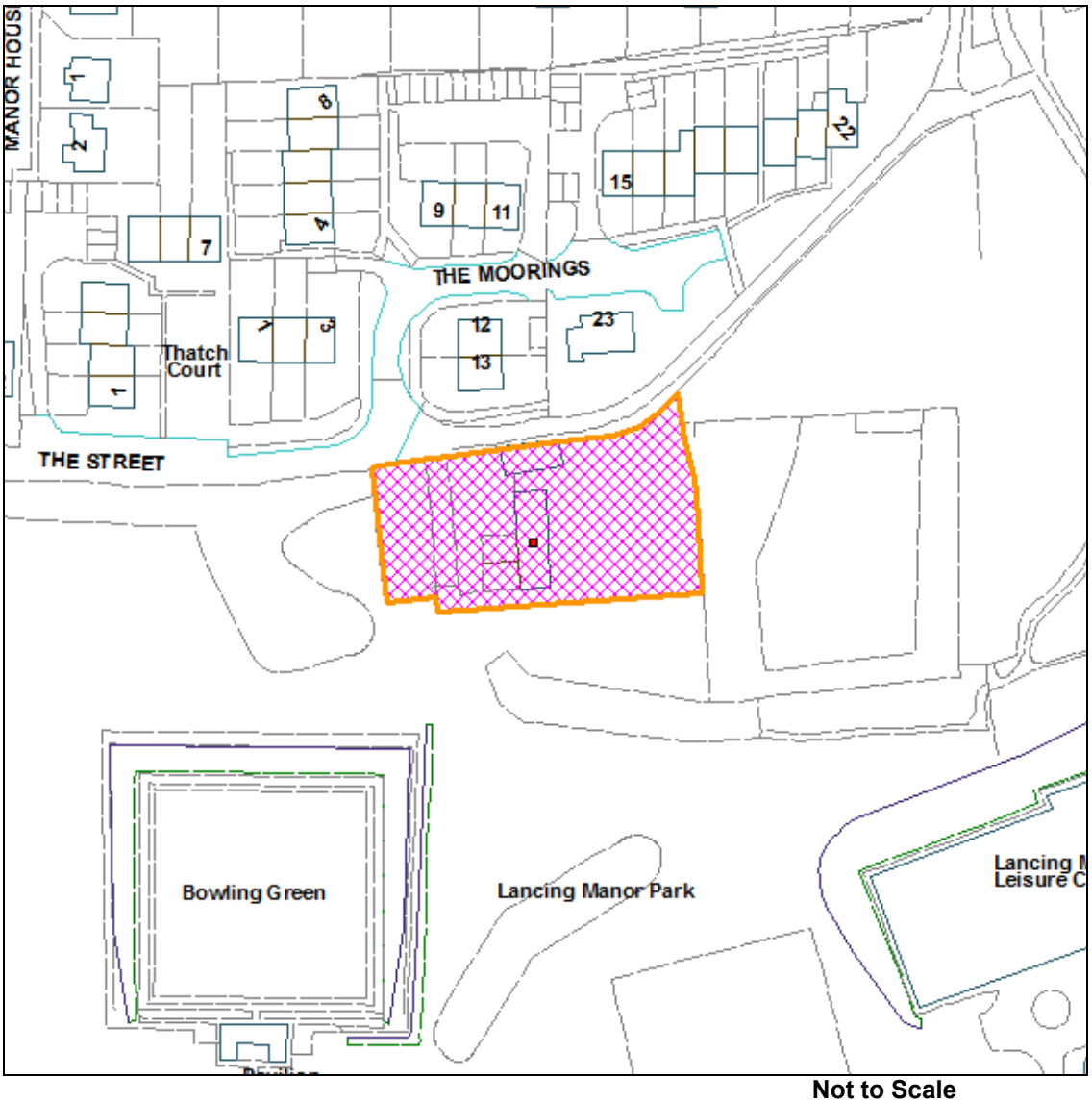
Application Number: AWDM/0650/17 **Recommendation – APPROVE**

Site: **Groundsman's Shed, Lancing Manor, Manor Road Lancing**

Proposal: **Conversion of existing groundsman's stores into coffee shop and farm shop**

Applicant: Mr Steve Gardner Ward: Manor
Case Officer: Peter Barnett



Not to Scale

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The Site and Surroundings

The Proposal

The application seeks permission to convert the groundsman's store building into a café/coffee shop and farm shop. There will be no extension of the building. External changes involve opening up existing window openings and installing new windows and doors, described as being PVCu double glazed units. The existing metal corrugated roof will be replaced.

The existing parking area to the west will be retained and will not be specifically or exclusively for the use of customers. It will be retained for all park users as currently is the case.

The application has been amended from its original submission to exclude a store building on the northern boundary, which was originally proposed to be converted into a public toilet block. The application has been further amended to extend the area of the red line of the application site to include an area of land to the south of the building (in addition to a larger area to the east) as a possible seating area. Opening hours are stated as being "dawn till dusk".

In response to a large number of objections and queries raised during the course of the application, the applicant has provided supporting information to explain in more detail the nature of the use. This is set out below:

- *Opening hours - the dawn to dusk opening hours are stated so that the coffee shop and local produce store can be open as appropriate to benefit the community and users and the commercial success of the project. In reality, this will mean approx. 8am to 8pm during the summer months and 8am to 5.30pm during the winter months.*

- *Use - This establishment is intended to be a high end coffee shop, sympathetically enhanced to suit its location and surroundings, that serves hot and cold beverages and warmed snacks such as paninis, selection of homemade cakes and warmed savoury snacks. Items such as soup and ice creams will also be available depending on the season. No raw food will be stored or kept on the premises and no food will be cooked on the premises. There is no intention to cook hot food for breakfast, lunch or dinner. This is not a café.*

- *There will be no hot food takeaway. Cold pre-prepared sandwiches and snacks such as crisps etc. only will be available for purchase.*

- *There is no intention of serving alcohol.*

- *Deliveries will only be delivered during opening hours and by small vans no bigger than those used by supermarket delivery vehicles. It is anticipated that there will be no more then 2/3 deliveries per day during working hours.*

- *There is no intention to fence off the land around the building or to have any restrictions on access*

- *The car park will remain as a general use public car park and there will be no parking restrictions and no preference given to staff or patrons. Patrons will be encouraged to walk or cycle to the park and staff will be instructed to park off site.*

- *The area of land to the south was added so that outside tables and chairs could be sited further away from residents. However, in the future, the applicant may want to place a few tables and chairs to the East. However, he has stated that he would not do this immediately and if needs be, he would be willing to make it a condition of planning to remove the area to the east.*

- *All outside tables and chairs will be taken inside every night*

- *Some of the maintenance equipment will be removed and stored at one of the Council's other Park locations, with the Greenkeeper's day to day equipment being stored within one of the existing buildings on site at the Manor.*

The buildings and adjoining land are owned by Adur District Council and a new Lease would need to be entered into with the applicant and potentially a separate agreement in connection with the siting of tables and chairs on the adjoining area of open space.

Consultations

West Sussex County Council: The ***Highway Authority*** has no objection and comments that a site visit was undertaken by a WSCC Officer on Wednesday 24th May at 1.30pm to confirm the width of the road and the provision of the existing visibility at the access of the proposed café car park.

Width of Road
The road is narrow in places. All the way along the street no passing can take place between two cars and another vehicle would have to wait and give way to an approaching vehicle. However there is sufficient forward visibility for this to take place safely.

This could lead to occasional delay whilst waiting for an approaching driver to pass, but it is not considered a severe impact in capacity terms; but may cause occasional inconvenience to existing users.

This is an amenity impact to be considered by the District Council as local planning authority (LPA).

Car Parking provision

It has been brought to our attention that the existing car park does not form part of the application site, or part of the public highway [*NB for clarification, the red line of the application site includes the car park but the applicant will have no control over it. It is not to be exclusively for the use of customers of the coffee shop. It will be available for customers and general park users alike*]. It is believed to be Council owned. The current level of parking provided by this car park is approximately 11 spaces. WSCC maximum standards for this proposed use is 1 space for every 5 sqm, which would equate to 19 spaces.

As the car park does not form part of the application site we have to assume no parking is available for the use. Considering the limited space available on The Street we would normally look to public car parks or pay and display parking when on-street parking is limited. Therefore, provided the owners of the car park (District Council) and LPA are satisfied that users of the Park and coffee shop will use this public car park as a combined use we could assume these 11 spaces could be used in conjunction with the use and are within the maximum standard.

Visibility from the existing council owned car park access

Visibility from the access into the car park is acceptable, as it's a no through road and speeds are low. The private track which is located to the east of the access is clearly visible and cars and pedestrians will be able to see each other. There is an advisory 5mph speed limit sign here so cars entering or exiting this private track will not be travelling at speed, in fact it is not possible due to the nature of the track layout. Therefore WSCC raise no safety issues with this.

Trip Rate

A full analysis of the TRICS (Trip Rate Information Computer System) has been undertaken to understand the likely trips generated from a coffee shop proposal of 95sqm. As no coffee shops are within the database at this current time we have used a pub as the nearest likeness.

This has been looked at with and without restaurants attached to get an idea of trips rates where food is offered. This site would provide some food offering and therefore this is taken as the 'worst case scenario'. The data is shown below:

Pub (with restaurant) – 100sqm
Vehicle Trips
Daily Trip Rate: 67 trips, equivalent of 7 trips in the peak hour 6-7pm
Equivalent of 1 movement every 8 minutes

The data is taken from a representative sample of sites and is a guide to the expected vehicle trips which may occur if this development was implemented.

Multi-modal surveys have also be looked at these would include other forms of transport including pedestrians, cyclists, bus users. Although this would not increase the number

of car trips it may change the use of the road i.e. more cyclists or pedestrians using the road. The data collected revealed this would be fairly low at around 3 trips without a restaurant or 5 trips with a restaurant in the peak hour.

Summary

The TRICS data does not provide exact comparisons as no data is available at this current time for Coffee Shops however assuming a pub is a meeting place like a coffee shop this can help us to get a 'feel' for the amount of trips this proposal may attract. The above representations show that the impact would not be considered significant in highway capacity terms.

Subsequent comments including consideration of the proposed farm shop: The shop element of the proposal would attract some additional vehicle movements. A report is attached which looks at a convenience store which is the closest match to a shop. However; as we know the shop element will sell farm produce it is unlikely to stock all the normal convenience products and therefore the trip rate may be slightly lower or higher depending on the demand for this type of produce.

The estimated trip rate for this element based on a convenience store with 27sqm of floor space is 3 trips. If this is added to the trips data for a pub with restaurant; the total trip rate would be as follows:-

Pub (with restaurant) – 100sqm
Vehicle trips (cars)
Daily Trip Rate: 67 trips, equivalent of 7 trips in the peak hour 6-7pm

Convenience store (27sqm)
Vehicle trips (cars)
Daily Trip Rate: 37 trips, equivalent of 1 trips in the morning peak hour and 2 in the evening creating an estimate of 3 trips overall

The overall trip rate for a pub with restaurant and shop would be 10 trips which would equate to 1 movement every 6 minutes. This is not considered severe in highway capacity terms. The access into the car park provides adequate visibility and although The Street does not provide full width for two cars to pass it does provide good forward visibility for traffic to see the road ahead. Therefore no highway safety issues are present.

The ***Archaeologist*** has no objection subject to a condition requiring a watching brief.
Advises that the groundsman's stores were originally part of the farm buildings surrounding a farmyard to the north west of Lancing Manor. They appear on the 1838 Lancing tithe survey and apportionment. From the photos supplied with the application the coursed flint elevations with brick quoins and dressings to window and other openings appear wholly consistent with an early 19th century date. One photo showing

a north elevation of a gable end to the building has three ventilation slits typical of a small barn or hayloft.

The buildings are not listed but the proposed conversion retains the original openings and architectural features in a sympathetic fashion and can be said to be consistent with the NPPF.

The West Sussex Historic Environment Record identifies a couple of entries close to the application site: the ice house and former private grounds to Lancing Manor and additionally some Roman remains. These Roman finds were first reported in Sussex Archaeological Collections (vol 81, 1940, p169) by Sheppard Frere. They had been made in the garden of a property called Shadwells at the east end of The Street which appears to have been known as 7/8 The Street after the Second World War. This locates the findspot within 40 metres or so of the groundsman's stores (the former farm buildings). Although the proposals involve minimal interference with the existing buildings and no new build, the excavation of a new drain run for the lavatories will be at a depth sufficient to encounter any buried archaeological remains (if present). Frere considered that the finds (including Roman glass) could indicate a high status Roman site, possibly a villa but there is no conclusive evidence.

Although the proposed development is very much de-minimis, I suggest a condition to make provision for an archaeological watching brief on the excavation of the drain run and any inspection pit/s for the lavatories. This is because of the potential importance of these previous finds, especially if it can prove the existence of a high status Roman site in the vicinity. The condition wording may sound elaborate but in effect the watching brief would be a simple exercise and could probably be accomplished within a day by an archaeological contractor.

Adur & Worthing Councils: The ***Environmental Health*** officer has no objection in principle. However, opening hours and the need for external lighting for the car park during winter time will need to be agreed and conditioned.

The **Parks and Open Spaces** Manager supports the application for the following reasons:

• The development utilises existing buildings of local vernacular flint character, currently used as a Parks staff depot facility that as part of this project will be sympathetically restored. This new proposed use brings external investment into this location, refurbishment of a currently run down building enhancing visual aesthetics of the area and provides a useful public facility to include cafe and shop.
• The cafe will be a welcome addition to parks users, in particular users of the playground given its proximity. There are other successfully operating cafes within Adur and Worthing Parks, which have added value to the visitor experience within the park, for example Beach House Park.

• The proposed leasing arrangement would provide a regular revenue source to the Council's Parks and Open Spaces section, which will help to resource provision of grounds maintenance services within the park.
• The Parks staff depot facility can be accommodated off site through centralising staff mess and depot facilities and equipment storage off site at an alternative local depot, freeing up this building for this or other such purpose.
• The proposed provision of cycle storage on site (up to 10 cycles), provides useful encouragement to those wishing to access the park via cycling and potentially reduces reliance on car use.

Lancing Parish Council: Whilst the committee did not object to the application proposals, concerns were expressed in respect of the access to and from the car park and potential highway safety. With that in mind, any advice provided by West Sussex County Council should be adhered to.

Subsequent response from Lancing Parish Council: Due to the significant increase in representations since the previous Parish Council comments, the committee agrees with the decision that this application is presented to the Adur Planning Committee to be resolved. The committee also reaffirmed its previous decision that any advice provided by West Sussex County Council Highways should be adhered to.

Sussex Police: No major concerns with the proposal. However, additional measures to mitigate against any identified local crime trends should be considered, such as doors and windows to meet secured by design standards and installing CCTV and intruder alarm. If alcohol is sold it should be ancillary to food offer and served at tables by waiting staff. Lighting should be considered in and around car park and communal areas if facility operates during dark hours.

Representations

211 letters of **objection** have been received from addresses in The Moorings, The Street, Tithe Barn, Manor House Place, Mill Road, Ring Road, Norbury Drive, Norbury Close, Seaside Close, Old Salts Farm Road, Western Close, First Avenue, Grand Avenue, Wembley Avenue, Abbots Way, Upper West Lane, Mount Way, Swanbourne Close, Manor Way and addresses in Sompting, Shoreham, Worthing, West Chiltington Southampton, Northumberland and London and from Friends of Lancing Manor Park, Lancing Manor Allotment Association and Chairman of Trustees of Adur Community Leisure raising the following objections:

- Increased traffic will endanger children, pedestrians, dog walkers, horse riders and other users of the park and The Street
- Increased traffic will cause more damage to flint walls and cottages in Lancing Manor
- Increased congestion in The Street due to delivery trucks, waste disposal vehicles, customer cars, school traffic
- Will lead to increased parking in The Street, The Moorings and Thatch Court

- The Street is a narrow road because of existing parking along one side of it and no pavement
- Increased pollution
- Has a risk assessment been carried out?
- Car park is often full already
- Inadequate car park
- Poor exit from car park with limited visibility
- Is in a residential area, very close to houses (as close as 4-6m in some cases)
- Opening from dawn to dusk will cause noise and disturbance to a peaceful neighbourhood
- This is a quiet corner of the park
- Inappropriate location
- Increased anti-social behaviour
- Will detract from character of the area
- Why was no consultation carried out with local residents prior to submission of application?
- Once again, development is being imposed on the community with no input from the community, just like proposal to install 3G pitch at Manor Park which was eventually dropped after considerable resistance
- Smells from café
- Increased litter
- Where will bins be kept?
- Site shown as extending onto parkland to east of buildings
- Will increase numbers of rats, foxes and seagulls in the park
- Harmful impact on trees
- Harm to wildlife
- There is already a café and toilets plus better parking facilities at the leisure centre. Why not invest in developing facilities there?
- Why does the Council want to open direct competition with leisure centre café?
- Unlikely to be viable
- Café requires substantial customer flow to be viable
- Likely to be have little trade in winter
- What will happen if the business fails?
- Will not be long before application for residential use of buildings comes forward
- Where is the produce coming from?
- Will the car park become a pay and display?
- There is no footpath to the car park
- Parking for Bowling Club Members has always been a problem so loss of car park to café users is not welcome
- Overflow parking from café will block access to allotments
- There are enough cafes and food outlets in Lancing
- PVC windows and doors not appropriate or sympathetic materials in these buildings. Should be timber.

- Part of The Street is within a Conservation Area and the Council is obliged to preserve or enhance the character of the area. This proposal would have an adverse impact on its character.
- Where would groundsman's equipment be stored?
- Increased cost to Council and ratepayers as equipment will have to brought in from other locations as there will be no storage space at the park
- Loss of Human Right to peaceful enjoyment of property
- Not a good location as quite far from children's playground and could lead to children being left unsupervised while parents go for a coffee
- Proposed seating area to south is close to dog waste bins
- Seats will encroach onto parkland; loss of open space
- Why was building not offered on the open market?
- Why is so much land needed to east of buildings?
- Consideration should be given to serious and legitimate concerns of local residents ahead of financial gain for the Council
- Could attract travellers
- Waste of public funds
- Post office closed because there was insufficient demand for dairy and vegetable products. Why is there now a demand? Not a sustainable business idea.
- Applicant wishes to put chairs and tables on land to the south of the building so why is land to east still included within application site?
- Land grabbing
- Why is building previously proposed to be used as a toilet block still included within the application site?
- Comments received in support are misleading as they have been generated by the applicant's Facebook friends
- Café is needed but not in proposed location which appears to be an afterthought, hidden behind a wall and with inadequate parking
- What is the difference between a café and a coffee shop?
- Will affect sales from ice cream van, putting someone else out of business
- What are the terms and conditions of the lease?
- Viability of the proposal needs to be publicly examined
- Existing building will need upgraded insulation if it is to be used year round
- How many weeks of the year will the seating area be used?
- Amount of land included in application site is excessive for a few tables and chairs and suggests an ulterior motive, such as parties and wedding events
- Increased noise from early morning deliveries – planning conditions may not be enforced
- WSCC Highways comments are inaccurate and lacking detail.
- WSCC Highways have not objected due to there being no serious accidents in The Street. This is because local residents are mindful of the hazards and keep to a sensible speed. This may not be the case with coffee shop visitors.
- Adverse impact on peaceful part of the park, including rose garden area and memorial arboretum, which are used for peaceful contemplation and remembrance

- Tables and chairs will affect users of path which passes through area
- Tables and chairs will present a barrier and affect 'right to roam'
- Application has demonstrated a lack of clear, well thought out strategies
- Farmers' market in Lancing is not well attended, so what chance does this 'out of the way' business have?
- Increased lighting and noise could impact on wildlife in park
- Will affect park maintenance if tables and chairs are blocking large area
- Regular moving of tables and chairs in and out every day will cause damage to this part of the park
- Successful farm shop will attract shoppers who will visit more regularly than coffee shop users with shorter stays and more frequent traffic movements
- How will staff parking on surrounding streets be enforced/controlled?
- No details of any signage
- What covenants exist on the use of the park?
- Deliveries of fresh produce and dairy products will need to be undertaken frequently
- Public land should not be used for private enterprise
- If approved opening hours should be restricted to more neighbourly hours; deliveries restricted to no more than 2 per day and restricted to between 10 and 3pm to avoid peak hours; no outside seating or at very least restricted to certain times; remove east part of park from the application; car park to remain open for public use without restriction; no change to flint wall; no public restriction to any public part of the park at any time; no trees to be felled or altered; no signage

An **Objection** has also been received from Tim Loughton MP:

- Unwelcome development so close to a quiet and narrow residential street
- No proper consultation with local residents
- Few details are available as to what sort of café and shop it will be, what the operational hours will be and whether it will be licensed
- Impact on Leisure Centre café
- Surprising that the Council is setting up competition to undermine the Leisure Centre which is financially supported by the Council
- This ill-advised plan should be withdrawn.

In addition, a petition containing **137** signatures has been received from residents in the immediate area **objecting** to the introduction of a commercial enterprise operating 7 days a week from dawn to dusk. They ask the Council to abandon the proposal on the grounds of inevitable and significant long term negative disruption to local residents. There is no capacity, resource or need in the area for such a development.

113 letters of **support** have been received from addresses in Manor Road, Mill Road, Ring Road, West Lane, First Avenue, Third Avenue, Seventh Avenue, Eighth Avenue, Grand Avenue, Crabtree Lane, Firle Road, Leigh Road, Hayley Road, Monks Avenue,

Griffiths Avenue, Swallows Close, Orchard Avenue, Lynchmere Avenue, Sompting Road, Hamilton Road, The Tynings, Shadwells Road, Greet Road, Fetherston Road, Addison Close, Brighton Road, Upper Brighton Road, Hurstfield, Culver Road, Irene Avenue, Grinstead Lane, North Farm Road, Annweir Avenue, Mount Way, Greenoaks, Shopsdam Road, Pratton Avenue, Fairview Road, Lancing Close, Lisher Road, Fircroft Avenue plus addresses in Sompting, Shoreham:

- An excellent plan and will be a welcome and much-needed addition to a popular and well used family park
- We are regular dog walkers in the park and would love somewhere to stop and have a coffee
- No other coffee shop in North Lancing
- Using local produce will support local farmers
- Other local parks have similar facilities which are very popular with park users
- People will not purposely drive to the park just to use the facility but it would be used by people already using the park so will not worsen traffic situation
- Shame the toilet facilities have been removed from the application as they are much needed
- Lancing needs more investment
- It is not a café and will not be doing meals so will not be a huge increase in traffic
- A local shop selling fresh fruit, vegetables and bread would be welcomed
- Retention of flint buildings shows that the applicant wishes to preserve the area but with a use that will benefit the whole community
- Applicant is a local person who is willing to invest in business for local people
- Misinformation from objectors as to what is actually being proposed
- Could lead to Manor Park gaining a 'Green Flag'.

Relevant Planning Policies and Guidance

Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1
Submission Adur Local Plan (2016) Policy 15, 34
National Planning Policy Framework (March 2012)

Relevant Legislation

The Committee should consider the planning application in accordance with:
Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and
Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

Planning Assessment

Principle

A number of objectors have asked why no public consultation was carried out before the buildings were agreed to be let for this purpose.

Many objectors have also queried why the Council is willing to provide this facility when there is an existing café at the Impulse Leisure Centre at Lancing Manor which is part funded by the Council. There are also concerns about the ethics of leasing public land for a private commercial enterprise and the viability of the project has been questioned.

None of these issues are relevant planning matters and should not influence consideration of the planning application which should be considered on the planning merits of the proposal. Leasing public land for commercial enterprise is an accepted practice for the Council's Parks with many commercial ventures being allowed on public open space from cafes/restaurants to the hiring of various leisure activities football, tennis etc.

As yet no Lease is in place with the applicant and this would be dealt with as a separate matter should planning permission be granted for the proposed development.

The application is therefore considered to be acceptable in principle, subject to consideration of amenity and traffic impacts of the proposal and an assessment of whether the use adversely affects the public's enjoyment of the Park.

Visual amenity and impact on character of the area

The existing buildings are a mix of brick and flint with unsympathetic corrugated metal roofs. The Design and Access Statement states that the proposed change of use will include opening up existing bricked up openings and to insert uPVC windows and doors. A large number of the objections have been received stating that such materials are inappropriate and insensitive to these buildings which, while not within a Conservation Area, are considered by objectors to form part of the historic character of the area. Final details of all materials can be secured by planning condition but it is considered that timber windows and doors would be more sympathetic.

The other main external change is the proposal to include external seating in the form of tables and chairs within two areas of the Park, adjacent to the buildings. The plans originally included a large area to the east of the buildings (25m wide) and were later amended to include an additional area to the south (10m wide). The applicant has stated that tables and chairs would be placed outside when the weather permits and these would be put away each evening so that when the coffee shop is closed there would be no change to the appearance of the park. Staff would ensure that tables and any waste would be cleared throughout the day. The applicant has also advised that "tables and chairs will be set up to the south of the main building."

Your Officers have sympathy with the concerns about the Café use extending into the wider Park area and there would be concerns about any attempt to fence off any of the Park permanently or temporarily whilst tables and chairs are in any areas to the south or east of the café. From a planning perspective there would be concerns about any change of use of the Park to extend the café use, however, some ancillary tables and chairs within the Park area would be an attraction for users of the Park and Café.

As the applicant indicates that he wants to make use of the area south of the building for some tables and chairs, this does suggest that the area to the east is not required and it is considered that the land to the east should be excluded from the application, with seating confined to the south/southeast of the buildings only. However, your Officers are concerned about including any area outside of the building in the red edged area as this would formalise the change of use of this land to an ancillary A3 use and potentially result in a loss of open space which is not the intention behind the proposal. On this basis it would be preferable for the application not to include any potential area for the siting of tables and chairs and that control of this aspect is exercised through a licence agreement with the Parks and Estates sections. In this respect the number of tables and chairs would need to be restricted to an appropriate number and other controls can be exercised to ensure that any external seating does not adversely affect other users of the Park. Further discussions are underway with the applicant and Parks/Estates to resolve this aspect of the proposal and Members will be updated at the meeting.

It is important to ensure that the outside seating area is a fairly informal arrangement which is only likely to be used during periods of good weather. Similar seating is provided at Buckingham Park in Shoreham on such a basis and is seen as a significant benefit to users of the Park. With suitable controls in place, it is not considered that the outside seating will cause harm to the parkland setting or detract unduly from the enjoyment of the Park.

There have been concerns raised that the location of the coffee shop means that it is some distance from the children's playground (110 metres) and that it will not be possible for parents to be able to supervise their children if they decide to go for a coffee. This is not a planning matter however as the choices made by individual users of the facility cannot be controlled. It is hoped that the coffee shop will be used by a wide range of park visitors and to object to it because of its position in relation to one particular facility is not considered to be reasonable.

A concern has been raised about the possible impact of the coffee shop on the café within the Leisure Centre run by Impulse; however, competition is not a material planning consideration.

Residential amenity

The proposal will introduce a coffee shop and farm shop use to buildings currently used for storage of maintenance equipment. As such there is likely to be an increase in

activity which would be noticeable for nearby residents, the nearest of which at 13 The Moorings is just 12m from the entrance to the car park.

The applicant has advised that the coffee shop is to be open from 'dawn to dusk' but this is more likely to be 8am to 8pm during the summer months and 8am to 5.30pm during the winter months. It is a coffee shop rather than a restaurant or café and the applicant has explained that the intention is to sell hot and cold beverages and warmed snacks such as paninis, a selection of homemade cakes and warmed savoury snacks. Items such as soup and ice creams will also be available depending on the season. No food will be cooked on the premises. There will be no hot food takeaway. It is likely to follow the business model of a Costa Coffee shop in this respect.

The main users of the coffee shop are likely to be visitors to the park who wish to have a coffee and a snack after walking their dogs or some other such activity. It is not expected to be an attraction in its own right which would generate specific trips just to use the coffee shop. The farm shop, which is also proposed as part of this application, is a smaller aspect of the business in floor area terms but may generate specific trips for those people wanting fresh farm produce, but any activity associated with the farm shop is nevertheless anticipated to be low.

Table and chairs sited outside the building would be to the south of the buildings and would be sufficiently distant from neighbouring residents, and screened by the buildings and flint wall to not have an adverse impact through noise.

The car park is already in use by park visitors and the groundsman's sheds are also in use for maintenance purposes. There is already, therefore, a certain level of comings and goings in this part of the Park which needs to be taken into account when considering the impact of this proposal on local residents.

It is considered that, subject to suitable controls over hours of use and deliveries, the proposal is not likely to result in activity and noise levels which are harmful to the residential amenities of the area. Sussex Police has not raised any concerns about the use.

As no primary cooking will be taking place on the site, there is no need for an extract system and there are no concerns over adverse smell nuisance from the facility. The Council's Environmental Health Officer has not raised an objection to the proposal subject to control over opening hours and any lighting that may be necessary. With regard to lighting, none is proposed with the application as the facility is expected to only be open during daylight hours, but it is recommended that a condition be included to control any provision of lighting in the future.

Traffic and parking

The overriding objection to this proposal from local residents relates to traffic and parking. There are concerns that The Street is narrow, its width reduced further by cars parked along one side of it. The existing car park is small, with only 11 parking spaces,

including 2 for disabled users. The car park is not to be reserved exclusively for users of the coffee shop and farm shop and is to be shared by all park users, as is currently the case. There are strong concerns locally that the proposed facility will generate a high level of traffic and activity, with a resulting increased demand for parking spaces that cannot be accommodated within the car park and which will lead to increased congestion on The Street and other residential roads close to the facility. There are fears that the extra activity and parking congestion will lead to safety and amenity issues to the detriment of the wellbeing and amenity of local residents.

The Highway Authority has considered the proposal carefully and has carried out a site visit. They acknowledge that The Street is narrow and that drivers will have to wait for an approaching vehicle which could lead to a delay and some inconvenience. However, it is not considered to have a severe impact in capacity or highway safety terms.

With regard to parking provision, they have assumed that no parking is available for the use as the car park is not within the control of the applicant. They acknowledge that only limited space is available on The Street but have stated that "provided the owners of the car park (District Council) and LPA are satisfied that users of the park and coffee shop will use the public car park as a combined use we could assume these 11 spaces could be used in conjunction with the use and are within the maximum standard."

They have also calculated the likely level of traffic based on comparisons with a pub use both with and without a restaurant. The results indicate that such a use would generate around 67 trips, which is the equivalent of 7 trips in the peak hour 6-7pm, or an equivalent of 1 movement every 8 minutes. However, the Highway Authority also accepts that given other more sustainable modes of transport to the site trip rates would be likely to reduce to around 3 trips without a restaurant or 5 trips with a restaurant in the peak hour.

It should be stressed, however, that the current proposal is not for a pub or a restaurant but is for a relatively small coffee shop and farm shop only. Trip rates to the facility are likely to be much lower than a pub or restaurant and it is anticipated that the majority of users will be people who are already visiting the park rather than generating specific vehicle trips to the coffee shop. The farm shop may generate some specific trips but the level of activity is not expected to be significant. WSCC Highways have stated that the overall trip rate for a pub with restaurant and shop would be 10 trips per hour which would equate to 1 movement every 6 minutes. This is not considered severe in highway capacity terms and no highway objection is raised.

With regard to parking provision, as the majority of users are expected to be existing visitors to the park, it is not considered that parking demand will be such that it will cause an unacceptable increase in demand on surrounding roads. 2 full time members of staff are proposed with 4 part time. The applicant has confirmed that staff will be required to park off site to enable the car park to be available for park users. This could have a slight impact on parking availability on surrounding roads but the Highway Authority has confirmed that it has no concerns with the proposal in highway safety or capacity terms. Visibility from the access into the car park is considered to be acceptable, as it accesses onto a no through road where speeds are low.

With regard to deliveries, the applicant has advised that, *"these types of deliveries do tend to happen overnight or early morning. However, I am talking to various suppliers about delivery times as they have specific routes and to an extent, I will be able to control the times they get to me to after 7am. I certainly do not want deliveries any earlier than that as there will be no one on site to receive them. As an alternative, I do have other options such as getting supplies delivered close by, not directly to the site and then bringing them in ourselves to the coffee shop after a reasonable time in the morning. I would stress though that at most there will be 2/3 deliveries per day in vehicles no bigger than supermarket delivery vehicles so I really do not anticipate any disruption."*

A planning condition will be able to control the hours of delivery to ensure that these do not occur at unreasonable or unneighbourly hours. It is suggested that deliveries should not take place before 8am or after 6pm on any day.

With regard to the issue of traffic and access, it is therefore considered that, with suitable controls in place, the proposal will not cause serious harm to highway safety; result in unsustainable levels of parking congestion or cause harm to the amenities of local residents.

Waste and refuse

The applicant has advised that bins can be placed just inside the entrance to the car park or where they are collected from now, in the south east corner of the car park. It is understood that there are already bins there that are collected weekly so the collection of waste from the coffee shop should not be any more problematic.

The Council's Waste and Refuse Manager has not expressed any concerns. Final details of bin storage can be reserved by condition.

Conclusion

This application has generated a lot of interest locally with a large number of objections received but also a high number of letters of support. The concerns of local residents in particular with regard to traffic issues as well as concerns about the impact on residential amenity and on park users' enjoyment of Manor Park are understood. However, for the reasons set out in this report, it is not considered that those objections are sustainable. There have been no objections from West Sussex Highways, Environmental Health Officers or Sussex Police.

It is considered that the proposed facility will be of benefit to park users and will be a positive addition to Manor Park without detracting from the wider area or harming the amenities of nearby residents.

Recommendation

APPROVE, subject to receipt of a satisfactory amended plan reducing the site area to the south and east of the building and to the following conditions:

1. Approved Plans
2. Standard 3 year time limit
3. External materials (windows/doors/roof) to be agreed
4. Opening hours, 8am to 8pm 1 April – 30 September and 8am to 5.30pm 1 October- 31 March
5. Waste storage details to be agreed
6. Delivery hours to be restricted to 8am -6pm every day and shall take place using small transit vans or cars only and no HGVs.
7. No lighting to be installed without prior approval
8. No extraction system to be installed without prior approval
9. Permitted use as coffee shop and farm shop only and shall not be used as a café/restaurant within Use Class A3. No primary cooking shall take place on the premises and there shall be no hot meals/hot food takeaway or private functions
10. No fences to be erected
11. There shall be no extension or alteration of the buildings beyond that hereby approved
12. No part of the development shall be first occupied until covered and secure cycle parking spaces have been provided in accordance with plans and details submitted to and approved by the Local Planning Authority.
13. No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority.
14. An archaeological investigation of the site shall be carried out at the expense of the developer in accordance with a specification (written scheme of investigation) to be submitted to and agreed by the Local Planning Authority in writing before the commencement of building works.

26th June 2017

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