

Our Ref: CP/Burnage & Lancaster

5 December 2023

Cornwall Council,
Planning & Sustainable Development,
PO Box 676,
Three Milestone,
Truro,
TR1 9EQ

Willis & Co.

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Dear Sir,

**Town and Country Planning Act 1990
Temporary rural workers dwelling, agricultural building and
ancillary development at Northfield Alpacas, Northfield Farm, St
Mawgan, Newquay, Cornwall, TR8 4HH.**

Introduction

1. We are instructed by Mr. R. Burnage & Ms. B. Lancaster to prepare and submit a full planning application for the above development. Please find the following documents enclosed in support of this application;

- The completed planning application forms and certificates;
- The design and access/planning statement (this covering letter);
- The location plan (RB-JH-100);
- The block plan (RB-JH-400);
- Proposed Temporary Dwelling (RB-JH-200);
- The floor plan and elevations of the barn (RB-JH-300);
- Rural worker's dwelling appraisal by Reading Agricultural Consultants (RAC), dated October 2023, plus a redacted version of the same report for the public file (see below);
- Foul Drainage Risk Assessment Forms;
- Wildlife Trigger Table;
- Supplementary questions to be answered in connection with an application for planning permission to erect an Agricultural/Horticultural/Forestry or other occupational dwelling, or for temporary accommodation to serve a farm.

2. Please note that the financial section of the submitted business plan is CONFIDENTIAL and should not be placed on the Councils website or otherwise shared with any third party (except for the Councils agricultural advisor) without the express consent of the applicants. A redacted version of the RAC report is therefore submitted with the application for public consultation purposes.

Site Description

3. The site is located approximately 1.5km east of the town of Trenance, Mawgan Porth. To the north of the site is St. Eval Road, the B3276, which

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is a main road. The site was formerly part of St. Eval Airfield. The site is within an Area of Great Landscape Value.

4. Northfield Farm, St Mawgan, extends to approximately 7.4ha of owned land. The land has been purchased by the applicants to enable them to establish a viable and sustainable rural business with alpacas, chickens and dog breeding. The land was used for arable production but has recently been sown to grass and a crop of haylage was taken in 2023. There is also a concrete pad (yard) used for the storage of machinery and out buildings and will provide a location for the temporary dwelling.

5. Please note that the applicants also have a County Parish Holding Number of 07/089/0239.

6. The applicants already own an existing alpaca enterprise named Northfield Alpacas Ltd, Registered number 14472496. Please note that this is an existing enterprise. The applicants are seeking a temporary rural workers dwelling to support their existing rural enterprise.

7. The applicants own a Willerby Salisbury three bedroom static caravan and are currently living "off grid". The static caravan will be removed from the site on completion of the temporary rural workers dwelling.

Site History

8. There are a number of planning applications associated with the application site.

- PA10/08765: Screening opinion request for proposed 5MW solar photovoltaic installation. Screening Opinion - EIA Not Required, 28 February 2011.
- C2/07/01176: Agricultural shed. No objections, 3rd October 2007.
- C2/82/00163: Change of Use from vacant Building to builders store/workshop and light engineering workshop. Approved with conditions, 4 May 1982.
- C2/81/00582: Erection of Agricultural Farmhouse Personal Enurement Agricultural Occupancy. Approved with conditions, 2nd June 1981.

Proposal

9. The proposal is for a temporary rural workers dwelling, an agricultural building and ancillary development in connection with the development of

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an existing rural enterprise. The temporary rural workers dwelling will be for an initial trial period of three years.

Temporary rural workers dwelling

10. The applicants would like a Nicole mobile home measuring 12.7m x 6.2m (78m²) which will be used as the temporary rural workers dwelling.

11. Fundamentally, once established the enterprise will require and sustain a full-time worker (the applicant). In order to be successful - and to operate properly - there is an essential need for staff to live on site to provide for the welfare and security of the livestock.

12. The need to be present on site has been examined at numerous planning appeals. It is generally accepted that in order to farm alpacas properly (ensuring their well-being) at a commercial scale, a full-time worker is required to be available at the site at all times.

13. The dwelling will need to be close to the entrance for supervision and security, set back to allow for vehicle access and manoeuvrability when loading and off loading animals, supplies, and visitor parking.

Access

14. The access will be via a gated entrance to the B3276 on the north side of the site. The access will head down the east side of the site and go to the south side of the site where the temporary rural workers dwelling will be sited (please see the location and site plan submitted with this application).

15. The access will be upgraded to form a new gateway to be more suitable for the proposed work and security of the enterprise.

Relevant Planning Policy Guidance

16. This application will be determined in accordance with the requirements of the National Planning Policy Framework (NPPF, Updated September 2023) and Cornwall Local Plan (adopted November 2016).

National Planning Policy Framework

17. The National Planning Policy Framework (NPPF) published in March 2012 (and most recently updated in September 2023) saw the revocation of 'Planning Policy Statement 7: Sustainable Development in Rural Areas (August 2004)' including Annex A, which set out the well-established and detailed guidance for the determination of applications for rural workers dwellings.

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18. The NPPF encourage local planning policies to support sustainable development. The following paragraphs of the NPPF are considered to be particularly relevant to this planning application.

19. The fundamental principles of the NPPF seek the promotion of sustainable development. Paragraph 7 states:

The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

20. Paragraph 11 of the NPPF states that "Plans and decisions should apply to the presumption in favour of sustainable development". It suggests that planning permission should be granted unless any adverse impacts would be so significant as to outweigh the benefits of the development. This paragraph requires a presumption in favour of sustainable development. It is considered that the proposed development accords with this paragraph.

21. Paragraph 38 requires that decision makers:

- a) Should approach decisions on proposed development in a positive and creative way;
- b) Work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area;
- c) Seek to approve applications for sustainable development where possible.

22. The NPPF encourages local planning authorities to support sustainable development in rural areas (particularly when the NPPF is read together with Planning for Growth).

23. Paragraph 78 deals with housing in the countryside and notes:

To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.

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24. However, paragraph 80 maintains the presumption against isolated new dwellings in the countryside unless they are essential, noting:

80. Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

- a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;
- b) Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.

25. The NPPF sets out policies for supporting a prosperous rural economy, including the promotion and development of agriculture and other land based rural activities. Paragraphs 84 and 85 state that:

84. Planning policies and decisions should enable:

- a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;
 - b) the development and diversification of agricultural and other land-based rural businesses;
- (sub paragraphs c and d omitted)

85. Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist."

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26. Paragraph 111 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

27. Additional guidance on the NPPF is provided in Planning Practice Guidance. Paragraph 80 of the Planning Practice Guidance (see paragraph 3.9 of the RAC report, submitted herewith, and below).

- Evidence of the necessity for a rural worker to live at, or in close proximity to, their place of work to ensure the effective operation of an agricultural, forestry or similar land-based rural enterprise;
- The degree to which there is confidence that the enterprise will remain viable for the foreseeable future;
- Whether the provision of an additional dwelling on site is essential for the continued viability of a farming business through the farm succession process;
- Whether the need could be met through improvements to existing accommodation on the site, providing such improvements are appropriate taking into account their scale, appearance and the local context; and,
- In the case of new enterprises, whether it is appropriate to consider granting permission for a temporary dwelling for a trial period.

28. Consequently this application will examine whether there is an application to be made for a temporary rural workers dwelling covering the following areas:

- The enterprise has been established;
- There is an essential functional need for:
 - A full-time worker to reside on the holding; and,
 - Whether the proposal is planning on a sound financial basis.

29. Further to the policies described above, chapter 6 of the NPPF demonstrates the principles and requirements to build a strong, competitive economy and sets out at paragraph 81 that:

81. Planning Policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.

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Local Planning Policy Guidance

30. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications are determined in accordance with the development plan unless material considerations indicate otherwise.

31. The site is in an area covered by the Cornwall Local Plan Strategic Policies 2010-2030 (November 2016) which sets out their main planning approach and policies for Cornwall. The Plan sets out how Cornwall Council will manage development to 2030.

Cornwall Local Plan Strategic Policies 2010 - 2030 (November 2016)

32. The formal adoption of the Cornwall Local Plan is seen as a transition to a more positive and permissive set of guidance of which to assess planning applications and appeals. The Cornwall Local Plan was formally adopted on 22 November 2016. It provides a positive and flexible overarching planning policy framework for Cornwall. The Cornwall Local Plan provides the policy framework for Cornwall until 2030.

33. In February 2016, Cornwall Council submitted their plan to the Secretary of State for examination. The Inspector published a report in September 2016. The adopted plan includes the Inspector's recommended main modifications. The Cornwall Local Plan replaced a number of policies from:

- The local plans of the former District and Borough Council; and,
- The Minerals and Waste Plans of the former County Council.

34. The following policies are considered to relate to the proposal, namely:

- Policy 1: Presumption in favour of Sustainable Development;
- Policy 2: Spatial Strategy;
- Policy 2a: Key Targets;
- Policy 3: Role and function of places;
- Policy 7: Housing in the Countryside;
- Policy 12: Design;
- Policy 13: Development Standards;
- Policy 23: Natural Environment; and,
- Policy 27: Transport and Accessibility.

35. The development will be built in accordance with the Local Plan, which supports this development, as set out below:

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Policy 1: Presumption in favour of sustainable development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework and set out by the policies of the Local Plan...

Planning applications that accord with the policies in this Local Plan and supporting Development Plan (including, where relevant, with policies in Neighbourhood Plans) will be regarded as sustainable development and be approved, unless material considerations indicate otherwise.

...

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision the Council will grant permission unless material considerations indicate otherwise - taking into account whether:

- a) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole.
- b) Specific policies in that Framework indicate that development should be restricted.

Policy 2: Spatial Strategy

New development should provide a sustainable approach to accommodating growth, providing a well balanced mix of economic, social and environmental benefits. This should maintain the dispersed development pattern of Cornwall and provide homes and jobs based on the role and function of each place.

Strategic scale growth will be accommodated in our main towns and city where they can best support regeneration and sustainable development.

Overall, development should seek to meet the following objectives of the Plan for Cornwall:

1. Respecting and enhancing quality of place.

Proposals should maintain and respect the special character of Cornwall, recognising that all urban and rural landscapes, designated and undesignated, are important by:

- A) Ensuring that the design of development is high quality and demonstrates a cultural, physical and aesthetic understanding of its location;
- B) Considering the impact of development upon the biodiversity, beauty and diversity of landscape and seascape, character and setting of settlements, wealth of natural resources, agricultural, historic and recreational value of Cornwall;

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C) Identifying the value and sensitivity, of the character and importance of landscapes, heritage, cultural, biodiversity and geodiversity assets of Cornwall in recognition of their international, national and local status, in accordance with natural legislation and policy, as amplified by the other policies of the plan.

3. Generating and sustaining economic activity

Proposals will be welcome that improve conditions for business and investment in Cornwall, in particular by:

C. Supporting the expansion of existing businesses and the indigenous businesses of agriculture, fishing and mining.

F. Supporting employment schemes in both towns and rural areas, giving particular emphasis to quality, permanent, work opportunities that break seasonal labour cycles.

36. Policy 7 of the Cornwall Local Plan supports the development of new homes in the open countryside:

Policy 7: Housing in the Countryside

The development of new homes in the open countryside will only be permitted where there are special circumstances. New dwellings will be restricted to:

4 Temporary accommodation for workers to support an established and viable rural business where there is an essential need for a presence on the holding, but no other suitable accommodation is available and it would be a construction sustainable for its purpose and duration.

5 Full time agricultural and forestry and other rural occupation workers where there is up to date evidence of an essential need for the occupier to live in that specific location.

37. It is quite clear that this application accounts with the fourth and fifth points in Policy 7 being that there is an essential need for a rural worker to be on site at all times at Northfield Alpacas. For this reason it is proposed that a temporary mobile home will be put on the site in order to meet the essential need for a worker while this business continues to establish and develop.

38. Paragraph 2.37 states:

"Development, particularly providing homes that meets needs arising from activities that require an essential, functional presence in the rural environment will be supported". [Emphasis added]

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39. Policy 12 of the Cornwall Local Plan highlights the criteria in the design of the temporary rural workers dwelling. The dwelling is supported in the open countryside where it maintains and enhances the distinctive natural and historic character. The development meets the following criteria:

Policy 12: Design

The Council is committed to achieving high quality safe sustainable and inclusive design in all developments. Development must ensure Cornwall's enduring distinctiveness and maintain and enhance its distinctive natural and history character. Development should demonstrate a design process that has clearly considered the existing context and how the development contributes to the social, economic and environmental elements of sustainability through fundamental design principles.

40. Policy 13 of the Cornwall Local Plan discusses the need to meet high standards for development. The development meets the criteria set out in Policy 13 and is of a design and scale suitable for housing a full-time worker connected to an enterprise in the countryside.

Policy 13 Development standards

All new development will be expected to achieve the provision of the following:

1. Sufficient internal space in housing for everyday activities and to enable flexible and adaptability by meeting nationally described space standards for all affordable housing.
5. Avoidance of adverse impacts, either individually or cumulatively, resulting from noise, dust, odour, vibrations, vermin, waste, pollution and visual effects. Such adverse impacts should be avoided or mitigated during the construction, operation or restoration stage of the development
6. Utilising opportunities for natural light, ventilation and heating by design, layout and orientation.

41. Policy 23 discusses that proposals are required to sustain local character throughout the development. The proposed temporary rural workers dwelling and agricultural building are appropriate development in the countryside. Please refer to the trigger table.

Policy 23 Natural Environment

1. Development proposals will need to sustain local distinctiveness and character and protect and where possible enhance Cornwall's natural environment and assets according to their international, national and local significance.

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2. Cornish Landscapes

Development should be of an appropriate scale, mass and design that recognises and respects landscape character of both designated and un-designated landscapes.

Development must take into account and respect the sensitivity and capability of the landscape asset, considering cumulative impact and wish to maintain dark skies and tranquillity in areas that are relatively undisturbed, using guidance from the Cornwall Landscape Character Assessment and supported by the descriptions of Areas of Great Landscape Value.

3. Biodiversity and Geodiversity

Development should conserve, protect and where possible enhance biodiversity and geodiversity interests and soils commensurate with their status and giving appropriate weight to their importance.

42. Policy 27 discusses the highway impacts and that development should provide a safe and suitable access for all users. It is known that the TRICS database shows that there are an average of 7 vehicles movements from a temporary rural workers dwelling and this will not be materially different from being away on site. However, the presence of the dwelling on-site will mean that there will be less movement to access the site if they live presently on the site. This also means that the highways impacts will be less severe and are insignificant in accordance with paragraph 111 of the NPPF. For reference, policy 27 is as follows:

Policy 27: Transport and accessibility

All development should provide safe and suitable access to the site for all people and not cause a significantly adverse impact on the local or strategic road network that cannot be managed or mitigated.

Climate Emergency DPD 2023

43. The following policies are considered to relate to the proposal, namely:

- Policy C1 - Climate Change Principles;
- Policy G1 - Green Infrastructure; and,
- Policy T2 - Parking.

44. Cornwall Council has just adopted a climate emergency policy which requires all applications for new dwellings to be submitted with an energy statement, seeking to demonstrate that they do not rely on fossil fuels and requiring that payment of monies where there is an 'non fossil fuel energy' shortfall.

45. Upon the guidance of officers at Cornwall Council's Planning Department, we have been advised that an application for a caravan for

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use as a temporary rural workers dwelling is exempt from submitting an energy statement.

Cornwall Design Guide (Inter Alia)

46. Cornwall Design Guide is concerned with the design of new buildings. Cornwall Design Guide is appropriate to be referred to in the context of how the development contributes to the character of the area. Below highlights the purpose of the Cornwall design guide.

The purpose of the Cornwall Design Guide (December 2021)

The National Planning Policy Framework highlights that the weight the Government attaches to the importance of the design of the built environment. Section 7 notes good design is a key aspect of sustainable development and is indivisible from good planning, and should contribute positively to making places better for people. The Cornwall Design Guide embodies this ambition.

As part of the Council's commitment to securing the highest quality new development, the Cornwall Design guide will assist householders, professionals, developers and communities in designing and assessing proposals. It promotes the importance of a robust design process and good design practice.

The design guide encourages and promotes creativity and innovation without being prescriptive in terms of design style. It provides guidance on the quality of design that is expected without itself being neither a rigid policy document nor a pattern book to be slavishly followed. It advocates an approach to design that addresses the broader implications of development and, at the same time, provides a framework to assist in communicating design to others.

The guide will have wide application to all types of development projects.

47. The Cornwall Design Guide outlines that the high quality materials should be used where ever possible.

11.4 Outcome: High Quality Materials

11.4.2 Developments use high quality, durable, natural, regenerative and sustainable materials that are locally distinctive and/or work well with the local vernacular, require less maintenance and are recyclable.

48. The timber-clad mobile home is a typical structure used as a temporary rural workers dwelling. As set out in PPS7, Annex A, paragraph 12: if a new dwelling is essential to support a new farming activity, whether on a newly-created agricultural unit or an established one, it

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should normally, for the first three years, be provided by a caravan, a wooden structure which can easily dismantled, or other other accommodation. The applicants consider that the use of the temporary rural workers dwelling is a suitable size, design and siting as discussed in planning policy. In addition, if the enterprise were to fail before the end of the three year period, the dwelling would have the ability to be dismantled. We consider that the size, design and siting of the proposed timber clad temporary rural workers dwelling is appropriate in this case.

Tests

49. Given the national and local planning policy framework of positive support of agriculture and new economic opportunities in rural areas it is necessary to examine, in particular:

- a) There is evidence of an essential functional need for a worker to reside on the holding, as opposed to nearby;
- b) In the case of new enterprises, where it is appropriate to consider granting permission for a temporary dwelling for a trial period; and,
- c) Whether there is existing housing in the locality that could meet functional need.

50. On the basis of PPS7, Annex A and the relevant sections of the NPPF and Planning Practice Guidance, the functional test, the financial test and the need for a rural worker will be explored.

Functional Test

51. In terms of the functional test, paragraph 79 of PPG requires the decision maker to assess;

evidence of the necessity for a rural worker to live at, or in close proximity to, their place of work to ensure the effective operation of an agricultural, forestry or similar land-based rural enterprise (for instance, where farm animals or agricultural processes require on-site attention 24-hours a day and where otherwise there would be a risk to human or animal health or from crime, or to deal quickly with emergencies that could cause serious loss of crops or products);

52. I draw attention to paragraphs 4.1 to 4.18 of the RAC report submitted herewith. This deals with the functional requirements of the agricultural enterprise. The report makes it clear that if the enterprise is to be developed and operated as planned, it will be essential for a full-time worker to be readily available to provide for the needs of the alpacas (paragraph 4.16 to 4.18 of the RAC Report). It is intention for the applicants to share the workload and retain the ability to live on the

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holding to manage and monitor properly the processes and livestock on the unit (paragraphs 4.16 to 4.18 of the RAC's agricultural appraisal).

53. The RAC report highlights that the goal of the enterprise is to maintain a herd of high quality breeding female alpacas (paragraph 4.16 of the RAC report). The RAC report shows that once established the enterprise does require a full-time worker. The labour requirement of the proposed enterprise is discussed as the estimate of 313 standard man days as equivalent to one full-time worker in paragraphs 4.16 to 4.18 of the RAC report submitted herewith.

54. In terms of the functional test, Inspectors have recognised that alpacas cannot be treated in the same way as other livestock. There are several issues as outlined and explained in paragraph 4.3 of the RAC report;

- The birthing period is unpredictable;
- Cria can require artificial rearing with night-time feeds for up to four months;
- Mating needs special attention;
- Whilst it may be desirable for alpacas to give birth during the summer months, it is not possible to achieve this in practice;
- Alpacas are highly valued. The loss of just a single animal can be a heavy block on the business, particularly in its early years; and,
- Alpacas are prey animals, seldom show symptoms of distress or illness and therefore needing close observation.

55. Once the agricultural unit is fully established there will be around 76 alpacas (including 31 breeding females) on 7.4ha of grassland (see paragraph 4.16 of the RAC report). With a maximum stocking rate of 4-6 alpacas/acre, the enterprise has sufficient grazing for between 72-108 adult alpacas. An alpaca breeding enterprise of this type and scale alone will comfortably exceed the requirements of the functional test set out in PPS7 Annex A and Planning Practice Guidance. The enterprise as it is proposed can not be developed and operate properly without a key worker being available at short notice 24 hours a day. With no suitable or available dwellings within a reasonable distance of the site, this can only be achieved if there is a dwelling available at the site.

56. It is intended that the applicants will have various sources of income including:

- Alpacas - the breeding and rearing of alpacas for sale, the provision of alpacas trekking/petting activities, the sale of alpacas yard and productions, and, poo;

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- The production and sale of free-range eggs' and,
- The sale of pedigree Labrador puppies.

57. The dogs also add to the essential need as well, mainly due to security reasons, but also of ensuring their well-being. Please see paragraph 4.13 of the Agricultural Appraisal by the RAC. Specific issues include:

- a) Whelping;
- b) Security;
- c) Emergency issues: ensuring that the livestock is; and,
- d) Control of the animals - presence of humans to reduce the impact of noise.

58. To develop the enterprise as outlined in the business plan, it is essential that the applicants remain living on the holding to manage and monitor properly the processes and livestock on the unit. It is neither responsible nor practical to establish a commercial alpaca breeding unit without living on site to care for the stock.

59. The applicants will also seek out land to support the enterprise as the number of alpacas grow.

The Financial Test

60. There is no national guidance (save for the now revoked PPS7, Annex A) or guidance in the Local Plan or Supplementary Planning Guidance adopted by the Council which explains how the viability of a rural enterprise is to be assessed. However, the financial test for a temporary dwelling has been well-established in both PPG7 and PPS7, Annex A and in relevant case law and a large number of similar appeal decisions. The present guidance is set out in Planning Practice Guidance paragraph 79 as follows;

- the degree to which there is confidence that the enterprise will remain viable for the foreseeable future;

61. In the absence of any further national or local guidance, the financial assessment of the enterprise is set out in detail in paragraphs 4.19 to 4.34 of the RAC report. It is considered that, having regard to the advice set out in the (now revoked) PPS7 Annex A, the assessment of the financial test must be made on the basis that the business plan should demonstrate that, by the end of the trial period, the enterprise will produce sufficient profit to;

- a) Pay the worker(s);
- b) Provide a modest return to capital; and,

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- c) Provide a surplus which can be used to fund the erection of the permanent dwelling.

62. As set out in the RAC agricultural appraisal, the enterprise should be able to comfortably meet these targets by the end of the trial period and on that basis the financial test (seeking profit in the 3 year and into the beyond) for a temporary rural workers dwelling is met (see paragraph 4.27 of the agricultural appraisal by RAC).

63. So far as the financial test is concerned, the business plan shows that, once established, the enterprise can pay the worker(s), provide a return to investment and fund the erection and running of the permanent rural workers dwelling. Even if increased stock valuations are to be excluded the enterprise is planned to show a gross profit by the end of Year 3 which will be more than sufficient to meet the financial test (paragraph 4.27 of the agricultural appraisal by RAC).

64. The enterprise has a clear prospect of becoming and remaining viable within three years and has therefore been shown to be planned on a sound financial basis in accordance with national and local planning policy guidance.

Alternative accommodation

65. It is noted that Planning Practice Guidance does not require that an assessment is made of other dwellings in the locality which might be both suitable and available to meet the functional test.

66. Alternative accommodation is dealt with by the RAC report in paragraphs 4.35 and 4.36. The RAC report concluded that there were no other dwellings available in the locality which is both suitable (in terms of sufficient proximity to land, size and cost) and available to meet the agricultural need.

Planning Considerations

Design and Visual Amenity

67. A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.

68. The design and materials of the proposal reflect the agricultural nature of the development. The siting and scale of the development are considered to be commensurate given the proposed use and the need for development as demonstrated previously in this letter.

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Security

69. We propose to site the temporary dwelling in a position which overlooks the livestock and within a close proximity to the agricultural buildings and farmland. This means that the property provides a strong security presence, whilst being within sight and sound of the livestock in the livestock buildings and within the nearby fields.

Landscape and Trees

70. The proposal site benefits from traditional boundary hedgerows and is on a plateau with the designated area being at a lower land level. It is considered that due to the contours of the land and the Cornish boundary treatment, the proposal would not raise a significant impact in terms of EIA on landscape and visual grounds.

71. The application proposes the erection of a temporary rural workers dwelling and agricultural building in an area characterised by other agricultural development. The site is well screened and there are no open public views of the locality. The proposed use of the land is considered to be acceptable in scape and appearance and will not be detrimental to the character and appearance of the area.

Ecology

72. We have completed an Ecology, Geology or Invasive Species Report Trigger Table, submitted with this application. No triggers for an ecology report have been identified.

Flood risk

73. The application site (the application boundary shown by the red line on the location plan) is in Flood Zone 1. The site totals less than 1 hectare and a flood risk assessment is not required as the proposal is along the North East boundary of the site. For the purposes of this application, Flood Zone 1 is defined in the NPPF Technical Guidance.

Flood Zone 1 - Low probability

Land having less than 1 in 1,000 annual probability of river or sea flooding (<0.1%).

74. For application sites which lie within Flood Zone 1 measuring greater than 1 hectare, a Flood Risk Assessment is required. As the application area is less than 1 hectare, a Flood Risk Assessment is not required. No other sources of flooding, i.e from sewers, groundwater or the sea, have been identified for the site.

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Community Infrastructure Levy

75. A temporary rural worker dwelling is exempt from CIL, however, please find CIL Form 1 attached.

Agricultural Building

76. The applicant will require planning permission for their agricultural building as it is near Padstow Airport (a UK Certified Aerodrome in accordance with EU 139/2014) and is more than 3m high. The building does not qualify for the agricultural permitted development rights.

77. The proposed portal frame building is 32m x 18m (576m²). The agricultural building is 4.2m to the eaves as shown on the submitted plans. The floor area of the agricultural barn is 582m².

78. The barn is to be steel framed. The barn is to be made of timber cladding and Yorkshire boarding.

79. Surplus grass will be used for hay making. In terms of hay, the agricultural unit is likely to produce two cuts of hay per year, with an average yield of 7.6 tonnes/hectare (Source: Nix). With, say 3.4 hectares of pasture, this is likely to produce 3.4ha x 7.6 tonnes = 25.8 tonnes of hay. This will be produced as small bales. One tonne of small bale hay is 7 cubic metres, so the annual hay production of the agricultural unit by volume may be assumed to be a minimum of some 180 cubic metres. This equals 24% of the entire agricultural building, leaving four bays clear for general agricultural storage, machinery and sheltering livestock in inclement weather.

80. The proposed building is required for the storage of hay, the applicants farm equipment including a tractor, trailer, tools, fencing, and a small workshop area. Covered secure storage is required for animal feed and secure storage for tools, equipment, chemicals, etc. The space requirements of the applicants machinery is as outlined.

A typical calculation for the barn is seen below for the following:

- 1 alpaca - 2 x 2 - 4m²; 48 alpaca - 192m²; 76 alpaca - 304m²;
- General storage space for alpacas including feed - approx 32sqm of the building;
- Machinery Storage - the following items of machinery will be stored in the building:
- Quadbike - 4m x 2m - 8sqm;
- Trailer - 4m x 3m - 12sqm;

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- Topper - 3m x 2m - 6sqm;
- Mower - 2m x 4m - 8sqm;
- One Tractor - 2m x 4m - 8sqm;
- Workshop and bench - 5m x 5m - 25sqm;
- Tools and equipment - 3m x 4m - 12sqm;
- Fencing Material - 4m x 4m - 16sqm;

In year 1 the total will be 327m²

In year 3 the total will be 439m²

Yr 1 Total 327m² + 10% for moving machinery - 360 m²

Yr 3 Total 439m² + 10% for moving machinery - 482 m²

81. These are statistics based on the probable agricultural need over the three year period. The size of the barn is determined by the size of the applicants operation where the applicants intentions are to stock the farm to its maximum capacity as 6 alpacas per acre; maximum of 84 alpacas (the projections in the RAC report of 76 alpacas are found in paragraph 4.21 of the agricultural appraisal). Furthermore, there will be other livestock in need of shelter including 250 chickens. In light of this, the justification of the agricultural building is shown through both the demands from livestock and machinery, in addition to the design of the building (such as the inclusion of a workshop).

82. Agricultural buildings in Cornwall which are not permitted development on an agricultural unit, is sought to be determined within planning policy guidance: the NPPF (Updated 2023) and Cornwall Local Plan (adopted 2016).

Conclusion

83. This is a proposal for a temporary dwelling for the accommodation of a key worker on a new rural enterprise associated with an alpaca breeding and rearing business with poultry and dog breeding. This is also a proposal for an agricultural building in the countryside. In accordance with current Government advice and the Local Plan, there is a presumption in favour of permitted sustainable economic development in the countryside.

84. In terms of the policies set out in the NPPF (Updated Sept 2023), the Cornwall Local Plan Strategic Policies 2010 - 2030 (Adopted November 2016), the Supplementary Planning Document specified and accompanying Planning Practice Guidance, it is concluded that:

- a) Once established, there will be an essential functional need for a full-time worker to be available at the site at most times;

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- b) Budgets indicate that the mix of enterprises will be financially viable and sustainable within three to four years; and,
- c) The identified need cannot be fulfilled by another existing dwelling on the unit and there is no other accommodation in the area that is sustainable and available to meet the functional needs of the enterprise.

85. The submitted business plan also shows that the enterprise has been planned on a sound financial basis and that once it is fully established the enterprise will generate sufficient profit to pay at least the living wage for the key workers, provide a reasonable return to the land, a reasonable return to capital, fund the erection of a permanent rural workers dwelling in due course.

86. There are no amenity issues. The new temporary rural workers dwelling will not significantly increase the use of the existing access to the site and on that basis there is no adverse impact on highway safety. The site conditions do not inhibit this type of rural development.

87. It is understood that, if planning permission is to be granted for the temporary rural workers dwelling, it will be for a trial period of three years and subject to a rural workers occupancy condition.

88. I trust that you have all the necessary information required to register and favourably determine this application and I look forward to hearing from you in due course.

Yours faithfully,

Marc D. Willis BTP MRTPI FBIAC