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County Hall
Rhadyr
Usk
NP15 1GA

Tuesday, 2 January 2024

Notice of meeting:

Planning Committee

Wednesday, 10th January, 2024 at 2.00 pm
Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA with
remote attendance

AGENDA

Item No	Item	Pages
1.	Apologies for Absence.	
2.	Declarations of Interest.	
3.	To confirm for accuracy the minutes of the previous meeting.	1 - 4
4.	To consider the following Planning Application reports from the Chief Officer, Communities and Place (copies attached):	
4.1.	Application DM/2023/00711 - Re-open existing gateway. Treetops, Talycoed Road, Llantilio Crossenny, Abergavenny.	5 - 10
4.2.	Application DM/2023/01030 - Proposed residential development of 46 affordable dwellings, car parking, landscaping and associated works. Land to the north of Caldicot School, Situated off Woodstock Way, Caldicot.	11 - 26
4.3.	Application DM/2023/01042 - Change of use from agriculture to land for the keeping of horses (retrospective) proposed erection of stable block for five horses, erection of ancillary storage building, construction of manege. Land north-west of Holly Lodge Road From A48 To Dewstow Road, Fives Lanes, Caerwent.	27 - 40
4.4.	Application DM/2023/01242 - The construction of a workshop and machinery storage and associated development. Llan Farm, Nant Road To The Grange, The Hendre, Monmouth, NP25 5NX.	41 - 48
4.5.	Application DM/2023/01329 - Change of Use of Glebe Bungalow to C3 dwellinghouse from Annex and Holiday Let granted permission under DC/2007/00778 and DC/2017/01200. Glebe Bungalow, Llantilio School Road, Llantilio Pertholey, Abergavenny, NP7 6NU.	49 - 56

5.	FOR INFORMATION - The Planning Inspectorate - Appeals / Costs Decisions Received:	
5.1.	Appeal Decision - 25 Beaulieu Barn, Kymin Road, The Kymin, Monmouthshire.	57 - 58
5.2.	Costs Decision - 25 Beaulieu Barn, Kymin Road, The Kymin, Monmouthshire.	59 - 60
5.3.	Appeal Decision - Land off Hardwick Cottage, Hardwick Hill, Chepstow, Monmouthshire.	61 - 64
5.4.	Appeal Decision - Land opposite Rose Cottage, Llanbadoc, Usk, Monmouthshire.	65 - 68
5.5.	Appeal Decision - Land at Silver Circle Distillery, Pleasant View Barn, Ninewells Road, Catbrook, Trellech, Monmouthshire.	69 - 78
5.6.	Costs Decision - Land at Silver Circle Distillery, Pleasant View Barn, Ninewells Road, Catbrook, Trellech, Monmouthshire.	79 - 80

**Paul Matthews
Chief Executive**

MONMOUTHSHIRE COUNTY COUNCIL

THE CONSTITUTION OF THE PLANNING COMMITTEE IS AS FOLLOWS:

County Councillor Jill Bond	West End;	Welsh Labour/Llafur Cymru
County Councillor Fay Bromfield	Llangybi Fawr;	Welsh Conservative Party
County Councillor Emma Bryn	Wyesham;	Independent Group
County Councillor Sara Burch	Cantref;	Labour and Co-Operative Party
County Councillor Jan Butler	Goetre Fawr;	Welsh Conservative Party
County Councillor John Crook	Magor East with Undy;	Welsh Labour/Llafur Cymru
County Councillor Tony Easson	Dewstow;	Welsh Labour/Llafur Cymru
County Councillor Steven Garratt	Overmonnow;	Welsh Labour/Llafur Cymru
County Councillor Meirion Howells	Llanbadoc & Usk;	Independent
County Councillor Su McConnel	Croesonen;	Welsh Labour/Llafur Cymru
County Councillor Jayne McKenna	Mitchel Troy and Trellech United;	Welsh Conservative Party
County Councillor Phil Murphy	Caerwent;	Welsh Conservative Party
County Councillor Maureen Powell	Pen Y Fal;	Welsh Conservative Party
County Councillor Sue Riley	Bulwark and Thornwell;	Welsh Labour/Llafur Cymru
County Councillor Dale Rooke	Chepstow Castle & Larkfield;	Welsh Labour/Llafur Cymru
County Councillor Ann Webb	St Arvans;	Welsh Conservative Party

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Public Information

Any person wishing to speak at Planning Committee must do so by registering with Democratic Services by no later than 12 noon two working days before the meeting. Details regarding public speaking can be found within this agenda

Access to paper copies of agendas and reports

A copy of this agenda and relevant reports can be made available to members of the public attending a meeting by requesting a copy from Democratic Services on 01633 644219. Please note that we must receive 24 hours notice prior to the meeting in order to provide you with a hard copy of this agenda.

Watch this meeting online

This meeting may be viewed online by visiting the link below.

<https://democracy.monmouthshire.gov.uk/ieListMeetings.aspx?Committeeld=141>

This will take you to the page relating to all Planning Committee meetings. Please click on the relevant Planning Committee meeting. You will then find the link to view the meeting on this page. Please click the link to view the meeting.

Welsh Language

The Council welcomes contributions from members of the public through the medium of Welsh or English. We respectfully ask that you provide us with 5 days notice prior to the meeting should you wish to speak in Welsh so we can accommodate your needs.

Aims and Values of Monmouthshire County Council

Our purpose

To become a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life.

Objectives we are working towards

- Fair place to live where the effects of inequality and poverty have been reduced.
- Green place to live and work with reduced carbon emissions and making a positive contribution to addressing the climate and nature emergency.
- Thriving and ambitious place, where there are vibrant town centres and where businesses can grow and develop.
- Safe place to live where people have a home where they feel secure in.
- Connected place where people feel part of a community and are valued.
- Learning place where everybody has the opportunity to reach their potential.

Our Values

Openness. We are open and honest. People have the chance to get involved in decisions that affect them, tell us what matters and do things for themselves/their communities. If we cannot do something to help, we'll say so; if it will take a while to get the answer we'll explain why; if we can't answer immediately we'll try to connect you to the people who can help – building trust and engagement is a key foundation.

Fairness. We provide fair chances, to help people and communities thrive. If something does not seem fair, we will listen and help explain why. We will always try to treat everyone fairly and consistently. We cannot always make everyone happy, but will commit to listening and explaining why we did what we did.

Flexibility. We will continue to change and be flexible to enable delivery of the most effective and efficient services. This means a genuine commitment to working with everyone to embrace new ways of working.

Teamwork. We will work with you and our partners to support and inspire everyone to get involved so we can achieve great things together. We don't see ourselves as the 'fixers' or problem-solvers, but we will make the best of the ideas, assets and resources available to make sure we do the things that most positively impact our people and places.

Kindness: We will show kindness to all those we work with putting the importance of relationships and the connections we have with one another at the heart of all interactions.

Purpose

The purpose of the attached reports and associated officer presentation to the Committee is to allow the Planning Committee to make a decision on each application in the attached schedule, having weighed up the various material planning considerations.

The Planning Committee has delegated powers to make decisions on planning applications. The reports contained in this schedule assess the proposed development against relevant planning policy and other material planning considerations, and take into consideration all consultation responses received. Each report concludes with an officer recommendation to the Planning Committee on whether or not officers consider planning permission should be granted (with suggested planning conditions where appropriate), or refused (with suggested reasons for refusal).

Under Section 38(6) of the Planning and Compulsory Purchase Act 2004, all planning applications must be determined in accordance with the Monmouthshire Local Development Plan 2011-2021 (adopted February 2014), unless material planning considerations indicate otherwise.

Section 2(2) of the Planning (Wales) Act 2015 states that the planning function must be exercised, as part of carrying out sustainable development in accordance with the Well-being of Future Generations (Wales) Act 2015, for the purpose of ensuring that the development and use of land contribute to improving the economic, social, environmental and cultural well-being of Wales.

The decisions made are expected to benefit the County and our communities by allowing good quality development in the right locations, and resisting development that is inappropriate, poor quality or in the wrong location. There is a direct link to the Council's objective of building sustainable, resilient communities.

Decision-making

Applications can be granted subject to planning conditions. Conditions must meet all of the following criteria:

- Necessary to make the proposed development acceptable;
- Relevant to planning legislation (i.e. a planning consideration);
- Relevant to the proposed development in question;
- Precise;
- Enforceable; and
- Reasonable in all other respects.

Applications can be granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 (as amended). This secures planning obligations to offset the impacts of the proposed development. However, in order for these planning obligations to be lawful, they must meet all of the following criteria:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

The applicant has a statutory right of appeal against the refusal of permission in most cases, or against the imposition of planning conditions, or against the failure of the Council to determine an application within the statutory time period. There is no third party right of appeal against a decision.

The Planning Committee may make decisions that are contrary to the officer recommendation. However, reasons must be provided for such decisions, and the decision must be based on the Local Development Plan (LDP) and/or material planning considerations. Should such a decision be challenged at appeal, Committee Members will be required to defend their decision throughout the appeal process.

Planning policy context

Future Wales – the national plan 2040 is the national development framework, setting the direction for development in Wales to 2040. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. Future Wales – the national plan 2040 is the national development framework and it is the highest tier plan, setting the direction for development in Wales to 2040. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

Monmouthshire’s Local Development Plan (LDP) sets out the Council’s vision and objectives for the development and use of land in Monmouthshire, together with the policies and proposals to implement them over a 10 year period to 2021. The plan area excludes that part of the County contained within the Brecon Beacons National Park. It has a fundamental role in delivering sustainable development. In seeking to achieve this it sets out a framework for the development and use of land and for the protection of the environment. It also guides and facilitates investment decisions as well as the delivery of services and infrastructure. It determines the level of provision and location of new housing, employment and other uses and sets the framework for considering all land use proposals during the plan period. The LDP contains over-arching policies on development and design. Rather than repeat these for each application, the full text is set out below for Members’ assistance.

Policy EP1 - Amenity and Environmental Protection

Development, including proposals for new buildings, extensions to existing buildings and advertisements, should have regard to the privacy, amenity and health of occupiers of neighbouring properties. Development proposals that would cause or result in an unacceptable risk /harm to local amenity, health, the character /quality of the countryside or interests of nature conservation, landscape or built heritage importance due to the following will not be permitted, unless it can be demonstrated that measures can be taken to overcome any significant risk:

- Air pollution;
- Light or noise pollution;
- Water pollution;
- Contamination;
- Land instability;
- Or any identified risk to public health or safety.

Policy DES1 – General Design Considerations

All development should be of a high quality sustainable design and respect the local character and distinctiveness of Monmouthshire’s built, historic and natural environment. Development proposals will be required to:

- a) Ensure a safe, secure, pleasant and convenient environment that is accessible to all members of the community, supports the principles of community safety and encourages walking and cycling;
- b) Contribute towards sense of place whilst ensuring that the amount of development and its intensity is compatible with existing uses;
- c) Respect the existing form, scale, siting, massing, materials and layout of its setting and any neighbouring quality buildings;
- d) Maintain reasonable levels of privacy and amenity of occupiers of neighbouring properties, where applicable;
- e) Respect built and natural views and panoramas where they include historical features and/or attractive or distinctive built environment or landscape;

- f) Use building techniques, decoration, styles and lighting to enhance the appearance of the proposal having regard to texture, colour, pattern, durability and craftsmanship in the use of materials;
- g) Incorporate and, where possible enhance existing features that are of historical, visual or nature conservation value and use the vernacular tradition where appropriate;
- h) Include landscape proposals for new buildings and land uses in order that they integrate into their surroundings, taking into account the appearance of the existing landscape and its intrinsic character, as defined through the LANDMAP process. Landscaping should take into account, and where appropriate retain, existing trees and hedgerows;
- i) Make the most efficient use of land compatible with the above criteria, including that the minimum net density of residential development should be 30 dwellings per hectare, subject to criterion l) below;
- j) Achieve a climate responsive and resource efficient design. Consideration should be given to location, orientation, density, layout, built form and landscaping and to energy efficiency and the use of renewable energy, including materials and technology;
- k) Foster inclusive design;
- l) Ensure that existing residential areas characterised by high standards of privacy and spaciousness are protected from overdevelopment and insensitive or inappropriate infilling.

Other key relevant LDP policies will be referred to in the officer report.

Supplementary Planning Guidance (SPG):

The following Supplementary Planning Guidance may also be of relevance to decision-making as a material planning consideration:

- Green Infrastructure (adopted April 2015)
- Conversion of Agricultural Buildings Design Guide (adopted April 2015)
- LDP Policy H4(g) Conversion/Rehabilitation of Buildings in the Open Countryside to Residential Use- Assessment of Re-use for Business Purposes (adopted April 2015)
- LDP Policies H5 & H6 Replacement Dwellings and Extension of Rural Dwellings in the Open Countryside (adopted April 2015)
- Abergavenny Conservation Area Appraisal (adopted March 2016)
- Caerwent Conservation Area Appraisal (adopted March 2016)
- Chepstow Conservation Area Appraisal (adopted March 2016)
- Grosmont Conservation Area Appraisal (adopted March 2016)
- Llanarth Conservation Area Appraisal (adopted March 2016)
- Llandenny Conservation Area Appraisal (adopted March 2016)
- Llandogo Conservation Area Appraisal (adopted March 2016)
- Llanover Conservation Area Appraisal (adopted March 2016)
- Llantilio Crossenny Conservation Area Appraisal (adopted March 2016)
- Magor Conservation Area Appraisal (adopted March 2016)
- Mathern Conservation Area Appraisal (adopted March 2016)
- Monmouth Conservation Area Appraisal (adopted March 2016)
- Raglan Conservation Area Appraisal (adopted March 2016)
- Shirenewton Conservation Area Appraisal (adopted March 2016)
- St Arvans Conservation Area Appraisal (adopted March 2016)
- Tintern Conservation Area Appraisal (adopted March 2016)
- Trellech Conservation Area Appraisal (adopted April 2012)
- Usk Conservation Area Appraisal (adopted March 2016)
- Whitebrook Conservation Area Appraisal (adopted March 2016)
- Domestic Garages (adopted January 2013)
- Monmouthshire Parking Standards (adopted January 2013)
- Approach to Planning Obligations (March 2013)
- Affordable Housing (revised version) (adopted July 2019)

- Renewable Energy and Energy Efficiency (adopted March 2016)
- Planning Advice Note on Wind Turbine Development Landscape and Visual Impact Assessment Requirements (adopted March 2016)
- Primary Shopping Frontages (adopted April 2016)
- Rural Conversions to a Residential or Tourism Use (Policies H4 and T2) Supplementary Planning Guidance November 2017
- Sustainable Tourism Accommodation Supplementary Guidance November 2017
- Affordable Housing Supplementary Guidance July 2019
- Infill Development Supplementary Guidance November 2019

National Planning Policy

The following national planning policy may also be of relevance to decision-making as a material planning consideration:

- Future Wales: the national plan 2040
- Planning Policy Wales (PPW) edition10 (at time of publication)
- PPW Technical Advice Notes (TAN):
 - TAN 1: Joint Housing Land Availability Studies (2015)
 - TAN 2: Planning and Affordable Housing (2006)
 - TAN 3: Simplified Planning Zones (1996)
 - TAN 4: Retailing and Town Centres (1996)
 - TAN 5: Nature Conservation and Planning (2009)
 - TAN 6: Planning for Sustainable Rural Communities (2010)
 - TAN 7: Outdoor Advertisement Control (1996)
 - TAN 8: Renewable Energy (2005)
 - TAN 9: Enforcement of Planning Control (1997)
 - TAN 10: Tree Preservation Orders (1997)
 - TAN 11: Noise (1997)
 - TAN 12: Design (2016)
 - TAN 13: Tourism (1997)
 - TAN 15: Development, flooding and coastal erosion (2021)
 - TAN 16: Sport, Recreation and Open Space (2009)
 - TAN 18: Transport (2007)
 - TAN 19: Telecommunications (2002)
 - TAN 20: The Welsh Language (2013)
 - TAN 21: Waste (2014)
 - TAN 23: Economic Development (2014)
 - TAN 24: The Historic Environment (2017)
- Minerals Technical Advice Note (MTAN) Wales 1: Aggregates (30 March 2004)
- Minerals Technical Advice Note (MTAN) Wales 2: Coal (20 January 2009)
- Welsh Government Circular 016/2014 on planning conditions

Other matters

The following other legislation may be of relevance to decision-making.

Planning (Wales) Act 2015

As of January 2016, Sections 11 and 31 of the Planning Act come into effect meaning the Welsh language is a material planning consideration.

Section 31 of the Planning Act clarifies that considerations relating to the use of the Welsh language can be taken into account by planning authorities when making decisions on applications for planning permission, so far as material to the application. The provisions do not apportion any additional weight to the Welsh language in comparison to other material

considerations. Whether or not the Welsh language is a material consideration in any planning application remains entirely at the discretion of the local planning authority, and the decision whether or not to take Welsh language issues into account should be informed by the consideration given to the Welsh language as part of the LDP preparation process. Section 11 requires the sustainability appraisal, undertaken as part of LDP preparation, to include an assessment of the likely effects of the plan on the use of Welsh language in the community. Where the authority's current single integrated plan has identified the Welsh language as a priority, the assessment should be able to demonstrate the linkage between consideration for the Welsh language and the overarching Sustainability Appraisal for the LDP, as set out in TAN 20.

The adopted Monmouthshire Local Development Plan (LDP) 2014 was subject to a sustainability appraisal, taking account of the full range of social, environmental and economic considerations, including the Welsh language. Monmouthshire has a relatively low proportion of population that speak, read or write Welsh compared with other local authorities in Wales and it was not considered necessary for the LDP to contain a specific policy to address the Welsh language. The conclusion of the assessment of the likely effects of the plan on the use of the Welsh language in the community was minimal.

Environmental Impact Assessment Regulations 2016

The Town and Country Planning (Environmental Impact Assessment) (Wales) Regulations 2016 are relevant to the recommendations made. The officer report will highlight when an Environmental Statement has been submitted with an application.

Conservation of Species & Habitat Regulations 2010

Where an application site has been assessed as being a breeding site or resting place for European Protected Species, it will usually be necessary for the developer to apply for 'derogation' (a development licence) from Natural Resources Wales. Examples of EPS are all bat species, dormice and great crested newts. When considering planning applications Monmouthshire County Council as Local Planning Authority is required to have regard to the Conservation of Species & Habitat Regulations 2010 (the Habitat Regulations) and to the fact that derogations are only allowed where the three tests set out in Article 16 of the Habitats Directive are met. The three tests are set out below.

- (i) The derogation is in the interests of public health and public safety, or for other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequences of primary importance for the environment.
- (ii) There is no satisfactory alternative
- (iii) The derogation is not detrimental to the maintenance of the population of the species concerned by a favourable conservation status in their natural range.

Well-being of Future Generations (Wales) Act 2015

This Act is about improving the social, economic, environmental and cultural well-being of Wales. The Act sets out a number of well-being goals:

- **A prosperous Wales:** efficient use of resources, skilled, educated people, generates wealth, provides jobs;
- **A resilient Wales:** maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change);
- **A healthier Wales:** people's physical and mental wellbeing is maximised and health impacts are understood;
- **A Wales of cohesive communities:** communities are attractive, viable, safe and well connected;
- **A globally responsible Wales:** taking account of impact on global well-being when considering local social, economic and environmental wellbeing;

- **A Wales of vibrant culture and thriving Welsh language:** culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation;
- **A more equal Wales:** people can fulfil their potential no matter what their background or circumstances.

A number of sustainable development principles are also set out:

- **Long term:** balancing short term need with long term and planning for the future;
- **Collaboration:** working together with other partners to deliver objectives;
- **Involvement:** involving those with an interest and seeking their views;
- **Prevention:** putting resources into preventing problems occurring or getting worse;
- **Integration:** positively impacting on people, economy and environment and trying to benefit all three.

The work undertaken by Local Planning Authority directly relates to promoting and ensuring sustainable development and seeks to strike a balance between the three areas: environment, economy and society.

Crime and Disorder Act 1998

Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. Crime and fear of crime can be a material planning consideration. This topic will be highlighted in the officer report where it forms a significant consideration for a proposal.

Equality Act 2010

The Equality Act 2010 contains a public sector equality duty to integrate consideration of equality and good relations into the regular business of public authorities. The Act identifies a number of 'protected characteristics': age; disability; gender reassignment; marriage and civil partnership; race; religion or belief; sex; and sexual orientation. Compliance is intended to result in better informed decision-making and policy development and services that are more effective for users. In exercising its functions, the Council must have due regard to the need to: eliminate unlawful discrimination, harassment, victimisation and other conduct that is prohibited by the Act; advance equality of opportunity between persons who share a protected characteristic and those who do not; and foster good relations between persons who share a protected characteristic and those who do not. Due regard to advancing equality involves: removing or minimising disadvantages suffered by people due to their protected characteristics; taking steps to meet the needs of people from protected groups where these differ from the needs of other people; and encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

Children and Families (Wales) Measure

Consultation on planning applications is open to all of our citizens regardless of their age: no targeted consultation takes place specifically aimed at children and young people. Depending on the scale of the proposed development, applications are publicised via letters to neighbouring occupiers, site notices, press notices and/or social media. People replying to consultations are not required to provide their age or any other personal data, and therefore this data is not held or recorded in any way, and responses are not separated out by age.

Climate Emergency

In May 2019 Monmouthshire County Council declared a Climate Emergency with unanimous support from Councillors. The Cabinet Member for Infrastructure and Neighbourhood Services has been appointed as the member responsible for climate change and decarbonisation.

Tackling climate change is very important, because if the planet's temperature rises by 2°C there are risks of drought, flood and poverty, impacting on hundreds of millions of people. In Monmouthshire impacts that could happen include more extreme weather events (such as storms), water shortages, droughts, species loss and risk of flooding. Planning has a key role in addressing climate change through the promotion of sustainable development.

The Council has formulated a draft action plan which will be subject to Member approval and will form the Council's response to tackling this issue. Council decisions will need to take into account the agreed action plan.

Protocol on Public Speaking at Planning Committee

Public speaking at Planning Committee will be allowed strictly in accordance with this protocol. You cannot demand to speak at the Committee as of right. The invitation to speak and the conduct of the meeting is at the discretion of the Chair of the Planning Committee and subject to the points set out below. **The conventional protocol has been modified to allow public speaking via pre-recorded videos or to attend the meeting in person and address the Planning Committee.**

Who Can Speak

Community and Town Councils

Community and town councils can address Planning Committee via a pre-recorded video or in person at the meeting.. Only elected members of community and town councils may speak. Representatives will be expected to uphold the following principles: -

(i) To observe the National Code of Local Government Conduct. (ii)

Not to introduce information that is not:

- consistent with the written representations of their council, or
- part of an application, or
- contained in the planning report or file.

When a town or community councillor has registered to speak in opposition to an application, the applicant or agent will be allowed the right of reply.

Members of the Public

Speaking will be limited to one member of the public opposing a development and one member of the public supporting a development. Where there is more than one person in opposition or support, the individuals or groups should work together to establish a spokesperson. The Chair of the Committee may exercise discretion to allow a second speaker, but only in exceptional cases where a major application generates divergent views within one 'side' of the argument (e.g. a superstore application where one spokesperson represents residents and another local retailers). Members of the public may appoint representatives to speak on their behalf.

Where no agreement is reached, the right to speak shall fall to the first person/organisation to register their request. When an objector has registered to speak the applicant or agent will be allowed the right of reply.

Speaking will be limited to applications where, by the deadline, letters of objection/support or signatures on a petition have been submitted to the Council from 5 or more separate households/organisations (in this context organisations would not include community or town councils or statutory consultees which have their own method of ensuring an appropriate application is considered at Committee) The deadline referred to above is 5pm on the day six clear working days prior to the Committee meeting. This will normally be 5pm on the Friday six clear working days before the Tuesday Planning Committee meeting. However, the deadline may be earlier, for example if there is a Bank Holiday Monday.

The number of objectors and/or supporters will be clearly stated in the officer's report for the application contained in the published agenda.

The Chair may exercise discretion to allow speaking by members of the public where an application may significantly affect a sparse rural area but less than 5 letters of objection/support have been received.

Applicants

Applicants or their appointed agents will have a right of response where members of the public or a community/town council, have registered to address committee in opposition to an application. This will also be via a pre-recorded video or in person at the Planning Committee meeting.

When is speaking permitted?

Public speaking will normally only be permitted on one occasion where applications are considered by Planning Committee. When applications are deferred and particularly when re-presented following a committee resolution to determine an application contrary to officer advice, public speaking will not normally be permitted. Regard will however be had to special circumstances on applications that may justify an exception. The final decision lies with the Chair.

Registering Requests to Speak

Speakers must register their request to speak as soon as possible, between 12 noon on the Tuesday and 12 noon on the Friday before the Committee. To register a request to speak, objectors/supporters must first have made written representations on the application.

Anyone wishing to speak must notify the Council's Democratic Services Officers of their request by calling 01633 644219 or by email to registertospeak@monmouthshire.gov.uk. Please leave a daytime telephone number. Any requests to speak that are emailed through will be acknowledged prior to the deadline for registering to speak. If you do not receive an acknowledgement before the deadline please contact Democratic Services on 01633 644219 to check that your registration has been received.

Parties are welcome to address the Planning Committee in English or Welsh, however if speakers wish to use the Welsh language they are requested to make this clear when registering to speak, and are asked to give at least 5 working days' notice to allow the Council the time to procure a simultaneous translator.

Applicants/agents and objectors/supporters are advised to stay in contact with the case officer regarding progress on the application. It is the responsibility of those wishing to speak to check when the application is to be considered by Planning Committee by contacting the Planning Office, which will be able to provide details of the likely date on which the application will be heard. The procedure for registering the request to speak is set out above.

The Council will maintain a list of persons wishing to speak at Planning Committee.

Once the request to speak has been registered by the Council the speaker must submit their pre-recorded video by midday on Monday before the Committee meeting. The video content must comply with the terms below and be no more than 4 minutes in duration. If the third party does not wish to record a video they will need to submit a script to the Council by the deadline above, that will be read out by an officer to the Committee Members at the meeting. The script shall contain no more than 500 words and shall also comply with the terms below. Speakers will also have the option to attend the meeting in person and address Planning Committee.

Content of the Speeches

Comments by the representative of the town/community council or objector, supporter or applicant/agent should be limited to matters raised in their original representations and be relevant planning issues. These include:

- Relevant national and local planning policies
- Appearance and character of the development, layout and density
- Traffic generation, highway safety and parking/servicing;
- Overshadowing, overlooking, noise disturbance, odours or other loss of amenity.

Speakers should avoid referring to matters outside the remit of the Planning Committee, such as;

- Boundary disputes, covenants and other property rights
- Personal remarks (e.g. Applicant's motives or actions to date or about members or officers)
- Rights to views or devaluation of property.

Procedure at the Planning Committee Meeting

The procedure for dealing with public speaking is set out below:

- The Chair will identify the application to be considered.
- An officer will present a summary of the application and issues with the recommendation.
- The local member if not on Planning Committee will be invited to speak for a maximum of 6 minutes by the Chair.
- If applicable, the video recording of the representative of the community or town council will then be played to Members (this shall be no more than 4 minutes in duration). Alternatively, if the community or town council has opted to submit a script of their representations that will be read out by an officer to the Committee Members at the meeting. Alternatively, the community or town council representatives may address the Planning Committee in person at the meeting for a maximum of 4 minutes.
- If applicable, the objector's video recording will then be played to the Members (this shall be no more than 4 minutes in duration) Alternatively, if a third party has opted to submit a script of their representations that will be read out by an officer to the Committee Members at the meeting. Alternatively, the objector may address the Planning Committee in person at the meeting for a maximum of 4 minutes.
- If applicable, the supporter's video recording will then be played to Members (this shall be no more than 4 minutes in duration) Alternatively, if the third party has opted to submit a script of their representations that will be read out by an officer to the Committee Members at the meeting. Alternatively, the supporter may address the Planning Committee in person at the meeting for a maximum of 4 minutes.
- If applicable, the applicant's (or appointed agent's) video recording will then be played to Members (this shall be no more than 4 minutes in duration). Alternatively, if the third party has opted to submit a script of their representations that will be read out by an officer to the Committee Members at the meeting. Alternatively, the applicant (or appointed agent) may address the Planning Committee in person at the meeting for a maximum of 4 minutes.
- Where more than one person or organisation speaks against an application, the applicant or appointed agent, shall, at the discretion of the Chair, be entitled to submit a video of their response of up to 5 minutes in duration. Alternatively, the applicant (or appointed agent) may address the Planning Committee in person at the meeting up to 5 minutes in duration.
 - Time limits will normally be strictly adhered to, however the Chair will have discretion to amend the time having regard to the circumstances of the application or those speaking.
 - Speakers may speak only once.
 - Committee Members may then raise technical questions with officers.
 -
- Planning Committee members will then debate the application, commencing with the

local member if a Member of Planning Committee. Officers will not take any further questions unless it is to advise Members about a procedural or legal issue, or where they consider Members are deviating from material planning considerations.

- Where an objector or supporter or applicant/agent community or town council has spoken on an application no further speaking by or on behalf of that group will be permitted in the event that the application is considered again at a future meeting of the Committee unless there has been a material change in the application.
- The Chair's decision regarding a procedural matter is final.
- When proposing a motion either to accept the officer recommendation or to make an amendment the Member proposing the motion shall state the motion clearly.
- When the motion has been seconded the Chair shall identify the Members who proposed and seconded the motion and repeat the motion proposed (including any additional conditions or other matters raised). The names of the proposer and seconder shall be recorded.
- Members shall decline to vote in relation to any planning application unless they have been present in the meeting of the Planning Committee throughout the full presentation and consideration of that particular application.
- Any Member who abstains from voting shall consider whether to give a reason for their abstention.
- The Legal Officer shall count the votes and announce the decision.
-
- When the motion has been seconded, the Chair shall identify the members who proposed and seconded the motion and repeat the motion proposed. The names of the proposer and seconder shall be recorded.
- A member shall decline to vote in relation to any planning application unless he or she has been present in the meeting of the Planning Committee throughout the full presentation and consideration of that application.
- Any member who abstains from voting shall consider whether to give a reason for his/her abstention.
- An officer shall count the votes and announce the decision.

Public Document Pack Agenda Item 3

MONMOUTHSHIRE COUNTY COUNCIL

Minutes of the meeting of Planning Committee held in the Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA and remote attendance on Tuesday, 5th December, 2023 at 2.00 pm

PRESENT: County Councillor Phil Murphy (Chair)
County Councillor Dale Rooke (Vice-Chair)

County Councillors: Jill Bond, Fay Bromfield, Emma Bryn, Sara Burch, Jan Butler, John Crook, Steven Garratt, Meirion Howells, Su McConnel, Jayne McKenna, Maureen Powell, Sue Riley and Ann Webb

County Councillor Louise Brown attended the meeting by invitation of the Chair.

OFFICERS IN ATTENDANCE:

Craig O'Connor	Head of Planning
Philip Thomas	Development Services Manager
Andrew Jones	Development Management Area Team Manager
Paige Moseley	Solicitor
Richard Williams	Democratic Services Officer
Anna Hawker	Trainee Solicitor

County Councillor Ann Webb left the meeting during consideration of application DM/2023/01259 and did not return.

APOLOGIES:

County Councillor Tony Easson

1. Declarations of Interest

County Councillor Jayne McKenna declared a personal interest pursuant to the Members' Code of Conduct in respect of application DM/2023/01105, as she was a co-director of the company that sold the property to the applicant. She left the meeting taking no part in the discussion or voting thereon in respect of this application.

County Councillor Phil Murphy declared a personal, non-prejudicial interest pursuant to the Members' Code of Conduct in respect of application DM/2023/01105, as his son has been a work colleague of the applicant.

2. Confirmation of Minutes

The minutes of the Planning Committee meeting dated 7th November 2023 were confirmed and signed by the Chair.

MONMOUTHSHIRE COUNTY COUNCIL

Minutes of the meeting of Planning Committee held in the Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA and remote attendance on Tuesday, 5th December, 2023 at 2.00 pm

3. **Application DM/2023/01105 - Proposed amendments to previous planning permission ref: DC/2018/00128 to incorporate minor amendments to approved alterations including a side and rear extension, amended bat provision and alteration of ground levels. Bushes Farm, Chapel Road, Earlswood, Shirenewton, Monmouthshire**

We considered the report of the application and late correspondence which was presented for refusal for the reasons outlined in the report.

https://www.youtube.com/live/Qa_z5SnNNWQ?feature=shared&t=145

In noting the detail of the application and the views expressed, it was proposed by County Councillor Dale Rooke and seconded by County Councillor Maureen Powell that application DM/2023/01105 be refused for the reasons outlined in the report.

Upon being put to the vote, the following votes were recorded:

For refusal	-	11
Against refusal	-	3
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2023/01105 be refused for the reasons outlined in the report.

4. **Application DM/2022/01507 - Proposed additional overflow parking and minibus 'drop off' area. Cefn Tilla Court, Cefn Tilla Road, Llandenny, Usk, NP15 1DG**

We considered the report of the application and late correspondence which was recommended for approval subject to the conditions outlined in the report.

https://www.youtube.com/live/Qa_z5SnNNWQ?feature=shared&t=2842

In noting the detail of the application and the views expressed, it was proposed by County Councillor Jan Butler and seconded by County Councillor Su McConnel that application DM/2022/01507 be approved subject to the conditions outlined in the report, with an amendment to condition 7 on lighting to reflect that lighting should not be in operation outside the hours the car park is in use.

Upon being put to the vote, the following votes were recorded:

For approval	-	14
Against approval	-	0
Abstentions	-	0

The proposition was carried.

MONMOUTHSHIRE COUNTY COUNCIL

Minutes of the meeting of Planning Committee held in the Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA and remote attendance on Tuesday, 5th December, 2023 at 2.00 pm

We resolved that application DM/2022/01507 be approved subject to the conditions outlined in the report, with an amendment to condition 7 on lighting to reflect that lighting should not be in operation outside the hours the car park is in use.

5. Application DM/2023/01259 - Change of use from A1 retail unit to mixed use - D2 (part) soft play and skate park, D1 community hub as well as the original A1 use. Core Shop - Caldicot Town Team, 43 Newport Road, Caldicot, NP26 4BG

We considered the report of the application and late correspondence which was recommended for approval subject to the conditions outlined in the report, with an amendment to condition 4, as follows:

- Within 3 months of the date of this decision a scheme of ecological enhancement to provide net benefit to biodiversity shall be submitted to the local planning authority for approval in writing. This shall include full details of the location, a specification of ecological enhancements and a timetable for their implementation. The approved details shall be implemented in their entirety in accordance with the agreed timetable and shall be retained in perpetuity.

https://www.youtube.com/live/Qa_z5SnNNWQ?feature=shared&t=4223

In noting the detail of the application and the views expressed, it was proposed by County Councillor Jayne McKenna and seconded by County Councillor Maureen Powell that application DM/2023/01259 be approved subject to the conditions outlined in the report with the following:

- An amendment to condition 4 - Within 3 months of the date of this decision a scheme of ecological enhancement to provide net benefit to biodiversity shall be submitted to the local planning authority for approval in writing. This shall include full details of the location, a specification of ecological enhancements and a timetable for their implementation. The approved details shall be implemented in their entirety in accordance with the agreed timetable and shall be retained in perpetuity.
- Add an informative - The applicant is advised to address Members' concerns regarding pedestrian safety in respect of the rear access for skate ramp users in terms of there being i) a safe area outside the existing double doors and ii) a barrier / bollard to prevent a vehicle from the car park colliding with the existing roller shutter door.

Upon being put to the vote, the following votes were recorded.

For approval	-	13
Against approval	-	0
Abstentions	-	0

The proposition was carried.

MONMOUTHSHIRE COUNTY COUNCIL

Minutes of the meeting of Planning Committee held in the Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA and remote attendance on Tuesday, 5th December, 2023 at 2.00 pm

We resolved that application DM/2023/01259 be approved subject to the conditions outlined in the report with the following:

- An amendment to condition 4 - Within 3 months of the date of this decision a scheme of ecological enhancement to provide net benefit to biodiversity shall be submitted to the local planning authority for approval in writing. This shall include full details of the location, a specification of ecological enhancements and a timetable for their implementation. The approved details shall be implemented in their entirety in accordance with the agreed timetable and shall be retained in perpetuity.
- Add an informative - The applicant is advised to address Members' concerns regarding pedestrian safety in respect of the rear access for skate ramp users in terms of there being i) a safe area outside the existing double doors and ii) a barrier / bollard to prevent a vehicle from the car park colliding with the existing roller shutter door.

The meeting ended at 3.39 pm.

Application Number: DM/2023/00711

Proposal: Re-open existing gateway

Address: Treetops, Talycoed Road, Llantilio Crossenny, Abergavenny

Applicant: Mr Clive Hughes

Plans: Location Plan - , Landscaping Plan CH/TLC/003 - , CH/TLC/001 - B, Location Plan CH/TLC/002

RECOMMENDATION: APPROVE

Case Officer: Ms Alice King

Date Valid: 31.05.2023

This application is presented to Planning Committee at the request of the Local Ward Member Ian Chandler

1.0 APPLICATION DETAILS

1.1 Site Description

The site is located adjacent to a five-acre field, a rural hedge and tree lined single track lane linking to Talycoed road due south of the site. The site is in open countryside located in the rural area of Llantilio Crossenny, it is within a Cadw essential setting, a C2 flood zone and the River Wye sensitive phosphate catchment area.

This field is adjacent to the essential setting for Llantilio Court, and opposite the grade II listed Talycoed Farmhouse (Cadw ref. 24326).

1.2 Proposal Description

Retrospective planning permission is sought to re-open a gateway that is used for agricultural purposes. Following negotiation with officers, updated plans have been received to illustrate that biodiversity enhancements will be provided in the form of hedge planting.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DM/2023/00711	Re-open existing gateway.	Pending Consideration	

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S13 LDP Landscape, Green Infrastructure and the Natural Environment

S16 LDP Transport

S17 LDP Place Making and Design

Development Management Policies

DES1 LDP General Design Considerations
EP1 LDP Amenity and Environmental Protection
MV1 LDP Proposed Developments and Highway Considerations
HE1 LDP Development in Conservation Areas

Supplementary Planning Guidance

Green Infrastructure April 2015

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040

Future Wales is the national development framework, setting the direction for development in Wales to 2040. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. Future Wales - the national plan 2040 is the national development framework and it is the highest tier plan, setting the direction for development in Wales to 2040. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

Planning Policy Wales (PPW) Edition 11

The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation and resultant duties such as the Socio-economic Duty.

A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. PPW promotes action at all levels of the planning process which is conducive to maximising its contribution to the well-being of Wales and its communities.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Whitecastle Community Council - Object to the application. The reasons are as follows :-

- No proof has been provided to show there was an existing gateway.
- The splay is not sufficient to enable safe access to the highway. The splay needs to manage current use and future development.
- The council is concerned about the loss of biodiversity caused by the development and would like to see proposals to offset this loss.
- The applicant has not presented any reasons for having a gateway. The council understands there is already access to the field.

MCC Heritage - No objections.

MCC Landscape/GI Officer - No objection subject to conditions.

MCC Highways - Concerns have been identified.

Natural Resources Wales - No objections.

SEWBRc Search Results - No significant ecological record identified.

5.2 Neighbour Notification

There have been four neighbour objections which cover the following:

- No evidence regarding a previous access.
- Safety of the access
- Damage to the hedgerow
- Increase in traffic

5.3 Other Representations

National Grid have made comments in support of the application:

- On behalf of National Grid I would like to add comment to the planning application. National Grid have assets within the customers land which currently has very restricted access to. This includes High voltage lines at 11,000 volts which includes a transformer on one of the poles. We also have our 66,000 volt line located in the field. The application for the gateway would help NG in access to the land for routine inspections, maintenance works and an emergency fault works. It would also provide us an access way to bring a generator into the field to connect to the transformer in the case of needing to restore supplies to the properties around.

5.4 Local Member Representations

Cllr Ian Chandler - Noting local concern in my ward about application "DM/2023/00711 re-open existing gateway. Tree Tops, Tal y Coed Lane, Llantilio Crossenny, NP7 8TL", I wish it to be considered by the planning committee rather than by officers' delegated powers.

Please note all representations can be read in full on the Council's website:

<https://planningonline.monmouthshire.gov.uk/online-applications/?lang=EN>

6.0 EVALUATION

6.1 Principle of Development

This application seeks retrospective planning permission to create an access into a 5-acre field adjacent to and from the single-track lane through what was an existing hedge of field maple, oak and hazel as based on 2009 and 2011 Streetview imagery that had filled in any previous point of access. Given the importance of agriculture and farming in Monmouthshire, the LDP Policy RE4 is supportive of new farm accesses in the countryside subject to them being reasonably required for agricultural or forestry purposes and meeting the criteria in Policy LC1. This is an agricultural field with a requirement for a new farm access suitable for modern farming practices and equipment.

6.2.1 Good Design/ Place Making

The proposal seeks to provide access to the 5-acre field that is located to the rear of a dwelling known as Treetops. The field is currently accessed via a gateway from Treetops, but modern machinery cannot enter through this entrance as it is not wide enough. The current use of the field is for agriculture/ grazing/ hay only and the field will remain in agricultural use.

The gateway has been built 5m back from the highway with a point of access of some 15m, the ground level of the access is to be level with that of the public highway and the applicant has submitted plans that would see the hedgerow be taken back in aid of the visibility splays, creating splays of 60m to the north and south. Being mindful of the context of the site, the proposal is considered to be acceptable.

6.2.2 Green Infrastructure/ Landscape

Plan CH/TLC/003 highlights the proposed hedgerow and tree mitigation planting to enhance the existing hedges and extension towards the new gate with reference to a planting schedule and to compensate for any impacts and loss as result of re-establishment of access and visibility splays. The new access will be satisfactorily assimilated within its setting, therefore complying with Policy LC1. A detailed landscaping plan has been provided via amended plans, including a five year maintenance plan. A condition can be attached to secure the implementation of the submitted planting details within the first planting season following completion of the access improvements.

6.3 Historic Environment

This application is for a new gate into an agricultural field adjacent to Treetops. The gate is set back from the lane, into the field. This field is adjacent to the essential setting for Llantilio Court, and opposite to the grade II listed Talycoed Farmhouse (Cadw ref. 24326). The Council's Heritage Team have been consulted as a part of this application and they raise no objection to the application. It is not considered that the proposal for the access would harm the essential setting of the heritage asset.

6.4 Biodiversity

Planning Policy Wales (PPW) 12 sets out that "planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. This means that development should not cause any significant loss of habitats or populations of species, locally or nationally and must provide a net benefit for biodiversity" (para 6.4.5 refers). This policy and subsequent policies in Chapter 6 of PPW 12 respond to the Section 6 Duty of the Environment (Wales) Act 2016.

Photographs of the existing section of hedgerow have been provided to inform the application. Additionally, the submitted Landscape Plan details the areas of proposed hedgerow and tree planting. The extent of the proposed hedgerow planting should provide an overall net benefit for biodiversity and will be secured via the landscaping conditions discussed in paragraph 6.2.2 of this report.

6.5 Impact on Amenity

The scale of the proposal and its relationship with nearby properties is considered acceptable. The proposed development is not considered to have an unacceptable impact upon the living conditions of neighbouring occupiers and no conflict with LDP policies DES1 or EP1 have been identified. Owing to the nature of the application the primary consideration with regard to the third party impact relates to wider highway safety.

The highway is flanked by mature hedgerow and trees site and based on the character of the site; the visual impact of this change is considered to be a localised one. Accesses of this nature are considered common place in the open countryside i.e. in relation to agricultural settings as they are essential for machinery and livestock movement, regardless of how often this may be in use. Given the above, it is considered that the alteration would not be so detrimental to the overall character and appearance of the area to warrant refusal of the application and the application is considered compliant with LDP policies DES1 and RE4(a).

6.6 Access / Highway Safety

The applicant has provided amended details and further information in response to comments provided by MCC Highways. The gated access is now 5m from the edge of the carriageway and the ground level of the access is to be level with that of the public highway. The hedgerow was taken back to facilitate improved visibility splays and ease of access splays and there are now visibility splays of 60m to the north and south.

While the proposal now meets the required design guidelines, the stated visibility is below that required by TAN18 Annex B for roads where the speeds are not known. Highways have requested

that a speed and traffic survey should take place as evidence to support a reduction in standards; Highways therefore raise a concern over the visibility and therefore highway safety. However given the land use of the site, officers are satisfied on balance that a reasonable and pragmatic approach can be taken. Whilst a speed and traffic survey has not been undertaken this is not a reason to withhold planning permission. If a more intensive land use was to be served by the access that is the subject to this application, then such a survey would be considered reasonable and necessary. However the site would be continued to be used for agricultural purposes.

Officers are satisfied that the development is not likely to create significant and unacceptable additional traffic growth in relation to the capacity of the existing road network, nor would it fail to provide a safe and easy access for road users. As such it is considered acceptable having regard to the provisions of LDP Policy MV1.

6.7 Response to the Representations of the Community Council and Third Parties

6.7.1 Regarding the comments provided by members of the public, the applicant has provided images that show a gate within a hedgerow, and whilst this may show there was once an historic gate, this can only be afforded limited weight. Thus, this application has been assessed based on its own merits. The applicant has also provided information regarding the implementation of landscaping and this will compensate for the loss of hedgerow due to the created access; further to this conditions can ensure that the landscaping is retained. Other concerns such as highway safety and an increase in traffic have been addressed section 6.6.2 of this report.

6.7.2 Whilst the Highways Officer has concerns with the proposed access, the proposed access is to an agricultural field with no proposed change of use of the land, it will only be used sporadically for agricultural purposes, the lane is lightly trafficked and therefore it is not considered to have an unacceptable impact that would warrant refusal of the application on highway safety grounds.

6.8 Well-Being of Future Generations (Wales) Act 2015

6.8.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.9 Conclusion

6.7.1 For the reasons detailed above in this report, having regard to the relevant policies and all other material considerations the proposed development is considered to be acceptable subject to the conditions set out below.

7.0 RECOMMENDATION: APPROVE

Conditions:

1 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

2 Within 4 months of the date of this consent the access improvements shown on approved drawing CH/TLC/001 Rev B shall be implemented in their entirety, these include:

- The gated access being set back 5m from the edge of the carriageway.
- Ground level of the access is to be level with that of the public highway in accordance with the site section shown on drawing CH/TLC/001 Rev B.

- Visibility splays of 60m to the north and south provided in accordance with the approved plan.
- The area identified on approved drawing CH/TLC/001 Rev B as "Hardstanding surface level with carriageway" at the entrance apron shall be tarmacked in its entirety.
Reason: in the interests of highway safety and to accord with Policy MV1 of the LDP.

3 All hard and soft landscape works shall be carried out in accordance with the approved details (as shown on Approved Drawing *Proposed Planting Plan*) and to a reasonable standard in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice. The works shall be carried out within the first planting season following completion of the works set out in Condition 2. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs and ensure the provision afforded by appropriate Landscape Design and Green Infrastructure LC5, DES 1, S13, and GI 1 and NE1.

INFORMATIVES

1 All birds are protected by the Wildlife and Countryside Act 1981. The protection also covers their nests and eggs. To avoid breaking the law, do not carry out work on trees, hedgerows or buildings where birds are nesting. The nesting season for most birds is between March and September.

2 BS 5837:2012 Trees in relation to design, demolition and construction to provide further guidance on tree protection.

Agenda Item 4b

Application Number: DM/2023/01030

Proposal: Proposed residential development of 46 affordable dwellings, car parking, landscaping and associated works

Address: Land to the north of Caldicot School, Situated off Woodstock Way, Caldicot

Applicant: C/o Agent

Plans: PL 00 Site Location Plan,
PL 01_Rev.F Site Layout Plan, 06.12.23
PL 02_Rev.D Block Plan, 06.12.23
PL03 REV B Roof Plan 06.12.23
PL 04_Rev.D Boundary Plan, 06.12.23
PL 10 2B 4P House A,
PL 11 2B 4P House B,
PL 12 3B 5P House A,
PL 13 3B 5P House B,
PL 14 3B 5P House C,
PL 15 4B 7P House A,
PL 16 1B 2P Walkup,
PL 17 1B 2P Walkup Block,
PL 16 Mixed Block Types,
PL 19 Mixed Block,
PL 20 Large Block Types,
PL 21 Large Block Plans,
PL 22 Large Block Eles,
PL 23 Streetscenes 1 & 2,
PL 24 Streetscenes 3 & 4,
Design and Access Statement 231206 06.12.23
Flood Consequence Assessment and Drainage Strategy v.4 06.12.23,
Engineering Layout 2391-100-rev.J 06.12.23
Site Sections 2381-109-rev.A PHG Consulting

902 PL02 Landscape Management Plan 06.12.23
501 PL01 Soft Landscaping tree pit 06.12.23
402 PL02 Detail Planting Plan 06.12.23
401 PL02 Detail Planting Schedule 06.12.23
201 PL06 Soft Landscape Green Infrastructure Plan, 06.12.23
001 PL01 Green Infrastructure Context Plan 06.12.23
901 PL01 Soft Landscape Specification 06.12.23

Preliminary Ecological Appraisal 05.12.23
Transport Statement TS01 06.12.23
Transport Note - Further Information for Highway Authority
C22158/TN02_Iss.2 Apex Transport Planning,

Green Infrastructure Statement 19.04.23 Soltys Brewster,
Tree Constraints Plan 13.02.23,
Treescene Tree Survey 13.02.23 Treescene,
Site Investigation 14166/LS/23/SI Intégral Géotechnique (Wales),
Executive Summary 14166/LS/23/SI Intégral Géotechnique (Wales)
Pre-Application Consultation Report June 2023,

RECOMMENDATION: APPROVE

Case Officer: Amy Longford
Date Valid: 20.07.2023

This application is presented to Planning Committee due to the land being in Council ownership

1.0 APPLICATION DETAILS

1.1 Site Description

1.1.1 The application site comprises a formerly developed (brownfield) but currently vacant parcel of land adjacent/ north of Caldicot High School. The land was formerly occupied by the previous school buildings which have since been demolished. The topography of the site is such that the land is level with Woodstock Way to the north/ west but is raised relative to the road to the north/ east with a slight banking and grass verge separating the road from the site boundary.

1.1.2 The site measures approx. 0.75 ha and is located within the development boundary as identified by the Proposals Map of the Monmouthshire Local Development Plan (LDP) and is adjacent to the town centre. Part of the site is allocated as an Area of Amenity Importance.

1.2 Proposal Description

1.2.1 This application seeks consent for the redevelopment of the site to provide 46 affordable homes, car parking, landscaping and associated works. Access comprises one vehicular access point utilising the existing access on the north/ west boundary from Woodstock Way.

1.2.2 The existing pedestrian crossing on Woodstock Way has been considered in the design and layout of the proposed development with a pedestrian access point linking to the crossing; a pedestrian link through the site is proposed providing opportunity to link the town centre with the leisure centre to the south.

1.2.3 The dwellings are proposed to be arranged around the perimeter of the site with flats proposed on the exterior boundaries and houses proposed against the internal boundary with the school. The flats range between 2 and 3 storeys with the houses all 2 storey and arranged as an angular crescent terrace.

1.2.4 All development is built around a central area of open space which hosts landscaping, planting and a pedestrian access link. Parking is proposed in blocks throughout the development and is broken up by location and planting to avoid a mass area of parking. Electric Vehicle charging has been incorporated from the outset with just under half of the spaces having EV charging available.

1.2.5 Overall the proposed design is contemporary with inspiration being drawn from the High School and other built forms in the area. Additional detail in respect of scale, design and position of the development is illustrated in full on the submitted drawings.

1.2.6 Car parking has been carefully considered with an emphasis on sustainable travel and connectivity to alternative modes of public transport given the sites proximity to the town centre. In addition, cycle parking has been provided for all residents across the site encouraging increased active travel participation. The site has also been designed with high levels of sustainability in mind and built in line with the Wales Housing Quality Standards 2023. All homes will have to meet EPC rating of A and will make the best use of renewables such as solar panels.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DM/2023/01030	Proposed residential development of 46 affordable dwellings, car parking, landscaping and associated works.	Pending Consideration	

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S1 LDP The Spatial Distribution of New Housing Provision
S12 LDP Efficient Resource Use and Flood Risk
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S16 LDP Transport
S17 LDP Place Making and Design
S4 LDP Affordable Housing Provision
S5 LDP Community and Recreation Facilities

Development Management Policies

CRF2 LDP Outdoor Recreation/Public Open Space/Allotment Standards and Provision
DES1 LDP General Design Considerations
EP3 LDP Lighting
EP5 LDP Foul Sewage Disposal
GI1 LDP Green Infrastructure
H1 LDP Residential Development in Main Towns, Severnside Settlements and Rural Secondary Settlements
LC5 LDP Protection and Enhancement of Landscape Character
MV1 LDP Proposed Developments and Highway Considerations
MV2 LDP Sustainable Transport Access
NE1 LDP Nature Conservation and Development
SD1 LDP Renewable Energy
SD2 LDP Sustainable Construction and Energy Efficiency
SD4 LDP Sustainable Drainage
CRF3 LDP Safeguarding Existing Recreational Facilities and Public Open Space

Supplementary Planning Guidance

Affordable Housing SPG July 2019
Renewable Energy and Energy Efficiency SPG March 2016
Green Infrastructure April 2015
Monmouthshire Parking Standards (January 2013)

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040;
Policy 2 - Shaping Urban Growth and Regeneration - Strategic Placemaking
Policy 3 - Supporting Urban Growth and Regeneration - Public Sector Leadership
Policy 6 - Town Centre First
Policy 7 - Delivering Affordable Homes
Policy 9 - Resilient Ecological Networks and Green Infrastructure

Planning Policy Wales (PPW) Edition 11

Technical Advice Notes

Technical advice note (TAN) 2: planning and affordable housing
Technical advice note (TAN) 12: design

5.0 REPRESENTATIONS

5.1 Consultation Replies

Caldicot Town Council: It is recommended that the application be refused.

The reasons for refusal - lack of information in application/research, lack of consultation with local community, initial use of land was promised to community, inadequate links with active travel.

MCC Highways: No Objection

Originally objected in relation to the proposed one way road layout and the level of parking. However, after revisions to create a two way road system the Highway Authority (HA) would confirm that it is now acceptable.

With regards to parking provision, the HA still maintain the view that it does not accord with the parking standards however it is understood that the Planning Authority are prepared to accept parking as proposed based on the site's sustainable location in terms of active travel, public transport and access to local amenities.

MCC Environmental Health: Concerns, recommends conditions.

EH suggested that a noise assessment should be undertaken to assess the impact of noise on both the internal and external elements of the proposed development.

In addition it is proposed that a Construction Environmental Management Plan be conditioned and submitted which shall identify steps and procedures that will be implemented to minimise noise. Restrictions on the proposed construction hours are also suggested.

In terms of Air Quality, depending on the potential increase in traffic generated by the development an Air Quality Assessment might be required.

In terms of contaminated land, conditions are proposed and the contents of the Contaminated Land Site Investigation Report provides sufficient information to partially address remediation conditions.

MCC Ecology: Holding Objection

A PEA has been submitted in relation to the proposed scheme. Original comments considered the scheme suitable and the level of GI and Biodiversity enhancement features were considered to be of suitable net benefit. However, the reduction in green central green space has reduced the GI which should be reinstated. The proportion of native planting was previously low, and has subsequently been reduced further, which is requested that this be rectified.

MCC Active Travel: Qualified Objection.

Objections relate to the internal layout of pathways and pavements in relation to width and location, raising concerns that these are not ideal from a pedestrian point of view.

That the SE corner of the development would not be linked to the school as the school require a contained site with few entrances and exits. Therefore this limits direct access to the site from the school and suggest access could be achieved onto Woodstock way from the SE corner

Concerns that cycle parking is not ideally or conveniently located to maximise the opportunities and use of cycles for the residents

MCC Drainage Team: No objection subject to condition.

The application has demonstrated an adequate means of surface water discharge and will be subject to SAB.

There are no objection on flooding grounds.

Conditions are suggested to manage surface water to prevent hydraulic overloading.

MCC Affordable Housing Officer: No objection.

MCC Landscape Officer: No objection subject to condition.

Following amendments the application for the proposed development have been submitted with a revised set of plans that are acceptable from Landscape and GI perspective.

Dwr Cymru – Welsh Water (DC-WW): No objection subject to condition.

The proposed development crosses a trunk distribution watermain, therefore the developer must contact DCWW before any development commences on sites. They note the intention to drain both foul and surface water to the public sewer and have no objection, they note the requirement for SAB approval.

5.2 Neighbour Notification

This application was advertised by means of four site notices, an advertisement in the Free Press and via direct neighbour consultation. No responses have been received.

5.3 Local Member Representations

None.

Please note all representations can be read in full on the Council's website:

<https://planningonline.monmouthshire.gov.uk/online-applications/?lang=EN>

6.0 EVALUATION

6.1 Principle of Development

6.1.1 The proposed development has been screened under the Environmental Impact Assessment Regulations and it is considered that an Environmental Statement is not required.

6.1.2 Planning Policy Wales (PPW) and Future Wales: The National Plan, set the policy framework for Planning in Wales and both place significant weight upon sustainability and sustainable developments within appropriate locations. The application site is located within the settlement boundary where there is a presumption in favour of sustainable development and the efficient use of land is encouraged. The proposal seeks consent for the construction of 46 affordable homes on previously developed land as defined by PPW. PPW states, "Previously developed (also referred to as brownfield) land should, wherever possible, be used in preference to greenfield sites where it is suitable for development. In settlements, such land should generally be considered suitable for appropriate development where its re-use will promote sustainability principles and any constraints can be overcome".

6.1.3 Future Wales sets out that the regeneration initiatives for existing settlements should promote a mixed use, high density approach for urban centres that offer residential accommodation at a walkable distance from local amenities with easy access to public modes of transport. A 'Town Centre First' approach is set out by Policy 6 of Future Wales, which clearly identifies town centres as more than the extent of designated retail areas and states they should be the focus of growth and regeneration, promoting residential development within and adjoining town centre boundaries.

6.1.4 Future Wales identifies appropriate densities for new residential developments (Policy 2) stating; "To support the economic and social success of our towns and cities, including sustaining public transport and facilities, urban growth and regeneration should increase the population density of our towns and cities. New developments in urban areas should aim to have a density of at least 50 dwellings per hectare (net), with higher densities in more central and accessible locations". In this case, the proposed density would exceed the 50 dwellings per ha (approximately 61 dwellings per ha), but given the central location of the site and its access to the town centre and to public modes of transport it is considered that the scheme accords with the aims of Future Wales in respect of delivering high density residential developments within appropriate urban areas that will support the economic and social success of the town centre.

6.1.5 LDP Policies S1, H1, S4, and DES2 are applicable in establishing the principle of the development. S1 and H1 provide a local planning policy backing for the principle of building residential developments within such locations. S4 relates to the provision of affordable housing, in

this case as the proposal seeks 100% affordable housing no objection or concern is raised in this respect as this exceeds the minimum set by the policy.

6.1.6 DES2 relates to the protection of Areas of Amenity importance, a small section on the site is allocated in the LDP as an area of amenity importance, however this allocation was applied to the playing fields located adjacent to the former layout of the School. This area has since been developed and now hosts the ASDA superstore and access road. It is therefore considered that the circumstances since the earlier allocation of amenity land have significantly changed and this application would not conflict with the aims of the policy that aims to preserve active amenity space for local residents. No objection is raised to the principle of the development.

6.2 Sustainability

6.2.1 As stated above the application site is located within the settlement boundary and is in very close to Caldicot Town Centre which features a wide range of shops and services. Future occupiers would be well served by the town centre amenities and would have easy access via sustainable modes of transport. Access to public transport is easily accessible from the site with a bus route operating along Woodstock Way and a bus stop being located close by on Woodstock Way. Caldicot Train Station is located via an approximately 0.5 mile walk from the site.

6.2.2 The submission includes bike stores for all residents, with availability of lockable storage close to the flats and all homes to have lockable sheds to the rear gardens (a requirement of the Wales DQR standards) . This will encourage increased use of sustainable modes of transport, this combined with a pedestrian route linking the town centre and leisure centre as part of the submission running through the site aims to increase the opportunities for active travel. These features both add to the sustainable credentials of the scheme, encouraging sustainable modes of transport through design.

6.2.3 The proposed homes have been designed to meet Welsh Development Quality Requirement (WDQR) 2021 standards which includes energy efficient, low carbon homes (for instance, the homes will be served by solar panels). These standards ensure that all new affordable homes are built with an aim to working towards Net Zero Carbon, all new homes must achieve an EPC rating of A through considering appropriate construction, not using fossil boilers or space heating. All homes will make use of renewables and will maximise the use of solar throughout the development. Therefore, no concern is raised to this application in respect of sustainability.

6.3 Place Making/Good Design

6.3.1 The application site comprises an irregularly shaped parcel of land adjacent to both the High School and town centre, however much of the existing built form faces away from the site with the service yards of both the ASDA and Aldi supermarkets accessed via Woodstock Way and the town centre developments facing away from it. Therefore, it is considered that the proposal presents an opportunity to enhance the existing public realm in this area through the proposed development by creating active frontages along the perimeter and by providing an enhanced pedestrian link through the site from the town centre to the leisure centre.

6.3.2 The proposal adopts a contemporary design which is considered to be acceptable and appropriate for this location. The design has taken inspiration from the nearby High School thus ensuring there is cohesion in respect of the built form in the area and ensuring there is no unacceptable impact on the character of the area. The maximum height proposed is three-storey; this is not considered to be excessive in this location given the scale of the surrounding built form and having consideration to the height of the buildings that formerly occupied this site. This proposal is 'bespoke' to this site and offers design solutions to address its constraints as opposed to trying to disguise them - examples are the design of the block of flats which addresses the corner plot through its shape and "cut off corner" and the shape of the terraced houses with an angular crescent that responds to the wider layout of the site.

6.3.3 Whilst the proposal is considered to enhance the public realm when viewed from outside the site it is also considered to create an attractive environment inside the site by arranging all

development around a central area of open space. This area of open space is considered to be a focal point for the development, creating an attractive green feature. The open space has been designed as multi-purpose and would offer a pleasant outlook for the new dwellings, useable outdoor space, a SuDS feature and would contribute towards the biodiversity offering in the area that is accessible to all. The proposed design promotes natural surveillance in the area, both within and outside of the site, again according with the good design principles supported by the Place Making Charter and Technical Advice Note 12: Design (TAN12). The proposed pedestrian path through the site would provide a link from the leisure centre to the town centre, therefore not only enhancing the pedestrian permeability of the area but also assisting in the integration of this development into the area by making it an accessible and functional space.

6.3.4 The proposed highway network and car parking areas have been designed taking the principles of the Place Making Charter into consideration by ensuring the amount of hard surfacing is kept to a minimum with green space and pedestrian movements prioritised. The road network and the car parking spaces have been arranged to ensure there is not a large mass of hard surface/ car parking.

6.3.5 Overall it is considered that the proposed development will result in an enhanced public realm and would make a positive contribution to the amenity and character of the area. The proposed design has placed significant emphasis upon the objectives of the Place Making Charter to ensure that green infrastructure and public realm are prioritised over excessive amounts of hard surfaces and to ensure that natural surveillance is maximised both within and outside the proposed development area.

6.4 Biodiversity/Green Infrastructure

6.4.1 At present the application site has limited ecological value with scarce features for biodiversity as confirmed by the Council's Ecologist. A Preliminary Ecological Appraisal (PEA) report by Soltys Brewster Ecology has been submitted to inform the scheme. PPW11 sets out that "planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. This means that development should not cause any significant loss of habitats or populations of species, locally or nationally and must provide a net benefit for biodiversity" (para 6.4.5 refers). This policy and subsequent policies in Chapter 6 of PPW 11 respond to the Section 6 Duty of the Environment (Wales) Act 2016.

6.4.2 The PEA recommends a number of measures to enhance the site for biodiversity including provision of bird and invertebrate boxes, native species planting and the design of SuDS features to benefit biodiversity. The Council's Ecologist has reviewed the proposed development and concludes that, despite the amended internal road layout having reduced the area of green space and wet meadow area, there has also been a reduction in the mix of native species which reduces the overall net benefit to an unacceptable level. However, a change to the planting mix and inclusion of more native species would address this concern. Therefore a condition is applied to required an enhanced planting mix increasing native species which have an enhanced biodiversity value.

6.4.3 Therefore, with that condition, the proposed development will be able to secure a net benefit in this respect resulting in an overall betterment. It is considered that the proposal meets the requirements of both local and national planning policies and the objectives of Section 6 of The Environment Wales Act. Additionally, the GI and biodiversity features are considered to result in an enhanced public realm and to make a positive impact in respect of the amenity and character of the area.

6.5 Landscape

6.5.1 The application site is within a built up area in close proximity to the town centre. The maximum height of the buildings as proposed is three storeys and this is not considered to be excessive or to result in a visually incongruous form of development in this area, particularly when viewed within the context of the neighbouring High School building. Additionally, the former High School building that occupied this site was three storeys tall. It is not therefore considered that the proposed development

would result in any unacceptable adverse impact upon the landscape/ landscape character within the area. No conflict with LDP Policy LC5 has been identified.

A condition requiring a lighting schedule for the whole development has also been included.

6.6 Impact on Amenity

6.6.1 The application site is surrounded by commercial or other non-residential uses and thus, given the separation distance between the development site and the closest neighbouring dwelling the proposed development is not considered to have any unacceptable adverse impact upon the living conditions of local residents.

6.6.2 Consideration has been given to the amenity/ living conditions of future occupiers, and it is considered that the proposed development is acceptable in this respect as future occupiers will be well served by sufficient space internally and externally. Additional facilities such as bike stores are proposed on site. The Council's Environmental Health Officer has been consulted on this application and raises no objection, although they have requested a noise impact assessment be undertaken prior to the commencement of development. This has been agreed that this will be secured through a condition to ensure a noise impact assessment and any relevant mitigation be agreed prior to commencement of development. Therefore, there is no identified conflict with LDP Policy EP1 has been identified.

6.6.3 In addition the Environmental Health Officer requested a condition requiring a Construction Environmental Management Plan and proposed hours of construction work. A condition has been applied requiring a Construction Management Statement and a CTMP which also includes hours of operation.

6.7 Highway Safety/Parking Provision

6.7.1 The Council's Highways Department has been consulted on this application and had initially raised an objection on the basis that the proposed parking provision is below the adopted standards and due to the arrangement of the highway network as a one way system. The applicants and their highway engineers have reviewed the proposed layout to incorporate a two way system that has been reconsidered and is now deemed acceptable by the Council's Highway Engineers.

6.7.2 The proposed parking provision would be lower than is required to accord with the Council's current adopted parking standards, the proposed development would provide one parking space per dwelling. The parking spaces are proposed to meet the size requirements as requested by Highways and a swept analysis has been undertaken which demonstrates that service and emergency vehicles can access/egress the site in a safe manner. It is noted that the adopted parking standards are guidance only, were adopted in 2013 and have therefore been superseded by both PPW11 and Future Wales, both of which advocate for lower levels of car parking or car-free developments in suitable locations (see excerpts below). In this instance, given the highly sustainable location of the application site in conjunction with the proximity to public modes of transport and the active travel principles that are incorporated into the scheme, therefore planning officers have no objection to the proposed parking provision within the proposed resultant scheme.

6.7.3 Furthermore, it is noted that this application seeks consent for 100% affordable homes where on average, car ownership is lower when compared with open market homes. Therefore, the need for parking is considered to be less in this instance and provides further justification for the relaxation of parking standards in this highly sustainable location. Car ownership across the entire MCC area has been reviewed. The Census shows a total of 5,288 socially rented households, of which 88% have either no car ownership (46%) or have one car (42%). This equates to an average of 0.69 cars per socially rented household, compared with 1.54 for owner occupied housing. As such, the significant majority of social rented households in MCC have low car ownership and the level of ownership is broadly half that of owner occupied housing. Additionally, car ownership of social rented households within the most comparable output area is 0.41 cars per household, so is lower again with 97% owning one car or less. As such, the level of ownership for affordable housing within the centre of Caldicot is very low, which reflects the highly sustainable location. Based on this data,

it is considered that potential future residents would be less likely to own a car or may own one car, and sustainable modes would provide realistic and attractive alternatives and these are currently being used by existing residents.

PPW11

4.1.50 "Parking provision should be informed by the local context, including public transport accessibility, urban design principles and the objective of reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport. Planning authorities must support schemes which keep parking levels down, especially off-street parking, when well designed".

4.1.52 "Parking standards should be applied flexibly and allow for the provision of lower levels of parking and the creation of high quality places".

Future Wales

Policy 12 page 83 "Planning authorities must act to reduce levels of car parking in urban areas, including supporting car free developments in accessible locations and developments with car parking spaces that allow them to be converted to other uses over time".

Policy 12 Page 86 "Planning authorities should also challenge perceptions that housing needs to be built with parking on plots, which promotes car-dominated developments, and promote different ways of dealing with cars that encourage a reduction in car use and increase active travel and use of public transport".

Policy 12 Page 87 "Whilst we do not know what the future holds, the location and design of car parking should enable conversion to other uses over time".

Given the above more recent adopted national planning policy it is considered acceptable and appropriate to accept the reduced parking level as proposed. In addition, 32 EV parking spaces have been provided which is considered to be far more than policy compliant.

6.7.5 In respect of Active Travel (AT), a qualified objection has been received by the AT Officer, and following this written representation clarification has been sought and confirmed that the paths within the site are designed to AT guidance as sought and therefore no concern is raised in this respect. The AT Officer has expressed a desire for further pedestrian and AT links from this site, but when considering the scale of the proposal and its central location in combination with the extent of land ownership and the extent of the highway verge it is considered that the links as proposed are suitable to serve this relatively small development. Concerns have been raised in relation to the location of the cycle stores, however these are located between the flats where they serve the north-eastern, north-western and eastern-most corner; whilst they are not at the entrance to the flats they are available and accessible. Concerns were also raised in relation to the rear access lane in terms of safety and security. However, the rear lane is required in accordance with the Welsh DQR standards which require an additional means of escape from the garden in the event of a fire. Therefore, in order to improve the safety of the lane, a condition requiring details of lighting and security measures to restrict the use of the lane to residents of the terrace only is proposed.

6.8 Affordable Housing

6.8.1 This application is submitted on behalf of Monmouthshire Housing Association and seeks to provide 100% affordable homes. This exceeds the policy requirement of 25% for residential developments in this area. The mix of housing proposed reflects the need within the area; the Council's Affordable Housing Officer has been consulted on this application and raises no objection. As Monmouthshire Council are the current land owners, the affordable housing provision will be secured through a unilateral undertaking as this is more appropriate than a S106 agreement in this instance.

6.9 Surface Water Drainage

6.9.1 The proposed development is subject to Schedule 3 of the Flood and Water Management Act 2010. The development therefore requires approval of Sustainable Drainage Systems (SuDS) features, in accordance with the 'Statutory standards for sustainable drainage systems - designing, constructing, operating and maintaining surface water drainage systems'. The applicant has undertaken pre-application discussions with MCC's Drainage Department. Whilst formal approval for the SuDS scheme has not been received yet, this will be required prior to the commencement of development and it appears that the site can achieve a SuDS compliant system. The Council's Drainage Department have been consulted on this application and raise no objection to the proposed development in respect of drainage.

6.10 Foul Drainage

6.10.1 The development site is located in an area served by Dwr Cymru - Welsh Water sewers and therefore the intention is to connect the proposed development to the existing sewerage system. DC-WW have been consulted on this application and raise no concern or objection in relation to the capacity of the network in the area. The area is outside of any affected Special Area of Conservation and therefore no issue is raised in respect of phosphate/nitrate pollution entering the water network.

6.11 Environmental Health

6.11.1 Environmental Health Officer commented in relation to noise which is addressed in the Amenity section of the report, above. However, further comments have been provided in relation to contaminated land and air quality.

Given the site is vacant land following the demolition of the school buildings in 2018, the EH officer recommends that site investigation/risk assessment is carried out to assess land contamination. This could be managed through a condition requiring site assessment and any remedial work necessary. The Site Investigation Report that has been submitted partly addresses the information required as part of a remediation and validation condition and therefore the remaining parts d-e are conditioned only. These have been added to the list of proposed conditions at the end of the report.

In terms of air quality, the development proposes more than 10 residential units and car parking spaces, therefore an air Quality Impact Assessment would be required if the development will have a change of vehicle flows of more than 500 annual average daily traffic. The Traffic Assessment submitted with the application shows that the average daily traffic is 124, well below the 500 threshold and therefore an Air Quality Assessment is not required.

Irrespective as to whether an air quality impact assessment is undertaken they provide further advice as to how the development could implement good air quality design principles to reduce emissions, a number of which have been implemented within the proposed scheme, others are addressed through separate legislation and requirements, such as the Building Regulations.

6.12 Planning Obligations

6.12.1 This scheme will deliver 100% affordable housing (46 homes). Therefore, no additional financial contributions will be sought. The affordable homes will be secured via a legal agreement between the applicant and the Council.

6.13 Response to the Representations of Third Parties and Town Council

The Town Council have recommended that the proposed development is refused citing the following reasons:

Lack of information in application/research: No further clarification has been provided on what additional information is deemed to be lacking. It is the view of the LPA that there is sufficient information for the application to be determined.

Lack of consultation with local community: The applicant has undertaken the required level of community engagement prior to this application being submitted, including a Public Pre-application

Consultation (PAC) and the planning authority has exceeded the publicity as required for this level of application; therefore it is considered that the consultation as undertaken is sufficient.

Initial use of land was promised to community: The LPA must consider the use of the land as proposed through this application only. The use of the land for 100% affordable housing is considered to be a benefit to the community and the proposal is considered to improve the public realm within the area and to provide enhanced pedestrian links within the town.

Inadequate links with active travel: No further details have been provided in respect of this comment. Comments in relation to active travel have been cited and addressed in the above sections of the report.

6.14 Well-Being of Future Generations (Wales) Act 2015

6.14.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.15 Conclusion

The proposed development would deliver 46 much needed affordable homes within a highly sustainable location on brownfield land. The proposed development would deliver a bespoke design solution for the site which is considered to respond well to the area, resulting in a benefit visually and contributing positively to the objectives of the Place Making Agenda. The application demonstrates an acceptable means of dealing with surface water drainage and would provide a net benefit in respect of biodiversity and green infrastructure in the area. Following amendments to the layout there are no unacceptable impact in terms of highway safety. The proposal accords with the aims and objectives of both local and national planning policies and is therefore recommended for approval subject to conditions and a legal agreement securing the affordable housing provision.

7.0 RECOMMENDATION: APPROVE

Subject to a Legal Agreement requiring the following: All 46 proposed properties will be for Affordable Housing.

Unilateral Undertaking Heads of Terms

If the Unilateral Undertaking is not signed within 6 months of the Planning Committee's resolution then delegated powers be granted to officers to refuse the application.

Conditions:

5 YEARS

1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

APPROVED PLANS

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

NOISE

3 Prior to commencement of development, a noise assessment shall be submitted to and approved in writing by the Local Planning Authority assessing the impact of existing noise on the both the internal and external elements of the proposed development. The assessment shall be undertaken by a suitably qualified acoustic consultant and have regard to relevant standards such as BS8233:2014 and 'guidance on sound insulation and noise reduction for buildings' and BS 4142:2014+A1:2019 'Methods for rating and assessing industrial and commercial sound' and WHO Guidelines for Community Noise 1999. Where appropriate the report shall propose suitable mitigation to guide the design of the development including the potential for overheating within those properties where windows are required to be kept closed. Mitigation proposals shall be in line with current Building Regulations and shall be agreed in writing with the Local Planning Authority prior to the commencement of development. The development shall only proceed in accordance with the details hereby approved.

REASON: To ensure that the amenities of future occupiers are protected.

PD RIGHTS LIGHTING

4 Notwithstanding the Town & Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification) no lighting or lighting fixtures shall be installed on any building or within the curtilage of the site until an appropriate lighting plan which includes low level PIR lighting and allows dark corridors for bats has been agreed in writing with the LPA.

Reason: To safeguard foraging/commuting habitat of Species of Conservation Concern in accordance with Section 6 of the Environment Act (Wales) 2016 and LDP policies EP3 and NE1.

ECOLOGICAL ENHANCEMENT - COMPLIANCE

5 The approved 'Ecological Enhancement Plan' drawing by Soltys Brewster Ecology, which illustrates the position of the biodiversity net benefit feature, shall be implemented in full and shall be retained as such in perpetuity. Evidence of compliance with the plan in the form of georeferenced photographs must be provided to the LPA no more than three months later than the first beneficial use of the development.

Reason: To provide biodiversity net benefit and ensure compliance with PPW 11, the Environment (Wales) Act 2016 and LDP policy NE1

CMS

6 No development, demolition, earth moving shall take place or material or machinery brought onto the site until a Construction Method Statement has been submitted to and approved in writing by the local planning authority. The content of the method statement shall include details of measures to protect; 1) Nesting Birds, 2) Hedgehogs, 3) Invasive Species Removal. The construction Method Statement shall thereafter be implemented in full.

Reason: Safeguarding of protected and priority species during construction works LDP policy NE1 and the Section 7 of the Environment Act (Wales) 2016.

HARD AND SOFT LANDSCAPING

7 Notwithstanding the approved plans, specifically 201 PL06 Soft Landscaping GI Plan, Prior to the commencement of development full and comprehensive details of soft and hard landscape works, including details of the proposed native planting mix, shall be submitted to and approved in writing by the Local Planning Authority. Details shall include: Detailed scaled plans, showing existing and proposed levels and cross sections relating to the proposed bin and bikes store between the large block and mixed block on the east of the site. Hard landscape materials shall include location and details of proposed lighting and details for structures (e.g. signs, bins, stores, benches).

Reason : In the interests of visual and landscape amenity; in accordance with Policies DES1 & LC1/5, GI 1 and NE1 of the Local Development Plan

LANDSCAPING COMPLIANCE

8 All hard and soft landscape works shall be carried out in accordance with the approved details and to a reasonable standard in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice. The works shall be

carried out prior to the occupation of any part of the development or in accordance with the timetable agreed with the Local Planning Authority.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs and ensure the provision afforded by appropriate Landscape Design and Green Infrastructure LC5, DES 1, S13, and GI 1 and NE1.

SURFACE WATER

9 Surface water flows from the development shall communicate with the public surface water sewer through an attenuation device that discharges at a rate not exceeding 5.9 l/s.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment

PD RIGHTS MEANS OF ENCLOSURE

10 Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) Order 1995 (as amended for Wales) (Or any order revoking and re-enacting that Order with or without modification, no fences, gates or walls, shall be erected other than those expressly authorised by this permission.

REASON: To protect the character and appearance of the proposed development in accordance with LDP Policy DES1.

PD RIGHTS EXTENSIONS

11 Notwithstanding the provisions of Schedule 2, Part 1, Class A (sections (h) and (j), B, C and D of The Town and Country Planning (General Permitted Development) Order 1995 (as amended for Wales) (or any order revoking or re-enacting that order with or without modification, no extensions with more than one storey, roof enlargements or alterations and porches shall be erected.

REASON: To protect the character and appearance of the proposed development and the living conditions of neighbouring occupiers.

EXTERNAL FINISHES

12 Notwithstanding the details of the approved plans, prior to any works taking place above slab level, samples of the proposed external finishes shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with those agreed finishes which shall remain as such thereafter unless otherwise approved in writing by the Local Planning Authority. The samples shall be presented on site for the agreement of the Local Planning Authority and those approved shall be retained on site for the duration of the construction works.

REASON: In the interests of the visual amenity of the application site and wider area, in accordance with policy DES1 of the LDP.

FOOTPATHS

13 Notwithstanding the approved plans, prior to the completion of the development the footpaths and service strips as shown on the approved plans shall be implemented and completed.

Reason: In the interests of highway and pedestrian safety in accordance with LDP Policy MV1

CTMP

14 Prior to the commencement of development a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Local Planning Authority, which shall include traffic management measures, hours of working, measure to control dust, noise and related nuisances and measures to protect adjoining users from construction works. The development shall be carried out in accordance with the approved CTMP.

Reason: To ensure the development is carried out in a safe and considerable manner in accordance with the requirements of policy EP1, and DES1 of the LDP.

PARKING

15 Prior to the occupation of any dwelling, the parking space(s) for that dwelling shall be laid out within the site in accordance with the approved plans and those spaces shall thereafter be kept available for the parking of vehicles in perpetuity.

Reason: To reduce the need for on street parking in the interests of highway safety.

OCCUPATION- ROAD SURFACE

16 No building shall be occupied until that part of the road which provides access to it has been constructed to at least base course level in accordance with the approved plans.

REASON: In the interests of highway safety.

CONTAMINATED LAND REMEDIATION AND VALIDATION

17 No part of the development hereby permitted shall be occupied until:

d) Following remediation, a Completion/Validation Report, confirming the remediation has been carried out in accordance with the approved details, shall be submitted to, and approved in writing by, the Local Planning Authority.

e) Any additional or unforeseen contamination encountered during the development shall be notified to the Local Planning Authority as soon as is practicable. Suitable revision of the remediation strategy shall be submitted to and approved in writing by the Local Planning Authority and the revised strategy shall be fully implemented prior to further works continuing.

Reason: To ensure that any potential risks to human health or the wider environment which may arise as a result of potential land contamination are satisfactorily addressed.

CONTAMINATED LAND – IMPORTED MATERIAL

18 Prior to import to site, soil material or aggregate used as clean fill or capping material, shall be chemically tested to demonstrate that it meets the relevant screening requirements for the proposed end use. This information shall be submitted to and approved in writing by the Local Authority. No other fill material shall be imported onto the site.

Reason: To ensure that any potential risks to human health or the wider environment which may arise as a result of potential land contamination are satisfactorily addressed.

ESTATE PHASING AND COMPLETION

19 No development shall commence until an Estate Street Phasing and Completion Plan has been submitted to and approved in writing by the Local Planning Authority. The Estate Street Phasing and Completion Plan shall set out the development phases and the standards that estate streets serving each phase of the development will be completed.

Reason: To ensure that the estate streets serving the development are completed and thereafter maintained to an acceptable standard in the interest of residential / highway safety; to ensure a satisfactory appearance to the highway's infrastructure serving the development and to safeguard the visual amenities of the locality and users of the highway.

MANAGEMENT AND MAINTENANCE OF STREETS

20. No development shall commence until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved by the local planning authority. [The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as an agreement has been entered into under section 38 of the Highways Act 1980 or a private management and Maintenance Company has been established].

Reason – In the interests of highway safety

SECTION 278 AGREEMENT

21. No development shall commence until the applicant has entered into a Section 278 agreement, pursuant to the Highways Act 1980, with the Council for the works associated with the access and footway provision and associated works on Woodstock Way.

Reason: In the interest of highway safety

INTERNET CAPABILITY

22. No development shall take place until a scheme to enable the provision of gigabit capable broadband infrastructure from the site boundary to the (dwellings/buildings) hereby permitted has been submitted to and agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

REASON: to support the roll out of digital communications infrastructure across Wales in accordance with Policy 13 of Future Wales.

EV DETAILS

23. Details of the proposed electric vehicle (EV) charging points shall be submitted to and approved in writing by the Local Planning Authority prior to the installation of the charging points.

The EV charging points shall then be installed in accordance with these details here approved.

The EV charging points shall be installed prior to the occupation of the properties.

REASON –: In the interests of highway and pedestrian safety in accordance with LDP Policy MV1

BIKE STORAGE DETAILS

24. Details of the proposed bike storage shall be submitted to and approved in writing by the Local Planning Authority prior to the installation of the bike stores. The bike stores shall then be installed in accordance with these details hereby approved. The bike storage shall be installed prior to the occupation of the properties.

REASON: In the interests of the visual amenity of the application site and wider area, in accordance with Policy DES1 of the LDP.

REAR LANE LIGHTING AND SECURITY DETAILS

25. Full details of the proposed security to be installed to ensure adequate safety for the proposed lane to the rear of the terraced houses shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of development. The development shall proceed in accordance with the details hereby approved.

REASON: In the interests of the amenity of the application site and wider area, in accordance with Policy EP1 of the LDP.

INFORMATIVES

1 Any person carrying out the development to which this planning permission relates must display at or near the place where the development is being carried out, at all times when it is being carried out, a copy of any notice of the decision to grant it, in accordance with Schedule 5B to the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 as amended and Section 71ZB of the Town and Country Planning Act 1990 as amended by Section 34 of the Planning (Wales) Act 2015.

2 Please note that Bats are protected under The Conservation of Habitats and Species (Amendment) Regulations 2017 and the Wildlife and Countryside Act 1981 (as amended). This protection includes bats and places used as bat roosts, whether a bat is present at the time or not. If bats are found during the course of works, all works must cease and Natural Resources Wales contacted immediately. Natural Resources Wales (NRW) (0300 065 3000).

3 All birds are protected by the Wildlife and Countryside Act 1981. The protection also covers their nests and eggs. To avoid breaking the law, do not carry out work on trees, hedgerows or buildings where birds are nesting. The nesting season for most birds is between March and September.

4 As of 7th January 2019, all construction work in Wales with drainage implications, of 100m² or more, is now required to have Sustainable Drainage Systems (SuDS) to manage on-site surface water (whether they require planning permission or not). These SuDS must be designed and constructed in accordance with the Welsh Government Standards for Sustainable Drainage. The SuDS Approving Body (SAB) is a service delivered by the Local Authority to ensure that drainage proposals for all new developments of at least 2 properties OR over 100m² of construction area are fit for purpose, designed and built in accordance with the National Standards

for Sustainable Drainage published by Welsh Ministers. If you are in any doubt as to whether you require SAB approval, please contact: SAB@monmouthshire.gov.uk
For advice regarding the application process and general enquiries - 01495 768306
For technical advice regarding your SuDS design and meeting the National Standards - 01633 644730

5 The Naming & Numbering of streets and properties in Monmouthshire is controlled by Monmouthshire County Council under the Public Health Act 1925 - Sections 17 to 19, the purpose of which is to ensure that any new or converted properties are allocated names or numbers logically and in a consistent manner. To register a new or converted property please view Monmouthshire Street Naming and Numbering Policy and complete the application form which can be viewed on the Street Naming & Numbering page at www.monmouthshire.gov.uk
This facilitates a registered address with the Royal Mail and effective service delivery from both Public and Private Sector bodies and in particular ensures that Emergency Services are able to locate any address to which they may be summoned. It cannot be guaranteed that the name you specify in the planning application documents for the address of the site will be the name that would be formally agreed by the Council's Street Naming and Numbering Officer because it could conflict with the name of a property within the locality of the site that is already in use.

Application Number: DM/2023/01042

Proposal: Change of use from agriculture to land for the keeping of horses (retrospective) proposed erection of stable block for five horses, erection of ancillary storage building, construction of manege

Address: Land north-west of Holly Lodge Road From A48 To Dewstow Road, Fives Lanes, Caerwent

Applicant: Mr Alan Connolly

Plans: PNL-01- Proposed Stables elevations and plan 26.09.22
PLN-02 – Existing and proposed site plan 26.09.22
PLN-03 – Proposed barn elevations and plan 26.09.22
SITE LOCATION PLAN – OS extract,
DESIGN AND ACCESS STATEMENT, SUPPORTING PLANNING STATEMENT,
PRELIMINARY ECOLOGICAL APPRAISAL,
RIDING ARENA CONSTRUCTION GUIDE,
Waste Management Strategy 25.10.23
Soakaway drainage destination and manage details – 14.011.23

RECOMMENDATION: Refuse

Case Officer: Mr Adam Foote
Date Valid: 24.07.2023

This application is returning to Planning Committee following Members deciding not to agree on a motion to approve the application at the meeting on Tuesday 3rd October. Therefore in accordance with the Planning Code of Practice (February 2023) the application was deferred for reasons for refusal to be considered based on the discussion within the meeting.

Reasons for refusal:

1. The application constitutes overdevelopment as it is of a scale and use that is out of keeping with the open countryside setting resulting in an adverse impact on the character of the landscape failing to comply with LDP Policies LC1 and RE6.
2. The development will lead to an unacceptable level of traffic which will be detrimental to current residents and users of the existing single track lane with few passing places, contrary to LDP Policy MV1.
3. The development will have a detrimental impact on the rich biodiversity of the established hedgerows and nearby woodland, affecting both the ecology and natural environment of the area contrary to LDP Strategic Policy S13.

Members also discussed the need for additional information including the following:

- Wooden structure not blockwork
- Details of waste management on site (including general waste)
- Details of landscaping, surface finish of the manege
- Surface water drainage for manege
- Lighting

Additional information has been provided post the meeting noted above, this includes:

- Waste Management Strategy including general waste from site.

- Details of surface water drainage to be discharged into a soakaway under the manage, drawings include details of the surface finish of the manage.
- No additional landscaping is proposed and so no further drawings have been supplied in relation to soft landscaping.
- No additional lighting is proposed and so no further details or drawings have been provided.
- The proposal remains that the building will be constructed in blockwork and not timber; details of the proposed building have been provided under the original submission, dated 26.09.22

Conditions at the bottom of this report have been amended to reflect the additional information provided and relevant consultees.

Following the Committee meeting of 3rd October 2023 further representations have been received, including a petition signed by 50 individuals representing 26 households; The representations are summarised as follows:

Concerns relating to the process of the previous meeting and collating reasons for refusal and additional information.

Concerns that the existing and proposed site plans are inaccurate as they do not show the array of buildings currently present on the land. These buildings have a damaging effect on the character of the local landscape.

That the development has a significant urbanising effect on the Public Right of Way

That the loss of the hedge has a detrimental effect on biodiversity

That the impact on the historic landscape cannot be accurately assessed as the application is lacking in information

Concerns over highway safety

Believe that the application is contrary to the Local Development Plan in relation to LDP policies LC1,LC5 RE3, RE4, RE5, RE6, S10, T2 and T3.

Three reasons for refusal of the application are also suggested relating to the inappropriate built form in the setting, and impact on biodiversity following the removal of hedgerow.

The full content of these comments can be found on the website.

PREVIOUS REPORT (3rd October 2023 Committee)

1.0 APPLICATION DETAILS

1.1 Site Description

The application site comprises an L shaped, 2.11 ha (5.2 acre) field positioned on the north-eastern side of an adopted but unclassified highway known as Five Lanes, Caerwent. The site falls outside of the defined settlement boundaries as shown on the proposals map of the Monmouthshire Local Development Plan (LDP) and therefore for planning purposes is located within the open countryside.

The site is currently enclosed by a combination of post and wire fencing with newly planted and mature and maintained deciduous hedges to the north-west, north-east and the majority of the south-western boundary. Public right of way (footpath) 353/7/1 crosses the site from the south-western boundary leading from the public highway to the north-eastern corner of the land. Vehicular access is gained via a gated access in the south-western corner, adjacent to a gateway serving a field and stables to the west. The area also forms part of the Minerals Safeguarding Area for limestone within the LDP. The Lower Rodge woodland to the north-west is protected as a Site of importance for Nature Conservation (SINC) as it forms part of an ancient and semi natural woodland. The site is outside of the catchment for any riparian Special Area of Conservation (SAC) and is not considered to be in a phosphate sensitive area.

At the time of inspection, the land was laid to pasture with a steel storage container, a small domestic style summer house and a static caravan installed adjacent to the north-western boundary. A gravelled driveway and area of hardstanding have also been installed leading from the vehicular access which has been altered and widened through the removal of part of the south-western boundary hedge and replacement with a 1.8 - 2m high close boarded fence and a set of inward opening double gates which had also been clad with close boarded timber panels. A small paddock area had also been developed using post and wire fencing, adjacent to the south-eastern boundary to provide a contained exercise space for the applicant's dogs. A short section of close boarded fence had also been erected within the field. The PROW has been re-routed from an existing stile running along the boundary of the field and not through the middle as it had run.

Based on aerial photographs, the land appears to have been used as grazing/ pasture for some time having originally formed part of the Council's agricultural estate portfolio, but was subsequently sold. The application site was subdivided from the land to the west between 2000 and 2005. A stables and storage container are evident on the land to the west (i.e. outside the application site) with aerial photographs indicating these were erected/ installed between 2005 and 2010.

1.2 Background

This site was subject of a recent planning appeal (Ref: CAS-02244-P5N1M3) which was dismissed on the basis of the inaccuracy of the supporting plans. There are a number of unauthorised structures/developments on the site which are not sought for retention as part of this application and therefore are not for consideration in the assessment of this application. These structures/developments are being pursued via a separate planning enforcement investigation. Discussions were had between the Planning Officer and the applicant and their agent in an attempt to agree a timeframe/schedule of works for the unauthorised developments which could form part of this application to be controlled via a condition, however as the timeframe was not agreeable this has not progressed and therefore does not form part of this application.

1.3 Proposal Description

The application seeks full planning permission for use of the land for equestrian purposes including the construction of stable and storage facilities and a manege. Consent is sought for the entire site in respect of the equestrian use although the built form/development would be concentrated in the section of land adjacent to the adopted highway. The stables and store are proposed to be sited along the south/west boundary of the field running parallel to the access road with the buildings facing inwards. The buildings adopt a simple utilitarian design typical for this nature of development. The stables are proposed with a stepped arrangement and would be constructed of blockwork with timber cladding and are arranged as five individual stables. The store is proposed to be arranged as a store, tack and dry room with a simple rectangular shape constructed of blockwork and clad in timber. The manege would be located centrally in this section of the field and be constructed with a rubber surface. The proposed plans show the re-routing of the Public Right of Way, and this will require a separate consent. The application includes the erection of boundaries consisting of planting and fencing to demarcate the total area. The scale, design and position of the development is illustrated in full on the submitted drawings.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DM/2021/00738	Proposed equestrian use including an 8 stable block, tack room, hay room, manege and temporary siting of caravan.	Refused	20.07.2022

DC/2005/00094	Replacement Garage (For Private Use)	Approved	22.03.2005
DC/2000/00534	New Pitch Roof Over Existing Flat Roof Extension.	Approved	14.07.2000
DC/2003/01373	Single Storey Side Extension	Approved	13.05.2004

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S10 LDP Rural Enterprise
S12 LDP Efficient Resource Use and Flood Risk
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S15 LDP Minerals
S16 LDP Transport
S17 LDP Place Making and Design

Development Management Policies

RE6 LDP Provision of Recreation, Tourism and Leisure Facilities in Open Countryside
SD4 LDP Sustainable Drainage
LC1 LDP New Built Development in the Open Countryside
LC5 LDP Protection and Enhancement of Landscape Character
NE1 LDP Nature Conservation and Development
EP1 LDP Amenity and Environmental Protection
EP3 LDP Lighting
EP5 LDP Foul Sewage Disposal
M2 LDP Minerals Safeguarding Areas
MV1 LDP Proposed Developments and Highway Considerations
DES1 LDP General Design Considerations

Supplementary Planning Guidance

Renewable Energy and Energy Efficiency SPG March 2016
Green Infrastructure April 2015

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040
Planning Policy Wales (PPW) Edition 11
Technical advice note (TAN) 5: nature conservation and planning
Technical advice note (TAN) 6: planning for sustainable rural communities
Technical advice note (TAN) 12: design
Technical advice note (TAN) 16: sport, recreation and open space
Technical advice note (TAN) 18: transport
Technical advice note (TAN) 24: the historic environment

5.0 REPRESENTATIONS

5.1 Consultation Replies

Caerwent Community Council: Objects to the proposed development; grounds include: highway safety will be compromised; an increase in larger vehicles; insufficient parking on hard standing; a condition may be required regarding who will maintain the new hedge along the diverted public footpath; protected and priority species do not seem to be considered in the application; little consideration of waste storage and collection; existing concerns about the already installed cesspit; no specific detailed plans for temporary vehicles and buildings; illegal removal of hedgerows has already taken place - not mentioned in the environmental report; a postcode error on the application leads to confusion as to who is the owner of the land, and if a condition is applied limiting regular visitors to the site to the applicant and her family, as suggested by the applicant in the supporting planning statement, then it needs to be clear whether it is immediate or extended family.

MCC Highways: No objection

MCC Landscape/GI: No objection subject to conditions

MCC Ecology: No objection subject to conditions

MCC Public Rights of Way (PROW): No objection

Cadw: No objection.

MCC Environmental Health – Acknowledgement that a Waste Management Plan has been submitted. EH are of the opinion that the attached strategy provides sufficient detail to demonstrate how waste will be managed at the proposed development to protect the living conditions of neighbouring occupiers. They do however recommend that the draft condition is amended to include reference to ensure waste is managed in accordance with DEFRA's Codes of Good Agricultural Practice.

MCC Lead Local Flood Authority-

The applicant has demonstrated a mean of surface water discharge via infiltration. The information provided by the applicant to the SAB demonstrates that infiltration is possible and therefore we have no objection on surface water drainage destination basis. The detail of the drainage will be managed through the SAB process.

5.2 Neighbour Notification

This application was advertised by means of three site notices. A number of representations have been received in opposition to the proposed development.

Please note all representations can be read in full on the Council's website:

<https://planningonline.monmouthshire.gov.uk/online-applications/?lang=EN>

6.0 EVALUATION

6.1 Principle of Development

The application site is located in an area of open countryside within the Community of Caerwent. In such locations, there is a general presumption against new development unless the proposed development accords with national planning policy or specific policies in the LDP. In respect of this proposal, policies LC1 and RE6 of the LDP are relevant as they offer the potential for new development in the open countryside subject to the proposal meeting their specified criteria.

Policy LC1 requires the proposal to be considered against one of the following LDP policies: S10, RE3, RE4, RE5, RE6, T2 and T3 and provides the following criterion that proposals must comply with:

- a) the proposal is satisfactorily assimilated into the landscape and complies with Policy LC5;
- b) new buildings are wherever possible located within or close to existing groups of buildings;
- c) the development design is of a form, bulk, size, layout and scale that respects the character of the surrounding countryside; and

d) the development will have no unacceptable adverse impact on landscape, historic / cultural or geological heritage, biodiversity or local amenity value

The relevant policy in this case is LDP Policy RE6 - Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside, which supports new recreational and leisure uses in the countryside.

Policy RE6 specifies the following:

"Development proposals for recreation, tourism and leisure uses in the countryside will be permitted provided that they are of a small-scale, informal nature and subject to detailed planning considerations, including adequate safeguards for the character and appearance of the countryside (particularly its landscape, biodiversity and local amenity value). Development must re-use or adapt existing buildings where possible. In exceptional circumstances new buildings of an appropriate scale may be acceptable where justified and where the proposal meets the criteria set out in Policy LC1".

In principle, the proposed use of the site for the keeping of horses/equestrian activity is considered to be an acceptable use within this location on the basis that the use is personal only and there is no commercial use or livery operated from the site. It is considered that the use of conditions could adequately ensure that the use of the site remained compliant with the objectives of Policy RE6 in this respect. There is no objection to the development of the site for the proposed "arena" or to small scale stables being constructed on site to be used in accordance with the small-scale equestrian use. The stables as proposed are of a limited scale and simple design and therefore are not considered to result in any unacceptable adverse visual impact that would be harmful to the amenity or landscape character of the area.

The agent acting in this matter has provided justification for the scale of the proposed storage building which is considered to be reasonable and warrants the size of the store relative to the number of horses to be stabled on site.

The application forms part of a Minerals Safeguarding Area, although the scale and nature of the proposed development is not considered to sterilise the site from mineral extraction in the future and therefore no objection is raised in this respect.

In this instance the proposed development is considered to comply with the criteria as set by the relevant policies of the Monmouthshire LDP and therefore the proposed development is considered to be acceptable in principle.

6.2 Sustainability

The application site is located outside of the settlement boundaries where both local and national planning policies seek to restrict new development. The site is not easily available via public or sustainable modes of transport and it is therefore considered that most journeys to/from site will be via private motor vehicle. In this case the lawful use of the land is for agricultural purposes and the proposed use for the keeping and exercising of horses for personal use is not considered to result in such a significant uplift to vehicular journeys to/from site and therefore no concern is raised in respect of the sustainability of the site relative to the proposed use.

6.3 Place Making/Good Design/Landscape

The land associated with the proposal extends to about 2 hectares (5 acres) and is positioned on the north side of the Five Lanes highway. With the exception of the unauthorised structures installed on the site by the applicant, there are no buildings on the land, with the area historically used for grazing or for the taking of a hay/ silage crop. Either side of Five Lanes are pockets of development comprising dwellings with outbuildings and/ or stables, field shelters, maneges, etc. Typically, the developments are positioned in close proximity to the highway and as such appear as a form of ribbon development.

With regards to new development in the open countryside, in association with Policy RE6, LC1 specifies the following:

"In such exceptional circumstances, new built development will only be permitted where all the following criteria are met:

- a) the proposal is satisfactorily assimilated into the landscape and complies with Policy LC5;
- b) new buildings are wherever possible located within or close to existing groups of buildings;
- c) the development design is of a form, bulk, size, layout and scale that respects the character of the surrounding countryside; and
- d) the development will have no unacceptable adverse impact on landscape, historic / cultural or geological heritage, biodiversity or local amenity value."

Policy LC5 states:

"Development will be permitted provided it would not have an unacceptable adverse effect on the special character or quality of Monmouthshire's landscape in terms of its visual, historic, geological, ecological or cultural aspects by:

- a) Causing significant visual intrusion;
- b) Causing significant adverse change in the character of the built or natural landscape;
- c) Being insensitively and unsympathetically sited within the landscape;
- d) Introducing or intensifying a use which is incompatible with its location;
- e) Failing to harmonise with, or enhance the landform and landscape; and /or
- f) Losing or failing to incorporate important traditional features, patterns, structures and layout of settlements and landscapes of both the built and natural environment."

Policy DES1 reflects national planning policy and the objectives of good design. The policy sets out the general design considerations that development proposals in the County will be expected to meet in order to ensure that approved developments display character, respect local distinctiveness, complement their surroundings and provide attractive, sustainable and inclusive environs with key areas of consideration being given to ensuring that the amount of development and its intensity is compatible with existing uses; that developments respect the existing form, scale, siting, massing, materials and layout of their setting and any neighbouring quality buildings and developments respect built and natural views and panoramas where they include historical features and / or attractive or distinctive built environment or landscape.

The application site is visible from the public realm and a PROW crosses the land thus, any development is considered to have an impact upon the amenity and character of the immediate area and to impact upon the amenity and character of the countryside.

The proposed manège is considered to be of a scale that is appropriate for private use and is proposed to be finished with a permeable membrane and 100mm thick base of sand shredded rubber and is not illuminated. It is considered that these are finishes appropriate within this context and does not have an adverse impact on the character of the wider landscape.

The proposed external finish of timber cladding is considered to be acceptable for the barn and stable, but it is considered necessary to condition that the external finish will be applied and completed prior to the development coming into beneficial use as to safeguard the special character of the countryside. In this instance given the limited scale and nature of the proposed development it is not considered that there would be any unacceptable adverse impact upon the amenity or character of the area. No conflict with LDP policies DES1 or LC1 have been identified.

The proposed development due to its limited scale and height, siting and acceptable design is not considered to result in any significant impact upon the landscape character of the area that would warrant concern or the refusal of this application. The Council's Landscape/Green Infrastructure Officer has been consulted on this application and raises no objection subject to conditions. No conflict with LDP Policy LC5 has been identified.

6.4 Biodiversity/Green Infrastructure

The application is supported by a Preliminary Ecological Appraisal Report completed by New Ways Ecology dated 24/07/2023 which concludes that the proposed development would not have any significant adverse impact upon biodiversity interests on site or within the wider area. The proposal has been reviewed by the Council's Ecologist who raises no concern in relation to the development subject to conditions in relation to controlling dust generated by the manure, manage lighting and to provide a biodiversity enhancement. In this case the lighting and dust conditions are considered necessary, however the biodiversity net benefit is considered to be achieved by the proposed planting and therefore it is instead considered more appropriate to condition that full details of the planting scheme be submitted for approval prior to the commencement of development.

There are no additional soft landscaping proposals for the site and so it is not necessary to condition further details.

6.5 Historic Environment

The application site is located on the hillside to the south-west, above the village of Caerwent. The wider site is approximately 355m to the south-west of the Conservation Area boundary; 750m to the south-west of the Scheduled Ancient Monument (SAM) with the storage building approximately 500m to the Conservation Area boundary and 900m to the south-west of the SAM designation.

Given the limited height and scale of the proposed development it is considered that any impact in respect of intervisibility between the historic assets and the site would be minor and not result in any unacceptable impact. Cadw have been consulted on this application and raise no objection to the proposed development in respect of its impact upon the designated historic assets. The proposal is therefore considered compliant with the requirements of Technical Advice Note (TAN) 24 - The Historical Environment and LDP policies S17 and HE1.

6.6 Impact on Amenity

There are residential properties within the vicinity of the site, the closest being High Mass Cottage which is positioned approximately 160m to the east of the southern part of the site. Based on the distances maintained, it is considered that the development proposed would not generate any increased overshadowing, loss of light, increased overlooking or loss of privacy.

As the development would be for personal use, it is considered that the noise and disturbance generated would be no greater than a standard domestic or agricultural arrangement (with consideration given to the potential use of larger machinery to move bales of hay etc). Given the distances maintained between the proposal and closest neighbouring property, the pattern of development already around that dwelling and the overall context of the area with active agricultural operation in place, it is considered that any noise or disturbance generated would not be so detrimental to residential amenity to warrant refusal of the application on such grounds.

Although the residential properties to the east of the site benefit from first floor windows in the northern elevation overlooking the site and land beyond, being mindful of the distances and intervening hedges maintained between, it is considered that the proposal would not have an overbearing impact or inhibitory impact on the outlook to warrant refusal of the application.

Details of the proposed method of the management of manure and disposal of waste has been provided and reviewed by the Authorities Environmental Health Officer. The EH Officer considers that the management plan is sufficient for managing manure and general waste from site. However, they suggest that a condition be added to ensure compliance with the Management Plan and in accordance with DEFRA's Code of Good Agricultural Practice. Therefore, it is considered that the development would not generate an unacceptable level of harm or adverse impact on the amenity of neighbours in line and is considered compliant with LDP policies S13, DES1 and EP1.

6.7 Highways

The proposed development is expected to generate additional vehicular journeys to/from site relative to the existing use as an agricultural field. However, taking the expected increase into consideration the overall trip generation is still considered to be low. The Council's Highways Section has been consulted on this application and raises no objection. The proposed access is deemed to be acceptable for the proposed use, and no concern is raised in relation to traffic generation or capacity of the local highway network. It is considered necessary to condition that the use of the land is solely for private use to ensure there is no unacceptable adverse impact upon highway safety in the area. It is acknowledged that highway safety has been raised as a concern within representations from the public consultation but based on the above it is not considered to warrant a reason for refusal. The proposed development is considered to comply with LDP Policy MV1.

6.8 Public Right of Way

The application site is crossed by a public right of way. As part of the development it is proposed that the right of way be diverted so that it is positioned adjacent to the eastern boundary of the site. During the pre-application process the applicant was advised that granting of planning permission does not entitle developers to obstruct or divert a public right of way, nor must it be assumed that because planning permission has been granted that an Order under s.247 or s. 257 of the Town & Country Planning Act 1990, for the diversion or extinguishment of the right of way, will invariably be made and confirmed.

6.9 Drainage

As of the 7 January 2019, all construction works with a cumulative constructional area of 100m² or more are required to have a Sustainable Drainage System (SuDS) to manage on site surface water designed in accordance with the Welsh Government Standards to Sustainable Drainage. SuDS Approving Body (SAB) consent is independent of planning permission and the applicant has been advised of the requirements to secure such consent prior to any further works take place on site.

Details of the proposed soakaway and drainage destination have been provided by the applicant and reviewed by the Authorities Sustainable Drainage System team who do not raise any objection. The information has shown that infiltration is possible and therefore they have no objection to surface water drainage proposals.

Full details of the proposed drainage system will be necessary as part of the SAB application and properly managed by the SUD's team. On the basis of the above, the application is considered compliant with LDP policies S12, S13, SD4, NE1 and EP5.

6.10 Response to the Representations of Third Parties and/or the local Community Council

Representations in opposition to the proposed development have been received from both the Community Council and from members of the public. Many of the points raised have been addressed within earlier sections of this report, however the main themes have been identified below:

Visual impact/Impact upon character of the area – this has been considered within an earlier section of this report and is deemed to be acceptable.

Overdevelopment of the land – an objection in relation to the number of horses relative to the size of the available land has been received stating that the proposal represents an over-development as it cannot provide sufficient grazing land for the number of horses. The Welfare of Farmed Animals (Wales) (Amendment) Regulations 2010, provides specific stocking ratios that must be observed. However, this legislation is not applicable to leisure animals such as horses and ponies. Under the requirements of the Animal Welfare Act 2006 (which is regulated and enforced by the Department for the Environment Food and Rural Affairs (DEFRA), the RSPCA and the Police) it is the owner or keeper's responsibility to ensure reasonable steps are taken to

ensure their animal's welfare needs are met and it is for them to assess whether the site is suitable for their animals.

Paragraph 1.10 of the Code of Practice for the Welfare of Horses which is issued under section 14 of the Animal Welfare Act 2006, provides the following information:

"As a guide, in order to maintain correct body condition, each horse requires a minimum of 0.4 to 0.6 hectares (one to one and a half acres) of good grazing if no supplementary feeding is being provided. However, this will depend on the ground conditions, the time of year, type of horse and degree of pasture management employed. A smaller area may be appropriate where a horse is principally stabled or housed and grazing areas are used only for occasional turnout."

Paragraph 1.13 specifies:

"It is not always practical or possible to remove horses from fields or pastures which become muddy, however, it is essential that the horse does have a comfortable, well drained area on which to stand and lie down, and on which to be fed and watered."

As a result, the structural development proposed, the area of land available for grazing would be reduced to approximately 1.7hecatre (4.28 acres) and is smaller than that advocated by the Code. However, the space requirement relates purely to the area required for good grazing if no supplementary feeding is being provided and does not relate to the land area required for turnout purposes. Following discussions, the applicant has confirmed that the animals would be stabled overnight from the end of October to April and during inclement weather, with daily turnout provided on the remainder on the pasture to the north or within the manege. All animals would be provided with daily supplementary feed in the form of hay/ haylage and hard feeds (to be stored in the large building) whilst stabled or turned out within the arena. Day time summer stabling will also be practiced during hot weather and/ or to reduce exposure to fly and midges which can lead to skin conditions. Whilst it is likely that the pasture area would become poached as a result of use in the winter this is not uncommon and can be rectified through the appropriate management of grazing, resting of pastures, use of the manege and animal rotation thereby reducing the intensity of use and impact on the land to the benefit of the character and amenity of the wider area.

As a result of the management techniques available in conjunction with the facilities proposed, it is considered that the site is capable of accommodating the number of horse proposed. Being mindful that the animals would have access to drained and surfaced areas (stables and manege) on which to stand, lie down, be fed and watered with further turnout space provided on pasture land it is considered that the proposal would be compliant with the requirements of the Code.

Highway Safety – the Council's Highways team has considered the application and raise no concern in relation to highway safety or to traffic generation as a result of the proposed development. Concerns have been raised from the public consultation in relation to the nature of vehicles using the lanes to access the site. This is not considered to warrant a reason for refusal given the nature of vehicles that would likely use the highway network to access the land in respect of the use as an agricultural field. In respect of parking facilities the development does not propose a dedicated parking/hardstanding for vehicles as they state this will not be required. The lack of a designated parking area is not considered to warrant the refusal of this application and it is considered there is sufficient room for vehicles to park within the field adjacent to the entrance.

Public Right of Way – objections have been received in relation to the diversion of the PROW; from a planning perspective there is no objection to the proposed alternative route but this is controlled under separate legislation and consent would need to be obtained via the correct channels irrespective of the outcome of this planning application. This application would not provide consent for the re-routing of the PROW. In respect of the responsibility for maintaining the hedges this would fall to the land owner and therefore no such condition would be required.

Protected priority species – the supporting documents submitted with this application detail the means of how the development would not have an adverse impact upon priority/protected species. This has been considered by the Council's ecologist and is deemed to be acceptable within the context and relative to the scale and nature of the development.

Waste Management – this has been considered in an earlier section of this report and it is considered this can be controlled via condition.

Unauthorised developments – the existing unauthorised developments are not included within this application and therefore do not form part of the proposed development and cannot be considered in the assessment of this application. The existing unauthorised developments are being considered under a separate planning enforcement investigation, and while they are within the red line boundary for the site, they do not directly impact upon the proposed development.

Limitations of the use – consent is being sought for a personal use of the land and therefore it is considered sufficient to condition that the use of the land is for personal use only and not for commercial purposes.

Incorrect/misleading/missing information – The detail as provided within the application form and associated documents are considered to be accurate and sufficient for the purposes of this application to be considered valid and for an assessment to be made on the proposed development.

It is considered that the proposed development is acceptable and accords with both local and national planning policies.

6.6 Well-Being of Future Generations (Wales) Act 2015

The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.7 Conclusion

Having regard to the policy context above, the proposal is considered acceptable and planning permission is recommended subject to conditions.

7.0 RECOMMENDATION: APPROVE

Conditions:

TIMESCALE

1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

APPROVED PLANS

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

SURFACE WATER

3 No surface water shall be permitted to drain from the site onto the adjoining highway or into the highway drainage system.

REASON: To ensure no surface water drains onto the highway and to ensure compliance with LDP Policy MV1.

EXTERNAL CLADDING

4 The development hereby approved shall not come into beneficial use until the wooden cladding as shown on approved plans PLN-1 and PLN-3 has been applied and completed. The cladding shall be maintained thereafter in perpetuity.

REASON: In the interests of visual amenity and to safeguard the special character of the countryside.

WASTE MANAGEMENT

5 The development shall be operated in accordance with the approved waste management plan dated 25.10.23 and in line with the DEFRA codes of good agricultural practice at all times that the site is in beneficial use.

REASON: To protect the living conditions of neighbouring occupiers.

HEDGE PLANTING

6. The proposed hedges shall be planted in a native species that shall consist of and be planted in accordance with the following specification:

Blackthorn 25%, field maple 10%, hawthorn 50%, hazel 10% and holly 5%

450-600mm height Br (bareroot)

Destiny 5 plants / lin m in a double staggered row 300mm between rows

Protection: Biodegradable spirals to each plant. Either stock proof fence or lighter fence such as chicken wire or chestnut paling to protect from vehicles / people walking through

Mulch: bark chips 50mm depth to 600m width

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs and ensure the provision afforded by appropriate Landscape Design and Green Infrastructure policies LC5, DES 1, S13, and GI 1 and NE1.

LANDSCAPING COMPLIANCE

7 All hard and soft landscape works shall be carried out in accordance with the approved details and to a reasonable standard in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice. The works shall be carried out prior to the beneficial use of any part of the development or in accordance with the timetable agreed with the Local Planning Authority. Any trees or plants that, within a period of five years after planting, are removed, die or become, in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

REASON: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs and ensure the provision afforded by appropriate Landscape Design and Green Infrastructure policies LC5, DES 1, S13, and GI 1 and NE1.

LANDSCAPING MAINT

8 A schedule of landscape maintenance for a minimum period of five years shall be submitted to and approved by the Local Planning Authority prior to the commencement of development and shall include details of the arrangements for its implementation. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the occupation of the building(s) or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

REASON: To ensure the provision of amenity afforded by the proper maintenance of existing and / or new landscape features

PD RIGHTS LIGHTING

9 Notwithstanding the Town & Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification) no lighting or lighting fixtures shall be installed within the site until an appropriate lighting plan which includes low level PIR lighting, provides detail of lighting type, positioning and specification, and ensures that foraging/commuting habitat for bats is protected from light spill, has been agreed in writing with the LPA.

REASON: To safeguard foraging/commuting habitat of Species of Conservation Concern in accordance with Section 6 of the Environment Act (Wales) 2016 and LDP policies EP3 and NE1.

SAB REQUIREMENT

10 No development shall commence until either SAB approval has been obtained or a drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall provide for the disposal of foul, surface and land water, and include an assessment of the potential to dispose of surface and land water by sustainable means. Thereafter the scheme shall be implemented in accordance with the approved details prior to the occupation of the development and no further foul water, surface water and land drainage shall be allowed to connect directly or indirectly with the public sewerage system.

REASON: To prevent hydraulic overloading of the public drainage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

LIMIT USE

11 The development hereby approved shall be for personal use only and shall not be used for commercial purposes, including livery use.

REASON: In the interests of highway safety and to protect the living conditions of neighbouring residents in accordance with LDP Policies MV1 and EP1.

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Application Number: DM/2023/01242

Proposal: The construction of a workshop and machinery storage and associated development

Address: Llan Farm, Nant Road To The Grange, The Hendre, Monmouth, NP25 5NX

Applicant: Xafinity Pension Trustees Ltd

Plans: Site Plan 1749/101 - A, Floor Plans - Proposed 1749/102 - , Floor Plans - Proposed 1749/103 - , Elevations - Proposed 1749/104 - , Elevations - Proposed 1749/105 - , Location Plan 1749/106 - , Landscaping Plan P0599

RECOMMENDATION: Approve

Case Officer: Ms Kate Bingham
Date Valid: 05.09.2023

This application is presented to Planning Committee at the request of the Local Member

1.0 APPLICATION DETAILS

1.1 Site Description

This application relates to an existing group of farm buildings located approximately 5 miles from Monmouth. The farm is situated in a self-contained rural location in open countryside. The applicants wish to create a long term equestrian business and family home at the site.

The property already benefits from planning approval DM/2019/02004, granting the change of use of the existing granary and a range of traditional stone barns within the adjoining courtyard into a single residential dwelling, alongside the associated works necessary for conversion along with the establishment of a professional equestrian enterprise, under planning reference number DM/2022/00905.

The site is within the Phosphorous Sensitive Catchment Area of the River Wye Special Area of Conservation.

1.2 Proposal Description

It is proposed to erect a new single storey workshop and machinery store on the site of a former Dutch barn. The removal of the Dutch barn was part of the previous planning approval (DM/2022/00905).

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DM/2019/02004	The change of use of a range of traditional stone barns into a single residential dwelling (C3) along with works necessary for conversion.	Approved	10.03.2020

DM/2022/00389	Discharge of condition 8 (WSI) relating to application DM/2019/02004.	Approved	30.06.2022
DM/2022/00525	Change of use from agricultural to equestrian land, creation of outdoor riding arena and horse walker.	Approved	12.08.2022
DM/2022/00863	Discharge of condition 10 (Bat method statement/mitigation strategy) for planning decision DM/2019/02004.	Approved	15.09.2022
DM/2022/00886	Condition 6 relating to DM/2019/02004 (to enable the installation of a drainage system in advance of any structural building works commence).	Approved	08.08.2022
DM/2022/00905	Creation of equestrian facility for professional rider, to include change of use of land to equestrian, re-use of existing agricultural barn to provide American barn stabling with ancillary areas, erection of indoor riding arena, storage barn and lunge pen.	Approved	15.11.2022
DM/2023/00183	Discharge of condition 5 and 7 of DM/2022/00905 Hard and Soft Landscaping details and schedule of maintenance	Approved	30.03.2023
DM/2023/01080	Extension and modernisation of Llan Farmhouse.	Approved	08.12.2023
DM/2023/01116	Equine Manure Storage Barn.	Approved	12.10.2023

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S13 LDP Landscape, Green Infrastructure and the Natural Environment
S17 LDP Place Making and Design

Development Management Policies

DES1 LDP General Design Considerations
EP1 LDP Amenity and Environmental Protection
EP5 LDP Foul Sewage Disposal
LC5 LDP Protection and Enhancement of Landscape Character
NE1 LDP Nature Conservation and Development

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040

Future Wales is the national development framework, setting the direction for development in Wales to 2040. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. Future Wales - the national plan 2040 is the national development framework and it is the highest tier plan, setting the direction for development in Wales to 2040. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

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The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation and resultant duties such as the Socio-economic Duty.

A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. PPW promotes action at all levels of the planning process which is conducive to maximising its contribution to the well-being of Wales and its communities.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Whitecastle Community Council - Members expressed their concern about the cumulative effect of the many different planning applications for this site and asked Cllr. I. Chandler to request application DM/2023/01242 be referred to the Planning Committee for decision.

Natural Resources Wales (NRW) - No objections. The application as submitted is unlikely to increase the amount of phosphorus entering the catchment. Therefore, we are satisfied that the proposal is not likely to have a significant effect on the River Wye SAC.

MCC Biodiversity - No objections.

MCC Landscape - The overall landscape strategy detailed drawing PO599, provides an overview of development proposals and a strategic approach to landscape and biodiversity for the site which is welcome.

MCC SAB – No objection. SAB application for whole site pending.

SEWBRc Search Results - No significant ecological record identified.

5.2 Neighbour Notification

No comments received.

5.3 Other Representations

None.

5.4 Local Member Representations

County Councillor Ian Chandler - Attended the meeting of Whitecastle Community Council. Some concern was expressed about the cumulative effect of the many different planning applications being sought for Llan Farm, and so they asked me as the Ward Member to request that the application be referred to Planning Committee for decision.

6.0 EVALUATION

6.1 Good Design/ Place making

6.1.1 The proposed workshop building has been designed to minimise the impact on the adjacent farmhouse whilst retaining the historical agricultural character of the site and surrounding land. This building has been designed to store machinery and equipment required for the running of the agricultural and equestrian enterprise safely and securely.

6.1.2 The materials used have been chosen to reflect the existing buildings and blend into the surrounding rural landscape with Welsh blue slate tiles (to match those of the existing farmhouse and barn) and timber clad walls left to weather over time to a natural colour. The natural timber will assimilate well with the stone walls of the surrounding traditional properties and boundary treatment. The building will be surrounded by new orchard and native hedgerow planting. The design, scale and form of the proposed new workshop is considered to be appropriate to its setting which feature a mix of commercial and domestic uses.

6.1.3 Consequently, it is considered that the rural character of the area will not be harmed by the proposed workshop and machinery store and the development complies with LDP Policy DES1.

6.2 Landscape Impact

6.2.1 The site is located in open countryside within the context of the existing farm and farm buildings. The external environment to the farm is of small outbuildings and a larger barn complex subject to a separate approved application to be removed. Areas of open grass, shrubbery and orchard extend to the boundary of Nant Road and operational areas of the farm.

6.2.2 The landform is such that the area is slightly elevated in an undulating, predominantly pastoral landscape. The site is located in the Kingswood Local Character Area (LCA) typified as an upland south-east facing ridgeline overlooking the Trothy Valley to the south and Monmouth to the east. It is dissected by a number of streams and tributaries and is dominated at its highest point in the south by Kingswood creating an important visual marker in the surrounding landscape. The land cover comprises mainly medium to large fields of mixed pasture and arable crops, interspersed with bracken scrub and small scattered blocks of woodland. This LCA does not contain any settlements identified in the LDP although the village of Newcastle is just north of the site.

6.2.3 Policy LC 5 - Protection and Enhancement of Landscape Character, highlights the importance of Monmouthshire's landscape character, and that development would be permitted provided it would not have an unacceptable adverse effect on the special character or quality of Monmouthshire's landscape in terms of its visual, historic, geological, ecological or cultural aspects.

6.2.4 Extensive landscaping and planting proposals have been approved in and around the farmyard and equestrian site which have incorporated parts of both the commercial and residential areas of the property. In terms of this application, the existing hedgerow features will be enhanced and a new orchard will be planted. The overall landscape strategy provides an overview of development proposals and a strategic approach to landscape and biodiversity for the site which is considered to be acceptable. This shows that an orchard of seven trees was to be planted on the area where the workshop is proposed. The orchard now proposed in this application is slightly smaller having six trees. This slight reduction is considered to be acceptable given the extent of the landscaping proposed across the wider site.

6.2.5 Implementation of the landscaping should be conditioned if Members are minded to approve the application.

6.3 Impact on Residential Amenity

6.3.1 The site is located in a secluded position, with no immediate neighbours. Therefore there will be no negative impact from the development on any neighbouring properties and there is no conflict with LDP Policy EP1.

6.4 Access / Highway Safety

6.4.1 No changes to the main vehicular access are proposed as part of this application. A service yard is proposed in front of the workshop/store that will join an existing internal gravel track. Access to the equestrian business and domestic dwelling will remain separate. As such, the proposed workshop development will have no impact on wider highway safety.

6.5 Biodiversity

6.5.1 There are several recent and current applications for the buildings at this site which have been supported by bat survey reports. Bat surveys have concluded 'numerous common and soprano pipistrelles were observed foraging at the site, mainly over the courtyard to the west.' The Dutch barn that is to be demolished has been surveyed and found not to be suitable for use for roosting.

6.5.2 All developments result in net benefit to biodiversity. In this case enhancement measures in the form of new planting on the wider site is proposed. However, there are also opportunities to include features for owls and/or bats on the proposed workshop building itself. The inclusion and retention of these features can be conditioned should Members be minded to approve the application.

6.6 Foul Drainage (Phosphates)

6.6.1 Under the Habitats Regulations, where a plan or project is likely to have a significant effect on a European site, either alone or in combination with other plans or projects, and where it is not directly connected with or necessary to the management of the site previously (designated pursuant to EU retained law) the competent authority must carry out an appropriate assessment of the implication of the plan or project in view of the site's conservation objectives.

6.6.2 Natural Resources Wales has set new phosphate standards for the river Special Areas of Conservation (SACs) in Wales (21st January 2021). Any proposed development within the SAC catchments that might increase the amount of phosphate within the catchment could lead to additional damaging effects to the SAC features and therefore such proposals must be screened through a HRA to determine whether they are likely to have a significant effect on the SAC condition.

6.6.3 This application has been screened in accordance with Natural Resources Wales' advice for planning applications within the river Special Areas of Conservation (SACs) catchments (version 3 issued 22nd July 2022). It is considered that No Likely Significant Effects on the SAC are anticipated as a result of these development proposals as there is unlikely to be a source of additional phosphorus or pathway for impacts. The development is therefore screened out as not likely to have a significant effect on a river SAC in relation to phosphorus inputs as it falls within the following criterion in the NRW advice: Any development that does not increase the volume and phosphorus concentration of wastewater.

6.7 Surface Water Drainage

6.7.1 Consultants have been commissioned by the applicants to progress a SAB application that encompasses all five current planning applications/consents assigned to the overall site. The option of water re-use will be explored for the equine development and the residential

development. If re-use is not appropriate or sufficient, other SuDS discharge destinations will be considered.

6.7.2 Soakaway testing already progressed at the site has confirmed that utilising infiltration as the primary means of disposal will not be feasible with very poor testing rates evidenced on-site.

6.7.3 The consultants have identified that the nearest open watercourse is located circa 300m south west of the site, therefore discharge into this watercourse is considered feasible. There are proven existing culverted sections which discharge from site to this watercourse with at least two down gradient culverted sections passing under the highway that are clear. These are then piped / culverted down gradient and discharge into the stream.

6.7.4 To comply with Planning and SAB requirements, discharge to a surface watercourse would be restricted to an appropriate rate in order to provide flooding and morphological protection to the watercourse. Sufficient water attenuation will be provided for the 1 in 100 year design rainfall event. The surface water will be attenuated on site within a large field to the south west of the site. A detailed drainage strategy will be prepared by the consultants that identifies that the surface water runoff will be captured at source into a series of SuDS features, including where required swales, basins and permeable surfacing to comply with the SAB requirements. This information is considered sufficient to satisfy SAB requirements for this development pending a full SAB application which will be submitted should Members be minded to approve the planning application.

6.8 Response to Community Council Comments

6.8.1 Whitecastle Community Council raised concerns regarding the cumulative impact of the various planning applications and existing consents at the site as a whole. This application has been assessed in conjunction with the approved householder planning application for the extension and refurbishment of Llan Farmhouse, reference DM/2023/01080. The site has the benefit of planning approval DM/2019/02004, granting the change of use of the existing granary and a range of traditional stone barns within the adjoining courtyard into a single residential dwelling alongside the establishment of a professional equestrian enterprise, planning reference number DM/2022/00905. To date, a large equestrian stable building (labelled as 'American Barn' on the landscaping plan) has been erected. Also consented but not yet built are an indoor and outdoor horse arena, a horse walker and a lunge pen. This part of the site is also to benefit from new tree planting. A substantial gap of approximately 40m between the large commercial equestrian buildings and the proposed workshop will remain.

6.8.2 The proposed workshop is considered to be an appropriate addition to the existing farmyard for the secure storage of farm equipment, tools and machinery, and is a visual improvement on the Dutch barn originally on the site. The proposed building provides a progression in design between the farmhouse and traditional barns and that of the agricultural and equestrian buildings whilst the area as a whole is enhanced by orchard and hedgerow planting.

6.9 Well-Being of Future Generations (Wales) Act 2015

6.9.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.10 Conclusion

6.10.1 The proposed workshop is appropriate in this rural setting in terms of scale, form and design. The proposed hedgerow planting and orchard will enhance the appearance of the site, and provide net benefit for biodiversity.

6.10.2 The proposed development is therefore considered to be in compliance with both national and LDP Policies LC1, LC5, DES1 and EP1.

7.0 RECOMMENDATION: APPROVE

Conditions:

1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

3 All planting, seeding or turfing comprised in the approved details of landscaping shown on drawings no. PO599 shall be carried out in the first planting and seeding season following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

REASON: To safeguard the landscape amenities of the area and to ensure compliance with LDP Policy G11.

4 Prior to the commencement of development, details of bat and bird mitigation (to include location, position and specification) to be provided on the building hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The mitigation shall be provided prior to the first beneficial use of the extension and shall be maintained as such thereafter.

REASON: In the interests of the ecological and biodiversity value of the site and to ensure compliance with PPW 10, the Environment (Wales) Act 2016 and LDP policies S13, and NE1.

INFORMATIVES

1 Due to the minor nature of the proposed development (including any demolition) and the location of the proposed development, it is considered that the proposals did not need to be screened under the Environmental Impact Assessment Regulations.

2 Please note that Bats are protected under The Conservation of Habitats and Species (Amendment) Regulations 2017 and the Wildlife and Countryside Act 1981 (as amended). This protection includes bats and places used as bat roosts, whether a bat is present at the time or not. If bats are found during the course of works, all works must cease and Natural Resources Wales contacted immediately. Natural Resources Wales (NRW) (0300 065 3000).

3 All birds are protected by the Wildlife and Countryside Act 1981. The protection also covers their nests and eggs. To avoid breaking the law, do not carry out work on trees, hedgerows or buildings where birds are nesting. The nesting season for most birds is between March and September.

4 As of 7th January 2019, all construction work in Wales with drainage implications, of 100m² or more, is now required to have Sustainable Drainage Systems (SuDS) to manage on-site surface water (whether they require planning permission or not). These SuDS must be designed and constructed in accordance with the Welsh Government Standards for Sustainable Drainage.

The SuDS Approving Body (SAB) is a service delivered by the Local Authority to ensure that drainage proposals for all new developments of at least 2 properties OR over 100m² of construction area are fit for purpose, designed and built in accordance with the National Standards for Sustainable Drainage published by Welsh Ministers.

If you are in any doubt as to whether you require SAB approval, please contact:
SAB@monmouthshire.gov.uk

Application Number: DM/2023/01329

Proposal: Change of Use of Glebe Bungalow to C3 dwellinghouse from Annex and Holiday Let granted permission under DC/2007/00778 and DC/2017/01200

Address: Glebe Bungalow, Llantilio School Road, Llantilio Pertholey, Abergavenny, NP7 6NU

Applicant: Mr Liam Kirwan

Plans: Location Plan - , Site Plan

RECOMMENDATION: Refuse

Case Officer: Ms Kate Bingham
Date Valid: 26.09.2023

This application is presented to Planning Committee at the request of the Local Member

1.0 APPLICATION DETAILS

1.1 Site Description

This application relates to an existing building (Glebe Bungalow) which originally granted permission (DC/2007/00778) as an annex to Glebe Cottage in 2009 and subsequently permission was granted in 2017 to vary the condition allowing it to be occupied as an annex but also let out to visitors as a holiday let (DC/2017/01200). The building itself replaced a static caravan that was on site and occupied as an annex to the same property that was granted a Certificate of Lawful Use in 2007. In 2020, the applicant sold the main house, thereby severing the tie between the house and the annex.

The site is located on the edge of the settlement of Llantilio Pertholey to the north of Abergavenny. The village is not classified as a major or minor village under Local Development Plan (LDP) Policy S1 and the location is therefore considered to be open countryside. For clarity the site sits outside of the development boundary for Abergavenny which is to the west on the opposite side of Hereford Road.

The site is within the Phosphorous Sensitive Catchment Area of the River Usk Special Area of Conservation (SAC).

1.2 Proposal Description

Planning permission is sought to retain the use of the building as a dwellinghouse (C3) to allow the applicant to continue to occupy it following its separation from the main house.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DM/2023/00237	Two storey side extension and porch to replace lean-to extension – Glebe Cottage (not annex)	Approved	29.06.2023

DM/2023/00631	Renovations, alterations and conversion of former cowshed/dairy to a holiday let unit – Glebe Cottage (not annex)	Approved	05.10.2023
DM/2023/00946	Discharge of condition 3 (Samples and external finishes) for planning decision DM/2023/00237.	Approved	17.07.2023
DC/2017/01200	Variation of condition 1 (to change the restriction from annex only to holiday let and annex). Relating to application DC/2007/00778.	Approved	25.01.2018
DC/2007/01218	Static caravan used for twenty years for residential purposes - Certificate of Lawfulness.	Approved	17.10.2007
DC/2007/00778	Proposed New Granny Annex to replace Lawful Static Caravan used for Residential Purposes within Curtilage.	Approved	01.04.2009
DM/2023/01329	Change of Use of Glebe Bungalow to C3 dwellinghouse from Annex and Holiday Let granted permission DC/2007/00778 and DC/2017/01200	Pending Determination	

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S1 LDP The Spatial Distribution of New Housing Provision
S12 LDP Efficient Resource Use and Flood Risk
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S17 LDP Place Making and Design

Development Management Policies

H4 LDP Conversion/Rehabilitation of Buildings in the Open Countryside for Residential Use
DES1 LDP General Design Considerations
SD3 LDP Flood Risk
EP1 LDP Amenity and Environmental Protection
EP5 LDP Foul Sewage Disposal

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040

Future Wales is the national development framework, setting the direction for development in Wales to 2040. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. Future Wales - the national plan 2040 is the national

development framework and it is the highest tier plan, setting the direction for development in Wales to 2040. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

Planning Policy Wales (PPW) Edition 11

The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation and resultant duties such as the Socio-economic Duty.

A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. PPW promotes action at all levels of the planning process which is conducive to maximising its contribution to the well-being of Wales and its communities.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Llantilio Pertholey Community Council - No comments received to date.

Natural Resources Wales (NRW) - No objections.

Foul Drainage: We note that the annex/holiday let which is the subject of this planning application (Glebe Bungalow) was originally within the residential curtilage of the main house (Glebe Cottage) and has been used as a dwellinghouse since 2013. Recognising the specific nature of the application submitted, we are satisfied that it is unlikely to increase the amount of phosphorus entering the catchment. Therefore, we are satisfied that the proposal is not likely to have a significant effect on the River Usk SAC.

Flooding: Our Flood Risk Map confirms the application site lies partially within Zone C2 of the Development Advice Maps (DAM) as contained in Technical Advice Note (TAN) 15: Development and Flood Risk (2004). The Flood Map for Planning identifies the application site to be at risk of flooding and falls into Flood Zone 2 and 3 (Rivers). As this application is for a change of use from an annex/holiday let to a dwelling, we note that a highly vulnerable use already exists. Given the nature of the proposed development, and in the absence of a flood consequences assessment, we consider the proposals could be acceptable, subject to the developer being made aware of the potential flood risks and advised to install flood-proofing measures as part of the development.

Network Rail - Network Rail have no objections in principle to the above application. Any external works on this land will need to be undertaken following engagement with Asset Protection to determine the interface with Network Rail assets, buried or otherwise and by entering into a Basis Asset Protection Agreement, if required, with a minimum of 3 months' notice before works start. Initially the outside party should contact assetprotectionwales@networkrail.co.uk.

MCC Environmental Health - Please note that, with the pre-existing use of the property as an annex to a dwelling and the property's likely historic use as a dwelling, the Public Protection Team have no objections to the sought change in use.

MCC Biodiversity - The Biodiversity team has no comment on the above application. We think it is appropriate to secure net benefit in accordance with PPW on all planning applications, including change of use. An appropriate condition is suggested should the application be approved.

SEWBRc Search Results - No significant ecological record identified.

5.2 Neighbour Notification

Three representations in support of the application for the following reasons:

- I know the occupier has lived in the bungalow for 10 years or more, so I don't see any issues or concerns and are in favour for Glebe Bungalow becoming residential.
- Only right that this dwelling should now be classified as a permanent home and not as a holiday let.
- Very happy for the bungalow to be formally made into a dwellinghouse as opposed to a holiday let.
- Prefer the consistency of residents rather than have frequently changing visitors in such an important building in our small community.

5.3 Other Representations

None.

5.4 Local Member Representations

County Councillor Revd Malcom Lane - I have been contacted by the agent for applicant Mr Liam Kirwan in relation to his application to convert a holiday let to a dwelling house at Glebe Bungalow DM/2023/01329. There are unusual background circumstances and matters in relation to the interpretation of Local Policy H4 Conversion of buildings in the open countryside for residential use, including modern constructed buildings, that should be discussed by the Planning Committee before a decision is made. I have visited the site which is behind St Teilo's Church.

6.0 EVALUATION

6.1 Principle of Development

6.1.1 By way of background to the application, works were completed on the building the subject of this application by 2013. As stated in paragraph 1.1 the building replaced a static caravan that was on site and occupied as an annex to the same property that was granted a Certificate of Lawful Use in 2007. For personal reasons, the applicant had to sell Glebe Cottage (the primary dwelling) - thus separating ownership of Glebe Cottage and Glebe Bungalow (the name of the annex building the subject of this application). As such, it is no longer possible for the applicant to comply with the condition attached to permission DC/2017/01200 limiting the property to being used as an annex.

6.1.2 The condition also allows the use of the building as holiday accommodation although this would not be of benefit to the applicant who wishes to live in the property himself. However, it remains a viable option for the building given that it can no longer be used as an annex and a holiday let would indirectly benefit the economy of the wider area.

6.1.3 Notwithstanding the understanding that there were personal reasons for the separation of ownership of the site, the application must be determined on its planning merits only. In terms of planning policy, the change of use of the building from an annex to a self-contained dwelling falls to be considered under LDP Policy H4 - Conversion of Redundant Buildings in the Open Countryside.

6.1.4 It is important to highlight the supporting text around Policy H4 within the adopted LDP which states in para. 6.1.13 that, "The conversion/ rehabilitation of buildings in the open countryside for residential use is an exception to national policies which generally seek to strictly control residential development in the open countryside."

6.1.15 This is reinforced within Policy H4 and it states that the "criteria will be applied strictly; proposals that are deemed not to comply with them will be judged against national policies relating to the erection of new dwellings in the countryside or against Policy T2 relating to the re-use and adaptation of existing buildings to provide permanent serviced or self-catering visitor accommodation."

6.1.6 Of particular relevance to this application is criterion (e) of Policy H4 which sets out that:

'Buildings of modern and /or utilitarian construction and materials such as concrete block work, portal framed buildings clad in metal sheeting or buildings of substandard quality and / or incongruous appearance will not be considered favourably for residential conversion. Other buildings will be expected to have been used for their intended purpose for a significant period of time and particularly close scrutiny will be given to proposals relating to those less than 10 years old, especially where there has been no change in activity on the unit'

6.1.7 The property is a modern purpose-built two bedroom-building, now set within its own garden. It is served by an access, off road parking, its own private foul drainage and no extensions or alterations are sought for its retention as use as a self-contained dwelling.

6.1.8 However, while it is not disputed that the building has been constructed to a high quality in terms of its appearance and would not require any physical changes, it is undoubtedly of modern construction (being completed in 2013). As such, its design standard does not fundamentally outweigh the failure to comply with criterion (e) of Policy H4 and therefore is unacceptable in principle.

6.1.9 The conversion of this modern annex/holiday let into a residential dwelling does not meet the criteria of Policy H4 of the LDP and there are no overriding reasons to allow the development of a new dwelling in the open countryside. Policy LC1 outlines that "there is a presumption against new built development in the open countryside, unless justified under national planning policy and/or LDP policies". The application does not outline any rationale for the construction of this unjustified new build dwelling in the open countryside and therefore the proposal does conflict with the requirements of Policies S1 and LC1 of the LDP.

6.1.10 Finally, in support of this application, the applicant has provided some examples of where existing holiday let properties have been granted consent for conversion to dwellinghouses. However, upon review, these examples relate to traditional buildings rather than a modern, purpose-built annex. Therefore little weight can be afforded to these as direct comparison is not possible and no precedent has been established. In summary, there are no material planning reasons to justify the granting of planning permission for a building of modern construction to be used as a single dwellinghouse when it is in direct conflict with criterion (e) of LDP Policy H4.

6.2 Impact on Residential Amenity

6.2.1 The nearest neighbouring dwelling is Glebe Cottage but this is over 20m away from any habitable room windows of the building in question and therefore overlooking between the two is minimal. There are no other existing dwellings within close proximity of the site with St Teilo's Church being located to the north.

6.2.2 It is noted that the current occupier is in support of the application and representations have been made by other local residents that there is a preference for a permanent residential dwelling rather than a holiday let.

6.3 Access / Highway Safety

6.3.1 The property benefits from its own access, parking and turning area which spurs off from a shared entrance onto the highway with Glebe Cottage. No changes are proposed as part of this application.

6.4 Biodiversity

6.4.1 As there are no physical works proposed as part of this application there are no issues in relation to loss of habitat or harm to any protected species. However, it would be appropriate to secure net benefit for biodiversity in accordance with PPW. This could be secured via condition should Members be minded to approve the application,

6.5 Flood Risk

6.5.1 Natural Resources Wales (NRW) Flood Risk Map confirms the application site lies partially within Zone C2 of the Development Advice Maps (DAM) as contained in Technical Advice Note (TAN) 15: Development and Flood Risk (2004). The Flood Map for Planning identifies the application site to be at risk of flooding and falls into Flood Zone 2 and 3 (Rivers). The current lawful use as an annex/holiday let is already considered to be a highly vulnerable use in terms of flood risk and the proposed change of use would not increase this risk. As such NRW have no objections on flood risk grounds subject to the developer being made aware of the potential flood risks and advised to install flood-proofing measures as part of the development.

6.6 Foul Drainage (Phosphates)

6.6.1 Under the Habitats Regulations, where a plan or project is likely to have a significant effect on a European site, either alone or in combination with other plans or projects, and where it is not directly connected with or necessary to the management of the site previously (designated pursuant to EU retained law) the competent authority must carry out an appropriate assessment of the implication of the plan or project in view of the site's conservation objectives.

6.6.2 Natural Resources Wales has set new phosphate standards for the river Special Areas of Conservation (SACs) in Wales (21st January 2021). Any proposed development within the SAC catchments that might increase the amount of phosphate within the catchment could lead to additional damaging effects to the SAC features and therefore such proposals must be screened through a HRA to determine whether they are likely to have a significant effect on the SAC condition.

6.6.3 This application has been screened in accordance with Natural Resources Wales' advice for planning applications within the river Special Areas of Conservation (SACs) catchments (version 3 issued 22nd July 2022). It is considered that 'No Likely Significant Effects' on the SAC are anticipated as a result of this development proposal as there is unlikely to be a source of additional phosphorus or pathway for impacts. The development is therefore screened out as not likely to have a significant effect on a river SAC in relation to phosphorus inputs as it falls within the following criterion in the NRW advice: Any development that does not increase the volume and phosphorus concentration of wastewater. The building already has consent to be used as an annex and a holiday let. The proposed change of use would not lead to any material increase in occupation.

6.7 Well-Being of Future Generations (Wales) Act 2015

6.7.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.8 Conclusion

6.8.1 Having carefully reviewed the case made to retain the use of building as a self-contained dwelling, there are no material planning reasons or other reasons so exceptional to overcome the principle of a building of modern construction being suitable for conversion which fails to comply with criterion (e) of LDP Policy H4 and thus would be contrary to policies S1 and LC1.

7.0 RECOMMENDATION: REFUSE

Reasons for Refusal:

The building is of modern construction, being completed in 2013. As such, it cannot be considered favourably for conversion as a separate dwelling as it fails to comply with criterion (e) of Policy H4 of the Monmouthshire Adopted Local Development Plan in that it would represent an unjustified new dwelling in the open countryside which also conflicts with Policies S1 and LC1.

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Appeal Decision

by Mr A Thickett BA (Hons) BTP Dip RSA MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 19.12.2023

Appeal reference: CAS-02633-G3J5P6

Site address: 25 Beaulieu Barn, Kymin Road, The Kymin, Monmouthshire, NP25 3SD

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission under section 73 of the Town and Country Planning Act 1990 for the development of land without complying with conditions subject to which a previous planning permission was granted.
 - The appeal is made by Mr J Tuttle against the decision of Monmouthshire County Council.
 - The application Ref DM/2022/01819, dated 21 December 2022, was refused by notice dated 31 March 2023.
 - The application sought planning permission for retrospective application for amendment to previously approved planning application: DM/2020/00669 without complying with a condition attached to planning permission Ref DM/2020/01766, dated 29 October 2021.
 - The condition in dispute is No. 3 which states:
Notwithstanding the Town & Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification) no lighting or lighting fixtures shall be attached to or be positioned in the curtilage so as to illuminate the elevations of the building.
 - The reason given for the condition is:
To ensure retention of roosting/foraging opportunities for Species of Conservation Concern and to ensure compliance with LDP Policy NE1
 - A site visit was made on 7 December 2023.
-

Decision

1. The appeal is dismissed.

Application for costs

2. The application for costs made by Mr Tuttle against Monmouthshire County Council is the subject of a separate Decision.

Main Issue

3. The main issue is the removal of condition 3 of planning permission DM/2020/01766 on protected species.

Reasons

4. The appeal property is a converted barn in the open countryside. Planning permission to retain extensions and alterations to the dwelling was granted in 2021 subject to the disputed condition. At the time of my visit, the only light I saw in the curtilage of the building was on a post less than 1m high at the pedestrian gate to the front garden.
5. I saw lights on the north, south and west elevations of the building, angled so as to illuminate the gardens and patio area but not the building. The disputed condition prohibits lighting or lighting fixtures *'attached to or be positioned in the curtilage so as to illuminate the elevations of the building.'* It does not prohibit the fixing of lights to the building.
6. The appellant does not dispute the Council's assertion that there are a high number of bat records within one kilometre of the appeal site. At least eleven of the UK's seventeen breeding bat species recorded including lesser horseshoe, greater horseshoe and barbastelle bats which are known to be particularly light sensitive. Further, the appeal site is within 40m of a management unit of the Wye Valley Woodlands Special Area of Conservation (SAC). A qualifying feature of the SAC is the lesser horseshoe bat population supported by the woodlands.
7. That the building may not provide suitable habitat for bats does not mean they do not frequent the area. The records referred to above indicate it is highly likely bats are present around the appeal site. That bats (a protected species) are affected by light is long established and, in the absence of a survey demonstrating bats are not present, I consider the condition meets the test of necessity set out in Circular 16/14. The condition is precise and enforceable, there can be no doubt as to what the condition prohibits. Further it is relevant to the development permitted and serves a planning purpose.
8. The permission to convert the barn was subject to a condition requiring lighting attached to the building to be angled downwards and not be placed over 2.3m above ground level. The extension permitted in 2016 required lighting on, not of, the extension to be low level. Neither of these conditions conflict with the prohibition against illuminating the elevations of the building by lighting or lighting fixtures located within the curtilage. Nor does the condition subject to this appeal require the removal of lighting already installed, only its realignment to avoid illuminating the building.

Conclusion

9. For the reasons given above and having regard to all matters raised, I conclude that the appeal should be dismissed.
10. In reaching my decision, I have taken into account the requirements of sections 3 and 5 of the Well-Being of Future Generations (Wales) Act 2015. I consider that this decision is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective to embed our response to the climate and nature emergency in everything we do.

A Thickett

Inspector



Costs Decision

by Mr A Thickett BA (Hons) BTP Dip RSA MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 19.12.2023

Costs application in relation to Appeal Ref: CAS-02633-G3J5P6

Site address: 25 Beaulieu Barn, Kymin Road, The Kymin, Monmouthshire, NP25 3SD

- The application is made under the Town and Country Planning Act 1990, sections 78, 322C and Schedule 6.
 - The application is made by Mr J Tuttle for a full award of costs against Monmouthshire County Council.
 - The appeal was against the against a refusal to grant planning permission under section 73 of the Town and Country Planning Act 1990 for the development of land without complying with a condition subject to which a previous planning permission was granted.
-

Decision

1. The application for an award of costs is refused.

Reasons

2. The Development Management Manual advises that costs may only be awarded against a party who has behaved unreasonably, thereby causing the party applying for costs to incur unnecessary or wasted expense. The costs application is made on the grounds the Council had no substantive reason not to determine the appeal application within the statutory time limit.
3. The appellant does not dispute he was advised to support the appeal application with a statement from an ecologist. No such statement was submitted and the local planning authority was duty bound, in light of the potential impact of removing the condition on protected species, to seek specialist advice before determining the application.
4. The appeal application was submitted on 22 December 2022. The Council was closed over the Christmas period and, therefore, unable to process the application or seek the necessary advice until the holiday period was over. In my view, this is a substantive and reasonable ground for failing to meet the statutory time limit.

Conclusion

5. I therefore find that unreasonable behaviour resulting in unnecessary expense has not been demonstrated and the application for an award of costs is refused.

A Thickett

Inspector

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Appeal Decision

by Mr A Thickett BA (Hons) BTP Dip RSA MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 18/12/2023

Appeal reference: CAS-02706-T1R7H4

Site address: Land off Hardwick Cottage, Hardwick Hill, Chepstow, Monmouthshire, NP16 5DT

- 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 made by Mr & Mrs Madge against the decision of Monmouthshire County Council.
 - The application Ref DM/2022/00956, dated 28 June 2022, was refused by notice dated 26 October 2022.
 - The development proposed is a single dwelling and garage with associated external works including driveway, parking and garden provision.
 - A site visit was made on 7 December 2023.
-

Decision

1. The appeal is allowed and planning permission granted subject to the conditions set out in the schedule at the end of this decision.

Application for costs

2. If one ticks 'Yes' in answer to the question on the appeal form regarding making an application for costs, one is then required to make the application on the appeal form (or submit on a separate sheet). On the appeal form the appellants' cite the fees incurred employing their architect and highway consultant but no more. No additional costs submission is made.
3. Costs are awarded only where it has been demonstrated that a party has behaved unreasonably and that unreasonable behaviour led the party applying for costs to incur wasted or unnecessary expense. The appellants' make no case in these terms with regard to costs and I have treated the application as not made.

Main Issue

4. The main issue is the impact of the proposed development on highway safety.

Reasons

5. The site comprises a paddock/field adjoining Ashfield House. Access to the site would be to Hardwick Hill (A48(T)) via an existing field gate. The A48(T) is subject to a 20mph

speed limit as it passes the site. The A48(T) is a trunk road in this location and the Council defer to the Welsh Government (Network Management Division)(NWD) on highway matters. The appellant disputes the competence and authority of the NWD, arguing the proposal does not involve: *'the formation, laying out or alteration of any access to or from any part of a trunk road which is either a special road or, if not a special road, a road subject to a speed limit exceeding 40 miles per hour.'* (Article 19(a) Town and Country Planning (Development Management Procedure) (Wales) Order 2012).

6. NWD disagree but I do not consider resolving this argument is a matter for me or that doing so would assist me in determining this appeal. The Council has deferred the defence of this appeal to NWD and it is its submissions I must consider.
7. The Design Manual for Roads and Bridges standards (DMRB) apply to all new and modified accesses to the trunk road network. The proposed development would utilise an existing access, it is not new, nor is it proposed to be modified. The appellants' state the gate is used to access the field and is a secondary access to the appellant's house. At the time of my visit, there was a car parked just behind the gate to the field. However, whatever the existing use of the access, it is fair to assume its use would increase as a result of the proposed development. It is, therefore, reasonable to consider whether it would be suitable to serve the proposed development.
8. NWD argue the DMRB minimum standards in accordance with a 60 kph design speed should apply (around 37 mph). However, with regard to visibility, Table 2.10 of DRMB CD 109 includes stopping site distances at 50 kph (around 31 mph), why would this be if applying standards below a 60 kph design speed is not permissible? I appreciate the DMRB sets out circumstances where standards may be relaxed but standards should not be applied slavishly, regard must be given to the circumstances of each case.
9. The speed limit when the appeal application was refused was 30 mph, it is now 20 mph. Vehicle movements would increase as a result of the proposed development. However, NWD do not dispute the appellants' contention that; *'single dwellings and field gates are defined as having direct equivalence within DMRB CD 123, and movements have been demonstrated to not exceed the allowable margins for either use.'*
10. Visibility at the access is 2.4m by 70m in either direction. This satisfies the guidance in Table 2.10 of DRMB CD 109. I acknowledge the exemption for trunk roads regarding the stopping sight distances in Annex B to Technical Advice Note 18, Transport (TAN 18) which are applicable to roads in built up areas where actual or design speeds are 60km/h or below. Nevertheless, the question here is would visibility at the access be sufficient to accommodate the proposed development safely?
11. The stopping site distance for 50 kph in Table A, Annex B of TAN 18 is identical to Table 2.10 of DRMB CD 109. At 20 mph Table B, Annex B of TAN 18, the stopping site distance for 20 mph is 45m. No matter what the DMRB may say, 20mph is the speed limit, visibility accords with Table 2.10 of DRMB CD 109 and well exceeds that deemed necessary in a 20 mph area. In these circumstances, insisting on a higher standard is unreasonable and unjustified. I conclude that the proposed development would not have an adverse impact on highway safety and complies with LDP Policy MV1.

Other Matter

12. The site is within the Chepstow Conservation Area. The adjoining property and those nearby are typical of the late 19th and early 20th centuries but I agree with the Council that the design and scale of the proposed development would preserve the character and appearance of the Conservation Area.

Conditions

13. I have considered the conditions suggested by the Council and NWD in light of the advice in Circular 16/14. Given my conclusion that the access is existing and, as single dwellings and field gates are defined as having direct equivalence within DMRB CD 123, I see no need to impose the conditions relating to gates, width of access and gradient suggested by WGNWD.
14. The Council has indicated it does not consider a condition requiring gigabit capable broadband infrastructure to be necessary but Policy 13 of Future Wales requires this for all new development. The Council suggest a condition requiring biodiversity enhancement to be provided as shown on submitted plans. I can see no such plans nor the maintenance schedule referred to in the committee report and Design and Access Statement. I have, therefore, imposed a condition requiring the submission of details.

Conclusion

15. For the reasons given above and having regard to all matters raised, I conclude that the appeal should be allowed.
16. In reaching my decision, I have taken into account the requirements of sections 3 and 5 of the Well-Being of Future Generations (Wales) Act 2015. I consider that this decision is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective to make our cities, towns and villages even better places in which to live and work.

A Thickett

Inspector

SCHEDULE

CAS-02706-T1R7H4

The appeal allowed and planning permission is granted for a single dwelling and garage with associated external works including driveway, parking and garden provision at land off Land off Hardwick Cottage, Hardwick Hill, Chepstow, Monmouthshire, NP16 5DT, in accordance with the terms of the application, Ref DM/2022/00956, dated 28 June 2022, subject to the following conditions.

1. The development hereby permitted shall begin no later than five years from the date of this decision.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the following plans: Proposed Block Plan; 205/120, Proposed LGF Plan; 205/124, Proposed GF Plan 205/123, Proposed FF Plan; 205/122, Proposed Roof Plan; 205/121, Proposed North Elevation; 205/131, Proposed East Elevation; 205/130, Proposed South Elevation; 205/133, Proposed West Elevation; 205/132.

Reason: To ensure the development is carried out in accordance with the approved plans submitted with the application.

3. No development shall take place until a scheme to enable the provision of gigabit capable broadband infrastructure from the site boundary to the [dwellings / buildings] hereby permitted has been submitted to and agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To support the roll-out of digital communications infrastructure across Wales in accordance with Policy 13 of Future Wales.

4. No development shall take place until a scheme for biodiversity enhancement has been submitted to and agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of maintaining and enhancing biodiversity, in accordance with Future Wales Policy 9.



Appeal Decision

by Mr A Thickett BA (Hons) BTP Dip RSA MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 19/12/2023

Appeal reference: CAS-02339-V3R7W8

Site address: Land opposite Rose Cottage, Llanbadoc, Usk, Monmouthshire, NP15 1PR

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991. The appeal is made by Mr I Lewis against an enforcement notice issued by Monmouthshire County Council.
 - The enforcement notice, numbered E20/104, was issued on 17 October 2022.
 - The breach of planning control as alleged in the notice is without planning permission, engineering works to raise ground levels and fill a ditch adjacent to public highway.
 - The requirements of the notice are to return the land edged red to its former condition and levels before the breach of planning control occurred as illustrated in Appendix A and Appendix B.
 - The period for compliance with the requirements is 3 months from the date the notice takes effect.
 - The appeal is proceeding on the grounds set out in section 174(2)[a] of the Town and Country Planning Act 1990 as amended.
 - A site visit was made on 7 December 2023.
-

Decision

1. The appeal is dismissed.

Background

2. The appeal is made under ground (a) only, that being planning permission should be granted for the works subject to the Enforcement Notice.
3. The appeal site lies about half a mile to the west of Llanbadoc and comprises part of a field on the opposite side of a lane to Rose Cottage. The works to which the Notice relates is the filling in of a ditch or former roadway which ran parallel to the lane.
4. The field rises from the lane to the south. The ditch has been filled to follow the natural contours of the field and has been grassed over. To the west of the gate into the field and adjoining the lane, I saw a pile of vegetation. From the submitted photographs, this is presumably the remains of trees and shrubs cleared from the ditch before it was filled.

Main Issues

5. The main issues are:

- whether raising ground levels and filling in the ditch has increased the risk of flooding,
- the impact of the works on the character and appearance of the area,
- the effect of the engineering operations on biodiversity.

Reasons

Flooding

6. I see no reason to doubt the ditch drained run off from the field away from the road. The road lies above the bottom of the field. At the time of my visit it was raining heavily. Water was puddling at the entrance to the field and I saw no evidence of run off from the field washing on to the highway at any point. Water was running from the west down the road along both edges of the carriageway but was not overflowing the road drains. However, my visit was one point in time and I note the Council's Senior Engineer's report that filling in the ditch has led to several impacts on flood risk.
7. The Council does not dispute the appellant's claim that he installed a 225mm twin wall plastic pipe in the bottom of the ditch which carries surface water from the road gully and land drains connected to it. However, I agree with the Council that in the absence of an assessment by a specialist chartered hydrogeologist detailing the impacts on, amongst other things, ground water levels, it is not possible to conclude that the works carried out by the appellant do not lead to an increased risk of flooding.
8. I note the appellant's offer to install a soak away at the entrance to the field but again, without any technical details and an assessment by a suitably qualified person, I cannot be certain this would be effective. Therefore, from the evidence before me, I cannot conclude that the works do not increase the risk of flooding and find that they conflict with Policy SD3 of the Monmouthshire County Council Local Development Plan 2011-2021, adopted 2014 (LDP).

Character and appearance

9. As stated above, the filled area has grassed over to match the field and the levels follow the natural contours of the land. The loss of the trees shown on the submitted photographs is unfortunate but, subject to a condition requiring new planting, I do not consider the works to have a detrimental impact on the character and appearance of the area. I conclude, therefore, that, subject to the imposition of a condition, the works would comply with Policy LC5 of the LDP.

Biodiversity

10. The field is likely to constitute improved grassland which tends not to be of high ecological value. The former roadway/ditch with its trees and shrubs is likely to have been a far better ecological resource. Having said that, I have neither seen nor read anything to suggest that a condition requiring the implementation of a biodiversity enhancement scheme could not restore the site to its former ecological value. I conclude, therefore, that, subject to the imposition of a condition, the works would comply with Policy S13 of the LDP.

Conclusion

11. Notwithstanding my findings with regard to the impact of the works on the character and appearance of the area and biodiversity, for the reasons given above and having regard to all matters raised, I cannot conclude that filling in the ditch would not increase the risk of flooding and the appeal is dismissed.
12. In reaching my decision, I have taken into account the requirements of sections 3 and 5 of the Well-Being of Future Generations (Wales) Act 2015. I consider that this decision is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objectives.

A Thickett

Inspector

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Appeal Decisions

by Melissa Hall BA(Hons), BTP, MSc, MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 29/11/2023

Appeal references: CAS-02278-X7K9S1 & CAS-02495-H0J6W9

Site address: Land at Silver Circle Distillery, Pleasant View Barn, Ninewells Road, Catbrook, Trellech, Monmouthshire NP16 6UL

A site visit was made on 9 May 2023.

- **Appeal A** is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Harold Johns against the decision of Monmouthshire County Council.
 - The application Ref DM/2022/00048, dated 10 January 2022, was refused by notice dated 30 July 2022.
 - The development proposed is described as the “Retention of mixed use within existing building to accommodate a distillery, a bar and a tourist use (visitor experience), retention of change of use of land from agriculture to land to be used in association with the proposed use, retention of use of agricultural storage building for use as a bottling plant, and retention of hard surface areas for use as car parking’.
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- **Appeal B** is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991. The appeal is made by Nina Howden against an enforcement notice issued by Monmouthshire County Council.
 - The enforcement notice (“the Notice”), numbered E21/174 was issued on 21 December 2022.
 - The breach of planning control as alleged in the Notice is the unauthorised change of use of barn from agricultural use to industrial use (B2), unauthorised change of use of agricultural land to car park in association with unauthorised industrial use (B2).
 - The requirements of the Notice are:
 1. The industrial (B2) use of the larger barn (as highlighted in green in Appendix 1) shall cease.
 2. Cease the industrial (B2) use of all land outside of the buildings within the area edged in brown.
 3. The unauthorised hardstanding (as highlighted in blue in Appendix 1) shall be removed in its entirety, with all debris removed from the site, and the land restored to its former condition prior to the unauthorised works.
 - The period for compliance with the requirements is three months from the date the Notice takes effect.

- The appeal is proceeding on the grounds set out in section 174(2) (f) and (g) of the Town and Country Planning Act 1990 as amended.
-

Decisions

Appeal A: CAS-02278-X7K9S1

1. The appeal is dismissed.

Appeal B: CAS-02495-H0J6W9

2. The appeal is allowed in respect of ground (g) only, but otherwise dismissed. I direct that the Notice be varied by the deletion of the words 'three months' and their substitution with the words 'six months' from the date the Notice takes effect. Subject to this variation, the Notice is upheld.

Costs Applications

3. Applications for costs have been made by the appellants against Monmouthshire County Council. These applications are the subject of separate decisions.

Procedural and Preliminary Matters

4. The description of development shown on the planning application form is '*Retention of mixed use.....*' Given that the development the subject of **Appeal A** has commenced, I have dealt with that appeal as one that seeks planning permission under s73A(2)(a) of the Act.
5. There are two barns within the appeal site. I will refer to the larger barn on the western part of the site as 'Barn 1' and the smaller barn to the east as 'Barn 2'. At the time of my site visit, Barn 1 was in use as a bottling plant and storage / labelling / packaging area in association with the distillery business, albeit the layout is not exactly that shown on the submitted drawings. The submitted drawings show Barn 2 as a 'Multi-purpose space including production, shop, bar, office and storage' together with the proposed layout of the external space. This would consist of a large area of hardstanding on the northern part of the site and the vehicular access leading to a visitor parking area to the west of Barn 1 and a staff parking area to the north of Barn 2, together with a seating area in the space between the barns and on the southernmost part of the site.
6. The Notice (**Appeal B**) attacks only Barn 1 and the area of hardstanding around this barn, whereas the development the subject of the planning application (**Appeal A**) relates to the use of both barns and the land, and the hardstanding for car parking. It is in this context that I have considered the appeals.
7. By letter dated 11 October 2023, Welsh Government announced changes to Planning Policy Wales (PPW) with immediate effect. The main policy change which is of relevance here relates to the net benefit for biodiversity. However, since the implications of the changes to PPW do not affect the outcome of the appeals, I have not sought to canvas the views of the parties.

Background

8. Planning permission was granted in 2019 for the change of use of the existing agricultural building (Barn 2) to a micro distillery for the production of gin and other spirits. As I understand it, the only external change involved the construction of a lean-to extension to the southern side of the building to provide toilet facilities and storeroom. Informal parking was to be provided within the site for approximately 4 cars with an estimation that around

5 vehicles per day would visit the premises during peak times. Deliveries were expected to be around 1-2 times per week in a transit sized van.

9. A subsequent application for the discharge of Condition 7 in relation to foul drainage was approved under Ref. DM/2019/00558, which agreed the installation of a 2800 litre capacity septic tank. An application to vary the condition controlling the opening hours of the distillery was approved under Ref. DM/2019/01696, amending the opening hours to 08:00-21:00 daily.

The s78 Appeal (Appeal A)

10. Against the background that I have described, the main issues are:
 - The effect of the development on the character and appearance of the area, with particular regard to the Wye Valley Area of Outstanding Natural Beauty (AONB);
 - Whether the site represents a sustainable location;
 - The effect of the development on the living conditions of neighbours;
 - Whether the development can be served by adequate off-street parking provision and the effect on highway safety;
 - Whether the site can be adequately drained; and
 - The effect on ecology.

Character and appearance

11. The appeal site lies on the outskirts of the village of Catbrook and within the Wye Valley Area of Outstanding Natural Beauty (AONB). The site is bounded by a hedgerow to its front boundary, a tree lined boundary with the residential property to the west, post and wire fencing to the east and an open aspect to the fields beyond the southern boundary. The immediate surroundings are characterised by low density detached dwellings in spacious plots on the periphery of the village and in a predominantly rural landscape.
12. The existing buildings have a functional, agricultural form and appearance; they are clad with metal profile sheet coloured green, have minimal openings and large roller shutter doors on their main elevations. Vehicular access is gained from the single track, country road via metal, five bar field gates.
13. The Council's concerns relate to the installation of an acoustic fence, the siting of portable toilets during events and the potential effects of a lack of sufficient car parking spaces to meet the demands of the development resulting in either off-site parking on the highway verges or overspill parking in the adjacent field.
14. I acknowledge that the approved change of use of Barn 2 to a gin distillery already alters the character of the area somewhat. The Council does not suggest that this permission has not been implemented, and I must therefore take into account that the site legitimately operates as a small-scale business from Barn 2. In this context, I do not consider that the intensification of the use by way of its extension into the second, larger barn would have any materially greater impact on the character of the area.
15. Be that as it may, the effect of the intensification of the use and the introduction of events is that there is a realistic proposition of the need for an overspill parking area and/or the siting of portable toilets on what could be a regular basis. To safeguard the living conditions of nearby residents the appellant's Noise Impact Assessment recommends the erection of a 2m high acoustic fence along the northern (front) and western (side) boundaries. Such a means of enclosure would dominate the site frontage, appearing alien in its surroundings. The need for overspill parking in an adjacent field and / or the introduction of portable toilets would add to the visual harm and would fail to conserve this part of the AONB which is otherwise a quiet hamlet set in a pleasant rural

landscape. The development therefore adversely affects the character and appearance of its surroundings, in conflict with Policies S10, S17, EP1, DES1 and LC4 of the adopted Monmouthshire Local Development Plan (LDP) 2014.

16. The Council suggests a landscaping scheme may overcome the visual harm of the development. I do not know whether it would be possible to plant forward of the acoustic fencing since such details do not form part of the submissions before me. Further, a planting scheme capable of screening the site could have a significant impact on the landscape. I cannot therefore be satisfied that the adverse effects of the development in this regard could be satisfactorily mitigated by the imposition of a condition.

Sustainability of location

17. Policy S11 supports proposals that provide and /or enhance sustainable forms of tourism, subject to detailed planning considerations. Such considerations include the need for all new development to promote and secure sustainable, safe forms of transport which reduce the need to travel, increase provision for walking and cycling and improve public transport provision, as outlined in Policies S16 and MV2.
18. Much of Catbrook has no segregated provision for pedestrians and cyclists and visitors would have no alternative but to walk or cycle along narrow rural lanes and classified roads subject to the national speed limit. Neither is Catbrook accessible by public transport, the nearest bus stops being around a 50 minute walk from the site. The appellant's evidence shows customers arriving by private car, taxi or minibus. Whilst the principle of the use of the site as a micro distillery has already been established, its limited capacity under the extant permission means that it is unlikely to attract similar staff and visitor numbers as the scheme the subject of the appeal.
19. The development would inevitably be reliant on staff and visitors getting to and from the site by private car, for the most part. The site is not in a sustainable location, accessible by public transport or other alternative means. As the site's location does not have adequate sustainable travel links, it does not meet the requirements of LDP policies S11, S16 and MV2.
20. I accept that PPW recognises that certain diversification proposals will only be accessible by car, albeit every effort should be made to locate diversification proposals so they are well-served by public transport. The contribution that the development makes to rural diversification and tourism does not outweigh the unsustainable location of the site and the lack of alternative modes of transport available to serve the much more intensive use of the site in this particular case.

Living conditions

21. There is much disagreement between the parties regarding visitor numbers and the means of getting to and from the site together with the nature and frequency of delivery vehicles.
22. The appellant's figures for December 2021 – March 2022 show relatively low visitor numbers, but the survey was conducted over a limited period and at a time when Covid restrictions were in place. The appellant asserts that visitor numbers for the summer months of July and August 2021 were provided, but have been largely ignored. From my reading of the evidence, it would seem that these figures were derived from estimations based on the number of tours and gin school bookings together with sales in the distillery shop. I am not persuaded that rudimentary calculations, such as an assumption that 1no. bottle of gin sold equated to 2no. visitors in one car or that 4no. cocktails suggested 4no. visitors, can be relied upon as accurate, particularly when the appellant's own evidence shows that the highest number of visitors in a single day is

35no. (outside an organised event). That is quite a difference from the suggested average of between 3.1 and 7.7 visitors per day.

23. I have also had regard to the visitor numbers in respect of the street food events, which are recorded as 178no. visitors at the event of 14 August 2021 and 231no. visitors at the event of 10 July 2021, with the appellant stating that both events were spread out over the day with no more than 50 people attending at any one time.
24. I acknowledge that visitors will come and go at different times and this may limit the noise generated at any one time. However, there is nothing before me to suggest an enforceable mechanism whereby the number of visitors on site at any time could be limited.
25. A noise monitoring survey was undertaken between 9 and 14 December 2021. The assessment concludes that the development's plant operations do not exceed background sound levels in the area. However, it identifies a minor/moderate relative change in ambient sound levels at the identified receptor locations due to typical activities at the site, including visitors and car parking. The assessment of noise from the outdoor seating area identifies a negligible change to the ambient sound levels during small outdoor seating events. During larger events, the assessment identifies moderate change to the ambient sound levels at one noise sensitive receptor and a minor change at the others. The predicted levels remain below the BS8233 criteria of 50 dB(A) for external amenity areas.
26. The assessment concludes that noise from typical operations at the distillery can be heard at the closest receptors but would not substantially change the ambient noise levels in the area subject to the installation of acoustic fencing along the northern and western boundaries of the site. It further advises that best practice should be used to minimise patron noise from the outdoor seating area (with that area limited to the south of the barns for 'normal' events with a reduced number of people) and making visitors aware of the noise-sensitivity of the area by encouraging quiet behaviour on site.
27. I cannot say with certainty whether the noise survey period typically represents the noise generating activities across the site. Whilst I acknowledge an acoustic fence may minimise the noise impact, I have already concluded such a feature would have an adverse impact on the AONB.
28. Without an acoustic fence, I consider that impulse noise associated with the use, such as raised voices, music, the slamming of car doors or the start up of car engines with visitors arriving or leaving the site would result in a level of disturbance over and above that which the neighbouring residents should reasonably expect to enjoy.
29. Additionally, to my mind a development which must rely, in part, on the operator having to request that visitors leave the premises quietly, is tantamount to a recognition that the use would have an unacceptable impact on the living conditions of existing residents, particularly at times when they should have a reasonable expectation of a quiet environment.
30. Hence, I find that the development is likely to result in a significant increase in visitor numbers, resulting in noise disturbance and a harmful impact on the living conditions of the residents in the immediate vicinity of the site. It therefore conflicts with LDP Policies S10, S17, RE2, RE6, EP1 and DES1 in this regard.

Highway safety

31. The highway network in the vicinity of the site is made up of country roads and rural lanes, with a single lane carriageway forming this part of Ninewells Road. There is an existing field gate providing vehicular access to the site.

32. The Council disputes the findings of the appellant's Transport Statement that passing opportunities are available along the carriageway, pointing out that the carriageway is a narrow single track bounded by hedges with soft verges unsuitable for vehicles. Further there are no hard surface passing places other than field and property entrances. In addition, the assertion that traffic speed and volume along Ninewells Road are low are unreliable, given that they rely on observations rather than records of actual traffic speed or volume data. Ninewells Road is subject to the national speed limit.
33. The photographs provided by interested parties show vehicles at a particular point in time and cannot be relied upon to show vehicle movements or typical manoeuvres and/or parking arrangements. I have seen a third party website stating that coach parking is available at the site but have no reason to doubt the appellant's assertion that the largest vehicle that has been used to bring customers to and from the site is a mini-bus. I have insufficient information to identify the exact number and nature of the vehicle movements. However, as stated above, visitor numbers have been recorded between 178 to 231 people with around 50 to 60 people attending events at any one time. That volume of visitors coming and going would inevitably lead to difficulties and conflict along narrow lanes with no official passing places.
34. I am also concerned that customers accessing the development on foot or by bicycle would be forced to walk or cycle in the carriageway, along a single-track road where there is a realistic prospect of the traffic travelling at national speed limit and drivers having to perform reversing manoeuvres (this includes delivery vehicles and HGVs). Thus, I am not convinced that it is a safe environment for pedestrians or cyclists.
35. There is also disagreement between the parties regarding the size and frequency of delivery vehicles. Nevertheless, the Transport Statement provides a Swept Path Analysis of a 10.0m rigid vehicle, which concludes that adequate space is available for a vehicle of this size to safely enter and exit the site in a forward gear. Although I note the concerns of interested parties that the SPA suggests a tarmacked surface for the width of the carriageway when, in fact, there are verges to either side, the Council has not taken issue with this element of the scheme.
36. It would appear that the area of land adjacent to Barn 2, over which delivery vehicles would travel in order to leave the site in a forward gear, also functions as the operational parking area. Thus, I am not satisfied that there would be adequate space for delivery vehicles to turn within the site in the event that the operational parking is in use.
37. Turning to parking, the submitted evidence suggests that there would be a maximum of 60 guests on site at any one time. To accommodate this, overspill parking would be provided in the adjacent fields. For events, it has been assumed that vehicular occupation would be a minimum of two people per vehicle; for 60 guests on site approximately 30 cars would therefore need to be accommodated on site and within the designated overspill areas.
38. I am not certain on what basis assumptions have been made regarding the number of visitors at each event or the number of persons per vehicle. Neither is there any mechanism before me for limiting the number of visitors, securing the 'overspill' parking area or ensuring that all 10 spaces within the site are available for visitor parking rather than being used for operational parking or servicing. Consequently, I cannot be certain that the single width carriageway to the front of the site would not be used as indiscriminate parking by visitors which, in turn, would compromise highway and pedestrian safety. For these reasons, I do not consider a condition requiring an Event Management Plan could overcome these issues.

39. Moreover, a Delivery Management Plan could be secured by condition but I share the Council's concern that this would not address the limitations of the local highway network or the site's constraints.
40. In light of the above, I find that the development has an unacceptable impact on highway and pedestrian safety, in conflict with LDP Policies S10, S16 and MV1.

Drainage

Foul

41. Welsh Government Circular 008/2018 '*Planning requirements in respect of the use of private sewerage in new development, incorporating septic tanks and small sewage treatment plants*' ("the Circular") states that the first presumption must always be to provide a system of foul drainage discharging into a public sewer (my emphasis). If it can be shown that connection to a public sewer is not feasible, a private sewage treatment system consisting of package treatment plant can be considered. Only if it can be demonstrated that connection to the sewer, or the use of a private package treatment plant is not feasible, should a septic tank system be considered.
42. The installation of a septic tank was approved for the change of use of Barn 2 to a micro distillery. A septic tank was accepted on the basis that the distillery was a small business with only two people working there on a day-to-day basis, and a few occasional visitors. I understand that the installed septic tank has a capacity of 4-5 people per day, and is intended for a 5 person household.
43. Taking the above factors into account, I acknowledge it is possible that the existing septic tank would be sufficient for day-to-day staff use. However, with visitor numbers in dispute and without a mechanism for limiting such numbers in any event, I cannot be certain what the actual flows and loads are. Neither do I know whether the appellant has considered the hierarchy referred to in the Circular, so as to establish whether a connection to the mains or, if not, a private sewage treatment would be feasible in this instance.
44. Notwithstanding the above, it is accepted that event days significantly exceed the capacity of the septic tank. Although it is proposed that portable toilets could be used, I have not been provided with a full assessment, including the details of the number of portable toilets required, to meet demand beyond the capacity of the septic tank. In other words, I am not satisfied by the submitted evidence that reliance on such means would not lead to environmental, amenity or public health problems.
45. I afford very little weight to the appellant's statement that '*Visitors to the distillery usually spend less than an hour on site and in our experience are not likely to use the toilet*'. That can neither be guaranteed or enforced, and I cannot envisage a situation where a tourist business which offers refreshments, forbids customers from washing their hands and/or using a WC.
46. The septic tank was intended to serve a much more modest development than that the subject of Appeal A. It therefore follows that it has not been demonstrated that the development is served by satisfactory on-site services for sewage disposal. In this regard, it would conflict with the Circular and LDP Policy EP1.

Surface water and flooding

47. The Council acknowledges that as the total construction area appears to be above 100m.sq, SAB approval is required. Surface water drainage is a separate consent regime and, therefore, and I see no reason to duplicate controls under that legislation.

Ecology

48. Policy 9 of Future Wales requires a net enhancement for biodiversity for all new development.
49. The ecological assessments which accompanied the previous application cannot be relied on in respect of the need to secure biodiversity enhancement for the scheme that is before me. The need for properly considered ecological enhancement, which is proportionate to the development the subject of Appeal A, would be necessary to comply with FW Policy 9 and the duties imposed by section 6 of the Environment (Wales) Act 2016 and the national planning policy requirements of PPW, noting the update to Chapter 6 of PPW which further reinforces this position.
50. In the absence of such proposals, I must conclude that the development conflicts with Future Wales and the requirements of the Act and PPW in this regard.

Other Matters

51. The appellant contends that the development constitutes a sustainable development of a rare brownfield site in a location that is in accordance with the statutory development plan and will make an important contribution towards the rural economy. Even if I were to consider this site to be brownfield, the development fails to meet the sustainability objectives outlined in local and national planning policy for the reasons I have already given. This matter does not therefore outweigh the harms I have identified in the balance of acceptability.

Appeal B: The ground (f) appeal

52. An appeal on ground (f) is that the steps required to comply with the requirements of the Notice are excessive and lesser steps would overcome the objections.
53. The argument advanced in support of the ground (f) appeal is that a s78 appeal has been made against the refusal of planning permission and, as such, the steps required to comply with the requirements of the notice are considered excessive and would have irreversible financial and operational implications. However, the scope of ground (f) is limited given that there is no ground (a) appeal before me seeking retrospective permission for the use or development.
54. I have concluded that the S78 appeal be dismissed and there are no other suggestions before me of realistic or suitable lesser steps that would address the fundamental concerns in respect of the development that has been carried out and which is the subject of the Notice. In my view, the requirements are entirely appropriate to achieve the objectives of protecting the character and appearance of the area, the living conditions of neighbours, highway safety, drainage and ecology.
55. Thus, the requirements of the Notice are not excessive and there are no lesser steps put forward by the appellant that would remedy the breach of planning control that has been caused. The appeal on ground (f) must therefore fail.

Appeal B: The ground (g) appeal

56. The appeal on ground (g) is made on the basis that the 3 month period for compliance with the Notice is too short in view of the resultant severe financial burden on the business. Accordingly, a period of 12 months to continue trading and a further 3 months to comply with the Notice is sought.
57. I have had regard to the appellant's contention that the works required to revert to the approved use would require the transfer of the enterprise to new venues, arrangement of

finances and scheduling, and recalibrating the business model whilst fulfilling existing commitments and remaining operational in the current uncertain economic times.

58. The Council states that the time given to comply with the Notice is not insufficient, arguing that it is in line with the normal period allowed for compliance with an enforcement notice and is more than sufficient to remedy the breach.
59. To extend the period of compliance would prolong the harm I have identified. However, I have also had regard to the difficulties associated with finding alternative premises, re-establishing the business and meeting its existing commitments together with the removal from the site of the material forming the hardstanding. An extended compliance period would increase the likelihood of another suitable site being found, thereby assisting in keeping the business operational. That being said, and whilst I find the 15 month period sought by the appellant to be too long a compliance period during which the unauthorised use would subsist, I consider that 6 months strikes the right balance between remedying the breach of planning control as soon as is reasonably possible and acknowledging the difficulties that the appellant is likely to encounter. I shall vary the Notice accordingly.

Conclusion

60. In conclusion, Appeal A is dismissed. The appeal on ground (g) succeeds as I find the compliance period too short, and I am therefore varying the Notice accordingly prior to upholding it.
61. In reaching my decisions, I have taken into account the requirements of sections 3 and 5 of the Well-Being of Future Generations (Wales) Act 2015. I consider that these decisions are in accordance with the Act's sustainable development principle through the contribution towards the Welsh Ministers' well-being objective to make our cities, towns and villages even better places in which to live and work.

Melissa Hall

INSPECTOR

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Costs Decisions

by Melissa Hall BA(Hons), BTP, MSc, MRTPI

an Inspector appointed by the Welsh Ministers

Decision date: 29/11/2023

Costs applications in relation to Appeal Refs: CAS-02278-X7K9S1 & CAS-02495-H0J6W9

Site address: Land at Silver Circle Distillery, Pleasant View Barn, Ninewells Road, Catbrook, Trellech, Monmouthshire NP16 6UL

Decisions

1. The applications for awards of costs are refused.

Procedural Matters

2. Two awards of costs are sought by the applicants; the first is in relation to the s78 appeal and the second in relation to the Enforcement Notice appeal. The applications will be considered on their individual merits. Nevertheless, to avoid duplication I have dealt with the two together, except where otherwise indicated.

Reasons

3. The Section 12 Annex 'Award of Costs' of the Development Management Manual ('the Annex') advises that, irrespective of the outcome of an appeal, costs may only be awarded against a party who has behaved unreasonably, thereby causing the party applying for costs to incur unnecessary or wasted expense in the appeal process (my emphasis).
4. I appreciate the frustrations regarding delays during the processing of the application, the difficulty experienced engaging with the Council and the perceived lack of transparency. However, none of these matters specifically resulted in the appeals coming into being or the applicant incurring any additional expense in submitting the appeals than he would otherwise have done.
5. Whilst it is claimed that the Council failed to demonstrate how it considered the evidence submitted by the applicant, I am satisfied that, overall, it met its obligations to give proper consideration to the planning application, having regard to the development plan, national planning policy and other material considerations. That is, the Council was perfectly entitled to take a different view in terms of the weight to be given to the matters before it in determining the application. That the Council did not give the applicant an opportunity to respond to the fundamental highway safety concern is not a failing in my view if it considered that such concerns could not be overcome and thus provided little justification for further delaying the determination of the application.
6. I do not doubt that the protracted planning and enforcement issues have resulted in fewer customers, cancelled bookings and loss of income. Nevertheless, the costs regime is not intended to compensate for such matters which, in any event, have only come about as a result of unauthorised activity on the site. Rather, it is to deal with unreasonable

behaviour resulting in unnecessary or wasted expense in the appeal process, which is not the case here.

7. I also understand that work was undertaken in relation to the first Notice served, only for it to be withdrawn and a second Notice served. I accept that the Council withdrew the first Notice on PEDW's advice regarding its incorrect drafting. However, it seems to me that any work undertaken in respect of the first Notice would not have been abortive given that the second Notice related to the same development.
8. For the reasons given, I do not find that unreasonable behaviour resulting in unnecessary or wasted expense, as described in the Section 12 Annex, has been demonstrated.

Melissa Hall

INSPECTOR