

# Public Document Pack

## MONMOUTHSHIRE COUNTY COUNCIL

**Minutes of the meeting of Planning Committee held  
at The Council Chamber, County Hall, The Rhadyr, Usk, NP15 1GA on Tuesday, 6th  
November, 2018 at 2.00 pm**

**PRESENT:** County Councillor R. Edwards (Chairman)  
County Councillor P. Clarke (Vice Chairman)

County Councillors: L. Brown, A. Davies, D. Dovey, D. Evans, M. Feakins, R. Harris, J. Higginson, G. Howard, P. Murphy and M. Powell

County Councillor P.A. Fox, J. Watkins and P. Jones attended the meeting by invitation of the Chair.

County Councillors M Feakins and D. Evans left the meeting following determination of application DM/2018/00880 and did not return.

County Councillor G. Howard left the meeting following determination of application DC/2018/00138 and did not return.

### **OFFICERS IN ATTENDANCE:**

Frances Williams	Chief Officer, Enterprise
Mark Hand	Head of Planning, Housing and Place-Shaping
Philip Thomas	Development Services Manager
Craig O'Connor	Development Management Area Team Manager
Andrew Jones	Development Management Area Team Manager
Matthew Phillips	Head of Law/ Monitoring Officer
Richard Williams	Democratic Services Officer

### **APOLOGIES:**

County Councillors: J. Becker, D. Blakebrough and A. Webb

#### **1. Declarations of Interest**

County Councillor A. Davies declared a personal and prejudicial interest, pursuant to the Members' Code of Conduct, in respect of application DM/2018/00880, as he is a resident of Church Road, Caldicot and has been involved in raising a petition regarding traffic congestion at school start and end periods. He therefore left the meeting taking no part in the discussion or voting thereon.

#### **2. Confirmation of Minutes**

The minutes of the Planning Committee meeting dated 2<sup>nd</sup> October 2018 were confirmed and signed by the Chair.

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3. **Application DM/2018/00696 - Outline application (with all matters reserved except for access) for residential development of up to 291 dwellings, a care home and public open space, landscaping and associated infrastructure works. Land Development South Of Crick Road Crick Road Portskewett Monmouthshire**

We considered the report of the application, and late correspondence, which was recommended for approval subject to:

- The 20 conditions, as outlined in the report.
- Three additional conditions, following publication of the report, namely:
  - Retaining the hedgerow to the east of the site in perpetuity to a height of 1.8 metres.
  - Removal of permitted development rights to provide a means of enclosure along the site boundary with dwellings on Treetops.
  - The scale parameters to be a maximum height of 12 metres for the residential development and 18 metres for the care home.
- A Section 106 Legal Agreement.

The local Member for Portskewett, County Councillor P. Fox, attended the meeting by invitation of the Chair and outlined the following points. He also spoke on behalf of Portskewett Community Council, as the original representative was unable to attend the meeting:

- Infrastructure overload is occurring through Portskewett with additional traffic being generated due to the development of residential houses at the Sudbrook Paper Mill site.
- There is also a considerable number of houses to be built in the Sudbrook area which will be accessed via the centre of Portskewett village.
- The main access to Crick Road should be via the B4245. However, there are concerns regarding the secondary access. It was considered that human nature will prevail with the easiest access being through Portskewett, exacerbating existing traffic issues.
- Originally, it had been noted some years ago that the secondary access was to only serve an additional 40 houses, which had been deemed acceptable. However, the number of vehicles using this access will be considerably more.
- The infrastructure for Portskewett is becoming saturated due to additional housing developments being established.

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- The local Member welcomes the proposed additional conditions.
- The local Member also welcomes the provision of affordable housing and asked that the allocations of these properties be allocated via the Rural Allocations Policy to ensure that local people are able to live within their community.
- The care home will be a welcome addition to the area.

Councillor A. Easson, representing Caldicot Town Council, attended the meeting by invitation of the Chair and outlined the following points:

- The Town Council is aware of the need to provide affordable housing in the area.
- Caldicot Town Council supports the proposed development in principle, creating 75 affordable homes. However, this support must be measured against the effects of an increased population on the rest of the community and the effects on the existing overstretched infrastructure. The Health Service provision is one of those affected with doctors' surgeries at capacity.
- The Town Council supports the development of a care home on Crick Road.
- The transport infrastructure is inadequate. There is an hourly bus service to Chepstow and Newport but nothing further afield.
- Severnside no longer has the no. 62 bus service. The no. 75 bus service no longer exists either.
- The nearest railway station to Caldicot has poor interconnectivity. It is essential that this service becomes viable for the future for people living in the area. A case should be made to re-open Portskewett Halt.
- Severn Tunnel Junction is the choice departure of many commuters but currently the only option to get there is by car. The Ministry of Defence (MOD) base could be used as a park and ride with a pick up point at the Mitel site.
- The proposed traffic calming measures and the re-alignment of the B4245 from Magor to Parkwall will only address a minor aspect of the traffic issues occurring at this location. This development may not increase the risk in the area. The road from Mitel to Parkwall has recorded three accidents over a five year period. However, to the west of the site, 33 accidents have been recorded over the same period.
- Highways consider re-aligning the B4245 to accommodate a 2.5 metre footpath. Rather than narrow the roadway it would be more sensible to have a footbridge alongside the existing bridge to keep pedestrians and vehicles apart.
- The proposed pedestrian crossing near Mitel will just be a refuge in the middle of the road.

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- The 30mph speed limit should also be extended beyond the Crick Road junction.
- Schools in Caerwent, Portskewett and Rogiet are mainly at capacity. Children are being taken by bus from the area to Magor and Undy. Developments in the future will add to the number of children residing in the area putting even greater strain on school places.
- There will be over 100 children seeking school places in the future. Financial contributions will need to come from the developers to cover the shortfall. Adequate provision should be established in tandem with the development and not after completion.
- Caldicot Town Council seeks to support the development with observations identified.

Mr. R. Williams, applicant's agent, attended the meeting by invitation of the Chair and outlined the following points:

- The site is allocated in the adopted Local Development Plan (LDP) and the principle of development is fully established.
- It is acknowledged that a number of local residents and community and town councils have raised concerns in relation to the proposal. The two main issues relating to highway matters and the impact on the local infrastructure and community facilities.
- The application scheme is centred around a primary access onto the B4245 and a secondary access onto Crick Road. Considerable work has gone into the master plan road hierarchy which has been designed to ensure that the most convenient access will be onto the B4245 and any route onto Crick Road will have hindrances. The primary route will be onto the B4245.
- The site is well located in terms of being in easy walking and cycling distance to the community facilities of Portskewett.
- New footpaths and traffic calming measures will be provided along Crick Road and the B4245 to the Mitel Roundabout. These improvements will provide a safe route to Portskewett Primary School and to the local facilities within the village.
- A direct footpath and cycleway will also be provided over the railway bridge to Caldicot which will provide access to the castle, country park, the comprehensive school and the town centre. These improvements will benefit the wider community.
- Highways has raised no objections to the proposed scheme and supports what is being proposed and what is contained within the traffic assessment.

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- The Section 106 head of terms that have been agreed with officers will improve and enhance local infrastructure and facilities within the area.
- A contribution will be provided in the sum of £50,000 to improve local bus services. £400,000 will be provided to improve recreation facilities and over £800,000 will be provided towards education provision.
- 25% of the development will be affordable housing provision and there will be extensive Section 278 works to ensure that the highway improvements are implemented.
- In terms of health provision, the local Health Board was consulted as part of the LDP process and the planning application process and did not identify a need for improved G.P. provision in Portskewett.
- The layout of the proposed site has evolved during consultation with officers. The master plan and design and access statement demonstrate a commitment to the highest standard of urban design with dementia friendly principles being at the forefront.
- Provision of meaningful greenways measuring up to nine metres width span the length of the site. Significant green infrastructure provision including links with the adjacent railway line.
- Provision of a large central area of public open space comprising of a locally equipped play area costing in the sum of £125,000.
- The retention of four large oak trees and the retention of the majority of existing hedgerow.
- There will be significant landscaping throughout the site to ensure a quality living environment.
- A care home will also be provided which is much needed in the community.
- All material considerations have been addressed.

Having considered the report of the application and the views expressed, the following points were noted:

- Traffic management measures are required around the Parkwall Roundabout area and before the Crick cross roads to reduce traffic speeds at this location.
- The site adjacent to the B4245 has a history of flooding which will need to be managed.

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- There are vacant spaces in Caldicot Comprehensive School. However, local primary schools are at capacity.
- There are flooding issues with regard to the Nedern Brook, which has led to flooding of the nearby area.
- Drainage issues in and around the surrounding area of the proposed development need to be carefully assessed.
- The proposed affordable housing is needed for this area.
- The concerns of Mathern Community Council, outlined in the report of the application, were re-iterated.
- Concerns were also raised regarding infrastructure. A Member considered that the traffic assessment that had been undertaken was inadequate, as it only referred to the roads surrounding the area. It was considered that vehicles will be potentially travelling to Bristol via the A48 Pwllmeyric and to Newport. It was also considered that the destination of these vehicles had not been taken into account when the traffic assessment was being undertaken. Caldicot, Portskewett and Chepstow are all interlinked in terms of traffic flow and traffic management. An accident in Chepstow can lead to gridlocked traffic along this route through Portskewett and Caldicot, which can have a similar effect if an accident occurs in Portskewett or Caldicot. The access to Crick Road is not a good idea as it is a narrow road. Measures to prevent access to this narrow road are unclear. Traffic calming ramps had been previously installed but had caused drainage issues. Bus stops will be required on both sides of the road and should include lay bays with appropriate disabled access, as easy access to the care home will be required. It was suggested that deferral of the application should be considered to investigate the highways issues that had been raised.
- There will be an increase in traffic flow. However, vehicle movements will occur at various times and will be travelling in different directions.
- Currently, a variety of events occur annually in the area which generates additional traffic. However, the existing road system is able to cope with an increase in vehicular movements.
- There is a local need for affordable housing within this area and this is an allocated site within the LDP. Considerable work has been undertaken with regard to the design of the site to mitigate the issues that have been raised.
- This is an exciting development and could become a model for other developments to be based on.
- It would be beneficial if local people could be persuaded not to use the secondary access but instead to use the B4245.

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- Some Members expressed their support for the development as it is vital that the facilities outlined in the report of the application are located on this site.
- 25% affordable housing will be brought to the area.
- The care home will benefit people residing in the area.
- In response to issues raised by a Member regarding highways and G.P. provision, the Head of Planning, Housing and Place Shaping informed the Committee that the Highways Department would have considered the wider highways impacts such as movements around the County and the pressures from the removal of the Severn Bridge tolls. There is a Section 278 Agreement involving various off site highways works that includes speed reductions that have been referred to. The concerns regarding G.P. capacity are noted. However, Members will note from another application on the agenda that there will be an extra G.P. in a surgery located a short journey away from the site.
- The Development Management Area Manager informed the Committee that in terms of highways implications, the site has gone through a vigorous LDP process and the infrastructure and road networks would have been addressed. The Highways Department has reviewed the off-site mitigation measures that have been established and considered them to be acceptable. In terms of the planning application, the Highways Department was satisfied with the information that had been submitted and had considered that this development would not have an adverse impact on the local network and deemed this to be acceptable. With regard to the ramps on Crick Road, these traffic calming measures have been established and agreed by the Highways Department which would be aware of any drainage issues that might be occurring. There will be a reduction in the speed of traffic in this area due to the traffic calming measures. With regard to bus stops and laybys, the Highways Department generally does not look for the provision of laybys on 'B' roads. The preference would be for the buses to remain on the road when stopping, which acts as an additional traffic calming measure. This site is not located within a flood zone. With regard to the allocation of affordable housing for local people, it was noted that Monmouthshire's housing policy and the allocation policy would aim to prioritise people in need in Monmouthshire.
- The Strategic Transport Group is looking at ways of getting people to reduce using their cars and to encourage better use of public transport and it was considered that officers should liaise with the Strategic Transport Group for this and future developments.
- In response to a question raised regarding bollards to restrict emergency vehicles, it was noted that this access would be a secondary access to the site and there would be no bollards erected there.

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The local Member for Portskewett summed up, as follows:

- He is not against the principle of development at this site and welcomes the Section 106 funding and where this money will be spent and the affordable housing allocation.
- He acknowledged the additional traffic issues that will impact upon the community which will be challenging.
- People should be discouraged from using the secondary access and acknowledged that some work was being undertaken regarding this matter.

Having considered the report of the application and the views expressed, it was proposed by County Councillor P. Murphy and seconded by County Councillor M. Feakins that application DM/2018/00696 be approved subject to:

- The 20 conditions, as outlined in the report.
- Three additional conditions, following publication of the report, namely:
  - Retaining the hedgerow to the east of the site in perpetuity to a height of 1.8 metres.
  - Removal of permitted development rights to provide a means of enclosure along the site boundary with dwellings on Treetops.
  - The scale parameters to be a maximum height of 12 metres for the residential development and 18 metres for the care home.
- A Section 106 Legal Agreement.

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

For approval	-	11
Against approval	-	0
Abstentions	-	1

The proposition was carried.

We resolved that application DM/2018/00696 be approved subject to:

- The 20 conditions, as outlined in the report.
- Three additional conditions, following publication of the report, namely:
  - Retaining the hedgerow to the east of the site in perpetuity to a height of 1.8 metres.



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- Removal of permitted development rights to provide a means of enclosure along the site boundary with dwellings on Treetops.
- The scale parameters to be a maximum height of 12 metres for the residential development and 18 metres for the care home.
- A Section 106 Legal Agreement.

**4. Application DM/2018/00880 - Outline Application (With All Matters Other Than Access Reserved For Future Determination) For The Erection Of Up To 130 Dwellings (Use Class C3), Provision Of New Open Space Including A New Community Park And Other Amenity Space, Engineering And Landscaping Works Including Sustainable Urban Drainage System And Enabling Works. Land To East Of Church Road, Caldicot, Monmouthshire**

We considered the report of the application, and late correspondence, which was recommended for approval subject to the 13 conditions, as outlined in the report and subject to a unilateral undertaking.

The local Member for Caldicot Castle attended the meeting by invitation of the Chair and outlined the following points:

- This has been a highly controversial proposed development. Many residents have contacted the local Member outlining their objections to the proposal. Also, a small number of residents have come forward indicating their support for the affordable housing proposals.
- The vast majority of residents have opposed the scheme for a myriad of reasons.
- This site does not form a part of the Local Development Plan (LDP). The Council has only agreed to give appropriate weight to the lack of five year land supply rather than considerable weight.
- Concerns have been raised regarding the infrastructure within Caldicot. The Doctor's surgery has very long waiting times and it is very difficult to obtain a NHS dentist in Caldicot, leading to higher prices for dental treatments.
- The local primary schools are at capacity.
- Aneurin Bevan University Health Board has stated that there are issues with recruitment rather than building size, but this is no consolation to elderly residents struggling to obtain an appointment to see their G.P.
- Schools are addressed via Section 106 Agreements. However, Caldicot's primary schools are at capacity. The Town cannot wait for houses to be built and then receive Section 106 funding before the primary school places are put in place to accommodate the additional need. Primary school children within

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Caldicot are currently having to travel across the town to attend a school that can accommodate them.

- Capacity needs to be built into the primary schools to accommodate the additional children that will arrive as a result of approving the application to provide additional housing within the Town.
- Concern has been expressed that the proposed houses will appeal to Bristol commuters which could lead to a reduction in Welsh language provision that currently exists within Caldicot.
- Concerns have been raised regarding the archaeological remains that have been found in Nedern Rise and whether more will be discovered and damaged by the development of the site.
- Increased traffic flow could have a negative impact on the air quality and cause damage to the Roman ruins at Caerwent.
- The site contains a public right of way which is used by ramblers and the local community. The right of way will no longer be an attractive route as it will traverse a housing estate. Concerns have been raised that walkers will change their route and walk through the site of special scientific interest (SSSI), potentially creating a negative impact on wildlife. Natural Resources Wales (NRW) aims to deter walkers from the SSSI.
- Concerns have been raised regarding road safety issues on Church Road, especially around the beginning and end of the school day. An increase in traffic flow on Church Road will exacerbate an already dangerous situation.
- Another road safety concern is the entrance to the site via Heol Sirhowy and Heol Trothy. These are small estate roads with children playing in the streets. A second access is required.
- There is concern regarding the increased strain on the road network to and from the Severn Bridge with the potential need for a slip road on and off the M48.
- Noise pollution may become a problem, especially if the tree barrier is reduced between the existing development and the M48.
- A number of residents have been concerned regarding the loss of views of the countryside and are further concerned that the gifted country park section might be developed in the future.
- Concerns has been expressed regarding the increased flooding risks from the Castle grounds that might encroach in to Heol Teifi.

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- The primary concern regarding the proposed development is the ecology of the SSSI, as this site is valuable to flora and fauna which could be damaged should the proposed development be approved.
- This site is not in the LDP. The application does not have to be approved. Existing residents did not anticipate that this site would be developed.

Councillor O. Edwards, representing Caldicot Town Council, attended the meeting by invitation of the Chair and outlined the following points:

- Caldicot Town Council supports the need for affordable housing. However, the Town Council had refused the application.
- The proposed development is outside of the LDP.
- There is insufficient infrastructure.
- There is a lack of primary school places in the Caldicot area.
- The doctors surgery will struggle due to the increased numbers of patients, not just from this development but from developments at Crick, Sudbrook, Magor and Undy.
- Church Road is the main road that traverses Caerwent and into the town centre. Additional traffic will cause a 'bottle neck', especially during school opening and closing times causing a risk to the children's safety.

Mr. P. Nicholson, representing objectors to the application, attended the meeting by invitation of the Chair and outlined the following points:

- Over 200 concerned residents have registered their opposition to the proposed development.
- There have been three public meetings held in the last six months with many valid reasons for objections to the proposal being raised.
- John Griffiths AM has also attended a public meeting and had expressed his support for residents' opposition to the proposed development in a subsequent newspaper article.
- Caldicot Town Council and Caerwent Community Council have objected to the proposed development.
- 420 homes are proposed for the Caldicot area which will have a detrimental effect to the infrastructure of the town in the short term with the two developments being one mile apart.

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- Over 1000 people and associated vehicles will join the network that currently exists, in the coming years.
- The area for the proposed development is an area of open countryside and has no special circumstances. It is contrary to policy and is a departure from the LDP.
- Two weeks ago a new notice was posted in the area to change the route for the existing public right of way. The right of way is located in existing open countryside away from the SSSI. The change will take the right of way through the new housing estate.
- HGH Consulting considers that the gifted community park will compensate for the loss of green area and the existing right of way. Caldicot Castle is already a well used community park with a maintained and policed infrastructure. The current field is not planned to include any infrastructure. Entry and exit of the proposed community area will be across private driveways.
- The Castle Community Park will also be impacted by the proposed new estate, as it will be within 100 metres of the development. Reports indicate moderate to high negative impacts on views and amenities to the proposed development.
- The existing right of way runs alongside a nearby lake. All views of the lake and wildlife will be lost.
- There could be a risk to the SSSI as close proximity of construction to the protected area is a material planning consideration and should remain a protected site. A full environmental impact should be commissioned.
- EDP is used by Monmouthshire County Council and HGH Consulting. Concern was expressed that this might result in a conflict of interest.
- The SSSI habitat supports species that are listed as of principal importance for conservation in Wales and has been upgraded to a priority habitat.
- The British Geological Survey has recommended that the SSSI site be reclassified as a UK bat priority habitat.
- The majority of the site is grade 1,2,3 agricultural land. Planning Policy Wales (PPW) gives weight to the protection of land in grades 1,2 and 3a. The proposal for development of this land is not in accordance with the objectives of PPW. Land of this grade is capable of producing high yields of arable and horticultural crops.
- There is a strong feeling within the local community that this development is a development that is too far and will be detrimental to the local environment and infrastructure and should not be progressed.

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The applicant's agent, Mr. R. Hepher, attended the meeting by invitation of the Chair and outlined the following points:

- Development of this area of land has always been envisaged up the boundary of the SSSI but no further.
- A large proportion of the land is reserved as green space. The community park is in the region of seven acres which will be given to the County Council with funds to provide for its future maintenance.
- Planning decisions need to be based on evidence. The applicant and officers have been working together to ensure that the best proposed development scheme is produced and independent verification has been sought when required.
- Officers have ensured that if any mitigation / policy compliance is required, it is achieved via a Section 106 Agreement and conditions.
- The total value of the Section 106 Agreement, including the affordable housing element, equates to a figure in the region of £4.5m.
- This application has been amended and improved during the process and now satisfies the ground rules indicated by Council on 20<sup>th</sup> September 2018.
- The application has been a well conceived and well assessed scheme and there is no reason for the application to be refused.

Having considered the report of the application and the views expressed, the following points were noted:

- Members noted that the site is not allocated for development in the LDP. Members considered the application in the light of the decision made by Council on 20th September 2018 which provided the Council's position, in principle, for residential development on unallocated sites. The shortfall in housing land supply was given 'appropriate weight' and the application was considered against the 11 'ground rules' agreed by Council on 20th September 2018.
- Approval of the application will ensure that the site is fully developed and is complimentary to existing housing developments.
- It is a natural site for development. It is bounded by the belt of trees which contain tree preservation orders. The site cannot be developed any further east.
- Concern was expressed regarding the effects to the junction in Caerwent and ideas to mitigate this have been submitted to the Highways Department.

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- The Authority does not have to wait for the Section 106 funding to extend the school as it can borrow money on the strength of the Section 106 Funding that is coming into the Authority.
- G.P. provision is decided on population. The current surgeries have the facilities to bring in additional G.P.s.
- The Head of Planning, Housing and Place Shaping informed the Committee that there is a clause within the agreed unilateral undertaking in which there is a restriction that the community park shall only be utilised for the purposes of public recreation and for no other purpose.
- There is a need for additional housing in the area.
- There will be 35% affordable housing provided, should the application be approved, providing an additional 14 affordable houses.
- The woods and the SSSI creates a natural barrier preventing further development of the site.
- Investigations are underway regarding Castle Park Primary School to provide parking for school staff and to provide a drop off area for parents.
- Concern was expressed regarding the junction between Church Road and the Roman Road which was considered to be a dangerous access point. A Member considered that traffic assessments needed to be looked at on a wider basis, as there is a traffic impact on the surrounding villages when large housing developments are implemented. There are issues regarding the infrastructure within the area that incorporates the site. The advantages of having developments within the LDP means that the larger infrastructure requirements are looked at. Piecemeal applications create a cumulative impact in the area which is not accounted for. The Local Health Board had indicated that up to the year 2026 there are a total of 4484 houses proposed with a potential increase in the population of 11658. Potentially, six G.P.s will be required. Currently, it is difficult to obtain routine G.P. appointments in the area due to the existing pressures on G.P surgeries as a result of the existing population. Developments require proper infrastructure provision.
- In response, the Head of Planning, Housing and Place Shaping stated that with regard to education, records are kept regarding which applications have been approved and what is already allocated within the LDP. Therefore, this process will be undertaken for this application. The same applies for traffic assessments and the work being undertaken on a regional and all Wales basis with the local Health Board and the NHS to ensure that the interaction that takes place between Planning and Health facilities is incorporated, going forward.

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- With regard to the application, the Health Board has indicated that there is a capacity issue which needs to be addressed. The solution is to appoint an extra G.P. at the Caldicot surgery. The building and car park can accommodate this. There is no requirement to extend the building or car park so no Section 106 Funding will be required for this.
- The Delegation Panel, together with the local members, should be involved with the design of the proposal.

It was proposed by County Councillor M. Feakins and seconded by County Councillor D. Evans that application DM/2018/00880 be approved subject to the 13 conditions, as outlined in the report and subject to a unilateral undertaking.

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

For approval	-	9
Against approval	-	2
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/00880 be approved subject to the 13 conditions, as outlined in the report and subject to a unilateral undertaking.

**5. Application DM/2018/01050 - Residential development of up to 111 dwellings, new vehicular access from Monmouth Road and emergency vehicle access to Station Road, public open space and associated landscaping, engineering and infrastructure works. Land Development off Monmouth Road, Raglan, Monmouthshire**

We considered the report of the application, and late correspondence, which was recommended for approval subject to the 16 conditions, as outlined in the report and subject to a unilateral undertaking.

The local Member for Raglan, attended the meeting by invitation of the Chair and outlined the following points:

- Raglan is a rural secondary settlement and only 10% of the overall housing provision for Monmouthshire is required in rural secondary settlements.
- The current application for 111 houses would result in a 36% rise in the number of houses in the village.
- The application is contrary to the Local Development Plan (LDP). This site is inappropriate in an unsustainable location.
- It is set in an area of good agricultural land and is not within the LDP. It is a development set outside of defined settlement boundaries.

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- The development will create a negative impact on the local infrastructure. In particular, the A40 crossing and junction will experience a 33% increase in traffic in the morning peak times and an 18% increase in the afternoon peak.
- There have been five recorded road traffic accidents in the previous five years, two of which were serious accidents. There is a likelihood of further road traffic accidents with increased traffic flow, should the application be approved.
- The A40 has been a concern for Raglan residents for some time. Concern has been exacerbated with increased pressure on this junction, as the junction is unsafe.
- The high street will also be under considerable pressure, should the application be approved.
- Most residents recognise that there is a need for housing throughout Monmouthshire and that Raglan will not be exempt. Raglan, in particular, requires affordable housing provision. However, there are other, more suitable sites which will generate less pressure on the highway infrastructure and make use of the by-pass.
- Approval of this application could be seen as a catalyst for further development in the area.
- Raglan lacks the infrastructure and opportunities to accommodate a large development which threatens to alter the existing village status.

Councillor R. Moorby, representing Raglan Community Council, attended the meeting by invitation of the Chair and outlined the following points:

- The representative had contributed to the creation of the existing LDP.
- The application is ignoring a number of clauses within the LDP.
- In terms of the number of houses proposed, considerable weight is being applied as opposed to appropriate weight.
- With the 45 houses on Chepstow Road that have already received planning permission, the additional 111 houses would result in a 36% rise in the number of houses in the village, which is considered to be far beyond appropriate.
- The scale of development is not acceptable.
- Local shopkeepers do not require the proposed added patronage that the development would bring to the village.
- The primary school is currently at capacity and could not accommodate any additional children coming into the village.



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- The development will be built on a significant portion of the best agricultural land in Monmouthshire.
- Planning Policy Wales (PPW) states that note should be taken of existing infrastructure. It is considered that this is not being taken into account.
- The Spatial Plan for Wales 2008 refers to sustainability. People moving into the area would not be working in Raglan but would be commuting out of the village.
- The Community Council requested that the application be refused.

Mr. C. Knight, representing objectors, attended the meeting by invitation of the Chair and outlined the following points:

- 200 posts objecting to the application have been placed on the planning portal.
- It was considered that the proposed scheme has been engineered to exploit a loophole created by Welsh Government promoting sites outside of LDPs where local authorities have a shortage of planned housing development.
- In July 2018, Lesley Griffiths AM stated that such speculative applications generate uncertainty for communities and add to the detriment of the plan led system.
- Residents are disappointed as the site is owned by a former County Councillor.
- It was considered that the Planning Department takes a strong approach in the Raglan area with refusal for domestic type fences in fields, enforced removal of play items in fields and policed the fenestration of new extensions.
- It was considered that the report of the application is flawed, for example, the school has 210 places with 204 pupils on roll leaving only 6 places for the 10 pupils generated from the 45 homes already approved. It is impossible to extend the school. Therefore, the 24 children generated via this scheme will be required to go to a primary school in Abergavenny.
- It is disingenuous for the proposed site to be located close to the primary school as these pupils will not be attending their local primary school.
- The covenant remains in place.
- The recreation contribution within the Section 106 Agreement is halved from £3000 to £1500 per unit.
- David Davies MP has written to the Head of Planning, Housing and Place Shaping supporting Raglan Community Council's suggestion that the application be refused and then referred to the new LDP process.

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- The Community Council is supportive of sustainable development and acknowledge the need for affordable housing in the village.
- If the scheme is approved, in addition to the 45 houses already granted, it will increase the size of the village by 36%. Such over development will incapacitate the local infrastructure.
- The Community Council asked that the Planning Committee considers refusing the application and work with the Community Council alongside others in the new LDP.

The applicant's agent, Mr. G. Barton, attended the meeting by invitation of the Chair and outlined the following points:

- The scheme has been carefully and sensitively designed focussing on a high quality, design led scheme.
- The scheme is a result of a collaborative process, engaging with officers via of the pre-application service and with the community via a public exhibition, resulting in a high quality thought out scheme.
- No statutory consultees, other than Ragan Community Council, have objected to the proposed scheme.
- A significant package of affordable housing and financial contributions are also proposed.
- The development will provide in excess of £800,000 worth of planning contributions. This could include a contribution towards a new village hall, widened and new footways, improved public transport and provision of primary school places. These contributions will benefit existing and new residents of Raglan.
- It had been accepted that residential development could come forward on unallocated sites where schemes are otherwise acceptable in planning terms and the agreed ground rules are met. The proposed scheme accords with both and should be supported.
- The scheme will aid people to access the local housing market.
- 39 affordable housing units form a part of the scheme. Letters of support have been received in respect of the need for affordable housing in the area.
- With a signed unilateral undertaking and a shortened time period for delivery, there will be no delay to these houses being built, should the application be approved.
- The proposed scheme will make a difference to those in need.

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- If new houses are delayed until the LDP review has been completed, there will unlikely be any provision of housing in settlements such as Raglan before 2023.
- The scheme will bring a number of benefits and will make a significant contribution to addressing the existing housing shortfall.

Having considered the report of the application and the views expressed, the following points were noted:

- Members noted that the site is not allocated for development in the LDP. Members considered the application in the light of the decision made by Council on 20th September 2018 which provided the Council's position, in principle, for residential development on unallocated sites. The shortfall in housing land supply was given 'appropriate weight' and the application was considered against the 11 'ground rules' agreed by Council on 20th September 2018.
- LDP policy S1 identifies Raglan as a rural secondary settlement which under Policy S2 was to take 45 houses over the planned period. At that time it had been considered to be a reasonable degree of growth for a settlement of this size. Compared with the LDP allocation and the household size at Raglan the scale of what is now proposed is disproportionate. Raglan village comprises of an historic core around which development has grown sporadically and at a low level. A large development at one end of the village does not respect its character and will be incongruous in scale. As part of the ground rules that have been approved by Council and outlined in the report of the application, point 6 states that the scale of the additional residential development will be considered in the context of the LDP social strategy. It was considered that this application does not meet the test of the ground rules. Raglan is not in a sustainable location and public transport is limited. Employment centres are some distance away and it was considered that the development will be contrary to Policy S16, as it would generate commuting by private car. Using Grade 3a, agricultural land is contrary to Planning Policy Wales (PPW) where there is no overriding need to develop it.
- There is a need for this development within Raglan.
- The application, if approved, will provide 35% affordable housing in Raglan which will help young people to remain within the village.
- The Head of Planning, Housing and Place Shaping informed the Committee that with regard to agricultural land classification there are three grades of best and most versatile agricultural land, 1, 2 and 3a. National Planning Policy states that local authorities should avoid building on these unless there is overriding need. A detailed site survey indicates that two thirds of the site is 3a. The remaining third is 3b or 4. The two thirds of the site is classified as best and most versatile, albeit at the lesser side of best agricultural quality. The scale of the proposed development is a subjective assessment and is considered to be appropriate for Raglan. With regard to the Council decision on 20<sup>th</sup> September 2018, a hybrid approach had been agreed. This spatial option looked at both the pressing need

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in the south of the County and the LDP settlement hierarchy. Raglan is a rural secondary settlement and falls somewhere between the two. It is acknowledged that there are not key employment opportunities in Raglan and there will be reliance new residents commuting by car. However, in terms of connectivity, Raglan is well connected. A contribution will be made to improve public transport provision. 45 homes have been allocated in Raglan. With regard to school capacity, the Authority cannot build schools larger than is required and is not allowed to plan for surplus places. Currently, children are brought into Raglan to attend the primary school. In future, there is potential for this to change with additional local children being able to attend the primary school with children residing outside of the village attending a primary school elsewhere. The covenant is relevant in in this case in as far as it affects whether this application can come forward quickly. The applicant considers that the covenant issues have been resolved.

- Concern was expressed that the global picture was not being recognised in relation to the County. Monmouthshire is an employment commuter region covering Cardiff, Newport and Bristol but there are no traffic assessments covering these issues. Monmouthshire has a 3.9 year supply of housing. However, household projections have dropped significantly over the previous 10 years. If looking at projected population growth, it was considered that Monmouthshire does not have a five year land supply shortfall as the LDP could have been reviewed to lower population projections. It was considered that an influx of people are anticipated to move into the whole of the County from the Bristol area and this needs to be recognised. In response, the Head of Planning, Housing and Place Shaping informed the Committee that in terms of household projections, they have reduced in terms of percentages in the last three census rounds but the starting point has been higher than originally estimated. One of the reasons for the shrinking of household formations is due to young people still having to live at home with their parents. In planning policy terms, household projections are the starting point, then factor in growth aspirations or other policy concerns. People will continue to migrate into Monmouthshire which has always been a population growth tradition.
- Concern was expressed regarding the highways issues that currently exist within Raglan including the need to cross on-coming traffic.

The local Member summed up, as follows:

- The proposed development looks like urban sprawl in a village.
- This application stands alone and is not similar to previous applications considered.
- Suitability of the site the Committee is being asked to be considered and the large number of proposed houses.
- There are alternative sites for housing provision.

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- 45 houses are already being built within Raglan.
- There have been serious road traffic accidents within the village.
- If approved, the development will not be sustainable.

It was proposed by County Councillor G. Howard and seconded by County Councillor L. Brown that we be minded to refuse application DM/2018/01050 on the grounds that the application is contrary to LDP Policies S1, S2, S16 and H4.

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

For refusal	-	4
Against refusal	-	5
Abstentions	-	1

The proposition was not carried.

We resolved that application DM/2018/01050 be approved subject to the 16 conditions, as outlined in the report and subject to a unilateral undertaking.

#### **6. Application DC/2018/00138 - Erection of 1 no. stable block & Change of Use of land for the grazing of horses. Land Adjacent Box Bush Farm For Development Of Stable Blocks Box Bush Road Great Oak Bryngwyn Monmouthshire**

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

The Planning Committee had previously considered this application on 7th August 2018. After discussions about the merits of the application, the Committee deferred consideration of the application until a revised site layout had been produced showing the stable block to be moved further away from the adjacent neighbour's property at Box Bush Barn.

Having received the revised plan the application is being re-presented to the Planning Committee following the previous deferment. The proposed stable block has been moved further down the field away from the immediate neighbouring property Box Bush Barn and is now sited 43 metres away from the adjoining boundary. The neighbouring properties have been consulted.

The Development Services Manager informed the Committee that that this application is a major development and it involves a material change of use of more than a hectare of land. Therefore, the application will need to be advertised as a major development and the Committee were asked to consider deferring the application due to these circumstances.

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It was considered that a condition regarding the siting of the horse manure be included in future consideration of this application.

We resolved that consideration of application DC/2018/00138 be deferred to a future meeting of the Planning Committee to allow officers to advertise the application as a major development, as the application involves a material change of use of more than a hectare of land. Also, any future consideration of this application will include a condition regarding the siting of the horse manure.

**7. Application DM/2018/00731 - Full planning application for the development of a workshop (B2), two storey office (B1), valet / car preparation area (Sui Generis), parking areas for car storage (B8) and associated infrastructure works (revised Phase 2 Ecological Survey, Planning Statement and FCA received 27.07.2018 and 02.08.2018; Revised FCA received 05.09.2018). Land At Newhouse Farm Industrial Estate, Chepstow, NP16 6UD**

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

The local Member for Shirenewton, also a Planning Committee Member, outlined the following points:

- The local Member and Mathern Community Council are content with the application. However, Mathern Community Council had expressed disappointment that the applicant had not responded to an invitation to meet with the community council with regard to the pre-application stage.
- Drainage issues were raised at the Planning Committee site inspection with regard to effluence and the removal of contaminants. In response, it was noted that the trade effluence for the valet chamber will go into a private pumping chamber. A licence from Welsh Water will be required. Effluent would not enter into the environment. Natural Resources Wales (NRW) has reviewed this process and is content.
- The application, if approved, will improve local employment.

Having considered the report of the application and the views expressed by the local Member, it was proposed by County Councillor P. Murphy and seconded by County Councillor M. Powell that application DM/2018/00731 be approved subject to the nine conditions, as outlined in the report.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

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We resolved that application DM/2018/00731 be approved subject to the nine conditions, as outlined in the report.

#### **8. Application DM/2018/00858 - Four bedroom detached property, with integral garage. 100 Hereford Road Monmouth Monmouthshire NP25 3HH**

We considered the report of the application which was recommended for approval subject to the six conditions, as outlined in the report.

Planning Committee had previously considered the application on 3rd July 2018. After discussions about the merits of the application, Members had approved the proposed development subject to the applicant signing a Section 106 Legal Agreement requiring a commuted sum of £26,068 for a contribution towards affordable housing provision in the locality.

The application was re-presented to the Planning Committee on 2nd October 2018, as the applicant had provided information to confirm that it would not be viable for the development to be constructed with the financial contribution sought. The information submitted by the applicant had been scrutinised by the Council's Senior Housing Strategy & Policy Officer who had concluded that this particular site was not able to provide a financial contribution towards affordable housing. On the 2nd October 2018 the Planning Committee had deferred a decision on the application until the figures in relation to the viability of the scheme had been scrutinised by the Planning Committee.

In terms of a timeline of this site, there is an extant outline planning consent on the site under application DC/2016/00519 (16/02/2017) where a S106 legal agreement had been signed for an affordable housing contribution of £26,068. This application had been submitted and the legal agreement signed by the previous owner of the site. The applicant for this application (DM/2018/00858) had purchased the site and had submitted a full planning application and after fully considering the build costs of the development was unable to provide an affordable housing contribution given the viability of the scheme. This had been evidenced by the applicant and verified by the Council's Affordable Housing Officer.

Given that a full viability appraisal of the development had concluded that a financial requirement was not viable for this particular site, it was recommended that the application be approved, subject to the conditions outlined in the report, without any requirement for a financial affordable housing contribution.

Having considered the report of the application, it was noted that the Planning Committee should receive Supplementary Planning Guidance to deal with the issues of viability. Some local authorities have made issues of viability public which has improved the situation for these authorities. The Head of Planning, Housing and Place Shaping informed the Committee that there was no need for Supplementary Planning Guidance. However, he has liaised with other authorities about publishing viability statements. In the meantime, this information will be shared with the Planning Committee on a confidential basis.

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It was also considered that Condition 1 of the report of the application should be amended so that the development shall begin within three years from the date of permission, rather than five years.

It was proposed by County Councillor R.J. Higginson and seconded by County Councillor P. Murphy that application DM/2018/00858 be approved subject to the six conditions, as outlined in the report without any requirement for a financial affordable housing contribution. Condition 1 to be amended so that the development shall begin within three years from the date of permission, rather than five years.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/00858 be approved subject to the six conditions, as outlined in the report without any requirement for a financial affordable housing contribution. Condition 1 to be amended so that the development shall begin within three years from the date of permission, rather than five years.

#### **9. Application DM/2018/01089 - Conversion Of Two Agricultural Barns And Associated Outbuildings To Residential Use. New Trecastle Farm, Trecastle Road, Llangovan, NP25 4BW**

We considered the report of the application which was recommended for approval subject to the conditions, as outlined in the report and subject to a Section 106 Legal Agreement.

The application had been presented to the Planning Committee on 4<sup>th</sup> September 2018 with a recommendation for approval. The Committee had deferred consideration of the application pending further information from the applicant about the potential for the barn to be used for business purposes (a criterion of Policy H4 of the LDP) and information about other structures on the site (a nearby silage pit and an existing agricultural building that had been proposed to be retained).

The applicant had responded and provided a business use statement, as outlined in the report.

The application was re-represented to the Planning Committee with a recommendation for approval subject to the conditions, as outlined in the report and subject to a Section 106 Legal Agreement.

Having considered the report of the application, it was proposed by County Councillor P. Clarke and seconded by County Councillor R. Edwards that application DM/2018/01089



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be approved subject to the conditions, as outlined in the report and subject to a Section 106 Legal Agreement.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/01089 be approved subject to the conditions, as outlined in the report and subject to a Section 106 Legal Agreement.

**10. Application DM/2018/01122 - Retrospective application to extend curtilage to side of dwelling. Construction of 2m high brick wall 1.1m from inside of kerb. 46 Treetops, Portskewett, Caldicot, NP26 5RT**

We considered the report of the application, and late correspondence, which was recommended for approval subject to the one condition as outlined in the report.

Having considered the report of the application it was noted that the wall is well built and does match some of the brickwork on other nearby properties.

It was proposed by County Councillor P. Murphy and seconded by County Councillor M. Powell that application DM/2018/01122 be approved subject to the one condition, as outlined in the report.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/01122 be approved subject to the one condition, as outlined in the report.

**11. Application DM/2018/01292 - Installation of a portrait bench and figures adjacent to old Cattle Market site and Monnow Bridge. Land Adjacent Monnow Bridge, Monnow Street, Monmouth**

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

Having considered the report of the application, it was proposed by County Councillor P. Murphy and seconded by County Councillor M. Powell that application DM/2018/01292 be approved subject to the three conditions, as outlined in the report.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/01292 be approved subject to the three conditions, as outlined in the report.

**12. Application DM/2018/01351 - Agricultural building for storage of straw and woodchip animal bedding. Pear Tree Cottage, Danygraig Road, Cross Ash, Nr. Abergavenny, NP7 8NU**

We considered the report of the application which was recommended for approval subject to the two conditions, as outlined in the report.

Having considered the report of the application, it was proposed by County Councillor R. Edwards and seconded by County Councillor P. Murphy that application DM/2018/01351 be approved subject to the two conditions, as outlined in the report.

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

For approval	-	9
Against approval	-	0
Abstentions	-	0

The proposition was carried.

We resolved that application DM/2018/01351 be approved subject to the two conditions, as outlined in the report.

**13. Appeal decision - Land at The Glebe, Newport Road, Magor**

We received the Planning Inspectorate report which related to appeal decisions following a site visit that had been made on 25<sup>th</sup> September 2018.

- Appeal Ref: APP/E6840/C/18/3200088 - Site: Land at The Glebe, Newport Road, Magor.
- Appeal Ref: APP/E6840/C/18/3200092 - Site: Land at Silverdale, Newport Road, Magor.
- Appeal Ref: APP/E6840/A/18/3200781 - Site: Land at Silverdale and The Glebe, Newport Road, Magor.

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We noted that:

1. The appeal is allowed, the enforcement notice is quashed and planning permission is granted on the application deemed to have been made under section 177(5) of the 1990 Act as amended for the development already carried out, namely the erection of a closed boarded fence to front garden on land at The Glebe, Newport Road, Magor, Monmouthshire NP26 3BZ referred to in the notice, subject to the following condition: Within 1 month of the date of this decision the fence shall be treated with a brown stain finish.
2. The appeal is allowed, the enforcement notice is quashed and planning permission is granted on the application deemed to have been made under section 177(5) of the 1990 Act as amended for the development already carried out, namely the erection of a closed boarded fence to front garden on land at Silverdale, Newport Road, Magor, Monmouthshire NP26 3BZ referred to in the notice, subject to the following condition: Within 1 month of the date of this decision the fence shall be treated with a brown stain finish.
3. The appeal is allowed and planning permission is granted for the erection of closed boarded fencing to front gardens at Silverdale and The Glebe, Newport Road, Magor, Monmouthshire NP26 3BZ, in accordance with the terms of the application, Ref DC/2017/01188, dated 14 November 2017, and the plans submitted with it, subject to the following condition: Within 1 month of the date of this decision the fencing shall be treated with a brown stain finish.

#### **14. New appeals received - 24th May to 23rd October 2018**

We noted the new appeals received between 24<sup>th</sup> May and 23<sup>rd</sup> October 2018.

**The meeting ended at 6.35 pm.**

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