

Item No.	Application No. and Parish	8 Week Date	Proposal, Location and Applicant
(2)	13/00988/FUL Farnborough	10 th July 2013	Change of use of land for the siting of a temporary dwelling. Land at Manor Farm, Farnborough, Wantage. Lesley Chandler Chandler Manor Farm Stud

To view the plans and drawings relating to this application click the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=13/00988/FUL>

Recommendation Summary: **The Head of Planning and Countryside be authorised to APPROVE planning permission.**

Ward Member(s): Councillor G.W. Chandler

Reason for Committee determination: Constitutional requirement as the Ward Member is related to the applicant.

Committee Site Visit: 4th July 2013

Contact Officer Details	
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1. Site History

82/18109/ADD, Agricultural barn for the storage of farm products. APPROVED 1982

05/01274/FULD, Erection of staff dwelling. APPROVED March 2006

2. Publicity of Application

Site Notice Expired: 24 June 2013.

Neighbour Notification Expired: 12 June 2013.

3. Consultations and Representations

Parish Council: No objections. Re-incarnation of previously approved scheme.

Highways: A similar proposal was approved at this site in 2005, application 05/01274/FUL. This application is similar in layout. Highways raise no objection providing the dwelling is attached to the farm use. In accordance with Supplementary Planning Guidance Note 4/04, updated 1st May 2010, a contribution of £1,000 per bedroom would be sought towards improvements to pedestrian, bus, cycle facilities or to highway safety improvements within Farnborough Parish, or improvements to bus services within West Berkshire. A total of £3,000 is therefore sought.

PROW No PROW objections - no impact on network.

NWAONB The North Wessex Downs AONB Unit request that the Council before forming a decision on this application take specialist advice to confirm whether this proposal has a financial / functional need, whether the location is the most appropriate in terms of the organisation of the business and whether other forms of existing accommodation locally have also been fully considered. The AONB Unit has also not seen any detailed elevations or site layout plans so are unable to form any decision in terms of overall landscape impact. If these are available we would be happy to comment in more detail. Should the Council decide that the need for this development is justified and the scheme does not cause harm to the AONB landscape then a legal agreement and appropriate planning conditions should be used to control the use and tie it to the appropriate land area

4. Policy Considerations

National Planning Policy Framework 2012 (NPPF)
West Berkshire Core Strategy 2006-2026 Policies:-
ADPP1 Spatial Strategy;
ADPP5 North Wessex Downs Area of Outstanding Natural Beauty;
CS14 Design Principles;
CS19 Historic Environment and Landscape Character.

5. Description of Development.

- 5.1 The application seeks the change of use of land at Pondview Farm, forming land at Manor Farm, Farnborough, for the siting of a temporary dwelling. The temporary dwelling is required to enable the supervision of the equine enterprises, both proposed and existing, which operate from Pondview Farm (forming part of Manor Farm Stud). A similar application was approved in 2006 but was never implemented as outlined above, application 05/01274/FULD.
- 5.2 The proposed temporary dwelling is to be sited adjacent to the existing stables at Pondview Farm. The site is set within the AONB. There are long reaching views to the south and east of the site over paddocks and farmland. The existing stables and barns at Pondview Farm would largely obscure the view of the temporary dwelling from the west and existing screen on the northern boundary of the site would restrict views from the highway.
- 5.3 The proposed temporary dwelling is a modest 3 bedroom timber cabin. The construction of the temporary dwelling is designed to be of a temporary construction to allow for its removal once the temporary period has expired.
- 5.4 The size of the temporary dwelling is approx. 6.5 metres to the ridge height, 2.1 metres to the eaves, 7.5 metres deep and 8.8 metres in length. The footprint of the dwelling would be some 60m².
- 5.5 Submitted with this application, along with the plans, is a planning report by Acorus Rural Property Services and a design and access statement. The Council has instructed an independent consultant, Kernon Countryside Consultants, to assess the functional and financial need for the proposed temporary dwelling. In summary, they have reported the following finding of the equine business at Pondview Farm, which as outlined above, forms part of Chandler Manor Farm Stud.
- 5.6 *The Kernon Report states that "Pondview Farm is farmed by the Chandler Family in conjunction with Manor Farm, Farnborough. Together the two units extend to approximately 125 hectares (310 acres). In 1998 planning permission was granted for the use of parts of both Pondview Farm and Manor Farm for stud and livery uses. In 2005 consent was granted for additional buildings to be used for equine purposes.*
- 5.7 *The facilities at Pondview Farm comprise of 2 portal framed buildings which have been subdivided into 5 deep litter loose housing pens which are capable of housing at least 13 horses. Two external boxes have recently been built and a further five internal boxes are to be constructed within the open storage barn, with space for another 5 if required. There are currently 3 hectares of paddocks adjacent to Pondview Farm with a further 3 hectares being established in 2013 for use in 2014.*
- 5.8 *The equine enterprise that is currently operating on the farm is known as Chandler Manor Stud and has been established for a number of years. I understand that the business currently utilises the buildings at both Manor and Pondview Farm. Currently there are 37 horses on site of which 29 are on livery and 8 are owned by the Chandler Family. The livery horses range from those on a basic livery for retired horses through to horses on rest and recuperation and brood mares which will foal down on the farm.*
- 5.9 *From the information provided within the Acores Report it appears that the business, which mainly utilises the stabling and facilities at Manor Farm, has reached a stage where if it wishes to continue growing it needs to be able to fully utilise the buildings at Pondview Farm.*
- 5.10 *Part 4 of the Acorus report states that the broodmares are to be kept at Pondview Farm, together with some of the rehabilitation/problem horses and young stock for preparation, which we assume refers to youngsters being prepared for the sale.*

5.11 *The business plan which has been prepared by the applicant indicates that initially the Pondview site will be used to accommodate:*

- *5 horses on full-livery;*
- *7 horses on working and rehabilitation livery; and*
- *3 mares on foaling livery.*

5.11 *As the business expands so to will the number of horses at Pondview Farm with year 3 of the business plan showing there being up to 23 horses on site at anyone time comprising of:*

- *9 horses on full-livery;*
- *7 horses on working and rehabilitation livery; and*
- *7 mares on foaling livery.*

5.12 *Pondview Farm would be operated by Rachel Chandler, the applicant's daughter, who already helps on the holding. Rachel would be assisted by employed part-time help. Rachel is also a McTimoney Chiropractor practitioner for humans and will look to provide this service to horses that come for rehabilitation at the Farm".*

6. Consideration of the Proposal.

6.1 Pondview Farm, forming land at Manor Farm, Farnborough is outside of any defined settlement boundary and is therefore considered as set within the countryside. It is also located within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). The main issues raised by this development are:-

The principle of the proposed development
Design and impact on the character of the area and the AONB;
Impact on neighbouring amenity;
Impacts on highway safety;
An assessment of sustainable development;
Other matters.

6.2 Principle of the proposed development

The principle of the proposed development is considered by virtue of an assessment of the functional need for the proposed temporary dwelling and the financial viability of the equine business at Pondview Farm, forming part of Manor Farm Stud. As outlined in the previous section of this report, Kernon Countryside Consultants were instructed to assess the need and financial viability. The following section of this report sets out their assessment and conclusion:-

Assessment

1. ***Essential Need*** - *Whether or not a worker needs to live on site is a matter of judgement based on factors such as the frequency of out-of-hours problems, the ability of a resident worker to identify and address those problems, the severity of loss if the problems are not addressed and the potential for notification of problems to a worker living off site (by alarms, for example).*
2. *The buildings at Pondview have the ability to accommodate up to 24 horses, based on the information set out in the applicant's budgets. A number of the horses that are to be accommodated at Pondview Farm will have specialist welfare requirements over and above a typical riding horse in that they will either be brood mares or horses on rest and recuperation.*

3. *Section 7.2 of the Acorus report sets out the applicant's arguments as to why there is a functional need to live on site. I have no reason to dispute the arguments put forward and would agree that with the number and type of horses that will be stabled at Pondview Farm there will be a need for an on-site worker.*
4. *In this particular case there may be opportunities for the more vulnerable horses i.e. those that require the highest levels of care and attention such as the brood mares and the horses on recuperation and rehabilitation to remain stabled at Manor Farm where they can be provided with the necessary levels of care and supervision by the applicant, Mrs Chandler, who lives in the farmhouse at Manor Farm. Such an arrangement could be seen as being a way in which the business could be developed so as to avoid the need for an additional dwelling at Pondview Farm.*
5. *However even if the more vulnerable horses were still kept at Manor Farm, there would still be up to 24 stabled horses at Pondview Farm. In my opinion the stabling of this number of horses, on a full-livery basis, would still warrant an on-site worker to deal with the problems that can and will occur such as colic, horses becoming cast or tangled in rugs / hay nets etc.*
6. *In summary I am satisfied that if Chandlers Manor Stud is to fully utilise the stabling at Pondview Farm then there is an essential need for an on-site worker.*
7. **Sustainability considerations** *Although there is no longer a specific test in the Framework regarding profitability in relation to the provision of rural workers' dwellings, the Framework only promotes "sustainable development in rural areas" (paragraph 55, in relation to housing). Economic sustainability and the ability to carry out the proposals as described must be part of this. An applicant therefore still needs to demonstrate economic sustainability.*
8. *The applicant has prepared budgets for the proposed enterprise at Pondview Farm. It is not clear as to the source of the figures used in the budgets, but given that the enterprise has been operating for a number of years, albeit mainly at Manor Farm, I assume that they are based on the applicant's existing business.*
9. *Having analysed the gross margin figures they appear reasonable and from my experience with similar enterprises the livery charges, in particular for the horses on rehabilitation and working livery, are actually on the low side. I would also comment that there are no figures shown for vet and med. or farrier costs. However it would not be uncommon for these charges to be levied direct to the owners so their absence does not present me with any particular concerns.*
10. *The projections include for all of the expected costs, and also include for a return on land and capital invested.*
11. *I would comment that with up to 24 horses on site on a "full" livery basis the labour charges appear light. However if the majority of horses are on deep litter as set out in the Acorus Report this will significantly reduce the labour input. Further unlike most full livery enterprises a number of these horses will not be ridden and given the prices shown for the "full livery" I assume that the service does not include for any exercising. In any event if additional labour does need to be taken on then there is some room within the budgets to allow for this.*
12. *In summary, despite my concerns about the low levels of labour, I am satisfied that the budgets show a sufficient return to cover the full-time labour of Rachel Chandler. Accordingly I am satisfied that the enterprise is likely to be financially sustainable..*

13. *In this particular case the applicant has applied for a temporary dwelling and therefore if the Council are minded to grant consent then there will be the opportunity to view the actual financial performance of the business and assess whether it has been financially sustainable at the end of the temporary period.*
14. *As part of the overall sustainability of the project it is important to assess whether there are any other dwellings which could serve the functional needs of Pondview Farm. As set out above there is already a dwelling at Manor Farm, this is approximately 850 m away from the stables at Pondview. The Acorus report states at section 7.4 that “**due to the topography of the land and the position of other buildings there is no direct line of sight of Pondview Farm from Manor Farm**”. I have not visited the site but having viewed aerial photography I have no reason to dispute this statement. I would share the view that the existing farmhouse is too far away to meet the functional requirements of the proposed equine enterprises at Pondview Farm.*
15. *The Acorus report also makes reference to the potential use of CCTV cameras to provide supervision. Although CCTV cameras can significantly help in the monitoring of animals, particularly foaling mares, they are not, in my opinion, a substitute for an on-site worker.*
16. *The application seeks consent for a temporary essential workers’ dwelling in connection with an existing but expanding equine enterprise. Having assessed the proposal against the appropriate tests set out in paragraph 55 of The Framework I conclude that:*
- ***Essential need.** I am satisfied that there is an essential need for a worker to live “permanently at or near their place of work”.*
 - ***Financial sustainability.** Having viewed budgets for the next three years I am on balance satisfied that the business is likely to be financially sustainable.*
17. *In summary I am satisfied that the proposal for a temporary dwelling meets with the appropriate policy tests set out in paragraph 55 of the Framework”.*

6.2.1 Design and impact on the character of the area and the AONB

6.2.2 As outlined in section 5 of this report (description), the site is set within the countryside and in the North Wessex Downs AONB. The site is well screened to the north and west but open to the south and east.

6.2.3 The proposed temporary dwelling is a modest structure and is constructed in a way which enables it to be removed from the site with relative ease, allowing the site to be returned to its previous use. The external material is timber and is set against the backdrop of the tree line to the north.

6.2.4 By virtue of the design, scale and siting of the proposed development it is not considered to have any significant harm on the quality or character of the surrounding environment and would not impact upon the AONB. Further to this, the proposed development is for a temporary dwelling and therefore the impact of a dwelling in this location can be further assessed in situ and on a temporary basis.

6.2.5 Taking the above in account, the proposed development is found to accord with the NPPF and Policies ADDP5, CS14 and CS19 of the West Berkshire Core Strategy 2012.

6.3 Impact on neighbouring amenity

6.3.1 The proposed development is located some 100 metres from the closest neighbouring dwellings at Coombe Down Cottage. The proposed temporary dwelling would be difficult to

see from the neighbouring occupiers and by virtue of the distance between the site and the neighbouring properties, it is not envisaged that the proposed would have any detrimental harm on their amenity.

6.4 The impact highway safety

6.4.1 The Highways Officer does not have any objections to the proposed development.

6.5 Sustainable development

6.5.1 The NPPF places a strong emphasis on sustainable development. All planning applications must result in sustainable development with consideration being given to economic, social and environmental sustainability aspects of the proposal. The environmental considerations have been assessed in terms of design, amenity and impact on the area. Social considerations overlap those of environmental in terms of amenity. The economic impacts have been assessed as part of the financial justification for the proposed development and are included within the assessment for the principle of the development. Accordingly, as outlined above, it is considered that the proposed development is sustainable development in the context of the NPPF.

6.6 Other matters

6.6.1 Highways have requested contributions to offset the impact of the proposed development on local infrastructure and services. However, as the proposed development is for the siting of a temporary dwelling, contributions can not be sought.

7. **Conclusion**

7.1. Having taken account of all relevant policy considerations and the material considerations referred to above, it is considered that there are clear reasons why the development proposed is acceptable. The principle of the proposed development is considered acceptable both in functional and financial assessments and the design of the development would not have a detrimental impact on the character of the area set within the AONB. Further to this, by virtue of the distance between the proposed temporary dwelling and neighbouring occupiers it is not felt that the proposed development would have a significant impact on neighbouring occupiers. There are no objections from Highways and the proposed development is considered to be sustainable development in the context of the NPPF. As such, the proposed development, subject to conditions attached, is in accordance with the NPPF, Core Strategy Policies ADPP5, CS14 and CS 19.

8. **Full Recommendation**

The Head of Planning and Countryside be authorised to APPROVE planning permission subject to the following conditions:-

1. The temporary agricultural dwelling hereby approved shall be removed on or before the 10th July 2016. All associated plant, materials and equipment shall be removed within 3 months of this permission ceasing. The land shall be returned to a condition agreed in writing with the Local Planning Authority within 6 months of this permission ceasing.

Reason: In accordance with the criteria of the NPPF and with regard to the temporary nature of the building.

2. The occupation of the dwelling shall be limited to a person solely or mainly employed, (or retired through old age or ill health), in the equestrian enterprise on site, as defined in Section 336 of the Town and Country Planning Act 1990, or a dependant of such a person residing with that person (but including a widow of such a person), on the land identified in this planning permission.

Reason: This permission has been given because the need for the dwelling outweighs the planning objections to the development. The Local Planning Authority are concerned to ensure that the dwelling remains available for the equestrian use on site in accord with the NPPF.

3. The materials to be used in this development shall be as specified on the plans or the application forms. No other materials shall be used unless prior agreement in writing has been obtained from the Local Planning Authority.

Reason: In the interests of amenity in accordance with Policy CS14 of the West Berkshire Core Strategy 2006 - 2026.

4. The development hereby approved shall be carried out in accordance with drawing title numbers: LOCATION PLAN; PLANS AND ELEVATIONS AND CONSTRUCTION DETAILS received on 15th May 2013.

Reason: To ensure that the development is constructed in accordance with the submitted details assessed against Policy CS14 of The West Berkshire Core Strategy 2006-2026.

DC