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**STRUTT
& PARKER**



Planning Statement

Vacant Building at Rustington Golf Centre, Golfers Lane, Rustington

Prepared for Rustington Investments Ltd & Maplewell Ltd
July 2011
Clare Bartlett MRTPI AIEMA

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- A - Site Location Plan
- B - Proposed Layout Plan

Introduction

1. Introduction

1.1 Strutt & Parker are instructed by Rustington Investments Ltd and Maplewell Ltd to submit a full planning application for the change of use of an existing building at Rustington Golf Centre from a family activity centre (D2) to a farm shop (A1) including an ancillary cafe.

1.2 The report is structured as follows:

- Site Description
- Planning History
- Proposed Development
- Planning Policy Context
- Appraisal
- Summary

Site Description

2. Site Description

- 2.1** The planning application relates to an existing vacant building located within the Rustington Golf Centre complex, to the east of the Esporta Health Centre. The building was constructed in 2007 following the grant of planning permission (ref A/176/06) for a 1487sqm building to be used as a family activity centre (D2) with café.
- 2.2** The building is located at the eastern end of a complex of buildings comprising Esporta and the Rustington Golf Centre. To the east beyond an area of landscaping lies the Ham Manor residential estate, to the north lies the golf course and to the south lies the car park.
- 2.3** The site is accessed via Golfers Lane which has a direct access onto the A259.
- 2.4** A Site Location Plan is attached as Appendix A.

Planning History

3. Planning History

- 3.1 Planning permission (ref A/27/99) was granted on 21st October 1999 for the erection of a clubhouse, removal of redundant agricultural buildings and the erection of a green keeper's store.
- 3.2 Planning permission (ref A/117/00) was granted on 28th December 2000 for amendments to the above planning permission, including amendments to elevations and the layout of the main building. The permission also included a new pub/restaurant which, although not built, was to be sited on part of the current application site.
- 3.3 Planning permission (ref A/123/03) was refused on 23rd October 2003 for the extension of existing facilities to include 5no. indoor tennis courts. The application was considered unacceptable as it had not been demonstrated that there was an overriding and essential need for the proposal to be located within the countryside and the proposal would be obtrusive in the landscape.
- 3.4 Planning permission (ref A/147/04) was granted on 12th April 2006 for the erection of a new 993sqm building for leisure and recreational facilities, and an extension to the existing car park to provide 63 car parking spaces and 8 disabled spaces. The use was a stand alone use unconnected with the neighbouring Esporta or Golf Centre. The permission has not been implemented.
- 3.5 Planning permission (ref A/176/06) was granted on 9th August 2007 for a new building comprising 1568sqm of gross floorspace in addition to a 325sqm mezzanine level for use as a family activity centre, which included a café and outside dining area, and the extension of the existing car park to provide 63 additional parking spaces. The permitted opening hours were 0700-2300 Mon-Sat and 1000-2330 Sundays. Whilst the building has been constructed, the use has never been implemented due to market conditions caused by the recession.
- 3.6 The current application relates to the building constructed under planning permission ref. A/176/06.

Proposed Development

4. Proposed Development

4.1 Introduction

- 4.1.1 The planning application seeks full planning permission for the change of use of the existing building from family activity centre (D2) to farm shop (A1).
- 4.1.2 The building measures approximately 55m in length x 28.5m in depth x 8m in height, with a footprint of 1568sqm. Internal floorspace extends to approximately 1487sqm with extant planning permission for a 325sqm mezzanine level. Immediately to the south of the building is a large car park with 341 spaces which is shared with Esporta and the Rustington Golf Centre, although 199 of these spaces are directly outside the application building.
- 4.1.3 As previously mentioned, the family activity centre use has never been implemented as market conditions for the leisure industry have deteriorated since planning permission was granted, and the situation is not expected to improve for the foreseeable future.

4.2 Company Background

- 4.2.1 Maplewell Ltd is formed of three founders, each with significant previous retail experience.
- 4.2.2 Neil Davidson CBE was most recently Chairman of Cherry Valley Farms Ltd. He is former Chief Executive of both Express Dairies and Arla Foods PLC. and is a former Vice President of Dairy UK. Neil spent the first twenty years of his career in the food industry with Northern Foods. He was awarded a CBE in the 2006 New Years Honours list for his services to the UK dairy industry.
- 4.2.3 He was awarded CBE in the 2006 New Years Honours list for his services to The UK dairy industry.
- 4.2.4 Bob Emmott is a former Managing Director of Morrisons, a company renowned for its vertical integration and close farming associations. Bob has also had extensive experience on the supply side acting as adviser to a number of smaller companies.
- 4.2.5 Marie Melnyk is also a former Managing Director of Morrisons and in recent years has been a non executive director of Produce World Ltd, growers and processors of vegetables and potatoes. She too has further supply side experience having advised other smaller UK based companies.

Proposed Development

4.2.6 All three have considerable experience and the strongest credentials of working with farmers and smaller producers in a manner that is both cooperative and mutually beneficial.

4.2.7 Maplewell Ltd's approach to business is based on mutuality and respect and the following core values:

- Good to do business with;
- Good employers, providing a great place to work where staff welfare is high on the agenda. Providing real jobs and training for local people;
- Good neighbours who seek to be connected with the local community;
- Offering a shop environment that will be welcoming to families, older citizens, those with disabilities as well as catering for the needs of busy working people;
- Engaged and cooperative;
- Long term and sustainable in their thinking and all that is practised.

4.2.8 The proposed development would introduce Maplewell Ltd as a new local business, supplier and producer to the area.

4.3 Farm Shop Concept

4.3.1 The proposed farm shop is a response to the public's interest in reducing 'food miles' by offering locally produced (in house) product alongside locally sourced produce when in season, with 'local is the best ingredient' being the underlying ethos. It is estimated that in the UK 95% of all our fruit and 50% of all vegetables are imported. Food transported by boat, air and road travels around 30 billion km each year, and in doing so is responsible for 19 million tonnes of CO₂, equivalent to the annual output of two coal-fired power stations. Food transport also costs over £9 billion a year, due to congestion (£5 billion), accidents (£2 billion), greenhouse gas emissions, air pollution, noise, and infrastructure (£2 billion). Although air freight makes up the smallest proportion of food miles, the largest being transport by road, it is the highest emitter of CO₂ per tonne of food, and responsible for 11% of emissions. (Source: DEFRA).

Proposed Development

4.3.2 Locally sourced produce can often be more expensive than produce sourced from abroad, however the concept behind this farm shop is strongly influenced by the need to deliver real value to consumers. In house production, which is uniquely from start to finish, will enable the shop to keep costs to a minimum, whilst also helping to keep food miles low. The size of the building is also larger than the average farm shop, enabling produce to be bought in greater quantities with the associated cost savings being passed on to the customer.

4.3.3 Discussions have been held with the National Farmers Union (NFU) and it is the company's intention to work closely with the NFU in relation to sourcing local produce for the Rustington shop.

4.4 Sourcing

4.4.1 The National Farmers' Retail & Markets Association (NFRMA) recommend a formula for farm shops to enable year-round trading whilst putting in place general limitations to maintain the distinctiveness of each outlet and give planning authorities control over the produce sold to ensure the outlet remains appropriate within a rural area. The formula suggests 40% of produce to come from within 30 miles of the farm shop, 40% from the wider region and 20% from the whole of the UK and overseas.

4.4.2 As the application site is less than 2 miles from the sea, there may be difficulties in sourcing 40% of all produce from within a 30 mile radius, as clearly much of that radius in this instance is within the sea. We would therefore suggest that this be increased to 40 miles, and that the 'wider region' be defined as the counties of Sussex, Hampshire, Surrey and Kent. These proportions should be applied as an annual average to allow for seasonal variations.

4.5 Farm Shop Layout

4.5.1 The farm shop will comprise a greengrocery, bakery, butchery, dairy, fishmongers and wine section. An on-site kitchen will also prepare food for a rotisserie, coffee and juice bar, delicatessen and prepared meals section. There will also be a frozen foods, grocery and small florist section. The shop area (including kitchens, staff room and store) will occupy approximately 1168sqm of floorspace

4.5.2 It is also intended to retain the mezzanine level approved under the previous planning application, to be used for storage and office space.

- 4.5.3 Produce from the shop will also be cooked on site and served in the shop café.

Proposed Development

- 4.5.4 A breakdown showing approximately how the floorspace will be used is provided in Table 1 below.

Table 1 – Floorspace Breakdown

Use	Floorspace (sqm)
Sales Area	960
Café	319
Kitchen/Bakery	160
Mezzanine (offices/storage)	325
Other	48
<i>Total</i>	<i>1812</i>

- 4.5.5 The layout plan attached as Appendix 2 shows the allocation of space given to each section.

4.6 Opening Hours

- 4.6.1 The proposed opening hours for the shop would be 0800 – 2200 Monday to Saturday, 1000 – 1600 on Sundays and 0800 – 2000 on bank holidays. The café would be open 0800 – 2200 Monday to Saturday, 0900 – 1800 on Sundays and 0800 – 2000 on bank holidays, reflecting likely consumer demand during leisure periods.

- 4.6.2 These opening hours are a reduction in the approved opening hours for the previous D2 use (which were 0700 – 2300 Monday to Saturday, and 1000 – 2330 on Sundays and bank holidays).

4.7 Parking and Deliveries

- 4.7.1 The existing car parking area adjacent to the application building will serve the proposed farm shop's parking needs. The Transport Assessment submitted with the planning application states that 'there is sufficient capacity within the existing car park to accommodate the effect of the proposals' (para 6.24).
- 4.7.2 Given the nature of the proposed farm shop, it is envisaged that deliveries to the site will mainly comprise smaller delivery vehicles with the occasional need for larger vehicles. The Transport Assessment concludes that the delivery and servicing needs of the proposal can be satisfactorily accommodated on site (para. 7.3).

Proposed Development

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4.8 Employment

- 4.8.1 The farm shop would create positions for skilled food handlers (cooks, chefs, counter servers), butchers, bakers, fishmongers, front of house staff, and administrative and managerial staff.
- 4.8.2 Upon opening the farm shop would create 45-50 full time equivalent positions, increasing to 60 positions after the first year. Of these, 25% could be converted to part time posts to create 35-40 part time positions.
- 4.8.3 Once established, it is estimated that an additional 40 positions could be created across the store. It is therefore anticipated that the shop could provide in excess of 100 full time equivalent positions.

Planning Policy Context

5. Planning Policy Context

5.1 Introduction

5.1.1 Planning applications are required to be determined in accordance with a Development Plan unless material considerations indicate otherwise. In this instance, the relevant Development Plan comprises the saved policies of the Arun Local Plan (2003), and the Regional Spatial Strategy for the South East, although the Government has announced its intention to abolish the latter.

5.1.2 This section details the relevant policies from the Development Plan, together with relevant National Planning Policy documents which are material considerations.

5.2 National Planning Policy

5.2.1 Planning Policy Statement 1: Delivering Sustainable Development (PPS1) sets out the government's policy relating 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.

5.2.2 Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4) sets out the government's objectives and policies relating to sustainable economic development. Retail is included within the definition of economic development.

5.2.3 PPS4 is discussed in detail in the Economic Development Assessment submitted with the planning application, however in summary its main aim is to help achieve sustainable economic growth. Specifically, Policy EC13 (para. 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. Policy EC14 requires a sequential assessment for schemes such as that proposed, although an impact assessment is not required as the scheme falls under the 2500sqm threshold.

5.2.4 Planning Policy Statement 7: Sustainable Development in Rural Areas (PPS7) states that planning should facilitate and promote sustainable patterns of development and sustainable communities in rural areas. One objective for rural areas is to promote sustainable, diverse and adaptable agricultural sectors where farming, amongst others, is competitive and profitable and provides high quality products that the public wants.

Planning Policy Context

5.2.5 PPS7 encourages planning authorities to support a wide range of economic activity in rural areas, and support development that delivers diverse and sustainable farming enterprises.

5.2.6 The Government's policy is to support the re-use of appropriately located and suitably constructed existing buildings in the countryside where this would meet sustainable development objectives. Re-use for economic development purposes will usually be preferable, subject to a range of criteria being met which includes the potential impact on the countryside, landscapes and wildlife; and specific local economic and social needs and opportunities.

5.3 Local Planning Policy

Arun Local Plan

5.3.1 Arun Local Plan sets out the local planning policies for the district. The accompanying Proposals Map identifies the site as lying outside the built-up area boundary, but within no other designations.

5.3.2 Policy GEN3 relates to the protection of the countryside and states that development will not be permitted outside of built-up area boundaries unless:

- i) it meets the operational needs of agriculture, forestry, mineral extraction or the deposit of waste; or
- ii) for quiet, informal recreation; or
- iii) for essential road schemes; or
- iv) it is in accordance with a policy in Sections 2 and 3 of the plan referring to a specific use or type of development

5.3.3 Policy GEN7 relates to the form of new development and sets out criteria that development proposals should comply with. Planning permission will be granted provided development:

- i) makes efficient use of land or buildings;
- ii) demonstrates that it responds positively to the identified characteristics and resources of the site and the area;
- iii) promotes sustainable development, including the effective use and conservation of energy and reducing the need to travel, particularly by private car;

Planning Policy Context

- iv) does not have an unacceptable adverse impact on adjoining occupiers, land, uses or property and, where relevant, facilitates the development of adjoining sites;
- v) takes account of any unacceptable adverse impacts that may arise from adjoining land uses or property;
- vi) retains significant open or wooded areas which, in their own right, make a material contribution to the local environment;
- vii) allows for the safe movement of pedestrians and vehicles, giving priority to pedestrians;
- viii) provides for vehicle parking in accordance with Policy GEN12 and Appendix 2 and open space in accordance with Policy GEN20.

5.3.4 Policy DEV1 states that the conversion of buildings for industrial or business uses outside the built up area will be permitted provided that::

- i) the building is structurally sound, of permanent construction, and capable of conversion without rebuilding or significant alteration or extension;
- ii) the resultant building and use will not have an adverse effect on the rural character of the area in respect of the nature and level of activity likely to be generated, including the resultant traffic level;
- iii) the resultant building is sympathetic to its setting in terms of form, bulk and visual design;
- iv) where the building is of historic or architectural importance, there is no adverse effect on the character and appearance or features of architectural or historic interest, internally and externally, which the building possesses, or its setting; and
- v) the traffic to be generated by the new use can be safely accommodated by the site access and the local road system.

5.3.5 Policy DEV27 relates to retail development outside the principal shopping areas and states that such proposals will be permitted provided that:

- i) the proposal does not adversely affect the vitality and viability of the Principal Shopping Areas;
- ii) it is easily accessible by the highway network and public transport;

Planning Policy Context

- iii) it includes provision for access by cycle and on foot;
- iv) it includes appropriate provision to enable disabled access.

5.3.6 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.

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

- i) 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;
- ii) The type and range of goods to be sold will be limited by planning condition or legal agreement as appropriate.

5.3.8 The Local Plan recognises that farm shops can play an important part in providing access to small scale shopping facilities and enable an improved choice for retailing.

5.3.9 Policy GEN4 states that new developments should be located so as to minimise the demand for travel, to avoid materially adding to existing road congestion or air pollution, and to make appropriate provision for safe and convenient access by public transport, cyclists and pedestrians.

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Car Parking Supplementary Planning Guidance

- 5.3.10 Although the SPG does not specifically refer to farm shop proposals, it does refer to garden centres which is the most comparable of the retail uses listed. The car parking requirement for such a use would be no more than 1 space per 30m² of permanent sales display area. This would equate to a maximum requirement of 32 spaces.

Emerging Local Policy

- 5.3.11 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 concludes that there is potential for more convenience goods floor space in the district which will increase over time.

Appraisal

6. Appraisal

6.1.1 The main issues relating to the proposed development are considered to be:

- Principle of Development
- Impact on the Countryside
- Economic Impact
- Traffic Impact

6.2 Principle of Development

6.2.1 Policy DEV31 supports proposals for new farm shops subject to compliance with a range of criteria. The viability of existing village shops should not be significantly affected, and the Economic Development Assessment submitted with the application considers the impact the farm shop would have on existing retailers within a 2km radius. The majority of shops are within established shopping parades, or are supermarkets or garden centres which provide a different sort of retail offer to that proposed. The most comparable retailer would be the Roundstone Farm Shop which is located just outside the 2km radius but this sells a more limited range of produce restricted predominantly to produce grown on the neighbouring farm. The assessment therefore concluded that the proposed farm shop would provide a new type of shop not currently available within the area which would encourage competition. This is in tune with the removal of the Needs Test in PPS4.

6.2.2 Policy DEV31 also requires farm shop proposals to make use of existing buildings where these are suitable for such a purpose. The application building requires no significant alteration, and adequate car parking exists so there would be no tangible change to the character or appearance of the area.

6.2.3 Policy DEV31 states that the type and range of goods to be sold will be limited by planning condition or legal agreement. Para.s 4.4.1 - 4.4.2 above set out the suggested parameters within which the farm shop could operate viably, which are also broadly consistent with the National Farmers' Retail & Markets Association recommendations to enable year-round trading whilst putting in place general limitations to maintain the distinctiveness of the outlet and giving the planning authority control over the produce sold to ensure the outlet remains appropriate to the rural area.

Appraisal

- 6.2.4 Policy DEV27 relates to retail development outside the principal shopping areas and states that planning permission will be granted where there would be no adverse effects on the vitality and viability of the Principal Shopping Areas and local shopping area. The Economic Development Assessment concluded that the farm shop would provide a new type of retail offer not directly comparable to existing retail outlets within a 2km catchment of the application site.
- 6.2.5 Policy DEV27 also requires such proposals to be easily accessible by the highway network and public transport. The application site is located on a main road (A259) and a bus stop is located approximately 700m to the south-east of the site serving routes to Worthing, Littlehampton and Storrington. Angmering mainline train station is also located approximately 1.3km to the southeast of the site. Access to the site can also be made on foot or cycle, with 5 Sheffield stands available immediately outside the application building. A dual pedestrian/cycle route also runs along the southern side of the A259 between Mill Lane and Station Road, with a signal controlled crossing to enable safe crossing to the north side of the A259.
- 6.2.6 Policy DEV27 also requires provision to enable disabled access. All doorways have level thresholds and the internal layout can safely accommodate a wheelchair.
- 6.2.7 In summary, the Local Plan offers support to proposals for new farm shops in rural areas where use is made of an existing suitable-for-purpose building. The proposal complies fully with the criteria set out in Policies DEV31 and DEV27, and the principal of a farm shop in this location is therefore considered acceptable.

6.3 Impact on the Countryside

- 6.3.1 The application site is within a location where there are already established uses which have, to a degree, urbanised the immediate area. However, as the site lies outside of the built-up area boundary it does technically fall within the countryside. As such, development may be permitted in this location where it is in accordance with a specific use or type of development identified within the Local Plan.
- 6.3.2 Policy GEN3 seeks to protect the countryside and states permission will not be permitted unless, most relevantly, it is in accordance with a policy in Sections 2 and 3 of the Local Plan. These policies are discussed within this section of the Planning Statement.

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- 6.3.3 Policy DEV1 offers support to proposals for the conversion of existing rural buildings to business or industrial uses subject to a range of criteria which is discussed below.
- 6.3.4 The building should be structurally sound, of permanent construction, and capable of conversion without rebuilding or significant alteration or extension. The application building meets all of these criteria, with no rebuilding, extension or external alteration required.
- 6.3.5 The resultant building and use should not have an adverse effect on the rural character of the area in respect of the nature and level of activity likely to be generated, including the resultant traffic level, and should be sympathetic to its setting in terms of form, bulk and visual design. As no external alteration to the building is required (except for the addition of appropriately sized and designed signage which will be the subject of a separate application), the character of the area will experience no change. In addition, the Transport Assessment which accompanies the planning application concluded that, even assuming a worst case scenario of 100% primary trips, traffic generated by the proposed use would not be significantly greater than the lawful D2 use and could be accommodated within the site with no further parking provision needed.
- 6.3.6 The traffic to be generated by the new use should be capable of being safely accommodated by the site access and the local road system. The Transport Assessment submitted with the application concludes that 'the proposals will have a negligible impact to the operation of the local highway network' (para 7.3) and in relation to the effect on the access road junction with the A259 'the effect of the proposals is considered to be negligible' (para 6.13).
- 6.3.7 The proposed farm shop would utilise an existing building with no significant external alteration required. The level of activity likely to be generated by the shop is comparable with the approved D2 use, although over a reduced period each day as the proposed opening hours would be less. It is considered that the use would integrate very well into the area, with no tangible impact on the countryside.

6.4 Economic Impact

- 6.4.1 As mentioned in Section 4 of this report, 40% of produce will be sourced from local farms, and 40% from farms located within the south-east region (Sussex, Surrey, Hampshire and

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Kent). The proposal will provide a valuable outlet for local farms to sell their produce, serving the ever increasing demand from consumers for locally sourced produced.

- 6.4.2 The creation of 50 full time jobs within this semi-rural area would also be a not insignificant benefit of the farm shop, There would also be numerous indirect jobs created as a result which it is difficult to quantify.

6.5 Traffic Impact

- 6.5.1 Policy GEN4 states that new developments should be located so as to minimise the demand for travel, to avoid materially adding to existing road congestion or air pollution, and to make appropriate provision for safe and convenient access by public transport, cyclists and pedestrians.

- 6.5.2 The Transport Assessment provides a full assessment of highway and transport planning issues associated with the proposed use. In conclusion, the report states:

'We consider that the proposals are acceptable in traffic and transport terms' (para. 7.4)

Summary

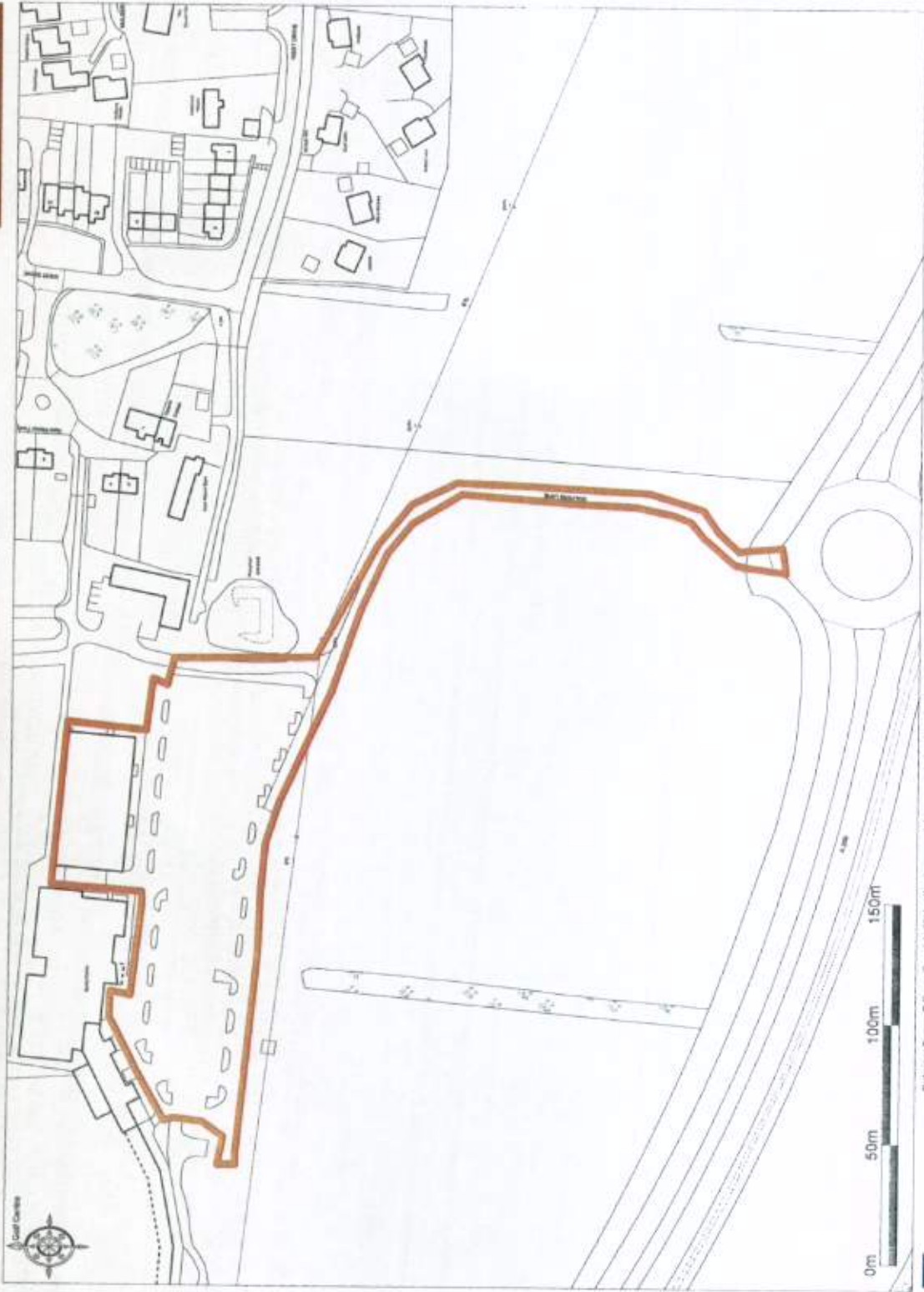
7. Summary

- 7.1 The planning application seeks full planning permission for the change of use of the existing building from family activity centre (D2) to farm shop (A1).
- 7.2 The proposal would broaden the range of shopping in the area, providing a different retail offer not currently available within the area. The farm shop would serve the public's increasing demands for locally sourced fresh produce, minimising 'food miles' whilst also delivering real value to customers through in house production.
- 7.3 The Local Plan offers support to proposals for new farm shops in rural areas where there would be no adverse impacts on existing village shops, and where use is made of an existing suitable-for-purpose building. The proposal complies fully with the criteria set out in Policies DEV31 and DEV27 of the Arun Local Plan, and the principal of a farm shop in this location is therefore considered acceptable.
- 7.4 The proposed farm shop would utilise an existing building with no significant external alteration required. The level of activity likely to be generated by the shop is comparable with the approved D2 use and it is considered that the use would integrate very well into the area, with no tangible impact on the countryside. This is consistent with Policies GEN3 and DEV1 of the Arun Local Plan.
- 7.5 The proposal is consistent with the aims of PPS7 which encourages planning authorities to support a wide range of economic activity in rural areas, and to support the re-use of appropriately located and suitably constructed existing buildings in the countryside for economic development purposes. The farm shop will bring significant economic benefits to the area, not least as a result of the 50 full time equivalent jobs, and indirect jobs, that would be created by the business. Local and regional farms will also benefit from having a local outlet for their produce.
- 7.6 The farm shop is considered a suitable use for an otherwise redundant building, in an accessible location where all associated generated activity can be accommodated within the site with no further development required.

Appendix A

Appendix B

Site Location Plan - Vacant Building at Rustington Golf Centre

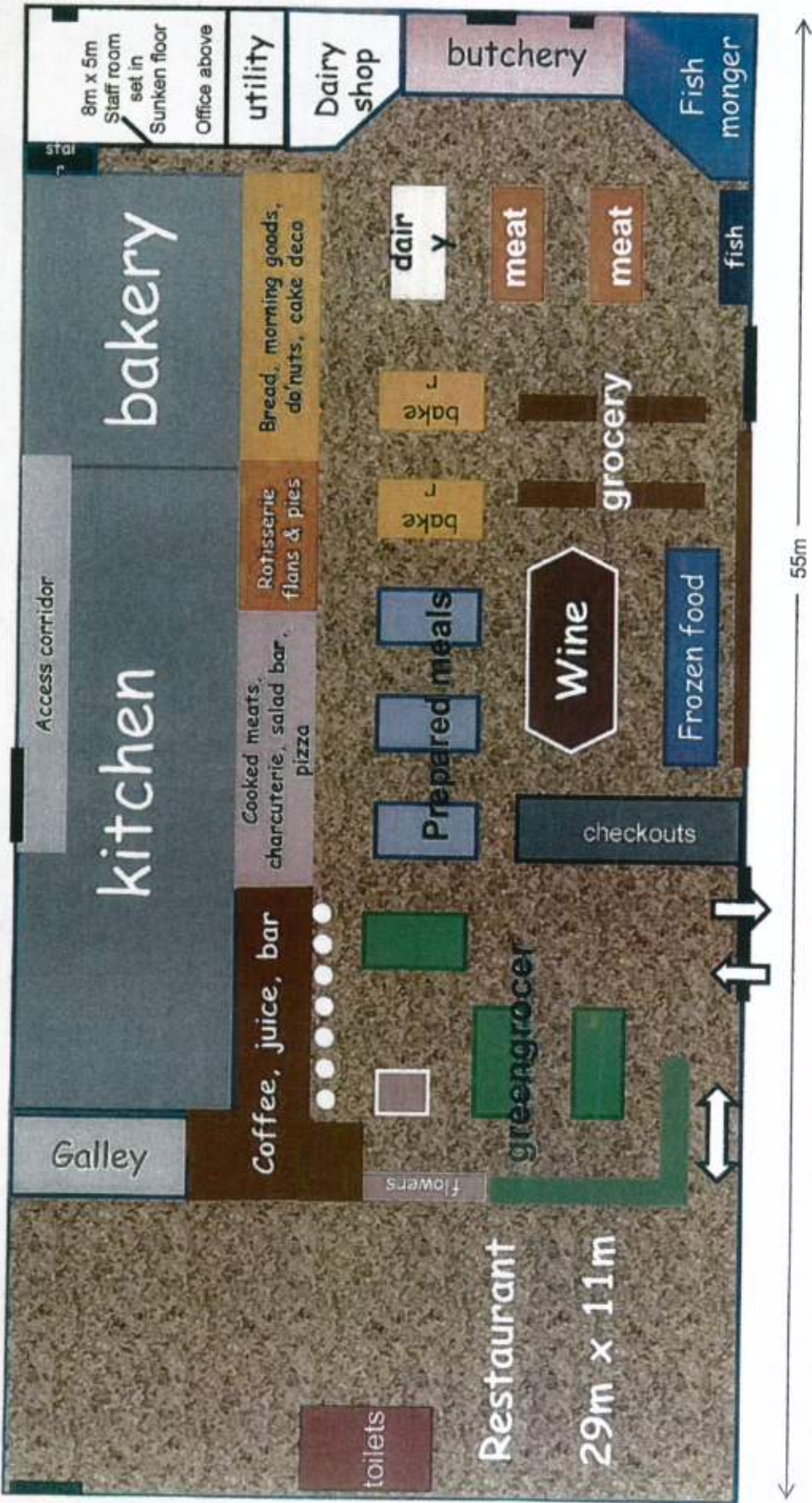


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Schematic to fit existing shell



Not to scale – for illustrative purposes only