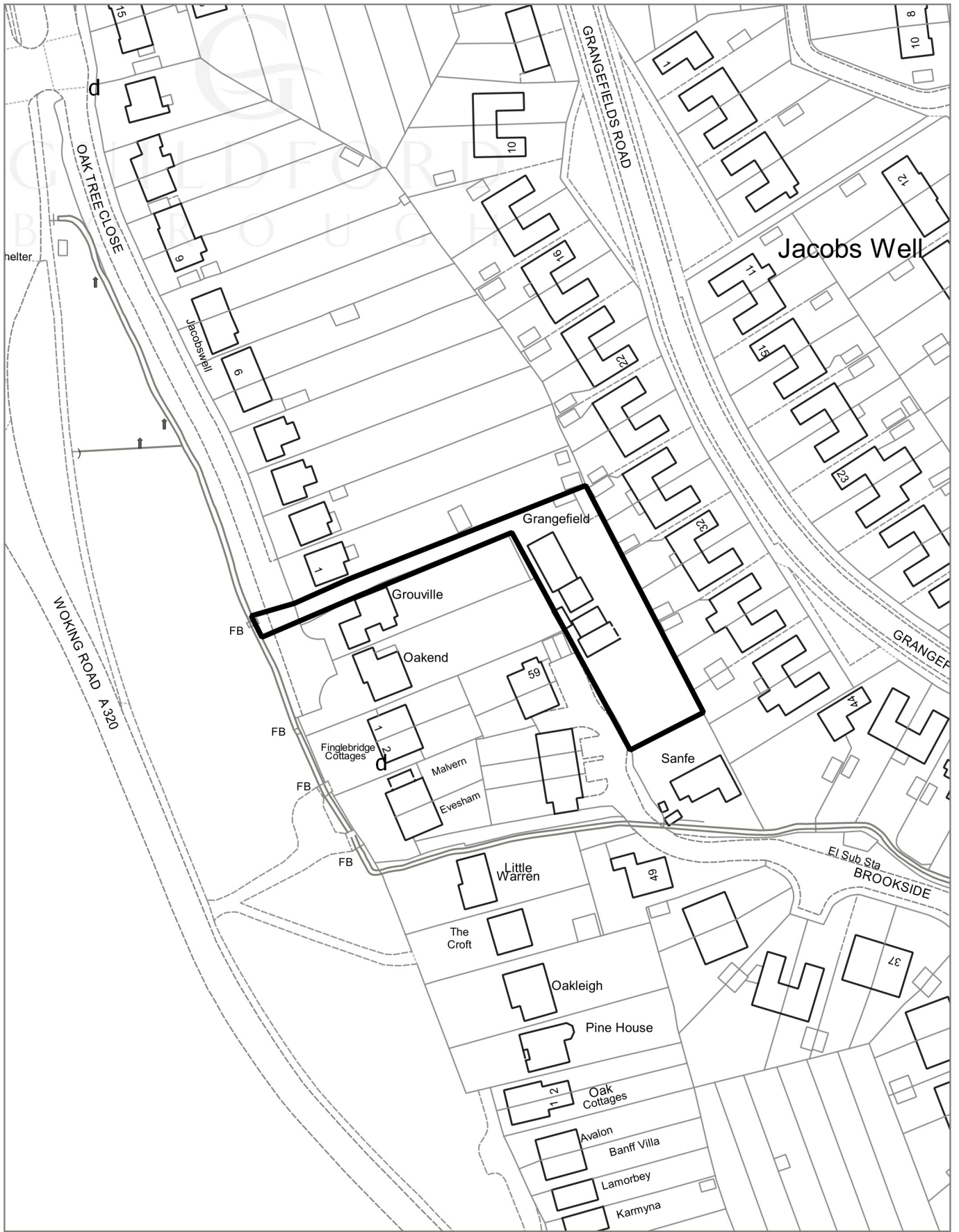


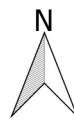
20/P/00864 - Grangefield Yard, Oak Tree Close



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This map is for identification purposes only and should
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Print Date: 18/12/2020

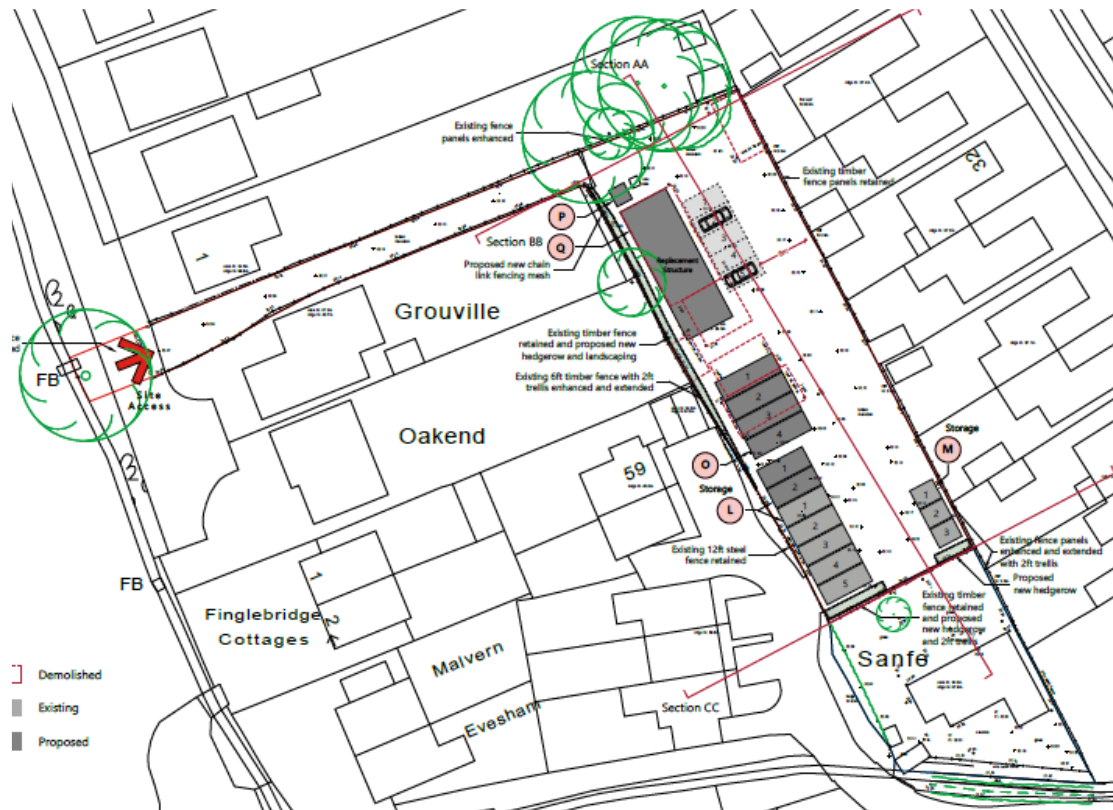


Not to Scale



GUILD FORD
BOROUGH

20/P/00864, Grangefield Yard, Oak Tree Close, Jacobs Well, Guildford



Not to scale

App No: 20/P/00864
Appn Type: Full Application
Case Officer: Katie Williams

8 Wk Deadline: 17/09/2020

Parish: Worplesdon
Agent : Mr Silk
Blake Morgan
Seacourt Tower
Botley Road
Oxford
OX2 0FB

Ward: Worplesdon
Applicant: Mr McCluggage
Sheerwater Glass Ltd
23 - 27 Dartmouth Avenue
Sheerwater
Woking
GU21 5PE

Location: Grangefield Yard, Oak Tree Close, Jacobs Well
Proposal: Construction of Class B8 storage facilities and ancillary office, together with car parking, cycle parking and landscaping.

Executive Summary

Reason for referral

This application has been referred to the Planning Committee because more than 20 letters of objection have been received, contrary to the Officer's recommendation.

Key information

Construction of Class B8 storage facilities and ancillary office, together with car parking, cycle parking and landscaping.

The proposal is to replace the existing buildings with a single storey permanent office building (B1 use) and the proposed siting of a series of storage containers to facilitate the continued use of the site for the storage of goods, equipment and vehicles associated with the business of glazing and glass infrastructure installations.

The proposal does not include the use of the site for manufacturing purposes.

Existing boundary fencing will be retained and enhanced.

No. of employees existing / established use: 2

No. of employees proposed use: 6 (full time)

Proposed parking: 4 allocated spaces, plus additional space within the yard for further informal parking

Summary of considerations and constraints

The proposal would allow for the retention of an employment use on this site which has an established use for a mix of industrial uses. The proposals would improve the appearance of the site, reducing the visual impact on the surroundings. Subject to the recommended conditions the proposal would not result in significant harm to neighbouring amenity. The Highway Authority has assessed the application documents and has concluded that the proposal would not have a material impact on the surrounding highway network. The application is therefore recommended for approval subject to the recommended conditions.

RECOMMENDATION:

Approve - subject to the following condition(s) and reason(s) :-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans: 1934_001, 002, 003, 004, 005, 006, 007, 008 and 009 received on 26 May 2020.

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

3. The use hereby permitted shall not operate (including deliveries) other than between the hours of 07:00 to 18:00 Mondays to Fridays (inclusive) and 07:00 to 13:00 on Saturdays and shall not operate at all on Sundays or Bank or National Holidays.

Reason: To safeguard the residential amenities of neighbouring properties.

4. The number of heavy duty vehicle (HDV) movements to and from the site shall not exceed 20 per week.

Reason: To safeguard the residential amenities of neighbouring properties.

5. The approved landscape scheme shown on drawing no. 1934_007 (with the exception of planting, seeding and turfing) shall be implemented prior to the occupation of the development hereby approved and retained.

Reason: To ensure the provision, establishment and maintenance of an appropriate landscape scheme in the interests of the visual amenities of the locality.

6. All planting, seeding or turfing approved shall be carried out in the first planting and seeding season following the occupation of the development or the completion of the development, whichever is the sooner. Any trees or plants which, within a period of five years after planting, are removed, die or become seriously damaged or diseased in the opinion of the local planning authority, shall be replaced in the next available planting sooner with others of similar size, species and number, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure the provision, establishment and maintenance of an appropriate landscape scheme in the interests of the visual amenities of the locality.

7. Prior to the commencement of development, an energy statement shall be submitted to and approved in writing by the Local Planning Authority. This shall include details of how energy efficiency is being addressed, including benchmark data and identifying the Target carbon Emissions Rate TER for the site or the development as per Building Regulation requirements (for types of development where there is no TER in Building Regulations, predicted energy usage for that type of development should be used) and how a minimum of 10 per cent reduction in carbon emissions against the TER or predicted energy usage through the use of on site low and zero carbon technology shall be achieved. The approved details shall be implemented prior to the first occupation of the development and retained as operational thereafter.

Reason: To reduce carbon emissions and incorporate sustainable energy in accordance with the Council's Climate Change, Sustainable Design, Construction and Energy SPD 2020.

Informatives:

1. If you need any advice regarding Building Regulations please do not hesitate to contact Guildford Borough Council Building Control on 01483 444545 or buildingcontrol@guildford.gov.uk
2. This statement is provided in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Guildford Borough Council seek to take a positive and proactive approach to development proposals. We work with applicants in a positive and proactive manner by:
 - Offering a pre application advice service
 - Where pre-application advice has been sought and that advice has been followed we will advise applicants/agents of any further issues arising during the course of the application
 - Where possible officers will seek minor amendments to overcome issues identified at an early stage in the application process

However, Guildford Borough Council will generally not engage in unnecessary negotiation for fundamentally unacceptable proposals or where significant changes to an application is required.

In this case pre-application advice was sought and provided which addressed initial issues, the application has been submitted in accordance with that advice, however, further issues were identified during the consultation stage of the application. Officers have worked with the applicant to overcome these issues.

3. The site should be assessed for any asbestos containing materials prior to any works of demolition or conversion. Any work with asbestos must be carried out in accordance with the Asbestos at Work Regulations 2006 and relevant Approved Codes of Practice.
<http://www.hse.gov.uk/foi/internalops/fod/oc/200-299/265-50.htm>

Officer's Report

Site description.

The site is within the designated inset boundary of Jacobs Well having recently been removed from Green Belt following the adoption of the new Local Plan.

The area is predominantly residential in character. The site itself is bordered on all sides by residential development and comprises a number of buildings, many of which are in a poor state of repair and range in scale and construction.

Proposal.

Construction of Class B8 storage facilities and ancillary office, together with car parking, cycle parking and landscaping.

The proposal is to replace the existing buildings with a single storey permanent office building (B1 use) and the proposed siting of a series of storage containers to facilitate the continued use of the site for the storage of goods, equipment and vehicles associated with the business of glazing and glass infrastructure installations.

The proposal does not include the use of the site for manufacturing purposes.

Existing boundary fencing will be retained and enhanced.

No. of employees existing / established use: 2

No. of employees proposed use: 6 (full time)

Proposed parking: 4 allocated spaces, plus additional space within the yard for further informal parking

Additional information:

- Noise assessment (received 5 October 2020)
- Air quality assessment (received 5 October 2020)

Additional clarification from agent and noise and air quality consultants on the number of vehicle movements associated with proposed use (received 2 December 2020):

- The figures applied to arrive at the suggested 199 (as set out in the Transport Statement submitted with the application) are incorrect, notably with staff movements double-counted and employment changes that are permanent: there are now 6 not 7 FT staff. These arrive and depart once Mon - Fri, 2 of them also on Sat. All PT employees work from home and will continue to do so. This equates to 34 2-way car movements across the week and not the 100 stated.

- In relation to the Applicant's fleet movements, following review of tracking detail there are about 95 weekly movements instead of the 69 predicted. These are from their fleet of 10 box vans, 9 of which are ultra low emission vans. In addition to the 34 staff movements, this means that 129 of all weekly movements are from LDVs, low emitting cars and vans, with no adverse impact upon air quality or noise.
- There are then 18 - 20 C-Class 2-way lorry (HDV) movements per week, principally Mon - Fri, bringing the overall total to 147 - 149, as opposed to the 199 stated.

Relevant planning history.

13/P/01308 - Application to extend the time limit for the implementation of planning consent 10/P/01159, approved on 25/08/2010, for the erection of a detached single storey building comprising workshop, open storage bays and parking, following demolition of existing industrial buildings. Not implemented / conditions not formally discharged.

10/P/01159 - Erection of a detached single storey building comprising workshop, open storage bays and parking, following demolition of existing industrial buildings. Approved (renewal of 07/P/01794).

07/P/01794 - Rebuilding of workshop and covered parking area, following demolition of existing buildings severely damaged by subsidence. Approved. (Not implemented)

In 1978, an application (78/P/01635) for a Certificate of Lawfulness was granted for use of the site for:

- I. Haulage contracting including livestock and the following uses ancillary thereto: (i) the storage of goods in transit; (ii) the repair and maintenance of operators' motor vehicles.
- II. Repairing, maintaining and storing machinery and equipment used in connection with agricultural contracting.
- III. Repairing, restoring and storing horse drawn vehicles.
- IV. Stabling horses.
- V. Ancillary to all such uses: (i) office use of building 'F' on the plan; (ii) the use of the blacksmith's workshop lettered 'E' on the plan

Consultations.

Statutory consultees

County Highway Authority:

- The application site is accessed via a private road and does not form part of the public highway, therefore it falls outside The County Highway Authority's jurisdiction. The County Highway Authority has considered the wider impact of the proposed development and considers that it would not have a material impact on the safety and operation of the adjoining public highway.
- The access is onto a private road but there is a good level of visibility. Turning space is provided within the site so all vehicles should enter and leave in forward gear. When vehicles have to turn left onto Woking Road and there is sufficient visibility there as well.

Internal consultees

Head of Environmental Health and Licensing:

- Concerns raised initially regarding noise impact and air quality impact from vehicle movements associated with the proposed use.
- Following the receipt of a Noise Assessment and Air Quality Assessment, the EHO has confirmed no objection, subject to conditions restricting the number of heavy duty vehicle (HDV) movements per week to 20 and a requirement for any replacement vehicles to low emission vehicles.

Worplesdon Parish Council

Objects on the following grounds:

- Lack of a technically acceptable transport statement in support of the application.
- Insufficient level of parking to meet the level of employees working at the site.
- No electric vehicle charging point provision.

Residents associations:

Jacobs Well Residents Association:

Objects on the following grounds:

- The volume of proposed movements within the site and resultant increase in noise pollution
- The volume of proposed movements in and out of the site - especially late/early hours - and the resultant noise pollution for residential homes along Oak Tree Close
- The volume of proposed movements in and out of the site and the resultant increase in potential for accidents or damage to occur - claims costs from which Oak Tree Close residents could be held liable for, since Oak Tree Close is an unadopted/private road
- The proposal for an increased number of on site employees working at the site leading to additional car/vehicle traffic that must be considered alongside the proposed commercial vehicle movements and may exacerbate the issues highlighted above

Third party comments:

33 letters of representation have been received raising the following objections and concerns:

- the proposed change of use to exclusive B8 use will likely result in intensified use of the site
- Oak Tree Close is a narrow road with families and young children and elderly people living there and has no pavements, increased traffic will increase danger to residents
- number of movements at present is minimal, to increase the volume of traffic along this close by 200 movements per week is unacceptable
- increase in noise and pollution
- additional traffic especially lorries, will considerably increase the wear and tear of the road surface. Who will resurface the road?
- insufficient parking for staff and visitors provided on site, Oak Tree Close is narrow with restricted opportunities for parking
- will add to the congestion at the junction with Woking Road (A320)
- this is not an industrial area, the proposal will be out of character with the established residential character

- require clarification as to whether or not the site is to be used for construction / manufacturing purposes, condition should be applied prohibiting construction on site until further details are provided as to the likely impact on the amenity of the local area
- condition should also be applied to ensure no double stacking of storage units
- the national standard for traffic movements for light industrial uses does not reflect anywhere near the traffic movements of this site over the past 10 years
- no details of any proposed plant for the proposed office building
- the increase in commercial traffic volume, and the size of vehicles proposed to visit the site significantly impact highway safety
- the yard will need to be illuminated, Jacobs Well has a no street light policy
- what provision is there for waste collection from the site?
- concerns regarding hours of use (7am to 6pm)
- buildings to be demolished are asbestos
- potential for increased overlooking
- condition should be added to limit the number of employees to prevent even further intensification
- information concerning trees / site boundary treatment should be conditioned

1 letter of support have been received outlining the following positive comments:

- the site has been used for transport and storage since the 1950s with large HGV 12.5 ton vehicles exiting as early as 5am and returning as late as 10pm before most of the neighbouring properties existed.
- there have been several application to change the yard to residential which the Council have refused.
- the applicant is trying to improve the site and should be supported.

Planning policies.

National Planning Policy Framework (NPPF):

- 6. Building a strong, competitive economy
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 12. Achieving well-designed places
- 13. Conserving and enhancing the natural environment

Guildford Borough Local Plan: Strategy and Sites (LPSS), 2015-2034:

The Guildford Borough Local Plan: Strategy and Sites was adopted by Council on 25 April 2019. The Plan carries full weight as part of the Council's Development Plan. The Local Plan 2003 policies that are not superseded are retained and continue to form part of the Development Plan (see Appendix 8 of the Local Plan: strategy and sites for superseded Local Plan 2003 policies).

- E3: Maintaining employment capacity and improving employment floorspace
- D1: Place shaping
- D2: Climate change, sustainable design, construction and energy
- ID3: Sustainable transport for new developments.

Guildford Borough Local Plan 2003 (as saved by CLG Direction 24 September 2007):

- G1 General Standards of Development
- G5 Design Code

Supplementary planning documents:

GBC Vehicle Parking Standards, 2006.

Climate change, sustainable design, construction and energy SPD 2020

Planning considerations.

The main planning considerations in this case are:

- background / site history
- the principle of development
- the impact on neighbouring amenity
- the impact on the character of the area
- highway/parking considerations
- sustainability_

Background / site history

Historically the site has been used for a mix of uses which fall within the B classes (B1, B2 and B8 uses) and the Certificate of Lawfulness granted in 1978 shows that these uses have been taking place for many years. As shown on the Certificate of Lawfulness, each building on the site fell into a specific use class. The established B8 use only relates to specific buildings on the site and not the entire site.

Planning permission was granted in 2007, 2010 and renewed again in 2013 for the replacement of some of the buildings with a large portal frame workshop / store building, with the use of the site remaining as established under the 1978 certificate of lawfulness. These permissions have not been implemented and have therefore lapsed. It is noted however, that the portal frame building proposed under the previous approved applications was larger in footprint and taller than the new structures proposed by this current application.

Principle of development

Taking into account the existing use mixed 'B class' use of the site, it is considered that the principle of the redevelopment for a solely B8 use would be acceptable 'in principle' in accordance with Policy E3 of the new Local Plan.

As the site is now inset from the Green Belt, Green Belt policies are no longer applicable with regard to the replacement buildings proposed.

Character and appearance

The proposal will result in the replacement of the existing dilapidated structures on the site, with a new single storey, flat roof office building and the siting of replacement storage containers.

New hedge planting is also proposed along the southern and western boundaries.

The proposed structures will be lower in height and of a slightly reduced footprint compared to the existing buildings. Overall, the proposals will result in a considerable improvement to the appearance of the site, reducing the visual impact on the wider surroundings. The proposal therefore accords with Policy G5 of the saved Local Plan and D1 of the 2019 Local Plan.

Impact on neighbouring amenity

The site is surrounded by residential properties, with all boundaries of the site adjoining the ends of the rear gardens of neighbouring properties in Oak Tree Close, Grangefields Close and Brookside.

The existing vehicular access serving the site runs from Oak Tree Close, between the properties of 1 Oak Tree Close and Grouville and therefore along their side boundaries.

It is important to note that the established / historic use of the site has been for a mix of B uses included B2 and B8 uses (as detailed in the planning history section above).

Noise and air quality

Concerns have been raised by several residents regarding the impact of the proposals on their amenity, in terms of noise impact and air quality impact.

The Council's EHO also raised concerns regarding the information originally submitted with the application, in that it states that there would be up to 199 vehicle movements associated with the proposed development of the site and the B8 use.

A Noise Assessment and Air Quality Assessment have subsequently been submitted. In addition, the agent has also provided clarification that this figure of 199 vehicle movements is incorrect and the number of vehicle movements would be up to 149 per week, with the majority of vehicle movements being small vehicles, with only 20 heavy duty vehicle (HDV) per week.

Further to the assessments and clarification regarding the number of vehicle movements that would be associated with the proposed use, the EHO has confirmed he has no objection to the proposals in terms of air quality impact to neighbouring residents. There is also no objection in terms of noise impact, subject to a condition to ensure that the number of HDV movements is restricted to 20 per week. This condition has been agreed by the applicant.

The applicant has also agreed to a condition to ensure any fleet vehicles which require replacing are replaced with low emission vehicles only. This will further reduce the impact of the proposals.

As noted above, it is important to consider the existing lawful and historic use of the site for a mix of B uses with no restrictions on the number of vehicle movements or hours of operation, and the potential for a higher number of vehicle movements and unrestricted hours of operation that could subsequently be associated with potential occupiers of the site than proposed under this application. Taking this into account, and the recommended conditions to limit the number of HDV movements, it is concluded that the proposals would not have an unacceptable detrimental impact on the amenities of neighbouring residents when compared to the existing / lawful commercial use of the site.

The applicant has also confirmed they are willing to accept a condition limiting operating hours for the site. This is considered reasonable and necessary given the proximity of the site to neighbouring properties. A condition restricting the hours of operation to 07:00 to 18:00 Mondays to Fridays and 07:00 to 13:00 on Saturdays is therefore recommended. It is noted that there are no such limitations currently imposed upon the lawful use of the site and so this represents a significant and material benefit to the neighbouring amenity.

Daylight / sunlight / privacy

The proposal will result in the replacement of the existing dilapidated workshop structures on the site with a new single storey flat roofed office building, positioned adjacent to the boundary with the end of the rear garden with Grouville and Oak End

The proposal also includes the siting of storage containers to replace existing storage containers to the southern side of the site.

Minor enhancements to the existing boundary fencing are proposed, including a small increase in its height to approximately 2.4m. Hedge planting is also proposed to the southern and western boundaries to provide an enhanced buffer to the site boundaries and neighbouring properties.

With the screening provided by the enhanced fencing and the low height of the proposed office building and storage containers, the buildings will be less visible to neighbouring properties than the existing structures and will lessen the visual impact on neighbouring properties. The small increase in the height of the boundary fencing is minimal and will not have a materially greater impact compared to the existing fencing. As such, there are no concerns regarding the impact of the proposals in terms of loss of light, loss of privacy or any overbearing impacts on the neighbouring properties.

It is therefore concluded that the proposals comply with Policy G1(3) of the saved Local Plan.

Highways / parking considerations

Paragraph 32 of the NPPF notes that 'development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe'.

Again, it is important to note that the site has an established lawful use as a commercial site with a mix of B class uses. The proposal will utilise the existing vehicular access to the site, accessed via Oak Tree Close.

A Transport Statement has been submitted with the application. This sets out the number of vehicle movements likely to be associated with the proposed development as 199 per week. However, as noted above, this was given as a worst-case scenario. Further clarification has subsequently been provided to give a more accurate calculation on the number of vehicle movements that will be associated with the proposal, based on the number of employees and existing operations of the company. This reduces the likely number of vehicle movements to approximately 150 per week.

It noted that even on the basis of the higher estimated number of vehicle movements, the transport assessment concludes that there will be no adverse impact on the highway network or highway safety. This impact will be further reduced as the number of vehicle movements estimated is now less. Furthermore, there is the potential for a higher number of vehicle movements associated with the established use of the site consisting of a mix of B uses.

The CHA have assessed the proposals and have no objections. The application site is accessed via a private road and does not form part of the public highway, therefore it falls outside The County Highway Authority's jurisdiction. The County Highway Authority has considered the wider impact of the proposed development and considers that it would not have a material impact on the safety and operation of the adjoining public highway. The access is onto a private road but there is a good level of visibility. Turning space is provided within the site so all vehicles should enter and leave in forward gear. When vehicles have to turn left onto Woking Road and there is sufficient visibility there as well.

The proposals show allocated parking provision for 4 vehicles. This accords with the Council's adopted parking standards based on the floor of the proposed buildings for B8 use. Furthermore, there is space for further informal parking for additional vehicles within the yard.

It is therefore concluded that the proposals would not result in an adverse impact on highway safety or parking provision in the locality. The proposal therefore accords with Policy ID3 of the 2019 Local Plan.

Sustainability

Policy D2 of the Adopted Local Plan sets out the measures that must be met by new developments. This is also supported by the recently adopted SPD which states:

- Achieve a 20% reduction in carbon emissions over and above Building Regulation Standards
- Water Efficiency measures
- Applications for development, including refurbishment, conversion and extensions to existing buildings should include information setting out how sustainable design and construction practice will be incorporated

The Climate Change SPD clarifies when this information should be provided, whilst it states some information should be forthcoming at the time of submission. However, this application was submitted prior to the adoption of the SPD.

Whilst details of sustainability measures have not been included with this application, it is considered the proposals will result in a significant improvement compared to the existing dilapidated structures on the site.

It is considered necessary to include a condition to ensure an Energy Statement to detail the sustainability measures, including a 20% reduction in carbon emissions, to be incorporated as part of the development, is submitted to the LPA for approval prior to the occupation of the refurbishments.

Subject to this condition, the proposal is in compliance with Policy D2 of the 2019 Local Plan and the Council's Climate Change, Sustainable Design, Construction & Energy SPD 2020.

Conclusion

The proposal would allow for the retention of an employment use on this site which has an established use for a mix of industrial uses. The proposals would improve the appearance of the site, reducing the visual impact on the surroundings. Subject to the recommended conditions the proposal would not result in significant harm to neighbouring amenity. The Highway Authority has assessed the application documents and has concluded that the proposal would not have a material impact on the surrounding highway network. The application is therefore recommended for approval subject to the recommended conditions.