



Appeal Decision

Hearing conducted on 1 June 2000

by **S D Whitfield** BA DipTP

An Inspector appointed by the Secretary of State for the
Environment, Transport and the Regions

PLANNING SERVICES		HP
PCL	TLS	The Planning Inspectorate
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06 JUL 2000		
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30 JUN 2000

Appeal: APP/X0360/A/00/1036482

- The appeal is made under Section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is brought by Mrs and Mrs D Stone against Wokingham District Council.
- The site is located at land between Lodge Road and Tape Lane, Hurst, Berkshire.
- The application (ref: 99/70600/F), dated 4 October 1999, was refused on 13 December 1999.
- The development proposed is the erection of agricultural building, incorporating farm shop, mobile home, car park and access.

Decision: The appeal is dismissed.

Procedural Matters

1. At the Hearing there was some discussion about the status of 10 proposed polytunnels. The appellants consider them to be permitted development, but my authority extends only to this appeal made under Section 78 of the Town and Country Planning Act 1990. Therefore given that the polytunnels are shown on the submitted drawing no. 1444/1B I shall treat them as part of the proposal before me.
2. Documentation from the appellants includes reference to a children's play area. However, no details were shown on the submitted plans and at the Hearing the appellants confirmed that such works did not form part of the proposal. The appellants also confirmed at the Hearing that the farm shop would occupy only the small wing of the proposed building, and not any part of the larger element as could be inferred from the submitted plans. This is consistent with the floor area of 48m² for the shop stated on the application form.
3. Finally, contrary to the description on the application the mobile home would be freestanding, not incorporated into the agricultural building. I shall determine the appeal on this basis of these matters as clarified above.

The Main Issues

4. I consider the main issues in this case are:
 - (a) the effect of the proposal on the character and appearance of the area, with particular regard to policies designed to protect the countryside; and
 - (b) whether the agricultural arguments in support of the proposed dwelling are sufficient in this case to justify an exception to policies designed to protect the countryside.

Development Plan and Other Policies

5. The development plan for the area includes the Berkshire Structure Plan 1995 and the Loddon Area Local Plan 1995. The Council drew my attention to Policy C2 of the Structure Plan, which strictly controls development outside settlements except when, among another matters, it is required for agriculture or a rural location is essential. Even so, it should be

appropriate in scale, form, character and siting to its countryside location. The Council also refers to Policy C5 of the Structure Plan, which is particularly concerned with development within a settlement boundary that may affect the adjoining countryside. However, the proposal would be sited outside the settlement boundary of Hurst and therefore I consider that Policy C5 is of limited assistance in this case.

6. Policy LTV2 of the adopted Local Plan does not normally allow development outside identified settlements, but exceptions may be made, among other categories, for development essential to the use of land for agriculture and any other purpose wholly appropriate to a rural area. Under Policy LC2 development is not permitted that would detract from the open or rural appearance of land of special significance in maintaining the landscape setting or individual character of settlements. Where a new building is acceptable in principle in a rural area under Policy LC15, and there are no existing buildings that are suitable for the use, it should be no larger than is necessary for its intended use. Also, it should be sited and designed to have the minimum impact on the rural environment.
7. Unless an agricultural unit has become permanently established and is considered to be viable, Policy LC16 permits only a mobile home on a temporary basis, subject also to the requirements of Policy LC15. There must also be a proven need for a worker to be available at all times. Proposals to erect dwellings on new farms without existing farm buildings are examined with caution.
8. Farm shops are covered by Policy LC22, which may be acceptable provided the sales are for food or other products that mostly originate on the same site or ancillary holdings. Other merchandise not produced on the site shall not form a significant proportion of total sales by volume or value; and there should be no overriding highway, environmental or planning objections.
9. The Council also refers to the Wokingham District Local Plan Deposit Draft 1999. This emerging plan is not at an advanced stage in the process towards its final adoption and therefore I would normally accord it little weight in my consideration of the appeal. However, the objectives of many of the adopted Local Plan policies outlined above have been carried forward in the draft Plan, and are similar to more up-to-date national advice on development in rural areas in Planning Policy Guidance (PPGs) 6 and 7. Therefore I consider the following carry some weight in my deliberations: Policies WCC1, WLL6 and WCC4 with regard to the control of development in rural areas; Policy WCC6 concerning agricultural dwellings; and Policy WRE5 in respect of farm shops.
10. National advice on farm shops is in PPG6 and PPG7, while the latter also gives general guidance on protecting the countryside as well as setting out a number of criteria for assessing temporary dwellings on newly-created agricultural units. These are clear evidence of a firm intention and ability to develop the enterprise and that it has been planned on a sound financial basis; a functional need; the availability of suitable existing accommodation in the area; and detailed matters such as satisfactory siting and access.

Inspector's Reasons

Character and Appearance

11. The appellants wish to establish a mixed organic farm on a new agricultural unit of 10.5ha, of which 4ha would be for vegetables, with 1.2ha for moveable pig and poultry housing. The appeal site consists mainly of two fields of permanent pasture bounded to the east and

south by built development forming part of the village of Hurst. To the north are fields of rough grazing, with more buildings beyond. The area is part of a 'setting of settlement' rural area defined by Policy LC2 of the adopted Local Plan. The westernmost boundary of the appeal site adjoins Lodge Road (B3030). Apart from the polytunnels all the proposed development would be within the smaller field, near the B3030. An existing field gate from the B3030 would provide a means of vehicular access to 10 parking spaces, a turning area and two buildings. The larger of the two would have an attached farm shop, while the other would be a mobile home to provide temporary accommodation for the appellants and their family.

12. At the Hearing the Council argued that the proposed buildings would be larger than reasonably necessary. I heard from the appellants that in the main part of the larger building space would be required for food packing, the storage of produce, boxes and animal feed, and housing livestock during bad winter weather. The appellants say a modest allowance has been made for future expansion. Farm implements and machinery could also be stored in the building, although the appellants did not consider this to be a necessity. In my opinion most of these functions would need to be separated by adequate circulation space. Therefore in all these circumstances I do not consider that a building of 450m², which includes the farm shop, would be unreasonably large for its proposed multi-purpose use or the size of the proposed holding, even though produce would be bought in, particularly in the early years. I am also aware that advice in PPG7 regards farm-based food packing and shops, including produce from other farms, as welcome economic diversification.
13. The proposed mobile home would have three bedrooms, which the Council considered at the Hearing would be more than is needed to house one full-time agricultural worker, contrary to Policies LC15 and LC16 of the adopted Local Plan. But for agricultural workers' dwellings Policy LC16 applies a maximum floor area of 150m², whereas the mobile home would have a floor area of less than 100m². Furthermore the appellants have four young children and therefore on this matter I do not consider the mobile home would conflict with adopted Local Plan policies. Nor do I consider that it would be unusually large with regard to similar advice in PPG7.
14. The Council also contended that the proposed buildings would be visually intrusive in an area of countryside that is an important part of the rural setting of Hurst. On site I saw that the smaller field is well screened in most directions by mature landscaping, but in my opinion it forms, together with the larger field, an integral part of the village's rural setting. The proposed buildings would be visible from the residential area to the south through the trees on the southern boundary of the field, and in winter I consider that it would be possible to see the roof of the larger building from Tapes Lane to the east. But these would be fairly distant views and from these directions the buildings would not in my opinion have a significant visual impact. Neither in my opinion would the polytunnels in the larger field be visually harmful. They would not be close to the public domain and, given the appellants' intention to station temporary arks for livestock in shifting locations under permitted development rights, I consider that they would be seen as one part of the agricultural paraphernalia of a modern farm.
15. The submitted plans indicate that the main part of the larger building would be faced in brick, tile and timber. I consider these materials to be appropriate for a rural building of this type and a condition could be imposed to ensure they matched local building materials. A landscaping condition could also be imposed to provide further screening from Lodge Road by planting on a strip of rough land between a drain and the highway verge. Whilst it would

be necessary to remove some boundary vegetation to provide adequate visibility for the improved access, I saw that on both sides of the access the affected trees are stag-headed and therefore likely to be at the end of their healthy life. These could be replaced as a requirement of the landscaping condition with new planting behind the line of the visibility splay. Although three years is the normal term for temporary agricultural dwellings, I heard from the landowner's representative that a lease of between 10 and 15 years was being discussed. In these circumstances I do not consider that a landscaping condition requiring replanting would be unreasonable. Consequently in my view the works necessary to improve the access would not harm the character or appearance of the area.

16. For the purposes of Policy WRE5 of the draft Local Plan a small-scale farm shop should be no larger than 500m² retail floorspace. In this case the proposed farm shop would have only 48m² gross floorspace. I do not consider that a farm shop of this size, either by itself or when combined with the proposed farming activities, would generate sufficient customer or other associated activity, such as the delivery of produce from elsewhere, to cause any significant harm to the rural character of the area.
17. Nevertheless, in visual terms the increased radii at the improved access would enhance views from Lodge Road of the turning and parking areas, farm shop and mobile home. In my opinion the shop would be an incongruous addition to the simple rural form of the larger part of the building, having more in common with the domestic scale and design of the mobile home. Although small scale and some distance from the entrance, the mobile home would in my opinion form a vista stop beyond the straight drive and turning area. As a consequence of this siting I also consider that the mobile home would be poorly related to the larger building. Therefore whilst the main part of the proposal would be entirely contained within the smaller field, I consider that it would not have the appearance of a cohesive farm group; instead the eye would be drawn to these inharmonious elements. As such it would be out of keeping with the rural setting of the west side of the village and overall I consider that these adverse effects would outweigh the favourable considerations I have given to this main issue.
18. For the above reasons I conclude that the proposal would harm the character and appearance of the area, contrary to Policy C2 of the Structure Plan, Policies LTV2, LC2, LC15, LC16 and LC22 of the adopted Local Plan where they deal with siting and visual impact. Neither with regard to the same matters would it comply with the guidance in PPG7 or Policies WCC1, WCC4, WCC6, WLL6 and WRE5 of the draft Local Plan.

Proposed Temporary Dwelling - Agricultural Arguments

19. Local and national policies require proposals for temporary agricultural dwellings to satisfy a number of criteria, two of which, the size of the proposed mobile home and normal planning requirements such as siting, I have already dealt with under the first main issue. Now I shall address the other criteria, including functional and financial tests.
20. PPG7 requires clear evidence of a firm intention and ability to develop the enterprise concerned. Some local residents expressed doubts about the appellants' intentions, bearing in mind previous proposals on the same land for housing and equestrian schemes. They argued that a successful appeal would undermine the Council's case against further development, including housing, in the 'setting of settlement' area. However, I am obliged to treat the proposal on its own merits and I note from the written evidence that Mrs Stone has considerable working knowledge and experience of mixed organic farming. In my

opinion this was confirmed by the contribution she made at the Hearing. Mr Stone is a qualified engineer and together they run a home delivery service selling organic produce. On this evidence I am satisfied that there is no ulterior motive for the proposal.

21. I learnt at the Hearing that Mr Stone would use his engineering skills to undertake much of the building work to save costs. Nevertheless, I consider that the buildings and associated works, including landscaping, would represent a significant investment in the business. Also the prospective lease of between 10 and 15 years would allow more than enough time to establish whether the new unit would be economically viable. Together I consider that all these factors indicate clear evidence of a firm intention and ability to develop the new unit.
22. For the functional need to be satisfied, it is essential for the proper operation of the enterprise for at least one worker to be readily available at most times. With regard to livestock, both pigs and poultry would be housed in moveable structures with around six breeding pigs and 50 piglets, weaners and fatteners at any one time, and free range poultry numbering around 300. These limited numbers would reflect the proposed organic farming regime and the small size of the proposed unit. Consequently I consider that it would not be essential to install automatic systems normally associated with intensive livestock rearing, nor would there be any corresponding need for a worker to be on hand day and night to deal with the occasional failure of such systems. The appellants have some concerns about security, arising from the possibility of petty vandalism or theft given the proximity to centres of population, or from foxes taking birds. But PPG7 notes that security by itself is not sufficient reason to justify an agricultural dwelling in this case.
23. Turning to crops that would be grown in the polytunnels, the appellants consider that automatic control systems for ventilation and irrigation would not be economical because a different crop would be grown in each tunnel. Instead, a worker should be on hand to make adjustments as required. As with livestock supervision, I consider that the absence of automated systems would itself obviate one of the main reasons for someone to live on the site. Instead I consider that manual supervision proposed would only be essential during the normal working day when precautionary measures could be taken if needed against frost damage, and to attend to irrigation.
24. PPG7 requires clear evidence that the proposed enterprise has been planned on a sound financial basis. In the first instance I consider that the soil type should be capable of conversion to organic farming. The Council expressed concern about the effect of shading by mature trees in the hedgerows around the fields. I saw that much the larger field would be free of shading at most times and, given that less than half the holding would be cropped, I consider that shading need not be a significant problem.
25. It was not disputed that the organic content of the soil, which is of the Hurst Series, appeared to be low. Such light soils have a tendency to become waterlogged in the winter and in need of irrigation in the summer, although I saw from my site visit that waterlogging occurs outside winter months after periods of heavy rainfall. The appellants consider that rotating vegetables with pigs and poultry would put the soil in good heart, and manure could be brought in from elsewhere. But both the Council and the appellants agreed that ideally pigs need dry conditions all year round. With regard to cropping, the suggested rotation includes brassicas and potatoes in Year 3, but the appellants recognise that their high water demand may render them unprofitable. In these circumstances I am not satisfied that a mixed organic unit would thrive on this soil.

26. In my opinion these adverse factors cast doubt over the margins for vegetables given in the projected financial accounts, which ultimately rely on successful conversion to organic status. In Year 3 for poultry the appellants' figure is £47.70 per hen, while the Council quote £8.65. For maincrop potatoes the appellants consider a price of £450/tonne can be achieved, compared with £250/tonnes according to the Council. Considerable disparities between the Council and the appellants are also apparent for pigs and leeks. The Council relies on the *Farm Management Pocketbook* and the *Organic Farm Management Pocketbook* for their figures. For their part the appellants note that prices in the former are for conventional produce while the latter quotes wholesale prices, not the retail prices they would achieve by selling direct to the public. However, the Council's figure for poultry is stated to be for organic free-range birds.
27. Therefore even if organic conversion is achieved, the Council and the appellants remain far apart on matters crucial to the financial viability of the proposal, with little common ground. The appellants also state that capital is available to invest in the business in the initial years, but in my opinion this is indicative of the appellants' financial health, not whether the enterprise itself would be viable. Consequently, although the projected overall net margin of £39,400 greatly exceeds the average agricultural worker's wage, I do not consider that the appellants have supplied clear evidence that the proposed enterprise has been planned on a sound financial basis.
28. Advice in PPG7 presumes against permission for a temporary agricultural dwelling if the functional need could be met by any other existing accommodation in the area that is suitable and available for occupation by the workers concerned. At the Hearing, Mrs Stone regarded the proposed mobile home as the ideal solution. She also said that a house in Hurst would be acceptable if one was available, but evidence from local letting agents indicated that rents were too high, and would render the business unviable. As I have found it is not essential for a worker to live on the site, in my opinion it would make little difference to the management of the unit if the appellants sought cheaper accommodation further afield, such as at Lower Earley in Reading. Therefore, whilst rents in Hurst may be too high for the appellants, I do not consider that the appellants have demonstrated that suitable accommodation within easy travelling distance of the proposed unit is unavailable.
29. My conclusion on the second main issue is that the agricultural arguments in support of the proposed dwelling are insufficient in this case to justify an exception to policies designed to protect the countryside. Consequently the proposal would be contrary to Policies LC16 and LC15 of the adopted Local Plan, Policy WCC6 of the draft Local Plan and PPG7 where they deal with functional need, financial viability and the availability of existing accommodation in the area.

Other Considerations

30. As well as considering that the visual impact of the proposed farm shop would be harmful, the Council also objected to the proposed sale of a significant proportion of produce from other farms for at least the first three years. Local residents were concerned that the shop would not be viable owing to the failure of another farm shop in the area that sold organic produce and the increasing intervention of locally represented supermarkets in the same market. There was also some debate about whether the proposed shop would have any retail impact on local village outlets. Although disputed by some local residents, the appellants' own investigations indicated that the local butcher did not sell organic produce.

31. Whilst the adopted and emerging Local Plan Policies encourage the sale of produce from the home unit, they recognise that a proportion of goods may have to be bought in from other farms. In this case I consider that even if the unit were to be successful for the first three years most of the goods would have to be bought in, but the longer term proportions could be regulated by condition if necessary. Moreover, accepting the small scale and specialist nature of the farm shop, I do not consider that there would be any harmful impact on local shops resulting from the sale of either bought in or own produce.
32. With regard to highway safety, a matter of concern for local residents, the horizontal alignment of Lodge Road and its verge would in my opinion allow adequate visibility in both directions based on X and Y distances of 2.4m and 160m respectively. I consider this would be consistent with advice in the Companion Guide to Design Bulletin 32 for a proposal of this type; in my opinion the higher standard of 4.5m suggested by the Council for the X distance would not be needed in this case. Neither do I consider that the numbers of vehicles using the improved access, including drivers making right turning movements into and out of the site, would cause congestion or significant conflict with other road users. Therefore, apart from its visual impact, I consider that the proposal would generally comply with the objectives of adopted and emerging Local Plan policies and the advice on farm diversification in PPGs 6 and 7.

Overall Conclusions

33. I have considered all other matters raised, including the effect of the proposal on the living conditions of neighbouring occupiers. There could be some smells, noise and disturbance from pigs and poultry in the larger field if the arks were stationed near to neighbouring residential properties, but such agricultural use of this land does not require planning permission. Bringing in manure would also be a source of smells, particularly during spreading. The store building would occasionally house livestock, but it would be some distance from the larger residential areas to the south and east of the appeal site.
34. I consider that these noise levels and odours would be no worse than could normally be expected from a mixed farming unit, and would not in my opinion be unacceptable in a rural area, notwithstanding the neighbouring housing areas. Neither these nor any of the other matters are enough to outweigh my conclusions on the main issues that have led to my decision on the appeal.

Formal Decision

35. For the above reasons, and in accordance with the powers transferred to me, I hereby dismiss the appeal.

S D Whitfield

Inspector

APPEARANCES

FOR THE APPELLANT:

Jim Bailey BA(Hons) MRTPI

Agent; Development Land and Planning Consultants Ltd, Ritz Plaza House, 10 Denton Road, Wokingham, Berkshire

Anne Stone

Appellant; 3 Farm Close, Holypot, Berkshire

FOR THE LOCAL PLANNING AUTHORITY:

Mrs B Polnik

Senior Planning Officer, Wokingham District Council

Mr P Williams

Reading Agricultural Consultants, agent for Wokingham District Council

INTERESTED PERSONS:

R C Pattison

for the site owners; Luff Farms Ltd, The Granary, Ashridgewood Farm, Warren House Road, Wokingham

Ian Richardson

for The Hurst Village Society; Hinton Farmhouse, Hinton Road, Hurst

H J Larkin

for St Nicholas Hurst Parish Council; Quest Cottage, Hinton Road, Hurst

Annette Drake

District Councillor, Walden Acres, Wokingham Road, Hurst

Mr Desborough

Local resident; Bush Cottage, Tape Lane, Hurst

Jane Fyleman

Local resident; 42 Martineau Lane, Hurst

Jonathan Norris

Local resident; 36 Martineau Lane, Hurst

Andrew Burrows

Local resident; 32 Martineau Lane, Hurst

Pat Kiddy

Local resident; 2 Nursery Close, Hurst

DOCUMENTS

Document 1

List of persons attending the Hearing

Document 2

Letter of notification and persons notified

Document 3

e-mail dated 31 May 2000 from Nigel MacDonald (ADAS) to appellants' agent

Document 4

Letter dated 31 May 2000 from appellants

Document 5

Letter dated 3 May 2000 from Michael Hardy Letting Agents to appellants' agent

Document 6

Highway conditions suggested by the Council

Document 7

Further condition suggested by the Council

PLANS

Plans A to C

Application plans

WOKINGHAM DISTRICT COUNCIL

TOWN AND COUNTRY PLANNING ACTS

NOTIFICATION OF REFUSAL OF PLANNING PERMISSION

Mr & Mrs D Stone
C/O Development Land and Planning Consultants Ltd
Ritz Plaza House 10 Denton Road
Wokingham
Berkshire
RG40 2DX

Application No : 99/70600/F

Parish : ST NICHOLAS HURST PARISH

Proposal : PROPOSED ERECTION OF BUILDING FOR USE AS FARM
SHOP AND EQUIPMENT STORE AND SITING OF ONE
MOBILE HOME

Location : LAND BETWEEN LODGE ROAD & TAPE LANE, HURST

The Wokingham District Council in pursuance of their powers under the above Acts and Regulations hereby **REFUSE PLANNING PERMISSION** for carrying out the above development in accordance with the application and the accompanying plans submitted to the Council subject to compliance with the following conditions, the reasons for which are specified hereunder.

REASONS(S) :

01

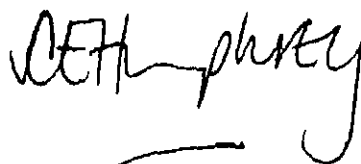
The proposal represents an unacceptable form of development which would harm the open rural character of this area of separation of settlements. As such the proposal is considered contrary to Policies LC~~4~~, LC15 & LC16 of the Loddon Area Local Plan and Policies WCC4, WCC6 & WLL6 of the Wokingham District Local Plan (Deposit Draft).

02

The proposed mobile home is considered to have a detrimental visual impact upon the character of this rural area and there is no proven need for an agricultural worker to live on site. As such, the proposal is considered contrary to Policies LC~~4~~, LC15 & LC16 of the Loddon Area Local Plan and Policies WCC4, WCC6 & WLL6 of the Wokingham District Local Plan.

03

The proposed retail shop is considered to have a detrimental visual impact upon the character of this rural area and is not fully justified as a significant proportion of its goods will not be produced on-site. As such, the proposal is considered contrary to Policies LC~~4~~, LC15, LC22 of the Loddon Area Local Plan and Policies WCC4, WLL6 and WR~~6~~^E5 of the Wokingham District Local Plan (Deposit Draft).


Development Control Manager 

Date 13 December 1999

Appraisal :

1) The agricultural unit is located in an area defined as Separation of Settlements in the local plan. The area between Lodge Road & tape lane forms a distinct separation of dev^{ns} that has occurred between the North & South sides of that & i., is crucial in creating an open & rural feature. The introduction of new agri buildings, a mobile home & shop will be visible from various viewpoints & erode this important feature. As such, the proposal is considered to be out of character & have a detrimental visual impact upon the area.

Also the introduction of a mobile home & shop have not been fully justified. An agri report was submitted which was assessed, on the Council's behalf, the findings conclude that there is no real justification for a mobile home & that the soil is not ideally suited to organic production (See attached agri Consultants letter).

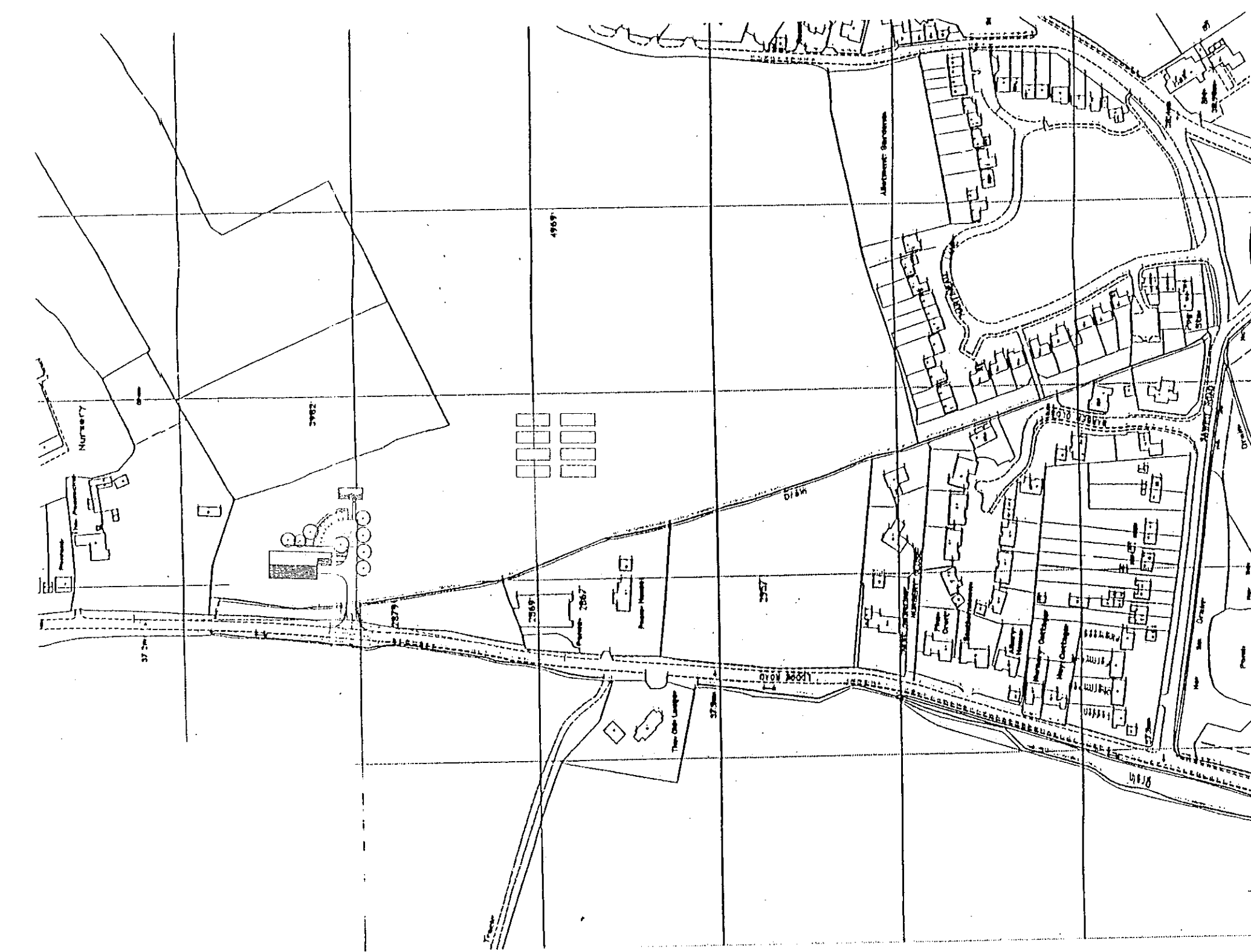
The retail part of the proposal will require much of the goods to be imported to the site and i., there is no justification on this site. It is

Recommendation :

Considered that the range of buildings & associated works will erode the open rural character of this important area to the detriment & that there is no need for a mobile home or shop to be located at the site.

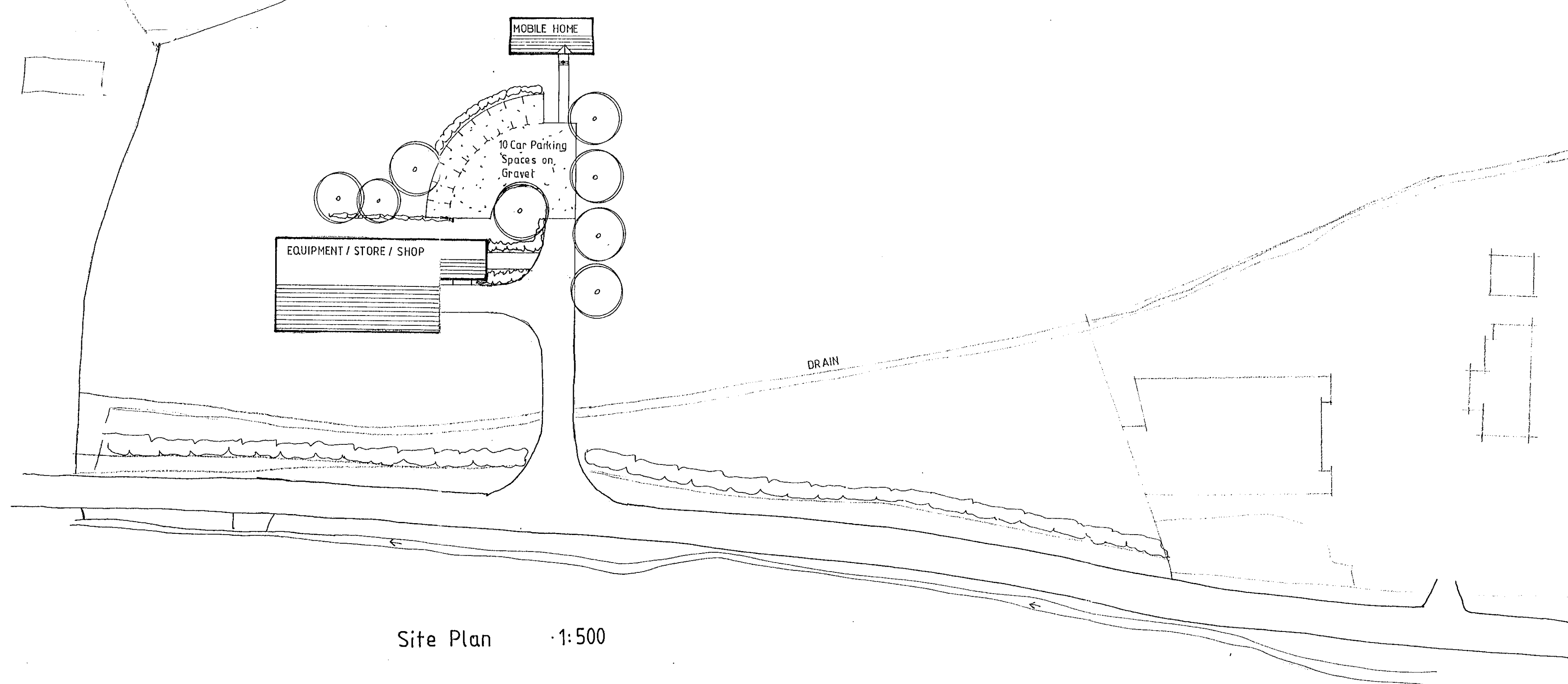
As such, whilst the proposal helps to diversify an agri use in accordance with Spg 7, it has not been fully justified & i., should be refused.

REFUSE



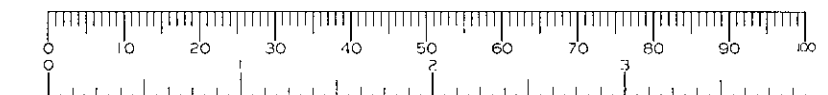
Location Plan 1:2500

POLYTUNNELS	



Site Plan 1:500

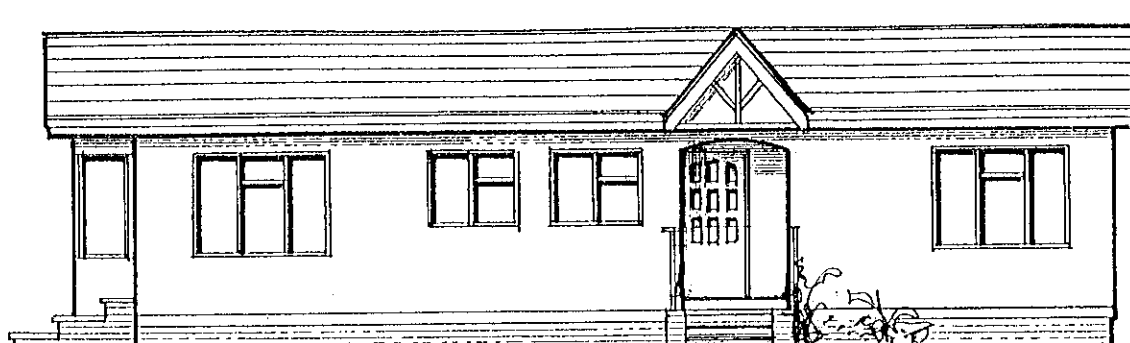
letter	date	revision
A	10.9.99	POLY TUNNELS REVISED
B	20.9.99	SITE PLAN LAYOUT REVISED FOLLOWING MEETING WITH PLANNERS



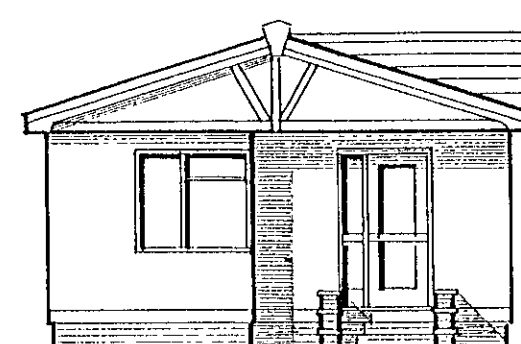
job	Organic Farm Lodge Road Hurst
client	Mr & Mrs Stone
drawing	Location & Site Plan
scale	1:2500 1:500
date	25.8.99

1444/1 B

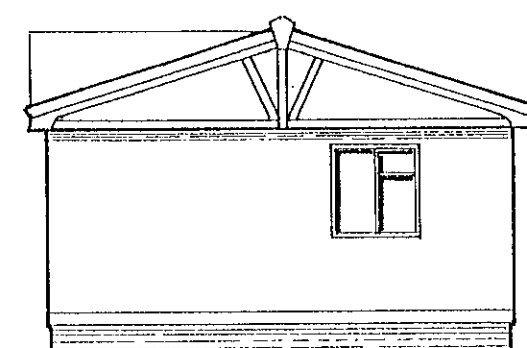
(0734) 869669
2 ALEXANDRA ROAD
READING RG2 0BA
BERKSHIRE
Architects
Chartered
ANDREWS KALIK ASSOCIATES



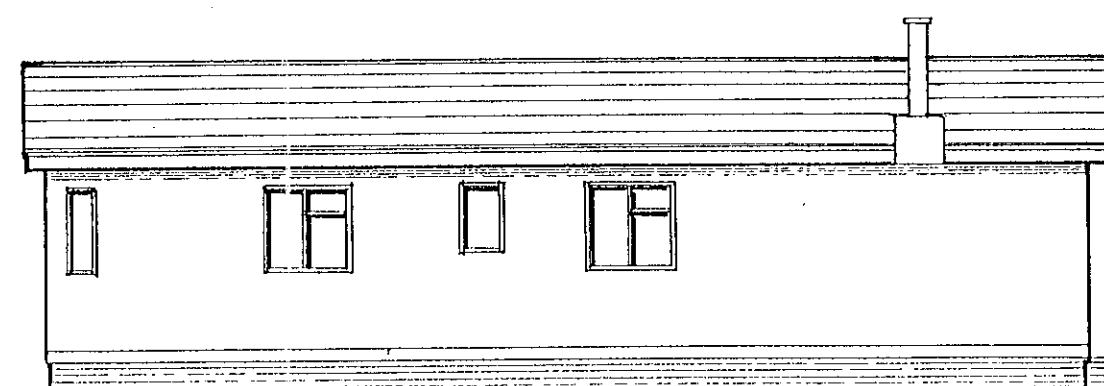
Front Elevation



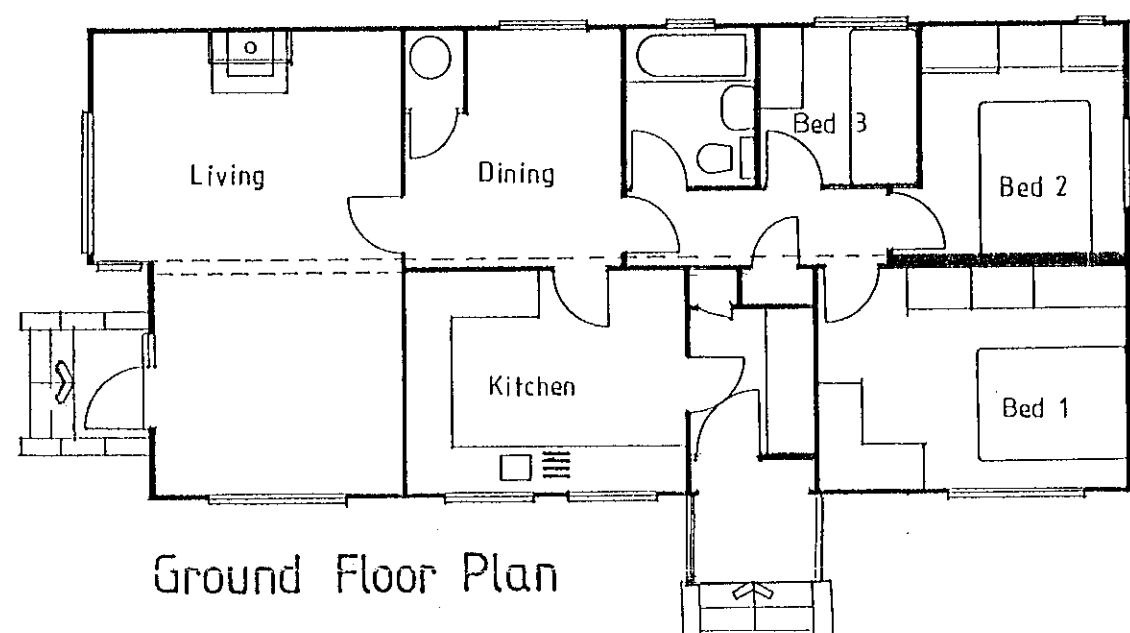
Side Elevation



Side Elevation

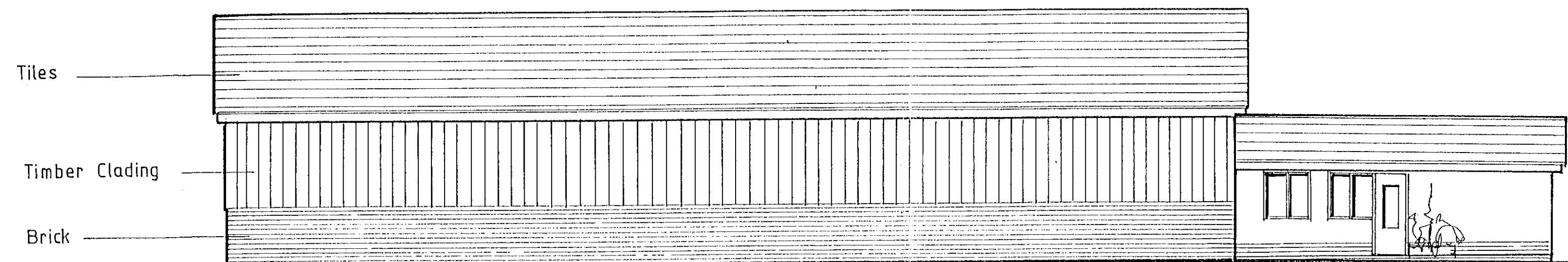


Rear Elevation

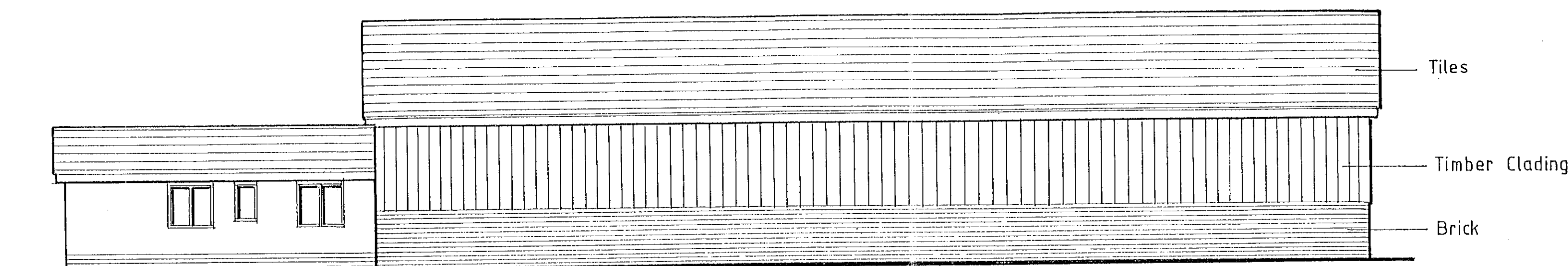


Ground Floor Plan

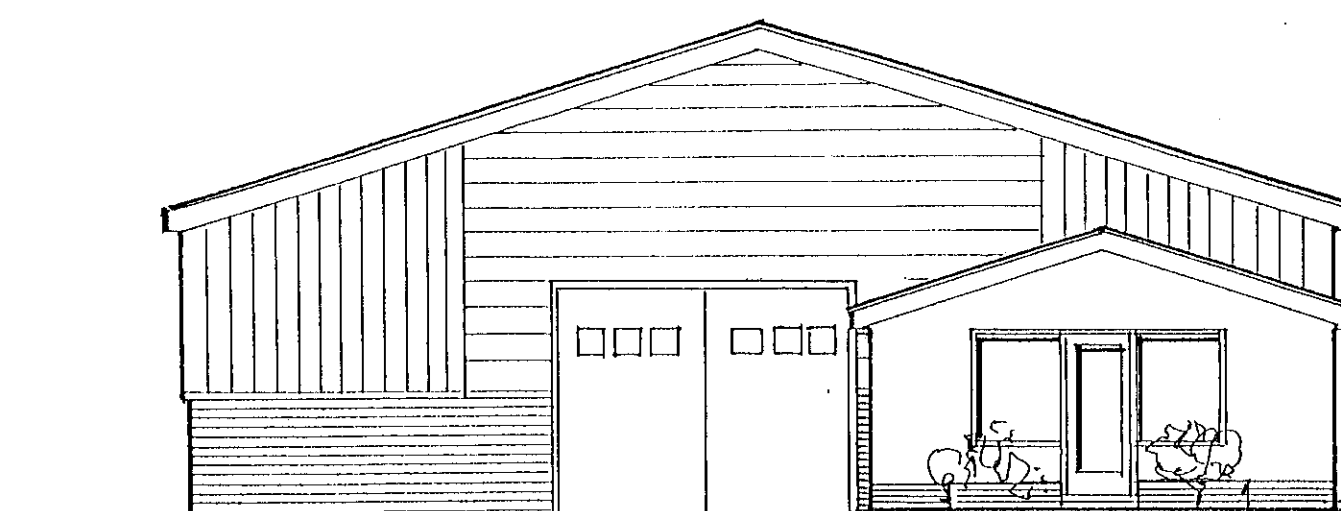
Mobile Home



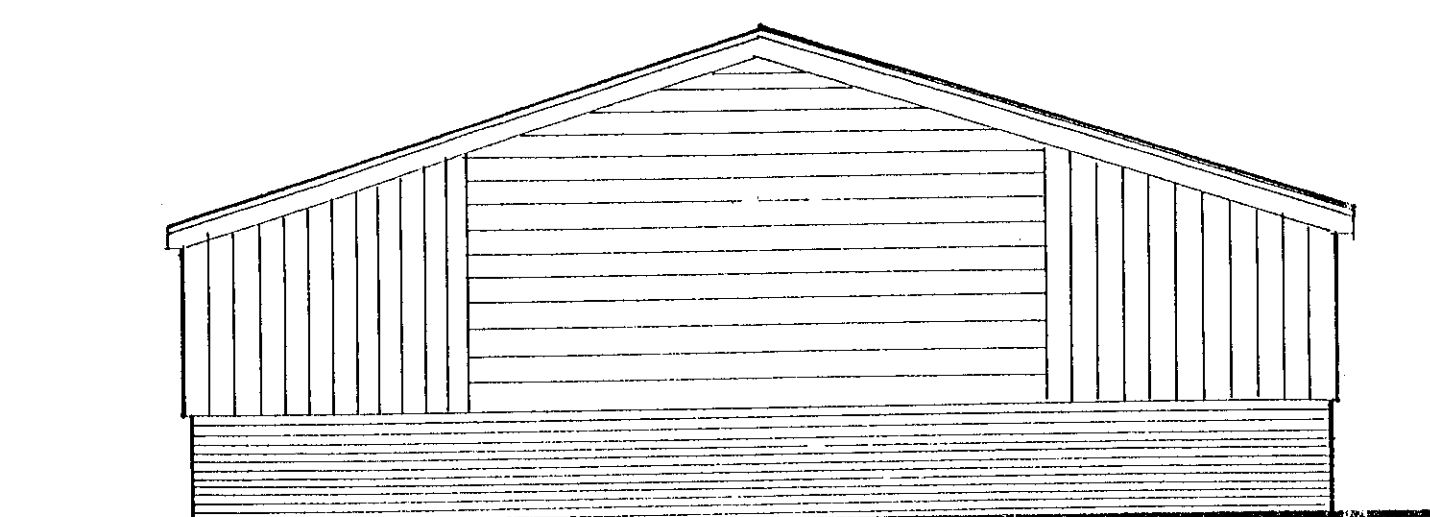
Side Elevation



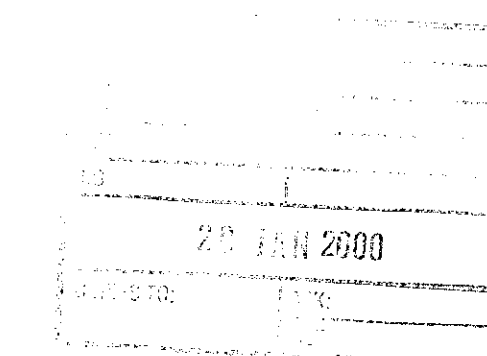
Side Elevation



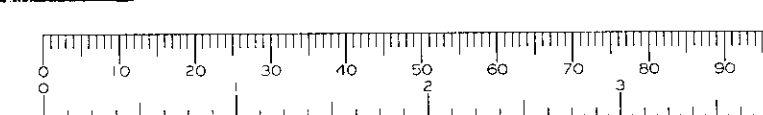
Front Elevation



Rear Elevation



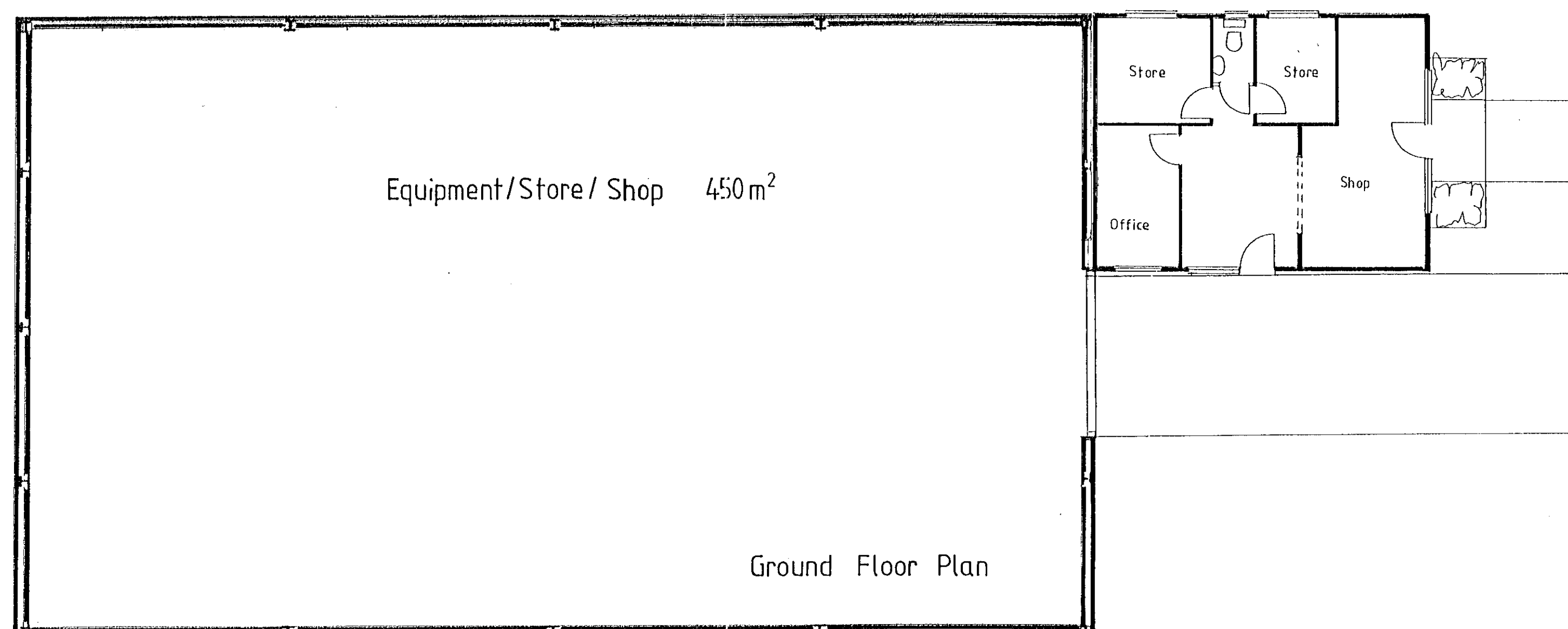
letter	date	revision
A	30.9.99	EQUIPMENT/STORE/SHOP REVISED



job	Organic Farm Lodge Road Hurst
client	Mr & Mrs Stone
drawing	Plans & Elevations
scale	1:100
date	25.8.99

1444/2A

(0734) 659669
2 ALEXANDRA ROAD
READING RG1 1AA
BERKSHIRE
Architects
ANDREWS KALIK ASSOCIATES



Ground Floor Plan