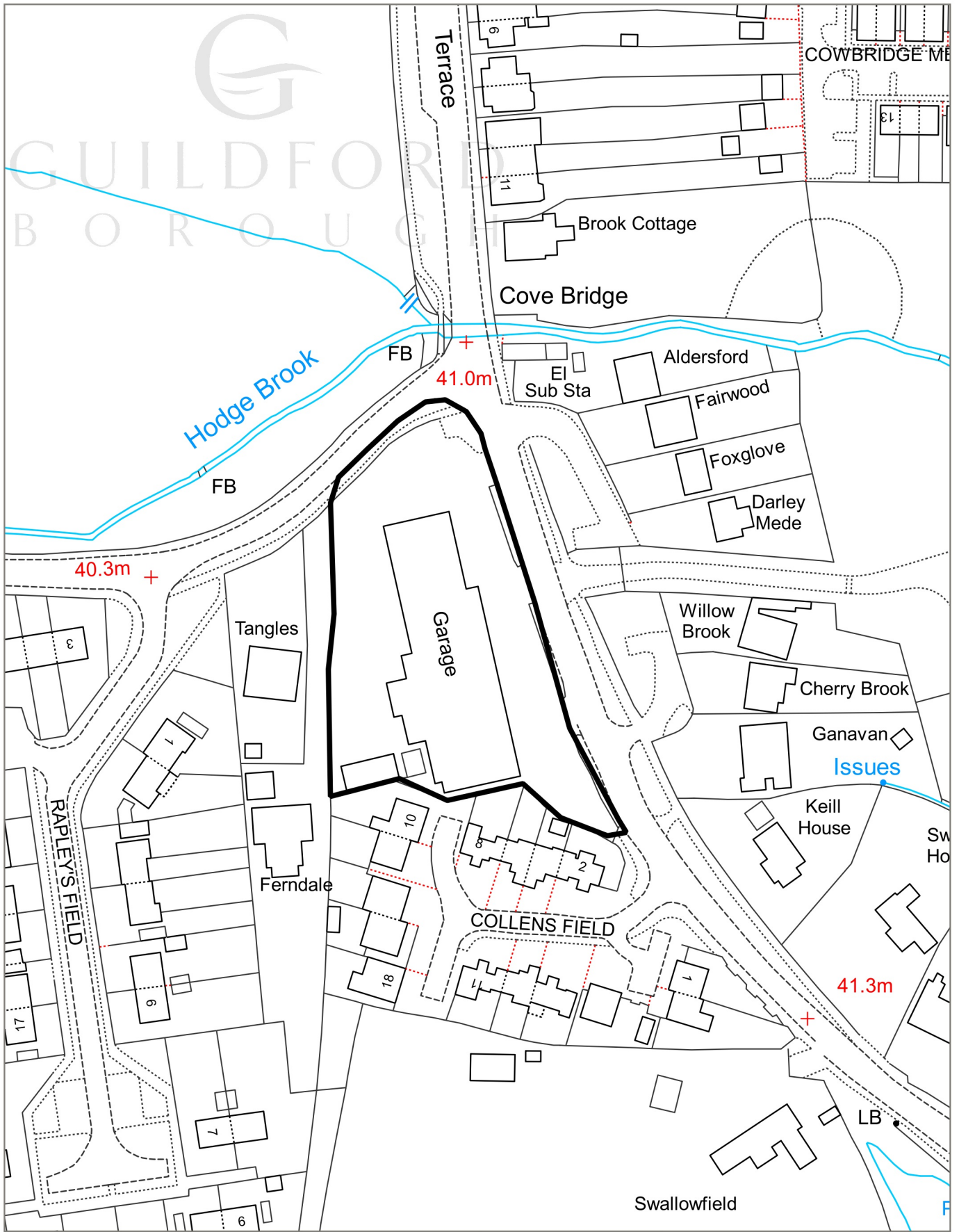


# 22/P/00687 - Lancaster Volvo Garage, Guildford Road, Pirbright, Woking



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Print Date: 29/07/2022



Not to Scale



**GUILDFORD**  
BOROUGH



**App No:** 22/P/00687  
**Appn Type:** Full Application  
**Case Officer:** Kieran Cuthbert

**8 Wk Deadline:** 05/07/2022

**Parish:** Pirbright  
**Agent :** Mr Jones  
Jones Architecture + Design  
Steepleton Lodge Barn  
Long Lane  
East Haddon  
NN6 8DU

**Ward:** Pirbright  
**Applicant:** Mr Slaughter  
Squire Furneaux Guildford  
Guildford Road  
Pirbright  
GU24 0DA

**Location:** Lancaster Volvo Garage, Guildford Road, Pirbright, Woking, GU24 0LW

**Proposal:** Erection of workshop / MOT facility and new valet following demolition of existing workshop / MOT facility and valet structures. Refurbishment of existing showroom, new facade and associated external works.

## **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**

The proposal is for alterations to the existing Volvo garage including some changes to scale as well as the removal of the rear outbuildings and replacement with a single valet building. The existing main building has a floor area of 1205 sqm the replacement would have a floor area of 1287 sqm including the mezzanine floor with a total footprint of 1210 sqm

The site is within the Green Belt and borders the Pirbright Conservation Area

The valet building as existing is 86sqm and the proposed would be 154sqm. However including the other outbuildings the existing total square area of outbuildings is currently 124sqm

### **Summary of considerations and constraints**

The proposed works, would only be slightly larger than existing with a footprint increase of only 1% and as such are not considered disproportionate additions.

The proposed outbuilding would replace multiple outbuildings which create a "messy" rear area to the existing garage and would be built closer to the main building thus lessening the impact to dwellings at the rear of the site and reducing their impact on the openness of the Green Belt

The amount of parking in the area would be increased and conditions have been requested by the Highway Authority to minimise the impact on Guildford Road. The proposal would not create a significant increase in the amount of traffic in the area.

The proposed redevelopment would give the building a more coherent roof shape and thus would have no detrimental impact on the conservation area.

No neighbour amenity concerns have been identified.

Therefore, subject to the conditions, the application is deemed to be acceptable and is recommended for approval.

**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: 22004\_01, 22004\_02, 22004\_04, 22004\_05, 22004\_06, 22004\_07, 22004\_08 & 22004\_09 received on 06/05/2022 and 22004\_03 P2 received on 19/07/2022.

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

3. The details within the approved Parking Management Statement Revision P1, dated 15th July 2022, shall be implemented and thereafter maintained and developed to the satisfaction of the Local Planning Authority.

Reasons: For the purposes that the development should not prejudice highway safety nor cause inconvenience to other highway users and are in recognition of Section 9 "Promoting Sustainable Transport" in the National Planning Policy Framework 2021.

4. Space shall be laid out within the site in accordance with the approved plans. Drawing No.22004\_03 Rev P2, for vehicles to be parked, for the loading and unloading of vehicles, and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking, loading and unloading, and turning areas shall be retained and maintained for their designated purposes.

Reasons: For the purposes that the development should not prejudice highway safety nor cause inconvenience to other highway users and are in recognition of Section 9 "Promoting Sustainable Transport" in the National Planning Policy Framework 2021.

5. Facilities for the secure, covered parking of bicycles and the provision of charging points for e-bikes by said facilities shall be provided within the development site. 20% of all cycles should be able to be charged at any one time.

To be in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.

Reasons: For the purposes that the development should not prejudice highway safety nor cause inconvenience to other highway users and are in recognition of Section 9 “Promoting Sustainable Transport” in the National Planning Policy Framework 2021.

6. At least 3 of the proposed parking spaces shall be provided with a fast-charge Electric Vehicle charging point (current minimum requirements - 7 kw Mode 3 with Type 2 connector - 230v AC 32 Amp single phase dedicated supply) and a further 3 spaces shall be provided with cabling for the future provision of charging points. To be in accordance with a scheme to be submitted and approved in writing by the Local Planning Authority and thereafter retained and maintained to the satisfaction of the Local Planning Authority.

Reasons: For the purposes that the development should not prejudice highway safety nor cause inconvenience to other highway users and are in recognition of Section 9 “Promoting Sustainable Transport” in the National Planning Policy Framework 2021.

7. No development shall commence until a Construction Transport Management Plan, to include details of:
  - (a) parking for vehicles of site personnel, operatives and visitors
  - (b) loading and unloading of plant and materials
  - (c) storage of plant and materials
  - (d) programme of works (including measures for traffic management)
  - (e) provision of boundary hoarding behind any visibility zones
  - (f) HGV deliveries and hours of operation
  - (g) vehicle routing
  - (h) measures to prevent the deposit of materials on the highway
  - (i) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
  - (j) on-site turning for construction vehicleshas been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reasons: For the purposes that the development should not prejudice highway safety nor cause inconvenience to other highway users and are in recognition of Section 9 “Promoting Sustainable Transport” in the National Planning Policy Framework 2021.

8. The development shall be built in accordance with the measures outlined in the Flood Risk Assessment dated 12th April 2022 by Eastwood and Partners.

Reason: To prevent an increased risk of flooding and safeguard the development from flooding.

9. Within 3 Months of commencement details should be submitted demonstrating measures of biodiversity net gain - this could for example include the planting of trees between parking bays. The details provided must be implemented within 2 months of discharge and retained thereafter. 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 season with others of similar size, species and number, unless otherwise agreed in writing by the local planning authority. Another example could be the implementation of bird or bat boxes.

Reason: To ensure the development provides a net gain of biodiversity in accordance with the NPPF.

10. Prior to the commencement of the proposed works a detailed Phase 2 contaminated land site investigation must be carried out by a suitably qualified and accredited consultant/contractor in accordance with a Quality Assured sampling and analysis methodology. The investigation shall include relevant sub-surface, soil gas and groundwater sampling together with the results of analysis and a risk assessment of the impact to receptors. Any remediation required shall be fully detailed to restore the site to a standard suitable for use, including works to address any unsuspected contamination.

Reason: To ensure any contamination of the site is remediated and to protect existing/proposed occupants of the applicant site and/or adjacent land.

#### **Informative's:**

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](mailto: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.

Pre-application advice was not sought prior to submission and the application was acceptable as submitted.

## **Officer's Report**

### **Site description.**

The site contains a vehicle showroom the workshop on Guildford Road where it meets Mill Lane. The site just sits outside of the Pirbright Conservation Area. The site is in a predominately residential area and includes a number of smaller rear outbuildings as well as the main showroom. The site is within the Green Belt.

### **Proposal.**

Erection of workshop / MOT facility and new valet following demolition of existing workshop / MOT facility and valet structures. Refurbishment of existing showroom, new facade and associated external works.

### **Relevant planning history.**

<b>Reference:</b>	<b>Description:</b>	<b>Decision Summary:</b>	<b>Appeal:</b>
18/P/00471	Raising of roof and creation of new parapet detail to front elevation across two gable end buildings. Alteration of glazing facades beneath and erection of entrance canopy. Erection of an external parts store to the rear of the building. Creating new vehicular access from rear and blocking up of originals from the front. Introduction of external facade finishes. Internal refurbishment to new specification and new external works. (Description altered and amended plans received 17/05/2018).	Approve 20/06/2018	N/A
11/P/00602	Advertisement consent for a free standing double-sided sign.	Refuse 01/06/2011	N/A
98/P/00955	Display of internally illuminated fascia sign. (As amended by plans received 21/09/98).	Approve 17/11/1998	N/A
96/P/01498	Alteration to front elevation, new car washing area and associated parking.	Approved with Conditions 14/01/1997	N/A
GU/R 1348/10/72/ PIR	Alterations to garage forecourt, including the provision of a new pump island with pumps and a kiosk, the erection of a canopy and the provision of new vehicular access	Approve 1972	N/A

GU/R 1467	The extension of the forecourt.	Approved 07/12/1950	N/A
GU/R 1273	Extension to forecourt and additional access	Approved 28/09/1950	N/A

It is noted that the proposed works include a large parapet frontage currently not part of the existing building. A similar slightly thicker parapet was however approved in 2018 under application 18/P/00471. This approval has since expired. However it is noted that there were neither heritage concerns nor Green Belt concerns in relation to this proposal. The alterations to the southern side of the building would be modest overall however do include this parapet which does greatly alter the appearance of the frontage.

### **Consultations.**

#### Statutory consultees

County Highway Authority: Following various amendments the County Highway Authority have responded with no objections however subject to conditions which will include a travel plan specifying further details regarding personnel parking and the off loading of materials. Further conditions have been requested regarding the implementation and maintenance of the parking layout and electric charge points for both cars and e-bikes.

Environment Agency: No objections as the phase 1 contamination survey is acceptable. However pre development some conditions have been requested for further phase 2 investigations to be conducted and checked by the local authority.

Thames Water: No objection to the proposal however it has been requested that the sequential approach to the disposal of surface water be followed.

#### Parish Council

Pirbright Parish Council have responded with the following concerns

- The proposed represent overdevelopment of the site
- Safety concerns regarding traffic on site
- Concerns regarding parking in the village
- With layout proposed cars would be forced to reverse out therefore safety concerns

### **Third party comments:**

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

- Overdevelopment of site
- Concerns regarding highways as increased use would be detrimental to road safety
- Car parking has been an existing issue in the village and the proposed would exacerbate this.
- With layout proposed cars would be forced to reverse out therefore safety concerns.
- Proposed will block natural gully thus causing potential flooding to surrounding area
- Limited visibility at the site
- Concerns regarding noise from workshop on surrounding dwellings
- Absence of pavement is a safety concern



- Objections to the placement of a garage on site in principle (Officer Note: Many objections state that the garage should be sited in an industrial park and not in the village area. It is noted that the proposal is not for a new development and instead for changes to the existing development and the application has been assessed as the redevelopment of previously developed land.)
- Impact on village green as employees park here
- Overshadowing concerns from high roof
- Obstruction to roadways from delivery vehicles.
- Intensification of site would damage Green Belt
- Concerns as site sits within the Pirbright Conservation Area (Officer Note: The site falls outside of the Pirbright Conservation Area however is adjacent and as such its impact on the setting of the Conservation Area will be assessed.)
- The bulk of the frontage would appear out of character for the local area
- Concerns in regard to light pollution
- Cubic increase would be disproportionate within the Green Belt

(Officer Note: Many of the concerns are related to parking in the area with objectors stating that lorries and cars block roads and park in the surrounding area causing disruption. It should be noted that the garage is existing and as such these issue are a civil matter not a planning one unless the proposal would cause greater disruption.)

### **Planning policies.**

#### National Planning Policy Framework (NPPF):

Chapter 2: Achieving sustainable development

Chapter 5. Delivering a sufficient supply of homes

Chapter 12. Achieving well-designed places

Chapter 14. Meeting the challenge of climate change, flooding and coastal change

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

G1 General Standards of Development

G5 Design Code

#### Guildford Borough Local Plan: Strategy and Sites 2019 (LPSS)

P4 Flooding, flood risk and groundwater protection zones

D1 Place shaping

D2 Climate Change, Sustainable design, construction and energy

ID3 Sustainable transport for new developments

ID4 Green and Blue Infrastructure

#### Supplementary planning documents:

Vehicle Parking Standards (2006)

Climate Change, Sustainable Design, Construction and Energy SPD (2020)

### **Planning considerations.**

The main planning considerations in this case are:

- the impact on the Green Belt
- the impact on the Conservation Area
- the impact on neighbouring amenity

- the impact on parking and highways
- the impact on sustainability
- the impact on biodiversity
- flood risk

### The Impact on the Green Belt

The proposed works consist of both a refurbishment of the main building and the removal of the existing valet buildings and other outbuildings and their replacement with a new single storey out building.

As such the works consist of both an extension of one building and the replacement of another.

### Main Garage Structure

Policy P2 of the adopted Local Plan confirms that Green Belt policy will be applied in line with the NPPF.

The NPPF states that inappropriate development in the Green Belt is by definition harmful. Paragraph 149 lists various exceptions which are considered on inappropriate development including the partial or complete redevelopment of previously developed land as long as it would not have a greater impact on the openness of the Green Belt than the existing development; .

As the proposed works would be alterations of the existing site including extensions across existing hardstanding areas contained within the greater garage site it is considered to be the redevelopment of previously developed land.

The proposed development would have a total floor area of 1287 sqm however this includes a mezzanine floor and as such the total footprint would be 1210sqm as opposed to the existing 1205sqm footprint of the existing site. As such the proposed development would only very marginally exceed the footprint of existing and therefore in this regard the impact on openness is extremely limited.

In regard to the alteration to the overall bulk of the building the front of the building would have a 1 metre thick parapet which would include the proposed signage. Whilst this would alter the front to appear slightly larger than the existing roof the roof slope behind the majority of this would be unaltered with the southern end of the building left mostly unaltered. As such the overall bulk of the building would be only slightly increased at this side of the building by the parapet proposed. It is noted that a similar thicker parapet was approved with no Green Belt concerns in 2018. The north end of the building would have more changes. The existing pitched roof would be altered to be a flat roof. The flat roof, whilst higher than the eaves of the existing building by 2 metres would be lower than the ridge height of the existing building by 2 metres. Overall, these changes on the northern side would even themselves out with modest increases to scale and some modest decreases in scale resulting in no increase in bulk.

As such on balance the footprint would be unaltered and the changes to the bulk of the proposed building would be modest. Therefore the proposal is considered to not have a greater impact on the Green Belt than the existing development and as such meets the exception set out above.

## Proposed Outbuilding

The replacement of an existing building for another building in the same use is also identified in paragraph 149 of the NPPF as an exception of inappropriate development in the Green Belt, provided that the building is not materially larger than that it replaces. The test of whether a replacement building is materially larger is not an openness test nor does it relate to the visual impact of the development. Neither is it a relative assessment to the size of other buildings in the surrounding area. Instead it requires a quantitative assessment, factors can include the floorspace uplift and three dimensional factors such as footprint, increases in height, width, depth and building shape. Where more than one building exists on site i.e. domestic outbuildings, the starting point should be to NOT include outbuildings in the materially larger assessment. Whether other buildings on the site would be removed as part of the application can be a material consideration but this should come after the materially larger assessment, essentially whether there is an overall reduction in built form or improvement to the character of the site that could contribute to very special circumstances in the balancing exercise.

Policy P2 of the adopted Local Plan confirms that Green Belt policy will be applied in line with the NPPF and for replacement buildings further confirms that replacement buildings should overlap with the existing structure, unless it can be clearly demonstrated that the replacement building would not harm the openness of the Green Belt.

The proposed uplift from existing is as follows:

Existing - 86 sqm

Proposed - 154 sqm (79% Uplift)

Existing with other outbuildings which are to be removed - 124 sqm

An uplift of 79% is a high level of uplift and would clearly indicate that the proposed outbuilding is larger than existing, especially considering that both are single storey structures. The footprint is therefore greatly increased and the proposed would be built horizontal and parallel with the main building as opposed to vertical and away from the main building as the existing valet building is. As such the proposed would not greatly overlap with the footprint of the existing.

The existing buildings to be removed are spread around the rear of the site.

In regards to the bulk increase the proposed would be a meter higher than existing at ridge height and 1.6 metres higher at eaves height. The existing building would have a dual pitched roof whereas the proposed would have slightly pitched almost flat roof. As such the proposed outbuilding would clearly be bulkier than existing.

However in this instance it is noted that the archive building would also be removed which has a total floor area of 30sqm and another outbuilding structure shown on the site plan with an area of 8sqm. It is also noted that the proposed outbuilding building would be built across a part of the building which is set to be demolished. As such the proposed would be built across an area already developed and would replace 3 existing buildings.

As such the proposed outbuilding whilst still larger than existing and would appear be far neater as a whole than the many existing building which litter the rear area of the site. Furthermore a building placed parallel alongside the rear of the main building would be less visually prominent and have less of an impact on the site footprint as a whole than the existing oddly angled out building which juts out away from the main building.

As such the proposed single building would be less visually obstructive than the existing multiple buildings at the rear of the building.

### The impact on the Conservation Area and character of the surrounding area.

Statutory provisions:

Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 states that 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

NPPF provisions:

It is one of the core principles of the NPPF that heritage assets should be conserved in a manner appropriate to their significance. Chapter 16 of the National Planning Policy Framework addresses proposals affecting heritage assets. Para 199 sets out that 'great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. The NPPF sets out that the local planning authority should identify and assess the particular significance of any heritage asset...They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Paras 199-205 set out the framework for decision making in planning applications relating to heritage assets and this application takes account of the relevant considerations in these paragraphs.

The application site is located immediately adjacent to the Pirbright Conservation Area and as such the impact of the proposed development on the setting of the conservation area needs to be assessed. The existing site is an anomaly in the street scene, with the area being predominantly residential in nature.

The parapet feature would be the most visually prominent element of the proposed works. In 2018 the impact on the conservation area was assessed concerning the proposal for a parapet of an identical width and height. The following was stated:

*"The proposed development would result in the site having a greater impact on the street scene, predominantly due to the parapet feature, however, it is not considered that it will result in a materially harmful effect on the setting of the conservation area as it would result in a less visually fussy appearance."*

Little has changed in the surrounding area following this assessment and neither has national policy regarding the assessment of development in the Conservation Area. As such there is no reason to disagree with this previous assessment as the parapet is equal in scale and siting.

The northern elevational changes would also be visible from the street scene. However there would be a total reduction in width on this side by 9 metres as well as a reduction in height. It is also noted that the proposal would include a consistently flat roof. Similar to the proposed parapet however set lower down. As such the northern elevation like the parapet proposed.

Would replace the somewhat incoherent existing pitched roof design with a consistent one.

As such the proposed changes to the main building are considered acceptable.

The proposed outbuilding would be behind the main building and as such would have limited impact on the character of the area and Conservation Area.

However the proposal would be fairly modest and clearly subservient to the main building and would be more coherent in terms of its overall appearance than the multiple existing outbuildings spread across the rear of the site. The siting of the outbuilding would run alongside the main building. Further creating a more consistent pattern of design at the site.

No material harm to the designated heritage asset has been identified and having due regard to Section(s) 72 of the Planning (Listed Building and Conservation Area) Act 1990 permission should be granted.

### The Impact on Neighbour Amenity

The resultant buildings would not be much higher than existing as the northern elevation would in many areas be set down. The largest increase in height would come from the parapet on the southern side. This could potentially impact the closest neighbours on this side which would be numbers 6 and 8 Collens Field. It is noted that both dwellings are located south of the site and as such would not be greatly impacted in regards to loss of light. It's possible that the far rear end of the garden of each property may be impacted by a small amount of loss of light from this parapet however this loss of light would not be detrimental to the amenity of both properties.

10 Collens field would be adjacent to the higher Valet building proposed. It is noted that as existing the site is already built up against the boundary wall however the proposed would be higher although set further back and as such would only impact the side of the neighbouring dwelling. However the only window on this side of the property is as existing obscure glazed and as such would not serve as the primary light source to a principal room.

### The impact on Parking and Highways

The proposed works would result in a net increase of parking provision at the site. The applicant has provided a parking management statement with site plans showing parking on site as well as the access and exit points to the site which will not be altered.

Furthermore e-bike points would be included to encourage cycle access to the site as well as other options such as share car rotas for staff which would be secured as a condition.

There are some concerns that the larger development would increase the use of the site thus impacting the surrounding area however the increased parking and alternative travel options would alleviate the potential impact on any increased usage of the site.

Finally, the proposed parking plan has been reviewed by the Highways Authority who has raised no concerns regarding parking or access subject to a number of conditions.

Given the siting of the garage by a main road a construction transport management plan has also been requested and this will be included should the application be approved.

### The Impact on Sustainability

A detailed climate change and sustainability questionnaire has been provided with the application.

The applicant has stated that the works will minimise waste by following the waste hierarchy as much as possible. Surplus materials will be reused on site and only materials required will be ordered to reduce wastage. The waste plan provided in the questionnaire is extremely detailed and as such it is considered that waste will be dealt with efficiently and sustainably on the site.

Any change regarding water usage and sustainable design in regards to orientation is not as relevant in this instance given that the works are alterations to the existing site. However the applicant has again shown in detail the various measures which they will implement to reduce carbon emissions and improve water usage with the use of heat recovery ventilation and various water reduction methods from the use of more modern water saving plumbing as part of the refurbishment.

Given the scale of the site and measures outlined in the questionnaire the proposal is considered to be in line with D2 of the Guildford Strategy and Sites Local Plan 2019

### The impact on Biodiversity

In accordance with policy ID4 of the Guildford Strategy and Sites Local Plan the development must provide information of a biodiversity net gain. No ecological information has been provided by the applicant to show biodiversity net gain and as such a condition is recommended to ensure that this is achieved.

### Flood Risk

The site is in Flood Risk Zone 2 and as such is considered an area of medium risk which has historically flooded. The applicant has provided a flood risk assessment from Eastwood and Partners Consulting Engineers dated 12th of April 2022.

The site would not increase the existing hardstanding on site nor alter the existing drainage.

The proposed additions would be over existing impermeable areas and as such their inclusion would not increase flood risk.

The outbuilding would be constructed from flood resilient materials and by its nature would not contribute to increased flooding.

The measures within the Flood Risk Assessment are considered sufficient in minimising flood risk and as such these will be conditioned should the application be approved.