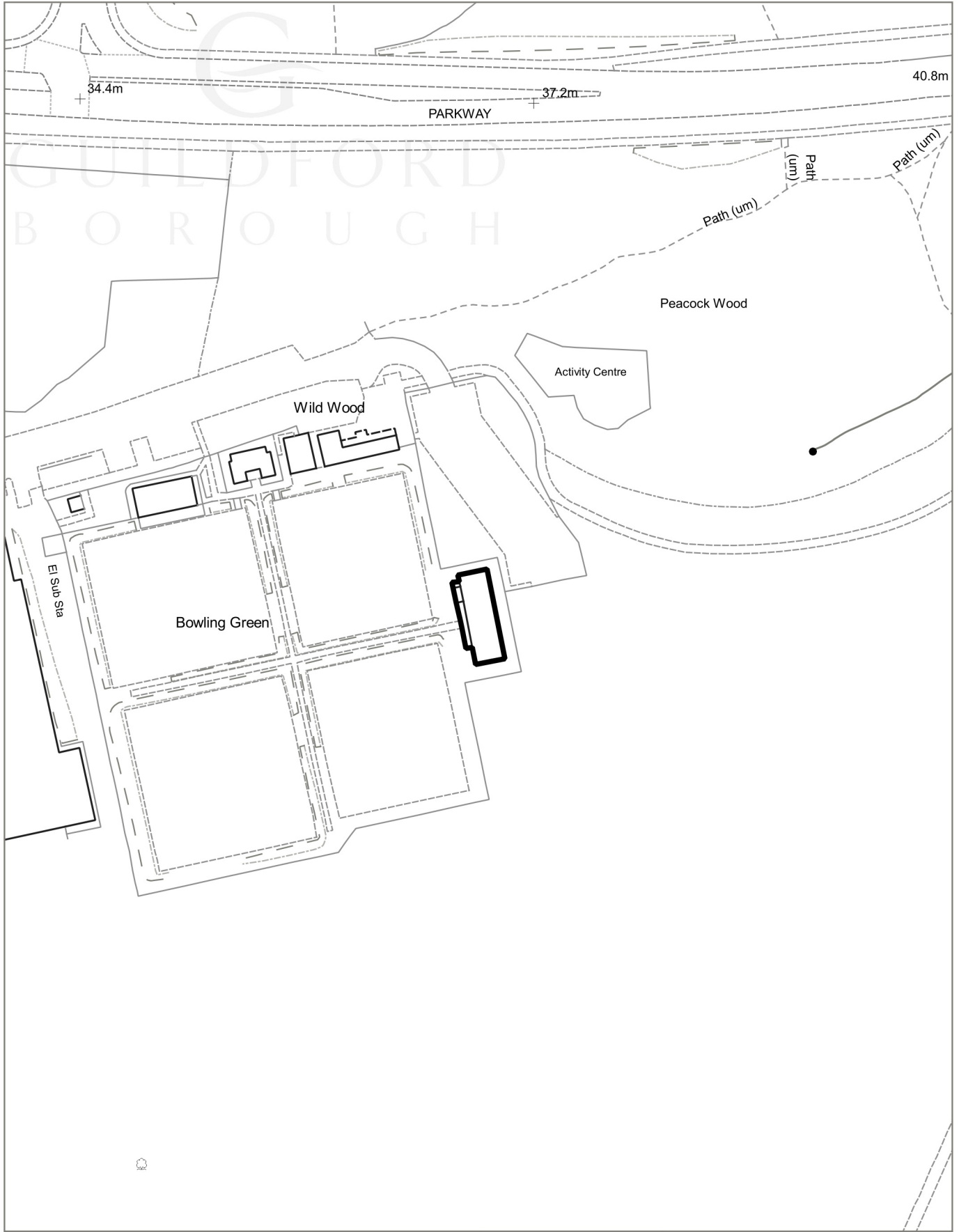


# 19/P/01680 - Astolat Bowling Club, Sports Facilities Lawn Bowls Pavilion, Lido Road



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Print Date: 22/10/2019

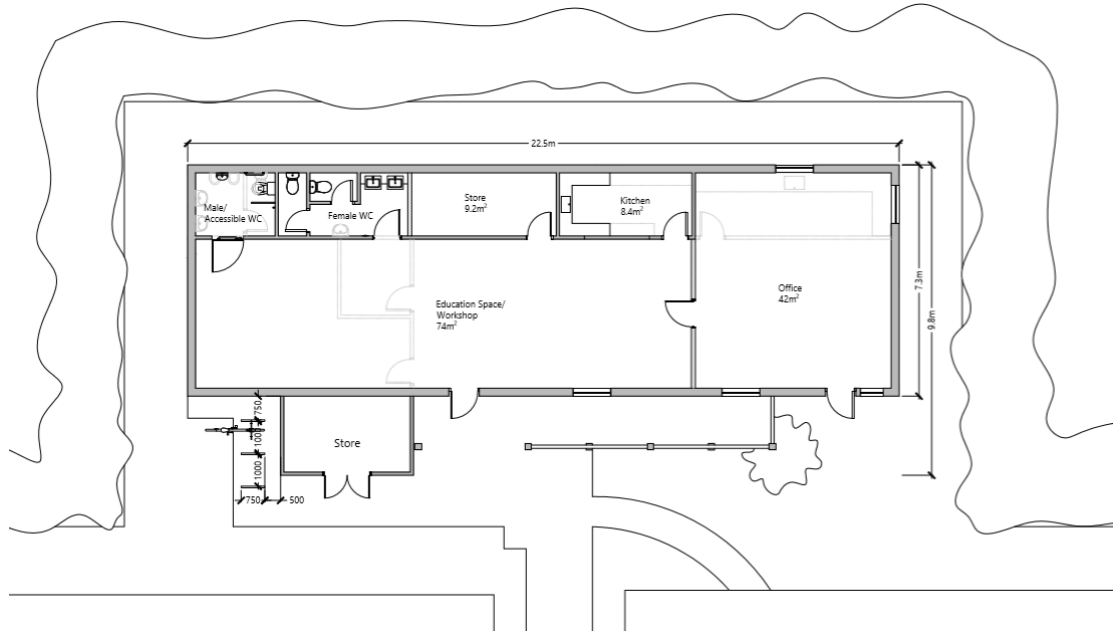


Not to Scale



GUILDFORD  
BOROUGH

**19/P/01680 – Astolat Bowling Club, sports Facilities Lawn Bowls Pavilion, Lido Road, Guildford**



**Not to scale**



**App No:** 19/P/01680  
**Appn Type:** Full Application  
**Case Officer:** Kelly Jethwa

**8 Wk Deadline:** 21/11/2019

**Parish:** Christchurch  
**Agent :** Mr Snow  
D&M Planning Ltd  
1A High Street  
Godalming  
GU7 1AZ

**Ward:** Christchurch  
**Applicant:** Guildford Shakespeare  
Company Trust Ltd

**Location:** Astolat Bowling Club, Sports Facilities Lawn Bowls Pavilion, Lido Road, Guildford  
**Proposal:** Change of use from D2 Use Class (assembly and leisure) to D1 Use Class (non-residential institutions) with ancillary office and storage space.

### **Executive Summary**

#### **Reason for referral**

This application has been referred to the Planning Committee because the Council own the building and have a financial interest.

#### **Key information**

- The application site is within the designated urban area of Guildford and forms part of a group of buildings at the north-western end of Stoke Park.
- Proposed use: D1 – non-residential institution as a community facility.
- No alterations or additions to the external appearance.
- Installation of cycle parking rack for 6 cycles.

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

The principle of development has been found to be acceptable, no concerns regarding the character and appearance of the existing building or surrounding area, neighbouring amenity or highways and parking have been identified. The proposal would bring the existing vacant building back into a community use and would not hinder the Stoke Park Masterplan. Therefore, the proposal would comply with the development plan and national planning policy.

## **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 the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The D1 use class hereby permitted shall be personal for purposes associated with Guildford Shakespeare Company Trust (GSC). When the premises cease to be occupied by Guildford Shakespeare Company Trust (GSC) the use hereby permitted shall cease and become null and void. All material and equipment bought on to the premises in connection with the use shall be removed.

Reason: To enable the Local Planning Authority to manage the site which is on protected open space.

3. Prior to first use details shall be submitted to and approved in writing by the Local Planning Authority for secure and covered cycle storage. Development shall be carried out in accordance with the approved details and shall be permanently maintained until the use ceases.

Reason: To ensure that future occupants have satisfactory facilities for cycles to encourage sustainable travel.

4. Prior to first occupation of development, details of sustainable design and construction practices (where applicable) shall be submitted to and approved in writing by the Local Planning Authority. 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 Sustainable Design and Construction SPD 2011.

### **Informatives:**

1. 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 potential issues, the application has been submitted in accordance with that advice and further clarification has been provided to respond to matters raised by consultees.

## **Officer's Report**

### **Site description.**

The application relates to the Astolat Bowling Club building located in Stoke Park, an area of protected open space and a non-designated heritage asset. The building is a single storey wooden hut with shiplap boarding, directly adjacent to the associated bowling greens. Along Lido Road are other community uses including the Lido, Stoke Park bowling club, Wild Wood Adventure and Guildford College.

There is a public pay and display car park to the north.

The site lies within the urban area of Guildford to the north of the town centre.

### **Proposal.**

Change of use from D2 Use Class (assembly and leisure) to D1 Use Class (non-residential institutions) with ancillary office and storage space.

No external alterations would be made to the building.

Minor interior alterations to provide office administrative space and a large educational space.

Administrative space for 7 full time members of staff, between the hours of 8.00 am and 7.00 pm Monday to Friday.

The educational space would be used by a maximum of 20 young people at any one time for Saturday classes between the hours of 9.00 am and 1.00 pm plus other occasional education and rehearsals usage on an ad hoc basis.

Cycle parking for 6 cycles.

### **Relevant planning history.**

<b>Reference:</b>	<b>Description:</b>	<b>Decision Summary:</b>
G U I / 6 0 7 7 (1962)	Erection of a bowling pavilion elm weatherboarding with green coloured felt roof	Approve 19.07.62

There are no restriction on the use class order of the building.

## **Consultations.**

### Statutory consultees

County Highways Authority: no objection in terms of highway safety and capacity, subject to conditions

Sports England: holding objection, the proposal would result in the loss of ancillary facilities that supports the use of the bowling greens (officer comment: this matter will be further updated on the late sheets for Planning Committee)

### External consultees

Surrey Police: no objection, a planning condition to achieve a Secure by Design accreditation

### Internal consultees

Environmental Health: No objection or comment to make regarding the proposal.

Parks and Countryside Manager: no objection

### Amenity groups/Residents associations

Guildford Society: no response to date

### **Third party comments:**

No responses have been received to date.

## **Planning policies.**

### National Planning Policy Framework (NPPF):

Chapter 2. Achieving sustainable development

Chapter 4. Decision-making

Chapter 6. Building a strong and competitive economy.

Chapter 7. Ensuring the vitality of town centres.

Chapter 8. Promoting healthy and safe communities

Chapter 9. Promoting sustainable transport

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

Chapter 16. Conserving and enhancing the historic environment

### Planning Practice Guidance

### Local Plan: Strategy and Site (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).

S1	Presumption in favour of sustainable development
D1	Place shaping
D2	Climate change, sustainable design, construction and energy
D3	Historic environment
ID3	Sustainable transport for new developments

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

G1(3), (4), (8), (12)	General Standards of Development
HE12	Historic Parks and Gardens
CF1	Provision of New Community Facilities

Supplementary planning documents:

Vehicle Parking Standards SPD 2006

Surrey County Council Vehicular and Cycle Parking Guidance 2018

**Planning considerations.**

Background

Guildford Shakespeare Company Trust (GSC) is an theatre company and education organisation, based in Guildford, Surrey, established in 2006. They deliberately choose non-theatre venues to stage work, so audiences interact with these community spaces and are more explorative of their town.

GSC has a dedicated education department, which delivers bespoke workshops, talks and performances in schools and colleges across the South East, from primary and right up to university, supporting teachers and the curriculum. Additionally, GSC delivers nine in house drama clubs, holiday clubs, adult evening classes and work experience opportunities, including working with the Riverside homeless shelter.

The Charity is at present located at its rented premises at Midleton Road and must vacate these premises by February 2020 when their existing lease comes to an end. As such the GSC are seeking to relocate their operation to this location and Green Ark.

The main planning considerations in this case are:

- the principle of development
- the need for community facilities
- the impact on the character of the area and Stoke Park
- the impact on the heritage assets
- the impact on neighbouring amenity
- parking and highways
- sustainable design and construction

The principle of development

There is no specific policy within the LPSS, saved GLP or NPPF, which restricts the change of use from D2 - Assembly and Leisure to D1 - Non-residential Institutions.

There are no policies resisting the loss of D2 uses (which includes a cinema or concert hall, a bingo hall, dance hall, swimming bath, skating rink, gymnasium and other recreations not involving motorised vehicles or firearms). Chapter 8 of the NPPF, is relevant and para. 92 c) seeks to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

This is an existing recreational and social facility that was used as a pavilion, however, is no longer required and has been vacant since November 2017. Although the loss has to be considered in terms of the impact on wider Stoke Park and ability to access suitable local facilities.

The adjoining Stoke Park Bowling Club pavilion building, is a larger building that would safeguard the future needs of the bowls club. Furthermore, the bowling greens would not be prejudiced by the re-use of this building, as the change of use would not impinge on the ability to bring the disused green back into operational use in the future, given the pavilion and that the application does not include any of the bowling greens.

Guildford Borough Council offers a hall for hire directory, which contains facilities, and contact information for more than 100 venues within the Borough. This shows that there are nearby community facilities at the Stirling Centre, Stroke Road, Guildford, which would provide a suitable alternative, with a main hall with capacity to seat up to 100 people, lounge and extension area and a kitchen area.

The existing building is showing signs of disrepair and vandalism and there would be some benefit to bringing the building back into a use, so that it could continue to provide the social, recreational and cultural facilities and services the community. Therefore, the loss of the D2 use would be acceptable.

#### The need for community facilities

Policy CF1 of the saved GLP and the requirements of the NPPF in para. 91 a) promote social interaction, including opportunities for meetings between people. Policy CF1 details that community facilities include education, health and welfare facilities and are those uses which fall within C2 and D1 of The Town and Country Planning (Use Classes) Order 1987. Therefore, the proposed D1 use of the building as an educational space is a community facility.

Policy CF1 sets out that planning permission will be granted for the development, expansion or change of use of premises for community facilities in urban areas or identified settlement provided that:

1. The proposed use would not detract from the character and appearance of the property and surrounding area;
2. The site is accessible, or can be made accessible, by public transport, on foot and by bicycle;
3. The proposed use would not prejudice the amenities of the occupiers of adjoining properties.

Therefore, subject to the proposal being in compliance with the above stated criteria there would be no objection in principle to the change of use of this building.

The educational use of this building would also assist in addressing the identified well-being needs in Guildford, a space for social interaction and would enhance cultural facilities in the Borough.

Given the unique circumstances of the applicant and to ensure that the use is managed going forward, a personal condition has been suggested.

#### The impact on the character of the area and Stoke Park

The proposed change of use would predominantly require internal alterations, which would be managed under Building Regulations.

The only change to the external appearance of the building would be the installation of the cycle parking facilities, which are of a very minor nature and would not materially affect the external appearance.



The pavilion had a seasonal use when it was a bowling club, and there would be some intensification in use as the building would be used all year round. However, in this part of the park, where there are a number of buildings with comings and goings by visitors, staff and other users this would not be out of context.

As such, there would be no harmful impact to the character or appearance of the wider surrounding area. Accordingly, there are no objection to the proposal on these grounds and the development would to comply with policy D1 of the Guildford Borough Local Plan: strategy and sites 2019 and policy G1(12) and G5 of the Guildford Local Plan 2003 (as saved) and the NPPF.

#### The impact on the heritage assets

Stoke Park appears on the Council's Historic Parks and Gardens Gazetteer it is not a Registered Historic Park and Garden. Therefore, it shall be treated as a non-designated heritage asset.

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 12 of the National Planning Policy Framework at paragraph 129 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'.

Paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in the determination of an application. In weighing applications that directly or indirectly affect a non-designated heritage asset, a balanced judgement will be required having regard to the scale of any harm or loss, and the significance of the heritage asset.

Local Plan provisions:

Policy D3 is concerned with the historic environment and saved policy HE12 also generally complies with the NPPF, seeking the protection of Historic Parks and Gardens.

The significance of the park derives from the open and undulating landscape and groups of trees. The application building is not specifically referred to, has limited historical value and is not a building of special architectural merit.

Apart from the cycle racks, there would be no external changes and any changes in the intensification would have a minor impact in this location as described above. So there would be no harm to the non-designated heritage asset.

This would be in accordance with policy D3 of the Guildford Borough Local Plan: strategy and sites 2019, policy HE12 of the Guildford Local Plan 2003 (as saved) and the NPPF.

#### The impact on neighbouring amenity

The existing building is located well away from any residential dwellings and the installation of cycle racks would not have a materially harmful impact on neighbour amenity.

The building would be used as an office weekdays between normal office hours with teaching on Saturdays until 1300hrs and occasional usage for other purposes related to education and

rehearsals. Given the location of the building and the floor area of the building restricting its use. The proposed use would not result in undue noise and disturbance. In addition to this, the existing D2 use could resume at any time with greater intensification without any need for planning permission.

A student housing scheme is being constructed at Guildford College (planning ref: 17/P/00509 and 19/P/00535), given that there would be limited visitors during the weekdays and teaching would primarily take place on Saturdays this should not have a material impact given the other uses in Lido Road.

Therefore, the proposal would accord with policy CF1 and G1(3) of the Guildford Borough Local Plan, 2003 (as saved by CLG Direction on 24/09/2007) and the NPPF.

### Parking and highways

In accordance with the Vehicle Parking Standards SPD, for this D1 use, the requirement would be for 1 car space per 3 persons or 3 seats or per 20sqm, so this would be 5.6 car parking spaces based on the floor space.

No car parking is proposed. Astolat Pavilion would be used in conjunction with Green Ark, which has its own parking area for 5-6 vehicles. These spaces would be prioritised for drivers with mobility issues who use the facilities and would usually be used by staff on a day by day basis. There is an adjoining public car park that would be used for additional visitor car parking. The applicant explains that participants in the education classes would come to the Astolat Pavilion either on foot from Green Ark and/or the public car park or be dropped off and picked up. It would be made clear that there is no on-site parking for participants.

Furthermore, there is a public car park with 112 regular bays and 3 accessible bays and the park and ride at the Spectrum Leisure Centre which can be used in the weekdays. Therefore, there is onsite and offsite capacity to accommodate any visitor parking associated with the proposed use.

There are a number of bus routes serving Stoke Road with connectivity to the town centre, other parts of Guildford and the railway station. So public transport can be used to access the site.

There are designated cycle routes in the surrounding area. Cycle parking would be provided to encourage alternative travel, no details of the racks have been provided and this can be secured by condition to ensure that they are covered and secure.

The surrounding roads are subject to parking restrictions, to prevent any materially harmful overspill and obstructive parking. Therefore, taking into account the sustainable location, the parking availability on/off site and the nearby parking restrictions the proposal would not result in any significant under provision of parking which would lead to an adverse impact on highway safety and capacity. Furthermore, no objection has been raised by the County Highway Authority (CHA).

Conditions have been suggested regarding charging points and a car parking layout for Green Ark, by the CHA. No car parks are included in the red line and those that would be utilised are existing, therefore the suggested conditions are unduly onerous and unnecessary to make the proposals acceptable in planning terms.

### Sustainable design and construction

Policy D2(1) required development including refurbishment and conversion of existing buildings to include details of sustainable design and construction methods. No details for this have been submitted with the application however, that can be secured by condition.

### **Conclusion.**

The principle of development has been found to be acceptable in relation to the loss of the D2 use and change of use to a community facility to be used for teaching. No concerns regarding the character and appearance of the existing building or surrounding area, neighbouring amenity or highways and parking have been identified. There would be no harm to Stoke Park and the non-designated heritage assets. Therefore, the proposal is found to be compliant with both the Development Plan and the NPPF.