



**Economic Development Assessment
Vacant building at Rustington Golf Centre, Golfers Lane
Rustington**

**Prepared for Rustington Investments Ltd and Maplewell Ltd
July 2011
Katharine Morgan BA (Hons) Dip TP (MRTPI)**

Contents

1. Introduction	3
2. Site Context	4
3. Description of Development	5
4. Planning Policy	6
5. Sequential Approach	11
6. Economic Impact	16
7. Assessment of Retail Facilities in the Catchment area	18
8. Conclusions	21

Introduction

1. Introduction

1.1 This Economic Development Assessment has been prepared by Strutt & Parker on behalf of Rustington Investments Ltd, and Maplewell Ltd. The Assessment is provided to support a planning application for the change of use of the existing building from a family activity centre (use class D2) to a farm shop and cafe (use class A1 and ancillary A3). The Assessment has been prepared in accordance with the requirements identified in Planning Policy Statement 4 (PPS 4): Planning for Sustainable Economic Development (2009). The report is structured as follows:

- Section 2 provides details of site context;
- Section 3 provides a description of the proposed development;
- Section 4 provides a summary of the relevant planning policy and guidance against which the scheme will be considered;
- Section 5 considers the sequential tests;
- Section 6 considers the economic impact of the development; and
- Section 7 provides an assessment of retail facilities in the catchment area.

Site Context

2. Site Context

- 2.1 The building has planning permission for leisure uses including a bowling alley, laser quest, soft play area and a restaurant (ref: A/176/06). The total floorspace of the building is 1,568sqm (gross), the planning permission also includes a mezzanine level (325sqm gross floorspace). The building has been constructed but has not been occupied and is currently vacant. The site is situated off Golfers Lane (off the A259) next to the Rustington Golf Centre and Esporta health Centre. Beyond the golf Centre, the site is bounded by farmland to the north-west and semi-urban residential areas to the east. To the south runs the A259 with residential, industrial and retail areas beyond. A full planning history for the site and surrounding area is included in the Planning Statement which accompanies this application.

Description of Development

3. Description of Development

3.1 It is proposed to change the use of the existing vacant building adjacent to Esporta Health Centre from a family activity centre (use class D2) to a farm shop and cafe (use class A1 and ancillary A3). The farm shop will sell a range of fresh products, the majority of which will be sourced from local and regional farms and suppliers including:

- Fruit and vegetables;
- Meat;
- Poultry;
- Fresh dairy products;
- Bread and bakery products; and
- Seasonal Flowers and shrubs.

Planning Policy

4. Planning Policy

4.1 Introduction

- 4.1.1 This section provides a summary of the relevant national, regional and local planning policy relating to economic development.

4.2 National Planning Policy

- 4.2.1 Planning Policy Statement 1 (PPS 1) sets out the government's policy related to delivering sustainable development. Paragraph 23 states that the government is committed to providing a strong, stable and productive economy that aims to bring jobs and prosperity to all. Planning Policy Statement 4 (PPS 4): Planning for Sustainable Economic Growth sets out the government's objectives and policy relating to sustainable economic development.

- 4.2.2 Economic development is defined within this policy as development within Use Class B, main town centre uses, and community uses.

- 4.2.3 Main town centre uses include:

- Retail (use class A1 development);
- Leisure, entertainment and recreation uses (including restaurants);
- Offices;
- Arts, culture and tourism development

- 4.2.4 To help achieve sustainable economic growth, the government's key objectives are as follows:

- To build prosperous communities by improving the economic performance of cities, towns, regions, sub-regions and local areas both urban and rural;
- Reduce the gap in economic growth rates between regions promoting regeneration and tackling deprivation;

Planning Policy

- To deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change;
- To promote the vitality and diversity of town and other centres as important places for communities.

4.2.5 Policy EC 4 states that local planning authorities should proactively plan to promote competitive town centre environments and provide consumer choice by supporting a diverse range of uses which appeal to a wide range of age and social groups, ensuring that these are distributed throughout the centre.

4.2.6 Policy EC 6 identifies criteria for planning for economic development in rural areas. The policy states that in rural areas Local Planning Authorities should:-

- Strictly control economic development in the open countryside away from existing settlements, or outside areas allocated for development in development plans.
- Identify local service centres and locate most new development in or on the edge of existing settlements where employment, housing and services can be provided together.
- Support the conversion and reuse of appropriately located and suitably constructed existing buildings in the countryside for economic development.
- Seek to remedy any identified deficiencies in local shopping and other facilities to serve peoples day to day needs and address social exclusion.
- Set out criteria to be applied to planning applications for diversification for business purposes that are consistent in their scale and environmental impact with their rural location.

4.2.7 Policy EC 10 identifies criteria for determining planning applications for economic development. Paragraph 10.1 states that planning applications that secure sustainable economic growth should be treated favourably. Paragraph 10.2 identifies criteria for economic development to be assessed against, including:

- Whether the proposal has been planned over the lifetime of the development to limit carbon dioxide emissions, minimise vulnerability and provide resilience to climate change;

Planning Policy

- Accessibility of the proposal by a choice of each transport including walking, cycling, public transport and the car;
- Whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way that it functions;
- The impact on economic and physical regeneration in the area including the impact on deprived areas and social inclusion objectives; and
- The impact on local employment.

4.2.8 Policy EC13(D) identifies criteria for local planning authorities to consider when determining planning applications affecting shops and services in local centres and villages. Paragraph D states that Local Planning Authorities should respond positively to planning applications for farm shops which will meet a demand for local produce in a sustainable way and contribute to the rural economy as long as they do not adversely affect easily accessible convenience shopping.

4.2.9 Policy EC 14 provides details of supporting evidence for planning applications for main town centre uses. The policy states that a sequential assessment is required for planning applications for main town centre uses which are not in the existing centre and are not in accordance with an up to date development plan. The policy also states that an impact assessment addressing the impacts of the development on existing town centres is required for planning applications for retail and leisure developments over 2,500 square metres gross floor space. The proposed development is under this threshold and therefore does not require an impact assessment.

4.2.10 Policy EC 15 identifies the criteria for consideration of sequential assessments for main town centre uses which are not in the centre and not in accordance with an up to date development plan. The policy makes it clear that a sequential approach must be followed with sites in the urban area being considered first. The sites are assessed for their availability, suitability and viability. Developers must also demonstrate their flexibility in terms of scale and format of the proposed development.

Planning Policy

- 4.2.11 Policy EC 17 relates to the determination of planning applications for economic development. Paragraph EC17.1 states that planning applications which fail the sequential test should be refused.

4.3 Local Planning Policy

Arun Local Plan (2003)

- 4.3.1 The development plan for this area is the Arun Local Plan (2003). The following economic development policies are of relevance.
- 4.3.2 Policy DEV 26 identifies the criteria for retail development. The policy states that the District Council will seek to maintain the existing hierarchy of retail centres within Arun.
- 4.3.3 Policy DEV 27 relates to retail development outside the principal shopping areas and states that proposals in such locations (as defined on the proposals map) for non-food and food retail, including extensions, will be permitted provided that the proposal does not adversely affect the vitality and viability of the principal shopping areas and local shopping areas, either as individual development or cumulatively of similar existing and proposed developments.
- Is usually accessible by highway and a network of public transport;
 - Includes provision for access by cycle and on foot;
 - Includes public provision for access to people with disabilities.
- 4.3.4 Policy DEV 27 also states that applications for major development will need to be accompanied by a full assessment of the potential impact on town centres and nearby centres. Applicants proposing retail development on out of centre sites will need to demonstrate that no suitable site could be found, firstly within the existing town centre or secondly within the edge of centre. Applicants will also be required to demonstrate there is a need for additional facilities. The policy also states that where this criteria is satisfied and permission is granted, it may be subject to a conditional legal agreement that is appropriate to restrict the range of products sold and to restrict the unit size to a minimum of 1,000 square metres with no further subdivision allowed. Since the Local Plan was adopted, national retail policy has changed through the replacement of PPG6 with PPS4 which effectively removed the requirement to prove a need for new retail development.

Planning Policy

4.3.5 Policy DEV 31 relates to proposals for farm shops and states such development will be allowed providing it complies with the following criteria:

- The viability of existing village shops will not be significantly affected, the proposal makes use of existing buildings where these are suitable and can be made available, and the development would not have an adverse impact on the character, appearance and amenities of the area taking into account the factors including the likely level of activity to be generated and parking and access arrangements.
- The type and range of goods to be sold will be limited by planning condition or legal agreement as appropriate.

Emerging Local Policy

4.3.6 Arun District Council is currently preparing its Core Strategy. As part of the Core Strategy evidence base, a Retail Study was prepared in May 2010 which provides an indication of the likely future demand for new retail floor space within the district. The Study states that non central food stores in Littlehampton and Rustington District Centre are trading above the benchmark level set in the study. There is therefore current potential for more convenience goods floor space in these areas which will increase over time.

4.3.7 The study states that Sainsbury's intend to open an out of centre store in Bognor Regis and Morrisons intend to open an enlarged store in Bognor Regis Town Centre. The analysis within the study states that it is unlikely that both these stores will open in the short term and that there may not be sufficient expenditure within Bognor Regis to support both of the new stores opening. Both of the stores now have planning permission and it is very likely that they will both open in the short term. Morrisons gained planning permission on the 24th May 2010 for the demolition of the existing store and the erection of a new supermarket (2,978sqm gross floor space). Sainsbury's gained planning permission for the former LEC refrigeration site in Bognor Regis (A29 Shripney Road) and work on the site is scheduled to begin this year. The new store is scheduled to open winter 2012/13 as the site will need some remediation work to take place before the store is built. The study also makes reference to the committed redevelopment of the Focus DIY store at Rustington. However no planning applications have been submitted for the Focus store nor is it allocated for development within the local plan. The Focus Do It All Group is in administration and has ceased trading in Rustington. The retail survey makes it clear that the building is considered for comparative goods only with no provision made for convenience shopping.

Sequential Approach

5. Sequential Approach

5.1 Introduction

5.1.1 Policy EC15 of PPS 4 identifies the criteria for sequential assessments for main town centre uses which are not in a centre and are not in accordance with an up to date development plan. Town and District Centres are considered first, followed by edge of centre locations and finally out of centre locations. Sites are assessed on in terms of:

- Availability – ie. Is the site available in the short term;
- Suitability – is the site suitable for the proposed use; and
- Viability – would the development be viable in this location.

5.1.2 The policy also states that developers should be flexible over the provision of floorspace in these locations.

5.2 Methodology

5.2.1 Rustington Neighbourhood Centre is located within the catchment area and forms part of the first element of the sequential test. This is followed by Local Centres, and Edge of Centre stores including: Sainsbury's (site 1), Halfords and Pets at Home (site 2) and Focus DIY (site 3). Trade retail has also been mapped (site 7) but does not form part of this assessment as it is predominately located in industrial locations and ancillary to the main uses which are B1, B2 and B8 industrial and storage uses. Following discussions with Keith Wheway at Arun District Council, two garden centre sites have also been included in the analysis despite falling outside of the 2km boundary, Haskins Garden Centre (site 11) and Country Fayre Garden Centre (site 12). Both of these garden centres have recently gained planning permission to vary the type and amount of goods sold to include more convenience goods including food.

5.2.2 The sequential approach has considered allocated sites within Arun Local Plan (2003) in the catchment area, vacant sites and buildings and current retail units.

Sequential Approach

5.3 Rustington Neighbourhood Centre

- 5.3.1 Rustington Neighbourhood Centre is mostly comprised of small scale retail units of approximately 132sqm. Whilst it is recognised that some degree of flexibility is needed when assessing the suitability of alternative sites, it is very unlikely that these units would be able to accommodate a development of this type, as the units are mostly small scale and do not have the dedicated space in which to make deliveries. Rustington neighbourhood centre currently has some traffic congestion due to deliveries in these locations and the provision of a farm shop of the size proposed in this location would exacerbate this problem. Moreover, the scheme would not benefit from being split and accommodated in two or three small units as the concept behind the scheme is to provide everything under one roof. There are currently three vacant units within Rustington town centre, one in Churchill Parade and two in Broadmark Parade. None of these units would be suitable for this type development for the reasons described above.
- 5.3.2 There are no specific retail allocations for Rustington town centre in the Local Plan.
- 5.3.3 The only retail unit in the Neighbourhood Centre which would be large enough to accommodate the proposed development is occupied by The Coop (approximately 1,771sqm gross floorspace). However, The Coop is well established in this location and is unlikely to move in the short term and there is no reason to believe they are likely to vacate
- 5.3.4 The sites within Rustington Town Centre are therefore unsuitable for the proposed development.

5.4 Local Centres

- 5.4.1 There are six local shopping parades within the catchment area (labelled 8, 9, 10, 15, 16 and 17 respectively on map 1) together with a two petrol station convenience stores (no 13 and 18 on map 1). The Local Centres include small scale units (approximately 72 sqm) with a range of local services. The size of the units comprising the Local Centres and service station shop would not be feasible for this type of development. Similarly, delivery arrangements to these units would cause disruption to local residents.
- 5.4.2 There are no retail allocations for local centres in this area within the local plan.

Sequential Approach

5.5 Edge of Centre Sites

Sainsbury's

- 5.5.1 Sainsbury's Rustington is situated within the catchment area, adjacent to the A259. The store has approximately 5,554sqm gross floorspace and sells a range of comparison and convenience goods. The store is well established in the area and it is understood that there are no plans to close or relocate the store elsewhere. In any event this store has nearly three times the floorspace required for the proposed farm shop (1,568sqm). The site is neither suitable nor available in the short term.

Pets at Home and Halfords

- 5.5.2 Pets at Home and Halfords are situated within the catchment area adjacent to Sainsburys and the A259. The stores have an approximate gross floor space of 1,051sqm each and sell comparison goods. The businesses are well established within this location and are unlikely to move from it. In any event the floorspace for each unit is below that required for the proposed farm shop (1,568sqm). The buildings are therefore not available in the short term and are not suitable for this type of development.

Focus DIY

- 5.5.3 The Focus Do It All group is in administration. The store has ceased trading. The Retail Update for Arun District Council identifies this site as having potential for comparison goods, but no potential for convenience goods. The update states that the store has 5,128sqm gross floorspace, this is nearly three times the floorspace required for the farm shop. It is therefore considered that this site is not suitable for the type of use proposed as it is too large in scale and is already earmarked for development for the sale of comparison goods within the Retail Study update.

Sequential Approach

5.6 Garden Centres

Haskins Garden Centre (Roundstone)

- 5.6.1 Planning permission was granted earlier this year (ref:A/109/10) to amend the existing planning permission to demolish the existing garden centre and nursery structures and build a new garden centre with ancillary A3, covered and open sales area and balancing pond. The planning permission and associated Section 106 Legal Agreement have been amended to include more retail development. The Section 106 restricts the amount of food and drink
- 5.6.2 sold at the site to 200sqm, a list of other goods is included in the Legal Agreement. The permission also allows the sale of fruits, vegetables, plants, trees and flowers.
- 5.6.3 This garden centre has extensive nurseries to the rear and although the owner has sought to amend the planning consent, the primary use is still the sale of plants and garden related accessories with gifts and some food as a sideline. The Section 106 Legal Agreement restricts the amount and type of food to be sold. It is understood that Haskins are in the process of implementing this planning permission and have no plans to move from the site. The site is therefore not available for redevelopment as a farm shop.

Country Fayre Garden Centre

- 5.6.4 This garden centre is currently closed and is due to reopen following redevelopment in autumn 2011. The site gained planning permission last year for an amendment to an earlier planning permission for the demolition of the existing garden centre and construction of a new A1 retail unit (ref: FG/33/10). The amendment relates to the Section 106 Legal Agreement and allows the provision of 6,336sqm total sales area of which 2,800sqm will be for convenience goods sales. The Legal Agreement makes it clear that the development must take place in one phase and that the food sales element can not be split from the main garden centre.

Sequential Approach

- 5.6.5 There is every expectation that the garden centre will reopen in autumn 2011 following the refurbishment. The site is therefore not available in the short term and the type and size of the development (6,336sqm total retail and 2,800sqm food retail) would be too large for the proposed farm shop. The site is therefore considered to be unsuitable for this type of development. There is no retail provision for edge of centre sites in this location within the Local Plan
- 5.6.6 Whilst there is a fair degree of open land around the site including farm land adjacent to South Drive and Mill Lane these sites would involve the construction of a new unit to accommodate the farm shop. This would introduce a new building into the countryside and it is considered that the proposed development is more sustainable as it will involve the reuse of the existing building in accordance with national and local planning policy. There is a site adjacent to the A259 and west of Langbury Lane house for which planning permission was sought for a farm shop (application reference FG/38/11). However this would have involved the creation of a new building in the countryside and was considered unacceptable in planning terms. The application was therefore withdrawn. It is therefore considered that this would not be a suitable site for this type of development.
- 5.6.6 The sequential test found no available, suitable or viable sites within the catchment area.

Economic Impact

6. Economic Impact

6.1 Introduction

- 6.1.1 This section considers the economic impact of the development proposals based on the criteria identified within policy EC10 of PPS 4.

6.2 Limiting carbon dioxide emissions, minimising vulnerability and providing resilience to climate change.

- 6.2.1 The development proposals will utilise an existing vacant building, minimising associated construction resources, and associated carbon dioxide emissions.
- 6.2.2 The proposals will consider water conservation measures including low volume fixtures and fittings.
- 6.2.3 The proposals will consider the use of low energy lighting and appliances.
- 6.2.4 Care has been taken to avoid any negative impact on the local micro climate through the use of an existing building which is already part of the local micro climate. In addition, the project will look to recycle heat and water to minimise effects on local micro climate.

6.3 Accessibility

- 6.3.1 The application site is served by bus links located within Rustington Retail Park, approximately 700 metres to the southeast of the site. The bus stops provide access to Durrington, West Worthing, Westergate, Storrington, Bognor and Wick. Additional bus stops are provided on Station Road, approximately a further 550 metres to the east of the retail park. Access to further bus routes are provided in addition to those above, including bus routes providing links to Rustington and Littlehampton. There are footpath links to Poling and Angmering and the site is within walking distance of Angmering station which provides links to London Victoria, Portsmouth and stations in between.
- 6.3.2 The application site is located adjacent to residential development and close to the main urban conurbation of Rustington making it ideal for top up shopping.

Economic Impact

6.4 Securing a high quality and inclusive design

- 6.4.1 The proposed development makes use of an existing building which is a feature of the local landscape.
- 6.4.2 The buildings scale and massing are proportionate to the neighbouring Esporta Health Centre and golf centre buildings.
- 6.4.3 There will be minimal alterations to the building in order to preserve its existing appearance.

6.5 Impact on the economic and physical regeneration in the area

- 6.5.1 The development will bring a vacant building back into use.
- 6.5.2 The development will have a positive impact on the area, bringing a new development to the local neighbourhood.

6.6 Impact on Local Employment

- 6.6.1 Employment opportunities will be available for local people .The development will bring jobs to the area. Upon opening the farm shop will employ 45 to 50 full time equivalent staff. This expected to grow to 60 full time jobs after 1 year. Of these 25% of jobs can be converted to part time positions which would generate 30-40 jobs. The development will also create a ripple effect boosting the local supply chain.
- 6.6.2 The development will therefore boost the local economy.

Assessment of Retail Facilities in the Catchment area

7. Assessment of Retail Facilities in the Catchment area

7.1 As discussed in section 4 a retail impact assessment is not required for this site as the total floorspace falls below the threshold set in PPS 4 (2,500sqm). It is therefore not necessary to consider the cumulative economic impact of recent permissions/developments in or close to the catchment area. This section provides an assessment of existing retail facilities in the catchment area for context.

7.2 The catchment area is defined as 2km from the application site. All retail development in this area has been mapped (see map 1) and categorised into: superstores and high street shops, local parades and trade retail. Following a request from Arun District Council, garden centres have also been mapped despite their location outside the catchment area. The map also identifies food (convenience) stores within the catchment areas. The following stores sell/have planning permission to sell convenience (food) goods within or adjacent to the catchment area.

- Sainsbury's;
- Iceland;
- The Coop (Angmering Local Centre)
- Roundstone Farm Shop
- Haskins Garden Centre (planning permission to sell some named convenience foods).
- Country Fayre Garden Centre (planning permission for 2,800sqm unfettered retail floorspace)

Rustington Town Centre

- Iceland, Co-op, Tesco Express, Cook Frozen Foods
- Scoop and Weigh (dry goods)
- Butchers – John Wildman & Sons – Burtenshaws
- Bakeries – Regency – Fresh
- Green Grocers – Barry Wadsworth – Bryden & Son

Assessment of Retail Facilities in the Catchment area

Local Centre

- Co-op, Angmering
- Marks and Spencer Food (BP Petrol Station)
- Shell Petrol Shop

Out of Centre

- Sainsbury's
- Roundstone Farm Shop
- Haskins Garden Centre

7.3 The supermarkets in the catchment area are well established. The larger stores (Sainsburys and The Coop) sell a range of convenience and comparison goods and smaller stores (Iceland and Tesco Express) sell more day to day convenience goods. The proposed farm shop will provide a different type of offer to these stores, providing fresh locally sourced fruit, vegetables, meat and dairy products. It is therefore considered that the proposed development will have little or no effect on the existing supermarkets and local stores in the area.

7.4 The Roundstone Farm Shop predominantly sells produce grown on the farm and offers a 'pick your own' facility in the spring and summer months. The business is restricted in the type of products that can be sold by a Section 106 Legal Agreement. The business differs from that proposed at the Golf Club in that it is restricted by what can be grown at Roundstone Farm.

Assessment of Retail Facilities in the Catchment area

- 7.5** The garden centres both have planning permission to demolish and rebuild their existing buildings and have both sought to amend the Section 106 Legal Agreements connected to their respective permissions to provide more retail floorspace. Haskins Garden Centre is restricted to 200sqm food and drink, together with a list of products (including fruits, vegetables, plants and flowers). Country Fayre has planning permission for 2,800sqm unfettered convenience floorspace. The accompanying Retail Assessment makes it clear that the type of food sold at the garden centre will be discounted goods mostly of a pre packaged variety (ie. when its gone, its gone). Both of these garden centres are different in
- 7.6** character and style to the farm shop proposed at Rustington Golf Centre. The primary sales aspect to both of the garden centres is plants and garden related products, whereas the farm shop will sell mainly food produce. The proposed farm shop will therefore have little or no effect on the existing garden centres in the area.
- 7.7** It is considered that the proposed farm shop will offer a new type of retail within the catchment area and will not impinge upon existing retail facilities. Rather, it will provide valuable top up shopping with fresh local produce in a convenient location.

Conclusions

8. Conclusions

8.1 The proposed development has been assessed against key policies in PPS 4 and the Arun Local Plan. The report can be summarised as follows:

- The development will bring a vacant building back into use;
- The development accords with economic development policies identified in PPS 4 and Local Planning Policy;
- A sequential test has been undertaken for the site in accordance with PPS 4. The test found that there were no available, suitable or viable sites within or adjacent to the catchment area;
- The development accords with the economic development principles identified in policy EC10 of PPS 4. The proposed development will :
 - Limit carbon dioxide emissions, minimise vulnerability and provide resilience to climate change;
 - Be accessible to all;
 - Secure a high quality and inclusive design; and
 - Have a positive impact on local employment and will boost the local economy.
- An assessment of the retail facilities in the catchment area has been undertaken, with particular emphasis on those stores selling convenience goods. The assessment has demonstrated that the development proposals will not have a negative effect on existing retail stores in or adjacent to the catchment area;
- It is therefore considered that the proposed development will make a positive contribution to the local economy.

**STRUTT
& PARKER**



s and Rustington Centre
 centres and petrol stration shops
 il
 centres and Farm Shops

 Halfords
 sed)
 vn Centre (various)
 ltd
 etail
 de
 de
 opping Parade
 arden Centre and Farm Shop

 hop
 Site (application withdrawn)
 ade
 ade
 ade
 encer Food Petrol Station