
APPLICATION NO.	P17/V1277/FUL
SITE	Carswell Golf Course Buckland Faringdon Oxon, SN7 8PU
PARISH	BUCKLAND
PROPOSAL	New Motorcycle Assembly and display building. (Additional plans, transport and archaeology information received 11 December 2017). Amended plans and additional information received 22 February 2018.
WARD MEMBER(S)	Anthony Hayward
APPLICANT	Mr Gerry Lisi
OFFICER	Penny Silverwood

RECOMMENDATION

To grant planning permission subject to the following conditions:

Compliance:

1. Time limit
2. Approved plans
3. Submission of external lighting scheme.
4. Hours of use and operation

Details to be submitted prior to commencement:

5. Materials
6. Construction traffic management statement to be submitted.
7. Landscaping details and management to be agreed.
8. Surface and foul water drainage details to be agreed
9. Cessation of existing use and removal of buildings to be agreed

1.0 INTRODUCTION AND PROPOSAL

- 1.1 The application is referred to committee as it is a major application and Buckland Parish Council have objected.
- 1.2 The application site is a relatively small field approximately 1.4 hectares in size adjacent to the A420 which forms part of the Carswell Golf Course site which extends to the south. The immediate application site is surrounding by mature hedging and trees on all sides. The main access road serving the golf course runs along the western boundary and access is obtained via a junction from the A420.
- 1.3 The site is located within the North Vale Corallian Ridge.

- 1.4 This application seeks planning permission for the construction of a building to be used to allow expansion of an existing business for the assembly and ancillary display of historic motorcycles. These motorcycles are currently manufactured elsewhere on the golf course site in workshops to the west of Metisse House, south of the application site.
- 1.5 Following concerns raised by consultees including Oxfordshire County Council and Buckland Parish Council and by the case officer, additional information relating to the highways and traffic impacts of the development, an archaeological investigation and clarification of proposed hours of use of the site have been provided.
- 1.6 The proposed building is designed as a typical agricultural/ industrial building on three sides with a classically designed front façade. It measures approximately 55 metres in total length, and approximately 46 metres wide with a floorspace of approximately 1798 square metres. The height to the ridge at the tallest point will be approximately 9.5 metres and 6.6 metres to the eaves. The rear and side elevations will be clad in green sheeting and the front elevation will be constructed of rendered blockwork with stone detailing.
- 1.7 **A site location plan is below:**



1.8 Extracts of the application plans are **attached** at Appendix 1.

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1 Below is a summary of the responses received to the submission. A full copy of all comments made can be viewed online at www.whitehorsedc.gov.uk.

<p>Buckland Parish Council</p>	<p>Objection –</p> <ul style="list-style-type: none"> • Inappropriate rural location for a structure of any significant size, it is not a commercial setting • Elevational treatment of the front façade is inappropriate for this rural setting • Distasteful building, over-elaborate/ neo-classical pedimented design which does not draw from the vernacular of its rural setting • Building is designed to draw the attention of passers by on the A420 which will cause road safety issues • Display of motorcycle is not an appropriate use for a roadside structure in a rural and uncommercial setting • It will be impossible to prevent this use becoming a retail site. • Any building of scale would be to the detriment of the locality; the current entrance to the golf club is an attractive and well suited feature of the area • Additional traffic generation would be unacceptable in the context of current volumes of traffic.
<p>Oxfordshire County Council</p>	<p><u>Archaeology</u> No objection –</p> <ul style="list-style-type: none"> • No significant archaeological features revealed and no further archaeological investigation required. <p><u>Transport</u> No objection, subject to conditions –</p> <ul style="list-style-type: none"> • The additional information confirms that the assembly element of the development would have a maximum of 20 employees and a maximum of 10 visitors would be attracted to the showroom in any day. • Shift working would not be operated and working hours are from 8.00am to 6.00pm so there would be no employee trips generated within the peak hours.

	<ul style="list-style-type: none"> • The additional information confirmed that the showroom would be open only during the hours of 10am-4pm so there will be no generation of trips during the peak hours. • The number of car and motorcycle parking spaces has been reduced to a maximum of 20 and 10 respectively. • The amended details substantially limit the number of peak hour vehicle movements that might be generated at the access point and the proposals are not expected to have a severe impact. <p><u>Minerals and Waste</u></p> <p>Objection –</p> <ul style="list-style-type: none"> • The site is within a mineral safeguarding area for soft sand and a mineral strategic resource area in the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy • The proposed development would sterilise deposits of sand within the proposal site and could affect deposits in adjoining land. • The likely existence of minerals within the site and adjoining land has not been addressed in the application. • Whilst the application site itself is relatively small, it could be combined with adjoining land to form a significant potentially workable area for mineral extraction.
Cllr. Judith Heathcoat	<p>Objection –</p> <ul style="list-style-type: none"> • Commercial activity is completely out of context of this rural area • It will generate traffic movements in an already congested area
Local residents / groups	<p>Objections have been received from 5 local residents or groups on the following grounds</p> <ul style="list-style-type: none"> • Concerns regarding the number of accidents resulting in fatalities within a short distance of the proposed entrance • Doubt as to whether this is appropriate development in the open country • The A420 is busy and this would make it even more dangerous • Industrial development would further erode the Green Belt of West Oxfordshire.

	<ul style="list-style-type: none">• It will degrade the rural character of the area.• The location is inappropriate for a structure of any significant size• It will detract from the marketing image of St Hughs School.• The design will detract from the historic setting of the Grade II listed Carswell Manor.• Increasing traffic will increase the risk of injury or fatality to staff, parents and children at the junction with the school
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3.0 **RELEVANT PLANNING HISTORY**

3.1 There is a long planning history at this site which has seen the development of the Golf Course and its associated leisure and recreational facilities, extensions to the main residential property Metisse House and the establishment of workshops for business use for the manufacturing of motorcycles. A summary of key relevant applications are below:

P16/V2033/FUL – Approved (20/10/2016)

Planning permission was granted for the erection of a large residential garage to serve Metisse House following the demolition of existing workshop buildings which are currently used for the manufacturing of motorcycles.

P12/V0726 - Approved (21/06/2012)

Planning permission was granted to relocate the golf driving range and associated building to an area to the south and including this application site.

P91/V0632 - Approved (19/09/1991)

Planning permission was granted for the erection of a golf clubhouse, golf course and a stable block.

P88/V0815/COU - Approved (10/10/1990)

Planning permission was granted for the change of use and extensions to farm buildings to provide holiday complex which includes swimming pool, riding school and shop/office/reception and alterations to existing access. The riding school granted permission was to be located on the southern boundary of this current application site. Officers understand that whilst other parts of this planning permission were implemented, the riding school was never constructed.

3.2 **Pre-application History**

P16/V1739/PEM - (07/09/2016)

Pre-application advice was sought for the construction of a substantial motor museum, café and workshop on the application site. Officers raised concerns with the significant scale of the development proposed and whether it could be considered to be sustainable in the context of its rural location and the

associated traffic movements. Officers advised that any museum should be ancillary to the established business use to be relocated within the site.

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The site is less than 5 hectares and the site is not in a 'sensitive area'. The proposal is not therefore EIA development.

5.0 **MAIN ISSUES**

5.1 The relevant planning considerations in the determination of this application are:

1. The principle of the proposed building in this location
2. The impact upon the character and local distinctiveness of the area
3. Highways impacts
4. Impact upon safeguarded mineral sites
5. Impact upon amenities of nearby residential properties

5.2 **The principle of development**

The National Planning Policy Framework at paragraph 19 puts significant emphasis on supporting the economic growth to create jobs and prosperity. Paragraph 28 of the NPPF particularly supports the sustainable growth and expansion of all types of business and enterprise in rural areas through both conversion of existing buildings and well-designed new buildings in order to create jobs and prosperity.

5.3 Paragraph 28 also sets out support for sustainable rural tourism and leisure development that benefit businesses in rural areas, communities and visitors and which respect the character of the countryside.

5.4 Policy CP28 of the Local Plan 2031 Part 1 identifies that proposals for new employment development in rural areas will be supported provided that:

- i) There is no harmful effect on the amenities of nearby residents or occupiers
- ii) There is provision of a safe site access and there are measures to promote the use of sustainable modes of transport where possible
- iii) The scale, nature and appearance of the employment development is appropriate to the local character and landscape
- iv) The proposed development cannot be reasonably accommodated on vacant or developable sites
- v) The proposal will benefit the local economy and will not undermine the delivery of strategic employment allocations.

5.5 Policy CP31 of the Local Plan 2031 Part 1 states that small-scale development to support the visitor economy will be supported in rural areas so long as proposals are in keeping with the scale and character of the locality and would not adversely affect the setting or heritage assets.

5.6 The application site and adjoining land form part of an established leisure and recreational use as part of the existing golf and country club complex. Motorcycles are currently manufactured on site within workshops which lie directly to the west of the main residential property, Metisse House. The

manufacturing mainly involves the assembly of parts manufactured off site. Planning permission was granted in 2016 (application ref. P16/V2033/FUL) for the erection of a large residential garage building to the west of Metisse House, following the demolition of the existing unsightly workshops occupied by the business. Officers understand that it was the intention to seek permission to relocate the business to elsewhere on the site and it is this relocation that this application seeks to address.

- 5.7 Officers have assessed this application in the context of the significant weight within the NPPF to support the sustainable growth of rural businesses. The proposed development would facilitate the relocation and modest expansion of the existing manufacturing business within the site, which will allow for an increase in local jobs within the rural area. The number of jobs will remain relatively modest, at around 16 – 20.
- 5.8 Officers consider the relatively modest scale of the proposed business will be appropriate to its rural setting. It will enable the retention of the business at this location continuing to provide local jobs to support the local rural economy. The scale of the development in terms of its impact upon the character of the area and additional traffic movements is assessed below.
- 5.9 Additional information submitted with the application has provided clarity over the intended uses of the floorspace of the building. Approximately 429 square metres (23%) of the total internal floor space will be used as a display area to display historic motorcycles whilst the rest will be used for the manufacturing of the motorcycles and connected functions. There is anticipated to be a maximum of 10 visitors per day to the site. Given the small proportion of the building to be used for the display area and the proposed layout, officers are satisfied that the display area will be an ancillary function of the building's main use for manufacturing.
- 5.10 The parish council has raised concerns with regards to the potential use of the building in the future for uncontrolled retail use. The application does not authorise retail use, only manufacturing and ancillary display. Any future alternative use of the building would need to be justified at the time through a planning application.
- 5.11 **Impact upon character and local distinctiveness**
The application site is very well screened from public vantage points from the A420 on the northern boundary of the site. There is a well-established coniferous tree line on both the north and eastern boundary of the site and significant evergreen hedging on the west and southern boundaries within the overall Golf course site. The only nearby neighbouring property is Carswell Lodge which lies to the north of the A420 and benefits from this screening. Officers consider therefore that views of the proposed building will be extremely limited and, if possible at all, will be limited to glimpsed views of the massing or roofline.
- 5.12 The vast majority of the proposed building is of a simple design typical of many agricultural barns, with walls and roof of simple green cladding. The front

elevation differs, being a classically inspired façade of rendered blockwork with dressed stone detailing. Its detail does relate to similar architectural features within the immediate locality at the residential property Metisse House.

- 5.13 Paragraph 60 of the NPPF states that planning decisions should not attempt to impose architectural styles or particular tastes, or stifle idiosyncrasy, provided there is an appropriate explanation for the design. Officers consider that the explanation of the design of the front façade, from forms found elsewhere on the golf course site, is an acceptable approach in this instance, and it is not considered that a refusal of the application on design grounds is warranted.
- 5.14 The significant landscaping of the site can be controlled by condition to ensure that it is retained and managed. There will be very limited opportunity for the building to be viewed from public viewpoints. The scale and massing of the building is considered to be appropriate to its use. Overall, therefore, officers consider that the impact upon the character and appearance of the area, including the North Vale Corallian Ridge, will not be harmful.
- 5.15 There is approximately 370 metres between the application site and the Grade II listed building Carswell Manor. Given this distance and the separation of the site from the heritage asset by both a main trunk road and significant tree belts, officers do not consider that the proposed development will harm the setting of the listed building.
- 5.16 **Highways impacts**
The proposed development will be accessed from the A420 via the existing junction which serves the wider golf course site and direct access to the site and proposed car park would be taken from the golf course private access road.
- 5.17 Given the very high volumes of traffic experienced on the A420 particularly at peak time, the Highways Officer at Oxfordshire County Council initially raised concerns regarding any intensification of use of this junction and requested that an assessment of this impact be carried out and submitted. Such concerns have also been raised by the parish council and responses from local residents and the School which operates adjacent to the application site. Of particular concern was any increase to right hand turn movements from this junction onto the A420 within peak periods. Subsequently a transport statement, followed by further amendments to it, was submitted to support the application providing clarity as to the
- 5.18 This amended information confirmed that the business would employ a maximum of 20 workers and attract a maximum of 10 visitors per day. It confirmed that there would be no shift patterns for employees and the normal working hours would be 8.00am to 6.00pm Monday to Friday, resulting in no employee trips generated during peak traffic hours. It was also confirmed that the display area will only be open during the hours of 10.00am to 4.00pm so there will be no generation of visitor trips during the peak period either.

- 5.19 To address the concerns of the Highways Officer the applicant also submitted revised plans which reduced the overall car parking provision to a maximum of 20 car parking spaces and 10 motorcycle spaces to reflect the predicted use of the site by employees and visitors. This is reduction from the 43 car parking spaces and 20 motorcycle spaces originally proposed.
- 5.20 Taking into account the information submitted, the Highways Officer is satisfied that measures have been taken to substantially limit the number of additional vehicle movements from the proposed development, particularly during peak hours and the proposed development will not have a severe impact upon the highways network.
- 5.21 Given the weight attached to the information provided by the applicant for the proposed operation of the site, officers would consider it justified and necessary to attach conditions controlling the hours of use and operation of both the manufacturing and display elements of the proposed development in order to control the associated traffic movements to an acceptable level. The hours of use of the manufacturing part of the development would be restricted to:
08.00am – 6.00pm Monday to Friday
09.00am – 6.00pm Saturday
12.00pm – 5.00pm Sunday
- 5.22 The opening times of the ancillary display area to visitors would be restricted to:
10.00am – 4.00pm Monday to Sunday.
- 5.23 The Highways Officer has recommended that a condition be attached ensuring that prior to the operational use of the proposed building the existing workshops serving the business shall not be in use and shall be demolished. The proposed development seeks to provide alternative accommodation for the existing business within the site following the existing premises intended demolition and the transport information provided is based upon the overall operation of the business from the new premises proposed in this application. Officers therefore consider it reasonable and necessary to ensure that the existing business premises cease operational use at the time at which the new facilities are operational.
- 5.24 As originally submitted, 12 cycle parking spaces were proposed. The Highways officer from Oxfordshire County Council raised concerns regarding the suitability of encouraging cycling along the heavily trafficked A420 as it currently exists without further safety measures in place. Amended parking plans have removed the provision of cycle parking facilities. Whilst local plan policies seek to encourage the use of sustainable methods of transport to avoid reliance upon the motorised car, officers consider that in this case at this location encouraging cycling access to the site is inappropriate.
- 5.25 Concerns have been raised by the parish council that the building has been designed to draw the attention of motorists along the A420 which poses a road safety risk. As identified above, views into the site will be very restricted and

will be limited at most to glimpsed views of the mass of the building or its roof form. Officers therefore do not consider that the appearance of the building or views of it from the adjacent highway will have a harmful effect on the safe use of the road by motorists.

5.26 Impact upon safeguarded mineral sites

Officers from Oxfordshire County Council have identified that the application site lies within an area underlain by deposits of sand or limestone and whilst information on such deposits is limited the application site and wider adjoining land may contain significant, potential workable mineral deposit.

5.27 The application site area forms a small part of a much wider area which forms the Corallian Ridge area from Oxford to Faringdon, a mineral strategic resource area. Policy M8 of the OCC Minerals and Waste Core Strategy (adopted September 2017) seeks to ensure that mineral resources within such areas will be safeguarded for possible future use and that development that would prevent or hinder the possible future working of the mineral will not be permitted unless the site has been allocated for development within a local or neighbourhood plan, the need for the development outweighs the economic and sustainability considerations of the mineral resource or the resource will be extracted prior to the development taking place.

5.28 County Officers have raised objections to the proposed development because insufficient information relating to the safeguarding of the mineral resource has been provided and it is contrary to policies for the safeguarding of mineral resources. Further comments acknowledge that whilst the application site itself is relatively small it could be combined with adjoining land to form a significant potential working area for extraction.

5.29 The application site is approximately 1.4 hectares in size. The Mineral Strategic Resource Area referred to above which the application lies in is substantial, covering an area from Faringdon in the west to Appleton and Eaton in the east, incorporating areas both sides of the A420. The application site is therefore a very small site within this large safeguarded area. Whilst officers acknowledge that the application site could be combined with a larger area to provide a workable extraction area, consideration must be given to the existing land use of the site and the surrounding area and the likelihood of the site being used for mineral extraction. Given the existing well-established golf course business to the south of the application site, the location of a school in the vicinity to the north of the site and existing residential properties at both Carswell Lodge and Metisse House in close proximity officers consider that it is highly unlikely that the site would be brought forward as a mineral extraction site due to the potential for significant harmful impact upon residential uses and the detrimental economic impact upon the established rural businesses of the golf course and school. In this context officers therefore give limited weight in the planning balance to the parameters set out in Policy M8 of the OCC Minerals and Waste Core Strategy for the safeguarding of the application site.

5.30 **Residential amenity**

The nearest residential properties to the proposed development are Carswell Lodge, to the north of the A420, and Metisse House, approximately 150 metres to the south of the application site. Given the significant separation of these properties from the proposed development officers do not consider that there will be any impact upon their amenities in terms of disturbance, dominance, overshadowing or overlooking.

5.31 **Other considerations**

Archaeology

Following concerns raised by the County Archaeologist as to the potential presence of archaeological features within the site an Archaeological Evaluation Report was submitted. In reviewing this additional information the County Archaeologist concluded that no significant archaeological features had been identified and there were no longer any archaeological constraints to the application.

5.32 Fall-back position of Extant Riding School permission.

Planning permission was granted in 1990 for the change of use and extensions to farm buildings to provide a holiday complex which includes a swimming pool, riding school and shop/ office/ reception and alterations to the existing access. The riding school building granted permission under this application was to be located on the southern boundary on this current application site. Whilst other parts of this planning permission were implemented, the riding school was never constructed. The applicant has referred to the extant nature of the riding school permission

5.33 Planning permission was granted in 2012 for the relocation of the golf driving range to the area to the south and including the application site and the approved site for the riding school. Whilst it appears the area to the south of the application site only is currently used as the extent of the driving range, officers consider that the granting of this permission in the same location as the previously approved riding school makes it highly unlikely that there is still the intention to build out the previously approved riding school. Officers have therefore given no weight to the extent of that permission in assessing the scale of the proposed development.

5.34 External lighting

Limited information on proposed external lighting has been provided within the application. To ensure that any lighting to be installed is appropriate to the rural setting officers consider it necessary for further details to be considered via condition.

6.0 **CONCLUSION**

6.1 The development will support the modest, sustainable expansion of an existing rural business within the site, providing additional local jobs and supporting the local economy. Whilst the design and appearance of the front façade is individual, the overall scale, massing and appearance is typical of many farm buildings and is not uncommon in a rural location. The site is very well screened

from public vantage points with very limited views of the building available. It has been demonstrated that the proposed expansion of the business and addition on an ancillary display area will not result in a significant number of additional traffic movements that would cause severe harm to the overall highways network. Given the surrounding recreational and residential uses, it is highly unlikely that the site would be used for mineral extraction in the future. Officers are therefore of the opinion that the application complies with the development plan and the provisions of the NPPF and should be supported.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2031 Part 1 policies;

- CP01 - Presumption in Favour of Sustainable Development
- CP03 - Settlement Hierarchy
- CP28 – New Employment Development on Unallocated Sites
- CP31 - Development to Support the Visitor Economy
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP37 - Design and Local Distinctiveness
- CP44 - Landscape

Vale of White Horse Local Plan 2011 saved policies;

- DC5 - Access
- DC9 - The Impact of Development on Neighbouring Uses
- NE7 – North vale Corallian Ridge

Emerging Local Plan 2031 Part 2

The draft local plan part 2 is not currently adopted policy. The plan has yet to be examined and therefore at present it is officers' opinion that the emerging Local Plan carries very limited weight for decision making at this stage.

Oxfordshire County Council Minerals and Waste Core Strategy (September 2017)

Neighbourhood Plan

Buckland does not currently have an adopted neighbourhood plan.

Supplementary Planning Guidance

- Design Guide (March 2015)

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

Human Rights Act

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

Equalities

In determining this application the Council has had regard to its equalities obligations including its obligations under Section 149 of the Equalities Act 2010.

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